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Senate Hearings

Before the Committee on Appropriations

Department of the Interior and Related Agencies Appropriations

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94*th* CONGRESS, FIRST SESSION

H.R. 8773

Part 4 (Pages 1009–2176)

AMERICAN REVOLUTION BICENTENNIAL ADMINISTRATION
DEPARTMENT OF THE INTERIOR
- Bureau of Land Management
- Office of the Secretary
- Office of the Solicitor
- Office of Water Research and Technology
- U.S. Geological Survey

NATIONAL FOUNDATION ON THE ARTS AND THE HUMANITIES
NONDEPARTMENTAL WITNESSES
SMITHSONIAN INSTITUTION

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DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS FOR FISCAL YEAR 1976

HEARINGS

BEFORE A

SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS UNITED STATES SENATE

NINETY-FOURTH CONGRESS

FIRST SESSION

ON

H.R. 8773

AN ACT MAKING APPROPRIATIONS FOR THE DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES FOR THE FISCAL YEAR ENDING JUNE 30, 1976, AND THE PERIOD ENDING SEPTEMBER 30, 1976, AND FOR OTHER PURPOSES

Printed for the use of the Committee on Appropriations

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U.S. GOVERNMENT PRINTING OFFICE

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DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS FOR FISCAL YEAR 1976

WEDNESDAY, APRIL 16, 1975

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met at 2 p.m., in room 1223, Everett McKinley Dirksen Office Building, Hon. Lawton Chiles presiding.

Present: Senators Chiles and Stevens.

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

STATEMENT OF CURT BERKLUND, DIRECTOR

ACCOMPANIED BY:

GEORGE L. TURCOTT, ASSOCIATE DIRECTOR
EDWARD L. HASTEY, ASSISTANT DIRECTOR, ADMINISTRATION
FRANK A. EDWARDS, ASSISTANT DIRECTOR, MINERALS MANAGEMENT
PAUL M. VETTERICK, CHIEF, DIVISION OF BUDGET AND PROGRAM DEVELOPMENT
FRANCIS M. WILES, DIRECTOR OF BUDGET, OFFICE OF THE SECRETARY

BUDGET REQUEST

Senator CHILES. Good afternoon. This is the time set to conduct hearings on the fiscal 1976 budget estimates of the Bureau of Land Management. These estimates total $240 million in new budget authority, which is an increase of $37.1 million over appropriations to date for the current year. There is also a request for $4.6 million in appropriations to liquidate contract authority, which is up by $613,000 over fiscal 1975. The justifications have been included in the record [pt. 1, pp. 1–112].

PREPARED STATEMENT

Senator CHILES. Mr. Berklund, welcome again before the committee. Your associates are all familiar to us, but please introduce them for the record. Then proceed to highlight your prepared statement, which will be printed in full in the record.

[The statement follows:]

Mr. Chairman:

Today we are in the midst of a most critical period in terms of managing the National Resource Lands and the Outer Continental Shelf. Our basic challenge is to make the vast resources on and under these lands available to meet high priority National goals in a manner that is fully compatible with our mandates to protect the environment. Expanding production of energy resources, while undoubtedly our most critical and most visible priority, is only one of the challenges we face. Other critical program areas include improving the management of our forage resources to reduce or reverse the declining condition of Federal ranges and wildlife habitat; continuing to provide timber resources on a sustained yield, yet environmentally-sound basis to help meet National housing goals; and providing for the dramatic upswing in recreational use of the National Resource Lands which has occurred in recent years.

Our total appropriations requested for fiscal year 1976 is $245 million exclusive of $198 million in permanent appropriations which are largely for payments of shared revenues to States and counties. The $245 million is an increase of $35 million when compared to the amount appropriated for fiscal year 1975 and our requested pay supplemental for the current year. Thirty-one million of the requested increase is for Management of Lands and Resources; two million is for Construction and Maintenance; and increases of one million each are requested for Public Land Development, Roads and Trails, and Range Improvements. The Range Improvements increase results from the increase in grazing fees which became effective in calendar year 1974, and the decision by the Secretary to allocate one-half of receipts to this fund from areas where he has discretional authority.

On the revenue side, we anticipate that our activities will generate $8.5 billion, up $5.4 billion from our revised fiscal year 1975 estimates. The largest source of revenue is derived from oil and gas leasing on the Outer Continental Shelf, but our estimates also include proceeds from the sale of energy and mineral resources, timber, forage, lands and other commodities from BLM administered areas onshore. Our estimated receipts are over nineteen times our total budget including payments to states and counties.

In the Management of Lands and Resources appropriation, an increase of $31 million proposed in this budget is for energy and minerals programs.

A total increase of $27.1 million is requested for OCS activities. Of this amount, $24.4 million is needed to conduct the environmental baseline studies under which key biological, chemical, geological, and physical data is gathered at sampling stations in proposed leasing areas. This data is needed both to guide leasing decisions and to be in a position to measure changes in the environment, if any, from the so-called "baseline" once oil and gas operations are underway.

The OCS program also includes $2.7 million in increases to annualize the costs of new positions funded for only part of FY 1975 and for field surveys to fill information gaps not provided by the baseline studies. An example of these types of surveys is the gathering of social and economic data necessary to assess probable adjacent onshore impacts of new offshore development.

A total increase of $3.9 million is requested to permit BLM offices to keep pace with demands for development and use of the onshore energy resources of the National Resource Lands. Included are the funds and positions for onshore oil and gas and geothermal steam leasing. Also included are funds for handling expanded activity relative to existing coal leases and for the second year costs of our Energy Minerals Rehabilitation Inventory and Analysis Program. Through acquiring necessary soil and hydrologic data in cooperation with the Bureau of Reclamation and Geologic Survey, this program will permit us to select areas for energy leasing with the best rehabilitation potential, include meaningful and effective rehabilitation stipulations in future leases, and to evaluate the impact of energy development on both surface and underground water.

Increases are also requested for management of non-energy minerals where case backlogs have been increasing due both to increased demand and our internal emphasis on energy-related activity.

In addition to increased activity related to Federal energy resources, we have experienced a dramatic upswing in the number and complexity of applications for rights-of-ways and other permits for use of National Resource Lands in conjunction with private energy-production developments. These include transmission lines, new railroad spurs, pipelines, access roads and other facilities. In most cases, an environmental impact statement must be prepared before the Bureau can issue permits pursuant to these requests. A net increase of $1.0 million is proposed to keep pace with these applications involving some 90 major projects in FY 1976; This, combined with $2.5 million provided by redirecting funds now being utilized in fiscal year 1975 for an impact statement on proposed gas pipelines from Alaska'a North Slope to both the East and West coasts of the lower 48, will provide $3.5 million in increased funds for this effort.

I should add here that identifiable costs of processing these private right-of-way applications including preparation of impact statements are recovered from the applicants. Receipts from this source are deposited in the Treasury and are not available to the Bureau. Thus we must request appropriations in advance to cover our costs.

Other program increases requested in Management of Lands and Resources include a feasibility study on controlling National Resource Lands sources of Colorado River salinity and for injured employee compensation payments. An additional $1.9 million is requested for cadastral surveys to provide clearly determined boundaries in connection with energy leasing programs in the lower 48, and to move toward our objective of completing Alaska surveys required by the Native Claims Settlement Act by 1984. A total of $1.4 million in the Management of Lands and Resources Appropriation is requested for annualizing the October, 1974 pay raise.

For Forestry programs our budget proposes a decrease of $4.1 million in Management of Lands and Resources. In the case of Western Oregon, $2.7 million of this decrease is offset by an increase of the Oregon and California Grant Lands Fund obligation program for timber management. Outside of Western Oregon, a reduction of $1.4 million will be accompanied by a decrease in our timber sale offerings from 145 million board feet to 50 million. Western Oregon offerings will remain level at 1.2 billion board feet.

Increases proposed in the Construction Activity of our Construction and Maintenance appropriation are primarily for fire support structures and additions to Bureau District Offices needed to accommodate new employees in areas where energy program activities have resulted in large staff increases. In maintenance $.6 million is requested to begin a program of protecting and stabilizing a few of the more significant and endangered cultural resources found on National Resource Lands. Examples include Indian dwellings and petroglyphs. An additional $0.5 million is needed for maintenance requirements associated with new facilities and increasing use of BLM recreation facilities and roads.

For Public Lands Development Roads and Trails there is no increase proposed in our new construction program except for pay costs. We are, however, requesting an increase of $.6 million in the liquidating cash appropriation to begin to reduce the balance of unfunded contract authority obligated in prior years.

In summary, our Budget recognizes the critical energy needs of the Nation and provides the funds necessary to carry out our mandates under existing legislation, executive orders and agreements.

INTRODUCTION OF ASSOCIATES

Mr. BERKLUND. Thank you, Mr. Chairman. Accompanying me at the witness table today is at my far left, Mr. George Turcott, my Associate Director and Ed Hastey, Assistant Director for Administration. To my right is Paul Vetterick, Chief, Division of Budget and Program Development; Frank Edwards, Assistant Director for Minerals Management; and Frank Wiles, the Director of Budget, Office of the Secretary.

NATIONAL RESOURCE LANDS AND OUTER CONTINENTAL SHELF

Mr. Chairman, I would like to summarize my statement at this time. Mr. Chairman, today we are in the midst of a most critical period in terms of managing the national resource lands and the Outer Continental Shelf. Our basic challenge is to make the vast resources on and under these lands available to meet high priority national goals in a manner which is fully compatible with our mandates to protect the environment. Examples include mineral and energy resources, soil and water, forage resources, wildlife, timber, and recreation. Our total appropriations requested for fiscal year 1976 is $245 million. That is exclusive of the $198 million in permanent appropriations which are largely for payments of shared revenues to States and counties. The $245 million is an increase of $35 million when compared to the amount appropriated for fiscal year 1975.

On the revenue side, we anticipate that our activities will generate $8.5 billion, up $5.4 billion from our revised fiscal year 1975 estimates of $3.1 billion. The largest source of revenue is derived from oil and gas leasing on the Outer Continental Shelf, but our estimates also include proceeds from the sale of energy and mineral resources, timber, forage, lands, and other commodities from BLM administered areas onshore.

ENERGY RELATED PROGRAM INCREASES

In the "Management of lands and resources" appropriation, an increase of $31 million proposed in this budget is for energy and minerals programs. This is allocated among three major program areas.

First, a total increase of $27.1 million is requested for OCS activities related to the Outer Continental Shelf oil and gas development. Of this increased amount, $24.4 million is for baseline studies which measure key biological, chemical, and physical properties of selected marine environments, prior to leasing, with followup measurements during OCS oil and gas development activities to determine their impact on these key environmental items.

Second, an additional increase of $3.9 million is requested to permit BLM offices to keep pace with demands for development and use of the onshore energy resources of the national resource lands. Included are funds for onshore oil and gas and geothermal steam leasing as well as funds for handling expanded activities relative to existing coal leases and for second-year costs of our energy minerals rehabilitation inventory and analysis program.

Third, increases in the amount of $400,000 are requested for management of nonenergy minerals where case backlogs have steadily increased. We have experienced a dramatic upswing in the number and

complexity of applications for rights-of-way and other permits for use of national resource lands in conjunction with private energy-production developments. These include transmission lines, new railroad spurs, pipelines, access roads and other facilities. A net increase of $1 million is proposed to keep pace with these applications. This, combined with $2.5 million to be reprogramed from the Arctic gas effort will provide $3.5 million in total increased funds for processing these energy-related rights-of-way.

OTHER PROGRAM INCREASES

Other program increases requested in "Management of land and resources" appropriation include a small amount for a feasibility study for controlling Colorado River salinity and for injured employee compensation payments.

An additional $1.9 million is requested for cadastral surveys and $1.4 million for annualizing the October 1974 pay raise.

DECREASE IN TIMBER MANAGEMENT

Our forestry budget proposes a decrease of $4.1 million in management of lands and resources. In the case of western Oregon, $2.7 million of this decrease is offset by an increase of the Oregon and California grant lands fund obligation program for timber management. Outside of western Oregon, a reduction of $1.4 million will be accompanied by a decrease in our timber sale offerings from 145 million board feet to 50 million.

Senator CHILES. Is that because of the economy or the economic demand or what?

Mr. BERKLUND. No, sir, it does not relate to that. We felt the emphasis this year should be on energy and in order to give the high priorities to energy we had to hold the line on some other programs, and this happened to be one of them.

Senator CHILES. Well, now, by decreasing your timber sales, I am not as concerned about that because I assume that you can go in and make that cut the next year. What about decreasing your management, what effect is that going to have in reducing management?

Mr. BERKLUND. Well, to maintain the program that we had in fiscal year 1975, a level program would permit an increase in cut above what it will be. It would have permitted an increase in reforestation of 900 acres and stand improvements on 1,600 acres over what is now proposed. At the present time we would have to eliminate that in the present budget request.

Senator CHILES. I am just wondering whether that might have been penny wise and pound foolish. Even though energy is certainly a great concern now, I hate to see you reduce your management program because I think that has also been a tremendous concern to the Congress, and continues to be one, even though we are in a kind of a slump right now or have been in the use of timber. I hate to see you do anything to cut down your reforestation program. You will pay for that later.

Mr. BERKLUND. History has not proved any less interest in our forestry program. It is just establishing our priorities in order to satisfy the demands for energy.

BUDGET REQUEST AS SUBMITTED TO OMB

Senator CHILES. Would you submit to us, for the record, if we do not have it, your budget request in these areas as they went to OMB?

Mr. BERKLUND. Yes, sir, I would be glad to.

Senator CHILES. I would like to see that.

[The information follows:]

Comparison of OMB Request and Allowances

The following table portrays the increases requested of OMB and those increases allowed for Fiscal Year 1976.

Budget Authority	Program Increase Requested To OMB	Program Increase Allowed By OMB	Additional Allowed for Pay Raise & Transfer	Total FY 76 Budget
		(in thousands of dollars)		
MANAGEMENT OF LANDS & RESOURCES				
/Energy and Minerals Management/				
Energy Management-Onshore				
Coal	+ 1,500	+ 800	+ 47	3,131
Oil Shale	-	-	+ 5	1,430
Geothermal	+ 500	+ 500	+ 25	2,136
Oil and Gas	+ 800	+ 800	+ 86	4,924
EMRIA	+ 1,800	+ 1,800	+ 6	3,206
Energy Management-Offshore	+27,100	+27,100	+ 82	58,145
Minerals Management-Onshore				
Mineral Patent Processing	+ 200	+ 200	+ 13	1,050
Mineral Leasing Management	-	-	+ 18	1,020
Material Sales	+ 200	+ 200	+ 13	1,033
Minerals Management-Offshore	-	-	-	-
SUBTOTAL, ENERGY & MINERALS MANAGEMENT	+32,100	+31,400	+ 295	76,075
/Land and Realty Management/				
Lands & Records Mgmt. & Improvement	-	-	+ 102	6,922
Lands Casework				
Energy Related	+ 1,038	+ 1,000	+ 97	10,091
Nonenergy Related	+ 1,000	-	+ 104	7,684
Trans-Alaska Pipeline	-	-	+ 16	8,820
SUBTOTAL, LANDS & REALTY MGMT.	+ 2,038	+ 1,000	+ 319	33,517
/Surface Resource Management & Prot./				
Range and Forage Management				
Intensive Management	-	-	+ 104	11,044
Custodial Management	-	-	+ 54	4,417
Wild Horses & Burros	+ 1,000	-	+ 4	979
Timber Management & Development				
Public Domain	+ 1,700	- 1,425	+ 43	3,443
Western Oregon	- 1,700	- 2,700	+ 14	1,164
Soil and Water Resource Management				
Condition Survey	-	-	+ 48	2,012
Condition Stabilization	+ 1,200	+ 200	+ 29	4,068
Project Maintenance	+ 1,300	-	+ 14	2,336
BEC	+ 67	+ 67	-	399
Recreation Management				
Intensive Management	+ 2,000	-	+ 33	3,674
Extensive Management	-	-	+ 9	903
Cultural Enhancement	+ 300	-	+ 6	325
Wildlife Habitat Management				
Endangered Species	+ 200	-	+ 4	432
Game Use	+ 300	-	+ 31	3,155
Fire Protection	-	-	+ 74	8,056
SUBTOTAL, SURFACE RES. MGMT. & PROT.	+ 6,367	- 3,858	+ 467	46,407

Budget Authority	Program Increase Requested To OMB	Program Increase Allowed By OMB	Additional Allowed for Pay Raise & Transfer	Total FY 76 Budget
		(In thousands of dollars)		
/Planning for Multiple Use/	+ 2,400	-	+ 86	6,939
/Cadastral Survey/				
Alaska	+ 2,400	+ 1,000	+ 19	7,788
Lower 48	+ 1,300	+ 900	+ 121	6,944
SUBTOTAL, CADASTRAL SURVEY	+ 3,700	+ 1,900	+ 140	14,732
/Firefighting & Rehabilitation/	-	- 650 3/	- 650 3/	4,750 1/
/General Administration/	+ 400	-	+ 94	4,569
TOTAL, MLR	+47,005	+29,792	+ 751 3/	186,989
CONSTRUCTION & MAINTENANCE				
/Construction/	+ 3,024	+ 1,186	+ 49	2,938
/Maintenance/	+ 1,601	+ 1,000	+ 101	6,123
TOTAL, CONSTRUCTION & MAINTENANCE	+ 4,625	+ 2,186	+ 150	9,061
RANGE IMPROVEMENTS 2/	+ 1,858	+ 1,248	-	5,450
Obligational ~~Authority~~ Program (only):				
RECREATION DEVELOPMENT	(+47)	(+47)	-	(300)
PUBLIC LANDS DEVEL. ROADS & TRAILS	(+1,724)	(-1,076)	+ 83	(4,153)
OREGON & CALIFORNIA GRANT LAND FUND	(+4,739)	(+1,649)	+ 307	(34,636)
TOTALS	+59,998	+33,846	+1,291	240,589

1/ Excludes supplemental of $19,950,000.
2/ Changes reflect change in grazing fees only.
3/ Includes transfer of $650,000.

PERMANENT POSITIONS (END OF YEAR CEILING)

+ 621	+ 142	--	4,684

REQUESTS FOR CONSTRUCTION AND MAINTENANCE

Mr. BERKLUND. Increases proposed in the construction activity of our construction and maintenance appropriation are primarily for fire support structures, and additions to Bureau district offices.

In maintenance $600,000 is requested to begin a program of protecting and stabilizing a few of the more significant and endangered cultural resources. An additional $500,000 is needed for maintenance requirements associated with new structures and increasing use of BLM recreation facilities and roads.

For public lands development roads and trails, there is no increase proposed in our new construction program except for pay costs. We are, however, requesting an increase of $600,000 in liquidating cash appropriation to begin to reduce the balance of unfunded contract authority obligated in prior years.

In summary, our budget recognizes the critical energy needs of the Nation and provides for the minimum needs necessary to carry out our mandates under existing legislation, executive orders, and agreements.

Thank you, Mr. Chairman.

ANTICIPATED REVENUES

Senator CHILES. Thank you, sir, I would like to go over with you, or have you go over with me in a little more detail, some issues on the revenue side. You expect your activities to generate $8.5 billion in receipts. We were dealing with these figures, I am not sure whether it is the difference in the year or the way the year is set up, but in the Budget Committee we were dealing with these figures. I thought the President had put in anticipated revenue of about $12 billion in his budget, or was the figure $8.5 billion? He put in $8 billion in his budget.

We felt that that was considerably overstated in view of the situation as it now appears, what is going on in the Atlantic OCS, and what the terms for sales have been, the provisions of the sale off California, the results so far. Even in the North Gulf OCS around Florida the results have not been good so far. The Budget Committee cut that figure by about $4 billion, as I recall. For the record, I would like to get that information, what we cut it to, but my feeling was that we felt you would never realize that kind of revenue.

Mr. BERKLUND. Mr. Chairman, we felt these estimates were conservative. The fact is that we based it on what happened in the gulf when we first started leasing in there, when the best structures were still available. We did get some disappointments in recent sales in the gulf. But referring to the North Atlantic, we plan to pick up an alternative sale in the Bering Sea. Also with the pending release of the escrow account with Louisiana, of which there is some $800 million there, we still think it is possible to reach the $8 billion receipt figure right now. That is the best information we have that we can provide for you.

RELIABILITY OF OCS REVENUE ESTIMATES

Senator CHILES. Do you anticipate the California sale will be your major sale next year?

Mr. BERKLUND. Yes; we do. We have definite plans to go ahead there subject to environmental considerations. If we do, and proceed to follow through with the sale, we expect to receive $1.5 billion. That may be a low figure, from all indications.

Any one sale would not have great impact because we have backup sales. But if we start deferring several of these, you are right, we could fall apart in our projected receipts.

Senator CHILES. $1.5 billion. That is a pretty good effect.

Mr. BERKLUND. The escrow release will provide another $800 million which will be provided early in fiscal year 1976; that is definite. The estimate also includes $600 million in royalties which is also fairly firm.

Senator CHILES. Why does your schedule discontinue base line studies in the deep Mississippi–Alabama–Florida area in fiscal 1976? Have you conpleted your base line studies?

Mr. BERKLUND. No; we will be monitoring base line impacts for some time. The base line data gathering has been completed.

LEASING POLICIES

Senator CHILES. Major changes in our gas and oil leasing policies are now being considered in Congress. They center on proposed Federal oil exploration as a means of bringing these to the public. They also center on changing some of the ways in which we would grant the leases. It would probably get us much less money on the front end. Do you have any comments on those and how they would affect your objectives?

Mr. BERKLUND. The receipts we have projected, Mr. Chairman, are under the existing law, the present leasing procedures. If there is change, we will have to go back and reevaluate those changes on the leasing program and related revenues. Of course, we recognize that there are many advantages and disadvantages in changing the leasing system, but we feel we have a very viable leasing program, right now. We think we are returning fair market value to the Federal Government on our leases. We hope to see it continue.

GEOTHERMAL STEAM FILING FEES

Senator CHILES. What kind of revenues are you getting from filing fees in 1974 and 1975 and what do you expect in 1976? This would be under geothermal. What is the situation with respect to geothermal leasing?

Mr. VETTERICK. The filing fee is $50 for each application. In 1974 we received a little more than 4,000 noncompetitive applications. So at $50 per individual application it would be $200,000.

In 1975 we anticipate about 700 additional applications to be received. That would come to about $35,000. In 1976 we anticipate about 900 such applications, which would come to about $45,000.

PROGRAM EMPHASIS ON ENERGY

Senator CHILES. Overall, it would appear you are cutting back on timber management and scrimping on range management to help off-

set the energy-related increases in this budget. Is that a fair assessment?

Mr. BERKLUND. Energy is properly an overriding priority program in our budget. Given the growing dependence on foreign sources for energy supplies and the fact that the mineral estate under BLM's jurisdiction holds the best promise for reducing that dependence, it is understandable that this should receive heavy emphasis. I would like to point out that the majority of our fund requests even in the energy area do not relate directly to the mechanics of leasing but provide for proper protection of renewable resources and the environment during the development of Federal energy resources. OCS baseline studies, our EMRIA program and fund request for impact statements for energy related rights-of-way are good examples of what I mean.

However, our workload in the nonrenewable resource such as livestock forage, timber, soil and water, recreation, and wildlife is also a real and continuing requirement. The demands upon these resources will not go away and are growing. Given some of the poor conditions that exist with regard to our soil, water, wildlife, and vegetative resource bases, I would, of course, like to see some recognition given to these areas.

From an investment standpoint, we have had timber sales yield almost as much in revenue per acre as the Colorado oil shale which drew so much public interest because of per acre bonus bids of $40,000, and this timber is renewable unlike oil, or gas or coal with a new potential harvest in 80 or so years. So, in this renewable resource category these are real opportunities which can yield both tangible and intangible public benefits.

Overall priorities, would not allow us to present additional emphasis on behalf of these renewable resources because of the importance of energy. Perhaps our future budgets can.

CAPABILITY TO IMPLEMENT ENERGY PROGRAMS

Senator CHILES. Your major program increase falls under energy and minerals management. This carries a 70-percent dollar increase and a 15-percent increase in positions over 1975. What was the funding for this program category in fiscal 1974 and how many positions were authorized for that year?

Mr. BERKLUND. In the total energy program we propose $76 million and 870 positions for fiscal year 1976. In fiscal year 1974 the comparable budget was $11½ million and 500 positions.

Senator CHILES. With this kind of dramatic increase in 2 years, does the Bureau and the organizations that it contracts with have the capacity for this kind of program acceleration?

Mr. Berklund. Yes, sir. If you will note, most of the program increase comes in the OCS program. There is a $27 million increase in the OCS, with no increased positions. Most of this was for contract work for additional baseline studies and monitoring which has already been contracted, either through an agreement with Geological Survey or NOAA, or contracted with the universities or private sector.

We feel we have adequate staff onboard to monitor and receive and analyze that data. So we feel in that area we are pretty safe.

Senator CHILES. How does your program break down as to the amount of your leasing program for environmental protection and how much for development?

Mr. BERKLUND. Ed, can you give us a breakdown on that?

Mr. HASTEY. We are spending approximately $17 million in fiscal 1975 to comply with NEPA. The remaining amount would be development and the necessary environmental analysis that goes with it. It is extremely difficult to separate the costs.

OCS LEASING OBJECTIVES

Senator CHILES. Your leasing schedule which calls for six sales in each calendar year, 1975 through 1978; that is a goal that you still think you will be able to accomplish?

Mr. BERKLUND. Yes, sir, we think we can maintain that schedule. Of course, we made the first preparation for six lease sales in 1 year, in fiscal year 1975. We also had two backup sales. The mid-Atlantic will not now be held in calendar year 1975 and we are looking to go with the MAFLA deep sale as a substitute.

Senator CHILES. You have cut back from the 10-million-acre goal that you had last year; is that right?

Mr. BERKLUND. Yes, sir.

Senator CHILES. What would be the reasons for that?

Mr. BERKLUND. At the time that the goal of 10 million acres was established, it was in attempt to establish something that we could program around, to try to accelerate the program as rapidly as practical. We had some reservations. We knew there would be problem areas, and as they had been firmed up, we realized that that goal could not be reached. If we were to reach it we would be looking at a lot of low production or nonproductive areas.

So the program now centers on getting six sales in 1975 with three of those in frontier areas, where we think the potential for proving up reserves is far greater than in the existing areas remaining in the gulf.

Senator CHILES. What would be your current acreage goals for 1975 and 1976 on the OCS?

Mr. BERKLUND. We have not set it out by acreage, but relating the sales as scheduled, I would say it would be between 4 and 5 million acres.

Senator CHILES. Do you think industry has the capacity to handle these sales?

Mr. BERKLUND. Yes; we think the industry can make the rigs available here. There are also those in foreign waters that can come back which could lend support to a leasing program between 4 and 5 million acres a year.

OCS PRODUCTION OUTLOOK

Senator CHILES. What is your current estimate of the oil and gas production that will stem from this kind of leasing schedule, and when would this additional production have some significant impact on energy supplies?

Mr. BERKLUND. Ed, do you have that?

Mr. HASTEY. The present production from the Outer Continental Shelf is about 400 million barrels of oil per year. If this schedule for

fiscal 1975 were in full production in 5 to 10 years, it would amount to an extra 1.5 million barrels to 2.9 million barrels per day by 1985.

Senator CHILES. It takes at least 5 years to get any sort of commercial production?

Mr. HASTEY. Yes, sir. It depends a lot on the pipeline, the infrastructure and the onshore development. Anywhere between 5 and 10 years in the frontier areas is a reasonable expectation.

Mr. BERKLUND. Where onshore facilities and transportation are readily available, we think that 5 years is reasonable leadtime. In other areas that we are looking at, such as the Bering Shelf and the Gulf of Alaska, it could be up to 10 years to get into full production.

GAO REPORT ON OCS LEASING

Senator CHILES. How have you all responded to the GAO report on OCS leasing?

Mr. EDWARDS. You are speaking of the report concerning the acceleration to 10 million acres. We made some general comments to the extent that the 10 million-acre goal has been changed since the President and Secretary met with the Governors in November, and that we are no longer looking at attaining that goal, but instead six sales a year, as Mr. Berklund has said.

The GAO commented that the 10 million-acre goal was not in conformance with the Project Independence report. Our position is that the 10 million-acre goal was initiated prior to the Project Independence report. We have been trying to coordinate our leasing goal with the Project Independence proposal since its release.

Senator CHILES. Doesn't the thrust of the GAO report still feel that you are moving too fast?

Mr. EDWARDS. Yes. That is essentially the conclusion of GAO. Of course we have since changed the goal and rescoped it from the original 10 million-acre proposal.

Senator CHILES. I know they wanted you to define clearly your leasing goals and reconsider the accelerated schedule. They also had serious questions about proper tract evaluation and Government and industry capabilities. Have you made that kind of reassessment?

Mr. EDWARDS. I think we have done a number of those things. Our assessment is different concerning the industry capability to handle the acreage. We think that industry does have the capital and will have the equipment available to develop the acreage that would result from six sales a year.

As I say, we have realined our overall goal. Our evaluation process, I think, is sound. We feel that we have made improvements as we have gone along in the process and have strengthened our leasing program. I think the main concern that GAO had was whether or not we had the overall capability to evaluate that much acreage. But the Geological Survey has asked for increased personnel and money in the evaluation area. They feel that they are able to handle a schedule of six sales a year with favorable action on their budget requests.

OCS BIDDING

Senator CHILES. I am sure one of the great concerns is, if we continue under the present kind of leasing policy with bonus money on the front end, if the major oil companies get themselves involved in

a number of sales, I think we can just look for that bidding to go way down. Then, of course, we are still locked in on a small royalty fee under that method. It would go in another direction, and maybe that is not as much of a concern.

Mr. EDWARDS. We have considered a royalty bidding procedure and have experienced with that in a recent sale in the gulf. Some of the results of the last sale in the gulf would indicate that industry is bidding more closely to the real values. In at least one of the larger sales we had in the gulf, in the MAFLA area, one of the highest bonuses was paid on a tract. So far they have not found very much for the money that they paid in bonuses. It has been pretty disappointing in terms of producing oil down off the Florida coast.

Mr. BERKLUND. We do find the percentage of bid rejections has picked up. As you increase the amount of offerings, bid levels have been lowered in some instances and the number of rejected tracts has increased. So I think our evaluation is sound, but it does mean that there is less acreage being leased than originally thought leasable.

FIELD SURVEYS

Senator CHILES. The proposed $2.2 million increase for field surveys more than doubles the funding for this activity. Tell us how this program will be carried out.

Mr. BERKLUND. During fiscal year 1975 the Bureau will complete efforts to compile and summarize existing data on the OCS. Once these data are consolidated and summarized, gaps in environmental information will be identified; these will provide the basis for our field survey or special studies activities. These studies will generally be one-sample efforts which may have general utility in several areas or may be specialized to one locale. Examples of these field surveys include analyzing oil spills to ascertain their spread or distribution patterns, studying hydrocarbon toxicity, studying unique ocean environments, such as coral reefs.

Senator CHILES. Do you believe the proposed field survey program will provide enough information to support planning and satisfy objections of coastal States to onshore impacts of offshore leasing?

Mr. BERKLUND. To some extent. Although our field surveys or special studies are not designed for in-depth consideration of onshore impacts of offshore development, we do include some analysis of socio-economic effects of development on industry, recreation, and the like. The main thrust of the effort, however, is to obtain information in areas beyond the shoreline.

Senator CHILES. Where will your field surveys be concentrated?

Mr. BERKLUND. We will study first those frontier areas that have tentatively been identified for sales in fiscal year 1976 and fiscal year 1977. These include such areas as the Gulf of Alaska, the Atlantic coast, and the Bering Sea in Alaska. We will also conduct studies in areas already leased to determine cause/effect relationships. Over time we will conduct field surveys in all proposed frontier areas.

COSTS ESTIMATES OF FEDERAL EXPLORATION

Senator CHILES. Have any cost estimates of Federal exploration been developed?

Mr. BERKLUND. The Bureau has not made any cost estimates of Federal exploration, but I understand that the Geological Survey may have made such estimates. Exploration really falls under their purview. I believe their estimates per well range from a low of $2 million in the Gulf of Mexico, to as much as $10 to $20 million in Alaska. I could not, at this time, relate these individual well costs to the total need but such a program could be quite costly. I think such a program would also directly compete with industry for available exploration equipment and skilled personnel.

COAL LEASING

Senator CHILES. Turning to onshore energy leasing, you have an $800,000 increase and 32 additional positions for coal leasing.

In what geographical areas will your total coal leasing program be concentrated? We would really like a State breakdown, and you can supply that for the record. I would like to know what areas.

Mr. BERKLUND. On the Federal land, there are five major coal-producing States. These are Colorado, Montana, Utah, Wyoming, and New Mexico. We think increases will come in the first four, with very little increased allocations to New Mexico in 1976.

Senator CHILES. Could you give us a breakdown on that for the record?

Mr. BERKLUND. Yes.

[The information follows:]

GEOGRAPHICAL DISTRIBUTION OF BLM COAL PROGRAM (FISCAL YEARS 1975 AND 1976)

State	Base program (Fiscal year 1975)		Fiscal year 1976 increase		Total	
	Amount	Positions	Amount	Positions	Amount	Positions
Alaska	$16,900	1			$16,900	1
Arizona	16,900	1			16,900	1
California	16,900	1			16,900	1
Colorado	392,600	21	$200,000	9	592,600	30
Montana	384,800	21	300,000	13	684,800	34
New Mexico	263,400	14			263,400	14
Utah	311,800	16	175,000	6	486,800	22
Wyoming	412,400	22	125,000	4	537,400	26
Washington, D.C. Office [1]	468,300	11			468,300	11
Total	2,284,000	108	800,000	32	3,084,000	140

[1] Includes funding for minerals management mapping.

COAL PRODUCTION GOALS

Senator CHILES. What kind of leasing goal does this program increase envision, and how does that translate into increased coal production?

Mr. BERKLUND. We are still working on a Federal coal leasing program policy. We do not have goals established as yet but in 1974, existing leases have increased to where production now is 20 million tons, double what it was 2 years earlier. That is from existing leases. It looks like it will be about 26 million tons on existing leases in fiscal year 1975 without any new leasing program.

Senator CHILES. How does your coal-leasing budget tie into the national coal policy mentioned in your justification?

Mr. TURCOTT. We worked very closely with the people developing Project Independence. To give you a specific number of quantities, as to how it ties in with the numbers in the Project Independence reports calling for a doubling of production by 1985, we cannot really specify the Federal component, because we have not completed the national coal policy.

I can relate a little more clearly to the President's various messages where he has so clearly pointed out the significance of coal as a substitution for oil, as an additional energy supply. He has called for vastly accelerated coal production nationwide. The President's program calls for setting a national goal that would increase national annual coal production in the next 10 years from 600 million tons to 1.2 billion tons or more. Relating this to western coal, wherein 80 percent of the Nation's low-sulfur coal exists, then whenever we get the various components of what should be a Federal coal-leasing program, to us it means accelerated leasing. It means increased development and new Federal leases in the West, and it means that companies or utilities especially that need coal and are not able to get it, even from existing leases, are going to place a demand for new leasing.

But for us to say that we have it all quantified with target goals for leasing, no, we don't, sir. We don't have the final leasing targets. It is very complex, and sensitive procedures have not been worked out yet in the Department.

EXPANDED COAL LEASING BUDGET

Senator STEVENS [presiding]. You doubled your amount last year. How much have you committed of your amount last year to those?

Mr. TURCOTT. In program resources, sir?

Senator STEVENS. I am told that the funding for coal leasing nearly doubled last year. Have you spent it all?

Mr. TURCOTT. It is all committed.

Senator STEVENS. And this is a one-third increase over that?

Mr. TURCOTT. Yes, sir, this is in anticipation of some additional leasing as well as administering existing leases. As I said, Senator Stevens, no matter how you look at it and no matter what degree of accelerated leasing, if any, will come out from the Secretary's office we are going to have to make an input here and supply Western low sulfur coal, and this is what we are anticipating.

Senator STEVENS. How long do you anticipate the expansion of this program to continue? When will we reach the funding capability limit?

Mr. TURCOTT. I cannot give you that specifically. As acceleration increases—and I would not be a bit surprised that once this policy is announced, there will be a significant acceleration of coal production—our budget would probably increase for 2 or 3 years at least.

Mr. BERKLUND. Senator, the amount of funding in our coal leasing program is very small. If the national policy is to use coal as the base energy fuel for this Nation, it will have to be expanded many fold. Right now there is not a national coal policy, and we would be unable to give you any determination of how far we would need to expand it.

COAL LEASE ACTIVITIES

Senator STEVENS. I appreciate that. But have you had any significant expansion?

Mr. BERKLUND. Production has doubled on existing leases, but we are issuing very few leases, since we went with the interim leasing policy which permits us only to issue leases under short-term criteria.

We have only issued four leases under that criteria, so most increases in production are coming off existing leases that have been in existence more than 4 years.

Senator STEVENS. Do you have any plans to have additional leasing this year?

Mr. BERKLUND. Only under the short-term criteria. I doubt that we will have much time remaining in this fiscal year, if and when the national coal policy is established, to get into a new leasing program.

I would say that it would be very limited even in 1976. But there are 200 preference right lease applications in hand right now. We have existing leases coming up for renewal, and they have to be modified and adjusted. And we have to take a look at the prospecting permits that are out. There are 38 of those that have made application for extension. So there is activity in the coal program because of prior commitments to preference right and other existing leases.

In the competitive lease area, I would say we will be operating under the short-term criteria for the majority of the year we are looking at here, fiscal year 1976.

Senator STEVENS. Have you ever given us an estimate—Senator Chiles must have asked you that—about the total production goal? Did you give any quantified goal?

Mr. BERKLUND. In 1974, it was about 20 million tons removed from the Federal leases, and in 1975 it appears it will be 26 million tons. In 1976, projection at that rate on existing leases would be 35 million tons of coal.

Senator STEVENS. That is no new additional land.

Mr. BERKLUND. That is not new additional leases. That is on existing leases.

Mr. TURCOTT. If I might volunteer, sir, we have somewhat the same situation with respect to new coal leasing as we do with OCS leasing. Unless these new leases are within logical mining units of existing operations where they are all geared up with equipment and roads and all the infrastructure, it may take again 4 to 5 years to get them into optimum production.

GEOTHERMAL LEASING PROGRAM

Senator STEVENS. The geothermal program has been increased by about one-third. I understand that the request is for a $500,000 increase and 25 new positions. Is that a situation similar to the coal leasing program? Do you have any goal there, and can you tell us how far you think this program is going to go in terms of dollar requirements?

Mr. BERKLUND. It appears that the noncompetitive applications are starting to fall off now in 1975. It would probably continue with a slight increase in 1976. We would be expanding our competitive leasing program, where we plan to hold 20 competitive sales in fiscal year

1976. Then we have to get on with the processing of a backlog of applications that we have for noncompetitive leases, but looking at an overall program, I would say that it would probably continue at about this level for the next several years.

Senator STEVENS. Why do you need the 25 new people?

Mr. BERKLUND. We think the environmental analyses that we have been preparing have been adequate. But now we are getting in very complex areas. We think there might be requirements for additional analysis, and we may even need to complete environmental impact statements in order to hold these competitive sales. With the need for environmental statements, we will need the additional people.

GEOTHERMAL PRODUCTION

Senator STEVENS. What is the production goal here from geothermal? What do you think you will be able to do with the energy supply from geothermal?

Mr. BERKLUND. It is in its infancy, and the projections are up and down the board. Our best projections indicate that they would probably be similar to what we get from hydroelectric power. A very small percentage nationally, but on a regional basis it could be a substantial amount.

Senator STEVENS. This is primarily western, isn't it?

Mr. BERKLUND. Yes; it is. Mostly in the public lands States in the West.

Senator STEVENS. In rough figures, what is your projection?

Mr. VETTERICK. The production potential to be made available from BLM programs, is only a gross estimate. Fiscal 1975 is about 200 megawatt-hours. Fiscal 1976 about 2,500 megawatt-hours; and fiscal 1977, if our program continues as we plan, it will accumulate to about 8,000 megawatt-hours.

That is not production. That is potential production that the BLM program will have made available to industry. Of course there is a lag time between leasing and production.

Mr. EDWARDS. We do not expect geothermal to produce more than about 2 percent of our national energy consumption.

Senator STEVENS. That was the projection I saw. Do you think that is realistic?

Mr. EDWARDS. From all we can tell right now, yes. It is really in its infancy, and it is very hard to tell.

GEOTHERMAL REVENUES

Senator STEVENS. What is the revenue situation with regard to geothermal leases? What do you get for them?

Mr. BERKLUND. On the five competitive sales that we have offered this fiscal year bonus bids have amounted to $4.6 million.

Senator STEVENS. How does that compare to your total filing fees? What percentage of it—what is the total for your filing fees for the same period?

Mr. BERKLUND. Ed, do you have that?

Mr. HASTEY. For the total receipts, let me go back to the first sale we had in January 1974, to date. The total bonus received over that period of time has been about $13 million.

Senator STEVENS. That is all filing fees?

Mr. HASTEY. No; this is bonus bids on competitive sales. The filing fees themselves are from noncompetitive applications on which revenues in the neighborhood of $280,000 have accrued over that same period of time.

Senator STEVENS. Is that just geothermal?

Mr. HASTEY. We are talking only about geothermal, yes, sir.

Senator STEVENS. Do you project those to increase in the future?

Mr. HASTEY. In looking at the noncompetitive filings, it is pretty well peaking out now. Very few heavy filings are expected in the future. Most of the activity will be centered around the competitive lease sales of about 20 per year, and these would all be on bonus bids, and follow-on rents and royalties.

Senator STEVENS. Do you handle those on a nomination basis, like you do OCS ? How do you determine where to have a competitive sale?

Mr. HASTEY. Competitive sales have all been on Bureau motion and these have been offered on the known geothermal areas, known structures. It is where there is geothermal steam potential. But they are Bureau motion offers on competitive sales.

Senator STEVENS. Is there a good faith requirement in those leases to require development within a specified period of time?

Mr. EDWARDS. We do that by use of accelerated rental and development provisions in the first 6 years which then begins to double through the 10th year.

Senator STEVENS. It doubles every year after 6 until 10. Is there automatic renewal after they do provide a generating plant to utilize the geothermal steam?

Mr. EDWARDS. If they have production, yes.

Mr. BERKLUND. The rental and other costs for a 10-year period would be about $166,000 on a lease.

Mr. TURCOTT. That would include requirements for development costs. There are certain levels of developments costs that a leasee has to invest by the 10th year. That plus the rentals come to about $166,000.

Mr. BERKLUND. If there was no production it would still cost $166,000.

Mr. TURCOTT. This may be one of the problems with the declining interest evidenced recently in noncompetitive lease applications. To the everyday fellow on the street, that is quite a bit of money.

OIL AND GAS LEASING REQUEST

Senator STEVENS. What about oil and gas leasing? You have 27 new positions requested there, and the request for an $800,000 increase over last year. I am told that is tied mainly to increased industry interest; is that right?

Mr. BERKLUND. Yes, sir, that is right. The simultaneous filings have increased as well as applications for lease assignments. When you start assigning leases they are getting close to where a company wants to go out and do some exploration work. So it appears that we are getting closer to production on many of these leases.

Senator STEVENS. Are these 27 positions here in Washington or in the field?

Mr. BERKLUND. Most of them are in the field. Of the 27 there were two uncommitted positions that may have to go to the Washington office. All the rest of them are scheduled for the field. Most of them are in Wyoming and New Mexico, two major States with oil and gas workloads.

OIL AND GAS RECEIPTS

Senator STEVENS. You forecast a $7 million increase in onshore oil and gas receipts. Is that because of increased price or increased production?

Mr. HASTEY. Filing fees are running about $15.6 million in fiscal 1975 and will increase to about $16.6 million in fiscal 1976. Our revenues from the royalties would go from about $187 million in fiscal year 1975 to $190 million in 1976. Rents and bonuses will go from $38 million to $41 million. This is due primarily to an increase in production, so it is a combination of additional oil production from 1975 to 1976, an increase in noncompetitive lease filings, and competitive bonuses.

Senator STEVENS. We are not entirely producing old oil in Federal lands. Why wouldn't you be getting an increase in oil from those lands now with increases in price?

Mr. EDWARDS. Most of these noncompetitive type leases are purely wildcat operations. There is a very small percentage of those that ever come into any production. So the increase in the numbers of filings and leases issued does not necessarily mean a proportional increase in the amount of production. They have to find it. It is pretty speculative wildcat operations.

OIL AND GAS IDENTIFICATION

Senator STEVENS. What portion of your total oil and gas leasing program is being devoted to the seismic identification with aerial infrared photography?

Mr. BERKLUND. Approximately $150,000 or 3 percent of our total fiscal year 1976 oil and gas leasing program will be utilized to purchase interpretive infrared photographic equipment and flight contracts to identify rehabilitation problems associated with seismic trials.

Senator STEVENS. Why couldn't you use data from the Earth resources observation system under the Geological Survey?

Mr. BERKLUND. The EROS scale is 1 to 1 million. While this scale can be adjusted through the use of a computer, the Bureau does not have the ADP capability that would be required in order to make seismic trails distinguishable. Even if they could be made distinguishable, they would not provide the detail or flexibility that low-level infrared photography can provide. For example, we can select the times the data is gathered to take advantage of the best weather conditions. Second, the end product itself provides data for other uses such as vegetative analysis in addition to seismic disturbance. This level of detail, not possible from satellite, is needed to develop proper reclamation plans.

EMRIA PROGRAM

Senator STEVENS. Here is a new one I have never even heard of—EMRIA, energy minerals rehabilitation inventory analysis, $3.2

million. Where did you have that in last year's budget justifications?

Mr. VETTERICK. It was listed as a subprogram, under an overall program area in last year's justification title. "Surface Rehabilitation and Protection." It was a component of surface rehabilitation and protection. It was $1.4 million effort last year.

Senator STEVENS. EMRIA: What has happened to that this year?

Mr. VETTERICK. It is part of the $3.2 million in this year's request. We are asking for an increase in this program, a second-year increase of $1.8 million which, when added to the $1.4 million brings the program to $3.2 million.

Senator STEVENS. You just changed the name. In effect the surface rehabilitation categories are all under energy minerals rehabilitation inventory analysis, and you are requesting $1.4 million more; is that right?

Mr. VETTERICK. Not exactly. We did identify it last year by this title.

Senator STEVENS. How would you like to give us a table comparing what you asked for last year and what you are asking for—and what it was under, and what you are asking for this year and what it is under?

[The information follows:]

SURFACE REHABILITATION—EMRIA CROSSWALK

BLM'S SURFACE REHABILITATION AND PROTECTION PROGRAM AS THEY WERE PRESENTED IN THE FISCAL YEAR 1975 BUDGET AND AS THEY ARE PRESENTED IN THE FISCAL YEAR 1976 BUDGET

[In thousands of dollars]

SURFACE REHABILITATION AND PROTECTION

	Base	Increase	Total
Fiscal year 1975 President's budget:			
Surface rehabilitation	----------	+1,400	1,400
Surface protection	1,050	+650	1,700
Fiscal year 1976 President's budget:			
Energy minerals rehabilitation inventory and analysis (EMRIA)	1,400	+1,800	3,200
Included in mineral commodity bases	1,700	----------	1,700
Distribution of $1,700 by commodity:			
Coal			300
Oil and gas			800
Geothermal			100
Oil shale			100
Nonenergy minerals			400

Senator STEVENS. What is the $1.8 million increase? What is it for?

Mr. BERKLUND. That is to expand that program. I think the best way to explain it is to equate it somewhat with the baseline study program on the OCS. What we are doing is monitoring underground water and taking soil samples and tying it in so that we can have onsite meetings, monitor the onsite status of the areas before and during coal and oil shale and oil and gas development.

STATUS OF OIL SHALE LEASES

Senator STEVENS. What is the status of the oil shale program? I am told there is no increase requested for oil shale leasing. There is no mention of it in your justification. What is the status of that program?

Mr. BERKLUND. The program is going forward. We understand that there is activity of one sort or another in all the leases. They have come in and made their second-year payment on the Colorado tracts. They are improving the sites with access road plans and they are doing mapping and archeological surveys. They are out there getting ready to develop the sites.

Senator STEVENS. I heard a speech recently. Somebody was setting forth horrendous problems in terms of the number of various laws and regulations that had to be complied with before any one of the oil shale leases could even reach the point of testing. How complicated is that procedure to develop the oil shale leases? Is it different? Is it more complex than developing regular oil-gas leases?

Mr. BERKLUND. Yes, it is. The stipulations in the lease itself are probably the most comprehensive that were ever put into any leases issued by the Government. There are many stages of monitoring that have to be established. There has to be base information made available before they can start. Frank, do you want to expand on that?

Mr. EDWARDS. They have a number of State laws that they have to comply with in terms of water pollution and air pollution standards. So there is a considerable amount of work they have to do in terms of complying with State laws, as well as complying with all the stipulations that we have in the oil shale lease itself.

In addition to that they have had to acquire areas for water storage and for disposal. Areas for disposition of the spent shale, and there are a number of things that they have to do in those areas to make sure that none of those spent shale areas are going to pollute downstream drainages.

It is a very complicated and very comprehensive operation that they have to undertake. It is much more difficult than ordinary oil and gas leasing.

Senator STEVENS. Do you have any timetable for production from these oil shale leases?

Mr. EDWARDS. Yes. It was written into the lease that if they went into production in the early stages, they could credit part of the cost against the bonus bid—production costs against part of the bonus bid. It has to come within the first 5 years, as I recall. So they are putting together their development plans for approval. The lease requires that they furnish a development plan and we review it completely with them, and approve it before they can even begin to start mining. Of course, they are anxious to get into production because they can then get some credit against the bonus bid for early production. So there is incentive for them to move ahead on the lease as soon as possible.

MINERALS MANAGEMENT PROGRAM

Senator STEVENS. Let's move on to minerals management. You have a 25-percent increase for your patent processing and material sales activities under minerals management, mostly, I am told, for catch-up work. Why have you fallen behind in those two programs, and what is the catch-up that would have to be done?

Mr. BERKLUND. Senator, because of the increasing interest in the (base) mineral area, there has been an increase in the applications for mineral patents. This is due in part because the banking institutions are requiring patents before they will give financing for development.

It has been increasing the number of applications we have for patents. That increases the number of mining claims that we have to go out and validate and the mineral surveys that will have to be completed.

So this is a program that has been dropping behind steadily for many, many years. The increasing interest in bringing and perfecting mining claims within the last few years has accelerated to the point where we are now about 400 years behind. If we do not start to at least keep current with the applications coming in, at some later date it will be impossible to ever catch up with the backlog.

Senator STEVENS. What caused the acceleration in activity?

Mr. BERKLUND. As I understand it, there have been two major reasons. One is the change by the banking institutions who now require patents, for financing the development of these mining claims. The other one is just concern about perfecting their ownership on the lands themselves. In the past many of these mining claims have produced minerals, been developed completely and closed out without ever going to patent.

Then there is another reason, property taxes. Do you want to address that, George?

Mr. TURCOTT. I cannot specify it by State, but I know that several of the States are modifying age-old extraction taxes, going into full property taxes, whether or not a claim is patented, if there is development proceeding. So these mining companies say, "Well, if we are going to pay taxes on it, we might as well go ahead and get full title, or at least get it up to the point of an application for mineral survey". That takes time.

MATERIAL SALES

Senator STEVENS. The economy is generally down. Road construction is generally down. Why would these things be going up? A lot of them are gravel operations, aren't they?

Mr. BERKLUND. That is material sales. We have not addressed that yet. We were talking about the applications for patents.

Senator STEVENS. Why don't you lump them together in one? Patent process and mineral sales activities?

Mr. BERKLUND. On that one, Senator, we found that it is running contrary, as far as BLM is concerned, to the economy. Our applications for material sales have increased, even while the economy is dropping off. We find that a lot of the material resource they need is for energy development and for rights-of-way.

Senator STEVENS. Is a lot of this for up in my State?

Mr. BERKLUND. A lot of this is for California.

Senator STEVENS. Is there an increase in people there?

Mr. BERKLUND. In California and Nevada. That is where this increase would be allocated.

BLM MANPOWER REQUESTS

Senator STEVENS. What is the total increase in personnel you are requesting this year?

Mr. BERKLUND. A hundred and forty-two new permanent people.

Senator STEVENS. If you had them, how many would you have in total?

Mr. BERKLUND. 5,123 authorized with the year-end ceiling of 4,684 people.

Senator STEVENS. Where did you get this ceiling from?

Mr. BERKLUND. From OMB through the department.

Senator STEVENS. Why are you asking them for more people if you already have an authorization for a ceiling?

Mr. HASTEY. The end-of-year ceiling that the Director mentioned of 4,684 relates to the 142-position increase. In other words, our end-of-the-year ceiling this fiscal year was 4,542. The increase we show in the budget was 142 and the new end-of-year ceiling for fiscal 1976 is 4,684, so the end-of-year ceiling is adjusted from 1975 to 1976 by 142, in accordance with allowances from the Office of Management and Budget.

Senator STEVENS. What is your authorized level?

Mr. HASTEY. It is somewhat higher. It is 5,176.

Part of the difference between end-of-year ceiling and authorized level is the lapse. You have people coming and going. It takes time to recruit, anywhere from 9 to 12 weeks to bring new people on board. So you are always carrying a certain amount of vacancies in your organization because of the turnover.

Senator STEVENS. That is not impoundment by another name; is it? I still do not understand why you are asking for 142, when all you have to do is fill some of those vacancies.

Mr. HASTEY. There is no way we could ever be 100 percent filled. We show a ceiling we work against, but the difference is the lapse rate, or the turnover. When someone leaves the bureau and we go out and recruit, it takes anywhere from 9 to 12 weeks to fill that position, by the time we advertise and check with the Civil Service Commission.

ENERGY RELATED LAND USE AUTHORIZATIONS

Senator STEVENS. You have a $1 million increase for processing energy-related rights-of-way and similar land use applications. Is that reimbursable?

Mr. BERKLUND. We are proceeding to collect our processing costs on these cases now.

Senator STEVENS. How much of it will you collect?

Mr. BERKLUND. 80 to 90 percent, Senator.

Senator STEVENS. How much of an increase—what was the amount of increase for rights-of-way processing last year?

Mr. BERKLUND. Are you referring to receipts?

Senator STEVENS. Appropriations.

Mr. BERKLUND. Last year from an adjusted fiscal year 1974 base of $1.5 million, we obtained increases in 1975 of $7.6 million. Now we are requesting $1 million more.

Senator STEVENS. $8.6 million?

Mr. BERKLUND. It would be $8.6 million over 1974. Arctic gas is included in that.

ARCTIC GAS PROJECT

Senator STEVENS. Are you proceeding with your proposed redirection of $2.5 million from the Arctic gas project to the rights-of-way program?

Mr. BERKLUND. The draft Arctic gas EIS should be completed within this fiscal year, and hopefully at that point we would reprogram the $2.5 million. There would be all but 16 positions moved from Arctic gas into the other rights-of-way projects.

Senator STEVENS. What are you doing about the situation with El Paso Natural Gas, where they refused to file for an application for a right-of-way? Are you cooperating at all with FPC with regard to the EIS?

Mr. BERKLUND. Yes; we are preparing a joint EIS in cooperation with FPC.

Senator STEVENS. On the Alaskan route or just on the Arctic-Canadian route?

Mr. BERKLUND. On Arctic gas. We are looking at alternative routes, but we are not addressing specifically El Paso's application or route.

Senator STEVENS. We cut the Arctic gas pipeline request last year and now you are cutting it back again.

Mr. BERKLUND. Because the draft EIS should be complete. At that time there will have to be a decision made on whether we will issue permits or abandon the idea. At that time we will have to reassess our program. Our work should be completed as far as most of the environmental work is concerned. It should be brought up to a decision point within 1976.

Senator STEVENS. I am sure it is no secret to you that I prefer the Alaska route, so I am being sort of provincial. What are you doing about the Alaska route? Are you just treating it as an alternative route for the Arctic gas?

Mr. BERKLUND. We are looking at all the alternatives, Senator, but without an application in hand we cannot address that as a specific application.

Senator STEVENS. Do you contemplate making a decision on the Arctic request for a right-of-way before the FPC decision?

Mr. BERKLUND. We assume that all the decisions will be made at the same time.

Senator STEVENS. How could they be, if El Paso has not filed an application for a right-of-way—and I understand the FPC agrees with them—that there is no need for that, to have the application for convenience and necessity determined by the FPC, and they do not have to file an application for a right-of-way? If El Paso is selected by the FPC would you have to prepare an EIS, in your opinion?

Mr. BERKLUND. They will have to give us an application for that right-of-way and at that time we will do an assessment. If we considered all the environmental impacts, it may not be necessary to prepare a statement. But in my best judgment I would say yes, we would probably have to prepare a statement.

Senator STEVENS. Even if it uses the right-of-way of the Alaska oil pipeline?

Mr. BERKLUND. As I understand it, there will be some deviations.

BLM POSITION ON ARTIC PROPOSAL

Senator STEVENS. There would be, in the lower hundred miles, I think. Has the Bureau taken a formal position on El Paso's application? Are you saying that until El Paso files an application for a right-of-way permit that you are not going to prepare an EIS?

Mr. BERKLUND. Yes, sir, that is right, until we have an application we have no action to address.

Mr. TURCOTT. Again, it is being treated as an alternative in some depth in the Arctic gas EIS.

Senator STEVENS. But if El Paso is a successful applicant with the FPC we might have additional delay at a time when we cannot afford it. As I understand it, that gas has to start coming out in 1979.

Assuming the oil pipeline is finished in 1977, the gas cap will be lifted, beginning in 1979, at 2 years of reinjection, so where do you come out?

Mr. BERKLUND. We tried to encourage El Paso to file an application so we could address them both at the same time, but they elected not to do it. We have no way of assessing them for the cost without an application in hand.

Senator STEVENS. Are you going to assess Arctic for the complete cost of the EIS?

Mr. BERKLUND. Yes, we are. It amounts to over $1.5 million to date.

Senator STEVENS. Arctic gas has already paid $1.5 million, or has been billed that?

Mr. BERKLUND. They have been billed that.

Senator STEVENS. What about the rest of the Alaska pipeline work? There is no increase requested on that this year?

Mr. BERKLUND. No, sir, We are at a level program now, from now through 1976. They are on schedule and there has been no serious delay to date.

LAND RECORDS MANAGEMENT

Senator STEVENS. No increase is requested for land records management. Do you have any backlog in this area?

Mr. BERKLUND. While we have a considerable workload in records management, given our high priority needs in other management areas, we believe that we will have to fulfill our land records responsibilities on a timely basis with current capability and therefore haven't requested an increase in this area. The records management aspect of our total lands and realty program isn't as much of a problem as the actual casework. In both the energy and nonenergy related lands casework, we are experiencing a build-up with an overall increase in backlog cases.

ALASKA NATIVE CLAIMS SETTLEMENT ACT

Senator STEVENS. What about activities relating to the Alaska Native Claims Settlement Act? What is the budget allocation there and where do you stand there?

Mr. VETTERICK. The budget for Alaska Native claims in both lands and minerals is approximately $5.3 million. We do not anticipate any additional needs in fiscal 1976 over and above that level.

In addition, there are cadastral survey funds. With the increase of a million dollars proposed in this budget, survey work in Alaska will amount to about $7.8 million.

Senator STEVENS. If you continue cadastral surveying at the rate that that $1 million would fund, when could you expect to complete the survey work required by that?

Mr. VETTERICK. Approximately 1985.

Senator STEVENS. 1985?

Mr. VETTERICK. That is correct. However, increased costs for such things as helicopter rentals may wipe out any net benefits in terms of accelerated work from this $1 million increase.

Senator STEVENS. I have a letter from one of the Native leaders who indicated that if BLM did not receive a substantial increase in appropriations to survey the Native village lands it would be terribly long before title could be conveyed. He was informed that the Department had cut one-half of the original request from BLM and OMB had cut it further. Is that right? What was the BLM request of the Department and what was the OMB approval?

Mr. BERKLUND. Our original request out of BLM to the Department was an increase of $2.4 million and it was the same to OMB.

Senator STEVENS. The Department sent to OMB $2.4 million increase?

Mr. BERKLUND. Yes.

Senator STEVENS. And you received a $1 million increase?

Mr. BERKLUND. Yes.

Senator STEVENS. Your answer to me, that you can complete all the survey by 1985 with the increased funding——

Mr. BERKLUND. Depending on the selection patterns that we are not aware of now. It could run as high as 1990, I would not want to be committed to 1985.

Senator STEVENS. When was it that you were supposed to convey the land?

Mr. BERKLUND. Immediately.

INTERIM CONVEYANCES

Senator STEVENS. Are we going to be forced into some process of tentative approval, in order to give title to these people so they can proceed?

Mr. BERKLUND. Yes, we are. We are issuing interim conveyances, which permits them almost all of the privileges of ownership. We will have to have the survey complete before we can patent them the lands.

Senator STEVENS. Do you feel you have initial authority to issue tentative approvals under the Native Land Claims Act?

Mr. BERKLUND. Yes; we are doing it now. It has not been challenged and our solicitors tell us it is legal. It is called an interim conveyance.

Senator STEVENS. It is conveyance subject to a final survey.

Mr. BERKLUND. That is right.

Senator STEVENS. Is that adequate for mineral and oil and gas leasing?

Mr. BERKLUND. Yes, sir, gravel sales and the other things that are proceeding now.

Senator STEVENS. What could you have done with the $1.4 million if you had the full $2.4 million increase established instead of the million increase. How soon do you think it would have been completed?

Mr. BERKLUND. We planned on using half a million of that for surveying State selections. Consequently, we estimated we could convey to the State an additional 500,000 acres and 850,000 additional acres to the Natives.

CONTRACT SURVEYS

Mr. TURCOTT. Most of that program was for contract surveys.

Mr. BERKLUND. There are no additional people tied to our request. We have been expanding contract surveying and there has been a concern about getting qualified contractors. With the experience we have had we think we could handle this amount of additional contract work without additional people.

Senator STEVENS. I understand one of the Native corporations formed a consortium with one of the existing survey organizations to expand the number of people involved in the area. Does this mean you won't have the money to contract with that group?

Mr. BERKLUND. There are two groups that have done this. One of them has tied in with a company and has a qualified group that we could contract with. On the other one we are still having some problem trying to get their qualifications up. Whether they will be successful in bidding on this or not I can't tell you.

Mr. HASTEY. We are going to have meetings in Alaska next month with Native groups to inform them of what is needed to bring them up to qualifications so that they can compete on these contracts either through consortiums or through their own capability. We are also aiming for at least two small business minority-type contracts next year. The Native groups will have an opportunity to bid for them. The last competitive contract we had in Alaska, we had something like 70 applicants that were interested.

There was very stiff competition for some of the smaller organizations in Alaska that wanted to compete on this contract. We are trying to develop two levels of contracts, some for small business and also some for the larger firms.

Senator STEVENS. From what I understood, the availability of these funds has nothing to do with the availability of the land use. You are using the tentative approval route with the State, or the conditional conveyance so far as the Native people are concerned, so that if the money is not appropriated at the initial level that you requested, it will not delay turning the land over to the people who are entitled to it. Is that right?

Mr. BERKLUND. That is right. If they choose to subdivide or sell it would hold up their plans until patents were issued. But they would still have use of it for mineral development. The state wants patent to it before they reconvey it. But the State has gone ahead with leasing at Prudhoe Bay on tentative approved lands where patents were still pending.

Mr. TURCOTT. These are all based on projected diagrams. We were quite successful with the State in terms of massive acreages. It does propose a problem when we get toward the edge of the projection, particularly in the smaller tracts.

Senator STEVENS. I have written some title opinions on those tentative approved lands, and it is a tough proposition.

Mr. BERKLUND. It is a lot cleaner with patented lands, sir, without question.

RANGE MANAGEMENT ACTIVITY

Senator STEVENS. On your renewable resources management we are told your range management activity is the same level, $16.2 million. Even with a separate increase of $1.2 million under the range improvements account, is this adequate in the context of your report on range conditions? Did you ask for an increase in this?

Mr. BERKLUND. Yes, sir, we did.

Senator STEVENS. We recommended an $8 million increase in range management. But what did you ask for from the Department and OMB?

Mr. BERKLUND. Our original request to the Department for range was $2.1, plus related amounts in watershed and wildlife. There are several breakdowns in there, so we would have to total them up for you to come up with the total.

In total it came to about $5 to $7 million.

Senator STEVENS. Why don't you do that for us and also show us where you would use an additional $5 million if you had it in range management. What would be your priority, as far as an additional amount, if the committee decided to accept part of the recommendation of the Interior Committee.

Mr. BERKLUND. May I supply that for the record?

Senator STEVENS. Yes; would you please?

[The information follows:]

PROPOSED USE OF AN ADDITIONAL $5.0 MILLION IN RANGE MANAGEMENT

A $5 million and 80 position increase in the Bureau's Range Management program in fiscal year 1976 would be utilized for the following (in priority order): (1) supervising existing range use ($1.6 million and 60 positions); (2) implementing 120 partially completed allotment management plans ($1.2 million and 7 positions); and (3) fully implementing another 45 allotment management plans (AMP's) which have been prepared for selected, critical areas ($2.2 million and 3 positions) in the 10 western states.

The $1.6 million will provide the capability to adequately supervise and evaluate existing range use. This includes ensuring proper livestock distribution and use patterns, reducing unauthorized use, and identifying needed adjustments in stocking rates or class of livestock in line with condition and capacity.

An additional $1.2 million will complete 120 AMP's and place an additional 2.5 million acres under intensive management. About 25 million acres are currently managed intensively through 1,054 AMP's. Objectives are accomplished through the control of livestock in such a way that their grazing habits are scientifically applied to improve rangeland conditions.

AMP's have been prepared in cooperation with livestock operators for over 280 additional areas in critical condition, but have not been implemented. The remaining $2.2 million of the total will place another one million acres under intensive management by implementing 45 new AMP's in selected areas requiring the most immediate treatment.

The $5 million will bring to 28.5 million the acreage under intensive management through 1,219 AMP's. This amounts to 21% of the acreage and 17% of the AMP's required.

LONG-TERM RANGE MANAGEMENT REQUIREMENTS

Senator STEVENS. What kind of funding increments would be needed to get your range management program up to an acceptable level and what would be an acceptable level?

Mr. BERKLUND. From the projections set forth in the Senate Report, it would take an increase of about $5 million a year for the next 3

years, and then it would be between $2 and $3 million a year for the next several years thereafter.

George, do you want to address that more specifically?

Mr. TURCOTT. In accordance with the report that the full committee asked for last year, I have to give the numbers to you in three breakdowns. As indicated in the report just for the implementation of about 6,050 additional allotment management plans, which would include accommodations for wild horses and burros, there would be a one-time cost of about $302.3 million for the AMP's and about $26.3 million in addition for wild horse facilities and management. This comes to about $329 million over 20 years.

The next breakdown as indicated in the report is to plan for and implement all of the AMP's, with the facilities, carry on an adequate level of supervision, evaluation and maintenance along with the intensive management programs only. This would come to about $578 million over 20 years.

The full picture can be computed in terms of the charts which are shown as Figure 7 in the report to the committee. This would be full implementation of the 6,050 additional allotment management plans. It would include all of the supervision, evaluation, and maintenance of some 7,000 or more plans because there are some already in existence. All of the other administrative planning, wild horse management, et cetera, involved in the range program would be $802 million over 20 years.

These are very large figures. As the Director indicated, to get it started, I think we would need to build up in increments of $5 million.

Senator STEVENS. If you will give us not only the breakdown of what you asked for and where it would have gone, but also show us the $5 million figure and how you would use it, if we did make it available, it might give us a start on that anyway.

Mr. BERKLUND. All right.

REDUCTIONS IN TIMBER MANAGEMENT

Senator STEVENS. On forestry, you have a $4.1 million reduction for forestry on the public domain. This is partly offset by an increase in O&C grant lands, but that still is a substantial reduction. What is this? Is it a cut in the timber sales program? Or are there reductions in reforestation or what happened? Again, I think we ought to put on the record what you asked for and what you got. Is this a mandated cut?

Mr. BERKLUND. Yes, it is.

Senator STEVENS. What did you ask for?

Mr. BERKLUND. Let us talk about the public domain forest program first, because it is a twofold question; it was a $1.7 million increase.

Senator STEVENS. A $1.7 million increase?

Mr. BERKLUND. Yes.

Senator STEVENS. And you got a decrease.

Mr. BERKLUND. Yes, sir, we did.

Senator STEVENS. Of $1.4 million?

Mr. BERKLUND. Yes Considering first the PD forestry program, we asked for an increase of $1.7 million and we received a decrease of $1.4 million.

Senator STEVENS. Well, that is a $3.1 million difference.

51-957 O - 75 - pt. 4 - 3

Mr. BERKLUND. Yes.

Senator STEVENS What about the O&C?

Mr. BERKLUND. In the O. & C., where we could fund more management, out of the O. & C. grant land funds, there was a decrease proposed in favor of an increase in the public domain.

Mr. VETTERICK. We had proposed an increase in PD forestry of $1.7 million in order to sustain a timber cut similar to that which we were planning as a target in fiscal 1975. In order to do that we proposed a $1.7 million reduction in the western Oregon account within MLR and picking up the shortfall in the O. & C. funds.

Senator STEVENS. We also had the Forest Service in this committee and they are budgeting an increase in timber sales in anticipation of a revival of demand. How are you going to handle that, if you have the same thing on your public domain lands?

Mr. BURKLUND. The interest is there. Our recent history indicates that interest is there. Sales are going at about the same offered-sales, average, but under this program we will have to reduce the offerings.

We proposed to offer 120 million board feet in 1976 (with the increase). It would be 85 with a sustained level of our 1975 base, but with the reduction we will be able to offer only 50 million board feet.

Senator STEVENS. 50 million instead of 120 million?

Mr. BERKLUND. Yes, sir.

LOCATION OF DENIED SALES

Senator STEVENS. Do you have any specifics on where those sales would have been? Can you give us this, for the record?

Mr. BERKLUND. Yes; we can supply it for the record. The States hardest hit would be California, Oregon and Idaho and Colorado.

[The information follows:]

Fiscal Year 1976 Public Domain Forestry Timber Sales at Alternate Program Level

State:	*Million board feet*
California	46
Colorado	18
Idaho	19
Montana	10
Oregon	21
Wyoming	6
Total	120

SALE CAPABILITY

Senator STEVENS. Have you been working on an EIS in those areas?

Mr. BERKLUND. Yes. We filed a programmatic EIS on our timber program.

Senator STEVENS. And they are ready to go? If you had the money do you think you could achieve the 120 million board feet?

Mr. BERKLUND. Not only with the increase in forestry, because it would take additional cadastral surveying and roads. The total would be about $5.5 million in order to sustain that.

AFFECT ON REVENUES AND PROGRAM

Senator STEVENS. What would be your projected revenues from that?

Mr. BERKLUND. About $5 million to $7 million additional receipts.

Senator STEVENS. That is not too smart. Did you appeal that back to OMB and they cut it that hard, $3.1?

Mr. BERKLUND. Repeatedly.

Senator STEVENS. Having bounced off those walls, I think I understand what you mean.

Senator STEVENS. Where will the reduction in forestry outside western Oregon have its main impact?

Mr. BERKLUND. In terms of reductions in positions and associated funding, the major impact of the $1.4 public domain forestry reduction will be felt in California, eastern Oregon, Colorado and Idaho. If the committee desires, I can provide for the record the specific funding and position reductions as well as the resulting reduction in board feet to be offered.

Senator STEVENS. Please do so.

[The information follows:]

PUBLIC DOMAIN FORESTRY REDUCTION—FISCAL YEAR 1976

The fiscal year 1976 public domain forestry program has been reduced by $1.4 million from the fiscal year 1975 level. The volume of timber to be offered for sale has been reduced by 85 million board feet in fiscal year 1976. The distribution of these reductions by State follows:

State/Office	Funding decrease (thousands)	Position decrease	Decrease in volume to be offered (MBF)
Washington Office (in lieu of Arizona)	$22	1	----
California	488	15	38
Colorado	270	7	11
Idaho	200	6	13
Montana	100	2	2
Oregon	270	9	21
Wyoming	50	2	----
Denver Service Center	25	1	----
Total	−1,425	−43	−85

Senator STEVENS. What effect will your budget program have on estimated timber revenues in fiscal 1976?

Mr. BERKLUND. We estimate that with the continuation of fiscal year 1975 funding for public domain forestry in fiscal year 1976, our offerings would have to be adjusted downward to around 85 million board feet but still 35 million board feet over our current target of 50 million necessitated by the $1.4 million reduction. At $70 per thousand board feet this is about $2.5 million in revenues which would accrue over 2 to 3 years as the timber is cut and paid for. Our budget program has no impact on timber revenues for the western Oregon program because the impact of the O. & C. reduction in the "Management of lands and resources" appropriation is being absorbed in the O. & C. grant land account.

COLORADO RIVER SALINITY STUDY

Senator STEVENS. In terms of dollars, what assistance will the BLM be getting from other sources in its proposed $200,000 feasibility study of controlling Colorado River salinity?

Mr. BERKLUND. BLM will get no funding from other sources to conduct our feasibility study. We do have cooperative agreements with the U.S. Geological Survey and the Bureau of Reclamation to provide us with data obtained by their monitoring stations on the Colorado River, but no transfer of funds is involved. This request will provide only for an analytical team which will have to draw on data from our field offices. So the total cost of the program will exceed the request we are making here.

RECREATION

Senator STEVENS. There is no increased budget for recreation management. Aren't you continuing to fall behind in this area? For example, what is the projected recreation visitor use in fiscal year 1976, and how does it compare to the 2 preceding years?

Mr. BERKLUND. We are projecting visitor use in fiscal year 1976 to be around 63 million visitor-use days. This is an increase of 4 million visitor-use days over the fiscal year 1975 estimate and an increase of 8 million visitor-use days over the fiscal year 1974 level. Some of this increased use was provided for in our fiscal year 1975 recreation increases of approximately $1.9 million. However, with no recreation funding increases in fiscal year 1976 and this increasing use of lands by the public, we will undoubtably lose ground in our overall management program. In the construction and maintenance appropriation, there are provisions for increases on behalf of our overall recreation program but this is an area where the demands by the public far outstrip our management capabilities.

WILDLIFE PROGRAM

Senator STEVENS. Your Fish and Wildlife budget is at a level of $3.5 million; right?

Mr. BERKLUND. Yes; the only increase we have there, relates to pay increases.

Senator STEVENS. How about increased responsibilities under the Endangered Species Act?

Mr. BERKLUND. Yes; we do have a bigger committment.

Senator STEVENS. Did you budget for it?

Mr. BERKLUND. There was a request on it.

ALASKAN CONSERVATION SOCIETY PROTEST

Senator STEVENS. I have a protest here from the Alaskan Conservation Society. I will put it in the record here.

[The information follows:]

Alaska Conservation Society

Incorporated in 1960

Box 80192 College, Alaska 99701

March 27, 1975

Senator Ted Stevens
U. S. Senate
Washington, DC 20510

Dear Senator Stevens:

The Alaska Conservation Society is concerned over the inadequate level of funding for Bureau of Land Management wildlife management programs. The administrations proposed fiscal year 1976 budget for these BLM activities does not even provide increases equal to the rate of inflation. Therefore, next year's programs will be even lower than their current levels. Land administered by BLM will be increasingly subjected to pressures brought about by the efforts to develope new energy sources.

Therefore, we urge the appropriations committee to provide for a greatly increased level of funding for this agency's wildlife habitat programs in FY 1976.

We also continue to urge the passage of an Organic Act for BLM activities. The need for such legislation is greater than ever.

Sincerely,

ALASKA CONSERVATION SOCIETY

Tina Stonorov

Tina Stonorov
Executive Secretary

Senator STEVENS. They say you do not provide increases to meet the rate of inflation and next year's program will be lower than the current level; is that right?

Mr. BERKLUND. That is correct.

QUESTIONS SUBMITTED BY SENATOR STEVENS

Senator STEVENS. I have four little questions I would like to ask and you can answer them for the record:

What you requested of the Department for wildlife management programs for fiscal 1976, how much the Department asked of OMB for the same wildlife management programs in 1976, what is the total request in this for wildlife management programs for BLM, and the bottom line is how much of that is going to go to Alaska.

Mr. BERKLUND. We will supply it for the record.

[The answers follow:]

WILDLIFE MANAGEMENT PROGRAM

Although no increase funding was requested in the President's Fiscal Year 1976 Budget for Wildlife Management, the following additional funds for this program were requested to be provided in budget allowances from the Department of Interior and OMB.

	Millions
Increase request to Department	$1.5
Increase request to OMB	.5

Of the total fiscal year 1976 Wildlife Management program of approximately $3.6 million, about $110,000 has been allocated for wildlife programs in Alaska.

Senator STEVENS. You have not committed very much for the vast amount of lands you have up there in terms of Fish and Wildlife activities.

Mr. BERKLUND. That is true, except that most of our habitat in Alaska is in better condition than the habitat in the lower 48.

GAME RANGE RESPONSIBILITIES

Senator STEVENS. You have three game ranges that you took over from Fish and Wildlife Service. Did you increase your request for management funds at all as you assume that new responsibility?

Mr. BERKLUND. No, sir, there was no request for that. The assignment was made to us after our budget was proposed, so we will have to absorb that, at least in fiscal year 1976, out of our ongoing programs.

Senator STEVENS. They took it out of theirs. I heard that one, too. They have deducted it from theirs, but they were not added to yours. They must have known about it sufficiently in advance to take it off theirs. Why didn't you know about it sufficiently in advance to put it into yours?

Mr. BERKLUND. Sir, we asked to have the funds and head count transferred, and the response was negative.

NECESSARY AMOUNTS TO CONTINUE RANGE PROGRAMS

Senator STEVENS. Provide us for the record the amounts necessary to continue those three ranges on the same level of service provided by the Fish and Wildlife Service for the past year, including personnel, please.

Mr. BERKLUND. Sir, at the present level?

Senator STEVENS. At least the present level. I would be pleased to have you add to that what you requested, if you requested an increase.

Those three ranges were pretty well cared for in the budget, as I recall—I am informed that I am wrong. They were treating them as marginal ranges and dropping down the personnel level.

I think you ought to include in the table for the record what you think your full responsibilities in fiscal year 1976 require in terms of funding and personnel, and compare that to last year's.

[The information follows:]

Funding and Manpower Requirements
for
BLM Administered Game Ranges

The following table depicts the additional funds and personnel which have to be allocated to the Game Ranges by BLM in order to provide the same level of management as now exists.

	Management of Lands and Resources		Construction and Maintenance (Maintenance only)	
	Dollars	Positions	Dollars	Positions
Charles M. Russell	$219,000	6	$ 88,000	4
Sheldon	82,000	3	27,000	1
Kofa	96,000	4	--	-
Total	$411,000	13	$115,000	5

Grand Total: $526,000 and 18 positions

This excludes the possible funding needs for equipment which is currently undergoing review.

To discharge our responsibilities fully and on these Game Ranges through the implementation of wildlife habitat improvements, providing enforcement capability and up-grading the maintenance of facilities, the following additional requirements are necessary:

	Management of Lands and Resources		Construction and Maintenance	
	Dollars	Positions	Dollars	Positions
	$500,000	8	$ 60,000	1

Total: $560,000 and 9 positions

BLM TRAVEL COSTS

Senator STEVENS. You are listing $7,334,000 for fiscal year 1976 travel under your management of land and resources object classification. How was that figure reached?

Mr. BERKLUND. What we have done is to take a look at all of our programs and the amount of travel involved in them, such as those that you are familiar with like cadastral survey and management of the lands in Alaska. We then projected out the increased management responsibilities, the added cost of transportation, and developed a small increase in our travel request.

Senator STEVENS. That just is not a little bit of padding. It comes out to be about a 10-percent increase, which was just about the amount we took out last year, 10 percent. So if you put it back in this year you are 10 percent higher, so that we cut 10 percent and come out the same place you were before?

Mr. VETTERICK. In looking at the total travel budget, MLR and all other appropriations combined, first we have to keep in mind that there is a net of 142 additional positions being assigned to the Bureau. And these people, if they are to be effective, must be in the field and must travel.

Senator STEVENS. That is a 1-percent increase in employment and a 10-percent increase in travel.

Mr. VETTERICK. That amounts to $557,000 of the total increase. The balance of the increase, or $374,000, is to partially offset the impact of inflation in the travel budget. For example, we are paying GSA higher vehicle charges now than we have in the past.

Senator STEVENS. That is the first time that this has raised its head. We have dealt with that in terms of rental. Tell us about that.

Mr. VETTERICK. Since we do not own our own vehicles, use of GSA vehicles count against our travel. When we lease vehicles from GSA they show up as travel. For an agency that owns its own vehicles it does not show up as travel since gasoline and oil are classed as supplies and materials. So there are some imbalances when you look at the various travel budgets, in terms of what they really mean.

Senator STEVENS. How much increase has GSA imposed on you for travel in automobiles?

Mr. VETTERICK. I am not sure. It has increased substantially over the last 15 months.

Senator STEVENS. How much of the 10-percent increase is related to proposed payments to GSA?

Mr. VETTERICK. The total increase is partly related to higher costs of travel across the board. It comes to about four and a half percent. Of course, in certain cases, particularly in Alaska, some of our field people travel on a cost-plus basis. As you well know, hotel rooms and that sort of thing are much higher now than they were.

Senator STEVENS. Does the travel account include per diem?

Mr. VETTERICK. Yes, sir.

Senator STEVENS. I can understand that. I travel probably more than anybody else back and forth to my State. I think it has more than doubled in the last year in terms of travel costs in Alaska.

But the GSA vehicles are the same vehicles they had there last year. I do not see why they should be charging you more for those.

Mr. VETTERICK. Their operating costs are higher, fuel costs are higher.

Senator STEVENS. You pay them back for fuel, too?

Mr. VETTERICK. They set a per-mile rate and a monthly rental rate, based on cost, plus their overhead. As that cost goes up to them, they pass that cost on to the agencies.

TRAVEL COST INCREASES

Senator STEVENS. It appears that they may be making money off our agencies. I would like to have you give us a comparison of the last 3 years of charges by the GSA for vehicles and also a comparison of the other travel items, such as hotel and airline charges, and see if we can justify it, because that is going to be whacked, in view of the action of the committee last year. We did cut that travel account last year.

[The information follows:]

Travel Cost Increases

While the number of BLM personnel traveling is increasing, the basic rate for passenger vehicle leasing from GSA, airfares, and lodging have also increased significantly. The following chart shows comparative increases in these areas over the past few years.

GSA Passenger Vehicle Leasing Rates

	1973-74 Rates	Current Rates
Sedan-standard equip	+13% over 1971-72 rates	+39% over 1971-72 rates
Sedan-air condit. & power equip	+10% over 1971-72 rates	+25% in monthly rate +40% in mileage rate over 1971-72 costs
Station wagon-standard equip	+6% over 1971-72 rates	+29% over 1971-72 rates
Station wagon-air condit. & power equip	+5% over 1971-72 rates	+23% in monthly rate +43% in mileage rate over 1971-72 costs

Airfares - Round Trip

	1974	1975
Washington, D.C. - Denver, Colo.	+8% over '73	+19% over '73
Washington, D.C. - Billings, Mont.	no incr. over '73	+16% over '73
Washington, D.C. - Portland, Ore.	+5% over '73	+16% over '73

Lodging (Based on BLM Travel Vouchers)

	1974	1975
Denver	+18% over '73	+43% over '73
Billings	+12% over '73	+20% over '73
Portland	+8% over '73	+7% over '73

District Office reports indicate that travel costs of field personnel in small towns have increased from 75-100% for food and around 50% for lodging.

FIELD TRAVEL

Mr. BERKLUND. When most of our travel is in the field it impacts our programs directly. I think people who look at the travel budget think of travel between here and the West and things like that.

But that is not the case with the majority of our travel. Most of our travel expenses are automobile cost and people moving and living in the field. The mileage we have to cover in those Western States is tremendous in order to carry out our responsibility. Any cut in travel, Senator, is felt very hard in BLM because of the amount of travel we have within our field organization relating to field operations.

Senator STEVENS. Where was the cut applied last year? Across the board?

Mr. BERKLUND. Yes, sir.

Senator STEVENS. Have you any statistics as to how it impacted your agency's ability to deal with range management, forestry management, wildlife habitat management or cadastral surveys, or anything like that?

Mr. VETTERICK. It is difficult to pinpoint specific cuts in work due to travel cost reductions.

Senator STEVENS. You did not spend all your money, though.

Mr. VETTERICK. Yes; we will. We will spend right up to the current travel ceiling we have because all of our field offices are very restricted.

Mr. TURCOTT. What you want can be developed in general as far as travel reduction impacts on cadastral survey or forestry or land management and so forth.

Senator STEVENS. It does not do much good to give you an increase of $1 million in survey work and not have the money to take the people out in the field. Why don't you tie that money together? Why do you separate it out? Why isn't the increase for cadastral tied to a sufficient amount of money to take them to the field?

Mr. BERKLUND. It is.

Senator STEVENS. It is in a different item, though. It is in the travel item.

Mr. HASTEY. Only because we present our budget not only on a programmatic basis but also in terms of object classes of which travel is a part. If I might speak to the cut in fiscal 1975, it was made early in the fiscal year. We made immediate adjustments, and the impact of that $700,000 cut was very minor, primarily becaue we took steps to double up on use of vehicles and took other measures to conserve our travel dollars.

It was done early in the year. The cut that came later by way of supplemental, which was subsequently rescinded, had a tremendous impact, initially, because it came later in the year. But the adjustment the Senate made early in the fiscal year we were able to adjust to in our travel plans.

The $557,000 increase we have in the budget is tied to the 142 new people and the 142 increase is almost 100 percent field-traveling people. We have already built our basic structure in the Bureau including the bulk of nontraveling people. But the increases you see in here are mostly traveling-type field personnel.

CONSTRUCTION PROGRAMS

Senator STEVENS. How about construction? You have an appropriation request of $9 million in construction and maintenance which is a

$2.3 million increase over 1975; but on the basis of the obligational program the increase is only about $800,000.

There is a $291,000 request for planning and design and for contract supervision. You can do this for the record, but would you indicate how much is for each, for planning, design and contract supervision, and supply for the record a listing of the proposed project design work.

[The information follows:]

FISCAL YEAR 1976 BUILDING CONSTRUCTION PROGRAM

The Bureau's Building Construction request in fiscal year 1976 is $1,608,000. Of this amount, $291,000 is earmarked for survey and design of future administrative and special purpose facility needs, and for contract supervision of ongoing projects initiated in fiscal year 1975 and fiscal year 1976. Since the fiscal year 1977 construction program is now being developed, it is premature to identify specific projects to be designed in fiscal year 1976 at this time.

Following is our current estimate of the distribution of the $291,000 by work category:

Planning	$29,400
Design	86,100
Contract supervision	175,500
Total	291,000

FAIRBANKS DISTRICT COMPLEX

Senator STEVENS. What is the status of your facilities in Fairbanks?

Mr. BERKLUND. As you know, we are located at three separate sites in Fairbanks. Our smokejumper and helitac operations at the 3½ mile airport road site are being relocated to the Fort Wainwright site where we are obtaining a long-term permit for a portion of the North Post from the Army. Part of our fire operations are being conducted from the Fort Wainwright airfield now under an annual permit from the military. The Fairbanks District Office is in the downtown Burgess Building where all functions, other than fire control are located.

Senator STEVENS. What is your tenure at the Burgess Building?

Mr. BERKLUND. We are presently leasing this facility from a private concern through GSA. Our lease will expire, I believe, sometime in the fall of 1978.

Senator STEVENS. Do you plan to renew the lease?

Mr. BERKLUND. Indications are that the owner may not want to renew the lease; or if he does, the yearly rental will escalate drastically.

Senator STEVENS. Well, as I recall, your purpose in acquiring the North Post site is to allow consolidation of all your Fairbanks operations. What is being done along these lines?

Mr. BERKLUND. We are in the process of conducting a study for the utilization of the North Post and a detailed analysis and prospectus identifying construction needs will be completed later this fiscal year. This is a prerequisite to survey and design of facilities.

Senator STEVENS. Then you plan to initiate the architectural designs in fiscal year 1976?

Mr. BERKLUND. No Senator, funds for this are not in our fiscal year 1976 proposal. Perhaps we may be able to accommodate this in a future budget we bring before this committee.

Senator STEVENS. But if you are forced to vacate the Burgess Building by 1978, there isn't much time to initiate the Fort Wainwright

project. What would the survey and design effort cost and what would be the construction costs following the facility design?

Mr. BERKLUND. Senator, we would have to go on an A. & E. contract at an estimated cost of around $750,000. In the absence of designs, its hard to develop construction cost estimates with any accuracy, but $10 million is a ball park figure. This would include buildings, such as a district office, site preparation, and utilities.

Senator STEVENS. Well, I think we should see what can be done to accelerate this project in 1976.

RECREATION CONSTRUCTION

Senator STEVENS. Why are you cutting recreation facilities in your construction budget?

Mr. BERKLUND. I don't believe that is the case. With your permission, I would like Mr. Vetterick to supply the details on this.

Mr. VETTERICK. The lead off table for our recreation construction shows $1.9 million available in fiscal year 1975 and a new authority of $1.3 million for fiscal year 1976. The impression that our program is declining from this comparison is understandable. However, of the $1.9 million available in fiscal year 1975, about $1 million was new authority granted in that year while the remainder was carryover funds from fiscal year 1974. Thus, comparing the $1 million in fiscal year 1975 with the $1.3 million in fiscal year 1976, we are proposing an actual increase in fiscal year 1976 appropriations.

The carryover funds are due to a number of factors including projects which have been delayed because of the rejections of excessive bids, because of environmental impact statement requirements or to acquire greater efficiencies by combining recreation construction with new road construction programed in the following year. The projects associated with this $900,000 carryover from fiscal year 1974 have now all been contracted out except for one which requires an impact statement for the Red Rocks, Nev., development plan.

SURVEY AND DESIGN

Senator STEVENS. Would you please supply us with a list of the recreation projects that are covered by your fiscal year 1976 survey and design request of $235,000?

Mr. BERKLUND. Senator Stevens, our request of $235,000 out of a total of $1,330,000 in fiscal year 1976 is primarily for designing future recreation projects. We are now in the process of formulating our fiscal 1977 projects for which the fiscal year 1976 design effort would be largely directed so it would be premature to name specific projects at this time. We anticipate some possible additional design work and some redesign on the fiscal year 1976 projects now listed in our budget. A part of these funds would be applied to them. Also, this item would provide for the inspection of contracts for on-going construction of both fiscal year 1975 and fiscal year 1976 recreation sites.

Senator STEVENS. On transition, you have no new construction starts on transition. Why is that? That is a substantial portion of the construction season, the transition season.

Mr. BERKLUND. Our instructions were that we would not accelerate any more programs, and we have carried it forward into the transition that way.

Senator STEVENS. It is not acceleration. Did you have any scheduled to go on line in that transition period? Have you deferred construction because of transition?

Mr. HASTEY. The transition period would be the initiation of the old fiscal year 1977. Normally, out of our fiscal 1977 budget most of our projects would be started during that transition period. So by not having any new starts in effect we will be delaying a lot of our construction starts for, say, 9 months, because we will not be able to pick them up until the following spring.

Senator STEVENS. What are they, and where are they? I think we would like to have something for the record. We are going to get caught not just with OMB but with the Budget Committee on that, an unrealistically low initial period under the new Budget Act, with the Senate Budget Committee telling us that we do not need as much money as we really need, if you defer construction in that initial period it will not be picked up in the first fiscal year or the new fiscal year concept, October to October.

Mr. BERKLUND. In the Northwest and Alaska that is true. In the Southwest we would not have that problem.

POSTPONED PROJECTS

Senator STEVENS. I want even more to see the list now. What projects were postponed? I really think it is a problem and it has been a problem in several budgets. OMB says no new starts for 4 months. But they do not realize that delays us for a full fiscal year as far as the Senate budget is concerned. Maybe they do realize it, but will you give us something?

Mr. BERKLUND. Yes, sir.

[The information follows:]

CONSTRUCTION PROGRAM IN THE TRANSITION QUARTER

Instructions from OMB on development of transition quarter estimates directed no new project starts in construction during the 3 month period. Our transition quarter program conforms to this policy. We are currently formulating our fiscal year 1977 program; in the construction area, there are several new projects which could be initiated in July if the initial policy on new starts was revised. Examples of projects which could be started during the transition quarter and associated cost estimates are as follows:

	Thousands
Building construction	
Alaska: Glennallen utilities	$280
California: Surpise resource area	300
Colorado: Craig office building	360
Idaho: Shoshone office complex	400
Nevada: Carson City office complex	600
Oregon: Lakeview	300
Recreation construction	
Alaska: Paxson Lake recreation site	150
Arizona: Aravaipa Canyon	75
California: Yuha Way Station	900
Montana: Divide recreation site	150
New Mexico: Organ Mountain recreation lands	165
Utah: Little Sahara	190

Senator STEVENS. What project is it in Alaska?

Mr. HASTEY. It is a little early to tell you right now, Senator. We can go back and furnish it for the record. Right now we are just in the midst of formulating the fiscal 1977 budget, so we will have to pull out project examples.

Senator STEVENS. That is a very important period in our fiscal year up there, July to December. If you put that off you will not be going until the next June.

Mr. HASTY. The one that comes to mind in Alaska is some of the work that we would like to do at Fort Wainwright.

INCREASED COSTS IN CONSTRUCTION AND MAINTENANCE ACTIVITIES

Senator STEVENS. Why do you need a $126,000 increase in travel and transportation—up 27 percent—in a relatively stable construction program?

Mr. VETTERICK. Our total budget request for travel and transportation reflects the impact of inflation. Cost of commercial transportation as well as GSA's vehicle charges have risen substantially over the last 15 months. Increases in per diem rates have also occurred due to inflationary impacts on the cost of lodging. Since we have over 100 field level personnel working in our construction and maintenance program, we feel that the requested increase is well founded.

Senator STEVENS. Why is the cost of equipment tripling?

Mr. VETTERICK. Again, Senator, inflation is the major reason for the significant increase in the cost of equipment. For example, a motor grader we propose to purchase as a replacement item in fiscal year 1976 for $66,000 cost $30,000 3 years ago. We have plans to purchase other new and replacement equipment necessary for carrying out our recreation and road maintenance workload, and most, if not all these items have increased substantially in price.

Senator STEVENS. Why are printing costs increasing by $20,000 a year from a zero base in 1974?

Mr. VETTERICK. We are preparing environmental analyses on all construction proposals and have programed funds to pay for printing and reproducing comprehensive environmental impact statements for those projects which might require it.

As we indicated earlier, we are preparing an impact statement for Red Rocks and the cost for printing both the draft and final statements is included in our estimates.

ROAD CONSTRUCTION

Senator STEVENS. Road construction: You have $4.6 million in liquidating cash, an increase of $613,000 over 1975. Why are you programing an unexpended balance of nearly $1 million for 1975 and 1976?

Mr. VETTERICK. I will admit that it looks a little odd and the reason for it is this: After we get our individual allocations into each appropriation, there is also assigned an outlay ceiling. In our case it is about $425.8 million. In order to develop a budget and have outlays that come within that ceiling, we had to show in this budget that unexpected balance of $983,000, in fiscal 1976.

It is very possible that our other appropriations will not generate the outlays that this budget shows, in which case we will use some of

that unexpended balance to pay off obligations against previous contract authorities.

It is money that, even though it does show now as being carried over out of fiscal 1976 into fiscal 1977, there is a very good chance we will be able to use a good part of that.

CONTRACT AUTHORITY RESCISSION

Senator STEVENS. Are you going to lapse any of your contract money?

Mr. VETTERICK. Yes, sir.

Senator STEVENS. How much?

Mr. VETTERICK. In the fiscal 1975 budget we lapsed about $4.9 million of contract authority. In 1976 we will lapse about $5.8 million in contract authority for a total in those 2 years of $10.7 million.

Senator STEVENS. Is it not incumbent upon you to seek a rescission or do something? Do you think just by not spending it you come up with the same conclusion?

Mr. VETTERICK. The $4.9 million in fiscal year 1975 was the subject of a rescission. It is also automatically built into the Federal Highway Act. If this money is not used in a 3-year period it does lapse.

Mr. HASTEY. It is subject to rescission.

Mr. WILES. We asked and Congress rescinded $4.9 million in fiscal year 1975. I do not know what the number would be in fiscal year 1976 but this is contract authority, not dollars, which is included in the Highway Act.

It is appropriated and within 2 more years, if it is not obligated within that period it is rescinded. The amount rescinded was contract authority that was 3 years old, in the amount of $4.9 million.

Senator STEVENS. Don't we end up with the same conclusion? If you just decide not to spend it, why did you impound it in the first place? You are predicting now a year in advance that you are not going to spend it. You will have to ask for a rescission.

Mr. WILES. We did, in 1975. It is sort of a first-in-first-out type of obligational arrangement. There are 3 years in which you can use it, and when the BLM has contract authority that is 3 years old, Senator, it would be rescinded in that year. We did rescind some in 1975.

Mr. HASTEY. There was a rescission in December of last year on the Federal highway money.

Mr. WILES. Yes, but I do not believe that BLM would know at this time exactly what that number would be for fiscal year 1976.

Mr. VETTERICK. We have to maintain certain minimum obligations for this money not to become subject to the lapse, and this is what has happened. Our obligations have not kept up with our available contract authority.

FUTURE RESCISSIONS

Senator STEVENS. Under your proposal $4.1 million obligation program you will be lapsing some $5.8 million in contract authority. Is it your plan to prepare rescission of that unused contract authority in 1976?

Mr. BERGLUND. This will be an item for rescission in fiscal year 1976. Under the Federal Highway Act, these unused funds will expire according to the legislative provisions of that act.

ROAD CONSTRUCTION TRAVEL

Senator STEVENS. Your object classification for roads and trails shows a reduction of nearly $1 million in obligations in fiscal year 1976. Why then do you require increases in travel, transportation, contracting, and other items?

Mr. HASTEY. Senator, we have made these increases because of our situation with respect to construction dollars in past years. In fiscal year 1975 we have delayed the award of construction contracts toward the end of the fiscal year to save on travel, transportation, contract supervision, and progress payments in order to conserve our liquidating cash appropriation. In fiscal year 1976 we estimate that much construction will be in progress which will require more extensive travel by our inspection engineers. We are also putting more emphasis on easement acquisition which requires travel for both survey and design as well as access negotiations. Of course, the rise in overall travel costs is also a major factor.

DIRECT FUNDING

Senator STEVENS. Your transition estimates for road construction continue the utilization of Federal Aid Highway Act contract authority. When do you intend to shift to direct funding under the Budget Reform Act?

Mr. HASTEY. Senator, our existing balance of contract authority will be available into fiscal year 1978. We do not anticipate going to direct funding prior to that time.

Senator STEVENS. Please break down the allocation of your $1.2 million road request for the transition period among the three activities listed on page 103.

Mr. HASTEY. The allocations are about $815,000 for personnel costs, $243,000 for easement acquisitions, and $63,000 for the operations at the Bureau's two sign shops for a total of $1,121,000.

O. & C. GRANT LAND FUND

Senator STEVENS. Your Oregon and California grant lands account shows an obligation program increase of $1.9 million over 1975. Although there is a $5.6 million increase in forestry and operation and maintenance, it is offset by $3.7 million cutback in the construction and acquisition activity. How does this total program offset the $2.7 million decrease in western Oregon forestry?

Mr. BERKLUND. Part of the $5.6 million increase in forestry and operations and maintenance that you mentioned includes a plus $2.7 million to offset a similar reduction in the MLR appropriation for western Oregon forestry.

LAG IN REFORESTATION

Senator STEVENS. The O. & C. forestry increase for timber sales is much greater than that for reforestation and other development work. Is development keeping up with harvesting?

Mr. BERKLUND. As I just indicated, $2.7 million of that increase is needed to offset the same amount of reduction in our MLR appropriation. With regard to reforestation, we have had some problems.

Presently there are 52,000 acres of backlog forest lands needing reforestation in western Oregon. As a result of the timber harvest program, each year there is an additional 20,000 acres requiring reforestation. Due to some failure with previous plantings and environmental concerns which I will highlight next, the BLM has not progressed as originally expected in reforesting required acreage.

The main reason for our lack of progress is that up until 1972 BLM was reforesting 6,000 to 7,000 acres per year by seeding. Because of the adverse effects to wildlife caused by endrin, a chemical used in coating seeds, this method of reforestation was abandoned. Consequently, the acreage that had been reforested by seeding now has to be reforested by planting seedlings. A timelag of 2 to 3 years accrued because it takes this much time for nurseries to gear and expand their capability to increase their production of 2-year-old seedlings stock.

However, now the BLM is planting seedlings on 33,000 acres in fiscal year 1975 and 34,000 acres in fiscal year 1976. Now that the nurseries have expanded their seedlings production capability, BLM can rely on enough seedlings to plant 30,000 to 35,000 acres annually and this will reduce the backlog acreage in a relatively short period of time and thereby put development work in line with harvesting. All of our other forest development work in western Oregon is pretty well on schedule.

Senator STEVENS. Please supply for the record the allocation of your $5.8 million transition estimate for O. & C. forestry among the three subactivities on page 125.

Mr. HASTEY. Senator, the allocations are $3.8 million for timber sale work, $1 million for forest development, and $1 million for forest protection, for a total of $5,800,000.

RANGE IMPROVEMENTS

Senator STEVENS. The $5.4 million budgeted for range improvements in the receipt account is a $1.2 million increase over 1975. Part of the increase is from grazing fee hikes and part from what you said in your statement was a discretionary allocation by the Secretary of the Interior. Please explain that.

Mr. HASTEY. Senator, approximately one-half of the increase is the result of a 22 cent increase in the grazing fee effective March 1, 1974. You may recall that the range improvement fund is generated from grazing receipts earned the previous fiscal year. The fiscal year 1975 R.I. fund included receipts from grazing fees of $0.78 through February and $1 from March through June. The fiscal year 1976 R.I. fund includes receipts from grazing fees of $1 the entire fiscal year. The 22 cent grazing fee increase accounts for a $600,000 increase in the fiscal year 1976 R.I. fund.

The remaining $600,000 increase is the result of a change in the percentage of the grazing fees allocated to the R.I. fund from section 3 lands, those within grazing districts. The Taylor Grazing Act authorizes the Secretary of Interior to designate whatever amount of the grazing fees he deems appropriate for allocation to the R.I. fund. The percentage of the 1974 grazing fees allocated for range improvements was approximately 40 percent, while the percentage of the 1975 grazing fees is 50 percent.

Senator STEVENS. Why is your transition estimate for range improvements less than one-fourth the 1976 estimate?

Mr. HASTEY. Our fiscal year 1976 transition estimate for range improvements is based on receipts collected in July through September of 1975, or those revenues collected in the first 3 months of fiscal year 1976. This will leave 9 months of fiscal year 1976 grazing fee receipts available, plus the receipts collected during the transition quarter, as a basis for the fiscal year 1977 range improvement fund. This will put all future receipt collections and the related budget authority which accrues in the following year on the new fiscal year calendar. That is, October through September. Based on past experience, we collect less than one-quarter of the grazing receipts during this July to September period; therefore the associated payments to the R.I. fund are less than one-quarter of the fiscal year estimate.

RECREATION FEE ACCOUNT

Senator STEVENS. Why does travel funding increase by two-thirds in the recreation development and operating account, which goes up by only 18 percent?

Mr. BERKLUND. One reason, Senator, is that we have three additional sites this year where we are charging fees, and this means more field personnel are assigned to the 35 fee sites for the purpose of supervising visitor use.

Because of anticipated increases in visitor use at all of our sites, maintenance schedules will need to be accelerated. More off-road vehicle events will have to be supervised. All of these things require more official travel by our existing staffs including vehicle mileage and per diem. And as we've answered on similar travel related questions, not only is the need for travel increasing but the cost per unit of travel is higher.

ALASKA NATIVE LANDS SURVEYS

Senator STEVENS. Let's go back to the Alaska land survey problem. It is my understanding that before the regional and village corporations will receive title to the lands they have selected under the Claims Act, the survey work on these lands must be completed. How much is included in the budget estimate for completing these surveys?

Mr. BERKLUND. Cadastral surveys must be conducted on all lands selected by regional and village corporations before title can be conveyed. The fiscal year 1976 budget estimate includes an increase of $1 million for this type of survey. Of the total fiscal year 1976 cadastral survey capability proposed for Alaska, approximately two-thirds is directly related to Native claim surveys. This would amount to approximately $5.2 million in the upcoming fiscal year. The balance of available funds are directed to State of Alaska selections and satisfaction of claims under other land laws.

Senator STEVENS. Based on the current funding level, when can you expect to complete the survey work?

Mr. BERKLUND. Without additional incremental funding, Native claims survey work would not be expected to be completed until in the 1990's. With the availability of the next planned increments, the Native claims survey work is expected to be completed in 1985.

Senator STEVENS. Can you tell me what the Alaska District's land survey capability is for fiscal year 1976?

Mr. BERKLUND. The total funds programed for Alaskan cadastral surveys in the fiscal year 1976 budget is $7,769,000 and 54 positions. This includes the proposed increase of $1 million and zero positions which will give BLM a survey capability of 4 million acres per year. Inflationary costs in contracts, helicopter rentals, et cetera, could adversely impact these accomplishments.

Senator STEVENS. Is this the amount that you asked for in your budget request? If not, how much did you request?

Mr. BERKLUND. Our initial budget request was for an increase of $2,400,000 and 14 positions. This was the next planned increment to meet the mid-1980 completion goal for Native selections.

SUBMITTED QUESTIONS

Senator STEVENS. Senators McGee and Hatfield could not be here this afternoon. They have submitted several questions which I will ask you to answer for the record.

[The questions and answers follow:]

Question Submitted by Senator McGee

The following questions were provided by Senator McGee in writing. These questions with answers are provided below for the record.

RANGE MANAGEMENT

Question: What is your estimate of a realistic incremental increase in BLM's range management program in FY 1976 and what would the funds be used for?

Answer: Our best estimate of a realistic funding increase in FY 1976 is $5.0 million and 80 permanent positions. These funds, if provided, would be used as follows:

+$1.6 million and 60 positions - To administer existing livestock use and insure that such use is in compliance with grazing permit and lease stipulations.

+$1.2 million and 7 positions - To implement 120 partially completed allotment management plans by the construction of additional fences, water developments and related structures.

+$2.2 million and 13 positions - To fully implement an additional 45 existing allotment management plans on which development work has not yet begun.

Question: What portion of this range management increase would be allocated to the state of Wyoming?

Answer: Approximately $700,000 and 10 permanent positions.

WILDLIFE MANAGEMENT

Question: Provide your additional funding and manpower needs for wildlife management with respect (1) the recently acquired responsibility for the three Game Ranges formally under joint administration with the Fish and Wildlife Service, (2) the newly enacted amendment to the Sikes Act, (3) and, programs on behalf of endangered species.

Answer: (1) Funding needs to replace existing Fish and Wildlife Service input at the three newly transferred game ranges to maintain a comparable level of management would require additional funds and permanent positions are indicated below by appropriation:

	Management of Lands and Resources		Construction and Maintenance (Maintenance only)	
	Dollars	Positions	Dollars	Positions
Charles M. Russell	$ 219,000	6	$ 88,000	4
Sheldon	82,000	3	27,000	1
Kofa	96,000	4	--	-
Total	$ 397,000	13	$ 115,000	5

Grand Total: $512,000 and 18 positions

This excludes the possible funding needs for equipment which is currently undergoing review.

(2-3) Funding on behalf of Sikes Act implementation and endangered species protection are so closely interrelated that they are treated together. An increase of $1.5 million would provide funds to intensify wildlife inventories and collection of baseline data; management including the implementation of 14 Wildlife Habitat Management Plans; and a number of individual projects on behalf of mule deer, bighorn sheep and both terrestrial and aquatic endangered species.

SOIL AND WATERSHED

Question: In soil and watershed conservation identify your most critical needs which are not included in your FY 1976 Budget. Provide associated dollars and positions.

Answer: The most critical requirement is additional capability for the maintenance of existing water supply and water control structures such as reservoirs, dikes, wells, and springs. The incremental increase for FY 1976 to accommodate the estimated work is $1.3 million and 2 permanent positions.

Question: What portion of the total represents the need in Wyoming?

Answer: Wyoming would receive $150,000 and no positions if such an increase were provided.

RECREATION MANAGEMENT

Question: As with the other program areas questioned above, there are no increases for Recreation Management. Provide your original FY 1976 request to OMB for various recreation management functions indicating funds and positions. Also indicate what portion of the increase request would have been allocated to Wyoming.

Answer: The following table depicts, by program feature, BLM's FY 1976 estimates for recreation management together with that portion which would have been allocated to Wyoming:

Feature	Total Request		Wyoming Allocation	
	Funds	Positions	Funds	Positions
Off-Road Vehicle Mgmt.	+$1,300,000	+40	$105,000	3
Rivers and Trail Mgmt.	+ 200,000	+ 6	-	-
Primitive Area Mgmt.	+ 100,000	+ 5	-	-
California Desert Mgmt.	+ 400,000	+16	-	-
Cultural Enhancement	+ 300,000	+ 4	35,000	1
Total	+$2,300,000	+71	$135,000	4

Questions Submitted by Senator Hatfield

The following questions were submitted by Senator Hatfield in writing. These questions with answers are provided below for the record.

TIMBER MANAGEMENT

Public Domain

Question: What is the rationale for the reduction of funds in your timber management activities?

Answer: The reduction in our MLR Appropriation covers two distinct categories. The $1.4 million decrease in the public domain is linked to a 95-100 million board feet reduction of timber offerings from the 145 million target in FY 1975. The $2.7 million decrease in MLR funding for western Oregon is offset by increases in our obligation level for forest management provided in the O&C Grant Land Fund which is also a source of funding for this area.

Question: Does the $1.4 million reduction in your public domain program reflect a decline in interest in this timber? If, not, what does your sales record indicate?

Answer: There is no apparent decline in public domain timber sale interest. The selling price for this timber has grown from a 1970 average of $21 per thousand board feet to over $70 per thousand in 1973 and 1974. The relationship between volume offerred and sold remains at from 80 to 85%.

Question: Is the reduction of this year any indication of the future of the BLM public domain timber program?

Answer: We would not like to think that public domain timber cannot make its full contribution to the Nation's softwood needs. Timber, unlike energy sources, can yield revenues on a per acre basis comparable to oil shale sales, yet new timber crops can be perpetuated again and again. As soon as BLM forest inventories are complete in the public domain, we will have a firm basis for the calculation of a sustain yield allowable cut which, subject to adequate funding, could be implemented in the future.

Question: How much revenue will be lost as a result of this reduction?

Answer: We estimate that with the continuation of FY 1975 funding for public domain forestry in FY 1976, our offerings would have to be adjusted downward to around 85 million board feet but still 35 million board feet over our current target of 50 million necessitated by the $1.4 million reduction. At $70 per thousand board feet, this is about $2.5 million in revenues which would accrue over two to three years as the timber is cut and paid for. Our budget has no impact on timber revenues for the western Oregon program because the impact of the O&C reduction in the Management of Lands and Resources Appropriation is being absorbed in the O&C Grant Land account.

Question: What funding level could be effectively utilized on these lands for timber management, while continuing to provide for other uses of these lands? What revenue would accrue at this level, and how much timber could be supplied to assist in meeting the Nation's housing needs?

Answer: As previously indicated, a reinstatement of the $1.4 million reduction would permit an increase in offerring of 35 million board feet, or 85 million in total, with added revenues of about $2.5 million. Over and above this, our best estimate of FY 1976 needs is an additional $1.7 million in forest management, and development, $0.3 million in supporting cadastral surveys and about $2.5 million for one-time road construction and easement acquisition. This would permit an offering of about 120 million board feet in total outside of western Oregon which would produce revenues of some $8.4 million at a $70 per thousand sales price.

Western Oregon

Question: As far as the appropriation for timber management in western Oregon is concerned, you indicate an increase in forest management funds in the O&C appropriation. Why is this?

Answer: This is to offset the $2.7 million reduction on behalf of western Oregon which has been previously funded in our MLR appropriation and to cover pay increases and other cost items associated with this timber management program.

Question: Your overall obligations in the O&C are increased by less than $2.0 million - what has decreased?

Answer: The increase in obligations for forest management coupled with needed increases in other activities such as forest developments, protection and facility maintenance has caused us to decrease road and recreation construction by over $4.0 million.

Question: Is it correct to say that this transfer of funding is being done at the expense of western Oregon construction work?

Answer: Given a fixed ceiling on obligations in the O&C Fund, construction will suffer as other items within the fund have to be accommodated at higher levels.

Question: Is the limit on your obligations governed by available funds or do you have reserves in the O&C account? If so, how much?

Answer: Our obligations are considerably below the projections of available funds in FY 1976. We estimate that reserves as of the end of FY 1976 will be over $20 million. This could vary somewhat by how accurately we have estimated timber receipts in both FY 1975 and 1976 and the one-quarter which goes into the O&C fund - but it represents our best estimate at present.

MEDFORD, OREGON DISTRICT OFFICE

Question: As you know, the City Council of Medford, Oregon has been attempting to get the BLM to relocate its office there, since a new facility is needed, to provide for a more economic land use in the area where the present facility is located. Since 1972, the Council

members have been working on this, with the assistance of the Congressional delegation. We had hoped the BLM would request funds for the relocation and construction this year. What is the status of this project? What remains to be done before the BLM moves ahead? Couldn't some of the funds going into reserve be used for this?

Answer: Negotiation for a possible land exchange with the city of Medford is in progress. At present, the Bureau is waiting to receive a soil analysis of the land now owned by the city which will help determine the suitability of the offerred lands as a site for the proposed BLM Medford Office complex.

The following would need to be completed prior to the start of construction:

(1) The soil analysis, when received, must be evaluated by BLM.

(2) If BLM determines the site suitable, we must then submit a formal request to the General Services Administration to proceed with the property exchange.

(3) Survey and design of the facility must be accomplished.

(4) Contracts would have to be prepared, advertized and awarded.

There are adequate funds in reserve to provide for the Medford Office building. If reserve funds were released for this purpose, contracts for design and construction of the office complex could be awarded in FY 1976.

RANGE MANAGEMENT

Question: Your budget justification indicates there is no change in your Range Management program. Is this correct?

Answer: With the exception of a $1.2 million increase in the Range Improvement Fund, there are no increases programmed for range management.

Question: When we reported out on your budget last year, the Committee called for a report on range conditions and indicated our desire for more realistic budget requests for range management. Does this years budget satisfy your total program requirements?

Answer: The Range Improvement increase helps cover some of our additional needs for the maintenance of range structures but does not accelerate the management of livestock use in any appreciable way. There are no additional people for range management, which is a key factor in overall resources work.

Question: Why, in view of the conclusions reached in your Range Condition report that the productivity of these lands will continue to decline unless management is intensified, why isn't there any increase in either dollars or people?

Answer: Budget priorities would not allow the accommodation of an increase for this item. As our budget reflects, energy development is of primary concern.

Question: The Department's legislative committee, in their report to the Budget Committee recommended an $8.0 million increase for your range management program in FY 1976. Is this a realistic figure, and, if so, how would your utilize it?

Answer: It is an amount which we could employ effectively to improve our rangeland conditions. In order to do a more balanced job in the management of our all surface rangeland resources, rather than put the entire $8.0 million in range management, it should be split between range management, wildlife, and soil and watershed in the following proportions:

$5.0 million in range, $2.0 million in wildlife, and the balance in soil and water activities.

SUBCOMMITTEE RECESS

Senator STEVENS. It looks like you are in pretty fair shape. You got off better from OMB than you did last year, in spite of some small setbacks. Is that the energy-related money primarily?

We will stand in recess now until tomorrow to hear the National Foundation of Arts and Humanities, at ten.

(Whereupon, at 3:50 p.m., Wednesday, April 16, the subcommittee was recessed, to reconvene at 10 a.m., Thursday, April 17.)

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS FOR FISCAL YEAR 1976

THURSDAY, APRIL 17, 1975

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met at 10 a.m. in room 1114, Everett McKinley Dirksen Office Building, Hon. Ted Stevens presiding.

Present: Senator Stevens.

NATIONAL FOUNDATION ON THE ARTS AND HUMANITIES

NATIONAL ENDOWMENT FOR THE ARTS

STATEMENT OF NANCY HANKS, CHAIRMAN

ACCOMPANIED BY:

MICHAEL STRAIGHT, DEPUTY CHAIRMAN
RICHARD CONTEE, ASSISTANT CHAIRMAN FOR MANAGEMENT
ANA STEELE, DIRECTOR OF BUDGET AND RESEARCH
VANTILE WHITFIELD, DIRECTOR, EXPANSION ARTS
CHARLES McWHORTER, MEMBER, NATIONAL COUNCIL ON THE ARTS
PAUL P. BERMAN, DIRECTOR OF ADMINISTRATION

BUDGET REQUEST

Senator STEVENS. This is the time set to hear the budget estimates for the National Foundation on the Arts and Humanities. For fiscal 1976, they total $175 million, which is $16 million over appropriations to date for the current year. There is also a request for $58.8 million to cover the budget transition period from July through September. The justifications have been included in part 2 of the hearing record (pp. 1819–1960).

We will first hear the budget request of the National Endowment for the Arts which totals $82 million. This is $7.2 million over appropriations to date.

PREPARED STATEMENT

Miss Hanks, welcome again before the committee. Please be good enough to introduce your associates and then give us a quick summary of your opening statement. The prepared statement will be included in the record.

[The statement follows:]

Mr. Chairman:

I am pleased to have this opportunity of presenting to the subcommittee a request for funding for the National Endowment for the Arts. For fiscal 1976, we are requesting $82 million; and for the three month transition period immediately following, $34.25 million.

Our budget is a hold-the-line budget when related to inflationary pressures coupled with the rapidly growing public demands placed on our constituents.

Priority Considerations: This is a time of economic difficulties and uncertainties. And it is a time of critical importance for the arts, and for the Endowment's contribution to the cultural progress of this country.

In terms of federal priorities in a time of economic hardship, the arts are clearly labor-intensive and economically important. Costs per man hour and per man year in projects assisted by the Endowment compare favorably with other federal programs. The matching provisions of our legislation encourage multiplied private expenditures in the areas we support.

Federal funds for the arts benefit all segments of our economy and population, including many not normally considered. Construction and maintenance workers, for example, are intimately involved in museums and theatres. Many industries make and market a vast variety of equipment and services used each day in cultural activities -- from the light bulb on a photographer's camera to building materials for sets and exhibitions, from the costume industry to the travel industry. The business of many hotels and restaurants depends in part on the tourism the arts attract.

The arts and cultural activities can add billions to the national wealth annually. That means employment for huge numbers of people. In a time of trouble, unemployment in arts-related areas is as severe as in others; but we must remember the potentials involved in cultural advance and the long lasting results they bring to the nation.

The Arts Have a Central Value: The arts are always important to a people. Their value is even more apparent in difficult times. We well remember that in the darkest days of World War II, the British, faced with deprivation and the basic needs for survival, placed such a priority on the arts and their effect on their nation's spirit that they began their national arts program, which far exceeds our own on a per capita basis, and which has increased steadily.

Some may find cultural benefits hard to measure. For example, the sense of community spirit which the arts foster is not readily expressed in statistics. But let me emphasize now the tangible, the actual, the facts.

Growing Demand for the Arts: We know through latest information received from around the country that arts attendance and participation is up. It would appear that people are depending increasingly on their local cultural resources. And they are searching for understanding, for enjoyment, for inspiration and for entertainment, for a release from tensions. Attendance figures prove that in times of stress or economic hardship, our people place their own high priority in the very areas we support.

Goals of the Endowment: The purpose of the Arts Endowment is to serve as an essential and strong catalyst for cultural growth. If there is one point I would like to stress above others, it is this: that federal monies are generating other monies and federal action is essential to maintain a momentum of progress.

Our findings demonstrate repeatedly the power of the catalyst. They demonstrate, as well, that a cumulative federal investment over these past ten years has been

eminently worthwhile. And they demonstrate the hopes and expectations people all over the country place in a continuing momentum forward for the Endowment -- as the arts grow, despite a time of recession, in answer to our people's more and more articulated wish for greater quality in their lives.

Yet these demands are also responsible for rapidly rising costs. The demand is for more performances, not less -- more museums, not less -- more arts resources in community after community. Arts budgets are at best precariously balanced and it is easy to see that in these times a group could falter and fail. The effect of a failure is community-wide. It affects the artists involved. It affects related employees. In many cases it affects physical plants. It affects the economy of the community, not to mention the environment.

To meet these problems, the Endowment believes that the best response lies in a reaffirmation of its three basic program goals which have proven validity. They are:

1. To increase the availability of the arts of quality to all our citizens.

2. To strengthen our cultural resources so that they can be truly responsive to the rapidly growing demands placed on them.

3. To advance our cultural legacy by assisting gifted artists and by encouraging the preservation of our heritage.

Results of a Ten-Year Investment: Let us review a few highlights of the Federal investment in these goals during the ten years of the Endowment's life.

An effective Federal-State partnership program is one way to achieve our legislative mandate of making the arts more available. Ten years ago the state arts agency movement was in its infancy. Our enabling legislation challenged and encouraged the states to enter a partnership with the Endowment. State appropriated funds have grown from $2.7 million to $59 million. And community arts councils, which work with the Endowment through state arts agencies, have increased six-fold to close to 600.

Equally dramatic is the move in the country to make the arts available to our people through arts programming in the neighborhoods and in the schools. In 1965, there were very few working artists in our schools, and only a handful of groups in the communities. Today, in Endowment-sponsored programs alone, there are 1,750 individual artists working in 5,000 schools in all 50 states -- and we are meeting less than half the demand.

The same demands impinge on all our programs -- in Expansion Arts for example. This program was started by the Endowment to encourage the creative vitality of our citizens in inner city areas, in geographically isolated communities, rural areas, among those less privileged than others. Because of Endowment initiatives, these needs are receiving a new national focus as are the needs in jazz and in folk and craft arts, the arts indigenous to our heritage.

The Endowment as Innovator in Reaching People: We can point to many other innovations. Among the most dramatic is the Endowment's effort to bring dance to the people of America. It has totally changed the presentation of this art form. There are now more than 100 organizations, touring in every state, reaching millions of Americans. In 1965 almost all performances were in New York City.

It should be noted that the touring program appears to be directly responsible for furthering the second goal of developing the cultural resources in the country. The number of fine resident professional dance companies has grown four-fold from ten to more than 40. The growth in theatre is even more dramatic. Ten years ago there were some 15 resident professional companies. Today that number is 50 and growing.

Orchestras, opera companies and museums have also been strengthened. And here we wish to emphasize that the growth factor in numbers of institutions and extension of seasons and/or services diminishes our ability to meet needs with the funds available.

In working toward its third goal, advancement of our cultural legacy, the Endowment has also taken innovative action.

Ten years ago, there was little private or public help for individual artists; the Endowment's development of fellowship programs has encouraged the establishment of other award programs both private and public.

The Endowment's program in museum renovation has served to change the Nation's attitude toward conservation of its cultural heritage. Endowment assisted studies in the early '70's, demonstrated that museum directors were, in a great majority of cases, presiding over deteriorating collections. Our nation's precious memorabilia, paintings, documents, rare manuscripts and other works were disintegrating at an alarming and accelerated pace. Museums urgently needed climate control devices to protect their exhibits from decay. The Endowment program has proven highly successful. The trend toward deterioration has been halted. Special private support -- on at least a three private dollars to one federal dollar ratio -- has been engendered for the projects.

Our various programs in Architecture and the Environmental Arts have focused new nationwide attention on improved design concepts, on better architecture for our cities and waterfronts, on the re-use of historic buildings. In this respect, we can serve as a source and a catalyst for new ideas as well as for monetary help in planning for the renovation of old buildings, the construction of new ones, or new additions. This work, we believe, has a highly important bearing on economic recovery.

For example: in September 1972, the Endowment made a $20,000 planning grant to the Hoosuck Community Resources Corporation in North Adams, Massachusetts. Through upgrading of an historic business district and the recycling of an empty mill building, the citizens hoped to provide new economic life in a sorely depressed community. This grant has already generated $1 million in restoration and construction funds with hopes in 1975 for an additional $2 million. The activities of the Hoosuck group are now viewed as a catalyst for economic development in the whole northern Berkshire region.

The Impact of Our Programs: In the arts a relatively small amount of money can go a long way. An example: our support of the Santa Fe Music Festival. The festival combines concert presentations with instruction of young performers. The festival, now assisted by an Endowment grant of $5,000 will enter its third season in the summer of 1975. The program has become so popular in Santa Fe that neighboring communities in New Mexico and Arizona wish to experience, enjoy and actively participate. An added $5,000 from the Endowment would trigger sufficient private funding to make this possible. Modest as it is, this addition would represent a doubling of Endowment support.

I use this project to exemplify how a relatively small increase in funds can produce exceptional results. In this case we would reach an added audience of approximately 30,000 -- at a cost of less than 17 cents per person. And I use it to exemplify that our outreach programs, so essential to decentralization of the arts, depend on increased funding. They will perish with restrictive limitations.

The same concept applies to the larger organizations we assist. We know that given modest budgetary increases these organizations can continue to make the arts more available. And, in contrast, we also know the extension services of the parent companies would be the first to be curtailed if there were a lack of adequate funds.

The Endowment's Crucial Role: The Endowment's support for the arts is modest in terms of percentages of total private contributions -- on the order of 5 to 8%. That small percentage is a crucial and critically important one; and those words have a special urgency of meaning at this very time. The larger private contributions are in large measure dependent on the full level of funding we are requesting today, and the challenge it represents.

Let me give you an example. We are now assisting some 30 major symphony orchestras throughout the nation with $140,000 each per year. In their outreach programs, these orchestras cover all parts of the country. The Endowment's mission is to make this outreach possible for all citizens. And these orchestras unanimously tell us that $10,000 more from the Endowment for next year will mean the difference between a fruition of their programs or a falling short. In terms of the billions of dollars in our national budget, $10,000 per major orchestra seems infinitesimal. But in terms of the people involved -- the audience, the musicians, the stagehands and supporting personnel, in terms of a challenge for private giving, especially in a time of stress -- these modest funds have great consequences. And the same is true of our museums, our theatre, opera, and dance companies. I have known cases where the multiplier effect of one federal dollar invested has triggered more than a tenfold match in private support.

The Transition Period: Let me now emphasize the crucial importance not only of the $82 million requested for 1976, but of the $34.25 million requested in federal monies for the Transition Period. I cannot overstate the importance of that $34.25 million, both to meet seasonal needs of our constituents and to continue the effective administration of the agency.

This request is based on Fiscal 1976 levels. We hope to move a comparable amount in the upcoming first quarter of 1976.

The figure for the transition period is extremely tight. Out of 115 categories of funding, only 15 are slated for any funding at the requested level. Included are categories of aid for museums, state (and regional) arts agencies, orchestras, opera, theatre, and dance companies, a vital expansion arts program, folk arts and other special projects.

Without this minimum figure, we will be forced to move backward, negating the most careful plans we have made to answer the needs of our constituents on time. Without the requested amount we would be forced to delay critically needed obligations or obligate portions of grants and then amend all those grants later. The negative ramifications of either option for rational and effective operations would be staggering. Our staff simply could not handle that added workload. And the agency is requesting no increase in personnel.

The Urgency of Need: The budget we present contains our highest priorities for achieving the three basic goals I have outlined.

Those priorities stem from the most careful deliberations of the National Council on the Arts and from their recommendations. With the Council I wish to emphasize our sense of urgency.

In expressing this urgency, let me illustrate it for you by reviewing the growing demands placed on the Endowment by the constituents of Congress, by citizen groups and individuals, by institutions and organizations large and small.

This growth directly reflects the increased emphasis on the arts and cultural activities I have mentioned earlier.

Let us look for a moment at the number of applications the Endowment is receiving.

51-957 O - 75 - pt. 4 - 5

In FY 73 the total number of applications was 5,913. It increased to 14,167 in FY 74 and to 19,500 in FY 75. We estimate that next year we will be receiving close to 25,000 applications. Between FY 73 and 75, the dollar amount requested grew from $102 million to a currently estimated $325 million -- a more than three-fold increase in three years.

In contrast our ability to meet these newly expressed needs has decreased.

Two years ago we could fund 41% of the requests for assistance. Today we can assist only 25% of them. Put in another way, 75% of our applicants today will not receive help.

Our best estimates indicate that if we receive the modest appropriations increase we are requesting, this ratio will barely hold even.

The pleas for assistance these applications impart to us are one principal reason why we believe that every dollar is urgently needed.

Let me summarize the other basic reasons implicit in my testimony and in our detailed justification.

1. Full funding means recognition that the arts in the United States represent a growing constituency, a growth industry, if you will, of deep concern to our people.

2. Full funding means that forward progress in the arts is important to our government, especially in a time of trouble.

3. Full funding recognizes the dramatically increasing priorities our citizens place on the arts.

4. Full funding gives recognition to the fact that the arts, in their wide variety and immensely wide appeal, are for all our citizens, not for a limited number. As expressed earlier, the outreach programs supported by the Endowment especially depend on full funding.

5. Full funding means that the catalyst role of the Endowment will not be lessened and jeopardized, that it will continue to serve as a crucial and vital incentive for private, local, and state support.

6. Full funding means both a maintaining of momentum and of challenge. Perhaps these are the most important contributions the Endowment makes to cultural advancement.

7. Full funding means that, in some measure, we can keep pace with inflationary pressures and growing demands.

In essence, Mr. Chairman, the arts in the United States are looking to us for leadership. In these times. For an upcoming Bicentennial year. For the future.

Let me say, in conclusion, that it is my deep conviction and the conviction of the Council that anything short of full funding would mean a serious and disruptive retrenchment and loss.

And, let me urge you, to the very best of my abilities, to answer our request with a full and enthusiastic affirmation.

INTRODUCTION OF ASSOCIATES

Miss HANKS. Good morning. I would like to introduce Michael Straight, Deputy Chairman; Richard Contee, Assistant Chairman for Management; Ana Steele, Head of Budget and Research; and Gay Garth, who is working with her in preparation of the materials for the justification of the budget. I am also pleased to introduce to you Mr. Charles McWhorter, member of the National Council on the Arts, who came down to be with you today.

As you mentioned, I have submitted the statement for the record. I would like to make a very few, hopefully brief, remarks.

BUDGET SUMMARY

The budget as presented to you is one that we refer to as a hold-the-line budget. We do so in view of the fact that it is about a 9.7-percent increase over this year's budget. As you know, the inflationary costs in the country are generally running between 11 and 12 percent. They are somewhat higher in the arts, but that is the figure we are using. Furthermore, this does not include the tremendous growth in our constituency. In other words, there are more organizations, more dance companies and theater companies, every year that require support and would like to have it, and we do not include those in our figures.

While I could talk at considerable length about the importance of the arts to people and the benefit they bring to the young as well as older people, I will focus my remarks today on economic factors, since they seem to be of such prime importance.

Our matching provision, which appears in the legislation, generates additional sources of moneys. We are very proud of this and very pleased with the way the legislation is working. We are very pleased with the response from States, municipal governments, and private sources of funds. Despite the economic situation, moneys are generally up.

ECONOMIC FACTORS

Employment in the arts is of benefit to all segments of the community. We often think of just the artist being benefited. We sometimes forget there is a substantial administrative underpinning for the institutions, and certainly the work necessary in the theater sets, maintenance, and construction and other workers. In addition, the ancillary services—for example, hotels and restaurants—are substantially benefited by performance and exhibition activities. For example, a few years ago Lincoln Center had a strike, and some 51 businesses in the immediate area were curtailed. The cost per man-year, a question often raised in Congress, compares favorably with other programs in the Government. We average it out at about $7,600.

It is very interesting, although we are not surprised, but I hope the committee would be aware that attendance is up all over the country with one or two exceptions. It appears there may be some slowing down for some of the summer programs, but it is too early to tell.

While both earned and unearned income is up for the institutions, the people's demands on the institutions are causing a worsening situation as far as deficits are concerned.

We have confirmed these figures and our understanding of the situation in a recent survey carried out for us by the Cultural Advisory Service. Furthermore, the California comission has just completed a survey in the State of California, and it also confirms the findings of earlier studies.

PROGRAM GOALS

We have three goals. To support the first goal making arts more available to people, we are requesting the largest increase, some $3 million. In our second goal, to strengthen our cultural resources, the increase is $2.2 million; and to advance our cultural legacy, the increase is $1.65 million.

The Endowment's role in terms of progress made in the arts, I think, is outstanding, and it is especially outstanding when we understand that the Federal moneys going into the arts are so very modest, indeed. We estimate that between 5 and 8 percent of the moneys are Federal in comparison to private moneys. Furthermore, we all know our moneys are much smaller than funds spent in all countries in Western Europe and Canada, too, for that matter. I doubt if there is any piece of legislation that has had more success with so modest amounts of moneys.

ACHIEVEMENTS

I would be happy to go into detail later with you concerning what I might call the achievements on a 10-year investment. For example, every State now has a State arts agency. In addition, as you may know, there are now regional associations in six areas of the country comprising over 30 States. This is a wonderful development, especially in connection with lowering costs for bookings.

The artist in the schools program is very successful and one of the most valued in all of the States.

In terms of our cultural resources, as I mentioned in my opening few sentences, instead of 10 resident dance companies 10 years ago, there are 40 today and the number of theater companies is rising substantially every year.

STATE AND COMMUNITY PROGRAMS

I would like, if I might, to mention that we not only have the programs in grants in which we are attempting to help the cultural resources of the country and artists of the country, but, for example, we have been working closely with the States and with mayors in connection with the use of title VI moneys through the CETA program. Our latest report, which is incomplete, is that more than 600 people have been hired to work in cultural activities in the country. Anchorage, alone, has approximately 22. They are working with the community arts councils in Alaska. In Los Angeles, some 70 people are artists who work in the parks. San Francisco has placed its artists in the work of the neighborhood commission. But not just artists are involved. We find they are hiring maintenance workers, they are hiring guards, secretaries, and administrative help for cultural institutions. I think this is very wonderful indeed and the council has pushed us to help in this area.

There are a few other fields that I might give as examples. As you know, the whole thrust around the country is the revitalization of our neighborhoods. The rebuilding of our cities or, indeed, the building of our cities. The endowment does not have funds, of course, for construction, our moneys are much too modest for that; but through the efforts of our architecture and environmental arts office, we have. I think, taken a very good role in working with people in preparation of publications and films and a major conference that will be held this fall on the revitalization of our cities.

TRANSITION PERIOD

A word, if I might, on the request for funds for the transition period. As you will have noted, sir, they are more than one-fourth of our request for $82 million. This does not mean that we intend to expend more moneys during that time than the present level of 1976, but rather it is a response to requests of our constituents. They need their moneys during that July-August-September period. This is primarily because of the State grants which need to be moved in July, because most of the States need their moneys in the beginning of their fiscal years. Our orchestras, opera companies, dance groups all begin their seasons in September; therefore, they need their funds during that time. Of our 115 categories of support, we will be moving only 15 categories during that transition period.

Thank you very much, sir.

DEVELOPMENT OF BUDGET

Senator STEVENS. Thank you, Miss Hanks. I am sure you know that we have had an interesting history of handling this request in the past. Can you tell us how much you asked the administration for? Did the OMB impose any restraints on your budget this year?

Miss HANKS. Our initial request in our discussion with OMB was for the full amount which is authorized by Congress, which is $126 million. After lengthy discussions, the administration and the endowment came to the figure of $82 million. It is very bare bones, as I mentioned, very tight, below the inflationary increase, but, Senator, we have been working very hard in a number of ways to redouble our efforts to have more moneys from other sources going into the arts. I would be happy to go into those further, if you like.

Senator STEVENS. You asked for the full authorization of $126 million and you got $82 million?

Miss HANKS. That's correct.

Senator STEVENS. Is there any understanding about any additional amounts in the balance of the year through supplementals?

Miss HANKS. No, sir, there has been no discussion.

NATURE OF BUDGET INCREASE

Senator STEVENS. I am sure you know that some of my colleagues have some interesting questions, especially those on the committee. You touched on it partially, that you do have an increase. This is one of the few budget items that we have that has an increase aside from

energy. What does the increase really represent? Is it strictly an inflationary increase involved in your program?

Miss HANKS. Yes; basically. We will have no new programs. May I correct that: I believe we have one small new program that we would like to carry forth in the field of literature, but I think it is $100,000 or something like that. Everything else goes into ongoing programs. Basically, I would like to make two points. We feel very strongly that even this modest increase in moneys will act as a catalyst for other organizations all over the country to also increase their moneys into the arts. If the Federal Government had a hold-the-line budget, the others would go on a hold-the-line basis, too. All the organizations came to us and said, "We not only need the money, if we can have a slight increase we will be able to go to our private and other public donors and bring more moneys in."

In the budget that you have, for example, there is an increase for the State arts agencies planned by the council if the money is to be obtained. There is an increase for the major orchestras and opera companies and theaters. They have had the same amounts of moneys, by and large, over the last 2 years, which means, in effect, of course, their Federal contribution has been decreasing. That increase is to cover the inflationary costs and also attempt to include these new institutions that are coming along that need some support.

CONTRIBUTIONS FROM THE STATE LEGISLATURES

Senator STEVENS. Do you have any statistics to show that as we have increased Federal appropriations in the past years there has in fact been a greater contribution on the other levels of government, the States and the cities?

Miss HANKS. Oh, yes. We have the exact figures on the States, and they are very remarkable, indeed. As you know, to begin with, when the Federal Government first established the Endowment, there were very few effective and operating State agencies. Now there are 55; in other words, 1 in each of the States and the 5 jurisdictions. Their moneys have been increased actually more than the Federal funding, if you look at it on a percentage overall basis. Their moneys, when ours began, were about $2 million, perhaps a little bit over. The funds coming from the States today in 1975 are now about $59 million. So this is a total new growth of a source of support for the arts.

If I might give you—shall I give you some samplings? The moneys in your own State have gone from—they have doubled since 1972. In the State of Florida, from 1972, they have gone from $50,000 to almost $400,000. In Hawaii, $150,000 to almost $600,000. Montana has stayed about the same. Nebraska has gone from $25,000 to $130,000. New Mexico has tripled from $20,000 to $65,000. Oklahoma has increased, though very slightly, over a period of time. It is funding about $95,000 a year; and South Carolina has gone from $200,000 to almost $600,000.

This pattern is really a remarkable one, indeed. Some of the dramatic increases, of course, have been in States like Missouri, from $200,000 to $1,200,000 in that period of time.

Senator STEVENS. What are the lowest and highest levels of individual State appropriations for the arts in fiscal 1974?

Miss HANKS. The lowest State legislative appropriation for the arts was that of the State of North Dakota with $5,100. The highest State legislative appropriation for the arts was that of New York with $16,445,000.

Senator STEVENS. Please provide a listing of state appropriations for the arts, beginning with fiscal 1973 and including your best estimates for 1975 and 1976.

[The information follows:]

STATE ARTS AGENCY LEGISLATIVE APPROPRIATIONS *

	Fiscal 1973	Fiscal 1974 1/	Fiscal 1975 1/	Governor's Recommendation 1976
ALABAMA	125,000	125,000	125,000	420,000
ALASKA	143,000	149,600	215,600	216,500
AM. SAMOA	30,000	60,000	60,000	65,000
ARIZONA	51,469	68,700	82,500	93,300
ARKANSAS	165,648	166,727	167,465	181,997
CALIFORNIA	209,818	1,033,763	1,000,000	1,000,000
COLORADO	41,873	116,757	1,251,316 2/	596,088
CONNECTICUT	130,125	801,000 3/	1,172,126 3/	375,000
DELAWARE	37,721	41,000	43,128	50,552
D.C.	5,000	52,000	30,000	Not Announced
FLORIDA	60,422	285,000	398,994	403,675
GEORGIA	70,000	90,000	101,640	176,196
GUAM	10,218	36,800	37,000	38,800
HAWAII	131,876	106,307	599,083	864,660 2/
IDAHO	10,000	10,000	23,121	43,600
ILLINOIS	600,000	795,300	925,000	1,360,000
INDIANA	48,890	157,527	160,964	202,000
IOWA	38,465	50,400	70,767	200,000
KANSAS	39,000	65,000	79,124	89,600
KENTUCKY	151,170	153,930	225,800	290,400
LOUISIANA	36,000	44,000	59,792	Not Announced
MAINE	91,618	161,000	163,000	155,000
MARYLAND	399,727	417,411	449,788	460,836
MASSACHUSETTS	280,000	600,000	1,600,000	Not Announced
MICHIGAN	251,349	484,800	2,109,000	2,500,000
MINNESOTA	200,000	300,000	300,000	800,000
MISSISSIPPI	75,000	98,000	112,628	167,369
MISSOURI	607,693	654,920	1,249,209	1,255,678
MONTANA	25,000	27,550	27,950	76,875
NEBRASKA	25,620	35,464	129,390	180,000
NEVADA	-	15,000	15,000	64,000
NEW HAMPSHIRE	15,000	45,679	45,079	318,000
NEW JERSEY	521,577	430,107 4/	792,998 4/	792,464
NEW MEXICO	20,800	35,200	65,000	83,500
NEW YORK	16,325,000	16,445,000	35,653,000	35,913,400
NORTH CAROLINA	196,979	221,029	221,865	298,761
NORTH DAKOTA	5,100	5,100	5,100	41,350
OHIO	323,549	846,623	976,161	500,000
OKLAHOMA	88,011	95,100	95,322	95,322
OREGON	26,994	51,167	53,350	138,695
PENNSYLVANIA	239,000	758,000	1,490,000	3,250,000
PUERTO RICO	5,889,539	5,369,316	3,604,567	Not Announced
RHODE ISLAND	119,000	124,274	267,199	257,929
SOUTH CAROLINA	196,698	360,896	595,696	646,783
SOUTH DAKOTA	29,751	61,902	85,391	141,388
TENNESSEE	226,700	360,896	411,500	380,400
TEXAS	152,776	157,745	159,565	181,000
UTAH	100,000	119,200	268,400	299,400
VERMONT	41,700	52,000	50,000	50,000
VIRGINIA	174,130	207,705	265,000	272,055
VIRGIN ISLANDS	160,000	160,000	160,000	250,000
WASHINGTON	63,337	108,915	246,130	655,286
WEST VIRGINIA	184,746	304,420	360,000	740,540
WISCONSIN	45,200	49,100	59,900	215,000
WYOMING	9,624	12,755	14,567	16,076
TOTAL	29,246,863	33,585,085	58,930,115	63,158,834 **

1/ Figures current as of February 19, 1975. State appropriations figures are fluid and changing.

2/ Contains earmarked funds for which SAA serves as conduit.

3/ Consists of a base appropriation ($351,000 in FY 1974) and the proceeds of a Connecticut Foundation for the Arts investment on a $10 million state loan

4/ Contains earmarked funds for which SAA serves as conduit.

*Figures obtained from Associated Councils of the Arts
March, 1975

**FY 1976 Total estimated by adding FY 1975 appropriation figures for the 4 states which have not announced their figures yet.

GROWTH OF APPLICATIONS

Senator STEVENS. The staff tells me some of our colleagues have been asking some interesting questions. One of them indicates that there has been an increase in applications from the communities and the States for assistance, increases at a greater ratio than the increase in your Federal appropriation. Is that so?

Miss HANKS. That is so.

Senator STEVENS. What causes that, is it anticipation of future Federal increases?

Miss HANKS. The primary reason for the increase in applications is the increase in activity around the country. It is just remarkable and almost incredible what has happened in this country even in the last 5 years in communities small and large. There are many more people participating in the arts, there is a vastly increased audience and, as you know, in the economics of the arts, when you have to put on more concerts to meet public demand, it costs more money. No orchestra earns at the box office for a single performance as much as it costs it to give. That is the primary reason for the increase in the applications.

A secondary reason is because the people around the country have heard about Federal support and this Congress, all of the committees, have been urging us for a long time, very rightly so, to be certain that the availability of Federal funds be made known to everyone who is eligible to apply. So we have worked very hard in terms of communication to get the word out.

This year, for the first time, we published our small guide of the moneys that are available, the programs that are available, in Spanish, French, and German, because of the population areas, particularly Spanish, that we serve.

Senator STEVENS. I am sure you realize it is not an easy task this year.

Miss HANKS. Because of an increase?

BUDGET PRIORITIES

Senator STEVENS. Let me point out that we also hear the budget for the Indian Health Service, for instance. I am just pointing out a for instance. There is absolutely no money requested in the budget for any increased construction, any new health facilities for Indians, where statistics shown by the Indian Health Service people in this room indicate that Indians are receiving the worst health care of any of our people. We find there is no increase for many other essential programs throughout the budget, and there is an increase in this one. I am afraid I am the one that has to ask you some rather difficult questions about this, and I am sure you know I want to support this item in the budget as much as possible.

PRIVATE SUPPORT FOR THE ARTS

Can you tell us about the private support? We mentioned the communities, the State and local government support. Has private support for the arts been growing? Again we are talking about constant dollars in this request. Has that support been growing in constant dollars, has this been increased with the inflationary period?

Miss HANKS. Yes, it has.

Senator STEVENS. Can you give us those figures?

Miss HANKS. The figures that I have here, and I would have others, but these come from the 1974 "Giving-USA," and are related to the total private giving. Their estimate for that year was $1.2 billion. Those figures indicate an increase during the period, from year to year, of about 8.9 percent. The Cultural Advisory Services has just completed a spot survey of some 40 or 50 cultural institutions around the country, including not only opera companies and dance companies but, also, we took a look at the community cultural groups. It would appear the general pattern is a very definite increase in private giving.

Now, why? That is the basic question. I think there are quite a few reasons. Basically it is the one of demand. You might question why, when there are economic problems, are ticket sales up? Why are contributions up? I think particularly in times of stress, in times of despair, that people do turn to the arts. They do turn to their museums, they do turn to their cultural facilities. This is important to them.

We recall, of course, the most dramatic example but one we have all learned from, that the British Government established its Federal support program for the arts during the darkest days of the war and they did it specifically to keep in people's minds that there were beautiful things as well as these terrible things.

I am, of course, not competent to comment on the Indian Health Service. I am competent to say that our program, in which we were able to obtain the service of six Indian coordinators to work with their own people, their own tribes, to develop their craftwork, to preserve their heritage, has been very successful, indeed, and we are just seeing the results of that. People have a very definite pride in their arts.

Senator STEVENS. I can understand that, I just asked the question and got the answer to it.

ANNUAL INCREASES

I first served on this committee in fiscal 1972 or 1973 and your budget request has exactly doubled in the four years I have been on this committee. There is no other budget before this committee that has doubled or even come close. We have to bite that bullet to justify that.

You are a tremendous salesman if you can sell OMB. I think we ought to put you on some of the programs that are lacking support. I have more letters in my office from people who are not just asking to support your budget request, they are asking to increase it to $126 million. We are going to have to discover your network and how it works. It is very efficient.

In all seriousness, those of us who want to support it find these figures very startling. You have doubled in 4 years. Now, if we go as high as these people ask us, we would increase it another—that would be more than three times what it was 4 years ago, if we went to full funding.

Miss HANKS. If I may say so, sir, the arguments that we used weren't for our reauthorization for fiscal 1974—of course, there were not the economic problems that you have today at that time—but the arguments in both the Senate and the House, not the ones that I gave, but those by Members, certainly like yourself, who were very supportive, reflected that it was very important for the Federal Government to bring its funding levels up to an effective level of support. In

Congress the final figures came out at $72.5 million, and approximately $61 million was funded.

The next year the Congress said our authorized ceiling should be $100 million and the following year, this one coming up, should be $126 million. The committees and both Houses of Congress believed that the arts were extremely important, our cultural heritage was extremely important to the country and it was time for the Federal Government to have effective programs.

I don't think of this even as an increase. I view this as a hold the line situation. I think the Federal programs have been very effective. My heavens, our support from the Federal Government, in comparison to private support, is something like 5 to 6 percent, but that has been very good catalyst money. It is encouraging other moneys.

I think this is very important. We are trying an experiment in this country that has never been tried anywhere else in the world, and that is, if the Federal Government can come in with these modest moneys the other moneys will increase and we will be able to maintain the importance of private initiative and support for the arts in this country.

FEDERAL MONEYS AS A CATALYST

Senator STEVENS. I don't understand this 5 to 8 percent.

Miss HANKS. Federal moneys are between 5 to 8 percent of private giving in the arts. So it is a very small amount of money. It happens to have been critical. If I might give you some examples as to how it is used to encourage other people in certain areas. One problem is, perhaps you are aware, that there was very little concern in this country over the conservation and preservation of our national treasures. Five to 6 years ago—Dr. Spencer, who directed the museum program, can correct my figures—we had training programs of conservators only at Harvard. We were turning out very few a year. Through the endowment efforts, working in close cooperation with other sources of money, we now have five training centers for conservators in the country. There is no point in collecting, if you don't conserve.

A second example, we found the Nation's museums were not putting money into environmental control for their institutions and, therefore, the paintings and furniture and their treasures were being very badly damaged.

I think we changed the attitude in the country toward the importance of saving what we have in addition to just collecting. Federal moneys in both of these programs run about 1 to 6 new dollars coming in.

Senator STEVENS. Well, I think I went over this with you the first time I sat at this table, and it seems to be continuing.

I see a gentleman who I may have met before at the end of the table, and maybe he can contribute to it, too.

SUPPORT IN NEW YORK STATE

I am told that the grant distribution basis shows that the preponderance of the assistance of Federal moneys goes to the State of New York, 17 percent. Is there any reason for that?

Miss HANKS. Yes. The largest amount of Federal dollars goes, indeed, into New York State. There are several reasons for that.

Senator STEVENS. And the next two are California and Massachusetts.

Miss HANKS. Yes, that is correct.

Senator STEVENS. I am not trying to be argumentative. If I can get some of your answers here it would offset some of the arguments of my colleagues.

Miss HANKS. Yes; I was trying to get some figures. I am sure you are right. The largest amount does go into New York, the second into California and the third into Massachusetts. In connection with that, the decision of the panels, the recommendation of the Council, given our reading of the legislation, is to set criteria based on quality, and, also based on making arts more available to more people, which gets into the geographic question you raised.

We have in New York, also in California and Massachusetts, very great cultural resources, not only in institutions, but also with individual artists. This does not mean, necessarily, that they are any better than others we find elsewhere in the country, but you have a tremendous concentration. Quite a few of the artists live in New York. Most of them come from places other than New York.

In order to encourage the dance companies, the Metropolitan Opera, the City Opera, and others, to provide services to the whole country the moneys have to go to New York. We can't just provide the moneys when they go on tour. I think it is very important, and the Council does, that we have programs of support for these institutions and artists.

Senator, I would like to mention, too, that I think rather than thinking of the moneys going into New York, although I realize that is a problem, I think of the excitement of what happened in the last 5 years with the moneys and, also, the activity going on all over this country. That is what is incredible. Our artists-in-schools program, you didn't even have that 5 years ago.

GRANT CONCENTRATION

Senator STEVENS. I am sure we understand that, but my colleagues argue against it and point out the fact and have the impression that the cultural bases for New York, California and Massachusetts—and the fourth is the District of Columbia—that the cultural bases for those areas are substantial and the largest proportion goes to those four, nearly 40 percent.

Miss HANKS. The bases of financial support in New York are very strong, no question about that. More than $7 or $8 million of private money alone goes into the Metropolitan Opera. This agency last year gave them $500,000. That is a very small amount. As a matter of fact, in terms of percentage of cost in running that institution at all, this is probably one of our smallest grants in terms of the costs involved. My associates and I have had lengthy conversations with some of the major institutions in New York in the last few weeks and the figures in their projections show severe financial problems for the Metropolitan Opera, the Metropolitan Museum, the Museum of Modern Art. Their financial projections, in contrast to the relative health of major institutions, say in the State of Washington, are far more serious.

Senator STEVENS. I could change that to what others call reform in the tax law. We can go into that at another time.

Miss HANKS. The private support is increasing, it is just not keeping up with the increased costs.

Senator STEVENS. That goes back to the question that I asked you as to whether you were really keeping up with inflationary factors.

Miss HANKS. Private support is not keeping up with inflationary factors, it is going up but it is not keeping up with inflationary factors in costs. As you know, in the arts, performers in particular, are very mobile and do a lot of touring and, of course, there are great travel costs related to inflation.

Senator STEVENS. Although favored with large grants, New York's contribution to regional projects appears to be much less than many other States. What is the explanation?

Miss HANKS. First, I do want to be clear that the table and figures to which you refer have to do with projects of a regional character, that is, two or more States but not national, which affected New York State in fiscal 1974. The number of such projects involving New York State was eight, and the total of those moneys affecting the State was $56,074. I assume the apparently low number and amounts involved here would be at least partly due to the fact that New York State has such a large population itself, and so many artists and cultural groups, making it something of a miniregion in itself. As you know, though, large numbers of the groups based in New York tour all over the country, especially the dance companies, and some theater and music groups, and so forth.

Senator STEVENS. Does this grant trend—grant concentration—in 1974 continue in the current year?

Miss HANKS. It's a little difficult to tell since the fiscal year hasn't closed yet and we still have one more Council meeting—early next month in Seattle. But our estimates would indicate the pattern running about the same this year as last, including the heavy load of applications from New York individuals and groups.

STATE DISTRIBUTION

Senator STEVENS. What is your projection for 1976 in State distribution of grants? Is there any marked change in the emphasis we have been discussing?

Miss HANKS. We really can't project into 1976 in terms of distribution of grants State-by-State, since we respond to applications throughout the year as you know. Incidentally—or not so incidentally—about one-fourth of all the applications that came into the endowment in fiscal 1974 came from individuals and groups in the State of New York. In terms of a change in emphasis, as you know one of our major goals is to increase the arts' availability to everyone in the country. We are hopeful that interest and proposals coming from parts of the country other than New York will be on the increase. And we will definitely be considering the questions you have just raised very seriously in all our upcoming policy meetings with our advisers.

Senator STEVENS. Does your State distribution table contain private contributions and matching grants?

Miss HANKS. Yes, Senator, it includes grants made from definite appropriations and from the treasury fund. The treasury fund grants, of course, include both Federal and private moneys. For example, the fiscal 1974 total that you see in grants to groups and individuals in New York includes roughly $650,000 in private donations to the endowment's treasury fund, moneys that were matched with Federal funds and then went out as grants. Those grants, by the way, are then matched again by the grantee.

AMERICAN FILM INSTITUTE

Senator STEVENS. I have another question to ask. Some of our colleagues indicate that they would like to know what amount was committed to the American Film Institute from your 1975 moneys, and how much do you anticipate for 1976?

Miss HANKS. The grant in fiscal year 1975 was $1.1 million, not including the contract for independent film makers, which was $275,000 or the one for film preservation which was $406,000. The National Council on the Arts has not yet acted on the total budget request for the film institute for 1976. That action will take place after discussion in its meeting in Seattle in May. It is our estimate that the figure for 1976 will be somewhat higher than 1975. The total amount this year, if you include contracts and the grant, is about $1.8 million. Our current estimate is that the figure will be over $2 million, or about $2 million.

Senator STEVENS. What other support do they have besides your support?

Miss HANKS. As you will recall, when the American Film Institute was established it was created with major assistance from the Ford Foundation, for one-third of the moneys involved. Another third came from the members of the Motion Picture Association. Those moneys, or a substantial part of them, disappeared after the first 3 years. The motion picture industry at that time was in serious financial trouble. Incidentally, as you know, there has been a turnaround because attendance figures are up.

Mr. Straight might comment in greater detail on the American Film Institute. We are very pleased that the institute, through its national film day and awards dinners and other events, is beginning to rebuild support from other sources. Last year in terms of our grant money or the year before, our grant money was about 70 percent of the budget. It dropped this year to about 60 percent, and we anticipate it dropping to the range of 50 percent next year. So this is very good news, indeed, that private money is coming to support the important work of the American Film Institute.

Senator STEVENS. Is your support going to be greater than the non-Federal support for the American Film Institute this year?

Miss Hanks. In 1976 we anticipate it will not be if the funds come in as projected.

Senator STEVENS. But has it been in the past 2 fiscal years?

Miss HANKS. Yes, it has, sir.

Senator STEVENS. Was any attempt made to go beyond those original sponsors to assist in obtaining non-Federal funds during this period?

Miss HANKS. Yes, the film institute has worked very hard over the past few years to increase moneys from other sources. So the trend line is up and that is very good.

METROPOLITAN OPERA

Senator STEVENS. I think you just mentioned $500,000 for the Metropolitan Opera. A staff note here shows there was $1.7 million in 1974. What is your current level of support and what do you anticipate?

Miss HANKS. The figure you have there is our challenge grant. We gave them over a 2-year basis, a grant of $1.1 million if they were able to raise the money. They did so very speedily and wonderfully. They approached their national radio audience and obtained 17,000 new contributors to assist them in raising that money. It was a 2-year grant, therefore the Federal contribution was $550,000.

The Council discussed the Metropolitan in the meeting in February. A final decision was not made on the figure because they wanted to discuss the situation again in May, after thinking about it and after our further conversations with Metropolitan management and others connected with that institution.

PUBLIC TELEVISION

Senator STEVENS. What about the television aspects? I am informed that there is a $1 million grant to Community Television of Southern California for 1974.

What is the support level for 1975 and 1976, and what was the reason for the original grant?

Miss HANKS. The fiscal year 1974 $1 million grant to Community Television of Southern California was treasury funds. $500,000 came from endowment funds and $500,000 from the Ford Foundation. The Ford Foundation contributed an additional $1 million, thus making the Ford contribution $1.5 million in fiscal year 1975 and the endowment's contribution $500,000. The endowment projects making $500,000 available to the project in fiscal years 1975, 1976, and fiscal year 1977. This is conceived as a 4-year project that is developing and producing a series devoted to original drama by American writers. The project will result in the production of approximately 36 dramas that will be broadcast over the public television network, with the first plays broadcast in the 1975–76 season.

Senator STEVENS. Do you have other community television support in 1975 or programed for 1976?

Miss HANKS. We have a substantial program in what is called public media. As part of that we have a category of support referred to as programing in the arts. This is an effort by the council to assure wider availability of the arts to all people in the United States. It is an attempt to bring the importance and beauty of live arts into the media. The program that you are talking about, I believe, is one of the Bicentennial programs of support for the series on the Nation's immigrants. I will have to check that.

We have been very pleased with the success of our programs. Incidentally, we work in closest cooperation with the Corporation for Public Broadcasting. Last year, along with the Ford Foundation, we put up 25 percent of the money for a series entitled "New American

Drama." We have been working in the last few months and have a guarantee from a major corporation for a similar series on the dance. One could perhaps say why doesn't the CPB put up that money——

Senator STEVENS. They appear before another subcommittee to justify the need for the money to do this, but they don't tell us they are going to go to another federally supported agency to get additional funds.

Miss HANKS. I am sorry they don't. I am very proud of our relationship with them.

Senator STEVENS. But it is difficult to trace the full level of support for the CPB.

Miss HANKS. You wouldn't want to cut out private money going into the CPB programing.

CROSS-FUNDING

Senator STEVENS. I would be happy to have much more, but I would like to know the extent to which they are going to rely on other federally supported agencies when they submit their budget. We are going to see to it next year that they do because it is impossible to tell the growth in Federal support for these agencies if there is a little cross-pollination as far as moneys are concerned.

Miss HANKS. Senator, I look at it the other way around, frankly.

Senator STEVENS. I fully expect you to do that.

Miss HANKS. We work very hard to have cooperative programs with other Federal agencies. I have always testified to this point before congressional committees. The National Council on the Arts is constantly pushing the endowment to work in cooperation with other agencies. Our largest program of cooperative effort is with the Office of Education which works with us in terms of our artists-in-schools program. That was started in the very beginning as a cooperative program.

Second, our program of actual cofunding of projects with the CPB, in which we jointly support mutual programs, is just $200,000. This keeps our staffs working very closely together, and that is a very small amount. The moneys you are talking about we view very important to the live performing arts, to present them on television and film. We view our moneys as being a catalyst and encouragement for other private moneys, and CPB certainly agrees with us on this, that our moneys help raise the private money that is needed in these areas.

Senator STEVENS. What is the total level of endowment support for television estimated for the 1974–76 period?

Miss HANKS. The total level of endowment support for public television through grants to public television stations for 14 specific projects in fiscal year 1974 was $978,250. The total projected level in fiscal year 1975 will go to 13 local stations in the amount of $1,474,758.

It is impossible to accurately guess the level for fiscal year 1976 since it will depend on the merit of individual projects but an educated estimate, granted an increase in our budget, would be approximately $1,700,000, or approximately $200,000 more than fiscal year 1975.

Senator STEVENS. Do you happen to know the total Federal support from all sources for public television?

Miss HANKS. Total Federal support from all sources for public television is $10.1 million for fiscal year 1975. This figure refers to

programs actually aired during fiscal year 1975 and includes endowment support.

Senator STEVENS. Are community television programs made available elsewhere throughout the country?

Miss HANKS. Yes; through national broadcasting. For example, our program, the wonderful special on the American Ballet Theater which has been acclaimed tremendously. Our contribution was $50,000 but WNET in New York tells everyone that if they hadn't gotten that $50,000 they wouldn't have been able to get the money needed from the private sources, which was about $200,000. Then those programs were shown all over the country.

Perhaps this was an error on our part and we did not pick it up. We didn't push because we didn't have the money to push the dance series this year. There is no dance on public television this year and this is why we have been working with a private corporation, so we can raise the money to start a dance series on television. Dance has the fastest growing audience in the country, and here you have a whole season—I hope they will rerun some of the older pieces that are good—with no new work.

SPECIAL PROJECTS

Senator STEVENS. Your justifications show a sharp increase in 1975 for special projects, including folk arts. What is anticipated for 1976?

Miss HANKS. If the endowment receives its appropriation of $82 million, the budget estimate for fiscal year 1976 for special projects would be about $4.6 million.

SUPPORT IN THE DISTRICT OF COLUMBIA

Senator STEVENS. I have a question here that was presented, and I am sure you know the questions are from staff, plus other Senators. The question is about the support here in the District of Columbia. How much support do you have for the folk festival, and how much is involved in the counterculture program?

Miss HANKS. Mr. Whitfield would have to comment. He is the director of our expansion arts program.

Mr. WHITFIELD. There are no funds for the folk festival.

Senator STEVENS. We are told there is some Federal support in the folk festival.

Miss HANKS. You mean the Smithsonian Folk Festival?

Senator STEVENS. Yes.

Miss HANKS. The Arts Endowment has never given a grant to the Smithsonian for that festival. However, we did grant a total of $50,000 of fiscal year 1974 moneys to five States to purchase the services of the Smithsonian's touring event which brings the festival participants to various communities after the festival itself.

In response to the second half of your question, an article in the Washington Post this morning referred to the National Endowment for the Arts support of the "WPA." Under our visual arts workshop program, the "WPA" was funded in the amount of $10,000. This will go toward a total budget of $41,000 to be used for the establishment of an arts service center.

Senator STEVENS. Well, I understand. Our problem is weighing the question of all the agencies. I failed to mention that again the two

Senators from New York have joined together in asking us to put up more than $800,000 for the Seneca Indians for their health care program. They have zero in the budget and they are saying they need $800,000 and more. With the budget ceilings set by the Senate committee, if we are going to add even a dollar we have to find it somewhere, we have to take it from somewhere else in the budget. That is what leads to invasion of your budget questions. We are trying to get as full a support as we can for the endowment under these circumstances.

Miss HANKS. Well, I think we at the endowment, have to speak for our constituents whom we view as the institutions and the artists. They need the money. They are spending it well, but I believe, sir, we also speak for the general public because we have all the statistics—I will be happy to supply them for the record—on studies we have done for the arts and people interested in the arts. This is a great change in this country and in part it is due to the Federal moneys acting as a catalyst to assist private groups to reach out to help meet this public demand.

Senator STEVENS. We will be happy to include those statistics in the record.

[The information follows:]

ATTITUDES TOWARDS THE ARTS

The following information is taken from a survey entitled "Americans and the Arts" conducted by the National Research Center of the Arts, Inc., an affiliate of Louis Harris Associates, Inc., for Associated Councils of the Arts.

This study of American opinion about the arts was related to the adult population of the United States, to Americans 16 years old and older, or a total of 145.5 million Americans.

The survey shows that: 89 per cent of the population felt that the arts and arts facilities—such as museums, theaters and concert halls—are important to the quality of life in their communities; 80 per cent felt that such facilities are important "to the business and economy of the community;" More people attend visual arts activities, including those at museums, than spectator sports; 62.6 million Americans engage in creative arts activities, including painting and the craft arts; Over 29 million Americans play a musical instrument.

The survey demonstrates the new sense of priority Americans are placing on the value of the arts, as they develop in all parts of the country. It demonstrates that these values no longer apply to limited numbers with special backgrounds in the arts.

John B. Hightower, President of Associated Councils of the Arts, comments on the survey in its Introduction. He writes: "The survey suggests that as our country moves toward its third century . . . perhaps we can look to the arts and public attitudes toward them to assure us of a national life that has more joy, more human fulfillment."

Miss HANKS. One problem that we have, and I mean the Congress and the administration and the Endowment and the States, is that these moneys are still very, very small. It isn't just a request for an increase. It does call for a shifting of priorities, but it is a different world today than it was 5 years ago.

Again, I cannot speak to the medical problems, nor can I speak to——

LETTER WRITING CAMPAIGN

Senator STEVENS. I am not asking you to. I am just trying to point out some of the problems. We are asked these questions, and there is heavy pressure on the committee to increase this request. If history

repeats itself when it comes over from the House it will already have been cut. So the history repeats itself again.

I really think some of the problem comes about in terms of some of that pressure. Sometimes you can overpress Members of Congress to the point where it is not going to happen. It is getting about to that level in terms of the other demands on us in this very tight budgetary period. There is a point there where it can be self-defeating.

Miss HANKS. Well, what I would like to make very clear to you is that some groups this year came to us, the orchestra groups, the opera groups, the unions came to us. They didn't say to me, "Nancy, should we write letters to Congress?" They came and said, "We are going to write letters. We have severe economic problems and we will not stick with that $82 million budget that you are requesting. We are very sorry, but we just cannot stick with you on that." I told them it was a bare bones budget. I told them of all the work we were doing in attempting to raise more private money for them. We have on our staff now a person and his associate who spends all his time trying to raise more money. That is what we are going to do in technical assistance, but they say no way can we go below the $126 million that we are talking about. So I would be happy to call them on the phone and tell them to stop writing, but, on the other hand, if it were cattle and if the cattlemen get in trouble they write their letters, too. I would encourage the Senators to count the letters and not answer them, just sort of place them over here.

Senator STEVENS. There were a lot of people who wrote a lot of letters the week before, Nancy, and overplayed their hand.

Miss HANKS. Well, the Federal Government feels that it should preserve its national parks and make the beauty of our national resources available to people.

Senator STEVENS. I am probably going beyond what I should do as a chairman. I am just trying to give you a little private advice. Really, I do believe it is spontaneous, but I think at times it gets to the point of being more organized than it should be. That is the impression that you get, that the letters are quite organized as far as an attempt to increase this budget. Let's wait and see if I am right. If I am right, it is too heavy, and it will hurt you if it continues.

Miss HANKS. I think you are right. I think I will just call them on the phone and tell them what you said so that they understand. Some of them take counsel from the work that they did in New York, and their efforts to increase the New York budget which, as you know, is at $34 million now. Beverly Sills marched herself up to Albany and went up and down the hall to talk to those legislators. She didn't write letters.

Senator STEVENS. There is no other budget that has been increased 100 percent in 4 years. You have done that primarily—not primarily—you have done it, period.

PROGRAM FUNDING DISTRIBUTION

Your justifications still fail to define separately the distribution of private donations and matching grants. Please include in the record a table showing this distribution by program area for 1973 and 1974 and estimated for 1975 and 1976.

Also include in the record a table of funding by program area, similar to that on page 32 of your justifications but excluding private and matching funds. Include this tabulation of direct appropriations for fiscal 1976 as estimated.

Because of the organization of your justification it is difficult to determine the level of assistance by art medium. Please include in the record a table showing how direct appropriations and private and matching funds separately are allocated to each medium—music, dancing, painting, sculpture, literature, and so forth.

Miss HANKS. We will be glad to supply the data.

[The information follows:]

FUNDING SUMMARY
Definite Appropriations

	Actual 74	Estimate 75	Request 76	Increase (Decrease)
I. AVAILABILITY OF THE ARTS	$25,174,608	$35,556,619	$38,582,500	$ 3,025,881
A. New Directions	$ 2,131,216	$ 4,965,479	$ 4,875,000	($ 90,479)
B. Touring (Chiefly Dance)	2,457,792	3,100,000	3,600,000	500,000
C. Media	1,370,375	2,900,000	3,200,000	300,000
D. Artists in Residence	3,351,085	4,105,000	4,742,500	637,500
E. In Expansion Arts	3,161,905	3,797,500	4,110,000	312,500
F. Accessibility and Awareness	2,210,669	2,340,000	2,925,000	585,000
G. Federal-State Partnership	10,491,566	14,348,640	15,130,000	781,360
II. CULTURAL RESOURCES DEVELOPMENT	$14,083,963	$13,412,000	$15,630,000	$ 2,218,000
A. In Museums	$ 4,737,435	$ 3,615,000	$ 4,350,000	$ 735,000
B. In Music	5,724,957	5,197,000	6,145,000	948,000
C. In Theatre	2,867,850	3,550,000	3,960,000	410,000
D. In Dance	453,721	500,000	500,000	-0-
E. In Literature	300,000	550,000	675,000	125,000
III. ADVANCEMENT OF OUR CULTURAL LEGACY	$13,992,447.17	$16,175,500	$17,827,500	$ 1,652,000
A. Creative Development	$ 4,865,690	$ 6,048,500	$ 6,397,500	$ 349,000
B. Enhancement of America's Indigenous Arts	1,634,298.56	2,582,000	3,085,000	503,000
C. Preservation	1,309,054	2,175,000	1,995,000	(180,000)
D. The Environment	3,278,494.61	1,000,000	1,400,000	400,000
E. General Programming, Research, Services	2,904,910	4,370,000	4,950,000	580,000
Program Development and Evaluation	$ 1,807,685.77	$ 2,242,500	$ 2,460,000	$ 217,500
Miscellaneous	$ 22,104.39	---	---	---
TOTAL	$55,080,808.33 1/	$67,386,619 1/	$74,500,000	$ 7,113,381

1/ Includes funds carried over from previous fiscal year.

TREASURY FUND (Federal portion)
Estimates as of March 1975

		Estimate 75	Request 76	Increase (Decrease)
I.	AVAILABILITY OF THE ARTS	$1,150,000	$1,490,000	$ 340,000
	A. New Directions	$ 540,000	$ 325,000	($ 215,000)
	B. Touring (Chiefly Dance)	-0-	-0-	-0-
	C. Media	400,000	1,000,000	600,000
	D. Artists in Residence	160,000	165,000	5,000
	E. In Expansion Arts	-0-	-0-	-0-
	F. Accessibility and Awareness	25,000	-0-	(25,000)
	G. Federal-State Partnership	25,000	-0-	(25,000)
II.	CULTURAL RESOURCES DEVELOPMENT	$3,660,000	$4,025,000	$ 365,000
	A. In Museums	$ 300,000	$ 360,000	$ 60,000
	B. In Music	2,800,000	3,100,000	300,000
	C. In Theatre	500,000	500,000	-0-
	D. In Dance	60,000	65,000	5,000
	E. In Literature	-0-	-0-	-0-
III.	ADVANCEMENT OF OUR CULTURAL LEGACY	$2,690,000	$1,985,000	($ 705,000)
	A. Creative Development	$ 400,000	$ 485,000	$ 85,000
	B. Enhancement of America's Indigenous Arts	-0-	-0-	-0-
	C. Preservation	2,107,000	1,500,000	(607,000)
	D. The Environment	-0-	-0-	-0-
	E. General Programming, Research, Services	183,000	-0-	(183,000)
	Total, Indefinite Appropriations	$7,500,000	$7,500,000	-0-

TREASURY FUND OBLIGATIONS (BOTH PRIVATE GIFTS AND FEDERAL MATCHING) BREAKDOWN BY PROGRAM AREA

	ACTUAL FISCAL 1973		ACTUAL FISCAL 1974	
	Private Gifts	Federal Matching	Private Gifts	Federal Matching
Architecture + Environmental Arts	$ 128,640	$ 60,000	$ 21,085	$ 20,085
Dance	54,393	54,000	84,074	70,000
Education	-0-	-0-	96,350	186,350
Expansion Arts	30,322	30,000	45,002	45,002
Federal-State Partnership	10,000	10,000	730	66,000
Literature	-0-	-0-	599	599
Museums	289,521	620,259	1,008,907	1,319,684
Music	2,904,109	3,128,547	4,301,349	3,967,523
Public Media	-0-	-0-	503,013	503,013
Special Projects	-0-	-0-	20,110	20,000
Theatre	115,025	120,000	120,009	115,009
Visual Arts	100,000	100,000	10,000	10,000
Miscellaneous	-0-	-0-	703	-0-
TOTAL	$ 3,632,010	$ 4,122,806	$ 6,211,931	$ 6,323,265

	ESTIMATE FISCAL 1975		ESTIMATE FISCAL 1976	
	Private Gifts	Federal Matching	Private Gifts	Federal Matching
Architecture + Environmental Arts	-0-	-0-	-0-	-0-
Dance	$ 87,000	$ 67,000	$ 65,000	$ 65,000
Education	330,000	240,000	165,000	165,000
Expansion Arts	40,000	40,000	-0-	-0-
Federal-State	90,270	25,000	-0-	-0-
Literature	-0-	-0-	-0-	-0-
Museums	3,667,538	2,425,000	1,860,000	1,860,000
Music	5,141,396	3,680,000	3,910,000	3,910,000
Public Media	423,000	423,000	1,000,000	1,000,000
Special Projects	60,000	60,000	-0-	-0-
Theatre	540,000	540,000	500,000	500,000
Visual Arts	-0-	-0-	-0-	-0-
TOTAL	$10,379,204	$ 7,500,000	$ 7,500,000	$ 7,500,000

SUMMARY OF OBLIGATIONS BY PROGRAM AREA
(Definite Appropriations Only)

Program Area	FISCAL 1973 Actual	%	FISCAL 1974 Actual	%	FISCAL 1975 Estimate	%	FISCAL 1976 Estimate	%
Architecture + Environmental Arts	$ 1,375,281	(4.1)	$ 4,161,183	(7.8)	$ 2,655,000	(4.1)	$ 3,525,000	(4.9)
Dance	2,650,617	(8.0)	3,788,253	(7.1)	4,980,000	(7.6)	5,545,000	(7.7)
Education	2,529,970	(7.6)	3,293,725	(6.2)	4,167,500	(6.4)	4,780,000	(6.6)
Expansion Arts	2,464,234	(7.4)	4,008,626	(7.5)	5,050,500	(7.7)	5,735,000	(8.0)
Federal-State Partnership	6,851,250	(20.6)	10,491,566	(19.7)	14,348,640	(22.0)	15,130,000	(21.0)
Literature	774,789	(2.3)	1,392,448	(2.6)	1,445,000	(2.2)	1,810,000	(2.5)
Museums	3,705,261	(11.1)	6,722,316	(12.6)	6,905,000	(10.6)	6,900,000	(9.6)
Music	4,349,554	(13.0)	7,847,440.56	(14.7)	7,412,000	(11.4)	8,365,000	(11.6)
Public Media	2,766,558	(8.3)	3,675,777	(6.9)	5,446,000	(8.4)	6,190,000	(8.6)
Special Projects (Incl. Folk Arts)	1,002,308	(3.0)	854,034	(1.6)	4,549,479	(7.0)	4,560,000	(6.3)
Theatre	3,100,097	(9.3)	4,722,033	(8.9)	4,870,000	(7.5)	5,850,000	(8.1)
Visual Arts	1,780,576	(5.3)	2,315,721	(4.4)	2,915,000	(4.5)	3,250,000	(4.5)
Research	-0-		-0-		400,000	(0.6)	400,000	(0.6)
SUBTOTAL	$33,350,495	(100.0)	$53,273,122.56	(100.0)	$65,144,119	(100.0)	$72,040,000	(100.0)
Program Development and Evaluation	897,720		1,807,685.77		2,242,500		2,460,000	
Miscellaneous	27,967		-0-		-0-		-0-	
TOTAL	$34,276,182 1/		$55,080,808.33 1/		$67,386,619 1/		$74,500,000	

1/Includes funds carried over from previous fiscal year.

SUMMARY OF OBLIGATIONS BY PROGRAM AREA -- INCLUDING PROGRAM FUNDS AND TREASURY FUNDS (BOTH GIFTS AND FEDERAL MATCHING)

Program Area	FISCAL 1973 Actual	FISCAL 1974 Actual	FISCAL 1975 Estimate	FISCAL 1976 Estimate
Architecture + Environmental Arts	$ 1,563,921	$ 4,202,353	$ 2,655,000	$ 3,525,000
Dance	2,759,010	3,942,327	5,134,000	5,675,000
Education	2,529,970	3,576,425	4,737,500	5,110,000
Expansion Arts	2,524,556	4,098,629	5,130,500	5,735,000
Federal-State Partnership	6,871,250	10,558,296	14,463,910	15,130,000
Literature	774,789	1,393,647	1,445,000	1,810,000
Museums	4,615,041	9,050,907	12,997,538	10,620,000
Music	10,382,210	16,116,311	16,233,396	16,185,000
Public Media	2,766,558	4,681,803	6,292,000	8,190,000
Special Projects (Incl. Folk Arts)	1,002,308	894,144	4,669,479	4,560,000
Theatre	3,335,122	4,957,052	5,950,000	6,850,000
Visual Arts	1,980,576	2,335,721	2,915,000	3,250,000
Research	-0-	-0-	400,000	400,000
SUBTOTAL	$41,105,311	$65,807,615	$83,023,323	$87,040,000
Miscellaneous	27,967	703	-0-	-0-
Program Development and Evaluation	897,720	1,807,686	2,242,500	2,460,000
TOTAL	$42,030,998	$67,616,004	$85,265,823	$89,500,000

ADMINISTRATIVE EXPENSE

Senator STEVENS. Let me go on to administrative expenses, if I may. You don't have anything here for administrative expenses in program development and evaluation funds for 1976. Can you tell us why?

Miss HANKS. Mr. Contee will speak on that subject.

Mr. CONTEE. The administrative budget is a "hold-the-line" budget pretty much across-the-board.

Senator STEVENS. You show P.D. & E. funds in the object classification in 1974 and 1975, and there is none in 1976. We can't compare it.

Mr. CONTEE. There are P.D. & E. figures, and we had submitted those. I have extra copies here, if you do not have them.

Miss HANKS. It came up yesterday—I am terribly sorry if it didn't get into Mr. Dyer's hands.

TRAVEL INCREASES

Senator STEVENS. All right, thank you.

In all other areas that have come under this committee's review, we limited travel costs last year, reduced them twice, as a matter of fact, in all other areas. I am informed that travel costs for the endowment went up from $546,000 in 1974 to $1 million in 1975. Is there an estimated increase for 1976?

Miss HANKS. There is no estimated increase for 1976, I don't believe.

Mr. CONTEE. No, ma'am, that is not correct.

On page S–5 of our submission, Senator, in Item 21–0, there is an increase called for for the entire foundation. But there is no increase for the arts portion of that budget, which is at $333,600 in 1975, and holds at $333,000 in the submission on 1976, on page S–6.

Miss HANKS. May I speak for a moment to the point of travel, Senator?

Senator STEVENS. Let us try to get this straightened out, to be sure we are talking about the same figures.

With the P.D. & E. estimate that you have just given us for 1976 it goes up to $1,035,000, is that correct?

Mr. CONTEE. That's correct. The previous figure was the administrative travel budget figure.

Senator STEVENS. What was the $702,000 figure?

Mr. CONTEE. That is an estimate for P.D. & E. for 1976. This is an estimate, as you will notice, because we cannot guess in advance what the requirements will be for the various programs insofar as future development and future evaluation is concerned.

Senator STEVENS. Well, the whole budget is estimated, then, on that basis. You do have a line item ceiling in terms of the staff's ability to spend money.

Mr. CONTEE. Insofar as the administrative budget. In the case of program development and evaluation, I believe the legislation permits the endowment to use up to 3 percent of its program moneys for P.D. & E., and that will fluctuate based on the needs of the programs throughout the year.

IMPORTANCE OF TRAVEL

Senator STEVENS. Now, Miss Hanks, do you want to comment on travel?

Miss HANKS. Yes; very briefly, as to the importance of travel. The staff does travel a lot. One of the primary jobs being carried out by our program directors, who are all professionals in their fields, at the request of their constituents, is a service of technical assistance. They do travel a lot, they do visit and evaluate the groups, they are helpful to them. I will put it this way: I think that the decisions and some of the success of the endowment, are basically because the people are on the road a lot seeing first hand what is going on and being helpful to other people.

Because of the concern of Congress and certainly of the endowment, beginning right in the early legislation with the establishment of the National Council on the Arts and with the advisory panels, a very elaborate system of checks and balances was established, so that artistic decisions are made by professionals and not by a group of administrators and bureaucrats, such as me, sitting in Washington. We have some 200 consultants and they travel and come into Washington and meet also in other cities to review the program.

As you know, sir, in our legislation, all applications have to be reviewed and recommendations have to be made on each and every one of them before the chairman can act. So we really need these travel moneys for those purposes, too. Obviously, we can't do it over the telephone in terms of the meetings.

The application load is so heavy now that the panels are meeting, most of them, at least four times a year. The council is meeting five times this year, just to carry through the work.

COMMITTEE LIMITATION ON FISCAL YEAR 1975 TRAVEL

Senator STEVENS. Well, I appreciate that. I still have to tell you, though, that I anticipate a problem when the Committee cuts USGS, Bureau of Mines—the Park Service was cut with all of its responsibility in terms of travel last year. We have to find some way to stop the escalation of administrative expenses and yours was not cut. There is no limitation that I know of on this legislation. I am sure there was a limitation placed on your travel, but somehow or other it was applied somewhere else.

Miss HANKS. I don't believe so. I wasn't here at the hearing last year. I did read the limitation on travel and I believe we took that into account in terms of our expenditures.

Senator STEVENS. What is your travel level for 1975?

Mr. CONTEE. That is shown on page 44, Senator. The combined figure would be about $940,000, that would be our estimate at this point.

Senator STEVENS. What was the limitation?

Mr. CONTEE. I was also not at the hearings last year, Senator, I can't comment on that.

Mr. BERMAN. The administrative funds, I believe, were $333,600.

Senator STEVENS. I still haven't determined what the endowment did to respond to the committee limitation on travel for the current year. What is involved in the increase?

Miss HANKS. Of the projected $392,000 increase in travel between fiscal 1974 and 1975, approximately $155,000 is in administrative funds for travel appropriated by the Congress. This represents a reduction of $85,000 as one phase of the reduction ordered for the

whole foundation by the Congress. The remaining increase between fiscal year 1974 and fiscal year 1975 of approximately $237,000 is the estimated increase in travel costs needed for program development and evaluation purposes and is paid for out of P.D. & E. funds.

It should be ponted out that earlier internal estimates for program development and evaluation funds needed for travel were approximately $32,000 higher. In response to congressional concern, that travel expenditures be reduced wherever possible, we redoubled our efforts to reduce all travel costs. It is hoped that when actual expenditures for fiscal year 1975 are known, we will be below the $237,000 estimate.

Increased use of panelists and consultants, new staff approved by Congress for fiscal year 1975 development of expanded programs and the growing need for technical assistance accounted for the higher travel costs. Increases in air-fares, hotel accommodations and meals also had an effect.

TRAVEL BREAKDOWN

I wonder if it would be helpful to the staff and to the committee members if we supplied in writing a better breakdown on the travel, what is going into the panels, how they need it. We take some of the money from program development because the panels spend half of their time talking about program development, reviewing the guidelines, discussing the policy issues. The rest we allocate to the administrative problems of going through the applications.

I don't see how, but I will ask the staff to look at it again, so that we can carry out this system of panel review, which we are required to do by legislation, without having the travel money.

I receive trip reports for every travel item, and I am told specifically what people have learned, what they have done. In fact, I have not been able to travel as much and Michael and I can't cover the whole country. Those reports and what we hear from the panels when they come in and the program directors, they are our eyes and ears.

My belief is that by getting out into the country we have been able to develop programs responsive to our constituents' needs. We see all over this town programs that for one reason or another don't meet the needs of the constituents. But this one does, and in a great part it is because of travel.

My heavens, these people who are working so hard for us on the panels, they are not doing it because they are making any money. They are paid very modest per diems. They come in, they start in the morning at 9 o'clock, and go on to 10 o'clock in the evening or 12 midnight, 3 or 4 days at a clip, doing their best to enable the Federal Government to accomplish artistic purposes to meet the needs of the people, and I think it is just wonderful.

Michael and I—Michael can speak to this himself—we need this help in making decisions.

Senator STEVENS. We would like to have that breakdown for the record on all of your classifications, if you have any revisions that are required for all obligation estimates. You and the staff can get

together to be sure we are both talking about the same distribution of this request. But without the inclusion of P.D. & E. funds in 1976 it is impossible to compare your total administrative expenses. We need a revised object classification that includes all obligation estimates.

[The information follows:]

NATIONAL ENDOWMENT FOR THE ARTS

OBJECT CLASSIFICATION FOR ADMINISTRATIVE AND PROGRAM DEVELOPMENT & EVALUATION FUNDS

		PD&E FY-76 ESTIMATE*	ADMIN. & PD&E FY-76 ESTIMATE*
	PERSONNEL COMPENSATION:		
11.1	Permanent Positions	$ -0-	$2,230,600
11.3	Positions Other Than Permanent	910,000	1,278,800
11.5	Other Personnel Compensation	44,000	86,400
	Total	954,000	3,595,800
12.1	Personnel Benefits	74,000	332,900
21.0	Travel and Transportation	702,000	1,035,600
22.0	Transportation of Things	-0-	500
23.0	Rent, Communication & Utilities	-0-	7,600
24.0	Printing and Reproduction	107,000	185,200
25.0	Other Services	595,000	756,900
26.0	Supplies and Materials	28,000	57,700
31.0	Equipment	-0-	-0-
	Total	$2,460,000	$5,972,200

*These estimates are necessarily tentative and they are subject to continuing review by staff and the National Council on the Arts.

MUSEUM SUPPORT

Senator STEVENS. Let me go to one last subject that is in terms of museums. There is a $4.3 million request for museums under cultural resources development. What other funds in your budget request are directed to museum support?

Miss HANKS. There will be moneys coming from the Treasury fund for the museums. That is difficult to calculate before the moneys come in, but our estimate currently is——

Miss STEELE. I think he is asking about other areas of our budget for museums. In goal 3, museum conservation and renovation, for example, and in goal 1, wider availability of museums.

Senator STEVENS. Do you have any total amounts that would be directed toward museums?

Miss STEELE. I will be happy to supply that.

Miss HANKS. The total estimate is $10.6 million, but that depends on the Treasury Fund money and donations.

CONTRACT COSTS

Senator STEVENS. Why are your contractural services for 1974 and 1975 so much higher than the humanities?

Miss HANKS. The needs of our constituencies and the policies recommended by our respective national councils differ. In the Endowment, these policies have resulted in the use of our contractural funds for such things as the first extensive survey made of the needs of American museums, administrative and artistic studies of selected symphonies and opera companies on a continuing basis, and coordination of technical aspects of the dance, visual arts, and crafts components of the artists-in-schools program.

UNOBLIGATED BALANCE

Senator STEVENS. What is involved in the $4.1 million unobligated balance in fiscal year 1974?

Miss HANKS. $1.2 million of that amount was assets not available for obligation. That leaves $2.9 million available for obligation. Of that amount, only some $37,000 was program moneys—definite appropriations. All the rest was Treasury Fund money, both private donations and the Federal match. Donations tend to come in heavily right at the close of the fiscal year, in time to free up the matching Federal moneys, but not quite in time to get those grant letters written.

EQUITY ASSETS 1975–76

Senator STEVENS. You show $1.2 million in "equity in asset" for 1975 and 1976. What is that?

Mr. BERMAN. Of the equity assets, of $1,217,949.25 noted on page A–6 of the congressional budget submission of the National Endowment for the Arts, $1,215,000 represents the equity value of the ANTA Theater donated to the Arts Endowment in January 1969. As is indicated on page A–19 of the budget submission, the contract conveying these assets to the Arts Endowment was terminated as of December 31, 1974, and it is expected that this contract will be closed out completely

before June 30, 1975. By termination of the contract, the equity assets will revert to the American National Theater and Academy, a congressionally chartered, nonprofit tax-exempt corporation whose purpose is to encourage, develop, and sponsor dramatic theater activities of the highest professional quality in the United States.

The National Endowment for the Humanities received the donation of a sculpture valued at $37,500. The remainder represents donations of furniture and art work to the Foundation.

Senator STEVENS. What is responsible for the sharp drop in rent and utilities from 1974 to 1975?

Miss HANKS. In fiscal year 1974, Federal Telecommunications Service was budgeted to the Arts Endowment at $35,000. In fiscal year 1975, this service was included in the shared staff budget.

TRANSITION REQUEST

Senator STEVENS. Your request for the transition period includes far more than one-fourth the 1976 request for direct appropriations because of the obligation requirements for the July–September period. Why then is the matching grant request so low?

Miss HANKS. Senator, first of all let me confirm that almost all our grants are matching grants. I understand you're talking about the indefinite appropriation, which also gets called gifts and matching and which we call the Treasury fund—but I just wanted to make sure we're clear that just about every endowment grant to an organization is matched at least $1 for $1. In the case of Treasury fund grants, that would generally be at least $3 private to every $1 Federal.

Now the reason the request for Treasury fund Federal moneys is low for the transition period is simply because that time frame, July, August, and September, is not a heavy time for donations coming into the endowment. We were really dealing with our constituents' overall seasonal needs in terms of Federal moneys. And since donations have not been heavy in those 3 months, our request there is low. However, we'd be happy to reestimate how much we might accommodate in indefinite as opposed to definite appropriations if you would want that at some point.

Senator STEVENS. Do any of your associates, my former colleague, have any comments to make?

Miss HANKS. Mr. McWhorter.

STATEMENT OF MR. M'WHORTER

Mr. MCWHORTER. Mr. Chairman, I appreciate this opportunity to make a comment, as a member of the National Council on the Arts.

The Congress, in going into this whole area of the arts, I am sure, had a great many reservations as well as did the constituency that was suppose to benefit from this support from the Federal Government. I am sure the first farmer who got a check was happy, but then when you give several million dollars to farmers they get unhappy and dissatisfied. We are still, in this program, in the happy phase.

The level of support which you referred to in terms of growth is something which I think has interested a great many people in and out of Government in this area. When you look at what other governments do around the world in this area, in terms of support for this

very important element of quality of life, the total percentage of Government or in-dollar amounts, what our Government is doing is still relatively modest. Most governments like Canada are giving more than $2 per capita already and many people thought that is the way we should set up goals for this program, at $1 or $2 per capita from the Federal level.

When the Government moved into the area it had to deal with the artistic resources of the country as they were. If the Government decided it would be beneficial for the general public to have cotton programs around the country, for the first few years more money would go to Mississippi, perhaps, than to Vermont.

What we are trying to do in the program is to maintain the tradition which this country has of private support. It is the main vehicle for expansion of the arts. There has to be, however, some base that you are helping. It cannot be created by money alone. Most Government programs assume if you have enough money you can accomplish an objective. That is probably true if you are providing salaries for lifeguards or park attendants where the Government comes in and picks up 100 percent of the check. We do the same thing with police bands or sanitation department bands. But what we are now talking about is an artistic achievement where you first have to have the sacrifice and training of the artist and then the people who band around in support of that artist to make it possible for a broad audience to participate.

Now, it is my thought what has happened here in the partnership, on a bipartisan basis, with the Congress and the President, recently President Nixon and before President Johnson and now President Ford, has been a remarkable beginning. A lot of people would like to have the $2 figure to start with. How can you justify the overall budget when you are only spending $150 million for the arts? I think what Congress, in its wisdom, has tried to do in working with the endowment and the staff and the Council members and the artists themselves, is to build this program, a Federal participation, in the way that it maximizes the overall result for the greatest number of American people.

There is no way, in my opinion, that the endowment could wisely spend $400 million in fiscal 1976, but it won't shock me as a figure if the Government or if the administration or the American people decided we should get it up to that level at $2 per capita at some point in the future. A number of States have already done that. The State of New York is now contributing $34 million or $2 per citizen in support of its art programs in that State. The State of Washington set that as their goal, $2 for each citizen in the State of Washington to maximize and expand the cultural resources of that State.

Now you first have to have some basis, some group to help, some artist or group of artists in being. They are not uniformly distributed. It would be impossible to give every State so much money to come up with a dance company. There has to be an artistic dance group and dancers who work together and you help them and there has to be an audience for that group.

We in the endowment insist that we don't support anybody until there is a track record. They establish their artistic standards. These are all things where the Federal Government comes in at a very modest contribution of 5 or 6 percent of the total budget for symphony

51-957 O - 75 - pt. 4 - 7

orchestras for instance, and they have the responsibility for raising the rest of it.

This is not true with the money we spend on roads or all of the other Government projects that are 100 percent funded. I would say we have to increase for the next few years until we can get to the point where we can say the Federal Government is doing what it should be doing for an area that affects the life of every American.

The community orchestras which have spread over the country, the community threaters, the art exhibits, the visual art groups, all of these things are manifestations of basically the concern that our people feel for the future of our country and the future for our children in this country. These are necessarily growth programs, though they have been modest growth programs in the last couple of years.

When you referred to a doubling or quadrupling, it has to be that way to start with and it will still have to continue I think the members of this committee will have to bear the brunt of explaining that to the fellow Members of the Senate who are not that close to this. When you talk about $82 million for a medical program in the State of New York, that is all Government money doing the whole thing. It is not like it is 5 or 6 percent of the total program as it is in the arts.

Senator STEVENS. The difference is, if we don't do it nobody will.

Mr. MCWHORTER. And in many cases the existence or survival of artistic organizations really turns on that fraction of money. It makes it possible for the board of trustees, the group that has the responsibility to underwrite the artistic efforts of that company or the organization, to go out and raise the money. We are going to have to raise a lot more money in the private sector to match what I would hope would be continued increases in the program in the coming year.

Senator STEVENS. Take as much time as you like. You are the only one I know who stopped off to visit me in Anchorage, went out to see a friend, went out to help that friend, got bitten by a dog, and gave a pint of blood in the same day. [Laughter.]

Miss HANKS. That sounds like him. That was a typical day in the life of Charlie McWhorter.

TOTAL CULTURAL SPENDING

Senator STEVENS. Well, there are a couple of inaccuracies, my good friend. One is that we don't support roads 100 percent, far from it. To a great extent the roads that are being supported today are the trust fund moneys that were paid for by the users in taxes.

Second, if we would add together all of the things that come before this full committee in terms of the arts and humanities—and I think if you would think about it and be fair about it, let's put it that way—the various foundations, the museums, the Smithsonian, all of the activities that come before this committee for Federal support, we are well beyond $2 a person today.

In your portion of the Arts and Humanities, it is true, we are not. But the budget requests for all of these areas are on the increase. We added a new wing to the museum, we are building another building for the Smithsonian, we have an increased program in the Woodrow Wilson Foundation which is dealing with another form of art, in

my opinion. When you get into the whole spectrum, there has been a fantastic increase in terms of requests for Federal money.

I would like to see them go up, too. I would like to see them go up to the point where there are even more of these cultural advantages taken out into what I call the provinces, which I am sure you understand. I think we are not to that point yet and it is a remarkable thing to see those children. We took a musical up to Point Barrow, the first time it ever happened. But you know what is going to happen? Next year they will want two.

Miss HANKS. That's right, and they should have six.

Senator STEVENS. I agree. But I hope we can find some way to do it. If we could stop the inflation, maybe we could stop the whole cycle and there would be more money available. Today we are paying more money in the national debt than we will ever get for the arts. And until we can turn that around you are not going to get your needs met. If we stop the inflationary spiral that will stop the outflow of Federal interest.

Miss HANKS. We find, also on that point, in the advisory service findings, the groups not only replied statistically but also as to their attitude. Almost every institution is cutting back, they are cutting costs and cutting back on travel. What that means is that fewer people are going to benefit from their services unless we can do a turnaround.

Senator STEVENS. You have substantial support. I remember what Alan Bible said—he was a great admirer of yours. He said he was just happy that every agency didn't have a Nancy Hanks.

Thank you very much.

Miss HANKS. Well, I thank you very much.

National Endowment for the Humanities

STATEMENT OF DR. RONALD S. BERMAN, CHAIRMAN, NATIONAL ENDOWMENT FOR THE HUMANITIES; CHAIRMAN, NATIONAL COUNCIL ON THE HUMANITIES

ACCOMPANIED BY:

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ARMEN TASHDINIAN, DIRECTOR, OFFICE OF PLANNING
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JOSEPH HAGAN, SPECIAL ASSISTANT TO THE CHAIRMAN
PAUL P. BERMAN, DIRECTOR OF ADMINISTRATION, NFAH
JOHN JORDAN, ADMINISTRATIVE OFFICER, NEH

BUDGET REQUEST

Senator Stevens. We will go next to the Humanities Endowment, which is also requesting $82 million. This is an increase of $8.2 million over appropriations to date for fiscal 1975.

Senator Stevens. Dr. Berman, it is good to see you again. As usual, please identify those with you at the witness table, and just highlight your statement. Your full prepared statement will go into the record.

INTRODUCTION OF ASSOCIATES

Dr. Berman. Thank you very much. On my right is the Deputy Chairman, Robert Kingston; on my left, the Director of Planning and Analysis, Armen Tashdinian. Division directors of the endowment are seated immediately behind me, but perhaps I can enter their names if they are needed.

Senator Stevens. You have Mr. Barcroft, Mr. Blessing, Mr. Rosenblatt, Ms. Simone Reagor.

Dr. Berman. Yes.

Senator Stevens. Is Mr. Schurman here?

Dr. Berman. Yes, and Joseph Hagan, Special Assistant to the Chairman.

Senator Stevens. And you have a shared staff. What does that mean?

Dr. Berman. The two endowments, in order to practice economies, share travel sections, personnel sections, auditing sections and so on. Mr. Paul Berman is in charge of that.

Senator Stevens. Thank you very much. Why don't you proceed to highlight your statement.

PREPARED STATEMENT

Dr. BERMAN. The detailed justification for our request is difficult to summarize because of the many purposes of our program and the large number of Americans whom we serve. I would, however, like to address some of its principal points.

Our citizens are profoundly concerned about the condition of our society. In difficult times the humanities become particularly valued because they deal with fundamental moral issues. And they help us to develop the knowledge with which to face both current problems and those which, in every age, affect the human condition. In the past year the public has demonstrated in many humanistic projects a growing recognition nationally of the practical use of the humanities.

For example, over a half million citizens have sought out and actively participated in the various NEH State-based programs to examine public policy issues of concern to their State through projects sponsored by labor unions, church groups, civic service organizations as well as educational institutions, libraries and museums.

Despite the high cost of newsprint, over 240 newspapers around the country, with circulations totaling close to 20 million, donated two full columns of space once a week for 18 weeks to the endowment-supported Courses by Newspaper project.

The new NEH Fellowships for the Professions program has had far too few places to accommodate the many "practical" persons—from the medical, legal, and journalistic professions—who feel a need to look at the relationships between their work and societal needs.

Finally, the American Issues Forum developed under NEH auspices has generated a massive response from organizations whose members are occupied daily with immediate economic and political issues. When organizations like the AFL–CIO, NAACP, National Grange, and Kiwanis enthusiastically devote their time and energy—as they have to the American Issues Forum—it can be said that the humanities are beginning to be important in our national life, and are becoming a part of our community experience.

THE ENDOWMENT'S WORK

I think this has come about in part from this agency's work; for example, in our attempt to encourage humanists to address issues of concern to the average citizens, as they do in the State-based programs which are centered on such subjects as land use, taxation, education, governmental policymaking, and economic growth. Citizens of this country evidently want badly to put today's headline into a broader perspective, to search for the fundamental, to reexamine or perhaps rediscover traditional values, and to reestablish the sense of community; in other words to apply humanistic knowledge and methods to the things which are profoundly troubling.

It is ironic that at the moment when the humanities are being recognized as publicly useful, they should be seriously threatened. Financial cutbacks, alarming inflation, increasing deficits, and for many, a declining return on endowments, threaten the existence of some institutions; for others, these circumstances seriously undermine the capacity to fulfill social responsibilities.

These institutions also play a large role in our Nation's economic life. The humanistic work force, consisting of teachers, librarians, museum and historical society personnel, educational broadcasters, and filmmakers, numbers in the millions and their institutions—and payrolls—are located in every town, including those most severely hit by recession. I note that although the endowment's principal purpose is not economic; nevertheless, every dollar spent helps create or maintain jobs; and in fact, since the bulk of our money provides salary support—for persons in this country—we have an immediate effect on our constituency's job market.

SHARE OF BUDGET

Even though this agency has received significantly increased support during the past 5 years, the proportion of Federal funds allocated for the production and dissemination of humanistic knowledge in relation to justifiable needs is still small. You will, I am sure, recognize that our entire request is only a fraction of the $21.7 billion in Federal funds—an increase of $2 billion—budgeted for scientific and technological research and development efforts in the next fiscal year. Yet, more important and dramatic than the modesty of our request which is evident in that comparison, is its size measured against the scope of programs which this agency already supports, the vast number of people presently served, and the growing number of citizens not traditionally associated with the humanities who are only now identifying themselves as our constituents, by asking to participate in humanistic inquiry.

THE 1974–75 HIGHLIGHTS

Nearly 1,000 more applications were received this year than in fiscal year 1973. Of 6,165 applications requesting $206 million, only 1,293 grants totaling $60.2 million could be made. Yet individuals and institutions in all 50 States, the District of Columbia, and Puerto Rico were assisted in humanistic work. Although funds could only be awarded to a fraction of the total eligible universe of educational, cultural, and civic institutions, endowment grants had a certain impact as indicated by the following.

By the end of 1974, 38 States had operating State-based committees, supporting activities through regrants that involved over a half million citizens directly—and another 10 million through the media—in active examination of important public issues. And I am pleased to report that by the end of this year, every State will be in at least a partially operational status.

As a result of grants given last year, "The Japanese Film," a series now being shown by nearly every public television station in the Nation, is meeting with public and critical acclaim, as "War and Peace" did earlier; and production was begun on the Endowment-supported "Adams Chronicles," the largest historical serial ever undertaken by American television.

Over 160 colleges and universities, and nearly 1,500 teachers and scholars, many from 2-year colleges and small rural colleges, were directly aided in work designed to increase knowledge of our heritage, our institutions, and our relations with other societies.

The new science, technology, and human values program resulted in awards of over $3 million in support of various activities including ethics courses for students training for the health professions, humanistic courses for engineers, and museum exhibits and television programs on the social consequences of recent technological developments.

Exhibitions including the current Centenary Exhibition of Impressionist paintings—from French and American museums and private collections—and the forthcoming showing of Scythian gold from the Soviet Union, have been supported by endowment grants. Other NEH grants last year to large and small museums in 35 different cities are helping mount exhibitions for an estimated 4 million persons. In addition, NEH grants for staff training—for example, in regional workshops—will help nearly 500 museums throughout the country to enhance the educational quality of their programs.

For the fifth straight year, the limit of the endowment's matching authority was reached, bringing to over $20 million the documentable level of private money generated by NEH during the 8 years of its operating life.

Endowment programs such as the ones I have just mentioned are carefully evaluated and administered. Underlying their variety, one purpose—the provision of humanistic knowledge for the benefit of the American people—unifies them all. This, of course, implies that while use of the humanities is extended, their excellence must be assured. One principal mechanism for meeting this purpose has been endowment response to unsolicited applications. These requests for funding are indicators of changing needs and interests, and because of our rigorous reviewing process, only the best projects receive public funds. Consequently, we will always be open to these requests. However, the endowment must do more than respond; it must also exercise leadership by encouraging humanistic activity in specific priority areas.

ENDOWMENT PRIORITIES

For the sake of brevity, I cite only a few of the most pertinent examples of endowment action to meet defined priorities.

This year, a new service to institutions of higher education has been established. Through the consultant grants program, a national board of consultants with varied experience, interests, and institutional backgrounds, will be available to visit institutions and work with teachers onsite to make their humanities programs more effective for their specific student bodies.

The Fellowships program will direct the greater proportion of support—70 percent—to guided study rather than to individual projects, thus better aiding teachers—particularly in smaller colleges and community colleges all over the Nation—to improve their teaching.

The media program, while supporting high quality productions for possible national distribution for the general public, will initiate media production on specific topics—such as aging and death—and for specific groups—such as the non-English-speaking audience, and the handicapped.

HUMANISTIC RESEARCH

Research in the humanities is another area which demands endowment leadership and support. Scholarly research, which is the con-

tinuing quest for knowledge and understanding, is the base upon which good teaching of young Americans, the usefulness of humanistic knowledge to adult Americans, and the availability of needed information for application to emerging interests, must inevitably rest. For example, knowledge accumulated by scholars in American history, philosophy, and culture in years past is the basis upon which discussion leading to better understanding of American issues and values can and will be conducted across this Nation during the Bicentennial.

With limited funds for research grants, the endowment still has managed to extend assistance in many important areas in part because research projects have successfully generated private gifts for matching purposes. Between 1967 and 1974, almost 44 percent of the endowment's gift total—$20 million—was raised by research projects. The ability of research projects to attract non-Federal moneys is evidence that these projects are considered by many to be essential.

MAJOR RESEARCH CENTERS

Major research libraries and other centers of learning perform important national functions as repositories of essential materials and as locations where work to increase both the quality and quantity of information is conducted. Unfortunately, these institutions are particularly hard hit by rising costs because of their narrow financial base and may be forced to curtail essential services or to reduce maintenance, thereby weakening their nationally important collections. Even with funding much greater than the sums requested here, the Endowment could not provide adequate support for even the most deserving of those institutions, but the requested funds will help a small number of those which are the most financially pressed to continue to serve humanists from all over the country.

BICENTENNIAL

Since NEH began operating, a substantial part of funding in all divisions has supported projects in research, curriculum development, and the dissemination of information about America's past, and consideration of that knowledge in relation to our present and future. When the Domestic Council assigned the endowment a major responsibility for national Bicentennial activities, it enabled us to contribute to an appropriately serious celebration and provided us with the unique opportunity to make known and appreciated by millions the value of the humanities and the kinds of activities which we characteristically support. For example, "The Bicentennial History" project, which will be completed in fiscal year 1976, will produce for the general public a 51-volume set of interpretive and evaluative essays portraying the historical development of each State, and its relation to the Nation's history.

AMERICAN ISSUES FORUM

Perhaps foremost among such activities is the American Issues Forum. Developed under the endowment and now cosponsored by the American Revolution Bicentennial Administration, the forum has, during this past year, established itself as the national framework

for Bicentennial programing: The forum calendar will involve millions of citizens all over this Nation in thoughtful discussion of important issues and values. When the Bicentennial is over, there will be, as a legacy of the forum, rich resources for future use in the form of books, films, and other materials about our society produced by a variety of groups with different points of view.

Equally important, the process promoted by the forum of joining together to discuss common issues with fellow citizens will hopefully create the basis for future continuing dialogs conducive both to better understanding and to a renewed sense of community. Finally, from the NEH point of view, implementation of this nationwide dialog is providing invaluable information about the potential new models for bringing the public into direct and active participation in the humanities. For example, in the Bicentennial youth debates program, thousands of young people of high school and college age throughout the country will engage in research and discussion, focused on questions of American history, attitudes, and values. Carefully assessed, the information obtained from this program can enable the endowment in the future to mount more effective youth programs in the humanities.

Increasing interest in and use of the humanities among the American people does not diminish, but in fact increases, the need to assure excellence in humanistic scholarship and teaching. The proposed distribution of funds for fiscal year 1976 reflects our requirements if we are to fulfill the responsibility to continue and increase use of the humanities by the broadest possible number of American citizens, while at the same time assuring the excellence of work produced by American scholars and teachers in the humanities. These two goals are not contradictory, but are, in fact, inextricably linked. I believe that they not only can be realized, but that they must be, in the interest of the American people. It is in support of that statement that I appear today. Thank you.

Senator STEVENS. Thank you very much.

I think you heard some of the questions that I raised with Miss Hanks; I am sure your comments would be almost the same about the necessity for expansion.

SCIENCE, TECHNOLOGY, AND HUMAN VALUES PROGRAM

You have on page 3, under "Highlights," the new science, technology, and human values program. Can you tell us what that is?

Dr. BERMAN. This program has been going for some time in the endowment. It is designed to take appropriate notice of an important series of happenings in this country. Every time that a scientific discovery is made, it has some effect on social habits, on our laws, on our institutions, every way in which we possibly readjust things in the human community here towards important discoveries. For example, much of the endowment's effort goes into what is now called "bioethics"—all of the problems that deal with the creation of human life. Increasingly a new problem has been showing its head and this is one familiar to all of those covering various parts of the media from Time magazine, through the newspapers, onto scientific journals. That is the problem of dying with dignity, dying voluntarily,

allocating very scarce hospital equipment among those with claims for its use. Every one of these problems is generated by scientific discovery but none of them can be handled by science alone. It is a problem like the discovery of atomic energy. That is to say, it was never left to those who discovered the nature of atomic energy to dispose of its use.

In that sense the humanities try to handle consequences of scientific discovery that change our lives.

NATIONAL PRIORITIES

Senator STEVENS. I would also like your comments on how we should attempt to balance priorities, where we are told on the one hand there is no funding available for essential health facilities, say, but here is $16 million more for arts and humanities.

Dr. BERMAN. Senator, I am sympathetic to your concerns about balancing priorities, and would like to make two points in response to this question.

First, I do not believe that our request for $82 million appears unreasonable in view of the $37.7 billion requested for Federal health programs in the same fiscal year. Nor do I think that we should consider one of these requests against another. Whereas health services provide aid for the physical body, the humanities provide sustenance for the mind and the spirit of the Nation. One cannot live a fully productive life when one's health is seriously impaired, but neither can one live a fully satisfying personal nor a civicly useful life if one knows nothing of the histories and traditions that have formed our people and made our Nation what it is today.

You mentioned before the needs of American Indians. I believe it is as equally important for the American Indians of Utah to have access to school curricula materials that provide an accurate account of their heritage, as written by them. And I think it important that at long last a good Navaho-English dictionary exists, not just for the Navahos but for all of us. And we, at the endowment, are supporting these and other projects on Indian history and culture. So, rather than looking at these two vital areas of health and humanities as separate and competitive entities, I believe we should see them as necessarily complementing each other.

One last comment. In 1973 per capita Federal spending in the humanities in the United States came to 19 cents. In Canada—a country which surely is beset with the same kind of problems confronting this one—the comparable figure was 97 cents.

OTHER HUMANITIES SUPPORT

Senator STEVENS. What is the source outside of your budget that assists humanities?

Dr. BERMAN. We have tried to look into that, but unlike the arts there is no fixed source whereby we can find out the total. We can only furnish approximations.

I think I would be correct, however, in assuming that there are many fewer private dollars available for the humanities than there are for the arts or a great deal of other educational enterprises in this country.

GIFTS AND MATCHING SUPPORT

Senator STEVENS. You have a matching fund requirement, don't you?

Dr. BERMAN. Yes; we do. We have matched $20 million since our inception in 1967.

Senator STEVENS. What is the form of that?

Dr. BERMAN. It is usually 50–50, and this year we have a $6.5 million limit.

Senator STEVENS. What is the source of those matching funds?

Dr. BERMAN. They range from very small gifts from individuals to very large gifts from foundations, corporations, and other institutions. An example of a matching gift might well be the money supplied by the Mobil Corp. when we put on our production of "War and Peace" last year.

Senator STEVENS. It was a great production.

Dr. BERMAN. Thank you.

Senator STEVENS. I noted your point that your total budget is only a fraction of the Federal allocation for science and technology. Isn't it also true there are substantial funds outside your own budget that assist the humanities? Do you have any estimates on that?

Dr. BERMAN. We do know that certain Federal agencies do sometimes support projects that relate to the humanities, and we are in continual consultation with them to assure nonduplication; occasionally we provide joint support on a project because it may touch on the interests of both NEH and another agency. Unfortunately we have not had funds to collect, as NSF does for scientific activity, comprehensive national data on support for the humanities. Nor are there private organizations as there are for certain aspects of the performing and related arts, which can be enlisted to provide such information. We are, however, extremely interested in just this point and have requested funds to enable us to carry out analytical studies just for this purpose.

LEVEL OF SUPPORT

Senator STEVENS. You also noted that the Endowment could fund only some $60 million of $206 million in applications for assistance last year. Are you suggesting endowment appropriations should be geared to requests for funds?

Dr. BERMAN. No; we are not suggesting that our appropriation be geared simply to application requests of $206 million. We would like to point out, however, that we are legally required to review each of the 6,165 formal applications—this excludes the unknown number of preliminary applications received by phone or letter and never fully developed—received this past year by the endowment, and that our administrative costs should be adjusted to reflect these increased demands on our staff.

In addition, the increase in the number of applications also suggests the increased awareness and interest in the humanities, and indicates the kinds and scope of needs in humanities research, education, and public oriented activities. In this regard I might mention that of the 6,165 applications reviewed, we made 1,293 awards, but—due to the limitation on funds—were unable to fund 1,491 proposals highly rated by outside reviewers and the Humanities Council.

NEH SUPPORT FOR "WAR AND PEACE"

Senator STEVENS. How much in total did the endowment extend in support of "War and Peace"?

Dr. BERMAN. Our funding consisted of our own and gift funds awarded over 2 fiscal years, 1973 and 1974, in order to permit two showings of the full 13-part, 20-hour series, one in the fall of 1973 and one in the spring of 1974. For all these showings we provided a total of $650,000—$325,000 in Federal funds plus $325,000 in gift funds which came to us from the Mobil Oil Corp.

And I might say that I think we got excellent return for this truly outstanding program: It was shown by virtually every station in the country, and I understand that though complete figures are unavailable, in one large city alone the series attracted viewers from an estimated 1 million households.

MEDIA ACTIVITY

Senator STEVENS. You also have been using some of your funds for media activity. We went over that with Miss Hanks. Your media program is $6 million, I am informed, this year.

Dr. BERMAN. Yes, Senator.

Senator STEVENS. Is that the same level as last year?

Dr. BERMAN. It represents an increase for humanities programs on TV. The reason for this, of course, is not that we wish to transfer any of our funds to other Government agencies or any agency at all, but to take account of the fact that we have to use television and have to go where it is. If it is a movie, such as the production of "War and Peace," we are showing to as many people as possible what we do. We deal not with the Public Broadcasting Service as a whole but with individual producing stations whose productions are then distributed to every State of the Union.

Senator STEVENS. Are your funds spent for programing or for time?

Dr. BERMAN. For the most part, they are spent for programing. The time contribution comes from the networks themselves. We do have other costs besides programing, administrative costs associated with production and so on, but we don't pay for time or for general operating support.

INDEPENDENT RADIO-TV SUPPORT

Senator STEVENS. I am told that you expect 40 or 50 applications from independent film and radio and television producers. What is that area, what are you getting into there?

Dr. BERMAN. These range all the way from very, very small grants—for example, an anthropologist who may be interested in making a film of an aboriginal tribe or archeological ruins—to very large projects where people are trying to develop, for example, a documentary on the life of William Faulkner. So they cover the entire range of public as well as scholarly endeavors to record in the most practical terms possible a picture of Faulkner's town, of his library, some of the characters he may have included in his books, or a picture of a Stone Age tribe such as recently discovered in the Philippines or Indonesia.

Senator STEVENS. How much of your media funding goes to public and how much to private producers?

Dr. BERMAN. All of our TV grants have been directed toward production of programs to be shown over public television, and so we have worked pretty much through public television stations, universities, university-affiliated groups, and other nonprofit organizations. We have not made grants to commercial television nor to profitmaking production firms.

DISSEMINATION AND PRODUCTION

Senator STEVENS. A table on page 10 of your justifications shows 80 percent of the endowment's definite funding goes to dissemination and 20 percent to production. How do you define these two categories?

Dr. BERMAN. Before giving a specific definition of these two categories I think I should place these into some context.

The ultimate purpose of all endowment activities is the dissemination and use of humanistic knowledge by the American people. In order for accurate and useful knowledge to be made available, it must, of course, first exist; and in order to exist, it must be produced, refined, and put into usable form by trained humanists. Thus the endowment does and must support a broad spectrum of work ranging from the conceptually pure production—that is, the development of new knowledge from original or primary sources, for example, letters, records—to the conceptually pure dissemination—that is, the transmission of existing humanistic knowledge to students, special target groups, or the general public.

We present and justify our budget request in terms of five broad program areas—public programs, education programs, fellowships, research grants, and planning—as these have proved to be most meaningful for decisionmaking by agency management and the National Council on the Humanities as well as for our various constituencies. Each of these five areas comprise programs which may support projects having some production or dissemination component. However, when taken as a whole and viewed in terms of more immediate purpose, each of the 29 line-item programs contained in our budget can be regarded predominantly as supporting one or the other category.

Under production, we include efforts to aid individual or collaborative scholarly research, strengthen research facilities, or enable interchange among scholars. These activities are supported primarily through our research grants programs and to a lesser degree through various fellowship programs.

Under dissemination, we include efforts to bring the work of scholars to wider audiences, specifically to two broad groups. First, to the younger generation, who are in educational institutions, or really to their teachers who are responsible for their education. Thus, we support faculty development, and planning, development, and implementation of improved educational curriculum. These activities are aided primarily through our education and fellowship programs.

The second, and larger, target group of dissemination consists of nonacademic groups and the general public. Here we use films, television, museum exhibitions, community forums, special seminars. These activities are supported primarily by public programs but also to some extent by the other NEH divisions.

I might say that sometimes things may seem to an outsider as arbitrary classifications. For example, our research grants program is

aiding in the preparation of a 51-volume set of State histories for the Bicentennial. As this whole program was designed to provide specifically the general reader, rather than scholars, with information about our heritage, we would classify it as part of dissemination, even though some of the Nation's top historians are conducting considerable original research in order to make these works as solid as possible.

On the other hand, one research grants program also has been aiding Dumas Malone's extensive "Life of Jefferson" because its purpose is to produce information useful to historical scholars. Therefore, although each volume has been enthusiastically greeted and read by numerous nonscholars, we would include it under the production category.

It should be clear, I hope, that these two categories of activities are interrelated. Production of knowledge is the foundation of all our work, but dissemination is our ultimate purpose.

Sentator STEVENS. Is your support for the media diffused throughout your request? Are you really going to spend more than $6 million on radio and television or is this $6 million it?

Dr. BERMAN. I think it would be fractionally more. The $6 million that we have had listed in the budget is the line item for our subdivision of media in the division of public programs.

Now, it happens that in two or three of the other divisions of the endowment, application may be made for film support in connection with instructional programs in humanities subjects. However, by direct order from the chairman's office there is to be a minimum of this and a maximum of coordination with the media office, and there are to be very severe restrictions on the amount of money that outside of our media line item can be applied to the production of films.

Senator STEVENS. I am informed this year we do not have a State breakdown of the endowment's program. Can you tell us why not?

Dr. BERMAN. We are not normally asked for that, but we can provide it.

NEH FUNDS—FY 1974

Senator STEVENS. I would appreciate it if you would do it and give us the normal comparative, 1974, 1975, and 1976.

Dr. BERMAN. We can't do it for 1975 or 1976 but we can do it for 1974, since 1975 is not complete and 1976 has not yet begun.

Senator STEVENS. You must have some estimate.

Dr. BERMAN. No; we don't have an estimate of the money that goes out to the various localities since the practice of the endowment is based fundamentally on applications.

[The information follows:]

NEH Funds - FY 1974

The attached table shows the total funds, by State, which individuals, institutions, and organizations received from NEH in FY 1974. These funds include regular program funds, private gifts donated to NEH for specific projects, and matching funds which those gifts released for the projects.

It should be noted that the funds shown in the column "Grants for Regional/National Projects" are grants which, while they were awarded directly to an organization located in a particular state, have as their primary beneficiaries individuals outside of the state. These include the following:

1. Blocks of special purpose fellowships and research grants granted to universities and organizations which are subsequently regranted in national competition. (Example: the National Humanities Institute in Connecticut, which received a $2.7 million grant from NEH.)

2. Production of national television programs to be distributed to and broadcast by public television stations in every state. (Example: the grant of $2.5 million to WNET in New York for the production of the "Adams Chronicles", a 13 part series on American History.)

3. Program development centers -- in California, Wisconsin, and New York -- which send traveling humanities programs to small towns in 26 states.

4. Other public-oriented programs administered by universities and organizations reaching a national audience. (Example: Courses by Newspaper developed at the University of California at San Diego, -- and therefore included on the table against California -- which draws on scholars from many institutions and subsequently is provided to the public in 245 cities thru newspapers in nearly every state.)

NATIONAL ENDOWMENT FOR THE HUMANITIES

FY 1974 Grants

State	Grants for Individual/ Local/State Projects	Grants for Regional/ National Projects 1/
Alabama	$ 335,164	$ --
Alaska	328,000	--
Arizona	195,770	34,439
Arkansas	17,000	--
California	3,033,088	2,948,778
Colorado	362,603	315,081
Connecticut	1,509,840	2,909,766
Delaware	298,500	--
D. C.	1,216,942	188,313
Florida	346,047	--
Georgia	779,764	--
Hawaii	302,919	--
Idaho	276,994	--
Illinois	1,405,614	71,660
Indiana	896,208	85,791
Iowa	399,700	36,826
Kansas	294,805	--
Kentucky	444,401	--
Louisiana	279,690	--
Maine	383,742	--
Maryland	473,244	3,000
Massachusetts	2,343,531	2,095,451
Michigan	1,153,776	304,999
Minnesota	1,069,853	76,197
Mississippi	498,250	--
Missouri	444,063	--
Montana	299,500	--
Nebraska	124,530	--
Nevada	138,505	--

51-997 O - 75 - pt. 4 - 8

State	Grant for Individual/ Local/State Projects	Grants for Regional/ National Projects
New Hampshire	$ 266,379	$ --
New Jersey	994,075	286,493
New Mexico	384,073	--
New York	8,612,725[2/]	4,026,210
North Carolina	676,675	76,336
North Dakota	113,517	--
Ohio	1,003,972	40,598
Oklahoma	273,610	--
Oregon	344,262	--
Pennsylvania	1,734,314	32,470
Puerto Rico	99,544	--
Rhode Island	276,626	120,833
South Carolina	207,277	--
South Dakota	409,662	--
Tennessee	494,766	--
Texas	919,261	30,902
Utah	43,290	--
Vermont	218,739	--
Virginia	638,258	125,000
Washington	300,861	--
West Virginia	175,312	--
Wisconsin	593,674	669,730
Wyoming	164,529	--
National Organizations	--	6,146,904
Other-Africa and Canada (American Citizens temporarily studying abroad)	16,788	--
	38,614,232	20,625,777

1/ Grants to institutions for projects specifically designed to reach individuals and groups in multi-state areas or in all states (e.g. public television programs, Courses by Newspaper, humanities institutes).

2/ Includes $3,217,500 in support of research facilities of the New York Public Library (includes $175,000 outright plus $3,042,500 in gifts and matching funds).

APPLICATIONS FOR ASSISTANCE

Senator STEVENS. You had some $206 million in applications for assistance last year, am I correct in that?

Dr. BERMAN. Yes, considerably in excess of our assets.

Senator STEVENS. What do you think is making these applications go up in number and amount?

Dr. BERMAN. Well, there is always the Parkinson law that money will attract applications. I hope that isn't the case. I would like to think it reflects the needs of the constituency that we are dealing with, and I hope it reflects the capacity of the agency to deal with those needs. I think the evidence argues for those two points because we know of the difficulties that the cultural institutions are in now.

Senator STEVENS. What do you and your council do to maintain a level of national interest, a guideline or whatever it might be, to determine which of these applications are in fact those that are worthy of Federal support? Do you have some goals in particlular areas? I notice you have breakdowns in your concepts in your statement as to what you are supporting. Do you allocate the money in advance between these areas?

Dr. BERMAN. To some extent programmatically we do, Senator. There would be two ways that we would go about this. The first is simply to rely on the processing of applications and the review panels and consultants. That establishes areas of interest among our applicants and enables a comparative and competitive application review process.

The second way is as you suggested, by setting some broad program guidelines in which every application is received. We know, for example, in the research division it is probably more necessary for us to support bibliographic tools. We know it is more necessary for us to support dictionaries and encyclopedias of a certain kind than it is for us to go into other work. We know in fellowships that certain kinds of residential fellowships are probably going to do the academic community a little more good than others. So each one of our five divisions try to establish some use or priority within which the applications can be reviewed individually and relatively, against each other.

Senator STEVENS. Are these applications coming in at an increasing rate every year?

Dr. BERMAN. Yes, I think it would be fair to say so, Senator. In fact not only is the rate increasing, but in certain areas it is increasing in ways we were not even prepared to manage. For example, up until the last year there were about 6 or 7 applicants for every fellowship we gave. This year the ratio has gone up as high as 18. For 150 independent fellowships we had over 2,400 applicants. I think this reflects accurately the economy.

Senator STEVENS. How many of them are related to the use of television or radio?

Dr. BERMAN. I think almost none of those. These are professional scholars at universities conducting long-range research projects that will result in books or pursuing studies on an individual basis.

Senator STEVENS. Do any of your applications involve the use of funds such as the one you mentioned, the "War and Peace" operation? Have you supported other efforts for television and radio?

Dr. BERMAN. Yes, Senator, we have a great many of these on the way in various stages of development.

Senator STEVENS. Well, you are doing that directly.

Dr. BERMAN. I see. There is a combination. We do try to address ourselves to the large projects because there are so few people capable of formulating an application and carrying it out. Yet, we are open to anybody who has a project in film or television.

Senator STEVENS. Have you supported anybody else who has an effort, for instance, on public broadcasting?

THE ADAMS FAMILY CHRONICLE

Dr. BERMAN. Yes; the most notable is the history of the Adams family called The Adams Family Chronicle. That is a completely American production done under the auspices of WNET in which the 200-year history of the Adams family is taken by us to be a reasonably accurate instrument for the understanding of American history from the beginning to the Bicentennial. This is a large historical venture on our part, whereas "War and Peace," which was already produced, was contracted for with the Time-Life Co. which rented the film from the BBC. The Adams family, however, is much broader in scope, for it is a project contracted for with WNET and is produced from scratch.

Senator STEVENS. Who else is in that?

Dr. BERMAN. There is gift money from the Mellon Foundation and Atlantic Richfield. So there is a sharing of Government and private resources.

Senator STEVENS. What is this "Blue Hotel" film mentioned on page 19?

Dr. BERMAN. This is one of a series of native American stories. What we are trying to do, as in the case of "War and Peace," is to deal with subjects more familiar to the American audience and take short stories by famous American writers—like Stephen Crane's "Blue Hotel," which treats the American experience—and try to make a kind of Masterpiece Theater production of them.

CENTER FOR UNDERSTANDING MEDIA

Senator STEVENS. You have a Center for Understanding Media. Who runs that?

Dr. BERMAN. If I may introduce John Barcroft, the center can be summarized in a few words by him.

Mr. BARCROFT. The center is a nonprofit center at New York University which is made up of film makers from public broadcasting, commercial film makers and educators interested in the use of television to teach literature. They involve people with production talent as well as people with scholarly experience. They came to the endowment over a year ago with an application to take a number of major American short story writers and try to illustrate certain aspects of American civilization by making television productions of those short stories.

The "Blue Hotel" is one of them. This is an example of a grant which is to an organization which is not a public broadcasting organi-

zation but which uses talent from public broadcasting as well as the scholarly community.

Senator STEVENS. Will your $250,000 support not only the "Blue Hotel" but the remaining seven films?

Mr. BARCROFT. No, sir, that was for three initial ones: "Blue Hotel" and two others. For the remaining five or six we have an application pending and we will have our council review that and make a judgment about further support.

Senator STEVENS. Is this type of grant included in the $6 million?

Dr. BERMAN. Very definitely, Senator.

THE CIVILIZATION SERIES

Senator STEVENS. I understand you have a grant from the National Gallery of Art to produce a film series, is that correct?

Dr. BERMAN. I wonder if you are referring to Kenneth Clark's "Civilisation" series? Production costs of that would be beyond us; we gave a modest grant for distribution of the series to colleges around the country.

Senator STEVENS. We wonder why it is in humanities as opposed to the Endowment for the Arts?

Dr. BERMAN. This is a lecture series about art and western history and has nothing to do with the performing arts or the creation of art. Another Kenneth Clark series was about the work of painters, most of whom were born over 100 years ago and were great enough to submit their work at the exhibition in Paris in 1870. It relates to interpretation, education, art history and the kind of work that the humanities does.

I think there is a good statistic that clarifies this. Over 1,200 colleges have already been able to obtain these two series and they use it in their normal humanities and liberal arts curriculum, in subjects like history, political history; it has geographical history and art history, among the many forms of history.

SUPPORT FOR HUMANITIES TV PROGRAMING

Senator STEVENS. How much of your budget will go to support public television?

Dr. BERMAN. Public television? I should think virtually all of our media program grants, because we can't afford commercial television. All of the money that we do put into television enterprises will be for nonprofit public television.

Senator STEVENS. Do you have any idea how much of it would go?

Dr. BERMAN. Well, the $6 million would all go, but almost none of it goes, as it were, directly into television. It pays for salaries, research, administrative costs, some of it pays for overhead, but that is a very fractional part. None of it goes to the overhead costs of television. These are all for plans, production and writing of specific programs.

Senator STEVENS. Primarily programing?

Dr. BERMAN. Yes; programing in the humanities for public television, just as we also have some support relating to newspapers, but it is not for the newspaper, it is for the course that will be carried,

lectures in American history. So we use television for that sense, to bring humanities to the American people.

TOTAL FEDERAL SUPPORT FOR PUBLIC TV

Senator STEVENS. Do you have any idea how much total Federal support goes to public television?

Dr. BERMAN. I am unable to respond to your direct question of how much total Federal support goes to public television. But I would like to explain that the Humanities Endowment support does not go in the form of general operating expenses or systems support, but rather goes specifically for humanities education programing—either for public education or formal instructional programs—to be aired by public broadcasting stations.

NEH is the only Federal agency charged with a mandate—as stated in our act—to "foster * * * public understanding and appreciation of the humanities;" and because television is the primary source of information for the vast majority of Americans, the endowment wishes to take full advantage of reaching the millions of people through this media.

We do this by supporting the airing of such productions as the great classic of literature and history, "War and Peace," and the Japanese Film Series dealing with a distinct culture, and we will in the future be offering "The Adams Chronicles," a historical account of America's first 200 years as viewed through the lives of one of America's great families. These productions provide, through a popular format, an enriched understanding of the humanities and an appreciation of the historical and cultural heritage of the world. So it is for only pennies per person that the general public can take advantage of outstanding humanistic productions.

Senator STEVENS. As I mentioned to Miss Hanks, I am sure you understand our problem, which is to try to figure out how much of the Federal budget is going into public television now that it is being utilized. This is not intended as criticism, but it is just difficult to understand why they shouldn't be getting the money in contracting with you to guide the programing for the humanities. That would be the normal way to do it.

Dr. BERMAN. It may, except for this: They really don't have any inherent interest in the humanities. Television people have a lot of fish to fry. If we left them to their own resources, even giving them extra money—which we have no authority to do—they might not want to do the kind of things we are mandated to do. In effect, we are renting their facilities to carry out our mandate.

Senator STEVENS. When we supported public broadcasting we felt we were doing it, because we had to have that medium, and the justification was that there wasn't enough programing related to the humanities and the arts.

Dr. BERMAN. I didn't realize that, but I would have to emphasize the point that if programing in the humanities, for example, is to be made available, we have to do it. That is what we are set up for. We are a one-purpose outfit.

MUSEUM PROGRAMS

Senator STEVENS. What about museums, are you supporting any museum programs?

Dr. BERMAN. Yes; we are. We are supporting some museum exhibitions, a lot of training and a good deal of interpretation. I think that the media has within the last month or so made highly apparent some of these exhibitions. For example, a Chinese exhibition is being transported to Kansas City, Mo., with our support. There are several reasons for this: It is not basically a collection of artwork but a collection of archeological artifacts, these things have a real historical purpose. Moreover it has educational and interpretative components which is what basically attracts the interest of the endowment.

Similarly, opening up in New York will be an exhibition—as a matter of fact it opens tonight—of pre-Christian gold sculptures at the Metropolitan Museum in New York. At various other times we have put on international exhibitions with the stipulation that the humanities aspects in these exhibitions be featured, that is, films made in explanation, classes, scholarly catalogs, workshops, guided tours, brochures, all of those things that would make our mission, which is in the legislation, to support art history, intelligible to a wide public. I think some of the greatest successes in NEH's history have come from precisely these exhibitions.

I would like to call attention to the fact that a few weeks ago the Centenary of Impressionism closed at the Metropolitan Museum in New York. The amount of money we put in was quite modest and it was the biggest exhibition in the museum's history. About 10,000 people a day, with an even more astonishing statistic: Since the building could only accommodate 10,000 a day, they had to turn away all people over that number, which by estimate was 20,000 people a day.

CHINESE ARCHAEOLOGICAL EXHIBIT

Senator STEVENS. Well, take the Chinese exhibit: that was the National Gallery of Art that brought that in. Now you are moving it around the country as a project of the humanities. What is your exposure to that? We were not told at that time that there would be additional Federal exposure on that exhibit.

Dr. BERMAN. Part of this resulted from what can only be described as a change of mind among the Chinese proprietors of this exhibition. They came to realize that the city of San Francisco has a tremendous Americanized Oriental population. There is terrific interest on that side of the Nation in the culture and history of China and the resources are more than sufficient for their show. They came to realize similarly for Kansas City two important facts. One is, if we let these stay on the east coast nobody in the Plain States are going to get to see it. By coincidence, one of the world's finest collections as well as experts in Oriental culture happens to be in Kansas City.

Senator STEVENS. Well, I have seen the one in China and Taiwan. I don't think we have ever had either the Arts or Humanities Endowments seek out the exhibition of that great resource they have there in Taiwan. Some of my Chinese friends ask me why we are now

going throughout the country with this one. Most people don't realize the extent of the art objects and cultural history in Taiwan from China, I take it.

Dr. BERMAN. That is a useful suggestion. All I can say is we will get on the case. I would like, just as you would, to bring this material to the United States. I note it has never been suggested to us by any domestic museum that they would like to exhibit these works, nor have we been engaged in any conversation by the Chinese Government in Taiwan. But there is no reason why both of these things can't be stimulated.

Senator STEVENS. What is your exposure on the first Chinese exhibit?

Dr. BERMAN. We have put a negligible amount into the Washington exhibit. We are putting in the vicinity of $400,000 for the Kansas City part of the exhibition and a lesser sum into the San Francisco exhibition.

Senator STEVENS. Was that worked out with the National Gallery of Art, or how did you happen to get into it?

Dr. BERMAN. There was a triangular relationship between the State Department, the National Gallery and ourselves, and a great series of discussions went on almost constantly trying to do two things: to get the normal component of this exhibition going and to try to deal with the Chinese.

MUSEUM SUPPORT

Senator STEVENS. We have here the Smithsonian requests, the National Gallery's request, the Endowment of the Arts' request, and your request. There seems to be an increasing overlapping of requests for support.

Smithsonian and HEW have requested money for museums. You have money for museums, the Arts has money for museums. We have a difficult time keeping track of who is doing what with which dollars.

Dr. BERMAN. We have literally a negligible amount of money in the Washington showing. We have determined to pay the cost in the other areas and let the National Gallery pay the costs here. So we are paying costs for the Nelson Gallery in Kansas City and the Asian Museum in San Francisco. We have nothing to do with the National Gallery costs here.

In response to the important implications in your remarks on the museums, I ought to point this out. Museums are really like universities. Not only in terms of sophistication, but really in terms of number. There are about 3,000 of each in the United States. Even if the Smithsonian and HEW had tons more money, I don't think they could ever face up to those numbers.

More important than the need is what NEH provides for museums. If any agency does something with museums, we know none of those agencies do what we do. We provide for the interpretation of the works, training of curators and the maintaining of exhibitions. The arts endowment supports preservation, maintenance and safeguarding. Our support is for the humanistic education of the audience exposed to works within the exhibit.

MATCHING FUNDS FOR MUSEUM GRANTS

Senator STEVENS. Do you get any matching dollars from museums for your grants?

Dr. BERMAN. Yes, Senator, we do. Essentially there are two kinds of matching opportunities, one with which you are already familiar, that is the receipt of gifts which releases Federal matching funds. The other is in the form of cost sharing—that is the amount that the grantee provides in support of the project.

As an example of cost sharing, the Walker Art Center in Minneapolis provided cost sharing funds of $40,000 for an exhibition recently supported by an NEH grant. Another example is the Frederick Douglass Institute of Negro Arts in Washington, D.C., which with an endowment matching offer, has raised over $490,000 in gifts. In these ways Federal funds have acted as a catalyst in stimulating private support for the humanities.

CULTURAL INSTITUTIONS PROGRAM

Senator STEVENS. How much funding is for museums under your cultural institutions program?

Dr. BERMAN. To date, Senator, each of the cultural institution grants that we have made has been in support of humanities programs at libraries; we hope to extend this activity to similar programs in museums next year.

Since we initiated these cultural institution programs just this year, I might describe how they work. They are designed to allow adult citizens the opportunity to take full advantage of the diverse resources of our Nation's libraries and museums. Each educational program will last at least 3 years, may or may not offer academic credit and is aimed at a diverse audience of prospective learners and present and former students. The program is organized each year upon a theme related to the collections of the library or museum, its geographical area, or an intellectual interest that may be pursued systematically with the aid of the humanities. Each year's theme is treated in several extended group activities, consisting of lectures, discussion meetings, film showings, interpretive performances, and individual study guidance sessions.

We're hoping through these programs to enable people unable to pursue formal degree programs in higher educational institutions an opportunity to have a substantive experience in a first-rate humanities course.

HUMANITIES INSTITUTES

Senator STEVENS. You have an $800,000 increase to provide a total of $3 million for humanities institutes? How many institutes are now established, and where are they?

Dr. BERMAN. The purpose of this major new program is to provide the opportunity for teachers in various disciplines to devote a year of their time to intensive study, discussion and curriculum materials de-

velopment and testing. Upon their return to their home institutions, the participants will administer NEH demonstration grants which will provide for interdisciplinary courses to be incorporated into the regular curricula. The first humanities institute, located at Yale University in Connecticut, has drawn its first fellows from institutions such as the University of Northern Illinois in DeKalb; Emory University in Atlanta; the University of Wyoming; and Washington State University.

We have a long-term plan to establish several institutes in various regions. So the second institute, to be located in another area of the country, will be announced soon. And should the requested funds be appropriated for 1976, we will be able to entertain applications for a third, and, after a competitive review of these by outside experts and the Humanities Council, we would move to help set up the third institute in yet another area of the country.

SHAKESPEARE GRANT

Senator STEVENS. The humanities recently granted $250,000 to two New York institutions to assist educational programs of the Royal Shakespeare Company of Great Britain. There has been criticism that the first grant of this kind went to a foreign instead of American repertory company. What are your comments?

Dr. BERMAN. I am pleased to be able to discuss this grant. I think, however, some clarification is necessary with regard to the points you have raised. First, this grant was not made for the purpose of assisting the educational programs of the Royal Shakespeare Company, but rather was made to four American institutions to assist their educational programs. The four are the University of Denver, the University of Nebraska at Omaha, New York University, and the Brooklyn Academy of Music. And in each case our money is being used to provide humanities education to American students.

This grant enabled American teachers and British specialists—in this case members of the Royal Shakespeare Company—to complement each other while presenting in the classroom, interpretations of literature, the use of stagecraft, research into the authenticity of the plays, in the history of the plays, and the historical context in which they were created, as well as providing exhibitions on the delivery of soliloquy.

It was only after a thorough review of the application from the American institutions and recommendation by the National Council on the Humanities that a matching offer of $250,000 was made to these institutions. Actually the NEH money amounts to only 20 percent of the total costs of the project. Through generous donations on the part of the Mellon Foundation and other public and private donors the offer was matched. The project is allowing American students, directors, and teachers the opportunity to work with and learn from this group, which is known not only for its performances, which, though important, is of lesser concern to us, but for its teaching and research facilities as well.

I would also like to clarify the misconception that the "first grant of this kind went to a foreign instead of American repertory company."

The endowment has supported many educational ventures of this type previously, and all of them conducted with and through American groups. Indeed, within the education projects programs, 33 fully-designed proposals for similar activities have been received (many preliminary applications having never become formal applications), and of these, 7 have been funded.

Among these has been the Oregon Shakespeare Festival Association, whose program sends teams of actors trained in aspects of history and literature of Elizabethan England to teach in high school classrooms in small towns of Oregon. So successful has this program been, that it has expanded into Washington and northern California.

It is true that some criticism of this grant was made by certain groups when it was first announced; however, there was also a tremendous amount of praise, not only from the participants, but from drama and literary critics as well as humanist scholars, and, I should note, from any Members of the Congress. And I am pleased to say that this critical acclaim has increased since the project has been underway.

FUNDS FOR TEACHING TEACHERS

Senator STEVENS. What is the total portion of your $10.3 million fellowship program that is involved in teaching teachers?

Dr. BERMAN. Our fellowships program, Senator, is directed to three groups; First, the scholar-teacher who is interested in undertaking a project of original research and writing and whose impact will be widely felt both because other scholars will draw on the work and because he or she is normally teaching graduate students, the teachers of the future; second, professors or instructors from the smaller and 2-year colleges who are interested primarily in refreshing their own learning and improving their ability to convey humanistic understanding to their students; and third, the professional individual, who though not intimately associated with the teaching profession, is having an important influence on the directions this country is taking in its affairs. Among these professionals are doctors, lawyers, journalists and academic administrators. Of the new budget request of $10.35 million for the fellowships program, $2.8 million is for the first group; $5.9 for the second; and $1.65 million for the third.

INDEPENDENT STUDY AND RESEARCH

Senator STEVENS. What are the conditions under which your 6-month and 1-year fellowships of $10,000 and $20,000 are awarded for independent study and research?

Dr. BERMAN. Fellowships for independent study and research are intended both for persons who have made significant contributions to humanistic knowledge and for persons who have demonstrated promise of doing so; they therefore are awarded to senior as well as younger scholars for 6 or 12 months of uninterrupted study. The individual applicant identifies the amount of time he or she requires to complete the proposed study. All applications are reviewed by experts and scholars within the field, and are finally recommended by the National Council on the Humanities.

I would like to cite an interesting statistic: for the 150 awards the endowment is able to make this year in this program, we received 2,487 applications.

FELLOWSHIPS FUNDING

Senator STEVENS. Your examples indicate these fellowships go to ranking university faculty. Is there any contribution from the university or fellow?

Dr. BERMAN. Allow me, Senator, to address your first point. The examples cited do not clearly indicate the full scope of our support The major portion of our residential program fellowships go to individuals not affiliated with major universities. Both our summer seminar and fellowships for college teacher programs were designed specifically for individuals at 2-year colleges, 4-year colleges, and small universities. Technically, the grants go initially to a major university which organizes a study program and then regrants the bulk of the grant in the form of fellowships to the individuals from the smaller schools. Among the schools represented this past year have been: Enterprise State Junior College in Alabama, Kuskokuim Community College in Alaska, Mankato State College in Minnesota, and St. Vincent College in Pennsylvania.

As to the second part of your question, this will depend upon the program. However, fellows are able to accept a sabbatical or grant from their own institution while accepting an NEH fellowship. I would like to point out, however, that our fellowship awards are quite modest in size. For example, a participant in the college teacher program will receive on the average $12,000 for a full academic year, a modest sum by today's standards.

NEH SUPPORT FOR LIBRARIES

Senator STEVENS. Let's go to the libraries. You have a $1 million grant to the New York Public Library last year. Why?

Dr. BERMAN. There are two reasons for this, essentially, Senator. One, of course, is that it is the second largest library in the United States. This is the research library for scholars in New York but also for all American scholars. This is where the life of George Washington was written. This is where many national projects take place. This is a resource used by people in every State in the Union.

The second thing is that it is not only a worthy cause and a good application but highly advantageous because of the large return we got on gift and matching. It should be noted that the normal 50–50 relationship here was altered 2 to 1 in favor of the government, so that every dollar we contributed raised $2. The best evidence of this is the grant made over the last 2 years, the Federal Government supplying $2 million but raising approximately $4 million from private contributions.

Senator STEVENS. Why shouldn't they get their money out of the library account that goes to HEW?

Dr. BERMAN. To my knowledge, virtually none of the great libraries in this country have enough funds coming to them from any form of government.

Senator STEVENS. That is true about any library in the country.

They all could use money, but I don't know why New York's libraries should be singled out.

Dr. BERMAN. It hasn't been singled out; it enjoys support along with the Newberry Library in Chicago, Sanford in California, the Boston Public Library, libraries all around the country which constitute national research facilities.

Senator STEVENS. How much do you spend in support of libraries?

Ms. REAGOR. Most of this is for projects, research projects carried on in the libraries. The total for grants for the New York Public Library in fiscal 1974, was, I believe, 1 million Federal dollars. Beyond that, my estimate would be that we provided perhaps another $1 million in support for research projects that were carried on within the library. But that is an estimate.

TYPES OF LIBRARY SUPPORT

Senator STEVENS. That is an interesting distinction; you are not supporting it in terms of acquisition or maintenance or anything, this is strictly for humanities research in libraries?

Ms. REAGOR. Yes; with the exception that the major grant to the New York Public Library, most of that money went for what we call research-related costs and did support some of the staff salary and general cataloging in the humanities research collection that was going on. It did not support acquisitions, building maintenance, or renovation.

Senator STEVENS. How much of it went to research, and how much went for support of the normal library functions?

Ms. REAGOR. For the major grant to New York Public, most of it was related in some way to the general costs of the library. I would like to say that that library is a very special library in the system of research libraries across the country. Without it, I think it is fair to say, scholarly research could not be carried on in the way we are able to do it now. It is critically an important element in the research library system.

Senator STEVENS. I am constrained to say, with due respect, that the library that exists in any community is the only scholarly research source and we have been trying to deal with that through one budget, the HEW budget, and I am surprised to find again that we are fractionalizing Federal support to libraries and museums.

Dr. BERMAN. I am informed that of HEW money, not a cent of that goes to the New York Public Library or other research libraries.

Mr. TASHDINIAN. The HEW program supports only State or college libraries or public libraries, in the sense of neighborhood libraries, or for elementary school libraries. The New York Public Library is really a private institution. Our funds are supporting the research facilities of that institution, not any of the branch libraries.

PRIVATE LIBRARIES

Senator STEVENS. You just told us something, we didn't know—it is a private institution. It is a private corporation?

Mr. TASHDINIAN. Yes; the research facilities of the New York Public Library are privately endowed and supported.

Senator STEVENS. And it is a public institution?

Dr. BERMAN. It is not fully open to the public, it is opened to qualified researchers.

Senator STEVENS. We will ask the staff to find out from the HEW subcommitee. I am also on that committee, and we have had this fight on the libraries. They have been increasing their requests and we are trying to do our best for them. Again, it is a matter of the source of these dollars and how you can tell the real levels of support in various functions. I am not arguing about the support, I just think we ought to know where this money goes and we can't tell the way things are developing. Every year there is this cross-contracting, sharing of funds. I don't think you told us last year that you were going to get in the Chinese exhibit, for instance.

Dr. BERMAN. I think that was part of the record. I talked about it so much, I would be surprised if I didn't mention it here. But let me research it and find that out for a fact. Meanwhile, if I may, Ms. Reagor has one final bit of information.

Ms. REAGOR. The problem is that the New York Public Library is an independent, privately endowed library as are a number of others in the country. They have not been eligible for support from HEW. Two years ago, the Library Services and Construction Act was modified to permit them to accept funds, but then the program was cut off. So they never received funds from HEW. I think your concern about these libraries, the support coming from various agencies, is a very important problem. Certainly with libraries, I think we need some rationalization of Federal support for the system.

Senator STEVENS. I don't want to indicate that I have any lack of support, it is just that I think that sometimes we find, at least in my opinion, it is very difficult to know what level of support one bill results in if we have fractionalization for support for functions in different portions of the same budget. We will get to that, and I thank you for the clarification. We will find out if there isn't some way we can accomplish the purposes and still know what the total dollars are.

PROGRAM EVALUATION

We have no program evaluation figures for fiscal 1976. Can you give us those new totals for the record, and compare your 1974 and 1975 items.

[The information follows:]

For evaluation of NEH programs and for analytical studies designed to evaluate the extent and strength of various humanistic activities in the nation, the FY 1976 request contains $750,000. In FY 1974 $109,427 was obligated for these purposes, and in FY 1975 an estimated $300,000 is anticipated. Use of these funds is described on page H-63 of the request.

In addition, the endowment is authorized to spend up to three percent of the definite appropriation for what is term "PD&E" or Program Development and Evaluation. This covers review and evaluation of applications and new program ideas. Actual expenditures for these items will depend on the number and kinds of applications received and the number and kinds of new program concepts and formats which the National Council on the Humanities may request the staff to explore. Because of the unpredictability of these, the endowement has not normally budgeted for any specific level of PD&E funds, and, in fact, the percent of definite funds actually used for PD&E varies each year. Although up to three

percent may be used, last year it amounted to less than 1.4%. With FY 1975 three-fourths complete, it is now estimated that a figure probably closer to 2% will be needed this year.

TRAVEL, RENT, AND UTILITIES

Senator STEVENS. Maybe you can tell us this right now: What is responsible for the large change in travel, rent, and utilities and other services?

Dr. BERMAN. I would like to consult with those who wrote the administrative budget, that is Mr. Robert Kingston.

Senator STEVENS. We are looking for the reasons for the change in travel, rent, utilities, and where did you apply the reduction that came about for the travel account last year?

Mr. KINGSTON. The listing on page S–7, section 21.0 indicates that there will be a reduction of travel funds in 1976 from the level of 1975. This is deceptive in some ways because the 1976 figure listed here does not include any P.D. & E. program funds.

Senator STEVENS. That is what we want, we want to be able to include those, so will you give us that statement with the inclusion of P.D. & E?

Mr. KINGSTON. Our estimate is that it will be approximately the same this year. I should draw a distinction between actual and projections. The total amount spent on travel depends to a large extent on the number of applications we receive and the number of panels we have to summon to Washington. That is why the administrative requests here will be inevitably supplemented in order to procure funds from program development, and evaluation during the year. We do not support travel with this kind of budget. If these kinds of moneys are appropriated, then the money for travel this year will need to be supplemented with P.D. & E. funds.

We will provide you with our present sense of what will be involved for all of those object costs from P.D. & E. funds.

Senator STEVENS. In 1974 you had $280,000 plus on your travel, the 1975 estimate was $618,000, and now your 1975 request is $213,000. But it is apples and oranges because you don't have P.D. & E. in there for 1976. Can you give us the 1976 request with the P.D. & E., but can you also tell us what did you do with the reduction? Where did you apply the reduction that the committee directed last year in travel?

Mr. KINGSTON. I think Mr. Jordan can supply those figures, Senator.

[The information follows:]

P.D. & E. FUNDS WITHIN ADMINISTRATION OBJECT CLASSES

Page H71 of the endowment's submission indicates, by object class, the rock-bottom administrative funding levels necessary to maintain the agency in FY 1976. Experience shows, however, that some of these object classes will need an infusion of further funds if the agency is to remain fully operational, adequately developing and evaluating its programs and the applications received within them. The agency is able to use its funds within administrative object classes each year by a provision of the appropriation legislation which provides that up to 3 percent of appropriated funds may be used for the purposes of

Program Development and Evaluation. The agency's use of these funds is reported retroactively at the close of each fiscal year.

The extent to which PD&E funds are used within administrative object classes is determined each year by the volume and kind of applications received by the endowment, and by the rate at which projects and programs reach a point in their progress appropriate for evaluation. Therefore, while the rest of the budget justification indicates *precisely* what the endowment can achieve in each program area, given appropriations at the requested level, any estimate of the use of PD&E funds within administrative object classes in a future year must be considered highly tentative. The following breakout of administrative and PD&E funds by object class should be understood in this light.

51-957 O - 75 - pt. 4 - 9

V. OBJECT CLASSIFICATION OF NEH ADMINISTRATIVE AND PROGRAM DEVELOPMENT AND EVALUATION FUNDS

	PERSONNEL COMPENSATION:	1976 REQUEST	PD&E ESTIMATED	1976 TOTAL
11.1	Permanent Positions	$2,202,900	—	$2,202,900
11.3	Positions Other Than Permanent	163,800	761,300	925,100
11.5	Other Personnel Compensation	20,500	11,300	31,800
	Total Personnel Compensation	$2,387,200	$ 772,600	$3,159,800
12.1	Personnel Benefits - Civilians	233,900	42,100	276,000
21.0	Travel and Transportation of Persons	213,900	664,500	878,400
22.0	Transportation of Things	1,200	—	1,200
23.0	Rent, Communications & Utilities	8,100	—	8,100
24.0	Printing and Reproduction	27,200	285,700	312,900
25.0	Other Services	35,100	332,800	367,900
26.0	Supplies and Materials	24,800	—	24,800
31.0	Equipment	5,000	—	5,000
	TOTAL	$2,936,400	$2,097,700	$5,034,100

1975 TRAVEL REDUCTION

Senator STEVENS. Was there a policy decision on where the travel reduction went? Did it go to the field, was it involved in the transportation of your panels, transportation of your own personnel, was there any policy decision on where that reduction was applied?

Mr. JORDAN. The agency received an overall cut of $333,000 of strictly administrative costs. This was imposed by a letter from the administration through the Office of Management and Budget. This was not a total foundation reduction. The shared staff took a portion of this, the Arts took a portion, and we took a portion. They were not equal portions. Our portion came to, and I would have to check these figures, sir, something on the order of $30,000. This was applied directly to our staff travel and to some of our panelists' travel. But we have it in the record as documented and it was followed up by a report to the Oversight Committees showing where these reductions were taken in the travel category, sir.

Senator STEVENS. You have piqued my curiosity now, when you say you have a letter from OMB. I am talking about the reduction in the bill itself.

Mr. JORDAN. Yes, that is correct, but it was followed by the OMB instruction of the amount we had to cut. There were two separate directives for reduction in travel. Ours was in the bill, the administration's cut did not apply to us.

Senator STEVENS. What I really want to know is was there any impoundment of funds?

Mr. JORDAN. No, sir, we were directed to apply this to the supplemental for the cost of living. The funds were not withdrawn.

Senator STEVENS. That is a general question we ask everybody and I forgot to ask Miss Hanks. Have there been any funds withheld from you, from appropriations that were appropriated by Congress last year?

Mr. BERMAN. No.

LIST OF GRANTEES

Senator STEVENS. Why is it that the Humanities Endowment does not provide a listing of institutions and organizations receiving grants and assistance?

Dr. BERMAN. Senator, we do not normally include this in the formal budget submission—nor have we been asked to—because of the length of the list. The list of direct grantees is, of course, always included in the annual report which is distributed each year to all of the Members of Congress. In the future, should you want us to include a copy of our grant recipients in the budget request, we will be pleased to do so.

Senator STEVENS. It will be helpful to the committee to have a list of these groups and the amounts they received for the last complete fiscal year. In the instance of those receiving large amounts, please indicate the allocations that are planned for them in fiscal years 1975 and 1976.

Dr. BERMAN. We will be pleased to be able to provide you with a list of all of our fiscal year 1974 grant recipients.

We are, however, unable to provide any estimates that are planned for fiscal years 1975 and 1976 because the endowment responds to ap-

plications and does not set aside in advance any of its funds for particular organization, institutions, or geographic areas. With few exceptions applicants must submit their proposals and have them go through our competitive review process in which they are evaluated by outside experts and then the National Council on the Humanities, which recommends to me which applications are to be funded and at what level.

Senator STEVENS. We will take a look at the listings. They will either be inserted in the record or adopted by reference, if they are too bulky, and held in the committee's files.

[The information was adopted by reference.]

UNOBLIGATED BALANCES

Senator STEVENS. What was involved in the large unobligated balances at the close of fiscal 1973 and 1974?

Dr. BERMAN. These unobligated balances were primarily funds that had been in fact committed to projects which had been approved by the National Council on the Humanities but on a gifts and matching basis. We gave the applicants until the end of the year to raise the gifts. As that deadline neared, the donations began coming in but so fast and heavy that we were not able to complete the whole process of first accepting the gift, depositing it in the Treasury, releasing the Federal matching part, and finally actually obligating it and making the official award.

CARRYOVERS IN FISCAL YEAR 1975

Senator STEVENS. And you estimate no carryover of unobligated funds at the end of 1975?

Dr. BERMAN. At this time we do not estimate any carryover of funds at the end of fiscal year 1975. It is, of course, possible that we may have a repeat of the situation with gifts and matching funds which we had last year and which I've just described, but we fully expect certainly to commit, if not actually obligate all of the definite appropriations available.

TRANSITION REQUEST

Senator STEVENS. Your transition request involves more than one-fourth your 1976 level for definite appropriations and less than one-fourth for indefinite. Why is this?

Dr. BERMAN. This is because the Office of Management and Budget has asked the endowment to limit its request for this period to one-quarter of the requested Federal funds for fiscal year 1976. We have requested less for the matching funds because we traditionally receive a lower proportion of our gifts during the July–September period. Considering this, as well as the traditional heavy demands placed on our outright funds throughout the whole year, the proposed division represents the best fiscal planning we can do at this point.

Senator STEVENS. Your research grant request is at a rate 32 percent higher than proposed 1976 spending. Please explain this for the record and also why your public education and planning activities run 23 to 29 percent above the 1976 level.

Dr. BERMAN. Senator, the request for these programs reflects the best estimate we have based on our previous experience as well as our plans for 1976. The request takes into account the fact that each division's programs function on different cycles, with certain divisions having more activity within the first quarter than others. For example, the Division of Research Grants reviews a large portion of its grants at the August council meeting, which of course falls in the first quarter, whereas the review cycles of the Division of Fellowships fall primarily outside the transition quarter. Again, we made efforts to plan for sound fiscal management.

ADMINISTRATIVE EXPENSES

Senator STEVENS. We have some questions for Mr. Paul Berman and the shared staff. Mr. Berman, if you wouldn't mind.

You request $4.5 million for administrative expenses of the shared staff. Is that the total funding involved, or are any transfers made by either endowment to the shared staff that would exceed the $4.5 million?

Mr. PAUL BERMAN. No, sir, there are not.

SHARED STAFF TRAVEL

Senator STEVENS. What is responsible for the sharp increase in shared staff travel? I am informed that it is three times your 1974 amount.

Mr. PAUL BERMAN. We anticipate enlarging our audit staff and also anticipated that the audit staff would travel considerably more than it did in 1974.

Senator STEVENS. Is there funding requested for increased staffing for audit purposes?

Mr. PAUL BERMAN. No, sir, not in 1976.

Senator STEVENS. Have you increased staff since 1974 in the audit?

Mr. PAUL BERMAN. Yes; slightly.

Senator STEVENS. Are these people traveling more, is that it?

Mr. PAUL BERMAN. We anticipated they would, it turned out they did not, and we will not use the amount of money.

Senator STEVENS. What is your estimate for the expenditures in 1975?

Mr. PAUL BERMAN. In shared staff travel it would be about $28,000.

SPACE RENTAL

Senator STEVENS. And your rent and communications have tripled, I am informed, between 1974 and 1975. Can you tell us why it went up three times?

Mr. PAUL BERMAN. Yes. One reason is the increased amount of space required to house our staff. Another, and I think more important, reason is the increase in rates charged for rent by the General Services Administration.

Senator STEVENS. Are you totally occupying GSA space?

Mr. PAUL BERMAN. Yes.

Senator STEVENS. Have you had an increased staff between 1974 and 1975?

Mr. PAUL BERMAN. Yes.

Senator STEVENS. How much have yours increased?

Mr. PAUL BERMAN. The shared staff increased 33 people between 1974 and 1975.

Senator STEVENS. Is there any reason for that dramatic increase in this one period in the shared staff?

Mr. PAUL BERMAN. The shared staff reacts to the needs of the two endowments. We support the two endowments, all of their administrative services and activities. So if the two endowment staffs increase we must also increase to provide them with the necessary support.

Senator STEVENS. What is your authorized level on the shared staff?

Mr. PAUL BERMAN. 127, and we have 123 on board as of the 1st of April.

Senator STEVENS. Will any request here increase that this year?

Mr. PAUL BERMAN. No, sir.

CONTRACT COSTS

Senator STEVENS. Your estimates for contractual services more than doubled between 1974 and 1975 and then drops by 15 percent in 1976. What is involved in this fluctuation?

Mr. PAUL BERMAN. During fiscal year 1975 the NEA was required to move their entire staff to a different building. This move required the expenditure of about $250,000 for alteration. However, a portion of the reduction will be absorbed in fiscal year 1976 by our ADP development effort.

PRINTING

Senator STEVENS. What about the estimated increase in printing for fiscal 1976?

Mr. PAUL BERMAN. Again, sir, I have to refer to the needs of the two endowments. As they increase their activities in various forms the shared staff cost of printing will also increase—letterheads, forms, various other types of documents that we must print in order to provide the services.

Senator STEVENS. Do you print the documents for both humanities and the arts?

Mr. PAUL BERMAN. Yes, those sorts of documents.

Senator STEVENS. You are talking about forms for applications as opposed to publications?

Mr. PAUL BERMAN. That's correct.

Senator STEVENS. Well, if those applications are going up so fast you just have to print more of them. Maybe that is our answer, just cut the printing requests.

STATEMENT OF SENATOR HRUSKA

The committee has received a statement from Senator Hruska in support of the Arts & Humanities budget. Before we close we will insert his statement in the record.

[The statement follows:]

Mr. Chairman, I would like to make a brief comment at this point to express my support for the work of the National Foundation on the Arts and the Humanities.

In our busy society, we sometimes forget the role of the arts and the humanities.

In our 200th year, Americans have much to be thankful for and proud of. But surely nothing marks the American character more clearly than our respect for

and love of people. The great Western tradition of the arts and the humanities lie at the very center of our cultural and political heritage. I think the Congress showed great wisdom in the creation of an agency which could work toward the preservation and enrichment of this precious heritage.

Mr. Chairman, the arts and the humanities need to be encouraged and promoted continually in this country. We must maintain high professional standards at low cost, give qualified people opportunities to utilize their talents most effectively and let everyone benefit from the many phases of the arts and the humanities.

Nebraska has been helped in several ways by the National Endowment for the Humanities. The International Seminar on "The Art of Willa Cather" held at the University of Nebraska-Lincoln in October 1973, which brought distinguished scholars and students here from seven countries and which has resulted in increased interest and scholarship in Cather studies, was largely supported by a grant from the endowment. One grant helped to bring the Royal Shakespeare Co. to Omaha for a number of performances, including some at the University of Nebraska at Omaha. These grants have encouraged Nebraskans and have brought us a sense of real participation in national cultural efforts.

During the current fiscal year, the National Endowment for the Arts has provided approximately $350,000 in matching grant program funds to the Nebraska Arts Council. This, in addition to at least that amount in direct support for arts organizations in Nebraska which have applied directly to the Endowment for specific programs related to their activities, has been used wisely.

In addition, the State of Nebraska has provided $70,000 in matching program funds for the Nebraska Art Council's use in FY 1975, and is favorably considering increasing that amount to $100,000 for FY 1976. Total funds provided for, or generated by the Nebraska Arts Council (state, federal, and private) for FY 1976 programs will approximate $1 million. We in Nebraska can be justifiably proud of the manner in which these funds are used.

Mr. Chairman, I know the funds that the Congress appropriates for the next year will be put to good use in Nebraska. I am sure the same goes for the other states. I know that my colleagues on this subcommittee will give every consideration to recommending an appropriate sum.

SUBCOMMITTEE RECESS

Senator STEVENS. Well, we appreciate your answers, Mr. Berman, and thank you also, Dr. Berman. We look forward to seeing you again next year. Thank you very much.

The subcommittee will be in recess until tomorrow at 10 a.m.

[Whereupon, at 12:20 p.m., Thursday, April 17, the subcommittee was recessed, to reconvene at 10 a.m., Friday, April 18.]

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS FOR FISCAL YEAR 1976

FRIDAY, APRIL 18, 1975

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met at 10 a.m., in room 1114, Everett McKinley Dirksen Office Building, Hon. Ted Stevens presiding.

Present: Senator Stevens.

AMERICAN REVOLUTION BICENTENNIAL ADMINISTRATION

STATEMENT OF JOHN W. WARNER, ADMINISTRATOR OF THE AMERICAN REVOLUTION BICENTENNIAL ADMINISTRATION

ACCOMPANIED BY:
MARJORIE W. LYNCH, DEPUTY ADMINISTRATOR
HUGH HALL, ASSISTANT ADMINISTRATOR, OFFICE OF STATES AND PROGRAMS
STEVE GOODRICH, BUDGET ANALYST
EUGENE SKORA, GENERAL COUNSEL

BUDGET REQUEST

Senator STEVENS. We now have before us this morning the budget estimates of the American Revolution Bicentennial Administration. The estimates for fiscal 1976 total $10 million, an increase of $314,000 over appropriations to date. Justification has been included in the hearing record (pt. 2, pp. 1999–2027).

PREPARED STATEMENT

Senator STEVENS. We have, as our principal witness, Mr. Warner, the Administrator of ARBA.

Your prepared statement will be included in full in the hearing record. Please highlight it for the committee, after introducing those who are with you at the table.

[The statement follows:]

I am pleased to appear before you today in support of a $10,000,000 FY 1976 budget request of the new American Revolution Bicentennial Administration which was established on January 11, 1974. This budget will fund activities covering 12 of the 22 months of the Bicentennial commemorative period specific in legislation as beginning this month of March, 1975, and extending to December 31, 1976.

With the concurrence of the Subcommittee, I propose to give an overview of the direction and thrust of the ARBA activities, and have the Deputy Administrator, Marjorie Lynch provide additional detail regarding ARBA areas of activity for which funding is requested.

On the occasion of my oath of office, administered by then Vice President Ford, on the steps of the U.S. Capitol on April 11, 1974, I made a commitment to administer the ARBA in a completely non-partisan, non-political manner and to work with the Congress of the United States and the State Commissions in carrying out the mandate of Public Law 93-179. The steps of the U.S. Capitol where chosen as the swearing-in site to emphasize that the development of a nationwide commemoration of the Bicentennial of the founding of this great Nation is the joint responsibility of the Executive Branch and the Congress of the U.S.

The joint responsibility for the Bicentennial is exemplified by the membership of the ARBA policy Board which includes Senators Edward W. Brooke and Joseph M. Montoya and Congressman Caldwell Butler and Congresswoman Corinne Boggs. Additional members of the Board are Rogers C. B. Morton, Secretary of the Interior; Carol L. Evans, Michigan Bicentennial Commission; Andrew McNally, III, Illinois Bicentennial Commission; J. Duane Squires, New Hampshire Bicentennial Commission; David L. Wolper, Chairman of the ARBA Advisory Council; Ann Hawkes Hutton, Vice Chairman of the ARBA Advisory Council; and I, as Administrator of the ARBA.

In addition to the ARB Board, P.L. 93-179 established an American Revolution Bicentennial Advisory Council composed of the following members appointed by the President which held its first meeting in Washington, D.C., on February 24-25, 1975, and its second meeting in Tucson on April 7, 1975: Maya Angelou, Anne Armstrong, William J. Baroody, Sr., Laura Bergt, Joseph L. Bernardin, Anna Chennault, Joan Ganz Cooney, Martin Diamond, Richard Gambino, David L. Hale, Alex P. Haley, Martin S. Hayden, Ann Hawkes Hutton, Mrs. Lyndon B. Johnson, Hobart D. Lewis, F. David Mathews, James A. Michener, Lyle M. Nelson, L. Tom Perry, Jacinto J. Quirarte, Betty Shabazz, Frank Stanton, Jana E. Sutton, Harry Van Arsdale, Jr., and David L. Wolper.

As a practice, meetings of the ARB Board, established by P.L. 93-179 to determine policy guidelines for the ARBA, have been held at the U.S. Capitol Building.

Also, as required by P.L. 93-179, the Board reviewed and unanimously approved the ARBA budget request as presently before the Subcommittee.

The Congress through P.L. 93-179 directed ARBA to stress these functions:

-- The need to focus attention upon, and encourage study of the three fundamental documents which have borne this Nation through its almost 200 years: The Declaration of Independence, the Constitution of the United States and the Bill of Rights.

-- The need for maximum citizen involvement. The Bicentennial commemoration must stem from and involve the people of this land, through their States and local communities and their numerous organizations and institutions.

-- The need to coordinate, facilitate and assist in the scheduling of activities of local, State, national and international significance sponsored by both governmental and non-governmental entities, and to prepare a master calendar of events taking place between March 1975 and December 31, 1976.

To implement the ARBA statutory mission, ARBA renders services as follows:

- o Members of Congress: To assist all members of Congress with their respective interests and involvement in Bicentennial activities.

- o State Bicentennial Commissions: Each State, Territory, the District of Columbia and Puerto Rico now have functioning organizations with statewide responsibility. ARBA coordinates with each and offers assistance, particularly with regard to the 3,048 local communities which have Bicentennial programs and which have been designated to date as Bicentennial Communities, and the universities and colleges which are developing Bicentennial programs.

- o The Private Sector (including labor unions, foundations, and business): To assist them in their development of programs and to solicit financial and other support for Bicentennial programs having national or international significance.

- o Foreign Governments: To coordinate their programs, provide information and facilitate and schedule their exhibits, performing arts, films, TV programs, etc., in conjunction with other scheduled Bicentennial activities across the Nation.

- o Federal Departments and Agencies: To develop standards for and evaluate the feasibility, relevance, status and desirability of Bicentennial programs of the Federal departments and agencies, and coordinate Federal programs within the Executive Branch and with those of other planners.

- o Officially Recognized National and International Projects: To provide official ARBA Recognition to national and international Bicentennial projects which meet the criteria established by the ARB Board.

- o Volunteer Organizations: To promote maximum citizen involvement in Bicentennial projects at the national, local and international levels.

- o National and local Media: To inform the Nation and the World through films, publications, television, and radio regarding the objectives of the Bicentennial as set forth in P.L. 93-179.

- Official Master Calendars and the Official Register of Bicentennial Activities and Events: As a primary statutory function, to prepare a master calendar of local, State, national and international events. Data regarding these numerous activities and events is available to State Bicentennial Commissions, travel and tourist organizations, and others requiring such information for Bicentennial planning purposes.

- Commemorative Memorabilia: To provide a series of Bicentennial commemorative medals, to design and promote a National Medal for 1976 which will be produced in gold as well as other metals, and to authorize the licensing of official ARBA commemorative items for sale to the public as mementoes of the Bicentennial, as prescribed by P.L. 93-179.

- Administration of Grants: To administer grant programs of appropriated and non-appropriated funds, as prescribed by P.L. 93-179, to support projects of State Commissions, and other appropriate projects of national and international significance as may be approved by the Board for carrying out the purposes of the Act.

Progress is being made, nationwide, towards our Bicentennial. Evidence of the rapidly increasing national and international enthusiasm may be found in the National Calendar of Events which is now based on data pertaining to over 7,000 national, international and local projects throughout the Nation included in the computerized "BINET" information network which is growing steadily; in the number of Bicentennial communities that has soared to over 3,000; and in the more than 120 Bicentennial programs that have received official recognition.

Another important step taken by this new agency was to further refine the statutory themes of Heritage '76, Festival USA, and Horizons '76, into meaningful subthemes which are being used by ARBA to give focus and direction to Bicentennial development. These subthemese are as follows:

HERITAGE '76: "LET US REMEMBER"

- America's Freedoms
- America's Form of Government
- The Founding Fathers
- The Forgotten People
- The Places and Things of the Past

FESTIVAL USA: "LET US CELEBRATE"

- o The Traditions of the People
- o The Nation's Diversity
- o The Vitality of the Nation's Culture
- o Hospitality
- o The American Scene

HORIZONS '76: "LET US SHAPE TOMORROW"

- o By Setting Goals
- o Let It Begin with You
- o By Securing the Blessings of Liberty
- o From the Innovations of Today

In addition to the network of State and local Bicentennial commissions and committees which are undertaking a rich variety of activities and programs which are directed primarily toward local audiences, there will also be a number of Bicentennial cities whose programs will be clearly oriented toward mass audiences. These cities include: Washington, D.C., Boston, Philadelphia, Miami, Charleston, San Antonio, Denver, and San Francisco. The Eastern seaboard cities with a Revolutionary War background will, for the most part, direct their activities toward the Nation's heritage. Cities of more recent vintage, or outside the geographic area of our colonial heritage, will reflect in their programs their own particular historic development and in most cases their ethnic origin and composition.

The travel implications of these commemorative programs and ARBA efforts to support improved visitor services were discussed in my recent testimony before the Subcommittee on Transportation and Commerce of the Committee on Interstate and Foreign Commerce of the House of Representatives on March 18, 1975. In view of the importance of this area of visitor services and travel, I am attaching that testimony to my statement for the Subcommittee on Interior and Related Agencies of the Senate Appropriations Committee.

Mrs. Lynch is prepared to give the Subcommittee additional details regarding ARBA activities proposed for FY 1976. We will be pleased to answer any questions that the Subcommittee may have.

INTRODUCTION OF ASSOCIATES

Mr. WARNER. Thank you, Mr. Chairman.

I have on my immediate right the Deputy Administrator for ARBA, Mrs. Marjorie Lynch, and on my far right, our budget analyst, Steve Goodrich. On my left, Gene Skora, the General Counsel. On the far left, Hugh Hall, Assistant Administrator for Programs.

ARBA MANDATES

The statement that I have submitted to the committee I understand will be inserted in the record; Therefore, I would suggest that I start with an extemporaneous statement and then proceed directly to such questions as the Chair may submit.

It's exactly 1 year ago this month that I was privileged to take office as Administrator, and I believe in the ensuing 12 months, considerable progress has been made, strictly in accordance with the mandates laid down by the Congress under Public Law 93–179. We at ARBA interpret those mandates to be as follows:

First, to service all the members of the U.S. Congress. We do this, and all other activities of ARBA, in a manner which is strictly nonpartisan. When I took my oath of office, I said that this would be one of my objectives, and I'm pleased to report to the committee that nonpartisanship has been maintained and will continue to be maintained throughout the term of my administration.

I've appeared throughout the United States with Members of Congress, Governors, State legislators, mayors, and other officials, and in no instance has the question of politics been raised.

The Members of Congress are showing an increasing interest in the Bicentennial. I think that's a direct reflection of their constituencies which likewise are showing an increasing interest in the Bicentennial.

STATE BICENTENNIAL COMMISSIONS

As the Chairman knows, there are now commissions in each of the States, territories, the District of Columbia and Puerto Rico. Our function is to assist them in every possible way.

We are working with State commissions in fostering a communities program. As of today, over 3,500 communities are officially recognized as Bicentennial communities, and that figure is growing at the rate of 500 a month.

THE PRIVATE SECTOR

In order for this Bicentennial to be a success, America very definitely needs the participation of the private sector: Corporations, foundations, labor unions, and indeed, individual citizens themselves. We have a special section under the supervision of the Assistant Administrator, Sidney Eiges, which has the responsibility of encouraging the private sector to participate in the Bicentennial either through financial contributions, programs of their own, or programs in conjunction with local communities. In our judgment, the private sector participation is increasing steadily and will reach a level that's entirely satisfactory before the Bicentennial is completed.

FOREIGN GOVERNMENT

Likewise, we coordinate with foreign governments. There are over 40 foreign governments that have come to us for consultation purposes. The forthcoming Folk Life Festival in 1976 will have 34 foreign governments participating. Last night I had the privilege of being with the Ambassador from Great Britain and Sir John Llewellyn, Minister of Culture; and I assure you that Great Britain is going to take a very prominent role in our Nation's Bicentennial.

FEDERAL DEPARTMENTS AND AGENCIES

The President personally has stepped in to direct the various departments and agencies of the executive branch in their respective responsibilities for the Bicentennial. Three weeks ago in the Cabinet Room he held a meeting of Bicentennial representatives from the departments and agencies of the Federal Government.

MASTER CALENDAR

We have the specific function under the statute of preparing the official master calendar. We are preparing a national calendar of events as well as regional calendars. These calendars will be issued prior to July 4, 1975.

COMMEMORATIVE MEMORABILIA

As the chairman recognizes, our statute does not give us any discretion; it directs us to provide for the public a series of Bicentennial commemorative medals and other artifacts which will induce interest in the Bicentennial and provide our citizenry with keepsakes of this great period.

I would like now to cover several problems that I foresee in the future, and then submit to questions, if that's agreeable.

BICENTENNIAL FUNDING

First, the participation of the Federal Government continues to be a matter of considerable controversy. Slightly less than $20 million thus far has been appropriated over the last 7 years by the United States Congress for the purpose of Bicentennial programs in the States. Those funds have been, by in large, equally divided among the 50 States, the territories, District of Columbia and Puerto Rico. There's a feeling across our Nation that this has been less than adequate support by the United States Congress.

There remains authorized but unappropriated $9 million under Public Law 93–179. I have taken the position, at the direction of the Board of ARBA, that a request for these funds should be approved by the Office of Management and Budget; and a supplemental appropriation request submitted to the Congress.

The Board has taken the position that these funds should be equally divided. That is; $4.5 million for racial, ethnic, native American programs, and $4.5 million for programs which would be national in scope and jointly sponsored by three or more States.

These additional funds are needed to bring more national focus to the Bicentennial. As the Chairman may know, at this time there are over 7,000 programs and events scheduled to take place during the Bicentennial period. Here is a copy of the Official Master Register which is the data base used for the compilation of our two master calendars. This base is growing at the rate of over 1,000 programs a month. But this great mosaic requires some national focus. Therefore, we're asking for funds, which will hopefully bring more into perspective the national impact of the Bicentennial.

Senator STEVENS. Where is the $9 million?

Mr. WARNER. The $9 million request is before the Office of Management and Budget. Our Board, at its last meeting, specifically directed me to petition OMB for the release of those funds through a supplemental request to the Congress.

Senator STEVENS. We were told that OMB turned it down.

Mr. WARNER. They did one time. I went back with an appeal, and thus far I've not heard from them.

COMMERCIALIZATION

The second question concerns commercialization. Despite the clear mandate of the Congress that we make available to the public certain artifacts and memorabilia, the press and others continue to ascribe to ARBA's activities a commercial overtone. I have written on this subject, and with permission of the Chair, I would like to insert an article published recently into the record.

[The article follows:]

GUEST COMMENTARY—JOHN W. WARNER DISCUSSES LICENSING

(In last month's USA–200 we reported that Bicentennial officials in several midwestern states had criticized what they called an ARBA plan to "sell the Bicentennial" through licensing of commercial items displaying the nationl logo. To present the other side of what has apparently become a controversial question, we asked John W. Warner, Administrator of ARBA, for his comments on licensing. The following is his statement:)

The Congress of the United States, in revising the laws providing for the role of the Federal Government in our Nation's Bicentennial, specifically directed the Administrator of ARBA to initiate a program for the sale of commemorative items. The law is explicit and states that the "Administrator shall provide for the preparation, distribution, dissemination, exhibition and sale of Commemorative medals and other historical, commemorative and information materials and objects which will contribute to public information awareness and interest in the Bicentennial" (See Public Law 93–179, Sec. 4(b). In compliance with this directive, the Administrator prepared a program together with recommended policy guidelines, and submitted them to the ARBA Board. The Board, on August 22, 1974, reviewed the Law and the Administrator's recommendations and provided their approval.

A review of the legislative history reveals an awareness by the Congress of the traditional desire by Americans to purchase commemorative items—items that permit each citizen to identify personally with an historic occasion and which serve as a constant reminder of the ideas, events and activities which characterized that time. It was the judgment of the Congress that ARBA should make available to the public a selection of quality items bearing the ARBA logo. The public then has the opportunity to choose for themselves between the official item and what is offered by other commercial firms producing items independently of the law and ARBA—a clear right they have under our system of free enterprise.

For better or for worse, the word "Bicentennial" is in the public domain, free to be used by anyone and in any way. Neither ARBA nor state and local Bicen-

tennial Commissions can prevent what may well be considered distasteful use of the word "Bicentennial." The success of such efforts will be decided as it always has been in this country—in the marketplace. However, only firms participating under the ARBA licensing program may affix the Official Logo to manufactured items or otherwise incorporate the logo under their sales program. Such firms are also required to pay a royalty for use of the logo. The monies so raised will be used to support Bicentennial programs nationwide. A graphics manual, prepared and issued by ARBA, clearly prescribes the conditions under which the logo may be used. Thus, while the use of the word "Bicentennial" cannot be controlled, measures have been taken to provide quality controls in the use of the national Bicentennial symbol.

Charges such as "Selling the Bicentennial" or "Buy Centennial" are particularly regrettable for they tend to belittle and obscure the effort so many of our citizens are making to insure that the Bicentennial is an occasion of historic dimension in our country. The licensng program is only a small part of the many and varied Bicentennial activities in progress. There are over 100 officially recognized national programs seeking to involve citizens in a wide variety of activities. There are major nationwide efforts underway such as the Amercan Issues Forum, Call for Achievement and the Meeting House program that provide a focus for participation. Over 2,500 projects of state, local, national and international significance are catalogue in the Official Master Reference, representing the diverse responses of our people to the challenge of the Bicentennial. Fifteen hundred (1,500) plus Bicentennial communities are at work preparing plans and programs which manifest those communities' pride and priorities.

A final point should also be made that unwitting criticism tends to impute a lack of good judgment and common sense on the part of the average American citizen to determine for himself his likes and dislikes. While the free enterprise system does permit the manufacture and sale of a wide range and quality of items, the common sense of the average citizen will in the end prevail so that the distasteful and discrediting items in all likelihood will be left on the vendor's shelves to gather dust.

—JOHN W. WARNER, *Administrator, ARBA.*

THE PRIVATE SECTOR

Mr. WARNER. The issues giving rise to the charges of "commercialism" and "buy centennial" are two-fold. First, private sector contributions. We are vigorously seeking greater involvement in the Nation's Bicentennial by corporations, foundations, and labor unions. We take the position that when they participate, they are entitled to recognition. For example, IBM assisted with a substantial sum of money our exhibit which opened in Paris covering Franklin and Jefferson. Here is a brochure depicting that exhibit which bears a modest recognition that this program was made possible through a grant by IBM. It's my judgment that that is not commercialism which would detract in any way from the dignity of our Nation's Bicentennial.

The other issue of the "commercialism" attacks covers artifacts, memorabilia, and souvenirs that will be put on the store shelves throughout the United States. Some of these items will be characterized as "junk" or "ripoffs."

As the Chair recognizes, the word "Bicentennial" is in the public domain. It's in the dictionary. It's free to be used by anyone. There are many organizations which use words such as "United States," "Official," and "Bicentennial," and which work at the periphery of the law; but within the law to sell their products.

Senator STEVENS. Do they use the word official?

Mr. WARNER. I think they do. It has been used.

Senator STEVENS. That's not within the law.

Mr. WARNER. We've taken certain cease-and-desist actions when this use was obviously misleading, but I'm just raising the fact that a lot of

firms are using words such as "United States Bicentennial." They're all in the public domain and free to be used.

Now, it's our judgment, that the public marketplace would make the final determination. Those items which in fact are junk and do detract from the Nation's Bicentennial would, in all likelihood, be left on the shelves of the merchants to gather dust.

Senator STEVENS. We could very easily put a little rider on the bill that says no persons are to make any reference to having any official status or producing any Bicentennial item that has not been accepted or approved by the United States.

Mr. WARNER. Our legislation gives us the authority to license use of this logo, and I think we've been successful in policing that use. Industry generally is complying with our request to cease and desist, where they inadvertently use the logo.

Senator STEVENS. I think the logo is well known, but I'm talking about the use of phrases or slogans or names that might imply official approval of the type of item that was presented to the public for sale.

Mr. WARNER. We have had cooperation of the Department of Justice and the Federal Trade Commission. We will come back to the Congress if we need any addition to the bill.

Senator STEVENS. I'd be pleased to consider that. I think there'd be no disagreement about that.

PRIVATE SECTOR

Senator STEVENS. The criticisms we're getting are related, I think, to the feeling that there's going to be a tinny approach to some of these things.

Mr. WARNER. Mr. Chairman, as we interpret the law, this Bicentennial can be pursued in a manner that best befits each individual of the United States, as best befits the community in which he lives, as best befits each of the 50 States in our great Union. I think we should be very cautious before we take any position that would curtail any activity in the Bicentennial.

I'm sure the Chair is aware of the forthcoming events that will soon take place in connection with Lexington and Concord. We're likely to see a good deal of controversy, but the strength of our Nation is really dependent on the freedom of speech, freedom of dissent and controversy. I do not believe there is a need to recommend to the Congress at this time any further legislative steps.

Senator STEVENS. I'm not suggesting that. I'm talking about those who would profit from the periphery of it.

GRANTS TO THE STATES

Tell me, how much of the $11 million for State grants has been obligated, the $11 million supplemental that you received?

Mr. WARNER. Yes. That appropriation provided $200,000 to each state. Mr. Hall will have the details regarding obligations.

Mr. HALL. Approximately $1.6 million has been obligated to date.

Senator STEVENS. What's the delay in that?

Mr. HALL. We had a $40,000 nonappropriated matching grant that had a deadline of February 28, 1975, that was available to the States concurrently with the $200,000 grants which continue through 1976.

The states were very busy meeting that deadline in applying for the $40,000 matching grant. I can assure you that by June 30 of this year, all of those $200,000 matching grants will have been obligated.

Senator STEVENS. You're saying you processed the first amounts, the $40,000 first? Is that it? Is that your decision or the State's decision?

Mr. HALL. That is correct.

Senator STEVENS. Is that the decision of the administration?

Mr. HALL. It was the decision of the administration in agreement with the State commissions, that they would like to have the nonappropriated money, $40,000, first. They had been working on that for some time.

Then they would address themselves to the $200,000 grants.

PRESS CRITICISM

Senator STEVENS. Mr. Warner, one of my colleagues said that Sunday, March 23rd, in the New York Times, there are comments in there by the American Society of Travel Agents.

Mr. WARNER. I'm quite familiar with that article and would be pleased to address it.

Senator STEVENS. Would you provide an answer to it, to the Times?

Mr. WARNER. Yes. The Times reporter asked one of our staff for an interview and through inadvertence, they didn't get together. That precipitated a feeling of some acrimony between the reporter and our staff.

I was informed of this problem and took steps to personally call the reporter. Eventually I did receive a return call and we discussed various matters. You will note that in that article, he makes reference to a conversation with me.

After the article appeared, I contacted the New York Times and requested an opportunity for a meeting.

Yesterday I met with Mr. Salzberger, and senior editorial members of the New York Times and discussed the overall Bicentennial with them for 2 hours. I can assure you that we were warmly received. They were quite interested in the Bicentennial, and questioned me extensively.

I also have a letter from Mr. Walt Peters, who is quoted in that article which I'm happy to put in the record. I also contacted the DATO organization, and submit their response for the record.

TRAVEL

Senator STEVENS. Which organization?

Mr. WARNER. The DATO. That's the Discover America Travel Organization.

I received and accepted an invitation from the Discover America Travel Organization to address their annual conference next month in New Orleans.

That New York Times article is probably the most unfortunate one that has occurred in the past 12 months. Otherwise, I think we've received very objective and fair treatment from the Nation's press.

Mr. Chairman, you will note that our statute has not one single word directing this agency to perform any functions with respect to

51-957 O - 75 - pt. 4 - 10

travel. Nevertheless, we have endeavored to take the initiative and do what we can without limited resources and limited expertise to help in the travel area.

Also, with permission of the Chair, I would like to submit my testimony before the House Committee on Interstate and Foreign Commerce some several weeks ago the various things that we had done in our Agency with respect to travel.

Senator STEVENS. We have a copy of that, Mr. Warner. You can put it in the record along with those other items that you mentioned.

Mr. WARNER. Thank you.

[The information follows:]

LETTER FROM WALTER T. PETERS

April 3, 1975

Mr. John Warner, Administrator
Ameircan Revolutin Bicentennial Administration
2401 "E" Street, N.W.
Washington, D.C. 20276

Dear John,

I am writing to you with regard to the NEW YORK TIMES article of March 23, 1975, entitled, "Dispirit of '76, A Bicentennial Divided Against Itself."

I regret the interpretation placed upon my remarks by the article regarding the relationship that exists between The Council of the Thirteen Original States and the ARBA, and I am sure the other members of the Council feel the same way. Since your appointment, the coordination and cooperation between both bodies has been cordial and, most importantly, productive.

The "Times" reporter asked if I truly felt a large number of tourists would be coming to celebrate the Bicentennial in '76 and I replied that indeed I did, and that if the ARBA did not exist the states would have fine Bicentennial programs and indeed if the State Commissions did not exist there would be still a great deal of tourism and worthwhile Bicentennial programs emanating from the people themselves. You are aware of the misinterpretation.

I also told the reporter that The Council of the Thirteen Original States and the ARBA were becoming closely involved with regard to tourism and I certainly did not want reported anything that would jeopardize this association. I must be candid and admit, however, that I feel very little has been done by the ARBA with regard to those problems that are associated with the influx of visitors in '76. I still feel that because of the geographical location and the historical involvement of the 13 States in the American Revolution that we are distinct and unique and should be treated as such. I disagree completely with your statement in the "Times" article that you feel the facilities problem is a state problem. I feel rather that the problem is common to both Federal and the states.

I am sure our personal relationship and the relationship existing between The Council of the Thirteen Original States and the ARBA will continue and bring forth a meaningful Bicentennial era for the people.

Sincerely,

Walt

Walter T. Peters, Jr.
1st Vice Chairman

LETTER FROM WILLIAM D. TOOHEY

DISCOVER
AMERICA
TRAVEL
ORGANIZATIONS, INC.

1100 Connecticut Avenue, Northwest, Washington, D.C. 20036, (202) 293-1433

April 16, 1975

The Honorable John W. Warner
Administrator
American Revolution Bicentennial
Administration
2401 E Street, N.W.
Washington, D.C. 20276

Dear John:

As you are aware, the United States travel industry is meeting in New Orleans May 29-31, for the Discover America National Travel Mart & Conference. This program is a first for the travel industry, and brings together executives from all components of domestic tourism in a national effort to develop travel opportunities for the American consumer which are cost and energy conservation oriented.

I would like to extend to you a personal invitation to deliver during a luncheon on Friday, May 30, brief Bicentennial remarks, and introduce the first major Bicentennial program developed by a travel industry company - Walt Disney Productions' "America on Parade".

John, I believe your participation in this national program will continue the dialogue between ARBA and the travel industry which began at our January 28 meeting. This is an excellent opportunity for ARBA to comment on its increased activities in working closely with the travel industry.

I look forward to hearing from you at your earliest convenience.

Sincerely,

William D. Toohey
President

STATEMENT OF JOHN W. WARNER

My name is John Warner, I am the Administrator of the American Revolution Bicentennial Administration. I am pleased to have this opportunity to appear before the Committee on Interstate and Foreign Commerce to tell you of the plans for the commemoration of the Nation's Bicentennial. I will also discuss travel implications of the commemoration and efforts that are underway by ARBA to support improved visitor services.

The overall plan is for a grassroots celebration which will be national in scope seeking to involve every state, city and community. As provided by the Congress in P.L. 93-179, the three major themes of the commemoration are:

> "Heritage '76", to focus on the unfolding panorama of our Nation's history over the course of two centuries.
>
> "Festival USA", to open present-day American to Americans and the world--a time of travel, discovery, and hospitality. It is this theme that is a primary focus of today's hearing.
>
> "Horizons '76", to look ahead into our third century and select goals to help make American the "more perfect union".

The overall goal of the Bicentennial is to forge a new national commitment, a new spirit for '76.

In implementation of the basic plan for a nationwide Bicentennial, this Administration has supported the establishment of Bicentennial Commissions in each of the 50 states, the District of Columbia, the Commonwealth of Puerto Rico, and the territories. In addition, we have stimulated action at the community level as a result of which over 2,700 of our cities, towns, and countries have organized Bicentennial communities and have established local programs under the Bicentennial themes.

This network of state and local Bicentennial commissions and committees have underway a rich variety of activities and programs. They include such things as preservation of historic sites and documents; establishment of bike and walking trails, museums, exhibits, plays and pageants; and renovation of parks and neighborhoods. Some of the projects will be strictly local, while others will be directed toward larger audiences from the Nation and abroad.

There will also be a number of Bicentennial local cities whose programs will be clearly oriented toward mass audiences. These cities include: Washington, D.C., Boston, Philadelphia, Miami, Charleston, San Antonio, Denver, and San Francisco. The Eastern seaboard cities with a revolutionary War background will, for the most part, direct their activities toward the Nation's heritage. Cities of more recent vintage, or outside the geographic area of our colonial heritage, will reflect in their programs their own particular historic development and in most cases their ethnic origin and composition.

This myriad of activities has been collected in a computerized system presently in operation by the Administration and called BINET. To date there are over 6000 major acitivites in the computer and we are putting in activities daily so that we will be able to deliver to the travel industry and others valuable information as to where activities are and when they will occur. This is being supplemented by a convenient master calendar listing of major national events month by month. We hope to follow up with regional calendars to define our information and make it more usable to state and local groups.

Bicentennial Visitor Projections

Current projections of Bicentennial travelers vary wicely from city to city. Washington, D.C. estimates a deluge of up to 35 million, Philadelphia 12 to 15 million, Boston up to 9 million.

The expectation of these cities is for large numbers of American and foreign visitations, and regardless of the reliability the the data, it is clear that more visitors will be coming than can be easily handled.

The intentions of visitors to see Bicentennial sites was supported by a travel survey conducted for ARBA. It found that of people who take vacations, almost 50 percent were fairly sure they would visit a Bicentennial attraction. The 1974 travel survey is being updated by a continuation which will be conducted in two waves in both 1975 and 1976 and will give us the size of the vistor impact and visitor flows.

In addition, a recently published study on transportation in the colonial corridor conducted by the Bicentennial Countil of the Thirteen Original States, projects a normal potential for the East Coast of approximately 100 million long distance person trips (over 100 miles) and 450 million short distance person trips (less than 100 Miles). These figures are not predictions but estimates of a normal 1976 without considering the expected additional influx of visitors to special Bicentennial events and acitivities.

Projections have been complicated by the energy shortage and the uncertain economic conditions. Nevertheless, in recent months more travelers have descended on special attractions than were planned for. Disney World finally closed its gates when crowds reached 70,000, recently. "Old City Sunday" in Philadelphia was expected to draw 100,000 visitors. Instead, 1.3 million flooded into the Historic District thus creating disruption to the detriment of a quality visitor experience.

ARBA Initiatives in Visitor Services

We know we must plan for the Bicentennial travelers. Not to do so would be irresponsible and result in dislocating both residents and visitors alike. It is too late to begin major capital construction, but much can be done to improve the lot of the visitor.

Visitor services are not so complex as building a subway nor do they usually involve major capital expenditures. They are attempts to meet the needs of the traveling public. Our job has been to raise awareness and wherever we can to facilitate the provision of those services which are the linkages between one facet of the tourism industry and another. I would like to speak about the initiatives we have undertaken to promote planning and improvement of visitor services.

First, let me interject that visitor services are capable of national definition but the problems are most amenable to community solutions. What is a critical need in one town may not be a problem in the next town. Therefore, we have tried to provide some information and assistance in the gaps we have indentified, but it is up to each community to assess their own needs.

Areas that ARBA has been concerned with include travel facilities, accommodations, and the special problems of foreign visitors involving language barriers and relatively high U.S. costs.

In the area of accommodations, ARBA undertook a Home Hospitality Survey in 1973 to determine the potential during the Bicentennial for foreign and domestic visitors to be taken into private homes. The Survey uncovered the following facts:

1. Almost one half of the respondents would be willing to have a foreign guest in their home without compensation.
2. Nearly as many would house an American visitor.
3. Of those that responded positively, most would welcome visitors regardless of race, religion or nation of origin.
4. Many respondents would be willing to accompany guests to local attraction sites.

ARBA also conducted a study of the availability of low cost accommodations. The materials gathered have resulted tn two products. First, the listing of actual facilities was shared with the Council on International Education Exchange for inclusion in their directory, Where to Stay USA. This directory contains information on approximately 5000 low cost accommodations, as well as hitchhiking, tourist information, etc. The second product is a handbook, which describes in general terms problems and potential solutions in setting up low cost accommodations. The handbook is at the printers and will be distributed shortly to Bicentennial communities and local planning organizations.

The goal to help improve visitor services in communities is paramount in ARBA's efforts. As a result, ARBA is preparing a visitor services handbook to be used by communities in providing for the increased number of travelers during the commemoration. Pertinent information, emergency services and currency exchange are some of the topics to be covered. Also, attention will be given to the special needs of the international travelers, the handicapped, and families with children.

In furtherance of the goal to improve these services ARBA has awarded a grant to Boston 200 to develop a hosts program as a model for otner communities to replicate. Information is often a problem for visitors, and Boston will use its human resources to answer this problem.

A curriculum of 20 classroom hours has been developed to train citizens of various walks of life as "Boston 200 Hosts." These citizen nosts will wear "Ask Me" buttons and help visitors on the street with directions and general information. A second program will help those who come into direct and daily contact with visitors in a public service capacity to respond to the special needs of travelers.

Many Boston hotels and motels have responded and will be sending members of their staffs to the training sessions. Other groups that have agreed to participate include the Boston Cab Association, the Police Department, the Public Library, and the Massachusetts Bay Transit Authority.

Boston, by the way, is an excellent example of planning for visitors on a local level. The depth of study and planning which has gone into the public information and visitor services plan for coping with this rush of visitors is indicative of two things: first, a real desire to take care of the visitor in a way that will make a trip to Boston for the Bicentennial as pleasurable as possible; and second, an understanding of the need to take care of the City and those who use it all the time.

Information services are being expanded as one method of improving the traveler's enjoyment of a visit to Boston. The public information and visitor service guidelines for all such planning include: efforts to inform and orient visitors before they reach Boston; utilizing all existing information centers; aiming information to satisfy the complete range of visitor concerns; and encouraging visitors to plan their visit and to shape their trip patterns around certain public goals such as maximum use of public transportation.

Major planning to expand the available accommodations for the peak visitor period during the Bicentennial includes an emphasis on finding and providing medium and low cost accommodations along with accommodations which can be

used on a temporary basis. The planning covers four major types of accommodations: hotels, rooming houses, university dormitories and campsites.

The major goals of the transportation planning in Boston have been defined as follows:

- to use intensive management techniques in lieu of major capital construction
- to develop an integrated transportaion system that will respond quickly and effectively to Boston 200 visitors' demands
- to keep visitors' private vehicles out of downtown Boston on weekdays
- to maximize the use of common carriers for all visitors to Boston
- to maximize intown use of the rapid transit (MBTA) system
- to maximize pedestrian usage of the city
- to maximize use of special purpose vehicles
- to maximize the Boston inner harbor and water transportation potential
- to provide information systems, operation mechanisms, pricing policies and pedestrian signing to make these goals attainable.

In another area, ARBA has helped formulate the Hospitality Alliance, which is an association of national voluntary service organizations whose aim it to provide various visitor services. Such groups as Coserv, American Field Service, American Host Program, and Sister Cities, with chapters all over the country will increase opportunities for person to person exchange in the great tradition of American hospitality.

Many of the members of the Hospitality Alliance work with international tourists. ARBA recognizes that the international visitor has some special problems. ARBA has cooperated with the Department of Transportation in the preparation of over 30 international symbol signs, which alleviate the need to speak and understand English. The new symbol signs will be tested in five cities during the Bicentennial: Boston, New York, Philadelphia, Washington and Williamsburg. ARBA is encouraging other communities to adapt the signs to their Bicentennial sites, transportation facilities or other public buildings.

With regard to the travel industry, ARBA has formed TAB (Travel Assosiations in the Bicentennial) as a mechanism to provide advice to ARBA and communications within the industry.

We hope that through the travel indurstry we can supoort mass transportation and tour packaging in order to move large numbers of people more efficiently, with less fuel consumption and low individual expenditures. In addition we hope to be of assistance to partners in the industry, as well as cities expecting large visitor impact by providing continuous data collected from a travel survey we are having conducted in two waves in 1975 and 1976.

- Travel industry has also been authorized to use the ARBA logo on information and promotional material. Although the symbol does not imply official ARBA endorsement of any organization, service or product, the objective is to encourage the travel industry to help keep Americans informed about Bicentennial events and activities. The message to international and American tourism is "discover America".

As you can see, ARBA takes seriously it's responsiblity in the area of visitor services and travel. While we are prohibited by law from actually operating programs, ARBA is providing assistance in gaps identified through our research. There are real challenges in this area, some new and some just unsolved. But challenges are opportunities and the opportunity is here for communities to take a look at their resources and services and use the available inoformation to plan constructively.

Mr. WARNER. Travel is going to be a continuing problem. I have with me a copy of the New York Times of April 13, 1975. You will see here full page ads "Visit Bicentennial Pennsylvania." Another advertisement: "Visit Massachusetts; We Really Started Something."

Of course it's proper for the States and the various organizations and private enterprise within the States to advertise to have people come, but we cannot do any more than give our professional opinion, drawn from various segments of the Executive Branch, as to trade decisions and I assure you that the President, personally, has directed the various departments and agencies which have responsibilities in the travel area, to inform the public of the problems as we foresee them. We must provide that information in a manner which is careful not to infringe upon States' rights to invite people to come and the people's right to make visits.

We're likely to see some congestion this weekend, some large crowds, but those crowds are responding to such advertisements to come and visit these areas.

In my judgment we must maintain a very careful balance between the roles of the Federal Government and the role of the State governments with respect to interstate travel and the rights of the citizen travelers.

COORDINATION

Senator STEVENS. Isn't there some necessity for some coordination between your administration and this travel organization? I see in this same paper, they have a request for guides. They're going to create a group, a nationwide corps of certified tour guides that operate the Bicentennial aspects of ASTA. So that would seem to require some coordination with what you're doing.

Mr. WARNER. We are coordinating, Mr. Chairman. As I say, I've been invited to address them. We have a full time staff member, out of our permanent allocation of 141 positions, Mrs. Inga Hook, who is thoroughly skilled in travel, comes from a background of travel, who's devoting her full time and attention to this coordinative role.

Senator STEVENS. What has the administration done to increase the liaison with the State and local organizations that want to be involved in the Bicentennial?

Mr. WARNER. To the extent we can, we are coordinating. I went over and addressed the State and local travel representatives when they came into Washington under the auspices of the Department of Commerce about six weeks ago and subjected myself to questions and explained what we could offer to do to help them.

Senator STEVENS. Do you have enough authorization for people to deal with something this big? It only happens once every hundred years.

Mr. WARNER. Mr. Chairman, that is a very difficult question to answer. As you know, Public Law 93–179 sets a ceiling of $10 million and we are operating within that ceiling As you know, this $10 million includes $1,375,000, for direct State grants. So, that leaves us $8,625,000. I foresee in the next 12 months increasing opportunities for the executive branch, particularly this administration, to assist States, local communities, and the private sector and citizens with their

Bicentennial participation. Those opportunities will far exceed the dollar assets and the personnel assets that we have. We simply will not be able to fulfill the full potential of that role in the Bicentennial in the ensuing 15 months.

ARBA BUDGET

Senator STEVENS. How much of that money is being used in terms of these regional offices?

Mr. WARNER. Mr. Chairman, $1,045,000 is for regional offices. The other major items in our request of $10 million are $1,375,000 for direct State grants; communications $1,220,000; the master calendar, to which I referred earlier, $1,010,000; exhibits and films, $1,305,000; program development. $1,425,000.

The balance of $2,620,000 will support activities such as this Bicentennial communities program, which now has 3,500 communities and is growing at approximately 500 per month; the ARB Board and Advisory Council; international liaison; development of the private sector involvement; coordination of Federal programs; and general administration.

Senator STEVENS. How much did you say was involved in communications?

Mr. WARNER. Communications is $1,220,000.

REGIONAL OFFICES

Senator STEVENS. How much is the breakdown in terms of the assignment to the regional offices?

Mr. WARNER. That, as I mentioned, is specifically $1,045,000. We've tried very hard to increase the staff in the regional offices. It presently stands at 23 percent of our staff; namely, 33 people.

Senator STEVENS. Mr. Dyer points out that one of the problems, that with communications, as far as members of Congress are concerned, is whether spreading these people out as far as they have been might be defeating the ability to respond nationally. Are the regional offices really necessary?

Mr. WARNER. Yes sir, Mr. Chairman. If I may just digress and then come back to this question.

As soon as Mrs. Lynch was appointed as ARBA Deputy Administrator, she and I divided the responsibilities of ARBA. I think it's very important that I, as the Administrator be on an almost constant travel schedule throughout the United States. I made a pledge to visit and work with the State commissions in each of our fifty States and I'm pleased to report that thus far I've been able to visit 28 States. I anticipate those visitations will continue during this fiscal year.

Mrs. Lynch. has taken over the reins of day-by-day administration. She is thoroughly familiar with Government administration, through past experiences in Government. She also concurs with the importance of the regional network.

We have 10 regional offices, comparable to the 10 districts for the Federal Government. Each has a director, some a deputy director, and a minimal amount of clerical staff. In my visitations, I've worked with each of these individuals. They're badly stretched. They're very dedi-

cated, and I think they do a magnificent job in assisting and coordinating the Bicentennial with the various State Bicentennial Commissions.

OTHER FEDERAL POSITIONS

Senator STEVENS. How many people have you had working for ARBA from other Federal agencies?

Mrs. LYNCH. We have six from other Federal agencies, and we have 20 in the Department of Interior who do our administrative and financial servicing.

Senator STEVENS. How many of those are reimbursed?

Mrs. LYNCH. We have no nonreimbursables.

Senator STEVENS. No nonreimbursable people at all?

Mrs. LYNCH. No, Mr. Chairman. We've had none since fiscal 1973.

Senator STEVENS. There have been some questions raised about that. We'd appreciate it if you'd give us a list of the people who are there.

[The information follows:]

AMERICAN REVOLUTION BICENTENNIAL ADMINISTRATION

Personnel Staffing Pattern

Name	Status	Position	Parent Agency	Grade
Office of the Administrator				
John W. Warner	Excepted Appointment	Administrator	ARBA	EL-III.
Martha J. Shay	Career	Special Assistant	ARBA	GS-14/1
Irmy Grey	Excepted Appointment	Staff Assistant	ARBA	GS-11/6
-Board and Council Support Section-				
Linda Cole	Career Conditional	Staff Assistant	ARBA	GS-7/1
Brenda Black	Career	Secretary (Steno)	ARBA	GS-7/3
-Special Exhibits, Films and Design-				
Jack Masey	Career	Director	USIA	FSIO-2
Bruno Bertagnolli	Excepted Appointment	Exhibits Specialist	ARBA	GS-13/10
Dolores Barchella	Career	Staff Assistant	ARBA	GS-11/2
Joseph Enright	Career	Program Assistant	ARBA	GS-9/2
Laura Moore	Career	Secretary (Steno)	ARBA	GS-6/5
Office of the Deputy Administrator				
Marjorie Lynch	Excepted Appointment	Deputy Administrator	ARBA	EL-IV.
Susan Honeycutt	Excepted Appointment	Staff Assistant	ARBA	GS-9/5
-General Counsel-				
Eugene Skora	Excepted Appointment	Attorney	ARBA	GS-15/9
Laverne Johnson	Career	Secretary (Steno)	ARBA	GS-6/8
-Legislative Liaison-				
Duke Zeller	Excepted Appointment	Sr. Liaison Officer	ARBA	GS-15/4
Joe Bruno	Excepted Appointment	Liaison Officer	ARBA	GS-14/4
Ashley Mason	Excepted Appointment	Staff Assistant	ARBA	GS-9/1
Rosemarie Ball	Career	Staff Assistant	ARBA	GS-9/5
Louise Burris	Career	Secretary	ARBA	GS-6/6
-Administrative Liaison-				
Lewis Miller	Career	Administrative Officer	Interior	GS-13/5
Stephen Goodrich	Career	Budget Analyst	ARBA	GS-11/1
Shirley Tate	Career	Travel Assistant	ARBA	GS-7/3
Janet Anderson	Career	Secretary	ARBA	GS-6/1
Nancy Golden	Career Conditional	Travel Clerk	ARBA	GS-5/1
Rita Winters	Career Conditional	Secretary	ARBA	GS-5/1
Kathleen Grant	Career Conditional	Office Services Clerk	ARBA	GS-5/10
Janet Pleasant	Career Conditional	Correspondence Specialist	ARBA	GS-5/1
Judy Mittman	Career	Clerk Typist	ARBA	GS-5/2
Theodore Johnson	Career	Driver	NAVY	GS-5/10
Joseph Saunders	Career Conditional	Driver	ARBA	GS-3/1
Laureen Clarendon	Career Conditional	Information/ Receptionist	ARBA	GS-5/1

Name	Status	Position	Parent Agency	Grade
Office of Resource Development				
Sydney Eiges	Executive Assignment	Assistant Administrator	ARBA	GS-17/5
Pamela Whitted	Excepted Appointment	Staff Assistant	ARBA	GS-9/1
Caroline Reutter	Career Conditional	Secretary	ARBA	GS-4/2
-Licensing and Commemorative Sales-				
Andrew Wahlquist	Excepted Appointment	Deputy Assistant Administrator	ARBA	GS-15/4
Barbara Boland	Excepted Appointment	Staff Assistant	ARBA	GS-10/1
Carol Byers	Career	Secretary (Steno)	ARBA	GS-8/2
Henry Hyde	Excepted Appointment	Program Officer	ARBA	GS-15/5
Nancy Turnbull	Excepted Appointment	Program Assistant	ARBA	GS-9/1
Roger Celler	Excepted Appointment	Program Liaison Officer	ARBA	GS-13/1
-Federal Government and Private Sector Liaison-				
Carlos Campbell	Excepted Appointment	Deputy Assistant Administrator	ARBA	GS-15/10
Inga Hook	Excepted Appointment	Liaison Officer	ARBA	GS-13/1
Ashleigh Coldiron	Career Conditional	Staff Assistant	ARBA	GS-9/4
Rosa Green	Career Conditional	Secretary	ARBA	GS-6/1
Hugh Swofford	Temporary (NTE 1 yr.)	Special Assistant	ARBA	GS-15/1
Office of District of Columbia Affairs				
Jim Barnes	Career	Assistant Administrator	ARBA	GS-15/1
Jean Boyer	Career	Staff Assistant	ARBA	GS-12/1
Judy Moy	Career	Staff Assistant	ARBA	GS-11/3
Sue Daniels	Excepted Appointment	Program Assistant	ARBA	GS-9/1
Betty Brock	Career	Secretary (Steno)	ARBA	GS-8/4
Office of International Affairs				
William Blue	Consultant	Assistant Administrator	ARBA	W.O.C.
Sime Adelman	Career	Associate Director	USIA	FSIO-4/5
Betty Kirby	Career	Program Officer	STATE	FSSO-5/3
Edith Scribner	Career	Staff Assistant	STATE	FSSO-6/5
Ellen Frezet	Career	Secretary (Steno)	ARBA	GS-8/9
Office of Communications and Public Affairs				
Herbert Hetu	Excepted Appointment	Assistant Administrator	ARBA	GS-17/1
Erla Kratzer	Career	Staff Assistant	ARBA	GS-9/4
Pat Braxton	Career	Secretary (Steno)	ARBA	GS-7/3
-Master Calendar Services-				
Ed Zimmerman	Excepted Appointment	Director	ARBA	GS-15/2
Joe Morrison	Career	Computer Analyst	ARBA	GS-13/10
Paul Brewster	Career	Computer Specialist	ARBA	GS-12/2
Queen Robinson	Career	Secretary (Steno)	ARBA	GS-7/4
Virginia Armstrong	Temporary (NTE 1 yr.)	Program Assistant	ARBA	GS-9/1
Elizabeth Payne	Career Conditional	Secretary	ARBA	GS-5/1
Kathy Ragsdale	Temporary (700 hrs.)	Information Assistant	ARBA	GS-5/1
Fred Wall	Career Conditional	Computer Technician	ARBA	GS-4/2

Name	Status	Position	Parent Agency	Grade
-Special Events-				
Harry Allendorfer	Excepted Appointment	Director	ARBA	GS-15/6
Joyce Tobin	Career	Staff Assistant	ARBA	GS-11/7
-Speech Bureau-				
Ed Stafford	Excepted Appointment	Writer	ARBA	GS-14/10
Jane Dillon	Excepted Appointment	Public Info Specialist	ARBA	GS-14/3
Cathy Farrell	Career Conditional	Public Info Specialist	ARBA	GS-12/1
Joan Andruska	Career Conditional	Editorial Clerk	ARBA	GS-5/2
Theresa Pickeral	Career	Secretary (Steno)	ARBA	GS-6/2
-Public Information Services-				
Dan Buser	Career	Public Info Officer	ARBA	GS-15/10
Peggy Smith	Career	Secretary (Steno)	ARBA	GS-9/4
John Scholzen	Excepted Appointment	Public Info Officer	ARBA	GS-13/2
Barbara Brown	Excepted Appointment	Public Info Officer	ARBA	GS-11/6
Ted Lopatkiewicz	Career Conditional	Clerk Typist	ARBA	GS-4/1
-Publications and Editorial Services-				
Bill Stringer	Excepted Appointment	Editor	ARBA	GS-14/6
Lissa Vogt	Career Conditional	Writer	ARBA	GS-9/1
Bob Lane	Career Conditional	Clerk Typist	ARBA	GS-4/2
Steve Murphy	Career Conditional	Clerk	ARBA	GS-4/2
-Media Services-				
Patricia Jordan	Excepted Appointment	Public Info Officer	ARBA	GS-14/2
Jim Mansfield	Excepted Appointment	Public Info Specialist	ARBA	GS-13/1
Fred Figall	Excepted Appointment	Visual Info Specialist	ARBA	GS-12/1
Grace Funk	Career	Secretary	ARBA	GS-6/9
Sue Austin	Career Conditional	Secretary	ARBA	GS-5/2
Office of States and Programs				
Hugh Hall	Executive Assignment	Assistant Administrator	ARBA	GS-17/5
Marie Garlock	Career	Staff Assistant	ARBA	GS-11/5
Terry Perruso	Career	Secretary (Steno)	ARBA	GS-6/1
Bill Hart	Career	Special Program Officer	ARBA	GS-15/10
Wayne Chattin	Excepted Appointment	Program Officer (Denver)	ARBA	GS-14/2
Emma Plume	Career	Staff Assistant (Denver)	NPS	GS-7/2

Name	Status	Position	Parent Agency	Grade
-Programs Division-				
Bill Butler	Career	Deputy Assistant Administrator	ARBA	GS-15/6
Hazel Wyman	Career	Secretary (Steno)	ARBA	GS-7/10
Lou Raskin	Excepted Appointment	Special Projects Officer	ARBA	GS-12/1
Margie Baker	Career	Staff Assistant	ARBA	GS-11/4
Barbara Webster	Career	Secretary	ARBA	GS-7/3
David Goodman	Excepted Appointment	Program Manager (Heritage)	ARBA	GS-13/1
Dan McKenzie	Excepted Appointment	Program Liaison Officer	ARBA	GS-13/1
Dexter Dickinson	Excepted Appointment	Program Officer	ARBA	GS-13/1
Verna Clayborne	Excepted Appointment	Program Officer	ARBA	GS-11/2
Russ Gibb	Excepted Appointment	Program Officer	ARBA	GS-14/1
Sherry Shapiro	Career Conditional	Program Assistant	ARBA	GS-7/1
Carolyn Harvey	Excepted Appointment	Program Assistant	ARBA	GS-9/1
Perdita Huston	Excepted Appointment	Program Manager	ARBA	GS-14/1
Cynthia Berentson	Career Conditional	Staff Assistant	ARBA	GS-9/1
Ann Morgan	Career	Secretary (Steno)	ARBA	GS-6/4
Gladys Montgomery	Career Conditional	Program Assistant	ARBA	GS-7/2
Joan Bauerlein	Career Conditional	Program Specialist	ARBA	GS-11/3
Bob Bachman	Excepted Appointment	Program Officer	ARBA	GS-12/2
Cherrie Hall	Excepted Appointment	Program Officer	ARBA	GS-12/1
Garland Green	Excepted Appointment	Program Officer	ARBA	GS-12/1
Marian Lipinski	Career Conditional	Secretary	ARBA	GS-5/2
Elois King	Temporary (NTE 1 yr.)	Program Assistant	ARBA	GS-9/1
-States and Communities-				
Charles Goodspeed	Excepted Appointment	Deputy Assistant Administrator	ARBA	GS-15/8
Bob Dolehide	Career	Staff Assistant	ARBA	GS-7/2
Oralia Aldrete	Career	Secretary	ARBA	GS-7/4
Cameron Tapley	Temporary (NTE 1 yr.)	Clerk Typist	ARBA	GS-2/1
--Bicentennial Communities--				
John Nolan	Excepted Appointment	Senior Program Officer	ARBA	GS-15/1
Ken Allen	Excepted Appointment	Program Officer	ARBA	GS-13/1
Jean Crockett	Career	Secretary	ARBA	GS-7/7
Rosemary Donnell	Career Conditional	Secretary	ARBA	GS-5/1
--States Coordination--				
Joe Dobal	Excepted Appointment	States Coordinator	ARBA	GS-15/8

Name	Status	Position	Parent Agency	Grade
---Regional Offices---				
(Boston)				
Georgia Ireland	Excepted Appointment	Director	ARBA	GS-15/1
Jeanne Yanaro	Career	Secretary	ARBA	GS-7/3
(New York)				
Barbara Wainscott	Excepted Appointment	Director	ARBA	GS-14/2
Karen Ichiuji	Career Conditional	Secretary	ARBA	GS-5/2
(Philadelphia)				
Don Strasburger	Excepted Appointment	Director	ARBA	GS-15/2
Donna Reeves	Career Conditional	Secretary	ARBA	GS-5/1
(Atlanta)				
Mike Swinehart	Excepted Appointment	Director	ARBA	GS-15/3
Brian Cassidy	Excepted Appointment	Deputy Director	ARBA	GS-13/1
Barb Barker	Career Conditional	Secretary	ARBA	GS-6/2
Linda Kemble	Career Conditional	Secretary	ARBA	GS-4/1
(Dallas)				
Shirley Abbott	Excepted Appointment	Director	ARBA	GS-15/1
Karen Erxleben	Career Conditional	Secretary (Steno)	ARBA	GS-5/1
(Kansas City)				
Frank Harrington	Excepted Appointment	Director	ARBA	GS-15/2
Mary Robinson	Career	Secretary (Steno)	ARBA	GS-6/8
(Chicago)				
Del Black	Excepted Appointment	Director	ARBA	GS-15/8
Bertha Moore	Excepted Appointment	Deputy Director	ARBA	GS-13/1
Louise Conmey	Career Conditional	Secretary	ARBA	GS-4/1
Regina Cassity	Career	Secretary	ARBA	GS-6/3
(Denver)				
Joe Albi	Excepted Appointment	Director	ARBA	GS-15/3
Jerry Coll	Excepted Appointment	Deputy Director	ARBA	GS-13/1
Rae Hellen	Career	Staff Assistant	ARBA	GS-7/5
(San Francisco)				
Kent Williams	Excepted Appointment	Director	ARBA	GS-15/10
Sam Coffey	Excepted Appointment	Deputy Director	ARBA	GS-14/4
Pat Reynolds	Career	Staff Assistant	ARBA	GS-11/5
Yvonne Lelaider	Career Conditional	Secretary	ARBA	GS-5/1
(Seattle)				
Wes Phillips	Excepted Appointment	Director	ARBA	GS-15/1
Bob Meredith	Excepted Appointment	Deputy Director	ARBA	GS-14/1
Nola Branham	Career Conditional	Secretary	ARBA	GS-5/1

Note: The following Financial - Administrative Services are provided by the Department of the Interior through a facilitating services agreement:

1. Financial Management and Accounting Control (including payroll)
2. Personnel Management and Records Maintenance
3. Grants, Contracts and Small Purchase Management
4. Mail and Records Control
5. Property acquisition and facility control
6. Transportation Services
7. Printing and Reproduction control and management

ROLE OF NATIONAL PARK SERVICE

Senator STEVENS. What about the National Park Service? We hear they're quite involved in the Bicentennial. Is there any coordination between your activities and these other agencies that do, in fact, receive Bicentennial money?

Mr. WARNER. There is daily contact, Mr. Chairman. On two occasions yesterday I talked with various officials of the Park Service. We are in daily communication with the Department of the Interior and with the Secretary of the Interior to the extent he's been able to devote his personal time. He's quite interested in the Bicentennial. We've received excellent support from the Department of the Interior.

BICENTENNIAL TASK FORCE

Senator Stevens. Is there a Bicentennial task force in the administration?

Mr. WARNER. Within the administration, yes.

Senator STEVENS. Who's involved in that?

Mr. WARNER. That is under the auspices of the White House. A number of individuals have worked with it. First there was Mrs. Ann Armstrong, counselor to the President. When she resigned, Mr. Jack Marsh took over. Working with Mr. Marsh is Mr. Theodore Marrs. Certain basic responsibilities have been given to David Meeker, who is Assistant Secretary of Housing and Urban Development.

That group met just about a month ago at a meeting presided over by the President of the United States.

Senator STEVENS. Is each agency of Government taking on some role in this Bicentennial?

Mr. WARNER. Yes; each and every agency.

Senator STEVENS. Has that role been defined?

Mr. WARNER. Yes. We prepared a Federal Agency Fact Book which analyzes the role of each department and agency of the Federal Government in the Bicentennial. This factbook has been distributed throughout the United States in order to assist State Bicentennial commissions and others in their direct communication with the various departments and agencies of the Government.

CONSULTANTS

Senator STEVENS. That sounds good. How many consultants work for ARBA so far?

Mr. WARNER. I can't recount the past totals. At the present time there is one consultant on the rolls and we anticipate adding a second very shortly.

Senator STEVENS. Give us a list, if you will.

Mr. WARNER. There have been less than a dozen since 1969, and we'll supply the details for the record.

[The information follows:]

Consultant services, fiscal 1975

	Salary total
Hugh Swofford—$138 per day (terminated August 1, 1974)	$2,760
Julian Wise—$138 per day (terminated October 15, 1974)	6,624
Frank Espada—$100 per day (hired December 5, 1974)	3,100
Total	12,484

VOLUNTEERS

Senator STEVENS. What about the volunteer corps, is there such a thing?

Mr. WARNER. Mr. Chairman, we have a problem with space. We're occupying limited space and have difficulty accommodating volunteers. However, Mrs. Lynch has been working in this area and perhaps she'd like to answer that.

Mrs. LYNCH. Mr. Chairman, we work very closely with my predecessor, the ACTION agency. So, we have a direct line into the RSVP program. Also, usually on a Saturday morning, we have a group of young people helping us with mail. The Navy League recently asked about helping us.

As far as I'm concerned, across the country there's a great opportunity for volunteers. We have just recently received certain waiver authority whereby we can pay parking fees for volunteers. I think that will open up the door for us to bring more volunteers on board.

Mr. WARNER. I think we should include this waiver recently granted by the President in the record.

Senator STEVENS. That's good. We'd be happy to hear how much is involved in that. Is that within the scope of this request?

Mr. WARNER. Yes; that's correct.

[The information follows:]

PRESIDENTIAL EXERCISE OF STATUTORY WAIVER AUTHORITY

Section 11 of P.L. 93–179 authorizes the President, at the request of the ARB Board, to waive the application of specified provisions of law or limitations of authority relating to contracts and the expenditure of Government funds, with respect to functions authorized under the Act.

Pursuant to a request of the ARB Board, the President issued Executive Order 11840 on February 18, 1975, which among other things authorized the Administration to expend appropriated funds for the transportation and subsistence of volunteers. This authorization is similar to statutory authority available to the National Park Service for the payment of transportation and subsistence of its volunteers under the "VIP", Volunteers in the Park program. The ARBA authorization for payment of these expenses of volunteers has not yet been implemented.

FOR IMMEDIATE RELEASE FEBRUARY 18, 1975

Office of the White House Press Secretary

THE WHITE HOUSE

EXECUTIVE ORDER 11840

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WAIVER OF CERTAIN PROVISIONS OF LAW
AND LIMITATIONS OF AUTHORITY

The American Revolution Bicentennial Board has requested that the American Revolution Bicentennial Administration be authorized to perform, without regard to certain provisions of law or limitations of authority, the functions authorized under the act to establish the American Revolution Bicentennial Administration (Public Law 93-179 87 Stat. 697, hereinafter referred to as the act). I have determined that it would be in furtherance of the purposes of the act to provide such authorization.

NOW, THEREFORE, by virtue of the authority vested in me by section 11 of the act, and as President of the United States of America, it is hereby ordered as follows:

Section 1. The American Revolution Bicentennial Administration is authorized to perform the functions authorized by the act without regard to the following specified provisions of law and limitations of authority:

(a) section 638(a) of title 31 of the United States Code to the extent that it pertains to hiring passenger motor vehicles.

(b) section 13 of title 41 of the United States Code.

(c) section 501 of title 44 of the United States Code.

(d) Any provision of law or limitation of authority to the extent that such provision or limitation would limit or prohibit:

(1) selection of, and award of contracts to, a State or local government agency or non-profit organization on a sole-source basis.

(2) expenditure of not to exceed $10,000 annually of funds received pursuant to contracts under section 2(f) of the act for official receptions and representation, and

(3) expenditure of appropriated funds for transportation and subsistence of volunteers.

Sec. 2. It is directed that each specific use of the waivers of statutes and limitations of authority authorized by the foregoing provisions of this order shall be made only with the advice of the General Counsel of the Administration, and only when determined in writing by the Administrator (or in his absence by the Deputy Administrator) that such use is specifically in furtherance of the purposes of the act and in the public interest.

GERALD R. FORD

THE WHITE HOUSE,
FEBRUARY 18, 1975

ADMINISTRATION ACTIVITIES

Mr. WARNER. Mr. Chairman, in the past 12 months we've taken several steps which I think have alleviated some of the problems which existed between the Congress and the predecessor Bicentennial Commission. Upon my appointment I very carefully studied the legislative history of the ARBC and this Administration and discussed the problems with the staff and former members of the Commission. I would like to recite some of the things that we've done to improve this situation.

Before doing so, however, I wish to express my view on the record that the former Commission made a great contribution to the Bicentennial. I think it's overlooked. They did have their problems. Nevertheless, they left a firm foundation on which we've been able to build our activities over the past 12 months.

Specifically, ARBA administrative delivery costs have been reduced from levels which were as high as 28 or 29 percent to a current level of 15 percent of our overall budget. The average grade of an ARBA employee has dropped almost two full grades over the past 3 years. It is currently a GS–10.1.

We have reduced our travel costs by almost $100,000. Our grants-in-aid programs are more responsive and more easily understood through simplified guidelines. We are executing them through less Government redtape, although in strict compliance with all Government regulation.

Grants represent over 45 percent of our funding since 1969. We have established offices to assist minority and ethnic programs and groups, including native Americans—Indians. We have two full-time staff people devoted to that Indian participation.

The Bicentennial Ethnic-Racial Council was convened under the auspices of ARBA for Bicentennial planning and that turned out to be a very successful organization. At its last meeting, there were over 500 nationally recognized leaders in racial ethnic matters who responded to the call and came to Washington. They are now constituted as an advisory group to informally counsel us, as an organization, on how the racial ethnic heritage in our country can participate more fully in our Nation's Bicentennial.

BICENTENNIAL COMMUNITIES

Senator STEVENS. I'm informed that we had a goal last year of having 4,000 Bicentennial communities. What's the lag?

Mr. WARNER. We have approximately 3,500 now and are growing at the rate of current 500 a month. How many did we have this past month, Mr. Hall?

Mr. HALL. There were 454.

Mr. WARNER. That's 454 new communities that were added this past month.

Senator STEVENS. What do you figure the number will be involved by the Bicentennial year?

Mr. WARNER. By the Bicentennial year, calendar 1976, it would be my hope that the number would perhaps double, but that may be a little optimistic.

Bicentennial communities may reach perhaps 6,000 communities by that time. I think it's important to recognize that the current 3,500

communities embrace approximately 80 percent of the Nation's population.

Senator STEVENS. How did you get that, Mr. Warner, when you have $585,000 for the current year and you only have $460,000 budgeted for Bicentennial communities in fiscal year 1976?

Mr. WARNER. I'd like to defer to Mr. Hall, who has direct responsibility for that program.

Mr. HALL. The big cost was in getting the program going—the initial startup cost. We had a lot of material to prepare and a lot of meetings to conduct, regional meetings with State bicentennial commissions, meetings with the Conference of Mayors, the League of Cities, the National Association of Counties. A tremendous amount of groundwork was laid last year. Now, we're using that groundwork, and the momentum built from it, to go on into a reduced budget this year.

COUNTER MOVEMENT

Senator STEVENS. We all read about the counter movement that seems to be getting a great deal of publicity here. Has that group had any relationship at all to yours?

Mr. WARNER. I think the Chair is referring to an organization known as the Peoples Bicentennial?

Senator STEVENS. Yes.

Mr. WARNER. We have taken the following position with respect to that organization: This country was built on a diversity of thought, a diversity of expression. We think that the Bicentennial is a proper forum, a proper time for all the diverse elements of our Nation to express their thoughts.

This organization has been very vehement in its philosophy, which in my judgment, does digress from the mandate given by the Congress to our administration.

I think there's sufficient characterization of that philosophy in the public domain that I need not cover it right now. But thus far, I and other members of my staff, have informally appeared with them, on various platforms and in public formus, and we'll continue to do so, expressing our philosophy as espoused in Public Law 93–179, and they, of course, espousing theirs. There is considerable difference of viewpoints.

Senator STEVENS. Do you expect any conflict in terms of their activities, scheduled activities in the Bicentennial? Are there any direct problem areas?

Mr. WARNER. Mr. Chairman, I can't think of any direct problem areas at this time; no.

Senator STEVENS. I hope we're not going to turn out to be the Tories in a new revolution.

Mr. WARNER. I don't think so. Mr. Chairman. I don't wish to try and align ourselves or the people's Bicentennial with any segments during the Revolutionary times. I have taken, personally, with the assistance of my staff, a new tack for the Bicentennial to try to embrace all elements of our society.

As I mentioned, we now have an office and staff personnel devoted to assist the Indians and I have personally made seven visitations to Indian reservations. I try, in my speaking and public schedule, to

appear before a variety of groups, including those that represent the ethnic and minority segments of our community.

I think the Bicentennial Ethnic Racial Council, which has now constituted itself as an advisory council to ARBA, has gone a long way to try and bring in the whole of the interests of the United States to work within the Bicentennial. I'm confident that, in the final analysis, we will have a record of participation by all segments within our community.

VISITORS TO THE EASTERN SEABOARD

Senator STEVENS. How many visitors do you expect to the various Bicentennial locations, particularly the major cities along the eastern seaboard?

Mr. WARNER. I understand that the District of Columbia anticipates about 35 million visitors. Other communities, Boston and Philadelphia, have their estimates.

We've been very careful in ARBA not to get into the estimating business. We don't have the resources or the talent to project numbers. I think that would be the responsibility of other segments of the Federal Government, and particularly the travel industry.

I think the travel industry is participating in a very fine way in the Bicentennial. Out of it will grow a realization in our Nation that perhaps we need a stronger recognition of the travel industry within the executive branch of the Government, a means by which to foster the potential we have in this country for travel.

Senator STEVENS. Are you assuming a responsibility for the visitor services, housing or other things?

Mr WARNER. Yes: indeed. That's set forth quite clearly as to our potential as well as limitations in testimony I gave to the House Committee on Interstate and Foreign Commerce which I have asked to be inserted in the record.

Senator STEVENS. Do you have any statistics? Is this covered in this statement, as to the availability of housing especially in the major eastern seaboard cities that are involved in the Bicentennial?

Mr. WARNER. We put out a study on low-cost housing, and made available the other various surveys and analyses we had made.

Senator STEVENS. In terms of your budgeting, you have $50,000 for visitor services out of the $10 million. Isn't that the major impact of next year, the problem of taking care of visitors?

Mr. WARNER. As the Chair well recognizes, we are responsible for the 50 States, the territories, the District of Columbia and Puerto Rico. That's a very large responsibility with a small staff and a small amount of money. I think the figure that you gave is the most we can allocate out of this budget, otherwise we'd be less than fair, I think, to the other communities.

SMITHSONIAN FOLK LIFE FESTIVAL

Senator STEVENS. You have $500,000 for the folk festival funding, and the Smithsonian also has some money there. How was that judgment made, to allocate only $50,000 for visitor services when you have a half a million to add to the Smithsonian folk festival funding?

Mr. WARNER. Mr. Chairman, we look upon the Smithsonian's Folk Life Festival program as probably being one of the more significant things that will occur in the Nation's Capital in connection with the Bicentennial commemoration. Just yesterday we went over the whole program with the Smithsonian. It brings in all the diverse elements of our Nation, the rural American community, the ethnic racial groups, the American Indians, and 34 foreign nations will participate in this most extraordinary event. It's likely to be the centerpiece, certainly for the performing arts, in my judgment, for the masses of people in our Nation's Capital.

Senator STEVENS. How much have you contributed so far to the folk festival here in Washington?

Mr. WARNER. Approximately, $750,000 will be contributed. That includes $250,000 to date and $500,000 projected.

OTHER COMMUNITY PROGRAMS

Senator STEVENS. Are you assisting other communities with folk festival activities?

Mr. WARNER. Yes; in terms of funding, through the matching grants program.

Senator STEVENS. Not any specific?

Mr. WARNER. Not any specific.

Now, we have coming up before our Board of Director's meeting on the 8th of May, 254 requests for grant money.

Mr. HALL. The total as of yesterday was 254 requests for approximately $14.3 million.

Mr. WARNER. Of which we have something in the area of $1 million. Now, some of these requests are likely to contain aspects of the folk festival.

Mr. HALL. Many of them do.

Senator STEVENS. Exactly how do you intend to utilize the $500,000 budgeted for the American Folklife Festival?

Mr. WARNER. I'd like Mr. Hall to respond to that.

Mr. HALL. Mr. Chairman, $235,000 will be devoted to our ethnic tour program, in which folklife festival participants will tour 40 cities all over the country. The remaining $265,000 will support the festival here in Washington; primarily in the exhibits area.

FRANKLIN-JEFFERSON EXHIBIT

Senator STEVENS. What would be the total cost of the Franklin-Jefferson Exhibit? Does it have any private support?

Mr. WARNER. Yes; the Internatonal Business Machines Corp. has put in approximately $500,000 through a grant to the Metropolitan Museum of Art. That is a most significant private sector contribution. The Government will have slightly in excess of $2 million invested in that exhibit.

That exhibit opened in Paris. It broke all records for a foreign exhibit in that city. It is now in transit to Warsaw, Poland. From there it will go to London, England, in September, and then return for an opening here in the United States early in 1976. That opening will be in New York City at the Metropolitan Museum. It goes on

from there to Chicago and then to a west coast location. I think at the present time, we'll put it in Los Angeles.

PRIVATE SUPPORT

Senator STEVENS. To what extent have you been able to generate the private support for the Bicentennial administration?

Mr. WARNER. I think our efforts thus far have generated a considerable amount of private support.

Senator STEVENS. What's the total?

Mr. HALL. It's approximately $10 million, but many of the corporations are not interested in identifying themselves with their contribution.

Senator STEVENS. Directly to the ARBA?

Mr. WARNER. No. I misunderstood your question. I was referring to private support generally across the Nation to Bicentennial programs and activities.

Senator STEVENS. Well, can you expand on that type of private support? What kinds of activities are being supported by the private sector, and in what degree?

Mr. WARNER. I wonder if we might supply that for the record. I think there is going to be a substantial augmentation of the private sector funding in the next 10 days. I know of two or three companies that are going to announce their contributions. But at the present time several millions have been generated for the Bicentennial. That's over and above the moneys we've received through the commemorative sales and medals program. I will supply that for the record.

[The information follows:]

COMPANY	PROJECT	AMOUNT (IF KNOWN)
American Airlines	Folklife Festival	$1,000,000
American Bankers Association	TV Special, "Sandberg's Lincoln"	
American Express Foundation	(1) Restoration of the Statue of Liberty	50,000
	(2) ARBA Commemorative Medal Mailing to Cardholders (public service)	
American Telephone and Telegraph Company (AT&T)	TV Series, "Bicentennial Classroom," history with economic, black, Hispanic perspectives	
Atlantic Richfield Company (ARCO)	(1) TV Special, "Adam's Chronicle"	1,400,000
	(2) Meet the Americans project	n/a
Bird and Son, Inc.	Restoration Grants for National Historic Buildings	100,000
Boise Cascade	Idaho Bicentennial Commission Conservation project	n/a
Boston Gas Company	Projects (Boston)	25,000
Burlington Industries, Inc.	"Minority Affairs Almanac"	1,000
Chevrolet Motor Division (General Motors Corporation)	"Spirit of America" program to Promote U. S. Travel	
Coastal Plains Life Insurance Company	"Minority Affairs Almanac"	1,000
Columbia Broadcasting System, Inc. (CBS)/Shell Oil Company	TV "Bicentennial Minutes"	1,000,000
CBS and Various Sponsors	(1) TV Series, "200 Years of America"	
	(2) TV Series, "Benjamin Franklin"	
Eaton Corporation	TV Special, "American Parade"	
William Filene's Sons Company	Walking Trails (Boston)	10,000

COMPANY	PROJECT	AMOUNT (IF KNOWN)
First National Bank of Boston	Boston Center for the Arts	100,000
First National City Bank of New York City	Restoration of Exterior of 55 Wall Street, Old Merchants Exchange Building	200,000
Franklin Mint Corporation	Historic Medals for States and National Governors Conference	
FTD Florists Association	ARBA Medals Promotion and Display Cards in 20,000 Outlets	
General Foods	Folklife Festival	1,000,000
General Motors Corporation	Freedom Train Wagon Train - Support Vehicles	1,000,000
Gillette Company	Exhibit (Boston)	500,000
Gulf Oil Corporation	TV Special, "American Heritage"	
John Hancock Life Insurance Company	Visitor Services (Boston)	275,000
H. J. Heinz Company	American Wind Symphony	n/a
H. P. Hood, Inc.	Visitor Services (Boston)	12,500
House and Garden Magazine	Special Articles on American Craftsmen, Architecture and Furniture	
Huffman Manufacturing Company of Dayton, Ohio	Bikecentennial '76	n/a
International Business Machines Corporation (IBM)	(1) Operation Sail '76 (OPSAIL) loaned executive	50,000
	(2) Age of Franklin and Jefferson Exhibit	500,000
	(3) Boston 200 program support	50,000
	(4) Loaned Executive to DCBC (Washington)	30,000
	(5) Bicentennial Wing in the NYC Museum of Art	500,000
Kraftco Corporation	Freedom Train	1,000,000
Liberty Mutual Insurance Company	Walking Trails (Boston)	50,000

COMPANY	PROJECT	AMOUNT (IF KNOWN)
INA Insurance	Fire Hall Museum (Philadelphia)	100,000
Lund Foundation	Matching Grants up to $5,000 for Ohio State University projects	100,000
Mack Trucks, Inc.	Music Score, "History of the Flag"	250,000
Majestic Savings and Loan	Colorado Issues Forum	n/a
Masonite Corporation of Louisiana	Johnny Horizon '76/Louisiana State School System	
Mayflower Movers	Wagon Train - Support Vehicles	
McDonald's Corporation	Heritage Road Maps of 18 Regions of North America	
Minnesota Mining and Manufacturing Company (3M)	TV Series, "Sea to Shining Sea"	
Mobil Oil	USA 200, "Declaration of Interdependence" ad series	n/a
National Broadcasting Company Inc. (NBC)/Texaco, Inc.	TV Series, "Historic Moments in America"	
NBC/Xerox Corporation	TV Series, "America with Alistair Cooke"	
National Shawmut Bank of Boston	Exhibits (Boston)	50,000
New England Merchants National Bank of Boston	Preservation (Boston)	50,000
New England Mutual Life Insurance Company	Boston Bicentennial Forums	136,000
New England Telephone and Telegraph Company	Exhibits (Boston)	50,000
North Carolina Telephone and Telegraph Company	"Minority Affairs Almanac"	1,000
J. C. Penney Company, Inc.	Music "package" for Colleges, High Schools and Junior High Schools	1,500,000
Pennsylvania Bell	Drama (Philadelphia)	50,000
Pepsico, Inc.	Freedom Train	1,000,000

COMPANY	PROJECT	AMOUNT (IF KNOWN)
Prudential Insurance Company of America	(1) Freedom Train	1,000,000
	(2) Kennedy Center, "Musical Cavalcade for the Bicentennial"	163,000
	(3) OPSAIL '76 (printed brochures)	25,000 (est.
	(4) Pavillion (Boston)	1,000,000
Raytheon Company	Exhibit (Boston)	1,000,000
Rosa Stores	"Minority Affairs Almanac"	1,000
Rouse Company	Exhibit (Boston)	350,000
St. Regis Paper Company	"Power of Print in American History," Direct Mail Program; 3,000 Kits sent to Organizations and Libraries	
Sears, Roebuck and Company	Meet the Americans sponsored by the American Host Foundation	96,000
Time, Inc.	1776 Special Issue (Time Magazine) for Spring 1975	
Travelers Express Company, Inc.	TV Special, "Last King of America"	
Wachovia Bank and Trust Company	"Minority Affairs Almanac"	1,000
Workingman's Cooperative Bank	Projects (Boston)	5,000
Xerox Corporation	Kennedy Center Bicentennial Program	400,000

DIRECT GIFTS AND DONATIONS

Senator STEVENS. Let's go back to my original question: to what extent have you been able to generate private support for the ARBA itself? Also, please summarize your expenditures of these private funds for 1974 and estimated for 1975 and 1976 fiscal years.

Mr. WARNER. Mr. Chairman, we directly received no private funds in 1974. In 1975, we have received $10,000 from two private foundations to help offset the expense of the national conference we held this past February. As for potential funding from private sources in 1976, we don't anticipate any coming directly to the Agency. Due to the time element now facing us, we plan to direct any private funding we can generate directly to privately sponsored projects. By the way, this is one of the primary functions of our Resource Development Office at ARBA.

TELEVISION PROGRAMS

Senator STEVENS. What role did you have in the series for television use, like the Franklin series? Were you involved in that at all?

Mr. WARNER. Not directly. We do consult with all the major networks, but on that particular program, to the best of my knowledge, there was no consultation with ARBA.

Senator STEVENS. Has there been any attempt to have any sort of advisory council that reaches into the travel area, the television medium and other media and get a larger group to coordinate activities regarding the Bicentennial?

Mr. WARNER. We have, as you know, a statutory advisory council of 25 individuals. The chairman of that council is Mr. David Wolper, who is very active in television. And Mr. Frank Stanton, the former chairman of the Columbia Broadcasting System, is on that council.

At our national meeting here in Washington, D.C., all three major networks sent down their principal Bicentennial corporate vice presidents, who worked with our staff and addressed the meeting with respect to Bicentennial network programs. I think we have very good coordination and liaison with the media at the present time, and I don't believe it's necessary to constitute another council.

ARBA COORDINATION

Senator STEVENS. I'm not suggesting you constitute another council. I'm suggesting that the question has been raised as to why there isn't greater coordination among the other areas such as this travel group, ASTA, and the other group that was involved, the Discover America Travel Organization. Has there been any attempt to broaden this and have some sort of overall liaison with them?

Mr. WARNER. No. I don't think we've endeavored to do that. I have given you several specifics. I've met with the head of DATO, and I'm planning to personally go to their convention and address them in connection with the role of ARBA in travel.

I refer again to our statute, which authorizes and requires commemorative medals and a master calendar. The statute has no reference whatsoever to travel. Nevertheless, we've stepped up to try and assume some of that responsibility.

OTHER PUBLIC INFORMATION RESOURCES

Senator STEVENS. To what extent have you been able to use the PIO type activities of other Federal agencies? I'm told that your justification indicates that there has been no effort to establish liaison with Federal agencies.

Mr. WARNER. I met with Gerald Warren, the Assistant Press Secretary of the White House, a few weeks ago, and I'm going to address all the PIO's of the Government. I think we're receiving, at the present time, good support from the other departments and agencies with respect to the Bicentennial. I think our coordinative role within the Federal Government is proceeding quite satisfactorily.

COMMEMORATIVE ACTIVITIES PROGRAM

Senator STEVENS. What type of project grants are planned for the $6.8 million net revenues from your commemorative sales efforts in fiscal 1976?

Mr. WARNER. Mr. Chairman, as you know the ARBA board will make the final decision on the use of all commemorative sales profits. It will be my recommendation to the board that we maintain the same level of support to the States that we have for the last 2 years—namely the $2.2 million States project matching grants. With the remaining $4.6 million, we will recommend the continuation of the same policy the board established this year; a 50–50 split between national and international projects and initiatives and support to the States.

Senator STEVENS. Could you provide a detail of your expenditures of commemorative revenues for 1974 and 1975?

Mr. WARNER. I'd like to ask Mr. Goodrich to respond to that, Senator.

Mr. GOODRICH. Senator Stevens, our gross revenues for 1974 totaled $5.3 million. Our production and advertising expenditures came to $2.9 million. With the $2.4 million net, we issued $2.2 million in States project matching grants at $40,000 per State. We were also able to make additional grants to national and international projects in the amount of $936,000. This was accomplished by adding revenues not expended the prior year to the $200,000 we had remaining after the States project matching grants. In 1975, our gross sales totaled just under $5.5 million. The program operational expenses will come to about $2.4 million. The $3.1 million net is being distributed in the same States matching grants programs we initiated in 1974; $2.4 million. The remaining $700,000 is being split evenly between national and international projects as approved by our board.

RENT

Senator STEVENS. Please explain the sharp increase for rents and utilities in 1975 and what you have estimated for 1976.

Mr. WARNER. With your permission, I'd like Mr. Goodrich to address those two points.

Mr. GOODRICH. Mr. Chairman, it was necessary for our headquarters staff to move to larger offices in August 1974, because we couldn't expand any further where we were. That raised the Washington space

costs by $87,000 annually. A combination of computer terminal increases, exhibit space requirements, and the need for small increases in office space in the regions to accommodate volunteers and special conferences makes up the balance. We have a detailed analysis that covers the specifics if you'd like it included in the record.

Senator STEVENS. Please submit it, Mr. Goodrich.

[The information follows:]

RENTS, COMMUNICATIONS, AND UTILITIES

WASHINGTON HEADQUARTERS	FISCAL 1975 LEVEL	FISCAL 1976 Estimates	INCREASE OR DECREASE
OFFICE SPACE RENTAL	$145,000	$232,000	+ $87,000
COPY EQUIPMENT RENTAL	60,000	60,000	----
COMPUTER TERMINAL RENTAL	50,000	100,000	+ 50,000
TELEPHONE/TELEGRAM SERVICE	36,000	44,000	+ 8,000
WIRE SERVICES RENTAL	10,000	10,000	----
EXHIBIT SPACE	10,000	30,000	+ 20,000
CONFERENCE SPACE RENTAL	----	5,000	+ 5,000
SUB-TOTAL	$311,000	$481,000	+ $170,000
REGIONAL OFFICES			
BOSTON	$ 13,000	$ 14,000	+ 1,000
NEW YORK	9,000	10,500	+ 1,500
PHILADELPHIA	11,000	12,000	+ 1,000
ATLANTA	16,000	17,000	+ 1,000
DALLAS	11,500	12,500	+ 1,000
KANSAS CITY	10,500	11,000	+ 500
CHICAGO	15,000	16,000	+ 1,000
DENVER	20,000	21,500	+ 1,500
SAN FRANCISCO	19,000	20,500	+ 1,500
SEATTLE	14,000	16,000	+ 2,000
SUB-TOTAL	$139,000	$151,000	+ $12,000

NOTE: Estimates for Regional Offices include:

1. Rental of office space
2. Rental of copy equipment and telecopy sets
3. Telephone Service charges
4. Minimal amounts for conference space rental.

TRANSITION GRANTS

Senator STEVENS. In terms of your transition, do you discontinue direct grants during the transition? Why is that?

Mr. WARNER. Why do we discontinue grants?

Senator STEVENS. During the transition period of July 1 to September 30, 1976, which is covered by this request.

Mr. WARNER. I'd like to have Mr. Goodrich answer that question, Mr. Chairman.

Mr. GOODRICH. Mr. Chairman, the funds requested for the transition period include only expenses of the ARBA. If appropriated funds are to be requested for direct grants to the States, they will be included in the regular fiscal year 1977 budget request. We do expect, out of our nonappropriated funds, through medal revenues and licensing, to continue a grant program within our capabilities. It just depends on the revenues that we anticipate during that period.

Senator STEVENS. Will that be budgeted or do you have the authority to use them upon receipt? Do you have commemorative activity funds to continue the grants in the amount of $1.1 million? For what will these grants be used during the period of July to September?

Mr. GOODRICH. Yes, sir; $1,150,000, which for that period would be the revenues that we generate from the PNC. These can be granted without further appropriation actions. The balance of the program would take place after the transition period, and depending upon our revenues in October, when our silver medal and our bronze medal come out we will be able to increase the grants budget. For that 3-month period, we anticipate using $1,150,000 for grants.

TRAVEL

Senator STEVENS. In that same transition period, you increase travel by 40 percent. Why is that?

Mr. GOODRICH. That's from July 4, 1976 through September 30, 1976, which will probably be at the peak of travel activity; in the whole period of the Bicentennial.

Senator STEVENS. For your staff?

Mr. GOODRICH. For our staff and invitational travel.

Senator STEVENS. I should think it would be pretty well over at that time.

BICENTENNIAL PERIOD

Mr. WARNER. Mr. Chairman, we believe this Bicentennial is going to reach a peak on July 4, 1976, but I'm confident that the momentum is going to continue. As a matter of fact, there are some Members of Congress and a considerable number of persons within the private sector, the foremost of whom is Mr. John D. Rockefeller III, who believes this Bicentennial commemoration should be a 13-year period.

Senator STEVENS. What?

Mr. WARNER. A 13-year period. If you remember, the formation of our Government embraced 13 years between the signing of the Declaration of Independence and the final adoption of the Constitution and the Bill of Rights. There are substantial segments, both within the Congress and within the private sector, that think this might be appropriate.

I think the Bicentennial offers a time for substantial achievement within our Nation. It might take a little longer than the ensuing 15 months to achieve the full potential of that.

Senator STEVENS. When does your present authorization expire?

Mr. WARNER. June 30, 1977.

ADDITIONAL QUESTIONS

Senator STEVENS. That concludes my questions on the ARBA budget request. However, Senator McGee has submitted questions which I will hand to you and ask that you answer for the record.

Mr. WARNER. We will be pleased to do that, Mr. Chairman.

[The questions and answers follow:]

QUESTIONS BY SENATOR M'GEE

Question. It is my understanding that the Office of Management and Budget is planning to reprogram $9 million originally appropriated for ARBA activities. This would have a markedly adverse effect on state ethnic and tourist impact projects. What have you done to secure release of these funds? Please supply a detailed account of how such OMB action would affect ARBA activities overall and at the State level.

Answer. As you know Senator, P.L. 93–179 authorizes the appropriation of $20 million for matching grants to the States for their Bicentennial programs. $11 million has already been appropriated and allocated to the States, in the amount of $200,000 each.

At the direction of the ARB Board, I requested that the remaining $9 million be included in a supplemental appropriation this fiscal year for additional grant support to the States. The Office of Management and Budget (OMB) denied the request.

Again, at the direction of the ARB Board, I appealed the OMB decision by letter of March 31, 1975. The OMB response to this appeal has not yet been received.

The ARB Board has proposed that the $9 million be available to State Bicentennial Commissions as follows: (1) $4.5 million be available for matching grants to the States in developing and supporting Bicentennial projects in furtherance of the purposes of P.L. 93–179 and relevant to or including participation of minority, ethnic groups and native Americans; (2) $4.5 million be available for matching grants to the States in developing and supporting Bicentennial projects in furtherance of the purposes of P.L. 93–179 which have national or international significance and are jointly sponsored by three or more State Commissions.

(BRIEF RECESS)

Senator STEVENS. We appreciate very much your testimony. We will take a 5-minute recess before going to the next scheduled budget hearing.

[A short recess was taken.]

DEPARTMENT OF THE INTERIOR

Office of Water Research and Technology

STATEMENT OF DR. WILLIAM S. BUTCHER, DIRECTOR

ACCOMPANIED BY:

JACK JORGENSEN, ACTING ASSISTANT DIRECTOR, RESEARCH, OWRT

JOHN W. HEINTZ, ASSISTANT DIRECTOR, PROGRAM PLANNING AND EVALUATION, OWRT

F. WILLIAM KOOP, ADMINISTRATIVE MANAGER, OWRT

CHANDLER H. TOWNSEND, PROGRAM PLANNING AND EVALUATION, OWRT

WALTER BARNES, IN BEHALF OF THE ASSISTANT DIRECTOR SALINE WATER CONVERSION, OWRT

BUDGET REQUEST

Senator Stevens. We will now hear the fiscal 1976 budget estimates of the Office of Water Research and Technology. These estimates total $18.3 million and represent a $1.4 million reduction in the combined 1975 programs of Office of Water Resources Research and Office of Saline Water that were merged this year. The justification has been included in the record (pt. 1, pp. 113–135).

PREPARED STATEMENT

Senator Stevens. Dr. Butcher, we welcome you to the committee. Since it is your first appearance as director of OWRT, we will ask you for a copy of your biographical sketch for the record.

Dr. Butcher. This has already been furnished to your staff.

Senator Stevens. Will you please introduce your associates and proceed to highlight your prepared statement. It will be printed in full in the record, along with your biography.

[The statements follow:]

Internally, we have matched our organization with this regional structure by assigning program development and management for each region to an OWRT staff scientist. Each scientist has been given primary responsibility to develop the best possible research program for his region within available funding levels. The scientist works with the institute in identifying and verifying the most important problems of his region and priority research needs associated with them. An approach like this also provides a mechanism for inter-regional coordination of research programs to assure that unnecessary duplication of effort does not occur among the regions.

- Institute Program Development -

During the past year, increased effort has been devoted to the improvement of procedures for identifying critical water problems and the research needs associated with those problems. Improved procedures which may be useful for establishing priorities for research attention are being tested and methods for determining the optimum allocation of research funds with which to conduct the research in accordance with those priorities are under development. These innovations are being refined with the full cooperation and participation of the State water research institutes and their collaborators. The objective of this effort is to identify more explicitly than was heretofore possible the critical water research needs of the several States and hydrologic regions of the Nation. Accordingly, its successful application will significantly increase the cost-effectiveness of the OWRT research and development program. The approach, which involves the identification of water problems on a regional basis and the analysis of feasible alternative problem solutions, should improve coordination of research at the regional, State, and national levels, and will serve to minimize undesirable duplication of research effort. Moreover, steps are being taken to integrate the OWRT procedures with the Water Resources Council's assessment of critical water problems so that necessary research may be focused on those problems. The OWRT research program will continue to be coordinated with the Committee on Water Resources Research of the Federal Council for Science and Technology.

Identification of critical water resource problems and the research needed is a continuing process wherein evaluations must be made regularly, based on new information, changing conditions, and like factors. Major water resource problems in each region of the Nation warranting prompt research attention at this time have been identified and are described in the OWRT budget justification document. Those major problem areas have been and will continue to be analyzed to determine the specific research that can contribute to solving problems in a cost-effective way. It is expected that a large percentage of the research proposals to be submitted to OWRT for 1976 consideration will have been developed through OWRT's problem analysis procedure; hence, they should be relevant to the most urgent water problems of the Nation.

For the Committee's information, attached hereto are tables which provide information about the distribution of funds by geographic and program priority areas, including a table showing non-Federal contributions to the P.L. 88-379 program by the State institutes.

ADDITIONAL WATER RESOURCES RESEARCH AND TECHNOLOGY DEVELOPMENT

The additional Water Resources Research and Technology Development activities are planned at a funding level of $6,464,000 in FY 1976. Under this program, the Department will continue to use the specialized

in managing a staff of top-level scientists in water resources development, Dr. Butcher is highly qualified for the position of Director, Office of Water Research and Technology.

Dr. Butcher is the author or co-author of over 40 technical publications and research papers. A partial list is attached.

Dr. Butcher and his wife, the former Sandra A. McGlothlin of California, are the parents of three children and the family will reside in northern Virginia. Dr. Butcher is active in community affairs and hopes to continue active participation in academic and civic affairs after taking up local residence.

STATEMENT OF DR. WILLIAM S. BUTCHER

Mr. Chairman:

It is an honor and a privilege to appear before you and other members of this Committee to present the appropriation request for the Office of Water Research and Technology (OWRT) for Fiscal Year 1976.

The total budget estimate for the Office of Water Research and Technology for Fiscal Year 1976 is $18,327,000. The amount represents a decrease of $1,465,000 from the Fiscal Year 1975 appropriations for the superseded Offices of Saline Water and Water Resources Research. A few months ago, these two offices were consolidated into the Office of Water Research and Technology. The consolidation resulted in personnel savings and an organization better geared to dealing with current complex water problems. Establishment of such an Office was recommended in the National Water Commission June 1973 report.

The objective of the program proposed for OWRT in FY 1976 is to develop new understandings and knowledge needed to solve or mitigate high priority water resources problems. To achieve this objective, OWRT will carry out coordinated research, development, scientific information dissemination, and technology transfer programs. The new Office will utilize, by means of grants and contracts, the outstanding scientific and technical competence that is available in educational institutions, private firms, foundations, and other organizations.

LEGISLATION

Merger of the two programs involved results in the need for legislative changes. Necessary changes have been incorporated in the proposed legislation that has been submitted for the consideration of the Congress. The legislation as proposed envisions, among other things, annual appropriation acts without annual legislative authorizations, and will provide authority for new technology development initiatives in the future to better assure that the results of completed water resources research are developed to the stage where they can be applied by others to solve related problems.

OWRT ACTIVITIES

The OWRT Program consists of the following activities:

- Assistance to States for Institutes
- Matching Grants to State Institutes
- Additional Water Resources Research

- Technology Development
- Scientific Information Center
- Administration

Because of their commonality of purpose, the first two activities are treated herein as one subject, i.e., Water Resources Research Institutes. Likewise, the next two activities are discussed under the combined heading of Additional Water Resources Research and Technology Development.

WATER RESOURCES RESEARCH INSTITUTES

The largest segment of the 1976 program, $8,730,000, is for the State Water Resources Research Institutes activities. This program will assist water research institutes in each state to solve or mitigate urgent water problems. Particular emphasis is being given to water problems of a regional or river basin nature and to water resource needs and environmental problems generated by the energy crisis. Based on past experience with this part of the OWRT program, it is anticipated that the states will contribute well over 50% of the total costs.

In response to the 1971 amendments to the Water Resources Research Act (P.L. 88-379) and the appropriation of funds in FY 1975 to accomplish the purposes of those amendments, two new water resources research institutes were established in 1974. The new institutes are those of the District of Columbia and the Virgin Islands. Based on their initial allotment programs, we expect both institutes to be making significant contributions to the solution of national and local water problems in the immediate future. Guam, which was also authorized by the 1971 amendments to the Act to establish a water resources institute, has not yet applied for funds.

- Institute Organization -

There are now fifty-three State water resources research institutes eligible to receive funds under our annual allotment and matching grant programs. In order to improve coordination of the research efforts among them, they have been organized into eight regional associations based on commonality of water problems: New England, Middle Atlantic, South Atlantic-Gulf, Great Lakes-Ohio-Upper Mississippi, Missouri River, Southern Plains, Colorado Great Basin, and Pacific Northwest. A ninth "region" would be "Islands and Alaska." However, because of the long distances between the institutes in those areas and minimal common problem elements, there has been no formal association of institute Directors created for that region. Rather, each institute in those areas is considered to have "regional" characteristics for program planning purposes.

These regional organizations provide us a firm foundation for assessing and addressing regional needs. First, they provide a means of focusing our attention on specific sets of critical problems involving water and water-related resources in the regions. Second, they provide an excellent mechanism for coordination of research and research planning between institutes. Third, they have proved to be a major stimulus to good coordination with State and local agencies and Federal agency field offices, particularly for the identification of the most important regional water problems. Fourth, the regional associations are helpful in defining research approaches which are feasible in terms of available manpower and relevance to the major problems of the regions. Fifth, because of their close association with State and local agencies and the private sector, they have greatly facilitated the application of research results by user agencies.

BIOGRAPHY OF DR. WILLIAM S. BUTCHER

Dr. William S. Butcher comes to the post of Director of the Office of Water Research and Technology from the University of Texas where he held the position of Professor of Civil Engineering.

From January 1971 to January 1973, Dr. Butcher was a GS-18 Assistant to the President's Science Advisor, Office of Science and Technology, Executive Office of the President. During this time, he was the general scientific advisor and research coordinator on water resources research. He also served as Chairman, Committee on Water Resources Research and U. S. Chairman, U.S.-U.S.S.R. Joint Working Group on Cooperation in Water Resources.

Prior to his position with the Office of Science and Technology, Dr. Butcher served as Professor of Civil Engineering at the University of Texas at Austin, responsible for the Department of Civil Engineering's program in teaching and research in the planning and management of water resources systems.

From August 1967 to August 1969, Dr. Butcher was Associate Director, Water Resources Research Center, Desert Research Institute, University of Nevada, where he supervised and directed the research work of the staff, as well as conducted research on water resources systems problems. He also taught water related courses at the University during this period.

From January 1965 to August 1967, Dr. Butcher was Assistant Research Engineer at the University of California. His responsibilities included managing research projects related largely to the development of methodologies for the optimization of water resources. Prior to this time, from 1950 to 1964, he served on the professional staffs of several universities. including the University of Sydney, Sydney, Australia, Newcastle University, Newcastle, Australia, and the University of New South Wales, Sydney, Australia, teaching civil engineering and performing research in a multiplicity of civil engineering areas. From January 1946 to February 1950, he was Assistant Engineer at the Department of Public Works, Sydney, Australia, where he assisted in the investigation and construction of harbor and river works.

Dr. Butcher's academic background includes a B.E. degree in 1946 from the University of Sydney, Australia, an M.S. degree in 1961 from the University of California, Berkeley, California, and a Ph.D. degree in 1969 from the University of Southern California, Los Angeles, all in Civil Engineering (water resources systems). He has written extensively for professional publications and has held memberships in numerous professional organizations both in the United States and Australia.

He presently holds memberships in numerous citizens groups and professional associations, he has served as Executive Secretary of the University of Nebraska's Water Resources Council, Program Chairman of the American Water Resources Association, and Chairman of the Membership Committee of the International Water Resources Association. He is also a licensed professional engineer. Dr. Butcher is a member of the following professional societies: American Society of Civil Engineers, American Water Resources Association, American Geophysical Union, and International Water Resources Association.

Because of his demonstrated excellence in directing special administrative and research programs, his previous involvement in advising on water resources science policy at the national level, and his proven ability

research and development competence available through private firms, individuals, consultants, universities, and government agencies.

This program consists of R&D effort toward: improving water resources planning management; encouraging Indian self-determination; promotion of water use efficiency; protection of the environment; solving energy-related water problems; technology assessment and reseach transfer; and, saline water conversion research, process development and testing. All of these efforts, which are summarized below, bear upon priority needs related to the mission of the Department of the Interior.

- Improving Water Resources Planning and Management -

The Nation is confronted with increasingly crucial decisions with respect to the planning and utilization of its water resources. Of immediate interest to the Department of the Interior are those water resource considerations which will affect decisions relating to public land energy development programs, multiple use of public land watersheds, Outer Continental Shelf leasing programs, and water supply augmentation technology. These activities will involve complex and sometimes controversial planning and management issues and concerns and will touch upon social, economic, environmental, political and legal issues.

- Encouraging Indian Self-Determination -

The water resource is a significant determinant of the social and economic well-being of much of the Indian population of the United States. Water oriented and dependent activities such as forestry, fishing, mining, agriculture and tourism are the mainstays of many tribal economies. To obtain continuing and improved benefits from such enterprises, it is necessary that the most modern and efficient management and conservation techniques be brought to bear on the water resource.

- Improving Water Use Efficiency -

Water use should be efficient to conserve the resource for the public consistent with required needs, through water reuse and recycling, improved irrigation practices, and by other means. Methods for more efficient water resource use must be achieved through prudent allocation and conservation of scarce water as compatible with environmental considerations.

- Solving of Energy-Related Water Problems -

Accelerated energy development from fossil fuels will have major impacts on water and related land resources, particularly in the West. Demands for water supply will increase substantially, not only for mining and processing, but also for expanding community growth and new towns. Problems of water allocation, water quality and adverse environmental and social impacts could occur. Research directed to resolving these and similar problems becomes essential for the orderly development of the Nation's energy resources.

- Technology Assessment and Research Transfer -

There is an urgent need to evaluate, in a systematic way, the technology that has been developed and is available for use in resolving water-related problems as well as to develop processes and practices to assure prompt application of research results. Not all research results need

to pass through the development process to be applicable. However, the significance of research in the many water resources related disciplines needs to be coordinated and interpreted with respect to its impact on major water-related problems. This is particularly important for avoiding costly mistakes, for suggesting new approaches for solving problems, as well as for assuring maximum payoff from research efforts, investments, and results. This effort is coordinated closely with the activities of the Federal Council for Science and Technology. These are the objectives of OWRT's technology assessment and research transfer program.

- Saline Water Conversion Research, Process Development and Testing -

In FY 1976, basic and applied research will be directed toward advancing data on the mechanism of flux and rejection of reverse osmosis (R.O.) membranes; the effect of polymer structure on transport properties; interfacial reactions and ion and water transport, corrosion, freezing, and other new separation processes.

The major effort of the Saline Water program will be directed toward the desalination of sea water using membrane processes. Additionally, a limited effort will be conducted on freezing and other new separation processes. Also, in support of the Colorado River Basin Salinity Control Project, work will continue in FY 1976 in the brackish water membrane development program. This continuing contract work is funded by the $2.9 million FY 1975 supplemental appropriation. The brackish water membrane development work will be principally conducted at the Roswell, New Mexico, Test Facility. Process development and evaluation for conversion of sea water by membrane processes will be conducted at the Wrightsville Beach, North Carolina, Test Facility.

During FY 1975, significant progress was made in advancing membrane processes for economical desalting of sea water. Results from pilot plant testing indicate that the reverse osmosis (R.O.) process could be economically superior to the distillation process for this purpose. Furthermore, unlike distillation, a reverse osmosis plant site is not dependent upon location of a source of steam, and its brine discharge will have less environmental impact because of the lack of thermal or metallic pollution. Further economies could be gained by improving methods for pretreating raw sea water to remove suspended solids and marine organisms.

With soaring energy costs, the lower energy requirement for membrane processes, compared to the energy requirement for distillation processes, provides a major incentive for continued development of sea water membrane processes. Rapid development of the membrane processes for sea water desalting can provide U.S. companies with a technological and economic edge over others in competing for foreign desalting markets.

Construction of a small high temperature electrodialysis membrane pilot plant was completed and test operations to determine the reliability and economics have been initiated. High temperature electrodialysis reduces both the energy and the membrane area required for sea water desalting. A reduction of 20-30 percent in sea water desalting costs, compared to commercial electrodialysis hardware, is anticipated.

Testing of the new and improved membranes and systems suitable for use in desalting brackish water was continued at the Roswell, New Mexico brackish water test facility. Results showing advantages over commercial

technology will be considered in the final design of the 100 mgd membrane desalting plant that will be constructed near Yuma, Arizona, as part of the Colorado River Basin Salinity Control Project. At the Yuma Test Facility operated by the Bureau of Reclamation, membrane equipment supplied by manufacturers was installed and is being tested on the Wellton-Mohawk irrigation return flows. The operational data obtained will be used by the manufacturers in preparing subsequent bids on the desalting portion of the 100 mgd plant, and by the Government in planning and evaluation. Alternative feed water pretreatment systems are also being evaluated to select the best system for use.

A preliminary engineering and cost report was prepared which presents detailed information on membrane and feed water pretreatment equipment suitable for use for the 100 mgd plant. This information and pilot plant results from the Yuma test facility will be used by the Bureau of Reclamation in developing final design, construction, and operation specifications for the plant.

During the past year, OWRT has made a major effort to publish and make available to the public the final technical reports on a wide range of projects related to the development of distillation processes. The cessation of distillation technology development resulted in termination of many contracts and a sudden influx of technical material. All documented technical information on projects which went to a significant stage of completion is now available through the National Technical Information Service (NTIS). The only remaining distillation project involves performance evaluation of the Vertical Tube Evaporator/ Multi-Stage Flash (VTE/MSF) Module at Orange County, California. This plant is now in the start-up phase of operations.

Progress has been made on the development of a new freeze desalting process. The full capacity of the plant has been demonstrated for short periods and problem areas have been defined. Efficiency of individual components as well as the total system reliability are expected to be attained during this fiscal year.

The eutectic freezing process for the reduction of effluent brines of all types to a solid component and a potable water stream has moved to the detailed design of a small pilot plant. A complete bid package for this pilot plant will be available this fiscal year and we will be ready to proceed with the development of this unique process in FY 1976.

- Summary of Facilities Operations -

Demolition and restoration of the San Diego Test Facility has been completed. All usable items were disposed of through the General Services Administration, and a check in the amount of $411,000 has been deposited in the Treasury. Department of the Interior facilities (largely OWRT) salvaged items with an estimated value of $643,000. Other Federal, State and local agencies and institutions received about $3.8 million worth of equipment. The land on which the facility was located is owned by the San Diego Gas and Electric Company and has been returned to their custody in a condition acceptable to them.

Preparations for start-up of the VTE/MSF module at Fountain Valley, Orange County, California, are well under way. The first hot mode evaluation is expected to begin during March.

At Wrightsville Beach, North Carolina, the new Central Pretreatment System, which will pretreat the sea water feed for all membrane units

under developmental evaluation, will be in operation soon. The 300 gpm unit was installed by on-site personnel at substantially reduced costs over solicited bids.

The transfer of excess property on the east side of the Wrightsville Beach Test Facility site to the General Services Administration for disposal has been completed. The Town of Wrightsville Beach has filed appropriate applications to General Services Administration to acquire the property for a recreational park. Other property at Wrightsville Beach currently being used for open storage is being considered as a Post Office site by the U.S. Postal Service.

At Roswell, New Mexico, the blending instrumentation was improved to allow stabilized control of blended water. This virtually eliminates process variation due to blended water.

WATER RESOURCES SCIENTIFIC INFORMATION CENTER

The FY 1976 budget proposes $980,000 for continued operation of the Water Resources Scientific Information Center (WRSIC).

The Center is a focal point for water resources information and is responsible for the collection, storage, retrieval and dissemination of scientific information services to the water resources community. Following are highlights of the Center's activity during the past year:

The bank of information relating to water resources reached a total of 80,000 items;

An improved, fast computer retrieval system was installed to facilitate use of the vast collection of information. By agreement between the OWRT and the Atomic Energy Commission, all of the information collected by WRSIC in the form of abstracts and subject index terms, was installed as a data base at Oak Ridge, Tennessee. This data base became one of the 17 bases which are part of the computer information network called the RECON (REmote CONsole) System. By means of TV-type terminals, installed throughout the United States, the information contained in the System can be retrieved and flashed on the screen as an immediate answer on any specific subject. Other data bases available to the users of the System now include: Nuclear Science Abstracts, Energy Data Base, Toxic Materials Data Base, Energy R&D Projects, Heated Effluent Bibliography, and Solar Energy;

Four terminals were installed to begin the establishment of a network of the WRSIC/RECON System. These are located at Cornell University, University of Wisconsin, North Carolina State University, and University of Arizona;

A new Center of Competence to locate, abstract, and index information for WRSIC in the field of hydrology was established at the Illinois State Water Survey;

Agreements to exchange information services for processed input were completed with Australia and Canada.

ADMINISTRATION

Further savings in terms of employees and funding are expected to result from the consolidation of the OSW and OWRR offices. An administrative program of $2,153,000 is required for salaries and related personnel expenses, supplies and support services. The projected staffing level for the entire program is 64 permanent employees.

DISTRIBUTION OF APPROPRIATED OWRT RESEARCH & TECHNOLOGY DEVELOPMENT FUNDS BY USDI AND OWRT WATER-RELATED PROGRAM PRIORITY SUBJECTS

(In thousands of dollars)

	Program Priority Subject Areas	FY-1975	FY-1976 Estimated
I.	Energy-Related Water Research: thermal loading; heat dispersion; mining effects; beneficial uses; underground heat storage, etc.	1,838	1,925
II.	Environmental Protection: eutrophication; identification, source, fate, effects and control of pollutants; water quality management; environmental impacts, etc.	2,373	2,484
III.	Improved Land and Water Planning, Management and Use: planning methodologies; socio-economic aspects; multiple use; alternative strategies; river basin development; watershed management; water pricing; law, etc.	3,717	3,892
IV.	Water Resources:		
	A. General-hydrology, water movements, evapotranspiration; precipitation patterns, ground water; supply; sedimentation, etc.	630	660
	B. Improving Water Use Efficiency.....	934	971
	C. Urban Water Problems - distribution systems; storm runoff, etc.	567	594
V.	Indian Self-Determination: improved resource management; reservoir development, etc.	231	248
VI.	Saline Water Conversion	4,864	2,160
VII.	Others: information systems; technology transfer, remote sensing and monitoring systems; engineering design; research needs, etc.	210	860
	Totals..... *	15,364	13,800

*Note: 25% of annual allotment funds used for support of state WRRI not included in above.

Estimated Regional Distribution of P.L. 88-379 Research Funds - FY 1974 & FY 1975
(In Thousands of Dollars)

Regional Area	FY-74	FY-75
1. New England Region - Connecticut, Maine Massachusetts, New Hampshire, Rhode Island, and Vermont	$ 1,180	$ 1,032
2. Middle Atlantic Area - Delaware, District of Columbia, Maryland, Pennsylvania, New Jersey, New York, and West Virginia	1,330	1,319
3. South Atlantic Gulf Region - Alabama, Florida, Georgia, Mississippi, North Carolina, South Carolina, Tennessee, and Virginia	1,500	1,321
4. Ohio-Great Lakes Area - Illinois, Indiana, Kentucky, Michigan, Minnesota, Ohio, and Wisconsin	1,510	1,359
5. Missouri Basin Area - Iowa, Kansas, Montana, Missouri, Nebraska, North Dakota, South Dakota, and Wyoming	1,630	1,784
6. Southern Plains Area - Arkansas, Louisiana, New Mexico, Oklahoma, and Texas	1,200	1,177
7. Colorado-Great Plains Area - Arizona, California, Colorado, Nevada, and Utah	2,060	2,330
8. Pacific-Northwest Area - Idaho, Oregon, Washington, and Alaska	620	1,028
9. Insular Area - Puerto Rico, Virgin Islands, Guam, and Hawaii	240	252
Total:	$11,270	$11,602

Estimated State Distribution of Obligated P.L. 88-379 Research Funds - FY 1975
(In thousands of dollars)

State	Title I	Title II	Total
Alabama	$ 128	$ -	$ 128
Alaska	110	80	190
Arizona	170	-	170
Arkansas	127	-	127
California	186	429	615
Colorado	244	417	661
Connecticut	145	-	145
Delaware	110	-	110
Dist. of Columbia	56	-	56
Florida	173	51	224
Georgia	147	-	147
Hawaii	138	-	138
Idaho	187	193	380
Illinois	146	-	146
Indiana	178	102	280
Iowa	198	111	309
Kansas	151	56	207
Kentucky	148	-	148
Louisiana	142	83	225
Maine	164	-	164
Maryland	110	-	110
Massachusetts	233	-	233
Michigan	138	-	138
Minnesota	156	-	156
Mississippi	110	-	110
Missouri	154	-	154
Montana	154	27	181
Nebraska	286	-	286
Nevada	322	201	523
New Hampshire	110	-	110
New Jersey	193	-	193
New Mexico	172	-	172
New York	211	228	439
North Carolina	312	-	312
North Dakota	215	63	278
Ohio	256	75	331
Oklahoma	204	-	204
Oregon	136	84	220
Pennsylvania	186	115	301
Puerto Rico	110	-	110
Rhode Island	110	-	110
South Carolina	194	-	194
South Dakota	116	-	116
Tennessee	130	-	130
Texas	167	282	449
Utah	258	103	361
Vermont	110	160	270
Virginia	76	-	76
Virgin Islands	4	-	4
Washington	187	51	238
West Virginia	110	-	110
Wisconsin	160	-	160
Wyoming	110	143	253
Totals:	8,548	3,054	11,602

Non-Federal Contributions - OWRT P.L. 88-379 Program - FY 1974
(In thousands of dollars)

State	Annual Allotment Program (Sec. 100)	Matching Grant Program (Sec. 101)	Total
Alabama	$ 92	$ 60	$ 152
Alaska	210	20	230
Arizona	29	84	113
Arkansas	88	28	116
California	296	78	374
Colorado	153	188	341
Connecticut	316	-	316
Delaware	58	10	68
Florida	166	30	196
Georgia	93	105	198
Hawaii	73	79	152
Idaho	80	99	179
Illionis	154	140	294
Indiana	59	72	131
Iowa	132	110	242
Kansas	52	72	124
Kentucky	112	73	185
Louisiana	61	-	61
Maine	88	24	112
Maryland	98	-	98
Massachusetts	109	157	266
Michigan	479	55	534
Minnesota	41	152	193
Mississippi	54	12	66
Missouri	79	70	149
Montana	50	-	50
Nebraska	138	151	289
Nevada	56	88	144
New Hampshire	129	-	129
New Jersey	110	62	172
New Mexico	283	30	313
New York	110	31	141
North Carolina	207	132	339
North Dakota	92	53	145
Ohio	96	-	96
Oklahoma	106	117	223
Oregon	151	64	215
Pennsylvania	39	45	84
Puerto Rico	120	-	120
Rhode Island	169	26	195
South Carolina	64	57	121
South Dakota	90	58	148
Tennessee	106	20	126
Texas	105	170	275
Utah	106	134	240
Vermont	79	-	79
Virginia	135	62	197
Washington	230	61	291
West Virginia	36	3	39
Wisconsin	213	117	330
Wyoming	52	-	52
Totals	6,244	3,199	9,443

INTRODUCTION OF ASSOCIATES

Dr. BUTCHER. Mr. Chairman, on my left I would like to present Mr. Jack Jorgensen, who is acting assistant director for research, and our assistant director for technology transfer. Then Mr. William Koop, administrative manager of the Office of Water Research and Technology. On my immediate right, Mr. John Heintz, who is the assistant director for program planning, and his associate Mr. Chandler Townsend.

OPENING REMARKS

Mr. Chairman, I'm honored to appear before you today.

Senator STEVENS. Let me interrupt and ask, for my own information, we merged two organizations: Were these people in this organization prior to that?

Dr. BUTCHER. Yes, sir. The two gentlemen on my right were with the Office of Saline Water, and the gentlemen on my left were formerly with the Office of Water Resources Research.

Mr. Chairman, as I noted, this is my first time to appear before this committee. This is the first time that the Office of Water Research and Technology, as such, has requested an appropriation of this committee.

Perhaps, I can synopsize my background for your information. The biography has been noted and is available to you for the record.

This is my second position with the Federal Government. I served for 2 years, in 1971 and 1972, in the Office of Science and Technology, on the staff of the President's science adviser as his assistant for water resources.

I come directly from the University of Texas to this post, and careerwise I've been "in water" in various capacities for a number of years, both in Australia, my native home, and in this country, my adopted home. In the international, national, State universities, professional levels, I've been associated with water programs in various shapes.

BUDGET SUMMARY

I would now like to summarize the statement that has been prepared for you and ask that the full statement be inserted in the record.

The request for the Office of Water Research and Technology for fiscal year 1976 is $18.3 million. This is approximately $1.5 million below the total fiscal year 1975 appropriation for the two constituents in the now superseded offices of the Office of Saline Water and the Office of Water Resources Research. These two offices were consolidated in November 1974. I might note parenthetically that the National Water Commission in its June 1973 report, recommended the establishment of an office of this type. It is roughly comparable to their recommendation. This consolidation has resulted in personnel savings, and a unit which we believe is better organized to cope with the current complex water problems. Further savings in employees are expected as the result of this consolidation.

1976 OBJECTIVES

The objective of the program for the new office in 1976 is to develop new understandings and knowledge needed to solve or mitigate high

priority water resources problems. We propose to move to this objective by carrying on coordinated research, development, scientific information dissemination, and technology transfer programs. We will utilize, through the mechanism of grants and contracts, the outstanding scientific and technical competence that is available to work on this program, using persons in educational institutions, the institutions themselves, private firms, foundations, and other organizations.

PROPOSED LEGISLATION

With respect to legislation, changes are necessitated by the merger of these two programs. These changes have been incorporated into a proposed bill which has been submitted for consideration to Congress.

The proposed legislation envisions, among other things, annual appropriations acts without annual legislative authorizations. Additionally it will provide authority for the technology development initiatives for the future to better assure that the results of completed water resources research are developed to the stage where they can be applied by others to solve water and related problems. That legislation is incomplete at the moment. The patent provision has yet to reach the Congress. However, with that exception, the legislation has been presented to the Congress.

PROGRAM ACTIVITIES

Let me now summarize the activity of this Office.

The activity of the Office can be grouped under six headings: Assistance to States for institutes; matching grants to State institutes. I propose to discuss those two together.

Following on with the list of six: Additional water resources research; and related technology development. I'll then discuss those two together. Finally, the scientific information center and the administrative support necessary to make the whole program function.

WATER RESOURCES RESEARCH INSTITUTES

Returning now, to the first topic, the Water Resources Research Institutes, which covers the first two activities on the list. This is the largest segment of our fiscal year 1976 program, representing $8,730,000. This is for activities we will conduct through the State Water Resources Research Institutes.

These are university organizations. The program is exclusively with universities but not just the universities where the institutes are located. Other universities are associated with and participate in the institute program in their State.

This program will assist water research institutes in each State to solve or mitigate urgent water problems. Particular emphasis is being given to water problems of a regional or river basin nature and to water resource needs and environmental problems generated by the energy crisis.

Based on past experience with this part of our program, we expect that the States will contribute in excess of 50 percent of the cost. I might note here that in the annual allotment program, which is a little more than half of this amount, to the States to carry out the programs, they contribute more than an equal amount toward the research. The

other part of the institute program is a matching fund program where by necessity, through legislation, they must contribute 50 percent toward the research.

SOURCE OF NON-FEDERAL CONTRIBUTIONS

Senator STEVENS. I just looked at the two tables in the back of your statement, your justifications. They're very interesting. But what is the source of the non-Federal contributions listed on the last page? Is that the State institutions?

Dr. BUTCHER. Yes. Referring to that table, on the last page are listed the annual allotment programs. These are contributions that the State makes incidental to this program.

SOURCE OF MATCHING GRANT FUNDS

Senator STEVENS. What's the matching grant program that's added to it—what's the source of that?

Dr. BUTCHER. In the matching grant program, the grant documents include a specific requirement for a non-Federal contribution. These two together are the programs I'm discussing on the institutes, two different provisions under which money is made available to the State. In one there is a necessary contribution of matching funds. In the other there is a substantial contribution but not necessitated by the law.

Senator STEVENS. Am I correct that the last page represents the amount of money the States are contributing to the program? Both columns are State moneys?

Dr. BUTCHER. Yes, non-Federal money. Sometimes the non-Federal contribution can be other than from the States. That's very unusual, but the contribution program, as given there, is almost exclusively State money.

Senator STEVENS. That's very interesting because I picked out five States there which are receiving Federal funds, as I understand, in title I and title II. California is 615; Colorado is 661; Nevada, 523; Texas, 449. Yet I look at the funds they're putting up and they're not considerably higher. Michigan, for instance, is putting up 534. That's only 156 over the Federal program. Why the disparity between that?

Dr. BUTCHER. Perhaps I can explain. The last page refers to the non-Federal support of the title I program. The title I program, on the next to the last page, is in the first column. So, the last page, the total non-Federal contribution, should be related only to the first column, that's the title I column.

The title II program is a conventional grant program, and these are with contractors, with anybody we can profitably do business with, not necessarily universities. Only title I is the universities. So the title I column, on the next to the last page, should be compared to the total column on the last page. Those are the comparable parts of the program. The last page is contributions to the title I program only.

Senator STEVENS. I understand that it compares to the title I.

Dr. BUTCHER. Yes; there's $9,443,000 as compared to a Federal outlay of $8,548,000. That is the source of the more than equal share.

FEDERAL FUNDS/STATE CONTRIBUTIONS

Senator STEVENS. There is no attempt to equalize the Federal allotment to the State contributions, is that right? That is, if a State wants to contribute more it doesn't automatically get additional Federal funding?

Dr. BUTCHER. No, sir. The States may contribute any amount under the title I, section 100 program. However, the State institutes receive, in this budget and in this current fiscal year a maximum of $110,000 per State institute for their program. They must, of necessity contribute funds, because we do not allow them to use Federal annual allotment funds to support, for instance, indirect costs. So, by just receiving Federal money, they are involved in expenditures on their own. This is mutually understood. They also contribute other moneys as well.

Senator STEVENS. Thank you very much. I'm sorry to interrupt you. Please proceed.

IDENTIFYING CRITICAL WATER PROBLEMS

Dr. BUTCHER. Carrying on with the discussion on the research institute in the past year, we've applied increased emphasis to the improvement of procedures for identifying critical water problems and the research needs that are associated with this. This is a continuing process and the evaluation will be updated as we go along based on new information, changing conditions and the like.

Major water research problems in each region of the Nation warrant prompt research attention at this time. The problems have been identified and are described in the budget justification document under a regional classification.

Attached to my full statement are the tables we've just been referring to showing geographic distribution and also there's a table referring to program priority areas on how funds are distributed. We've just discussed the non-Federal contributions to the program shown there.

ADDITIONAL RESEARCH AND TECHNOLOGY

I would like to now move to the third and fourth topics on my list of six, to which I've given the title "Additional Water Resources Research and Technology Development." This is not an exclusively university program but we can use these universities as they appear to be profitable to us to involve, but we're not limited to just universities.

The additional water resources research and technology development activities are planned at a funding level of $6.464 million for fiscal year 1976. Under this program, the Department will continue to use the specialized research and development competence available through private firms, individuals, consultants, universities, and Government agencies.

This program consists of research and development effort directed toward a number of priority topics which we have developed relating to the mission of the Department of Interior.

The topics we have selected for this year are: Improving water resources planning management; encouraging Indian self-determination; promotion of water use efficiency; protection of the environment; solving energy-related water problems; technology assessment and research transfer; and, saline water conversion research, process development and testing. The old saline water research program has been folded into this part of our overall program, and we see this as one of the many topics to which we will devote our research and development effort.

WATER RESOURCES SCIENTIFIC INFORMATION CENTER

Moving on to the fifth item on my list, the Water Resources Scientific Information Center. The 1976 budget proposes $980,000 for continued operation of the Water Resources Scientific Information Center. This center is a focal point for water resources information and is responsible for the collection, storage, retrieval and dissemination of scientific information services to the water resources community.

To give you some idea of the magnitude and scope of this effort, I might mention that during the past year the bank of information now totals 80,000 items. Each of these items represents a publication on water resources research and is a product of research carried out by any organization, including our own.

We've also moved to the use of an improved fast computer retrieval system that is located in Oak Ridge, Tenn. This is by agreement with the Atomic Energy Commission to facilitate the use of this vast collection of information. At the same time, it enables us to get access to other related information under headings of: "Nuclear Science Abstracts," "Energy Data Base," "Toxic Materials Data Base," "Energy R. & D. Projects," "Heated Effluent Bibliography," and "Solar Energy." While we can have access to ours, we can equally provide access to these other collections of materials. We are the user of this system and we have places around the country where water resources people can have access to the system.

In the development of this information, we use what we call centers of competence. These are a list of 10 universities, usually but not necessarily, who act to provide the input. We've added to our list this year the Illinois State Water Survey, which provides information on hydrology. They look at the literature coming forward, screen it for incorporation to keep the collection up-to-date on that topic. They are 1 in a family of 10 to give us coverage across the water resources field.

ADMINISTRATION

I'd like to mention administration briefly. We have made savings in employees and funding from the consolidation of these two offices. The administrative program is estimated to cost $2,153,000 next year for salaries and related personnel expenses, supplies and support services.

ADDED POSITIONS

The projected staff level for the entire program is not 64 as is in the document, but 70. We've recently received permission to add six more positions for next year. It will be at 64 by the end of this fiscal year,

but we have permission to add six for next year. The impact of the extra six will be something we'll be looking at and it's too early to suggest a supplemental request, but we must look at this to see if we can absorb this within the regular budget.

This concludes the summary, Mr. Chairman, of my complete statement. I'd be pleased to provide any information that you desire.

STATUS OF LEGISLATION

Senator STEVENS. What's the status of legislation to authorize this consolidation?

Dr. BUTCHER. We've sent the draft legislation to the Congress. The patent provision is not yet with you. An evaluation is taking place on this. I was discussing this matter just yesterday with some of the Senate staff of the Interior and Insular Affairs Committee. It's likely there may be hearings set for later in the year. It's a possibility that consideration of the bill itself will be possibly next year.

But, you're waiting on us to provide missing pieces of the patent provision before any explicit action is taken. Mr. Chairman, for your purposes, that bill is S. 1301. We expect to have the patent article completed by next week and there will be immediate transmission to you for your information, at which time you will have the complete bill.

[The information follows:]

The patent article had not been cleared for transmittal as of May 30, 1975.

Senator STEVENS. Does any of the new technology development initiative mentioned in your statement depend upon the authorization in that legislation?

Dr. BUTCHER. Not for this fiscal year. The legislation is needed for next fiscal year. Programs are authorized for fiscal year 1976 either under the Water Resources Research Act, or H.R. 3109, which the House has acted on but has not been considered, as yet, by the Senate. With the Senate passage of that bill, we will have authorization for the program we're speaking of today.

PERSONNEL REDUCTIONS

Senator STEVENS. You mentioned the reduction of personnel for this consolidation. For the record, will you submit us the number of positions, and grades and how many of them were from OWRR and how many from OSW? You don't have to do this now, you can submit something for the record.

Dr. BUTCHER. I will provide that for you.

[The information follows:]

Personnel savings as a result of consolidation—June 30, 1975—Office of Saline Water Savings: 1 GS–15 general administrator; 1 GS–7 accounting technician; 2 GS–6 voucher-auditor. Office of Water Resources Research Savings: 1 GS–8 steno; 1 GS–5 mail and file clerk.

Senator STEVENS. How much of that personnel reduction is tied to consolidation and how much is related to program reduction as proposed in this budget?

Dr. BUTCHER. That's a matter of jugment. I'll ask my administrative manager to give us guidance on that.

Mr. KOOP. We anticipate approximately three to four positions by consolidation, sir. Most of these are in the administrative area.

Senator STEVENS. Three or four?

Mr. KOOP. Three or four, yes.

Senator STEVENS. Any other personnel reduction related to program reduction?

Mr. KOOP. Yes, sir.

Senator STEVENS. To what areas are they related?

Dr. BUTCHER. To the saline water conversion program.

SUPERGRADES

Senator STEVENS. Why do you need 10 supergrades in a consolidated office?

Dr. BUTCHER. We operate a program which provides high-level guidance to leading professionals in the Nation's water and water research community, and it seems to me that we do need these people to get the proper monitoring and guidance to the professionals that we're engaging outside our Office. We must have the skill in-house to respond correctly to the skills we're employing outside.

NEW POSITIONS

Senator STEVENS. What are the levels of those six new positions you mentioned?

Dr. BUTCHER. The six new positions—the document that I have from the Assistant Secretary approves an Assistant Director of Technology Transfer, the Inter-Agency Coordinator, and Assistant Director of Technology Development and associated secretarial staffs. Those three senior positions would be 16s, and three secretarial people are to support them.

Senator STEVENS. Three more supergrades?

Dr. BUTCHER. Right.

Senator STEVENS. You have 13 supergrades out of how many people?

Dr. BUTCHER. Total personnel would be 70 next year. At the present time we have 69. We will have some reductions that will take this down, but 70 is our approved level for next year.

Senator STEVENS. That's a lot of chiefs and not many Indians.

Dr. BUTCHER. Sir, it won't work out quite that way. In anticipation of the approval for six new positions we have filled a couple of present positions with these people and we'll replace some of the vacancies with lower grade people in the coming year. So not all the personnel next year will be supergrades. Probably, two or three.

ANALYSIS OF PERSONNEL

Senator STEVENS. We have a little difficulty in reconciling the personnel data from the prior agencies with the new consolidated agencies. Would you give us a full breakdown of personnel, both permanent and equivalents for 1975 and 1976, showing which are to be assigned to saline water and which to water resources research? In other words, a comparison document for the record.

[The information follows:]

OFFICE OF WATER RESEARCH AND TECHNOLOGY

DETAIL OF POSITIONS—JUNE 30, 1975

	Fiscal year 1975		Fiscal year 1976	
	SWC	Other	SWC	Other
Permanent positions:				
GS–18		1		1
GS–17	1	1	1	1
GS–16	3	5	3	8
GS–15	4	7	4	8
GS–14	7	6	7	6
GS–13	1	2	1	3
GS–12		1		1
GS–11	1	1	1	1
GS–10		2		2
GS–9	2	1	2	1
GS–8	1	6	1	7
GS–7	1	7	1	7
GS–6	1	1	1	1
GS–5		1		1
GS–4				
Total permanent	22	42	22	48
Equivalent positions:				
GS–15	0	2	0	2
GS–14	1	1	1	1
GS–4	1	2	1	2
GS–2	1		1	
Total equivalent	3	5	3	5

PRIORITY OF SALINE WATER PROGRAMS

Senator STEVENS. Last year when OWRR and OSW were combined, we were assured that this consolidation would not result in a downgrading of saline water research. Yet it appears this has happened. We have consistent reductions in saline water research and increases in other water research. Why has this happened, and is this a change of policy?

Dr. BUTCHER. Sir, the saline water conversion research program for fiscal year 1976 is almost identical with the appropriation request of last year, less than 1 percent.

Last year we did receive a supplemental, and this changed the picture. This year's appropriation request is the same as last year.

Senator STEVENS. But your personnel are being reduced. They're basically coming out of saline water.

Dr. BUTCHER. Yes. This is because the saline water program, having reduced funds available for expenditure, is still feeling the effect of previous appropriations. We are shaking down to a new level of operations. We've not quite achieved that yet.

Senator STEVENS. Has there been a departmental or OMB decision to deemphasize saline water research?

Dr. BUTCHER. No, sir. Saline water research has a place in OWRT, which we've explained here. There's no directive to downgrade. It has a very important part. We hope this is relevant to the problem and it now fits in a bigger framework.

FUTURE OF SALINE WATER RESEARCH

Senator STEVENS. Well, this program obviously has been downgraded, and downgraded severely. This committee needs to know where saline water research stands now and where it is headed in considering future funding. I think it would be helpful to provide for the record a concise summary of this situation and some specifics as to your planning for the future.

Dr. BUTCHER. We will be pleased to provide that.

[The information follows:]

The redirection or restructuring, if you will, of the Saline Water Conversion Program took place several years ago. During this period high priorities were assigned to the critical energy problem, budget austerity was the theme. Faced with these realities the Department and the Office of Management and Budget, after carefully reviewing priorities and funding constraints and considering that much of the technology developed by the Office of Saline Water was either in the market place or moving into the market place, new emphasis was given to the Saline Water Conversion Program. This emphasis was to direct efforts towards research and development of membranes for the conversion of sea water.

The Saline Water Conservation Program is to continue the work on the research and development of sea water membranes at a level commensurate with need and a new mode of economics resulting from the energy crisis. When the brackish water work is finished at Roswell, New Mexico, in support of the Colorado River Basin Salinity Control Project, that program will have served its purpose and be concluded. After approximately nine months to a year of operation of the Fountain Valley VTE/MSF Module located at Fountain Valley, California, that program will have reached its plateau. No further work will be done in that area. The distillation process, as you know, has been in the market place for some time, and any further work would require large investments to refine the process further without a corresponding level of benefit. Further development of this process can best be handled by industry in relation to the economics of the market.

The Saline Water Program and others are evaluated from time to time and annually in connection with the development of budget estimates. If water problems and economics indicate, emphasis in this program as well as other programs may be further modified. We are looking for new applications for desalting technology and in view of the new drinking water standards there appears to be a whole new field for desalting applications. Any proposed major changes would be transmitted to the Congress for review before actually moving ahead.

After design and construction of the Brackish Water Membrane Plant for the Colorado River Basin Salinity Control Project brackish water membranes should be commercially available. It is a pleasure to report that the Federal Government has in fact advanced a technology to maturity and we are now looking for new applications into which these processes can be modified and inserted to assist in the overall water resources planning picture.

DEVELOPMENT OF FISCAL YEAR 1976 BUDGET ESTIMATES

Senator STEVENS. We would also like to have for the record a table showing the development of your 1976 budget by activity and subactivity, indicating what amounts were requested by OWRT, the Department and OMB on the three levels.

Dr. BUTCHER. I'll have that prepared.

[The table follows:]

OFFICE OF WATER RESEARCH & TECHNOLOGY
Budget Estimates
FY 1976
(In Thousands)

Program Activity	Optimum Program Proposed			Budget Proposed to OMB			Budget Submitted to Congress		
	WRR	SWC	New Function	WRR	SWC	New Function	WRR	SWC	New Function
Asst. to States for Institutes	7,875			5,760			5,730		
Matching Grants to Institutes	4,000			3,000			3,000		
Additional Water Research	4,810	8,550		4,390	1,410		3,664	1,410	
Sea Water Membrane Processes		2,250			1,310			1,310	
Sea Water Freezing Processes		400			100			100	
Energy Research	1,700	2,400		1,020			864		
Salinity Control		500							
Waste Water	300	3,000		200					
Water Resources Research	2,810			3,170			2,800		
Technology Development	2,190	10,550	640	2,540	750	640		750	640
Technology Transfer			640			640			640
Test Facilities & Modules		4,560			250			250	
Sea Water Membranes		1,140			500			500	
Sea Water Freezing		500							
Salinity Control		850							
Waste Water		2,000		550					
Energy Development	400	1,500		200					
Irrigation Efficiency	850			850					
Watershed Mgt.	200			200					
Salinity Mgt.	740			740					
Scientific Information Center	1,110			980			980		
Administration	1,240	2,300		1,490	840		1,313	840	
Totals	21,225	21,400	640	18,160	3,000	640	14,687	3,000	640

BUDGET CUTS

Senator STEVENS. Was saline water cut at any level by your agency? Did the department cut the saline water emphasis, or did OMB cut saline water?

Dr. BUTCHER. Saline water conversion research was not cut by OMB; they conceded to our request——

Senator STEVENS. Did the department cut it?

Dr. BUTCHER. I will have to ask one of my staff to answer historical questions, since I've only been on the job for a month.

Mr. TOWNSEND. During the course of the budget development, various levels of funding were discussed with the Assistant Secretary and the Under Secretary, which is typical of each program planning cycle. Some programs were proposed in excess of what the department thought were realistic in the light of fiscal constraints. I don't remember the specific numbers but some of the programs were cut back.

Senator STEVENS. On saline water?

Mr. TOWNSEND. Yes, sir.

Senator STEVENS. I got the impression that in the consolidated agencies, saline water is going to be downgraded.

Dr. BUTCHER. In terms of cuts, it seems. We've had the nonsaline water part of our program reduced severely from our original request. Saline water was certainly not the only one that suffered cuts.

The saline water conversion program, however, is the important place and there is no intention to cut this beyond the kind of level we asked for last year and this year.

Senator STEVENS. Are there any specific activities for saline water that would be terminated as the result of this request?

Dr. BUTCHER. Our funds are for various contracts and these contracts, as they are completed, will terminate themselves. There's a natural termination of all our activities and then we start our new activities consistent with the funds we receive from the Congress.

SALINE WATER CONVERSION PLANTS

Senator STEVENS. Are you closing any plants?

Dr. BUTCHER. The only plants we have are Wrightsville Beach for sea water. That will go on through fiscal year 1976. Supplemental appropriations made available last year for Roswell, N. Mex., will fund activities at Roswell through fiscal year 1976. These are the two active test stations we have.

Senator STEVENS. Within this fiscal year that we're dealing with now, 1976, will any of these saline water research facilities be terminated?

FOUNTAIN VALLEY TEST MODULE

Dr. BUTCHER. Not of the two that I've mentioned, but there is a termination planned in the project at our Fountain Valley test station. This is a VTE/MSF test module that has been built there.

The funds we have for testing will allow us to test part way through fiscal year 1976. The funds we have available will take us to, probably,

January 1976, at which time we expect the program will be completed and, therefore, activities at Fountain Valley, in a sense, will terminate. That's a station owned by Orange County Water District. They have Federal expenditures there, but our activities are planned to terminate when our job there is complete. That is not saying we're discontinuing this facility.

Senator STEVENS. I see you have transferred a portion of your rights to the Wrightsville Beach property.

Dr. BUTCHER. We have transferred a portion, but we have activity that we're carrying on there that has not been impaired by the transfer. We have ample facilities there for a vigorous ongoing program.

PROGRAMS REQUIRING AUTHORIZATION FOR FISCAL YEAR 1976

Senator STEVENS. Are any specific portions of the request contingent upon authorization?

Dr. BUTCHER. Yes; the part that depends on the Saline Water Conversion Act. The Senate must pass the authorization bill for these programs if we're to receive the funds. The House has passed the authorization bill (H.R. 3109), but the Senate has not considered this as yet. These programs are contingent on that passage.

This budget request was set up on the assumption that a new authorization bill for the whole office might have passed at this point. It has not taken place and it presumably will not take place until next year. It is essential for fiscal year 1977's budget because our authorizations will cease. This is the last year for which we have authorization for title II of the Water Resources Research Act.

Senator STEVENS. When does the saline water authorization expire?

Dr. BUTCHER. 1975. It's an annual authorization process. The act itself expires in 1977, but it's subject to annual authorization for appropriations. This year's authorization for saline water conversion is not yet completed.

TITLE I FUNDING

Senator STEVENS. Are you retaining fully the increases that Congress approved last year for grants to institutes and matching grants?

Dr. BUTCHER. The grant institutes will remain at the level which Congress set up last year of $110,000 per institute. That is implicit in this budget.

Senator STEVENS. What about the matching grant?

Dr. BUTCHER. The matching grant funds requested are the same as last year.

REGIONAL EMPHASIS

Senator STEVENS. Please give some examples of how your proposed regional emphasis will strengthen the title I research program.

Dr. BUTCHER. The establishment of regional organizations within the water resources research structure will bring to bear considerable expertise on water problems that are common to a region. The region organizations working in consort with the State institutes, State water planners, and local water operators, provide the framework for dealing with problems on a concentrated basis maximizing resources to the fullest and bringing them to bear on real water problem areas.

NEW INSTITUTES

Senator STEVENS. What about the two institutes for the District of Columbia and the Virgin Islands?

Dr. BUTCHER. These are funded at the $40,000-a-year level. This is a transition period for them and we believe this level of funding enables them to phase into the state rate of $110,000, which they must reach in the future; but we've not proposed that level for fiscal year 1976. We feel that it would be premature at this point, but they must come to this level because they will join the family of institutes eventually.

Senator STEVENS. What kind of work are the two new institutes in the District of Columbia and Virgin Islands undertaking, and what specific contributions are expected from this work?

Dr. BUTCHER. Virgin Islands is undertaking water resources research into a highly critical and local water supply situation. The options available to the Virgin Islands are limited. Conversion of seawater, of course, is one that is currently being utilized. Other techniques are water storage or water importation and water management. Water requirements in the Virgin Islands are highly dependent upon the tourist trade. Water storage facilities are limited. The work being conducted here can have application in other areas with limited options available to them.

The District of Columbia is faced with water management and water quality problems. We expect to obtain from the new District institute information that will assist in managing water for a large metropolitan area involving two States and subject to large amounts of upstream pollution.

MATCHING GRANTS

Senator STEVENS. Under the $3 million matching grant program, what is the total of State matching offers in fiscal year 1975?

Dr. BUTCHER. The non-Federal matching funds amount to approximately $3.5 million and encompass 87 research projects. For every Federal dollar invested, the institutes match or exceed the amount with their funds.

Senator STEVENS. I'm told that several States made no request for matching grants in 1974. What's the situation in the current fiscal year?

Dr. BUTCHER. I will defer that question to Mr. Jorgensen.

Mr. JORGENSEN. I believe there were seven States in this year that did not request funds in the matching program grants area.

Senator STEVENS. Could you give us a list of those for the record, please?

Mr. JORGENSEN. Yes, sir.

[The list follows:]

Institutes that have not requested matching grants for fiscal year 1975: 1. Guam; 2. Maryland; 3. New Hampshire; 4. Puerto Rico; 5. Vermont; 6. Virgin Islands; 7. West Virginia.

TITLE II FUNDING REQUEST

Senator STEVENS. The title II request for additional water resources research is $5 million. This is a reduction in total funds available. How does it compare with 1975 total appropriations?

Mr. HEINTZ. The difference is in the saline water conversion programs.

Senator STEVENS. How much?

Mr. HEINTZ. About $500,000. This results from the effects of the $2.9 million supplemental for fiscal year 1975.

CARRYOVER FUNDS

Senator STEVENS. What are you doing with this $1.6 carryover fund for title II? Is that all saline water funding?

Dr. BUTCHER. That is all saline water. We cannot carry funds over in water resources research. Those are yearly funds.

Senator STEVENS. Are there going to be any unobligated balances at the end of the current year?

Dr. BUTCHER. It's our plan not to have any unobligated funds out of the regular appropriations. We are working on plans, and we hope to achieve them, for getting all this money obligated. This does not apply to supplemental appropriations. This came late in the year. We're working on this, and we expect that possibly half of that will be unobligated at the end of the fiscal year.

But as to our regular new appropriated funds, our aim is to have that all taken care of by the end of the fiscal year.

ISRAELI DESALTING PLANT

Senator STEVENS. Do you have any role in the Israeli desalting project?

Dr. BUTCHER. Yes, sir. We are, in a sense, a consultant to AID in handling that. We're responsive to them with a memorandum of understanding. Mr. Walter Barnes, on my right, has been dealing with this project and we are in a sense, simply consultants to AID in whatever activities are proposed there. In our memorandum of understanding, consummated some time ago, the agreement was to work on various problem areas.

WATER RELATED ENERGY PROBLEMS

Senator STEVENS. We're dealing with energy-related problems. We are told that energy-related water problems are to have a high priority, but your program shows a reduction in this area under additional water research. Can you tell us why?

Dr. BUTCHER. That reduction is not in that topic, sir. In the budget document there is a breakdown of the various topical emphasis under that program. It shows the change from year to year. That topic has not gone down in priority.

I stand corrected, it's gone down a trifle. In fiscal year 1975 we had $900,000 for energy-related water problems. It's approximately the same, $864,000 for fiscal year 1976. So, given that small difference, there's no diminution.

Senator STEVENS. In view of the fact that we've doubled or tripled energy-research moneys elsewhere, why isn't the energy-related water problem given higher priority in your budget?

Dr. BUTCHER. We are dealing with energy-related problems as far as they relate to water. This is not energy research but water research as it involves an energy problem.

OIL SHALE PROBLEM

Senator STEVENS. Take the oil shale problem; I understand that's directly related to water. Are you involved in it at all?

Dr. BUTCHER. From the research end, yes; but not from an operational standpoint. This is their own program. I understand there are other programs in the Government which are dealing with this as well.

COORDINATION OF FEDERAL ENERGY PROGRAMS

Senator STEVENS. What coordination is there between your office and the energy office in Interior and ERDA and the others to see that research is coordinated into the areas of the potential energy expansion?

Dr. BUTCHER. We have a number of activities in coordination both within the Department of the Interior and across the agencies. Within the Department of the Interior, we have been given the role of coordinating all the water research. We're in the middle of the process now of looking at the program for fiscal year 1976, across the board within Interior, to identify total program and the overlaps and missing pieces to be sure Interior has a unified approach to these problems.

Across the agencies outside of Interior, we have the Interagency Research Coordinator.

DELETED ENERGY RELATED RESEARCH

Senator STEVENS. Is there any item deleted in your request relating to energy water resources, research that's related to energy?

Dr. BUTCHER. Yes, sir, there was.

Senator STEVENS. What was that?

Dr. BUTCHER. There were several research programs for work on energy problems, and one was deleted from our request.

Senator STEVENS. Would you give us the details of that for the record, and how much money was it?

[The information follows:]

A relatively small research effort on conversions of Geothermal brines to usable water for energy production was deleted. This program was originally proposed at $190,000.

Dr. BUTCHER. We had a coordinating exercise with what was then the energy people in Interior, now ERDA. Following the coordination, decisions were made to include some of our proposed research in their programs. This is not a deletion in total from the Government program, but from our program, presumably through coordination. We requested $1.02 million for what we call solving energy-related problems involving water considerations, and an adjustment was made to that, dropping out approximately half of that. We come back to an amount of $864,000 as the amount that was approved from that proposal. This resulted from the coordinating activities with the energy people.

Senator STEVENS. Will you give us the detailed amount of research, type of research, and its objective that was represented by the reduction that could have been accomplished if you had it in?

Dr. BUTCHER. I'll supply that.

[The information follows:]

ADDITIONAL WATER RESOURCES RESEARCH—ENERGY

FISCAL YEAR 1976 PROPOSED PROGRAM

Program	Proposed funding level	Approved funding level
Coal extraction—Environmental impact on ecosystems	$370,000	$370,000
Coal conversion—Water requirements, social and economic impacts	185,000	185,000
Oil and gas exploration—Effects on the water and water-related environment	135,000	135,000
Uranium—Impact on water and water-related environment, stabilization and reclamation of spoil piles, and assessment of effects of migration of lechate into natural waters	140,000	174,000
Geothermal—Conversion of hot geothermal brines to useable water, water augmentation	190,000	----------
Total	1,020,000	854,000

COAL GASIFICATION AND LIQUEFACTION

Senator STEVENS. In terms of coal gasification and coal liquefaction, there are quite a few water problems involved. Is there any thing relating to your budget in those areas?

Dr. BUTCHER. The budget item for this amounts to $1 million. We've talked about water problems with coal extraction, coal conversion, oil and gas exploration, effects on the environment, uranium and its effect on the environment, and in geothermal desalination. These are the total of the $1 million requested, and you see that only half of that money—I'll have to ask my assistant director if he can tell me what the reductions and remainders relate to.

Senator STEVENS. That would be covered in the request that I just made to you for the specifics for that money area.

Dr. BUTCHER. Yes. That will be covered in that.

BRACKISH WATER RESEARCH

Senator STEVENS. Why is the $2.9 million supplemental for brackish water research being programed over 2 years? Are you saying you need no additional funds for this work in fiscal year 1976?

Dr. BUTCHER. The $2.9 million supplemental appropriation for brackish water research in support of the Colorado River Basin salinity control project was for an 18- to 20-month period and will carry this research and development program through fiscal year 1976 without additional funding.

OTHER CHANGES IN ADDITIONAL WATER RESEARCH

Senator STEVENS. Although the saline water research program is being reduced, you list increases in most other additional water research programs. Please submit for the record a detail of the cost factors involved in these increases.

Dr. BUTCHER. We will be pleased to submit for the record a breakdown of the increases and decreases in the various levels of our program.

[The information follows:]

Following are additional water research programs showing amount of increase requested and explanation of the need for the increase:

Improving Water Resources Planning Management—FY 1975—$1,340,000, FY 1976—$1,400,000, an increase of $60,000.

The increase is from studies relating to public land energy development programs as they impact on water resources or water related resources. This research program deals with new waste resource planning and management techniques for opportunities in public land energy development programs.

Encouraging Indian Self Determination—FY 1975—$135,000, FY 1976—$200,000, an increase of $65,000.

The increase is for development of methods and procedures needed by Indian decision makers to establish planning objectives, to formulate and develop feasible alternative water resource systems.

Promotion of Water Use Efficiency—FY 1975—$275,000, FY 1976—$500,000 an increase of $225,000.

The increase is directed toward water resources research to increase agricultural productivity of a unit of water, vegetation management for maximum water use efficiency and watershed yield improvement including salinity management and control. Conversion technologies will be considered as an alternative for salinity management and control.

Protection of the Environment—FY 1975—$520,000, FY 1976—$700,000, an increase of $180,000.

The increase is directed toward the protection of the environment as it is affected by the development of energy resources. Specifically, water resources research on the effects of energy development as it relates to inland and coastal wetlands, lakes, rivers and estuarine resources. Conservation planning for protection of aquatic ecosystems as these environmental systems are affected by other programs.

INDIAN ASSISTANCE

Senator STEVENS. You have a $200,000 request, which includes a $65,000 increase, for water research relating to encouraging Indian self-determination. Much of your program seems similar to that conducted by the BIA. Is there any overlap?

Dr. BUTCHER. No, sir. Our program and the BIA's program are closely coordinated. Our office has the responsibility for coordinating all of the water resources research programs with the Department of Interior including the BIA.

TECHNOLOGY DEVELOPMENT

Senator STEVENS. Under technology development you request only $750,000 for saline water conversion, down by nearly $4 million from the fiscal year 1975 program. Is this phaseout money, in effect?

Dr. BUTCHER. No, sir, the $750,000 for saline water conversion technology development is for development work on sea water membranes and the testing of those sea water membranes at the Wrightsville Beach Test Facility. As I mentioned earlier, funds for operation of the Roswell Test Facility were provided in the $2.9 million supplemental budget. Funds for operating the Fountain Valley Test Facility were appropriated in fiscal year 1974 and fiscal year 1975.

Senator STEVENS. Apparently, the only new funding for saline water test facilities is for Wrightsville Beach. Is that correct?

Dr. BUTCHER. That is correct. We are requesting $250,000 of the $750,000 just mentioned for the operation of the Wrightsville Beach Test Facility to provide the support for our sea water membrane testing program.

STATUS OF FACILITIES

Senator STEVENS. How much longer do you plan to keep operating the Wrightsville Beach and Roswell facilities?

Dr. BUTCHER. Current plans call for the operation of the Wrightsville Beach Test Facility through fiscal year 1976. We are currently developing our program plans for fiscal year 1977. These plans are still in the process of formulation and have not been presented to our Assistant Secretary or to the Secretary. However I would like to say that the sea water membrane development program will continue into fiscal year 1977 and it is probable that the testing will take place at the Wrightsville Beach Test Facility.

The Roswell Test Facility will have served its useful purpose when the program is concluded for the membrane research and development in support of the Colorado River Basin salinity control project. It is therefore our plan to phase this facility out in early fiscal year 1977.

SEA WATER CONVERSION

Senator STEVENS. Tell us where the sea water membrane research stands at this time and where future work is being directed.

Dr. BUTCHER. Current emphasis on reverse osmosis sea water desalting is being placed on comparative testing of single pass hollow fiber and spiral wound RO pilot plants at the Wrightsville Beach Sea Water Test Facility. Both cellulosic and noncellulosic RO membranes have been evaluated in relatively short term tests and have given encouraging results. Within funding limitations, it is planned to continue evaluation testing of selected systems using improved membranes and module design features.

BRACKISH WATER ACCOMPLISHMENTS

Senator STEVENS. What is being accomplished to date with the brackish water development work at Roswell?

Dr. BUTCHER. Because of its generalized nature, the brackish water research and development program now being conducted at the Roswell BWTF is being phased out. OWRT is in the process of redirecting this development program to have it more responsive to the specific needs of the 100 mgd Yuma desalting plant. Specific areas to be investigated will include special pretreatment studies, large RO and ED module testing and development, and evaluation of low pressure RO membranes and dry RO membranes.

Senator STEVENS. Are any funds requested for designing the Yuma desalting plant?

Dr. BUTCHER. As I mentioned, the research and development work in connection with the Colorado River Basin salinity control project is taking place at our Roswell facility. However, the Bureau of Reclamation is conducting a test and evaluation program at Yuma for which they are providing the funds and coordinating this program with us. We are not requesting any funds for designing the Yuma desalting plant. Funds for the Colorado River Basin salinity control project were authorized and funds appropriated under separate legislation to the Secretary of the Interior who in turn has designated the Bureau of Reclamation as the lead agency in Interior for the design and construction of the 100 million gallon-per-day membrane desalting plant to be located in Yuma, Ariz.

ORANGE COUNTY PLANT

Senator STEVENS. Your opening statement speaks of startup operations at the Orange County plant in California, but there is no mention of this in the justifications. How much is being allocated for this work in your budget, or is this all locally financed?

Dr. BUTCHER. The 1976 budget does not request funds for the operation of the Orange County plant in California. Funds for the operation of this plant are made up of funds appropriated for fiscal year 1975, $888,000, funds obligated under operation and maintenance contracts from fiscal year 1974 funding, and an additional increment of $500,000 that the Bureau of Reclamation is repaying to the saline water conversion program for preconstruction activity performed by OSW in support of the Colorado River Basin salinity control project.

Total funds available for the operation of the module for fiscal year 1976 amount to about $2.3 million. The Orange County Water District has participated with us in this project and they have furnished the land, the seawater intake and discharge systems, and the energy supply. The Orange County financial investment amounts to approximately $3.5 to $4 million.

Senator STEVENS. Your statement also mentions 1976 development of a small pilot plant to test a freezing process. What funding is budgeted for this, and why doesn't it appear in your justifications?

Dr. BUTCHER. The statement in the 1976 budget justification concerning the development of technology for a small freezing process pilot plant refers to research work or laboratory work that normally takes place before decisions are made as to whether to test the process employing a pilot plant. There were no funds included in the fiscal year 1976 budget for the pilot plant as the research will take place during fiscal year 1976. If the research indicates further work is warranted, funds would then be requested in the fiscal year 1977 budget request.

TECHNOLOGY AND RESEARCH TRANSFER

Senator STEVENS. You show a new program of technology and research transfer costing $640,000. What cost factors are involved in that proposal?

Dr. BUTCHER. This is a new initiative of the Office of Water Research and Technology. The purpose of this program is to move water resources research and saline water conversion technology to the point of practical application. The transfer of technology, developed over the years and being developed, to actual water problem situations, I believe, is one of the most important functions of this office. I believe that research developed through Federal funding should move into practical application at the earliest possible date to the fullest extent possible so that the maximum return can be obtained from research dollars spent.

The amount requested in the fiscal year 1976 budget will be used to adopt the technology, if necessary, and move the technology into practical application situations. Applicative of membrane technology for the Wellton Mohawk is an example of how this program can move research into an actual water resource problem solving situation.

SUPPLIES AND EQUIPMENT

Senator STEVENS. Your object classification shows a small increase for supplies and equipment. Why is this needed in an overall program that is reduced so sharply?

Dr. BUTCHER. The OWRT program as I mentioned in my opening statement is approximately $1.5 million lower for fiscal year 1976. The reduction is only about 12 percent. The amount shown for supplies and materials of $90,000 does indicate a $3,000 increase over the fiscal year 1975 level. The cost of furnishing office supplies consisting of pencils, paper, and so forth, has felt the effects of inflation.

TRANSITION PERIOD FUNDING

Senator STEVENS. For the July to September transition period you show amounts for additional water research in administration that are slightly higher than 25 percent of your 1976 level. Why is this?

Dr. BUTCHER. During each summer we employ a few students under the summer employment program to pinch-hit for our regular staff while they are on their summer vacations. Therefore there is a slight increase in administrative salary costs during the summer months that is reflected in the transition quarter.

The additional water resources research involves our grant and contract program and it is customary for university researchers to commit graduate students as early as possible during the spring and summer. They must have some indication as to the grants they will receive during this period in order to line up the grad students with appropriate research backgrounds. It is therefore necessary to award some of our grants early in the summer so that commitments can be made to grad students.

Senator STEVENS. I would appreciate if you would answer several questions from Senator McGee that we will submit to you for the record, and any other specific questions that the staff might submit to you regarding your classifications.

Dr. BUTCHER. We'd be pleased to, sir.

[The questions and answers follow:]

QUESTIONS BY SENATOR M'GEE

Question. One of the items you list for priority attention for fiscal year 1976 is the Missouri basin region's water research for energy development. Yet, in your summary of program funding, you list a $36,000 cut in appropriations request over fiscal year 1975. What is the reason for this? Please supply a justification in detail.

Answer. The matching grants program that includes water requirements for energy is shown at the same level for fiscal year 1975 and fiscal year 1976. The additional water resources research program shows a net decrease of $496,000 from fiscal year 1975 to fiscal year 1976. As noted on page 11 of the budget book, $36,000 of this decreased amount has been attributed to solving of energy related water problems, particularly in the West. Other additional water resources research programs, for example, promotion of water use efficiency and protection of the environment, show substantial increases. However, the breakdown off funding estimates within the additional water resources research activity is not so rigid as to preclude a shift of funds from one program to another based upon priorities.

Question. Do you think that fiscal year 1976 funding of the State water resources research institutes at $110,000 is adequate, given the inflation rate? Since this appropriation request is the same as in fiscal year 1975, do you think that the institutes can function effectively on this amount?

Answer. I believe that the institutes will function adequately on the allotted amount. There are always research programs that are worthy and cannot be funded since there is never enough money to go around.

SUBCOMMITTEE RECESS

Senator STEVENS. Thank you very much, gentlemen. The subcommittee will be in recess until the call of the Chair.

[Whereupon, at 11:55 a.m., Friday, April 18, the subcommittee was recessed, to reconvene at the call of the Chair.]

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS FOR FISCAL YEAR 1976

MONDAY, APRIL 21, 1975

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met at 10:15 a.m. in room 1114, Everett McKinley Dirksen Office Building, Hon. Ted Stevens, presiding.

Present: Senators Stevens and Young.

DEPARTMENT OF THE INTERIOR

OFFICE OF THE SOLICITFR

STATEMENT OF KENT FRIZZELL, SOLICITOR, OFFICE OF THE SOLICITOR, DEPARTMENT OF THE INTERIOR

ACCOMPANIED BY:
DAVID E. LINDGREN, DEPUTY SOLICITOR
LOUIS E. STRIEGEL, SPECIAL ASSISTANT
DONALD K. CHARNEY, ADMINISTRATIVE OFFICER
FRANCIS M. WILES, DIRECTOR OF BUDGET

BUDGET ESTIMATE

Senator STEVENS. Good morning. We are going to begin today with the Office of the Solicitor. I am happy to see you here with your associates.

The Office of the Solicitor is requesting a fiscal 1976 appropriation of some $12 million. This is $1.2 million over appropriations to date for the current year and includes 25 new positions. The justification has already been included in the record [pt. 1, pp. 1013-1040].

Mr. Frizzell, would you introduce those who are with you at the table and proceed with your opening statement—there is a litle bit of poetic justice about this budget request. It seems to me that increase is about the amount that I had for an entire year when I was a Solicitor.

Mr. FRIZZELL. No doubt, Mr. Chairman. We would hope—I shall not say the quality of legal services has improved accordingly.

Senator STEVENS. That's very good of you. But the legal burden certainly has increased.

PREPARED STATEMENT

As I started to say, your full prepared statement will be included in the record and you may highlight it if you wish.

[The statement follows:]

Mister Chairman:

I appreciate this opportunity to appear before you and your Committee to present the Solicitor's Office budget request for 1976, and for the 3-month transition period ending September 30, 1976. Our request for F.Y. 1976 is $12,014,000 for 453 positions. This request represents a net increase over F.Y. 1975 of $932,000 and 25 full-time positions. $671,000 or 72% of this increase is considered to be of an uncontrollable nature--that is, these are funds which must be expended pursuant to executive orders, automatic salary increases and increased cost for services provides by other Governmental agencies.

I have made the efficient utilization of legal talent a high priority item within the Solicitor's Office since I became Solicitor in April 1973. During the past year, I feel that we have made significant improvements and have increased productivity from our staff. We are attempting to improve our attorney-client relationship and ensure more constructive involvement with our clients in the earliest stages of potentially volatile or controversial matters. I would like to point out several of the measures which have been taken in the last year which I feel will enable us to fulfill our goals.

(1) We have expanded the role of the Administrative Office to reduce the amount of nonlegal work required to be handled by our attorneys.

(2) We have instituted a system for insuring that the correspondence is assigned to an appropriate attorney within a 48-hour time frame, and have supplemented this with a tracking system to locate the progress of our response to the correspondence.

(3) We have instituted a policy whereby all Congressional mail will be acknowledged or completed within 48 hours from its receipt.

(4) We have implemented a system whereby all the cases and the major workload of each attorney can be identified, as well as his priorities, to allow supervisory officials to have a better method of reviewing work and improving the quantity and quality of our legal services.

(5) We are in the process of developing a management information system to analyze and update this workload data to insure that legal matters are handled in a timely fashion.

(6) We are in the final stages of implementing a management system so that we can control our budget on a day-by-day basis.

(7) We plan to begin a design of an automated control system for our cases so that we may be able to obtain the status of any given case within minutes. This system will allow an almost immediate response to any inquiry from any source relative to a particular status of any given case.

(8) We plan to increase the use of administrative, paralegal and law clerks. This effort will result in a lower dollar cost for legal services because it will free the lawyers to devote their full time to more significant legal matters, rather than items that can and should be performed by personnel earning a lower per annum salary.

Our request for F.Y. 1976 is aimed at continuing, if not improving, the quality of legal services which has always been provided by the Solicitor's Office.

The net increase of $932,000 ($1,238,000 of increased cost less a non-recurring item from the 1975 budget of $306,000) will be utilized as follows:

I. Items beyond the purview of my direct control:

1.	+$509,000	Annualization of October 1974 pay raise pursuant to Executive Order 11811.
2.	+$117,520	Within grade salary increases which will become payable during F.Y. 1976, pursuant to Section 531.401 of the Federal Personnel Manual.
3.	+$ 44,480	Estimated increase in cost for services and facilities provided by the GSA and other Government offices.
	+$671,000*	Total costs associated with these kinds of items

II. Items over which I have more direct control:

1.	+$ 72,000	Promotions for personnel.
2.	+$135,000	Cost for purchase and increase in maintenance of typewriters, automatic typewriters, dictating units, transcribing units and data processing services.
3.	+$360,000	Represents salaries and other related costs associated with the additional 25 staff we have requested.
	+$567,000	Total controllable expenditures.

While the increase in the authorized positions for F.Y. 1976 represents 25 new positions, we are only requesting funding for 15 positions. This is due to the fact that we do not feel that we will be able to hire 25 new employees of the quality we are seeking early enough in the year to justify a full year's funding for this larger number of additional employees. Accordingly, we have estimated that funds for 15 positions for the entire year will provide us sufficient funds to cover all costs associated with these new positions.

I believe this modest increase in positions, along with the management changes presently being made, will enable us to continue to provide the high quality of legal service our clients need and the public deserves. I will continue to make every effort possible to improve the management of the office through state-of-the-art technology so that our lawyers will be able to devote more of their energies to substantive legal issues.

*72% of increase requested.

INTRODUCTION OF ASSOCIATES

Mr. FRIZZELL. Mr. Chairman, my Deputy Solicitor is on my left, Mr. Lindgren. Don Charney, my Administrative Officer, is on my immediate right and my assistant, Louis Striegel is on the far right.

We appreciate the opportunity to appear before you this morning and I would like to briefly cover the highlights of the opening statement. The Solicitor's Office budget request for 1976 and the three month transition period ending September 30, 1976, is the subject matter of this morning's discussions.

OPENING STATEMENT

Our request for fiscal 1976 is $12,014,000 for 453 positions. This request represents a net increase over fiscal 1975 of $932,000 and 25 full time positions. Of the total, $671,000, or 72 percent of this increase, is considered to be of an uncontrollable nature—that is, these funds which must be expended pursuant to executive orders, automatic salary increases and increased cost for services provided by other governmental agencies.

I have made the efficient utilization of legal talent a high priority item within the Solicitor's Office since I became Solicitor in April 1973. During the past year, I feel that we have made significant improvements and have increased productivity from our staff. We are attempting to improve our attorney-client relationship and insure more constructive involvement with our clients in the earliest stages of potentially volatile or controversial matters.

I would like to point out several of the measures which have been taken in the last year which I feel will enable us to fulfill our goals:

One, we have expanded the role of the Administrative Office to reduce the amount of nonlegal work required to be handled by our attorneys.

Two, we have instituted a system for insuring that the correspondence is assigned to an appropriate attorney within a 48-hour time frame, and have supplemented this with a tracking system to locate the progress of our response to the correspondence. Not contained in the opening statement, Mr. Chairman, but to give you an idea of our track record. About 1 year ago, we were handling only 60 percent of all correspondence in the office as just set out. Today we are meeting it 95 percent of the time.

Three, we have instituted a policy whereby all congressional mail will be acknowledged or completed within 48 hours from its receipt.

Fourth, we have implemented a system whereby all the cases and the major workload of each attorney can be identified, as well as his priorities, to allow supervisory officials to have a better method of reviewing work and improving the quantity and quality of our legal services.

Fifth, we are in the process of developing a management information system to analyze and update this workload data to insure that legal matters are handled in a timely fashion.

Sixth, we are in the final stages of implementing a management system so that we can control our budget on a day-by-day basis.

Seventh, we plan to begin a design of an automated control system for our cases so that we may be able to obtain the status of any given case within minutes. This system will allow an almost immediate response to any inquiry from any source relative to a particular status of any given case.

Eighth, we plan to increase the use of administrative, paralegal and law clerks. This effort will result in a lower dollar cost for legal services because it will free the lawyers to devote their full time to more significant legal matters, rather than items that can and should be performed by personnel earning a lower per annum salary.

FISCAL YEAR 1976 INCREASES

Our request for fiscal year 1976 is aimed at continuing and hopefully improving the quality of legal services which has always been provided by the Solicitor's Office. The net increase of $932,000, $1,238,000 of increased cost less a nonrecurring item from the 1975 budget of $306,000, will be utilized as follows:

First, let me delineate those items beyond the purview of my direct control—one, plus $509,000, annualization of October 1974 pay raise pursuant to Executive Order 11811; two, plus $117,520, within grade salary increases which will become payable during fiscal year 1976, pursuant to section 531.401 of the Federal Personnel Manual; three, plus $44,480, estimated increase in cost for services and facilities provided by the GSA and other Government offices. The total cost associated with these kinds of items amounts to $671,000, 72 percent of increase requested.

Going on to items over which I have more direct control: One, $72,000 is for promotions for personnel. Second, $135,000 represents the cost for purchase and increase in maintenance of typewriters, automatic typewriters, dictating units, transcribing units and data processing services.

Third, $360,000 represents salaries and other related costs associated with the additional 25 staff we have requested. The total controllable expenditures amount is $567,000.

NEW POSITIONS

While the increase in the authorized positions for fiscal year 1976 represents 25 new positions, we are only requesting funding for 15 positions. This is due to the fact that we do not feel that we will be able to hire 25 new employees of the quality we are seeking early enough in the year to justify a full year's funding for this larger number of additional employees. Accordingly, we have estimated that funds for 15 positions for the entire year will provide us sufficient funds to cover all costs associated with these new positions.

I believe this modest increase in positions, along with the management changes presently being made, will enable us to continue to provide the high quality of legal service our clients need and the public deserves. I will continue to make every effort possible to improve the management of the office through state-of-the-art technology so that our lawyers will be able to devote more of their energies to substantive legal issues.

We are prepared to answer hopefully any and all questions of the chairman.

Senator STEVENS. Thank you, Mr. Solicitor. So you are only going to fund 15 of the 25 positions; is that right?

Mr. FRIZZELL. That is right.

Senator STEVENS. Fifteen of them would go to the energy area. Are they still going to go to that area, all 15?

Mr. FRIZZELL. Those are the present plans at this time.

OUTER CONTINENTAL SHELF

Senator STEVENS. You really need 15 more in that area in regard to the delay in the leasing of the OCS?

Mr. FRIZZELL. It would appear now that *United States* v. *Maine* has been decided in the Government's favor. The big delay is behind us and the year ahead will be substantive legal work required for accelerated leasing on the OCS.

Senator STEVENS. What legal impact is involved in the OCS that is mainly an environmental matter now that you have the *Maine* case out of the way?

Mr. FRIZZELL. It is both, and let me have my deputy who has been handling OCS matters primarily in the office give you a more definitive answer, if I might.

Mr. LINDGREN. Mr. Chairman, you are correct but many of the concerns and the problems we are having to deal with on the OCS are environmental in nature. However, many of the State and local governments involved expressed their concerns frankly from a legal prospective. We are in litigation now with the State of California concerning our procedures for proceeding to a decision on whether or not to lease offshore southern California.

Senator STEVENS. That is the relationship between OCS and the Coastal Zone Management that was part of that hearing out there, but why do you need more lawyers now that you are out of the primary field of litigation in that?

Mr. LINDGREN. Mr. Chairman, I think what I was trying to develop is that I am not sure we are out of the primary field of litigation. We are out of the primary jurisdictional question on the Atlantic, but the environmental questions, the procedures as to how we are to lease, whether we have done the requisite studies, whether the decision is supportable, all involve legal disputes. The city of Los Angeles, for example, has indicated that if we do not change our procedures, that they may well take us to court.

In our hearings last year, we were talking about preventive law. We are trying to practice that on the OCS as an example where a tremendous amount of work is necessary. There are other things we are doing on the OCS that also require considerable amount of legal work. For example, the proposed rulemaking on banning joint bidding among major oil companies, the proposed rulemaking for disclosure of data contained in geological and geophysical explorations are examples of this.

The Secretary testified before the hearing of the joint committees on the Interior and Commerce concerning putting a delay between the exploratory phase and the development phase under existing

authority; to work out that kind of mechanism within the framework of the Outer Continental Shelf Lands Act, is taking a considerable amount of legal work. There are still boundary disputes continuing. There is one in Alaska as to where exactly the 3-mile line rests. As you may know, the State of Alaska is opposing some leasing and we have agreed to meet with them again.

Legal time and legal effort is necessary. Off of southern California, again, the finite boundary has not been resolved. As the public, the State and local governments become more concerned and perhaps more affected by what we do, they tend to raise more and more legal questions which our lawyers are called upon to address or participate in the resolution of and perhaps participate in meetings and negotiations with State officials.

TYPE AND LOCATION OF NEW POSITIONS

Mr. FRIZZELL. Mr. Chairman, let me insert some additional facts here that may be helpful to you in this discussion. Fifteen positions, that is accurate, but all those 15 positions going to energy related—the legal matters in the office are not going to be filled with attorney positions. Only 5 of the 15 will be attorneys. Five will be secretaries and clerical and one administrative person and four paralegal. So of the 15, there will only be 5 actual attorneys to handle the additional load of energy-related matters.

Senator STEVENS. How many of those are going to be in the Washington office, of the 15?

Mr. FRIZZELL. Right now, we plan all five to be in the Washington office.

Senator STEVENS. All five lawyers and all the administrative people too?

Mr. FRIZZELL. That is correct.

Senator STEVENS. Why don't you need some of those out in the field? It sounds to me like you need a couple of them in Alaska alone, from what Dave just said.

Mr. FRIZZELL. I have authorized one additional lawyer in the Anchorage region, Mr. Chairman. At present we have—how many?

Mr. LINDGREN. I believe five.

Mr. FRIZZELL. Mr. Price is authorized to recruit one other lawyer but that is primarily because the Alaska Native claim settlement problems are not energy as such.

I tell you, Mr. Chairman, when you talk about OCS policy and decisions, how fortunate or unfortunate those decisions are being made here in Washington, the legal work has to be provided by the senior executive officials of the Department as opposed to out in the field. If we find that load is not well balanced, then the action all of a sudden centers in our regional offices out west, certainly we can transfer one of those five attorneys and/or administrative person to that office.

CASELOAD

Senator STEVENS. What about the caseload in the conservation and wildlife area? You have one new position there; what kind of position is that?

Mr. FRIZZELL. That is an administrative position, not an attorney.

Senator STEVENS. What kind of administrative position?

Mr. LINDGREN. Mr. Chairman, within each of the divisions in the office, and they have increased in size over the years, we have found that the associate solicitor heading the division requires someone to help him or her with the day-to-day management operation, tracking matters within the division. We have simply found that much of what an associate solicitor has been doing can be handled by an administrative person at a lower salary, thereby freeing the associate solicitor to more directly work with the lawyers in the division on legal problems, consult more closely with clients.

It is, in essence, an effort on our part to have work done wherever possible by a person earning the lowest annual salary and to free those members of the office who are earning very high salaries as much as possible so that they can do the kind of work they really should be doing.

Mr. FRIZZELL. Let me give you an example of that, Mr. Chairman. Presently in the Division of Conservation and Wildlife, there are 17 attorneys and 9 support personnel. They are handling a caseload of 353 lawsuits, individual cases, 10 administrative hearings, 44 regulation matters, 33 legislative matters, 60 legal memorandums and miscellaneous of 173 other types of legal activities within the office. By adding the one administrative officer, we feel that the Associate Solicitor for Conservation and Wildlife can do a better job of management of her division as well as more direct contact with the Solicitor's Office, myself and my deputy and her client, the Assistant Secretary for Fish and Wildlife as well as the Secretary.

Senator STEVENS. Are all of your associate solicitor spots filled now?

Mr. FRIZZELL. Yes, they are, Mr. Chairman.

Senator STEVENS. What about the general law area? You have a division of general law.

Mr. FRIZZELL. That is the catchall for all of the matters that do not fall within one of the distinct other four subject matters such as energy and minerals, conservation and wildlife, Indian affairs, mine health and safety.

Presently that division is staffed with 27 attorneys, and 14 support personnel. They handle very little litigation in comparison with the other divisions, only 41 active cases ongoing at the present time but they have been involved in 101 administrative hearings. They are preparing 14 different sets of regulations. They have 12 legislative matters before them, 47 legal memorandums being prepared and a total of 276 other legal type of matters. They handle everything from patents to procurement contracts, conflict of interest, Office of Territorial Affairs, labor, management relations, freedom of information requests, equal opportunity.

TRANSFER OF ENERGY RESEARCH

Senator STEVENS. Your justification speaks at some length to the Office of Coal Research and underground power transmission responsibilities as reasons for two new positions, one attorney and one nonattorney. We had understood that we transferred all that, including the Office of Coal Research and research activities in the Bureau of Mines, to ERDA.

Why do you have any responsibility left when those activities have been transferred out of the Department? That is shown on page 8 of your justification.

Mr. LINDGREN. Office of Coal Research has assumed very little of the time of the lawyers in the procurement shop. When this was prepared, the Office of Coal Research was contemplating expanding activities and we took it into account.

I would say that any gap that is left by the departure of the Office of Coal Research will be picked up by the activity of other areas of the Department in the procurement field. The fact that we have had to come to grips with is that the Solicitor's Office has been reviewing very few of our procurement contracts and our request for staffing in this area is part of our effort to increase the review of these contracts by our office.

Some time ago, we analyzed bureau by bureau the kinds of contracts that were being entered into and tried to develop some idea as to what kinds of contracts should be reviewed by the Department lawyers. We have made some progress. The hard fact is that additional staffing in that area is necessary and even without the Office of Coal Research, the additional lawyers will be completely occupied by the existing clients of the Office.

Senator STEVENS. It still remains a fact that the Department has lost several functions recently in the reorganizations, in the ERDA reorganization particularly. Am I correct in interpreting your answer to the effect that the justification for these two new positions was made up before that recent consolidation of energy research in ERDA?

Mr. LINDGREN. That is correct.

Senator STEVENS. Do you still think you need those two additional positions in view of the loss of not only the Office of the Coal Research but the Bureau of Mines energy research activity?

Mr. LINDGREN. Mr. Chairman, the answer to that is yes, we do.

Mr. FRIZZELL. Mr. Chairman, before I answer for the associate solicitor who is vitally affected by this, I would like Mr. Moody Tidwell, who I think frankly could do a better job of giving you a definitive answer, to step forward and do so.

Senator STEVENS. Mr. Tidwell?

Mr. FRIZZELL. Would you tell the chairman and the committee specifically how the transfer of the Office of Coal Research to ERDA has affected the activities within the division?

Mr. TIDWELL. Mr. Chairman, we computed, when we were putting together the justification that the manpower for those elements which went to ERDA was between one-third and one-half man per year. The transfer itself really did not have that much of an impact on the workload of the division.

Senator STEVENS. I understand, Mr. Tidwell, that is the case, but on page 9, it says the dramatic increase of the Bureau budget, particularly in terms of the contract procurement work, is the heavy reliance and is apparently your justification.

Why don't you give us the terms of your new responsibilities, further broken down, mentioning the workload that the Solicitor was outlining for the record, so that we can see—did you have the computerized workload last year? Mr. Frizzell, did you have the

computerization of your workload from last year possibly to compare the workload of last year and this year's workload for that division?

Mr. FRIZZELL. All I have with me today——

Senator STEVENS. I mean for the record.

Mr. FRIZZELL. I could submit that for the record, Mr. Chairman.

Senator STEVENS. I think if you would submit that for the record, it would be helpful.

Mr. LINDGREN. The answer to your question is we did not have a workload analysis system that we have today. It has not yet been computerized, but we did not have that system a year ago.

Senator STEVENS. Do you have any questions this morning, Senator Young?

PERSONNEL CEILINGS

Senator YOUNG. Yes; one or two. Do you have a ceiling placed upon you by the Office of Management and Budget on the amount of people you can employ in your whole department?

Mr. FRIZZELL. Within the Solicitor's Office, Senator? The answer to your question is yes.

Senator YOUNG. You still have that ceiling?

Mr. FRIZZELL. Yes; we do.

Senator YOUNG. It seems to me that Congress is presently working at cross purposes. I think it is a good idea to appropriate more money for projects that provide jobs and do something for the future. However, if you are limited by personnel, it does not make much sense to appropriate more money. You still have the same ceiling that you had last year or the year before?

Mr. FRIZZELL. This provides for some increases in both ceiling for personnel and money.

Senator YOUNG. I mean the ceiling on personnel of the whole Interior Department. Is it the same as it was last year or the year before?

Mr. FRIZZELL. I cannot speak for the entire Department, only the Solicitor's Office, and our ceiling has increased.

Senator STEVENS. Frank, can you answer that for the Senator?

Mr. WILES. Yes; the ceiling for 1975 was 57,857; and for 1976, 58,751. The total employment for 1975 was 73,938; and for 1976, 75,155.

Senator STEVENS. I think the Senator is addressing the question of the authorized positions and the ceilings beneath that set of authorizations. Does that exist in your department, Frank?

Mr. WILES. Yes; we have more authorized positions than we have ceilings, Senator, but that is normal. In a Department as big as Interior, you always have people resigning, people retiring, and what not. There is always a lapse between the authorized permanent positions and the employment ceiling. We just cannot keep everyone on, every day all the time.

Senator STEVENS. But that is your actual employment?

Mr. WILES. That is what I gave you Mr. Chairman.

Senator STEVENS. The Senator wants to know if you have a ceiling established by budget that is beneath your authorization.

Mr. WILES. Yes. The numbers I gave are our employment ceiling as of June 30, 1975, and June 30, 1976. There are authorized positions in excess of those numbers. Of course, there is always a lapse. There are always vacancies.

Senator YOUNG. How much is your ceiling under the authorized amount?

Mr. WILES. I do not have that here, Senator. I think somewhere in the range of 10 percent.

Senator YOUNG. The number of jobs, you should be able to give us that, the number authorized by the Office of Management and Budget, the number of personnel you can hire.

Mr. WILES. I just gave you the amount of personnel we can hire, Senator Young.

Senator YOUNG. I got the whole numbers, but I do not have higher or lower from where I sit here.

Mr. WILES. That is lower than our authorized permanent positions.

Senator YOUNG. Is it lower now than a year ago or a year before?

Mr. WILES. It is larger for 1976 than in 1975.

Senator YOUNG. How much higher?

Mr. WILES. The permanent positions for 1975 were 57,857; for 1976, 58,751. Roughly 900.

Senator YOUNG. Your ceiling is slightly higher? That is the answer?

Mr. WILES. Yes.

Mr. FRIZZELL. Mr. Chairman, perhaps I could give the figures for the Office of the Solicitor that would show what I think Senator Young is driving at here.

Senator STEVENS. You understand what our worry is. It looks like there is a new form of impoundment by having authorized personnel and then having a ceiling imposed by OMB that is beneath the authorization. We are trying to find out if that is the case.

Mr. FRIZZELL. In the instance of the Office of the Solicitor, we have been authorized positions of 453 for our office for the next year.

Presently in fiscal 1975, we have a ceiling of 414 positions. In the the fiscal 1976 budget, that authorized ceiling is 439, an increase of 25, but it does not yet reach the total authorized positions of 453.

Senator STEVENS. Thank you, Senator. I am a little worried about it, too. There are square pegs and round holes. Why do you need an additional 15 new positions if you already have 453 authorized? You do not have that many on board.

Mr. FRIZZELL. I would like to defer to Mr. Wiles, if I may, for that answer, Mr. Chairman.

Mr. WILES. The difference there, Mr. Chairman, is if the Solicitor's Office had 453 positions filled on a full-year basis, it would not have enough money to pay them a full year because there is a lapse built in there. There are a certain amount of vacancies all the time. They do not have the money to pay 15 additional people because of the lapse.

Senator STEVENS. By the very fact that you set a ceiling, you guarantee they are not going to have enough money, do you not?

Mr. WILES. That is right

Senator STEVENS. So it is a form of impoundment, is it not?

Mr. WILES. No; I do not believe it is a form of impoundment. It is projected in the budget, the number of current positions and temporary positions that will be filled.

51-957 O - 75 - pt. 4 - 15

ESTIMATED VALUE OF LAPSED POSITIONS

Senator STEVENS. Why don't you give us a list agency by agency in the Interior Department that might approximate the amount you are going to lapse in the Interior this year?

Mr. WILES. I will submit that for the record.

[The information follows:]

Department of the Interior—Estimated Value of Lapsed Positions in Fiscal Year 1975

Bureau/office	*Amount of lapse (In thousands of dollars)*
Bureau of Land Management	6,344
Office of Water Research and Technology	171
Geological Survey	1,317
Bureau of Mines	2,283
Mining Enforcement and Safety Administration	2,402
Fish and Wildlife Service	4,793
National Park Service	18,875
Bureau of Outdoor Recreation	1,381
Office of Territorial Affairs	7
Bureau of Indian Affairs	11,198
Office of the Solicitor	451
Office of the Secretary	1,252
Total	50,474

CONTRACTING

Senator STEVENS. I am informed also that you do not do much contracting out, do you, in terms of money that we appropriate for employment purposes?

Mr. FRIZZELL. The Solicitor's Office contracts out into areas, on our data processing work and our patent work.

Mr. LINDGREN. In the patent work, Mr. Chairman, our budget submitted last year, that was not an item in the budget.

Senator STEVENS. We can understand that, I certainly can.

Mr. LINDGREN. And it was shown as being contracted.

Senator STEVENS. Frank, you can give us that for the record?

Mr. WILES. Yes, sir, Mr. Chairman, bureau by bureau.

INDIAN ADVOCATES

Senator STEVENS. When you look at Indian affairs, you have one additional administrative position in the Division of Indian Affairs. In your justification, you mentioned a need to put more Indian advocates in the field, and yet the position is an administrative position which I understand is here in Washington. How is that going to help you put more Indian advocates in the field?

Mr. FRIZZELL. What I hope to do, Mr. Chairman, is as new solicitor program attorneys come in, first-year law graduates being trained in Washington, from within the Division of Indian Affairs, as they receive what I think is probably the best training possible under the associate solicitor for that area, they will be sent out into the critical areas in the field.

I am thoroughly convinced that a good part of the work of the solicitor's office should be done in the field. I think that is where the problems are and the facts are best known. It will be my desire and has been to diminish the overall size of the Washington staff in the solicitor's office and send them out into the field as they are trained.

CENTRALIZED LEGAL SERVICES

Senator STEVENS. In your justification also, you mentioned that the BIA anticipates hiring 10 attorneys to develop these issues, these unresolved issues. We do not recall their mentioning that in their budget presentation. Is this—are we going backward now from the concept of centralized legal services in the Department?

Mr. FRIZZELL. I would hope not.

Senator STEVENS. Are those attorneys going to be subject to your control?

Mr. FRIZZELL. Mr. Chairman, I am hesitating because I am not familiar with the BIA's desire or plan to hire 10 new attorneys.

Senator STEVENS. It is mentioned on page 10 of your justification.

Mr. LINDGREN. Mr. Chairman, my understanding is that the Bureau is hiring individuals who have law degrees to do some of the work particularly in the trust-related area. They would not be occupying attorney positions. They would not be classified as lawyers and as far as our office is concerned, they would not be doing legal work. Mr. Chairman, as you well know, having been Solicitor of the Department, there is a fine line between the work that is done in the bureau and the work that is truly not legal work and the work that is truly legal work.

We do not view this as a step backwards from centralized legal services to the entire Department. I think it is proper to say they are individuals with legal degrees. We will be using some of that training in their work but the legal work will rest with the Solicitor's Office.

Senator STEVENS. Mr. Lindgren, it says that Phoenix office of the BIA, for example, already has listed 200 trust-related problems which need legal review, most of them at the Washington level. The number is expected to reach 500 in the near future. If they are reviewed at the Washington level on a legal basis, I would hope they would be done by the solicitor's office.

Mr. LINDGREN. So would we, Mr. Chairman. It is our intent that they would be reviewed by the solicitor's office, many of them in Washington, many of them in the Phoenix office.

We have, for instance, increased the number of lawyers competent in the Indian field in the Phoenix office and it may be that more of them can be handled there.

Senator STEVENS. In the Phoenix solicitor's office?

Mr. LINDGREN. Yes.

Senator STEVENS. Of these 25 new people that you are requesting, none of them would go to your Division of Indian Affairs, would they?

Mr. LINDGREN. Not in terms of lawyers, no, Mr. Chairman. We will, we believe, be able——

Senator STEVENS. Just administrative but no new lawyers?

Mr. LINDGREN. That is right. We believe we will be able to absorb this work within our existing legal staff.

MINE HEALTH AND SAFETY

Senator STEVENS. All right. Mine Health and Safety, you are asking four new positions for the Division of Mine Health and Safety. Apparently this is already your largest division. What is the caseload of that Division?

Mr. FRIZZELL. Let me give you a brief review of caseload within the Division of Mine Health and Safety. It has 19 trial attorneys, 16 paralegal assistants, 4 docket clerks and 8 secretaries.

During calendar year 1974, this branch filed 12,348 petitions for the assessment of several penalties and disposed of 7,299 cases, including 6,793 civil penalty cases. The other cases handled by this branch are applications for review under section 105 of the Coal Act, applications for modifications of section 301(c) of the Coal Act and discrimination cases under section 110(b) of the Coal Act.

No administrative hearings have been held under the Metal Mine Act.

Senator STEVENS. Where is the breakdown, the line between MESA's responsibility and your responsibility as far as these cases are concerned?

Mr. FRIZZELL. Once the inspectors within MESA make the assessment, then the case comes to the solicitor's office for either settlement or for filing before the Office of Hearings and Appeals.

Senator STEVENS. It is all administrative type proceedings. It is not in court is it?

Mr. FRIZZELL. All of the several penalty cases are administrative type hearings. We do have some challenges under the act that are handled after the litigation report is prepared by the Mine Health and Safety Division of the solicitor's office. The Department of Justice, of course, defends or prosecutes those types of cases.

PROCESSING OF CHECKS

Senator STEVENS. I am sure you realize that I am sitting in for our subcommittee chairman on this matter and that he has a great interest in this.

He sent to me an item from the United Mine Workers Journal that refers to the Interior investigators determining that 23 checks totaling $23,400 ranging up to 6 months in age were just not turned in after a settlement in this matter. I am sure you must be familiar with this.

Mr. FRIZZELL. Very familiar. In fact, I have taken corrective action and that no longer is the instance. We do not have one check that is over 24 hours old in our office. They are all shipped to MESA for their handling as it should be.

Lawyers should not be doing the administrative type of work. We ought to have them settling and trying cases.

Senator STEVENS. How has the routine been changed to make certain that these checks move that fast?

INTERNAL MEMO

Mr. FRIZZELL. I handed down an internal memo to the associate solicitor for that division, instructing him that all such checks re-

ceived within 24 hours are to be sent to MESA and are no longer to be held up even if the check is in a different amount than that which is settled. It is to be cashed and the mine operator notified of any deficiencies. All I can say is it just is not happening anymore. It should not have happened.

Lawyers are not good administrators generally and they were holding some of those checks for too long a time.

I will submit the details of my instructions for the record.

[The information follows:]

By memorandum dated January 3, 1975, the Assistant Solicitor, Administrative Litigation, instructed all trial attorneys that effective immediately that in the case of all settlements agreed to as of January 1, 1975, and thereafter, trial attorneys will advise the operator to send the settlement check directly to the Mining Enforcement Safety Administration Office of Assessments. This is presently being done both with respect to cases that are settled and with respect to cases where the operator is paying following the formal decision of an administrative law judge.

SETTLEMENT OF CASES

Senator STEVENS. What about the charge in the Journal that attorneys for the Department were routinely settling safety penalties for less than 40 percent? Did you look into that charge as to the amount of the settlements?

Mr. FRIZZELL. We certainly did.

Senator STEVENS. Is it a routine matter to settle at 40 percent or less?

Mr. FRIZZELL. Not at all, unless the case justifies that type of settlement. What I inherited when I became Solicitor, Mr. Chairman, was a backlog of several penalty cases of over 14,000.

We were getting more in arrears each month. As a practical matter, you were going to have to either settle a large portion of those old cases where the original assessments were poorly made, where witnesses memories are no longer good, where witnesses are no longer available or allow that backlog to continue to pile up and try each one of them.

By the way, in trying them, we found out we were getting judgments less than 40 percent. On the average, our settlements were better than the total amount of judgments being recovered when we went to trial.

Frankly, my instructions to my attorneys were to let us work out this backlog and we have worked out over 7,000, over 50 percent of those cases. I anticipate by this October, we will have less than 2,000 case backlog and my instructions are you do not settle anything for less than 90 percent, if it is a new claim.

PENALTIES FOR INJURY OR DEATH

Senator STEVENS. Do you have anything in guidelines that deals with settlements where there actually have in fact been injuries? If that is the real point of this Journal article, there ought to be some comparison between settlements and the type of violation rather than a guideline for settlement on a percentage basis.

Mr. FRIZZELL. We do have those figures. I do not have them with me and I will be glad to submit them for the record.

[The information follows:]

SETTLEMENT PROCEDURE

There are no specific guidelines for setttling penalties involving injury or death. The guidelines for the compromise of civil penalty cases dated June 11, 1973, obtain for the settlement of all violations. However, because of the sensitive nature of those violations involving injury or death, several comments are in order. Section 109(a) of the Federal Coal Mine Health and Safety Act of 1969 provides for the assessment of a civil penalty for a violation of a mandatory health and safety standard or any provision of the Act except the provisions of title 4 (Black Lung Benefits). In arriving at a proposed assessment the Assessment Office takes into consideration the six criteria set forth in section 109(a) of the Act one of which is the gravity of the violation. The gravity criteria would concern itself with injury or death which may have resulted from the assessed violation. Death or injury in and of themselves cannot be assessed by law. Accordingly, in order to propose a civil penalty where injury or death is involved there must be a direct causal relationship between a violation of a mandatory health and safety standard or a provision of the Act and the injury or death. The Office of the Solicitor considers gravity in the same light when compromising the proposed assessment. It has been our practice not to settle proposed assessments where a violation is the direct cause of a death. The same holds true for those involving serious injury. The problem, if there be one, has arisen where a death has occurred in the mine and there is no causal relationship to a violation. In the early assessment days such cases were erroneously and illegally assessed. When a determination was made that the violation did not cause death, the proposed assessment was reduced because the gravity factor had to be reapplied.

NEW ASSESSMENT PROCEDURE

Senator STEVENS. Do you have any idea what percentage of assessments will not have to be handled by your division? I understand there have been some new rules permitting the Assessment Office to settle under certain circumstances. How many of them are not going to come into the legal area now?

Mr. FRIZZELL. We are finding that since the new assessment procedures were updated and the authority given to the office of MESA to make their own settlements without having to refer them directly to the Solicitor's Office, that we are getting one-tenth of the amount of cases referred to us that we had a year ago. In other words, they are making the settlements in the MESA Office before they come to the Solicitor's Office.

Senator STEVENS. Have you any idea at what level their average settlement is?

Mr. FRIZZELL. Yes, I have heard those statistics. Here again, we were doing as well or better than the office of MESA was on their settlements.

CIVIL PENALTY ASSESSMENT CASES

Senator STEVENS. Could you give us a statement, and this is a specific request of Senator Byrd, pinpointing the problems and setting forth what you are doing or what you had done to correct them in this area of the prompt and fair settlement of the mine violations?

Mr. FRIZZELL. I would be more than happy to.

Senator STEVENS. Just a statement showing what the situation was when you got there and what you have done and how you have changed it and how the procedure has changed.

[The statement follows:]

There is no GAO report that concerns itself with the settlement of civil penalty assessment cases. As a matter of fact, there is no current GAO report pertaining to mine health and safety. The last GAO report on assessments and collection of civil penalties is dated July 5, 1972.

We have received a letter dated March 11, 1975, from the Assistant General Counsel of GAO transmitting a copy of a letter dated February 21, 1975, from Congressman Ken Hechler raising the question as to authority of the Solicitor's Office to settle civil penalties assessed under the Federal Coal Mine Health & Safety Act and questioning whether the Department has complied with the Federal Claims Collection Act and the regulations issued pursuant thereto by the Comptroller General and the Attorney General. Also, we have received letters from Congressman Ken Hechler, dated February 25, 1975, and from Congressman Henry Reuss, dated January 3, 1975, that concern themselves with the handling of the case load and questioning our settlement procedures, particularly the amount of money received in settlement and the documentation of the settlement by the trial attorney. Congressman Reuss forwarded a copy of his inquiry to the GAO and requested that the Department furnish GAO with a copy of its response. A partial response was sent to Congressman Reuss on January 30, 1975, and the final response was sent on April 22, 1975. Copies of both were supplied to GAO.

The Department of Interior Office of Audit and Investigation has conducted a review of selected aspects of the settlement and collection of civil penalties under the Federal Coal Mine Health and Safety Act. In their initial draft (which is the only in existence at present), the auditors raised questions as to the adequacy of documentation, cases closed without proof of deposit of penalty payments, lack of timely follow-up to collect penalties assessed pursuant to OH&A decision cases and missing case files and unfiled documents.

The Secretary has advised GAO that the authority to settle civil penalty assessment cases is inherent in § 109(a)3 of the Federal Coal Mine Health and Safety Act. Congressman Hechler prompted the GAO inquiry when he raised the issue that the Department's attorneys were settling these cases in violation of the Federal Claims Collection Act 31 USC 951 et seq which, he concludes, governs. The Department's position is that the Federal Claims Collection Act does not control at this point in time.

The Federal Claims Collection Act of 1966 does not concern itself with discussions or negotiations between Department attorneys and those of the operators regarding proposed assessments. The assessment of a civil penalty for a violation does not become a claim of the United States within the meaning of that Act until such time as the assessment becomes a final order of the Secretary. The assessment becomes a final order of the Secretary as a result of the decision of an Administrative Law Judge or as a result of the operator's failure to protest a proposed assessment within the time prescribed. Until such time, we have no claim to provide the basis for application for the Federal Claims Collection Act. In effect what the attorneys are doing is exercising the Secretary's authority to assess a penalty under 109 of the Act.

The Solicitor General, in the brief filed on behalf of the Department in Rogers C. B. Morton, Secretary of the Interior, Petitioner v. Delta Mining, Inc., et al., No. 74-521, United States Supreme Court, recognized the authority of the Department to settle civil penalty assessment cases, and stated as follows:

"There is nothing to indicate that Section 109(a)3 [30 U.S.C. §819(a)(3)] was intended to prohibit the settlement of penalty cases either by reaching an express agreement on the amount of the penalty to be assessed, or by a default determination."

A criticism raised both by Congressmen Hechler and Reuss was the amount that the civil penalty cases are being settled for: too little and without adequate consideration by the attorney, or documentation by him of the reasons for his actions.

Since negotiations leading to settlements of civil penalty assessment cases usually occurred just prior to prehearing conferences or hearings on the merits scheduled

by the Administrative Law Judge, information regarding each violation had already been obtained by attorneys for the Department in the course of their normal trial preparation. Such preparation included, inter alia, consultation with appropriate MESA personnel when necessary to obtain additional information with reference to the six statutory criteria, and review of the case file which contains all information submitted to MESA by the operator with respect to each violation and inspector's statements concerning many of the violations. In many instances the attorneys were able to evaluate the violations by applying the expertise they had attained by virtue of their familiarity with the conditions or practices cited in the violations. Additionally, they determined the prosecutive merit of violations in light of decisions and statutory interpretations issued by the courts and the Board of Mine Operations Appeals and availability of witnesses.

In 1974 approximately 6,500 civil penalty cases were settled and $3,074,060 was collected, for an average recovery of 33% of the proposed assessment. This is well in line with the average % of recovery by the decisions of the Office of Hearings and Appeals.

It must be kept in mind that in 1974, 13,000 cases were filed. This was a result of the decision of the District Court for the District of Columbia in the case of National Independent Coal Operators Association v. Morton that certain of our assessment procedures were invalid and this resulted in the Department having to file a petition in every single assessment case. Accordingly, in 1974, the Department was faced with an abnormal case load and the task of disposing of the cases so that there was no undue delay between violation and payment of assessment.

Effective August 1, 1974, new assessment procedures set forth in 30 CFR Part 100 were employed by MESA. Attorneys have been instructed that these cases will not be settled for less than assessed amount, except in case of an obvious error. The reasoning being that the present system results in a fair and equitable evaluation of the violation and allows the operator opportunity for conference at the Assessment Office level in MESA.

Regarding the claim that the settlements were not properly documented we can show that, with minimal exceptions, this claim is not well founded. Further, by memorandum dated January 15, 1975, the Assistant Solicitor, Administrative Litigation, reemphasized the necessity for documentation for all settlements. In order to implement that policy a form entitled "Trial Attorneys Settlement Memorandum" was prepared. The form is designed to elicit specific information regarding reasons for settlement and other pertinent data. Attorneys were instructed to complete the form immediately after settlement. Also, a system requiring close supervision of all settlements has been implemented. The 19 trial attorneys that comprise the Administrative Litigation Branch are divided into three sections. Three attorneys, who serve as section leaders, have been instructed to review all settlements to insure a coordinated implementation of settlement criteria. Section leaders have been further instructed to insure the proper documentation of such settlement.

With regard to the Department's auditors' report, the points raised will be taken in order.

a) Adequate Documentation. This was a conclusion drawn by the auditors which we feel cannot be supported in all instances. There are, I am sure, some examples out of the 6500 cases which were settled where reasonable men might differ on what constitutes adequate documentation. However, as explained above, all attorneys are now required to complete the "Trial Attorneys Statement Memorandum" for all settlements.

b) Cases Closed Without Proof of Deposit of Penalty Payment. The auditors drew an erroneous conclusion placing the onus on the Solicitor's Office for failure to deposit checks. In their sample, the auditors found evidence of a check having been received by Solicitor's Office and a transmittal letter to MESA forwarding the check for handling. The auditors are now looking to the Assessment Office for answers to this problem. This office closes a case when the check is forwarded to the Assessment Office. At this point the attorney's responsibility for the case comes to an end.

c) Lack of Timely Follow-up to Collect on OH&A Decision Cases. The auditors' report recognizes that appropriate action had been taken by this office in this area. Prior to the audit this office was aware of the fact that cases were not being promptly forwarded to Department of Justice for collection. Priority was being given to filing new cases and the disposition of cases already filed. However, in September 1974, a system was initiated which, according to the auditors, has provided prompt follow-up on unpaid decisions.

d) Missing Cases Files and Unfiled Documents. While the draft report identified a small number of cases as being missing in fact all are accounted for.

To put the operation in proper perspective, we stress the fact that during calendar year 1974, the Office of the Solicitor filed 12,348 cases for the assessment of civil penalties and disposed of 7299 cases including 6793 civil penalty cases. 6528 of civil penalty cases were disposed of without a hearing as a result of negotiated settlements. The amount recovered as a result of these settlements was $3,074,060. 265 of the civil penalty cases disposed of were as a result of hearings before an administrative law judge. The inventory of civil penalty cases of the OH&A document reached a high of 13,000 in July of 1974. By the end of the year, it was down to 9444. At the end of March 1975, it was down to 7912.

ADMINISTRATIVE OFFICE

Senator STEVENS. You are requesting a $135,000 increase for modern equipment—automatic typewriters, computers, and other data and word-processing equipment. You had a similar increase last year.

Mr. FRIZZELL. During fiscal year 1975, $112,000 of the $135,000 allocated for object class 31, equipment, was designated for upgrading the Washington office with automatic typewriters and word-processing equipment. It was not intended that this $112,000 would enable us to provide the necessary amount of equipment for the entire Office of the Solicitor. During the year we have tested a number of different manufacturer's equipment as well as started the utilization of data-processing systems for our office. During fiscal year 1976 we plan to introduce the use of automatic typewriters to our field and regional offices.

Senator STEVENS. Why do you also need two more positions in your administrative office?

Mr. FRIZZELL. We are developing procedures and systems to produce required information quickly and accurately. In addition, the administrative office has been upgrading the level of service it is providing to the Office of the Solicitor. Accordingly, I feel the two additional positions are required so that this office can provide the type of support which I feel is required by my staff.

Senator STEVENS. Why do your estimated obligations for other services, apparently contractual services, more than double in 1976?

Mr. FRIZZELL. Past experience has indicated that we have underestimated the cost for other services. In an effort to make our budget presentation as meaningful as possible, I have instructed our administrative officer to use his best judgment in determining the actual level of expenses which we will be incurring during fiscal year 1976. Accordingly, the higher figure for other services represents our best guess as to what these services will actually cost us. For example, a realistic estimate of the expenditures for other services for fiscal year 1975 versus the amount originally planned indicates that we will be incurring cost over the amount planned by approximately $130,000. While these funds are available in our total budget, we feel that a more realistic distribution of our budget will be more beneficial to you and to my office in knowing exactly where the Office of the Solicitor plans to spend its funds.

CHANGES IN 1975 OBLIGATIONS

Senator STEVENS. There are several changes in your objective classification from your 1975 estimates last year to your 1975 listing this year. Please submit a brief statement explaining these changes.

Mr. FRIZZELL. I will be happy to.

[The information follows:]

(1) 11.1—$7,615,000 to $7,921,000 represents inclusion of $306,000 increase for permanent personnel salary due to October 1974 pay raise.

(2) Total personnel compensation—$7,743,000 to $8,049,000—same explanation as (1) above.

(3) 12.1—From $700,000 to $721,000 for Benefits—Includes increase of $21,000 for benefits due to October 1974 pay raise.
(4) 21.0—Travel, from $373,000 to $432,000 (increase of $59,000) highest legal limit was used. Difference between Congressional limitation and legal limit will be applied to other services.
(5) 25.0—Other services, from $268,000 to $209,000 (decrease of $59,000). Difference from original request moved to travel classification only on paper to show highest legal limit for travel.
(6) 99.0—Total Direct Obligations—from $10,755,000 to $11,082,000 represents increase of $327,000 due to October 1974 pay raise as explained in 4(1) and (2).

PERSONNEL

Senator STEVENS. What is responsible for the large increase in part-time positions—more than tripling the equivalent of full-time positions?

Mr. FRIZZELL. This increase is due to the increased usage of temporary appointments. As part of my program to keep the workload on a current basis and to be able to respond to peak workloads, we have been experimenting with increasing the use of temporary employees. This has proven very successful. We have found that by utilizing temporary people in the summer as well as during unanticipated peak workloads during the remainder of the year we have been able to improve the turn-a-round time within this office. We are utilizing temporary people in both the clerical and legal fields.

Senator STEVENS. Are all currently authorized permanent positions filled?

Mr. FRIZZELL. No. As of March 31, 1975, we have 26 vacancies involving 17 attorneys, 2 secretaries, and 7 administrative positions.

Senator STEVENS. I note you estimate 14 vacancies at year's end.

Mr. FRIZZELL. We have vacancy announcements out and we are interviewing prospective employees for the 20 remaining actual vacancies. The 14 estimate takes into account the difference between our ceiling of 414 and our authorized positions of 428 plus separations which occur near the end of the fiscal year that will not be filled by June 30 due to the close time frame.

TRANSITION PERIOD

Senator STEVENS. Your estimate of $2.7 million for the transition period is less than 25 percent of the 1976 program. Your justification states this is because there are less personnel on board in this period. Why?

Mr. FRIZZELL. The $2.7 million we requested for the transition period is 22 percent of our 1976 program. This percentage is based on our actual experience of amount expended to total budget for the last several years. The main reason is that there are fewer employees on board during the beginning of a fiscal year; our plans normally call for bringing new employees on board at various times throughout the year based on existing workloads and the availability and the quality of legal recruits we are attempting to bring into the Solicitor's Office.

Senator STEVENS. Do you have any further questions, Senator Young?

Senator YOUNG. No, Senator.

Senator STEVENS. We have some technical questions about travel and other matters that we will submit. I am pleased that you could be here and I could be here.

Mr. FRIZZELL. We are pleased to have you, Mr. Chairman. Thank you.

STATEMENT OF JAMES T. CLARKE, ASSISTANT SECRETARY, MANAGEMENT, U.S. DEPARTMENT OF THE INTERIOR

ACCOMPANIED BY:
ROYSTON C. HUGHES, ASSISTANT SECRETARY, PROGRAM DEVELOPMENT AND BUDGET
RICHARD R. HITE, DEPUTY ASSISTANT SECRETARY, MANAGEMENT
BARBARA M. BURNS, DIRECTOR, OFFICE OF INTERNATIONAL AFFAIRS
JAMES THURSTON, DIRECTOR, OFFICE OF AIRCRAFT SERVICES
FRANK M. WILES, DIRECTOR, OFFICE OF BUDGET
MATTHEW N. NOVICK, CHIEF, OFFICE OF SECRETARIAL OPERATIONS—FISCAL

BUDGET REQUEST

Senator STEVENS. Now we will turn to the Office of the Secretary, for the 1976 budget estimate.

The request is for a total of $49.3 million. That is an increase of $8.5 million over the appropriations for fiscal 1975. This budget reflects several program activity changes. The justification has been included in the record [part 1, pp. 1041–1149].

Who will handle this portion of the budget today?

Mr. CLARKE. I will, Mr. Secretary—Jim Clarke, the Assistant Secretary for Management.

PREPARED STATEMENT

Senator STEVENS. Will you please introduce those who are with you and we will insert your prepared statement in the record.

[The statement follows:]

Mister Chairman:

The fiscal year 1976 appropriation request for the Office of the Secretary's two principal accounts "Salaries and Expenses" and "Departmental Operations" is $35,621,000. This amount provides for overall departmental and program direction, administrative management, and selected departmentwide staff functions. In addition, $1,714,000 in special foreign currency funds is requested to conduct research projects in Poland and India. The fiscal year 1976 request for these three accounts represents an increase of $6,546,225 over the fiscal year 1975 funding levels.

SALARIES AND EXPENSES

The fiscal year 1976 appropriation request for the Office of the Secretary, "Salaries and Expenses" is $21,343,000, an increase of $1,504,000. This account supports the activities and operations of the Secretariat which includes the Secretary, Under Secretary, three program assistant secretaries, three staff assistant secretaries, specialized departmental staffs and administrative functions.

Request for Increased Funding

The 1976 appropriation request reflects a net increase of 5 positions and $1,504,000. Significant increases and decreases are proposed in the following program areas:

A net increase of $475,000 and 10 positions is requested for the Assistant Secretary - Program Development and Budget categorized as follows: A. $330,000 and 10 positions to handle the additional workload resulting from the National Environmental Policy Act (NEPA). B. $500,000 for contractual services on environmental impact analyses and C. An offseting decrease of $355,000 due to the completion of the Alaska 2_c study in FY 75.

An increase of $120,000 and 5 positions to provide additional support for the Office for Equal Opportunity in the areas of Minority Business Enterprise, Title VI Compliance and Spanish speaking programs. The EEO office coordinates the Departmental Program which requires action by each bureau and office to ensure equal opportunity for women and minorities in employment matters. It also has responsibility for certain contract and grant enforcement activities concerning equal opportunity, and for developing an effective Minority Business Enterprise Program for Interior. This additional staff will strengthen our commitment to these equal opportunity responsibilities.

A reduction of 10 positions and $200,000 from the immediate staff of the Assistant Secretary - Energy and Minerals is possible with the establishment of two highly specialized staff offices: the Office of Research and Development, in FY 1973, and the Office of Minerals Policy Development in FY 1975. The immediate staff of the Assistant Secretary is being compressed to reflect this change and transfer of several line responsibilities due to the formation of the Federal Energy Administration (FEA) and Energy Research and Development Administration (ERDA).

An increase of $1,109,000 to cover additional operating costs at the current level of operations. Included in this amount is $140,000 to annualize the pay raise effective October 13, 1974, $284,000 for additional GSA space costs, and $685,000 for within-grade step increases, reduction of lapses and other increased costs of operations, for which sufficient funding has not been provided in the past.

DEPARTMENTAL OPERATIONS

The fiscal year 1976 appropriation request for the account "Departmental Operations" is $14,278,000, an increase of $3,520,225 and 50 positions over fiscal year 1975. With respect to the increase in employment, 45 positions are within the current allocation of the Office of the Secretary and are being redirected. Only the 5 positions requested in the Office of Hearings and Appeals represent a direct increase to the appropriation. This account is divided into the following activities:

Office of Hearings and Appeals - $5,454,000 is requested for fiscal year 1976. Increases for this activity total $244,200 and include $140,000 for five new positions related to Alaska native claims activity. In fiscal year 1974, an appeals board was created pursuant to the Alaska Native Claims Settlement Act. The caseload for this board has now developed and an additional staffing of 5 positions is required. The balance of the increase in funding, $144,200, will cover within-grade step increases, annualize the October 1974 pay raise and provide for increased cost of space, services and facilities.

Natural Resources Library - $2,148,000 is requested to operate the fourth largest library system within the Federal Sector. It ranks behind only the Library of Congress, the National Library of Medicine and the National Agriculture Library. The FY 1976 increase of $208,975 will provide additional support to a system which contains scientific and technical libraries and information centers. The budget increase is necessary to maintain the current level of operations.

Johnny Horizon Program Office - $302,000 is requested for fiscal year 1976. The increase of $48,000 will support an expanded Bicentennial campaign against litter resulting in environmental improvements and is necessary to maintain current operations.

Office of Research and Development - $1,625,000 is requested in FY 1976 (a decrease of $57,950 from FY 1975) to coordinate Departmental non-nuclear energy research and development programs after transfer of 9 positions and related funding to the Outer Continental Shelf program. This office has responsibility for a general overview of the Department's research and development programs, plans, and budgets. Even with the transfer of certain Energy research and development responsibilities to ERDA, Interior continues to have a sizeable research and development program. Requested budget outlays for FY 76 approximate $312.0 million as contrasted with outlays of $202.0 million in FY 1974 and $259.0 million

in FY 1975. This overview responsibility of the office will be exercised through special studies on research and development goals and strategies and through coordination of the research and development projects which are conducted by the various bureaus of the department.

Office of Mineral Policy Development - $1,395,000 is requested to fund this office which has the responsibility for mineral policy and data analysis for the Federal government. The FY 1976 requirement represents an increase of $118,000 over the FY 1975 amount after transfer of 3 positions and related funding to OCS. The office serves as the focal point for U.S. mineral policy development. It defines the informational needs concerning mineral sources, supplies and usage, and is responsible for continued analysis of a variety of mineral policy options. In exercising this role the Office of Mineral Policy Development works closely with the Bureau of Mines and the Geological Survey.

Office of Aircraft Services - $1,400,000 is requested for the purchase of three replacement aircraft for Alaska and $1,000,000 and 26 positions are requested for direct funding of certain central staff operations. In prior years these central staff activities were funded through an assessment to the various bureaus in Interior. In FY 1976 this increase ($1,000,000) was offset by a like reduction in the budget authority allocated to our various bureaus There are offsetting position decreases in the Working Capital Fund.

Emergency Preparedness - $479,000 is requested to directly fund this program. In prior years reimbursable authority and positions were furnished by the Office of Emergency Planning in GSA. Ten positions from the Assistant Secretary - Energy and Mineral's immediate office and nine reimbursable positions from GSA for a total of 19 positions are requested to staff this office. The Emergency functions assigned to the Department of the Interior include electric power, minerals, solid fuels, petroleum and gas, and water resources.

Outer Continental Shelf - $475,000 is requested to continue Departmental review and implementation of an Outer Continental Shelf leasing program. Twelve positions and related funds were transferred from the Office of Research and Development and the Office of Mineral Policy Development to create this urgently needed function. This office will coordinate Interior/OCS projects, establish policy, monitor lease/sale actions, and serve as a liaison with states, industry and the Congress on development of the Outer Continental Shelf.

International Geothermal Symposium - Offsetting these increases in this account is the nonrecurring decrease of $250,000 in FY 1975 for the Federal Government's share of staging the International Geothermal Symposium to be held in San Francisco in May 1975.

SPECIAL FOREIGN CURRENCY

We propose to increase dramatically our special foreign currency request from $192,000 in the 1975 budget to $1,714,000 in FY 1976. This large increase acknowledges the value of the mutual benefits received by the participating countries in joint research projects. The activity in Poland, $1,494,000, will concentrate on coal related programs. The projects scheduled for India, $220,000, will involve Bureau of Reclamation and Geological Survey research including seismic analysis, dam construction and soil dynamics.

SUMMARY

This statement covers in general terms, the programs for which we are requesting funds for fiscal year 1976. Representatives of the Department, with expertise in the specific program areas, are here with me today to provide more detailed information and we will be happy to answer any questions you or the Committee may have.

51-957 O - 75 - pt. 4 - 16

Senator STEVENS. Very well. Mr. Clarke?

Mr. CLARKE. Mr. Chairman, I am happy to introduce my associates at the table. On the far right is Barbara Burns, Director of the Office of International Activities and she will handle any questions dealing with special foreign currency. On my immediate left is Dick Hite, Deputy Assistant Secretary for Management. On my right is Matthew Novick who is Chief of the Office of Secretarial Operations who handles our budget activities for the Office of the Secretary.

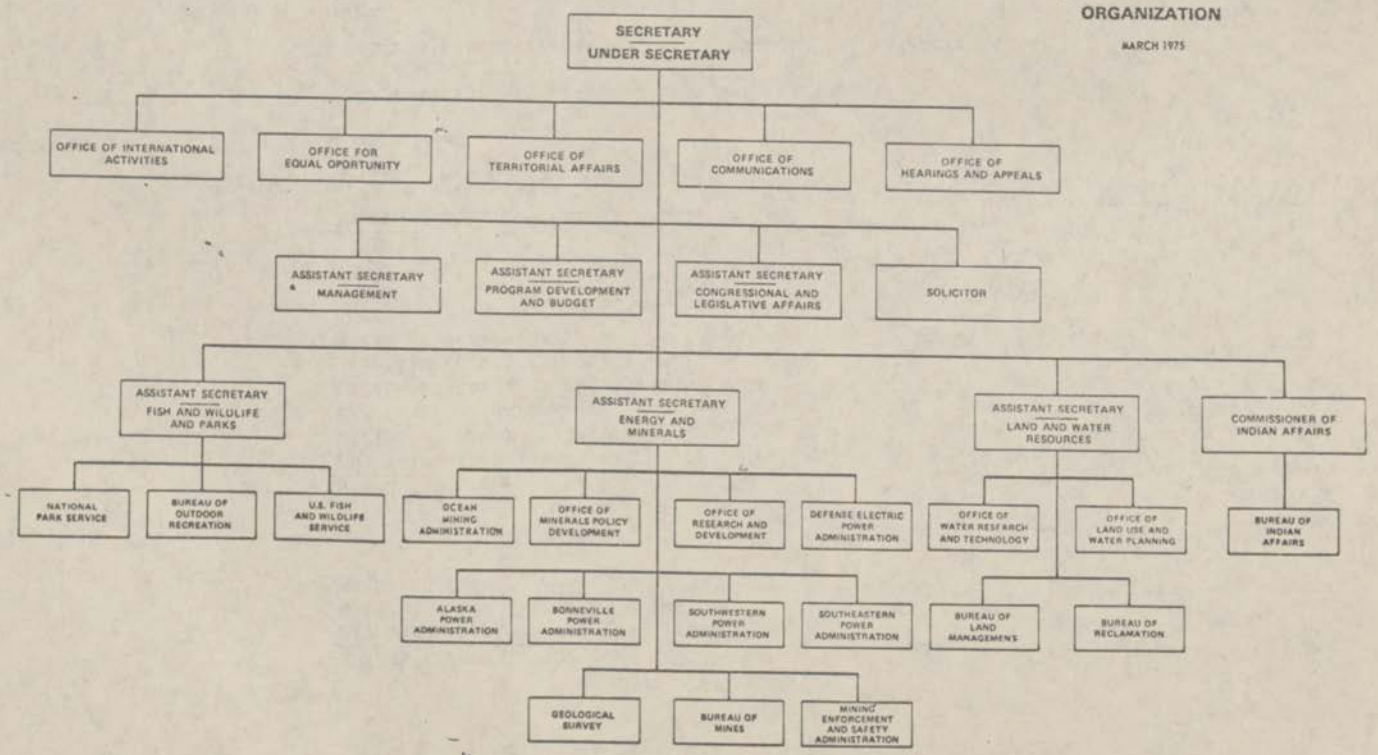
I believe, Mr. Chairman, with your indulgence, I will extract from the statement which we will make a part of the record.

On your right, you see an organizational chart. It is provided to give you an understanding of the offices within the Office of the Secretary which are currently funded either through the account entitled "Salaries and Expenses" or the account entitled "Departmental Operations" both of which we will be discussing this morning.

Senator STEVENS. We will include those in the record at this point.

[The information follows:]

Department of the Interior
ORGANIZATION
MARCH 1975



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Office of the Secretary - DEPARTMENTAL OPERATIONS

FY 1975 APPROPRIATION	$ 10,523	305
Proposed Supplemental (Pay raise)	180	-
Net Transfers (-85 FEA; + 140 BLM)	55	-1
Adjusted Base	10,758	304
INCREASES:		
Pay Raise Annualization	71	-
Office of Aircraft Services	2,400	26 1/
Emergency Preparedness	479	19 2/
Office of Hearings and Appeals	140	5
Maintain Current Programs	680	-
Total Increases	3,770	50
DECREASE:		
International Geothermal Symposium	-250	-
FY 1976 Request	14,278	354

1/ 26 Positions transferred from Working Capital Fund.

2/ 9 Positions transferred from Advances and Reimbursements.

Office of the Secretary - SALARIES & EXPENSES

	Funds	Pos.
FY 1975 APPROPRIATION	$ 19,454	701
Proposed Supplemental (Pay Raise)	385	-
Adjusted Base	19,839	701
INCREASES:		
Pay Raise Annualization	140	-
Office of Equal Opportunity	120	5
A/S Program Development & Budget	475	10
Maintain Current Programs	969	-
Total Increases	1,704	15
DECREASE:		
A/S Energy & Minerals	-200	-10
FY 1976 Request	21,343	706

Mr. CLARKE. As you have summarized, Mr. Chairman, the fiscal year 1976 appropriation request for the Office of the Secretary has two principal accounts, "Salaries and Expenses" and "Departmental Operations," our total request is $35,621,000. This amount provides for overall departmental and program direction, administrative management, and selected departmentwide staff functions. In addition, $1,714,000 in "Special Foreign Currency" funds is requested to conduct research projects in Poland and India.

Senator STEVENS. Where?

Mr. CLARKE. Poland and India. The fiscal year 1976 request for these three accounts represents an increase of $6,546,225 over the fiscal year 1975 funding levels.

SALARIES AND EXPENSES

What I have provided on the chart at the right is a summary of the "Salaries and Expenses." Rather than reading from the statement, I will attempt to summarize that schedule for you.

The fiscal year 1975 appropriation, as you see, is $19,454,000 and includes 701 positions. The supplemental pay raise last October provided for $385,000 to give us an adjusted base of $19,839,000 and 701 positions. The increases which are a part of our request this morning include these items: the annualization of the pay raise, $140,000; the Office of Equal Opportunity, $120,000 and five additional positions.

These positions are for minority business enterprise, title 6 compliance activities, and other equal opportunity functions of the Department. $475,000 and 10 positions for the Assistant Secretary, Program Development and Budget, specifically for the area of environmental impact statements and related activities. We will be prepared to discuss that further.

MAINTAIN CURRENT OPERATIONS

There is $969,000 required to maintain current operations and included in that, Mr. Chairman, would be such things as GSA space cost, FTS charges, in-grade increases and other associated costs of doing business at the 701 position level.

We also propose a decrease to the immediate Office of the Assistant Secretary for Energy and Minerals of $200,000 and 10 positions, giving us a total fiscal year 1976 request of $21,343,000 and 706 positions.

Senator STEVENS. In terms of this chart that you have just given me, this funding request for $21,343,000, how far down on this chart does it go and what do you fund out of this? Do you fund the Assistant Secretary's office?

Mr. CLARKE. We do.

Senator STEVENS. Do you fund, even including the Program Assistant Secretary?

Mr. CLARKE. That is correct.

Senator STEVENS. Fish and Wildlife, Energy, Minerals?

Mr. CLARKE. Yes.

Senator STEVENS. You do not fund the Commissioner on Indian Affairs, do you.

Mr. CLARKE. We do not. There are eight positions in the immediate Office of the Secretary which are currently occupied by people working on BIA matters. We propose to leave those positions in the Office of the Secretary this year in the anticipation that the proposed bill to elevate the Commissioner to an Assistant Secretary will pass during this session.

Senator STEVENS. We hope so. We would have a little problem with that.

With regard—this budget takes care of the Secretary, the Under Secretary, all of these offices, International Activities, the Assistant Secretaries, six of them, and the Solicitor has his own budget?

Mr. CLARKE. That is correct.

Senator STEVENS. Six assistant secretaries and all the others above that are funded on that, is that right?

Mr. CLARKE. That is right, out of "Salaries and Expenses." The second account, which we will come to in a moment, funds the Office of Mineral Policy Development, Office of Research and Development, the Office of Hearings and Appeals, and certain other line items. The combination of two accounts, Mr. Chairman, "Salaries and Expenses," and "Departmental Operations" fund all of the operations of the Secretary.

DEVELOPMENT OPERATIONS

We will now move to "Departmental Operations" and I will attempt to summarize that budget request for you. We are prepared to go into whatever detail you would desire. The "Departmental Operations" account in fiscal year 1975 was appropriated at $10,523,000 with 305 positions. The pay raise supplemental last October added $180,000 to that base and we had two adjustments.

We transferred $85,000 and four positions in the form of the Oil Import Appeals Board to the Federal Energy Administration and we transferred from the Bureau of Land Management $140,000 and three positions representing a library operation which was run by BLM in Alaska which is now run as a Departmental library. The net of those two transfers is an additional $55,000 and one less position giving us an adjusted 1975 base of $10,758,000 and 304 positions.

To that base, we are proposing these increases in this year's budget: The annualization of the pay raise of last October accounts for $71,000; direct Funding of the Office of Aircraft Services, $2,400,000, and 26 positions, and the Office of Emergency Preparedness, $479,000, and 19 positions.

I might footnote that item by saying in prior years, Emergency Preparedness Activities were funded out of appropriations to the General Services Administration. This year, each of the departments is responsible for its own funding. That amount and positions represents our responsibilities.

The Office of Hearings and Appeals has an increase of $140,000 and five positions, principally for the Alaskan Native Claims Activity. Our estimate is that it will cost us an additional $680,000 to maintain current program levels for a total increase of $3,770,000 and 50 positions.

To that amount is a decrease, a one-time cost, of the International Geothermal Symposium of $250,000 giving us a fiscal year 1976 request of $14,278,000 and 354 positions.

I will be happy, at this point, to answer any questions you might have.

Senator STEVENS. I remember the frustration of our former chairman of this subcommittee over these annual things with the organizational chart. This was in March. Are you sure it is not different? This is April now.

Mr. CLARKE. It has stablized considerably over the last year with the exceptions that you have already noted, that there have been transfers of certain responsibilities to ERDA earlier this year.

CREATION OF NEW OFFICES

Senator STEVENS. I don't understand why we cannot get some firm policy on these changes—creating new offices that belong in the line activities. You are doing it again this year. As I understand it, you have the Office of Research and Development and the Office of Minerals policy, the Ocean Mining Administration, and what else in this which would be a bureau activity? You have Defense Electric Power Administration in here?

Mr. CLARKE. Mr. Chairman, all these activities which you have just cited are part of the Office of the Secretary. They are separate offices within the Office of the Secretary. They are attached to and report in all instances to an Assistant Secretary. They do not, in any instance, represent any funding or activities that are currently within the scopes of our present bureaus.

Senator STEVENS. But why weren't they just put into the normal line agency budgets?

Mr. CLARKE. In all case, they cut across several, if not all, bureaus and I believe if we could take one instance after another, you would see that each of those offices are either dealing with policy matters, which are appropriate to the Office of Secretary, or are activities which involve all or most bureaus.

Senator STEVENS. The committee has some difficult problems. Last year you came up with a supplemental request and you established a new office. I cannot remember which one it was—Minerals Policy, No. 9.

You came up with a funding request to establish that new office. Senator Bible and I approved it.

OCEAN MINING ADMINISTRATION

This year you have another new office, Ocean Mining Administration. You established that and we were notified that there was no reprograming. How did you manage to establish a new office without any reprograming?

Mr. CLARKE. Mr. Chairman, that office was created by Secretarial order under the 1950 Reorganization Authority, plan 3, and it represents a formalization of four positions, the people of which have existed and who work in the immediate office of the Assistant

Secretary for Energy and Minerals, dealing primarily with laws of the sea matters. Those positions were funded in fiscal year 1975 and in prior years and continue to be funded. We have——

Senator STEVENS. Who heads that office?

Mr. HITE. Leigh Ratiner.

Senator STEVENS. Does he have any additional people in the Ocean Mining Administration than he used to have?

Mr. HITE. No, he has a staff of three, in addition to himself. He deals totally with the law of the sea operations, headed by the Department of State. I think this was an effort—I suggest this was an effort on the part of the Secretary to formalize his status within the Department of the Interior.

Senator STEVENS. Could we just say sort of on the record between us that is sort of a cosmetic change then?

Mr. HITE. That is correct. The semantics may be offensive insofar as the term "administration" seems to connote a large organization in terms of people, but there are no plans to increase the size of this.

OUTER CONTINENTAL SHELF PROGRAM

Senator STEVENS. How about the Outer Continental Shelf program, where does that come in here?

Mr. CLARKE. Mr. Chairman, that was recently created also by Secretarial order and reports to the Assistant Secretary, Program Development and Budget. The organizational chart which you have does not indicate all the offices which report to the staffs of Assistant Secretaries. For instance, I have several offices which are dealt with at length in the justification but do not show up as separate entities on the organization chart.

The Office of Outer Continental Shelf programs reports to the Assistant Secretary for Program Development and Budget.

Senator STEVENS. But did it require additional funding when you created it?

Mr. CLARKE. There were several positions that were redirected within the Office of the Secretary, Mr. Chairman. The total is 12 positions at the moment. Nine positions were redirected from the Office of R. & D. and three positions from the Office of Mineral Policy Development.

Senator STEVENS. Were those all within the secretarial budget?

Mr. HITE. Yes, sir; they were.

Senator STEVENS. It was reprograming, was it not?

Mr. HITE. Yes, sir; it was.

FAILURE TO PROPOSE REPROGRAMING

Senator STEVENS. Why did we not get a request for reprograming on that activity?

Mr. HITE. Mr. Chairman, you did not get a reprograming. Literally, in terms of the rules the committee has laid down, you should have.

This is a people account. It is labor intensive and we have, over the years, treated it with the committee's permission in a very fluid fashion.

In order to respond to the Secretary's priority requirements, we have done this.

Senator STEVENS. Last year, Senator Bible, just to make sure that it did not happen again, put in the report, "No funds shall be reprogramed from approved projects or programs within activities without a written request from the agency involved * * *."

I understand that the Ocean Mining Administration did not involve any reprograming but this OCS program did.

Mr. HITE. We apologize if we misled the committee, Mr. Chairman. I certainly do not want to debate the subject.

The account of departmental operations has 10 line items in it. I guess we felt we had latitude to transfer monies and people between those line items. It was, of course, within the departmental operations appropriations and we moved it from two line items, Office of Research and Development and Office of Mineral Policy Development, to establish this office on a priority basis.

As you observed, sir; the role of the Office of Research and Development is changed somewhat in the requirements for staffing and this happened with the departure of those elements of the department which make up the Energy Research and Development Administration.

ERDA/FEA TRANSFERS

Senator STEVENS. We thought we transferred the money over to those other people, over to ERDA and the new agencies that are involved.

Mr. HITE. Yes, sir.

Senator STEVENS. FEA got part of your responsibilities and ERDA got part of it. Didn't they take the money with them?

Mr. HITE. They did not take any funds or positions from the Office of Research and Development and the Office of Mineral Policy Development. When we met with the Atomic Energy representative to develop the determination order which the Director of OMB signs in reassigning the spaces, it was determined that we would keep and have a continuing need for the resources of the Office of Research and Development.

Senator STEVENS. It becomes a little bit of a floating crap game as far as we are concerned if you transfer the responsibilities to a new agency and you have the funds and you can transfer them from line item to line item.

Mr. HITE. What moved with ERDA was the entire item of coal research, electric power distribution and research, and the fixed energy research laboratories of the Bureau of Mines.

Senator STEVENS. But you had supervisory personnel in the Office of the Secretary over those, didn't you?

Mr. HITE. Yes.

Senator STEVENS. You kept those?

Mr. HITE. Yes, sir.

Senator STEVENS. You have used part of that money this year for another function?

Mr. HITE. We have decreased as a result of that transfer the authorized strength of the immediate office of the Assistant Secretary for

Energy and Minerals, by 10 positions. We have further, in an effort to optimize the deployment of our resources, taken the nine positions from the Office of Research and Development, three from Mineral Policy Development, constituted the Outer Continental Shelf Office under Mr. Hughes, the Assistant Secretary for Program Development.

Senator STEVENS. It is our understanding that reprograming would only be used where there was an unforeseen circumstance such as a new program that would be given to your department by the Congress and you needed funds and did not have them. You would have to move immediately on that. In the Outer Continental Shelf activity, there is nothing new about that. We have been involved in this activity since I was in the department.

Mr. HITE. Yes, sir, it is certainly not new. The burgeoning of the program was certainly not unforeseen. However, I think the rapidity with which the expanded dimensions of the program came about forced the Secretary to the posture that he must have an office to coordinate the activities of the Bureau of Land Management and Geological Survey and others.

We have the whole question of the development of lands on the east coast and off Alaska and renewed activity in lower California to address. That is what this office is specifically constituted for.

OCS PROBLEMS

Senator STEVENS. I understand, and after you put out that program you caught all kinds of flack. We have to raise the red flag to see where the money is going. We would have had some advanced warning of the program change had you sought a reprograming but we did not get one. The consequence was hearings on the east coast and hearings on the west coast to try to find out what was going on.

We would have known what was going on if we had been presented with a reprograming at that time. There may have been an announcement by the Secretary, but you cannot read the total program activity into that. We would have gotten that in the reprograming request.

Mr. HITE. Yes, sir.

NEED FOR NEW OCS OFFICE

Senator STEVENS. What is the need for this coordination of OCS activity at that level? Why does it have to be now all pulled together in the Office of the Secretary?

Mr. CLARKE. Mr. Chairman, it is involved in the activities of several bureaus and several assistant secretaries, as you well know. There has been criticism in the past as to whether sufficient baseline monitoring and other environmental and biological facts were known.

Senator STEVENS. Yes, I am the guy who raised that question on Alaska, but what is the Under Secretary for? Again, in my day, it would have been the Under Secretary's problem to coordinate the activities between the two program assistant secretaries or more.

Mr. CLARKE. This does not represent an abdication of that responsibility. It does recognize that there are certain support staff required.

The present configuration of that staff is some five positions in Washington and six positions scattered out in New York, Philadelphia, and Los Angeles. That recognizes that there is information that needs to be collected. There are hearings which need to be held and these involve baseline monitoring questions and environmental impact questions.

That office represents the staff support for the judgments the Secretary and the Under Secretary have to make.

Senator STEVENS. As a practical matter, you have bureaus involved, don't you? The Bureau of Land Management is the OCS management and you have the Fish and Wildlife Service that is involved in terms of raising questions about migratory fish and you have some of the USGS problems involved. However, there is nothing new about that. They each report to a different Secretary, Assistant Secretary. Why do you need an additional bureaucracy on top of that between them and the Under Secretary?

Mr. CLARKE. Mr. Chairman, as you well know, the OCS program in the past years was confined to the gulf and did not involve near the controversy and concern that moving into new frontier areas has involved. That has frankly escalated the intensity of the debate and the analysis. The Secretary, on the basis of those developments, reached the judgment that he needed additional staff support to handle that activity. He did so under the secretarial order.

OCS ORGANIZATION

Senator STEVENS. If I were going to go to the Department now and wanted to know who was making policy on the OCS, on the level below the Under Secretary, to whom would I go?

Mr. CLARKE. To Roy Hughes, who is the Assistant Secretary for Program Development and the Budget and has the line responsibility for that office. In other words, that office reports to him.

As you know, our present Under Secretary, John Whitaker, has only recently come back from a heart attack and will be retiring the 1st of May.

A transition is taking place at the Secretary's level at the moment. Roy Hughes is on top of this and I am sure will be able to respond to any of your questions.

Senator STEVENS. I understand the personnel problems that you have had in the past but what we are really trying to find out is whether the creation of a new office is really necessary when you have a functioning Secretary or functioning Under Secretary.

Don't take umbrage about my reference to the Secretary. He is in transition, he is going to another Department, we all know that, and you created an office just to take care of this interim concept—or is this really a permanent program office, this OCS program office?

Mr. CLARKE. Mr. Chairman, it was created with the intent it would be a permanent office. That was some 3 months ago. Certain changes have taken place and I am sure that the new Secretary and new Under Secretary will not necessarily feel that decision commits them irrevocably. I would not want to pass judgment on whether they would want to continue that as a separate entity or do as you suggest and fold it into the Under Secretary's office or the Secretary's office.

REQUESTS FOR REPROGRAMING

Senator STEVENS. I do not think it is out of order to request that. I hope the new Secretary is confirmed, I am sure you realize that, and we will have a new Under Secretary soon, but I would hope those of you who advise them will tell them of our request.

I think it is a bipartisan request. Before there are any new changes in organization, I would hope there would be some conference, some opportunity to confer with this subcommittee and the Interior Committees.

We are sort of losing the ability to know what the real demands and priorities are between the agencies when they shift so fast. I think you lose support on the Hill. You do not gain it by organizing a new office out of the blue and assigning to it, as I understand, eight professionals and five secretaries, $25,000 for travel, which was a very controversial item last year, some $64,000 for printing and communications, and all else that went into that without any consultation. I think it is going to raise some questions if it happens again. I am sure it will raise some questions here in this committee.

Mr. CLARKE. Mr. Chairman, we will be sure to pass that word along to them.

OCS LEASING STUDIES

Senator STEVENS. What are the leasing studies, the $75,000 for leasing studies? We have millions of dollars—and I have made sure that it is there, as a matter of fact—for BLM and for USGS in terms of OCS activities. We have not cut them at all. Why do you need $75,000 on top of that for this office to have leasing studies?

Mr. HITE. Mr. Chairman, Mr. Hughes, Secretary Hughes, intended to be here this morning but he was asked to attend the confirmation hearings on the Secretary's nomination. I cannot do justice to this request. I wonder if I might supply that for the record from Mr. Hughes?

Senator STEVENS. All right. We would like to have that please.

[The information follows:]

The Office of OCS Program Coordination will be contracting for consultants and for studies in FY 76 in order that it may advise the Department on the impact of changes in rules governing the sale of leases and the regulation of leases once they are issued. This contractual work will support analyses currently being undertaken by the Coordination Office.

Numerous legislative proopsals have been made which would alter the conduct of operations on the OCS, both before and after a lease sale occurs. It is essential that the Department is in a position to evaluate the impact of these changes and also be in a position to suggest changes if ones are necessary.

Issues which are receiving attention include: (1) bidding methods, e.g. changes in payments made by lessees, including higher royalties or profit shares; (2) worldwide availability of capital, equipment, and manpower; (3) separating decision process for exploration from the one for development; (4) development of formal Federal-State interface; (5) feasibility of a government financed stratigraphic drilling program; (6) administration of pipelines on the OCS; and (7) feasibility of leasing on a structure basis.

The Coordination Office has begun to analyze these issues, but additional funds are needed in order to ensure that the work is continued in FY 76.

FUTURE TRANSFERS

Senator STEVENS. You are not going to transfer any money to Mr. Ratiner's activity from any of these line items without a reprograming request?

Mr. HITE. That is correct, sir. I will personally take the responsibility for not giving timely advice to the committee on this Outer Continental Shelf matter, but I would like to emphasize that it did come out of our appropriated resources. I realize the technique is highly questionable but it does not pose an additional bureaucratic level as such because the people who were involved in OCS coordination were physically transferred along with the positions and the money to the Assistant Secretary for Program and Development.

Senator STEVENS. I understand but I was also sitting here when Senator Bible was given that same kind of comment on an earlier reorganization.

If there is anyone on the Hill who is going to be an advocate for you to get the money you need to do the job you have to do, it is this subcommittee. I think we have shown that in the past. If we get out of tune with you, it is not going to be too helpful.

GROWTH OF SECRETARY'S OFFICE

What is the reason for the growth in the Secretary's office per se? We have transferred out the ERDA and FEA activities. We have had—I think there have been some minor realinements too. I cannot think of them right now but it seems to me something was transferred to Commerce.

Mr. HITE. Yes, sir, the Bureau of Commercial Fisheries.

Senator STEVENS. That was some time ago, I am talking about in the last couple of years, all the underground.

Mr. HITE. The underground electric power transmission research, transferred to ERDA.

Senator STEVENS. With these transfers out, why are you still increasing in size in the Secretary's Office?

Mr. CLARKE. Mr. Chairman, when you refer to the Secretary's Office, most of those, if not all of those costs, are reflected in the salaries and expenses account.

OFFICE OF EQUAL OPPORTUNITY

There was an addition of only five positions in that account proposed for this next fiscal year. They come from two areas: one, the Department of Labor has announced in very clear terms they do not feel we are adequately staffed for certain minority business, equal apportunity and title VI compliance activities. We have attempted to respond to that with $120,000 and five additional positions for the Office of Equal Opportunity.

Senator STEVENS. Please explain better why you need the 5 new positions and a $25,000 increase in travel for the Office of Equal Opportunity. What are the pay grades of the 5 new positions?

Mr. CLARKE. The requested new positions for the Office of Equal Opportunity are in the following areas:

One professional GS–12/13 to handle the increased number of bureaus EEO on-site field inquiries in conjunction with the Civil Service Commission, and related activities of the equal employment program; one clerical position GS–5 to serve the Spanish speaking and Federal women's program; one professional GS–12/13 to handle the continued heavy workload of title 6 of the Civil Rights Act; and

one professional GS–12/13 and clerical GS–5 for the minority business enterprise program.

These new positions are necessary for the Department to meet its requirements under the Civil Rights Act and related equal opportunity programs.

In regard to travel, Mr. Chairman, as you know much of the work of this office is accomplished in the field. Much of the review process of the Equal Opportunity program takes place at either a bureau location or a site of varied Department contract and grant programs.

PROGRAM DEVELOPMENT AND BUDGET

We have also been under a continuing pressure by the increase in the number of environmental impact statements, both those we prepare and respond to and those that are prepared by other agencies. We are proposing 10 additional positions and $475,000 in an effort to be more responsive and timely and to prepare more legally defensible environmental impact statements.

We recognized that the oversight responsibilities of the Assistant Secretary for Energy and Minerals has been diminished somewhat with the transfer of responsibilities to ERDA. We thereby have reduced his immediate office from 30 to 20 positions. That represents 10 positions. That, I think, is a reasonable response to the realities that we face. The two areas in which we are asking increases are clearly activities that cut across departmental activities. They are not Bureau oriented. We believe they represent responsibilities that we must attempt to fulfill.

GROWTH COMPARISON

Senator STEVENS. It would be helpful to the committee to have a comparison of the growth of the Office of the Secretary related to the overall growth of the Department. Please supply those figures in terms of dollars and employment for fiscal year 1961, 1966, 1971, and 1976.

Mr. CLARKE. We would be happy to provide it for the record.

[The information follows:]

	Funds		Positions	
	Department of the Interior	Office of the Secretary	Department of the Interior	Office of the Secretary
1961	$826,089	$2,898	59,458	542
1966	1,617,228	4,555	74,957	687
1971	2,311,677	13,851	70,393	910
1976	[1] 3,460,905	[1] 37,335	75,155	1,500

[1] Excludes estimated supplementals under proposed legislation.

SALARIES AND EXPENSES

Senator STEVENS. Let us get specific. For salaries and expenses, you have several offices where you explain you have additional funding for staff support. What is that? What are the cost factors aside from the pay increases? On salaries and expenses, what staff support do you need?

Mr. CLARKE. Mr. Chairman, could you give me a specific reference?

COMMUNICATIONS

Senator STEVENS. On your S. & E., page 11 in the Office of Communications, you have $52,000 total program and a $27,500 increase and 14 positions.

It says, additional funding for current staff support.

Mr. HITE. Yes, sir. Part of that, Mr. Chairman, is the annualization of the pay costs. Aside from that, in the Office of Communications, we have a higher maintenance, that is, more highly graded employees than we had budgeted for last year.

This is a reflection of the management technique in the Office of Director of Communications. We also have to face the cost of living increases, Mr. Chairman.

Travel has gone up, not the per diem but the plane fares and all the things we have to underwrite on business trips that have gone up. The cost of living factors are what we propose to represent there.

Senator STEVENS. You also have a doubling of travel in that area. Why is that? That is merely public relations, is it not?

Mr. HITE. Yes, sir. You catch me unaware, Mr. Chairman. I was not aware that travel had doubled there. I certainly can justify part of it on the cost of living sector I mentioned. Just a moment, sir.

Mr. CLARKE. Mr. Chairman, we have looked at that particular travel budget increase in some detail. It became apparent this year that the demands that were being placed on the Secretary and the visibility the Department had in energy-related matters were requiring us to be much more responsive around the country to various inquiries, press and otherwise.

Various members of this office have in fact been with the Secretary at various press conferences and other public meetings in an effort to try to convey our intentions as best we possibly can. That has just manifested itself in a requirement for certain of those members to travel more than they have in the past.

Senator STEVENS. Why do you need to fill an additional position in the Office of Communications, which is your public relations office?

Mr. CLARKE. The Office of Communications Office is not public relations but rather public information.

The additional funds for this Office are not for a new additional position but rather to provide full-year funding for the currently authorized staff. These additional funds will be used to reduce lapses, provide for required within-grade increases and normal increased costs of operations for the Office.

TRAVEL INCREASES

Senator STEVENS. Overall, your travel budget is not too bad. It is up to $11,000 but you have taken that off the Assistant Secretary for Program Development and Budget. You split it up, $5,000 more for communications and have $25,000 more for equal opportunity.

Mr. HITE. That is reflective of increased requirements to travel to Alaska, Mr. Chairman, specifically on the equal opportunity problems that have arisen relative to pipeline employment.

Senator STEVENS. I am familiar with that.

Mr. HITE. Also, sir, this is a national office with three regions, contracting and appliance audit which is the major function of the Equal Opportunity Office there.

NEW POSITIONS FOR ENVIRONMENTAL IMPACT STATEMENTS

Senator STEVENS. Let us go to these 10 new positions for the field offices, for environmental review. Is this in addition to the eight special assistants who man these various field offices for the Secretary?

Mr. HITE. Yes, sir. This increase encompasses four in the headquarters here in the Office of the Assistant Secretary for Program Development for the workload increasing relative to environmental review, and six positions which will be placed in the field to assimilate the workload there with respect to coordination of our positions on the environmental impact statements, coordination both within the Department and extra-Department coordination.

Senator STEVENS. What are the pay grades of the eight special assistants who man the various field offices for the Secretary?

Mr. CLARKE. The special assistants—full representatives to the Secretary are GS–15's.

Senator STEVENS. I am familiar with the Secretary's representative and the concept of the field offices. The Alaska one works well. I do not know what we would do without it. I do not understand the need—you mentioned 6 and I am told it is 10, for environmental review.

Mr. CLARKE. Mr. Chairman, on page S. & E.-18, we list the positions that are proposed. We indicate that six of those are to be in the field.

We have been criticized in the past because we have found it necessary in some instances to detail Bureau employees to those offices in order to handle the volume of externally generated environmental impact statements. Our estimate is that next year we will be responding to about 1,600.

Senator STEVENS. How many?

Mr. CLARKE. 1,600 impact statements which were prepared by agencies outside of Interior but which one or more of our bureaus may have a particular interest in.

These are regional in nature, many of them. In order to cut down the bureaucratic procedures and expedite the responses, we have centralized the responsibility with the Secretary's representatives in the field.

They collect the various bureau comments and prepare a departmental position responding to that outside statement.

The EIS specialist that we have proposed to put in the field will be solely dedicated to the responsibility. That is to analyze the various bureau responses, see that we are making prompt responses to whatever the agency is that prepared it. If we do have differing viewpoints among the various bureaus, we attempt to reconcile those views and establish a strong departmental position.

EIS CONTINGENCY FUNDS

Senator STEVENS. You have listed on page S. & E.-16, a contingency fund to provide for environmental studies and impact analysis. That is an addition to 10 positions as I understand it?

51-957 O - 75 - pt. 4 - 17

Mr. HITE. That is correct, Senator.

Senator STEVENS. What is that for? On page 18, it says it is for contracting.

Mr. HITE. Yes, sir.

Senator STEVENS. With whom do you contract?

Mr. HITE. I would like to bring up Mr. Blanchard who is the Director of the Office.

Senator STEVENS. While we are waiting, what is the pay grade of those 10 new environmental positions? If you do not have it, you can give it to us for the record?

Mr. HITE. In the GS-12 to 13 range, Mr. Chairman.

Senator STEVENS. All 10?

Mr. HITE. No, four clerical, six professional.

Senator STEVENS. I see. Thank you. Yes, sir? We want to know what this contingency fund contracting is.

Mr. BLANCHARD. Mr. Chairman, the Department has found itself at a disadvantage on several occasions in the recent past in the last year and we foresee more of this in the future. In the requirements that are placed upon the Department as a whole, we have been at a disadvantage as a whole to respond to and prepare impact statements for outside requests. This particular proposal meets that in part or is an attempt to make a contingency fund approach.

Senator STEVENS. By outside request, let me use an example. You have the gas pipeline. It is the Alaska Gas pipeline. It is not before your Department, it is before the FEC. Do you consider that an outside request?

Mr. BLANCHARD. Yes, it is before the Department. Rights-of-way have been filed and in that case, it was so large that we had to come back to the Bureau and ask for supplemental appropriations to meet that particular requirement and it was dovetailed into the normal appropriations process.

Senator STEVENS. There is only one of the two pipelines before the Department?

Mr. BLANCHARD. Yes, sir. The El Paso one is not before the Department.

Senator STEVENS. Would that be in this $500,000?

Mr. BLANCHARD. It is not contemplated at this time, sir. There has been nothing specifically identified; for fiscal year 1976, it would come under this.

What we found was that on occasion, through various bureaus or even through some of the offices of the Secretary and Office of Territories in particular, there would be an outside request for permit, license or application. To be able to be responsive would limit the staff support; we would have to go on outside contract to prepare the basis for environmental statements. We did not have the in-house resources in some of our smaller components.

Senator STEVENS. If you cannot identify it, how do you get the $500,000? That is half a million dollars, how do you identify that need?

Mr. BLANCHARD. It was certainly a negotiation process within the Department to come up with that particular figure. The figure started higher and ended up at that point. It is our considered judgment that would allow us to have a limited amount of front-end money for imme-

diate contract purposes to assist in the impact statements from principally industrial applicants.

Senator STEVENS. How much did you use last year in terms of any contracting concept? Did you have any?

Mr. BLANCHARD. There was nothing directly in this case. We had two situations which would have fallen in this category if we were not able to have our good friends in the Corps of Engineers help us out.

The Office of Territorial Affairs found itself having to prepare impact statements from oil refineries with a very small staff and no capabilities. It became quite a bottleneck in trying to serve and meet our responsibilities in preparing an environmental analysis. We foresee this may continue in the future with an outside applicant with a high-priority task and very limited ability to immediately contract out in this particular area.

The other purpose of this particular contingency fund was to also provide guidance to outside applicants, provide some approaches for those applicants dealing with powerplants or transmission lines or coal mining activities or refineries.

We could get advance information into applicants' hands so that they in their planning could consider environmental factors in their time horizon even before they apply to us through a device of providing some guidelines.

This would be used for contract money for the purpose of securing guidelines, to get it out to industry so they would have it in advance and not have the clock start once they file the application with us and then the delay. We try to crank up people, bring together resources to prepare an impact statement on a proposal that is generally well formed by industry before it arrives with us.

What our environmental responsibilities require us to do is considerable internal work ourselves.

ADDITIONAL JUSTIFICATION FOR CONTINGENCY FUND

Senator STEVENS. It is a new direction. Do you have any additional information to justify that? I would advise you to submit it. I think it is going to be subject to some questions.

[The information follows:]

In FY76 the Office of the Secretary has requested additional contract authority for environmental studies in the amount of $500,000 for two purposes:

One purpose is to develop guidance for outside applicants to the Department for permits, rights-of-way, licenses, etc., so that they may submit environmental studies as a part of their applications which will be useful to the development of an environmental statement. Many applications contain limited or no information useful to our preparation of statements. As a result, we must spend an inordinate amount of time and resources developing an environmental statement. Over a period of time, we proposed to develop Departmental guidelines, useful to all bureaus and to other Federal agencies, for applicant's environmental reports in such types of projects as fossil-fueled powerplants, coal gasification plants, transmission lines, coal mines, refineries, and oil and gas developments. Although Interior still must independently prepare its own environmental statement, either through force-account, consultant services or contract, such reports are expected to have two strong benefits: (1) they will strengthen the internalization of environmental planning in industrial applicants, and (2) they will reduce the amount of time and resources that we have to devote to the preparation of impact statements.

The other purpose is as a contingency fund for the immediate initiation of environmental impact analyses for important projects in the National interest. On several occasions in the past two years, we have been forced to delay preparation of environmental statements for important private initiatives because of a lack of trained manpower and/or a lack of front-end money for contracting purposes. As a result, this has delayed initiation of environmental statements for such projects as: two gasification projects, New Mexico; two oil refinery projects, Virgin Islands; several powerplants and transmission lines in Utah; and coal developments in Wyoming, Montana, and Colorado. The amount of money requested is certainly not sufficient to complete these types of analyses, however, it will be able to initiate them in a timely fashion with later reimbursement by the responsible bureau or office through subsequent appropriations or by the applicant.

It is proposed that these moneys and functions be handled by the Office of Environmental Project Review under the Assistant Secretary—Program Development and Budget in order to provide appropriate Departmental oversight. We believe this to be particularly appropriate because these types of proposals cut across individual bureau responsibilities.

ASSISTANT SECRETARY—ENERGY AND MINERALS

Senator STEVENS. What are the pay grades and positions you have deleted from the Office of Assistant Secretary for Energy and Minerals? Do you want to give it to us for the record?

Mr. CLARKE. We will have to provide that for the record, Mr. Chairman.

[The information follows:]

The position breakdown is anticipated to be 6 clerical, ranging from GS–5–7, and 4 professionals, from GS–11–15. These positions provide technical, analytical and clerical support and expertise to the Assistant Secretary—Energy and Minerals in relation to emergency preparedness and data collection and analysis in the energy and minerals sector.

INDIAN AFFAIRS

Senator STEVENS. You have already vested, have you not, the authority of an Assistant Secretary with the Commissioner of Indian Affairs, presuming that legislation will pass?

Mr. HITE. No, sir, only to the extent that he reports directly to the Secretary as opposed to other organizational configurations we had some years ago. However, we did request and receive the eight positions and funding for an Office of Assistant Secretary. At this point, sir, six of the eight, are filled with individuals who are working for the Commissioner as his immediate staff.

Senator STEVENS. I understand that legislation is supposed to be subject for hearing again next week.

Mr. HITE. Yes, sir.

ADMINISTRATIVE TRAVEL

Senator STEVENS. Please explain the requested travel increases for the various offices under administrative management, particularly personnel management and management services.

Mr. CLARKE. Actually, travel for the administrative management area has decreased from fiscal year 1975 to fiscal year 1976. This is primarily due to the decrease in direct travel funds for audit and investigations due to a change in contract audits performed.

The increases for personnel management and management services represent the minimal additional travel funds necessary for these offices to continue their specific responsibilities.

Many of the functions of these two offices involve a great deal of bureau contact at the regional headquarters level. Part of these increases are also due to the fact that these offices were granted new positions last fiscal year and this increase is particularly due to annualization of these costs.

GENERAL SERVICES

Senator STEVENS. How is the general services activity budgeted? It shows no positions or personnel compensation but includes $6,000 for travel.

Mr. CLARKE. The general services activity covers expense items which are not practical to distribute to the various offices in the Office of the Secretary. These items would include such things as GSA space costs, FTS and employee compensation payments, postage, some telephone costs—both commercial and long distance, and the Office of the Secretary's share of working capital fund costs for the departmental common service costs.

There are no positions in this activity. However, there are personnel compensation costs to cover the employee compensation payments to the Department of Labor.

The $6,000 for travel is for congressional travel for review of estimates in the field.

If I might add, Mr. Chairman, many of these costs such as FTS, employee compensation, postage, and others are costs over which we have no control.

HEARINGS AND APPEALS

Senator STEVENS. What are the pay grades of the five new positions for the Office of Hearings and Appeals? Do you have that or do you want to send that in?

Mr. HITE. I believe we do, we have Mr. James Richards, who is the head of the Office of Hearings and Appeals. He will discuss that.

Mr. RICHARDS. Good morning, Mr. Chairman. The five new positions requested in the Office of Hearings and Appeals are, in our hearing divisions, one GS–16 administrative law judge and two support personnel for him, a law clerk at a GS–11. That will be schedule A and clerical at GS–7. Then for the two positions of those five for the Alaskan Native Claims Appeals Board, there will be a new attorney advisor, a GS–13, and a clerical at GS–5.

NATURAL RESOURCES LIBRARY

Senator STEVENS. Thank you, very much. What about the Natural Resources Library? I am informed that a 68-percent increase in this since 1974 exists. How big is the Library going to get, and why did you transfer the Alaskan Resources Library from BLM to the Secretary's Office?

Mr. CLARKE. Mr. Chairman, the staffing size of the library, with the exception of the addition of four positions associated with the Alaskan library, has remained constant over the last few years. The bulk of the increase this year is accounted for in two areas. One is the fact that we are funding in the Office of Secretary budget rather than the BLM budget the Alaskan library operations. With regard to the decision to make that transfer, it was a joint decision with the BLM.

The BLM felt the service responsibilities of that library went well beyond what BLM's responsibilities should appropriately be.

BLM LIBRARY TRANSFERS

Senator STEVENS. Did you transfer funds?

Mr. CLARKE. We transferred the remaining funds in fiscal year 1975.

Senator STEVENS. When did you do that?

Mr. CLARKE. In September 1974. There was an appropriation transfer of funds and positions, there was no physical transfer. We took over organizational direction. This year we are making a program request or budget request to fund the library operation in Alaska and make it a part of Departmental Operations. It is being requested in this budget rather than the BLM budget where it appeared in 1975.

Senator STEVENS. Did you make any effort to notify the committee of this transfer of the library from the Bureau of Land Management to the Office of the Secretary?

Mr. CLARKE. No, Senator, we did not.

Senator STEVENS. Why not, Mr. Clarke?

Mr. CLARKE. Mr. Chairman, we did not feel it was necessary. This action does not represent a reprograming. This was an appropriation transfer of funds and positions from the Bureau of Land Management to the Office of the Secretary. This transfer was accomplished under the authority of Reorganization Plan No. 3 of 1950. The Secretary determined that he could better utilize the Alaska library if it was under jurisdiction of the Natural Resources Library in the Office of the Secretary rather than the Bureau of Land Management.

The funds and positions in the Bureau of Land Management were transferred to the Office of the Secretary and represent a utilization of this function in exactly the same manner for which it was appropriated, just in a different office.

Senator STEVENS. Nevertheless, I think you would be well advised to keep this committee posted when you intend to make transfers between agencies or accounts.

Mr. CLARKE. Yes, sir. The other major cost increase in the library is space cost and the third area is represented by publications.

In the publications area we are encountering severe inflationary pressures. So the answer to your question is we are maintaining a library operation at the same level they have been but the cost of maintaining that operation has been going up more than we would like to see.

Senator STEVENS. It was $1.2 million in 1974, $1.9 million in 1975, and $2.1 million in 1976.

Mr. CLARKE. Part of that cost increase represents the GSA space charges which appeared for the first time in fiscal year 1975, so I

think in order to make a fair comparison of the cost increase over the last 2 years, we would have to go back and reflect charges that are now part of the library budget that we are not included before.

That would be before——

Senator STEVENS. Are you physically changing the Alaska library location?

Mr. CLARKE. No, sir. It is physically in Anchorage, physically the same people have responsibility for its direction and, with this budget request for the funding, would become part of the Department as opposed to the Bureau of Land Management.

Senator STEVENS. Why?

Mr. CLARKE. It was at the request of BLM. They felt the responsibilities of that office went well beyond the capability and the program responsibilities of BLM, that it was more properly a departmental operation. They recommended and we agreed that we would take it over and attempt to fund it as a part of departmental operations this year.

Mr. HITE. Those space costs, Mr. Chairman, amount to approximately $500,000. They are included in the 1975 but not in the 1974. That is a significant number.

Senator STEVENS. $500,000?

Mr. HITE. Almost, sir, the actual amount is $452,775.

LIBRARY TRAVEL

Senator STEVENS. Why does the library need $17,000 for travel? That is up by $5,000 in 1 year.

Mr. HITE. Mr. Chairman, the library is more than just a repository for the collection that we have. We have made an effort over the years to establish a national library system for the Interior which encompasses all of the field libraries run by the various bureaus. To be sure that those libraries have collections that are current, that are active, that the staffing of the libraray encompasses a qualified librarian, this takes considerable amount of travel on the part of our director and her immediate staff.

Senator STEVENS. How many libraries are you maintaining now?

Mr. CLARKE. There are over 300 collections. They would not all be dignified as libraries and called elaborate but they are well in excess of 300 collections of library materials, publications and the like in the Department.

One of the things we are trying to do, Mr. Chairman, is provide equal access for all of the employees in the Department to those libraries. For example, Geological Survey has a superb library collection. We need to have, and we are in the process of establishing, indexing arrangements by which bureau personnel outside the Geological Survey, who may have an interest in or need to get at certain information maintained by the Geological Survey will know about it and we can facilitate putting the user and provider in contact. Similarly in Pittsburgh, there is a sizable collection which the Bureau of Mines has. Again, we want to make sure that those collections are accessible in a reasonable way to users outside of those host bureaus.

We are trying to set up a networking arrangement which essentially is a communication system, rather informal, but backed up by some

sophisticated data processing capabilities, as well as some sophisticated indexing arrangements, which will enable us to tell a user where material he is looking for might be located.

GSA PROVIDED SPACE FOR LIBRARIES

Senator STEVENS. Provide for the record, please, the number of locations where you are paying GSA space for libraries.

Mr. CLARKE. Yes, sir.

[The information follows:]

The Natural Resources Library currently pays for space in only two locations; the headquarters located in the main Interior building, estimated cost for fiscal year 1976 of approximately $377,505, and in Anchorage, Alaska, for the Alaska Library, estimated cost for fiscal year 1976 is approximately $52,440. The majority of this space is stack areas which are more expensive than office space because of restructuring and reinforcing due to weight. The figure for Alaska represents more space for fiscal year 1976 than is currently being occupied due to plans to reorganize and update the library facility there.

OFFICE OF RESEARCH AND DEVELOPMENT

Senator STEVENS. Why are there no pay costs requested for the Office of Research and Development, pay costs increases?

Mr. HITE. Mr. Chairman, we were able to absorb the pay cost increase in 1975 because of a lapse. We have a current onboard staff of 12 rather than the budgeted figure of 18.

Senator STEVENS. It was transferred to the OCS office in 1975?

Mr. HITE. Excuse me, sir, nine.

Senator STEVENS. What is the staff support reduction totally in R. & D.? What is your total reduction in that area? Is it just the nine?

Mr. HITE. Yes, sir, just the 9 with 18 residual. Six have been vacant through a good part of the year.

Senator STEVENS. You only have 12 filled at the present time?

Mr. HITE. Yes, sir.

OFFICE OF MINERAL POLICY DEVELOPMENT

Senator STEVENS. On mineral policy, you show a staff increase, a staff support increase. I am informed you also transferred positions there to OCS?

Mr. HITE. Yes, sir, we transferred only three from Minerals Policy.

Senator STEVENS. What is the increase?

Mr. CLARKE. Part of that, Mr. Chairman, was a reflection that we did not have that office fully staffed in fiscal year 1975, so personnel costs would be up substantially over 1975 in 1976 on the expectation that those positions would be filled a substantial part of the year.

Senator STEVENS. I am told that Office of Minerals Policy has a very large travel budget. Why is that?

Mr. CLARKE. We are requesting next year $34,000. That is an increase of only $3,000.

Senator STEVENS. That is a fairly large budget. What causes them to travel so much?

TRAVEL REQUIREMENTS OF MINERALS POLICY DEVELOPMENT OFFICE

Mr. CLARKE. Mr. Chairman, I guess I will have to provide that for the record. That again was looked at very closely by our budget people who tried to reflect, based on their experience, this year, what we expect would be the increased cost of the same volume of travel.

We would be happy to provide it for the record.

[The information follows:]

The Office of Minerals Policy Development is a new office established April 1974 with funding appropriated September 1974. In the eight month period from September 1974 this office has not been fully staffed, personnel for vacancies being carefully selected. During this period special assignments and study contracts have been made by the Assistant Secretary requiring exceptional effort by the few professional personnel in the office. An example of a contract study which has required substantial travel by OMPD staff to maintain appropriate over-sight of the general contractor doing the study and the various subcontractors which have been used to tap necessary expertise and to meet tight time limitations is the feasibility study of moving hydrocarbons from the Arctic to the lower 48 states. This study is required by the 1973 Alaska Oil Pipeline Amendments to the Mineral Leasing Act. As positions are filled and assignments for special studies and contracts are awarded, more personnel will be visiting contractors and attending symposiums and seminars of interest and importance to the Department and to this Office.

In the eight month funding of this office our fiscal year 1975 travel expenditures totalled approximately $20,000 for six professional personnel. The requested amount of $34,000 to be included in the fiscal year 1976 budget for this office is not an unreasonable estimate to provide the needs for a fully staffed office of 17 or 18 professionals for one year.

This office staff consists of seventeen professionals and five clerical positions.

EMERGENCY PREPAREDNESS

Senator STEVENS. What is involved in the "limited readiness activities" of the new 19-position Office of Emergency Preparedness?

Mr. CLARKE. While this activity represents a new line item and related dollar and position increases in the "Departmental operations" appropriation, the Emergency Preparedness Activity is a consolidation of emergency functions within the Secretariat. This activity has been part of the reimbursement function of the "Salaries and expenses" appropriation of the Secretary, and "Salaries and expenses," Office of Oil and Gas—now FEA. Reimbursable funding for this activity was reduced by congressional action in fiscal year 1975 with the understanding that each agency involved in emergency preparedness would seek direct funding in fiscal year 1976. In the past, the reimbursable funding was obtained through delegate agency funds appropriated to the General Services Administration or its predecessor in emergency preparedness activities, the Office of Emergency Preparedness. In years prior to fiscal year 1975, such funds, coupled with some funds in direct appropriations to the Department of the Interior, permitted staffing and program activities at substantially more adequate levels, except in the case of water, than the fiscal year 1976 proposed funding will allow.

Executive Order 11490, which assigned nonmilitary defense preparedness functions to the Secretary of the Interior, provides that

Interior shall, consistent with the policy direction of the Office of Preparedness, General Services Administration (OP/GSA), prepare and maintain national emergency plans, develop preparedness programs, and be prepared to implement, in the event of an emergency, all appropriate plans developed under this order. These preparedness assignments, nationwide in scope, cover electric power, petroleum gas, solid fuels, minerals, and water. The funds sought in this request will provide only minimal staffing and limited readiness activities in these areas for which Interior has long had emergency preparedness responsibilities.

Senator STEVENS. Doesn't much of the energy work, particularly development of an Emergency Petroleum and Gas Administration, duplicate what the FEA is supposed to do?

Mr. CLARKE. The energy emergency preparedness work does not duplicate the activities of the FEA. National defense emergency preparedness responsibilities for oil and gas, along with electric power, minerals, solid fuels and water were assigned to the Secretary of the Interior by Executive Order 11490. Several executive orders were rescinded in whole or in part, by Executive Order 11790, providing for effectuation of the Federal Energy Administration Act of 1974. Executive Order 11490 was not mentioned in Executive Order 11790. Thus these responsibilities remained in the Department of the Interior.

The Emergency Petroleum and Gas Administration (EPGA) is a standby agency that has comprehensive emergency responsibilities. FEA's authorized life is 2 years—to June 30, 1976—with its primary responsibility in the area of price regulations and allocations of petroleum. The EPGA is part of governmentwide emergency preparedness plans, with resource management and claimant responsibilities. FEA is concerned with short-term crisis management, and Interior is responsible for long-term preparedness programs. If a national defense emergency preparedness emergency occurred during the one remaining year of FEA's life, the two programs could be integrated to operate in concert. Thus there is no problem of duplication, either short term or long term.

FOREIGN CURRENCY RESEARCH

Senator STEVENS. Last year you chopped back your foreign currency research program at the last minute, and Congress cut it further. Now you are asking for a $1.5 million increase. Why this apparent policy switch?

Mr. CLARKE. Interior's foreign currency budget request for fiscal year 1975 was less than it was for fiscal 1974 because (1) we did not request any funds for Yugoslavia for fiscal year 1975, (2) less funds were needed in Poland because several Polish projects were completed during 1975, and (3) the India proposal was withdrawn pending development of a solid justification which would merit the Department's support of this research.

The increase of $1.5 million in Interior's fiscal year 1976 budget consists primarily of a major new energy program—$1,450,000—with Poland in the vital fields of coal extraction, regional planning for mining, and coal exploration. This funding was made possible by the establishment of a joint fund of $10 million by the U.S. Treasury for

the express purpose of expediting U.S. research in the energy field as a direct result of domestic priorities being given such research. After an Interior study team's analysis of the energy areas most beneficial to the United States, the proposed program of research was formulated for Poland.

Also a part of the $1.5 million increase is a new special foreign currency program with India. This resulted from a study team's visit during January 1974 to determine those areas of joint research that would be of greatest benefit to the United States.

Senator STEVENS. What will we get out of this foreign research that we don't get out of our own programs?

Mr. CLARKE. The United States will realize several unique general benefits from this foreign research. It allows the United States to tap new foreign reservoirs of R. & D. knowledge and experience; for example, Polish research in mine safety and automated mining is among the best in the world. It helps U.S. industry by opening foreign markets for selling U.S. equipment, products, and materials. It allows U.S. researchers to compare research results and to deal with unique foreign conditions; for example, geologic formations.

Results of foreign research will allow U.S. researchers to modify, redirect, or even discontinue some aspects of domestic research and thus save many research dollars. Further, this program permits research to be conducted abroad at a fraction of the cost in the United States; for example, wages in India are about one-sixth of U.S. wages, and wages in Poland are about one-fourth of U.S. wages.

Foreign research is often less impeded with environmental restrictions; for example, using crass carp as a weed control agent in canals. Foreign currency programs help to complement and supplement U.S. research—they do not duplicate or displace U.S. researchers. And finally, special foreign currency programs are not giveaways; they use debt money to benefit the United States through foreign scientific research.

DEPARTMENTAL OPERATIONS TRAVEL

Senator STEVENS. In Departmental Operations, your request for 1975 was $303,700 at your actual use in travel, and it has gone up to $537,000—over $200,000—almost an 80-percent increase in travel in Departmental Operations. Can you tell us what has caused that generally? I know there is an increase in aircraft services which we will get to in a minute, but each item other than hearings and appeals has gone up.

Mr. CLARKE. Mr. Chairman, I have an analysis of the $200,000 plus. The bulk of it, as you have already suggested, is in the Office of Aircraft Services. $25,000 is budgeted in Emergency Preparedness which was not funded in that budget last year.

There is $11,000 for the Outer Continental Shelf program. I will be happy to provide for the record the exact makeup of that increase.

Senator STEVENS. I think we have it pretty well in front of us. The other question is why does this have to go up? OCS for instance went from $10,000 to $21,000. The Office of Mineral Policy went up $2,500. Johnny Horizon programs went up $5,000. The Natural Resource Library——

Mr. HITE. The OCS increase, the base was about $10,000. The increase for this year occurs because we transferred the office in February or last month. The bulk of this $165,000 plus $25,000, or $190,000, was not funded last year. That is the OAS which you said we will take up in a minute and the Emergency Preparedness which we had to take out of our appropriated funds for this year.

The other increases, sir, I can only say reflect the cost-of-living increases we discussed before.

AIRCRAFT SERVICES

Senator STEVENS. With regard to OAS, I understand you are consolidating all of the OAS in the Secretary's Office. Have you reduced the other agencies accordingly by the amount you asked us to appropriate here?

Mr. HITE. Yes, we have, Mr. Chairman. This represents a request to directly fund those activities in the Office of Aircraft Services which are of a nature that can be—cannot be accurately charged to the Bureau. This encompasses the technical service activities that are run out of our headquarters in Boise, Idaho, as well as the regional office in Anchorage. By technical services, I mean moving out into the field to assure operating at maintenance standards, et cetera.

Senator STEVENS. How about this travel and transportation? Are the other agencies being reduced by $165,000?

Mr. HITE. Yes, sir. The distribution here was taken from the planning allowances of the bureaus involved.

Senator STEVENS. There is no expansion in activity contemplated in OAS. You are consolidating these?

Mr. CLARKE. Merely in the funding presentation.

Senator STEVENS. Is there an increase in aircraft services in this budget?

Mr. HITE. No, sir. The reason I stumbled when you said an expansion of activities is that we do plan to be more active in the lower 48 States, based on our experience with the regional office in Alaska last year. It is not reflected as an expansion of people or people costs for the Office of Aircraft Services.

AIRCRAFT REPLACEMENT

Senator STEVENS. I understand you are going to replace the Grumman Goose with helicopters?

Mr. HITE. Yes, sir. I think it is time now to call on Mr. Thurston who is the head of the Office of Aircraft Services. He happened to be in town for our meeting and we thought it would be good to have him here today.

Senator STEVENS. Why are you going to replace the Goose—or shall we call them Geese? You are going to use helicopters? Where are the Grummans located?

Mr. THURSTON. We currently have an inventory of five standard Grumman Geese. I am looking down the road hoping to be able to trim these numbers down.

These aircraft, which will be trimmed along with several others that we have, give us problems because they are obsolescent with respect to higher maintenance costs, either finding parts and in some instances——

CHANGE IN REQUEST

Senator STEVENS. They have a different range and a different capability. Why do you need to change to helicopters? Aren't there enough helicopters available in contracting operations?

Mr. THURSTON. There has been one adjustment on the equipment part of our budget. A revised proposal is hereby submitted. The substance of that adjustment occurred as the result of recent evaluation we just conducted in Alaska to determine how best to configure a fleet.

The change essentially is that we are now saying that we are not procuring the larger of the two helicopters. We will only procure the smaller helicopter and that, in place of this, we would substitute a light twin-engine turbine, pressurized, all-weather, fixed-wing aircraft for general utility work.

REVISED JUSTIFICATION

Senator STEVENS. We will include this revised justification in the record.

[The information follows:]

The Office of Aircraft Services has just completed, within the past week, a comprehesive review of the condition of current aircraft and has updated operation plans both for the next fiscal year and the future. As a result of the study, the Department now feels that a more suitable craft for OAS in lieu of a $600-000 medium turbine helicopter would be a light twin-engine turbine aircraft available for the same approximate cost.

Light twin-engine turbine aircraft.—A light-twin turbine pressurized fixed wing aircraft is needed to provide dependable all weather general utility transportation for bureaus and offices operating in Alaska. Presently, the OAS Alaska fleet has only one pressurized all weather aircraft—a reciprocating engine-powered Cessna 421. The turbine-powered aircraft is well suited for cold weather operations frequently encountered in interior Alaska and on the North Slope. Priority will be given to procurement of a type of aircraft powered by the same engines already utilized by other aircraft in the fleet.

This aircraft will operationally replace an Aero Commander 500B which will be excessed out of the Alaska fleet during fiscal year 1976.

By owning this aircraft as opposed to procuring the services commercially, the annual cost savings are estimated at $25,000.

This type of aircraft is not available from either civil or military excess sources.

HELICOPTER USE

Senator STEVENS. I understand you are going to get one small helicopter and one light fixed wing twin in place of the Grumman Goose, is that right?

Mr. THURSTON. If I may just check what we are replacing——

Senator STEVENS. This says, "* * * replaces an Aero Commander."

Mr. THURSTON. That is correct.

Senator STEVENS. How many helicopters do you now contemplate having in this budget?

Mr. THURSTON. Just one, the small one which you see, Mr. Chairman. We do a substantial amount of contract procuring of helicopter services in Alaska and will continue to do this. Right now, as we can best visualize, the sum extent of our proposed involvement in helicopter work is that one item which you now see before you.

We contemplate using this for several purposes. One of the main purposes is to allow us the flexibility of being able to respond to short term service requirements that pop up from time to time where we do not have the responsibility to respond to the contract method.

In addition, we have in Alaska people who are technical people, who are aviation people, to work with the bureaus in the industry on the various aviation problems that we have up there.

I might say in response to an industry complaint which I have seen over the years, I have seen fit to do what I can to keep these people proficient in their work and in tune with the times of what is a rapidly changing technology, as you are aware. This helicopter will also serve that purpose.

AIRCRAFT LOSSES

Senator STEVENS. I do not know. We had one severe loss this last year, did we not? Were you operating that plane?

Mr. THURSTON. Yes; we were.

Senator STEVENS. Did you know that plane had been retired because General Rollins, when he was in the Corps of Engineers, thought it was weary? You acquired it, operated it, and we lost 10 people.

Mr. THURSTON. There were four people onboard the aircraft, Mr. Chairman.

Senator STEVENS. Weren't there 10 on that one that went down?

Mr. THURSTON. In the Gulf of Alaska?

Senator STEVENS. Yes.

Mr. THURSTON. No; there were four persons.

Senator STEVENS. Then you had another crash in which you—you lost two planes last year?

Mr. THURSTON. A chartered helicopter disappeared in west central Alaska.

Mr. CLARKE. Mr. Chairman, our problem has been, as you well know, that we have an aging fleet and in some cases, a fleet that does not match the particular requirements that we think Government-owned aircraft should have. Jim Thurston has just completed an analysis of that aircraft inventory. There are some 38 aircraft which were physically consolidated and operationally run through the Office of Aircraft Services in January of 1974. Our plan now is to reduce that to some 29 aircraft, to get rid of the aircraft that are old, that have gone well beyond their time and replace them where we believe it is necessary with more modern up-to-date aircraft capabilities. We have established a rigorous analysis in order to make what we think is a reasonable judgment as to when an aircraft should be purchased as opposed to under what conditions we should seek outside contracting or chartering services.

I think the record to date and the one that we believe we will be able to portray in the future will demonstrate that we are acquiring

aircraft only when we can economically justify it and when their utilization will be such that it is in the best interests of the Government to have at least a few aircraft under our direct ownership.

ADDITIONAL AIRCRAFT JUSTIFICATION

Senator STEVENS. I think we ought to have a more detailed justification of the need for the additional fixed wing aircraft and what you plan to do with the helicopter. The Goose, as I understand it, you are going to phase out the two Grummans, is that right?

Mr. THURSTON. We have more than two Grummans but two for this year, that is correct.

Senator STEVENS. You are going to have one helicopter, you are going to phase out the Aero Commander and replace that with twin engine turbine pressurized?

Mr. THURSTON. That is correct, sir.

Mr. CLARKE. Mr. Chairman, we have an evaluation of the fleet presently existing in Alaska. We would be happy to make that available to the committee.

Senator STEVENS. You are replacing another one.

Mr. THURSTON. That is correct, Mr. Chairman.

Senator STEVENS. Are these all in Alaska?

Mr. THURSTON. Yes, sir.

Senator STEVENS. You are going to have an air force up there pretty soon.

Mr. THURSTON. Honestly, sir, I am working toward a reduction in numbers but at the same time we are talking about acquisitions, we are also concurrently working on excess. Again, the thrust of the operation here is a fleet reduction of approximately 25 percent, talking total numbers by the end of fiscal year 1977. Within that activity, we are attempting to update and modernize them.

AIRCRAFT CHARTER BASE

Senator STEVENS. I understand that, but part of the capability of providing charter services for the civilian population of Alaska has been the fact that the Government has in fact chartered those aircraft, provided a basis for maintaining them. As you go into more direct competition with these charter operations, in-house type of operation, you lose the financial basis for maintaining those aircraft for the period of time they would be available to the civilian sector of Alaska's population.

I can fully understand how someone would want the pressurized plane to go back and forth to the slope, but there are many available in the civilian sector that could be chartered. If you have one in-house, you in effect take the basis away from several that you would not be utilizing full time, maybe only one-eighth of the time, but that would be enough to maintain them for the balance of the community.

I wish you would give us a breakdown of what you will have not only in Alaska but in the south 48, if that budget is approved in terms of your budget capability in OAS.

Mr. THURSTON. We will so do, Mr. Chairman.

Senator STEVENS. What will the one helicopter be used for?

Mr. THURSTON. If I may, Mr. Chairman, I would like to call Mr. Schommer to answer a little bit more definitively with respect to our plans in the Alaska operation.

Senator STEVENS. This is the new one I am talking about now. As I understand it, even with this change, you are still running one additional helicopter.

Mr. THURSTON. We do not have a helicopter at this time.

Senator STEVENS. You do not have any?

Mr. THURSTON. That is right.

Senator STEVENS. You are using contract operations entirely?

Mr. THURSTON. That is right.

EXCESSED AIRCRAFT

Senator STEVENS. You are going to retire three Grumman Geese, three altogether?

Mr. THURSTON. Two Grumman Geese and an Aero Commander will be retired and replaced with a small helicopter, a light, twin-turbine pressurized, and an Otter.

Senator STEVENS. Are you going to retire three or two Grummans?

Mr. THURSTON. Two Grummans.

Senator STEVENS. What are you going to do with the third one you are retiring?

Mr. THURSTON. One Aero Commander will be retired.

Senator STEVENS. On page D.O. 19, you have a twin Otter scheduled to replace a Grumman Goose. On D.O. 18, you have a light turbine helicopter scheduled to replace two Grumman Geese.

You have given us a change here. Do I understand that you are not going to get that light turbine helicopter? We are sort of mixed up on how many you are going to retire and how many you are going to acquire.

Mr. THURSTON. Mr. Chairman, apparently our original request was predicated upon replacement of three Grummans. We have realigned that and will keep one of those three Grummans. In place of that third Grumman excess, we will retire the Aero Commander. Then we will pick up in the 1976 budget the small turbine helicopter, the twin Otter, and the light twin-turbine pressurized.

CONTRACT VERSUS PROCUREMENT SAVINGS

Senator STEVENS. You say by operating the twin engine turbine itself, as opposed to procuring the services commercially, the cost savings are estimated at $25,000 a year?

Mr. THURSTON. That is correct. If I may, that is as realistic a figure as I was able to come up with at this time, Mr. Chairman.

I might also point out, and I have said this on many occasions, I have no particular desire to get involved in the aircraft—Government owned aircraft business in areas where I should not be. What I have been doing, though, during the first year of our existence out there is attempting to get a handle on what these aircraft were doing, what they are costing, and the propriety of our ownership. As a result of our first year's data we just recently had an evaluation of the Alaskan

fleet, the thrust of which, as I mentioned earlier, is to have an overall reduction of 25 percent by the end of fiscal 1977.

We are going to continue to monitor this program carefully and if it indicates further down the road that further reduction is desirable and if I am in charge of it, further reduction will occur.

Senator STEVENS. It is going to take a lot to prove to me that you can save $25,000 by owning a pressurized twin-engine turbine as opposed to contracting for those services in terms of operations in Alaska.

Mr. THURSTON. We are in the final stages of polishing off the procedures, Mr. Chairman, whereby we evaluate the propriety of government ownership versus contracting for the service. I would be happy when we get this completed in the near future to furnish the procedure to you for your review.

ALASKA AIRCRAFT OPERATING COSTS

Senator STEVENS. I would like to see that. I would like to see the cost accounting goes into it in terms of how many people are on the bureau payrolls in order to handle scheduling of that aircraft and on the BLM payrolls in order to handle maintenance and to handle the hangar space for that aircraft which is going to be empty a lot of the time.

How many hangars are you going to have to build for that?

Mr. THURSTON. Mr. Chairman, there is no one on the BLM payrolls or any other bureau payroll at the moment to handle most of what you cited.

Senator STEVENS. They do have Campbell Air Force Base up there.

Mr. THURSTON. That is a BLM operation but that is a warehousing operation available on the air strip and they have helicopters based there that are contracted and which they do manage. The maintenance of aircraft in Alaska, those types of things are done by the OAS organization which is headquartered in Anchorage.

Senator STEVENS. I know, but you are going to operate a twin-engine turbine aircraft. I charter them. You take it up to the slope and you leave it there all night. You have to put it in a hangar.

I have had the fight of trying to get mine in the Naval Research Lab or some other hangar, not my own but one I have chartered. What are you going to do with yours when you have it up there all night? You are going to have to fly it back and stick it in a hangar either in Anchorage or Fairbanks, then go back up the next morning.

I have seen that happen too.

Mr. THURSTON. We put engine covers on. Then we put electric heaters inside the engine cells and wind covers on and other covers where appropriate. I have done that many times personally.

Senator STEVENS. You have not had a pressurized twin-engine turbine on the slope then.

Mr. THURSTON. I had a 681 Aero Commander pressurized.

Senator STEVENS. Well, all right. I would like to follow through on the costs that are coming out. I know whenever I take them up there, they have to put them in hangars. I have taken everything from a jet to a small Cessna to the slope and the only ones I know they leave out are the old ones that you cannot use heat with.

Again, the point I am making is, you say you are going to save money by acquiring a turbine. We were going to save money, I remember, when we acquired the Commander, at least the first Commander that went into Alaska.

I think the first one went in when I was with the Department. I do not think you are saving any money by operating a fleet. You might in the south 48. That is another matter. I know the Department's running the airplanes down on the Keys for the Park Service and Fish and Wildlife Service is another matter. However, when you get up in my country, you have costs that you just cannot contemplate in terms of operating those fleets. I hope we know what we are doing as we go into these bigger aircraft.

The Otter is a lot different from the Goose in terms of treating it in that cold weather country and so is the turbine. Now we are going into helicopters. I have some serious reservations about the Department doing that in terms of what it is going to mean in additional costs down the road.

We are not going to see them in terms of your budget. We are going to see them in terms of BLM building a hangar or Fish and Wildlife building a helicopter pad or USGS or someone else building a helicopter pad. It is not going to show up directly in this budget.

FLEET REDUCTION

Mr. CLARKE. Mr. Chairman, if I might, a couple of points that might shed some light on your concern. One, we mentioned a 25 percent reduction. There are 38 aircraft in the current fleet.

Senator STEVENS. A $25,000 savings on one aircraft, not a $25,000 budget. Your budget is up since we went into the Office of Aircraft Services. I am not saying that is not good cost accounting, don't misunderstand me. A lot of that may be parceled out in the bureaus before. I am saying it probably was.

Mr. CLARKE. The 25 percent I was referring to was not on one purchase. It was on the size of the fleet. Our target is to take the number of aircraft presently, some 38—those were the ones which were consolidated 18 months ago—and reduce them to around 29 in another 18 months. The direction in which we are trying to move is to get out of owning, operating any aircraft that it does not make sense to operate.

I can assure you that we have invested a substantial amount of time in getting good cost accounting information. We are considering the capital costs and the amount. We are considering the people costs. We are considering the fact they cannot fly year round.

Senator STEVENS. I understand that. I have been chartering around the State for 23 years and I will tell you once you pay those costs out of your own pocket, when you have someone standing by with the airplane, you realize how much it costs to keep an airplane on the ground waiting for someone.

Again, the point of the Government's contracting with charter services is that those costs stand out, whereas when you have your own turbine, if you have some V.I.P. who wants an airplane to stand by and wait for him 2 or 3 days, you are going to do it, and you know

you are going to do it. That is why we do not have any control over those costs at all.

Second, again, I say when the Government charters an area that big, it provides the basis for the operation of aircraft which would not otherwise be available to the civilian community. To the extent that you are running your own operation, you decrease the number of aircraft that are available because that airplane is not available to me, for instance, while the one you are chartering now is available to me in terms of a charter out of the Senate funds. It is a totally different configuration of availability of charter aircraft that is going to result if you build up this type of long range capability.

I should not belabor it because I am really sitting in for someone else, and he would not belabor it that much. But on this one, I do not know where you are going. I think you really ought to take a good long look at where you are going because I know the cost of this.

I charter a pressurized airplane for just 3 days in Alaska and I will be glad to show you the costs of keeping an aircraft with you for 3 days in that country on a charter basis. I could have let it go, just used it and let it go back and then had it fly up again. It might have been cheaper. We were just jumping all around the State. The cost of that is fantastic, and that is what you are going to be facing.

General Rollins is going to be using this mostly I would assume? I know—the general is a good friend of mine. But he is used to having a plane stand by. I would be interested next year to see you tell me you have saved $25,000 by using that aircraft when Andy Rollins gets hold of it.

He can look at this record. I know him and he knows me. This is an aircraft for Andy Rollins, and you cannot tell me anything else.

Mr. THURSTON. Mr. Chairman, granted these types of things do happen, but whether Mr. Rollins or whatever bureau that might happen to be using it at the time has the aircraft, if they require the aircraft to stand by for whatever purpose, then we are going to be billing them for that standby time.

Senator STEVENS. I understand you are going to be billing them.

Mr. THURSTON. They will be paying for it.

Senator STEVENS. That interests me too, because his costs are 100 percent repaid by the operators of the pipeline. That is not something that ought to be cast off lightly either. My state pays that ultimately. We own the oil. It comes out of the cost of building that pipeline. Those are reimbursable services.

CONDITION OF SURPLUS AIRCRAFT

Again I would urge you to look into that one airplane you acquired that went down. I looked into it. They tell me the Army, the Corps of Engineers, retired it because it was war weary. You people picked it up and made it an operational aircraft for the departmental employees.

Mr. THURSTON. Mr. Chairman, that aircraft which we acquired from the Corps of Engineers in Vicksburg, Miss., was an airworthy aircraft similar to our present Grummans. It was old, it had the same problems we had with the other aircraft.

I might say with respect to General Rollins that the general gave a resounding endorsement to us as far as the acquisition of that aircraft was concerned. I recall that personally.

I am not happy with picking up aircraft that old, but at the time, to do the job that we were required to accomplish, I did not have any other options available at the time.

AIRCRAFT SAFETY

Senator STEVENS. You had other options available. There were probably two dozen airplanes of the same kind sitting out there waiting to be chartered in the Anchorage area. You could have chartered them. Those people have inspections and controls, but you do not have them as a Government agency.

I am getting seriously worried about this concept of running a civilian air force in the Department of Interior in Alaska when these other planes are there and they are subject to a lot more controls than you have. It is time we really analyzed this from the point of view that safety in the department of its employees—I have lost too many friends in my lifetime who were Interior Department employees in airplanes.

If you would like to have me tick them off, I will start with Clarence Roe flying that Grumman Goose with gas in it with his son on a Sunday morning just so he could have gas up there to treat some VIP who was coming up Monday. He was one of my close friends. You can go all the way through to people who have gone down in the last 20 years and I think I knew almost every one of them.

One of the men who was in that plane that went down was——

Mr. THURSTON. Stan Fredericks.

Senator STEVENS. And his little daughter had just had a terrible accident. The family had two terrible accidents in the course of just 6 months. This one was not necessary.

I will document that airplane in terms of its war weariness if you would like me to. Ask me how many miles it has flown and the fact that the Corps of Engineers decided that it was too old for its service before you picked it up.

OPERATIONAL POLICY

However, it is the penchant for running that service that bothers me. Why don't you contract out? I would think your absolute goals should be to contract out 100 percent of your services unless you had someone who had to live in an airplane as the Fish and Wildlife people do when they have to count fish, ducks and geese. I understand that; that is another matter.

Mr. THURSTON. If I could point out the reduction in the type of aircraft which you are concerned about which is the general utility category aircraft as opposed to the project aircraft just referenced, by the end of fiscal year 1977, we are talking about a fairly drastic and dramatic decrease in the general utility aircraft in Alaska by numbers.

Senator STEVENS. But you do not see the difference. The difference was the Grummans were flown by the guys who were counting the moose, the ducks, geese and caribou. Now you are getting me into the area where you have fixed wing, high altitude transportation

capabilities, and you are running an airline. You are changing it from the concept of program utilization of aircraft to running an airline. You cannot count any geese with that twin engine turbine or any moose or caribou or anything else.

For your retiring two Grumman aircraft, the only thing you are really getting is one lightweight helicopter that cannot have a range of more than 150 miles at the most, and you are going to substitute that for the two Grumman aircraft. I have flown a lot farther than that in a Grumman.

COST VERSUS CONVENIENCE

The real problem is that there are just more and more people who want airplanes for their convenience instead of for the convenience of the Government, and it is going to cost you more money.

The thing that really ticks me off is that you said you are going to save $25,000. You had better be able to document that, document that you can save $25,000 operating a fixed wing turbine. I want to find out how many times it stayed on the ground waiting for your passengers, too.

This one I know. You are in my backyard now. I know what it costs to fly in the Alaska wilderness. I know what it costs to sit and wait for the plane to come in the next morning, to spend the night in some hotel in a small town or some cabin as opposed to having that airplane wait for you to take you back. It is a great convenience but it is a great cost. As a Senator, I make that decision. Every time I have to make the decision that I absolutely need that airplane, it is tough.

I will tell you what it costs me. It costs me almost the equivalent of two round trips from Washington to Anchorage, if I want to keep that turbine on the ground for a 24-hour period.

As I have said, I have only made that decision once in 7 years. You have a situation where someone will have to make that decision every single night. That one I am going to watch because, by thunder, if I have to stay in one of those hotels your guys can stay there too.

That is just as clear as I can make it. I think this aircraft is convenience for VIP's and I do not think you ought to be in that area. That is all there is to it.

I have belabored this too long. You are doing a great job, Mr. Clarke, don't misunderstand me. I don't want you to take this personally because I think you are doing a great job. I think those airplanes are better maintained and better flown now than they have ever been. It's a lot better service than each one of those bureaus having its own maintenance shop, its own little hangar and everything else.

I am not critical of what your goal is. I am just critical of the people who are pushing them on these fixed-wing aircraft because that is not a program aircraft to me. They are going to be hard pressed to justify that, I think.

Mr. CLARKE. Mr. Chairman, you might be interested, through March 31, we have logged revenues, $2,600,000 in outside charters in Alaska alone, and we have contracted for services of $3,700,000. That is a substantial increase over prior years. That is our intent. We may be properly criticized in terms of individual aircraft but I think our cost accounting will tell it like it is, painful as it may be.

There are forces which say we should have owned aircraft across the board. We are making a conscious attempt to resist that.

Senator STEVENS. But you have people who are working daily with the oil industry, and the oil industry has its contract airplanes, and they are jetting back and forth. You have people in Government saying, "Why can't we do the same thing?" I can understand what is going on. The only difference is when you get right down to this operation, this is something that we ought to be able to control. This is sort of like Parkinson's law: The more Government people are going to fly in aircraft like this, the more the other guy is going to fly, too. It is just going to keep going back and forth to the point where you can understand why the pipeline is costing $5.6 billion instead of $900 million.

You are entitled to a rebuttal, I think.

Mr. THURSTON. Thank you, Mr. Chairman. Not a rebuttal, perhaps, but just a brief overall statement on this matter.

I share your concerns, and to be quite candid with you, if I could get out of the Government aircraft business in that area we have been talking about, I would be really delighted. It is by far the biggest headache.

My problem is having just come into being a little over a year ago, I have to have what I feel is some realistic factual history behind me to be able to base my decisions on. For this reason, we did implement the cost system which, while it has some bugs, I think is working pretty well. It is giving us the basis for taking a look at our first year's operation.

One consequence of that is that we are not going to stay in the general utility, single engine business because, as you say, we cannot compete. I have been able to prove that, so we are going to get out of it. As we go further down the road, I think we will be able to operate in a more appropriate manner as we have more refined data behind us in the history of what we are doing.

I personally feel we are going in the right direction. It can be argued whether we are going too slow or too fast. I really sincerely feel that what we are trying to do here has merit and it is going to take a few years for us to get this sorted out and get the operation truly in line as it probably should be.

Senator STEVENS. All right. I am going to try to help you. But when you start looking at that cost and realizing that you have VIP airplanes and VIP's can tell people what to do instead of asking people to do something for them, you have a different set of facts on this airplane than you have on the rest of them that you have been flying. It seems to me that is the kind of guy who ought to be put in the position of being told this airplane sitting out on the line is costing you x dollars. For myself, I think you will rue the day you did this.

Incidentally I congratulate you for the pressurized aircraft. My good friend would be here today, and so would Hale Boggs, if they had pressurized aircraft.

EVALUATION OF ALASKA OAS AIRCRAFT FLEET

I do hope you will give us some breakdown on the aircraft, though.

[The information follows:]

EVALUATION

of

ALASKA OAS AIRCRAFT FLEET

I - OBJECTIVES

1. To evaluate the utilization of various types of OAS owned/operated aircraft during CY 1974 and the general purposes for which they were utilized.

2. To determine the degree of financial solvency (or non-solvency) of OAS owned/operated aircraft with respect to use rates employed during CY 1974.

3. To establish new use rates for OAS owned/operated aircraft effective April 1, 1975.

4. To determine optimum fleet configuration through FY 1977, considering user program needs, financial practicality, utilization requirements, operational suitability (including safety and dependability), obsolescence problems, special maintenance requirements, and opportunities for standardization to reduce costs and improve overall efficiency.

5. To develop a plan for achieving optimum fleet configuration by the end of FY 1977 and provide a basis for budgeting efforts.

II - HISTORY

On January 6, 1974, the aircraft owned and/or operated by Department of the Interior (DOI) bureaus in Alaska were consolidated under the Office of Aircraft Services (OAS). On the same date an aircraft cost system was implemented to track cost and utilization data for each aircraft, utilizing discrete categories useful for management analysis at a later date.

Also, as of January 6, 1974, aircraft use rates (flight and standby) were placed into effect. These rates were somewhat arbitrarily established at levels below that for which similar services could be procured from commercial sources. The arbitrary establishment of rates was necessary due to the lack of any sound historical cost data.

Originally, it was intended that as the result of a cost/utilization review scheduled for June of 1974, rates would be adjusted up or down as necessary effective July 1, 1974. Prior to this date, the Director-OAS decided that no use rate adjustment would occur on that date. This decision was predicated upon the fact that a forthcoming Federal pay raise was due in October which would substantially inflate costs, and that two rate revisions (probably increases) over a relatively short time frame, while probably economically appropriate, would have generated more PR problems with the bureaus than we wanted to deal with at the moment. Additionally, six to nine months of operational cost experience still had questionable statistical significance due to the inclusion of one-time "front-end" costs which were being steadily incurred, and shake-down problems with the aircraft cost system. The Director-OAS, in effect, opted to run a deficit owned/operated fleet program for the first year while the financial costing system gained statistical significance.

In the meantime, this evaluation (of one year's data) was scheduled, realizing that, although the data base was somewhat shaky, there was enough good information available to permit some fairly sound conclusions to be drawn.

III - FINDINGS AND OBSERVATIONS

A. General Findings

1. Cost/Utilization by Type Aircraft. Exhibit No. 1 tabulates cost/utilization data for each category of aircraft evaluated. Not all aircraft were evaluated since their cost/utilization circumstances during the year were either of questionable statistical significance or the information was judged to be of no use for future planning. Examples of this are:

   --Aircraft which were inoperative when OAS assumed the responsibility and should have already been excessed.

   --Operative aircraft which OAS grounded as the result of inspections and no longer operated.

   --Experimental aircraft development inherited from FWS.

   --Aircraft which were rehabilitated during the course of the year, but which did not fly productively. (Example: Grumman Goose N0789 did not fly during CY 1974, yet during the period OAS spent $41,618.56 overhauling the aircraft. It will be placed back into service during the spring of 1975.)

   --Aircraft seasonally leased during CY 1974 which for a variety of reasons, OAS does not intend to operate again.

2. Owned/Operated Aircraft Program: CY 1974 Cost/Revenue Summary. A summary income statement for the owned/operated aircraft program for CY 1974 is as follows:

Revenue		$1,884,000
Direct Expenses	$1,580,000	
Reserves	557,000	
Total Direct Expenses		2,137,000
Income before Admin. Exp.		(253,000)
Administrative Expenses		97,000
NET INCOME		$ (350,000)

B. Specific Observations

1. Front-End Costs

   a. Aircraft Not Operated during CY 1974. Inspection maintenance and overhaul costs estimated at $90,000.00 were spent by OAS on aircraft which did not productively fly during CY 1974. In some instances, costs were incurred for airworthiness evaluations which resulted in permanent grounding of the aircraft. A substantial portion of the $90,000.00 cost supported efforts to refurbish aircraft which were due for major maintenance at the time they were transferred to OAS.

   b. Experimental Aircraft. During CY 1974, OAS spent $43,464.00 on the experimental Aleutian Goose (N780) which was transferred from FWS. This cost was partially offset by $26,158.00 revenue for a net loss of $17,306.00. Considerable costs were incurred during the winter of CY 1974 with the abortive certification effort in California.

c. Grumman G73T Mallard (N2974). This aircraft, which was a financial liability under BLM, was operated by OAS until the lease expired in early May of 1975. It incurred an estimated net loss of $19,000.00 during the four-month period.

d. Cessna 421 (N6PS). The warranty on the Park Service Cessna 421 ran out about the time it was transferred to OAS. (The Cessna 421 has been a maintenance nightmare for most operators in the United States.) Last summer, OAS incurred unexpected costs for two engine overhauls on this aircraft. The net loss to OAS for the CY 1974 period is estimated at $34,500.00.

e. Aircraft Operated during CY 1974. Although the OAS aircraft cost system was designed to accumulate costs in meaningful categories for management analysis purposes, it does not accommodate the identification of all front-end costs associated with recertification of aircraft. However, since the January 6, 1974, OAS consolidation, 16 of the 22 uncertificated aircraft transferred to OAS were recertificated to FAA standards.

f. Identifiable Front-End Costs. The total identifiable front-end net loss to OAS during CY 1974 is estimated at $160,000.00. Substantial unidentifiable front-end costs are known to exist.

2. Single-Engine General Utility Operations. Single-engine general utility operations (predominantly performed with Cessna aircraft) cost OAS approximately the same as if the services were chartered ($80.00+ per hour). The most significant cost factor to OAS for these operations is pilot salary and benefits (approximately $43.00 per revenue hour).

3. Crew Costs. OAS crew costs for salary, benefits, and travel averaged $47.59 per revenue hour flown during CY 1974 ($43.00 per hour for salary and benefits, plus $4.59 per hour for travel). Four major factors contributed to excessively high revenue hour crew costs:

a. OAS is required to pay line pilots for duty time whether they are flying or not.

b. Crews on assignment to bureaus (especially the BLM fire control operation) are required to be on duty up to 16 hours per day. Frequently, this is standby time with minimal flying. Consequently, the crews draw high overtime costs which OAS has been absorbing.

c. An irresponsible overtime philosophy is embraced by certain OAS personnel in Alaska, such attitudes being reinforced by the nature of the fire control operation which is largely financed through emergency funds, and which does not have to offset costs with earnings. The management and control of the overtime during CY 1974 was inadequate.

d. The aircraft use rates established prior to January 6, 1974, did not adequately anticipate the impact of the Trans-Alaska Pipeline on the local economy. Food and lodging costs moved skyward during CY 1974, especially at Fairbanks and on the North Slope. Consequently, OAS lost substantial money on crew travel expenditures.

4. Antiquated Aircraft. The older aircraft are burdening the maintenance activity with excessive time, cost, and effort. Specifically, airframe and engine maintenance costs are high, engine dependability is less than desirable, and parts are becoming increasingly difficult to locate. Parts scarcity, for example, necessarily results in stockpiling of many items not commercia-ly available. Items stockpiled are frequently bulky and thus increase square footage necessary for

storage which, in turn, further increases costs. In some instances, parts have to be fabricated in a machine shop which is also costly.

Of the 38 OAS-owned aircraft presently on the books, 52% are over 10 years old, 26% are over 20 years old, and 8% are 32 years old. Some of these aircraft are inoperative and are being excessed. Presently, older operative aircraft in the fleet which require modern replacements are the Douglas DC-3, the DeHavilland DHC-2 Beavers, and the standard G-21A Grumman Goose amphibians.

5. Aircraft Cost System. The data products for which the OAS owned/operated aircraft cost system was developed appear to be generally appropriate; however, certain problems have increased the difficulties of this evaluation. Most significant were:

   a. Computer program difficulties which served to incorrectly distribute distributive costs. This problem has been corrected.

   b. Incomplete fuel cost information primarily due to billing delays from the Defense Fuel Supply System and other petroleum distributors. The fuel cost figures contained within this evaluation are thus estimated to the extent that costs were constructed using average hourly consumption rates at estimated average costs per gallon.

   c. Some cost data was incorrectly coded into the system. The most significant problems involved erroneous cost coding for engine overhauls, major airframe repair, and accident costs. This is an internal administrative problem within OAS which is being corrected.

6. Utilization

   a. Project Aircraft. The utilization of project aircraft was solely by FWS. Annual hours flown by each project aircraft was low, ranging from 100 to under 300 hours.

   b. General Utility Aircraft. For those aircraft utilized solely for general utility flying, the average annual use rate exceeded 500 revenue hours each (which is generally accepted as being fair to good utilization). Some general utility aircraft flew less than 500 hours since they were only seasonally utilized.

IV - CONCLUSIONS AND DECISIONS

A. General Conclusions

1. The owned/operated Alaska aircraft fleet was a deficit operation during CY 1974. Significant contributing factors were:

   a. Excessively high front-end costs with insufficient offsetting revenues.

   b. Large numbers of obsolescent aircraft with resultant high maintenance costs.

   c. Excessive crew costs.

   d. Use rates fixed too low.

   e. Inflation in Alaska which approximated 15% since the use rates were established.

2. The profile of the Alaska aircraft fleet needs reconfiguration to more efficiently serve user program requirements. Specifically:

a. There is insufficient all-weather IFR capability.

b. There are insufficient numbers of pressurized equipment (only one aircraft presently).

c. There are too many obsolescent aircraft in the fleet.

d. There are too many different kinds of aircraft, thus limiting opportunities for standardization of engines and other major components.

3. The aircraft cost system will have to compile a total of three years of data (in our view) before complete confidence can be placed on the significance of the information.

B. Specific Decisions

1. Problem: CY 1974 costs exceeded revenues for the Alaska fleet operation.

   Action: Use rates were revised effective April 1, 1975. Further adjustments will be made July 1, 1975, if required. (See Alaska OAS Operational Procedure Memorandum No. 7, dated March 25, 2975, attached as Exhibit No. 2.)

2. Problem: OAS lost money as the result of its involvement with the certification effort on experimental aircraft N780.

   Action: Further certification effort on N780 has been suspended pending funding support from FWS. (See memo to Director-FWS dated March 31, 1975, attached as Exhibit No. 3.)

3. Problem: The Cessna 421 which was transferred from National Park Service (NPS) has generated exhorbitant maintenance costs.

   Action: The use rate to users has been increased to offset estimated continuing hourly maintenance costs. Many deficiencies have been corrected and we now anticipate lower hourly maintenance costs.

4. Problem: Single-engine general utility aircraft services performed by OAS are uneconomical.

   Action: OAS is getting out of the single-engine general utility aircraft business, starting now. With the exception of three aircraft committed by agreement to the Alaska Pipeline Office (APO) until next November, this program has already been shut down. As a result, OAS will not be hiring seasonal single-engine pilots this summer. As soon as OAS honors its commitment with APO, we will be completely out of the single-engine general utility aircraft business. In conjunction with this decision, two single-engine aircraft will be reassigned to NPS as project aircraft at Mt. McKinley and Katmai National Parks.

5. Problem: OAS crew costs are excessively high.

   Action: In order to better recover existing crew costs, Alaska OPM No. 7 (Exhibit No. 2) increases the minimum daily standby rate for OAS aircraft which better offsets crew standby costs. This OPM also prescribes add-on costs to users for crew travel costs incurred when the aircraft is away from the assigned duty station overnight. In addition, the OAS Alaska Regional Director has implemented procedures to more effectively control and monitor the overtime demands. (See Exhibit No. 4.)

6. Problem: The Alaska fleet is improperly configured; the fleet is too large, and too many of the aircraft are obsolescent.

   Action: As the result of this evaluation, an equipment acquisition/excess plan has been developed which schedules reconfiguration of the fleet from the present time through FY 1977. (See Exhibit No. 5.) If the budgetary aspects are approved, the Alaska fleet will be at a desirable configuration by the end of FY 1977. The thrust of the reconfiguration is to reduce total numbers by 25% (from 38 to 29 aircraft) and upgrade fleet quality. (Within this overall reduction, general utility and other aircraft will be reduced 62% from 24 to 9 aircraft. Project aircraft, however, will increase 43% from 14 to 20 aircraft.)

7. Problem: Some cost data has been entered incorrectly into the aircraft cost system.

   Action: This problem was surfaced as the result of this evaluation and brought to the attention of the principals involved. Corrective action is now underway, primarily in the form of clearer definition of input requirements and on-the-job training.

8. Problem: Fuel cost charges as portrayed in the aircraft cost system are incomplete due to lags in billings.

   Action: Accounting procedures revisions are underway to more accurately reflect the current status of fuel costs within the aircraft cost system.

9. Problem: Project aircraft utilization is generally low.

   Action: In many cases, this is simply a situation that has to be lived with since mission requirements supersede aircraft utilization concerns, and other alternatives may not be practical. The cost/benefit judgments of the propriety of project aircraft on a case-by-case basis are necessarily the responsibility of the user bureau. OAS will provide bureaus with periodic cost data for their project aircraft operations and advise bureaus on other options which appear feasible. Budgetary justifications to OAS for project aircraft are also a bureau responsibility.

Exhibit No. 1

CY 1974 COST/UTILIZATION SUMMARY OF OAS AIRCRAFT

Type Aircraft	Total of This Type in Fleet	Number of Aircraft Evaluated	Average Revenue Hrs. per Aircraft	OAS Use Rates per Hour[1]	Average Actual Cost per Hour[1]	Comparative Rates With Crew[2] from Industry (During CY 1974)	Remarks
Champ Citabria	2	0	---	---	---		1 aircraft inoperative; the other aircraft was not utilized significantly.
PA-18 Supercub	4	4	172	30(45)	43(--)	(50)	FWS project aircraft.
Cessna 180	7	4	332	45(60)	47(82)	(70)	3 aircraft inoperative; 4 operated were primarily for general utility purposes.
Cessna 185	6	6	492	50(65)	47(80)	(80)	Aircraft were used both for project work & general utility work.
Beaver DHC-2	6	4	209	65(80)	87(95)	(120)	FWS project aircraft.
Hiller FH-1100	1	1	251	--(180)	76(115)	(240)	Leased helicopter operated during first 4 mo. of CY 1974 at which time lease expired.
Aero Commander 500B	1	1	575	--(105)	100(142)	(135)	General utility.
Cessna 421	1	1	511	--(140)	166(207)	(210)	General utility.
Grumman Goose G21A	5	2	432	--(140)	111(154)	(160)	General utility. Aircraft operated seasonally.
Turbine Goose	3	2	510	--(180)	155(197)	None	General utility. No commercial comparison available.
Douglas DC-3	1	1	501	--(240	196(281)	(360)	General utility.
Twin Otter DHC-6	1	1	329	--(360)	460(542)	(540)	General utility. Leased with purchase option.
Argosy AW-650	3	3	N/A	--(975)	984(1110)	None	Gen.utility. No comm. comparison available. 3 different aircraft seasonally leased.
Lear Jet M24	2	0	---	---	---	---	Seasonally leased. Program terminated.
Grumman Mallard G-73	1	0	---	---	---	---	Aircraft lost at seas. Program terminated.
Grumman Mallard G-73T	1	0	---	---	---	---	Lease expired. Program terminated.
Aleutian Goose (N780)	1	0	---	---	---	---	Experimental.
Turbine Beaver (N754)	1	0	---	---	---	---	Experimental.

1/Rates in () are with crew. Rates not in () are without crew.
2/Industry rates are generally with-crew rates. Also, industry daily standby during CY 1974 was 3-4 hours vs. OAS which was 2 hours.

1291

Exhibit No. 2

United States Department of the Interior
OFFICE OF THE SECRETARY
OFFICE OF AIRCRAFT SERVICES
1935 MERRILL FIELD DRIVE
ANCHORAGE, ALASKA 99501

In Reply Refer To: 1331
3610

OAS Operational Procedure Memorandum - Alaska Region No. 7

Date of Issue: March 25, 1975

Distribution: Alaska User Agencies and Headquarters

Subject: OAS Aircraft, Use Rates and Payment

Effective Date: April 1, 1975

OAS Aircraft

OAS operates aircraft as either general utility, assigned or project. These are defined as follows:

General Utility Aircraft - A fleet of aircraft under the operational control of the Alaska Region which are crewed by OAS personnel and available to agencies on a dispatch basis.

Assigned Aircraft - Aircraft crewed by OAS but assigned to an agency for their exclusive use and operational control for a specific purpose and period of time. An assignment agreement is negotiated between OAS and the requesting agency outlining the terms and conditions of the assignment.

Project Aircraft - Aircraft crewed by an agency and assigned to them for their exclusive use and operational control for an extended period of time.

A description of OAS aircraft giving passenger and load capability range and airspeed is enclosed as Enclosure 1.

Requests for Aircraft

General utility aircraft are scheduled by the OAS Flight Operation Center located at Merrill Field in Anchorage and can be contacted by calling 907-279-6561. At the time the request is made, the agency must provide an "Agency Order Number" (i.e., purchase order, request

number, fund citation, or other number that will enable the agency to tie the OAS billing into their request).

Requests for assigned or project aircraft must be made in writing to the Regional Director.

Use Rates

Enclosure 2 gives use rates for OAS general utility and assigned aircraft effective April 1, 1975. Project aircraft rates are worked out under agreement with the agency for individual aircraft.

The following conditions apply to the established rates:

1. Standby with Pilot

   The standby rate will be charged on OAS general utility aircraft which are requested for a flight which requires the aircraft to standby on the ground while work is performed by agency personnel. The standby rate will be charged for any time in excess of one hour that the aircraft is on the ground up to a maximum combination of flight and standby time that equals three hours of flight rate. No standby will be charged if the aircraft is utilized for three hours per day. Any portion of time in excess of one hour on the crew ground will be billed as a whole standby hour.

2. Ground Delay-Cargo Aircraft

   One hour before scheduled takeoff and one hour after landing of cargo aircraft is allowed for loading and unloading cargo or passengers. Unless arrangements are made for additional ground time of the time the flight is scheduled, the standby rate will be charged for any additional time. Cargo aircraft for the purpose of this memorandum are defined as the Twin Otter, DC-3, and Argosy.

3. Ferry Time

   Ferry time will be charged at the same rate as flight time.

4. Guarantees

   Guaranteed flight hours per day will be established on an agreement basis under the following conditions:

a. Assigned aircraft.

b. Use of general utility aircraft without pilot, except for point-to-point transportation.

5. Flight Crew Food and Lodging

The use rates do not include crew food and lodging when required to be away from their assigned duty station overnight. Agencies are responsible for payment of food and lodging by one of two methods:

a. Providing the food and lodging, or

b. Being billed for flight crew per diem on a flat rate charge of $36/day per crew member for full subsistence or $18/day for partial subsistence. Full subsistence is defined as the crew providing their own food and lodging for a full day. Partial subsistence is defined as providing their own food and lodging for 1/2 a day or providing either food or lodging for a full day.

6. Lodging at Fairbanks and Valdez

When agencies request flights that require the flight crew to stay overnight in Fairbanks or Valdez, it is the agency's responsibility to provide and pay for their lodging.

Flight Hour and Duty Limitations

OAS pilots will be limited to the following flight hour and duty hour limitations:

1. Pilot flight hours will not exceed eight hours during any 14 hour duty period for a single pilot operation. Pilot flight hours will not exceed ten hours during any 14 hour duty period for a dual pilot operation.

2. Pilot duty hours will not exceed 14 consecutive hours during any 24 hour period.

3. At least ten consecutive hours of rest will be required during any 24 hour period.

Users should not solicit pilots to exceed the above flight hour and duty limitations as pilots may be temporarily or permanently suspended from further flights if they exceed the above limitations.

Payment Processing

1. As OAS fleet aircraft services are discharged, documentation of these services is recorded by the pilot on an Aircraft Use Report (OAS-23) (sample attached as Enclosure 3) and it is certified as received by a bureau representative, upon completion of requested services in the case of general utility aircraft, or at the end of each week for assigned aircraft.

2. The pilot submits the OAS-23's to the OAS Anchorage Office where the ORIGINAL COPY is processed for billing and the USER COPY is sent to the bureau's requesting office or other specifically identified location for internal obligation and reconciliation of the bill from OAS.

Billing

A detailed printout by Aircraft Use Report, Date, Agency Order Number, Type of Charge and Dollar Amount Due will be submitted to the user bureaus as an attachment to monthly SF1080 and SF1081 billings in order to facilitate reconciliation of Aircraft Use Reports, OAS-23, to billings received from OAS.

For John G. Schommer
Regional Director

OAS Operational Procedure Memorandum
Alaska No. 7
Enclosure 1
March 25, 1975

OAS AIRCRAFT CAPABILITY

Type Aircraft	Passenger Capacity	Maximum (1) Payload in lbs.	Nautical True Cruising Airspeed	Range, Hrs w/ Normal Full Load
Piper Supercub (2)	1	300	100	4
Citabria (2)	1	300	100	4
Cessna 180 (2)	3	500	120	5
Cessna 185 (2)	3	750	125	5.5
Beaver (2)	3	800	90	4.8
Aero Commander	5	800	165	5
Cessna 421	7	1,500	180	5.7
Standard Grumman	10 Standard 5 Executive	1,300	120	4
Turbo Grumman	10 Standard 5 Executive	1,800	180	4
Twin Otter	19	3,000	160	3.3
DC-3	28	5,000	165	4.2
Argosy	0	20,000	200	4

(1) Available payload will vary depending on the amount of fuel required for each trip.

(2) Limited availability - most are assigned as project aircraft.

Enclosure 2
March 25, 1975

USE RATES - GENERAL UTILITY AND ASSIGNED AIRCRAFT

Type Aircraft	Normal Crew Compliment*	With Crew			Without Crew	
		Wet	Dry	Standby	Wet	Dry
DC-3	2	$330	$240	1/2 Flt. Rate	$ -	$ -
Beaver DHC-2	1	102	86	"	82	66
Cessna 180	1	73	65	"	53	45
Cessna 185	1	85	80	"	60	50
Supercub PA18 and Citabria	1	62	56	"	42	36
Commander AC500D	1	130	112	"	100	82
Grumman G21-A	1	150	126	"	126	96
Grumman Turbins	1	195	160	"	-	-
Cessna 421	1	180	145	"	-	-
Twin Otter	2	465	425	"	-	-
P2V	3	600	-	-	-	-

* When crew members are required or requested in addition to the normal crew compliment, a special charge of $25.00 per hour will be assessed.

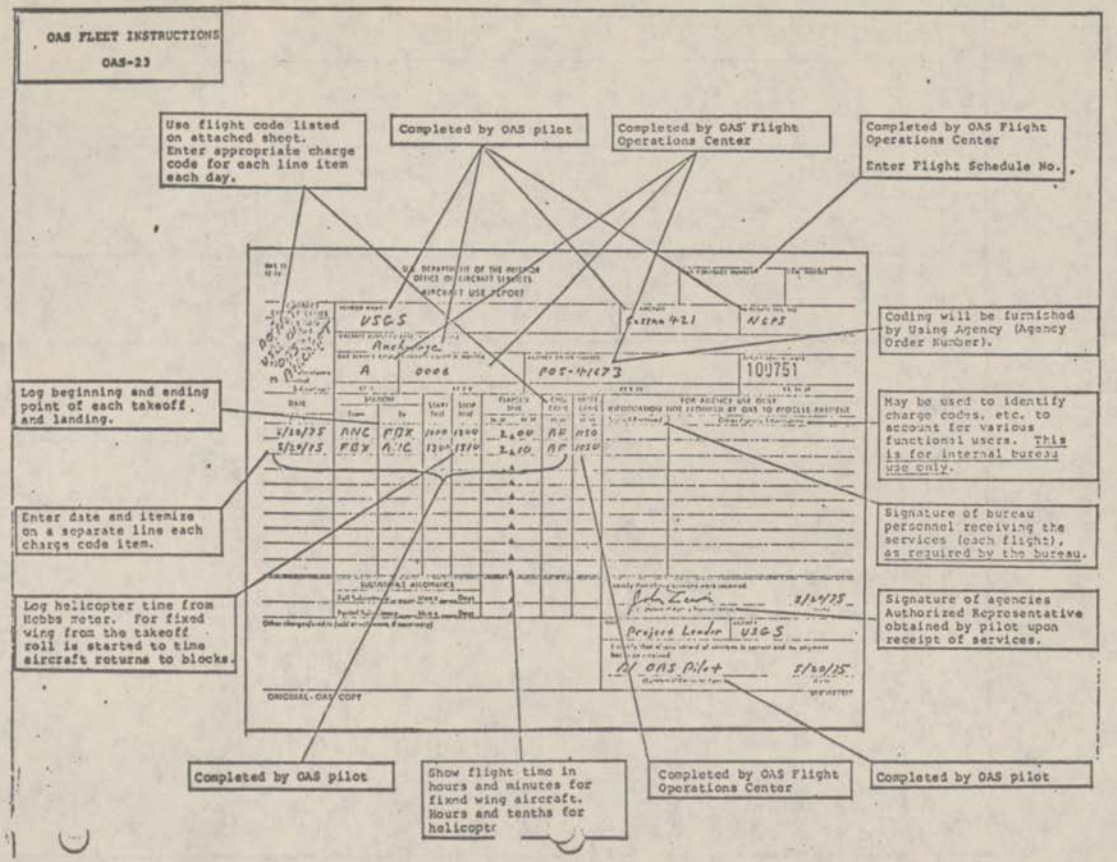

OAS FLEET INSTRUCTIONS
OAS-23
Use flight code listed on attached sheet. Enter appropriate charge code for each line item each day.
Completed by OAS pilot
Completed by OAS Flight Operations Center
Completed by OAS Flight Operations Center
Enter Flight Schedule No.
Coding will be furnished by Using Agency (Agency Order Number).
Log beginning and ending point of each takeoff and landing.
May be used to identify charge codes, etc. to account for various functional users. This is for internal bureau use only.
Enter date and itemize on a separate line each charge code item.
Signature of bureau personnel receiving the services (each flight), as required by the bureau.
Log helicopter time from Hobbs meter. For fixed wing from the takeoff roll is started to time aircraft returns to blocks.
Signature of agencies Authorized Representative obtained by pilot upon receipt of services.
Completed by OAS pilot
Show flight time in hours and minutes for fixed wing aircraft. Hours and tenths for helicopter
Completed by OAS Flight Operations Center
Completed by OAS pilot

Exhibit No. 3

March 31, 1975

MEMORANDUM

TO: DIRECTOR, U. S. FISH & WILDLIFE SERVICE

FROM: DIRECTOR, OAS

SUBJECT: CERTIFICATION OF ALASKAN ALEUTIAN GOOSE (N780)

This is to solicit your views and desires with respect to investing further effort and monies for the certification of the Alaskan Aleutian Goose (N780). When the aircraft responsibilities in Alaska were consolidated under OAS, this aircraft was transferred from FWS to OAS. I am soliciting your views on this matter because (1) if certificated, N780 would predominantly be utilized for FWS aerial survey programs; (2) FWS modified the aircraft to its present configuration, and thus has considerable financial interests vested in the project; and (3) money for additional certification effort would have to be provided by FWS since OAS is inadequately funded for this type of endeavor.

The N780 project consisted of modifying a conventional Grumman Goose to accommodate various FWS aerial survey requirements. The modifications were extensive and involved changes such as conversion from reciprocating engines to turbine engines; lengthening and reconfiguration of the fuselage to improve observer visibility and allow four persons to be seated in the cockpit; conversion from fixed-wing floats to the retractable type; modification to increase fuel capacity from 220 gallons to 704 gallons, and several other significant changes.

The project commenced during 1968, objective of which was to certificate the aircraft (with modifications) at a maximum gross weight of 12,500 pounds. The original gross weight of this aircraft in standard configuration was approximately 7,800 pounds.

During 1969 and 1970, the modifications by-and-large were accomplished, and the aircraft first flew in its new configuration on February 10, 1971. Subsequently, and until November of 1973, further work was expended in order to bring the aircraft up to a standard which would permit certification by the FAA. During this period, certification work was seasonally interrupted while the aircraft was operationally employed on various FWS missions.

During November of 1973, the aircraft was transferred to OAS. At this time it was believed that N780 was ready for the FAA certification evaluations in California. Although interrupted by an operational aerial survey in Central America during the winter, the FAA evaluation continued into April of 1974. At this time the aircraft was returned to Anchorage, having failed to meet the certification standards, primarily due to lateral instability problems. OAS then grounded the aircraft pending further evaluation of the time and money required to achieve certification. This evaluation, however, was shelved until the fall of 1974 because OAS viewed that the recertification of numerous standard category aircraft in the Alaska fleet had higher priority.

During the fall of 1974, the evaluation was initiated, along with further modifications to hopefully correct the lateral instability problem. By January of this year the instability situation was significantly improved and additional costs were estimated at $14,000.00 to achieve certification. (See John Schommer's memorandum of January 10, 1975, enclosed.) Therefore, we are now at a decision point as I view it, such decision having to be made without guarantee that the expenditure of $14,000.00 would indeed achieve certification.

The reasons why I cannot patently state that this additional investment would result with success are:

1. At this point in time, N780 remains an experimental aircraft. It is in this status because it has never been successfully tested against a civil aircraft certification standard. Due to the inherent uncertainties associated with the evaluation and testing of developmental aircraft for purposes of certification, I would be foolish to predict the outcome of such an evaluation by FAA before the fact with absolute certainty.

2. We are now encountering excessive fuel leakage from the wings. The wing on N780 was converted in part to a "wet wing", i.e., the wing itself is the fuel cell rather than having a fuel cell contained within. Until we tear into the wing, I cannot conclude with certainty the extent of work required to correct the problem. Our present estimate is just that -- an estimate.

We have been unable to determine what the cost of this modification program has amounted to thus far. We are told the figure is at least one million dollars and that it could be significantly higher. Assuming this is true (and I believe it probably is), it appears to me that an additional gamble of $14,000.00 is appropriate. Although OAS is unable to guarantee certification, we are nevertheless optimistic.

Continued operation of this aircraft in an experimental status would set an unacceptable precedent for OAS and for myself personally. I believe that any aircraft operated in our Department should be certified to meet a standard, whether it be civil or military. As the result, if N780 is not or cannot be certificated, I see no other course than to strip the aircraft of components which may be utilized elsewhere and scrap the airframe.

I will await your response before proceeding further. A copy of the N780 file is attached for your convenience.

/s/ James W. Thurston

Exhibit No. 4

		NUMBER
	ALASKA PROCEDURE MEMORANDUM	2

FILE CODE	SUBJECT	EFFECTIVE DATE
1400-550	Overtime and Compensatory Time	Nov. 25, 1974

INSTRUCTIONS:

Initial Release: Distribute to all employees

The purpose of the memorandum is to establish policy and a system for requesting and approving overtime and compensatory time.

POLICY

There are many legitimate requirements for the use of overtime. In these situations we do not intend to unnecessarily disrupt operations by not authorizing overtime. There are also situations where overtime and compensatory time is abused or used unnecessarily when there are other alternatives.

In situations where there seems to be a continual requirement for overtime and compensatory time, you should look at alternatives for accomplishing the work. Some alternatives that should be explored are:

- Readjustment of priorities
- Shifting work between individuals, branches or divisions
- Adjusting work schedules to cover periods of time such as weekends when emergency overtime is normally required
- Having the work done outside OAS
- Improvement of procedures or equipment to accomplish the work more efficiently
- Detail of personnel from outside the Alaska Region to accomplish the job.
- Hiring additional personnel on a temporary or continuing basis. This is the last alternative that should be explored.

Where requests are made for continuing overtime or compensatory, the justification should include a explanation of the alternatives considered.

PROCEDURES

BLM Form 1400-64 "Overtime Request and Authorization" will be used to document all overtime until an OAS form is printed. Copy of this form is attached.

Planned Overtime: All planned overtime or compensatory time to accomplish a specific job will be requested on Form 1400-64 in advance. The request will state specifically what is to be accomplished in the justification. The immediate supervisor will make the request. The Division Chief will surname the request and the Regional Director or acting will approve or disapprove the request. No request will exceed one week.

Emergency Overtime: When an emergency situation requires overtime it will immediately be documented on Form 1400-64. The reason for the overtime must be stated on the justification. The immediate supervisor and Division Chief will sign the request and the Regional Director will approve or disapprove it. The emergency request can not exceed a one day period during a normal work week or two days on a weekend or holiday.

Exhibit No. 5

PROPOSED AIRCRAFT* ACQUISITION[1]/EXCESS SCHEDULE

Type Aircraft	Presently in Inventory	By 7-1-75	By 7-1-76	By 7-1-77
PA-18 Supercub	4 (4)	4 (4)	4 (4)	4 (4)
Champ Citabria	2	1 (1)	1 (1)	1 (1)
Cessna 180	7	4	3 (2)	0
Cessna 185	6 (3)	9 (6)	9 (6)	9 (9)
Beaver DHC-2	6 (4)	6 (4)	4 (4)	0
Cessna 206	0	0	0	4 (4)
Turbine Beaver	1 (1)	1 (1)	?	?
Aero Commander 500B	1	1	0	0
Light Twin Turbine	0	0	1	1
Cessna 402	0	1	1	1
Cessna 421	1	1	1	1
Grumman Goose G21A	5	5	3	1
Turbine Goose	3 (1)	3 (1)	3 (1)	3 (1)
Doublas DC-3	1	1	1	0
Twin Otter DHC-6	0	0	1	2
Light Turbine Helicopter	0	0	1	1
Lockheed P2V Neptune	1 (1)	1 (1)	1 (1)	1 (1)
Totals	38 (14)	38 (18)	34 (19)	29 (20)

* ( ) indicates project aircraft.

1/Acquisition schedule does not include FY 1976 authority (if approved) to acquire two aircraft from excess sources. These aircraft will not be acquired if the services to be performed can be obtained commercially at a reasonable price.

Exhibit No. 5-A

ACQUISITION[10]/EXCESS DETAILS

I. By July 1, 1975 (No net change)

Excess 4 Aircraft
1 Champ Citabria[1]
3 Cessna 180's

Acquire 4 Aircraft
1 Cessna 402[2]
3 Cessna 185's[3]

II. By July 1, 1976 (Net change: Minus 4 aircraft)

Excess 7 Aircraft
1 Cessna 180
2 Beaver DHC-2's
1 Turbine Beaver[4]
1 Aero Commander 500B[5]
2 Grumman Goose G21A's

Acquire 3 Aircraft
1 Light Twin Turbine[6]
1 Twin Otter DHC-6[6],[7]
1 Light Turbine Helicopter[6]

III. By July 1, 1977 (Net change: Minus 5 more aircraft)

Excess 11 Aircraft
3 Cessna 180's
1 Cessna 185[8]
4 Beaver DHC-2's
2 Grumman Goose G21A's
1 Douglas DC-3

Acquire 6 Aircraft[9]
1 Cessna 185
4 Cessna 206's
1 Twin Otter DHC-6

Notes:
1/Inoperative: Wrecked several years ago.
2/Budgeted by BLM for FY 1975, and transferred to OAS.
3/Two aircraft in FWS FY 1975 budget. Third aircraft being moved to Alaska-OAS from FWS at Moses Lake, Washington.
4/This schedule assumes that the Turbine Beaver presently in inventory will be judged financially unfeasible to certificate.
5/Will either be excessed out of DOI or reassigned within the contiguous 48 states.
6/Pending approval of FY 1976 OAS budget.
7/Presently under lease with purchase option.
8/This is the only C-185 with a 12-volt electrical system (61Q).
9/This is the probable basis for the forthcoming FY 1977 aircraft budget in Alaska.
10/Acquisition schedule does not include FY 1976 authority (if approved) to acquire two aircraft from excess sources. These aircraft will not be acquired if the services to be performed can be obtained commercially at a reasonable price.

BREAKDOWN OF AIRCRAFT ALASKA/LOWER 48

ALASKA
PROPOSED FLEET CONFIGURATION BY JULY 1, 1977

I. Project Aircraft

4 PA-18 Supercubs
1 Champ Citabria
9 Cessna 185's
4 Cessna 206's
1 Turbine Goose
1 Lockheed P2V Neptune
20 Total

II. General Utility Aircraft

1 Light Twin Turbine
1 Cessna 402
1 Cessna 421
1 Grumman Goose G21A
2 Turbine Goose Aircraft
2 Twin Otter DHC-6's
1 Light Turbine Helicopter
9 Total

OFFICE OF AIRCRAFT SERVICES
U.S. DEPARTMENT OF THE INTERIOR
MAY 1, 1975

AIRCRAFT INVENTORY, "CONTIGUOUS 48" STATES

LOCATION	BUREAU	TYPE AIRCRAFT	
	Office of Aircraft Services		
Boise, ID	(Airplane)	Aero Commander 680F	
Washington, N.C. (Assigned to FWS)	(Helicopter)	Bell 47G3B1	
	U.S. Geological Survey		
Menlo Park, CA	(Helicopter)	Hiller SL-3	
	(Helicopter)	Hiller 12-E	
Denver, CO	(Airplane)	Beech A-80 'Queenair'	
	(Airplane)	DeHavilland 'Otter'	
	(Airplane)	DeHavilland 'Beaver'	
	(Airplane)	Cessna T-41	(B)
Prescott, AZ	(Airplane)	Grumman 'Mohawk'	(B)
	(Airplane)	DeHavilland 'Beaver'	(B)
	(Airplane)	Cessna 180	
	(Airplane)	Cessna 310	
	(Helicopter)	Bell 205	(B).

Bureau of Reclamation

Boise, ID	(Airplane)	Aero Commander 680F	
Denver, CO	(Airplane)	Aero Commander 680W	
Billings, MT	(Airplane)	Piper 'Navajo'	(L)
Montrose, CO	(Airplane)	Piper 'Aztec'	(L)
	(Helicopter)	Bell 47G3B1	
McCook, NE	(Airplane)	Piper 'Aztec'	
Phoenix, AZ	(Helicopter)	Bell 206B	
	(Helicopter)	Bell 206B	
Bismark, ND	(Airplane)	Cessna 206	
Huron, SD	(Helicopter)	Bell 206A	

National Park Service

Denver, CO	(Airplane)	Beech 'King Air'	
Atlanta, GA	(Airplane)	Commander 690A	
Lake Mead, NV	(Airplane)	Cessna 206	
Page, AZ	(Airplane)	Cessna 206	
	(Airplane)	Cessna 182	(E)
Homestead, FL	(Airplane)	Grumman 'Widgeon'	
	(Airplane)	Lake LA4	
Washington, D.C.	(Helicopter)	Bell 206B	
Manteo, NC	(Airplane)	Lake LA4	

Fish and Wildlife Service

Portland, OR	(Airplane)	Cessna 210	
	(Airplane)	Cessna 206	
Sacramento, CA	(Airplane)	Cessna 185	
Denver, CO	(Airplane)	Cessna 180	
	(Airplane)	Cessna 180	

Minneapolis, MN	(Airplane)	Cessna 182	
	(Airplane)	Cessna 206	
Springfield, IL	(Airplane)	Cessna 180	
Delta, UT	(Airplane)	Piper PA-18	
	(Airplane)	Piper PA-18	
Jamestown, ND	(Airplane)	Cessna 185	
Pierre, SD	(Airplane)	Piper PA-18	
Casper, WY	(Airplane)	Piper PA-18	(L)
Albuquerque, NM	(Airplane)	Cessna 206	
Houston, TX	(Airplane)	Cessna 180	
Jackson, MS	(Airplane)	Cessna 180	
Lafayette, LA	(Airplane)	Cessna 206	
	(Airplane)	DeHavilland 'Beaver'	
	(Helicopter)	Bell 47G	(E)
Washington, D.C.	(Airplane)	Cessna 185	
	(Airplane)	Cessna 180	
	(Airplane)	Cessna 180	
Cambridge, MD	(Airplane)	Cessna 180	
	(Airplane)	Piper PA-18	
Washington, N.C.	(Helicopter)	Bell 47G-2	(E)
Wakefield, RI	(Airplane)	Cessna L-19	
Augusta, ME	(Airplane)	DeHavilland 'Beaver'	
Tallahassee, FL	(Airplane)	Cessna 180	

Bureau of Land Management

Boise, ID	(Airplane)	Convair 440	
	(Airplane)	Lockheed 188	(L)
	(Helicopter)	Bell 205	(L)
	(Helicopter)	Bell 206	(L)

Bureau of Indian Affairs

Keams Canyon, AZ	(Airplane)	Cessna 340	(L)

Bonneville Power Administration

Vancouver, WA	(Airplane)	Commander 690A
	(Airplane)	Aero Commander 680FP
	(Helicopter)	Bell 206A
	(Helicopter)	Bell 206A
	(Helicopter)	Bell 206A
	(Helicopter)	Bell 206A
	(Helicopter)	Bell 206A
	(Helicopter)	Bell 47G3B1

NOTE: (L) = Aircraft is leased for one year or more.

(B) = Aircraft is on loan (bailment) from U.S. Military.

(E) = To be 'excessed'.

TOTAL AIRCRAFT:	73	(66 Owned)
FIXED WING:	54	
HELICOPTER:	19	
(AIRCRAFT ON LEASE):	7	
(AIRCRAFT ON BAILMENT):	4	
(AIRCRAFT TO BE EXCESSED):	3	

SUBCOMMITTEE RECESS

Senator STEVENS. I appreciate your appearance and we will do our best to help you.

Mr. THURSTON. Thank you, sir.

Mr. CLARKE. Thank you, Mr. Chairman.

Senator STEVENS. The subcommittee will recess until 10 a.m. on Tuesday, when we will hear the Geological Survey budget.

[Whereupon, at 12:40 p.m., Monday, April 21, the subcommittee was recessed to reconvene at 10 a.m., Tuesday, April 22.]

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS FOR FISCAL YEAR 1976

TUESDAY, APRIL 22, 1975

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met at 10:25 a.m., in room 1114, Everett McKinley Dirksen Office Building, Hon. Ted Stevens presiding.

Present: Senator Stevens.

DEPARTMENT OF THE INTERIOR

U.S. GEOLOGICAL SURVEY

STATEMENTS OF:
DR. VINCENT E. McKELVEY, DIRECTOR
HON. JACK W. CARLSON, ASSISTANT SECRETARY FOR ENERGY AND MINERALS, DEPARTMENT OF THE INTERIOR

ACCOMPANIED BY:
WILLIAM A. RADLINSKI, ASSOCIATE DIRECTOR
HENRY W. COULTER, ASSISTANT DIRECTOR, ENVIRONMENTAL CONSERVATION
JAMES R. BALSLEY, ASSISTANT DIRECTOR, RESEARCH
MONTIS R. KLEPPER, ASSISTANT DIRECTOR, EASTERN REGION
DALE D. BAJEMA, ACTING ASSISTANT DIRECTOR, PROGRAM ANALYSIS
EDMUND J. GRANT, ASSISTANT DIRECTOR FOR ADMINISTRATION
JOSEPH S. CRAGWALL, CHIEF HYDROLOGIST
ROBERT H. LYDDAN, CHIEF, TOPOGRAPHIC DIVISION
RICHARD P. SHELDON, CHIEF GEOLOGIST
RUSSELL G. WAYLAND, CHIEF, CONSERVATION DIVISION
JACK J. STASSI, BUDGET OFFICER
FRANCIS M. WILES, DIRECTOR OF BUDGET, OFFICE OF THE SECRETARY

BUDGET ESTIMATES

Senator STEVENS. Good morning. I apologize for being late.

We will now hear the budget estimates of the Geological Survey. They total $268,259,000 for fiscal 1976, which is almost $19 million over appropriations to date for the current year. The justifications have been included in the record (pt. 1, pp. 453–565).

Secretary Carlson has a statement I understand. Dr. McKelvey has one too. Gentlemen, we leave it to you as to how you wish to proceed. Your statements will be printed in full in the record as usual.

[The statements follow:]

STATEMENT OF JACK W. CARLSON

Mr. Chairman, Members of the Subcommittee, thank you for giving me this opportunity to present an overview of the activities and programs under my jurisdiction as Assistant Secretary of the Interior for Energy and Minerals.

Within the Interior Department, we look at the various operations that supply the Nation with minerals and fuels as parts of a system. The system begins with the geologic definition of mineral or fuel occurrences, and ends, not with use of a mineral or fuel product, but with its recycling for further use and with the restoration of the land from which it came.

The first parts of this system, from geologic definition, through reconnaissance, exploration, and, in many instances, into development, are the realm of the United States Geological Survey. The province of the Bureau of Mines begins with development and extends through mining, mineral benefication, extractive metallurgy, materials development, fabrication, manufacturing, and into the use and recycling of materials and the restoration of mined land. The regulatory, training, and technical support functions of the Mining Enforcement and Safety Administration (MESA) come into play at many points in the mineral cycle, wherever the health and safety of mineral industry workers are involved.

As you can see, the programs of the Interior Department for which I have responsibility cover every aspect of the domestic industrial operations on which America depends for adequate supplies of minerals and fuels. These programs are completely interdependent. Research on mining interfaces with research on mineral exploration; extractive metallurgy with materials development, with fabrication, and even with recycling; and safety enforcement and safety training with all of the others.

Federal responsibilities in the mineral and fuel extraction industries are in one Department -- the Department of the Interior. This has allowed us to retain a flexibility and rapidity of response capability which enables us to meet crisis situations. During last fall's prolonged coal strike, we were able to quickly marshal the expertise of the Bureau of Mines and the special knowledge available in MESA to continously monitor the impact of the work stoppage on miners and fuel supplies in every corner of the country.

In other areas, we have initiated major efforts to improve data collection and analysis in the field of mineral resources, to review our research and development programs, to upgrade all our leasing and procedures and to improve inspection and regulation. We are upgrading our efforts to do an even better job than we have done during the more than 100 years that the Department of the Interior has performed at the mandate of Congress. Several elements of these programs warrant elaboration:

1. Analytical efforts on selected imported minerals are being intensified to determine specific potential problems with these commodities, to asses the impacts on our economy if shortages should occur or prices climb, and to develop policy options to ensure adequate supplies at reasonable prices. Studies have already been completed on a number of minerals, such as oil, coal, copper, platinum, and plutonium. We have completed economic modeling on these minerals, using industrial inputs to complement our own analytical capabilities. This work has identified policy options which include combinations of domestic production, imports from reliable sources, including the ocean floor, increased

production capacity, recycling, and stockpiling. These analyses are suggesting new government research and development thrusts, new leasing and regulatory policy.

2. Information and analysis of domestic and international sources of critical minerals and materials is being expanded because what happens abroad affects the well-being of all Americans. An expanded minerals attache program operating within the State Department is offering us more firsthand data concerning foreign mineral activities. Upgrading the Department's ability to analyze minerals availability will provide a better understanding of short- and long-term mineral supplies. Long-term analyses will also provide guidance for research and leasing of Federal lands and OCS.

3. Our expanded forecasting capabilities focus on the U.S. and world mineral markets to make sure that U.S. Government decision-making is based on fact.

4. Analyses of future requirements for the national and international transportation network to handle anticipated mineral and fuel supplies is included. We cannot expand the mining industry without improving the capability of the transportation industry to move its products to market efficiently, economically, and reliably. Therefore, we are working with the Department of Transportation on evaluations of integrated systems of rail, waterway, pipeline, and ocean carriers to meet these needs. We seek to avoid future bottlenecks.

5. Evaluations of Government legislation, regulation, or actions that artificially stimulate the use of primary raw materials at the expense of recycled materials offer us unique opportunities to broaden our domestic resource base. Elimination of these barriers wherever possible would enhance our minerals posture.

6. In research and development, we are taking steps to assure that our existing efforts are properly focused to meet the new challenges in minerals and materials. Some redirection of our R&D effort was undertaken since it is clear to us that an important source of substitutes for imported commodities in short supply would be commodities from the United States itself.

7. We are developing revisions in the basic mining and mineral leasing laws which affect production of coal, oil and gas, and other minerals on the public lands. These changes will accommodate to modern exploration techniques, further encourage mineral development on public lands, and provide stringent environmental protection during minerals exploration and development operations. Diligence and regulatory responsibilities are being reviewed to assure that the timing and conduct of development are in accord with the soundest of public policy.

8. It is now feasible to recover mineral resources from the ocean floor. Steps need to be taken to allow America to tap this source. Hopefully, the Law of the Sea Conference will set up ground rules. If the Conference does not set these ground rules, this Nation must assess its own next step.

9. With our dual, and often conflicting, national objectives of improved environmental quality and increased minerals production to satisfy consumer demand, we wish not to sacrifice either objective. Through close working relationships with EPA, we are attempting to develop more meaningful standards and regulations supporting both goals.

10. Minerals and fuels policy are frequently impacted by developments in policies concerning labor, tax, antitrust, science, trade, and international relations. Each of these policy areas bears greatly upon the availability of minerals and fuels from domestic and foreign sources. Consequently, we are cooperating closely with other agencies to increase their awareness of minerals and materials concerns in all policy considerations.

Over and above all of these important directions in which our work effort is being channeled is the concern for the health and safety of the miner. It is my personal feeling that the human is the most important part of this equation, and that we must put health and safety at the very top of all our planning. Research and development of new and improved equipment, and the training of miners and federal inspectors are pathways that lead to better health for miners and to safer mines.

Men, machines, and extraction must be considered together to build into our mining industry the very best health and safety conditions while extracting the mineral resources which this country needs. In MESA, we not only deal with the resources of the earth, but with our most precious resource, man himself. MESA has been in operation less than two years. We do see reductions in the death and injury rates throughout the mining industry, and certainly the increased frequency and thoroughness of inspections is a part of that picture.

Improved health and safety training is being made available to an ever increasing work force, and we must remember that this work force will continue to grow as the Nation continues to shift its energy needs onto the coal resource.

The National Mine Health and Safety Academy at Beckley, West Virginia, is now 50% complete and we are working on its curriculum.

MESA has demonstrated ability to deal with specific hazards -- examples are the use of protective cabs and canopies for heavy equipment, the respirable dust-monitoring system, and analysis of accident trends and causes.

Some of the major problems facing MESA in the coming months are:

- Continuing competition with industry for qualified inspectors is becoming increasingly difficult, particularly in the coal industry.
- Upgrade capability of MESA inspections toward greater professionalism.
- We must intensify and expand inspections and inspector presence, especially in the metal and nonmetal mines.
- Training and education of new industry employees is of paramount importance due to the expanding work force and the fact that the new employee is most susceptible to injury.

Mr. Day is here with me today. He will be glad to discuss the budget for MESA with your committee in whatever detail you wish.

The proposed increases in appropriations for the Bureau of Mines indicate our continuing determination that mining will become an inherently safer and more healthful occupation, and our awareness that the United States must strengthen its ability to satisfy its mineral and fuel needs from its own resources. The increases requested represent three major thrusts of the Bureau's total effort. We will step up research on health and safety problems in all kinds of mining operations -- research that already is yielding important new developments. We intend to advance the Bureau's cooperative efforts with industry to develop new technology that will improve our ability to meet our requirements with our own resources. Bureau research to improve coal mine productivity, for example, will help assure that coal is available in quantity as the Nation turns to it to meet energy requirements. Finally, we intend to strengthen the Bureau's factfinding programs so we can better anticipate future developments in the minerals and fuels area. Dr. Falkie, Director of the Bureau of Mines, will discuss that facet of our budget request more fully.

The Fiscal Year 1976 appropriation request for the Geological Survey is aimed at expanding Earth Science Data and information on the Nation's land, fuels, minerals, and water resources, and at strengthening the supervision of mineral leasing operations on Federal lands, including the Outer Continental Shelf. In recognition of the need to solve the Nation's energy problems in an environmentally sound way, the Survey's energy research and development programs will focus on defining the impact of oil and gas, coal, oil shale, and geothermal resource development and nuclear energy development on the land and water environment. Additional efforts will focus on assessing availability of water supplies needed to extract, develop, convert, and transport energy resources and reclaim the land after development. Because the formulation of national energy and critical materials policy is dependent upon knowledge of available resources, the Survey's Fiscal Year 1976 program will continue to improve and refine resources estimates of oil and gas, coal, and other energy resources as well as those of critical minerals. Since large deposits of energy and minerals resources are located on public lands, the Survey's onshore and offshore tract selection evaluation and regulatory program will be strengthened to support the leasing activities of the Bureau of Land Management, particularly in frontier areas of the Outer Continental Shelf.

Whenever your Committee is ready to hear the budget request for the Geological Survey, the appropriate officials will be glad to discuss their budget with you.

Mr. Chairman, before asking you to hear the presentation of Mr. Day and Dr. Falkie, I want to stress the importance of maintaining a cohesive and coherent minerals program. We need to improve the program; we need to expand the program in some ways; we need to strengthen it -- but we should not fragment it.

The Bureau of Mines, the Geological Survey, and MESA are integral parts of a functioning entity. We have made great progress in making our operations more integrated, more efficient, and more capable. We will make even greater progress. To separate any part of this organization would seriously weaken the whole at a time in history when America's reliance on this organization is truly critical.

Mr. Chairman, the nation can continue to rely on the experience and the seasoned capabilities that have been developed in the Department of the Interior over decades of diligent and productive effort on the public's behalf.

STATEMENT OF V. E. McKELVEY

Mr. Chairman:

The presentation of an agency's budget request is especially difficult at a time that must be marked by fiscal restraint as the Government, on the one hand, battles rescession, inflation and balance of payments problems and, on the other hand, strives to cope with existing and emerging national and international shortages of energy, strategic minerals, food, and fiber. Consequently, priorities must be established and pursued. These conditions create unique problems for an organization such as the Geological Survey. Before examining the specific increases in the proposed fiscal year 1976 budget, it would be useful to briefly review several aspects of the Geological Survey and its programs as they apply to the current economic and natural resource problems.

CHARACTERISTICS OF THE U. S. GEOLOGICAL SURVEY

The Geological Survey has two principal functions: first, it is a scientific and engineering fact-finding organization which provides information concerning the earth and its physical resources for use by others in making informed decisions and policy judgments; and second, it is a regulatory agency concerned with mineral lease development on public lands.

In its first function, the Geological Survey's mission is to provide knowledge about the location, extent, and character of the Nation's mineral, land and water resources that will assist the Executive Branch, the Congress, and the public in identifying and evaluating alternative resource and land-use policies and decisions. In addition, the Geological Survey provides earth science technical support to 25 Federal agencies and has cooperative programs with some 550 state and local agencies. It is the largest scientific organization in the United States that is concerned primarily with water resources, mineral resources, geologic mapping and research, and topographic and land-use mapping.

In its second function, the Geological Survey is responsible for classifying the mineral and water power potential of Federal lands and for supervising industry activities on mineral leases to assure that safety, environmental protection, and resource conservation requirements are met and that public interests in these lands are protected.

The Geological Survey is organized into seven divisions: the Topographic, Geologic, Water Resources, and Conservation Divisions which are the primary operating units, plus the Administrative, Computer Center, and Publications Divisions which provide essential staff support to the operating divisions. Additionally, an Office of Land Information and Analysis has been established recently in the Office of the Director, to integrate and coordinate the land-use related activities of the Geological Survey, including those concerned with environmental impact analysis. In carrying out these responsibilities, the Geological Survey employs over 9,000 people headquartered in offices located throughout the United States. Major research centers are located at the National Headquarters in Reston, Virginia; Menlo Park, California; Flagstaff, Arizona; Denver, Colorado; Bay St. Louis, Mississippi; and Sioux Falls, South Dakota.

The 9,000 employees of the Survey include many nationally and internationally recognized experts in their respective fields. The staff

as a whole is a highly professional, highly trained, group of technical people of which 22 percent have advanced degrees. The day-to-day activities of this group of individuals is an interrelated mix of work assignments involving basic research into our understanding of the physical world about us, continuing application of scientific knowledge to existing problems, and responses to ad hoc questions and problems. It is an organization that prides itself in a long record of scientific achievements which have resulted from a unique blend of individual intellectual freedom and individual dedication to scientific excellence and public service.

In our inevitable concern for today's problems it is often easy to overlook the very important benefits that have resulted over the years from the efforts directed toward basic research. Many of the tools and much of the knowledge that we have available today for solving current problems were developed as a result of unexpected insights or breakthroughs in scientific research or collection of information.

For example, many of the key facts which have supported and have tended to verify the continental drift theory which is now much enlarging our understanding of the earth and the mineral formation processes and the probable location of mineral deposits throughout the world, resulted from some very basic Geological Survey investigations concerning the magnetism of common rocks aimed at gaining a better understanding of the history of the earth's crust.

The continuing research effort of the Water Resources Division with analog and digital computer models to simulate hydrologic systems has resulted in significant benefits in recent years. For example, digital model building techniques were used recently to analyze the the probable effects of oil shale development on the quality and quantity of the water surface-and ground systems in the Piceance Creek Basin, Colorado. Other models have been used to project probable ground subsidence in the Houston area that might result from continued withdrawal of water and/or hydrocarbons.

The development of the technique of orthophotography by the Topographic Division has resulted in a whole new series of extremely useful cartographic products (orthophotoquads, orthophotomosaics, and orthophotomaps) which are playing an increasingly vital role in resource studies, environmental planning, land-use management, and other activities. By means of this technique, aerial photographs are converted from the perspective originals to true-scale orthophotographs which can be assembled into detailed photomaps at a fraction of the cost, in time and money, of conventional line maps.

A final example, perhaps demonstrating foresight rather than science, but of no less importance, has been the topographic mapping effort in less developed areas of the United States where at the time there was little reason to believe that there would be any major or significant economic activity in the near future. However, just such unexpected activities have occurred (for example, coal mining operations in the Powder River Basin), the planning, environmental evaluation, and undertaking of which have been considerably facilitated by the existence of good maps of those areas.

The crucial point to be drawn from these examples is that there is an important serendipitous effect involved in scientific inquiries in general. Additionally, because of the long lead time in the development of much scientific and engineering knowledge about our earth resources these scientific and data collection efforts must be undertaken considerably in advance of the time in which decisions must be made.

A very challenging part of the management of a scientific and engineering organization such as the Geological Survey, is to strike the best balance in its program efforts between applying previously accumulated information to the solution of current problems and accumulating additional knowledge, insights, and scientific and engineering understandings needed for the solution of problems that will be facing us tomorrow. As is outlined below, the Geological Survey's program proposals for 1976 are a blend of program efforts directed towards addressing the key problems facing our nation today and activities which are concerned with the general accumulation of scientific and engineering knowledge in anticipation of tomorrow's problems.

SOME HIGHLIGHTS OF RECENT ACCOMPLISHMENTS

Before turning to a brief description of these program increases which are primarily related to energy and mineral shortage problems, I would like to touch upon a number of important and exciting developments which are occuring in some of our basic activities for which no increases are being requested.

We are very encouraged by our prediction of an earthquake at Hollister, California, on last Thanksgiving Day. While we are a long way from being able to predict all earthquakes in the Hollister area, much less all of California or elsewhere in the country, significant scientific breakthroughs are occurring. As these are digested and consolidated with other efforts we are confident that we will be able to extend our capability to predict earthquakes and in other ways also to reduce earthquake hazards.

In a somewhat similar vein, the analysis of the accumulated observations plus increased instrumentation on the Mauna Loa volcano in Hawaii is providing us with some hope that we will be able to anticipate the next eruption of Mauna Loa a few months in advance and that we will be able to predict the time and approximate location a few hours before the actual outbreak, providing an advanced warning to the 60,000-plus people who live on the slope of that volcano.

Keen interest has been expressed in the geologic map of the United States published in early 1975. This map is a significant improvement over the earlier version published in 1932 in that the new one correlates rocks according to age across the breadth of the United States and incorporates the latest research of State, Federal and university geologists. Almost 15,000 copies of the map have already been distributed.

The National Water Data Exchange (NAWDEX), which has been under development for several years will become operational this spring. It is expected that this system will significantly speed the flow of information to water data users, as well as increase the availability of a considerable body of water resource data for application to specific problems that was difficult to assemble previously.

The Federal Insurance Administration recently provided funds to accelerate the mapping of flood-prone areas. To date flood-prone areas have been delineated on 11,000 quadrangle maps (700,000 square miles) covering virtually all of the developed and developing parts of the nation. In the next few years we expect to identify flood areas on another 6,000 quadrangle maps (380,000 square miles) covering recreational areas, selected public lands, and areas of potential development as they are identified. Flood maps are useful to planners and designers, and in Florida alone we receive 200 requests for them each month.

Efforts continue in several program areas, especially in water data collection, to use radios (Data Collection Systems or DCS) at field locations that are linked to a central receiving station by satellite to improve our ability to promptly and accurately monitor environmental conditions. Tests of the technology have been and are being conducted with the LANDSAT (ERTS) satellite series and Geo-stationary Operation Environmental Satellite (GOES) series.

Our basic topographic mapping effort of 1:24,000 scale maps continues with published coverage being extended to about 63 percent at the beginning of FY 1976 for the United States excluding Alaska. Cooperative topographic mapping efforts are increasing with a number of states for intermediate-scale maps at 1:50,000 and 1:100,000 scale. These are being produced at a minimum cost from existing 1:24,000 scale maps and are being widely used by state agencies as well as Federal map users such as Bureau of Land Management, Bureau of Indian Affairs, and the Soil Conservation Service. Also in being responsive to changing mapping needs the Geological Survey is investigating the feasibility of providing a variety of cartographic information in digital form to an increasing number of users who are developing state land-use and resource information systems.

I would like also to call to the committee's attention cost saving or cost avoidance efforts in several of our programs which have allowed those programs to cope with inflationary costs without reducing their output. The Publications Division, for example, is printing four topographic maps per sheet, thus saving printing press time. It has begun printing selected Hydrologic Atlases on both sides of the paper, substituted patterns and screenings for different colors, thus reducing the number of times a map must be run through a press. And it has switched from 50% rag-paper to non-rag paper for printing maps, (with no loss in product quality) resulting in saving of $768,000 this fiscal year.

In the Computer Division, one of the Geological Survey's programmers discovered a means to significantly speed up the functioning of a basic IBM software package. The resulting faster processing of data represents a savings of $1.5 million per year in machine time and labor. It has effectively increased the capacity of our computer by a factor of three and has permitted the deferral of acquiring additional equipment. Several other Federal agencies have incorporated the discovery into the same software package and others are investigating the possibility. A patent is presently being sought for the discovery to protect the government's interests. The programmer was recently given a $5,000 award for his extraordinary contribution which is the highest monetary award ever given by the Department of the Interior.

PROGRAM INCREASES PROPOSED FOR FY 1976

For FY 1976 we are proposing a budget of $268,259,000, an increase of $14,113,000 over FY 1975. Due to annualization of the October 1974 pay raise, the net program increase amounts to $11,932,000. The most salient of these are as follows:

The FY 1976 request contains an increase of $6,000,000 for resource evaluation and lease management on the Outer Continental Shelf (OCS) plus technology development, to manage the safe development of the oil and gas potential of the OCS as a means to partially meet our nation's short and intermediate term energy requirements. $2,520,000 would be used for the selection of lease tracts to be offered for sale and for the evaluation of those tracts to assist in determining acceptable

sale price. OCS lease sales in FY 1975 and FY 1976 will increase the number of leases to be managed in FY 1976 requiring an increase of $2,980,000 for lease management. To begin a program of R&D to improve and develop safety equipment to protect the environment of the OCS during oil and gas exploration and production, $500,000 is being requested.

Increases are being requested for the Geologic Division, Water Resources, and Conservation Divisions to support increased efforts in selected portions of their programs relating to development of on-shore oil and gas, oil shale, nuclear energy and coal resources all of which are important in meeting the country's energy needs in the coming years. Increased geologic investigations concerned with coal resource assessment, nuclear reactor siting, oil shale environmental assessment plus continued development of an adequate geologic data base concerning energy minerals are proposed for increases totalling $3,359,000. Accelerated hydrologic investigations concerning oil shale and nuclear energy amount to $1,865,917. An increase of $2,322,000 is required for resource evaluation and tract selection of oil and gas, coal, and oil shale on the Federal and Indian lands prior to leasing those minerals and for management of an increased number of active leases on those lands.

While the greatest existing supply-demand problems appear to be associated with the energy minerals, indications are that similar shortage conditions will develop in the next decade for other strategic materials. Several program increases are being requested to advance efforts to better identify such shortages ($1,000,000) and to support leasing activities of such minerals on the public lands ($546,000). A program increase of $1,500,000 is being requested for wilderness mineral resource appraisals associated with the additional areas that have been proposed for inclusion into the Wilderness Lands System. These appraisals are necessary in order to fully understand what mineral resources will be excluded from possible future development if those lands are set aside as wilderness areas.

In order to meet the increasing demand for current land-use information growing out of state and local legislation plus the Coastal Zone Management Act of 1972, a $507,000 increase is requested to permit the completion of the first uniform National mapping of current land use at 1:250,000-scale by 1979. Finally, the FY 1976 proposal contains $2,429,000 to provide for the full year's cost of the October 1974 pay raise.

These increases are partially offset by $4,414,000 of program reductions. The most significant of these are $1,814,000 associated with the completion of moving into the National Headquarters Building and $2,600,000 connected with the completion of preliminary geologic investigations in frontier OCS areas carried on by the Geologic Division. Follow-on phases of the geological investigations on the OCS are being funded by increases in the Conservation Division that has the responsibility for the more detailed resource investigations and tract evaluations.

CONCLUSION AND CLOSING

The requested increases and adjustments, coupled with the base program, will provide a balance between efforts to deal with the problems of today and basic on-going research and investigations to solve the problems of tomorrow. It is a program that can be implemented with expected manpower constraints. It is a program that can build upon existing scientific knowledge and technological capabilities. And it is a program that can accomplish the needed program advances to meet the stated program objectives within the FY 1976 time-frame.

INTRODUCTION OF WITNESSES

Mr. CARLSON. Thank you very much, Mr. Chairman. Dr. McKelvey and I are very pleased to appear before this committee. I should indicate that we have Dr. McKelvey's staff members here too. Jack Stassi on my far left, the budget officer; and William Radlinski, Associate Director of the Geological Survey. On my far right, Ed Grant, Assistant Director for Administration; and Jim Balsley, Assistant Director for Research. And of course we have the Department's Chief Budget Officer, Francis Wiles, with us.

STATEMENT OF ASSISTANT SECRETARY CARLSON

We are happy to appear before the committee. We strongly feel the responsibility for accountability to the Congress, and we are here to discuss the USGS budget. As you know the Survey is one of the oldest of all the bureaus in Government. It is 96 years old, and it has had only eight Directors. And we are pleased to appear before you with the distinguished Dr. Vincent McKelvey, who is the present leader of this fine organization.

The Survey provides information concerning the Earth and its physical resources for the use of industry and the Nation's scientific community as well as the Federal Government. It provides Earth science technical support to 25 Federal agencies and—through cooperative agreements—works with approximately 550 State and local agencies. The Survey is responsible for classifying the mineral potential of Federal lands and for supervising the activities of the lessees upon mineral leases on Federal and Indian lands. These duties take on a new importance at a time when the Nation is looking more and more toward the Outer Continental Shelf and to the Federal onshore lands as a major source of oil and gas to achieve energy independence.

The Nation's needs have greatly increased with regard to the development of mineral resources from these lands. The needs of the Geological Survey have also increased as a result of increasing national needs, mandating an increased scope of activity. For example, I am certain that this committee knows that we have an increased job to do on the Outer Continental Shelf, and I hope that this knowledge will be reflected in your budget calculations.

At a time when a major part of our interest is focused on developing new energy sources, we must not lose sight of the broad array of problems to which the Survey's efforts are addressed, in which it's programs operate. The Survey annually provides new topographic mapping for approximately 100,000 square miles and distributes approximately 9.9 million topographic maps. It annually collects water resource data at 18,000 stream, lake and reservoir sites and at 16,000 wells, supplying 70 percent of all the water resources data collected in this Nation. The Survey is engaged in geologic mapping and geologic investigations relevant to satisfying the Nation's demands for minerals, as well as dealing with environmental problems such as earthquakes, landslides and other earth hazard problems. Much of this work is long term in nature, and long term in value—work whose value depends upon the continuity of its research data collection. This important continuity

cannot be jeopardized by the pressing needs to carry on other programs of an emergency nature. I strongly urge your continued support for these long-term programs, and the long-term benefits that will accrue to the Nation.

BUDGET REQUEST

The budget request for the Geological Survey is $268,259,000 for fiscal year 1976. This represents an increase of $14,113,000 over 1975 and a net program increase of $11,932,000, or a 4-percent increase over last year's program level. Most of this program increase is directed toward energy research and development and other energy-related programs, all of which are critical for the Nation in coming to grips with the energy problems facing us. The major program components of this increase are $6 million for resource evaluation and lease management and safety research on the Outer Continental Shelf, $2,322,000 for energy lease management and evaluation activities onshore, $3,359,000 for energy related resources and environmental assessment, $1,865,917 for hydrologic investigations concerning oil shale and nuclear energy, $1,500,000 for wilderness mineral resource appraisals, a little over a half million for nonenergy mineral leasing on the public lands, $1 million for mineral resource data systems, and a little over a half million for current land-use mapping. These are needed program increases for a very important and relevant agency in the Department of the Interior whose programs support the activities of many of the other Department agencies as well as other Federal, State, and local agencies that are attempting to deal with preserving national and local problems of our country.

With your permission, Mr. Chairman, I would like to turn to Dr. Vincent McKelvey to present some more summary data material and then we will be available for your questions.

Senator STEVENS. Fine, we will be happy to hear from you, Dr. McKelvey.

STATEMENT OF DR. M'KELVEY

Mr. MCKELVEY. Thank you, Mr. Chairman. Dr. Carlson has touched on the highlights of our activities and the requested increases in the program for 1976. And in view of the fact that you have already indicated my written statement will be included in the record, I will not comment further now on our program. I would, however, like to introduce other members of our staff that are present in addition to those Dr. Carlson mentioned:

Henry W. Coulter, Assistant Director for Environmental Conservation—I will ask them to stand as I read their names—Montis R. Klepper, Assistant Director for the Eastern Region; Dale Bajema, Acting Assistant Director for Programs; Joseph Cragwall, Chief Hydrologist; Robert Lyddan, Chief of our Topographic Division; Richard Sheldon, Chief Geologist; Russell Wayland, Chief of our Conservation Division.

Mr. Chairman, I am personally very pleased and proud of the work that the Geological Survey has been doing. I think that in the past year we have had a number of outstanding achievements, not the least of which has been the first successful prediction of an earthquake in

the Hollister area of California. I think that we are facing a prospect of considerable success in earthquake prediction. We are pleased also with the progress that we have been making in the other aspects of our program, including topographic mapping. And we have our National Cartographic Information Center in operation now for the first time. We are making good progress in our hydrologic studies and completion of maps of flood-prone areas. Also in the development of our national water data exchange information system, and so on through our program. I am very pleased with the results we are achieving.

ALASKA TOPOGRAPHIC MAPPING

Senator STEVENS. I noted your comment on page 4, Dr. McKelvey. I might as well start on a provincial note: Why did you exclude Alaska from the topographic mapping effort to be published in 1976?

Mr. MCKELVEY. Well, that refers to the scale of maps at 1:24,000. In Alaska our standard scale is smaller—mile to the inch. We are using the scale of 1:24,000 in the Anchorage area and a few other local areas. But actually our coverage of Alaska at the mile to the inch scale is very good. It is, I believe, about 85 percent.

Senator STEVENS. When will that be finished?

Mr. MCKELVEY. The projected completion of our coverage at 1:63,000—may I ask our chief topographer, Mr. Lyddan, to give an estimate of that?

Mr. LYDDAN. At the present rate we expect to complete the mapping of Alaska by 1980.

Senator STEVENS. And what is the relative area in Alaska that you are going to take to the 1:24,000 scale, just the Anchorage area?

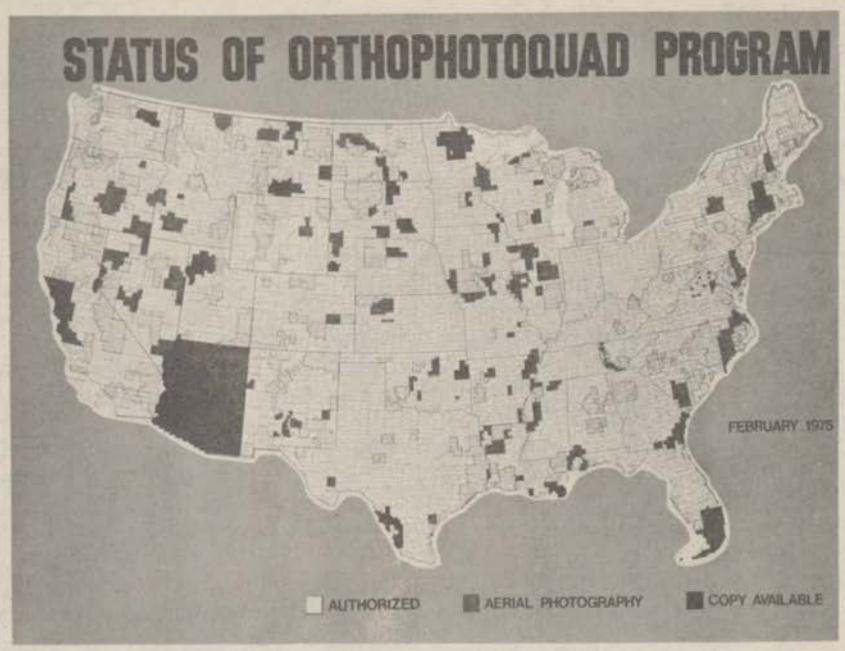
Mr. LYDDAN. No, sir, we have mapped limited areas in Juneau and Fairbanks as well as the Anchorage area at the larger scale. Our plan is that as the needs for the larger scale and more expansive mapping emerge, we will move to the larger scale. That has been the history of mapping in the other States, and we expect the same thing will apply in Alaska. We have done some larger scale mapping in the Prudhoe Bay area.

Senator STEVENS. Is there any plan, now that there is to be a distribution of the Native lands, to take their lands on to that program, those that are privately owned lands? Will they hit the same schedule?

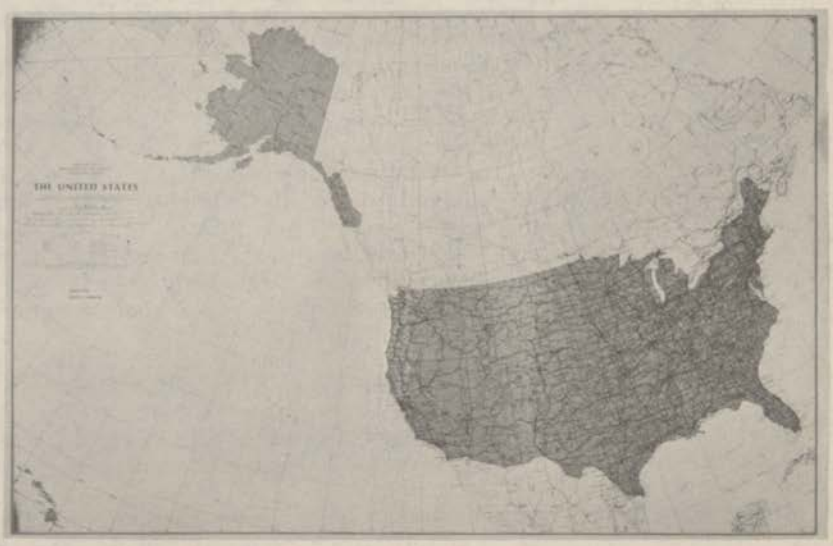
Mr. MCKELVEY. I would expect, Mr. Chairman, as Mr. Lyddan just indicated, that in time, as development proceeds, we will shift to the larger scale.

Senator STEVENS. If you will be nearly finished with the rest of this in the south 48 by fiscal year 1976—it will be 63 percent complete in 1976—when will you be complete in the new program in the south 48?

Mr. MCKELVEY. We are projecting, I believe, to complete the total coverage of the conterminous U.S. at 1:24,000 with either topographic maps or orthophotoquads by 1978, and I think for complete coverage of topographic maps by approximately 1983.



The current status of the Geological Survey orthophotoquad program is portrayed on this graphic. The goal is to prepare orthophotoquads for all areas of the conterminous U.S. yet unmapped at 1:24,000 scale in three years. At the beginning of FY 1975 there were 11,000 quadrangles in this category, with plans to prepare 5,000 orthophotoquads in fiscal years 1975 and 1976.



This is the first United States map produced by the Geological Survey which shows all 50 States in their correct relationship, proportion and position. Previous maps show Alaska and Hawaii as insets.

Mr. McKelvey. Senator, you have been interested in the past in a single map of the United States showing all 50 States in correct position and scale. We now have one which will be printed showing both Alaska and Hawaii in proper position and at the same scale.

Senator Stevens. Will that be in general distribution soon?

Mr. McKelvey. Yes.

Senator Stevens. Good. That is a good way to start off. We thank you.

GAO REPORT ON CONFLICT OF INTEREST

Let me turn to something a little sensitive. We have copies of the General Accounting Office report of USGS employees being in violation of conflict of interest laws and regulations. They charge that employees of the USGS have financial holdings that raised serious questions of conflict of interest and they found deficiencies in reporting and evaluation of enforcement on conflict of interest matters. In view of all of our feelings and sensitivity involved regarding energy and mineral leasing areas in particular, these charges appear to the committee to be quite serious. Do you have any comments? And tell us specifically what has been done to correct the deficiencies pointed out by GAO.

Mr. Carlson. I would be pleased to give a general response to your question and ask Mr. McKelvey to address some administrative actions he has taken.

Before the GAO report became public, the Director of the Geological Survey had taken steps to bring up to date any possible conflict of interest practices we may have had in terms of ascertaining what the financial interest of the different employees are and see if there is an apparent conflict. Second, we have found we have very broad language, which can be interpreted a number of different ways in the basic regulation concerning the Geological Survey. The solicitors have been asked in to help with the particular language, as the language could be interpreted to go to the extremes where you could even question the ownership of a person's house on certain lands in this country if they are an employee of the Geological Survey. I am sure the intent of the legislation when it was passed was not intended to go to that extent. Nevertheless, there are a lot of ambiguities and clarification is needed.

As a department, we have not only moved in Geological Survey but in all of the bureaus to make sure that all the conflict of interest regulations are up to acceptable standards, and each of the bureaus have taken steps to make sure the procedures are carried out to the regulations that may exist or the legislation which we might operate under. Dr. McKelvey can provide a more detailed version.

RESPONSE TO GAO REPORT

Senator Stevens. What is the status of the 42 employees and 7 consultants who are the employees involved? What is the status of those people?

Mr. McKelvey. They have all been asked to divest themselves of the stock or financial interest in question. They were given 90 days in which to accomplish that. I understand that many of them have already complied.

This situation was one which came as a considerable surprise to me. I have been a member of the Geological Survey since 1941, and I understand that the long standing practice described in our manuals does not permit the ownership of oil or mining stock. I thought that was in effect throughout that period.

In January I learned from our personnel officer that the regulations being followed by the Department in the examination of conflict of interest statements submitted by key employees are examined under a different set of terms than those in which our own manual called for. They were examined under regulations of the Department which put the examination of the individual's situation on a personal basis with respect to the real conflict of interest that he might have, rather than simply the appearance of it. In other words, they took into account the extent of his holdings the nature of his position, in an effort to determine whether or not a conflict of interest did in fact exist. To my surprise that had been the procedure for several years. The procedure, incidentally, was set up in such a way that only those people on a "need to know" basis actually saw the reports of the individuals. They went from our personnel office, in case of any question, to the departmental counselor and then to the solicitor.

When I learned about this in January, I immediately instructed our personnel officer to return to our own longstanding practice with respect to the provision against holding any oil or mining stock and instructed her accordingly in a memorandum dated January 24, 1975. I also asked the departmental counselor and through him the solicitor to clarify certain uncertainties in the language used in our Organic Act. Since then the Departmental counselor and the solicitor, under the direction of the Assistant Secretary for Management, and under the direction of or at the request of the Secretary, is in the process of not only attempting to clarify these uncertainties but developing new guidelines that the individual bureaus and the Department as a whole will adopt. I understand that by May 1 they will issue proposed regulations for comment and review within the Department. An announcement in the Federal Register will be made by June 1 and then an implementation of those regulations after comment about the first of the year.

I can tell you that Secretary Morton has been very concerned about it, and I personally am greatly concerned, as I have indicated. We have taken a number of other related actions, such as publication of guidelines in our administrative digest. We have met a couple of times with the staff of the Senate Interior Committee to review the problem and actions we have under consideration and planned. And I am confident, Mr. Chairman, that in actual fact there has been no conflict of interest. I believe that what we have had—which is totally unacceptable to me and to the Secretary—is an appearance of conflict of interest in these cases. We cannot tolerate that, and will not have it in the future.

DELINEATION OF CRITERIA FOR STOCK OWNERSHIP

Senator STEVENS. Have you clearly delineated the criteria for stock ownershop and conflict now?

Mr. MCKELVEY. Well, that is one of the things that is still in the process of development. According to Survey's Organic Act no Survey

employee shall own interest in oil or mining enterprises. However, he is not precluded from ownership of stock in companies with principal interest in fields other than the mining or production of materials generally classified as mineral resources.

That matter of principal is still something to be clarified. But I think the feeling of the solicitor at the present time is that that language interpreted in a commonsense way is probably acceptable. In other words, a manufacturing company holding mining property, the activity of which would make up only a small part of it's total interest would be considered to be a company in which it's activities would not be regarded as associated with mining or oil operation. It was that type of thing that still has to be clarified.

Senator STEVENS. Does it cover companies that have subsidiaries involved in drilling activities that might have a royalty interest?

Mr. MCKELVEY. Well, if those subsidiary activities were indeed minor, they probably would be permitted.

Mr. CARLSON. Mr. Chairman, as soon as we complete this review we would be pleased to share our findings with this committee. We had also planned to share our findings with the General Accounting Office and get any additional advice that they might have?

FILING OF DISCLOSURE STATEMENT

Senator STEVENS. Have you changed the regulations as to who should file a disclosure statement?

Mr. MCKELVEY. We are in the process of reviewing our roster and positions in all divisions to be certain that all of those in key positions or in positions in which there would be any possibility of direct influence will be included. That has to be cleared with the Civil Service Commission in cases where the grades are under GS–13. We are also considering the adoption of a general certification that all employees would sign once a year, or some such period, in which they would certify that they have no financial interest in oil or mining enterprises or something to that effect.

CONSOLIDATION OF BUDGET ACTIVITIES

Senator STEVENS. In your justifications you are proposing another consolidation, this time reducing your activities from 12 to 8. Please explain this proposal and indicate what benefits you expect from it.

Mr. MCKELVEY. The revision of the budget activity structure is being proposed to better integrate and consolidate mutually supportive activities. For example, related programs previously budgeted for in five separate activities are consolidated in the land information and analysis activity. Programs dealing with mineral resource surveys and mapping are being consolidated in the geologic and mineral resource surveys and mapping activity and those dealing with lease management are being consolidated in the conservation of lands and minerals activity.

This consolidation will permit more efficient utilization of resources and more effective coordination of inter-related program activities.

Senator STEVENS. Doesn't this consolidation simply allow you to transfer funds between programs with a greater latitude without seeking reprograming approval?

Mr. McKelvey. No, Senator Stevens, by showing the proposed restructuring we are in effect requesting the committee's approval. The intent of the activity structure revision is to consolidate mutually supportive activities under a single point of program direction rather than eliminate or change the character of the activities involved.

Senator Stevens. What advantage is there, for instance, in putting the old EROS activity in with several others in the new land information and analysis activity?

Mr. McKelvey. The various programs that have been integrated into the land information and analysis activity are multidisciplinary, multidivision, and/or multibureau in nature and all are concerned with technologies and methodologies that provide earth-science information in support of land and resource planning and the environmental implications of such planning. By integrating these programs into a single organizational activity, the Survey's efforts in support of land-resources related activities have been brought into sharper focus leading to more effective allocations of resources.

Moreover, multidisciplinary EROS activities, especially those related to the use of Landsat data, support the other programs of the Land Information and Analysis Office, and the EROS program, in turn is supported by the other LIA programs. Finally, linkage of the EROS program to the other LIA programs provides a solid base of multidisciplinary support regarding land-use and land-resource data to the other divisions of the Survey.

ALASKA PIPELINE

Senator Stevens. On the Alaska pipeline, you show a reduction of $47,000. I know that is offset by a pay increase. It makes a net of $43,000. Why are you decreasing your activities in regard to the pipeline?

Mr. McKelvey. Our activity in that item, Mr. Chairman, has been an activity that had to do with development of knowledge essential to the planning of the pipeline and the design and development criteria. All of that work has been reimbursable. In other words, it had to be paid for by the pipeline company.

Our part of the general activity related to the construction of the pipeline has been winding down. It is that particular item that has been decreasing now for the past several years. Some work is continuing with respect to development of base hydrologic data and seismic information, but the activity as a whole is in the process of termination.

We have continuing work in the general area of the pipeline under a funding activity that does not require reimbursement by the pipeline company. Our purpose with reference to that work is primarily to observe the developments in the course of construction particularly as they might affect design criteria in the future—should there be a gas line constructed, for example—and also to see how actual excavation bears out what our judgments were as to the nature of ground when we interpreted our results on the basis of reconnaissance data for the planning of the pipeline initially.

Senator Stevens. And this really represents the reimbursable portion of the pipeline?

Mr. McKelvey. That is the reimbursable portion only; yes.

GEOLOGIC AND MINERAL RESOURCE SURVEYS AND MAPPING INCREASES

Senator STEVENS. With regard to the geological and mineral resource surveys, you have a $3.1 million increase and 42 new positions, I understand it, largely energy related. Is this a temporary program increase?

Mr. MCKELVEY. No, Mr. Chairman. I think as you mentioned, in part, this is related to energy, but it also includes some activities related to minerals, and as I see the problems facing the United States now and on into the future, I think work in all of these areas is going to continue to be extremely important. I expect that as time passes, it is going to become even more critical than it is now.

The work involved here includes not only work related to energy resources per se and their delineation and assessment, but also to environmental problems related to both energy and mineral development. I feel that work in this area is going to become even more important and more urgent in the future than it is now.

CONGRESSIONAL ADD-ON FOR ALASKA MINERAL APPRAISAL

Senator STEVENS. Last year there was an add-on in the budget of $600,000. The USGS got half of that, I understand, for the assessment of the mineral potential of the proposed withdrawals in Alaska. Did you use that money, is that money released?

Mr. MCKELVEY. Yes; we did. We were able to use that to complete work in the Nabesna quadrangle where we have been developing information about the geology and resources as an initial phase in a program of Alaskan resource assessment. And that work is about ready for publication. It will be published in the form of several maps very soon. And work was begun in several other quadrangle areas in Alaska. We expect to be able to cover a substantial part of the 80-million acres that is going to be classified finally over a 5-year period.

Senator STEVENS. In what frame of time will you analyze those?

Mr. MCKELVEY. We will not be able to cover more than about half in the 5-year period in which that action is under consideration.

Senator STEVENS. Is the money in this budget to continue that?

Mr. MCKELVEY. There is money to continue it, and we think of that half we will be able to cover a substantial part of the most important areas from the standpoint of minerals.

Mr. CARLSON. Senator, I thought we ought to be very clear on that. At the pace we are going, we do not have the resources tied into the projects to do the job completely, and so it will be in subsequent budget years. If the priorities are correct, then the resources will have to be put in to make sure they are assessed for the minerals in proposed withdrawal areas.

Mr. MCKELVEY. Our work with respect to Alaskan minerals resources is covered in the subsequent section of the budget. It is on page GS 52 where the item is listed, but we have about $2.5 million for that program.

WILDERNESS MINERIAL APPRAISAL

Senator STEVENS. There is none of that in this wilderness mineral resource appraisal, the $1.5 million here?

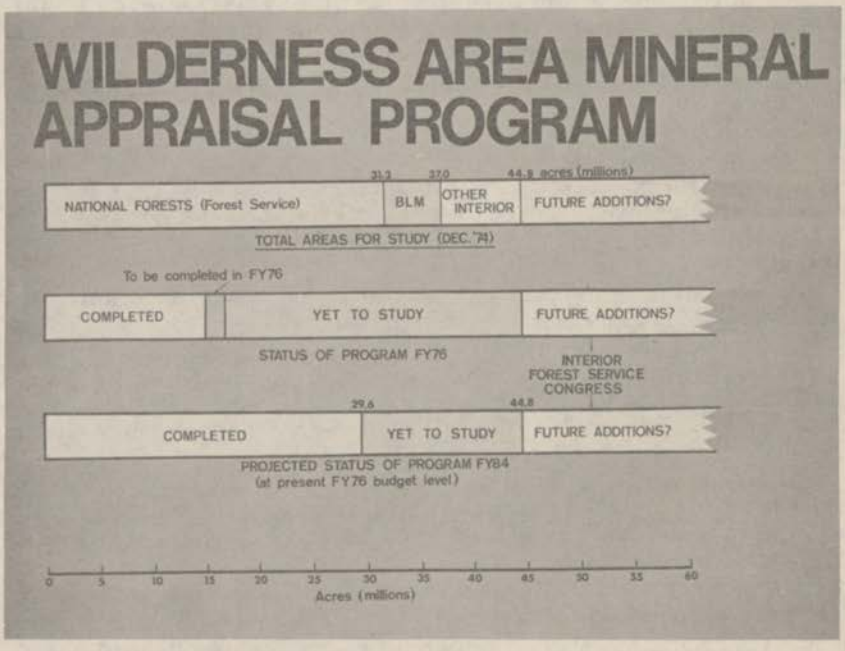
Mr. McKelvey. I believe that is in an entirely separate program than the wilderness program.

Senator Stevens. I understand the original statement was that some $11 million to $12 million is needed to complete that Alaska appraisal alone.

Mr. McKelvey. Well, I expect that is correct, or it would be of that order, I would think.

Senator Stevens. What will you do with $1.5 million increase for wilderness appraisals? Where is that? Is that for wilderness areas that are so designated already?

Mr. McKelvey. Most will be for various areas that have already been designated, either as wilderness or as study areas. The acreage, as you know in the wilderness system, has been increasing rather steadily. It has been giving us a moving target. The program began with some 14 million acres in both the wilderness and primitive areas. That is now expanded to about 38 million acres. We have a chart here that shows if Interior lands are included, the total is nearly 45 million acres presently. Today we have completed about 15 million acres and at the rate we are going, we will be considerably short of the amount to be covered by the 1984–1985 deadline. We project completion at that time of about 29.6 million acres.



Of 44.8 million acres of Wilderness areas that have been authorized only 15.8 million acres have been studied. With the FY 1976 budget level, only 62 percent of the 44.8 million acres will be completed by FY 1984, which is the authorized completion date. Additional authorization to study Wilderness areas will further add to the percent that is not completed by 1983.

MINERALS RESOURCE SURVEYS

Senator STEVENS. But specifically, as I understand it with regard to the total mineral program—I guess that is over on page 52 as you pointed out—on 51 you have $20,320,000 listed for mineral resources surveys.

Mr. MCKELVEY. For the total program that is right sir.

Senator STEVENS. That includes the Alaska item of $2.5 million, right?

Mr. MCKELVEY. That is right.

Senator STEVENS. Where are the other areas that you were talking about?

Mr. MCKELVEY. The other activities in that program are included. Geological and geophysical mapping, the wilderness areas that we have just been talking about. Also energy related nonfuel mineral appraisal and the mineral discovery loan programs are now incorporated in that line, and also considerable work on mineral resource assessment and appraisal including the development of a mineral information system.

D–2 LANDS OF THE ALASKAN RESOURCE APPRAISAL

Senator STEVENS. I want to be specific, if I may. We added on a total of $600,000, specifically so you would get moving right away analyzing the D–2 lands of this Alaska resource appraisal program. Does this budget include funds to continue the study you started with the add-on last year?

Mr. MCKELVEY. Oh yes it does, sir. In fact, the bulk of that program is aimed at the D2 lands.

Senator STEVENS. Is it not about the same amount as your Alaska resource appraisal program last year before the add-on?

Mr. MCKELVEY. Well, the add-on increased what we are devoting to that.

Senator STEVENS. What was the amount last year before we added on that $300,000 that went to your agency?

Mr. MCKELVEY. I believe it would have been about $2.2 million.

Senator STEVENS. And you continued the increased level? If it is not there I want to know so I can try to get you some more money to continue that D2 land appraisal, because we have to make that decision within the next 3 years on the D2 proposals.

Mr. MCKELVEY. The level that we have now will not permit us to cover probably more than about half of the D2 land in total, but it will allow us to cover some of the most important of it from the standpoint of it's mineral potential.

Senator STEVENS. Dr. McKelvey, your justification last year before I added on the money—as a matter of fact I added on $1 million and it was reduced to $600,000 in conference— my memory is, before that add-on you had $2,927,000 for Alaska mineral resource appraisal. We developed at the hearing last year that did not include the D2. This year it is reduced down to $2.5 million, which is $400,000 less than the original request last year, and you tell me that you are able to continue the D2 appraisal with what amounts to about a $750,000 reduction in program level.

I have a timetable that I think is very critical. I do not know anyone else who has the timetable in terms of mineral surveys that Alaska has. I want to be sure now if you are going to continue the ongoing program of D2 surveys and in effect not spend that money in areas that are not subject to those proposals. As I said, I have no basis to object or to try to add money to this item. Are we clear on that?

Mr. McKelvey. My understanding of that, Mr. Chairman, that is the prime purpose and focus of that program. I do want to make it clear that included in some of the area covered may be some areas that are not D2 lands simply because of the fact that in any given region that might be covered by systematic survey there may be some proportion that is 10, 15, or 20 percent or so that might not actually be D2 land. But the bulk of the focus of the program is on D2 lands.

Senator Stevens. And within the time frame for decision on D2 land?

Mr. McKelvey. Within the time frame for decision we would expect to be able to cover only about half of the land.

Senator Stevens. Well, it is not all mineralized is it? You people know which areas are mineralized and which areas are not. You put into our markup memorandum last year a series of areas that were considered to be critical. So we only got $300,000 for last year. We had 4 years to go last year. We have 3 years left. So I gather we would have to have $4 million a year just to keep up with the schedule cost that you outlined last year.

I understand the constraints of the budget. All I want to know is whether you developed any critical concept for these decisions so that you know that you are concentrating on the areas where Congress has to make the decisions with regard to the withdrawals and not concentrating on the areas that could be put off for a later date.

Mr. McKelvey. We are certainly doing that, Mr. Chairman. Last year we redirected about a million dollars from our base program to augment this activity. Perhaps I could ask our chief geologist, Dr. Sheldon, if he would like to add to what I have said.

FUNDS FOR ALASKA RESOURCES APPRAISAL

Mr. Sheldon. Yes; in the fiscal year 1974 we had about $1,097,000 directed to Alaska mineral resource appraisal. Fiscal 1975, that went to $2,549,000 and it is essentially the same request for fiscal 1976. Now that is not all of the Alaska mapping program. There are other efforts in other areas in Alaska, but this is the directed program for the Alaska mineral resource appraisal.

Senator Stevens. Well, I do not want to belabor it, but I found in consultation with, for instance, some of your colleagues and an official analyst service that they were using the money in an area that does not pertain to the decision we have to make on the Outer Continental Shelf. That has a very close time frame. The other areas were very vague, had no time frame at all. I think the Department should assure us, since it is a departmental proposal to withdraw the lands, that the information Congress needs to judge the withdrawals be made available as far as mineral content and whatever we have to put in the legislation that provides for the access or development, the reservation of

rights to develop these D2 lands. We are not going to be able to do it unless we have that information, and we are going to have to have that information by 1977 at the latest. I would urge you to review it.

May I specifically ask you to give us a statement as to the areas that you have covered. We will give you a copy of the information I provided the committee last year. Give us the areas that you have covered in terms of that proposal which would have cost $12.5 million last year, and what you estimate will be accomplished through 1977 under your current rate of request.

Mr. McKelvey. Yes; we will be glad to respond to that, Mr. Chairman.

Senator Stevens. Thank you. I do not like to belabor it as I say. I do not think we are going to get there.

[The information follows:]

Status of the D-2 lands mineral resource appraisals

The Alaska Mineral Appraisal studies are progressing steadily at several levels, and the GS will be able to provide a report that considers the mineral resource potentials for the D-2 lands. One million dollars was requested in FY 1975, matched by $1 million from the base program to accelerate mineral resource appraisal programs in Alaska; an additional $300,000 was appropriated specifically to assist in appraising D-2 lands. As a result, a long-range, systematic, multidisciplinary (geologic, geochemical, geophysical, geostatistical), and computer-based program was begun in FY 1975 on a quadrangle-by-quadrangle basis (at the 1:250,000 scale) in those areas believed to have the highest potential for the occurrence of mineral resources. These are areas about which decisions are most difficult to make, hence the need for more detailed geologic information. Thus, of the $2.5 million being spent specifically for mineral appraisal in Alaska, the first priority is for those areas containing the D-2 lands. For example, the area of the Nabesna quadrangle, Alaska, the first of these areal assessments to be completed, includes lands of which 85 percent are classified as D-2.

Such detailed information, however, neither can nor need be provided for all the 80 million acres within the allotted 3-year span. Approximately 25 percent of the D-2 lands will be examined at this high level of detail, which includes field geologic, geochemical, and geophysical examinations and geostatistical analyses of resource possibilities. Because these are areas of critically high potential, projections can be made with reasonably high confidence into adjacent areas where similar geologic conditions are known.

In addition, however, the Alaska Resource Research program for minerals, energy, and land (environmental) resources, and the TAPS and related EIS programs are being conducted throughout the State in other areas that contain D-2 lands. The results of these studies, with special additional resource emphasis, will permit appraisal of at least an additional 25 percent of the D-2 lands. Thus, we are confident that 40 million acres can be assessed with intermediate to high confidence levels within the time frame.

Another 25 percent of the D-2 lands lie in the lowlands along broad river systems that are covered by alluvium, or in areas where no outcrops are available to be studied and sampled. In those cases conventional examination of the land surface is of no value, thus requiring geologic projections from known areas. Finally are areas that are already known to contain low potential for mineral resources.

The remaining 25 percent of the widely scattered territory of high mineral resource potential is little known and with present resources cannot be completed prior to the 1977 deadline. These areas are, however, scheduled to be completed subsequently in the continuing Alaska mineral resource appraisal program.

GEOGRAPHIC DISTRIBUTION OF MINERAL SURVEYS

Senator STEVENS. Geographically, where is the overall $20.3 million mineral resource survey being concentrated?

Mr. MCKELVEY. Senator Stevens I will have to supply that for the record.

[The information follows:]

GEOGRAPHIC DISTRIBUTION OF $20.3 MILLION MINERAL RESOURCE SURVEYS

The Geological Survey's mineral resource surveys program consists of:

(*a*) field studies of known mining districts and appraisal of potentially mineralized regions, which comprise about 40 percent of the program. The geographic distribution of these studies are concentrated in Alaska (47%), Arizona (9%), Idaho (6%), four percent each in California, Colorado, Montana, New Mexico, and Utah, and the balance equally distributed among sixteen other States.

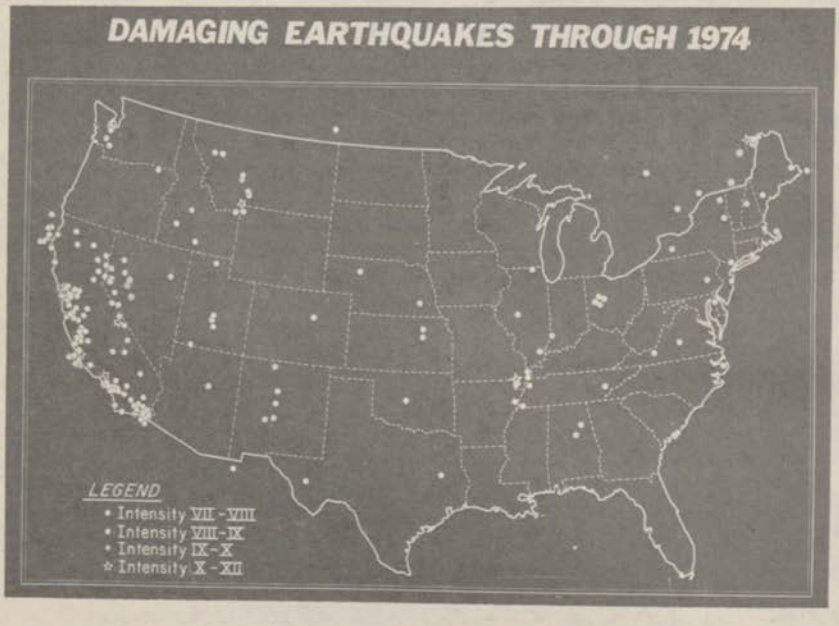
(*b*) Supporting research and technology development, and research services, which comprise 55 percent of the program.

(*c*) Computer applications of resource data which comprise 5 percent of the program.

Parts (b) and (c) are not directed toward projects in specific geographic areas, but are generally applicable to mineral resource surveys nationwide.

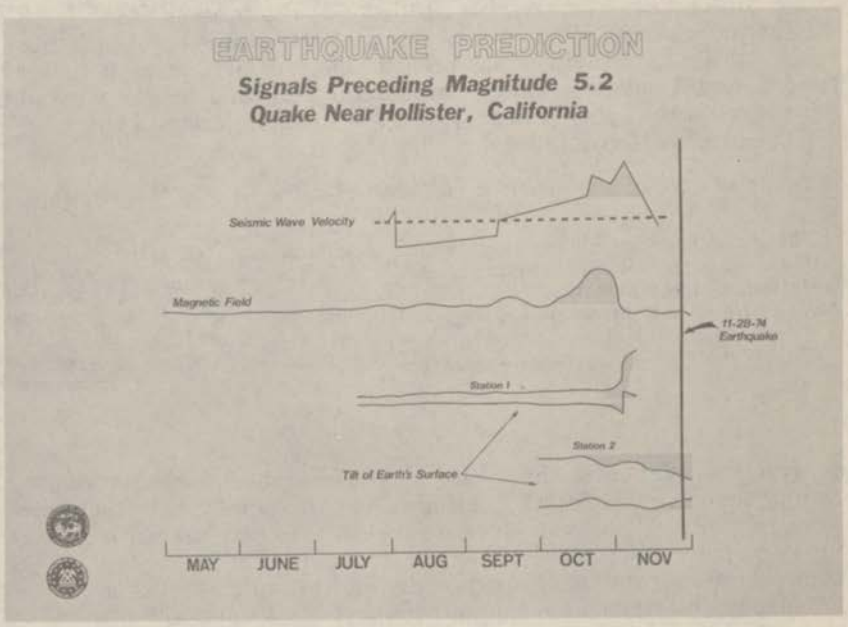
EARTHQUAKE PREDICTION

Senator STEVENS. On the earthquake proposal, I am told there was a recent BBC documentary for television that quoted your officials in USGS saying there is a strong chance for an earthquake in San Francisco, but there is public apathy with regard to this. Can you tell the committee if the prediction is that certain and what are you doing if it is?



This map shows the location of damaging earthquakes in the continental United States through 1974. Although destructive earthquakes occur most frequently in the western states, major damaging shocks have occurred in the central and eastern United States. Thirty-five percent of the nation's population resides in areas of high or moderately high seismic risk.

Mr. McKelvey. We have not made any prediction in specific terms about earthquakes in San Francisco, Mr. Chairman. But, San Francisco is on the San Andreas Fault which is an active fault and one where very severe earthquakes have occurred in the past. Almost certainly one will occur there in the future. We have said that there is a 70-percent chance of one occurring within the next 30 years. But we are not able at this time to make other than a very general prediction with respect to San Francisco or to any other area except in the vicinity of Hollister where we are instrumented close enough to be able to observe these premonitorial phenomena that led to the prediction of the Thanksgiving Day earthquake in that area.



Three types of geophysical signals were recorded in a densely instrumented sector of the San Andreas fault prior to the Thanksgiving Day, 1974 Hollister, California earthquake. Anomalous values occurred about one month prior to the magnitude 5.2 earthquake. Although much more research must be accomplished before predictions will be of use in planning for public safety, earthquake forecasting now appears feasible for properly instrumented areas.

Senator Stevens. You do not have similar capability at San Francisco?

Mr. McKelvey. No.

Senator Stevens. Is that not the largest city on that earthquake fault?

Mr. McKelvey. Los Angeles is not on the San Andreas but it is on a very active fault related to it. But we are in the process of developing the techniques that we hope are going to make prediction possible. We are hoping to develop on a trial and experimental basis in the vicinity of both San Francisco and Los Angeles not only the predictive technique but, in cooperation with other organizations also the response to that predictive capability in the form of warning systems. We have gone into this to a considerable extent.

Senator STEVENS. This shows you have an existing network almost throughout California and our south-central area of Alaska. What is existing?

Mr. MCKELVEY. That is a seismograph network with which we are able to observe local seismic activity and this is useful in helping to understand the seismicity in these relatively active areas. But alone it is not a predictive capability.

HOLLISTER AREA EARTHQUAKE PREDICTION CAPABILITY

Senator STEVENS. Am I to understand only at Hollister you have that predictive capability?

Mr. MCKELVEY. Yes, sir, only Hollister at the present time.

Senator STEVENS. What was the cost of the Hollister installation?

Mr. MCKELVEY. Well, it has been developing over some period of time. I would have to supply that for the record. I believe it would have been on the order probably of a few million dollars, I think.

[The information follows:]

Estimated cost of experimental earthquake system in central California (Hollister area)

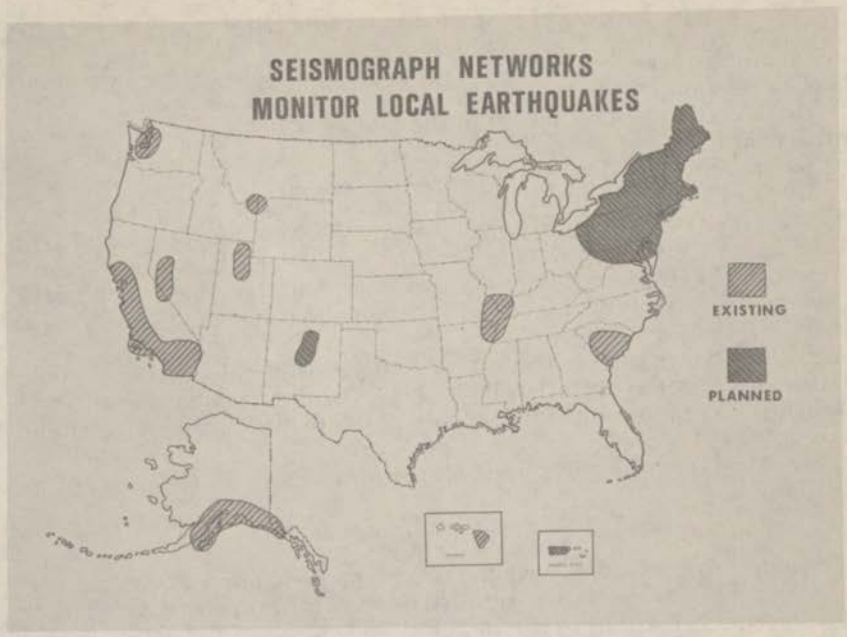
Hardware—120 seismometers, 14 tiltmeters, magnetometers, telemetry links, and computer facilities	$500,000
Installation of equipment	500,000
Salaries for data analyses and system maintenance for 3 years	1,000,000
Total	2,000,000

FORECASTING TECHNIQUES

Mr. CARLSON. I think the key thing, Mr. Chairman, is the forecasting techniques have developed in efficiency to the point where they have some reliability. They can be used for people to take preventive measures against earthquakes. When the techniques improve, then it becomes more useful to use more broadly and provide a focusing system. Obviously you want to do this rather carefully because the forecast of a nonexistant earthquake could have implications as well as an existing earthquake. You want to make sure that the efficiency has come to the point where it is better than a random process and we feel we are to that point. So we are developing a program that would go ahead and expand this forecasting capability into areas that could benefit from it. Up until now, it has been an experimental effort and we have not felt until this last experience in the last year we had enough proficiency to go beyond the experimental basis.

Mr. MCKELVEY. It is still experimental, but has reached the stage where we recognize that at least in the Hollister area and very likely in the San Andreas system that there are premonitory phenomena that are significant. We had four different phenomena that showed this premonitory effect, including the land surface changes and the change in the magnetic field.

We have reached the stage where we are observing these. We will now have to make public announcements as these come along and we are in the active stage of developing an operating system for both prediction and warning.



The map on this graphic indicates USGS-supported or operated seismograph networks in the United States used for detection of small, local earthquakes. The precise location of earthquakes having a magnitude less than 4 is essential to the identification and delineation of active faults. Data from these local networks is also used in the assessment of regional seismic risk and, in some cases for earthquake prediction studies.

BBC COMMENTS ON APATHY TOWARD EARTHQUAKES

Senator STEVENS. Well, are you aware of the BBC comment? Was that a fair summary?

Mr. MCKELVEY. Well, I did not hear that myself, and I am not sure that I saw a transcript of it. But I can imagine that it would have been that someone might have made such an observation. It is true, I think, that with any kind of national disaster, once it is over people tend to forget about it and concern ebbs to a rather low level. I expect that is just a very natural human response.

EXPANDING EARTHQUAKE PREDICTION CAPABILITY

Senator STEVENS. But again getting provincial, we have more than a passing interest in earthquake prediction in Alaska.

Mr. MCKELVEY. Right.

Senator STEVENS. And that is why I want to know what is your plan for more Hollister installations.

Mr. MCKELVEY. Well, our plan is to develop a prototype prediction system beginning in the San Francisco and Los Angeles regions.

Senator STEVENS. And what is the time frame for that?

Mr. MCKELVEY. We would hope that that could be begun within the next couple of years.

FUNDS TO EXPAND EARTHQUAKE PREDICTION SYSTEM

Senator STEVENS. Is there any money in the budget for expanding that prediction system?

Mr. MCKELVEY. The money in the budget is not adequate to accomplish that in 1976.

Senator STEVENS. Did you ask for any?

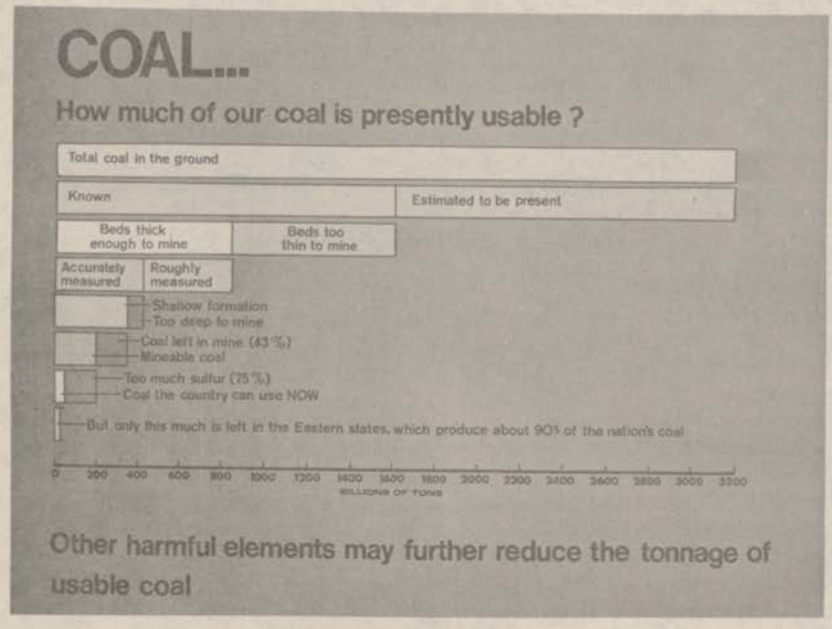
Mr. MCKELVEY. I do not believe we did in this year, Mr. Chairman. That, merely the capability, has been developing since the fiscal year 1976 request was formulated. Our first success, as I have mentioned, was with the Thanksgiving Day earthquake, and we have been in the process of developing plans, but they are not included in the fiscal year 1976 budget cycle.

Senator STEVENS. Are you saying that you thought $4 million would be needed for the installation in Los Angeles and San Francisco? What is the prediction for the cost estimate for San Francisco and Los Angeles?

Mr. MCKELVEY. I think the estimate for this is in the order of $5 million.

COAL RESOURCE ASSESSMENT

Senator STEVENS. Very well. Turning to your energy resource survey, you have a requested increase of $1.5 million for coal research assessment. According to the justification that was funded this year, I am told, by an advance from the Bureau of Mines. Is that right?



It is estimated that we may have 3,200 billion tons of coal, however only slightly over 800 billion tons is thick enough to mine. Other factors such as the depth of coal and possibility of harmful trace element contents reduce the amount of coal we can actually remove to about 50 billion tons in the East. This means that the U.S. now has only a modest amount of usable coal to meet current needs.

Mr. McKelvey. That was funded as a passthrough from the Bureau of Mines in 1975. That is correct.

Senator Stevens. How did you achieve that without a reprograming request?

Mr. McKelvey. My recollection, Mr. Chairman, is that those were funds that were specifically earmarked for the Geological Survey as a reimbursable program from the Bureau of Mines.

Senator Stevens. You have done the work for the Bureau of Mines; is that what you are saying?

Mr. McKelvey. It was put in the Bureau of Mines budget and related to the overall activity on coal.

Senator Stevens. But did they transfer the money to you?

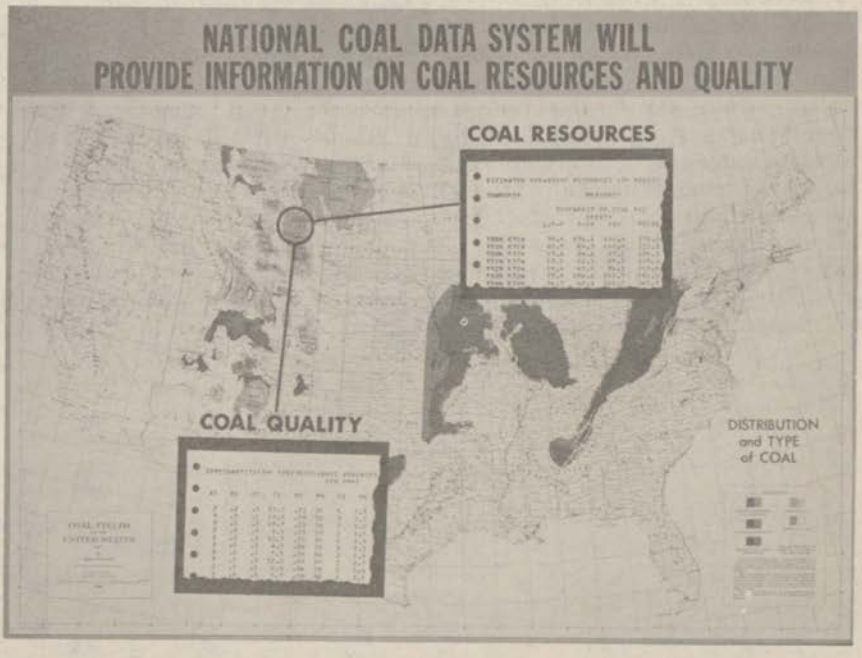
Mr. McKelvey. Yes; and this year it is being put in our budget rather than in the Bureau of Mines.

Senator Stevens. What about your oil and gas research survey. Is it at the same level this year, $5 million? Why is that staying level and the coal going up?

Mr. McKelvey. Well, our coal activity we felt needed that additional expansion to be put on a continuing basis. We have had a greater responsibility with respect to coal resources than we have been able to match with our effort in recent years.

COAL RESOURCES AND QUALITY

Senator Stevens. Is this in this folder? I have a number of exhibits and the exhibit states the national coal data system will provide information on coal resources and quality. Is that the money we are talking about on this $25 million?



The National Coal Data System facilitates the evaluation of the quality and quantity of the Nation's coal resources. Map data are being digitized for computer storage. Data retrieval will be in the forms of maps, graphs, and tables.

Mr. McKelvey. That is part of it, yes, sir.

Senator Stevens. It is unfortunate that they allow me to chair this hearing being from Alaska. Why is Alaska left out? Is it because you do not have the new map?

Mr. McKelvey. That is right.

Senator Stevens. Are you doing anything about Alaska's coal?

Mr. McKelvey. This chart, Mr. Chairman, is merely to indicate the kind of information that is being compiled. The Alaska coal resources will be included along with those in the lower 48.

Senator Stevens. Good.

Mr. McKelvey. This simply indicates that the bank will include data on magnitude of the resources—their thickness and that sort of thing—as well as coal quality.

ENERGY RESERVES

Senator Stevens. What about the criticism that your estimates of energy reserves, oil and gas, etc., are too high? Is that a valid criticism?

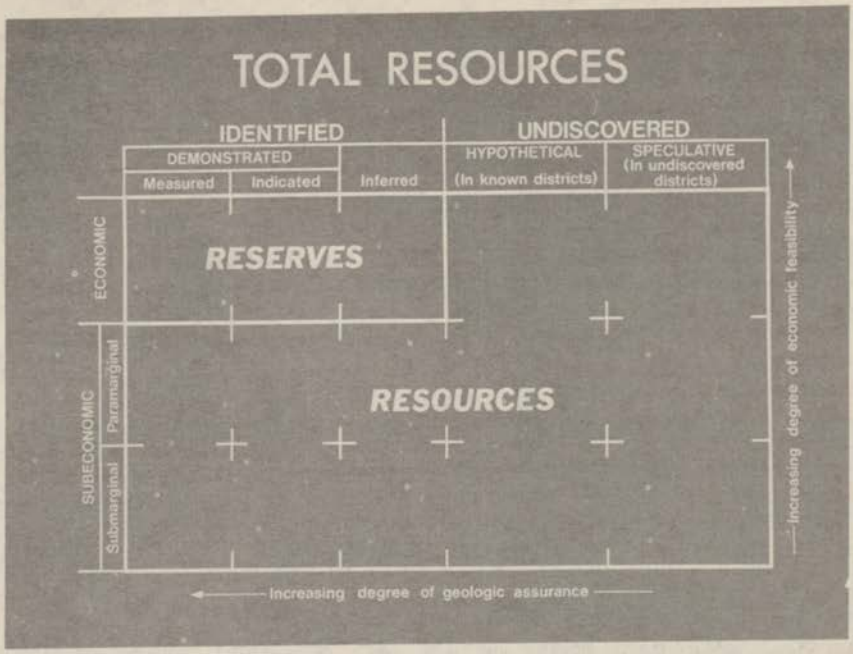
Mr. McKelvey. Well, it may very well be, Mr. Chairman.

Senator Stevens. That is what is in the Academy of Sciences report, is it not?

Mr. McKelvey. Among others, I might say.

Senator Stevens. I have been sitting here for seven years hearing they were too low, too conservative. All of a sudden we have heard we are too liberal with the actions.

Mr. McKelvey. This is a complicated subject. I have a chart illustrating the classification of resources and some of the concepts involved. And this is part of what the problem is in the discussion and criticism of various estimates, namely not being clear on just what it is that is being reported. What industry reports—the American Petroleum Institute, for instance, in its estimates of proved reserves is that part of the total potential resource of the oil that is in the ground that has been proved up by drillings so that its location and extent is known, accurately and that can be produced economically at the present time. What I and others in the Geological Survey have been interested in, in particular, is the total resource potential which would include resources that have not yet been discovered, but that hopefully may be found on further exploration as well as resources that are not yet producible economically, but may become within economic reach with the advance of technology or change in economic conditions.



The need to differentiate the known and the recoverable (reserves) from the undiscovered and the uneconomic (resources) requires that a resource classification system convey two prime elements of information: the degree of certainty about the existence of the materials and the economic feasibility of recovering them.

Dr. McKelvey. Now in part, difference in various estimates of resources has to do with whether what is being reported is the total resource potential, or proved reserves, or something in between. With reference to the estimates that you ask about, we have a team headquartering in Denver now that has been working very hard reexamining our resource potential for oil and gas. They will give the Federal Energy Administration a new set of estimates later this spring. I understand that they have been making a very close examination of the geology of individual basins, comparing what appears to be the geology as they understand it with other basins that are better explored. And they are coming up with a considerable set of data that is going to be available for public examination along with their conclusions as to the potential that is involved.

GEOTHERMAL SURVEYS

Senator STEVENS. What about the geothermal survey? Is that progressing?

Mr. MCKELVEY. We have in progress an assessment of geothermal potential. It will be done in a different time frame. It is as part of another project.

Senator STEVENS. What is the time frame on that?

Mr. MCKELVEY. I believe it is to be completed by the first of July.

Mr. SHELDON. Yes; it is for the first of July and it is for ERDA.

Senator STEVENS. That is for oil and gas?

Mr. SHELDON. No; for geothermal.

Senator STEVENS. Is there additional money in the request for that geothermal survey?

RESOURCE ESTIMATES

Mr. MCKELVEY. No; there is not sir. It is covered by the funds that are already here under resource assessment.

Mr. Chairman, if I could just make one more remark about the resource estimates. I think in spite of all of the discussion about differences among various estimates, it is important to recognize that really all of these estimates both high and low, even though they are differing, some by a factor of three or four, all of these estimates are speaking with the same voice on several very important problems. For example, all of them are saying that there is a substantial amount of oil still to be found and therefore, exploration should be encouraged. They are all saying that the frontier areas are extremely important in our future oil and gas potential, and they are all saying also that the amount of oil and gas that is available in the United States and indeed the world is by no means unlimited. Further, they are saying that particularly if growth in energy consumption were to continue at the rate it has in the last decade or so here and elsewhere very soon we would have to turn to other sources of energy for the mainstay of our energy economy. And even if the highest estimates are correct, it is only a matter of a couple of decades that would separate the point at which we would have to depend on other sources of energy for the main flow of our energy supplies.

OIL AND GAS RESOURCE APPRAISAL REDUCTION

Senator STEVENS. Going to this chart, I understand you have a $2.6 million reduction in your oil and gas appraisal for the OCS.

Mr. MCKELVEY. That is correct sir.

Senator STEVENS. What brought that about?

Mr. MCKELVEY. Well it came as a result of the administration's conclusion that that part of the OCS appraisal could be accomplished at a lower level of funding than had been the case in the previous year.

Senator STEVENS. What did you request? Did you request more than that?

Mr. MCKELVEY. Yes. We requested that amount.

Senator STEVENS. What amount?

Mr. MCKELVEY. The $2.6 million that was reduced.

Senator STEVENS. You requested a continuing level of funding?

Mr. MCKELVEY. Yes. But I should point out that whereas there has been that reduction, there has been about a comparable increase in the amount allocated to tract evaluation.

DIRECT FEDERAL OIL EXPLORATION

Senator STEVENS. I saw that. We will get to that in a minute, doctor. You know we got proposals up here to put the Federal Government directly in the oil exploration business offshore, through direct programing or through Government contracting. Do you have any estimates of what that type of program would cost?

Mr. MCKELVEY. It would depend of course on what the concept would be. We have been asked at various times, what would it cost for the Government to undertake exploration on the Outer Continental Shelf and there is no simple answer possible to such a question because no one can predict the amount of exploration that would be required. My recollection for example, is that there have been already some 4,000 exploratory wells drilled in the Gulf of Mexico and with ground still to be covered. No one can say at the moment how much total exploration would be required.

Senator STEVENS. Do you have some figures on the cost of those wells that have been drilled offshore so far?

Mr. MCKELVEY. Well, the cost ranges—I could not give an estimate of the total cost because of course it has been changing over the years. But depending on the depth of the hole, the depth of the water, and similar factors, one is dealing on the order of a million to several million dollars a hole. That higher figure certainly would be the appropriate one that one would have to deal with in most of the frontier areas.

USGS POSITION ON FEDERAL OIL EXPLORATION

Senator STEVENS. Is USGS in support of the FOGCO concept?

Mr. MCKELVEY. No, we are not, Mr. Chairman. I feel an issue of that sort is one of the most fundamental policy issues that would face the American people, and it is certainly not an issue on which the director of a scientific organization ought to advise. But from a personal standpoint, I cannot imagine that such an effort would be within the capability of the Geological Survey. It would be a massive exploration activity that, conducted at any level intended to displace the total activity of industry, would be in the order of hundreds of millions or a few billions of dollars a year. That kind of activity is simply beyond our capability.

Mr. CARLSON. Mr. Chairman, I would like to just comment on that if I may. Generally, the private sector manages risk better than Government employees, and this is a risky area. If in fact the Government went in there, given the incentives that exist to Government organizations, it would probably end up costing more to provide the exploration over a long period of time. I do not think the evidence is in to show that the private sector does a bad job on exploration on oil and gas on the Outer Continental Shelf.

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Yes; there is room for improvement and we are entering into some of those improvements in terms of the supervision we offer in oil and gas on the Outer Continental Shelf. But generally our position on this socialized risk taking operation is that it is not wise in terms of bringing forth this resource for the American people in the future. And that the cost in terms of budgetary expenditures would have to go up into the billions of dollars, especially when you take into account the cost of one well to drill in the future. It will be much higher in the areas we are going into especially those associated with Alaska.

Senator STEVENS. Thank you, Mr. Secretary.

INCREASES FOR ENVIRONMENTAL INVESTIGATIONS

Dr. McKelvey, you have an increase of $3.8 million in your offshore survey budget for environmental investigations, and you have $6 million for increases in OCS lease regulations, and evaluation. Are those redundant requests?

Mr. MCKELVEY. No; they are not, Mr. Chairman. The funds for offshore regulations have to do with commitments and obligations relative to management of specific leases and for preparation for lease sales. The other activity proceeds that and has to do with the evaluation of environmental problems contributing to an assessment involved with the environmental impact statements.

Senator STEVENS. That is a so-called base-line study, doctor?

Mr. MCKELVEY. The base-line studies are not included here in the sense that they have been specifically labeled. Those are undertaken by the Bureau of Land Management. We have participated in some of those studies on a reimbursable basis.

Senator STEVENS. What is the $3.8 million for, then?

Mr. MCKELVEY. The $3.8 million is for geologic appraisal of environmental problems not on a basis for continued observation of change and impact as a result of development, but for identifying problems in areas that might be hazardous in planning lease area selection and exploratory and development activities that might be undertaken as a part of that.

TOTAL ENVIRONMENTAL COSTS

Senator STEVENS. The Geological Survey has $3.8 million for environmental work in connection with OCS for 1976. Do you know the estimated total cost of all environmental work by all Federal agencies for 1976?

Mr. MCKELVEY. I will supply for the record a section taken from the "Special Analyses—Budget of the U.S. Government, Fiscal Year 1976" regarding Federal environmental programs.

[The information follows:]

SPECIAL ANALYSIS Q

FEDERAL ENVIRONMENTAL PROGRAMS

Introduction—$6.5 billion in outlays on environmental programs has been initiated by 19 agencies and departments within the Federal Government in 1975 and $6.9 billion is expected to be spent in 1976. Although these programs span a wide spectrum of activities; ranging from basic ecological research to abate-

ment of pollution from Federal facilities, all Federal expenditures on the environment can be classified in one of three broad categories: Pollution control and abatement; understanding, describing, and predicting the environment; and environmental protection and enhancement activities. The distribution of outlays by the Federal Government on these three categories of activity are displayed in chart Q–1, and summarized by type of spending for 1976 in the following schedule:

1976 BUDGET AUTHORITY AND OUTLAYS—FEDERAL ENVIRONMENTAL PROGRAMS

[In millions of dollars]

	Authority	Outlays
Protection and enhancement	1,036.4	1,069.5
Understanding, describing, and predicting	1,379.1	1,309.3
Pollution control and abatement	1,933.2	2,102.3
Construction grants	(1)	2,439.6
Total	4,348.7	6,920.7

[1] Contract authority for the Environmental Protection Agency's 1976 sewage facility grant program is included as 1975 budget authority since it is allocated and available for obligation in 1975.

It should also be noted that Federal expenditures, unlike those of the private sector, can occur either as an outlay by a Federal agency for services rendered to itself (in-house activities) or as a transfer (grant) to States or local governments which, as the ultimate distributors of those funds are also rendered the services.

The distinctions between direct Federal expenditures and those transferred to State and local governments are summarized by type of spending for 1976.

CONTRACTUAL INCREASE FOR ENERGY RELATED WATER RESOURCE INVESTIGATION ACTIVITIES

Senator STEVENS. You have a $1.8 million increase in energy related water research and that is contractual services; is that right?

Mr. MCKELVEY. I am not sure that it is all contractual service.

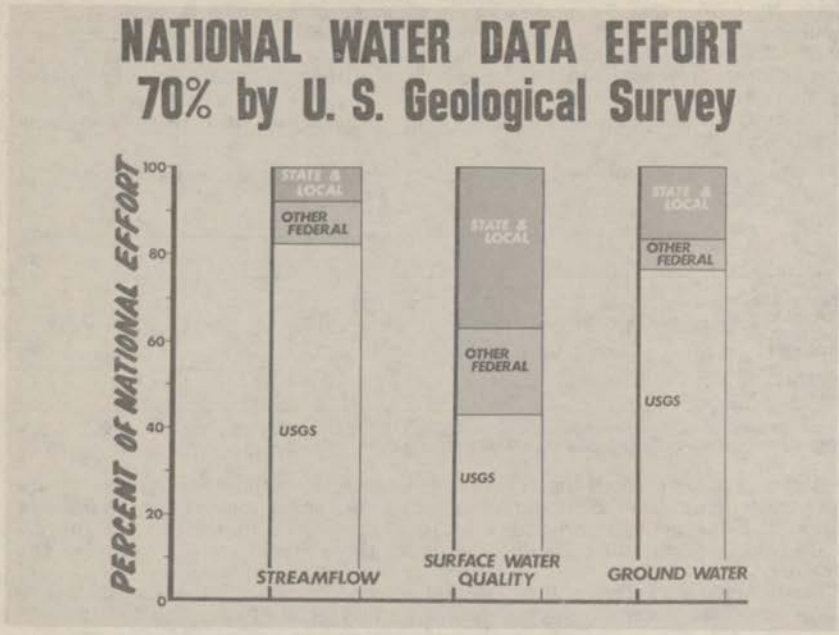
Senator STEVENS. What part of it would be a contract?

Mr. MCKELVEY. Mr. Chairman, perhaps our chief hydrologist, Mr. Cragwall, can say how much of those requested increases would be for contractual services.

Mr. CRAGWALL. I do not have the exact numbers. However, a large part will be contracted because we are asking for relatively few numbered positions—only 16 new positions for this. We can supply the amount for contracting for the record if you would like.

CONTRACTING LEVEL IN WATER RESOURCES BASE PROGRAM

Senator STEVENS. On page GS–62 of the justification you asked for $1,865,917 for accelerated energy research development. The total for that, though, is an additional $2.5 million, $2,548,000. In this it says cost factors involved in the increase, broken down, include contractual services at $1.1 million. What we want to know is, are you going to contract out any other portion of that $56,426,000 as shown on GS–62?



The Geological Survey is the major source of water data and information in the Nation. These data, along with predictive studies, provide the basic water information and understanding needed to develop, manage, and conserve the Nation's water resource.

Mr. CRAGWALL. Of the $56 million, yes, there is more contracted.

Senator STEVENS. What part? Do you have that estimate with you now?

Mr. CRAGWALL. No; but I can supply it for the record. It will be several additional millions of dollars.

Senator STEVENS. We want to know to what extent you are going to contract out this type of research.

Mr. CRAGWALL. The $1.1 million is for the $1,800,000 increase. I will have to supply the numbers for the total program.

Mr. MCKELVEY. I can say in general most of that, of the $56 million is not for contractual research.

Senator STEVENS. I understand the $1.1 million is related to the increase?

Mr. MCKELVEY. That is correct.

Senator STEVENS. How much is related, then, to the continuing program?

Mr. MCKELVEY. We can supply the exact figure for the record, but I just wanted to say that the bulk of it would not be for contracts, of that I am confident.

[The information follows:]

Contracting for water resources investigations in fiscal year 1976

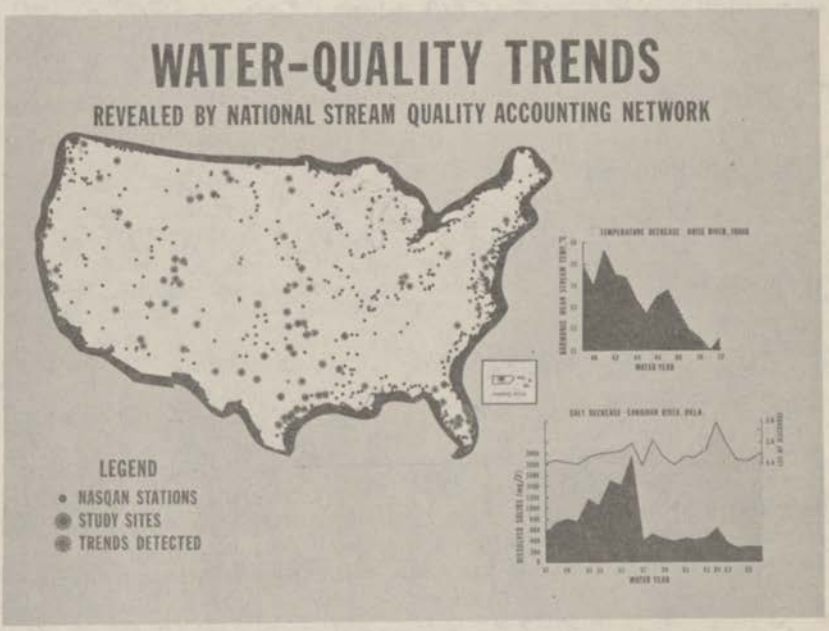
Total program	$56,426,000
Contractual services	7,750,000

FEDERAL-STATE PROGRAM

Senator STEVENS. On the Federal-State water program, it is funded at about the same level?

Mr. MCKELVEY. That is right, sir.

Senator STEVENS. For 1976, I mean. Why is there not an increase in that item? It would seem that would be an item that would be a critical item.



The National Stream Quality Accounting Network consists of 345 river quality monitoring stations. Highlighted stations are those where long-term records which have been analyzed to detect trends are available for some water-quality characteristics. The graphs are examples of the trends in temperature and salinity indicated by the data gathered through this network.

Mr. MCKELVEY. Again, Mr. Chairman, the administration in attempting to balance its budget proposal decided that that program should be kept at its 1975 level.

Senator STEVENS. What did you request for that program?

Mr. MCKELVEY. We asked for an additional $2 million, Mr. Chairman.

Senator STEVENS. You have $2.9 million listed as studies related to critical water problems out of $26.9 million. Is the $2 million in that catagory?

Mr. McKelvey. No; the $2 million would have been in the Federal-State program. That is the $2 million that I referred to.

Senator Stevens. That is what I am talking about, on page GS 66.

Mr. McKelvey. Right.

Senator Stevens. On page GS 66, which of the four items would the $2 million have been added to?

Mr. McKelvey. I am not sure that I have that information with me, but it probably would cover each of those items depending on State programs to be matched.

Senator Stevens. That is a $288,000 increase out of $26.9 million. That is not even an increase to keep up with the cost factors. You actually got a decrease in water programs on a Federal-State matching basis, didn't you?

Mr. McKelvey. In terms of real dollars, that is correct, Mr. Chairman.

Senator Stevens. Give us an estimate of what it would take to maintain the program in terms of constant dollars for 1975 please for the record.

Mr. McKelvey. I will be glad do that.

[The information follows:]

Estimated Cost of Maintaining the Water Resources Cooperative Program at the Fiscal Year 1975 Level

Assuming an inflationary rate of about 8 percent for fiscal year 1975, it would take an additional $2 million to maintain the program at a constant level in fiscal year 1976.

CONTROL OVER STATE WATER RESEARCH

Senator Stevens. What control do you exercise over that water research conducted by the State?

Mr. McKelvey. Well that is conducted almost entirely, Mr. Chairman, by the Geological Survey and planned in conjunction with cooperation and consultation with the cooperating agencies involved. There are some 550 cooperators I believe. There are State and local cooperators involved in this program, and some of them put up their matching dollars in the form of services of some kind. But the bulk of the program is undertaken by our own people on behalf of both the State and Federal interests.

Senator Stevens. You have estimated that the total they are going to put up in State and local funds will be $2 million more than the Federal effort?

Mr. McKelvey. That is our best estimate as to what will be offered if Federal matching funds total $27 million.

Senator Stevens. Is it not a matching fund requirement?

Mr. McKelvey. Well, we can only match it to the extent to which funds are available but we expect about an additional $2 million on a fully reimbursable basis.

Senator Stevens. But is it realistic to estimate that you are going to get $28 million if you only put up $26 million in Federal dollars?

Mr. McKelvey. That is just our best estimate from information received from cooperators of what they would be willing to put up.

Senator Stevens. In other words, if we put up the $2 million extra, do you think they would put up the total of $28.9 million?

Mr. McKelvey. That is correct. They would likely put up the $28.9 million plus an additional $2 million of the estimated shortfall of $3.4 million, as shown on page GS–68.

OCS LEASE ESTIMATES

Senator Stevens. You estimate six lease sales in the OCS this year. What six are those, and is it realistic to expect those to take place this year with all of this environmental opposition?

Mr. McKelvey. I understand, Mr. Chairman, that there has been some slippage in the planning of those sales, and I understand there is a new schedule being developed. Mr. Frank Edwards, Assistant Director of the Bureau of Land Management, is present here this morning and this falls within the Bureau of Land Management's responsibility. Perhaps I could ask him to respond to that.

Senator Stevens. I do not think it would be necessary. We are trying to relate to the $6 million increase for your lease regulation and evaluation and your estimate of 15 million acres being leased in fiscal 1976. Is that still realistic, Doctor?

Mr. McKelvey. I do not think it is. I think that since this budget was drawn up, the administration has decided on a substantially lower target for offering.

TARGET FOR OCS LEASE OFFERINGS

Senator Stevens. What is the target now?

Mr. McKelvey. Well I think it would be in the order of 9 million or 10 million acres.

Senator Stevens. Is that right? Can Mr. Edwards confirm that?

Mr. Edwards. Mr. Chairman, our target was to sell 10 million acres during 1975. In order to do that it was estimated that we would probably have to consider for offer, 15 million acres in order to lease 10 million, and I think that is what USGS's budget estimates are based on. Since those estimates were originally put together, the administration has backed off the 10-million-acre goal, and our goal now is to offer six sales each year to get into all of the frontier areas by the end of 1978. I believe the Secretary previously indicated that we probably would offer approximately 5 million acres in 1975.

Senator Stevens. There will still be six sales this year?

Mr. Edwards. Hopefully, yes. But our schedule is slipping because of some difficulties in the frontier areas.

Mr. Carlson. However, Mr. Chairman, the workload on the Geological Survey would not change in terms of evaluation.

Senator Stevens. Why? This is evaluation of leases. New lease regulation, we are talking about $6 million. If you are not going to lease them, why would you have the continuing responsibility to spend the funds?

Mr. McKelvey. As far as the regulation is concerned this really applies to actions that have already been taken in sales over the last few years. If we did nothing more in the way of offering new acreage, the part applying to regulation would still exist as a commitment acquired by reason of past sales.

REQUEST FOR LEASE REGULATION AND EVALUATION

Senator STEVENS. Well, what do you need that $6 million for? Is any part of that involved in drilling?

Mr. MCKELVEY. No; none of it is involved in drilling. About $3 million has to do with regulation of operations that are undertaken on oil and gas leases. That includes inspection of activities; the review of work plans which is really one of the most important components of the accounting and collection of revenues; maintenance of lease accounts, and so on.

The part having to do with tract selection and evaluation relates to the work that is done on the preparation for sales in evaluating the worth of the tracts as a basis for judging the acceptability of bids on cash bonus.

INCREASES FOR LEASE EVALUATION

Senator STEVENS. Well, that is $2,520,000, an increase of 44 positions with a total of $15,741,000 for lease tract selection and evaluation. The real question is, in view of this slippage do you need that much money and that many positions? I'm talking now of the OCS lease evaluation and tract selection?

Mr. MCKELVEY. For the manpower that exists now, we certainly do.

UNCERTAINTY OF OCS LEASE SALES

Senator STEVENS. Again, it pointed out on page GS–42 specifically that the increase is based on six OCS sales per year. Again my question is——

Mr. EDWARDS. Mr. Chairman, it might help to clarify this if I were to indicate that we presently have about 7 million acres under lease which would require continuous inspection.

Senator STEVENS. That is not the point we are dealing with. Item number three is the future. This is an analysis for six sales per year.

Mr. CARLSON. Mr. Chairman, we will be pleased to provide a copy. In fact, I can bring you up to date as to what our schedule is. People have indicated it is being modified and will be modified further because of environmental data that enter in to shape the schedule. This is currently roughly our schedule.

[The information follows:]

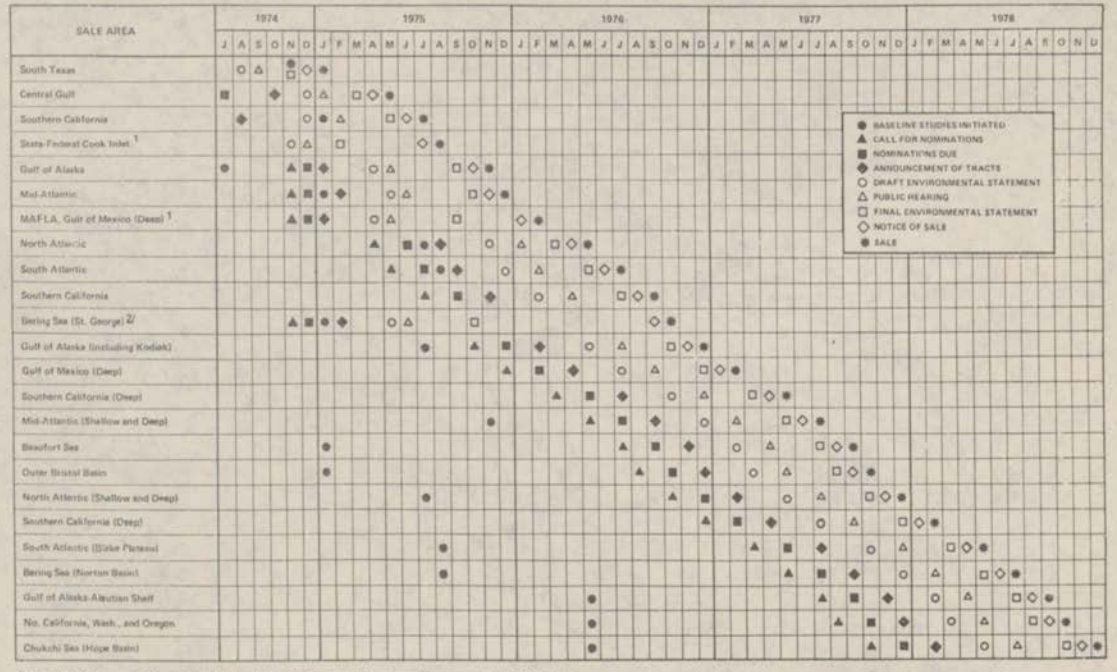
SCHEDULE OF OCS LEASE SALES PROJECTED FOR CALENDAR YEAR 1976

The Bureau of Land Management's proposed OCS planning schedule is presently being revised. Under the current schedule six OCS lease sales were proposed for calendar year 1976 which included sale Nos. 41 through 46. Sale No. 41 has been advanced to December 1975, and we have been advised by BLM that another sale will be added to calendar year 1976 to replace it.

The proposed calendar year 1976 lease schedule, which is in the process of being revised, is as follows:

Area	Sale No.	Sale schedule	Known revisions
MAFLA, deep (Gulf of Mexico)	41	February 1976	Advanced to December 1975.
North Atlantic	42	May 1976	
South Atlantic	43	July 1976	
Southern California	44	September 1976	
Bering Sea (St. George)	45	October 1976	
Gulf of Alaska	46	December 1976	

Proposed OCS Leasing Schedule, July 1974-78[2]



[1] With the Supreme Court decision still pending on U.S. versus Maine, et al., the first sale in the Mid-Atlantic will have to be deferred until the spring or summer of 1976. The MAFLA (Deep) sale may be scheduled in December 1975, rather than February of 1976, to replace the Mid-Atlantic sale.

[2] All the final sale dates are tentative pending satisfactory completion of final environmental impact statements.

Source: U.S. Bureau of Land Management, 1974.

Senator STEVENS. Does it include Alaska, for example, the Gulf of Alaska and the Santa Barbara sale? Does it include the east coast sale?

Mr. CARLSON. Yes; it does.

Senator STEVENS. Realistically?

Mr. CARLSON. The asterisked items tell us in which months we had originally scheduled to have the sale.



The unexplored areas of the Outer Continental Shelf (offshore to 200 meters deep) may be very significant to National efforts to develop additional critical energy supplies. Estimates of undiscovered recoverable crude oil resources total between 65 and 130 billion barrels. Natural gas resources estimates range between 385 and 790 trillion cubic feet.

Senator STEVENS. In 1976 you have six including the Gulf of Mexico. You have the North Atlantic. Is that realistic now to have a sale in the North Atlantic in 1976 by June?

Mr. EDWARDS. It would not be calendar year 1976. It would have to probably slip into the following year. There are two backup sales there. One indicated as No. 41 MAFLA, and No. 45, Bering Sea which would probably be moved forward in order to make——

Senator STEVENS. We are talking about through June of 1976, and as I see it you have a State and Federal lease on the Cook Inlet left in the schedule for last August. That has not been done yet. The Supreme Court is going to rule on that.

You have the Gulf of Alaska sale; that is off. You have the mid-Atlantic sale; that is off. You have the Gulf of Mexico; I understand that is still on. The North Atlantic; my understanding is that is off. And the South Atlantic, I understand that is off. And that takes you to 1977. If I read the chart right, you have a probability of one out of six sales in this fiscal year. Do you disagree with that?

Mr. EDWARDS. Yes, Mr. Chairman. What we are looking at now is the possibility of a start up there with a No. 38 in the Central Gulf in May. That is still on schedule. The southern California sale is scheduled to be in July. It will probably slip a couple of months into the fall, September or October.

Senator STEVENS. Is that Santa Barbara?

Mr. CARLSON. No; this would be outside the Channel Islands, southern California, not Santa Barbara.

Then, of course, you have already mentioned the State-Federal Cook Inlet sale. We do not know what will happen on that. There is a possibility it might be issued.

Senator STEVENS. Let's back up. Haven't you already reviewed, Dr. McKelvey, the central Gulf and southern California leases?

Mr. MCKELVEY. We are working very hard now on the Central Gulf and are as a matter of fact having difficulty in meeting the target for that with adequate evaluations of all of the tracts that are being considered for offering.

NEED FOR LEASE EVALUATION INCREASE

Senator STEVENS. But again, I am trying to find out how much you need. I am still talking about that $2.5 million increase. The way I see it, you have at the most two sales to review in this fiscal year.

Mr. MCKELVEY. My understanding is that as far as the target is concerned at least we have more than that. Perhaps not the full six, but we are looking here at areas in which there is strong likelihood of sales and exploration and development. If by some strong good or bad fortune, however it would be regarded, we were able to get ahead of that schedule in terms of accomplishment in advance of the time that the evaluations are needed, nothing would be lost.

Senator STEVENS. I certainly wish you could get ahead. But I do not see how, unless you have some knowledge that we do not have in terms of your ability to accelerate.

Mr. CARLSON. Mr. Chairman, we do anticipate six sales in fiscal 1976, and I will identify them for you.

The southern California would be in the fiscal year. We think that the State-Federal Cook Inlet sale will still be in the fiscal year.

Senator STEVENS. How can you lease the Federal-State Cook Inlet until you get the Supreme Court decision? I was over there the other day when it was argued. The Supreme Court is not going to give you a decision before January in a case argued in April.

Mr. CARLSON. I am really just talking about it being in terms of the fiscal year. This schedule, by the way, was made up before the Outer Continental Shelf case was decided for all of the coastalized areas, but we anticipated the decision would go in our favor. Let me indicate the others:

The Gulf of Alaska in the fiscal year——

Senator STEVENS. Wait a minute. The Gulf of Alaska? You do not even have the baseline detail. I was over to the two agencies just the other day and they tell us they will not have it done until fiscal 1977. How can you lease before you get the environmental detail?

Mr. CARLSON. We certainly have no intention of leasing before we have that. We feel, given the schedule we have, we will have the details in time to have the leasing. The other sales would be made, Atlantic in the fiscal year and the MAFLA, Gulf of Mexico.

Senator STEVENS. Where is the mid-Atlantic lease block? Where is that proposed? Is that the one off Baltimore?

Mr. CARLSON. Yes, Baltimore.

Senator STEVENS. I understand you have worse problems there than Alaska. Every Governor in the area is opposed to it. What makes you think there will not be litigation? You lived through this litigation business about environmental concerns. What makes you think that people are not going to sue you when you start challenging the environmental impact statements offshore?

It seems to me that if you did get any of those scratched up that you could probably get somebody awfully fast to go ahead. But that increase there, particularly when you already have $13 million on the budget, is something that could well be slipped.

Mr. CARLSON. We certainly do recommend that the funds stay in for this purpose so that we can do an orderly job.

Senator STEVENS. I understand that, Mr. Secretary, if it is reviewing leases. But you have other money in there for your environmental research in advance of leases. This is lease evaluation and regulation of leases after the lease and that money should not be spent as I understand until the lease is issued.

Mr. CARLSON. It has bothered me of late about what I consider not fully adequate resources to move ahead on an orderly basis. We are straining at our resources right now and the proposals that we presented to you are minimal proposals taking into account the stringency of the budget as a whole. If we were talking about high achievement it would be much higher for even a more adequate estimate. It would be much higher than the estimate.

Senator STEVENS. I am trying to be realistic, but I know about the opposition in California, I know about the problems in Delaware, I know about the problems in Alaska. I do not know if you have any problems about the Channel Islands. I have not heard any there. At the most you are looking at the best case—it would be three in this fiscal year.

Mr. CARLSON. That is not our view.

Senator STEVENS. Well I hope you are right, but even if you are right I think you can come back and get some additional money.

GAO REPORT ON ACCELERATED LEASING

What about the GAO report on the acceleration of OCS leases? They seriously question the schedule that the Department had established and the viability of increasing this leasing effort. Have you responded to the GAO report?

Mr. CARLSON. Let me answer in a general way and Dr. McKelvey can be more specific.

The GAO was addressing the 10 million acres, and the Administration is no longer proposing to lease 10 million acres. Their report is not on our current posture although they have many suggestions in there that we are considering for improvement.

Senator STEVENS. My memory is that the Secretary and I were in that hearing, too. The Secretary said we are going to put up 20 million acres. We know we are going to go down to 10 million. We are now down to 15 million and we still say we are going to lease 10 million. That schedule that you just showed me is the original schedule that we were shown and there is not any slippage on any of them that I can see.

I think you are being unrealistic to think you are going to get six sales this year. I would love to get 20 sales this year.

Mr. CARLSON. We do have considerable slippage. For example, the mid-Atlantic has slipped about 5 months and some of the others have slipped. So it is not that we do not have slippage. Some of the others that we thought we would have in this fiscal year we will not. We hope to have others. By the way, the present posture of the administration is not to lease 10 million acres, and we are off the 10 million acre planning target as such and we are looking in particular at areas of the most promising nature to extract oil. The actual leases or the actual acreage offered will be considerably less than 10 million.

Senator STEVENS. Well, I understand. I have been after the administration for 7 years now to get an agreement with the State and go ahead and lease the lower Cook Inlet.

This is the GAO report, as I have indicated. In the report the Secretary said he was not wedded to the 10 million acres. He was wedded to the idea of leasing in the frontier acres as well as the Gulf of Mexico this year.

Mr. CARLSON. Yes; that is the posture and we will not reach 10 million acres.

Senator STEVENS. I think he is going to be standing alone at the altar on that one.

They questioned your agency's ability to evaluate these lease offerings properly under existing time constraints. Do you think that you are being unrealistic about the time constraints you are putting on the USGS?

Mr. CARLSON. They said in effect they support the argument of additional resources. In particular when you are talking about 17 million acres coming down to 10 million acres the strain would be much greater than what it is now. We are talking about considerably fewer resources than that.

Senator STEVENS. They are also saying you can not do it within this time frame. They are saying as I am that you are talking about fiscal 1976 and 1977, but you are asking all of it for fiscal 1976.

Mr. CARLSON. I think they are reading from a different sheet of music. I have got a sheet of music that says looking at 17 million acres and leasing 10 million. We are not talking about that.

[The following correspondence relating to the validity of the General Accounting Office report was subsequently received and ordered to be included in the record:]

LETTER FROM SECRETARY ROGERS MORTON

United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

APR - 8 1975

Dear Mr. Staats:

I am writing to you in regard to publication of a General Accounting Office (GAO) report, "Outlook for Federal Goals to Accelerate Leasing of Oil and Gas Resources on the Outer Continental Shelf." I am concerned that the primary focus of the report is a criticism of a ten million-acre leasing objective. I want to strongly emphasize that this objective was changed in November 1974. The objective is now one of holding six sales a year, with all frontier areas being opened up by 1978. I am enclosing statements I made at the OCS Governor's Conference which took place in Washington on November 13-14 and a copy of a letter which was sent to the House Appropriations Committee informing them of this policy change. I am particularly concerned that such error laden criticism will divert attention from a meaningful discussion of energy policy to non-productive exchanges on the ten million-acre "non-issue." Prior to final printing your staff was apprised of this policy modification, but preferred to give credence to statements by lower echelon Departmental employees.

Because of the emphasis this report gives to the ten million-acre program, the recommendations made are of little value. For instance, the summary recommendation in the chapter on Constraints to and Likely Implications of Federal Goals for Offshore Oil and Gas Development states:

> "We recommend that the Secretary of the Interior reconsider the accelerated Shelf leasing schedule in the light of Government and industry capabilities and possible alternatives to leasing in new Shelf areas as addressed in the PI analysis and the President's subsequently announced national energy and economic proposals."

This recommendation is made despite the fact that I stated at the OCS Governor's Conference in November that:

> "While I firmly believe the Department must proceed expeditiously with the preparatory steps for the 6 proposed sales in 1975, I am aware of many of your concerns about OCS leasing in new areas.

> There is concern that industry does not have the manpower, equipment and capital necessary to absorb 10 million acres in 1975. As the President explained last night, this Administration is not wedded to leasing 10 million acres in 1975. We are wedded, however, to the idea of beginning to lease in the frontier areas, in addition to the Gulf of Mexico, in order to find and produce as much oil and gas as possible wherever we can do so safely. While there are advantages to setting an acre figure to facilitate planning, I assure you that we will keep our eyes on the real objective of finding and producing oil and gas safely and we will not sell any tract for less than a fair price."

We were and are aware of these constraints and have modified our policy accordingly. We also were aware of declining interest in the Gulf of Mexico, a point which is stressed in the GAO report. This is why we are pursuing a program which emphasizes the rapid exploration of frontier areas.

I understand that it is particularly difficult for someone who is only an observer to become fully cognizant of Departmental policy and actions. However, due to the importance of the OCS program in terms of increasing domestic energy supplies, I feel it is necessary to clarify for the record the way we are pursuing OCS development. Due to the short time period allotted for review, we were unable to transmit our official comments prior to final printing. My staff did however provide GAO personnel with draft comments and spent considerable time discussing the issues with them.

Sincerely,

Rogers C B Morton

Secretary of the Interior

LETTER FROM ELMER B. STAATS

COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20548

B-118678

MAY 8 1975

The Honorable
The Acting Secretary of the Interior

Dear Mr. Secretary:

In a letter dated April 8, 1975, the Secretary of the Interior expressed concern that the primary focus of our March 19, 1975, report entitled "Outlook for Federal Goals to Accelerate Leasing of Oil and Gas Resources on the Outer Continental Shelf" was a criticism of the ten million acre leasing objective. He stated that the leasing objective was changed in November 1974 from ten million acres to one of holding six sales a year, with all frontier areas being opened up by 1978. And, he suggested that although GAO was apprised of this policy modification, it preferred to give credence to statements by lower echelon Departmental employees. We would like to clarify the matters raised in the Secretary's letter.

The report did recognize, in several places, the November 1974 policy statement, referred to in the Secretary's letter. For example, on page 1 of the digest we reported:

> "Interior officials indicate a softening in their earlier position to lease 10 million acres. At a November 1974 conference of Coastal States Governors, the Secretary of the Interior said that the Administration was "not wedded" to leasing 10 million acres in 1975, but "was wedded" to the idea of beginning leasing in the frontier areas, in addition to the Gulf of Mexico.
>
> "The Secretary stated that Interior must proceed expeditiously with the preparatory steps for six proposed offers in 1975."

I want to assure you that we gave full consideration to this and other information provided by the Department's staff prior to final printing of the report. In fact, it was at GAO's initiative that we held numerous discussions with the Department's staff to clarify the issues and to obtain information where available. The results of this exchange were, in our opinion, communicated fairly and factually in the final report and were not limited to statements by lower echelon Departmental employees, as suggested by the Secretary.

I might add that all of our discussions with Departmental personnel involved persons who were in a position of responsibility and presumably could speak authoritatively on Departmental activities in which they were engaged.

With regard to the Secretary's November 1974 policy statement, we pointed out that by merely citing six sales as a goal without defining the magnitude of the program in terms of acreage, or some other indicator, the leasing goal was left unclear. We stated that without clear guidance as to the magnitude of a leasing program we questioned whether Government or industry planning could be effectively accomplished. Also, it was unclear to us how the goal of six sales represented a departure from a 10 million acre leasing goal in view of the fact that planned offers of 16.1 million acres were tied to the six proposed sales in the Department's supplemental budget request which was submitted to the Office of Management and Budget in November 1974.

Consequently, we recommended that the Secretary clearly define the Outer Continental Shelf leasing goals and specify how these goals will be met and how they relate to overall national energy goals and plans.

We believe our recommendation--that the Secretary reconsider the accelerated leasing schedule in the light of Government and industry capabilities and possible alternatives to leasing in new Shelf areas--is appropriate also in view of the uncertainity surrounding the leasing program.

We share the interest expressed by the Secretary in meaningful discussion of energy policy. We view this report as the first of a series of reports on Federal leasing policies and practices as helping to illuminate the issues associated with implementation of a national energy policy and to clarify the public record on the formulation of that policy.

Sincerely yours,

(Signed) Elmer B. Staats

Comptroller General
of the United States

APPLICATION OF OCS EVALUATION INCREASE

Senator STEVENS. What did USGS ask for in that item? What was your original request, Dr. McKelvey, in terms of the add-on for lease tract selection? I mean the increase. You have $2,520,000 in the request before us.

Mr. MCKELVEY. That is what we had requested, Mr. Chairman: $2,520,000.

Senator STEVENS. And how much are you going to do and how much of that are you going to contract out?

Mr. MCKELVEY. Well we will do the evaluation ourselves, but we purchase geophysical data and that is planned to be at the level of a million and a half.

Sentor STEVENS. Where is that in the budget, the million and a half?

Mr. MCKELVEY. That is included in the $2.5 million under item No. 3.

Senator STEVENS. There is no increase anywhere else for OCS contract evaluation?

Mr. MCKELVEY. No.

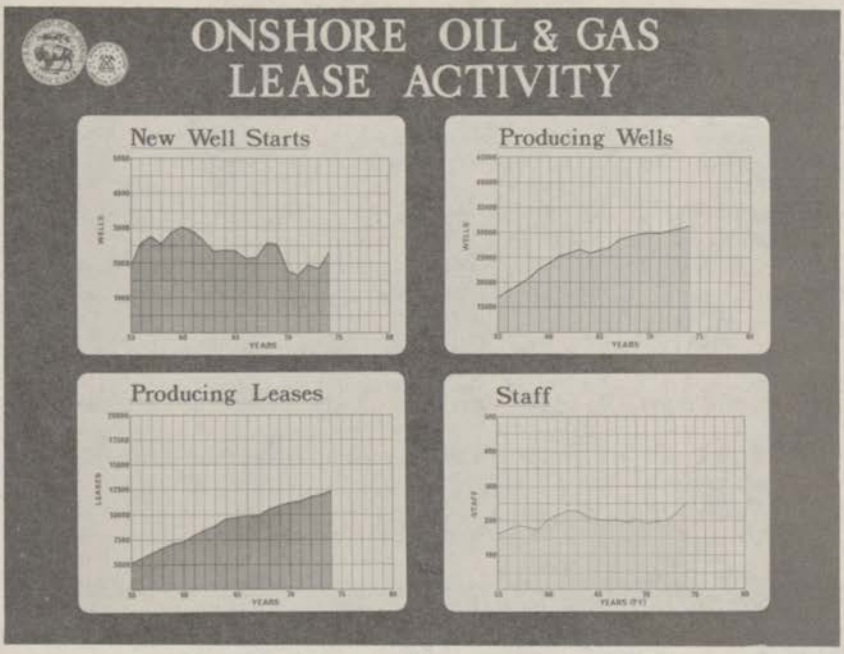
ONSHORE LEASING

Senator STEVENS. What about the onshore leasing? You have $3 million for onshore leasing and management evaluation. There is no problem about that, is there? Do you have any delay factors involved there?

Mr. MCKELVEY. No sir. The requests relate to increased leasing and lease activities with respect to oil and gas, coal, and other leasable minerals.

Senator STEVENS. I was told just this morning that new well starts in Texas and Oklahoma fell off 50 percent last month. Is that right?

Mr. MCKELVEY. I have not heard that, Mr. Chairman. The activity on Federal lands, at least until very recently, had been in the other direction, had been increased drilling. I believe we had a chart here that shows the recent upturn in new well starts on onshore leases.



Increased workload factors have necessitated increases in staffing in order to supervise all onshore oil and gas operations. Additional personnel have been required in recent years to enforce existing laws and regulations. Although new starts have decreased, producing leases which reflect lease supervision workload have shown a steady growth throughout the years.

Senator STEVENS. That was before the depletion allowance was repealed and the selling price of old oil was maintained. I would be interested in this. Would you inform the committee on this statement that I read this morning, if it is correct?

Mr. CARLSON. Yes; I will sir.

[The information follows:]

We are unable to identify the referenced report. However, the American Petroleum Institute (API) reports the following new well completions in Texas.

1974:	
January	707
February	849
March	945
1975:	
January	977
February	816
March	1,063

Similarly the Texas Railroad Commission reports the receipt of new applications for permits to drill as follows:

	1974	1975
Jan. 1 to 15	639	824
Jan. 16 to 31	773	774
Feb. 1 to 15	660	713
Feb. 16 to 28	767	622
Mar. 1 to 15	788	879
Mar. 16 to 31	686	774
Apr. 1 to 15	686	809

ENVIRONMENTAL ONSHORE WORK

Senator STEVENS. What about environmental onshore work? We do not see any specific item for that.

Mr. MCKELVEY. Most of our activity there is in another part of the budget.

Senator STEVENS. You have your EIS up there, do you not?

Mr. MCKELVEY. Oh yes, we do. I think that is on page 107.

Senator STEVENS. Is that for onshore?

Mr. MCKELVEY. Both onshore and offshore.

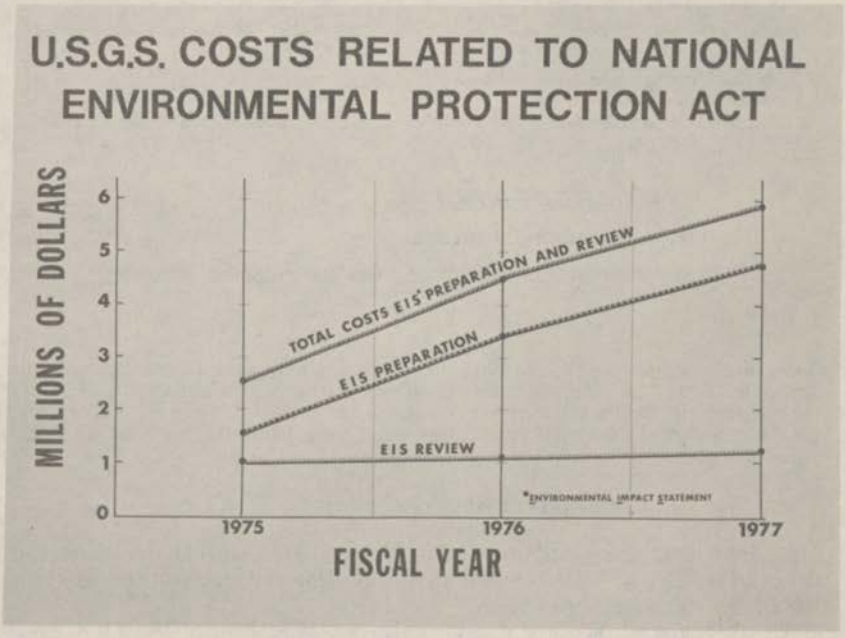
Senator STEVENS. This is all the environmental impact analyses for USGS that are onshore?

Mr. MCKELVEY. Right.

PREPARATION OF ENVIRONMENTAL IMPACT STATEMENTS

Senator STEVENS. I see that is a very interesting chart. What is your increased cost related to it?

Mr. MCKELVEY. Well, the total cost is rising from about $2.7 million in 1975 to about $4.5 million in 1976. The part related just to the preparation of environmental impact statements per se is increasing from about $1.7 million tin 1975 to about $3.3 million, I believe it is, in 1976.

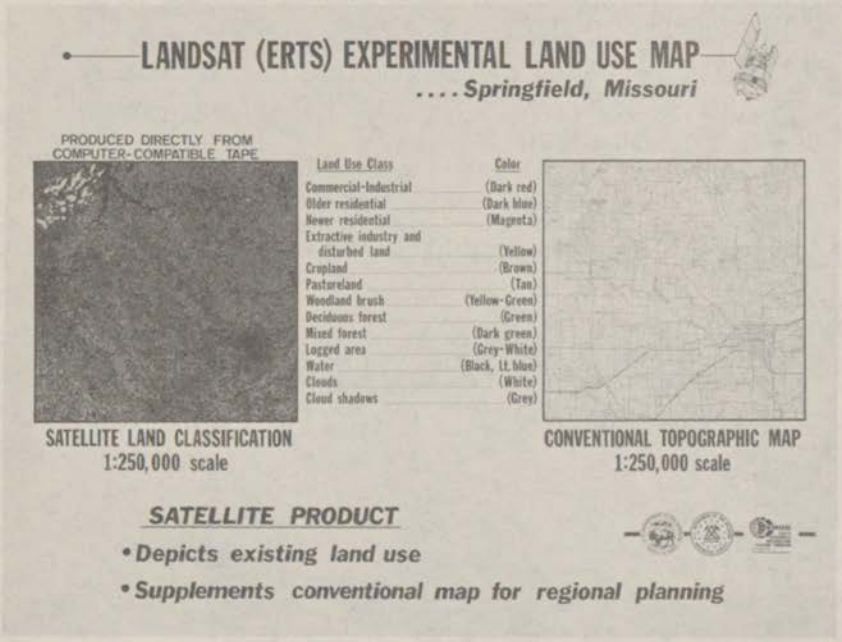


Based on past information and current trends, the USGS will require about $3.4 million for the preparation of Environmental Impact Statements during FY 1976, more than twice the amount during FY 1975. Similarly slightly over $1.1 million will be required to review EIS in FY 1976.

LAND USE MAPPING

Senator STEVENS. What is the reason for that increase?

Mr. MCKELVEY. That relates to land use mapping of a program we began this year. It has the objective of complete national coverage by about 1979 at a scale of 1:250,000. The chart here shows the status of that mapping. Shown in blue are maps already completed, and in red, maps that are currently underway. We are focussing now on the coastal zone and other areas of critical concern for resource development and land use problems of other kinds.



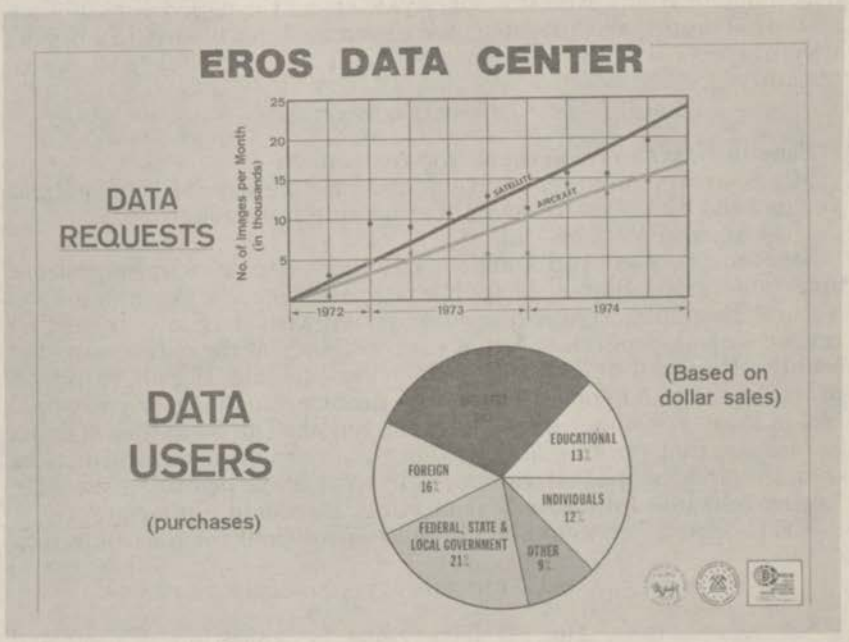
This graphic shows a satellite land classification map and a conventional topographic map. The satellite map supplements the conventional map, but does not replace it. Delineation of various gross categories of land use and changes in land use patterns with time is essential as a basis for regional and State land-use planning.

EARTH RESOURCES OBSERVATION SYSTEMS

Senator STEVENS. Tell me about EROS, Dr. McKelvey. Where do we stand on EROS? Do we still have the same criticism on the distribution of the data gathered there?

Mr. MCKELVEY. We are pretty well over that hump, Mr. Chairman. We did have difficulty at first with that flood of requests for imagery which started to come in. We have got it well under control and you can see from the chart the request for data from the EROS Data Center is increasing rather rapidly.

On this chart the request for satellite data is shown by the red line and the request for aircraft imagery by the green line. It is interesting that the requests for the satellite data outnumber those for aircraft imagery. The pie chart identifies the categories of users, the people who are making these requests. The largest one, it is interesting to note, is industry which represent about 29 percent of the users. We think that is a pretty good sign as to the value of the data that are being accumulated.



The EROS Data Center's distribution of both satellite imagery (nearly all from LANDSAT) and aerial photography continued to grow through 1974. Industry continues to comprise the largest dollar value of EDC sales at 29 percent; the largest part of these sales is to oil companies for ERTS imagery of exploration areas in the U.S. and overseas.

Senator STEVENS. But we are told you are cutting back your data systems at several locations. Why is that?

Mr. MCKELVEY. Well, we have been able to forestall that, and presently we plan only to close the Phoenix operation. We are going to be able to maintain the others.

COST EFFECTIVENESS OF EROS DATA

Senator STEVENS. Costwise, is this a cost effective program? How much are you getting back for the dollars you are spending?

Mr. MCKELVEY. We recover the cost of the actual imagery or photographs, whatever it is that is sold. It amounts to over a million dollars

in receipts. The entire EROS program, of course, is an experimental and developmental program and we are not attempting to recover those costs.

Senator STEVENS. Do you see the day when that might be something that might be channeled into private enterprise and that could be cost effective?

Mr. MCKELVEY. I expect that time might come, Senator Stevens. It is certainly some distance away at the present time. But private enterprise certainly has gotten into other aspects of space, for example, telecommunications. And it is conceivable that, through one or another kind of arrangement, private enterprise might get involved in operational aspects of this program. But as I say, some distance away certainly.

OCS ADVISORY COMMITTEE

Senator STEVENS. Well thank you very much.

Mr. Secretary, would you give us a committee report? I understand you had an OCS advisory committee meeting last week?

Mr. CARLSON. Yes; we had.

Senator STEVENS. And I understand there were several suggestions that came from States, including my own State's Commission on Natural Resources, concerning consultation with the States regarding revised leasing programs. And it may well be that the outcome of that could restore, as I understand it, the lease schedule. If I am informed properly, they told you of some severe problems in the areas you would like to lease. We would like to have the report. The committee is going to consider that position now. If there is any subsequent information, if anything develops that you would like to give us regarding the OCS leasing schedule following that meeting, we would appreciate it.

Mr. CARLSON. We would be pleased to provide it for the committee.

STUDY OF CANADIAN-UNITED STATES RESOURCE PROGRAMS

Senator STEVENS. Dr. McKelvey, one last question. We started in Alaska and we end up there. In 1973 we gave you some money for a comparative study of Canada-United States resource programs, and I have been given an interim report dated April 9 of this year. Could you tell me when this would be a final report? I ask this because we are going to Canada, as a matter of fact on Thursday, and we would hope to have it in final form so that we could share it with our Canadian Parliamentarian colleagues. But I take it is not in that stage yet?

Mr. MCKELVEY. May I ask Mr. Klepper if he recalls the projected date for the final submission of that report?

Mr. KLEPPER. I think the final for that was the end of the fiscal year. However, there were certain aspects that would be forthcoming later involving the evaluation of very recent legislative changes in some of the Provinces of Canada.

Senator STEVENS. That is precisely what we need. That is not available yet, is that right?

Mr. KLEPPER. To the best of my knowledge, that is not yet and it would require I believe the remainder of this calendar year to complete that assessment.

Senator STEVENS. I thank you.

Are you going to need additional funds to complete this study?

Mr. KLEPPER. I think not, Senator.

Senator STEVENS. We can expect it, then, by the end of this fiscal year, is that right? You do not need additional money, obviously, if you are going to get it finished this year.

Mr. KLEPPER. As I understand it, except for the analysis of the impact of certain recent legislative and perhaps changes in the regulations in Canada. To complete the final analysis would require the remainder of the calendar year. This would not be personnel intensive. It just requires certain data that are not yet available.

NATIONAL ATLAS SALES

Senator STEVENS. The committee has under consideration your proposal to make the 4,000 unsold copies of the National Atlas available to libraries and other public institutions at a reduced cost. I understand these copies would be sold for $35 instead of the original $100 price. Would you briefly highlight what is involved here.

Mr. MCKELVEY. Senator Stevens I have a statement which summarizes the status of the National Atlas that I would like to insert for the record also.

[The statement follows:]

NATIONAL ATLAS

The U.S. Geological Survey undertook the preparation of the first official National Atlas of the United States in 1963. It was originally anticipated that the program would require four to five years of production effort and a total cost of about $800,000. However, eight years of production time and a total expenditure of $3,000,000 were necessary to complete the work.

The Geological Survey, with the concurrence of both House and Senate Appropriations Committees, planned to recover the total program cost through sale of the bound volume and other products. The price of the bound volume is $100 per copy ($75 on orders of 25 or more). Although sales of the atlas have recovered approximately one-third of the total cost, sales volume in recent years has taken a steady downward trend to a point well under our projected needs to completely recover all expenditures. This decline is attributed to the growing obsolescence of atlas content and resistance to the high unit cost. We believe that sales of the atlas will continue to decrease at the present price and in its current condition.

Therefore, we recommend the sale of the remaining volumes of the first edition at discount. This program would be directed to public, educational, technical, governmental, and other special libraries which we feel represent the current principal market for the National Atlas. The cost to the library would be $35. Despite the presence of much outdated material, the first edition remains a useful reference and research tool. Its sale to libraries would place the volume in a location where it would be accessible to the greatest number of people.

The popularity of separate sheets from the National Atlas and user requirements for easy and timely revision of atlas content suggest the need for a new approach to the design and distribution of the National Atlas and related products. Therefore, we plan to request appropriations in the future for a revision of the National Atlas to utilize data from the 1980 Census and from other sources. Our new proposal would call for looseleaf binding and a different pricing structure.

NATIONAL ATLAS SALES

Senator STEVENS. Do you have any estimate of what the sales would be if the National Atlas were kept at the regular $100 price?

Mr. McKelvey. Our sales projections show that we should be able to sell only about one-fourth, or 850 copies, of the remaining 3,400 volumes during the next 2 to 3 years. The estimated revenue would be $85,000.

Senator Stevens. What revenue do you anticipate would accrue from sales at a reduced price?

Mr. McKelvey. We believe our plan would result in the sale of all remaining 3,400 volumes within a year. Revenue from this date would be $119,000.

Senator Stevens. Is it your judgment there is no other alternative if we are to have maximum use of the atlas and recover as much of the cost as possible?

Mr. McKelvey. An alternate plan we considered was the sale to the general public at a reduced price of about $50. However, our assessment of probable sales at this discount indicates that the atlas would be accessible to a greater number of potential users if acquired by public and special libraries.

STATEMENT AND QUESTIONS BY SENATOR M'GEE

Senator Stevens. Thank you. I believe that covers the major questioning on this budget.

Senator McGee was unable to be here because of conflicting committee schedules. He has supplied a statement and several questions to be answered for the record. If you will be good enough to answer those questions they will be included with his statement in the record at this point.

[The statement and questions and answers follow:]

STATEMENT BY SENATOR GALE W. McGEE

Mr. Chairman: As a member of this Subcommittee I wish to express my concern about the recent decision by the Office of Management and Budget to cut fiscal 1976 funding for the U.S. Geological Survey. Specifically, I am referring to the OMB action to cut the $3 million budget request for fiscal 1976 to assess the groundwater potential of the Madison Formation. This request by USGS was to begin the initial phase of a five year study of this important aquifer system.

As you know, there is intense interest and pressure being evidenced with regard to the extraction of Western coal resources. The availability of water is one of the most crucial factors bearing on the development of this energy potential. Much of this energy resource lies in the Powder River Basin of my state of Wyoming. The Madison Formation is one of the most important sources of supplemental water that could be utilized in this energy development program. In addition, many other industries are interested in using water from this system for their enterprises.

Yet given this potential, and given the crucial nature of our energy needs, I find it incomprehensible that OMB would cut funding of the study of this vital energy related project. No one yet knows the potential of this system; nor does anyone know what effect the drawing of large amounts of water from this system will have on surface water flows, oil and gas retrieval, or possible harm that might be done to the porous subsurface of the region. These are vital ques-

tions that must be answered before strip mining can be undertaken. In my view the actions of OMB are shortsighted and reflect a lack of knowledge and concern for the impact of energy development on our citizens in Wyoming and other similarly affected states.

The President has clearly stated that his Administration is committed to energy self-sufficiency. And Western coal plays a major role in this program. Yet I would strongly urge this Subcomittee to provide the necessary funding so that energy development in the West may proceed in an orderly and environmentally sound manner. Funding of the initial USGS request for study of the Madison Formation would be one way in which energy needs can be met on the basis of sound technical data that would minimize adverse environmental impact. To begin mining operations without a sound data base would be disastrous for my state and for the nationwide energy program. We still have time to accomplish this study before extensive mining begins. Let us use this time wisely by funding this program. I urge the Subcommittee to favorably consider funding this five year project which I understand will eventually cost some $9 million total; but which in fiscal 1976 will require and absolute minimum of $2.3 million to begin drilling of deep test wells.

QUESTIONS SUBMITTED BY SENATOR MCGEE

Question: Please provide a status report regarding the revised USGS state map of Wyoming.

Answer: A new revision of the Geologic map of Wyoming is currently being prepared by Dr. J. David Love of our Laramie office. Compilation of this map, which will be published at a scale of 1:500,000, was originally scheduled for completion in the fall of 1973. Completion has been somewhat delayed due partly to Dr. Love's other commitments and partly to the desire of the State that an intermediate compilation be prepared at a scale of 1:250,000. This has materially increased the time required to complete the 1:500,000 map. It is now expected that compilation of the 1:500,000 map will be completed in November, 1975. Technical review of the map will probably take six months to a year, and publication will require another year. It is estimated that the map will be published and available by the end of 1977.

Question: What is the status of your investigations into Coal Resource Assessment in Wyoming; oil shale resources; uranium/thorium?

Answer: The Geological Survey's coal resource assessment program in Wyoming includes geologic mapping and resource studies in the Sheridan area, in a 3,000-square mile area north of Gillette and in the Rock Springs coal district. In cooperation with the Bureau of Mines, Survey personnel are collecting geologic data on a potential coal leasing area in the Northern Powder River Basin. An assessment is being made of strippable coal in the Wyodak-Anderson coal bed in the vicinity of Reno Junction, based on examination of geophysical logs from wells and core holes. In an area about 45 miles long and 5 miles wide this bed contains about 7.5 billion tons of coal under less than 200 feet of overburden.

At the present time, work on the oil shale resources of Wyoming is temporarily recessed. Limitations on funds and manpower have restricted the Survey's oil shale assessment studies to those areas in Colorado and Utah containing oil shale with the highest concentration of organic matter.

As part of a long-continuing program of uranium resource assessment, geologic studies of the occurrence of uranium currently are under way in the Powder River Basin, Wind River Basin and Great Divide Basin. In support of this work, airborne geophysical surveys are being made. The Geological Survey recently has awarded grants for related work on uranium to the Geological Survey of Wyoming and the University of Wyoming.

Question: You have made some significant breakthroughs recently in earthquake prediction capabilities. What plans do you have, and how much funding will you require to expand this predictive capability?

Answer: The feasibility of earthquake prediction has been confirmed for a small, intensely instrumented test area along the San Andreas fault in rural Central California. In that region there is an experimental array of geophysical sensors capable of detecting minute changes in the velocity of seismic waves, the Earth's magnetic field, and the Earth's surface configuration. Premonitory signals have been observed for several recent earthquakes there, suggesting that the necessary instruments and analytical techniques for forecasting some earthquakes now exist. Much additional experience must be gained, however, before operational prediction systems can be deployed to protect urban areas of high seismic risk.

The Geological Survey would like to follow up on the recent successes in the Central California test area. The plan is to upgrade the instrumentation and computer-analysis capabilities of the Central California system, and to establish a similar experimental prediction system along the San Jacinto fault, a highly active fault southeast of Los Angeles, in order to validate present prediction techniques and instrumentation in Southern California. Skeletal networks of sensors also would be established in the San Francisco and Los Angeles urban areas; these networks could be upgraded to operational systems when prediction techniques

and instrumentation are fully proved. We would expect that similar systems might be developed eventually for other metropolitan areas threatened by earthquakes.

Deployment of geophysical sensors must be accompanied by comprehensive studies into the basic causes of earthquakes and into the different geophysical anomalies that signal impending earthquakes. In addition, the socio-economic impacts of earthquake prediction need to be fully explored so that society can make wise use of the capability to forecast destructive earthquakes.

An increase of $5.4 million will be required to establish instrumentation in the Los Angeles and San Francisco regions that will further test earthquake prediction techniques and that could lead to operational earthquake forecasting systems to protect these highly populated areas.

Question: You indicate that the Wilderness Area Mineral Appraisal Program will be only 62% completed by the mandated completion date of fiscal year 1984. What incremental budget increases would you require to complete this Program on schedule?

Answer: The incremental budget increase needed to complete the program on schedule is $1,995,000 and 9 staffing slots over the FY 1976 request. Such an increase would be sufficient to complete surveys of the currently designated 23 million acres remaining to be done. This includes western wilderness and study areas totalling 14.6 million acres, eastern wilderness and study areas totalling .6 million acres, and Interior lands totalling 7.8 million acres. Anticipated increases in lands designated by pending legislation or administrative decision are not included.

Question: With regard to OMB cuts in the study of the Madison aquifer system, was OMB aware that by not allowing increased funding of the Department of the Interior's request for the Coal Hydrology Program that this study would be seriously hampered?

Answer: It is uncertain if the OMB was cognizant of the impact on the Madison Aquifer study.

Question: What portion of the requested increase in fiscal year 1976 funds was for study of the Madison?

Answer: Of the total fund increase of $3.6 million requested from the OMB, and subsequently disallowed, $2.3 million was for the investigation of the Madison in FY 1976.

Question: What was this funding to be used for primarily?

Answer: Primarily for the drilling of deep test wells into the Madison and for related geophysical exploration. This would be largely by contract and is costly because of the great depths to the Madison, 5,000 to 16,000 feet, and the necessity for extensive testing of the wells.

Question: Would funding at a lower level provide viable answers to the questions raised regarding the use of water from the Madison?

Answer: Not really. In fact, the cost of drilling has increased such that now the $2.3 million must be considered as a minimum level of funding.

Question: If this program were funded, when could answers as to water availability from the Madison and probable effects of its withdrawal be obtained?

Answer: Preliminary results should be obtainable 18 months after the start of drilling.

Question: Please provide a detailed justification for the Madison Aquifer study and the plan for the investigation?

Answer: Long-range estimates of the amounts of water required for the electric power and coal gasification plants, and slurry pipelines planned for in the North Great Plains region total in hundreds of thousands of acre-feet annually. Local surface-water and shallow ground-water supplies are considered to be inadequate, of poor quality, or obligated to prior commitments.

The Madison Aquifer, which underlies the Powder River Basin, is known to have good possibilities of being a source of water on an interim supplemental basis or possibly for sustained use. At present, however, little is known of its gross potential, the quality of water at depth, the potential effects of large scale withdrawals on streams that flow across outcrops of the Madison, the effect of heavy pumpage on other well fields, and the interstate ramifications of large-scale withdrawals on the hydraulic-head or quality effects on municipal wells that tap the Madison.

The proposed investigation is to obtain definitive information on the potential and to provide the scientific basis for the industrial development of the aquifer. Specifically the study can be the basis for guidelines for development and regulatory agencies at all levels of government and to industry for orderly, systematic, equitable and economic use of waters from the Madison.

The investigation will require five years of data collection and interpretation. Wells several thousand feet deep will be drilled or reopened, logged and pumped. Surface geology will be mapped with emphasis on evidence of permeability and porosity trends. Chemical analysis of water will be made as a means of substantiating or modifying the hypothetical model of the system. Surface geophysical data may be reanalyzed or recomputed and new data may be obtained. A digital, computer-based model of the system or selected parts of the system may then be developed as a predictive tool.

In advance, a Plan of Study for the investigation is now being developed by the USGS under a cooperative funding agreement with the Old West Region Commission which provided $170,000 to USGS in FY 1975. As part of this effort a Liaison Committee was formed to maintain open communication between USGS and State Officials relative to all technical aspects of the program. This preliminary work, scheduled as a 6-month program, starting May 1, 1975, includes the examination of existing data, the identification of needed information, organization of the study staff, and acquisition of selected industry-held data. It will permit the actual investigation to proceed in FY 1976 on a systematic, efficient, time-saving course. The Plan of Study document will recommend a system of observation wells to be monitored, identify additional data needs including geophysical data, locations of wells to be drilled or opened for testing, and manpower and detailed budgetary requirements for the study.

After the full-scale study has been initiated, reports will be prepared to show progress in the study and to show plans for immediate subsequent work. Selected basic data will be published annually with a major report at the conclusion of the five-year program.

SUBCOMMITTEE RECESS

Senator STEVENS. Thank you very much, Mr. Secretary. Thank you very much Dr. McKelvey.

The subcommittee will be in recess until 10 a.m. Wednesday, when we will take up the budget estimates of the Smithsonian Institution.

[Whereupon, at 12:22 p.m., Tuesday, April 22, the subcommittee was recessed, to reconvene at 10 a.m., Wednesday, April 23.]

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS FOR FISCAL YEAR 1976

WEDNESDAY, APRIL 23, 1975

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met at 10:20 a.m., in room 114, Everett McKinley Dirksen Office Building, Hon. Ted Stevens presiding.

Present: Senator Stevens.

SMITHSONIAN INSTITUTION

STATEMENT OF S. DILLON RIPLEY, SECRETARY

ACCOMPANIED BY:

ROBERT A. BROOKS, UNDER SECRETARY
CHARLES BLITZER, ASSISTANT SECRETARY, HISTORY AND ART
DAVID CHALLINOR, ASSISTANT SECRETARY, SCIENCE
JULIAN T. EUELL, ASSISTANT SECRETARY, PUBLIC SERVICE
WILLIAM N. RICHARDS, EXECUTIVE ASSISTANT, MUSEUM PROGRAMS
RICHARD L. AULT, DIRECTOR, SUPPORT ACTIVITIES
T. AMES WHEELER, TREASURER
JOHN F. JAMESON, ASSISTANT TREASURER (PROGRAMING AND BUDGET)
MICHAEL COLLINS, DIRECTOR, NATIONAL AIR AND SPACE MUSEUM
SUSAN HAMILTON, BICENTENNIAL COORDINATOR
THEODORE H. REED, DIRECTOR, NATIONAL ZOOLOGICAL PARK

BUDGET REQUEST

Senator STEVENS. Good morning. We will now have the hearing on the fiscal 1976 budget estimates of the Smithsonian Institution. The total request is $94.3 million in new budget authority, an increase of $11.8 million over appropriations to date for this fiscal year. There is also a request for $3 million in appropriations to liquidate contract authority. The justification has been included in the record (pt. 2, pp. 1663–1793).

PREPARED STATEMENT

Dr. Ripley, we welcome you again before the committee. Your full statement will be included in the record.

[The statement follows:]

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Mr. Chairman and Members of the Subcommittee:

It is a great pleasure to appear once again before the subcommittee on behalf of the Smithsonian Institution and to extend best wishes to its distinguished new chairman, as well as to its other members.

In 1974 I concluded ten years as administrative head of the Institution and summarized some of my thoughts on that occasion with the brief report which I submit herewith. This report documents the notable and measured successes of the Institution through these years, none of which would have been possible without the interest and support of our congressional committees, and particularly our appropriations subcommittees. This period has seen not only continued support for ongoing Smithsonian programs and activities, but also the establishment of our affiliate, the Woodrow Wilson International Center for Scholars and also our sister organizations, the Endowments for the Arts and for the Humanities. We rejoice in this support, believing that all of us are united in a common cultural enterprise.

Citizens in this country now visit museums in larger numbers than they visit any other single enterprise. Mindful of our responsibilities at the Smithsonian to this public, as well as to our basic charter, we maintain critical, detailed review and evaluation of ongoing programs and the application of current resources.

I would like to mention a few of the notable events of this past year which serve to document our accomplishments.

Notable Events of the Past Year

Opening of the Hirshhorn Museum and Sculpture Garden

Certainly our most auspicious event of the year, and one in which many of you joined, was the official opening of the Hirshhorn Museum and Sculpture Garden.

Its stimulating display of contemporary art has greatly enriched the art resources of the Capital and the Nation. Since its opening in October, more than one million persons have visited the museum, and an additional 15,000 have attended lectures, concerts, and film showings offered by the Museum.

Research and Exhibition

The Dwight D. Eisenhower Institute for Historical Research, authorized by Congress in 1961, has become an active component of the Institution during the past year. Located in the Museum of History and Technology, the Institute will serve as a study and conference center, focusing on the origins of war and peace and the contributions of our Armed Forces. The Institute's activities will include research, publications, lectures, and conferences.

The Dibner Library of the History of Science and Technology, a collection of more than 25,000 rare books and other materials, has been added to the unique and specialized science and art library of the Smithsonian by Mr. Bern Dibner. It is the finest history of science collection in private hands. The breadth and quality of the collection are extraordinary, forming a virtual history of major developments in science and technology. It represents a research tool of incalculable worth. Notable among the treasures is a manuscript of about 1385, The Physics of Aristotle; a leaf of the first printed Bible by Gutenberg; several Newton manuscripts; and a large manuscript leaf of Darwin's Origin of Species, one of only ten that have survived.

The conduct of basic research continues to be a high priority of the Institution. This research offers a high return on the Nation's investment in the form of better understanding of basic laws, processes, and phenomena which opens new avenues of investigation and study, improves predictive ability, and enlarges our capacity to meet emerging new problems. For example, at the direction of the Congress a report was prepared this past year detailing endangered and threatened plant species of the United States and presenting a review of methods for adequately conserving these species.

The resources of the Science Information Exchange offer important possibilities for contribution to high priority national programs. Currently the Exchange is assisting the National Cancer Institute with an analysis of current cancer research programs and, in support of a Department of State program, is compiling a directory of international energy research in progress. User fees paid to the Exchange currently represent one-third of the total budget for this high priority activity.

A National Anthropological Film Center has been established within the Center for the Study of Man. It is charged with the preservation and study of visual information on vanishing and changing ways of life. In establishment of this Center, the Institution is responding to long-standing requests from leading American anthropologists who have come to recognize that films made by expert anthropologist-film makers constitute a priceless record of disappearing tribes and cultures. Over $200,000 of support from the National Institutes of Health and the National Endowment for the Humanities has been received for this project.

After many years of behind-the-scenes activity, carried forward with the encouragement and generous support of the Congress, our program of activities for the Bicentennial produced its first public manifestation in June, 1974. The occasion was the presentation by the National Portrait Gallery of the exhibit: "In the Minds and Hearts of the People--Prologue to the American Revolution: 1760-1774." This exhibit is the first in a series of exhibits, publications, and festivals with which the Institution will mark our Nation's two-hundredth birthday.

A major program of exhibit improvement has been initiated by the Museum of Natural History with the creation of the exhibit "Ice Age Mammals and the Emergence of Man." The new, multidisciplinary approach to exhibits will enrich considerably the Museum's educational impact. An educational resource of a different nature is Natural History's Discovery Room, an area in the museum where visitors may handle exhibits and collections. Its popularity has been impressive.

Communications and Public Outreach

The increasing use of the electronic media by Americans for purposes of information and education poses new challenges as well as new opportunities for the Smithsonian. A series of prime-time television specials, produced by the David L. Wolper Organization in association with the Smithsonian, was inaugurated on November 25, 1974. The first presentation, "Monsters! Mysteries or Myths?" drew an audience estimated at 50 million people, making it the highest rated television documentary in history. "FLIGHT: The Sky's the Limit" was aired in January and the third presentation, "The Legendary Curse of the Hope Diamond," appeared at the end of March. Plans are underway for further programming in the coming season. All production costs are the responsibility of the producer.

Other communication activities include radio, motion picture programs, the successful magazine, Smithsonian, which now has over 900,000 subscribers, and the Archives of American Art Journal. In addition, beginning in 1975, we will assume the publishing of the Art Quarterly, probably this country's finest and most important scholarly art history journal. The Art Quarterly exhibits a commitment to scholarship of the highest quality and will lend additional strength to the public offerings of the Smithsonian art programs.

In addition to our outreach programs of a national nature, we have continued to emphasize activities and programs for our local audience. In the past two and a half years, our Resident Associates Program has grown from 8,500 to more than 31,000 memberships, representing approximately 65,000 individuals being served. The Associates conducted 381 classes during the past year which were attended by 24,193 students and to which 423 scholarships were awarded--359 to inner city youths and 64 to Smithsonian volunteer docents. We have also advanced our contact with elementary and secondary education through more personalized and direct communication with the six county school systems in the metropolitan area and have conducted 66 workshops for teachers, supervisors and administrators with a potential of reaching a minimum of 60,000 school children.

New Facilities

Construction of the National Air and Space Museum continues to proceed on schedule, and within the budget approved. Employees will begin moving into the building this Spring in preparation for the opening one year away.

As you are well aware, we have a continuing problem of overcrowding in the museums on the Mall. This has led over a period of years to the leasing of space in various buildings scattered throughout the metropolitan area. While we hope ultimately to solve this problem with the construction of a consolidated off-Mall facility, certain interim measures have been instituted. Employees and collections located in three separate facilities are being relocated to a newly leased building at 1111 North Capitol Street, and significant benefits are anticipated in the form of improved efficiency and accessibility.

Privately financed renovation has begun at the Carnegie Mansion in New York in preparation for its use as the site of the Cooper-Hewitt Museum of Decorative Arts and Design. We anticipate opening the museum to the public in the winter of 1975-1976. Possessing a collection of more than 100,000 objects ranging from textiles, drawings, wallpaper, furniture, and jewelry to glass, ceramics, and silver, the Museum will be devoted exclusively to the display and study of historical and contemporary design.

Construction of an education building at the Chesapeake Bay Center, also financed with private funds, has just been completed. Functioning as a visitor center, exhibit area, children's activity room, and housing for college students and visiting scientists, this facility will greatly expand the educational potential of the Center.

The National Museum of Natural History has for some time felt a growing need for restaurant facilities and a tour orientation center in its building. The substantial increase in visitors anticipated during the Bicentennial year has given urgency to these needs. Additionally, a more suitable reception center for our National and Resident Associates would add greatly to the value of this program. With the approval of our Board of Regents, we are proceeding with construction improvements in the West Court of the building, designed principally to provide public, staff and Associates' dining rooms, a tour orientation center, and additional areas for a new museum shop and office and training quarters. I am pleased to inform you that the major aspects of this construction will be financed entirely with private funds.

Budget Request for FY 1976

I would now like to summarize and highlight our budget requests for FY 1976. In total, we are requesting appropriations of $97,300,000 compared with $92,421,000 estimated for FY 1975. This represents a total increase of only 5.3 percent, or $4,879,000 distributed over six appropriation accounts.

Our budget to you is a comprehensive one, detailing with substantial care the accomplishments, plans, and resource requirements of well over half a hundred operating and construction programs. Too often, perhaps, when we have these valued opportunities to meet with you, we must of necessity speak of needs for new and additional resources. This emphasis on growth leaves unstated the actions that we take to assure the productive use of what we have--or what we can provide for ourselves. Earlier in this presentation, I have mentioned certain of our self-help actions. In the former category, an important aspect of our budget process is the thoughtful preparation and careful review by senior management officials of detailed planning statements and base analyses prepared by each of our organization units. We believe that this effort results in a careful charting of our course and thorough knowledge of where our resources go and what they produce. Furthermore, as detailed in the opening general statement in our printed budget, we are constantly studying and, if deemed wise, adopting reorganizations of existing organizations to strengthen the functions they perform. We believe that recent actions involving resources for exhibits preparation, custodial operations, and others have resulted in using current manpower and funds more effectively by aligning them with the programs they are meant to serve.

Salaries and Expenses

As detailed in our budget submission, we are seeking an operating budget of $79,408,000 for 51 separate entities, including museums, art galleries, a zoological park and animal conservation center, research laboratories, special programs, and supporting activities. This is an increase of $8,702,000 or 12 percent above our estimated FY 1975 base of $70,706,000 which includes supplemental requests totaling $2,917,000 for utility and pay raise costs.

There are five broad Institution objectives which will be served by the requested increase, most notable of which are the opening of the National Air and Space Museum and implementation of a local and national program of activities in commemoration of the Bicentennial of the American Revolution. In addition, a portion of the requested increase is for certain uncontrollable expenses. I will speak to each of these six areas briefly.

Meeting Public Commitments - The largest increase in the Salaries and Expenses account, 145 positions and $3,060,000, is directed to the opening of the National Air and Space Museum, perhaps our most important single event during the Bicentennial year.

The new National Air and Space Museum building will open on July 4, 1976. Thus, this next fiscal year presents our final opportunity to complete the opening exhibits and presentations and ready the museum for the public. By the opening date, 40 to 50 percent of the exhibit space will contain long-term exhibit units while the remaining space will be occupied by temporary installations. An increase of 8 positions and $1,250,000 is required to raise our current level of performance to meet this goal. An additional 137 positions and $1,810,000 are required to provide for janitorial functions, facilities maintenance, communications and transportation functions, utilities and telephone services, and protection coverage at levels comparable to our other large museum buildings.

In less than one year, the official observance of America's 200th anniversary begins. Six years of intensive planning and research have been invested in the development of the Smithsonian's Bicentennial Program, which includes twenty-three separate projects. There is no increase in program funds required to complete these projects as scheduled. However, a one-time appropriation of $400,000 is requested to cover the non-recurring expenses of essential, temporary personnel and supplies solely to meet the anticipated added demands for buildings maintenance, protection, and public health and safety during the peak spring and summer months of 1976.

Research and Exhibition - We are seeking an additional 11 positions and $676,000 to strengthen various research and exhibit programs. The effects of inflation and the importance of the program activities, both in developing a better understanding of contemporary problems, such as environmental and energy-related issues, as well as in fulfilling the Institution's responsiblities to basic research and public education, strongly recommend their selective strengthening. An amount of 6 positions and $423,000 will be used to support on-going and important new research programs in the areas of tropical biology, high energy astrophysics, optical and infrared astronomy, regulatory and environmental biology, ecosystem and land use research, and anthropology. The balance of 5 positions and $253,000 will permit refurbishment and redesign of exhibit halls in the Natural History Building as well as animal habitats at the Zoo, aimed at increasing their educational usefulness, and will expand production capability of our smaller exhibit programs. Funds are also included which will allow some of our museums to maintain a minimum acquisition program necessary to the establishment of more fully representative collections and a more comprehensive exhibits program.

Care and Accessibility of the Collections - Twenty new positions and $262,000 are needed to support our efforts in conservation and preservation of the National Collections. Effective conservation requires constant attention to environmental conditions in the buildings, specialized treatment to forestall deterioration and decay, a deep understanding of materials' properties and styles, and proper handling and maintenance of the artifacts. In addition, special attention is required to ensure the well-being and health of the living collections of the National Zoological Park.

Automated retrieval and indexing of data pertaining to the collections has greatly facilitated their management. Continued development of ADP facilities will enhance use of the collections by providing catalogues, cross-referencing indices by categories, correlation of data, and better inventory control.

Documentary and Educational Services - An additional 13 positions and $366,000 are requested to increase our capabilities to provide adequate, well organized, and easily accessible archival, library, and photographic materials. The accessibility of these reference and documentary materials together with an adequate level of technician and ADP support will greatly increase the efficiency and capability of our research staff and better serve our scholarly visitors.

A primary objective of the Institution is to make the exhibits and research of the Institution meaningful and available to our large and varied audience. The ever increasing complexity and volume of crowds present unique and challenging demands for our education programs. Additional funds are sought to allow us to enrich and expand our offerings to the public through improved tour, orientation, and other information services. Special emphasis will be given to developing programs for our handicapped and foreign-speaking visitors and to relating performing arts presentations more effectively to the museums and their collections.

Facilities Management, Protection, and Management Services - A further increase of 93 positions and $1,428,000 is required for us to fulfill our responsibility to the public in terms of their safety and enjoyment. We must make every effort to provide well-planned, attractively designed, adequately maintained and carefully protected facilities. These additional resources will also enable us to improve our capability in various administrative areas, including accounting, personnel, auditing, and property administration, and will assist in the funding of increased postage costs.

Uncontrollable Increases - In the final category under Salaries and Expenses we are requesting an increase of $2,510,000 for largely uncontrollable areas:

--the projected higher cost of current employees caused by legislated pay raises, within-grade step increases, extra work day, and Workmen's Compensation payments ($1,873,000)

--large, unanticipated additional costs for steam and electricity ($617,000)

--increased shipping rates for the international exchange of literary, scientific, and cultural publications ($20,000)

Science Information Exchange

The Science Information Exchange serves as a national information service on research in progress. The budget request for FY 1976 for the Exchange is $1,875,000, an increase of only $70,000. Within the resources it has had available, the Exchange has capitalized on new techniques for improving input into its data base, making it as current for searching as possible. Further improvement is needed, however, if we are to respond effectively to programs of high national concern and to serve better the information needs of state and local governments. The requested increase will be used to develop further and implement a machine assisted indexing system thereby improving the comprehensiveness and timeliness of coverage in subject areas of critical concern and to expand efforts to encourage and provide for new state and local input into the system.

Special Foreign Currency Program

An appropriation of $2,000,000 equivalent in excess foreign currencies is requested for the Special Foreign Currency Program in FY 1976. This request, which includes no increase in funding above the FY 1975 appropriation, will be used for two general purposes:

1) To continue a program of grants totaling $1,000,000 to United States institutions for field research in those countries where excess local currencies are available. Areas of research include archeology and related disciplines, systematic and environmental biology, astrophysics and earth sciences, and museum programs.

2) To make the third of four annual payments, each of $1,000,000 equivalent in excess Egyptian pounds, to the UNESCO campaign to preserve the temples on the Island of Philae. These monuments, which were inundated by waters of the Nile River, will be re-erected on a nearby island in a setting like the original one.

While creating no additional burden for the taxpayer, the foreign currency grant programs make valuable contributions to the furthering of basic knowledge and understanding on both the scientific and cultural levels.

Facilities Planning, Renovation, Restoration, and Construction

We are requesting $14,017,000 for facilities planning, renovation, restoration, and construction--a decrease of $3,893,000 from the FY 1975 level of funding. This request is distributed among three appropriation accounts:

Planning, construction and repairs at the National Zoological Park	$9,550,000
Restoration and renovation of other buildings and facilities	$1,467,000
Construction of the National Air and Space Museum (liquidation of contract authority)	$3,000,000

Construction and Improvements, National Zoological Park - The request of $9,550,000 for Zoo construction and improvements will sustain progress on implementation of the approved Master Plan. Maintaining momentum is important not only for program reasons; it also minimizes the effect of future year cost escalation and eliminates as quickly as possible the necessary public inconvenience caused by construction detours and activity. During the Bicentennial period, construction will be restricted to the perimeter of the Zoo.

This appropriation will accomplish the following:

An amount of $4,550,000 will permit completion of an initial self-contained portion of the general service and parking facilities. These facilities are pivotal to the entire Master Plan construction program. They will improve accommodation for visitor parking and centrally house and organize all service and support functions of the Zoo. Space vacated elsewhere in the Zoo by these support activities and certain current parking lots will become available for other projects in the Master Plan. Funds sought for FY 1976 will complete the lower level service building with roof-top parking for 298 cars. We will seek a further appropriation of $13,450,000 in FY 1977 to complete the associated parking structure.

Funding of $3,000,000 is sought to begin construction and renovation of exhibits in the lower Rock Creek area. The major new exhibit to be constructed in FY 1976 is the Polar Bear exhibit which will have three viewing areas with water moats and simulated ice floes. Other projects include construction of new grizzly bear exhibits and complete renovation of existing bear dens for sun, sloth, and spectacle bears, and for Smokey the Bear. These plans will provide increased space for the bears and will improve visibility for the public.

Planning for future phases of the Master Plan must adhere to a carefully predetermined schedule. An amount of $490,000 requested for planning will allow completion of plans and specifications for the several projects in Beaver Valley.

An increase of $100,000 will be used to upgrade and standardize graphics and street furniture and to identify and coordinate graphic needs for the new facilities. And, an amount of $650,000 is required to continue the program of renovation, repairs, and preventive maintenance of existing facilities, in order to keep the heavily-used facilities in safe condition for the well-being of the public and the animals.

As a final item in the area of Zoo construction, an amount of $760,000 is sought to make necessary repairs, modifications, and improvements to the Zoo's Animal Conservation Center. This Center will be used not only as a conservation and breeding facility, but will also benefit the Master Plan effort by serving as a temporary home for displaced animals. Furthermore, it will provide farming land for the production of selenium-rich hay.

Restoration and Renovation of Other Buildings - We are seeking an appropriation of $1,467,000 for the restoration, repair, and improvement of other Smithsonian buildings and facilities. Of this total, an amount of $200,000 will be used to continue a phased plan of road and facility improvements at the Mt. Hopkins Observatory near Tucson, Arizona; $150,000 is required to continue the phased installation

of fire control systems in the History and Technology and the Natural History Buildings; $75,000 is requested to complete conversion of the Tivoli Hotel site to offices and laboratories for the Tropical Research Institute in Panama; and an additional $250,000 is sought to fund further improvements in the restoration of the Arts and Industries Building.

Initial planning for the development of the South Yard area was begun in FY 1975. The funding of $200,000 requested in FY 1976 will complete preparations for the Bicentennial, such as landscaping, plantings, and fixtures, and will also continue the preparation of plans for the phased development of the site subsequent to the Bicentennial. Another planning effort, the sixth floor library addition to the History and Technology Building destined in part to house the Dibner Collection cited earlier and to provide a major research center in the history of science and technology, will require an additional $125,000 to complete the final design.

Finally, an amount of $467,000 is sought for general building and facility repairs and improvements. These projects result from the heavy public use of the facilities, general deterioration because of age, safety requirements, and the occasional need generated by program requirements.

Construction, National Air and Space Museum - The third item under the general construction heading is for $3,000,000 to liquidate the remaining balance of contract authority provided for construction of the National Air and Space Museum.

Transition Period

Details of our requirements for the transition period, which coincides with the second half of peak Bicentennial presentation activity, have been included by appropriation account in our printed budget, and I will be pleased to discuss them in greater detail, as desired.

This completes my summary presentation of the Institution's budget request for next year, and I would conclude my remarks by expressing my appreciation for the support of this subcommittee under which the Smithsonian has developed into an unparalleled scientific, educational, and cultural resource for the Nation. With your continued support, we will strive to ensure that this resource is utilized to its fullest potential.

INTRODUCTION OF ASSOCIATES

Senator STEVENS. Please introduce your associates, after which you may proceed in any way you wish to summarize your statements.

Mr. RIPLEY. Thank you very much, Mr. Chairman. I am happy to be here this morning with my colleagues and I would like to introduce them. Mr. Brooks is on my right and he is the Under Secretary of the Smithsonian Institution. Next to him is Mr. Jameson, who is the Assistant Treasurer; and next to him is Mr. Ault, who is the Director of Support Activities. On my left is Mr. Wheeler, the Treasurer. Next to him is Dr. Challinor, who is the Assistant Secretary for Science; and beyond him is Mr. Blitzer, who is the Assistant Secretary for History and Art.

We also have with us today, Mr. Chairman, some of the directors of our organizations such as the Air and Space Museum, and I hope that I will be empowered to call on them from time to time in case you would like to hear testimony from them about their particular activities.

Senator STEVENS. How about Mr. Euell?

Mr. RIPLEY. Mr. Euell is here also. Mr. Euell is the Assistant Secretary for Public Service. I have not been able to turn around that far yet.

OPENING STATEMENT

I am very glad to be here and to summarize very briefly with an opening statement. Our statement has been submitted for the record, sir. I have a second statement here today which is an extract of the annual report of the institution for the year 1974. The year represents the completion by myself of 10 years as head of the Institution. In the report I expressed my particular appreciation for the support from the congressional committees, particularly the appropriations subcommittees over the past decade. This decade has been the dramatic interest expressed by the Federal Government made tangible in the creation of our sister organizations such as the National Endowments for the Arts and for the Humanities and in our own case the Smithsonian's own affiliate, the Woodrow Wilson International Center for Scholars.

As you know, Mr. Chairman, the museums and related cultural institutions like them represent the largest visitation activity of our citizens including sporting events of any activity in this country. We are mindful of our own responsibilities at the Smithsonian to this public, as well as our basic charter. We continue to maintain critical, detailed review and evaluation of our ongoing programs and the application of current resources.

NOTABLE EVENTS, FISCAL YEAR 1975

This past year has included several notable events such as the opening of the Hirshhorn Museum, the setting up of the Dwight D. Eisenhower Institute for Historical Research which was authorized by Congress in 1961, and the acceptance of the Dibner Library of the History of Science and Technology, an example of the collections which from time to time have been given to the Smithsonian. This is

the outstanding collection in private hands on the history of science.

The Science Information Exchange has been singled out this past year by the National Cancer Institute to conduct for them current analysis for cancer research programs.

We have a national anthropological film center which has been established not essentially as a new activity but as a way of coalescing the interest and concern of anthropologists around the country in the documentation on film of minority peoples in this country and especially native Americans. These films are enoromously important and were begun to be collected in the Smithsonian in the 1870's.

We have special Bicentennial activities which we will delineate to you with our coordinator of the Bicentennial program, Susan Hamilton. This work at the Smithsonian, which as you know Congress has encouraged and supported since 1967, is now nearing completion.

I could perhaps best summarize at this point the actual financial needs of the Institution which we are bringing to you and which were demonstrated to and approved by the Office of Management and Budget for this year.

Mr. Chairman, the overall dollar increase for the Smithsonian, considering all appropriation accounts, is $4.9 million or about 5 percent over the estimated fiscal year 1975 total. Within the six appropriation accounts affected there are three increases in funds, two decreases and one account held even.

Looking briefly at each one of these appropriation accounts, the major increase in our budget is $8.7 million, or about 12 percent, in Salaries and expenses. Directly or indirectly, these funds serve some 50 museums, galleries, a zoological park, research laboratories, special programs and supporting activities. These funds are related to our very heavy annual visitation of about 16 million visitors this past year.

Of this increase $3.5 million will allow us to meet our public commitment to opening the National Air and Space Museum on July 4, 1976, which we believe will be the single most important event during the summer of the Bicentennial year in Washington. We will also present a wide array of national and local programs for the Bicentennial, including our outreach programs to communities across the country.

About $2.7 million of the increase will be applied to carefully selected research and exhibit projects, the care and accessibility of museum collections, and to the maintenance and protection of our buildings and facilities. And $2.5 million is required simply to meet the higher costs resulting from legislated pay raises, rate increases on various utilities and shipping rate hikes.

No increase in budget is proposed this year for the special foreign currency program. The proposed $2 million budget consists of $1 million to support the ongoing preservation of the temples on the Island of Philae in Egypt, and $1 million for grants.

CONSTRUCTION INCREASES

For "Construction and improvements, National Zoological Park," we are requesting the amount of $9.5 million as part of a phased program of improvements to the zoo. We wish to maintain momentum, if it is fiscally possible, because the present progress is excellent. We

are tremendously impressed with the public reception of what has already happened in restoring the zoo. We wish to continue to put it squarely into the latter third of the 20th century.

For restoration and renovation of buildings, we are seeking a bare-bones appropriation of $1.5 million, slightly below the level of this year, which we feel is modest and represents no more than a fraction of 1 percent of the value of our physical plant.

Finally, the request for construction of the National Air and Space Museum calls for the appropriation of $3 million, $4 million less than in the fiscal year 1975, for the completion of the contract authority and the opening of that building.

I think that concludes my opening statement, Mr. Chairman.

SALARIES AND EXPENSES INCREASE

Senator STEVENS. I see as you have noted in your statement that the salaries and expenses account is up $8.7 million, or a 12-percent increase. How much of that increase is directly related to operating new facilities?

Mr. RIPLEY. The proportion represented by new facilities, namely the Air and Space Museum, I think Mr. Jameson should comment on that.

Mr. JAMESON. It is, Mr. Chairman, about $1.8 million.

Senator STEVENS. A million-eight?

Mr. JAMESON. I underestimated, it is about $3.1 million, Mr. Chairman, including the funds and staff for the Air and Space Museum, itself, protection, and custodial staff to phase into the opening of the new museum, and utilities and communication costs for the new museum.

Senator STEVENS. That is about a third of your increased salaries and expenses account. What is the balance of the increase for? What does it relate to primarily?

Mr. RIPLEY. We are requesting a total of 282 positions on our base of 3,050 for a total of 3,332 full-time permanent positions, Mr. Chairman. Now these 282 new positions represent a 9-percent increase over fiscal year 1975; 145 are for the needs of the new National Air and Space Museum which will have its public opening on July 4, 1976. Of this, 65 are requested under the National Air and Space Museum program. That is, 57 for custodial staff, 3 for development and preparation of the spacearium shows and other educational programs, 4 for exhibits preparation, installation, et cetera, and one administrative position. Fifty-five of these new jobs are for protection personnel and 25 positions are required to operate mechanical equipment and provide communications and transportation services to the new building.

Additionally, 137 new positions are requested for personnel in a number of other high-priority areas. Included in this total are 36 new jobs for protection personnel, 48 positions for custodial, mechanical, and general maintenance of our buildings and other facilities, 11 new jobs for personnel to strengthen various research and exhibition programs, and 20 new jobs are needed to support our efforts of restoration and preservation of the national collections.

I realize, Mr. Chairman, that it sounds as if we were creating dozens of new positions. But I can assure you that the positions that we are

requesting are part of a phased program. We can only operate by phasing into the kinds of support we need for these big buildings and these major responsibilities. If we were to ask for what we really needed in any 1 year, the Office of Management and Budget would not allow it in any case. So we have to come to you each year with what seems like a continual reiteration of the same kinds of positions that we have been asking for in the preceding year. But this in effect is part of a phased program.

Senator STEVENS. How many of them relate to the Bicentennial?

Mr. RIPLEY. The Bicentennial is not requesting any permanent positions. What we are doing in our Bicentennial program, is, as we have already demonstrated to the Congress in the past year budget testimony, building up to a peak next year which will then begin to fall off. We will terminate these positions after fiscal year 1977. In other words, the only premise on which I would have come to the Congress and asked for support for the Bicentennial to begin with was that we realized it was an event rather than a permanent situation and to build up to that event we would have to have volunteers, part-time workers, dozens of various sources to take on enormously increased visitation, and the preparation of outreach programs. And we then de-escalate the following year.

Mr. Euell, is it true that we are not taking on permanent positions in the Bicentennial?

Mr. EUELL. No; we are not.

NEW POSITIONS, FY 1976

Senator STEVENS. Will you give a breakdown for the 282 positions, and I understand you have 50 part-time positions here; do you not? Which are related to facilities and which are related to the Bicentennial programs and how much of it is for regular program expansion?

Mr. RIPLEY. Yes, sir, we will be happy to supply these for the record if we may.

[The information follows:]

New Positions, FY 1976

Unit	Total	Bicentennial of American Revolution	New Facilities	Program Expansion
National Museum of Natural History	19			19
Smithsonian Astrophysical Observatory	5			5
Smithsonian Tropical Research Institute	4		1	3
Chesapeake Bay Center for Environmental Studies	4		1	3
National Air and Space Museum	65		65	
Center for the Study of Man	1			1
National Zoological Park	10		8	2
National Museum of History & Technology	7			7
National Collection of Fine Arts	3			3
National Portrait Gallery	3			3
Freer Gallery of Art	1			1
Archives of American Art	4			4
Cooper-Hewitt Museum	5		5	
Anacostia Neighborhood Museum	2		1	1
Division of Performing Arts	1			1
Office of Museum Programs	1			1
Conservation-Analytical Laboratory	2			2
Smithsonian Institution Libraries	4		1	3
Bicentennial of the American Revolution	50*	50*		
Office of the Treasurer	2			2*
Office of Audits	1			1
Office of Equal Opportunity	2			2
Photographic Laboratory	1			1
Information Systems Division	2			2
Office of Protection Services	91		69	22
Office of Personnel Administration	2			2
Office of Plant Services	40	—	25	15
	332	50*	176	106

* Temporary

GROWTH EMPLOYMENT

Senator STEVENS. The summary which I have available here indicates that in the period since the beginning of fiscal 1974, including this request here for fiscal 1976, your permanent employment will increase from 2,880 to 3,332 in 2 fiscal years beginning with actual figures for 1974. That would be the terminal portion of 1974. The next one is 1975 and now 1976. You are going to go from 452 positions in 2 years with a base of 2,880. It seems that the cost of running the Smithsonian is going to be basically related to employment if we keep this up.

Mr. RIPLEY. I am sure, Mr. Chairman, you will realize that employment has always been the largest factor in our budget, because you cannot maintain these buildings without very heavy demand on employment, guards, custodians, maintenance, and exhibits personnel. We have and we will be glad to supply for the record if we may our revised fiscal 1975 employment ceiling which totals 3,050 and which we can demonstrate results in an adjustment downwards of 132 positions.

Senator STEVENS. Well, this figure shows 3,050 for 1975.

Mr. RIPLEY. The actual number of people on board is always different from the ceiling that is established because of turnovers and at any one moment we never can come to our authorized ceiling. Is that right, Mr. Jameson? May I ask him to supplement what I am saying?

Mr. JAMESON. Our authorized positions for fiscal year 1975 are 3,050. At any given moment during the year we have somewhat less than that due to turnover. And I might add something to the Secretary's statement on employment. I am not sure whether the Smithsonian is unique among the agencies that appear before you, but something on the order of 1,000 of our positions are for people like protection, custodian, and mechanical personnel. We serve our own buildings. We do not rely on the General Services Administration. Many of these employees are around-the-clock employees. In other words, we maintain more than one shift for these positions, like protection and mechanical services. As an example, to man one protection post which is a 24-hour post requires five positions on an average basis. So even though it may appear that our employment is somewhat overstated, we do have a healthy demand for manning posts 24 hours a day.

REASONS FOR GROWTH IN EMPLOYMENT

Senator STEVENS. We can understand the increased necessity for personnel when you have a new building. That is why we have asked for the breakdown. But the Smithsonian has been there an awful long time and it seems that each year now we are having a substantial increase in terms of the Smithsonian. When other budgets are being cut, yours have been increased each year. As a matter of fact, this is a 10-percent increase, and next to one other one that we heard—I do not remember which one it was—there was only one other that came before this committee that had an increase of this size. We wonder how—obviously you did a good job justifying for the OMB or you would not have gotten it through. But I think we would like to know what rationale you used with OMB to get this amount of increase in a year like this when everything else is being cut.

Mr. RIPLEY. I am entirely in agreement with you, Mr. Chairman. As I believe it will become apparent when we supply a list of these numbers and the rationale as to why we are asking for them. It is part merely of a phased program. That is we are never allowed in any one year, or never would have been, let us say, 4 or 5 years ago in the anticipation of the kinds of building support we need, to ask for the full number. So that we are constantly in a relatively understaffed position, and what we are doing here is a phased program, year by year, to try and build up to the kind of strength that we think these buildings deserve. In other words, we never could ask for them all at once. Neither the Office of Management and Budget nor the Congress would listen to us. We have opened as you know another museum in this past year. It has already been visited by over a million people and it's needs in terms of custodian maintenance and guard demands are far greater than we anticipated. We have had to take people off of other guards posts to help to fill in the gap. As Mr. Jameson explained, five people are involved in every 24-hour guard post. If you open a new museum and you get fantastic visitation, you have got to maximize the number of guard posts for those purposes. For example, the objects of art in the Hirshhorn are very close to the visitors and they constantly, maybe because of enthusiasm or surprise, handle these objects, which is very dangerous. Therefore, we had to increase the number of guards while at the same time getting our exhibits personnel to build closed cases for these objects merely to try and protect them from the rather enthusiastic public.

UNCONTROLLABLE INCREASES

Senator STEVENS. You listed in your analysis of increased positions both uncontrollable and program. What do you consider to be uncontrollable?

Mr. RIPLEY. The uncontrollable increases section of our fiscal year 1976 salaries and expenses budget speaks to $2.5 million of additional costs which result primarily from the effects of legislative actions on important base resources of the Institution. Of this total, $1.9 million is for necessary pay and related benefits for the currently authorized level of staffing. This amount is allocated as follows: $827,000 is to annualize funding for the cost of the October 1974 General Schedule and October 1974 wage pay raises; $801,000 to meet the cost of step increases, both annualizing the cost of such increases granted in 1975 and the part-year cost of the additional raises granted in 1976; and $160,000 for additional salaries and benefit costs resulting from an extra workday in 1976. And finally, in this category, $85,000 is to meet increased costs associated with workmen's compensation.

The second item in the total is $617,000 to meet the cost of utility rate increases which are continually going up. The cost of new requirements for utilities at the new National Air and Space Museum are separately justified elsewhere however.

Finally, $20,000 is to meet shipping rate increases, particularly in the areas of ocean freight and shipping to the docks. This is essentially our international exchange service which was set up and authorized by the Congress in the last century.

REORGANIZATIONS

Senator STEVENS. Is it true that you had some reorganization in the Smithsonian this last year?

Mr. RIPLEY. Yes, sir. We are continually trying to review our organization and are strengthening our efficiency plans for the Institution. During the past year we have initiated or continued certain internal reorganizations. These are designed to improve operational efficiency by aligning related or complementary functions or by strengthening the ability of certain major museums and gallerys to administer directly particular aspects of their programs.

Senator STEVENS. Did these result in the transfer of any funds or personnel from one appropriation activity to another in these reorganizations?

Mr. RIPLEY. Not between appropriations; all are in salaries and expenses. I think that Mr. Jameson can answer that.

Mr. JAMESON. Yes, Mr. Chairman. We maintain the integrity of the appropriations for those particular functions such as custodial operations, exhibit activities, shipping, or printing. These resources were simply placed under the administration of bureau directors. And I might point out that for many, many years, I suspect going back to the first time the Smithsonian got an appropriation, many of these resources have been at the demand of our program activities. We are basically talking about supportive kinds of work and it seemed to us that those funds and personnel resources could be managed more effectively if they were under a single management or user organization unit where the director could make judgment as to priorities. For instance, if there is a limited amount of printing money, does he choose to print a research publication or an exhibit catalog. But the funds as appropriated to us by the Congress continue to be used in those amounts for exactly the purposes for which they were appropriated.

Senator STEVENS. Will you give us in more detail on these transfers, the amount of the funds involved and the numbers of positions that were shifted from function to function so that we can see the impact of it, please?

Mr. JAMESON. Yes sir. Would you like to have that now?

Senator STEVENS. No, for the record.

[The information follows:]

($1000s)

Recap of Major Reorganizations

	Office of Plant Services		Exhibits		Registrar		Elementary & Secondary Educ.		Press		1975 Reprogramming Total	
	Pos	$	Pos	$	Pos	$	Pos	$	Pos	$	Pos	$
Nat'l Museum of Natural History	67	665	3	42	1	38	1	18		168	72	931
Smithsonian Astrophysical Observatory										4		4
Smithsonian Tropical Research Institute										2		2
Radiation Biology Laboratory	1	19								2	1	21
Chesapeake Bay Center	1	12								2	1	14
Nat'l Air and Space Museum	28	118	3	28		8	1	16		17	32	187
Nat'l Zoological Park			2	30						4	2	34
Nat'l Museum of History & Technology	56	634	4	80		9		11		15	60	749
Nat'l Collection of Fine Arts	20	180	2	19	1	12		4		42	23	257
Nat'l Portrait Gallery	19	179	3	37		11		3		15	22	245
Hirshhorn Museum & Sculpture Garden	31	230									31	230
Freer Gallery of Art	10	115	1	11							11	126
Archives of American Art						1						1
Cooper-Hewitt Museum	8	159	1	13	2	28					11	200
Assist. Secretary, Public Service					1	10					1	10
Anacostia Neighborhood Museum	1	12	1	18						2	2	32
Office of Public Affairs										1		1
Assist. Secretary, Museum Programs	45	469									45	469
Traveling Exhibition Service			1	13							1	13
Academic Programs										4		4
Office of the Secretary				3								3
Office of Supply Services										1		1
Management Analysis Office										1		1
Office of Protection Services	2	26									2	26
Office of Plant Services	—	—	—	—	2	17	—	—	—	—	2	17
Total	289	2,818	21	294	7	134	2	52	0	280	319	3,578

51-957 O - 75 - pt. 4 - 25

PERSONNEL ADJUSTMENTS

Mr. STEVENS. Last year the Smithsonian Institution requested 352 new positions for fiscal 1975. What did you end up with after adjusting to the reductions in your appropriation request?

Mr. BROOKS. As a result of the new appropriated funds in fiscal year 1975, we established 170 new positions.

Mr. STEVENS. Although your permanent and part-time employment dropped in 1975 from your original request, your average employment climbed, indicating less lapse. Why is this?

Mr. BROOKS. Our original estimate of average employment for fiscal year 1975 was 3,072. In presenting the fiscal year 1975 estimate in the 1976 estimate we are including an average employment figure of 3,110. As I have just indicated we cut full-time permanent employment for two reasons last year, congressional reduction and a voluntary reduction. We also tried to assess the impact of the current employment situation. It was our assessment that even with fewer full-time permanent positions we would have an increase in average employment.

Our reasoning in this was that the employees already on board would continue in greater numbers, not leaving for new positions. And two, that it would be considerably easier to employ the new people we were seeking. We have found that we were too optimistic and our current estimate on average employment is 2,998.

I might point out that we did hire 140 employees in March. Many of these new hires were part-time employees hired to help keep our several museums open during the evening. But we also hired 56 permanent employees. We are hopeful that this level of new employment will continue through June 30.

EISENHOWER INSTITUTE

Senator STEVENS. Eisenhower Institute, Doctor: How much of the funding that you are requesting here is for new personnel related to that institute?

Mr. RIPLEY. Could I ask Mr. Blitzer to answer that?

Mr. BLITZER. There is no new funding, and no new positions are requested for it. This is an administrative transfer of the kind Mr. Jameson was describing from the National Armed Forces Museum Advisory Board which had been a line item in our budget to the National Museum of History and Technology to carry out the purpose of the 1961 act.

Senator STEVENS. Was there any provision for that in 1975? I take it from what you say there was no line item in 1975?

Mr. BLITZER. There was a line item in fiscal year 1975 for the National Armed Forces Museum Advisory Board.

Senator STEVENS. Not for the Eisenhower Institute?

Mr. BLITZER. The Eisenhower Institute, as was explained in our 1975 justification, is having its cost met this year in the budget of the Museum of History and Technology. Our attempt for years has been to bring the two activities far more closely together. The Museum of History and Technology has always had a division of Armed Forces history. It seemed to us to be much more efficient and much more productive to relate these two, which is now what we have done.

Senator STEVENS. Thank you.

ANTHROPOLOGICAL FILM CENTER

With regard to the film center, the anthropological film center, Doctor, what was the total Federal cost in that and where did you obtain the moneys?

Mr. RIPLEY. We have for a number of years been conducting an item which is developed in our annual budget known as the center for the study of man, which is an outgrowth or part of our general concerns in anthropology. The anthropological film center comes under this. I think Dr. Challinor can answer that.

Mr. CHALLINOR. This film center, Mr. Chairman, is funded actually during fiscal 1975 with $259,000 which we got in the form of grants from the National Institutes of Health and the National Endowment for the Humanities. So the operations of this film center are being maintained by grants. The one position we are looking for in fiscal 1976 is a position of a director of this film center. We have requested $20,000 Federal funds for his salary. All of the other expenses we have will be maintained by grants and contracts.

OTHER FEDERAL SUPPORT

Senator STEVENS. These are all Federal funds, aren't they? The sources you mentioned are both Federal?

Mr. CHALLINOR. These are Federal sources paid to the Smithsonian, which accepts them under our grant and contract section, which then is outside of our Federal appropriation funds. Certainly the National Endowment for the Humanities and the National Institutes of Health contracts were with Federal dollars appropriated to those two organizations.

Mr. RIPLEY. As you know, Mr. Chairman, we continually seek outside sources of funds for grants, contracts or research programs for the Institution. Some of these institutions from whom we seek these funds are private and some are publicly supported. I am sure that you already know about our general authorization to accept and receive such funds and administer them for the purposes of the Institution.

Senator STEVENS. What are you going to do if you don't get those two Federal grants? Both of those supporting agencies are funded through this committee. What is going to happen if those funds are not sufficient to maintain this center?

Mr. RIPLEY. We will bow to the judgment of the committee, Mr. Chairman, as we always do, and we will continue to go to the private foundations who continually ask us to seek support from the Federal Government for these activities.

Senator STEVENS. In this instance the film center is being maintained by two Federal organizations that are highly sensitive right now in terms of whether or not they too are going to get the increases they have requested. What is the total cost for the film center in 1976?

Mr. CHALLINOR. We are estimating, Mr. Chairman, between $260,000 and $300,000.

Senator STEVENS. And do you have a commitment from NIH or NEH——

Mr. CHALLINOR. Excuse me. In fiscal 1976 we have a proposal into the Ford Foundation for almost all of that amount. Whether we get it or not, that is another question. A proposal is being prepared.

Senator STEVENS. Do you have any proposals before the Humanities or before NIH?

Mr. CHALLINOR. For fiscal 1976?

Senator STEVENS. Yes.

Mr. CHALLINOR. The current NEH grant runs through October 1, 1975. The request for an additional year of funding at the same level has already been submitted. A proposal to NIMH for $78,000 has also been submitted.

Senator STEVENS. This is much like the problems we have trying to figure out how much money is going to public broadcasting. We suddenly find out the money we are giving to humanities and the arts is going into public broadcasting, and we are trying to find out how much real support there is for public broadcasting. It is just about impossible to do because there is so much contracting and mutual support.

Well, we will be happy to learn whether you get the Ford Foundation support. We hope you do.

INCREASE FOR PROTECTION AND MAINTENANCE

The biggest increase here is for protection and maintenance and that was about the largest one last year. It was a $2 million increase last year, and it is a $3 million increase this year. Now we understand the necessity for the new positions for the new facilities, but what is your justification for the increase in this item for existing facilites?

Mr. RIPLEY. Well, as I think it would appear to this committee and to the Office of Management and Budget, if we were to ask for the kinds of necessary staff that our own analysis tells us we should have in 1 fiscal year, we would probably be turned down because they are so major. So we have adopted a phased program of trying to ask each year for increments which will then help to meet over a period of time our real needs.

Senator STEVENS. Well, are these positions assigned? We are talking about the protection, maintenance. Are they assigned particular facilities or buildings within the Smithsonian?

Mr. RIPLEY. Essentially they are.

Senator STEVENS. Would you give us a breakdown for this request in terms of the positions, old and new in those buildings and the facilities that they are assigned to?

Mr. RIPLEY. We would be very glad to, Mr. Chairman, and Mr. Ault has some explanation in case you would like it now of why we come back to you each year with what seems to be a kind of nagging increment to these sorts of positions.

[The information follows:]

DISTRIBUTION OF PROTECTION SERVICES POSITIONS
FY 76
(534 Positions)

1. Office of Protection Services (9 positions)

Director, OPS - GS-15
Assistant Director, OPS - GS-14
Administrative Assistant - GS-12
Supply Technician /1 - GS-7
Supply Clerk /1 - GS-5
Secretary - GS-7
Administrative Clerk /1 - GS-6
Identification Clerk /1 - GS-5
Clerk Typist /2 - GS-5

2. Safety and Health Division (11 positions)

Chief, Safety and Health - GS-13
Safety Management Officer - GS-13
Fire Safety Engineer - GS-13
Safety Specialist - GS-9
Safety Specialist Trainee - GS-7
Secretary - GS-6
Fire Inspector (2) - GS-7
RN (Natural History) - GS-7
RN (History & Technology) - GS-9
RN (Hirshhorn) - GS-7

3. Systems Division /3 (7 positions)

Chief, Systems Division - GS-12
Protection Systems Assistant - GS-7
Locksmith (3) - WG-11
Systems Technician - WG-11
Secretary - GS-5

4. Protection Division (507 positions)

a. Headquarters (8 positions)
Chief, Protection Division - GS-13
Assistant Chief - GS-12
Inspector (2) - GS-11
Training Instructor - GS-9
Training Instructor - GS-8
Secretary - GS-6
Clerk Typist - GS-5

b. Alarm Control Center (7 positions)
Control Room Supervisor (3) - GS-7
Control Room Operator (4)/2 - GS-6

c. Investigations Branch (7 positions)
Chief Investigator - GS-11
Detective (2) - GS-6
Clerk Typist (2) - GS-4
Investigator (2)/2 - GS-7

d. Canine Corps (6 positions) /4
Canine Supervisor - GS-6
Canine Officer (5) - GS-5

e. National Museum of Natural History (72 positions)
Police/Guard Supervisor - GS-9 (1)
Police/Guard Supervisor - GS-7 (4)
Police/Guard Supervisor - GS-6 (8)
Police Officer/Guard - GS-5 (30)
Police Officer/Guard - GS-4 (23)
Police Officer/Guard - GS-4 (6)/2

f. National Museum of History & Technology (79 positions)
Police/Guard Supervisor - GS-9 (1)
Police/Guard Supervisor - GS-7 (4)
Police/Guard Supervisor - GS-6 (8)
Police Officer/Guard - GS-5 (35)
Police Officer/Guard - GS-4 (25)
Police Officer/Guard - GS-4 (6) /2

g. Fine Arts & Portrait Galleries Building (53 positions)
Police/Guard Supervisor - GS-9 (1)
Police/Guard Supervisor - GS-7 (2)
Police/Guard Supervisor - GS-6 (4)
Police Officer/Guard - GS-5 (26)
Police Officer/Guard - GS-4 (20)

h. Hirshhorn Museum & Sculpture Garden (66 positions)
Police/Guard Supervisor - GS-7 (2)
Police/Guard Supervisor - GS-6 (4)
Police Officer/Guard - GS-5 (34)
Police Officer/Guard - GS-4 (26)

i. National Air and Space Museum (85 positions)
Police/Guard Supervisor - GS-9 (1)
Police/Guard Supervisor - GS-7 (1)
Police/Guard Supervisor - GS-7 (4)/2
Police/Guard Supervisor - GS-6 (4)
Police/Guard Supervisor - GS-6 (3)/2
Police Officer/Guard - GS-5 (5)
Police Officer/Guard - GS-5 (18)/2
Police Officer/Guard - GS-4 (19)
Police Officer/Guard - GS-4 (29)/2
Elec. Equip. Repairer - WG-10 (1)

j. Arts and Industries Building (33 positions)
Police/Guard Supervisor - GS-9 (1)
Police/Guard Supervisor - GS-7 (4)
Police/Guard Supervisor - GS-6 (8)
Police Officer/Guard - GS-5 (15)
Police Officer/Guard - GS-4 (3)
Police Officer/Guard - GS-4 (2)/2

k. Freer Gallery of Art (17 positions)
Police/Guard Supervisor - GS-6 (1)
Police Officer/Guard - GS-5 (10)
Police Officer/Guard - GS-4 (6)

l. Smithsonian Building (8 positions)
Police Officer/Guard - GS-5 (8)

m. Old Air and Space Building (2 positions)
Police Officer/Guard - GS-5 (2)

n. Anacostia Museum (4 positions)
Police Officer/Guard - GS-5 (4)

o. Renwick Gallery (15 positions)
Police/Guard Supervisor - GS-6 (1)
Police Officer/Guard - GS-5 (9)
Police Officer/Guard - GS-4 (5)

p. Facilities away from Mall (31 positions)
Police/Guard Supervisor - GS-7 (2)
Police/Guard Supervisor - GS-6 (4)
Police Officer/Guard - GS-5 (18)
Police Officer/Guard - GS-4 (7)

q. Cooper-Hewitt Museum (14 positions)
Police/Guard Supervisor - GS-6 (1) /2
Police Officer/Guard - GS-5 (13) /2

Notes

/1 Transferred from Protection Division during Fiscal Year 1975.

/2 New position requested for Fiscal Year 1976.

/3 Transferred from Protection Division during Fiscal Year 1975, elevated to Division Status.

/4 These positions are used to supplement the regular protection forces in the Mall area facilities.

PROTECTION INCREASES

Mr. AULT. Mr. Chairman, we are asking for 91 additional spaces for protection this year. The majority, 55, are for the National Air and Space Museum and the remainder are to bring us incrementally more toward the manning that we feel we should achieve to continue to bring down the rate of criminal incidents within the Institution. I am happy to report that due to the 43 additional positions granted us last year, our rate of incidents has diminished. We still have unfortunately too many of these incidents.

Senator STEVENS. It sort of looks like Parkinson's Law. Each year there is increment and each year it is increasing. And again, I am not being critical. I just wonder when we see everybody else being sliced as hard as they are how you people manage to convince OMB that your increases are justified in view of the other cuts that are being made. They are sizable in other areas.

MUSEUM OF NATURAL HISTORY

What about the Natural History Museum? There are 19 new positions in the Natural History Museum. Is there anything new involved in that museum?

Mr. RIPLEY. Yes, sir. We are, of course, developing a number of exhibitions in connection with replacing older exhibits as they wear out with new ones that have to be redesigned. We are requesting a total increase of 19 positions and $260,000. For collections management we need 11 technicians to provide additional assistance for the care of collections which grow at a substantial rate and are being utilized increasingly each year. The request also includes three exhibits technicians and additional funding to provide for the phased modernization of exhibit halls to enhance their educational value.

Senator STEVENS. May I interrupt. When you talk about phased modernization of exhibit halls, is this just the first phase? Are we going to face an increment next year for that one too?

Mr. RIPLEY. We will be coming back to you each year, depending on the will of the Congress, to ask for a phased redesign of our exhibit halls in the Museum of Natural History, but not requesting any substantial new dollars for this work. That building, Mr. Chairman, was built in 1918 and the exhibits first set up then were modernized at the conclusion of World War II. Already many of those are now substantially worn out or overused, as you know. The visitation of this museum is something in the neighborhood of 3.2 million a year, and the demand for use of the materials and specimens is increasing all the time. Whether it is totem poles or bones of dinosaurs or potsherds from the Southwest or Indian artifacts, we have incredibly increased concern by citizens of this country who want to ask questions and who have developed programs either on their own or have scientific training in various areas of research dealing with these materials. They get tremendous uses because in effect we are the Nation's center for documentation in the answering of questions, all kinds of questions about natural history.

Senator STEVENS. I think I have spent as much time in those halls, especially in this one, the Natural History Museum, as any Member of the Senate. What I am trying to find out is in this phased modern-

ization concept, do you have a total project and this is the first phase?

Mr. RIPLEY. We completed this first phase last year with the Ice Age Hall. Is that right, Mr. Challinor?

Mr. CHALLINOR. Yes, Emergence of Man.

Mr. RIPLEY. The Emergence of Man was the first phase of the third cycle since the completion of the museum in bringing up to date the exhibits.

Senator STEVENS. But the museum itself, is there a total project for the Museum of Natural History for the third phase?

Mr. RIPLEY. Yes.

Senator STEVENS. What does the total project cost?

Mr. CHALLINOR. Mr. Chairman, our long-term goal is to try and renovate or redesign a new hall every year. We anticipate that each of these new halls will cost in the vicinity of $350,000 to $450,000 to completely redo. We have opened this hall of the Ice Age and the Emergence of Man. We are now working on a Bicentennial Hall which is partly supported by Bicentennial funds. We expect to open at the end of this year a hall on South America. We will have another on lunar geology. This in turn is the request for a phased renovation of the exhibit halls of the Museum of Natural History that we anticipate will each cost between $300,000 and $500,000 over as long a period as the Congress will continue the funds to do this. There are about 30 halls in total. So maybe for the next decade we will come in each year to ask for funds to renovate these exhibits, but not necessarily increased funds. These funds will be in our base if you grant this increase this year.

Senator STEVENS. When you get to the end of 10 years, you will start all over again? Is that what you are saying? It is sort of a constant cycle?

Mr. CHALLINOR. That is possible.

SMITHSONIAN ASTROPHYSICAL OBSERVATORY

Senator STEVENS. You have a $125,000 request for high energy and optical and infrared laboratories. Do these laboratories in any way duplicate other space related research?

Mr. CHALLINOR. NASA's Marshall Space Flight Center, Huntsville, Ala., high energy facility is scheduled to be operational in fiscal year 1977. This multimillion-dollar facility is, of course, much larger and more sophisticated than the one proposed by SAO, and is intended to be used to perform functional tests of entire systems and as such will be tied up for long periods at a time. The proposed SAO facility, on the other hand, is needed to provide short turnaround capability in support of research dedicated to detector development, granting studies, rocket calibration and adjustments, and optical studies. This research work is needed in support of our ongoing scientific commitment to the NASA HEAO, that is High Energy Astronomical Observatory, program and the future NASA Space Shuttle program.

In addition to the difference in basic purpose of the NASA and SAO laboratories, the proposed SAO laboratory will have the unique capability of attaining extremely high vacuum conditions which are necessary for the development of negative electron device detectors as well as other detection systems.

The proposed optical and infrared laboratory will be particularly tailored to support the SAO program of development, fabrication and calibration of instrumentation to be used with the multiple mirror telescope, or MMT, other SAO ground telescopes measuring 60 and 24 inches, and the SAO balloon-borne infrared telescope. As with all observatories, it is essential that laboratory facilities be provided for the development of equipment and instrumentation which are to be used on ground based optical telescopes and balloon-borne infrared telescopes. If observatories are to maintain viable and effective observational research programs, the duplication of laboratory facilities becomes unavoidable.

VISITING SCIENTIST AND POSTDOCTORAL PROGRAMS

Senator STEVENS. $44,000 is requested to support visiting scientist and postdoctoral programs at the Observatory. Why is the Smithsonian getting into this type of program?

Mr. CHALLINOR. The visiting scientist and postdoctoral programs, we believe, are within the fundamental mandate of the Institution, that is, increase and dissemination of knowledge among men. In addition, these programs increase the effectiveness of SAO's research facilities. The visiting scientist program provides an opportunity for members of SAO's scientific staff to work closely with leading scientists in their particular area of research whereas the postdoctoral fellows provide new and stimulating ideas.

Senator STEVENS. Please supply for the record how the $44,000 will be spent and what future program obligations are estimated in this request.

Mr. CHALLINOR. I will be pleased to submit that for the record.

[The information follows:]

Stipend and benefits for 2 additional postdoctoral fellows	$30,000
Salary for 1 additional visiting scientist	6,000
Computing time	8,000
Total	44,000

It is expected that Harvard will spend an equal amount for the support of an equal number of postdoctoral fellows and visiting scientists.

It is planned to request in FY 1977 an increase of $40,000 to support two additional postdoctoral fellows and for one additional visiting scientist and related costs.

With this addition, SAO will have reached the objective of this program which is planned to continue at the same level, that is, six postdoctoral fellows and three visiting scientists. Of course, it is expected that Harvard will increase its program accordingly.

MULTIMIRROR TELESCOPE

Senator STEVENS. What is the funding in this budget for the multimirror telescope which you hope to install atop Mount Hopkins in fiscal year 1976?

Mr. CHALLINOR. Included in the fiscal year 1975 base of $3,402,000 is an amount of $750,000 for the multimirror telescope program for fiscal year 1976.

Senator STEVENS. What will be the total cost of this project?

Mr. CHALLINOR. The SAO salaries and expenses cost for the telescope is $5,468,000 and $1,301,000 from the University of Arizona, with a total estimated cost at completion of $6,769,000.

SMITHSONIAN TROPICAL RESEARCH INSTITUTE

Senator STEVENS. What program expansion has occurred at your Tropical Research Institute to require four additional positions?

Mr. CHALLINOR. I will highlight the requested positions:

Biochemical geneticist: One of the basic biological questions we are examining at the Smithsonian Tropical Research Institute is how so many kinds of animals can coexist in the tropics. For example, there are more breeding species of birds on 6 square miles of Barro Colorado Island than in the entire State of New York. Obviously such a dense species packing requires fine tuning of organisms' adjustment to their environment. Electrophoretic techniques provide us with a powerful, modern tool in our attempts to understand the genetic differences of many of the related species in the tropics. We can examine fine-scale differences between the hemoglobins, enzymes and other complex molecules of otherwise undistinguishable organisms by using these techniques. We can also detect subtle responses to environmental changes, as well as phenomena such as influx of new species to the island. The theoretical base which we already have at STRI requires the additional input of biochemical data in order to keep our capability comprehensive and to be able to continually update our capability.

Technician: The technician is required to carry out the laboratory analysis for the scientists in the field.

BCI resident naturalist: The BCI resident naturalist is required to provide continuity and coordination of the many scientists who are conducting research on BCI, but whose base is in the Smithsonian in Washington or another university. Someone who is full time in residence will provide the continuity when the other scientists are at other bureaus of the Smithsonian.

Janitor-guard: In fiscal year 1975, the first staff members occupied the partially renovated Tivoli Building. In fiscal year 1976, the building will be completed and the administrative and support functions will move. The additional building will require the services of a janitor-guard.

RADIATION BIOLOGY LABORATORY

Senator STEVENS. Where is your Radiation Biology Laboratory located?

Mr. CHALLINOR. The Smithsonian Radiation Biology Laboratory is located at 12441 Parklawn Drive, Rockville, Md. 20852.

Senator STEVENS. Does this research duplicate radiation biology efforts of the Atomic Energy Commission, or ERDA as it is called now?

Mr. CHALLINOR. Since its inception in 1926, the research of the Smithsonian Radiation Biology Laboratory has been directed toward understanding cellular and subcellular mechanisms and processes by which organisms utilize solar energy for growth and development. It in no way duplicates the missions of AEC or ERDA which is the study of ionizing or atomic radiation in energy development. The main areas of research at the Smithsonian Radiation Biology Laboratory are the physiology and biochemistry of the developmental responses of organisms to light and the measurement of the spectral quality of natural daylight.

CHESAPEAKE BAY CENTER

Senator STEVENS. How about the Chesapeake Bay Center? I remember we had a conversation about that 2 years ago, Doctor. There is an education assistant for tourists and conferences in this request. Do you have funds and personnel devoted at Chesapeake to education?

Mr. RIPLEY. Mr. Challinor, would you like to answer that?

Mr. CHALLINOR. Yes, we do Mr. Chairman. We have a grant of $125,000 to be paid in increments of $25,000 a year over a 5-year period. As I recall, we are finishing the 3d year of that period. The point of this grant was for educational programs at the Chesapeake Bay Center.

Senator STEVENS. Where was that grant from?

Mr. CHALLINOR. That grant was from the Noble Foundation in Greenwich, Conn. We also have had other grants that helped us toward construction of a building. The education program that we have run there has been extraordinarily successful. And we have been indeed overwhelmed with requests. We will have run about 15 workshops on environmental education covering several hundred adult teachers. From March through November we will have had about 7,000 to 8,000 schoolchildren come through the center and we will have trained some 20 scouts to take elementary schoolchildren through the woods and explain what is happening. We have a summer ecology program there that handles between 300 and 400 children each summer who usually come for 1 to 2 week periods. The demand has been enormous as this particular facility is accessible to Baltimore and Washington, D.C.

Senator STEVENS. Did you notify the committee that there would be Federal support required for this facility, that it would require Federal funds?

Mr. CHALLINOR. We have kept the Congress informed to the best of our ability of the development of this center and what our long range plans for it have been each year we come before the committee.

ENVIRONMENTAL EDUCATION

Senator STEVENS. The HEW Subcommittee also deals with the problems of environmental education for the Nation. It seems that this Chesapeake Bay Center is sort of an Eastern Shore environmental center for this area supported with Federal funds.

Mr. CHALLINOR. It is supported by both Federal funds and private funds.

Senator STEVENS. Why should we set up a separate program for one portion of the country with private funds and look for the Federal Government to support it when we have a national program of environmental education which is not the Smithsonian's responsibility?

Mr. CHALLINOR. You are exactly right, Mr. Chairman. I might mention the HEW has supported some of the environmental educational programs we have run at the center.

Senator STEVENS. I would like to have one for Anchorage. How am I going to get one? I can't get Federal funds for it. But you go out and get private funds and suddenly the Eastern Shore has a federally-supported environmental center. And this goes back to our original

conversation. That whole Chesapeake Center was not Smithsonian's responsibility in the beginning. And it seems that it is just going to expand and you will have a nice community for Baltimore and Washington with a federally supported environmental program, entirely separate from the national environmental education program which we are funding to the best of our ability.

Mr. RIPLEY. To our great sorrow, Senator, we just lost Frank Williamson, the director of the Chesapeake Bay Center, to the western shore of Alaska. He has gone up to join the government of Alaska under your Governor as director in the area of the environment and health, I believe.

Senator STEVENS. I thought he was from Johns Hopkins.

Mr. RIPLEY. He has been an employee of the Smithsonian at the Chesapeake Bay Center and served as its director for a number of years. And I hope you will ask him the next time you see him about these kinds of environmental education needs because he is particularly interested in this kind of work and I am sure would design a program which would merit appropriate HEW support in Alaska.

Senator STEVENS. Let me tell you, we have had one. As a matter of fact we had the first one.

Mr. RIPLEY. Excuse me, I thought you said you didn't have one.

Senator STEVENS. I said I would like to have one like this where you go out and get private funds and you look to the Federal Government to support it for the private community independent of HEW. You are looking to the Smithsonian budget to support an environmental education program for the eastern shore, that is what you are really doing. And it ought to be presented to HEW.

Mr. RIPLEY. Well, we constantly do relate to HEW on these matters. I know that Dr. Williamson has consistently beaten the streets up and down with his shoe leather, as well as myself, in places like New York, trying to make sure that we put together a mosaic of funds which will run an organization of this sort. If we do innovative things we can get money from organizations like HEW.

Senator STEVENS. As I recall the Cheaspeake Bay Center, Doctor, it was at the same time they were trying to get NOAA funds to open up a center out there. And really, the Chesapeake Bay Center is somewhat in competition with NOAA to begin with.

Mr. RIPLEY. I can assure you we are not in competition with NOAA and they know that. I would be glad to supply any information that you would like in that regard.

Senator STEVENS. I just would hope you would notify this committee if you are going to acquire facilities that will need Federal support so that we could have some indication of it.

Mr. RIPLEY. Well, we do this from time to time, Mr. Chairman, although, as you will note, the history of the Smithsonian consists of the acquisition of things. It is difficult at times to draw an exact distinction between the notification that a particular Appropriations Committee would like and not burdening the committee with too much information. We turn down many things, and we would be glad to supply you with a list of the kinds of things that we have turned down.

Senator STEVENS. I would like to have that list. The staff would like to see the list of the things that have been turned down.

[The information follows:]

REPRESENTATIVE PROPOSALS, PROJECTS, PROGRAMS DECLINED BY THE SMITHSONIAN INSTITUTION IN RECENT YEARS (with brief references to implicit responsibilities)

San Francisco Mint, San Francisco, California (rehabilitation, custody, creation of museum)

Mid-America Center, Hot Springs, Arkansas (comprehensive development of educational center, including exhibitions)

Mayer House, New York City, New York (custody, suitable use and display)

Living Historical Farms of the United States (legislative program to promote development of Living Historical Farms in the United States)

National Oceanographic Bill/later became NOAA, Department of Commerce (legislative program for oceanography)

American Film Institute, Washington, D. C. (custody, display, archival function)

Environmental Data Bank (proposed legislation - broad assembly and dissemination of data)

Folklife Foundation (legislative program, demonstrations nation-wide)

Old St. Louis Post Office Building, St. Louis, Missouri (rehabilitation, creation of museum)

Jefferson Patterson House, York, Maine (custody, exhibitions)

Pacific Science Center, Seattle, Washington (custody of an established local museum, educational center, successfully operating)

Collection of Rare Books donor from Arizona (accession, with conditions)

Franklin Mint, Philadelphia, Pennsylvania (custody, exhibitions)

Center for Taxonomic Research, Beltsville, Maryland (broad custodial and referral responsibilities)

The Textile Museum, Washington, D. C. (custody)

WETA, Washington, D. C. (custody and operation of educational TV station)

Chicago Regional Air Museum, Chicago, Illinois (custody, exhibition)

Union Station/Visitor Center, Washington, D.C. (study developed on reconstruction)

Cincinnati Railroad Terminal, Cincinnati, Ohio (rehabilitation, creation of museum)

S.S. United States, proposal from T. J. D. Management Services Corp., New York, New York, for Smithsonian to take title and assist in developing exhibits

Dodge House, Grosse Pointe, Michigan (custody of collections and maintain as museum)

Children's Zoo proposed for National Zoological Park, Washington, D.C. proposal by donor to give $500,000 to establish within the National Zoo.

American Type Culture Collection, Rockville, Maryland (collection of live colonies of virus, bacteria and fungi - pure strains used in research by various government agencies and private pharmaceutical companies)

The above list is by no means complete but is representative of the proposals we have had in recent years.

ACCESSION POLICY

Mr. RIPLEY. Is is always assumed, Mr. Chairman, as you know, that a museum is a grabber and we will grab anything off the streets so to speak. But we constantly learn how to say no, and we do this very prudently.

Senator STEVENS. I think you are misunderstanding us, and again this goes back to the first conversation I got into as a member of the subcommittee over that Cheaspeake Bay Center. It just seems to me that there are national programs involved in a particular area such as this one, environmental education. I do not know why you should feel compelled to be involved in environmental education and provide education in environment for the Boy Scouts and the children of Washington and Baltimore when there is a Federal program for that. They have it in HEW and they can justify it just like everybody else through the environmental education program. It is there, but you have set up a different program. And it goes beyond what we have done for the rest of the country.

Mr. CHALLINOR. I might point out, Mr. Chairman, that the education program is only one facet of the work that goes on for the Chesapeake Bay Center. Because of its unique location and the facilities available there in our judgment this was a worthwhile activity to undertake. But it was done in no sense in competition with HEW.

NATIONAL AIR AND SPACE MUSEUM

Senator STEVENS. I understand. Well let us go to the Air and Space Museum. I believe you have a request of $1.5 million increase for that this year. It is to open on July 4 of next year, is that right?

Mr. RIPLEY. That is right, Mr. Chairman. We have Mr. Collins here who can give you some information on that.

Senator STEVENS. Do you know what the operating cost of the museum would be when it opens?

Mr. COLLINS. We expect to keep the total operating cost at the same level for fiscal year 1977 and fiscal 1978. This will allow us to complete our exhibits program.

Senator STEVENS. Is that target date firm?

Mr. COLLINS. Yes; it is, Mr. Chairman, July 4, 1976, is our opening date.

Senator STEVENS. That is great. It will be a fine addition to the Smithsonian. Do you have any problems at all with regard to that in terms of aquisition or anything else?

Mr. COLLINS. No, sir. We have no major problems provided we get our full level of funding for fiscal year 1976. Fiscal year 1975 has been primarily a year of exhibits design and fiscal year 1976 is primarily a year of exhibits production. So, if we are short in 1976, that means that some of the exhibits which we have designed in the past would not be produced in time for opening.

Senator STEVENS. I thank you very much.

Mr. COLLINS. Thank you, Mr. Chairman.

NATIONAL ZOOLOGICAL PARK

Senator STEVENS. On the zoo, you have 10 new positions and a $180,000 program increase for zoo operations. Are any of those new positions tied to new facilities?

Mr. RIPLEY. Mr. Reed is here, Mr. Chairman. I think it is worthwhile pointing out that the question of new positions overall in regard to the Smithsonian does have a hidden cost that is presently not explained. That is, for example, when we are lacking custodial or other help what we are presently doing at the facilities we have both at the zoo and in other parts of the Smithsonian is having to spend overtime money in order to meet the current needs. Now if we come and, let us say, ask for an increase of $50,000 for custodial needs in a year such as 1976, it means that we are actually spending this year about $30,000 which we really don't have for overtime.

Senator STEVENS. With regard to the 10 new positions, are those new positions involved with any new facilities at the zoo?

Mr. REED. Sir, they will be. We have renovated the monkey house and we are enlarging and renovating the elephant yards and the bird house plaza and replacing the old 1890 lion house with a new facility. We are requesting four animal keepers, which amounts to 2⅔ posts since we are open every day of the year. We are also seeking an additional air-conditioning and heating mechanic to take care of the new facilities and one exhibit specialist. The other four positions will be used at the Front Royal Research and Conservation Center which was established 2 years ago.

REVISED ANIMAL COLLECTION

Senator STEVENS. What does this mean: "Revised and elaborated animal collection"?

Mr. REED. Revised and elaborated animal collection?

Senator STEVENS. That is what you stated, you need four more animal keepers for revised and elaborated animal collection.

Mr. REED. We are constantly reemphasizing or increasing our emphasis on family exhibits of breeding animals, trying to make our exhibits more meaningful to the public in the terms of ecology and in terms of what is happening to the animals in the wild considering the tremendous destruction of wildlife and natural habitat taking place throughout the world. So there will be new animals that we will be exhibiting in these areas. Particularly in the bird house yards and in the remodeled monkey house. It will be a smaller collection than we had previously. We have reduced the monkey house from 24 exhibits down to 14, but we will have a more select group of animals to show the widespread of the entire monkey kingdom, if you wish to call it that. So there is a constant change in selection of animals and in emphasis of how we exhibit them and what we are trying to exhibit them for. We are trying to make it a more meaningful exhibit to our visitors in terms of what is happening to the animal kingdom and what we humans are doing to our fellow travelers on this planet.

51-957 O - 75 - pt. 4 - 26

Senator STEVENS. In the justification for the four new people, is the revision in your manner of interpreting this? I don't really know how to put it, but it seems that you are reducing the population, you are reducing the amount of space that is involved, but you are increasing the number of handlers for the population of the zoo now. Is that correct?

Mr. REED. No, Mr. Chairman. That is not essentially correct. We are augmenting keepers that we already have and we are increasing the amount of space that we are using. The lion facility, for instance, will increase three times.

Senator STEVENS. Has the population increased at all?

Mr. REED. The population of the lions and tigers, the big cats, will be doubled. We will be maintaining 25 animals in family groups of two species. The bird area will be increased and the population of birds increased. We will go up to about two additional acres of physical space. The elephant house yards have been physically increased by about two acres. We have given each of the animals much more space. These four men are not going to just take care of these new spaces. They are going to augment the staff that we already have. This is in addition to our present staff. We have carried during the period of construction several vacancies because of the reduced areas which we will pick up.

ZOO CONSTRUCTION PROJECTS

Senator STEVENS. Are the new facilities now completed? Is your construction project complete?

Mr. REED. They are not completed. The monkey house will be reopened in May of this year. The elephant yards will be open in two phases. The first phase in about a month and then later probably June or July the second phase. The bird house plaza will be opened much later, probably November. The lion and tiger facility we are still hoping to open in March of 1976.

Senator STEVENS. What about the general service and parking facilities? Are they going to be available for the Bicentennial period?

Mr. REED. Mr. Chairman, I regret to inform you that 4 years ago when it was suggested that we should get it ready for the Bicentennial, I proposed the new parking and service facility to serve the Bicentennial crowds. It was not approved in the overall Bicentennial program. There is no way that the National Zoo will be able to assist in the parking situation for the Bicentennial. I regret that.

Senator STEVENS. Will you have construction underway in the Bicentennial year?

Mr. REED. The construction that we are now doing in the center of the zoo will be complete for the Bicentennial. The major exhibits at the zoo will be open to the public. The construction that we will be doing in 1976 will be on the periphery in areas that are not now visited by the public. For example, the service facility will be on the north side of the road in an area that is not used by the public now. The educational building will be built at the Connecticut entrance in a nonpublic area. We will have the center of the zoo open. All facilities will be, I think, in excellent presentation shape to receive our visitors. We will be doing construction out of their area.

Senator STEVENS. Out of the areas that the crowds should be in?

Mr. REED. That is right.

Senator STEVENS. What about the lower Rock Creek Valley project?

Mr. REED. This is building and renovation of the bear exhibits. This will be again on the periphery of the visitor area. There is no reason for visitors to go to this area now, and it will not inconvenience them during 1976.

FRONT ROYAL FACILITY

Senator STEVENS. I am told that you are requesting $760,000 for renovation for the Front Royal Animal Farm.

Mr. REED. Renovation and repair.

Senator STEVENS. You also have $380,000 budgeted for the 3-month transition period. Is it so unique that you need 50 percent in the 3 months as compared to $760,000 for a full year?

Mr. REED. This is because of the nature of the work that we have to do seasonally. We would like to do the work during the good-weather months of the year. There is much more work that we cannot do during the winter months because of keeping the animals in their quarters and just the plain physical difficulty of working outdoors during the winter months.

Senator STEVENS. What is the total funding for that at Front Royal? What is the total project going to cost?

Mr. REED. The total project? It is very difficult to say what it will cost because it is a living, growing, and developing project. We anticipate that about 10 percent of the total budget will be devoted to the Front Royal Conservation Research Center unless we invite the public in. For our purposes of scientific studies and conservation breeding of the animals, we think it will be about 10 percent. If we invite the public in, in 5 or 6 years when we have something to show them, then we will have to take additional steps to take care of the visiting public.

Senator STEVENS. But construction now, don't you have a total for construction and renovation?

Mr. REED. At the present time, we do not have our plans well developed as to what we will do totally. The renovation and repair figure of $760,000 which we are asking for this year, I think if it carries on for several years we will be able to accomplish most of our development and repair work that we must do. Our problem at the present time is that we have received an excellent facility that has not been maintained for about 30 years since the military left it in 1945 and turned it over to the Department of Agriculture. The USDA used it as a beef cattle experimental station. Some of the buildings were not maintained. We have roof work, gutter work, sewers, utilities distribution systems, and things of this kind to repair and develop. The military kept them up well, but there have been 30 years that they have not been maintained as well as they should.

We will be doing a lot of basic maintenance work in the first few years. The type of work we are doing there is very, very simple construction. We are paying no heed to the public desire to not see fences or not see bars. This is being done strictly on the requirements and the needs of the animals, and the public is not being given the amenities that they may like.

Senator STEVENS. Does it have public access now?

Mr. REED. It does not have public access now. We do not have the staff or the security for our animals to have public attendance. It will be several years before we have anything to show. Incidentally, when you do come there—and I hope you will come up and see it—you look at the 50 acres where there are 15 Pere David Deer. You need field glasses to see them. But the deer are doing well. They are really doing well.

Senator STEVENS. I think that would be a great addition to the zoo if you can have that available to the public.

Mr. REED. I agree with you. Eventually we should have it as a display for the public on conservation. We are cooperating with other zoos on various breeding projects, sharing animals and establishing our responsibility for maintaining viable breeding herds of certain animals.

MUSEUM OF HISTORY AND TECHNOLOGY

Senator STEVENS. Well, thank you very much.

On the Museum of History and Technology, is there any portion of the $120,000 increase related to the Bicentennial?

Mr. RIPLEY. No, sir. I don't believe there is. The $120,000 increase relates to education and public orientation to provide improved tour orientation and other information services to the visitors. As you know, it is the most visited building of its kind in the world. Part of the increase is for buildings and facility management, five custodial positions, $47,000 and $3,000 of support funds to maintain the cleanliness of the building. An additional amount of $136,000 is required for necessary pay for the existing staff. In regard to these custodial positions, I think that the point that I was making earlier about the difference between overtime pay and regular daytime pay makes a great, implicit saving in trying to get additional staff.

Senator STEVENS. Are any of the public orientation positions related to the Bicentennial?

Mr. RIPLEY. No, sir, they are not. We have those specified in our Bicentennial program.

Senator STEVENS. What I am trying to find out, are these permanent positions not related to the Bicentennial?

Mr. RIPLEY. These are permanent positions not related to the Bicentennial.

BICENTENNIAL POSITIONS

Senator STEVENS. Do you have any Bicentennial positions that are terminated after the Bicentennial year?

Mr. RIPLEY. Yes; indeed we do, temporary and term positions.

Senator STEVENS. Where are they located in this project?

Mr. RIPLEY. They are in the Bicentennial program. For example, there will be in every museum certain kinds of Bicentennial activities, particularly during the summer which will require staff. These will terminate in fiscal 1977.

Senator STEVENS. Is that the 50 additional part-time employees that are in this request?

Mr. RIPLEY. Let me see if Mrs. Hamilton can answer that.

Mrs. HAMILTON. All of the temporary Bicentennial employees are listed under the Bicentennial program.

HIRSHHORN ART OBJECTS

Senator STEVENS. It was reported in the newspaper that there was a $67,000 acquisition of art objects by the Hirshhorn Museum. Were those Federal funds?

Mr. RIPLEY. Yes sir, those were.

Senator STEVENS. To acquire those new art objects at Hirshhorn?

Mr. RIPLEY. These were acquired by Federal funds.

Senator STEVENS. Where did that request appear in your 1975 budget?

Mr. RIPLEY. The use of these Federal funds for the purchase of art objects for the Hirshhorn Museum is provided for by law and included in the budget request to the Congress. Section 76 (aa) and (ee) of title 20 of the United States Code authorized the Joseph H. Hirshhorn Museum and Sculpture Garden. Several of these sections are applicable directly to the matter of purchases for the Museum's collection. Section 76(bb) subsection (b) states "that the United States shall provide such funds as may be necessary for the upkeep, operation, and administration of the Joseph H. Hirshhorn Museum and Sculpture Garden." Section 76(cc) subsection (a) states that the museum's board of trustees has authority to purchase or otherwise acquire works of art for the museum.

Senator STEVENS. Doctor, we are not challenging the authority. We just want to know where you presented the request in 1975. Where was the indication that you were going to spend $67,000 for art objects for Hirshhorn?

Mr. RIPLEY. Appropriation language for the salaries and expenses account states that this appropriation is to be used in part for the development, presentation and documentation of the national collections. Analysis of the language submitted to the House Committee on Appropriations in January of 1974 clearly established that the word "development" includes acquisition by purchase. Our fiscal year 1975 justification states that, "While the Hirshhorn gift will form a strong core of the Museum's holdings, a continuing program of new acquisition by gift and purchase will be pursued." A nearly identical statement appears in the fiscal 1976 budget. Specific proposed expenditures, of course, cannot be identified because it is impossible to know whether any works are available and at what price.

ABSENCE OF 1975 REQUEST FOR HIRSHHORN ACQUISITION

Senator STEVENS. Doctor, I agree with everything that you are saying. But you have object class breakdowns of your request. All I want to know is, in 1975, where in that object class breakdown is there any indication that you would use funds that we appropriated in 1975 for acquisition? Not of these particular objects but the acquisition expenditures.

Mr. RIPLEY. Purchases for the collections come under object class 31, equipment. At the time that the fiscal 1975 budget was being prepared for submission, we could not forecast the precise overall distribution of funds by object classes, particularly in view of the planned transition of the museum and preparation for operational status in this new building.

Senator STEVENS. We apparently are not communicating. That equipment classification in 1975 was $14,000, but $67,000 was spent for acquisition of art objects. You told me that you purchased the acquisitions under the equipment object class. Again, in 1975 that was only $14,000 and you spent $67,000. What was the source of the funds that you used for acquisition?

Mr. BLITZER. I understand the question. It is a sensible question. The answer to the last part of the question is that the source was "other services," and I think that the best I can say is that this being the first year of the full operation of this museum the staff put more money in "other services" and less in "equipment" without realizing exactly what they would need.

Senator STEVENS. You have $230,000 in that object class this year. Is that for equipment or for art objects?

Mr. RIPLEY. That is for equipment and art objects. It is estimated at $130,000 for fiscal year 1976.

Mr. BLITZER. May I say that as to this request, to get back on the right track, that the funds that we are requesting in the amount of $90,000 for purchases in the Hirshhorn Museum are under "equipment."

Senator STEVENS. Here is the picture: We have a request for $14,000 in 1975. As you present in the 1976 request, you show that in this object class you had $230,000 in 1975 and now you are requesting an additional $90,000 for 1976.

Mr. RIPLEY. We had $230,000 in 1975 under "equipment," and $130,000 in fiscal year 1976.

Senator STEVENS. Where did the additional money come from? We appropriated $14,000.

Mr. RIPLEY. Mr. Jameson?

Senator STEVENS. You spent $67,000. What else did you acquire with that and where did it come from?

Mr. JAMESON. Might I be allowed to try to answer that, sir?

Senator STEVENS. Please.

Mr. JAMESON. When we give you a budget for 51 line items in January which is half way through the current fiscal year we make the best effort we can to allocate object class funds as we believe they are going to be spent. At this point we are speculating not only as to the object class distribution for the balance of the year we are in, but also the object class distribution for the year to come. We find it very tough, and I think with the Hirshhorn Museum particularly tough, to submit precise object class distributions anywhere from 6 months to 18 months in advance. The job was particularly difficult for the Hirshhorn, since the Hirshhorn had been preparing to open. They had had very heavy other services expenditures for things like conservation services, exhibits and so forth. We assumed at that point that the expenditures in fiscal years 1974 and 1975 would continue that same pattern. We simply gave you an overestimated budget in object class 25, "other services," and we underestimated "equipment," object class 31.

Senator STEVENS. Well, the other Smithsonian museums do specify the requests for acquisitions, but in this instance there was no specification that you were going to use any funds for acquisitions. It was under the equipment object class that you used it. You transferred it from other services into equipment and then used it for acquisition, is that correct?

Mr. JAMESON. In our budget for fiscal year 1975 we tried to advise you that in the total program for the Hirshhorn we expected and hoped that some expenditures from Federal money could be made as a part of the Federal program. Maybe there is a misunderstanding as to what our justifications are. We give you for each of the 50 organization units a plan of work under the general heading of "Program." In a reasonable number of words, we try to outline broadly the entire program, our expectations, and plans to convey to the Congress some insights on the total body of effort that will be going on. We don't like to give you a budget request that speaks only to increases, but we are constrained by the number of pages. So under the "Program" heading where we tried to outline broadly and briefly the total program of Hirshhorn, that is where we did put in words that indicated acquisitions were anticipated and hoped for.

Senator STEVENS. Well, could you give us for the record a detailed explanation for the object class changes that were made in 1975?

Mr. JAMESON. Yes, sir.

Senator STEVENS [continuing]. For Hirshhorn I am talking about.

Mr. JAMESON. We hope, and here again we are only partly through 1975, that for our new budget request, fiscal 1976, we will cover more accurately the revised base for the current year before we build any increases on it. We will place in the record a detailed explanation of the translations.

[The information follows:]

Hirshhorn Museum and Sculpture Garden
Object Class Comparison
FY 1975

(Dollars in thousands)

	Program Funds FY 1975 Estimate to the Congress	Program Funds FY 1976 Estimate to the Congress	Reorganization	Total FY 1976 to the Congress
11 Personnel Compensation	$705	$740	$186	$926
12 Personnel Benefits	60	64	16	80
21 Travel & Transportation of Persons	15	11	-	11
22 Transporation of Things	5	10	-	10
23 Rent, Communications, & Utilities	12	13	-	13
24 Printing & Reproduction	43	30	-	30
25 Other Services	390	207	-	207
26 Supplies & Materials	26	20	28	48
31 Equipment	14	230	-	230
41 Grants & Contracts	5	2	-	2
Total	$1,275	$1,327	$230	$1,557

Comparing a like program for the Hirshhorn Museum for FY 1975 (excluding custodial personnel) results in the first two columns above. The difference in dollars results in a request for a supplemental appropriation to finance pay increases.

At the time that the 1975 estimates were prepared, it was believed that all employees would be moved from New York in 1974. This was not the case so the transportation of things estimate was increased to meet this cost.

Several catalogues and brochures were anticipated. In revising the estimates for presentation in the 1976 estimate, the need for these catalogues was reevaluated and they were eliminated.

In the 1975 estimates, "Other Services" contained $66 for acquisitions, $170 for exhibitions and $154 for other. In the 1976 estimates, the exhibitions monies were further refined and spread among several object classes where the expenditures are expected to take place. The $66 for acquisitions was moved to "Equipment."

Grants to students were also anticipated. The amount was reduced in the 1976 estimates, and, in fact, no grants have been made this fiscal year.

The major change in the two estimates is related to the movement of 31 positions and $230,000 from the Office of Plant Services for certain custodial and maintenance personnel. This information is contained in the Reorganization column.

ACQUISITION BY THE HIRSHHORN

Senator STEVENS. All right. Will you, Doctor, start the procedure of specifying the amount of your requests that will be used for acquisitions for the Hirshhorn as you do with the other museums?

Mr. RIPLEY. Yes, we will Mr. Chairman. I hope that you will understand this was a transition year. We were moving into the building. I am not sure that every art museum actually has purchase acquisitions so specified. Is that true, Mr. Blitzer?

Mr. BLITZER. Mr. Chairman, the language I think you are referring to in our justification tends to occur in cases of requested increases in our appropriation for the purpose of making purchases. At that point we might look back and tell you what the base for purchases is, then how much more we are asking for, as we do this year for the National Collection of Fine Arts and the National Portrait Gallery.

Senator STEVENS. You've got a very large collection that you are getting into place, as you pointed out, during this transition period, and I think we ought to know to what extent we are going to start obligating funds to additional art objects, acquisitions, before we actually get this transition complete. That is the problem.

Mr. BLITZER. I would be delighted to tell you.

Senator STEVENS. Thank you.

COOPER-HEWITT MUSEUM

Under Cooper-Hewitt Museum we have a new item in the budget. Is this the Carnegie mansion? Where is it and what are you going to do with it, and how does it fit in?

Mr. RIPLEY. Very briefly, Mr. Chairman, Cooper-Hewitt Museum goes back to the gift to the Institution in 1967 by the trustees of the Cooper Union. They wished to transfer the museum out of their control. An authorized commission of the American Association of Museums recommended that it be offered to the Smithsonian. The regents of the Smithsonian recognized this and accepted the transfer. At that time we committed ourselves to use our best efforts to maintain this museum and its collections and library in New York City because of the somewhat specialized nature of the collections that are very much tied in with the industry that centers in New York; namely, the industry of design.

And so, subsequently, in 1972, the Carnegie Corp. gave a home for this museum in the form of Andrew Carnegie's old house which they owned, the adjoining house of his daughter, and the adjacent grounds comprising the entire block from 90th to 91st Street on Fifth Avenue. We determined this would be suitable and effective for the home for the Cooper-Hewitt Museum, as we call it.

These gifts include tangibles and intangibles: some funds, a small endowment, the good will, of course, of the community which has resulted in a fairly successful fund-raising effort for ourselves to renovate the building with private funds. And, in addition, the collections that are of great importance—we have some material from them on a table in this room at the present time.

The United States Code, section 46 of title 20, requires that such gifts be given proper care and safeguarding as a private trust. The board of regents has directed that the renovation of this building be

undertaken by the use of private funds. At the same time I am required as Secretary of the Institution to take all prudent steps including the applications of staff and other resources to protect new items as they appear. In a sense our budget request to you this year is in fact not a new item in terms of the work we have been doing so far in maintaining and taking care of the property. The development and the care of the property and the work started in 1968.

BASE FOR COOPER-HEWITT

Senator STEVENS. You used $209,000 and 11 positions from the 1975 appropriation and authorization. Where did that come from? It was not in the 1975 request.

Mr. RIPLEY. In the 1976 budget, on page 55, the resources of Cooper-Hewitt are discussed. In fiscal 1975 as part of our reorganization for effectiveness which we cited to the Congress, these positions already on the staff and the dollars related to them were transferred directly to Cooper-Hewitt as well as to the other museums and galleries.

Senator STEVENS. Was that transfer done without any consultation with the committee?

Mr. RIPLEY. Reorganizations have appeared in our budget justification for fiscal years, 1974 and 1975. Is that right, Mr. Blitzer?

Mr. BLITZER. Yes sir. Might I add, Senator, that until this reorganization occurred any unit of the Smithsonian that received only support from central Smithsonian services simply would not appear in our justification as a separate line item.

Senator STEVENS. Now this was private property, the Carnegie property. Were there any Federal funds invested in the Cooper-Hewitt collection or in the Carnegie property at the time it was acquired? Did you use any Federal funds to renovate the Carnegie property?

Mr. RIPLEY. No, we have not, not to renovate the property. We did repair the furnace in the Carnegie mansion for protection purposes and we did prepare the top floor of the Miller house in order that an employee could live there at our convenience to provide an element of after-hours protection for the property.

Senator STEVENS. Are there any Federal funds invested in the collection?

Mr. RIPLEY. We have maintenance and custodial workers which have been continuing items in other budgets since the late 1960's.

Senator STEVENS. Would you give us a detail of that? The staff informs me that it goes back to 1965 when it was the Cooper Union collection.

Mr. RIPLEY. Cooper-Union in 1967 transferred collections for the first time to the care of the Smithsonian as a result of——

Senator STEVENS. Do you have the chronology that I have mentioned already? Could you give us the details of the financing from that time?

Mr. RIPLEY. Yes, indeed.

Senator STEVENS. I am informed that the negotiations were commenced in 1965 and we would like to identify what Federal funds are involved in it and to identify the non-Federal funds.

Mr. RIPLEY. We would be happy to do that.

[The information follows:]

($1000's)

Cooper-Hewitt Funds
(Excluding Renovation and Endowment Funds)

	1969 /1	1970	1971	1972	1973	1974	Est. 1975
PRIVATE OPERATING FUND							
Income							
Investment - Endowment	-	11.9	12.2	32.3	47.2 /2	6.6	6.0
- Current Funds	-	-	-	-	44.1	60.9	101.0
Gifts - Including "Committee to Save"	300.0	300.0	261.3 /3	61.4	32.8	28.8	70.0
Other Misc. Income	.1	1.4	1.8	14.5	35.0	37.5	25.0
Total Income	300.1	313.3	277.1	108.2	159.1	133.8	202.0
Expenditures							
Salaries & Benefits	164.9	217.8	290.7	193.1	155.7	140.4	165.0
Other	65.9	71.9	78.0	50.3	44.6	49.9	42.0
Total Expenditures	230.8	289.7	368.7	243.4	200.3	190.3	207.0
Transfer in (out) - Unrestricted SI	-	-			1.0	3.5	1.0
- Other Cooper-Hewitt Funds	-	-	8.2	53.6	(1.9)	(10.0)	(17.0)
Net Gain (loss) for year	69.3	23.6	(83.4)	(81.6)	(42.1)	(63.0)	(21.0)
Add: Transfer from unrestricted fund	-	-	-	-	-	177.2	21.0
Operating Fund Balance (end of year)	69.3	23.6	9.5	(72.1)	(114.2)	-0-	-0-
FEDERAL OPERATING FUNDS							
Expenditures - Salaries & Benefits	20.0 /4	26.0 /4	37.1	79.7	107.8	152.0	174.0
- Other	-	-	46.9	17.4	1.0	22.0	35.0
Total Expenditures	20.0	26.0	84.0	97.1	108.8	174.0	209.0
PRIVATE & FEDERAL GIFTS & GRANTS							
Income	149.1 /5	22.1	116.0	176.5	192.6	74.9	238.0
Expenditures	15.6	10.8	20.6	62.3	57.5	71.6	100.6
Transfers in (out)	-	-	(8.2)	(53.6)	(131.4) /6	10.0	17.0
Ending Fund Balance	133.5	144.8	232.0	292.6	296.3	309.6	464.0
TOTAL COOPER-HEWITT OPERATING EXPENSES	266.4	326.5	473.3	402.8	366.6	435.9	516.6

/1 First year of operation by Smithsonian.

/2 Includes $40.6 Prior Year accumulated endowment income.

/3 Includes $48.4 Transferred from separate Committee to Save fund.

/4 Employee on loan from National Collection of Fine Arts.

/5 Includes $134.4 Fund Balances transferred from Cooper Union.

/6 Includes Transfer to Renovation Fund of $132.5

Carnegie Renovation Fund
FY 1971 to FY 1976

($1000s)

Income:

A. W. Mellon Foundation	$500.0
Enid Haupt	100.0
R. Clark Foundation	25.0
R. Carroon	25.3
C. Merrill Foundation	35.0
C. Hayden Foundation	25.0
Mobil Foundation	100.0
Miscellaneous Gifts	304.9
Auction Proceeds	144.9
Transfer from Other Cooper-Hewitt funds	132.5
Total Income (as of 4/30/75)	1,392.6
Income needed to complete project	1,133.8
Total Renovation Costs	$2,526.4

POSITIONS AT COOPER-HEWITT

Senator STEVENS. I understand we go into this year with 11 positions?

Mr. RIPLEY. That is right.

Senator STEVENS. Could we have an identification of those positions by job description and pay rate and where they are located?

Mr. RIPLEY. Yes, we would be happy to.

[The information follows:]

COOPER-HEWITT MUSEUM—FISCAL YEAR 1975 FULL-TIME PERMANENT POSITIONS

Location and job title	Number	Pay rate (each position)
New York City:		
Program manager	1	$24,003
Maintenance worker	1	12,667
Maintenance worker	5	12,210
Secretary	1	9,880
Exhibits technician	1	13,270
Registrar	1	15,481
Assistant registrar	1	8,507

TOTAL FEDERAL FUNDS FOR COOPER-HEWITT

Senator STEVENS. And you are requesting now five more personnel for maintenance and 14 security guards. It is my understanding this makes a total museum budget of $443,000 and 30 positions now for this portion at the Carnegie property, is that right?

Mr. RIPLEY. Yes. We will be opening this building in 1976 and that is why the increase is requested. It will be open to the public 6 days a week and expected attendance is hundreds of thousands of people a year.

Senator STEVENS. Will there be any Federal funds used in the operation of the Cooper-Hewitt Museum?

Mr. RIPLEY. Well, insofar as you see the Federal budget there will be. This is described in our appeal to the Congress.

Senator STEVENS. I understood we were going to use Federal funds only for protection and preservation. I am talking in terms of the operating of this. Are you going to use Federal funds to operate it, too?

Mr. RIPLEY. The renovation of the building is what I am identifying. As we have told the regents, we will renovate and prepare this site without asking for Federal funds. Now it was quite clearly stipulated in our original agreement that we would make our best efforts to maintain these collections for the benefit of the public and for the design industries and others who particularly needed them in New York City.

We have an option which is if all else fails and if I am not able to raise the necessary funds, we will withdraw the collections. But the maintenance, care, security, and use of the collections is a perfectly historically relevant part of the Smithsonian's activities.

Senator STEVENS. On page A–55 of your justification this year it says as far as Federal funds are concerned, the Smithsonian adopted the principal that the programs of the Cooper-Hewitt should be oper-

ated with nonappropriated funds and that appropriated funds should be limited to protection and preservation of the property. We want to know whether, as far as the future is concerned, this principal that you have stated with regard to operation will be limited to nonappropriated funds for operation of the Cooper-Hewitt?

Mr. RIPLEY. I think that what I can say in answer to that question, Mr. Chairman, is that if such an emergency comes to pass and we are unable to raise the necessary private funds, we will come back and tell the committees. They would assist us in coming to some decision as to what to do with the collections.

COOPER-HEWITT LIBRARY

Senator STEVENS. What is the routine library assistance that is provided from the Smithsonian to the Cooper-Hewitt?

Mr. RIPLEY. Mr. Blitzer?

Mr. BLITZER. Essentially, sir, it consists of library staff to work on the preservation of this great library.

Senator STEVENS. That statement appears just before the statement that Federal expenditures will be limited to the purposes stated above. Is that the routine assistance limited to one person?

Mr. RIPLEY. Two positions, a librarian and a technician, Mr. Chairman. When you own a library of this magnitude and this importance—and it is an extremely important library—you obviously don't want to neglect it or damage it. We have centralized the control of the library of the Institution under a central Smithsonian librarian and library facilities, and this includes maintenance, cataloging and all of the hundred-and-one details that go into administering an enormous library.

Senator STEVENS. You understand that I am filling in for the chairman. I sat in with Senator Bible each year I have been on the committee with regard to the Smithsonian. I have great regard for the Smithsonian, but here is an item which is indicative of the problems we have.

This museum was not in the budget last year, it was not a line item. Now, this year, it is $0.5 million and we are maintaining private property with Federal money. The decision was made by your regents and to my knowledge the committee was never notified. I had the same relative relationship with a former chairman as I have with this one and he would not have approved it if he had not consulted with me. I do not recall you consulting with Senator Bible on this last year.

Mr. RIPLEY. I believe we had explained it in our justification to the Congress in 1973.

FUTURE OBLIGATIONS AT COOPER-HEWITT

Senator STEVENS. What is the extent of your future obligation?

Mr. RIPLEY. The extent of our future obligation would be a small regular annual maintenance and protection budget for the operation of this museum for the benefit of the people. Again, these are part of private collections of the Institution. As you know under our charter, Mr. Chairman, all of our collections and all of our buildings are owned by the Smithsonian Institution.

Senator STEVENS. I understand that, and I think that it is a marvelous addition to the Smithsonian. But somewhere along the line it would seem that Congress ought to be involved in the actions of the Smithsonian which obligate the Federal Government now and forever to maintain that property. Don't you think that is a reasonable request, that we should be consulted? What would you do if we didn't give you that $0.5 million and if one of my colleagues would like to make a good argument against it? Suppose that happened? What would you do with that property?

Mr. RIPLEY. We probably would have to decide to return the buildings and the property to the open market, perhaps in agreement with the Carnegie Corp., who gave them to us as a philanthropic gift, and then withdrew the collections and presumably try to take them down and use them here in Washington. It is a perfectly valid and sensible option and it relates in fact to the entire history of the Institution both to those collections which we justify and accept and to those which we constantly turn down.

NOTIFICATION OF COMMITTEE

Senator STEVENS. Well, I understand the operation and you have done a marvelous job and you will continue to do a marvelous job with it, but it seems that when we get to buildings and when we get to Federal funds for maintenance and renovation and preservation, we should be somehow or other notified before a commitment is made that is a perpetual commitment of Federal funds. I think that that is a reasonable request. Believe me, Doctor, if this were the Department of Defense and they had gone out and acquired private property and decided to make it into a training place for generals, and did not notify this committee, you better believe my colleagues would all be here and would have cause to. It is only because the Smithsonian is an institution which we dearly love that it can do something like this. The difference is more one of love than one of principal. I think we are entitled to know before you obligate Federal funds as you did in this instance.

Mr. RIPLEY. I believe we defended and justified the obligation of the Federal funds at the time, Mr. Chairman. Might I point out 117 years ago my predecessor sitting in the approximation of this room after 4 or 5 years of agonizng with the fact that he did not have enough income from private funds to keep the museums open received in 1858 the first Federal appropriation to the Institution for these kinds of purposes.

Senator STEVENS. I appreciate what you are saying, but still what happened in this last year was that there was a transfer of funds from another project to this museum. In any other department that would have taken place by a reprograming from the Government agency to this committee and we would have signed off on it. That was not done.

In any event, at the initiation of the obligation there would have been some consultation with the committee with regard to the commitment of Federal funds in perpetuity for this type of property. Again, trying to be as general as I can about it—particularly in view of the comment that came back to me after our last exchange which

I am sensitive about—I think we have a job to do. The Congress appropriates the funds, the Federal funds, and that is our responsibility. You have committed us to the obligation of Federal funds without any consultation with Congress to my knowledge for this museum, unless I am wrong. And that is why, if I am wrong, I would like to see the history of it as to how we got involved, where Congress approved the expenditure of those funds, Federal funds, for this purpose.

Mr. RIPLEY. Well, we believe, Mr. Chairman, that we have exposed the existence of this collection and its use to the Institution in previous appeals to the Congress.

I am sorry if the chairman was sensitive about something. I am afraid that I am in the dark about that.

Senator STEVENS. After your last appearance in connection with a supplemental appropriation, one of my colleagues approached me on the floor and told me that he heard that I had been very harsh with you and your colleagues in regard to the supplemental request. And I assured him that I didn't think that I had been.

Mr. RIPLEY. This is news to me.

Senator STEVENS. I was sensitive about it, because I don't like to be called harsh by one of my colleagues. He had a legitimate right to inquire.

Mr. RIPLEY. This is news to me, Mr. Chairman. If in these times of general tension things somehow seem to materialize in the woodwork or in the air, I assure you that it has nothing to do with our relationship.

Senator STEVENS. I appreciate that. I am trying to do the job, and someone has to do it. As a matter of fact, as Senator Pastore said yesterday, "If I don't do it, I don't know who will." We have to get through somehow.

Mr. RIPLEY. We are very appreciative of that.

Senator STEVENS. I am familiar with this property by the way. I hope again we can establish some relationship whereby we have control over expenditure of the Federal funds.

DIVISION OF PERFORMING ARTS

On the Division of Performing Arts you've got one additional position and a $23,000 program increase for an educational program. Can I ask you two things? Is this a Bicentennial increase?

Mr. EUELL. No; it is not a Bicentennial increase.

Senator STEVENS. Have you gotten any funding for the Smithsonian through the Endowment for the Arts for this same function?

Mr. EUELL. No; we haven't. I think once or twice we have gotten some very small funding from the endowment for performances presenting certain artists and presentations. They also asked us to do a job or to help them in a task of an oral history program which we are doing.

Senator STEVENS. Is this the Bicentennial Folk Festival?

Mr. EUELL. We are giving the folk festival major importance in the Bicentennial year. We have been doing folk festivals for 8 years, and this is just an augmented version in 1976. This will be an enlarged version. I think I can safely say we have been the forerunners in American folk life expression in terms of applied folk lore and much

of the material that is gathered out of this experience over the past 8 years is very essential to capture this. We need an education person who can call on this material and get it out to the schools and universities and make better use of it. So that is the reason for this education position.

Senator STEVENS. What did the 1974 folk festival cost the Smithsonian?

Mr. EUELL. Offhand, I don't know that. I would have to supply it for the record.

[The information follows:]

The FY 1974 Folklife Festival held from July 3 through July 15 cost approximately $1.5 million. Of this $1.5 million, $0.3 million was from funds appropriated directly to the Smithsonian.

COST COMPARISONS

Senator STEVENS. We would like to compare that year with your request for the Bicentennial Folk Festival. What is your total estimate for the Bicentennial Folk Festival from the Smithsonian funds?

Mr. EUELL. I think for 1976 our total costs will be, keeping in mind that this is not all moneys coming directly to the Smithsonian based on appropriations, the total cost of the festival will be $7 million. That is an approximation and it is also based on whether or not we are successful in getting the participation resulting from the field research we have done over the past 3 years. In other words, certain groups and countries may drop out. That figure will fluctuate somewhat.

Senator STEVENS. Is that the total cost to you, or does it include the National Park Service?

Mr. EUELL. It includes some funds from the Park Service. It also includes private contributions from corporations and participation from the Department of Labor and others.

Senator STEVENS. What is the total Smithsonian budget obligation for the Bicentennial Folk Festival? How much is this budget that is going to go to the folk festival?

Mr. RIPLEY. I believe it is about $1,150,000 for 1976 for the Bicentennial summer.

ASSISTANT SECRETARY FOR MUSEUM PROGRAMS

Senator STEVENS. Last year you requested 12 positions for the Assistant Secretary for Museum Programs. This year you show 63 positions in this office. Does that result from your reorganization?

Mr. RICHARDS. The 63 positions that are shown this year result from 2 actions; 45 positions were transferred from the Office of Plant Services to establish the building manager for the south group of buildings on the Mall which consist of the Arts and Industries and Smithsonian Institution Buildings; 6 positions that had been filled by temporary and term employees were changed to full-time permanent. Our Office of Personnel Administration had recommended this as an appropriate action.

SMITHSONIAN LIBRARIES

Senator STEVENS. The Smithsonian libraries request an increase of four positions and $278,000. What portion of this increase is directly related to new facilities, such as the Air and Space Museum?

Mr. RICHARDS. Two positions and $68,000 of the increase are related to the National Air and Space Museum. One position and $34,000 is for the Dibner Library.

Senator STEVENS. Your justifications note that the Smithsonian libraries serve outlying units. What is the amount of library support for the Cooper-Hewitt Museum?

Mr. RICHARDS. The Smithsonian libraries provide Cooper-Hewitt 2 man-years of support and some other object spending, mainly for bookbinding. The total dollar support is approximately $35,000 for fiscal year 1975.

BICENTENNIAL OF AMERICAN REVOLUTION

Senator STEVENS. In terms of the Bicentennial, you've got $4.2 million total; is that right?

Mr. RIPLEY. That is this request for fiscal year 1976.

Senator STEVENS. Yes, the total request.

Mr. RIPLEY. I believe that is right.

Senator STEVENS. Are these temporary people involved in that? How many temporary people are involved in the Bicentennial program?

Mr. RIPLEY. Let me ask Mrs. Hamilton.

Senator STEVENS. How many additional personnel do you expect to hire and how many do you have now?

Mrs. HAMILTON. We have on staff now in this fiscal year 71 temporary personnel. Most of these people are temporary, some of them are term. For 1976 we will have 168 total. This is throughout the Smithsonian Institution and covering some 23 special Bicentennial projects. Most of these people will be gone by the fall of 1976, and all of them will be gone by the end of fiscal year 1977.

Senator STEVENS. The end of 1977 you say?

Mrs. HAMILTON. The end of fiscal year 1977, yes.

Senator STEVENS. Are any of the contractual services for personnel? There is $1.6 million for contractor's services. Is that for personnel?

Mrs. HAMILTON. It is not for personnel working in the Smithsonian Institution. It does involve people, contractors providing services which we are unable to provide for ourselves in this period.

Senator STEVENS. It is not contracting out to bring people into work in the Smithsonian?

Mrs. HAMILTON. No sir.

Senator STEVENS. What type of contractual services are you talking about when you deal with the $1.6 million?

Mrs. HAMILTON. One type is for research, field research where people are engaged to gather particular kinds of information for us outside of the Smithsonian Institution and bring it back in. Another type is for design services. Some is for fabrication involved with major exhibitions for the Bicentennial that are beyond our capability to produce.

Senator STEVENS. And that is all related to the Bicentennial?

Mrs. HAMILTON. Yes sir.

ENCYCLOPEDIA OF NORTH AMERICAN INDIANS

Senator STEVENS. About half of your $614,000 request for printing under Bicentennial programs is for production of a 20-volume Encyclopedia of North American Indians. Why is this listed under Bicentennial programs?

Mrs. HAMILTON. The 20-volume Encyclopedia of North American Indians is listed under Bicentennial programs because we have long believed that the commemoration of our Nation's 200th birthday should not fail to take into full account the history of the peoples who preceded us on the North American Continent. The encyclopedia is the most comprehensive and enduring project dealing with Indian history and culture that is under preparation for the Bicentennial. An early element of the overall Smithsonian Bicentennial program, the encyclopedia has been the subject of Smithsonian Bicentennial budget requests since 1973. We were pleased that the special White House Bicentennial Task Force, convened last year to review government-wide programs progress, designated the encyclopedia a "Target-76" project.

Senator STEVENS. Thank you very much.

OFFICE OF PROTECTION

With regard to protection, Dr. Ripley.

Mr. RIPLEY. Yes.

Senator STEVENS. You have 91 new security positions at a cost of about $800,000. Last year you requested 82 new security positions, but I note that you dropped half of them under the general reduction in your appropriation. Is that right?

Mr. RIPLEY. Mr. Ault would like to speak to that. Yes sir, I believe that is true.

Mr. AULT. That is correct, sir. We received 43 positions last year.

Senator STEVENS. In security?

Mr. AULT. That is correct, sir.

Senator STEVENS. Am I correct that when there was a general reduction, in the appropriation that reduction was applied to security? There was a general decrease and a major portion of that general decrease was applied to security.

Mr. RIPLEY. I believe it could be described as a pro rata across the board decrease to absorb the reduction which we received. Is that right, Mr. Jameson?

Mr. JAMESON. Yes, Mr. Ripley.

Senator STEVENS. I'm not so sure. You requested an increase of 82 positions and you had a general reduction, but you cut your own request in half in effect by applying that reduction so heavily to security. What we would like to know is how you relate that now to having a request for 91 positions this year. If that was your priority, if security was a No. 1 priority, why was so much of that reduction applied to it?

Mr. RIPLEY. You could describe it as an annualization basis depending on the opening of the building. For example, the Hirshhorn opened

in October. For example, this next building opens in July 1976. This kind of thing would affect the pro rata treatment of the absorbtion of a cut in the budget awarded to us in our efforts to try to project which buildings would be open and which buildings would be needing so many guard posts.

Mr. JAMESON. Mr. Chairman, you are exactly right, protection is an important priority with us. I guess you might accuse us of having lots of important priorities, and I guess that is true. We try not to do things on a straight pro rata basis. We did receive fewer new dollars than we had requested in the 1975 budget in accordance with the judgment of the Congress. We tried then to go back to the 50 line items and make allocations of new positions at the beginning of the new fiscal year. We can certainly supply, if you are interested, the cuts for the requests for the additional positions and what we finally came out with.

Senator STEVENS. I hope you understand that I am not accusing you of anything. What I am saying is that the staff analysis of the cut shows that it was applied to an area that we thought had higher priority in amount, and that was surprising as compared now to another request for an increase. And I take it a sizable portion of that increase now is associated with the new building, is that right?

Mr. AULT. That is correct, sir.

Senator STEVENS. How much of that 91 is associated with the new space?

Mr. AULT. Fifty-five positions and approximately $202,000 is for the Air and Space Building and 14 positions and $136,000 is for Cooper-Hewitt.

Senator STEVENS. Maybe I should ask Mr. Collins this question: Mike, do you need all of those people on board for the whole fiscal year if you are not going to open up until July 4th?

Mr. COLLINS. Mr. Chairman, I thing we need the ones that are listed for the full amount. We will begin to move in with our people next month. A certain amount of protection has to take place starting in May 1975. This will build up gradually to July 1976.

Mr. RIPLEY. I think we specify here, Mr. Chairman, that we would like to add 55 by the last quarter of fiscal 1976. The funds involved are for part-year employment.

Senator STEVENS. Very good. I do not see any difficulty there.

TRANSITION PERIOD

Senator STEVENS. Your large request for the July–September transition period reflects the busy Bicentennial season. Are any new permanent positions involved?

Mr. RIPLEY. There are some new positions anticipated but very few. The national Zoological Park will be opening major attractions, such as the lion and tiger exhibit. They will be hiring some additional animal-keepers and probably policemen and some mechanics, but that would be all. I doubt that the total number of new positions required will exceed 10.

FOREIGN CURRENCY PROGRAM

I am told that you have an Egyptian monument-foreign currency program that involves $2 million. Half of that is for saving Nubian

monuments of Egypt. Is that going to be handled through UNESCO?

Mr. RIPLEY. The present arrangement, Mr. Chairman, is that the payment must be made under the appropriation language to the United Nations Educational, Scientific, and Cultural Organization's campaign to save the monuments in Nubia. This goes back to 1961 when the United States joined this campaign. UNESCO serves as a conduit for these funds. They do not take any administrative or overhead or other costs. They simply receive and deposit this check from the U.S. Government. This would be the third, I believe, of a series of four payments which were requested of this committee to be appropriated for this campaign.

Senator STEVENS. Are there some restrictions on the UNESCO support now?

Mr. RIPLEY. We believe that the general UNESCO restrictions adopted by the Congress do not apply in this case because of the specific nature of the project funds and the use for the funds in which, as I say, UNESCO operates as a conduit. We believe that the payments would not violate either the will or the spirit of the Congress with regard to the UNESCO.

Senator STEVENS. Are there any other alternatives?

Mr. RIPLEY. The only other alternatives, Mr. Chairman, would be for us to obtain a revision of the language of the appropriations request so as to eliminate the word UNESCO and in the meantime to determine through our American Embassy in Cairo whether the money might be transferred directly rather than through this existing mechanism.

Senator STEVENS. Why don't you give us the appropriate language to do that?

Mr. CHALLINOR. We would be happy to prepare some language, Mr. Chairman. We feel that if there was doubt in the minds of Congress whether UNESCO's name should appear in this legislation, it would be simpler perhaps under the circumstances for us to give this $1 million worth of U.S.-owned Egyptian pounds directly to the Egyptian Government. But as the Secretary pointed out, we would have to change slightly the language of that request.

STATUS OF PHILAE

Senator STEVENS. What is the status of those monuments?

Mr. CHALLINOR. In this particular restoration they have built a dam around the existing island to keep the rising water from destroying the temple. They have leveled the top of an adjacent island to stay well above the high-water mark and they are now in the process of preparing to transfer the temple piece by piece to the new site.

Senator STEVENS. I think that is really a very good report on that. So you believe it would be better to give them the $1 million direct?

Mr. CHALLINOR. I think, sir, it would be easier and avoid the various political considerations if we were able to do that. I might add that our Embassy in Cario puts a great deal of weight on this particular project and feels that it has a high visibility in Egypt and that it would be well worth the efforts of the U.S. Government to continue these donations.

Senator STEVENS. Thank you. Give us the language. We will see if we can accomplish that.

BALANCE OF PROGRAM

What is the balance of the foreign currency going to be used for?

Mr. CHALLINOR. The balance will be used to continue the research grants we have been making to various scientists including, I might add, Dr. George C. West from the University of Alaska, who has benefited this past year. These grants are reviewed by an outside committee and are given mostly to American educational institutions.

Senator STEVENS. What benefits does the Smithsonian get out of that?

Mr. CHALLINOR. Scientists from the Smithsonian, Mr. Chairman, are also eligible to apply for research grants in those countries where these funds are still available.

Senator STEVENS. Does a person like Dr. West have to make a report to you after he finishes his research?

Mr. CHALLINOR. Annual reports are made to the Smithsonian for every single research project we award. These are available and can be delivered at any time. Dr. West in this case went to Poland for an international biological program meeting.

FOREIGN CURRENCY

Senator STEVENS. Can the Smithsonian come up with some concrete examples of benefits that accrue from this program?

Mr. CHALLINOR. The primary objective of basic research projects is generally not the immediate solution of a known practical problem but an increase of knowledge. The primary standard against which they are criticized is not immediate usefulness but scientific quality. Multitudinous examples could, nevertheless, be cited of their usefulness: Faraday's research on electromagnetism laid the basis for Marconi's invention of the telegraph; Roentgen's research on cathode rays led to the discovery of X-rays; taxonomic studies in the Amazon Basin by Ferreira led to the medical use of ayapana against snake bite and curare as a muscle relaxant; current studies by the Smithsonian's Radiation Biology Laboratory in photoperiodic and cyclical plant responses may lead to the economies of pulsing light in indoor horticulture.

The SFCP believes, however, that it can illustrate both the general proposition and the nature of the SFCP program by focusing on the proven or potential usefulness of a few projects selected from the program itself. This usefulness may consist of an increase in knowledge that benefits other scholars, or that benefits laymen whose interest in archeology, for example, is shown by visits in the hundreds of thousands to museum exhibits. The projects' usefulness may also be more general, such as an increase in knowledge more practically beneficial to mankind.

The examples we will supply, listed alphabetically by principal investigator, have been identified and briefly described with the help of scientists including members of the SFCP's review councils.

[The information follows:]

BURCH, J. B. : UNIVERSITY OF MICHIGAN

SYSTEMATIC STUDIES OF THE MOLLUSCAN GENUS
BULINUS IN AFRICA AND ADJACENT REGIONS

This is a study of the biology of one major group of snails distributed throughout Africa and common in Egypt. It is important to understand the biology of snails because some of them are carriers of serious parasitic diseases in man such as schistosomiasis (known in Egypt as bilharzia). Such studies are prerequisite to control of these diseases because they lead to knowledge showing which snails are carriers and how the carriers can be controlled. In this study, collections of snails are being made in many parts of Africa and the specimens are being studied at Ain Shams University in Cairo and at the University of Michigan. A dollar grant from the Rockefeller Foundation supplements the foreign currency grant made by the Smithsonian.

FOSBERG, F. RAYMOND : NATIONAL MUSEUM OF NATURAL HISTORY

REVISION OF TRIMEN'S HANDBOOK OF THE FLORA
OF CEYLON (SRI LANKA)

Trimen's classic handbook was based on classifications of tropical flora made by Linneaus and other pioneer botanists whose research specimens were the plants of Ceylon. These classifications were employed in naming most tropical plants of the world. This project is rewriting the descriptions of these plants using modern-day taxonomic techniques, and is thus putting the classification of most tropical plants on a modern footing. This revision of Trimen's basic work will greatly enhance its usefulness in economic and medical literature. Moreover, some 25,000 specimens have been added to the national collections of Sri Lanka and the United States where they will serve as a basis for future study.

MANNING, R. B. : NATIONAL MUSEUM OF NATURAL HISTORY

MARINE DECAPOD CRUSTACEANS
OF NORTH AFRICA

This project has produced the first comprehensive study of these crustaceans which include shrimps, crabs, and lobsters and comprise more than 8,000 species. Many, such as a newly discovered species of shrimp, are commercially important. Moreover, comprehensive information on all marine life along the coast of North Africa is being produced including verification of damage being done by pollution.

MCNALLY, SHEILA : UNIVERSITY OF MINNESOTA

EXCAVATION IN DIOCLETIAN'S PALACE, SPLIT

The modern city of Split developed from a medieval city which grew up within the walls of the palace of the Roman Emperor Diocletian, which was abandoned when the barbarian invasions overran the Roman Empire.

In a unique collaboration University of Minnesota archeologists have worked together with the Town Planning Institute of Dalmatia to integrate the archeological remains representing the continuous cultural history of the city with plans for urban renewal.

PERROT, PAUL : ASSISTANT SECRETARY FOR MUSEUM PROGRAMS
SMITHSONIAN INSTITUTION

PUBLICATION OF THE CULTURAL PROPERTY HANDBOOK
OF THE INTERNATIONAL COUNCIL OF MUSEUMS

Publication of the International Council of Museums' handbook, The Protection of Cultural Property, is expected to lead to practical controls limiting illegal trade in antiquities because it brings together for the first time, abstracts of existing national laws and international conventions governing traffic in cultural properties. It will thus serve as a guide to nations preparing legislation governing management and trade in cultural properties and objects. It will also make it possible for museums and similar institutions to know when objects they want to purchase have been legally exported from their countries of origin.

REDFORD, DONALD B. : AMERICAN RESEARCH CENTER IN EGYPT (ARCE)
AKHENATEN TEMPLE PROJECT

The great temple at Karnak, built by the Pharaoh Akhenaten, was razed and cannibalized as a source of stone by the Pharaoh's successors in an attempt to eliminate him from Egyptian history. Photographs of the relief-carved and painted surfaces of 35,000 blocks, recovered over the past century, have been matched with the aid of a computer and a pictorial reconstruction of Akhenaten's temple has been made. This has greatly increased the knowledge of the reign of Akhenaten, commonly regarded as the earliest monotheist, and his beautiful consort, Nefertiti. The project has thus restored to mankind a fascinating piece of history.

WAGNER, F. H. : UTAH STATE UNIVERSITY

PRE-SAHARAN SYSTEMS ANALYSIS
IN SOUTHERN TUNISIA

This project seeks on the edge of the Sahara Desert what the US-IBP studies are seeking in our own western deserts, namely, information as to whether the desert is advancing or contracting, whether its ecology is dynamic or stable, and similar questions. In answering these questions, the most sophisticated of modern tools are employed, including computer analyses of statistical models of desert ecosystems. The Tunisian Department of Agriculture is cooperating with this study as a part of its program for management and reclamation of desert lands. This project is coordinated with the U. S. Desert Biome Program of the United States National Committee for the International Biological Program.

Favorable comment was voiced on the scientific content of this program at a recent conference sponsored in Tunisia by the Man and the Biosphere Program (MAB) and the Food and Agriculture Organization (FAO) and supported by the United Nations Environment Program (UNEP). Conferees commented favorably on the project's integrated emphasis on the whole-ecosystem approach, range-management, computer modeling, and socio-economic studies.

WEEKS, KENT : UNIVERSITY OF CHICAGO (granted through the American Research Center for Egypt (ARCE)

THE EPIGRAPHIC AND ARCHITECTURAL SURVEY
OF THE ORIENTAL INSTITUTE, UNIVERSITY
OF CHICAGO AT LUXOR, EGYPT

Using a sophisticated combination of facsimile drawings, photography and egyptology, the University of Chicago has been working since 1924 at Chicago House in Luxor to record the paintings and inscriptions on the monuments of Karnak. In one of its most important contributions to scholarship, the SFCP has provided partial support to the survey since 1968, thereby making possible the preservation of irreplaceable knowledge of Egyptian civilization before the monuments are eroded by time or by the changing water level at Luxor. The University of Chicago contributes support in dollars.

WEIFFENBACH, GEORGE : SMITHSONIAN ASTROPHYSICAL OBSERVATORY

CONTINUATION OF OPERATION OF THE UTTAR PRADESH STATE OBSERVATORY/SMITHSONIAN ASTROPHYSICAL OBSERVING STATION AT NAINI TAL, INDIA

The Smithsonian Astrophysical Observatory (SAO) has operated since 1958 a world-wide network of observing stations which today employ satellite-tracking cameras and lasers to collect information about the Earth's magnetic field, the density of the Earth's upper atmosphere and shifts of the Earth's crust. This network contributes to the National Aeronautics and Space Administration's (NASA) Satellite-Tracking Program (Grant NGR 09-015-002).

The tracking station at Naini Tal in India is supported with a foreign currency grant. It is the only station in the network on the Asian land mass and the only one that links stations in Japan and Ethiopia. One of the most significant results of the SAO tracking effort was the publication of the 1973 Smithsonian Standard Earth (III). This work provides a mathematical description of this planet's deviations from a perfect sphere. Like its predecessors, Geodetic Parameters for a 1966 Smithsonian Institution Standard Earth and 1969 Smithsonian Standard Earth (II), it provides a reference gravity field and geodetic network and will serve as a basic tool to scientists working to explain the phenomena of earth dynamics, such as the spreading of sea beds, the magnitude of earth tides, large-scale crustal shifts, and earthquake bands.

WENDORF, FRED : SOUTHERN METHODIST UNIVERSITY

PREHISTORY OF THE EGYPTIAN DESERT

This study of the geological past may have produced findings of present practical use. It studies past fluctuations in the water table in the Egyptian Sahara and the human response to these changes. Its research at Bir Tarfawi and Bir Sahara has disclosed a large area where, unknown to modern man, a unique geological situation made a great quantity of water available at shallow depth. During the Late Pleistocene, when there was greater rainfall, several large lakes and numerous springs occurred and the region supported a large human population. Investigation suggests that the area could again be developed.

The project is supported by the Geological Survey of Egypt, the Polish Academy of Sciences, and Southern Methodist University. A principal participant on the project in the field is Dr. Rushdi Said, Vice Minister and President of the Egyptian General Organization for Mining and Mineral Resources. Several younger Egyptian geologists are members of the staff, and the Geological Survey of Egypt provides the bulk of the vehicles employed on the project.

FOREIGN TRAVEL

Senator STEVENS. How much foreign travel does this program generate for the Smithsonian?

Mr. CHALLINOR. Out of 378 round trips, 66 were made by Smithsonian staff.

OBSERVATORY ROAD

Senator STEVENS. We have another familiar subject: Mount Hopkins Observatory Road. I recall the discussion with Senator Bible on that. It that a new route for the old road or a new road?

Mr. RIPLEY. It is essentially an improvement to the very narrowest part of the sort of hog's back you have to go up.

Mr. CHALLINOR. Mr. Chairman, this is primarily for improvements to an existing road that we have been working on for the last several years. The Mount Hopkins' facility has been improved considerably and we now, for example, have a direct powerline from the base of the mountain to the top of the mountain. This powerline runs along the road so that we were able to put the entire powerline underground and, therefore, not have any scar on the mountain by a big powerline running up it. This is part of a long term planned improvement of that facility.

Senator STEVENS. This says it is the next phase of the project for safety and economic reasons. What is the total project involved here? Do you have any cost for this project?

Mr. BROOKS. Yes, we do Mr. Chairman. The total cost for the project is approximately $1,600,000. That includes all sums appropriated to date which through 1975 are $271,000 with this increment, we will be up close to $400,000. We anticipate approximately $1,200,000 left to complete the road construction. We plan to phase the work out again over approximately 5 years.

Senator STEVENS. And that is the future cost of the road?

Mr. BROOKS. Yes, sir.

Senator STEVENS. What is the safety reason involved in this relocation?

Mr. BROOKS. This is an extremely narow and precipitous section of the road, Mr. Chairman. We are moving heavy equipment up the road in order to help in the construction of the multiple mirror telescope at the summit. We felt that because of this use of the road, that this particular relocation and improvement was a high priority this year.

Senator STEVENS. Do you suggest a relocation because the old road is too close to the edge or what is the safety reason? I remember this one in conference once before. Didn't you lose some money on this before? We had a little tremor in conference with it with my colleagues in the House over this road once before. What is the safety reason? What are the specifics so we can defend this if we can?

Mr. BROOKS. It is a road that hugs the sides of the mountain. The road climbs approximately 5,500 feet.

Senator STEVENS. And how long is the road?

Mr. BROOKS. The road is approximately 14 miles long.

Senator STEVENS. And how long is this section you are going to reroute?

Mr. BROOKS. I believe, Mr. Chairman, it is approximately 2 miles. The grade of the road will change from 17 percent to 6.8 percent.

Senator STEVENS. And it is currently considered to be unsafe?

Mr. BROOKS. Yes, sir, for the use it is now getting it is unsafe.

Senator STEVENS. That is what I am getting at. For what reason is it now considered to be unsafe?

Mr. BROOKS. Because the combination, Mr. Chairman, of essentially a narrow dirt roadway and heavy equipment hauling heavy materials up that road.

Senator STEVENS. It is also an access road as I recall for the people working there?

Mr. BROOKS. You can get up to the road satisfactorily, although it is a somewhat hair-raising experience, in a jeep, for example, or in a pickup truck or something of that kind. But when you are moving heavy equipment we feel we need to reroute the road.

LIBRARY ADDITION

Senator STEVENS. Thank you very much.

What about in the construction item? You have the History and Technology Building Library addition. Does that involve more than the facilities for the Dibner collection?

Mr. RIPLEY. Mr. Blitzer, would you like to speak to that?

Mr. BLITZER. Indeed it does, Senator. It is something we knew we would need. It is a particularly happy occasion to come back to ask for the final planning money for it. It will be used for the staff of the museum and for visiting scholars.

Senator STEVENS. Is this $125,000 to complete the design on it?

Mr. BLITZER. Right.

Senator STEVENS. What is your estimate now for the cost of the addition?

Mr. BLITZER. I think the last figure I heard was close to $6 million. When we started we were talking about $3 million.

Senator STEVENS. How much have you spent so far on this design?

Mr. BROOKS. In fiscal 1973 the appropriation was $150,000 for planning and in fiscal 1974 $25,000 for a total of $175,000.

Senator STEVENS. When do you think you are going to be asking for the $6 million? What year is this being projected for?

Mr. BLITZER. We know we do not want to tear the building up during the Bicentennial. The earliest would be fiscal 1977 for construction funding.

Mr. RIPLEY. We will be asking for it in fiscal 1977.

Senator STEVENS. The beginning of fiscal 1977.

VISITOR ATTENDANCE

On page E–2, it reports an interesting decline in the utilization in terms of visitor attendance. Why is that? Do you have any reason? It went up, it was steadily marching up in terms of attendance in 1972, 1973—and in 1974 it comes down.

Mr. RIPLEY. Mr. Brooks, would you like to explain that?

Mr. BROOKS. Yes, Mr. Chairman. There was a decline of approximately 12 percent in our attendance for fiscal year 1974. As you may

recall, this was the year in which the fuel crisis was upon us and specifically in the months from December 1973, through June 1974. That was when the major decline in attendance took place. That affected our museums in general, and the National Zoological Park which does not show here.

During this year, fiscal year 1975, we have had a continual rise in attendance relative to last year. As of the end of March, we have had about 11 million visitors to our museums, excluding the Zoo, compared with a little over 9 million last year. We are therefore about 20 percent ahead of last year. And we expect with our continuing crowds on the Mall that attendance will continue to rise and we will have a visitation similar to fiscal 1973, which was the largest year in our history. I should point out that part of that increased attendance is caused by the opening of the Hirshhorn Museum in October of last year. That alone has accounted for about 1.2 million through March of the total attendance. However, the other museums are also up and we do anticipate a very substantial attendance at those museums this year.

Senator STEVENS. It seems the smaller buildings are on the increase and the Mall buildings are on the decrease.

Mr. BROOKS. In 1974, that was correct, Mr. Chairman. Our art museums generally enjoyed a very good year—the Freer Gallery, the National Collection of Fine Arts, the Portrait Gallery, and the Renwick Gallery. This year they are maintaining those figures and the other museums are having a substantial increase over last year.

Senator STEVENS. Thank you.

SECRETARY'S TRAVEL

Dr. Ripley, last year we had a discussion about the criticism that I recall you received for travel in 1973. I have not seen any renewal of that. Has that quieted down now?

Mr. RIPLEY. These things ebb and flow like autumn leaves and spring buds, Mr. Chairman. I am happy to say that we continue to try to get our work done as best we can as we believe and interpret our mandate for research, increase and diffusion of knowledge requires.

Senator STEVENS. What was the extent of your travel last year—calendar 1974? Please give us the information for the record.

[The information follows:]

TRAVEL OF THE SECRETARY DURING CALENDAR YEAR 1974

Insofar as travel outside of the District of Columbia is concerned, the Institution has maintained for over 100 years a variety of laboratories and other facilities outside of Washington.

As a convenience to New York, Connecticut, and Cambridge, Mass., where bureaus, donors, and private sources of support are located, the Secretary spent a total of 45 working days in the vicinity of his home and research station in Connecticut. During this time he continued to perform duties for the Institution visiting nearby investment advisors, foundations, and other contacts as well as Smithsonian installations.

Additional visits were made during the year for business purposes, appearances at cities in behalf of the Smithsonian Associates and representation at scientific functions as head of the Smithsonian in the states of Delaware, Florida, Illinois, Ohio, North Carolina, New York, and Pennsylvania. Some 24 days can be counted in these necessary activities.

Four trips were made out of the country on the invitation of the host country or on Smithsonian business totalling 20 days; to Mexico (at the invitation of the National Anthropological Museum in Mexico City), to Iran for discussions on conservation and natural environment and museum projects, to London and Cambridge University for Bicentennial matters and the receipt of an Honorary Degree in Science, and to Switzerland and London for wildlife meetings and visits to potential donors.

The total during the year for travel and associated expenses paid for out of private funds amounted to $8,256.23.

TOTAL SMITHSONIAN TRAVEL

Senator STEVENS. Please supply for the record the total cost in all funds available to the Smithsonian of your 1973 and 1974 travel. Please include the same figures for travel during those years by all Smithsonian personnel.

[The information follows:]

SMITHSONIAN INSTITUTION—TRAVEL AND TRANSPORTATION OF PERSONS

[Dollars in thousands; fiscal years]

	1973	1974
Salaries and expenses	$553.9	$619.4
Construction	1.0	2.4
Museum programs (foreign currency)	199.2	244.3
Private[1]	723.0	891.7
Total	1,477.1	1,757.8

[1] Private includes restricted, unrestricted, and grants and contracts

BOORSTIN USE OF SMITHSONIAN FACILITIES

Senator STEVENS. The committee is also aware of charges aired in the press last year that historian Daniel Boorstin used federally supported facilities and personnel to help in the writing of this book. What is the situation?

Mr. BLITZER. I will submit for the record an explanation of this situation.

[The information follows:]

Preparation of The Americans: The Democratic Experience,
by Daniel J. Boorstin

Daniel Boorstin served as director of the National Museum of History and Technology from October 1, 1969 to October 1, 1973; he is now a Senior Historian at that museum. He is not and has not been a government employee, and his salary has not been paid from appropriated funds.

When Dr. Boorstin came to the Museum of History and Technology, it was his wish and the Institution's that he should continue his career as an historian, to the degree that this would be consistent with the fulfillment of his administrative duties. To this end, it was agreed that the Institution would undertake to provide him the kind of research assistance afforded scholars of his eminence in other institutions such as universities, research libraries and other centers for advanced study. In addition to office space, the Museum of History and Technology did provide Dr. Boorstin a research assistant and a secretary in connection with his continuing scholarly endeavors. The research assistant (actually three individuals who served in succession) and the secretary have been civil servants and were paid with appropriated funds. All of them have participated in a variety of programs in the Museum of History and Technology, including work on exhibitions and exhibition catalogues, in addition to their involvement in Dr. Boorstin's scholarly activities. It might be pointed out that the contribution of Smithsonian funds for the salary of the Director of the Museum of History and Technology during these years considerably exceeded the expenditure of appropriated funds for his research assistant and secretary.

While Director of the Museum of History and Technology, Dr. Boorstin completed and published the third volume of his trilogy The Americans: The Democratic Experience, for which he was awarded the Pulitzer Prize in History for 1974.

It has been suggested that some impropriety or illegality was involved in the fact that Dr. Boorstin, as the author of this work, copyrighted it and has earned royalties from it. Although the unique situation of the Smithsonian makes it impossible to find any exact parallel to the facts in this case, a study of the relevant laws and the closest precedents indicates that no illegality and no impropriety is involved here.

Since the Smithsonian is an institution devoted to the increase and diffusion of knowledge, and since Dr. Boorstin is not a civil servant and is not paid from appropriated funds, the usual rules and practices of the academic world offer the most relevant standard. The study of "Copyrights At Colleges and Universities," published in 1972 by the Committee on Governmental Relations of the National Association of College and University Business Officers, begins with the following statement:

> Colleges and universities recognize and encourage the publication of scholarly works as an inherent part of the educational mission. They also acknowledge the privilege of university personnel (faculty, staff, and students) to prepare, through individual initiative, articles, pamphlets, and books that may be copyrighted by and generate royalty income for the author.

The same study continues more specifically:

> Rights to copyrightable material generated as a result of individual initiative, not as a specific university assignment and only incidental use of university facilities or resources, should normally reside with the author... Where the university provides partial support of an individual effort resulting in copyrightable material by contributing significant faculty time, facilities, or university resources it is reasonable to consider joint rights to ownership and disposition of these materials

> and a sharing of royalty income. Some universities may find it desirable in the interest of simplification to merge this category with category 1 above..../1

Our own inquiries in the academic community have confirmed that in practice the provision of office space, modest research assistance, and secretarial assistance is seldom if ever interpreted as justifying the institution in asserting any claim to either the copyright or the royalties arising from scholarly works produced by its staff. This is true of state and municipal institutions, in which both scholars and assistants are publicly supported, no less than of privately supported institutions.

It has been suggested that the provision of support in the form of federally-funded research assistants and secretary makes it improper or illegal for Dr. Boorstin to have copyrighted The Democratic Experience, or to earn royalties from it. Unless one is prepared to assert that this prize-winning volume was not written by Dr. Boorstin but by his research assistants and secretary, there can be no legal question about his right to copyright it and to receive royalties from it./2 Even in cases where federal funds go directly to the support of scholars and scientists, rather than simply to the provision of research and secretarial assistance, this principle has been clearly recognized. For example, the guidelines for National Science Foundation research grants state:

> NSF encourages and in some cases requires publication and distribution of the results of research conducted under grants...Unless otherwise provided in the grant instrument, the author or grantee institution is free to copyright any books, publications, films, or other copyrightable materials developed in the course of or under an NSF grant./3

Similarly, recipients of fellowships from the National Endowment for the Humanities are free to copyright publications resulting from federally-funded fellowships, and to earn royalties from these publications. /4

In summary, the general standards and practices of the scholarly community fully support the right of authors to copyright and earn royalties from their published writings, even in cases where research and secretarial assistance have been provided by their institutions. The use of appropriated funds for this assistance in no way compromises this right.

Finally, it should be said that the Smithsonian Institution is proud of Dr. Boorstin's achievements, as it is of the achievements of others on the Smithsonian staff who contribute at the highest level to the increase and diffusion of knowledge among men.

/1 In the case of Smithsonian exhibit catalogues to which Dr. Boorstin has contributed, it should be noted that he has either earned no royalties from this work or has assigned all of his royalties to the Institution.

/2 The provision of 17 U.S.C. §8 restricting copyright in publications of the United States Government apply only to publications written by government employees.

/3 This is subject to a license in the U.S. Government to use such materials for Government purposes. But, in turn, these rights "may be relinquished by the Grants Officer upon request of the grantee."

/4 The National Endowment for the Humanities has reserved the same license for U.S. Government use, but we are informed that it intends to drop this reservation.

OTHER CRITICISM

Senator STEVENS. Are there any clippings or allegations this year about any portions of the Smithsonian that we ought to be familiar with?

Mr. RIPLEY. There were a couple of clippings during the summer. Perhaps they flew out with the autumn leaves.

Senator STEVENS. There is no current controversy that we ought to be familiar with before we walk out and try to defend this budget on the Senate floor? All we need to do is to run into something that we do not know about and the thing would be up in the air.

Mr. CHALLINOR. In the House hearing, an article by Paul Harvey published on March 9, came up listing a series of projects some of which had some connection with the Smithsonian. If this would be useful to you, we would be happy to prepare a response to show you in what degree we were involved, just in case, for instance, these might be introduced on the floor.

Senator STEVENS. I think that would be wise. We would appreciate it if you will, and also if there are any others that blow back in. We did not run into a problem last time as I recall. We were prepared for it, and it did not occur.

Mr. RIPLEY. We would be very glad to, Mr. Chairman.

[The information follows:]

SPECIAL FOREIGN CURRENCY PROGRAM

CONGRESSIONAL INTEREST IN AGENCY RESPONSIBILITY FOR PROJECTS LISTED BY PAUL HARVEY (THE HERALD, PROVO, UTAH, MARCH 9, 1975)

The list includes twenty-five projects for which Mr. Harvey states that Congress has appropriated funds. The list does not specify the responsible agencies, distinguish between projects that may or may not have been funded, or distinguish between funding in dollars as compared with funding in "excess" foreign currency. The "excess" foreign currencies available to the Smithsonian can by international agreement be used only for research and other specified purposes in the countries where these funds have accumulated. If not spent, they lose their value, in some countries very rapidly, through inflation.

Of the twenty-five projects, the Smithsonian Special Foreign Currency Program received proposals on five. Listed below (as cited by Mr. Harvey), with brief summaries of their disposition are these five projects.

None of these projects received a research project award.

One, "to study Polish bisexual frogs," received two research field trips (which support comparatively limited and brief research) for $8,548 (in dollar equivalent of Polish zlotys). This research later received dollar funding from another agency.

One, "to tabulate the difference between native American and Indian whistling ducks," received a research development trip (which is intended to enable the researcher to explore and arrange necessary participation by scientists and approval of governments in host countries) for $5,796 (in dollar equivalent of Indian rupees). It later failed to qualify for a grant.

Three received no funds: "to learn about the 'cultural, economic, and social impact of rural road construction in Poland'"; "to learn about Yugoslavian intertidal hermit crabs"; and "to find out how fishing boat crewmen cause conflicts in Yugoslavian peasant town."

SUBCOMMITTEE RECESS

Senator STEVENS. Well, this completes our hearings. We will recess subject to call of the Chair. We have no further hearings scheduled at this time.

Mr. RIPLEY. Thank you, sir.

[Whereupon, at 12:40 p.m., Wednesday, April 23, the subcommittee was recessed, to reconvene at the call of the Chair.]

51-957 O - 75 - pt. 4 - 28

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS FOR FISCAL YEAR 1976

MONDAY, MAY 12, 1975

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met at 10 a.m., in room 1114, Everett McKinley Dirksen Office Building, Hon. Mark Hatfield presiding.

Present: Senator Montoya, Hatfield and Stevens.

NONDEPARTMENTAL WITNESSES

SUBCOMMITTEE PROCEDURE

Senator HATFIELD. The hearing will come to order. Beginning today we will be holding 3 days of hearings for public witnesses who wish to testify on matters involved in the appropriation bill for the Department of the Interior and Related Agencies.

We have a very crowded schedule, and to make certain everyone has a chance to appear, we must ask all witnesses to keep their remarks to 5 minutes or less. All written statements will be printed in full in the record. Your testimony should highlight the full statement. Each public witness is asked to submit 15 copies of his prepared statement to the staff when his name is called. Where two or more witnesses appear together, please be certain your testimony does not duplicate what has already been said.

Again, let me emphasize, keep your statements brief and to the point. Finish up in 5 minutes or less so that everyone will have a chance to be heard.

We are starting early this morning so that Senator Howard Baker of Tennessee can appear. His schedule prevents him from testifying later this week when we have congressional witnesses scheduled.

Senator Baker?

We will hold a slot open for Senator Baker when he arrives. In the meantime, we will begin with Earl Old Person of the Blackfeet Tribal Council of Montana. I believe that is the correct identification. Welcome, we're happy to have your here this morning. Your prepared statement will be printed in the record at this point.

[The statement follows:]

RE: PROPOSAL FOR NEW HOSPITAL ON THE BLACKFEET INDIAN RESERVATION, BROWNING, MONTANA 59417

HONORABLE CHAIRMAN, AND DISTINGUISHED MEMBERS OF THE COMMITTEE, MY NAME IS EARL OLD PERSON, CHAIRMAN OF THE BLACKFEET TRIBE. THROUGH ME THE BLACKFEET PEOPLE EXTEND THEIR GRATITUDE AND THANKS FOR THE OPPORTUNITY TO PRESENT OUR PROPOSAL TO YOUR COMMITTEE FOR CONSIDERATION.

ACCOMPANYING ME ARE TWO LADIES WHO ARE MEMBERS OF THE BLACKFEET TRIBAL HEALTH BOARD (WHICH IS INCORPORATED) AND WHO ARE EXTREMELY KNOWLEDGEABLE ABOUT THE HEALTH NEEDS OF THE BLACKFEET PEOPLE AND THE CRITICAL NEED FOR A NEW HOSPITAL. YOU MAY BE ASSURED THAT THEIR TESTIMONY WILL BE HELPFUL IF YOU DESIRE TO HEAR THEM

WITH THE EXPANSION OF SERVICES BY INDIAN HEALTH SERVICE ON THE BLACKFEET RESERVATION STANDARDS AND CRITERIA HAD TO BE DEVELOPED TO ASSURE THE PROPER TYPE OF DELIVERY SYSTEM. IN DOING SO, THE BLACKFEET HOSPITAL HAS REGULARLY APPLIED TO THE JOINT COMMISSION ON ACCREDITATION OF HOSPITALS TO BE SURVEYED FOR MEETING THEIR STANDARDS. IN 1968, THE SURVEY TEAM RECOMMENDED THAT MORE SPACE BE MADE AVAILABLE FOR OUTPATIENT PERSONNEL AND PATIENTS. IT WAS ALSO RECOMMENDED THAT A COMPLETELY SEGREGATED MATERNITY DEPARTMENT BE PROVIDED.

THE COMMISSION IN THEIR 1972 SURVEY AGAIN RECOMMENDED MORE SPACE FOR THE OUTPATIENT SERVICES, INCLUDING MORE WAITING ROOM SPACE. THE SURVEYORS AGAIN RECOMMENDED A DEGREGATED OBSTETRICS DEPARTMENT. DURING THIS PERIOD SPACE WAS REPORTED AS BEING INADEQUATE FOR MEDICAL RECORDS. SPACE IN THE CLINICAL LABORATORY WAS REPORTED AS DEFICIENT. PHARMACY WAS CONSIDERED AS GROSSLY INADEQUATE IN SPACE.

THE COMMISSION REPORTED SHORTAGE FOR SPACE FOR MEDICAL RECORDS AGAIN IN THE SEPTEMBER 1974 SURVEY. THE CLINICAL LABORATORY WAS REPORTED DEFICIENT IN WORKING SPACE AND STORAGE SPACE.

IN JANUARY 1973, THE AMERICAN MEDICAL ASSOCIATION PRESIDENT DR. C.A. HOFFMAN VISITED THE RESERVATION FOR SEVERAL DAYS AND REVIEWED THE HEALTH DELIVERY SYSTEM. HIS PRIME RECOMMENDATIONS WERE A LARGER HOSPITAL AND PERMANENT STAFF WHICH WAS IN REFERENCE TO PERMANENT ASSIGNMENT FOR PHYSICIANS AND DENTISTS.

THE BLACKFEET TRIBAL BUSINESS COUNCIL WANTS TO PRESENT A VERY STRONG PETITION FOR A NEW HOSPITAL LARGE ENOUGH TO HANDLE THE NEEDS OF THE BLACKFEET PEOPLE AND OTHERS WHO CAN HAVE ACCESS TO SERVICES. THE CONDITIONS OF THE PRESENT STRUCTURE ARE SUCH THAT PRESENT MODIFICATION ALTERNATIVES ARE EXPENDED. WE HAVE EXCELLENT HEALTH WORKERS WHO ARE DEVOTED CAREER EMPLOYEES BUT FIND IT MOST DIFFICULT TO WORK IN LIMITED SPACE AND INSUFFICIENT LIVING QUARTERS IN A REMOTE LOCALITY.

THE BLACKFEET TRIBE, WHICH PRESENTLY NUMBERS 6200 PEOPLE WITHIN THE RESERVATION BOUNDARY, WAS PROVIDED HEALTH SERVICES UNDER THE BUREAU OF INDIAN AFFAIRS UNTIL 1955, WHEN PUBLIC HEALTH SERVICES WAS ASSIGNED TO RENDER HEALTH SERVICES TO THE TRIBE. THE PRESENT STRUCTURE WAS COMPLETED IN THE 1937. AN ADDITION TO THE HOSPITAL WAS COMPLETED IN 1960. THIS PART OF THE HOSPITAL WAS TO BE THE WARD AREA WITH 34 BEDS. IT WAS APPARENT THAT THE DESIGN AND FEATURES OF THE OLD HOSPITAL WERE SOON OUT-MODED AND MAJOR CHANGES HAD TO BE PUT INTO EFFECT TO KEEP UP WITH THE DEMAND FOR ADEQUATE HEALTH SERVICES.

THE HEALTH DELIVERY SYSTEM ON THE RESERVATION HAS CONTINUALLY EVOLVED. THE SCOPE OF SERVICES HAS INCREASED AND NEW DEMANDS ARE PLACED ON THE BROWNING FACILITY IN AN EVER INCREASING NUMBERS. PROGRAMS SUCH AS HEADSTART, FIRE-FIGHTING EMPLOYMENT, AND OTHER AGENCY EFFORTS REQUIRE SUCH THINGS AS PHYSICAL EXAMINATIONS AND FOLLOW-UP. INDIAN HEALTH SERVICE HAS BEEN REQUIRED TO EXPAND ITS FUNCTIONS IN THE AREAS OF PREVENTIVE MEDICINE AND ENVIRONMENTAL MEDICINE AS THE SCHOOL POPULATION GROWS AND HOUSING IS DEVELOPED.

THE TRIBAL BIRTHRATE HAS REMAINED CONSTANT. IN FY 74, THERE WERE 145 BIRTHS, INDICATING A TRIBAL GROWTH RATE OF 2.16%. THERE WERE 2209 INDIAN CHILDREN ENROLLED IN THE RESERVATION SCHOOLS IN THE FALL OF 1974. AN ADDITIONAL NUMBER OF CHILDREN ATTEND SCHOOLS OFF THE RESERVATION BUT STILL UTILIZE SERVICES FROM THE HOSPITAL OR CLINICS.

STATISTICS FOR A 5 YEAR PERIOD SHOWS THE FOLLOWING SERVICES ON THE RESERVATION:

	1970	1971	1972	1973	1974
INPATIENT ADMISSIONS	1146	1178	1447	1279	1130
BIRTHS	145	132	127	148	145
AVERAGE DAILY CENSUS	21.8	18.6	24.1	18.5	14.7
AMBULATORY PATIENT CARE	30,922	34,134	38,590	44,157	43,758

ABOUT 20% OF THE OUTPATIENT VISITS WERE TO THE SOCIAL WORKER OR THE MENTAL HEALTH WORKER.

PLANNING TO HOLD SPECIAL CLINICS, SUCH AS WELL-CHILD, HAS BEEN VERY DIFFICULT WITHOUT AFFECTING THE OTHER PATIENT POPULATION BECAUSE OF THE LIMITED SPACE. IN THE LAST TWO YEARS AN EAR, NOSE, AND THROAT SPECIALTY CLINIC AS BEEN INSTITUTED AT THE HOSPITAL WHICH HAS INCREASED ADMISSIONS, PUT A BURDEN ON THE 7 PHYSICIAN EXAMINING ROOMS AND TAKEN UP TOTAL USE OF THE ONLY HOSPITAL CONFERENCE ROOM, THEREBY AFFECTING TOTAL HOSPITAL PROGRAMMING INSOFARAS PLANNING ACTIVITIES ARE CONCERNED. THE AUDIOLOGIST USES THE CONFERENCE ROOM WHILE THE OTOLARYNGOLOGIST IS LOCATED IN THE OUTPATIENT EXAMINING ROOMS. THIS PROGRAM TAKES UP THREE MONTHS USE OF THE CONFERENCE ROOM. AN ORTHOPEDIST FROM GREAT FALLS HOLD CLINIC EVERY THREE WEEKS. HE BRINGS A PHYSICAL THERAPIST WITH HIM WHICH ADDS TO THE CROWDED CONDITIONS. WE HAVE AN OPTOMETRIC PROGRAM WHICH SERVES THE SCHOOL CHILDREN FROM SEPTEMBER THROUGH DECEMBER AND ADULTS FOR TWO REMAINING MONTHS. THE OPTOMETRIST USES THE CONFERENCE ROOM FOR ALL OF THE TIME THAT HE IS AT THE HOSPITAL.

IN JULY 1973, A NEW APPOINTMENT SYSTEM WAS SET UP. THIS REQUIRED THREE PHYSICIANS TO USE 7 EXAMINING ROOMS. ANOTHER DOCTOR HAD TO BE AVAILABLE

FOR EMERGENCIES AND FOR CALLS FROM THE WARD. A PHYSICIANS HAD TO BE AVAILABLE FOR PROVIDING CARE THREE DAYS A WEEK AT THE TWO HEALTH STATIONS LOCATED AWAY FROM BROWNING. IN SETTING UP THE APPOINTMENT SYSTEM IN JULY 1973, A NEED FOR A CLINIC SECRETARY AROSE. THE HOSPITAL HAD TO CONVERT A WOMEN'S WASHROOM INTO AN OFFICE TO HANDLE ALL THE BUSINESS THAT THE APPOINTMENT SYSTEM GENERATED. IN FY 74 THERE WERE 33,422 OUTPATIENT VISITS TO PHYSICIANS AT THE THREE LOCATIONS (BROWNING, BABB, HEART BUTTE) WITH 31,000 BEING SEEN AT BROWNING HOSPITAL. THE LOAD FOR THE CLINIC SECRETARY IS SUCH THAT SHE NEEDS A BIGGER SPACE AND ADDITIONAL HELP.

ADDITIONAL VEXING PROBLEMS IN OUTPATIENT SERVICES ARE LACK OF SPACE FOR CAST WORK, LACK OF SPACE IN THE NURSES WORK ROOM IN WHICH THREE NURSES HAVE TO WORK WITHIN A SPACE OF 121 SQUARE FEET WHICH IS ALSO TAKEN UP BY SINK, CABINETS, REFRIGERATOR AND WORKING TABLES. IN GENERAL, LOCKERS, TOILETS, AND JANITORS CLOSETS ARE SHORT ON THE WARD AS WELL AS ON THE OPD SERVICES. THERE IS NO ROOM FOR MEDICAL STAFF CONSULTATION.

A MASTER PLAN WAS COMPLETED IN DECEMBER 1974. THE STUDY RECOMMENDED A REPLACEMENT FACILITY AS BEING THE MOST PRUDENT COURSE OF ACTION.

COSTS FOR REPLACING THE INDIAN HEALTH SERVICE HOSPITAL, AT BROWNING, MONTANA WOULD BE:

1.	PLANNING FUNDS	440,000
2.	NEW CONSTRUCTION PLUS GROUP I EQUIPMENT	6,500,000
3.	ADDITIONAL STAFF OF 64	1,152,000
4.	GROUP II & III EQUIPMENT	1,600,000
5.	HOUSING, 32 ADDITIONAL UNITS	1,318,000
		11,010,000

THE PROJECT WILL PROVIDE 30 BEDS WITH SPACE FOR 10 MULTIPURPOSE BEDS. THE MODERN COMPREHENSIVE PROGRAM WOULD BE AUGUMENTED BY DENTAL, CLINICAL, AND COMMUNITY HEALTH SERVICES.

THE STAFF AT THE BROWNING HOSPITAL IS 84% AMERICAN INDIAN. PROFESSIONAL ALLIED HEALTH WORKERS ARE VERY DIFFICULT TO RECRUIT BECAUSE OF LACK OF LIVING QUARTERS. THE COMMUNITY HAS FORMED AN EMERGENCY SERVICES COUNCIL WHICH COORDINATES WITH LOCAL AND STATE EMS COUNCILS. THIS EMERGENCY SERVICES COUNCIL HAS TRAINED TWO LARGE CLASSES OF EMERGENCY SERVICE TECHNICIANS IN THE LAST YEAR. WITH A TOURIST TRAFFIC OF 1,500,000 PEOPLE GOING THROUGH BROWNING EACH SEASON, A MODERN COMPHRENSIVE HEALTH CARE SYSTEM IS ESSENTIAL TO THE BLACKFEET RESERVATION.

IN THE LIGHT OF THE FOREGOING FACTS, WE TRUST THAT CONGRESS WILL ASSIST IN MAINTAINING AND IMPROVING THE NEEDED PERSPECTIVES OF GOOD HEALTH DELIVERY SYSTEM ON THE RESERVATION.

EARL OLD PERSON, CHAIRMAN
BLACKFEET TRIBAL BUSINESS COUNCIL

James Baker
JAMES BAKER, VICE-CHAIRMAN
BLACKFEET TRIBAL BUSINESS COUNCIL

Roland Kennerly
ROLAND KENNERLY, SECRETARY
BLACKFEET TRIBAL BUSINESS COUNCIL

Carl A Kipp
CARL KIPP, CHAIRMAN
BLACKFEET TRIBAL HEALTH BOARD, INCORPORATED

Senator HATFIELD. If you have associates you wish to bring with you, please feel free to bring them to the table. Before you begin, if you will identify each of your colleagues so that we will have them properly recorded.

BLACKFEET INDIAN HOSPITAL

STATEMENT OF EARL OLD PERSON, BLACKFEET TRIBAL COUNCIL, MONTANA

ACCOMPANIED BY:

MARIE WILLIAMSON
EILEEN PEPION
EDWARD LITTLE PLUME
RONNIE CROSS GUNS
GEORGE OLD PERSON

INTRODUCTION OF ASSOCIATES

Mr. OLD PERSON. Honorable Senator Hatfield, my name is Earl Old Person, Tribal Council, Blackfeet Reservation. Also with me is Marie Williamson; to my extreme right, Eileen Pepion. These two ladies represent the house board of our reservation. To my far left is George Old Person, one of our elderly senior citizen members; Edward Little Plume, who is a member and working with our housing department very closely; and one of my fellow council members, Ronnie Cross Guns.

Senator HATFIELD. We are happy to have each of you here.

Mr. OLD PERSON. We are here on behalf of the Blackfeet Indian Hospital that we have. The hospital is in existence right now. The building is not meeting the needs for our reservation. The building is too old to be remodeled, which was our intent. That is the reason that we are going in to try to have a new structure built for the needs of the reservation.

The total facility costs are estimated that it would only be 8 percent over the cost of renovating and remodeling if we built a new hospital, so we thought there was not too much difference there to try to renovate a building that was considered to be too old to remodel.

Senator HATFIELD. What kind of structure is it? Is it a frame building?

Mr. OLD PERSON. The older part was made up of stones. We have a picture here showing just the kind of a building. We had a new wing which was, I guess it was just a frame building and, as I say, it was inadequate as far as spacing is concerned.

Senator HATFIELD. When was the new wing that you speak of constructed?

Mr. OLD PERSON. I think this was in the late 1950's and early 1960's.

Senator HATFIELD. I see.

Mr. OLD PERSON. As far as the evaluation of the hospital, it was found that every part of the hospital—there was insufficient spacing. There were not enough areas for the kinds of needs that are needed for space.

Just elaborating in general, I would like to have the two ladies that are working directly with the facilities add to my comments at this time, and, within the packet that you have received, it gives the full details as to the needs. I would like to call on first, Marie Williamson, to add to this statement.

Senator HATFIELD. Do you want to shift the microphone over to her?

Mr. OLD PERSON. Yes.

Ms. WILLIAMSON. I am Marie Williamson. The present situation at the hospital, the working space there is very inadequate for the number of people that we have employed. The pharmacy is a very small room for three people to have to work in dispersing medication. They move from there to a different part of the hospital for packaging of medication, and this, I feel, is not the good kind of health delivery system that we want. The space is very cramped for medical records. In order to have good medical care, then we should have adequate space for our employees to work.

Mr. OLD PERSON. Eileen Pepion will be the next to elaborate.

Senator HATFIELD. I appreciate your brevity because we had scheduled one witness and so, consequently, we would appreciate it if you would maintain that brevity.

Ms. PEPION. My name is Eileen Pepion, and I do feel that the hospital is getting antiquated, that we do not have a good health delivery system. We have six doctors now. With the six doctors we are still not able to get the right kind of health service. It is due to the building needs.

Among the problems we have are calling to make appointments. We are on the appointment system now. A lot of our people are not meeting their appointments because they are not able to have a good secretary. They renovated one of the ladies' bathrooms. That is what they are using right now. Our pharmacy unit, apart from the equipment, sits out in the hall, and the area, we feel, is not sterile, and we do not have good control of the drug supply. Part of that is stored in the basement.

Senator HATFIELD. Thank you very much.

Mr. OLD PERSON. Along with that, we also have in the packet—we are also hoping to get an additional expansion within our dental clinic.

Senator HATFIELD. But this would all be incorporated into the comprehensive statement?

Mr. OLD PERSON. Yes. We also have a contract care service that we felt that we need some appropriation for because what the contract service is: We have people who are living adjacent to the reservation who are now being denied services like to people on the reservation; and yet, some of them may be on the reservation but live off the reservation because of housing and perhaps jobs, so we feel that they are still a part of the reservation; yet they are denied these services. You will find that in the packet, and perhaps these could be the first priorities if we can go on with the construction immediately, but at least we are in need of these services right away, so that includes the full packet.

If you will allow maybe just a word or two by a fellow councilman to back up what I have said. I might add that we have prepared for these trips for quite a while now, and it takes a little time and money to get back here. Sometimes it is maybe a little disappointing not to

be able to say the things that we would like to say and be able to get across the things that we are in need of. Mr. Ronnie Cross Guns.

Senator HATFIELD. We are happy to have you. As you know, your entire case will be a part of the record, which we will carefully study and make determinations and try to fill the budget requests that we have from across the country. We will be very happy to have a minute from you.

Mr. CROSS GUNS. I am Ronnie Cross Guns, to support what Mr. Old Person said about our need for a hospital and dental care. I head up these community services in our tribal council and help people to these places. There is a great need for these services. It is very inadequate.

We must have a large building so we can have this eye, ear, nose, and throat clinic. We will be able to help other people who have to go off of the reservation for services.

We have a list of 50 to 75 people who have to come down and get some financial help or transportation to go off the reservation for these services.

Mr. OLD PERSON. I think that just about concludes our testimony this morning. We do hope that the packet that you have will be considered, and I think that if we were not in need of this we would not be here testifying because we are in need. We are coming before your committee in hopes that we would be considered. Thank you.

Senator HATFIELD. Thank you very much. We appreciate the fact that you put very high priority on this by your presence here and by the preparation of your testimony and the material that you included in your packet. I assure you that we will give it very careful study. Thank you very much for coming.

Mr. OLD PERSON. Thank you.

STATEMENT OF SENATOR BAKER

Senator HATFIELD. We will have placed in the record at this time the testimony of Senator Howard Baker, of Tennessee, who has a conflict of schedule in which he is chairing at this time the TVA hearings. He has appeared here today and has requested that his written statement be placed in the record, so we are happy to comply with that request of Senator Baker.

[The statement follows:]

STATEMENT OF SENATOR HOWARD BAKER

Mr. Chairman, I urge that the Subcommittee add $864,000 to enable the National Park Service to initiate planning on two sections of the Natchez Trace Parkway in Tennessee—Section 1–C and 1–D. Appropriations on this parkway started nearly 40 years ago. Work on the Tennessee portion began in 1941. All told, $93,912,000 has been spent on the 317 miles of the Trace that are open: 57 miles in Tennessee, 22 miles in Alabama, and 238 miles in Mississippi. But, Mr. Chairman, the last work in Tennessee was completed nearly a decade ago.

The people of Tennessee have been pleased by the recent action of the Congress appropriating funds for construction on the Natchez Trace. A total of $7.4 million was added in the Senate to the regular F.Y. 1975 appropriations bill for Natchez Trace work in Mississippi and Alabama. The distinguished Senator from Mississippi (Mr. Stennis) persuasively and effectively argued that another $1,950,000 be added to the recent emergency jobs bill (HR 4481) for additional work on the Natchez Trace in Mississippi.

But work on the Tennessee portions of the Parkway has lagged. My proposal would initiate the engineering and design work on the next two logical portions of the Parkway in Tennessee. Section 1–D would connect with the completed parkway at Gordonsburg, Tennessee, and carry the Parkway 9.5 miles north to Williamsport, at Tennessee Route 50. Planning has already begun on portions of the Trace that are lower on the Park Services' priority list than this important link.

Planning work of this segment will cost $669,000. I am not suggesting any appropriation of construction funds at this time. But, for the record, I would note that the National Park Service estimates construction of section 1–D will cost $10,865,000.

Section 1–C would extend from Williamsport 12.2 miles to a point north of Santa Fe, Tennessee. Planning on this segment will cost $495,000, with construction to cost another $13,648,000.

The right-of-way has been fully acquired for both of these sections. Now is the logical time to begin planning. Initiation of this planning would also encourage the state of Tennessee to complete its acquisition of right-of-way on the two remaining sections of the Trace in Tennessee before land prices escalate much farther. For the record, these are sections 1–B, which runs 10.1 miles north to Leipers Fork, and 1–A, which extends from Leipers Fork 13 miles into the outskirts of Nashville.

The State has acquired 99.5 per cent of the right-of-way for Section 1–B, and planning work could begin shortly. Work on Section 1–A is farther off. Slightly over half the needed land is now owned by the State or is under negotiation. But the remaining 48 per cent of right-of-way is under reappraisals.

Mr. Chairman, I believe that a strong need exists to demonstrate the intent of Congress to accelerate the parkways and park road programs. In a letter to Chairman Randolph of the Public Works Committee and myself (attached), the Secretary of Interior pointed out that $220.4 million in unprogrammed contract authority for the parkway program had been accumulated as of April 24, 1975. The contract authority available for both the parkways and the park roads program, in the current fiscal year, totals $105,000,000. Yet, the obligational authority is limited in the budget to $42,500,000. The 1976 levels are approximately the same. This means that we are continuing to fall behind the needs, as determined by the authorizations for these important programs. This backlog of funds is more than enough to cover the $179.3 million cost to complete the entire Natchez Trace in three states.

And I believe that it is propitious to act now for two other reasons. One is the economic recession, and the job-producing impact of the road program. The other is the recent decision by the Department of the Interior to divert $7.5 million in park road funds into construction of the National Visitors Center here in Washington. This is money that is additional to the $26,000,000 in transportation funds that the Department of Transportation alloted previously to the Visitors Center: $15,000,000 in Interstate money for an underpass and connection north of the Center; $1,500,000 for traffic control systems in front of the Center; and $9,500,000 in monies from the Urban Mass Transit Administration and the Federal Railroad Administration.

I believe the Congress must make it clear that this program and this contract authority should be used for the purpose for which it was intended—necessary park roads and parkways. Augmenting the program with funds for the Natchez Trace in Tennessee would prove an effective way.

Thank you.

PREPARED STATEMENT

Senator HATFIELD. At this time now, we will call on Mr. Alvin S. Ivanoff.

Mr. Ivanoff, please have a chair. You have come a long way, a long distance. I see you have submitted to us your full statement. That will be printed in the record.

[The statement follows:]

FY 1976 TESTIMONY TO CONGRESS

- Yukon-Kuskokwim Health Corp.-

INTRODUCTION

The passage of PL 93-638, Indian Self-Determination and Educational Assistance Act, has heralded in a new era for the federal government. The much needed legislation officially sanctions federal agencies to contract with Indian and native tribes and communities to provide services now performed by these federal agencies. We commend Congress and the President for their actions.

In order to implement the spirit of PL 93-638 in Alaska the federal government will need to work closely with the regional health corporations in accordance to the "Alaskan Native Health Care Policy Statement". The Health Care Policy Statement outlines the steps and organization necessary to transfer control and management of federal health programs under the I.H.S. to the regional corporations through other federal grants. Before the corporations can contract for existing I.H.S. programs, we must obtain contracts for the present direct services now provided by the corporations. Second, the existing health and hospital facilities operated by I.H.S. will have to be brought up to standards and/or replaced prior to use by regional health corporations.

We would like to testify to congress in regard to how these objectives can be fullfilled in the Yukon-Kuskokwim delta area of Alaska..

CONTRACT HEALTH SERVICES

YKHC has already developed programs through other federal grants to fill the gaps in the present health system. The poor health status in the Y-K area required additional funds to bring the area up to par with other regions in the State. O.E.O. and other soft monies were used to fill the holes in the Health System. To date, YKHC has developed 11 programs (See Attachment I, outline of each program).

We would like to request an "add on" to the I.H.S. Contract Health Service Program to fund seven of our present programs in FY-1976. The seven programs include Community Health Aide Education, Prematernal Home, Child Care Services, Maternal and Child Health Program, Streptococcus Surveillance Program, Eye Care Program and Health Education. The total appropriation would be $467,168. Attachment I has the costs by program for the seven programs. In the next fiscal years we would require an additional $285,209 of contract health funds to have all our direct care programs under contract with IHS through its contract Health Service Program. The current funding for these

programs is under IHS community developmental funds which are not to be used for funding of on-going programs.

Norton Sound Health Corporation is in the same position as YKHC. We would request your support of their proposal for $700,000 in FY-1976. The Indian Health Service has already asked for funds for contracting with Norton Sound. Their request is shown in Attachment I.

Because of the scarce resources in Bush Alaska, the process of developing programs on grant money and then obtaining contracts to continue the programs has been useful in overcoming the lag time between the development and refinement of a program and its full implementation. It takes time to establish a program, train local people, find housing, and recruit manpower to operate health programs in Bush Alaska. The grant money from O.E.O. has allowed us to do this. We are now ready to contract these programs with I.H.S.

Norton Sound and YKHC must divest themselves of their direct services so other regions in Alaska can use the developmental funds that we have enjoyed for the past 3-4 years.

HEALTH AND HOSPITAL FACILITIES

For many years the IHS and residents of the AVCP area have attempted to obtain a replacement hospital for the area. Our testimony last year (Attachment II), outlined the reasons a new hospital was needed. These reasons still hold today. The residents of the area are concerned that the new hospital is still not built after years of discussion and promises. (Attachment II: Letters of support)

What has happened in the last few years? First, a limited $600,000 for partial planning and design was appropriated in 1974. Second, two to three million dollars has been spent to repair the facility and maintain it at its present level of functioning. The patch work has momentarily stopped the leaking of the flat top roof that Senator Kennedy observed on his trip to Bethel a number of years ago. Third, we have lost a year of construction because Congress did not allocate construction funds for the foundation this spring. The one year delay may cost the government up to $4 million. Fourth the present hospital is being over stressed as more space is needed to provide health programs and to effectively administer the programs. Fifth, many unnecessary referrals are still being made to Anchorage for minor surgery, mental health services, etc. Finally, to top of all this, OMB cut FY-1976 funds to finish the architectural design documents.

We have exhausted other alternatives to the complete replacement of the existing hospital. The Kuskokwim River is eroding land in front of the hospital. Before this threat of river erosion was made known to us by the Corps. of Engineers, we

had hoped for building only an ambulatory care center adjacent to the existing hospital. This option is ruled out now since the site has a life expectancy of only 20 years, and any new building would be designed for a 40 year life.

The option of extensive remodeling has apparently been exhausted, too. Additional remodeling is not possible because of a lack of space. No matter how you look at it, we cannot fit 94,000 sq. ft., the size of new hospital, into 42,000 sq. ft., the size of the existing hospital. Delaying construction will not only increase costs due to the high costs of maintenance and repair but will deny the people of the Yukon-Kuskokwim Area the services which they are entitled to, services which cannot be provided, due to a lack of space and manpower.

Congressional support is needed to complete the hospital in a timely manner. H.E.W. and O.M.B. have opted for a policy of "gradualism" in the construction of new IHS hospitals. Their reluctance to support new or replacement hospitals has been shown in their opposition to the Jackson Bill and to the cutting of 1976 funds to complete the design documents for the new hospital in Bethel.

Perhaps HEW is confusing the national crisis of "over bedding" with construction of IHS facilities. The new Bethel facility is based on almost a 100% drop in patient day rate. The original estimates of a 100 bed need have dropped to 50 beds, only 8 more than we presently have. In reality, the Bethel facility, like other I.H.S. facilities, is primarily a comprehensive health center, focusing on ambulatory care in the field and on an outpatient basis.

We need a commitment on the part of the Federal Government to follow through on the construction of a replacement facility. How can we plan programs without knowing whether the new hospital will every become a reality? How do we work with the Bethel Native Corporation to develop new housing in time for the new staff level without knowing the date the hospital will be opened? Is the government going to throw away the $600,000 already invested in the new hospital? How are we to increase the number of locally trained persons to staff the new facility without knowing whether a new facility is to be built? How long does the Federal Government intend to ignore the increasing health needs of the Yukon-Kuskokwim area residents? How long should people hold on to a dream for a new hospital? We are well aware of the present financial situation of the country. However, we are also aware of Congress's responsibility to follow through with their commitment to construct a new facility for health services in the Yukon-Kuskokwim Area.

We implore your assistance in obtaining at least $1.5 million in FY 1976 to complete the Architectural design documents and install the pile foundation. Without the additional funds the hospital planning will cease in June and we will have another paper plan on the shelves.

STATEMENT OF ALVIN S. IVANOFF, YUKON-KUSKOKWIM HEALTH CORP., ALASKA

ACCOMPANIED BY:
ALEX NICK, YKHC
MARTIN B. MOORE, AVCP
DAN ROUNDS, YKHC
LYMAN HOFFMAN, YKHC

Senator HATFIELD. If you will summarize that statement for us. Before you do so, if you will introduce for us your colleagues, we would appreciate it.

Mr. IVANOFF. My name is Alvin Ivanoff from Alaska. To my right is Alex Nick, YKHC; Mr. Martin B. Moore, AVCP; Mr. Dan Rounds, YKHC; and Mr. Lyman Hoffman, YKHC.

Senator HATFIELD. We are happy to have you each here.

Mr. IVANOFF. Mr. Chairman, we are here today to testify before this committee on behalf of the Association of Village Council Presidents serving the Yukon Delta area of Alaska. Our testimony has two important parts. Together, it means that we can properly implement Public Law 93-68, Indian Self-Determination and Educational Assistance Act. With that, I would like to introduce Lyman Hoffman.

Mr. HOFFMAN. The health corporation has developed programs with OEO and other areas to bring health standards in our areas up to par with other regions in this State. Because of the scarce resources in bush Alaska, the process of developing programs on grant money and then obtaining contracts to continue the programs has been useful in overcoming the lag time between the development and refinement of a program and its full implementation. The grant money from OEO has allowed us to do this. We are now ready to contract these programs with Indian Health Service.

We would like to request an add-on to Indian Health Service contract health service program to fund programs listed in appendix 1 with a cost breakdown totaling $467,168 for the Yukon-Kuskokwim area. AFN will be expanding on these health services for YKHC corporation. Thank you for letting me testify this morning.

Mr. IVANOFF. Mr. Martin Moore will present the hospital construction.

BETHEL HOSPITAL

Mr. MOORE. Mr. Chairman, the Congress has already witnessed a need for the hospital in Alaska. In my area they have appropriated $600,000. This proves that the Congress is willing to help the construction of the hospital that is very badly needed in my State. We have an area the size approximately of Washington. We have 15,000 people with one hospital. The average salary of those people is $3,000 a year.

We have lost approximately 2 years or more if the money is not appropriated to construct the hospital at the rate of approximately 15 percent a year totaling $4 million to $6 million. That is my tax dollar, your tax dollar and everybody else's tax dollar. Actually, that is not what I am worried about. I am worried about the people. The longer

we wait, the more subject we are to losing people. At this time, I would like to have Dan Rounds cover some of the technical points in need of the hospital.

Mr. ROUNDS. I could probably elaborate on why this 2-year delay has taken place; $16,000 was appropriated in fiscal year 1974. That will be used up as of May of this year. The original construction schedule called for pilings to be brought to be bidded on in April of this year, constructed and brought up to Alaska in freight lines from Seattle. This money was not available in April. As a consequence, we are here to ask for it to be available as of January 1977 so that next summer the piles can be constructed and shipped up as of early spring, put in in December, set during part of the winter, and constructed in the latter part of the winter that following year.

The reason we have problems with this is that we are 2,000 miles away from the fabrication point where no natural resources can be used to construct the hospital. The construction materials have to come from Seattle. We have a 3- to 4-month construction season. There are only 3 months in which vessels from Seattle can get in there before it freezes up again, so if we don't get timely funding for the construction, then we get delays of years instead of just months, as you might have down here.

I think the rest of the need for the hospital is pretty well documented in appendix 2. If there are any questions, we will be happy to answer any questions at this time.

Senator HATFIELD. Thank you.

Mr. IVANOFF. That concludes our testimony.

Senator HATFIELD. We want you to know that Senator Stevens is a member of this subcommittee, and he was very instrumental in obtaining the $600,000 and has certainly kept this committee well aware of your need and will be working on the markup on this budget, so I know that he regrets he is not able to be here at this particular hour because of other conflicts. But I want to assure you that he has kept us well informed on your problem. Thank you very much.

UNITED TRIBES EMPLOYMENT TRAINING CENTER

STATEMENT OF MELVIN WHITE EAGLE

ACCOMPANIED BY WARREN W. MEANS

Senator HATFIELD. Now I would like to call on Mr. Warren W. Means. I would like to again urge you to consider that we are on these time limitations, and when you have been allotted 5 minutes, it is per presentation not per number of people that you bring before us in a multipresentation group.

Mr. Means, you are from North Dakota?

Mr. MEANS. Yes, Mr. Chairman. My name is Warren Means. At this time, I would like to turn this testimony over to Mr. Melvin White Eagle, who is the chairman of our board of directors and the tribal chairman for the tribe.

Senator HATFIELD. I'm very happy to have you gentlemen here this morning. Please proceed.

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Mr. WHITE EAGLE. My name is Melvin White Eagle. I'm chairman of the United Tribes of North Dakota Development Corp., which operates the training center in Bismarck.

Thank you for this opportunity to appear in connection with the fiscal 1976 appropriations request of the United Tribes Employment Training Center. For fiscal 1976, the United Tribes Employment Training Center is seeking $1,942,765 from the employment assistance appropriations of the Bureau of Indian Affairs in the Department of the Interior.

I will not go into detail at this time concerning the structure and the activities of the training center. Undoubtedly, everyone on this committee is familiar with the center as a result of our previous appearances and the written material which has been submitted in the past. However, I would like to give you some notion of the accomplishments of the center over the past 5½ years as well as an idea of our long-range goals.

These accomplishments are substantial, as indicated in the appropriations request for fiscal 1976. Almost 600 native Americans have completed training since the initiation of the center; perhaps more important, nearly 500 formerly unemployed native American people have been placed in employment through our activities. Of particular relevance to these numbers, the people they represent are drawn from hard-core, unemployed reservation residents throughout the Nation. As you know, unemployment rates among adult Indian people range, depending on the time of the year and the locality, as high as 80 percent. Indeed, many of these individuals have never had permanent employment.

I would also like to point to some other figures which I believe illustrate in dollars the accomplishments of the training center. To begin with, as is indicated in the fiscal 1976 appropriations request, United Tribes Employment Training Center placements have contributed over $7 million in spending power to the national economy over the last 5 years, and this figure is based on the very conservative assumption that the average full-time salary of an employed graduate is only $100 per week.

Second, as is also revealed in the appropriations request, during this same period from 1970 to 1975 there have been savings to the government in welfare payments of approximately $2,600,000 as a result of employment gained following training at the center. Other statistics of this type could be provided, but I believe these are enough to give this committee a feel for what the United Tribes Employment Training Center has meant to Indian people not only in the Great Plains and Rocky Mountain area, but throughout the Nation.

Our budget request, as you have already noted, represents a dollar increase of approximately $542,000 over last year's appropriation. In point of fact, however, aside from $141,000 which is specifically earmarked for upgrading our vocational curriculum, the amount of purchasing power requested for fiscal 1976 departs little from what was received in fiscal 1975. The absolute number of dollars have increased but little more than is needed to keep pace with rising costs, and what

increase there is represents an effort to rectify crippling deficiencies in salaries and basic operational funds.

As you know, the initial funding received by the United Tribes Employment Training Center in fiscal 1969 was $1,379,000. Appropriations levels have changed little since that time and as a result, salaries at the United Tribes Employment Training Center which were behind those of comparable organizations in 1969, have become even more desperate out of keeping with present conditions. The average center employee received $7,000 yearly in 1969; in 1975, this figure is only $7,500, one 5.5-percent increase being received in this 5-year period. Simultaneously, inflation has eroded the real income of our employees to the point where adjustments must be made if we are to retain the dedicated, knowledgeable Indian staff the center requires.

Costs for the operation and the maintenance of the center's physical facilities have risen very substantially, especially fuel costs. The added funds budgeted for support services are mandatory if we are to continue to operate the present physical facilities.

Finally, $141,000 has been budgeted for the improvement of our vocational curriculum. These funds will make it possible to add five specialized staff people and the necessary equipment to greatly upgrade our vocational offerings in the areas of business education, and food services. In addition, it will allow us to develop new vocational tracks related to the rapidly developing Dakota/Montana energy industry. Great interest has been shown by energy companies in utilizing a potential work force of Native Americans.

Training will be needed, however, and a major objective of the funds requested for vocational curriculum improvement is to determine the skills needed and design optimal methods for providing these skills to students at the United Tribes Employment Training Center.

This briefly summarizes our 1976 appropriations request, but I would like to add one further point for your consideration. We at the United Tribes Employment Training Center are very proud of the fact that we have succeeded in providing hope and opportunity to an appreciable number of Native Americans who had had little acquaintance with either of these in the past. We wish to continue our efforts, and we hope that you can provide us with the means to do so.

Thank you again for allowing me this opportunity to appear. I would be pleased to answer any questions.

Senator HATFIELD. Chairman White Eagle, I appreciate very much your testimony and the appearance of Mr. Means, your executive director, who has provided us with a very fine statement. Again, as you know, we are quite aware of the good record you have made there which Senator Young of this committee has been very diligent in keeping us informed as to why these are good investment dollars. We think your statistics today indicate that we are getting a good return on the dollars invested in this kind of training center.

I want to commend you on a very good statement. You will get a very sympathetic hearing from this committee.

Mr. WHITE EAGLE. Thank you very much, sir.

STATEMENT OF RAYMOND WHITE, COUNCIL MEMBER, FORT PECK TRIBAL EXECUTIVE BOARD

ACCOMPANIED BY ROBERT DUMONT, TRIBAL HEALTH DIRECTOR

Senator HATFIELD. Now I would like to call on Mr. Ray White from Montana and Mr. Robert Dumont, I believe, is accompanying Mr. White. Gentlemen, I have listed the Fort Peck Tribal Executive Board. Is that correct?

Mr. WHITE Yes.

Senator HATFIELD. If you will proceed now to highlight or summarize your written statement, we would be happy to hear from you.

Mr. WHITE. Honorable Chairman and distinguished members of the committee, I am Raymond White, council member of the Fort Peck Assiniboine and Sioux Tribes. With me is Robert Dumont, tribal health director.

This testimony is a request to consider emergency funding for basis medical care caused by the shortage of two physicians and for the construction of health centers for the Assinboine and Sioux Tribes of the Fort Peck Reservation in northeast Montana. Health care is provided for 5,983 people. Quality health care is one of the Fort Peck Tribal Government's major priorities. Two years ago the tribal council started work to set up a tribal health department, the first in the Northwest. The Department, which opened in January, is to establish, coordinate and manage a comprehensive healthcare system for the reservation. In the year and a half needed to complete contract negotiations, the tribe from its own revenue contributed $45,500 in 1973 and $46,500 in 1974 for health care on the reservation.

It is our firm belief that the Fort Peck Tribal Government must assume a major role and responsibility in insuring quality health care for our tribal members. We have taken this position out of need and crisis. The infant mortality rate in northeast Montana and on the reservation is the highest in the United States. For the Indian population in 1959 the incidence rate was 76.9 per 1,000 live births and in 1973 it was 51 per 1,000. For the non-Indian population of this area it was 19 per 1,000, while the national norm is 14.6.

Added to this, the Fort Peck Reservation has the highest tubercular rate in the Billings area, 11 of the 19 children diagnosed in the Billings Indian Health Service Area in the past 3 years were from Fort Peck. The tubercular rate for Fort Peck is 254.8 per 100,000 while the national norm is 15 per 100,000. The incidence of child abuse and neglect is the highest in the Billings area.

These are severe health problems. Causal factors are complex: poor diet, sociocultural breakdown, poor housing, alcoholism, high unemployment, and inadequate health service. To correct these conditions will take years of intensive work on the part of the tribal and Federal Government.

On May 1, 1975, the tribal government was informed by Indian Health Service that two of the four physician positions for the Fort Peck Reservation are not filled for the program year beginning July 1. It will require major realinement of health services and increased contract care costs for which there are no insured funds.

1,914 people are affected. A year's basic health care for these people will cost $898,504. Of this amount Indian Health Service has committed only $300,000. Our request, in order to insure basic health care, is for $598,504 yearly or $74,875 monthly. These funds are needed immediately and until two physicians are recruited.

Over the years we have found that quality patient care suffers under contract physicans. We would not go this way, but we have no choice. We have requested IHS to continue recruitment, and the tribe is taking an active part. Our health system and patient care will stabilize only when the two physicians are recruited and there are once again comprehensive clinic services.

While this crisis is being averted, we must continue work on our total health plan with the construction of two new health centers. The community health centers, one in Poplar, the seat of tribal and Federal governments, and the other in Wolf Point, are substandard facilities and greatly impair the delivery of outpatient health care.

In 1966 the Wolf Point Clinic was opened. Prior to that, people traveled from 44 to 106 miles round trip for health care. Not until 1970 was the clinic opened for 5 days a week with a physician in residence. In 1967 there were 6,189 patient visits which increased to 11,504 patient visits in fiscal year 1975. There is no space for the dental clinic which is housed in the tribal community hall; the main floor which houses all clinical activities is 2,352 gross feet with a partially finished basement; the optometrist when in residence examines patients in the basement hallway. In assessing renovation, costs for expansion would be higher than construction of a new facility. The total project cost for the Wolf Point Clinic and facilities is: clinic, $742,940; quarters. $135,000; renovation, $20,000. The total Wolf Point Clinic construction request is $897,940.

For the first year of operation the request is $113,000 for new personnel and medical/drug supplies and each year thereafter.

The first construction priority is the Poplar Health Center. This is the reservation's major clinic and also houses all health administration and other centralized services. Three physicians are in residence. In 1973 there were 19,210 patient visits and in 1974 there were 21,952 patient visits. The building was constructed in 1913 of wood frame and brick veneer for a hospital and converted to a health center for outpatient use in 1962. There is a total of 6,055 net square feet that houses the entire clinic operations: waiting room, laboratory, X-ray, records, pharmacy, five examining rooms, and administrative offices. The basement has a 7-foot ceiling with exposed heating and plumbing pipes. The conference room, ear clinic. WIC (women-infant care) program and staff lounge and storage are in the basement. Mental health is in a trailer, while field nursing and sanitation/construction service is housed in a tribal building. The present main structure is beyond further expansion or renovation.

Improved health services are dependent upon new and centralized services for Poplar. The cost estimates are as follows: Construction, $1,334,000; 16 employee quarters, $720,000. The total construction request for the Poplar Clinic is $2,054,000 for the first year and for each year thereafter, $317,659 is required for personnel and medical/drug supplies.

Construction of the community health centers are to be designed and planned with the idea of providing comprehensive outpatient care to the Indian people. The total construction request is $2,951,940 in the first year.

The Fort Peck tribes have assumed the major responsibility in setting up and maintaining quality health care, and to see that present substandard facilities are replaced by new, modern facilities. We ask your assistance in helping us reach these goals of health care for the Fort Peck Assiniboine and Sioux people. Thank you.

Senator HATFIELD. Thank you very much, Mr. White. They are very good statistics; also very alarming statistics as far as the ratio of Indian health to the national norm is concerned in various categories. It is very helpful to this committee and, of course, we are starting from behind and we're trying to get caught up with these programs, and it is going to take money.

I am very impressed by the data that you have provided us, and I want to assure you that the interest that I have is in the matter of health because if you don't have the basic health of the people, no matter what other programs you may provide, they are not going to be fully beneficial nor are they going to be necessarily fully realized. Consequently, I think you have to start with health, and I assume that has the highest priority of the council in any of the programs that you have in your area.

Mr. Dumont, do you have anything further to add?

Mr. DUMONT. No, other than because we are short two physicians it means that we cannot provide basic health care, and we will need that additional $500,000 to provide that basic health care until July 1.

Senator HATFIELD. Really, it is a very small amount when you look at how much we expend in areas to destroy life, isn't it?

Mr. DUMONT. It sure is.

Senator HATFIELD. Thank you very much, gentlemen. I appreciate your testimony.

DIRECT OUTPATIENT CARE CLINIC

STATEMENT OF ELWOOD H. PATAWA, UMATILLA INDIAN RESERVATION

ACCOMPANIED BY:
SAM KASH-KASH
EMMA FARROW
BRUCE CAMPBELL

Senator HATFIELD. Mr. Leslie Minthorn from the Umatilla Indian Reservation in Oregon. Mr. Minthorn, we will receive your full statement for the record, and ask you to please highlight and summarize the statement. Before you do that, if you will introduce your companions, we would appreciate it.

Mr. PATAWA. Mr. Chairman, members of the subcommittee, I am the executive director of the tribal health programs and the Confederated Tribes of the Umatilla Indian Reservation. With me are two representatives of the Umatilla Tribe Board of Health; Mr. Sam Kash-Kash, member; and also accompanying the delegation is Mr.

Bruce Campbell, surplus unit director for Indian Health Service, and Emma Farrow.

Senator HATFIELD. We are happy to have each of you here this morning.

Mr. PATAWA. First of all, I would like to thank the subcommittee for allowing me to testify on behalf of the Confederated Tribes.

Senator HATFIELD. We appreciate the information you bring us. It helps us do our job.

Mr. PATAWA. The Confederated Tribes of the Umatilla Reservation are requesting congressional consideration to enable the Indian Health Service to staff a direct outpatient care clinic on the Umatilla Reservation as a part of the fiscal year 1976 Indian Health Service budget. Provisions needed are 23 positions at a projected cost of $266,500; funding the Umatilla community development proposal in fiscal year 1976 in the amount of $64,240 to enable the further management and facility development of the Umatilla Tribal Health Department.

COMPREHENSIVE COMMUNITY HEALTH CARE

A partnership for comprehensive community health care. In planning for comprehensive community health care for the Umatilla Reservation, a strong, viable partnership has developed between the community and its primary advisor and resource, the Indian Health Service. The community has participated in developing a board of health composed of nine members who have been delegated by its governing body, the board of trustees, full authority in serving the health needs of the Umatilla Reservation community. Not having its own tribal financial resources, the board of health has taken advantage of various State and Federal resources to build the framework for its own tribal health department.

Services provided by the health department are mainly those of a paraprofessional nature. They include an alcohol and drug program, maternal and child health, safety and accident prevention program, solid waste collection and sanitary landfill, family planning, and general outreach workers of the community health representatives. Program retention of employees has been strong, two of the original community health representatives selected and trained for the program in 1968 are still employed by the program.

The Indian Health Service existed only in terms of a part-time clerk until 1967. From 1955 to 1968, Umatilla was a part of the Warm Springs service unit, and while on paper they had all the services of the Warm Springs service unit, in practicality it wasn't that available as Warm Springs is 230 miles southwest of Umatilla and is a 4- to 5-hour drive. Umatilla was designated as a separate service unit in 1968. At present, the Indian Health Service at Umatilla has a permanent staff of four people. They provide administration of the sanitation facilities program, mental health, and the contract health services program, and speciality clinics and a dental clinic.

While filling a need, the contract health service programs also creates many gaps in the abilities to plan comprehensive health/medical services. In periods of restricted funds medical care becomes limited. Funds usually do not allow for consideration of the needs of

any of those eligible living immediately adjacent to the reservation, even in the city of Pendleton. This means that even outpatient care is not available to those people who are eligible for the program. Direct care services would greatly assist in filling these gaps, it would provide medical consultation to the paraprofessional programs in existence, provide for quality assurance reviews, and it would provide the traditional medical services to our community.

CLINIC STAFFING

In its partnership role with the Indian Health Service, the Confederated Tribes applied for and received an Economic Development Administration grant in 1972 to build a clinic facility to serve the Umatilla Indian Reservation community. This clinic facility has been leased to the Indian Health Service and has been utilized by the community and the Indian Health Service. It was anticipated that clinical staffing to provide direct care services and auxiliary personnel for a reservation based comprehensive health program could be provided the following fiscal year.

It appears that because the Umatilla tribal community took the initiative to construct its own clinic, rather than to rely on the availability of Indian Health Service construction funds, that its requests for personnel have been lost from the budgeting process.

It is noted that the President's budget for the Indian Health Service for fiscal year 1976 contains no provisions for additional staff positions for the Indian Health Service, with the exception of those personnel packages named as line items to staff new facilities. Umatilla is again left out for another fiscal year for staffing considerations in this proposal of next year's budget.

The Confederated Tribes are thus requesting congressional consideration for a staffing package of 27 positions for its clinic. This number is based on the McClellan formula with a service population base of 1,250, which is a conservative estimate. As four of the positions are already established at Umatilla, the increase requested is for at least 23 positions at a projected cost of $266,500.

COMMUNITY DEVELOPMENT PROPOSAL

To further develop the health management potential of the Umatilla Tribal Health Department, the Confederated Tribes are requesting $64,240 to establish a management core and to fund facility maintenance. This proposal has been submitted to the Indian Health Service for consideration.

STATEMENT OF SAM KASH-KASH

Mr. Chairman, at this time I would like to have Sam Kash-Kash give his statement of support.

Senator HATFIELD. We are very happy to have Mr. Kash-Kash. It is nice to see you this morning.

Mr. KASH-KASH. Yes, it is nice to be here. This budget that I assume you have in the back of your statement supports this.

Senator HATFIELD. Yes, I have it.

Mr. KASH-KASH. I don't have too much to add on to that, but we feel that there is a need there, that we serve between 1,300 and 1,800 people as far as medical is concerned and dental and other areas; glasses, and so forth. So we would appreciate it very much, I think. Our facilities were looked over there, and we would sure appreciate it if we can get these facilities equalized for use. That is about all I can say.

Senator HATFIELD. Thank you very much.

STATEMENT OF EMMA FARROW

Mr. PATAWA. Mr. Chairman, I would like to call on Emma Farrow.

Ms. FARROW. The Umatilla Tribal Board of Health along with our service unit director and the area Indian health staff are partners in working for better health for the Umatilla tribe. We do appreciate this working partnership, and we want to continue, and also we do appreciate anything that the Appropriations Committee will consider in furthering better health services for our Indian people.

Senator HATFIELD. Thank you very much for your statement, Ms. Farrow.

Mr. PATAWA. Mr. Chairman, that concludes our testimony.

Senator HATFIELD. Thank you, Mr. Patawa. We appreciate your presence here today. You put your finger on another problem besides money; that is, personnel to do the staffing if you had the money. This is, of course, a dual problem that we face. Let me ask you a question as to whether or not we are doing all that we can in recruiting those Indian people who have an interest in medical training. I'm not speaking only for the M.D. program, but for paramedical programs and professional programs of that kind.

Is there a ferreting out activity within the council and tribe and reservation within the Indian community, broadly speaking, to find such qualified people who, with some help in training, could provide some of the person power that we need to staff these programs?

Mr. PATAWA. I direct that question to Mr. Bruce Campbell.

Senator HATFIELD. Surely.

Mr. CAMPBELL. There are two different things we could consider. One is the fact that the Umatilla Tribal Board of Health has established a health department, and they are presently staffed with about 21 paraprofessionals who are working as paraprofessionals in the fields of health. The request they are making for Indian Health Service staff is for the clinical component to help back up the paraprofessionals and, as a rough estimate at least, one-half to three-fourths of those could probably be recruited from eligible Indian applicants.

Senator HATFIELD. But what are you doing within your community in terms of trying to find qualified young people to move into this particular area of service with support in their training and education?

Mr. CAMPBELL. I can give you a twofold answer on that. One of the things that has occurred, at least at Oregon State College, within the Indian studies program has been an establishment of a program for the development of Indian students in the fields of health. The Umatilla community is cooperating with that endeavor. Also estab-

lished and seeking a position for Umatilla has been a recruitment committee which is a combination of the Umatilla Tribal Health Board and Indian Health Service personnel. To date, they have made one presentation at the University of Oregon Medical School. I think it needs an Indian committee to fulfill this.

PREPARED STATEMENT

Senator HATFIELD. Thank you again. You have been very helpful We will see what we can do about that request. Your prepared statement will be printed in the record.

[The statement follows:]

INTRODUCTION

The Confederated Tribes of the Umatilla Reservation are requesting Congressional consideration to enable the Indian Health Service to: (1) staff a direct outpatient care clinic on the Umatilla Reservation as a part of the F.Y. 1976 Indian Health Service budget. Provisions needed are 23 positions at a projected costs of $266,500. (2) funding the Umatilla Community Development proposal in F.Y. 1976 in the amount of $64,240 to enable the further management and facility development of the Umatilla Tribal Health Department.

COMPREHENSIVE COMMUNITY HEALTH CARE

A Partnership for Comprehensive Community Health Care:

In planning for comprehensive community health care for the Umatilla Reservation, a strong, viable partnership has developed between the community and it's primary advisor and resource, the Indian Health Service. The community has participated in developing a Board of Health composed of nine members who have been delegated by it's governing body, the Board of Trustees, full authority in serving the health needs of the Umatilla Reservation Community. Not having its own tribal financial resources, the Board of Health has taken advantage of various State and Federal resources to build the framework for its own Tribal Health Department. Services provided by the Health Department are mainly those of a paraprofessional nature. They include an Alcohol & Drug Program, Maternal & Child Health, Safety and Accident Prevention Program, Solid Waste Collection and Sanitary Landfill, Family Planning, and General Outreach Workers of the Community Health Representatives. Program retention of employees has been strong, two of the original Community Health Representatives selected and trained for the program in 1968 are still employed by the program.

The Indian Health Service existed only in terms of a part-time clerk until 1967. From 1955 to 1968, Umatilla was a part of the Warm Springs Service Unit, and while on paper they had all the services of the Warm Springs Service Unit, in practicality it wasn't that available as Warm Springs is 230 miles southwest of Umatilla and is a 4- to 5-hour drive. Umatilla was designated as a separate Service Unit in 1968. At present, the Indian Health Service at Umatilla has a permanent staff of four people. They provide administration of the sanitation facilities program, mental health, and the contract health services program, and speciality clinics and a dental clinic. While filling a need, the contract health service programs also creates many gaps in the abilities to plan comprehensive health/medical services. In periods of restricted funds medical care becomes limited. Funds usually do not allow for consideration of the needs of any of those eligible living immediately adjacent to the reservation, even in the City of Pendleton. This means that even outpatient care is not available to these people who are eligible for the program. Direct care services would greatly assist in filling these gaps, it would provide medical consultation to the paraprofessional programs in existance, provide for quality assurance reviews, and it would provide the traditional medical services to our community.

Clinic Staffing

In its partnership role with the Indian Health Service, the Confederated Tribes applied for and received an Economic Development Administration grant in 1972 to build a clinic facility to serve the Umatilla Indian Reservation community. This clinic facility has been leased to the Indian Health Service and has been utilized by the community and the Indian Health Service. Itwasanticipated that clinical staffing to provide direct care services and auxiliary personnel for a reservation based comprehensive health program could be provided the following Fiscal Year.

It appears that because the Umatilla Tribal community took the initiative to construct its own clinic, rather than to rely on the availability of Indian Health Service construction funds, that its requests for personnel have been lost from the budgeting process.

It is noted that the Presidents budget for the Indian Health Service for F.Y. 1976 contains no provisions for additional staff positions for the Indian Health Service, with the exception of those personnel packages named as line items to staff new facilities. Umatilla is again left out for another fiscal year for staffing considerations in this proposal of next years budget.

The Confederated Tribes are thus requesting congressional consideration for a staffing package of 27 positions for its clinic. This number is based on the McClellan formula with a service population base of 1250, which is a conservative estimate. As 4 of the positions are already established at Umatilla, the increase requested is for at least 23 positions at a projected cost of $266,500.*

Community Development Proposal

To further develop the health management potential of the Umatilla Tribal Health Department, the Confederated Tribes are requesting $64,240 to establish a management core and to fund facility maintenance. This proposal has been submitted to the Indian Health Service for consideration.

This proposal recognizes the need for funding a sound core management team for the Tribal Health Department to balance the partnership role concept. It basically calls for 3 positions: Executive Director/Executive Secretary/Clerk-typist. And the purchase of accounting services and management consultation.

It includes a sum of $20,000 to meet maintenance and utilities expense for the proposed building expansion being considered by the Tribal Planning Office to house the Tribal Health Department. If this building was not constructed during the next F.Y., this request would be reduced to the actual amount needed for the space now occupied.

It is also felt that this type of development of partnership roles will be a valid intermediate step in allowing the Tribal community to choose and to have full potential to consider those programs which it may like to administer under the Self-Determination Act of 1975.

SUMMARY

The request of your consideration of the above is basically being made by the Confederated Tribes to allow the Indian Health Service and the Umatilla Tribal Community to fullfill their common mission of raising the health status of the American Indian to the highest possible level and to plan this development in the philosophical framework of Congress as set forth in the National Health Planning and Resources Development Act of 1974 (P.L. 93-641) and the Self-Determination and Education Assistance Act (P.L.-638).

*A list of staff positions requested is attached.

Requested Staffing And Cost Of Umatilla's Yellowhawk Clinic To Meet Present Demand And Demands Of Next Three Years With Anticipated Role Expansion And Population Growth

CLINICAL POSITIONS - 7

Physician#	1	04+6	$20,000.[1]
Physician's Assistant	1	GS-8	$15,000.
Clinical Nurse	1	GS-8	$15,000.
Pharmacist	1	03+4	$17,000.
X-Ray/Laboratory Technician	1	GS-7	$12,000.
Custodial/Driver/Supply	1	GS-4	$ 8,000.
Clinical Nurse Assistant	1	GS-5	$11,000.

ADMINISTRATIVE POSITIONS - 5

Service Unit Director*	1	GS-12	$20,000.
Administrative Officer*	1	GS-7	$12,000.
Secretary	1	GS-4	$ 9,000.
Contract Health Services Asst*	1	GS-5	$11,000.
Administrative Clerk	1	GS-3	$ 8,000.

FIELD MEDICAL POSITIONS - 8

Public Health Nurse	1	GS-9	$16,000.
Health Educator	1	GS-9	$16,000.
Medical Social Worker	1	GS-12	$20,000.
Mental Health Technician*	1	GS-7	$12,000.
Project Engineer#	1	04+6	$18,000.
Sanitarian	1	04+6	$18,000.
Environmental Health Aide	1	GS-4	$ 9,000.
Nutrition Technician	1	GS-5	$11,000.

DENTAL POSITIONS - 3

Dentist	1	04+6	$18,000.[2]
Dental Assistants	2	GS-4	$18,000.

CLERICAL POSITIONS - 4

Medical Record Technician	1	GS-4	$ 8,000.
General Clerical	½	GS-3	$ 3,500.
Public Health Nurse	½	GS-3	$ 3,500.
Health Educator	½	GS-3	$ 3,500.
Environmental Health	½	GS-3	$ 3,500.
Mental Health	½	GS-3	$ 3,500.
Nutrition Technician	½	GS-3	$ 3,500.

TOTAL NEEDS	27	$343,000.
Minus Present Staff	-4	55,000.
Minus Funds Temp. Staff		21,500.
Total Add.Requested	23 Positions	$266,500.

* Present Staff. # Present Staff - Positions needed next F.Y. (Project Engineer position Long Term Training - Physicians position borrowed from Area Office). 1/ Excludes $12,000 V.I.P. 2/ Excludes $7,000 Cont. Pay

NOTE: Dollar value of positions represents salary at Step 2 level (C.S.) plus support funds (fringe benefits, travel & training).

STATEMENT OF ROBERT SCHAEFFER, CHAIRMAN, HUMAN RESOURCES COMMITTEE, ALASKA FEDERATION OF NATIVES, INC.

ACCOMPANIED BY:
ALVIN S. IVANOFF, YKHC BETHEL
ALEX NICK, AVCP
MARTIN B. MOORE, AVCP
DAN ROUNDS, YKHC
LYMAN HOFFMAN, YKHC

Senator HATFIELD. Now we would like to call on Mr. Robert Schaeffer, chairman of the human resources committee, Alaskan Federation of Natives. We have your full statement, Mr. Schaeffer. If you will please summarize or highlight it, we will be happy to read it and study it. But before you do, if again you will for the record introduce your associates.

Mr. SCHAEFFER. Thank you, Mr. Chairman. To my left is Darryl Trig, who represents the Health Corp.; Bob Clark, from the Bristol Bay Health Corp.; to the right over here is Al Ivanoff for dental; and Carl Jack, representing the Alaska Federation of Natives and Health Affairs Division.

Mr. Chairman, before I go into testimony, I would like to say that testimony basically supports the testimony of the Bethel group in that it supports, in fact, the additional appropriation of funds for direct health care and, No. 2, the federation's unanimous support of the construction of hospital facilities at Bethel.

Senator HATFIELD. Thank you.

Mr. SCHAEFFER. Mr. Chairman and fellow members of the committee, I am here representing the Alaska Federation of Natives, Inc., a statewide Native organization representing a constituency of some 65,000 Alkaskan Natives in Alaska, which currently has pending pursuant to your congressional appropriation to Indian Health Service the amount of $1.2 million. These funds are to be made available on a contractual basis to Alaskan Federation of Natives, Inc., from IHS and subcontracted to the regional nonprofit corporations, for the purpose of providing direct health services managed by the Yukon-Kuskokwin Health Corp. Norton Sound Health Corp., and the Kotzebue Area Health Authority.

Let us reflect for a moment on the past utilization of funds received by AFN, Inc., intially from the Office of Economic Opportunity, the Community Health Service, and for the current year under Indian Health Service. The two oldest health corporations, Norton Sound Health Corp. serving the Nome-Bering Straits area and Yukon-Kuskokwin Health Corp. serving the Yukon-Kuskokwin delta area, have through 5 years of effort advanced to a level of management sophistication to provide direct health services in cooperation with Indian Health Service. This results in better health services, elimination of duplication of service and, thus, achieves maximum utilization of available development funds.

Three other similar health entities are midway to the point of management sophistication to provide direct health services. These are: Tanana Chiefs Health Authority, Bristol Bay Area Health Corp., and Kodiak Island Native Health Authority. These three health entities are completing their second and first year of operation and are making a rapid pace due to precedence and assistance offered by AFN, Inc., and other established health entities. The remaining two regions not being served by a health corporation or a health department under the auspices of a nonprofit corporation will proceed to such an entity next fiscal year as a result of this appropriation.

It has clearly been the intent since the establishment of the Health Affairs Division of the Alaska Federation of Natives, Inc., to assume the management and delivery of services to Alaska Native community with the Federal Government's continued fiscal support.

It would appear that Public Law 93–638, entitled Indian Self-Determination and Educational Assistance Act, would provide a vehicle to expedite the assumption of the Indian Health Service's delivery systems in Alaska by Alaska Native organization, thus creating the need to accelerate the growth and development of sophisticated regional health entities in Alaska capable of providing quality health care within Alaska.

Although it is the position of AFN, Inc., that the $1.2 million appropriation sought here today will not be sufficient to totally prepare the regions to accept the burden of management and delivery of their own health care as outlined in the "Alaska Native Health Care Policy Statement," we do feel that the foundation for eventual assumption can be effectively created while other preparatory work, such as reviewing and commenting on the regulation of Public Law 93–638, and SB 552, entitled "Indian Health Care Improvement." The following is a breakdown on our appropriation request:

This is the total budget of the Yukon-Kuskokwim Health Corp. which, I might add serves almost 15,000 native constituency. Their total asking is $462,172. The Norton Sound Health Corp., serving some 7,000 people, is $700,000, and the Kotzebue Area Health Authority, serving some 5,000 people, totals $37,900—a total appropriation, total asking, proposed, $1,200,072.

In summary, Mr. Chairman, we are asking for an additional appropriation of $1.2 million to be added into the Indian Health Service contract fund for direct health service contracts which would, in turn, free up an additional $1.2 million in planning funds for the other nine regional Native health entities to plan and arrive at the level of sophistication as the Norton Sound Health Corp., Yukon-Kuskokwim Health Corp., and the Kotzebue Area Health Authority.

In closing, I would like to have it on record that the AFN, Inc., fully supports and endorses the construction of a new hospital in Bethel to serve the Yukon-Kuskokwim area. The supporting documents will be given over to the committee shortly.

Senator Hatfield. Thank you very much, Mr. Schaeffer. Now the $1.2 million is in addition to that which has been requested—no; it is included in that part which is requested by your other associates headed by Mr. Ivanoff?

Mr. SCHAEFFER. Yes, Mr. Chairman. This also acts as testimony on behalf of the Kotzebue Area Health Authority and Norton Sound Health Corp. along with the total for the three corporations for $1.3 million.

Senator HATFIELD. I see. All right, I appreciate very much your statement.

Mr. SCHAEFFER. Thank you, Mr. Chairman.

NAVAJO COMMUNITY COLLEGE

STATEMENT OF THOMAS E. ATCITTY, PRESIDENT

ACCOMPANIED BY:
WALTER J. JENSEN
JAMES S. HENA

Senator HATFIELD. Now we will ask Dr. Thomas E. Atcitty from the Navajo Community College to come forward.

Dr. ATCITTY. Thank you, Mr. Chairman. I would like to express my appreciation for giving us an opportunity to appear before you this morning.

Senator HATFIELD. We are happy to welcome you, and we have now your various statements and attachments. Again, if you would please use the summary approach highlight, I would appreciate it. Before you do that, we would like to meet your associates.

Dr. ATCITTY. Yes, sir. My name is Thomas E. Atcitty, president of the Navajo Community College. To my immediate left is Walter Jensen, president of the student body of Navajo Community College and also, by virtue of that position, serves on the board of regents.

Senator HATFIELD. Welcome.

Dr. ATCITTY. To my far left is James Hena, the development officer for the Navajo Community College.

Senator HATFIELD. We are glad to have you here this morning.

Dr. ATCITTY. I would like to point out a typographical error, first of all, on the first page in the bottom paragraph, the second line, in the amount of $2,508,000. This should be $2,058,000.

Senator HATFIELD. All right; we will make that correction. We welcome any reductions of these requests.

Mr. ATCITTY. Mr. Chairman, for the third time since the passage of the Navajo Community College Act, Public Law 92-189, we have to come before Congress to ask for adequate funding for the operation of the Navajo Community College which, we believe, was the intent of the law. However, we have not received the kind of communication that we would like to have seen from the Bureau of Indian Affairs.

This year we are operating with $3,058,000. For next year, fiscal year 1976, the Bureau has advised us they have approved $2,058,000, which is $1 million less than what we are operating with this year and, with the rising costs of living and so forth, we feel that this is grossly inadequate to operate a developing institution such as Navajo Community College on an Indian reservation.

Senator HATFIELD. Let me interrupt at this point and put into the context of your statement what your enrollments are for those same

periods of time to indicate the cross factor in your college. Do you have that statistic available?

Mr. ATCITTY. It is attached.

Senator HATFIELD. Attachment A?

Mr. ATCITTY. Yes.

Senator HATFIELD. It seems to me a good point in your testimony to place that comparative figure if you have it easily available. Attachment C, is that correct?

Mr. ATCITTY. Yes.

Senator HATFIELD. You show 562 students, Indian students; non-Indian students, 63, a total of 625 for fiscal 1974, and then you jump for fiscal 1975 to 709 Indian students; 79 non-Indian students, for a total of 788—an increase of 21 percent. Now that is actually realized at the moment. We are talking about that involvement at this time, aren't we?

Mr. ATCITTY. Yes, sir.

Senator HATFIELD. Then you are projecting, as I see your statistic here for 1976, to 927 Indian students, 103 non-Indian, for a total of 1,030, for an increase of 24 percent. Is that correct?

Mr. ATCITTY. That is correct.

Senator HATFIELD. So, consequently, when you say that your budget is going down, it is in contrast to the enrollment going up?

Mr. ATCITTY. That is right.

Senator HATFIELD. These are full-time or equivalent, aren't they?

Mr. ATCITTY. These are full-time students.

Senator HATFIELD. So we are not even talking about——

Mr. ATCITTY. We are not talking about FTE this year. In a body count, we have over 4,000 students that the college is serving, but these are full-time students that we have at the college.

Senator HATFIELD. That is why you have this supplement for $1 million, to accommodate those additional students without losing the quality of your education or reducing the level of your education?

Mr. ATCITTY. That is right.

Senator HATFIELD. Having been in education about 7 years myself, I can appreciate the problem of maintaining student-teacher ratios and the quality of level of education and everything associated with it. You make a very excellent case. Excuse me for interrupting.

Mr. ATCITTY. Thank you. That was an interesting point. The tribe is considering this request. The Tribal Council has placed this as one of their top priorities of the tribal need. Next year, in 1976, the tribe will be delivering water to the first 10,000 acres of the 110,000-acre Navajo Indian irrigation project.

The college has been given the responsibility of providing the educational services and the training opportunities for Navajos who will be responsible for implementing the irrigation project so that without the adequate funds we are unable to meet the demands and needs of the Navajo Tribe.

Senator HATFIELD. You are providing the personnel and the technical staff. You are not building that, the physical construction work, are you?

Mr. ATCITTY. No, the Bureau of Reclamation is responsible for that.

51-957 O - 75 - pt. 4 - 30

Senator HATFIELD. But you are providing the technical and administrative personnel?

Mr. ATCITTY. Yes, the trained manpower.

Senator HATFIELD. I thought we ought to make that delineation so that the record will show that we were not trying to incorporate some construction moneys.

Mr. ATCITTY. No. Speaking of construction, we have a construction program presently going on the Navajo Community College, and we are presently, in addition to our operational needs, requesting as additional $2.5 million for construction purposes to complete our present construction program and, for our operation next year, we are asking for an additional $2.5 million on top of our approved $2 million which will come up to $4.5 million for operations next year of the Navajo Community College.

We have been advised by our contractors that to do the same kind of work at Navajo Community College, as opposed to Albuquerque, where our contractors operate from, it would cost them over 31 percent more to build a similar or same construction, so you can see that there are many increased costs that we are faced with, not only in construction but in terms of operation. So we are asking that Congress again consider our request and to give us again a favorable consideration for this very important project that the tribe itself is undertaking. We feel that this is one of the important steps toward achieving that self-determination that the tribe is entering. I would like to ask Mr. Jensen if he could contribute to my testimony.

Senator HATFIELD. Thank you.

STATEMENT OF WALTER JENSEN

Mr. JENSEN. Mr. Chairman, thank you for giving me the honor to appear before your subcommittee. I just want to summarize my testimony by saying that the students of Navajo Community College are very anxious and concerned about the financial picture of Navajo Community College. Certainly, it is cause to exist in the college. The students are not able to plan for the forthcoming year. Their plans have been brought to the point that psychological turmoil has started in the college. In many of these areas it is difficult to explain or even comprehend.

As a student and as a board member of the Navajo Community College, I am hoping the differences between the college and those allocated by the Bureau of Indian Affairs can be taken care of, and the students need this to plan the forthcoming year. Thank you.

Senator HATFIELD. Thank you, Mr. Jensen. What is your major field of study?

Mr. JENSEN. I am going into business administration.

Senator HATFIELD. Mr. Gorman, we have a statement here for him.

Mr. ATCITTY. Mr. Chairman, unfortunately, Mr. Gorman, who is traveling with members of the Navajo Tribal Council, was not able to arrive in time, and we would like to include his statement in the record.

Senator HATFIELD. It will be included in the record. Does that conclude your presentation?

Mr. ATCITTY. Yes.

Senator HATFIELD. Let me ask one more question on the construction request that you made. As you know, the procedure is we have to have authorization before we have an appropriation. I am informed by staff that the BIA has indicated that it has no additional authority at this time or authorization for additional construction money that you have utilized to the limit of the authorization. Do you have that information as to whether or not this is correct?

Mr. ATCITTY. We have been advised by various offices in Bureau Affairs as well as the Office of Education that most of the funds that have been used for facilities and construction of colleges in higher education have not been appropriated for the last 2 years. We are in the process, Mr. Chairman, of asking for an amendment to our act to provide for such an appropriation.

Senator HATFIELD. Fine. I am glad that you are aware of that, and you are taking the actions necessary to raise that authorization. Gentlemen, thank you very much. Did you have something that you wish to add, sir?

Mr. HENA. No, Mr. Chairman. I might just reiterate the importance of the testimony presented by the president, and I think, as you indicated earlier, Mr. Chairman, you have been involved in education, and I think you understand the importance of education of our young people, especially Indian people so that we can at some point do what we have to do. Thank you.

PREPARED STATEMENTS

Senator HATFIELD. Thank you very much. All prepared statements will be printed in the record.

[The statements follow:]

STATEMENT OF THOMAS E. ATCITTY

Mr. Chairman, distinguished members of the committee, ladies and gentlemen. My name is Thomas E. Atcitty, President of Navajo Community College. With the unanimous approval of the Navajo Tribal Council and the Board of Regents, I have requested an opportunity to share with the Subcommittee on Appropriations, the College's urgent request that the following steps be taken immediately:

1. The addition of $2,520,243 to the Bureau of Indian Affairs allocation for operating costs at Navajo Community College. This sum represents the difference between the BIA budget allocation of $2,058,000 and the budget request of Navajo Community College for $4,578,248.

2. The allocation of $2,500,000 to Navajo Community College for the completion of current construction programs.

These budget requests have been prepared in full conformity with the Navajo Community College Act (Public Law 92-189) signed into law December, 1971.[1]

The discrepancy between the Bureau of Indian Affairs allocation and the Navajo Community College request reflects both a violation of the intent of the Navajo Community College Act and written understandings by the Commissioner of Indian Affairs to Navajo Community College relative to implementation of the Act.[2]

The Navajo Community College Act provides "...an annual sum for operating and maintenance of the College that does not exceed the average amount of the per capita contribution made by the Federal Government to the education of Indian students at federally operated institutions of the same type...". The only federally funded counterpart meeting such criteria is Haskell Junior College - an established post secondary institution without additional community college responsibilities.

For fiscal year 1974, Navajo Community College requested $2,058,000 from the Bureau of Indian Affairs for its Indian students (90% of the total enrollment - 625).[3] The Bureau allocated $1,458,000 even though the Navajo Community College request was well within the limits of the provisions specified in the Act. The Bureau of Indian Affairs subsequently supported restoration of the $600,000 discrepancy. The request was approved by Congress in November, 1973.

For fiscal year 1975, the Bureau of Indian Affairs arbitrarily without negotiation, allocated the same amount ($2,508,000) as was appropriated for fiscal year 1974, even though enrollment at Navajo Community College has increased by 21%. No consideration was given to increased costs resulting from an inflationary economy. Again, Congress rectified this error and added $1,000,000 to the allocation.

The budget request to the Bureau of Indian Affairs for fiscal year 1976 reflects the bare essentials of a budget prepared to conform strictly with the provisions of the Navajo Community College Act.[4] Once again, the Bureau of Indian Affairs, without negotiation and in violation of the provisions of the Act, has allocated the same amount as in fiscal year 1974 - a figure

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[1] Attachment A - The Navajo Community College Act, 12/15/71

[2] Attachment B - Letter from Morris Thompson to Thomas Atcitty - 3/19/74

[3] Attachment C - Cooperative Per Capita Analysis

[4] Attachment D - Fiscal Year 1976 BIA budget request

$1,000,000 below fiscal year 1975, in the face of both spiraling inflationary operating costs and a projected enrollment increase of almost 24% (1030).[5]

It is essential to minimal operation of Navajo Community College that the Congress restore the $2,520,243 requested by the Navajo Tribal Council for fiscal year 1976 as authorized by the Navajo Community College Act. Navajo Community College cannot meet its commitments to its students and to the Navajo people unless the U.S. Government honors those agreements which control its growth, development and very existence.

The Navajo Community College Act also provides for construction costs for our new campus at Tsaile, Arizona in an amount "...not to exceed $5,500,000 for construction, plus or minus such amounts, if any, as may be justified by reason of ordinary fluctuation for 1971 construction costs...". The college has expended, to date, well over $12,000,000 toward construction of Phase I and II of our campus. All major facilities have been completed except for the Navajo Culture and Education Center. Current contractual obligations and completion costs will require an additional $2,500,000 in construction funds for this building which is central to all Navajo Community College programs. The increased costs reflects both a rapidly escalating cost of construction and revised planning for increased purposes to be served by the Center. The Bureau of Indian Affairs had made no allocation to accommodate for these increased construction costs.

The Navajo Community College Act became law in December, 1971, less than three years after establishment of the College. At that time the college was operating in temporary quarters at Many Farms on the Navajo Reservation. It was difficult to foresee the ramifications of establishing a new physical plant geographically isolated from sources of supply. The nearest sources are over 80 miles away. Transportation and communication costs affect both operation and maintenance of the College.

As the College has developed and grown, it has been necessary to go through transitional phases faced by all developing institutions, which are expensive but necessary until the College is operating at a point of optimal efficiency. There are services which must be provided to students, faculty and personnel regardless of the size of the institution.

In accordance with the community college concept, Navajo Community College admits all Indian applicants. A greater than usual proportion of its entering enrollment reflects students in need of intensive guidance and assistance before they can effectively participate in a full time academic program.

In keeping with its mission to fully serve the Navajo people and other Indians, Navajo Community College conducts an intensive community service program throughout the reservation reaching out to adults as well as youth in a wide range of programs. The administration of these critically needed services is not reflected in the operating costs of a typical Junior College such as Haskell.

Because of these factors, Navajo Community College will seek an amendment to the Navajo Community College Act so that federal funding can be responsive to the realistic needs of the College.

Navajo Community College is at the crossroads of a unique venture without precedent in our country. Conceived, developed and controlled by the people it serves, it seeks to preserve and enrich the culture and heritage of all Indian people while providing an effective education for its students. Throughout America, other Indian institutions are looking to Navajo Community College for guidance and leadership as they begin to emerge. With the help of an understanding and realistic Congress, we will meet our obligations.

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[5] Attachment E - Enrollment Data

ATTACHMENT A

The Navajo Community College Bill

Public Law 92-189
92nd Congress, H. R. 5068
December 15, 1971

An Act

85 STAT. 646

To authorize grants for the Navajo Community College, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Navajo Community College Act." Navajo Community College Act.

PURPOSE

SEC. 2. It is the purpose of this Act to assist the Navajo Tribe of Indians in providing education to the members of the tribe and other qualified applicants through a community college, established by that tribe, known as the Navajo Community College.

GRANTS

SEC. 3. The Secretary of Interior is authorized to make grants to the Navajo Tribe of Indians to assist the tribe in the construction, maintenance, and operation of the Navajo Community College. Such college shall be designed and operated by the Navajo Tribe to insure that the Navajo Indians and other qualified applicants have educational opportunities which are suited to their unique needs and interests.

AUTHORIZATION OF APPROPRIATIONS

SEC. 4. For the purpose of making grants under this Act, there are hereby authorized to be appropriated not to exceed $5,500,000 for construction, plus or minus such amounts, if any, as may be justified by reason of ordinary fluctuations from 1971 construction costs as indicated by engineering cost indexes applicable to the types of construction involved, and an annual sum for operation and maintenance of the college that does not exceed the average amount of the per capita contribution made by the Federal Government to the education of Indian students at federally operated institutions of the same type. Limitation.

ATTACHMENT B

United States Department of the Interior

BUREAU OF INDIAN AFFAIRS
WASHINGTON, D.C. 20245

Mr. Thomas Atcitty
President
Navajo Community College
Many Farms Rural Post Office
Chinle, Arizona 86503

MAR 19 1974

Dear Mr. Atcitty:

This letter will recapitulate the understandings which were developed between the BIA Central Office of Education Programs and the Navajo Community College in 1972 concerning the Bureau's contributions toward the College operations.

As you know, the Bureau begins preparing budget estimates about two years in advance of the anticipated funding. In order to be able to include an estimate for NCC operation in the Bureau budget we must have your estimates about a year and a half prior to the actual year of operation. This means we must have a budget proposal from NCC by February of the year preceding the operational year.

The budget from NCC must be as complete as possible within the limitations imposed by the required lead time and must, of course, include an estimate of enrollment for the year in question. We will review the proposed budget at the Area and Central Offices and compare it to proposed budgets of similar Bureau schools. If discrepancies arise they will be negotiated with NCC. After this process a final agreed upon figure will be included in the proposed Bureau budget request to the Department and the Office of Management and Budget.

In the development of the budget for any fiscal year NCC will list anticipated sources of income, i.e., Bureau of Indian Affairs contributions, tuition from students, contributions from foundations, etc. Since these estimates are made 18 months in advance they may well be inaccurate. A review will be made of outside funds actually received and an adjustment in the Bureau's contribution to the NCC will be made in the subsequent fiscal year. It is clearly understood that financial support for non-Indian students must come from sources other than BIA contributions.

The dollar figure for NCC operations will normally be included as part of the Bureau's request for higher education funds and may or may not be specifically identified in the budget document. Once the appropriation process is complete, a specific allocation of funds will be made to the Navajo Area Office for transfer to NCC for operational purposes.

Sincerely,

Morris Thompson

Commissioner of Indian Affairs

ATTACHMENT C

COMPARATIVE PER CAPITA ANALYSIS

	Funds	Full time Enrollment at NCC	Per Capita Cost for Indian Students
Fiscal Year 1974	BIA allocation $1,458,000 Congressional Supplement $600,000 Total $2,058,000	Indian students 562 Non-Indian students 63 Total 625	$2,058,000 / 562 $3662/student
Fiscal Year 1975	BIA allocation $2,058,000 Congressional Supplement $1,000,000 Total 3,058,000	Indian students 709 Non-Indian students 79 Total 788 %increase 21%	$3,058,000 / 709 $4313/student
Fiscal Year 1976	BIA allocation $2,058,000 Congressional Request 2,520,243 Total $4,578,243	PROJECTED Indian students 927 Non-Indian 103 Total 1030 %increase 24%	$4,578,243 / 927 $4939/student *

* Approximate figures for Haskell Junior College for Fiscal Year 1975 (as compared to Navajo Community College figures for 1976) indicates an enrollment of 1100 students, an operating budget of $5,570,000 and a per capita cost of $5,064/ student

ATTACHMENT D
FY 1976 BUREAU OF INDIAN AFFAIRS BUDGET REQUEST
NAVAJO COMMUNITY COLLEGE

1975-76 Operating Budget, Report & Comparable
Data for 1972-73, 1973-74, and the 1974-75 Budget

DEPARTMENT/DIVISION	1972-73 Actual Per Audit	1973-74 Estimated	1974-75 Current Budget	1975-76 Request
INSTRUCTION				
Dean's Office	43,917.85	45,820.84	98,765.00	75,200.00
Curriculum Development		43,431.42	59,500.00	65,135.00
Research, Records & Adm	55,007.57	62,330.30	78,522.00	118,536.00
Learning Resources	107,938.13	84,308.63	92,383.00	120,372.00
Associate of Arts Degree	188,534.78	124,027.07	183,208.00	245,210.00
Directed Studies	66,747.20	84,434.94	51,800.00	87,853.00
Co-operative Edu.				27,780.00
Special Education				43,165.00
Navajo Studies	126,170.72	163,460.00	176,489.00	303,628.00
Voc-Tech Office	756.08	20,514.21	25,867.00	30,458.00
Business	40,501.23	46,599.02	52,093.00	51,184.00
Commercial & Fine Arts	15,045.44	18,152.64	16,435.00	21,265.00
Drafting	16,582.06	15,878.39	15,031.00	17,145.00
Home Economics	10,780.88	13,535.82	13,539.00	17,441.00
Nursing			54,320.00	154,320.00
Transportation Trades	36,698.96	50,309.83	34,984.00	73,931.00
1 ding	19,662.85	22,854.50	23,115.00	35,595.00
Summer Session	45,283.16	50,163,43	- 0 -	60,700.00
Shiprock Branch		39,229.40	220,129.00	684,753.00
Physical Edu & Related	33,345.07	37,746.29	41,238.00	112,245.00
	806,971.98	922,796.73	1,237,418.00	2,345,916.00
STUDENT SERVICES				
Dean's Office	20,096.75	29,579.03	45,100.00	49,670.00
Counseling	22,667.63	23,116.33	28,070.00	56,065.00
Financial Aid	36,423.73	55,062.87	33,010.00	39,650.00
Housing & Food Services	86,833.46	250,042.99	293,258.00	339,451.00
Health Center			20,500.00	39,300.00
Day Care				29,600.00
Student Programs	37,774.97	32,426.29	35,330.00	113,247.00
	203,796.54	390,227.51	455,268.00	666,983.00
PHYSICAL PLANT				
Administration	9,814.27	41,208.13	72,998.00	26,850.00
Buildings & Grounds	79,871.42	118,813.37	99,500.00	148,720.00
Custodial Services	38,348.58	50,004.23	65,630.00	61,240.00
Property Supplies & Mail		15,224.23	35,384.00	52,970.00
Security	13,099.69	46,903.92	110,530.00	295,349.00
G eral Physical Plant	5,479.62	116,080.71	146,000.00	208,000.00
	146,613.58	388,234.59	530,042.00	793,129.00
Administration/Institutional				
President's Office	113,671.86	187,428.45	173,761.00	140,045.00
Business Office	99,577.39	96,702.23	116,128.00	133,020.00
Development Office	143,478.08	76,694.55	55,750.00	58,350.00
Public Relations	18,447.54	15,083.29	24,800.00	24,800.00
Community Services	60,315.59	35,229.77	32,150.00	74,900.00
NCC Press			32,800.00	32,800.00
General Institutional	53,579.18	153,786.42	117,000.00	172,000.00
Debt Retirement & Int	166,569.57	146,700.00	180,470.00	136,300.00
	655,639.21	711,624.71	732,859.00	772,215.00
Total Operating Departments				
Ongoing Expenses	1,813,021.31	2,412,883.54	2,955,587.00	4,578,243.00
Less Restricted funds applies to Opr dptms	(58,678.72)			
Net-Regular Activities	1,754,342.59	2,412,883.54	2,955,587.00	4,578,243.00

ATTACHMENT E

NAVAJO COMMUNITY COLLEGE

ENROLLMENT DATA

Campus or Program	1972-73			1973-74			1974-75			1975-76		
	Hdcnt	Full	Part	Hdcnt	Full	Part	Hdcnt	Full	Part	Hdcnt	Full	Part
Main Campus (Tsaile/Many Farms)	f 336 s 325	f 241 s 241	f 95 s 84	f 307 s 348	f 271 s 300	f 36 s 48	f 337 s 350	f 237 s 205	f 100 s 150	f 340 s 350	f 238 s 200	f 102 s 150
Shiprock Branch				f 80 s 181	f 3 s 8	f 77 s 173	f 111 s 183	f 18 s 29	f 93 s 154	f 200 s 200	f 32 s 32	f 168 s 168
Career Opportunities Extension Program	f 75 s 63	f 0 s 0	f 75 s 63	f 59 s 64	f 0 s 0	f 59 s 64	f 553 s 814	f 0 s 0	f 553 s 814	f 800 s1300	f 0 s 0	f 800 s1278
Totals	f 775 s 752	f 241 s 241	f 534 s 511	f 796 s 943	f 274 s 308	f 522 s 635	f1001 s1347	f 255 s 229	f 746 s1118	f1340 s1850	f 270 s 232	f1070 s1596
FTE (full-time plus 1/2 part-time)	f 508 s 496	-- --	-- --	f 535 s 625	-- --	-- --	f 628 s 788	-- --	-- --	f 805 s1030	-- --	-- --

In addition to the figures presented above for 1974-75, NCC serves students in the following programs:

Indian Manpower Technical & Training Assistance	60 students
Reservation Management Development Institute	293
American Indian Higher Education Consortium	2,572
Office Machines Serviceman Training Program	12
Navajo Optics Training Program	11
Water & Sewer Technician Training Program	30
Right to Read Program	110
GED Program (in the Community)	110
Title IV -- Indian Education	153
Navajo Concentrated Employment Program	572
Curriculum Development & Resource Center	70
Kellogg Internship Program	25
NPEL	10
TOTAL	4,028

NAVAJO CULTURE CENTER costs ATTACHMENT F

Navajo Community College
Tsaile Lake, Arizona
February 7, 1975

Project Expense Estimate

Construction Contracts: (to date)

1.	Contract #1, July 1973 (excavation & conc. piers	$ 61,235.00
2.	Change Order #1, October 1973 (conc. foundations and backfill)	144,539.00
3.	Contract #2, January 9, 1974 (remainder of building)	3,626,500.00
4.	Change Order #1, July 1974 (second elevator cylinder)	4,736.00
	Total Construction Contracts to Date	$3,837,010.00

Construction, Furnishings & Equipment: (to complete facility)

1.	Asphalt Parking Lot & Walkway	$ 30,000.00
2.	Landscape Protection and Area Lighting	35,000.00
3.	Second Elevator	50,000.00
4.	Furnishings & Equipment*	435,000.00
	Total to Complete Facility	$ 550,000.00

Architectural & Engineering Fees:

Fee to Date 6% of $3,837,010.00	$ 230,220.00
Fee to Complete 6% of $300,000.00 (estimated cost for asphalt + paving + landscape + elevator + $185,000.00 of furnishings and equipment)	18,000.00
Total Architectural & Engineering Fees for Complete Project	$ 248,220.00

*Furnishing and equipment of building to include items necessary for classroom uses, arts and crafts instruction, resource center equipment, display and storage for museum, office equipment, completion of sanctuary (less turquoise), chant room recording and playback equipment, drapery for building, student lounge furnishing, special furnishings (fiberglass mountains) for Navajo Studies, miscellaneous items, etc.

Construction Invoices To Date:

		Invoice	Amount Paid (Amount Unpaid)
1.	Contract #1 (completed)	$ 61,235.00	$ 61,235.00
2.	Change Order #1 (completed	144,539.00	144,539.00
3.	Contract #2 + Change Order #1 (under construction)		
	Pay Request #1 January 31, 1974	1,817.00	1,817.00
	Pay Request #2 February 28, 1974	342.00	342.00
	Pay Request #3 March 31, 1974	20,954.00	20,954.00
	Pay Request #4 April 30, 1974	141,696.00	141,696.00
	Pay Request #5 May 31, 1974	170,742.00	170,742.00
	Pay Request #6 June 30, 1974	208,431.00	208,431.00
	Pay Request #7 July 31, 1974	222,156.00	222,156.00
	Pay Request #8 August 31, 1974	291,791.00	291,791.00
	Pay Request #9 September 30, 1974	401,854.00	401,854.00
	Pay Request #10 October 31, 1974	386,426.00	348,146.00
			(38,280.00)
	Pay Request #11 November 30, 1974	266,425.00	(266,425.00)
	Pay Request #12 December 31, 1974	391,058.00	(391,058.00)
	Pay Request #13 January 31, 1975	316,777.00	(316,777.00)
Totals to date:	Invoiced	$2,820,469.00	
	Amount Paid		$1,811,905.00
	Amount Unpaid		($1,012,540.00)
Total to Complete Contract		810,757.00	810,767.00
Total Contract Amount Unpaid			($1,823,307.00)

Architectural & Engineering Invoices to Date:

Invoice No.		Amount	Amount Paid (Amount Unpaid)
601	January 22, 1973	$ 28,800.00	$ 28,800.00
710	May 15, 1973	38,400.00	38,400.00
720	May 23, 1973	38,400.00	38,400.00
753	June 20, 1973	8,600.00	8,600.00
781	July 24, 1973	9,600.00	9,600.00
826	September 24, 1973	5,760.00	5,760.00
849	December 12, 1973	7,760.00	7,760.00
875	December 19, 1973	11,520.00	11,520.00
918	February 14, 1974	7,600.00	7,600.00
960	April 26, 1974	11,780.00	11,780.00
1012	July 1, 1974	5,080.00	5,080.00
1030	July 18, 1974	23,997.94	(23,997.94)
1114	December 12, 1974	17,407.20	(17,407.20)
Total Amount to Date		$ 214,705.14	
	Amount Paid		$ 173,300.00
	Amount Unpaid		($ 41,405.14)

Amount to Complete	$15,515.30	($ 15,515.30)
Total Amount Complete Fee Unpaid		($ 56,920.44)

Summary:

Balance of Expenses Required to Complete Project:

1.	Construction Contract Unpaid	$1,823,307.00
2.	A & E Fees Unpaid	56,920.44
3.	Additional Construction, furnishings and equipment expenses (estimated)	550,000.00
4.	Additional A & E Fee (estimated)	18,000.00
		$2,448,227.44

STATEMENT OF WALTER JENSEN

Mr. Chairman, distinguished members of the committee, ladies and gentlemen. My name is Walter Jensen. As president of the Student Body and as a member of the Board of Regents of Navajo Community College, I am honored to have this opportunity to appear before the Subcommittee on behalf of the students of NCC.

The students of NCC are very concerned and anxious about the financial picture of the College. Because of the uncertainty which exists in regard to the College having sufficient funds for operating for fiscal year 1976, many students are not able to complete their academic and vocational planning for next year. Not only have their plans been thwarted, but the psychological turmoil which many of the students have experienced is difficult to explain or even comprehend.

As a student and as a Board member of NCC, I am beseeching you, the Congress, to restore the difference between the College's budget request and those funds allocated by the Bureau of Indian Affairs. That difference is $2,500,000. This amount is desperately needed and students need to know if it will be forthcoming so that they can finish making their plans not only for the next year but for the future.

STATEMENT OF GUY GORMAN

Mr. Chairman, distinguished members of the committee, ladies and gentlemen. My name is Guy Gorman, Sr. It is my privilege to be here as the Chairman of the Board of Regents of Navajo Community College. I am grateful for this opportunity to appear before the Subcommittee on behalf of Navajo Community College.

Although I appreciate this opportunity to appear before you, I am very disturbed that I, a board member of NCC, have had to come to Washington the last three years to request Congress for additional funds. As a member of the original Board of NCC, who worked for the passage of the Navajo Community College Act (PL 92-189), I was hopeful that this Act would provide for the funds needed for operating the College. From my understanding of the Act, sufficient funds should be available, but it appears to me that the Bureau of Indian Affairs is failing to comply with the Act. Since the Bureau of Indian Affairs has failed to honor the commitments of the Navajo Community College Act (PL-92-189), I am asking that Congress again restore the difference between the College's budget request and those funds allocated by the Bureau of Indian Affairs. That difference is $2,500,000.

Navajo Community College was established by the Navajo Tribe in 1968 to provide higher educational opportunities for its young people. This unique institution of higher learning is experiencing undue stress in its planning, programming and recruiting. This can be directly attributed to the Bureau of Indian Affairs violation of the intent of the Navajo Community College Act and the written understandings by the Commissioner of Indian Affairs.

I trust that Congress will respect the mutual need to honor these provisions by restoring the requested funds. In so doing, you will enable the first Indian owned and operated college on a reservation to provide the education and leadership needed for these times.

STATEMENT OF DONALD R. ANTONE, SR., GILA RIVER INDIAN COMMUNITY

ACCOMPANIED BY:
GARY W. THOMPSON
RODNEY B. LEWIS

Senator HATFIELD. All right. Now Mr. Donald R. Antone, Sr., Gila River Indian community.

Mr. Antone, we are happy to welcome you here this morning. I think we now have a copy of your statement, if you will summarize and introduce your colleagues to the committee.

Mr. ANTONE. Thank you, Mr. Chairman. I would like to introduce Mr. Gary W. Thompson, who is our tribal health planner and, on the far left, is Rod Lewis, who is an attorney with the tribe.

Senator HATFIELD. We are happy to welcome you both here.

Mr. ANTONE. Mr. Chairman, members of the committee, I am Donald Antone from the Gila River Indian community. I am the lieutenant governor of the Pima-Maricopa Tribe in southwest Arizona. I wish to limit my testimony to the Sacaton health facility project which the tribe has been actively working on with the Indian Health Service. A $10,680,100 appropriation is being requested for this project.

I am thankful for being allowed time for my testimony to be heard and have a prepared statement which I wish to be entered into the record. I also have several copies of two documents which are for the information of the committee. One is titled master plan, Sacaton health facility and the other is schematics, Sacaton health facility.

The Sacaton health facility project has come along quite well in the 2 years that it has taken to advance the project to its present status. All preliminary planning has been completed.

Phase 1, the master plan, which analyzes the existing facility and suggests alternate proposals of either remodeling to accommodate an expanded health care program versus constructing a completely new facility, was prepared and submitted to the Indian Health Service by Friedman and Jobusch, Architects and Engineers, Inc., in July 1974. In September of 1974, the Indian Health Service concurred with the A/E's recommendation and agreed that the most prudent course of action would be to construct a new facility on a new site.

Phase 2, schematics, was initiated shortly thereafter and was completed in February 1975. The floor plan provides space for an expanded program and includes spatial arrangements for supportive tribal health programs. This accommodation by the Indian Health Service encourages a continuous, positive relationship that has evolved over the years. The site for the new facility is directly south of the present facility on a well-located piece of land. The area, approximately 40 acres, is not beset with planning limitations since it conforms to the general community plan for Sacaton. See attached general land-use plan. Also, offsite utility service has been designed to serve the facility as part of an overall master plan for the Sacaton community, which includes utility service to 20 additional public housing units, to an elementary school and to other capital improve-

ment projects under construction in Sacaton. Now that preliminary planning has been completed, it appears that the project may have to undergo a lengthy period of inactivity due to tightness in the economy and the prevailing mood to cut back expanditures in all sectors. Mr. Chairman, the project should not be allowed to fall behind.

To do so would make construction costs almost prohibitive later on, and would compromise planning information gathered thus far. There is an equally compelling reason for completing Indian Health Service hospital construction projects as expediently as possible.

In the State of Arizona, the legislature, through House Bill 2108, designated the State Department of Health Services as the agency to prepare and administer the State's comprehensive health plan. A facilities plan has been developed by the State and has been made an integral part of the planning process for health services. Although the overall goal of H.B. 2108 is a good one, one which encourages the orderly construction and modification of health facilities so that health services are distributed to all citizens with respect to quality and quantity, this piece of legislation is working to the disadvantage of Indian people who must rely heavily on Federal appropriations to improve health care. All facilities in the State have been surveyed to determine capacity and condition. A projected bed need formula through year 1980 has been established by the State agency which restricts new construction to a finite number of beds per planning region.

Since several appropriations are required to take an Indian Health Service Construction project from start to finish, private and public agencies off the reservation are rapidly chipping away at that finite number. In some health planning regions, the bed quota has already been reached, frustrating consumers as well as providers in their now futile effort to improve health care.

Indian Health Service projects may be put in mothballs forever because of health planning legislation which did not contain special language for projects on Indian reservations. For this reason, I feel that the Congress should accelerate the construction of Indian Health Service hospital projects or make some other provisions exempting Indian projects from State control as appears to be the case in Arizona under House Bill 2108.

In summary, Mr. Chairman, the Sacaton health facility project, a project planned for by the Gila River Indian community as part of our model health delivery system, must be continued to completion. I urge this committee to recommend that an appropriation be made in the amount of $10,680,100, which is the estimated project cost as of April 1, 1976, assuming that this date is the midpoint of construction. Thank you for your courteous attention.

Senator HATFIELD. Thank you, Mr. Antone. Just to underscore your statement and your request, you are asking the committee to add on a figure of $10.6 million which is not budgeted; is that correct?

Mr. ANTONE. May I direct this to Gary Thompson.

Mr. THOMPSON. That is correct, Mr. Chairman.

Senator HATFIELD. There is no budgeted figure for this project?

Mr. THOMPSON. None at all.

Senator HATFIELD. This is all for construction.

Mr. THOMPSON. It is for preliminary engineering, site testing, and so forth.

Senator HATFIELD. You have the design here in this document, so now we are talking about going out for engineering design and for construction.

Mr. THOMPSON. That is right, Mr. Chairman.

Senator HATFIELD. The $10.6 million figure represents the total cost at this time under current cost factors?

Mr. THOMPSON. That is right.

Senator HATFIELD. You are suggesting, the longer we wait the more expensive it is going to be.

Mr. THOMPSON. That is very true, in my opinion, Mr. Chairman.

Senator HATFIELD. Mr. Lewis, do you have anything to add?

Mr. LEWIS. No; I do not.

Senator HATFIELD. I am very happy to have you gentlemen here this morning. I am very happy to see you.

Mr. ANTONE. Thank you, Mr. Chairman.

HOUSING AND LAW AND ORDER

STATEMENT OF ROBERT BOJORCAS, BUSINESS MANAGER, SHOALWATER BAY INDIAN TRIBE

ACCOMPANIED BY:
COLLEEN NEILSON, TRIBAL PLANNER
MARY BROWN, TRIBAL SECRETARY
EARL G. DAVIS, TRIBAL CHAIRMAN

Senator HATFIELD. Mr. Earl G. Davis and Mr. Bob Bojorcas of the Shoalwater Bay Indian Tribe of the State of Washington. It is a pleasure to welcome you this morning and to receive your testimony of which I see you have prepared adequate copies for the committee. If you will now please proceed to summarize and highlight your testimony. Before you do so, if you would introduce your colleagues to us, we would appreciate it.

Mr. BOJORCAS. On my left is Mr. Earl Davis and Mary Brown. To my right is Colleen Nelson, Shoalwater Bay Tribal Planner and Housing Authority.

Senator HATFIELD. We are happy to have you here this morning and welcome you to our committee.

Mr. BOJORCAS. Mr. Chairman and members of the committee, the Shoalwater Bay Indian Tribe of southwest Washington State was created by Executive order in 1865. I would like to bring to your attention that it was not recognized by the Secretary of Interior, who represents the United States, as a legal entity until 1971. That unnecessary and extremely long delay, during which tribesmen survived through subsistence livelihoods gained from the sea or from the timber industry, was the direct result of neglect in terms of insuring that our people would emerge into the middle of the 20th century with the promise of maintaining anything but marginal standard of living. This delay in Federal recognition denied our small tribe the opportunity to qualify for Federal funds and programs that were available to other Indian groups. Thus, our tribe is without an adequate housing and a law and justice program.

With reference to the housing, there exists on the Shoalwater Bay Reservation, unsafe, unsanitary and overcrowded accommodations

for our Indian people. These conditions cause an increase in, and spread of, disease and constitutes a menace to the health, safety, morals and welfare of the people of the Shoalwater Bay Reservation. These housing problems exist due to the nonrecognition of our Executive order and the funding from the Bureau of Indian Affairs and the reluctance upon the part of other Federal agencies that are responsible for providing for the housing needs of Indian people. We are federally recognized and we accept the authority to receive the same consideration as other federally recognized tribes. Our problems can be alleviated by the Congress. Our housing request now is 15 homes. We believe our request to be realistic. The only housing assistance we have obtained in the past from any Federal agency has been funds from the BIA for repairs made on two tribal members' homes within the past 10 years.

With regard to our law and order request, which was mentioned earlier, since our reservation was created, law and order is the responsibility of the Bureau of Indian Affairs. For many years, our tribe has gone without law and order services from any agency. The BIA has the direct responsibility of service for this need, and I will now explain how we receive that service. They detail a deputy sheriff to our reservation once a month to check on our law enforcement needs. This procedure is inadequate. Only once has that officer had any problems during the time of his visit. Most of our problems exist when he is detailed to another western Washington reservation. We constantly have problems with traffic, vandalism, trespassing, and alcohol and drug abusers.

We have had one incident which involved a shooting at some nonresidents who were visiting. None were injured, but someone could have been fatally injured. A tribal member disarmed that individual at the risk of his own life. It then took 2 weeks to get our assigned deputy sheriff to react to this incident.

Gentlemen, this is the 20th century and we must face our responsibility and maintain the rights of the Constitution of the United States by upholding the laws set forth by the Congress and our State and local government which is our right as American Indians. We have had problems with nonresidents who have refused to recognize any authority over them while on the reservation. For example, teenagers from neighboring communities feel that they have the right to come on our reservation and drink alcoholic beverages with immunity. While on the reservation, they are immune from State laws, and they know we have no tribal police with which to enforce the laws. Residents of the reservation have tried to chase them away only to be heckled, laughed at, or thoroughly ignored. We have many other examples that we could give, but they would only demonstrate the need that the Shoalwater Bay Reservation has needs for its own law enforcement program. Our law enforcement needs may be met by the Bureau of Indian Affairs in fiscal year 1977, provided it does not get cut out of the budget. So our immediate need is for funds for a fiscal year 1976 law enforcement program.

We contend that all Americans are entitled to equal protection under the law. Now, for that to happen to the Shoalwater Bay people, adequate housing the law enforcement are fundamental needs. We, therefore, request that this committee assist our tribe with its needs and appropriate funds to be identified in the fiscal year 1976 budget

for the grant, and that these funds be provided in a supplemental to the Bureau of Indian Affairs, fiscal year 1976 budget specifically line-itemed for the Shoalwater Bay Indian Tribe, to support our request for this grant. Mr. Chairman, the amount I am requesting is small compared to the happiness that will be received. I am asking for the small sum of $815,105. This will carry the two components that I have addressed. I want to thank you for the opportunity of explaining our situation to you, and I hope that you will find merit in our testimony.

Senator HATFIELD. Thank you very much, Mr. Bojorcas. Just to underscore your request, could you divide that sum of $815,105 as between the two programs that it represents; namely, the housing program and the law enforcement. Why I ask you to do that is that I am informed that the BIA has set up an amendment to the budget for an increase in law enforcement funds. Therefore, we might find some of this that relates to your request coming out of that general increase in budget item. We would still want to address ourselves specifically to the housing project.

Mr. BOJORCAS. Right. Our housing needs are $718,220.

Senator HATFIELD. $718,220.

Mr. BOJORCAS. Our law enforcement is $96,895.

Senator HATFIELD. $96,895. The two together make up the total.

Mr. BOJORCAS. Right.

Senator HATFIELD. You have provided us with a very comprehensive document here. I want to indicate that I am aware, of course, of this particular problem that you have presented to us. As you know, on the southwestern coast of our State we have a number of small, unrecognized, nonfederally recognized tribes who were transported totally out of their area into the Siletz Reservation and, as a consequence, suffered the same kind of deprivation that your group has, the Shoalwater group. We have taken steps to try to correct that problem but, by the same token, once federally recognized, there ought to be some kind of implementation of that and not just have that on a certificate or paper. Are there any other comments that you wish to make?

Mr. DAVIS. I would like to add in our self-determination this is our first two steps to be federally recognized. We hope to make these first two steps.

Senator HATFIELD. Housing and law enforcement?

Mr. DAVIS. Housing and law enforcement. I will not even inquire into the health facilities which are probably negligible. That comes in the next step.

Senator HATFIELD. You are giving us fair warning. You are getting your head into the tent first, is that right?

Mr. DAVIS. Right.

Senator HATFIELD. That is fair enough. Thank you very much.

ADDITIONAL FINANCIAL ASSISTANCE

STATEMENT OF JOSEPH DE LA CRUZ, QUINAULT INDIAN NATION ACCOMPANIED BY GUY McMINDS

Senator HATFIELD. Mr. Guy McMinds of the Quinault Tribal Council from the State of Washington. We have submitted here your full

statement and a number of other statements and documents which we will receive for the record and file. Would you proceed now, please, to summarize and give us the name of your colleague.

Mr. McMinds. Mr. Chairman, with your permission, the president of the Quinault Tribe, Mr. Joe De La Cruz, will give our statement.

Senator Hatfield. All right, Mr. De La Cruz. We are happy to welcome you as the president of the Quinault Indian Nation. If you would like to, you may proceed.

Mr. de la Cruz. Mr. Chairman, it is a pleasure for me to be before this committee. You have our statement as far as a written record. I will try to be brief. Presented for your convenience is a table of record of the Quinault Indian Nation's request for markups for appropriations. We recognize that funds are limited, but this is a realistic budget request of what it would take to develop an Indian nation under this Self-Determination Act of the U.S. Congress. Our markup requests are there for the matter of record.

The Quinault Indian Nation has in recent past been developing its capacities properly to administer various governmental functions, in addition to utilizing its natural resources and diverse enterprises. Unfortunately, due to past improper resource management and our late arrival in developing administration and revenue-generating capacities, our programs need additional financial assistance now so that we can develop our reservation to the point of self-determination, by which we mean self-sustaining growth and development. Therefore, we now explicitly ask that you and your committee respond positively to our request for additional financial assistance, beyond what is already planned through requested appropriation from different agencies within the Department of Interior.

Our markup request for appropriation is based on our existing capacities to administer the various current programs and our basic needs to achieve our goal of within 10 years. We recognize the value of our resources and especially their capacity, if properly managed and cultivated, to provide us and the rest of our Nation with employment and income. For example, for every $1,000 received by the Quinault allottees, individual Quinault tribal members, for their timber, $9,000 is generated locally in the processing of the timber; and on an average, the Quinault forests annually provide over 4,000 direct and indirect jobs with an estimated payroll of over $11 million. While these statistics are impressive, they represent only one of our natural resources. Most importantly, they represent the past where our resources were exploited by non-Indians, processed by non-Indians off the reservation, in a manner not beneficial to the reservation economy and expressly limiting our future resource availability.

With the assistance of the various Federal programs, the Quinault Tribe has developed the capacity to administer these things properly. We feel that by building our own economy that the tribe has the capability of developing and taking care of our health needs and matters if we can become self-reliant.

This request is for the record. The realistic request is contained in a letter from Congressman Bonker to Mr. Yates.

Senator Hatfield. It will be included in the record at this point.

[The letter follows:]

Congress of the United States
House of Representatives
Washington, D.C. 20515

May 9, 1975

The Honorable Sidney R. Yates, Chairman
Subcommittee on Appropriations for Interior
& Related Agencies
305 Capitol Building
Washington, D.C. 20515

Dear Mr. Chairman:

I have just completed an in depth discussion with representatives of the Quinault Indian Nation relative to the funds they consider absolutely essential to their basic needs and to the attainment of their goals.

Recognizing the difficult task facing your Committee in finding funds to meet the many requests for additional appropriations, I asked the Tribe to list the four top priority items. After review, I am in agreement with their selection.

I respectfully request that you give every consideration to the following items where they will be requesting additional funding and which I support. I have listed them in order of priority. In addition, I have discussed with them the minimum amount required and it is that amount in each instance that I am supporting.

1. Community Services: Aid to Tribal Gov't. No funds are in the budget for this item. The amount they are requesting is $489,498. However, they can operate effectively with $150,000 which sum I support.

2. Trust Services: Reservation Attorneys. No funds are in the budget for this item and they are requesting $86,081. I support a request for $40,000 which they agree would meet their basic need.

3. Natural Resources: Forestry. There is a great potential for benefit to the Tribe if they can rehabilitate and develop their forest resources. A total of $400,000 is budgeted for this activity but an additional $665,077 would speed up this program and could be effectively utilized this year. I support this addition.

4. Community Services: Social Programs. A total of $80,700 has been budgeted for this program. The Tribe is requesting an additional $199,354. However, they agree that an additional $40,000 would maintain this program at an acceptable level. I support this request.

Any consideration you and your Committee can give to these four priority requests for additional funding will be deeply appreciated by the Quinault Tribal Nation and this Member.

With kindest regards, I am

Sincerely,

Don Bonker

Don Bonker
Member of Congress

Mr. DE LA CRUZ. This request to add on totals $893,000 in the order of our priorities. We feel this is what it would take for us to continue our existing level; for tribal government, $150,000; trust services, $30,000; forestry management and rehabilitation, $665,000; social services, $40,000.

That concludes my testimony. Thank you very much. We will be pleased to answer any questions you might have.

Senator HATFIELD. Thank you very much, Mr. DeLaCruz. May I assume that in this one document that I hold, in the breakdown of figures for your added requests for the markup that these figures are obtained from the BIA? Do they show what capabilities exist for expenditure of these funds, or where is the source?

Mr. DE LA CRUZ. These figures have been developed by our own tribal staff, Mr. McMinds, who is our research development director, to show for the matter of record if the Bureau was not limited in its funds what it would adequately take to do the job properly as far as proper development and renewable resources are in any one single Indian reservation.

I think that several years ago in the Congressional Record on forestry resources alone there was over a $50 million backlog of funds needed by the Bureau to properly rehabilitate the Indian forests in 13 million acres of land.

Senator HATFIELD. That includes reforestation and timber management and such things as that.

Mr. DE LA CRUZ. Yes.

Mr. MCMINDS. Mr. Chairman, I would like you to refer to the graph that is included in the packet of papers that you have to give you an indication of the magnitude of the economy that the Quinault Reservation contributes to the State of Washington. The graph in the last few years from 1968 to 1971 and now onto 1975 indicates that about $70 million is gained from the timber resources in only 60,000 acres of the 200,000-acre Quinault Reservation.

The economies generated from that are fantastic. For 200,000 acres in the State of Washington to contribute on an average in the past 10 years 2.4 percent of the harvestable timber of the State of Washington is fantastic. You can get an idea of the rehabilitation work that is necessary to put our forests back in production right now. It is tremendous. Our reservation looks like the H-bomb has hit it. We are here requesting a substantial sum of money to get our reservation under good forest management practices; sustained yields, good soil surveys, good road layouts and good second gross surveys.

Senator HATFIELD. I can certainly understand and sympathize with your point. It is not that it resolves the problem, but I might say that the Federal Forest Service timber management program isn't much better in other ways than what you have described as yours. We have, as you know, 3 million acres of unforested federally owned lands that would produce great numbers of revenue for the general fund but have been very miserly reinvested in terms of maintaining a high yield or proper timber management.

This committee has added for the last 3 years moneys for timber management on general Federal lands, so you make a good case, one which I can fully appreciate and sympathize. Let me ask you one additional question. Do you have in either your community development or community services or social programs any moneys for Indian health and medical programs?

Mr. DE LA CRUZ. Mr. Chairman, we have made those requests to the Indian Health Service, and we feel that the Quinault Health Clinic has taken care of theirs. If I might, Mr. Chairman, on the graph that Mr. McMinds referred to, in the left-hand corner, over a 12-year period, is the estimated BIA amend fee that has been taken for the value of the timber. This fee has been collected from the Quinault since the early 1920's. The Bureau does not use this amend fee. The tribe does not get to use this amend fee. We feel this is a tax that we don't get any benefit from. It goes into the U.S. Treasury and loses its identity. We have been requesting that this money go back into the resource.

PREPARED STATEMENT

Senator HATFIELD. We had a bill introduced called the American Forestry Act which, as you perhaps recall, set up a revolving fund, so to speak, to return to a specific management fund those revenues realized from timber sales. We had some opposition from certain groups, particularly environmental groups who felt that it would be a stimulus for the Forest Service to sell off more timber than they would normally do in order to acquire more moneys. But we have to work out some kind of a way to hinder that kind of stimulus, if it exists. I certainly don't agree that that would follow, but we certainly should put in some safeguards if we are able to set up some kind of a revolving fund. Maybe we can go to bonding programs, self-financed bonds for reforestation. We can't manage forests on an annual basis. Trees don't grow on that basis.

Thank you very much for your testimony. You have been very helpful. Your supporting statement, including the tables, will be printed in the record.

[The statement follows:]

Dear Senator Byrd:

Here, presented in table form for your convenience, is the Quinault Indian Nation's Mark-Up Appropriation Request for Fiscal Year 1976. Explanation follows:

SUMMARY OF QUINAULT INDIAN NATION MARK-UP APPROPRIATION REQUEST FOR FY 1976 FOR BIA

	Total Funding Need	Already Requested	Mark-Up Request
I. TRUST SERVICES			
A. Fisheries	$ 1,430,386	$ 594,000	$ 836,386
B. Reservation Attorneys	86,081	-0-	86,081
	$ 1,516,467	$ 594,000	$ 922,467
II. COMMUNITY DEVELOPMENT			
A. Indian Business Finance	$ 200,000	-0-	$ 200,000
B. Land Acquisition	2,500,000	-0-	2,500,000
	$ 2,700,000	-0-	$2,700,000
III. COMMUNITY SERVICES			
A. Aid to Tribal Government	$ 489,498	-0-	$ 489,498
B. Enrollment	50,950	-0-	50,950
C. Social Programs	280,054	80,700	199,354
	$ 820,502	$ 80,700	$ 739,802
IV. EDUCATION			
A. Vocation Education	$ 99,738	$ -0-	$ 99,738
V. NATURAL RESOURCES			
A. Forestry	$ 940,077	$ 400,000	$ 665,077
TOTAL	$ 6,076,784	$1,074,700	$5,127,084

MARK UP APPROPRIATION REQUEST FOR FY 1976

I. TRUST SERVICES

A. Fisheries — $ 836,386 Mark Up Request

With the Judge Boldt decision, clarifying Indian fishing rights as well as management and regulating responsibility, and with the steady and sometimes alarming decline of the fisheries resource, a determined effort must be made now to reverse the decline of the salmon resource. The Quinault Nation, able to regulate its entire fishery without outside aid, proposes to expand on its already comprehensive program in three areas: (1) Management of on/off reservation Indian fisheries, including enforcement of fishing regulations and rules; (2) expansion and enlargement of tribal propagation and enhancement program on and off the reservation; (3) development of all appropriate economic activities revolving around the fishery.

B. Office of the Reservation Attorney — $ 86,081 Mark Up Request

Our program of building an Indian Nation capable of self sustaining growth based on our goal of self determination, requires permanent, on-staff legal assistance. The Quinault Nation requests financial assistance to accomplish this end.

II. COMMUNITY DEVELOPMENT

A. Indian Business Finance — $ 200,000 Mark Up Request

The Quinault Indian Nation needs financial assistance in the form of long term, low interest loans for the development of its fledgling economic enterprises. Loans in the form of working capital, as well as for the acquisition of needed, fixed capital, for expansion and diversification of our industrial enterprises is urgently needed now.

B. Land Acquisition — $ 2,500,000 Mark Up Request

Currently 97.65% of the reservation is owned and controlled by over 16,000 individuals and corporations, all with diverse objectives. In order to alleviate the

ownership problem (many own less than 1/10,000 share of an 80-acre allotment) and unify control in the tribal government, we must engage in a land acquisition program. The beginning of our land acquisition program, must, for proper resource management, coincide with our forest management program, and therefore must occur in FY 1976.

III. COMMUNITY SERVICES

A. Tribal Government Administration — $ 489,498 Mark Up Request

A goal of self determination requires the acceptance of the responsibility to develop and utilize centralized administration in regards to all governmental programs, including, because of the non-existence of a tax base, profit oriented enterprise. therefore, the administration section of this request, represents the core, requiring first priority consideration.

B. Enrollment — $ 50,950 Mark Up Request

The Judge Boldt decision, coupled with our newly approved Constitution, has created a problem in determining who is eligible to be members of our Nation. This problem has confronted us for many years, but now with our advances in all sectors of development, the problem has turned out to be a paramount obstacle demanding a solution. Specific funds are necessary to solve this problem.

C. Social Programs — $ 199,354 Mark Up Request

To achieve our goal, full utilization of our valuable human resources is essential. The support services requested here are designed to improve our living conditions and skills to meet our peoples' needs and improve their opportunities for meaningful participation in the tribal goal of self-determination.

IV. EDUCATION

A. Vocational Education — $ 99,738 Mark Up Request

The need for vocation education, and on-the-job training, for young and old alike, is a paramount factor in our drive for self-determination. Qualified personnel in nearly all fields must be developed within our Tribal membership. To accomplish this, the Tribe needs financial assistance to establish and operate a vocational education, on-the-job training program on the reservation, directed at resource management and tribal government.

V. NATURAL RESOURCES

A. Tribal Forestry Program — $ 540,000 Mark Up Request

The mountainous accomulations of slash, and extremely poor regeneration which typifies the forest lands of the Quinault Reservation, are the results of forest liquidation policies which had little concern for the perpetuation of the resource. The great potential of the Quinault forests to benefit the local and national economy now cannot be realized without considerable investment. The Quinault Nation requests financial assistance to rehabilitate its forest resources and to develop the competence to manage its lands.

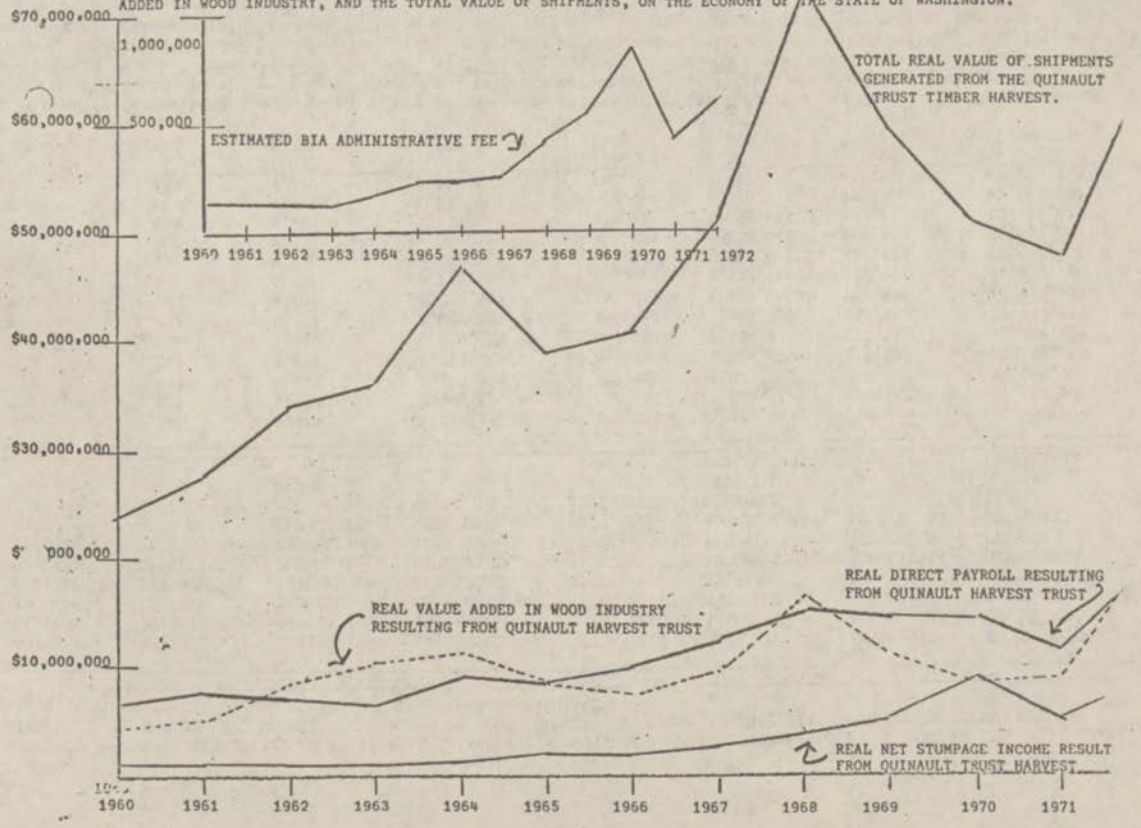
We respectfully submit this mark-up appropriation request for $5,002,084.00 for consideration and action by your Committee.

Sincerely,

Joseph B. De La Cruz

Joseph B. DeLaCruz
President
Quinault Indian Nation

AN ESTIMATE OF THE DIRECT EFFECT OF THE ANNUAL QUINAULT TIMBER HARVEST ON EMPLOYMENT, WAGES, VALUE ADDED IN WOOD INDUSTRY, AND THE TOTAL VALUE OF SHIPMENTS, ON THE ECONOMY OF THE STATE OF WASHINGTON.



AN ESTIMATE OF THE DIRECT EFFECT OF THE ANNUAL QUINAULT TIMBER TIMBER HARVEST FROM BASICLY THE TAHOLAH AND CRANE CREEK LOGGING UNITS ON EMPLOYMENT, WAGES, VALUE ADDED IN WOOD INDUSTRY, STUMPAGE INCOME, BIA ADMINISTRATION FEE, AND THE TOTAL VALUE OF SHIPMENTS ON THE ECONOMY OF THE STATE OF WASHINGTON.[1]

YEARS	TOTAL[2] QUINAULT ANNUAL TIMBER HARVEST VOL. M.Ft. B.M.	QUINAULT[3] HARVEST AS A PERCENTAGE OF STATE ALL OWNERSHIP.	ESTIMATED[4] DIRECT COVERED EMPLOYMENT RESULTING FROM QUINAULT HARVEST.	ESTIMATED[5] DIRECT AND INDIRECT COVERED EMPLOYMENT RESULTING FROM QUINAULT HARVEST.	ESTIMATED TOTAL DIRECT REAL PAYROLL RESULTING FROM QUINAULT HARVEST 1967 $1.00	ESTIMATED[6] TOTAL REAL VALUE ADDED IN WOOD INDUSTRY RESULTING FROM QUINAULT HARVEST 1967 $1.00	TOTAL REAL[7] VALUE OF QUINAULT STUMPAGE INCOME AFTER B.I.A. ADMINISTRATION FEE 1967 $1.00 (ESTIMATED)	ESTIMATED[8] TOTAL REAL VALUE OF B.I.A. ADMINISTRATION FEES 1967 $1.00	ESTIMATED[9] TOTAL REAL VALUE OF SHIPMENTS GENERATED FROM THE QUINAULT TIMBER HARVEST 1967 $1.00
1960	103,400	2.2	1,364	3,874	$6,514,132	$4,597,766	$1,159,913	128,880	$23,708,875
1961	120,206	2.7	1,612	4,578	7,992,903	5,020,586	1,084,166	120,463	27,957,206
1962	124,294	2.5	1,437	4,081	7,280,744	8,473,480	1,076,242	119,583	34,258,903
1963	120,204	2.2	1,363	3,871	6,313,050	10,084,003	1,069,472	118,800	36,169,160
1964	167,138	2.6	1,725	4,899	9,259,358	11,438,293	1,554,737	172,749	46,884,888
1965	146,958	2.2	1,492	4,237	8,693,877	8,666,412	2,008,005	223,112	38,747,415
1966	146,980	2.4	1,563	4,438	10,838,592	7,457,912	1,982,426	220,270	40,897,685
1967	169,539	2.9	1,824	5,180	12,733,028	9,981,221	2,417,500	268,611	51,375,736
1968	203,232	2.9	1,921	5,456	15,500,663	16,410,928	3,816,918	424,102	72,491,051
1969	170,634	2.4	1,587	4,507	14,346,317	11,461,123	5,128,848	569,872	59,657,087
1970	141,015	2.2	1,353	3,843	14,233,949	8,276,727	853,675	853,675*	50,978,416
1971	110,298	1.7	1,045	2,968	11,778,246	9,000,002	5,012,231	435,846	47,749,022
1972	155,492	2.2	1,439	4,087	18,552,197	19,869,265	8,481,535	605,824*	65,669,243
TOTAL	1,879,390			56,019	144,037,056	130,737,717	43,981,548	4,261,787	396,544,687
AVERAGE	144,569	2.4	1,517	4,309	11,079,773	10,056,747	3,383,196	327,830	45,888,052

1. The statistical technique used in determining the forgoing values is the same, unless otherwise indicated, as used by the Department of Natural Resources of the State of Washington in their State of Washington 1973 Annual Report Natural Resources and Recreation Agencies Program, Needs, Goals. p.36, Average Annual Income and Payrolls from the Timber Sold from State Owned Forest Lands. This is only an estimate of Direct effects on Employment, Wages, Value Added (return on capital), and Value of shipments, unless otherwise indicated. That is, the Income multiplyer was not employed in this analysis; as such it is an underestimation of the Total Effect on the economy of the State and the Nation.

2. B.I.A. (The Timber Harvest Statistics used here are generally for the Taholah and Crane Creek Logging Units only; as such it is also an underestimation of Total Quinault Trust Lands Timber Harvest.) These statistics account generally for only green timber and not salvage.

3. State of Washington Department of Natural Resources 1972 Timber Harvest Report. p.11

4. Employment and Payrolls in Washington State by County and by Industry; Industries Covered by Employment Security Act. Because of a lot of individuals ingaged in the wood industry utilizing Quinault Forest Products are not convered under this act, these statistics are an underestimation of Direct Employment, indirect Employment, Total Payrolls, Value Added, Value of Shipments.

5. Indirect Employment is estimated using State of Washington Department of Natural Resources Statistical Technique Direct Employment X 1.84= Indirect Employment. Summary Analysis Snoqualmie National Forest Report Underdeveloped areas 5,000 acres and larger. Industrial Forestry Association; David Cox, Portland 3-1-72. Table No. 1.

6. U.S. Department of Commerce Bureau of the Census Annual Survey of Manufacturing Value added equals value of shipments minus total cost of materials (including materials, supplies, fuel, electric energy, cost of resales and miscellaneous receipts) and total direct payroll, deducting total direct payroll represents a change in the census reporting technique due to the need to determine more closely the total return on capital investments for this report. Value added in this case represents an estimate on return on capital investments that is utilizing Quinault Timber Harvest.

7. B.I.A. Values for 1970 and 1972 are estimated due to the change in administration fees charged by the B.I.A.

8. B.I.A. Values for 1970 and 1972 are estimated due to the change in administration fees charged by the B.I.A.

9. U.S. Department of Commerce, Bureau of the census, Annual Survey of Manufacturing. Value of shipments equals.....net selling values, t.o.b. plant, after discount and allowance and excluding freight charges and excise taxes.

STATEMENT OF EVERETT DUPRIS, CHEYENNE RIVER SIOUX TRIBAL COUNCIL, S. DAK.

Senator HATFIELD. Mr. Everett Dupris, of Cheyenne River Sioux Tribal Council in South Dakota.

Mr. DUPRIS. Mr. Chairman, my name is Everett Dupris. I am a council member of the Cheyenne River Sioux located in the central portion of South Dakota.

Senator HATFIELD. We have your full statement here with your attachments for proposed staffing and construction of hospitals, so if you would please summarize, we would appreciate that. The full statement will be placed in the record.

Mr. DUPRIS. With your permission, I would like to add a few comments for the justification of the added facilities.

Senator HATFIELD. All right.

Mr. DUPRIS. Although our hospital is new, constructed in 1968, it was constructed because of the flooding and the construction in South Dakota required the relocation of the whole agency which was the hospital. But to start with, the new hospital was designed inadequately. At the present time, it is overcrowded. The facilities aren't so that we can have adequate staff, adequate examining rooms. We have three small examining rooms which are, in our 20- to 30-degree weather, very cold. On the other extreme, in the summertime they are very hot. The reason they are cold is the boiler room is on the other end of the hospital. This creates a problem. The outpatient room is very small and crowded. It requires some of our older people to sit on hard wooden benches.

The special care mentioned would not really lend itself because it requires that we transport our patients 175 to 185 miles. The roads are very rough. This requires three to four hours to transfer these patients that distance. Our employees are required many times to come back and do extra work because we have an inadequacy of personnel. Our children in the communities are many times absent from school because of lack of proper health care. We feel that the added staff we would be able to recruit locally, and this would thereby stimulate our economy.

We also feel that the new facilities that we are requesting would encourage our people to accept medical care and treatment locally, and we feel that the new facilities would eliminate the necessity of sending patients to other facilities. This is all I have, Mr. Chairman. Thank you for allowing me to present my testimony.

Senator HATFIELD. We are happy to welcome you here Mr. Dupris. Was this original hospital or the present hospital constructed in 1959? Was that in the design and the authority of the Indian Health Service?

Mr. DUPRIS. I am sorry, I can't answer that, sir.

Senator HATFIELD. Could you find that out and submit it later for the record? The record will remain open for 10 days for additional testimony. We will include that information with your prepared statement.

Senator HATFIELD. You present a very appalling record here in terms of the obvious inadequacies of the hospital that was so recently designed and constructed as late as 1959. I just can't understand how something like this could happen; if not negligence, certainly inattention to the details or the failure to acquire the services of a professionally qualified firm specializing in hospital construction. It should certainly provide us a lesson for any new construction that we engage, that something like this should never be repeated. It should never have happened in the first instance.

Mr. DUPRIS. I agree with you.

Senator HATFIELD. Thank you very much.

[The statement and information follow:]

Mr. Chairman: My name is Everett Dupris and I am a Council Member of the Cheyenne River Sioux Tribe, located in the central portion of South Dakota.

We have some severe problems which we would like for you and your committee to assist us in solving. We are in dire need of a new facility to replace the present hospital. Even though our hospital was constructed in 1959 the design of the facility does not readily lend itself to renovation or modernization. We have been unable to have our hospital accredited due in large to architectural and design deficiencies. For instance, the operating room and delivery room share a common corridor and entrances. There is no emergency room of adequate size in which to perform any emergency procedures. The outpatient clinic consists of only four small exam rooms. The location of the newborn nursery and lack of suitable space for inpatient pediatrics. The sick children must of necessity be placed in the same general area as the obstetrical cases. These are a few of the problems faced by the staff in operating this hospital.

In addition to the structural problems, we have a need for additional staff to operate the hospital. Presently, our hospital operates 33 beds with a complement of 49 fulltime employees. This gives us 1.48 employees per bed. The present planning factors used throughout the health care industry are 3.1 employees per bed. This would indicate a requirement for 102 employees if we are to be staffed at the accepted levels. This means we have a shortage of 53 positions if we would be staffed at the average levels of all hospitals. We respectfully ask that the committee consider adding these positions to our staff in order that our remote hospital be fully staffed in order that the best medical care amy be rendered to our people.

The present authorized staff only provides enough nurses to have one Registered Nurse on duty on the night shift (Midnight - 8 A.M.). Should any nurse be sick or on vacation or training, other shifts will be reduced to one Registered Nurse. This puts a real strain on the nursing staff during the peak load times which is approximately six to eight months a year. Throughout the rest of the staff we have many people doing more than one job in order for every thing to get done. This, we feel is not good for patient care.

In order for you to understand our situation, I will briefly describe our location. The nearest hospital to ours is located 80 miles away. It is in

a community with only one physician. For our people to receive specialty care they must be taken to Rapid City, S.D. a trip of 175 miles or to Bismarck, N.D., a trip of 185 miles. There are no other alternative hospitals providing specialty care any closer. This protrays our plight - one of remoteness and shortage of staff and facilities. For these reasons we ask that you consider the proposal to increase the staff of our present facility and provide us a new modern facility that will be capable of handling the greater part of our medical needs.

Attached to my presentation is a proposal encompassing the details of what we consider to be the solution to the medical needs of our reservation. As you will notice, there are also increases in the Field Health Staff which will allow us to have a complete and comprehensive Health Care system. This will allow our Health Care personnel to really perform a total out-reach program reaching all the people residing on the Cheyenne River Sioux Tribe Reservation.

Two other areas of funding must be addressed. These are the Hospital Health area and Contract Health Services. Additional funds are desparately needed in both of these areas just to keep up with the inflation of costs. Our local budget for Hospital Health is $833,400. For our hospital to operate and deliver the needed health care, this budget should be increased by at least 20% to just keep up with present day costs. In the Contract Health Services Budget, this years allocation is $292,000. For our service unit to provide the necessary care, this amount must be increased by at least $150,000. This would allow our hospital to provide our people with all necessary surgery and other required care which must be purchased from contract sources.

Mr. Chairman, I would like to thank you and the committee for this opportunity to testify and we ask that you consider our requests. Thank you.

PROPOSED HOSPITAL CONSTRUCTION AND ADDITIONAL
STAFFING FOR CHEYENNE RIVER SERVICE UNIT

The present hospital building was constructed in 1959 and is inadequate in size to properly carry out its mission of delivering a comprehensive Health Care Program to the Indian people who reside on the Cheyenne River Sioux Tribe Reservation. The present cost estimate to renovate and modernize the existing facility is 5 to 6 million dollars. This renovation would entail a complete rearrangement of the interior facilities and would be most disruptive. In view of the fact that there is no other hospital in the immediate area (75 miles) the Tribe is asking for a completely new modern design hospital. The cost of a new facility would be in the 8 - 10 million dollar range, based on comparable size facilities being constructed at this time.

Renovation of the present facility is not considered to be the most feasible answer because of the many problems associated with construction of this type. The present hospital was not designed with expansion in mind. The present facility is totally inadequate in terms of outpatient functions which comprise a great portion of the health care that is delivered by the Service Unit.

At the present time, the existing hospital connot meet accreditation standards due to several design deficiencies. Some of these are (1) common entrance of obstetrical delivery room and Surgical Suite. (2) the location of the newborn nursery, (3) the lack of a suitable area for inpatient pediatrics which causes a mixing of patients. These are a few of the major problems that were designed into the building.

In addition, the present hospital building has net deficiency of 19,365 square feet. This is predicated on design criteria of 1200 square feet per bed which would mean 43,200 square feet required for the 33 beds we now have. The present building has a gross area of 23,835 square feet.

Correction of these design deficiencies is urgently needed so that the hospital can provide the best medical care possible under the proper conditions for the Indian people. It is the opinion and desire of the local people that a new hospital be constructed in order that they have a facility that is capable of providing the best medical care.

HOSPITAL HEALTH STAFFING

The Cheyenne River Service Unit has an acute need for additional personnel to properly staff the hospital. The present staffing pattern provides only minimal coverage in most of the sections of the hospital. The increases in the state of the Art of Medicine and the addition of sophisticated equipment and techniques make it essential that these additional manpower spaces be added to the present staff.

The following personnel are needed to properly staff a 33 bed hospital based on the current AHA staffing standards of 3.1 personnel per bed. This indicates a requirement of 102 people. Presently the hospital staff consists of 49 emoloyees.

TITLE	NUMBER/GRADE	COST
Secretary (Administration)	1 GS4	$7,596
Clerk Typist (Contract Health)	1 GS4	7,596
Supply Technician	1 GS3	6,764
Maintenance workers	5 WG5	$46,905
Cooks	4 WG5	28,143
Nurses	9 GS7	94,680
Nursing Assistants	6 GS3	40,584
Licensed Practical Nurses	5 GS4	37,980
Medical Records Technician	2 GS5	17,000
Dental Assistant	1 GS4	7,596
Pharmacy Assistant	1 GS3	6,764
Medical Lab.Technician	2 GS5	17,000
X-ray Technician	1 GS5	8,500
Janitors	4 WG3	33,864
Housekeepers	4 WG3	33,864
Dietition	4 GS9	12,841
Clerk DMT	2 GS4	15,192
Secretary (Physicians)	1 GS5	8,500
Receptionist	1 GS3	6,764
Switchboard Operator	1 GS2	5,996
	53	$444,129

Benefits 9%-39,972

Total Personnel Pay 484,101

These additional authorizations will provide the necessary staff to perform all the assigned tasks that are required to operate a medical facility providing quality care for the Indian people on this reservation. The additional staff are necessary if this hospital is to meet the standards of the Joint Committee on Accreditation of Hospital, the requirement of the PSRO and Quality Assurance Programs. These standards must be met if we are to become an accredited facility, and manpower is needed to meet the standards.

FIELD HEALTH

The following additional personnel are required to supplement the existing staff of the field Health Portion of a total comprehensive Health Care Delivery Program. The present staff consists of the seventeen people. The workload in the four field clinics and all the communities is such to justify the addition personnel. The addition of the nurse practioners will provide a much needed expanded program of health care delivery which will reach into the outlying communities and will address the unmet medical needs of those people resideing in the remote areas of the reservation.

The additional staff for the Environmental Health aspects will assist immeasurably in combating those diseases that are water borne or environmentally related. The unmet needs of Sanitation facilities construction total $5,300,000.00 and the staff is needed for planning and supervision of this construction.

The eye care program is needed to provide optometric services to the Indian people. The addition of the optometrist and assistant will

provide the necessary professional staff to fill the unmet needs of the target population.

The additional out-reach workers will provide the necessary services to the people located throughout the reservation which will meet the unmet needs for a total comprehensive Health Care Delivery system for a rural area.

PROPOSED ADDITIONS TO FIELD HEALTH STAFF

1 Optometrist PHS	Commissioned Officer	$18,900
1 Optometric Aide	GS4	7,600
2 Public Health Nurses	GS7	21,040
1 Clerk	GS4	7,600
1 Social Worker	GS-11	15,481
2 Mental Health Tech.	GS7	21,040
1 Engineer	Commissioned Officer PHS	18,900
1 Professional Sanitarian	Commissioned Officer PHS	14,342
1 Environmental Health Tech.	GS7	10,520
1 Health Educator	GS9	12,841
1 Nurse Pediatric Practioner	GS-10	14,117
1 Nurse Practioner	GS-10	14,117
1 School Nurse	GS7	10,520
1 Registered Nurse	GS7	10,520
2 Licensed Practical Nurses	GS4	15,200
1 Physician Assistant	GS9	12,841
Sub-Total		225,579
Benefits 9%		20,302
Total Personnel Pay Requirements		245,881

HOUSING NEEDS FOR HOSPITAL EMPLOYEES

With the approval of the additional personnel requested elsewhere in this report a need for additional housing becomes a paramont item. At the present time we have eight houses and 2 apartment buildings of twelve apartments each. This gives us space for 32 employees. Conservatively we will need an additional 40 housing units to provide housing for employees of the Service Unit. These units will cost approximately $40,000.00 per unit for a total cost of $1,600,000.00.

MASTER PLANNING FUNDS

In order to have a true picture of the amount of funds required to construct this hospital, we are requesting funds in the amount of $50,000 to perform a master plan and feasibility study.

This plan would indicate the feasibility of the new construction and the cost of the project. These funds are required as soon as possible.

SUMMARY OF FUNDS

Master Plan	$50,000
New Hospital (includes design and construction) estimated	$10,000,000
Hospital Health Personnel Costs(additional 53 spaces)	484,101
Field Health Personnel Costs (additional 19 spaces)	245,881
Houses (40 ea.) estimated	1,600,000
Equipment (estimated)	1,000,000
TOTAL	$13,379,982

(The following letter was subsequently received and ordered to be included in the record.)

Cheyenne River Sioux Tribe

BOX 100 Phone 964-4155
EAGLE BUTTE, SOUTH DAKOTA 57625

WAYNE DUCHENEAUX, CHAIRMAN
HAZEL GARREAUX, SECRETARY
MONA CUDMORE, TREASURER

May 28, 1975

Dwight E. Dyer
Staff Assistant
Subcommittee on the
Department of Interior
and Related Agencies
United States Senate
Washington, D.C. 20510

Dear Sir:

This is in response to questions your subcommittee had concerning the Public Health Hospital at the Cheyenne River Indian Agency, Eagle Butte, South Dakota. As I understand it, these questions are a result of testimony given before your subcommittee by Mr. Everett Dupris, Chairman of the Health, Education and Welfare Committee of the Cheyenne River Sioux Tribal Council.

This hospital was constructed in 1959 as a replacement for the hospital that was located at the Old Agency site along the Missouri River. The Old Agency site was flooded as a result of the Oahe Dam Project on the Missouri River. The initial cost of construction of the present hospital was $556,350.00, excluding equipment. Design and construction supervision was by the U. S. Army Corp of Engineers.

If we can be of any further assistance please don't hesitate to call.

Sincerely,

CHEYENNE RIVER SIOUX TRIBE

Wayne Ducheneaux, Chairman

STATEMENT OF DAN JEROME, SUPERINTENDENT, TURTLE MOUNTAIN COMMUNITY SCHOOL

ACCOMPANIED BY:
EDWIN J. HENRY, TRIBAL CHAIRMAN
PETER J. AZURE, VICE CHAIRMAN
GREGORY DAVIS, TRIBAL COUNCIL
DANIEL JEROME

Senator HATFIELD. Mr. Edwin J. Henry, Turtle Mountain Band of Chippewa Indians from North Dakota. Perhaps we should know who will be the principal witness.

Mr. HENRY. Mr. Chairman, I am Edwin Henery.

Senator HATFIELD. Welcome, Mr. Chairman. Mr. Henry, would you summarize your statement and introduce us to your associates.

Mr. HENRY. With your permission, Mr. Chairman, to my left is Mr. Daniel Jerome, the school superintendent of Turtle Mountain Community School. He will be making the presentation this morning. To my left is Mr. Peter Azure, vice chairman of the council, and Mr. Gregory Davis, councilman.

Senator HATFIELD. Thank you. Welcome to our committee, each one of you.

Mr. HENRY. Thank you for giving us the opportunity to make our presentation. With that, Mr. Jerome will make the presentation.

Senator HATFIELD. All right.

Mr. JEROME. Thank you. Good morning, gentlemen, my name is Dan Jerome, superintendent of Turtle Mountain Community School is Belcourt, N. Dak. Only 5 years ago, the Turtle Mountain Community School had a high school enrollemnt of 295 students. Today, it has an enrollment of 465, an astronomical growth of 58 percent. Next year's projected enrollment is 560 students, a percentage increase of 17 percent in a single year. Based on the present enrollment figures, a high school student body of 700 is projected for the school year 1978–79. This makes it the fastest growing high school in North Dakota.

The present high school building was completed in 1962 to accommodate 400 high school students in a traditional classroom setting. No provisions were made for music in the high school building, while the planning for library facilities, gym space, locker and shower rooms was entirely inadequate to accommodate the 400 students that it intended to serve.

The band and music room in the new elementary building is presently used for the entire student body of 1,630 students. Every possible space is being used for classrooms in the high school. Even the stage has been converted into a physical education teaching station. By standard, the dining area should be serving 1,205 students instead of the 1,700 people that the school is presently feeding.

In addition, space does not permit all students participating in physical education classes to shower after their exertions, which is a necessary part of physical education and the maintenance of good personal hygiene. Also, the North Dakota School Buildings Manual

specifies that a ratio of 1:30 be used for urinals in the boys' lavatories; the high school building has a ratio of 1:30.

Presently, grades 7 and 8 are housed in six temporary Armco metal buildings, three 10-year-old trailers which were condemned by the BIA 3 years ago; a trailer purchased by title I to house the special education classes; a renovated bus garage used for part of the physical education classes; and gym facilities leased from St. Ann's to take care of the remaining physical education classes. In addition, 50 percent of the seventh- and eighth-grade students are sharing the high school shop facilities which are already overcrowded with high school students. Also, the 300 students of the middle school share the library facilities with the elementary and high school students. The library has seating space for only 32 students.

The renovated bus garage used for physical education is located about one-half mile from the school plant. Buses are moved out during the day and it is used as a gymnasium. The garage is not designed for the purpose of physical education classes, a number of accident hazards exist in the building when used for this purpose and sanitary facilities are limited. At best, the space situation at the middle and high schools is inadequate, undesirable, impractical, and not conducive to a sound educational program.

To further emphasize the squeeze on facilities, the north-central evaluation team stated as early as March 1973 that our facilities were inadequate to serve our needs. Planning with the community for a high school began in October 1970. Planning moneys were obtained in fiscal year 1973, and the design funds followed in fiscal year 1974. Bidding then could have begun in the fall of 1974, and it was anticipated that construction could begin in the spring of 1975. However, construction moneys were not requested by the BIA.

According to the Aberdeen area office, Turtle Mountain now stands in line for construction moneys in the Aberdeen area behind Fort Yates, N. Dak., and Pine Ridge, S. Dak. If that priority stands, Turtle Mountain may have construction moneys in fiscal year 1978, and a school building perhaps completed for the school term 1979–80. This adds up to nearly a decade from the original planning phase to the completion date.

In addition, since much legislation is directed to remedying the nation's unemployment problem, and since the cost of construction is 50 to 60 percent labor, a special appropriation for school construction would partially resolve the unemployment situation that is present in Rolette and adjacent counties as well as solving a critical space shortage for Turtle Mountain and safeguarding against escalating prices.

The Turtle Mountain Community School seeks $6,000,000 as an addition to the BIA budget appropriation for fiscal year 1976 for the overall sitework and for construction of a new high school. It is urgent that a special appropriation by Congress be made for the construction of a new high school at Turtle Mountain. The rapidly expanding enrollment began at Turtle Mountain some 6 years ago. The leasing of classrooms, improvising and renovating of old buildings has been exhausted, and it is highly improbable that Turtle

Mountain can continue to accommodate the increasing enrollment for a period of 3 years without new construction and still maintain the quality education that it is now providing.

Senator HATFIELD. May I ask you a question? I have, Mr. Jerome, a listing and breakdown of the estimated cost and so forth along with pictures of your present facilities. Do you have in your present budget adequate maintenance money? Because of the problems you have, I am sure this must intensify the problems of maintenance. You have pictures here showing some of the entrances to the shop and things like that. It looks like as much a problem with maintenance as it is with space. Are you satisfied with your present maintenance program?

Mr. JEROME. I am not with the Bureau of Indian Affairs, but there is a problem with maintenance, yes. The Bureau is not adequately funded for maintenance.

Mr. HENRY. The building you were looking at, Mr. Chairman, I believe, was built in 1931 and 1932. To spend additional maintenance money on that would be a futile use.

Senator HATFIELD. If you have inadequate and limited facilities, it seems to me that it demands even more care and greater maintenance than probably newer facilities which deteriorate fast enough. So oftentimes we do appropriate money for construction. Then we neglect the staffing or the maintenance budgets which have to maintain these facilities. I was just impressed here by some of these pictures that you have presented us.

Do any of you other gentlemen have anything to add? We are grateful for your presence here this morning.

Mr. HENRY. Thank you, Mr. Chairman.

PREPARED STATEMENT

Senator HATFIELD. Thank you for coming. Your statement will be printed in the record in full.

[The statement follows:]

I. INTRODUCTION AND SUMMARY

Only five years ago, the Turtle Mountain Community School had a high school enrollment of 295 students. Today, it has an enrollment of 465 -- an astronomical growth of 58 per cent! Next year's projected enrollment is 560 students -- a percentage increase of 17 per cent in a single year!

The last five-year period at Turtle Mountain has been an experience of renting, improvising, crowding, and construction of temporary buildings.

This document and its exhibits are submitted to the subcommittee on behalf of the Turtle Mountain Community School. They are offered in support of the request of Turtle Mountain Community School for an addition to the Bureau of Indian Affairs budget appropriation for FY1976. The school seeks $6,000,000 for the construction of a new high school complex and for completion of all site work. The Turtle Mountain community began planning for a high school in October, 1970. Planning and design monies were received in FY1973 and FY1974 respectively. Construction monies did not come in FY1975 as promised, and it does not seem forthcoming until FY1978. Thus, the Turtle Mountain Community School has no other recourse than to appeal to the Congress for funds to enable it to alleviate a seemingly insurmountable space problem.

IV. PLANNING AND DESIGN

Planning for a high school with the community began in October, 1970. Planning monies were obtained in FY1973, and the design funds followed in FY1974. Bureau of Indian Affairs officials at Albuquerque gave the Turtle Mountain community the impression that construction monies would be here for FY1975. Bidding then could have begun in the fall of 1974, and it was anticipated that the construction could begin in the spring of 1975; however, construction monies were not requested by Division of Plant Design and Construction, Bureau of Indian Affairs, Albuquerque, for the Turtle Mountain high school complex.

According to the Aberdeen Area Office, the Turtle Mountains now stands third in line for construction monies in the Aberdeen Area behind Fort Yates, North Dakota, and Pine Ridge, South Dakota -- neither of whom can claim the space problems which exist at Turtle Mountain. If that priority stands, Turtle Mountain may have construction monies in FY1978, and a school building perhaps completed for the school term 1979-80. This adds up to nearly a decade from the original planning phase to the completion date.

Foss, Englestad, and Foss, the architects contracted by the Bureau of Indian Affairs to handle the design and other architectural responsibilities for the new high school and the remodeling of the existing high school, had estimated a construction and remodeling cost of 5.9 million dollars early in 1974. Their latest estimate in June of 1974 was 8.3 million dollars. (See Exhibit 6) This is a percentage increase of 41 per cent in a period of approximately six months. An appropriation now by Congress will safeguard against escalating prices.

In addition, since much legislation is directed to remedying the nation's unemployment problem, and since the cost of construction is fifty to sixty per cent labor, a special appropriation for school construction would partially resolve the unemployment situation that is present in Rolette and adjacent counties (Exhibit 7) as well solving a critical space shortage for Turtle Mountain.

It is urgent that a special appropriation by Congress be made for the construction of a new high school at Turtle Mountain. The rapidly expanding enrollment began at Turtle Mountain some six years ago. The leasing of classrooms, improvising and renovating of old buildings has been exhausted, and it is highly improbable that Turtle Mountain can continue to accommodate the increasing enrollment for a period of three years without new construction and still maintain the quality education that it is now providing.

Next year, it is anticipated that the curriculum offerings will be reduced; classes will be larger; there will be next to no independent study; laboratory activities will be limited; scheduling will be a severe problem -- in short, we will take a step backward from a responsive learning atmosphere to a highly restricted "sterile" processing role toward which students (even now) react negatively.

V. SUMMARY OF ESTIMATED CONSTRUCTION COSTS (See Exhibit 6)

Estimated Construction Costs

Overall Sitework	$ 923,218
High School Construction	4,966,009
Classroom Addition	487,747
Classroom Remodeling	199,534
Bus Garage	122,707
Staff Housing	1,598,516
Total Estimated Project Cost	$8,297,731

The Turtle Mountain Community School seeks $6,000,000 as an addition to the Bureau of Indian Affairs budget appropriation for FY1976. This addition is to be used to cover the cost of the overall site work and for the construction of a new high school complex at Belcourt, North Dakota.

The Turtle Mountain Community School urges the Congress to look favorably upon this request.

Submitted by,

TURTLE MOUNTAIN COMMUNITY SCHOOL
BELCOURT, NORTH DAKOTA

CAPACITY OF PRESENT HIGH SCHOOL BUILDING

NO.	SPACE	CAPACITY		TOTAL CAPACITY	
		Desired	Over Crowded	Desired	Over Crowded
10	Reg. Classrooms	25	30	250	300
1	Biology Laboratory	20	25	20	25
1	Combination Classroom/ Chemistry Laboratory	30	35	30	35
2	Homemaking Rooms	15	20	30	40
1	Typing Room	20	25	20	25
1	Art Room	15	20	15	20
1	Gymnasium	50	60	50	60
1	Model Office	20	21	20	21
	SEPARATE BUILDING:				
1	Drafting Room	15	20	15	20
1	General Shop	40	45	40	45
	TOTAL GROSS CAPACITY			490	591
	ROOM SCHEDULE			85%	85%
	COMPARATIVE CAPACITY			416	502

SHARED:

BAND & LANGUAGE LAB.

EXHIBIT 1

TURTLE MOUNTAIN COMM. SCHOOL	BELCOURT N. DAK.	PRELIM. FSI — DATE: 6-19-74

SUMMARY
ESTIMATED CONSTR. COSTS

Overall sitework	923,218
High School Construction	4,966,009
Classroom Addition	487,747
Classroom Remodeling	199,534
Bus Garage	122,707
Staff Housing	1,598,516
TOTAL ESTIMATED PROJECT COST	8,297,731 *

NOTE:
All prices projected to a assumed 1975 price index.

EXHIBIT I

Fo[illegible] Engestrd Foss of Fargo
Fa[illegible] N.Dak.

STATEMENT OF GARY W. PETERSON, CHAIRMAN, SMALL TRIBES ORGANIZATION OF WESTERN WASHINGTON

ACCOMPANIED BY:
EARL G. DAVIS
WILLIAM L. SMITH
LEO LA CLAIR
ZELMA McCLOUD
CALVIN T. PETERS, CHAIRMAN, SQUAXIN ISLAND

Senator HATFIELD. Mr. Gary W. Peterson, the Small Tribes Organization of Western Washington and Mr. Leo J. La Clair. Let me again impress upon all of you the time limitation. We are running now about 1 hour behind our schedule, and some of you have yet to be heard. I want to try to, if possible before we recess—in fact, I will make sure that everyone has had the opportunity to be head. If you will, please, summarize your statement. I have here the testimony of Mr. Gary W. Peterson, chairman of the board of directors.

Mr. LA CLAIR. My name is Leo La Clair. Before my summary of 30 seconds of my written testimony, I want to indicate that Mr. Gary Peterson, chairman of the Small Tribes Board, will testify on land acquisition and added witnesses are here to indicate that they are part of the package that we have submitted to you. There is a package of 12 tribes indicating the request for land acquisition funds.

Cal Peters, on my left, is the chairman of the Squaxin Island Tribe. To my far right is Mr. William Smith, chairman of the Skokomish Tribe, and you already met Mr. Earl Davis of the Shoalwater Tribe. I will let Gary begin with his presentation.

Senator HATFIELD. Now we have all of the statements from all of these tribal representatives which we will incorporate in the record. If you gentlemen now will make your own summaries, we would appreciate that.

Mr. PETERSON. Yes, Mr. Chairman. My name is Gary Peterson. I am chairman of the Board of Directors of the Small Tribes Organization of Western Washington. The tribes and the amounts are included in the packet. The Squaxin Island Tribe should be added at 350,000. Our presentation should read 12 tribes instead of 11.

Senator HATFIELD. Then the testimony will be amended to indicate that there are 12 tribes rather than 11 being represented in this presentation.

Mr. PETERSON. Because of the time, I will summarize my statement, I would just like to say that the question of land acquisition for small tribes in the western Washington area is a question of survival, and our attempts to deal with the complex problems of socioeconomic development that we have to deal with in order to provide services for our people; social services, equal opportunity, development services, land acquisition, is crucial. At the time of the treaties, our ancestors did not think it was important to have a large reservation because much of the things that we depended on: fishing, hunting, and gathering, we were assured that we could continue to do outside the boundaries of the reservation and, since that time, we have not been able to do that anymore.

For each of the small tribes that are requesting acquisition, a small amount of land now would enable them to work toward self-determination that we are seeking, and it will enable us to provide for our own needs. We are working on these problems daily, and with the acquisition of some land, we can take care of many of our problems ourselves.

We feel in the past 10 years, as far as we have come, we feel that we have indicated that we can identify with our own problems, and this is what we are looking for an opportunity to do, and so we are asking that funds be provided. We feel that in the long run this would be a much more economical way for the Government to help us provide services. Right now it is very difficult for a small tribe to qualify for funding with any of the Federal agencies because of the need for land space, and much of the land that is remaining has been divided up into areas, and it is impossible for the tribes to use. It is really a difficult situation.

We will be happy to answer any questions. I think between us all, we should be able to answer any questions that you might have.

Senator HATFIELD. Mr. Peterson, it would certainly be helpful to the committee to have, as you have done here, summarized the 12 tribal requests in terms of acreage as well as dollars. I have here in your statement the summary on the cost per tribe. I wonder, if it is not too much difficulty, if you could take the Nisqually as an example, the $160,450 request, and give a listing of how many acres that would be, how many acres they own now, and how many there are in the Nisqually. For instance, how many would be included in that tribe at this time or registered so that we would have that. I realize that in each individual case that information could be extrapolated, but I think that if we could get that in summary form, it would be helpful to the committee. Is that possible? Is that too much trouble?

Mr. PETERSON. Some of the tribes have done that. As a member of the Saquamish Tribe, I know what our needs are.

Senator HATFIELD. I don't mean to do it at this moment. I am suggesting that within 10 days could you send us that kind of information.

Mr. PETERSON. Some of the tribes have done that. As a member of the individual breakdowns.

Senator HATFIELD. Yes, I appreciate that, but it does seem to me as you have presented the summary here of all of the tribes, dollarwise, if you could just extend these other two or three steps it would be quite helpful to have it all brought together in one statement, so we could take a look at the total rather than just piecemeal, across the board.

Mr. PETERSON. You just want us to summarize the total submissions.

Senator HATFIELD. Yes. In your testimony here you have summarized the dollar cost. All I'm saying is break that down for how many acres that represents, how many are registered in the tribe, and how many acres they have now so we have all that together.

Mr. PETERSON. Per tribe? OK.

Senator HATFIELD. If that is possible, within 10 days, so we can have that for the record.

Mr. PETERSON. Yes. I believe we can do that.

Senator HATFIELD. All right. Thank you very much.

Mr. La Clair. Senator Hatfield, my presentation here regards the implementing of Judge Boldt's decision. I appear as the executive director of the Small Tribes Organization of Western Washington, seeking funds in an amount of $294,164.98.

My testimony I can give to you quickly.

Senator Hatfield. All right, if you will summarize that.

Mr. La Clair. I can be brief and indicate that we went into a consortium package with the Bureau of Indian Affairs, the U.S. Fish and Wildlife Service, the Northwest Indian Commission, the Game Department, the Western State Fisheries Department, for a consorted funding package, and this was requested by our congressional delegation from Washington State; the Honorable Senators Magnuson and Jackson. This morning at 10:40 Congressman Meeds testified in behalf of this consolidated package and these other entities.

I am here just to indicate that we are involved in this consolidated package, and we have worked with these other governmental entities to try to cooperate and not duplicate one another's programs. Just in that succinct statement, I would like to thank you, Senator Hatfield.

Senator Hatfield. Your full statement will be placed in the record. As you have gone over this particular subject; that is, $294,460, as corrected, it was listed originally as $308,000, and that has been amended.

Mr. La Clair. That is correct.

PREPARED STATEMENT

Senator Hatfield. Thank you very much. I am happy to have you here this morning. All prepared statements will be printed in the record.

[The statements follow:]

51-957 O - 75 - pt. 4 - 33

STATEMENT OF THE MUCKLESHOOT INDIAN TRIBE

The Muckleshoot Indian Tribe of the Muckleshoot Reservation, Washington, desires to undertake a course of development which will accelerate their own self-sufficiency. This course, while seemingly costly, is far less expensive than continual support from government funding agencies. The action will allow the Muckleshoot Tribe to gain full employment for its reservation residents and provide sufficient support to the tribe enabling it to carry out its administrative functions and provide services to the community at large. It is in this regard that the Muckleshoot Tribe approaches Congress for a line item budget appropriation in the amount of $485,000. The entire scope of this project is to purchase, with the appropriated funds, scattered parcels of land which will consolidate the tribal land base and to fund a one-year operating budget for a highly skilled business administrative staff for the Muckleshoot Tribe enabling it to acquire the necessary business ventures for its continual revenue development.

The Muckleshoot Indian Tribe is recognized in both the Point Elliott and Medicine Creek Treaties and is reorganized under IRA. The reservation is located in King County, Washington, and is surrounded, primarily, by the city of Auburn and King County with Pierce County lying along its southern boundary. The reservation area being located in the metropolitan Puget Sound area is subject to the continuing pressures of urban sprawl, as are most outlying metropolitan areas within the United States. For the Muckleshoot Tribe, this has been devastating to its potential development and self-sufficiency. The Muckleshoot tribal rolls indicate 408 members, but that is a distorted overview of the Muckleshoot Tribe's responsibility. There are in the immediate reservation area 1,036 Native American people. Closely adjacent to the reservation area, there are 3,000 additional Native Americans. Within the whole metropolitan area of Puget Sound, there are approximately 20,000 Native American people. The Indian population projections for the Muckleshoot Reservation alone in 1995 are 7,300 Native Americans. With approximately 35,000 other people in the reservation area, the total population would then approximate 42,000. The existing population, including Native Americans at this time on the reservation, closely approximates 9,000. There are included within that number 2,600 senior citizens, both Indian and other backgrounds. Over the past 8 years, the unemployment rate within the reservation area has annually run within the 70%-78% unemployment figure. With the encroachment of the urban pressures, the employment picture-transportation problem becomes acute within the reservation proper.

The Muckleshoot Tribe has been involved in a comprehensive planning program over the past 2 years. Throughout the planning process, a need for land consolidation by the tribe has continually been identified. As might be a well known fact, within the Indian community revenue development is almost an impossible situation. In order to establish business ventures, interim and capital costs are a necessity. For the Indian community this presents an impossible obstacle. First, most agencies or most business ventures require a certain percentage of monies down, a market analysis of a proposed project and a competent staff to administer that business venture. In other words, within the framework of the business community, it takes money to make money, and the Indian community does not presently have the capital or the abilities to gain the capital for any revenue development.

The Muckleshoot Tribe was awarded judgement funds in the early 1960's. Much of that money was initially set aside for a buyback program to allow the tribe to purchase needed alienated land for revenue development purposes and housing programs. The unfortunate situation has been that the value of land within the area has increased from a lower 1960 cost of approximately $150 per acre to well over $4,000 per acre in many of the remaining tracts, with one prime parcel priced at $12,000 per acre. The tribe has been able, through its judgement funds which were originally set aside, to purchase 53 acres of scattered parcels lying around the present community facility. It is the plan of the tribe, and as identified within the comprehensive plan, to continue the buyback program, establishing a solid community foundation around the existing facility and thereby developing a strong community base. The Muckleshoot Indian Tribe's land base was initially destroyed through the enactment of the Allotment Act and, consequently, the allotting of the tribal land base to individual Indians and their loss through both incompetency findings and alienation by being placed on the county tax rolls. The ultimate outcome of the Allotment Act left the Muckleshoot Tribe with one-quarter acre of land and individual Indian owners with only 800 acres of land, all of which is river bottom flood lands and highly swampy unusable patches of scattered lands with multiple heirship problems. Approximately 3,000 acres have been completely alienated from the Muckleshoot Tribe and its individual members. The lands lying between the previous purchased parcels, at this point, need to now be purchased in order to completely allow the firm community development. The Muckleshoot Tribe used its last judgement funds last year in purchasing a 13-acre tract.

It is through this appropriation that the tribe would plan to continue the purchase of the inner lying parcels thereby connecting the already purchased areas. The tribe would be in a strong, firm position to then develop both the needed housing and develop business ventures which would produce tribal revenue and meaningful full-time employment for reservation area residents. The necessary job market within the Muckleshoot Reservation, at the present time, indicates a need for 96 full-time employment positions for women and 172 full-time employment positions for men. The following is a budget which would be necessary to purchase the remaining available lands for consolidation and business venture development and to fund staff development.

A. 3 parcels consisting of approximately 40 acres @ $3,000 per acre	$120,000
B. 2 parcels consisting of approximately 25 acres @ $12,000 per acre	300,000
C. Business staff - 3 individuals and secretary	$ 65,000
TOTAL REQUEST	$485,000

STATEMENT OF THE UPPER SKAGIT INDIAN TRIBE

APPROPRIATIONS REQUESTED, FISCAL YEAR 1975-1976: $2,000,000

When the Secretary of Interior recently recognized the existence of the Upper Skagit Indian Tribe and permitted it to organize a government pursuant to the Indian Reorganization Act, members of that tribe felt new hope that the reservation for which they have waited 120 years might also soon be created. The Upper Skagit constitution was approved by the Secretary in December, 1974. The newly elected tribal officers see acquisition of a land base as their most important objective.

The Upper Skagit Indians were parties to the Treaty of Point Elliott in 1855. The reservation which they were promised at the time they signed the treaty, however, was never established. Some tribal members staked out homesteads in their aboriginal area on the Skagit River east of Mt. Vernon, Washington. But most of these homesteaders were later forced to move because their land had been set aside as national forest. Today only a few tracts of land are held in trust for members of the Upper Skagit Tribe. The tribe itself has no land except a cemetery which it shares with the Sauk-Suiattle Tribe.

United States recognition and funding of tribal government activities may now make it possible for the Upper Skagit Tribe to draw many of its scattered two hundred members back to the Skagit Valley area to participate in the development of the Indian community. If there is to be a stable Upper Skagit community with potential for growth and self-sufficiency, however, a land base will be essential. For example, tribal members wishing to return to the Skagit Valley will need housing; and many members already in the area need to replace their overcrowded, dilapidated houses. Land will be needed not only for housing sites but also for tribal government offices, meeting and recreation facilities, and business enterprises. Without reservation territory, the Upper Skagit Tribe's new IRA status will have little or no practical import, for the tribal organization will be denied the very basis of governmental powers, social development, and economic self-sufficiency.

If reservation land were set aside for the Upper Skagits, the tribe would give highest priority to housing construction on the land. Economic development, an equally important tribal objective, would be undertaken as soon as possible.

The Upper Skagit Tribe hopes for the creation of a reservation encompassing 20 sections or 12,800 acres, the amount originally promised them. Because land in the Skagit Valley sells for approximately $2,000 per acre, the cost of this land would be $25,600,000. Newly organized, landless and without assets, the Upper Skagit Tribe cannot itself buy any of the property it so desperately needs. It therefore asks Congress to exercise its authority and discretion, within the limits of the IRA to make the initial purchase possible. An initial appropriation of $2,000,000 would permit establishment of a 2,000-acre reservation, and that would provide the Upper Skagit Tribe with the basis for self determination and new hope for the future.

STATEMENT OF
THE SHOALWATER BAY INDIAN TRIBE

APPROPRIATION REQUESTED, FISCAL YEAR 1975-1976: $200,000

FIVE-YEAR NEEDS: $500,000

The tiny Shoalwater Bay Indian Reservation on the south central coast of Washington State was set aside in 1866 for a small band of Indians who relied primarily on the life in ocean waters and tidelands for their food. The original reservation was approximately one mile long, encompassing 670 acres of land and tideflats. Now, the title to its tidelands disputed by the United States Solicitor, the value of the land being threatened by erosion, and its membership increased, the Shoalwater Bay Tribe finds itself without sufficient land holdings to sustain the tribal community.

Nine families with thirty people now live on the Shoalwater Bay Reservation. Many others of the eighty enrolled tribal members would prefer to live there but are unable to because there is no housing, little land suitable for housing, and almost no opportunity for employment on the reservation. Tribal development plans call for construction of several additional houses and the establishment of fish farming, timber, agricultural and tourist enterprises which would capitalize on the reservation's location. But existing tribal flatlands which would be suitable for either housing or business establishments are too limited in area to accommodate both.

In addition, before it undertakes development of its reservation, the Shoalwater Bay Tribe wants to clear up title to the tidelands adjoining its reservation. In 1962, with no apparent basis in fact, the Regional Solicitor for the Interior Department issued a memorandum concluding that the tribe does not own its tidelands. The tribe is appealing this decision to the Commissioner of Indian Affairs. Should Shoalwater Bay's claim be rejected, the value of the tribe's lands for development purposes will be limited. Its need for additional land that can be developed will increase correspondingly.

Erosion of the coastline is also threatening to frustrate the purpose of the original Shoalwater Bay Reservation. The north shore of Willapa Bay, in an area adjacent to the reservation, is receding in the face of wind and waves at a rate of 175 feet per year. Tribal tidelands are being adversely affected by this erosion process. Because the uplands affected are privately owned, no government funds have been available for construction of a jetty or rip-rapping of the shoreline. If the tribe could obtain these shoreline properties and secure funding for a jetty or rip-rapping, the development potential of the entire area would be enhanced. Tribal tidelands could then support shellfish farming. Agricultural, forestry and fisheries enterprises could be developed in the upland areas for the benefit of all tribal members.

The Shoalwater Bay Tribe has projected land needs in the next five years at 500 acres. Cost of this property would be

approximately $500,000. A 200-acre tract immediately adjacent to the reservation, now available at $200,000, would provide some timber revenue and excellent shellfish farming potential and would therefore be a sensible initial investment. At present the tribe has very little tribal revenue, taking in barely enough for its office expenses from leases of tribal land and business taxes. There are no tribal funds available for land purchase and no tribal income or assets to cover a loan. A grant which would make possible acquisition of the neighboring tract, however, might also make it possible for the Shoalwater Bay Tribe to establish the enterprises which will generate regular income and provide the assets with which it can finance further development.

STATEMENT OF
KLALLAM INDIAN TRIBE, PORT GAMBLE BAND

APPROPIATION REQUESTED, FISCAL YEAR 1975-1976: $1,000,000

The Port Gamble Band of the Klallam Indian Tribe in some ways is fortunate by comparison to its neighbor Indian tribes in Western Washington. Although its reservation is of recent creation and small, the Port Gamble Band at least has a contiguous land base of 1301 acres -- all tribal property -- which includes timber and other natural resources that could be used for the whole Indian community's benefit. In the past few years the tribe has taken positive and encouraging steps to plan and begin development of its resources.

But the Klallams have encountered several serious obstacles to their beginning development of the reservation community in earnest. The first is that land within the reservation which is available for badly needed housing, recreation and community facilities is limited. Most unused space suitable for buildings is scheduled in the tribe's comprehensive plan to be used for forty new houses, tribal offices, and community service facilities. In addition, the tribe is concerned that this plan will not prove feasible unless new sources of water can be located. The present reservation water supply is insufficient for the 227 residents. As housing becomes available and others of the tribe's 488 members move onto the reservation, this lack of water will become critical.

Another obstacle to Port Gamble development is lack of tribal funds. Without the means to employ planners and to finance new businesses, the tribe cannot develop and implement the projects which could bring it regular revenue. At present the tribe has no assets, a tiny and undependable income from its smoke shop, and no other governmental revenues. It is thus caught in a vicious circle which must be broken before the tribe can begin creating its own independent means of survival.

To make more rapid development possible, the Port Gamble Band proposes to acquire some property in the town of Kingston, Washington, seven miles from its reservation. The site, now surplus U. S. military property, is 14.88 acres big. It contains a theater, a small store, a club building, a dining hall, and

several barracks. It also has two good wells and a sewer system. It is therefore ready for use by the Klallam community. Located on a hill with a view of Puget Sound, the property has excellent potential as a site for tourist services. The Port Gamble Band believes that the property, shown as a Nike Station on the attached map of Kingston, could be used almost immediately to generate income for the tribe. At the same time it can provide recreation opportunities for tribal members and jail space in connection with the tribe's law and order program. Estimated price of the Kingston site is $1 million.

In the alternative, the tribe is looking at another surplus U.S. base in Kingston -- a 45-acre tract valued at $90,000. This second site is unimproved except for athletic fields and a rifle range.

STATEMENT OF THE SQUAXIN ISLAND INDIAN TRIBE

APPROPRIATION REQUESTED, FISCAL YEAR 1975-1976: $350,000

FIVE-YEAR NEEDS: $1,122,000

One of the Squaxin Island Tribe's top priorities during the coming five years will be reacquisition of alienated, non-trust land within its island reservation. This means that the tribe hopes to buy approximately 660 of the 1979 acres within the reservation. At the present price of approximately $1700 per acre, this property would cost $1,122,000. The Squaxin Tribe requests that Congress assist it in initiating this land acquisition program by appropriating $350,000 for the coming fiscal year.

Consolidation of the tribe's land base will help it to achieve several of the goals listed in the attached excerpts from the tribal comprehensive plan (prepared pursuant to Section 701 of the Housing and Community Development Act of 1974). It will make possible, in particular, the development of tribal enterprises such as recreation industries, the creation of employment opportunities for tribal members, the establishment of recreational areas for Indians in the community, and the development and protection of the natural resources of the island in the best interests of the community. All of these goals may be unattainable without elimination of the reservation's present checkerboard land ownership pattern.

The Squaxin Tribe may in the future be in a position to finance some land acquisition itself. A salmon farm recently established by the tribe shows promise of developing into a profit-making venture. But at present all income of the fish farm is needed for its continued operation, and the tribe has no other revenue or assets. Meanwhile, the poverty of Squaxin members and the continuing pollution and abuse of the island environment by non-Indian owners and users make it critical that the land be brought under tribal government control immediately.

STATEMENT OF GARY W. PETERSON

Mr. Chairman, members of the Committee, thank you for allowing me to testify before your committee today. My name is Gary W. Peterson. I am Chairman of the Board, Small Tribes Organization of Western Washington. I am an enrolled member of the Skokomish Tribe and Secretary of the Skokomish Tribal Council. I speak today on behalf of eleven small tribes in Western Washington. Our request is for land. Each of these tribes seek a line item appropriation of funds for the acquisition of land. The tribes and the appropriations they request are as follows:

Skokomish $700,000	Nisqually $160,450
Nooksack $268,600	Suquamish $320,000
Lower Elwha $400,000	Sauk-Suiattle $2,000,000
Shoalwater $200,000	Chehalis $140,000
Muckleshoot $485,000	Port Gamble $1,000,000
Upper Skagit $2,000,000	

Explanations of these requests and documentation of each tribe's needs are included in the material I will leave with you.

To you this may be a familiar request. You have probably heard many requests for land purchase in the past and I believe this reflects the tribes' need for land and the desire to protect what land is remaining. The need for land by the small tribes in Western Washington is a matter of survival. Our reservations in Western Washington have always been small. When our ancestors signed treaties they may not have thought it important to secure larger reservations, for they depended on fishing, hunting, and gathering for their survival. The original treaties guaranteed to our people the right to continue these activities outside the reservation, but the growth and practices of non-Indian, industrialized society have taken their toll on our game, fish, and other resources so it is no longer possible to live by the old ways. Our reserved lands have, therefore, become very important to our survival.

Today tribal communities are dealing with problems that have been festering on reservations for over one hundred years. The fact that tribal communities still exist on reservations today and that Indians still cling to this way of life is living testimony to the spirit of all Indians; a spirit that refuses to die. The problems today are many and extremely complicated, but tribal communities are meeting the challenge. The fact that I stand before you today representing an organization of 22 small tribes is indicative of the capabilities we have developed within the past ten years. We feel we have proven that given a chance we can best identify and deal with our own problems. There is a tremendous amount of productive energy within Indian communities today -- energy which is producing useful plans and programs for the benefit of Indian people. But the lack of a land base prevents much of this effort from producing viable results on the reservation. Land is the catalyst needed to release this energy and allow for actualization of Indian self-determination.

For each of these small tribes, the acquisition now of a relatively small amount of land can enable the tribe in coming years to house, employ, and provide services for its own people with minimal government assistance. Providing the tribes with a usable land base is the most economical way for the U.S. to fulfill the purpose of our Indian reservations -- self-sufficiency for the Indian people.

Each tribe is proposing purchase of a very modest amount of land -- a few hundred acres at most. In each case the tribe has designated the minimum amount of property it requires to meet its community's most urgent needs. In almost every case the needs are

the same: housing, employment, community services. These are needs which cannot be addressed unless there is land on which housing, businesses and community facilities can be located. But none of the tribes has enough land now to meet even one of its needs. A few tribes have essentially no tribal property.

The meager land base we reserved through the treaties has been badly eroded over the years. The reservation promised to the Sauk-Suiattle Tribe never did materialize, while the Nooksack Tribe and the Lower Elwha Band of Klallams waited over a century for reservations a fraction of the size they expected. The Nisqually and Skokomish Tribes saw portions of their reservations condemned in proceedings of questionable legality. Many tribes are still feeling the impact, too, of the General Allotment Act of 1887, even though its policies were repudiated by Congress in 1934. Where reservations were allotted, many Indians were forced to sell their land, and non-Indian acreage often came to exceed trust land. In addition the remaining trust land can rarely be used to serve the needs of the tribe or the allottees because so many heirs of the original allottees claim undivided interest in the property. With trust and fee patent land distributed in checkerboard fashion on the reservations, it is difficult to plan rational land use or make sensible use of resources on the land. Also as a result of allotment, several tribes have no tribal lands left which might be used for benefit of the whole community.

The eleven tribes I speak for wish to increase or to consolidate their shrunken or chopped up land base so that there can be meaning to the federal government's committment to "self-determination" for Indian tribes. We seek only enough land to overcome the worst effects of the Allotment Act or of a century of landlessness. We seek land because land is essential to the social and economic development we are planning and working toward. We are determined to direct and eventually to finance ourselves the development of the reservation communities. The written statements from each tribe which I submit to you today show how integrally related a usable land base is to these goals.

We would finance these purchases ourselves if we were able to, even though our present needs for land can be attributed to past actions and policies of the U.S. Government, but we are unable to provide or find funds to buy land. I have come here today as a last resort, to ask you to break a vicious circle that could otherwise leave the tribes impoversihed forever. Because we have no land base for development, there is no way to pull ourselves out of poverty. The tribal governments, with no tax base or businesses have no regular revenue and few if any assets. We have relied, for years on government grants to provide our members with social services. Agencies such as the Economic Development Administration, which could finance the tribal businesses that might in turn generate revenues, will not fund tribal projects unless the tribe owns the land where the businesses will operate. Agencies such as Farmers Home Administration, which could finance tribal land purchases, will not lend money unless the tribe has revenues or assets which demonstrate ability to repay. With modest appropriations, Congress can end this cycle. It can put the tribes in a position to promote their own development. And that is a goal that all of us should be able to agree on.

And so I ask you not to ignore my request today just because it may sound like requests you have rejected before. It is true that the Washington tribes are asking you to provide the means to add to our present land holdings--something Congress has recently been reluctant to do. But we are not requesting any lands which were not already promised or reserved to our tribes. It is also true that the tribes were unjustly denied the lands promised them in treaties or were unfairly deprived of their

original reservation lands. But we are not so much suggesting that Congress act now to right past wrongs as pointing out that land is the key to our self-sufficiency in the future.

STATEMENT OF LEO J. LaCLAIR

Mr. Chairman and members of the Committee:

I appear here on behalf of the Small Tribes Organization of Western Washington, seeking funds in the amount of $294,460.98 to complete implementation of the federal court ruling in the case of U.S. vs. Washington, pertaining to Indian treaty fishing rights.

The court in its ruling, which was in favor of the U.S. and a group of Indian tribes, set up criteria in biological sciences, legal education, law enforcement training and anthropological proofs that must be met by the tribes involved in the case.

From the original 14 plaintiff tribes the case has grown now to embrace 26 tribes of which 16 are members of STOWW, the organization which I represent here today.

STOWW includes 22 Northwest tribes, some of which are now in the process of qualifying to be added as plaintiffs to the case, some of which are in midstream in meeting the court's requirements to become self-regulating in areas of legal, biological, anthropological and law enforcement training.

Our original proposal for funding was in the amount of $547,454.98, made to the Office of Native American Programs. We have been informed orally that ONAP, however, is able only to meet $246,000 of that funding package, and we are applying here today -- in consortium with the Bureau of Indian Affairs, U.S. Fish & Wildlife Service, Northwest Indian Fisheries Commission and Washington State Game and Fisheries Departments -- for the vital remainder of that funding package. Without it the implementation of the court's ruling, as set forth in the judge's decision, would be impossible, and the tribes would lack the biological, legal, law enforcement and anthropological accomplishments the judge deems imperative for self-determining status.

This request to you is not a duplication of a request of ONAP. It will provide us with additional biologists, legal assistance, law enforcement training necessary to complete the program for implementing the judge's decision.

Our portion of this funding proposal was worked out in several consortium meetings with the parties mentioned above, and it was agreed upon by representatives of those organizations and agencies at all levels, including the state and federal agency representatives involved in the same implementation of the court's ruling as we are.

We were brought together at the request of our state's Congressional delegation specifically to work out our different funding needs and avoid any duplication of funding requests before bodies such as yours. As a result, our funding proposal request of $294,460.98 before you now is in no way a duplication of what is pending before ONAP nor does it overlap the proposals or functions set forth in requests from other agencies.

We are in the midst of a program that began just one year ago to meet the court's requirements, and establish the Northwest Indian tribes involved on a practical partnership level with the state and federal agencies involved in managing the salmon resources

so vital to our nation's consumers. This first year has shown much progress, and we now have a working relationship between the Indians and the governmental entities involved which is unique in the history of our region.

During the past year, the implementation challenge of the case has grown, not only in number of tribes qualified to enter, but also in the scope of the technical services required to make a reality out of a very complicated situation in resource management and inter-group relationships. The need to provide the Indians with the vital expertise in this resource management situation is accepted by all the parties involved, and the Indians, based on this first year's effort, have made enormous strides toward realizing their end of the challenge. By the end of the second year, it is expected that the tribes will be in a viable position to be declared self-regulating by the court, but that is only possible if they get the assistance they need now for technical services as outlined in the proposal before you.

Thank you, gentlemen, for your kind attention. Let me assure you again that this proposal is not an overlap or duplication of any of the other segments of the funding package before you today, and that it will make possible the fulfillment by the Indian tribes involved of the requirements laid upon them by the federal court ruling in this case.

STATEMENT OF THE SKOKOMISH INDIAN TRIBE

APPROPRIATION REQUESTED, FISCAL YEAR 1975-1976: $700,000

FIVE-YEAR NEEDS: $1,369,000

The Skokomish Indian Tribe, planning for the economic and social development of its reservation, has identified two needs which must be met if the tribal community is to survive. Those needs are housing and employment. The tribe has further concluded that lack of a usable land base is the principal obstacle to development of job opportunities and construction of decent housing on the reservation.

The Skokomish Reservation is a 4987-acre tract at the southern end of Hood Canal in Western Washington. Under the provisions of the General Allotment Act nearly all this land was divided into allotments for Skokomish families, and much of the land thus allotted lost its trust status and subsequently passed out of Indian ownership. In several cases allottees saw their land alienated against their will. In 1921, for example, more than twenty acres within the reservation were condemned by the City of Tacoma, without proper notice to the United States, for a power generating facility. Washington State later took a large tract of waterfront property for the present Potlatch State Park. Other Indian lands have been taken for public utility use and a state highway.

Within the boundaries of the original reservation 1990 acres have thus been alienated and 2905 acres of allotted land remain in trust. Development and management of the trust land is hampered by rules of inheritance which have given numerous people interest in each tract. The property of allottees and their heirs who die intestate descends undivided to all heirs, and all heirs must concur in any sale, lease, partition or use of such property.

The Skokomish Tribe owns only 92 acres of reservation land. Six of these acres serve as a tribal cemetery and ten hold the tribal offices together with community education and recreation

facilities. In 1972, the tribal land base consisted of only sixteen acres. During the last three years the Tribe has purchased 76 acres of land with tribal judgment funds, bringing the total tribal land base to 92 acres. The Tribe is using this new acreage for economic development and housing. Five new homes have been constructed and three additional homes are in the planning stages. The Tribe also constructed and operates a fish processing plant and retail sales outlet on tribal property. .

Many more acres of land must be made available for housing if the Skokomish Tribe is to approach the goal to which it has assigned "foremost priority." Well over half the houses on the reservation need replacing. In addition, two-thirds of the tribal members who now live off reservation wish to return and would return if there were housing for them. The presently unused tribal land could not accommodate the requisite number of scattered, single-family dwellings which tribal members prefer, even if all of it were suitable for housing. But in addition, a large portion of the tribal property is swampy ground on which houses cannot be built. Fractionated ownership and lack of road access as well as swampiness has prevented use of allotted land for houses. Tribal housing development has currently exhausted the buildable sites and housing construction has been forced to a halt. Tribal planners estimate that an additional one hundred acres is needed for housing.

The Skokomish Tribe's second major concern is developing employment opportunities for persons now living on the reservation and for members who settle there as housing becomes available. The tribe sees its recently constructed fish processing plant as an encouraging first step to economic development for the Indian community. Further development is impossible until the tribe acquires additional sites for business enterprises.

Hoping to build on the traditions and existing skills of its people, the Skokomish Tribe plans primarily for fisheries, logging, and recreation industries. Controlled, ecologically sound development of reservation lands, which are located in an area now experiencing rapid, short-sighted commercial exploitation, will be essential to the tribe's plans. The tribe believes that its projected gradual development is not only in the best interests of the Indian and surrounding community but will also ultimately yield benefits in the form of employment, tribal revenue and the means to undertake further development. But first it must obtain the land.

The Skokomish Tribe has explored several possibilities in its efforts to consolidate the tribal land base. Farmers Home Administration loans, it discovered, are available only if the tribe can demonstrate an ability to repay. Funds for payment on such a loan could come only from a business which the tribe might establish on the land. Initial funding for such a business might come fron the Economic Development Administration; but EDA requires that the enterprise be located on land owned by the tribe.

In the face of this dilemma, the Skokomish Tribe had no choice but to purchase the sites for its fishing processing plant and tribal housing projects with the major portion of its remaining judgment funds. But nearly all the limited revenues which it now produces will be needed during the next few years for its continued operation and expansion. The Skokomish Tribe has no other revenues except the very limited and unpredictable surplus from its cigarette sales. The latter have recently been sufficient for one tribal employee's modest salary.

The attached map and table show land parcels which may become available for purchase by the Skokomish Tribe and which the tribe

would be interested in buying in the coming years. Ideally, the tribe would first buy property that could soon yield income which would ensure community development and further land acquisition. It is impossible to predict, however, which parcels will be put on the market and whether the tribe will then be able to meet the price asked. Because of its potential for development, and because its owner is eager to sell, tract number 19 should be purchased first. This so-called Nalley Estate offers the tribe the greatest likelihood of achieving its planning goals with a minimum expenditure. The tribe estimates that it can be obtained for $700,000. Parcels numbered 21 and 22 have equally attractive possibilities. With an initial investment of $900,000, then, the Skokomish Tribe could be on the road toward becoming a self-sufficient, stable community.

STATEMENT OF THE NOOKSACK INDIAN TRIBE

APPROPRIATION REQUEST, FISCAL YEAR 1975-1976: $268,600

In planning for the economic and social development of its community, the Nooksack Indian Tribe has assigned highest priority to expanding and consolidating its usable land base. The facts of the Nooksacks' situation make clear why land is so important to the tribe.

The Nooksack Tribe had no reservation and no tribal land until 1972. Although the tribe was deemed to have ceded its ancestral lands by the Treaty of Point Elliott in 1855, no lands were set aside specifically for Nooksack tribal members pursuant to that treaty. Not wishing to live with strange, down-river people on the Lummi Reservation, many Nooksacks remained in their traditional territory, in the foothills of Mt. Baker near the northern border of Western Washington. There the Nooksacks located on scattered homesteads which were taken in trust for them by the United States.

Today only 2686 of the 3581 acres once held for Nooksack Indians remain in Indian hands, either in trust or restricted fee. Nearly all lands which have not been alienated are subject to claims of ownership by numerous heirs. Often no use may be made of such lands without the consent of all persons who have an interest in the lands, no matter how small. Obtaining consent may be impossible if an heir cannot be located.

When the United States recognized the existence of a Nooksack tribal entity and the tribe began organizing a government pursuant to the Indian Reorganization Act, the United States purchased and proclaimed as the Nooksack Indian Reservation two surplus Forest Service buildings situated on a one-acre plot in Deming, Washington. These buildings, which house a general meeting area and a few small offices, are the only real property which the Nooksack Tribe has.

It is therefore not surprising that the tribe's plan for development, prepared pursuant to Section 701 of the Housing and Community Development Act, lists land among the twelve general areas of need that the tribe must address. Indeed, land ranks first with education among tribal priorities.

The tribal plan further notes that needs for land must be acted on before other needs can be met. For several projects which the Nooksack Tribe considers essential to the well-being and self-sufficiency of its community depend on availability of appropriate land. Housing that is desperately needed cannot be built unless access can be obtained to isolated homesteads and

other suitable sites can be found. An adequate tribal center which could be the locus of constructive community activities cannot be erected unless land adjacent to the present tribal office is acquired. Also, the tribe hopes to establish tribal businesses such as a crafts retail outlet, a service station and a cannery. These economic enterprises which could generate regular tribal revenues and employment for community members will not be possible unless there is land on which the tribe can locate them.

The Nooksack Tribe hopes that several kinds of programs and actions will help to solve problems caused by its diminished, fractionated, scattered land base and lack of tribal lands. Purchase of land is only one such kind of action, but it is an essential part of the tribe's plans for development. The tribe estimates that with the purchase in the coming five years of 268 acres, at a price of $268,600 it could take several large steps toward meeting the most urgent needs of its 450 members. All properties included in this five-year plan are adjacent to existing trust properties and probably available for purchase.

At this time the Nooksack Tribe has no regular revenue and no available tribal funds with which to finance land purchases. Out of its operating funds the tribe is making monthly payments on the $7,000 purchase price of its present reservation. Without means to repay further loans, the tribe cannot get funds from Farmers Home Administration or other lenders. But a grant which would enable it to acquire these few additional tracts would also create the possibility of self-sufficiency and stability for the Nooksack community.

STATEMENT OF
THE LOWER ELWHA BAND OF KLALLAM INDIANS

APPROPRIATION REQUESTED, FISCAL YEAR 1975-1976: $400,000

The Klallam Indians of the Lower Elwha Band believe that the poverty and demoralization which their people have known for over a century would not have been so extreme and so persistent if the United States had immediately fulfilled its treaty obligation to set aside lands for the Klallams' use. In belated recognition of its duty, the U.S. established a tiny reservation for the Lower Elwha Band in 1968. But the band's scattered 372 acres are still too few and too poor in quality to support its 311 members.

When the Klallam Indians signed the Treaty of Point No Point in 1855, they understood that they were ceding their vast lands on the Olympic Peninsula in what is now Washington State but that in return they would be provided a parcel of land located in their traditional territory and reserved for their exclusive use. Instead the Klallams were subsequently informed that they were expected to move to the distant reservation of the Skokomish Tribe, the Klallams' hereditary enemy. In despair, most Klallams returned to their country along the Straits of Juan de Fuca, camping on unclaimed lands and on the beaches. In the following years they were harrassed by white settlers, driven from place to place, and -- deprived of their traditional means of subsistence--reduced to extreme poverty.

After a small claims settlement in 1924 failed to alleviate the Klallams' problems, the United States Government finally took

its cue from the Indian Reorganization Act and provided the Klallams with some land. In 1936 and 1937 the Government purchased and placed in trust several small tracts, totaling 372 acres, for the Lower Elwha Band. When the band adopted a constitution in 1968, this land was formally proclaimed a reservation.

The Lower Elwha Reservation is not only small but is also awkwardly located and arranged. Trust lands included in the reservation are not contiguous but are laid out in a rough checkerboard. Tribal planners have found that agricultural and fisheries development -- areas of development most appropriate for the reservation community -- are nearly impossible with the present fragmented land ownership pattern.

The Indian lands are also located in the flood plain of the Lower Elwha River. Residents in many places on the reservation have been forced by floods to evacuate their homes almost yearly. The Army Corps of Engineers has recently refused to approve a levee project for the reservation, noting only that a dam upstream from the reservation must first be made safe. By tribal planners' estimates, only fifty acres of the band's land are out of the flood plain and available for badly needed housing and community facilities.

There are 375 acres of land within the Lower Elwha Reservation area which are not in trust. This acreage includes eight separate tracts ranging from twenty to eighty acres in size. All are adjacent to trust land. The present cost of all this land would be approximately $750,000. The tribe proposes to acquire land in installments within the next five years. Two particular 100-acre sites would be suitable for housing, fisheries development and a marina. At $2,000 per acre, this land would cost $400,000. At this time, however, the Lower Elwha Band is unable to finance such a land acquisition project. The tribe has no regular revenue and no tribal funds. Without land which can be used for tribal enterprises that could in turn generate revenue, the tribe is condemned forever to dependency on the federal and other governments for assistance in meeting community needs. But with a site available for tribal use, the tribe could probably obtain financing of fisheries and agricultural businesses that might eventually set the community on the road to self-sufficiency.

STATEMENT OF THE NISQUALLY INDIAN TRIBE

APPROPRIATION REQUESTED, FISCAL YEAR 1975-1976: $160,450

"The primary goal...," according to a comprehensive plan of development prepared for the Nisqually Indian Community, "would be to acquire some land." The Nisqually Indians, once self-sufficient residents of a 4717-acre reservation in Western Washington, now find themselves with land holdings of 728 acres, and ownership of most of these is badly fractionated. The tribal government, attempting to serve an Indian population of 509, has only 2.5 acres of land, all of which is devoted to cemetery use. The tribe is forced to maintain its offices off the reservation on non-trust land. This data makes clear the urgent need for land that can be used to benefit all members of the Nisqually community.

The Nisquallys lost most of their original land base to the United States Army in condemnation proceedings that were of doubtful legality. From the time their reservation was created in

1857 until the First World War, the Nisqually Indians lived without U.S. support, relying on fishing and farming in the reservation area to sustain them. In 1884 the reservation was divided into allotments for eighty-two families. In 1917 the Army moved troops onto all allotments in that portion of the reservation which lay east of the Nisqually River, evicting several families and occupying two-thirds of the Indian lands without benefit of formal proceedings. Refusing to lease or purchase this land, as requested by the Interior Department, the Army obtained title to it by gift of Pierce County, which had purported to condemn it.

A few displaced Nisqually families accepted in lieu allotments at distant reservations, but most crowded onto the tribe's remaining lands. Although much of the condemned Indian land was never used by the Army and was probably not needed after the war, Congress refused to reacquire the land or obtain property replacing that which the Indians lost.

In addition to the 3350 acres condemned for Fort Lewis, the Nisqually tribe lost land through alienation and forced sale of some allotments. The remaining reservation acreage, nearly all of which is tied up in heirship tangles, cannot meet the needs for land of the Nisqually Indian Community. Most of the Indians within the tribe's service area, for example, must live off the reservation. There are only eight houses within reservation boundaries. Many community members would choose to live on the reservation if housing were available, and the tribe hopes to construct such housing. But until the tribe has the use of at least twenty acres of land, a tribal housing project is out of the question.

A second, equally urgent need in the Nisqually community is employment and economic enterprises which will enable the Nisquallys to support various community services and to employ their own people. The tribe's comprehensive plan calls for economic development that makes best use of available natural resources and tribal traditions. Fisheries-related enterprises are therefore high on the list of projected economic programs. For tribal hatchery projects, fish processing facilities, retail outlets for crafts and tourist services the tribe will again require land.

Finally, a community center from which the tribal government can operate, expanding the many services it now provides out of a rented, shabby church building, is also badly needed at Nisqually. At present there is no site on which the tribe could locate such a building. Other needs which the tribe plans to address within the next five years, but which depend on reestablishment of a modest tribal land base, include an alcoholism treatment center, recreation, education and vocational training, and expansion of tribal burial grounds. The tribe estimates that acquisition of 142 acres of land within the reservation would enable it to realize its plans for community development within the coming five years. Purchase price of this property, if land values remained stable, would be approximately $160,000. Up to one third this amount could probably be recovered by sales of timber on the land purchased. The tribe feels that acquisition of 24 acres for housing, a community center and roads should get top priority.

However, the Nisqually tribe presently has no revenue and no tribal funds with which to begin its land purchase program. Before the tribe can generate income with which it could finance land purchases, it needs a minimum amount of property on which business enterprises can be established. An initial grant of $160,450 would enable the tribe to buy land from which it could realize enough return after five years to continue its community development programs. Because large-scale residential and recreational developments are already being planned for the

Nisqually area, this investment in the Nisqually tribe's future should be made now, when it is inexpensive, rather than after land prices have been driven sharply upward.

STATEMENT OF THE SUQUAMISH INDIAN TRIBE

APPROPRIATION REQUESTED, FISCAL YEAR 1975-1976: $320,000

FIVE-YEAR NEEDS: $645,000

Among its seven goals for the Port Madison Indian Reservation, the Suquamish Tribe lists land acquisition. Other goals named in the tribe's comprehensive plan for economic and social development of the reservation community include creation of employment opportunities for tribal members, construction of adequate housing on reservation, provision of educational and general community services, and use of the reservation's natural resources in the best interest of the Suquamish Tribe. It is undeniable that access to and control of suitable lands is a prerequisite to satisfying these tribal purposes.

But for the disastrous congressional policies embodied in the General Allotment Act of 1887, the Suquamish Tribe would probably have had little reason to despair at the size of its land base. The reservation initially established at Port Madison for the Suquamish and other tribes of the Puget Sound area, pursuant to the Treaty of Point Elliott, was expanded by executive order in 1864. After expansion it encompassed 8000 acres of choice forest and shoreline property. When the Allotment Act made it possible for Indian families to sell or lose at tax sales the individual tracts, there were many non-Indian buyers eager to acquire Suquamish land. Before Congress reversed the effects of the 1887 legislation by passage of the Indian Reorganization Act, 5320 acres within the Port Madison Reservation were lost. There is now a non-Indian population of 2300 within the reservation boundaries.

Of the remaining Indian land at Port Madison, only seventy-six acres are tribally owned and thus available for the use and benefit of the tribal community. More than 2600 acres of allotted lands are still in trust, but ownership of nearly all these properties is badly fractionated. In some cases the heirs claiming some fraction of an interest in an undivided allotment number in the hundreds. No use can be made of land tied up in such heirship claims without the consent of all heirs.

Almost two-thirds of the Suquamish Tribe's 478 enrolled members live off the reservation. Many of these persons wish to return to Port Madison to live and work, but they are prevented from doing so by the lack of housing and job opportunities there. The tribal government hopes to find and organize the resources which will help it meet the need for housing and employment. Its comprehensive plan, of which excerpts are attached, calls for construction of approximately one hundred homes in the next ten years. At present the tribe has only twenty acres of its own land which might be suitable for housing. (Forty-one acres of tribal land are under a fifty-year, BIA-negotiated lease to a non-Indian businessman.) The same small tract is the only site now owned by the tribe with potential and economic development. Only acquisition of additional tribal property can enable the Suquamish Tribe to fill the three equally urgent needs for housing, business development and community facilities.

The Suquamish Tribe is developing a plan for orderly expansion of its land base. Tribal planners have recommended imme-

diate acquisition of 160 acres of reservation land now on the market. This property would cost the tribe $320,000. But the tribe has no way to raise this amount in cash and no means to guarantee a loan in this amount. Besides the $7000 annual rental it collects on the leased 41 acres, the tribe has only the modest and undependable revenue of its smoke shop. These two present sources of income are needed for payments on the $155,500 purchase price of the recently acquired twenty-acre tract of land. Only development of additional tribal businesses can generate the income with which further development can proceed.

In the meantime, the pressure on land within the Port Madison Reservation is increasing. Construction of the Trident submarine base at nearby Bangor is expected to cause land costs in the area to soar. If the tribe can purchase the available land immediately, it will save money in the long run. In addition, it will be able to profit from Trident-related developments while exerting some control over growth on the reservation. Services established by the tribe on the land it acquired could be available to reservation residents and Trident support population alike while providing the tribe with the income it needs to develop reservation resources in the best interest of the community.

STATEMENT OF THE SAUK-SUIATTLE INDIAN TRIBE

APPROPRIATION REQUESTED, FISCAL YEAR 1975-1976: $2 million

On April 29, 1975 the Commissioner of Indian Affairs, acting pursuant to the Indian Reorganization Act, approved the constitution of the Sauk-Suiattle Indian Tribe. This event was the culmination of a long campaign by the tribe for the United States Government recognition of its tribal existence.

The Sauk-Suiattles' existence was acknowledged by the United States in 1855, when that tribe was a party to the Treaty of Point Elliott. In return for the cession of their ancestral lands in Western Washington, the Indians were promised that an area would be set aside for their exclusive use. But the land which the government initially proposed to reserve for the Sauk-Suiattles was rocky and inhospitable. After the Indians rejected it, no other reservation area was proposed or set aside for that tribe. A few tribal members consented to move onto other tribes' reservations. A few settled on scattered homesteads in their traditional area. But around 1917 most people who had homesteaded were evicted from their land because it had been set aside as a national forest. Only five homestead trust allotments claimed by Sauk-Suiattles remain. The Sauk-Suiattle Tribe remained unprotected and neglected by its trustee until 1974.

It has not been easy for this landless tribe to preserve its traditions and its very identity. United States acknowledgment that the Sauk-Suiattle Tribe remains a recognizable entity will make the preservation and development of the tribal community less difficult. But administrative recognition can achieve little until the Sauk-Suiattle Tribe has its long-awaited reservation. Without offices and a meeting center, without a communally owned place to conduct tribal activities, the newly reorganized government of the Sauk-Suiattle Tribe will find its functions unfairly limited, its recognized sovereign powers nearly useless, its constitution a hollow promise. Without recreation sites and room for tribal ceremonies, the Sauk-Suiattle people will continue to watch their cultural heritage eroded. Without land on which business enterprises can be established, the tribe will not be able to address in its own way the desperate economic situation of its 420 member community. Specifically, the tribe hopes to construct not only a community center and tribal office but also education facilities, homes for tribal members, a tribal sawmill

and recreation and tourist services such as a ski resort and restaurant.

Tribal leaders ask that 36,000 acres in the area near the Sauk and Suiattle Rivers be set aside to serve the tribe's needs. The estimated cost of such land is $36 million. For the $2 million which Congress is authorized to appropriate this year, the tribe could acquire 2000 acres of land that would provide an adequate initial base for meeting its member's needs. Because the BIA's Western Washington Agency budget for 1975-1976 includes no funds for acquisition of this land and because the Sauk-Suiattle Tribe as yet has no revenue and no means to guarantee a loan, the tribe has no alternative but to ask that Congress act to set the tribe on its feet and going along the path to self-sufficiency.

STATEMENT OF
THE CONFEDERATED TRIBES OF THE CHEHALIS RESERVATION

APPROPRIATION REQUESTED, FISCAL YEAR 1975-1976: $144,000

The Confederated Tribes of the Chehalis Indian Reservation come before this congressional committee with one simple request - funds which will enable the Confederated Tribes to purchase land which, in turn, will allow the Chehalis people to provide needed housing and meaningful employment on the reservation. The acquisition of a very small amount of land would make it possible for the Confederated Tribes to solve several longstanding problems: (1) the lack of housing, (2) the lack of employment opportunities within the Chehalis Reservation and the surrounding area, and (3) the Confederated Tribes' inability to generate maintenance and operation funds for tribal administration and community services. The total amount requested for this appropriation is $144,000.

The constitution and bylaws of the Confederated Tribes state, "We the Indians of the Chehalis Reservation in the state of Washington, in order to continue the formal community organization established in 1939 by the adoption and approval of our original constitution and bylaws, do hereby establish this revision of the constitution and bylaws to handle our reservation affairs and improve the economic condition of ourselves and our posterity." The preamble of the constitution is a noble statement. However, the Confederated Tribes have no land base to improve the economic condition of area people and no land base to house the people.

The Chehalis Indian Reservation is located 20 miles southwest of Olympia, the state capital of Washington. It was originally established by Executive Order in 1864 and consisted of 3,600± acres of land. Three subsequent Executive Orders in 1886, 1908 and 1909 restored all but 347 acres of the reservation area to the public domain, permitting allotment and patenting of the formerly reserved Indian land. As a result of these three actions and the General Allotment Act, 2,556 acres within the original area reserved for members of the Confederated Tribes are no longer Indian-owned. Only 1,648 acres remain in Indian hands today and all but 20 of these are individually allotted. The allotted lands which have remained in Indian hands are widely scattered throughout the reservation. Their usefulness is negligible because there are multiple heirship problems with each parcel. Also over 80% of all the reservation land base lies within the floc plain of the Chehalis River. The 20 acres which remain in tribal hands are presently used for the community center and tribal office building and similar related activities.

Because tribal and Indian-owned land is unavailable for housing projects within the Chehalis Reservation, approximately 300 of the tribe's 440 enrolled members do not live on the reservation. These 300 individuals live within the surrounding communities and along the Chehalis River corridor, in Aberdeen and on the Quinault Reservation, 60 miles to the northwest. There are also approximately 250 other individuals who are direct descendants of the Confederated Tribes but who have not registered as tribal members in part because there are no employment benefits or housing areas upon the Chehalis Reservation. Among those Indian individuals who do live within the reservation, the unemployment rate is nearly 60%.

A primary goal identified in the Chehalis 701 Comprehensive Planning Assistance Program is the provision of meaningful employment and housing areas. This would entail purchasing lands, establishing businesses and building living units for the surrounding community. During the past year, the Indian community has vigorously attacked the land situation, seeking avenues to acquire additional tribal properties for further community development. As is well known, though, among the Indian community, these avenues are almost nonexistent for the small Indian tribe with no assets for surety, with no land base for development, and with no funds for economic development. It is for this reason that the Confederated Tribes of the Chehalis Reservation approach this congressional committee and ask for a line item appropriation for land acquisition. With land, the Confederated Tribes can complete development of their housing programs, create community service facilities and instigate tribal economic ventures which will both create individual employment and allow the Confederated Tribes to generate operation capital for tribal functions and services and administrative capital for tribal administration.

The Chehalis Tribe presently has before it four proposals pending adequate land acquisition: (1) a housing project for an initial 26 living units with another 20 scheduled in a later phase, (2) a day care, clinic and recreational center adjacent to the newly constructed tribal center, (3) a fisheries process house which relates to our cultural fisheries program, (4) a tree nursery facility, (5) a small tribal service shopping complex, and (6) a storage retrieval facility for maintenance of the surrounding business community's records and necessary paper storage. The Confederated Tribes, at this time, have no funds available for land purchase, no regular revenue or any income which can be used to purchase land or act as security for financing of such purchase. The land base which is necessary for the development of these particular ventures is indicated in the following schedule:

Housing	25 Acres
Daycare, Clinic	5 Acres
Fisheries Process House	1 Acre
Nursery Facility	60 Acres
Service Shopping	14 Acres
Storage Retrieval Facility	15 Acres
TOTAL	120 Acres

The total amount which the Confederated Tribes of the Chehalis Reservation request for land purchase and which would enable the tribe to become self-sustaining and economically sufficient is:

Land Purchase 120 Acres @ Average Cost of $1,200/Acre

TOTAL: $144,000

STATEMENT OF ROBERT C. HOAG, PRESIDENT, SENECA NATION OF INDIANS

ACCOMPANIED BY:
MAURICE A. JOHN
DR. DAVID W. KAPLAN
LIONEL R. JOHN
ROSEINE MOHAWK
WINIFRED KETTLE

Senator HATFIELD. Mr. Robert Hoag of the Seneca Nation. Good morning.

Mr. HOAG. Good morning, Mr. Chairman.

Senator HATFIELD. We have your Indian Health Service proposal and a copy of your statement which we received for the record. I will ask you to please highlight your statement only and, before you do that, we would like to meet your associates.

Mr. HOAG. Thank you very much, Mr. Chairman. First of all, my name is Robert Hoag. I am the tribal president of the Seneca Nation of Indians. I would like to start on my far left and introduce Ms. Winnie Kettle, who is a councilwoman for our tribal council. Next to her is Roseine Mohawk, who heads up our health action group on one of our reservations, and the gentleman who is seated next to me is Mr. Lionel John, who is our health director at the present time, and on my right over here is Dr. Kaplan, who is affiliated with the Harvard Law School and the Public Health, who assisted us with a very comprehensive survey that was taken. Down on the far right is Mr. Maurice John, who is also a member of the tribal council. I would like to thank the committee for being able to appear on behalf of our health needs.

The Seneca Nation of Indians was one of the members of the Iroquois Confederacy which existed on the east coast of the United States long before this country was formed. We are a sovereign Indian nation with a proud history and traditions which still live among our people; and we are a tribe that is officially recognized by the Federal Government. Tribal members now control and reside on relatively small portions of land in western New York State on three reservations: Cattaraugus, Allegany, and Oil Spring. Population is now slightly over 5,000 people.

Among the earliest treaties entered into with Indian Nations by the early U.S. Government were the treaties with the Seneca Nation of Indians. It was only 20 or so years ago that tragedy struck our nation by the breach of these treaty rights through the creation of the infamous Kinzua Dam. You may recall the great controversy and national shame surrounding this event, but you probably are not aware of the traumatic effect it has had on our people. It not only created forced relocation of our people but the destruction of traditional ceremonial lands, loss of our medicines and craft materials, as well as a livelihood for many of our people. Perhaps more important than this was the shock it placed our people in. We are just coming out of this shock; and as we look around, we see the terrible condition of our health services

It is not only the tragic Kinzua Dam that has caused our present health difficulties; but, in addition, the continuous conflict between the Federal and State governments as to who was responsible for serving our health needs during the last 50 years.

We have been assisted by the Bureau of Indian Affairs when it was known as the Indian Field Service, as well as by the State of New York. Each had claimed jurisdiction at different times, but neither has taken the effort to involve our nation in the planning or responsibility for the services. As a result, they were delivered without taking into consideration a study of our needs without our involvement. This approach has been very confusing to our people.

We believe that a new approach is necessary. One that combines tribal sovereignty, self-determination and improved tribal government to create the dignity known historically by the Seneca Nation.

We have conducted a study of the health needs of our people. As a result of this study, we have discovered what is needed in order to have a bare minimum health delivery system. We define this by saying that if any of our tribal members become seriously ill and cannot get medical help before their condition becomes much worse or before they die, the health delivery system is not even up to the bare minimum. If we stand in danger, due to our environmental conditions or health resources, of suffering from epidemics, then our health delivery system doesn't come up to even a bare minimum. If our people are turned away from services because we do not have adequate resources to help them, we are not meeting the bare minimum. If minor illnesses must turn into major ones before services can be given, then we are not meeting the bare minimum.

The Seneca Nation 1975 health survey interviewed over 95 percent of the reservation families. It further underlines many health related problems. Only 35 percent of the reservation adults 16 years or older are presently employed and 23 percent are on welfare. Forty percent of the reservation population does not have adequate medical insurance. Housing and environmental health on the Cattaraugus Reservation desperately needs attention.

The preventive health status of the children is clearly unacceptable; 45 percent of the children are not adequately immunized for DPT and 65 percent are behind in polio vaccinations. Of all the children 6 months to 12 years of age, 66 percent have never been tested for anemia. The prevalence of inner ear infections is equal to the national Indian population; and 10 percent of the children had a draining ear, or chronic otitis media, during the last year. As one would expect, there is a high incidence of infectious disease, such as 14 percent of the children had impetigo during the last year. The infant mortality rate of 41 per 1000 is more than twice the national rate of 18.5 per 1000.

The health needs of the adult population are equally notable. Twenty percent of the adults who had had their blood pressure checked in the last 2 years indicated that it was elevated. The prevalence of diabetes is between four and seven times greater than that of the total U.S. population. Only 35 percent of the children have been tested for TBC during the last 2 years, and only 47 percent of the adults have been tested within the last 5 years.

At present we are acknowledged to be in the authorized Indian Health Service scope of services but not in their funded scope of service. Previously, when BIA was responsible for delivering health services, we received those services from them. When Indian Health Service took over this responsibility, they overlooked us and have not received funding to give us services.

The State of New York has been providing some services to our people but to such a limited extent that they help to make us aware of our real needs. On the Cattaraugus Reservation we have a doctor present for only 4 hours of adult clinic weekly; on the Allegany Reservation we have a doctor present for only 2 hours of adult clinic weekly; on each reservation we have a 2-hour pediatric clinic and 2 hours of dental service for children, clearly inadequate. You can see from the very limited resources that we have shown that we do not have even the beginnings of a bare minimum health delivery system.

Utilizing the extensive survey conducted in January of 1975, we have developed a comprehensive plan for delivering health services to our people. There will be a clinic on each reservation with a physician attendant present Monday through Friday to administer the preventive health care programs, treat uncomplicated medical problems and refer the more difficult ones to appropriate specialists. A physician will be present at each clinic twice a week. A dental team will be comprised of one dentist and two assistants dividing their time equally between both reservations. Other aspects of the health program will include mental health, alcoholism and substance abuse; maternal and child health; otitis media; environmental health; diabetes and hypertensive screening and control; dental health; eye care services.

Basic to the program is a group of community outreach and education workers. Administrative services are naturally essential to the program and will include a health coordinator and a health planner/evaluator. Contract medical care will be available for services not rendered through the clinics, such as hospitalization, specialty consultation, pharmacy, laboratory and optometric costs.

By utilizing the computerized data from the health survey, an extensive and progressive technique for evaluation has been developed that can be used as both a measure of program effectiveness and program planning. I show this in the complete survey, which you also have in the complete testimony, which shows a net total of $808,360. I would like that put down for the record.

The proposed health care delivery system has been developed to provide a comprehensive approach to these health needs. Since the Indian Health Service is the most experienced agency involved in Indian health care, the Seneca program has been structured to utilize this model with the expectation that when the program is funded, the funds will be appropriated through the Indian Health Service.

The Seneca Nation health program will be administered by the Seneca Nation of Indians with input from a tribal health board in advisory capacity. Trained persons from the reservations will be employed wherever possible. I would like to thank the Chair for being able to submit my testimony.

Senator HATFIELD. We are in your debt for bringing to us this kind of data and the statement of the problem. Yours, indeed, is a unique

situation in that you do not have a Federal reservation, as such, and you are like a shuttlecock in a badminton court to State and Federal agencies.

I ask one question. That is, you alluded in your testimony to contract services and Federal programs generally. Are you not entitled to some of the non-Indian Federal programs you feel that health services have?

Mr. HOAG. We, at the present time, use some services from the State of New York. We also supplement some of those services from some of our tribal funds. That is the extent of our health program at the present time.

Senator HATFIELD. Are there other Federal programs which you can utilize that are not designated just for Indian population but for the general population?

Mr. HOAG. Mr. Chairman, I don't know if I can answer that right now. All I know is that we are a federally recognized tribe. We believe we should come under the funding scope of the Indian Health Service.

Senator HATFIELD. I don't disagree with your thesis, I was just wondering if there were other sources that might be tapped, at least on an interim basis until this is fully funded and incorporated in the Indian Health Service and other Indian agency activities. If you would like to inquire or counsel on that question and submit any additional information for the committee's consideration, I would appreciate it. It is not certainly in any way to shift you to another alternative, but merely just to inquire as to whether or not there are resources that are open here to your particular case that might be helpful.

Mr. HOAG. All right. Mr. Chairman, I would like, if time is allowable, to have Dr. Kaplan say just a couple of words here.

STATEMENT OF DR. KAPLAN

Senator HATFIELD. We are very happy to hear from Dr. Kaplan. We have already exceeded the 5 minutes, but we are happy to extend our time to Dr. Kaplan.

Dr. KAPLAN. Thank you, Mr. Chairman. It is a pleasure to be here, and it is an honor to work with the Senate people on the project. I would like to respond to your question that you just asked in terms of other sources of funding. Clearly, when we did the health survey, it was to objectively document the health needs of the Seneca people.

We spoke to over 95 percent of the families and, if you review these statistics, it is definitely and clearly obvious that their health needs are truly desperate in many areas. We were interested in developing primarily a preventive health program to start working on some of these health needs.

Now the Indian Health Service has over the years certainly shown an impressive record in meeting some of the preventive health needs of the Indian people. It is, for this reason, that the Indian Health Service would be the most important agency to go through because it is in the area of preventive health that their needs are greatest at the present time.

I am afraid that just a patchwork type of approach to cover their health needs at this time is not needed because that is not going to solve their fundamental needs. That is why a comprehensive program, and I must say a very realistic program, has been developed.

Senator HATFIELD. Dr. Kaplan, I could not agree with you more, to get a single host agency, so to speak, to do a comprehensive program, to provide a comprehensive program.

I am sure you have heard the testimony here today from other people who have indicated that in cases where they are already a part of the Indian Health Service they are being inadequately funded. All I'm trying to do here is to look at the immediate need, not to deny your thesis for a long-term solution of bringing the comprehensive program under the Indian Health Service. I am committed to that objective. I don't know how soon we will be able to achieve that, even if we at this level of Congress should act in full response to your request and all of the others here. But it is difficult to say what kind of a figure we are going to come up with, or how it can be responded to by the executive branch of the Government with the person in power to deliver whatever expansions were should undertake to fund. I want to, as I say, assure you that I have full and complete sympathy for your objective. Maybe we will have to take it a step at a time, I don't know, in light of funding problems at the moment.

Again, I emphasize, as I have in the past, this is not a solution to the problem, but many of these things might get along far better if they were under the Defense Department budget. They seem to get so much more than some of the other agencies do and with less trouble getting it. But that is an editorial comment and is not necessary for me to state.

Thank you very much, Dr. Kaplan. Mr. Hoag, we appreciate very much your presence here today and your presentation. I thank each one of your colleagues for being here, too.

Mr. HOAG. Mr. Chairman, I want to thank you again for the opportunity of coming before you to present our address. I would like to put that down as a matter of record, too. Thank you very much.

Senator HATFIELD. Thank you.

[The following letter was subsequently received and ordered to be included in the record:]

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May 16, 1975

Honorable Mark O. Hatfield
Acting Chairman, Subcommittee on
the Department of Interior and
Related Agencies
Senate Committee on Appropriations
Washington, D.C.

Re: Seneca Nation of Indians

Dear Senator Hatfield:

During the course of testimony by Robert Hoag, President of the Seneca Nation, on Monday, May 12, 1975, before the Subcommittee on Interior Department Appropriations in support of a Federal financial contribution towards the proposed Seneca Health Project, you raised four questions, either directly or by implication:

(1) Whether any Federal funds other than funds provided to the Division of Indian Health are available to meet Seneca health needs?

(2) Whether the Seneca Reservations are State reservations and thus possibly in a different status from other Indian reservations under the law?

(3) Whether the Administration would agree to establish health services on the Seneca Reservations in New York if Congress appropriated the required funds?

(4) Whether the Executive Branch (Public Health Service) has sufficient personnel to staff the Seneca Health Project?

We are writing on behalf of the Seneca Nation to furnish the answers to these questions, and request that this supplemental statement be made a part of the hearing record.

(1) In response to your question at the hearing, Dr. David Kaplan asserted that no other Federal funds are available to pay for the type of basically preventive medical care with which the Senecas are concerned. We have checked further on this point and can confirm the accuracy of Dr. Kaplan's statement.

(2) The Seneca Reservations originally were set aside under Article 3 of the Treaty of November 11, 1974 (7 Stat. 44) with the United States. Although

not held in trust by the United States, the Seneca Reservations are subject to the same Federal statutory restrictions on alienation as are other Indian reservations and, indeed, enjoy virtually the same status as Pueblo lands in New Mexico, some Indian lands in Florida and most Indian lands in Oklahoma, which also are not held in Federal trust, but whose non-trust status does not bar the Indians thereon from Federal benefits. As was pointed out by Mr. Hoag at the hearing, the Seneca Nation is the only Federally recognized Indian tribe in the entire country which has asked for, but has not yet received, Federally financed health assistance.

(3) According to our information, the Division of Indian Health was not permitted by OMB to make a budget request for funding of new health projects. DIH, however, recognizes that legal authority now exists for implementing the Seneca Health Project if Congress were to appropriate the funds. (A copy of Dr. Emory Johnson's testimony to such effect before the House Subcommittee on Interior Department Appropriations is attached.) Based upon informal assurances, we have every reason to believe that the Administration would establish health services on the Seneca Reservations if Congress approved.

(4) The Seneca Health Project will require Federal funding, but does not require Federal personnel. The Seneca Nation of Indians expects to employ or contract for all required staff locally. The proposed project, therefore, does not require any authorization for an increase in DIH personnel, and does not otherwise make demands upon Federally employed manpower.

We hope the foregoing information is useful and will furnish additional support for the appropriation of funds for the Seneca Health Project. As noted at the beginning of this letter, we would appreciate your making this information a part of the hearing record.

Respectfully submitted,

Arthur Lazarus, Jr.

STATEMENT OF MS. ADA WHITE, CHAIRPERSON, BILLINGS AREA INDIAN HEALTH BOARD

ACCOMPANIED BY LLOYD COON, PROJECT DIRECTOR

Senator HATFIELD. Ms. Ada White of the Billings Area Indian Health Board from Montana.

Ms. WHITE. Mr. Chairman, thank you very much for your recognition.

Senator HATFIELD. We are happy to have you here, Ms. White. Would you introduce your colleague, please.

Ms. WHITE. I am the chairperson of the Billings Area Indian Health Board. In my presence is Mr. Lloyd Coon, the project director.

Senator HATFIELD. We are very happy to have you both here. We have your full statement, Ms. White, and if you would care to summarize it rather than reading it, we would appreciate it. The time factor is pressing upon us.

Ms. WHITE. We are here to introduce the board's testimony in support of the Indian Health Service budget request and request an add-on to that budget of $251,000 for the Indian people of the Billings area.

The Billings Area Indian Health Board is organized to represent the Indian tribes of Montana and Wyoming in matters related to health. To the services that have been provided by the various members of our health delivery system, we have made great improvements in upgrading the quality of the health care received by our people, but much still remains to be done. We have recognized and Congress has recognized through its passage of Public Law 93-638 that it is necessary for the Indian people to continue these efforts themselves.

Our greatest need lies within the area of self-development capabilities. Unfortunately, we do not have the resources to develop those capabilities. By acting favorably upon our request, the Congress of the United States will encourage the Indian people of Montana and Wyoming to realize self-determination and health. This determination will be manifested by the development of managerial and planning capability to effectively undertake the administration of these health programs now serving the Indian people.

Mr. Chairman, we ask that the Indian people within the area of Montana and Wyoming no longer be neglected, but that our request will be entertained quite favorably by this committee. Thank you.

Senator HATFIELD. Thank you for a very excellent job of summarizing. Let me ask you one question here, Ms. White. When you indicate in your testimony that you are constantly dismayed by the higher ranking than the general citizenry in disease incidence and mortality, are these statistics that you have to support this statement in keeping with the general Indian statistics, nationally speaking, related to the non-Indian population? Why I ask the question is that we had some testimony earlier today showing that some of these incidents were even higher than the average Indian levels and norms.

Ms. WHITE. Yes, it is.

Senator HATFIELD. I was wondering if yours was higher, lower or generally what is the Indian norm in these statistics.

Ms. WHITE. For the works of the Billings Area Indian Health Board in our planning effort, we use the statistics as related to all races. I would like entered into the record that the Billings Area Indian Health Board is, indeed, in support of the presentation made by the Fort Peck people this morning, and it is quite true that in some areas within the Billings area itself Fort Peck does lead high in the comparison to the other reservations.

Senator HATFIELD. Of course, we are not really pitting one against the other at all because we are talking now about levels and statistics that are unacceptable.

Ms. WHITE. For example, if I may be allowed, I will quote just two statistics in the area of mortality for the Billings area Indians. The statistics rate is nearly three times as high as all other people.

Senator HATFIELD. How many?

Ms. WHITE. Three times as high as other races. Another statistic would be the area of cirrhosis of the liver for the Billings area Indians. That is six times as high as all other races, and these are 1973 statistics.

Senator HATFIELD. Do you wish to submit that additional material for the record, or do we have a copy of it already?

Ms. WHITE. You do not have a copy of it.

Senator HATFIELD. We would be very happy to receive it. There is a 10-day period which we maintain as a time.

Ms. WHITE. You may have it at this time.

PREPARED STATEMENT

Senator HATFIELD. Thank you very much. We appreciate your presence here today. Your prepared statement will be printed in the record.

[The statement follows:]

My name is Ada White. I am chairman of the Billings Area Indian Health Board. The Billings Area Indian Health Board is a body organized by and made up of the Indian Tribes of Montana and Wyoming to represent them in matters related to health. We are here today to express our support for the Indian Health Service Appropriation Request, especially in the area of Field Medical Services sub-part Tribal programs. We also request that the Congress of the United States appropriate a sum of two hundred fifty one thousand dollars for the Tribes of the Billings area. The Indian people of the Billings area suffer from a limited access to quality health care. These limits are imposed by a variety of sociological, cultural, economic and geographic factors, but most often by a simple lack of health resources, though we do not feel that any of these factors are insurmountable obstacles. The Billings Area Indian Health Board has expressed dismay at the fact that the Indian people we serve consistently rank higher than the general citizenry in disease incidence, morbidity, and mortality. These conditions exist despite the efforts of our health delivery system. In recognition of the health problems facing them the Indian people of the Billings area have come to the conclusion that it is incumbent upon them to undertake self efforts in developing solutions to their health care needs. These efforts have been the tribes developing health components, these components commonly known as Tribal Health Boards. These are the starting point for Indian involvement in the development of their health care system. The Tribal Health Boards have the responsibility of health planning, development and the management of Tribal Health programs for the Indian people they serve. The success of these boards in the realm of real Indian involvement in the health delivery system has been significant and has shown that Indian people can play a role in the decision making process. It is indeed unfortunate that these bodies have for all practical purposes reached their operational limits. These Boards are primarily voluntary and do not have the administrative support to carry out the functions they now have. It is nearly impossible for them to implement any of the new concepts they have developed.

In recognition of the need for Indian participation in developing solutions to the problems facing them, the Congress of the United States recently enacted P.L. 93-638, "The Indian Self Determination Act". This act can make a significant impact on the Indian peoples' efforts to develop the health care system serving them to a level compatible with the systems serving all U. S. citizens. Sadly the Tribes we serve are only going to be able to participate on a limited level in the provisions of this major act. We recognize the need for a professional approach to meeting our health care needs but do not have the resources to make that approach. Historically the Indian Tribes of the Billings area have been among the most economically depressed and have suffered neglect in their dealings with all levels of Government.

Indian Self Determination in Health is a realizable fact. It is not a realizable fact without the resources necessary for implementation. The Billings area Indian Health Board has identified a need for their people of two hundred fifty one thousand dollars in Fiscal Year 1976. With an organized health structure, the Tribes can have the capability to develop and administer their health programs, carry out efficient health planning and program development to meet their needs and prepare for full participation in P.L. 93-638 and keep with the truest sense of Indian Self Determination.

Mr. Chairman, I will close my testimony with a request from the Indian people we serve that this august body act favorably upon the Indian Health Service Appropriation Request and that a sum of two hundred fifty one thousand dollars be appropriated to the Billings area. The Indian people only ask that they be allowed an equal chance to participate. Without this support Indian involvement and Indian Self Determination in Health, to us, becomes a meaningless cliche.

STATEMENT OF F. DAVID LAMBERT, PORTLAND AREA INDIAN HEALTH BOARD

Senator HATFIELD. F. David Lambert from the Portland Area Indian Health Board and Melvin R. Sampson. Are you traveling alone today?

Mr. LAMBERT. Mr. Sampson will be here tomorrow, Mr. Chairman.

Senator HATFIELD. We are happy to welcome you here.

Mr. LAMBERT. We are happy to be here. We have not had an opportunity to be here since 1972 when we were last at dinner and discussed our affairs.

Senator HATFIELD. I am very happy to have you recount that visit. It makes it more meaningful for me to receive you here today as my friend and colleague and constituent.

Mr. LAMBERT. I appreciate that.

Senator HATFIELD. And my brother.

Mr. LAMBERT. Yes; that is right. I will just briefly recount the testimony that I have. The Portland Area Indian Health Board which was developed several years ago in conjunction with the concept of Indian participation in partnership with the Indian Health Service, is the single unified voice representing all federally recognized tribes in the States of Oregon, Washington, and Idaho in matters of health. The 30,000 Indian people comprising the membership of these tribes strongly support the advocacy of the area health board. The area board is primarily concerned to advocate the needs of Indian health throughout the areas it represents.

In our case, we have several items here to which I would refer very briefly and in one specific item, that the area board itself is primarily concerned with. We have supporting documents in with our testimony supporting the position of the Umatilla Tribe, who are requesting a figure of $86,500 to staff a clinic that was built several years ago on the reservation in Pendleton. The staff that is presently at the clinic consists of largely administrative persons at the present time. They are fully equipped but they are at present without staff. We do have included and are in support of the Quinault alcoholism funding at $59,782.75. That document also is made a part of the testimony.

The tribal members of the Warm Springs Tribe are concerned with the eyeglass, the dental, and hearing needs that are very much a part of their tribal concern. They have expanded this concern as they have examined the entire Indian Health Service budget, realizing that the problem persists throughout the United States, so they have offered a resolution to the committee requesting that the committee consider for the entire Indian Health Service budget an addition of $3 million to cover these needs. It is quite commonly known that there are many Indian people beyond certain category ages that are not eligible for these services; over the age of 26, older people, and these very definite health needs affect their ability for livelihood.

Then finally, the request of the area board itself, and there is a proposal that we have presented requesting $59,800 over a 15-month period to study the question of an Indian referral hospital in the northwest. Our position in the proposal itself is not to take any preconception as to needs, but to examine and determine whether the need does or does not exist. Then, if that need is found to exist, we need to answer such questions as viability of the Indian hospital or referral hospital over present system and matters of location as to the most effective.

We are considering also the matters of staffing. I believe the proposal itself is quite complete. At this time, Mr. Chairman, I would be happy to entertain any questions that you have.

PREPARED STATEMENT

Senator HATFIELD. Mr. Lambert, you have presented us with a very comprehensive, well-documented statement which we appreciate very much. We appreciate your interest in giving leadership to this particular area of our country and for the people you represent. Thank you very much. Your prepared statement will be printed in the record.

[The statement follows:]

MR. CHAIRMAN, MEMBERS OF CONGRESS AND GUESTS:

THE NORTHWEST PORTLAND AREA INDIAN HEALTH BOARD, DEVELOPED SEVERAL YEARS AGO IN CONJUNCTION WITH THE CONCEPT OF INDIAN PARTICIPATION IN PARTNERSHIP WITH THE INDIAN HEALTH SERVICE, IS THE SINGLE UNIFIED VOICE REPRESENTING ALL FEDERALLY RECOGNIZED TRIBES IN THE STATES OF OREGON, WASHINGTON, AND IDAHO IN MATTERS OF HEALTH. THE 30,000 INDIAN PEOPLE COMPRISING THE MEMBERSHIP OF THESE TRIBES STRONGLY SUPPORT THE ADVOCACY OF THE AREA HEALTH BOARD. THE AREA BOARD, THROUGH ITS CHAIRMAN AND EXECUTIVE DIRECTOR, WISHES TO IDENTIFY THE FOLLOWING SPECIFIC NEEDS RELATIVE TO THE IMPROVEMENT OF HEALTH CARE IN THE NORTHWEST.

INDIAN REFERRAL HOSPITAL STUDY — $59,800.00

OF GREAT IMPORTANCE TO THE TRIBES OF THE NORTHWEST IS THE CONCERN FOR AN INDIAN REFERRAL HOSPITAL. THE PORTLAND AREA OF THE INDIAN HEALTH SERVICE IS THE ONLY AREA OF THE UNITED STATES WHICH DOES NOT HAVE AN INDIAN HOSPITAL. SEVERAL INDIVIDUAL EFFORTS IN THIS DIRECTION HAVE BEEN MANIFESTED RECENTLY, BUT THE AREA BOARD BELIEVES THAT A MATTER OF THIS MAGNITUDE DESERVES MOST CAREFUL THOUGHT BASED UPON FACTUAL INFORMATION RATHER THAN FEELINGS AND EMOTIONS.

TO THIS END, THE NORTHWEST PORTLAND AREA INDIAN HEALTH BOARD WOULD REQUEST OF CONGRESS THE ADDITION OF $59,800.00 TO THE INDIAN HEALTH SERVICE BUDGET TO STUDY IN DEPTH ALL ASPECTS RELATED TO THE QUESTION OF AN INDIAN REFERRAL HOSPITAL IN THE NORTHWEST.

IT IS BELIEVED THAT A YES OR NO ANSWER TO THIS QUESTION MUST BE DETERMINED. OUR PROPOSAL IS ATTACHED AND IS MADE A PART OF THIS TESTIMONY.

DENTAL, EYEGLASS, HEARING AID NEEDS — $3,000,000.00

THE NORTHWEST PORTLAND AREA INDIAN HEALTH BOARD FURTHER SUPPORTS RESOLUTIONS ATTACHED RELATIVE TO ADDITION TO THE TOTAL INDIAN HEALTH SERVICE BUDGET OF $3,000,000.00 TO BE DESIGNATED FOR DENTAL CARE, PROVISION OF EYEGLASSES AND HEARING AIDS. FOR TOO LONG A LARGE SEGMENT OF THE INDIAN COMMUNITY HAS GONE UNSERVED IN THESE NEEDED CONCERNS. USUALLY PROSCRIBED FROM THESE ITEMS ARE INDIVIDUALS WHO ARE IN THEIR WORK PRODUCTIVE YEARS AND WHOSE PRODUCTIVENESS IS DIMINISHED SEVERELY BY HAVING TO SUFFER THIS UNMET NEED. MANY ARE KEPT FROM FINDING A MEANS OF LIVLIHOOD DUE TO POOR VISION OR LACK OF HEARING ABILITY. MANY OLDER PEOPLE ARE FORCED TO ENDURE NOT ONLY THE PAIN OF DENTAL PROBLEMS BUT THE ADDITIONAL PROBLEMS OF ILL HEALTH PRODUCED BY THEIR LACK OF ABILITY TO EAT A WELL BALANCED DIET. THE NORTHWEST PORTLAND AREA INDIAN HEALTH BOARD SUPPORTS THE ATTACHED RESOLUTIONS.

QUINAULT ALCOHOLISM FUNDING — $59,782.75

ALCOHOLISM IS A PROBLEM OF SERIOUS PROPORTION. THE QUINAULT INDIAN NATION IS REQUESTING FROM CONGRESS $59,782.75 TO PROVIDE A MEANS WHEREBY TRIBAL MEMBERS MAY RECEIVE FINANCIAL ASSISTANCE FOR UNDERTAKING REHABILITATION AT ALCOHOLISM TREATMENT FACILITES, AND RESIDENTIAL CARE WHEN THEY RETURN AT A HALF-WAY HOUSE IN THE VILLAGE OF TAHOLAH ON THE QUINAULT INDIAN RESERVATION. THE NORTHWEST PORTLAND AREA INDIAN HEALTH BOARD SOLIDLY SUPPORTS BY ATTACHED RESOLUTION THIS UNDERTAKING.

UMATILLA CLINIC STAFFING — $86,500.00

THE UMATILLA TRIBE IN OREGON MAY BE DESCRIBED AS HAVING ONE HALF OF A BRIDGE OVER THE MIGHTY COLUMBIA. THE TRIBE COMPLETED A LOVELY AND WELL EQUIPPED CLINIC FACILITY IN 1974. THE GLITTER OF ITS EQUIPMENT AND UNUSED APPEARANCE GIVES MUTE TESTIMONY TO THE FACT THAT FUNDS ARE NEEDED TO PROVIDE STAFF TO MAKE THIS CLINIC A REALITY. PRESENTLY THE CLINIC HAS NO ASSIGNED MEDICAL OR DENTAL PERSONNEL. THE UMATILLA TRIBE REQUEST AND RECEIVES SUPPORT FROM THE NORTHWEST PORTLAND AREA

INDIAN HEALTH BOARD TO PROVIDE $86,500.00 AND 4 POSITIONS AS FOLLOWS: A RESOLUTION OF SUPPORT IS ATTACHED.

1 DOCTOR
1 REGISTERED NURSE
1 DENTIST
1 DENTAL ASSISTANT

A RESOLUTION

WARM SPRINGS HEALTH AND WELFARE COMMITTEE

WHEREAS, existing funds provided to the Indian Health Service have proven to be inadequate to meet the Health Needs of Indian People, and

WHEREAS, the President's budget as proposed for Indian Health Service contains only minor increases designed to provide for inflationary cost spirals, and

WHEREAS, such increases do not represent a realistic recognition of unmet health needs of Indian People, and

WHEREAS, the Confederated Tribes of the Warm Springs Health and Welfare Committee is able to document that there are large numbers of Indian people in need of eyeglasses, whose income and livlihood are seriously affected by not being able to obtain this needed item, and

WHEREAS, the Confederated Tribes of the Warm Springs Health and Welfare Committee is able to document that there are large numbers of Indian people in need of Dental Care who are over the priority age limit of 21 years and who are caused to suffer hardship and pain because not enough money is available to provide adequate treatment, and

WHEREAS, the Confederated Tribes of the Warm Springs Health and Welfare Committee is able to document that there are large numbers of Indian children and young people who are in need of Orthodontic care, and whose emotional stability and future economic well being may be affected by this lack of care, and

WHEREAS, the Confederated Tribes of the Warm Springs Health and Welfare Committee is able to document that there are large numbers of Indian people in need of hearing aids, again seriously affecting employability and economic livlihood

THEREFORE BE IT RESOLVED, that Congress consider seriously the need of Indian people as specified and add an additonal 3 million dollars to the Indian Health Service Budget to provide for these needed health care areas which will have the additional value of providing for increased employment and personal effectiveness.

ATTEST:

Roger Suppah

Chairman, Warm Springs Health and Welfare Committee

ALCOHOLISM ADVISORY BOARD

RESOLUTION NO. 75-1

A resolution of the Alcoholism Advisory Board at a special meeting, April 18, 1975, Taholah, Washington, on the Quinault Indian Reservation,

WHEREAS, the Alcoholism Advisory Board, being the group that advises and gives direction to the Director and staff of the Alcoholism Programs, for all areas of the group funding, and;

WHEREAS, the board in special session, a quorum being present and voting is recommending that the Northwest Portland Area Indian Health Board, approve and support the following recommendation, and;

WHEREAS, the Alcoholism Programs, do not implement into the Grants and funding allocations financial funding for the treatment of a person or persons seeking for such help at a treatment center, and;

WHEREAS, we are requesting Indian Health Services, allocate adequate financial funding seperate from contract Medical funding for the immediate utilization of alcoholism treatment centers for persons with alcohol related problems. NOW,

THEREFORE LET IT BE RESOLVED, that the Northwest Portland Area Indian Health Board support the Alcoholism Advisory Board's request.

CERTIFICATION

This is to certify that the foregoing request is a true extract of the special meeting held at the Social Services meeting room on April 23, 1975, at 12:30 P.M. A quorum being present and voting (7) seven for and (0) none against. Resolution No. 75-1 was duly adopted.

/S/ Albert Reed
Chairman

/S/ Yvonne Lindel
Secretary

April 30, 1975

Certificate of Endorsement

Alcoholism Advisory Board

The Northwest Portland Area Indian Health Board, meeting in regular session at Pendleton, Oregon, April 28, 29, 30, 1975, a quorum being present hereby endorses the attached resolution, Alcoholism Advisory Board, prepared by the Taholah Alcoholism Advisory Board, by vote of 6 for and 0 against.

Melvin R. Sampson
Melvin R. Sampson, Chairman

Delbert Frank Sr.
Delbert Frank Sr., Secretary-Treasurer

QUINAULT INDIAN NATION
ALCOHOLISM ADVISORY BOARD

STATEMENT OF NEED

Within the Quinault Indian Reservation there are two needs for combating alcoholism: the need for special money to assist the alcoholic in obtaining treatment in an alcoholism rehabilitation center within the state of Washington, and the need to establish a half-way house within the Quinault Indian Reservation.

1. At present, the Quinault Alcoholism Program must use financial assistance from the Public Health Service Hospital or State Public Assistance to send patients to alcoholism treatment centers. The problem with this type of funding is that there are people who may not qualify. We need money within the Quinault Indian Reservation to be able to respond for people on a "NOW" basis as the need arises. By requesting this special funding we ask for the opportunity to help our Indian people not by going outside the reservation but by doing it from within.

2. Our need is great for a half-way house in the village of Taholah. Ours is an isolated community 45 miles from the nearest large city or town. Being so remote and isolated, this village has very little housing for the recovering alcoholic. There needs to be a live-in center for these people where they can come after they are released from alcoholism treatment.

BUDGET

1. Alcoholism Treatment		
20 slots @ $800.00		$16,000.00
2. Half-way House		
A. Salaries and benefits		25,775.00
House Manager	9,200.00	
Counsellor	8,525.00	
Cook	8,050.00	
B. Facilities		9,020.00
Building Renovation	3,000.00	
Rent and Utilities	1,920.00	
Consumable Supplies (including food)	1,800.00	
Fire Extinguishers	500.00	
Liability Insurance	300.00	
Miscellaneous	1,500.00	
C. Appliances		1,190.00
Range	400.00	
Refrigerator	350.00	
Radio	40.00	
Television	400.00	
SUBTOTAL:		$51,985.00
Administration @ 15%		7,997.75
TOTAL:		$59,782.75

A RESOLUTION OF THE

NORTHWEST PORTLAND AREA INDIAN HEALTH BOARD

Umatilla Clinic and Staff Funding

WHEREAS, the Northwest Portland Area Indian Health Board, is composed of members of Indian Tribes, of Washington, Oregon, and Idaho, to assist Indian Health Boards and Indian Health Services, relating to the specific health needs; and

WHEREAS, the Northwest Portland Area Indian Health Board, has been a recognized organization to promote the health needs of the Indian people, people concerned; and

WHEREAS, the Northwest Portland Area Indian Health Board requests the Congressional endorsement to support the funding and/or positions to adequately staff the Indian Health Service Clinic located on the Confederated Tribes of the Umatilla Indian Reservation; Pendleton, Oregon; and

WHEREAS, said health clinic would accomodate and provide health services to the Confederated Tribes of the Umatilla Indian Reservation and other eligible Indians & dependents in the service area.

NOW THEREFORE BE IT RESOLVED, that the Northwest Portland Area Indian Health Board, supports and endorses the above named tribes in their efforts to obtain such clinical staff that has been proposed,

BE IT FURTHER RESOLVED, the Area Board requests this resolution be responded to by the concerned parties and/or continuing legislation within thirty (30) days of the signed date.

CERTIFICATION

The foregoing resolution was duly adopted at the regular session of the Northwest Portland Area Indian Health Board a quorum being present and voting, 6 for and 0 against, April 28-30, 1975, by a unanimous vote.

April 30, 1975

Melvin R. Sampson, Chairman

Delbert Frank Sr., Secretary-Treasurer

REQUEST FOR SPECIAL LINE ITEM APPROPRIATION

FOR RESEARCH:

"NEED ASSESSMENT FOR A NORTHWEST INDIAN HOSPITAL"

The Northwest Portland Area Indian Health Board asks that a special item be inserted in the Congressional Indian Health budget for the Northwest Portland Area Indian Health Board to study the feasibility and desirability of establishing an Indian Health Service Hospital to serve Indians in Oregon, Washington, and Idaho. Projections will be made as to useage and costs based on current Indian Health Service inpatient data and the expressed desires of the Indian Tribes. The duration of the project is fifteen (15) months of fiscal year 1976. The total amount requested is $59,800.00.

A RESOLUTION OF THE

NORTHWEST PORTLAND AREA INDIAN HEALTH BOARD

Hospital Evaluation Proposal

WHEREAS, there is evident interest expressed relative to the development of an Indian Hospital in the Northwest, and

WHEREAS, it has been suggested that evaluation funds be sought to consider and evaluate this need,

NOW THEREFORE BE IT RESOLVED, that the Indian Health Service fund the proposal to evaluate this need as prepared by the Northwest Portland Area Indian Health Board.

CERTIFICATION

The foregoing resolution was duly adopted at the regular session of the Northwest Portland Area Indian Health Board a quorum being present and voting, 6 for and 0 against, April 28-30, 1975, by a unanimous vote.

April 30, 1975

Melvin R. Sampson, Chairman

Delbert Frank Sr., Secretary-Treasurer

STATEMENT OF ROBERT A. ROESSEL, JR., SUPERINTENDENT, CHINLE PUBLIC SCHOOL DISTRICT NO. 24

ACCOMPANIED BY FAITH ROESSEL

Senator HATFIELD. Now Mr. Robert A. Roessel.

Mr. ROESSEL. Mr. Chairman, my name is Bob Roessel. I'm superintendent of schools for the Chinle Public School District on the Navajo Reservation in Arizona. I am presenting my testimony on behalf of the Arizona Johnson-O'Malley Planning Committee and on behalf of all of the reservation public schools in Arizona. We are requesting $3,217,800 in additional JOM money and add-on for JOM for Arizona reservation public schools.

Senator HATFIELD. Mr. Roessel, now that you have given me a figure, would you present your associate here today to us.

Mr. ROESSEL. This is my daughter, Faith Roessel, a graduate of one of the public schools on the Navajo Reservation.

Senator HATFIELD. We are happy to welcome you here this morning. Thank you.

Mr. ROESSEL. We are making this request on a once only basis. The present set of circumstances are such that we face a crisis which will perhaps mean thousands of Indian students in the public school will have no school to attend this fall unless something is done. Relief is on the way in the sense that the Federal Government, through the leadership of Senator Fanning and others, are attempting to develop a Federal relief recognizing the need for additional moneys in operating public education on reservations.

At the State level, the State is developing for the first time a comprehensive piece of Indian legislation which will be introduced in January, so we hope that by this request on a 1-year basis we can stay alive until the relief forces arrive. Basically, we are concerned with the discrepancy between the levels of funding. The Bureau of Indian Affairs is able to expend approximately $3,000 per child for educational expenses, and this we are very proud of.

We are not trying to say they should have less, but we are trying to say we should have more because in the State of Arizona the public school figures of approximately $1,200 per child are less than one-half of the Bureau figure and yet we have extraordinary expenses on reseration public schools. For example, in transportation, we operate in our district more miles of the bus route to take 4,100 kids to school than the Valley of the Sun does in the Phoenix area to take over 200,000 children to school. Our transportation salaries are 15 times higher than that of the State average for comparable size schools. Our transportation equipment is 20 times higher. Our furniture and equipment category is six times the State average. The rent and lease which is imposed upon us because we do not have a bonding capacity in order to build permanent facilities and the law makes us rent and lease is 165 times higher than the 65 average. These extraordinary expenses result in a watered down education in which the total percent of the budget for instruction is about one-half the State average. We feel this is unfair to the Indian students. If we do not get these

additional moneys, and you will notice in the testimony on the last page we list the amount of money being requested by the various public school districts in Arizona. If we cannot get this additional money, the consequences will be a tax rate which, in some instances, will exceed $40 per $100 assessed valuation.

We have already been in touch with the major taxpayers, and they have indicated that they will take us to court, and you can't blame them because certainly that could be considered confiscatory.

We're talking about 15,000 students involved in these schools that are making the request for these additional moneys. This is more than the total amount of students the Bureau of Indian Affairs provides facilities for, services for, in the State of Arizona.

In addition to this, we would like to go on record in requesting full funding of Public Law 93-638, which I used to know by S. 1017, because this provides money for construction of public schools, at least certain amounts of it, I believe; $30 million of it. We feel that this again is very vital. Again, by way of comparison, a BIA school on the Navajo Reservation recently built which would provide $14 million; we got money from the Federal Government August 15 to build a high school for $1.3 million. We are not saying that the Bureau should not have gotten $14 million. We are saying that we should have gotten more.

We are saying in the State of Arizona if we do not receive this help that Indian students, 70 percent of the students going to school in Arizona or attending public school are going to face perhaps the closing of doors.

In conclusion, I would also like to state that I, as formerly being involved with the Navajo Community College, certainly support their request for additional moneys, and it is really inconceivable to me that the Bureau of Indian Affairs had operated in what I consider to be a contempt of Congress in terms of the act in their refusal to accept the operational provisions of the act in funding.

Finally, we have been talking and I have been hearing in this room today of the great needs in terms of public health on Indian reservations. I would like to point out that in the Chinle Health Area Agency there are 25,000 people living in that area that have no access to a hospital, so perhaps some day their needs might be considered also. I thank you, Mr. Chairman, for allowing me the chance to present this information to you.

PREPARED STATEMENT

Senator HATFIELD. Thank you, Mr. Roessel. You have been very eloquent. We appreciate the study along with the report, along with your testimony. Thank you very much. Your prepared statement will be printed in the record.

[The statement follows:]

ARIZONA PUBLIC SCHOOLS TESTIMONY

The Arizona Johnson O'Malley Planning Committee, of which I am a member, has been meeting during this past fiscal year to discuss the acute financial crisis facing public education in Arizona Reservation Public Schools. I was asked to collect facts related to the specific unmet needs, of a once only nature, which would be presented to Congress on behalf of all the reservation public schools in Arizona.

There are approximately 31,352 Indians attending reservation public schools in Arizona which accounts for 70% of the total number of Indian students in school in Arizona. While the Bureau of Indian Affairs is able to expend over $3000 per student in educational costs only, public schools expend on an average of $1200. For the record, it should be pointed out that the Bureau of Indian Affairs keeps construction and maintenance expenses related to the cost of housing - faculty and staff - separate from their education cost per student. Yet, in Arizona public schools, the $1200 figure includes both items! The Bureau of Indian Affairs receives some $3,000 per child in straight educational costs (not dormitory costs - not faculty housing costs) while the Arizona Reservation Public School figure of $1200 includes these and other extraordinary expenses.

The need for larger than usual expenditures for educating Indian students is recognized by the Bureau of Indian Affairs in determining their level of funding. Unfortunately, this principle is not recognized by the Bureau of Indian Affairs, the Federal Government, or the State, in the funding formulas used in allocating funds to reservation public schools. A few illustrations will show the extra high expenses incurred by public schools located on Arizona Indian Reservations as contrasted with similar expenses for off reservation public schools.

TABLE I

SELECT COMPARATIVE COSTS: ARIZONA PUBLIC SCHOOLS 1973-1974

CHINLE ELEMENTARY SCHOOLS		AVERAGE ARIZONA PUBLIC SCHOOL OF COMPARATIVE SIZE	
Transportation - Salaries	$ 191,500	$	14,160
Transportation - Equipment	160,800		7,920
Capitol Outlay - Furniture & Equipment	245,000		44,260
Rent or Lease	107,400		1,041

The reasons for these extraordinary expenses in reservation public schools relate to the location of the schools in remote locations with the attendant extra cost, the sparcity of population with the additional busses, drivers, and mileage involved, the need to rent and lease facilities since State Law prohibits purchase out of operating funds: Off reservation public schools have the bonding capacity, which reservation districts do not have, to purchase outright and therefore do not need to rent and lease.

The Bureau of Indian Affairs provides adequate funds for their schools which take into account such high cost factors. Off Reservation Public Schools don't have such high cost factors; only reservation public schools have such extraordinary expenses.

The result of these large expenses in these non-instructional areas is that there is just so much less money for instruction. The reduced amount of instructional money obviously hurts the Indian student who needs more not less educational assistance. The average percent of an Arizona Public School District's operating budget spent for instruction is 61%: for reservation public school districts, the figure is 38%. Actually, if the special educational needs of the Indian students are to be adequately met, then the money per student spent on instruction must be greater, not smaller than the State average.

The request for $3,217,800 additional Johnson O'Malley money is on a one time only basis. The State of Arizona, under the leadership of Governor Raul Castro; Burton Barr, Minority Leader of Arizona House of Representatives; Carolyn Warner, Superintendent of Public Instruction; and others; are developing long ranged solutions which will be reflected in a major piece of Indian Education Legislation to be introduced in January 1976. The basis of this Legislation is the recognition of the unusual and extraordinary expenses involved in operating public schools on Arizona reservations.

At the Federal level, under the leadership of Senators Paul Fannin, Joseph Montoya, and others, new and/or additions to existing Legislations are being developed. One particular route being explored is an additional title under Public Law 874 which would recognize the special and extraordinary needs for all reservation public schools.

If these efforts on the part of the State of Arizona and the Federal Government are successful, then, at that point, there will be a remedy based on recognition of the extra expenses involved in operating reservation public schools.

At stake is the education of Indian students attending reservation public schools in Arizona.

Without such emergency financial assistance as that being requested, districts like Chinle, the school with the largest Indian enrollment in Arizona - 4100 A.D.M., will be faced with a tax rate of nearly $40 per $100 of assessed valuation. Obviously, this might be considered confiscatory and the education of these students would be serious jeopardy.

This request for additional funds is supported by the major taxpayers, Tribal leaders, county school superintendents, parents, State officials, and others. There has been a union of efforts directed at trying to save the education of Indian students attending Arizona Reservation Public Schools. We urgently and respectively ask that an additional $3,217,800 in Johnson O'Malley monies be made available to Arizona for distribution according to the attached schedule.

ARIZONA RESERVATION PUBLIC SCHOOL DISTRICTS
URGENT ADDITIONAL JOHNSON O'MALLEY NEEDS FOR 1975 -- 1976

NAME OF DISTRICT	AMOUNT NEEDED
Chinle Public School District No. 24	$ 1,500,000.00
Window Rock Public Schools	600,000.00
Ganado Public Schools	61,100.00
Kayenta Public Schools	350,000.00
Tuba City Public Schools	417,000.00
Keams Canyon Public schools	74,000.00
Saunders Public Schools	NO ADDITIONAL NEEDS
White River Public Schools	NO ADDITIONAL NEEDS
Sacaton Public School District	75,000.00
Indian Oasis Public School District	NO ADDITIONAL NEEDS
Rice Public School District	125,000.00
Peach Springs Public School District	15,700.00
TOTAL ADDITIONAL NEEDS	$ 3,217,800.00

Hopi Resource and Development Project

STATEMENT OF ABBOTT SEKQAUPTEWA, CHAIRMAN, HOPI TRIBAL COUNCIL, ARIZONA

ACCOMPANIED BY:

ROBIN GRUMBLES, EXTENSION AGENT, UNIVERSITY OF ARIZONA

RALPH H. SECAKUKU, SUPERINTENDENT, BIA

EARL ADAMS, CHAIRMAN, HOPI HEALTH COMMITTEE

Senator Hatfield. Mr. Abbott Sekquaptewa of the Hopi Tribe in Arizona. Did I say that right? We are very happy to have you here, sir.

Mr. Sekqauptewa, we have your tribal council presentation document, your presentation package. We have the request as identified by the Hopi Indian Reservation on funding of Hopi resources and development project, and we have your written statement, all of which we will include either for the record or the file. We would like to invite you to summarize your statement and ask you to introduce your colleagues.

Mr. Sekqauptewa. Thank you, Mr. Chairman. I am Abbott Sekquaptewa, Chairman of the Hopi Tribal Council. On my left side is Mr. Earl Adams, who is chairman of the health committee. To my immediate right I have with me Mr. Robin Grumbles, the extension agent from the University of Arizona assigned to the Hopi Reservation, and to the far right Alpha H. Secakuku.

Senator Hatfield. We are happy to have you all here today.

Mr. Sekqauptewa. Our reservation is located in northeastern Arizona. This morning my presentation is directed to the Bureau of Indian Affairs and the Indian Health Service for supplemental appropriations in the amounts of $302,000 and $629,000, respectively.

The place that we call home is isolated by 75 miles from the nearest town, interstate highway and railroad. As a result of this situation, we have had a great difficulty not only in developing the economy of our reservation but also in the attainment of resources, services and programs that are normally readily available to other communities in the United States. Additionally, our unemployment rate continues to be six times the national average. In order to fully develop our resources and gain services that our people need, I am here on behalf of the Hopi Tribe not to summarize in detail but to describe what we really need. This is not the first time Hopi leaders have stood before this committee to express the needs and desires of their people. Not the least among our desires is our goal of assuming total responsibility for the well-being of our people and our future tribal life.

We are mindful and appreciative of the fact that this year the Senate and the House of Representatives have passed a distinguished bill which provides opportunities to the Indian tribes for the first time to manage and direct those programs responsive to the needs of the Indian people. I want to emphasize to day two of our major priorities for which we request supplemental funding for fiscal year 1976. I hasten to add, however, that this by no means indicates that these are our only priorities.

The first is a resources inventory and development project. This project will provide a comprehensive study and inventory of the total resource capability of exclusive Hopi lands comprising 650,000 acres of development purposes. It will not, however, provide for the balance of the Hopi Reservation now held jointly by the Hopi and Navajo Tribes. This project will cost $302,000 or 48 cents per acre for 630,000 acres actually to be inventoried. In order to insure that a meaningful development plan and a constructive management program for these resources is developed, a feasibility study will be an integral part of the project. The productive assets to be inventoried include the range land, minerals, water, and wood product resources as well as wildlife and recreational potential. An evaluation of the economic and financial aspects of this project will show the economic rate of return of the land, the present value, the financial rate of return and values added as a result of the proposed improvements, as well as employment opportunities and noneconomic considerations.

As a part of the total project, a complete environmental impact study will be done to show the changes on the reservation. Of equal importance to the environmental impact study will be a structured study of the economic impacts. I am submitting with my statement documentation supporting this project, costing $302,000.

The second area of major concern is that of having adequate health services for our people if we are to insure that they are physically and mentally fit to utilize the economic and social resources necessary to improve their quality of life and to assume responsibility for their total well-being.

I wish to point out to this committee that our local Indian Health Service hospital is functioning with only 63 percent of staff needed to operate existing programs. This figure is based upon national and Indian Health Service criteria.

Our tribal government has supported the Indian Health Service, and at the present time we are paying for staff positions at the hospital in Keams Canyon, Ariz. However, we do not have the monetary resources to fill the tremendous personnel gap existing at the service unit facility.

If we are to have the opportunity to manage a health care program for our people, we must not run a two-horse carriage with one horse. I submit documentation that identifies our specific health service needs in the dollar amount of $629,000 for fiscal year 1976, with additional needs cited for fiscal year 1977 and 1978.

I might point out that in this projected program that we are presenting today, the first phase is $629,000. The total will be $4,938,000 eventually as all the phases are completed.

Senator HATFIELD. Thank you very much.

Mr. SEKAQAUPTEWA. May I ask you on this 63 percent on the staffing at your present hospital or your health service hospital, is that clearly a budgetary problem, or do you have difficulty in obtaining the qualified staff regardless of the wage scale? What is the basic problem that you face, sir?

You indicate, of course, your isolation which, I am sure adds to that problem, but how do you analyze the fact that you are only 63 percent staffed?

Mr. SEKAQAUPTEWA. That is only partially a budgetary problem. We do have some difficulty in recruiting professionals, but we have been able to overcome that at the present time, as has already been indicated. It is not wise to build facilities and then not utilize those facilities. We have that situation also.

Senator HATFIELD. So you feel that if you were fully funded that you would be able to obtain people who would staff your facility?

Mr. SEKAQAUPTEWA. Yes, I do, and in the documentation we are also pointing out that we will have professionals working closely with members of the tribe in developing our own tribal people to eventually assume these responsible positions for the Indian people that our facility serves. I might also point out that our facility serves more Navajo Indian people than it does Hopi. There are a larger number of Navajo Indian people who utilize this facility than our own tribe.

Senator HATFIELD. Your testimony has been very helpful, and I will have a chance to look in more detail at the supporting documents that you have presented. Thank you very much.

Mr. SEKAQAUPTEWA. Thank you very much.

Senator HATFIELD. Thank you, gentlemen.

COLORADO RIVER INDIAN IRRIGATION PROJECT

STATEMENT OF ANTHONY DRENNAN, SR., CHAIRMAN, COLORADO RIVER INDIAN TRIBES, PARKER, ARIZ.

ACCOMPANIED BY:
HARRY PATCH, SR.
HERMAN D. LAFFOON, SR.

Senator HATFIELD. Mr. Anthony Drennan of the Colorado River Indian Tribes. I am sorry we are running about an hour and fifteen minutes late. I appreciate your patience. It is very difficult to reduce some of these subjects and problems down to 5 minutes, even in summary form, but if you can do a little fasting this noon hour, I can, too.

Mr. DRENNAN. Thank you, Mr. Chairman. My name is Anthony Drennan. I am Chairman of the Colorado River Indian Tribes, Parker, Ariz. On my right is Councilman Herman Laffoon. To my left is Councilman Harry Patch from our tribal government.

Senator HATFIELD. We are happy to see all of you here today. We have both your comprehensive statement and your presentation statement and, if you will summarize that for us, we would appreciate it.

Mr. DRENNAN. Thank you, Mr. Chairman. Just very briefly, the irrigation project was funded in 1860, and construction began in 1967.

Senator HATFIELD. 1860?

Mr. DRENNAN. Yes, it was the first irrigation system on an Indian reservation. Construction started in 1867, and 108 years have elapsed. We are just over one-half complete.

Senator HATFIELD. Would you say that again, so I can make sure I heard you correctly.

Mr. DRENNAN. That was correct. We are just about over one-half complete in our irrigation system after 108 years. I think our question is asking Congress: "How come?"

Senator HATFIELD. You are just now asking that question?

Mr. DRENNAN. We do have 69,000 acres under irrigation now which brought in $40 million in food and fiber—not only benefiting the tribe but benefiting the Nation's economy. We have 32,000 more acres in the southern part of the reservation that is undeveloped, and with these additional funds that we are requesting, we are going to bring this fertile land into production.

We have got a breakdown on page 4 and page 6. The request for the irrigation construction project is $4,084,000; the power construction, $135,300, for the total of $5,000,004.

In addition to that, we have inadequate hospital facilities. We, at this time, are requesting $600,000 in order to get a study made for new hospitals. This is 7 percent of what the construction costs of that hospital would be. This is for the first phase of it. I believe we have approached all of our resources that we can think of as far as getting this.

HEW tells me that they are not getting enough construction funds for this. My government felt that we should come here and ask for these additional funds for this hospital facility.

Senator HATFIELD. I suppose you have the supporting data as far as the backup material for this figure on the hospital. Is that from the BIA, or do you have that as an independent survey?

Mr. DRENNAN. That would be an independent survey and study showing that we need this.

Senator HATFIELD. I'm not thinking so much of the need factor as the construction figures that you have presented us.

Mr. DRENNAN. This survey would show the construction figures. The opinion of the Federal Engineering Construction Agency out of Washington, D.C., is shared by the tribe that this is one of the worst Indian Health Service hospitals—possibly in the Nation.

It is not conforming in all aspects with all the codes with respect to good patient care. This is a specific request for planning money in the amount of $600,000 to initiate the construction of a modern up-to-date and adequate hospital facility for the Colorado Indian Reservation of Parker, Ariz. The $600,000 figure represents part of that construction cost. This is the usual estimated cost of planning.

With that, I feel that we should be closer, I think, than we are. We're No. 1 in the Phoenix area for a new Indian hospital.

Senator HATFIELD. Thank you very much, Mr. Drennan, and gentlemen for your statements here today on these two projects that you are asking for. I hope that we can finish up that irrigation. I would like to know how the first half of that project is faring. Aren't you looking for some replacement moneys for that now?

Mr. DRENNAN. Yes. In our request there is a sum for realining the old facilities. There are statements for bringing the water table up and helping our crop.

Senator HATFIELD. That is a remarkable record.

Mr. DRENNAN. I would like to leave for the Honorable Robert Byrd a memento. This is water from the Colorado River. This water, applied to the 30,000 acres that are yet undeveloped, will produce more not only for the tribe's benefit but for the national economy in the food and fiber.

PREPARED STATEMENT

Senator HATFIELD. I will be happy to transmit that to our chairman, Senator Byrd from West Virginia, with the further assurance that you will not be looking for Columbia River water. Thank you very much.

Mr. DRENNAN. Thank you, Mr. Chairman.

Senator HATFIELD. Your statement will be printed in the record.

[The statement follows:]

Ladies and Gentlemen:

The Colorado River Tribal Council in behalf of the tribe for the past several years has been attempting to secure a new comprehensive care facility to meet the health needs of our people. The present facility is an old outdated, inefficient structure built in 1929. In accordance with the wishes of the Tribe, the Phoenix Area Inter-tribal Health Board and the local health board are in support of this new facility. Colorado River is number one on the priority list of hospital replacement in the Phoenix area. The Phoenix long range construction plans a figure of $5,460,000.00 was projected last year but it was reported to us by the Chief Construction and Maintenance that there was a lack of funds to begin planning and construction.

In the meantime monies are being poured into remodeling and additions that never really bring the facility up to standards. This creation of additional space still does not achieve solution to these problems and the hospital still remains unaccredited.

Shortage of space for the following: Conference room, health education, Public Health Nursing, Field Health Director, Social Worker, Sanitarian Aide, Kitchen for food demonstrations and individual conference room. It is now considered to be very crucial to the needs of a comprehensive health program at the Colorado River reservation. Outpatient clinics and preventive health programs are the thrust in Indian Health Service as they are in the national health picture but the facility is not geared to the necessary development of field health programs to provide patient counseling or training. The building must be provided as soon as possible, because of many new and expanded programs.

The estimated costs of construction of a modern comprehensive care and field health care facility would be approximately eight million dollars, to be large enough to serve and provided expected and acceptable services to all of the tribes along the Colorado River. This includes the Chemehuevi, Havasupai, Hualapai, Ft. Mohave reservations plus the Sherman Indian High School area and of course the Colorado River reservation which serves four tribes.

A 30 to 40 bed comprehensive care facility is needed to provide for services and spaces needed for:

1. Inpatients - short term intensive, acute, convalescent and chronic levels of care for pediatric through geriatric types of patients, in units offering both privacy and accessibility of required services.

2. Health maintenance and screening - outpatient waiting rooms, etc.

3. Nursing - work stations, demonstration areas, office space

4. Pharmacy.

5. Emergency medical services.

6. Laboratory and X-ray.

7. Examining areas for routine and speciality clinics.

8. Dietary.

9. Support systems for the comprehensive facility and for the satellites-administration, maintenance, supply and and storage.

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10. Health records.

11. Computer time-sharing terminal for consultative and didactic services, problem oriented records storage and retrieval systems, laboratory, EKG, X-ray information, continuing education programs for all personnel, and health maintenance programs for consumers and staff.

12. Indian community involvement including Health Boards and the Community Health Representatives.

13. Specific problem oriented programs for inpatients, outpatients and employees (e.g. alcoholism, mental health, accident prevention, otitis media, respiratory disease, family life).

14. Education traditional health education for patients, instructional and career developmental areas.

15. Physicians work areas for students and paramedical personnel.

16. Consultation areas for pharmacist, dietary, nursing, lab.

17. Public Health Nursing.

18. Environmental health.

19. Medical/Psychiatric Social Worker.

20. Sanitarian.

21. Patient and visitors lounge.

22. Patient rest rooms.

23. Chapel.

24. Employee rest rooms.

25. Employee lunch area.

26. Dental.

Statistics in the past 16 years have shown that annual admissions to Indian hospitals have more than doubled; outpatient visits made to hospitals, health centers and field clinics have increased by a factor of 4.8 and the number of dental services provided has quadrupled. The health service needs of the American Indian significantly exceed those of the general population. Their health problems are more diverse and severe, and are compounded by a number of cultural, socio-economic and ecological factors.

A number of special health problems exist in extreme proportions. These include accidents (which are three times higher than the total U.S. population), otitis media, alcoholism with its accompanying disabilities, mental illness and nutritional problems.

The opinion of the Federal Engineering and Construction Agency (FECA) out of Washington, D.C. is shared by the Tribe that this is the worst Indian Health Service Hospital in the Phoenix Area and possibly the nation. It has so many serious deficiencies that it should be replaced instead of modernized

because of extreme costs and other factors involved. It is non-conforming in all aspects with all codes and not conducive in any respect to good patient care.

This presentation is a specific request for planning monies in the amount of $600,000.00 to initiate the construction of a modern, up-to-date and adequate Indian hospital facility at the Colorado River Indian Reservation at Parker, Arizona. The $600,000.00 figure represent approximately 7% of estimated construction costs. This is the usual estimated cost of planning.

We appreciate your every consideration with regard to this add-on request.

STATEMENT OF MS. RAMONA BENNETT, PUYALLUP TRIBES OF INDIANS

ACCOMPANIED BY:
DON MATHESON, VICE CHAIRMAN
LOU MATHESON, UNIVERSITY OF WASHINGTON
HANK ADAMS, NATIONAL DIRECTOR, SURVIVAL OF AMERICAN INDIANS ASSOCIATION
HERB BARNES, NATIONAL DIRECTOR, BLACKFEET ASSOCIATION
JUDY ANDERSON, COMMUNITY HEALTH REPRESENTATIVE

Senator HATFIELD. Ramona Bennett of the Puyallup Tribe of Washington. Well, I am happy to welcome a neighbor, and we have now the documents and statements and photographs. I would appreciate it very much if you would proceed to summarize, and introduce us to your associates.

Ms. BENNETT. Yes, Mr. Chairman. I would like to introduce you to Don Matheson on my right, a fellow council member of the tribe and his wife, Ruth Matheson. On the extreme left, I would like to introduce Hank Adams from the Survival of American Indians Association. Next to him would be Judy Anderson, community health representative, and to my left, Mr. Herb Barnes.

Senator HATFIELD. Welcome to each of you.

Ms. BENNETT. We are here today with a special add-on request to the Indian health budget for two items. One is the position of the Cushman Indian Hospital, which is the only regional hospital, closed in the late 1950's and early 1960's. It stands on the Puyallup Reservation, and it could effectively operate out of that facility. That facility was closed some 15 years ago. Our service population of 7,000 from the Indian Health Service has had no outpatient clinic services, so we are requesting startup funds now to do an outpatient clinic that will be operating on the grounds of that facility.

Regardless of how the request is being handled by Congres and the Senate, we have an agreement with the State of Washington, and it holds control of that facility for the use of a two-story building on those grounds. This is a very urgent request as we are finding out that most of our women don't seek assistance at all until they are in an emergency ward of a hospital. That prevents us from giving nutritional and medical support during those pregnancies. Additionally, the elderly have not been able to relate to any of the existing medical clinics.

I would like to take this opportunity to introduce again Mr. Barnes, and let him talk about the major issue of the Cushman facility.

STATEMENT OF HERB BARNES

Mr. BARNES. Mr. Chairman?

Senator HATFIELD. Thank you. Please proceed.

Mr. BARNES. With a great bit of reverence and respect, I come here today. I say that from some of the testimony that I have listened to today. It recalls much to me. It is somewhat related indirectly to you.

My life began in 1919. I spent 15 years there in preparation for life itself. I lived there until I became a journeyman and supported myself at 17 years of age. I tried to have a useful life. I spent 41 years in general social service solicitation. We are not a funded people but a group of about 10,000 people of our organization and associate members from all over the United States.

We are very, very concerned; as the gentleman said, I can remember back in 1933 when I requested funds for hospitalization for our people, for educational money for our people, and for vocational training for our people that the Federal Government told me at that time; they said: "Herb, you know that the budget of the United States is in deficit by $188 million. We will have to clear that up before we can give you any service." I say, sir, in all seriousness that when I view the $42 billion deficit today I wonder how patient the Indians have been waiting for that deficit to get back to a place where they could secure some services for us.

My purpose here today really is to speak for those who are users of services, and I speak also because I work very closely with the people on the Blackfeet Reservation as an advisor and as a counselor. I don't hope to interject any personal direction, but I feel that if can call the educated throughout the United States of Indian descent that we can construct something effective that will bring some solutions to some of the grave problems that our people are confronted with.

The Cushman Hospital—I know something about that because in 1938 I was given 90 days to live with tuberculosis. Tuberculosis wiped my total family out, so I was left with just a sister. I was taken to the Cushman Hospital and there I recovered from tuberculosis. It is strange that here it is 1975 and I have not been ill since. I have been able to view and work on Indian advisory councils for the Governor of the State of Washington.

I have made many visits to Oregon with the Bureau of Indian Affairs. I cite to you an example of what great faith I have in our Indian people. I look at the penal system and I look at their programs, and I see the minus dollars that they get to operate on.

It was called to my attention that there were $265,000 given to programs west of the Mississippi. The program in Seattle, Wash., for ex-offenders was $37,000. The average for the BIA in recidivism was 62 percent. The recidivism that was qualified by Indian management was 3 percent. So I say the Indians can do it if they are given an opportunity.

Again, I will let them explain the program because I am well aware of the tremendous needs that our people have. The aged have no where to look. There have been no services for these people. There have been no services for our babies. I have had to find homes for hundreds of little children, and I have had to assist and help lift our elderly people back to some sense of security, just knowing that I was there, and I can see in Takoma that it is like naming the Mississippi as far as the Indians are concerned because it is known all over the Northwest as an identity place, and the services that they recommend are certainly not duplicated, that I know of, anyplace. Thank you.

Ms. BENNETT. We are well aware of the thrust toward Indian self-determination. We are also well aware of the numbers of businesses that we perhaps would be able to engage in. We of this delegation

would have a real limited interest in furniture, factories, or luggage manufacturing. Our concerns have not been in the areas of human services. Our concerns primarily are for our elderly, for our disabled, and for our little children.

We have had Federal agencies walk through this facility to determine whether it would be suitable to meet basic startup programing needs. We would intend to utilize the group homes that the State of Washington has built on these grounds for juvenile protection, child protection, seeking community placements, but removing our ministers from situations of incarceration. Too often the case, we are able to react to family units. We are unable to build strength within the family units so we find that although in the area of Takoma our children are not only 2 percent of the population, they represented 4 percent of the arrests and 8 to 12 percent of the continued incarcerations and juvenile detention.

Additionally, we have established statewide relationships with the department of social and health services. This frequently is a referral by caseworkers who are seeking placements.

Additionally, we would seek to establish a convalescent and geriatric center for our elderly and disabled, paying special attention to the cultural differences of our people and the very different medical histories which would include high rates of negative tuberculosis, arthritis, and rheumatism, previous rounds of alcoholism and subsequent physical disabilities.

We would be interested in assisting our elderly and being in a situation where they are able to speak their own language that they are most familiar with and most comfortable with.

The third program would be alcoholism detoxification treatment and training. There would be ample space for sheltered workshops. Additionally, there is ample space for child protection, so that families need not fear admitting that they need detoxification service for fear of losing their little children.

When adults in the community are suffering from problems of alcoholism, we do have children who have been abused and neglected, sometimes by malnutrition, and have not received the kind of educational support and encouragement that they need. What the basis of this is, is that within an Indian community, culturally and traditionally, our people looked out for each other.

They did not rely on systems of welfare or penal systems. The people just help each other and responsibility for the elderly and children was a community involvement. We have the capability of rebuilding those attitudes, particularly with the many young people that just have not found the support.

I know I have gone a little bit over but this is the first request, the only request, that this tribe has ever brought before this committee. If we are unable to consolidate some 40 years of Mr. Barnes and some of the other elderly people's dreams into 5 minutes, I would have to apologize.

Senator HATFIELD. Thank you very much for your material and your statement as well. These are very helpful to us because, as you probably know, the largest single budget in the Interior Department now is the BIA budget, and in the request for 1976 they have requested $724 million; $311 million for the Indian Health Service, which makes over

$1 billion; $1,035 million in fact, for these various programs and to give us a greater capacity to make judgments and priorities and to allocate.

Your witness and your testimony here is very helpful to us. We are very grateful.

Ms. BENNETT. Programs relating to alcoholism and rehabilitation and problems of the elderly and problems of juvenile protection are not assumed as the responsibility by either the Bureau of Indian Affairs or the Indian Health Services.

Senator HATFIELD. Yes; thank you.

Ms. BENNETT. In addition to that, all of these programs can be run as businesses. The State has the capability of contracting employees for services.

PREPARED STATEMENT

Senator HATFIELD. Thank you very much for your presence here today. We appreciate it. Thank you. Your prepared statement will be printed in the record at this point.

Ms. BENNETT. Thank you.

[The statement follows:]

HONORABLE COMMITTEE MEMBERS:

We are requesting $2,613,000.00 to meet two separate, but interrelated medical program needs.

The FIRST request is for funds to reacquire "Cushman Indian Hospital". The State of Washington secured this property from G.S.A. after H.E.W. closed the hospital when tuberculosis ceased to be an epidemic. This facility could have been reprogrammed back to its original intended use as a general hospital, but federal policy during that period of the mid-50's was termination. Washington State Department of Social and Health Services invested $1,764,000.00 in new buildings and improvements, and must be compensated before they will relinquish title to the United States Government, in trust for the Puyallup Tribe. This facility is ON the Puyallup Reservation, within the original agency tract. The land originally was used by the tribe for an "Indian School" with an outpatient clinic operating on the grounds. The other Northwest Tribes wanted an all purpose general hospital in our region, and agreed the Tacoma/Puyallup Reservation location would meet all communication and transportation needs. The Puyallup Tribe, after several years of deliberation, agreed to accomodate Indian Health and the Northwest Regional Tribes, by transferring title of this trust land, for Indian Sanitorium Purposes, as this limited use transfer implied perpetual health services, and employment opportunities for our people. When this new modern building was opened, it contained an outpatient clinic on the ground floor.....

Our SECOND request is for $849,000.00 to establish an outpatient clinic to meet the medical and dental needs of the service population of 7,000, who have had only emergency services since the closure of the Regional Indian Hospital and the medical and dental clinic.

The clinic proposal was developed with the technical assistance of Seattle Indian Health staff, and with the use of Indian Health Community Development funding for professional planning

staff. This proposal is based on Indian Health standards to meet the health needs for our service population of 7,000.

The Cushman Hospital facility will become a multi-health and service center. The several buildings have been examined by Federal engineers and have been approved for our projected uses as: nursing and convalescent center for elderly and disabled, alcoholism rehabilitation center with family rehabilitation capability, group homes and related youth services including placement and crisis shelter.

The problems of aging, alcoholism rehabilitation, and juvenile protection are not currently addressed by either Indian Health, or the Bureau of Indian Affairs programming.

We propose that all of these problems are major concerns of our communities, and the Puyallup Tribe has the capability of providing the model for meeting these needs.

All of these services are run by private agencies who then charge the state for individual clients, or patients. The State has agreed that we will be an appropriate agency to contract with for medical and convalescent care for the elderly, and for group home care for juveniles. The county has assumed responsibility for alcoholism related confinements under the new State law, and strongly supports and endorses our request for this facility, based on our projected uses. All of these programs will be run as businesses under the management of the Puyallup Tribe.

Although the clinic has already secured a lease agreement for use of a building on the "Cushman grounds", and could conceivably function independently, none of the projected mental and physical health programs could operate efficiently and effectively without strong medical support. The clinic will provide competent and accessible medical and dental services for participants of the satellite programs.

While developing the clinic proposal, we have built strong linkages and agreements of continued assistances with:

federal, state, and local governmental units and their service agencies, including governmental officials, school authorities, police departments, and state child protection personnel; the local medical community, includint the Pierce County Health Department, the county Health Planning Council, the Medical Society, school nurses, individual hospitals, and the Pierce County Hospital Association; and with our Indian elders, families and youth. These <u>are</u> the resources we have relied on in developing these projected services. Since the basic program components have been developed from community input, use is guaranteed .....

if that is your pleasure.

Ramona Bennett

Chairwoman, Puyallup Tribe
at our Elders request
and for our Children

STATEMENT OF ZELMA McCLOUD, NISQUALLY INDIAN TRIBE, WASHINGTON

ACCOMPANIED BY LUCILE ANDERSON

Senator HATFIELD. We have your printed statement, and we would appreciate it now if you would summarize it for as rather than read it.

Ms. MCCLOUD. I would like to thank you for being able to be here today.

Senator HATFIELD. I am sorry we are so delayed in time.

Ms. MCCLOUD. I understand that. What I would like to do, with your permission, since I had some disturbing news from home yesterday, I would like for Lucille Anderson, who is the business manager, to summarize my testimony.

Senator HATFIELD. Fine. We are very happy to welcome you here, too, Ms. Anderson.

Ms. ANDERSON. Thank you, Senator Hatfield. I would like to summarize what we have presented in documentation, a request by the Nisqually Indian Tribe on behalf of the Washington State Commission on Alcohol Abuse and Alcoholism. The Nisqually Tribe has been selected by the Washington State nation for the proposed site of alcoholism treatment facility to serve the needs of the tribe for region 10, with the exception of the State of Alaska. We have, in support of this, numerous letters which we would like to present for the record from the tribes throughout the Northwest and from Indian agencies and entities from governmental units and from ports and so forth supporting the need and the location of the Nisqually Reservation in the southern Puget Sound area.

Senator HATFIELD. They will be adopted by reference.

Ms. ANDERSON. We are specifically requesting line items supplemental appropriation for fiscal year 1976, Bureau of Indian Affiairs budget, in the amount of $315,000 for the purpose of doing the planning and engineering studies and so forth, as well as the acquisition of land. The Nisqually Indian Reservation is an eroded reservation, two-thirds of it having been condemned by the Government. The balance of it having been alienated from Indian ownership.

Additionally, we are requesting at least that this committee and Congress look at the future needs for the finalization of our program for fiscal year 1977 and 1978, which would be construction and the operation of the facility. We are talking about a 96-bed facility which would initially serve the needs of males suffering from the disease of alcoholism. Perhaps you are aware that specifically in the State of Washington alcoholism has now been determined not to be a crime but a disease.

The treatment facilities available throughout the Northwest, then, are not going to meet the problems and the needs that occur as a result of that law which now recognizes something that we have known for many, many years, that alcoholism is a disease.

Senator HATFIELD. A shocking statistic. What you give us is 25 percent over the age of 14.

Ms. ANDERSON. That is extremely conservative, Senator Hatfield.

Senator HATFIELD. What is the breakdown between male and female?

Ms. ANDERSON. We have not had a complete breakdown of it. However, in some areas, particularly in the urban areas, among Indian people the percentage ranges as high as 50 percent. In the Nisqually community which consists of something slightly more than five Indian kids it is in excess of 50 percent. This includes from 12 years of age on up. We have a few below the 12-year age.

Senator HATFIELD. I could attest to one fact here that is very interesting, the commentary you make about the repeal in 1953 of the prohibition of sale of liquor to Indians. I was in Oregon in the legislature at that time and helped make that action on the State level to repeal that in our State, motivated primarily by involvement of the civil rights programs and organizations.

But, of course, interestingly, there was no correlation to some kind of program which would assist those who had the problems that you indicate here. As well motivated as it might have been, we only did a partial job providing that repeal but not in services and facilities to provide the needs or training for the health of the people.

Ms. ANDERSON. If the Indian nations throughout this country have violated their treaties, the one area they have violated is having alcohol on the reservations. In the Madison Creek Treaty it is not permitted. However, we do have alcohol on our reservation. Unfortunately, it has caused a disastrous situation. I'm sure we don't need to go into the actual need for treatment facilities.

We do know that treatment facilities are not available to provide for Indian people, much less non-Indians who are suffering from this horrible disease.

Senator HATFIELD. You are saying this would be not only a pilot project but a model project that would be transferable to other areas?

Ms. ANDERSON. Yes. However, there are some existing in other areas. There are alcoholism treatment facilities existing in other areas. There are none in the Northwest.

We are asking that Congress favor putting upon $315,000 grant this year as supplemental to initiate the planning and the engineering and the land acquisition and in fiscal year 1977 funded, the construction moneys be allowed and, for fiscal year 1978, that the operational moneys be included.

Senator HATFIELD. You are satisfied now that the program you outlined here would have a higher percentage of success than existing programs and thereby provide not only the needs of the Nisqually but the needs of other Indian people in adapting to a particular local or tribal characteristic or unique circumstances that exist in other areas. Is that correct?

Ms. ANDERSON. I am presently convinced of this, and the letters that we have indicate that other tribal people are convinced that an Indian-oriented facility would best meet the needs of Indian people.

I would like to add one more thing, Mr. Hatfield. This request for the alcoholic treatment facility outside initially stated is not on behalf of the Nisqually Indian Tribe but the Washington State Alcoholism Commission. We recognize that that entity is not set up in such a manner to accept funds. Therefore, the Nisqually would accept the funds and be in a grantee position for a subgrant to the Washington commission.

However, on behalf of the Nisqually Indian Tribe, we do have a small request. The Nisqually Indian Reservation, as I indicated during the course of the testimony, was two-thirds condemned to add to the holdings of Fort Lewiston in 1917. Since that time, the reservation has remained intact. However, it has not been able to develop because they took the best land away from us, and we have not one inch of roads on the Nisqually Reservation.

The Bureau of Indian Affairs has told us repeatedly that at some time we would get some roads, but we still don't have roads on the reservation. We find since we have come to Washington that we may get something in fiscal year 1977, but that is not going to take us into the interior of our reservation. We are asking that you consider $413,000 allocation to supplement the Bureau of Indian Affairs budget to allow for six-tenths of a mile of road to be constructed on the Nisqually Reservation, as well as to do the engineering and studies for some additional roads.

PREPARED STATEMENT

Senator HATFIELD. Thank you very much, Ms. McCloud and Ms. Anderson for you assistance to the committee as well. Your prepared statement will be printed in the record.

Ms. MCCLOUD. Thank you.

[The statement follows:]

SNOQUALMIE INDIAN ALCOHOLISM
TREATMENT FACILITY

NARRATIVE

The purpose of this presentation is to formally request line item appropriations in the following agency budgets:

a) FY76 - Department of Interior, Bureau of Indian Affairs: 315,000.
b) FY77 - Department of Interior, Bureau of Indian Affairs: $3,370,900.
c) FY78 - Department of Interior, Bureau of Indian Affairs: 79,100.
d) FY78 - Department of Health, Education & Welfare, Indian Health Inc: 386,000.

SERVICE AREA

The State of Washington contains 36 Indian tribes with an estimated enrollment of 35,000. In addition there are approximately 25,000 Indian people from all over the U.S. and Canada who have moved to the major urban centers in search of better job opportunities and other benefits. One fourth; twenty-five percent of this population over the age of 14 years, are alcoholics or problem drinkers. This lone Statistic should speak for itself.

THE INDIAN & ALCOHOL

The Federal government in 1832 passed the Indian Intercourse Act making it illegal to sell or provide alcohol to Indians. Even before this act, many states and territories had enacted laws prohibiting the Native American from consuming or possessing alcohol. With the repeal of this Act in 1953 came the highly visible problem of the "Drunken Indian." The answer to the problem was jail; Indian arrests rose over 500% from 1950 to 1953. The assumption by many Indians is that the "whiteman" did not know how to deal with the problem then, and does not know how to deal with it now. With the support of agencies like N.I.A.A.A. (National Institute of Alcohol Abuse and Alcoholism), Indian people over the past few years have made remarkable progress combating this devastating disease of alcoholism. In the Northwest we are very fortunate in having these Indian programs, several of which are looked upon as model programs throughout Indian Country. These programs do not provide in-patient treatment however, and are funded for staff only. This leaves a huge gap in the total care of the Indian alcoholic. Again, as before, we are forced to refer our troubled people to the non-Indian professionals who cannot, now or ever, do more than study the problem and conclude that they "do not understand the Indian."

EXISTING TREATMENT PROGRAMS

While the existing treatment centers have fairly sound alcohol education programs, none provide for the special needs of the Indian alcoholic. One facility, although over 20% of its total caseload are Indians, does not address any portion of its treatment program to the unique problems confronted by the Indian alcoholic. Of all the treatment centers in the Northwest area not one employs an American Indian in the service system. As a result we continue to experience a high percentage of recidivism amongst those that complete treatment. Today's Indian sees the same paternalistic attitude that has been in control of his life displayed at these existing centers and other social agencies. The treatment program is the foundation for rehabilitation and without a proper foundation there is no recovery, only continued dependency on alcohol . In every field of social work that has been finally opened up to Indian paraprofessionals, we have succeeded in dealing with the problems faced by Indian people where the non-Indian has failed. How many times must one learn this very simple lesson.

PROPOSED INDIAN ALCOHOLISM TREATMENT FACILITY

One of the major flaws in present treatment programs is the length or duration of treatment, which ranges form 21 days to 120 days. The alcohol abuser goes to a program on a space availability basis and a mild alcoholic may end up doing 120 days while a chronic alcoholic may go for 21 days. In contrast to the existing treatment programs, whose clients time of treatment and release is limited to so many days or weeks, this program will focus on the physical and mental evaluation of the clients, without regard to time needed to accomplish its objectives. The staff will consist of Native Americans; some recovering alcohol abusers, others from the social & health field services, with a mixture of both urban and reservation Indians, a diversified tribal representation of staff, who are well versed in Indian culture and who are also aware of the many problems faced by the Indian in trying to cope in modern times. Counselors will have a length of sobriety and a knowledge of alcoholics' dependency, the physical & psychological effects upon the individual. Emphasis will be placed upon the individual, as to the level of alcohol abuse and other related problems. And having established that one major problem caused by alcohol abuse to Indians, is the disruption of the family unit, and that alcoholism

of one member of the family is the illness of all of its members, it is therefore one objective of this treatment concept to involve the entire family as a part of the approach to treatment, with a sound follow-up out-patient program with other existing Indian alcoholism agencies. Upon admission the client is given a medical examination and either placed in the detoxification ward or directly into treatment. The treatment phase beings with the selection of a counselor who will work with the client in defining his personal goals, expectations and objectives which will serve as the framework for the treatment cycle. This cycle will also include: Alcohol education on the physiological and psychological effects and how they relate to the Native American; Personal Growth, Family Involvement, Spiritual and Cultural Awareness, and Self Motivation. During the course of treatment the client will become prepared for direct employment; further education; vocational training; or physical recovery and therapy. These services are now available through existing state and federal agencies which have been funded for this very purpose and also employ a high percentage of Indian recovering alcoholics who are well equipped to assist the client through the maze of red tape. Follow-up will continue with regular consultations with the client and his outside counselor as long as support is required and at any time the client feels it is necessary he will be accepted back into the treatment cycle for reinforced therapy.

The Nisqually Indian Alcoholism Treatment Facility will be a permanent retreat, with the Community House serving as a source of continuing support with weekly alumni meetings in addition to regularly scheduled pow-wows, potlatches, and other spiritual and cultural activities.

PROGRAM COORDINATION AND SUPPORT

The Washington State Commission on Indian Alcoholism, representing all of the Indian alcoholism programs in the state, is in full support of this proposal and would serve as the policy and advisory board for the treatment center. The Small Tribes of Western Washington organization, representing 22 Indian tribes has been instrumental in developing the initial design of the project, fully supports the treatment center. In addition many Tribes, Individuals, and Organizations have written letters of support for the project.

FACILITY CONSTRUCTION AND OPERATING COST

FY 76	Phase I
Proposal and Design	
Proposal development Cost	20,000.00
Contract Administration Cost	10,000.00
Total Land Cost	38,000.00
Survey	10,000.00
Architects/Engineers Fee through working drawing	237,800.00
Total FY 76	315,000.00

FY 77	Phase II
Construction	
Construction of project	3,277,300.00
Architectural/Engineering Services	65,600.00
Contract Management	18,000.00
Administrative Support	10,000.00
Total FY 77	3,370,900.00
Occupation and Operation	
Supplies	25,600.00
Vehicles	48,500.00
Project Operation	386,000.00
Contract Management	5,000.00
Total FY 78	465,100.00

CLIENT RECOVERY-COST BENEFIT

It has been estimated by various agencies of the Federal and State governments that a dependent person, or one confined, costs the taxpayers between $9,000 and $12,000 per year. Based on even present treatment standards the treatment facility would assist in the successful recovery of a minimum of 200 clients which would bring annual cost benefit of between $1,800,000 and $2,400,000 per year.

STATEMENT OF HENRY ALLEN, CHAIRMAN, PONEA TRIBE

ACCOMPANIED BY:
KENNETH W. FOSTER
ELAINE WALBROCK, CHAIRMAN, MPHNA, BERKELEY
PHILLIP MARTIN, CHAIRMAN, MISSISSIPPI CHOCTAW

Senator HATFIELD. I would now like to call on Mr. Robert Hunter on behalf on native Americans. Let me just say we are going to find ourselvse pushed out of this room soon for the second session to commence. If you can be brief we would be very appreciative because we have others to be heard. I want to make sure that everyone gets a chance to be heard.

Mr. ALLEN. Mr. Hunter is unable to appear.

Senator HATFIELD. Would you present your associates, please.

Mr. ALLEN. The gentleman on my left is Mr. Phillip Martin, chairman of the Mississippi Choctaw, and Miss Elaine Walbrook, the director of the program at the University of California at Berkeley, and Mr. Ken Foster, a student.

Senator HATFIELD. We are very glad to have you here this morning. From Berkeley?

Mr. ALLEN. Yes; Mr. Chairman, to come right down to our needs, we are requesting an add-on for the special program, a masters of public health degree program, at the University of California in the amount of $133,000. I would like to go into the justification for this.

When the MPH program for Native Americans started at the school of public health, University of California, Berkeley, through OEO funding a survey was done which identified only 18 native Americans as having received an MPH degree from any of the 16 schools of public health in the country in the preceding 5 years. This degree is generally a requirement in securing a position of decision-making responsibility in public health or in the administration of the delivery of primary health care services.

The University of California School of Public Health has been dedicated in the past 4 years to develop such skills in an academic and university setting. It is the only one so funded outside of the University of Oklahoma for Native Americans.

Out of the 57 Native Americans enrolled to date, in the Berkeley program, 26 have graduated with 12 more anticipated to receive their degrees by this summer. They have received them in such diverse masters degree specialties as health administration, hospital administration, health planning, medical care organization, community health nursing administration, health education, biostatistics, epidemiology and environmental health. The problem that we are experiencing is securing the funding for the students that we now have in the program and continuing the program.

With the dismantling of the OEO offices, Mr. Chairman, the enabling legislation went with the funding perpetrated programs such as this at universities that have dedicated their uses and their expertise to the needs of Indian people. If you will turn to page 3 of the testimony back here. It says the program was funded in May 1971 through OEO. It was refunded again in OEO May 1973 and supplemental

demonstration funds were received from community health services, July 1974 through 314(e) funds.

Both of these funding sources no longer exist, we learned in March 1975. The problem is twofold: Where is authority vested to fund such a program as ours? Where are the funds to continue our program? We have already sought information and help from the following agencies either at the regional or at the Washington, D.C./Rockville level: Indian Health Service, PHS; Community Health Services, PHS; Public Health Service; Special Health Manpower Grants, HRA; Health Resources Development, HRA; and Indian Education, OE.

These and other agencies are very interested and sympathetic, though none seem to have the enablement for our total project including as it does tuitions, traineeships, enrichment components, administration. What we have done, we have looked very carefully and very closely in trying to find the enabling agency to come up with the authority to grant the continuation funds.

In so searching, we found that Public Law 93–644, dated January 4, 1975, Community Services Agency, title IV, of the Comprehensive Health Services, has been authorized authority and have been enabled authority to make such grants. Therefore, we recommend that in order to maintain the students that we have in this program through a continuation of their education and pursuing their masters degree that funds be assigned to this agency to complete the program.

Senator HATFIELD. Mr. Allen, excuse me. I have here in the statement that you are asking this $133,000 add-on for Community Services Administration. Will this same presentation be made to the HEW Subcommittee on Appropriations? Do you plan to do that?

Ms. WALBROCK. We don't have an appointment to do so.

Senator HATFIELD. I would like to have this other committee as well to have the benefit of this testimony. What we can do, if you have an extra copy of it, we can transmit it to the Subcommittee on HEW under which the Community Services Administration budget is considered.

As I understand your testimony, of course, it looks as though, as has happened in so many cases when the OEO was broken up and sent around to various other agencies that you sort of slipped between the cracks as far as your continuing program is concerned. It has not been picked up specifically, as I understand your testimony, not in total at least by any other agency.

Mr. ALLEN. That is correct. We were told until March that there was no problem in the continuation of the program, and then they came along and said the program is going to be phased out. In the meantime, we have master students who are 1 year into their studies and have already accepted some for next semester, the fall semester, for summer school. Some are based upon promises that their encouragment of the program would continue.

Senator HATFIELD. You indicated some of these other agencies where you made inquiry were sympathetic although they did not have the enablement for a total project, including, as it does, tuition, traineeships, components of administration. Have you a partial funding at this time?

Mr. ALLEN. Mr. Chairman, I would like to call on Mrs. Walbrock to answer these questions.

51-957 O - 75 - pt. 4 - 37

Ms. WALBROCK. The total budget is considerably more if you look at the budget which is attached. We have received a commitment of $440,000 in graduate minority fellowships for this coming year. We have an indication that one of the agencies in Health Resources Administration might have some smaller moneys of $35,000. However, this is not quite certain yet. This whole thing has come so rapidly, and it is a question of trying to patch together a program that would permit it to continue next year.

The Bureau could conceivably provide traineeships. HRA maybe could provide administrative money, but none of this is guaranteed, and none of this is sure.

Senator HATFIELD. You are just patchworked all over the place, budgetarily speaking.

Ms. WALBROCK. Exactly.

Senator HATFIELD. Which probably costs more money in the long run than if we had one host agency doing the total funding, wouldn't it?

Ms. WALBROCK. Exactly. That fills the paperwork and the time you have to spend on applications and the accounting and what have you. I would like to add to what Mr. Allen spoke in that one-third of our students through our program's advocacy and support are in other schools of public health; the Universities of Michigan, Minnesota, Washington, Texas, Loma Linda, so that it is not solely a University of California program. It is truly national in scope, and there have been 33 tribes represented in our students in 17 different states.

We had 10 Navajo students, for example, through our program. The legislation that is under consideration now, self-determination as far as Indian people are concerned, particularly in health affairs a degree such as this, a master's degree, a professional degree, is almost a requirement. It is absolutely essential if one is being on to assume policymaking positions.

Senator HATFIELD. In effect, your budget A of your testimony here, Mr. Allen's testimoy, is a summary of the program. Is this correct?

Ms. WALBROCK. Yes.

Senator HATFIELD. So when you talk about $133,000 you are talking about the total program?

Ms. WALBROCK. Yes, sir, the carryover funds of $65,400.

Senator HATFIELD. What agencies provided those funds?

Ms. WALBROCK. Those are residual OEO funds and residual 314(e) moneys that we estimate as of July 1.

Senator HATFIELD. You are really looking again for a host agency, aren't you?

Ms. WALBROCK. Yes. Even up until this morning, we were saying, to whom can we speak, address our questions.

Senator HATFIELD. Mr. Allen, have you had any communication with the career development program of BIA?

Mr. ALLEN. Yes, we have.

Senator HATFIELD. What is their reaction to this?

Mr. ALLEN. Again, I would like to refer this to Ms. Walbrock.

Ms. WALLBROCK. Their concern is primarily with undergraduate programs.

Senator HATFIELD. That is their emphasis, but I'm trying to think where would be a natural place for this to fit in that would have some compatibility with the existing ongoing programs.

Ms. WALBROCK. The Bureau has an excellent record with the New Mexico law program in setting up an instrument in the institution for recruitment with the Harvard program and the master's program in education. I believe there is one in Pennsylvania and one in Minnesota, so I believe there is precedent for their being concerned with this kind of thing.

Senator HATFIELD. You have a double problem; looking for money and loking for a home both.

Ms. WALBROCK. Yes, sir.

Senator HATFIELD. The present career development program of the BIA has about $32 million budgeted for 1976 but, as you point out, this is primarily for undergraduates.

Ms. WALBROCK. Their need is so great and the programs for which they have been identified are so great, even as concerned as we are in securing money for our program continuation, it would be really an injustice to take those moneys away from where they were determined.

Senator HATFIELD. That is a very professional approach, but you don't want to dilute it further. It should be definitely an add-on, if we are able to go that route.

Ms. WALBROCK. Yes.

Senator HATFIELD. Are there any reasons why you feel that this cannot fit under this particular part of BIA from the standpoint of administering the funds?

Mr. ALLEN. I have no objections to that.

Senator HATFIELD. We would have to put it somewhere. If we were able to fund this program at the level you are requesting, we would have to identify it or place it somewhere in the administrative machinery.

Mr. ALLEN. That is true.

Ms. WALBROCK. Indian Health Service does not have the enablement, is that correct?

Senator HATFIELD. That might be raised as a question of authorization and the authority to take this money. I don't know if we could have that researched out. I suppose you have some preference because it is more specifically professionally related to your program to have it under Indian health, although here in this career development we are dealing with primarily educational matters and with personnel and that part of the Bureau that would perhaps be more understanding of curriculum and the various parts of your program I don't know.

Ms. WALBROCK. The only disadvantage I might see, and I'm not certain that this is one, is that a few of our students are not necessarily enrolled, although they are certainly identified as Indian people.

The Bureau has a much stricter policy with regard to services and interpretation of where. So many Indians, as you know, have been relocated to urban areas and they don't have a land base, so they could be fellow Indians but they can't identify. There would be some difficulty, we feel, there, and if it were at all possible, we would certainly welcome the Bureau. But if it is possibly IHS or with the community service, we would possibly be more related to the health intent of the program.

Senator HATFIELD. The subcommittee on HEW has not had the benefit of your oral testimony. I can transmit your written material

to them. I am very interested in this program and would like to be helpful in any way I can be. I am not saying we could achieve it, but I will discuss it with the chairman of the subcommittee that handles the community service budget and see what we possibly can do.

Ms. WALBROCK. What would the next step be then?

Mr. ALLEN. In relation to testifying before the HEW committee?

Senator HATFIELD. I don't know what their schedule is. Senator Magnuson of Washington is the subcommittee chairman who handles the HEW budget. They have not yet held their public hearings, as we are doing. They follow up in the time schedule. You could contact his office and see when they do have their hearings scheduled as a public hearing like ours, which they do have, and make your presentation there.

I would like to have you keep in close touch with my office, though, because, again, we don't want to assume that they are doing something, and they are assuming we are doing something, and you get dropped between the cracks again. I would like to follow through with you on this in any way I can be helpful. I am very impressed by this kind of program, especially, as you have heard the testimony before today, about some of our programs that we have utilized to try to help the Indian people, and yet it has been not plugged in right away, and I think by training these people themselves in their own nations and going back to serve their own nations certainly carries a greater potential for success than any of our white, non-Indian programs establishment that is superimposed on the Indian people, as if it were to apply equally; equally in the sense that the format is nondistinctive.

Thank you very much, and thank you for your patience for waiting so long. I know that on the front of your testimony you were scheduled to be at 11:45.

Mr. ALLEN. Thank you, Mr. Chairman. We appreciate this opportunity.

Ms. WALBROCK. In returning this to your attention, whom do we contact about our findings and followup? Whom do we contact after we have talked with Magnuson and keeping in touch with your office?

Senator HATFIELD. Just contact me directly, my office. I have a staff person who is specializing in Indian affairs. I'm also on the Indian Review Commission, which will be undertaking its hearings on the total Indian matter of legislation. We are cranked up for that in our office. We have been handling the Indian legislation for our State for some time now, so we have staff people.

Ms. WALBROCK. What staff person would this be?

Senator HATFIELD. Tom Imeson. If you have time today, you might want to drop in to room 463 of the Old Senate Office Building. If you would alert Tom that these folks are coming, maybe he would go further into that with them.

Ms. WALBROCK. Many thanks, sir.

PREPARED STATEMENT

Senator HATFIELD. Your prepared statement will be included in the record.

[The statement follows:]

FROM: ADVISORY BOARD, MASTER OF PUBLIC HEALTH DEGREE PROGRAM FOR NATIVE AMERICANS, SCHOOL OF PUBLIC HEALTH, UC, BRK.

REQUESTED: 133,000 add-on as a special item to the Interior budget or Community Services Administration

TO PERMIT: Continuation of the Master of Public Health Degree Program for Native Americans, School of Public Health, University of California, Berkeley

JUSTIFICATION: When the MPH Program for Native Americans started at the School of Public Health, University of California, Berkeley through OEO funding a survey was done which identified only 18 Native Americans as having received an MPH degree from any of the 16 schools of public health in the country in the preceding five years. This degree is generally a requirement in securing a position of decision making responsibility in public health or in the administration of the delivery of primary health care services.

The lack of such training has been limiting if not exclusionary in terms of Indians or Alaska Natives assuming direction of their own programs. In a 1971 Human Resources Development Study "Employment Status of Indians and Non-Indians in the Indian Health Service" the average Classification Act grade level for Indians was GS-3. The average Classification Act grade level or Non-Indians was GS-7. In the Commissioned Corps, Indians represented .1% or five individuals as opposed to 30.5% or 1,002 non-INdians as of March, 1970. Acceptance into the Corps is based upon professional training among other things.

The distribution of Indians to non-Indians in the categories of Classification Act, Commissioned Corps, and Wage Board is as follows:

	March 1970 (Indians)	March 1970 (Non Indians
Classification Act	68.1% (2,230)	62.9% (2,097)
Commissioned Corps	.1% (5)	30.5% (1,002)
Wage Board	31.8% (1,041)	5.6% (183)

Indian Health Service has been attempting to rectify these figures; however, their actions have been limited of necessity due to insufficient training funds and other essential priorities.

So it is evident that there are too few professionally trained Indian people in the field of public health and health administration; and that there are too few working within IHS at a professional level.

The University of California' School of Public Health has been dedicated in the past four years to develop such skills in an academic and university setting. It is the only one so funded outside of the University of Oklahoma for Native Americans.

Out of the 57 Native Americans enrolled todate, in the Berkeley program, 26 have graduated with 12 more anticipated to receive their degrees by this summer. They have received them in such diverse Masters degree specialties as: Health Administration, hospital administration, health planning, medical care organization, community health nursing administration, health education, biostatistics, epidemiology and environmental health.

Our graduates have gone on to assume such sensitive and diverse and productive positions as:

- Director of Comprehensive Health Planning, Navajo Nation, Window Rock, Arizona.
- Equal Employment Opportunity Officer, IHS headquarters.
- Tribal affairs officers, Anchorage Area Office.
- Director of the California Urban Indian Health Council, California.
- Project director for the Association of American Indian Physicians
- Faculty member, School of Nursing, University of Arizona, Tucson.
- Planner for the health department, Eastern Band of Mississippi Choctaws, Philadelphia, and so on.

There are 13 continuing students who will not be able to complete their degree work with the present identifiable funds. These include students at five other schools of public health at other universities who are supported through the funding for the University of Calfornia's program.

Six students have already been accepted for admission Fall, 1975 and based on our program's understanding that there would be continuation funds, these students were led to believe that there would be traineeships through our program. There are additional applicants who are waiting to be processed.

The School of Public Health, University of California, Berkeley has demonstrated its ability to carry out the training responsibilities through the admission not only of Indian and Alaska Native students on its own campus but through its strong advocacy program on other campuses along with the provision of financial support and to some extent continuing social support for them as well.

The office administering the program, will have to close its doors unless funding is served. It has been responsible for counseling, academic and social supports for the students, field and residency site selection, placement and supervision efforts; community information on health career opportunities; coordination with other school of public health where students supported through the Berkeley program are enrolled; curriculum development activities relevant to Indian student and Indian community interests; employment assistance; and various Indian community activities which are incidental to recruitment, curricula development field placement, student employment and so on.

FURTHER JUSTIFICATION:

Through the efforts of the all-Indian Advisory Board to the program, staff and the program's history of training and community efforts, there has been a large amount of Indian and Alaska Native support developed.

This is evidenced by communcations from the Navajo Tribal Chairman, Peter McDonald; Alaska Federation of Natives; National Indian Health Board; the California Rural Indian Health Board; the United Southeast Tribes; the Association of American Indian Physicians; California Urban Indian Health Council; and from the Association of Native American Health Professionals and through many students' and former students' letters.

There have been important spin-offs through program efforts such as the development of the National Association of Native American Health Professionals; work with Indian groups; in developing health career concerned councils; health career programs and conferences; the provision of technical assistance to Indian community groups and councils. Most recently, as a result of program efforts there has been the approval by the NIAAA of a grant award for the Training Program in Alchol Phenomenon leading to the award of the graduate degree of Master of Public Health in the Behavorial Sciences, at the School of Public Health, University of California, Berkeley. Consideration of the award was made predicated upon the work and theoretically the continuation of our existing MPH Program. Hopefully, it is to start Fall, 1975. For the first time there will be Native American researchers, administrators, and teachers as a product of such a program.

PROBLEM IN SECURING CONTINUATION FUNDING:

The program was funded in May 1971 through OEO. It was refunded again in OEO May, 1973 and supplemental demonstration funds were received from Community Health Services, July, 1974 through 314(e) funds. Both of these funding sources no longer exist, we learned in March, 1975. The problem is two-fold.

1. Where is authority vested to fund such a program as ours?
2. Where are the funds to continue our program?

We have already sought information and help from the following agencies either at the regional or at the Washington, D.C./Rockville level:

Indian Health Service, PHS
Community Health Services, PHS
Special Health Manpower Grants, HRA
Health Resources Development, HRA
Indian Education, OE
and so on.

These and other agencies are very interested and sympathetic, though none seem to have the enablement for our total project including as it does:
1. Tuitions; Traineeships; 2. Enrichment Components; 3. Administration.

SUMMARY:

There have been 57 Indian and Alaska Native students in through the Berkeley MPH Program for Native Americans, and there have been only five withdrawals. From the attached listing you can see the sensitive and productive employment of our graduates.

Our students come from 33 different tribes and from 17 states so it is truly nationally representative.

We are asking your help so that we can continue to develop Indian and Alaska Native Health Professionals to assume decision and policy making roles in the field of public health and to become responsible for the administration of their own health programs.

We are asking for $133,000 to maintain the program in its entirely, by providing support for 13 continuing students to their degree completion; to cover eight new students, Fall, 1975; and to keep the program's doors open.

BUDGET A

PROGRAM COMPONENTS

NPH PROGRAM FOR NATIVE AMERICANS

1. BUDGET - STUDENT SUPPORT ON CAMPUS (Continuing Students - 1975-1976)

Stipends	$ 34,600
Tuitions	12,700
Books	1,650
Travel	10,500
	$ 59,450
	14,000 GMS FUNDS*
	$45,450

2. BUDGET - STUDENT RESIDENCIES OFF CAMPUS (Continuing Students - 1975- Field Training expenses. Residencies and field training required for degree completion for continuing students)

Living Expenses	17,764	
Travel	2,700	
Field Supervision	2,000	
Indian Bd. Activ.	2,500	
Other	450	
		$ 25,424

3. BUDGET - ENRICHMENT/ADMINISTRATION

Indian Board Activities	$ 6,500	
Publications	2,000	
Student's room	900	
Recruitment/Travel	4,500	
Faculty	18,000	
Community Education	1,200	33,100
Staff salaries	$ 32,600	
Rent	1,400	
Supplies	600	
Telephone	2,800	
Xerox/Reproduction	600	
		38,000

4. BUDGET - NEW STUDENTS, FALL, 1975

(8 students)

Traineeships	$ 38,400	
Tuitions @ 2100	16,800	
Books @ 200 per student	1,600	
Travel @ 500	4,000	
	60,800	
Minus GMS FUNDS*	-24,000	44,800
	TOTAL:	$188,774
CARRY-OVER FUNDS (available)		-65,400
NEW MONIES REQUIRED FOR PROGRAM CONTINUATION		$ 123,374
UNIVERSITY OVERHEAD 8%		9.870
	TOTAL:	$ 133,244

* GMS Funds are Graduate Minority Scholarships, University of California, Berkeley

1. BUDGET - STUDENT SUPPORT ON CAMPUS

Continuing Students 1975-1976

July - September, 1975			
2 students (Spotted Wolf and Shurley)			
	Stipend	$ 2,700	
	Tuition	1,400	
	Books	100	
	Travel @ 500	1,000	
		5,200	$ 5,200
September to December			
3 students (Dew, Brayboy, R. & DeLorme (3 nos.))			
	Stipend	4,900	
	Tuition	1,000	
	Books	100	
	Travel	1,000	
		7,000	7,000
January - June, 1976*			
8 students (DeLorme, Fredericks, Hodge, Wilson Marquez, Lemon, BlueEye, Underwood)			
	Stipend	21,600	
	Tuition	9,300	
	Books	1,250	
	Travel	4,500	
		36,650	36,650
July 1, 1975 - June 30, 1976			
(Brayboy, G.)			
	Stipend	5,400	
	Tuition	0	
	Books	200	
	Travel	500	
		6,100	6,100
July 1, 1975 - June 30, 1976			
Extern Student (Holappa)		4,500	4,500
		TOTAL:	$ 59,450
	Estimated CMC[1] support		14,000
			$ 45,450 New Funds Needed

* - Students in residency July - December, 1975

NPH STUDENT RESIDENCY PROGRAM
SCHOOL OF PUBLIC HEALTH
UNIVERSITY OF CALIFORNIA, BERKELEY

2. BUDGET

This budget reflects a bare minimum in terms of living expenses for the students. Currently negotiations are underway, to secure graduate minority student scholarships from the University of California. It is anticipated that these could provide up to a maximum of $2400 per year (or $266 per month) and would be available to supplement the students living expenses requested in this budget. It is to be noted that there will be those expenses associated with moving from an original residence to the training site with attendant costs in the relocation.

STUDENT LIVING EXPENSES:		
Group I and II:	Six month's residencies:	
Living expenses:	$400 per month x 6 months x 5 students.	$ 12,000
GROUP III:	Part time and/or three month x 3 months:	
Living expenses:	$400 per month x 3 months x 2 students.	2,400
	$400 per month x 1 month x 2 students.	800
		15.200
TRAVEL EXPENSES:		
All Groups: (students)	Travel to and from training site: Average travel cost plus per diem:	
	$300 x 9 students	$ 2,700
FIELD SUPERVISIONS: (staff/faculty)	$500 x 6 trips plus Miscellaneous expenses	3,274
INDIAN BOARD EXPENSES:		
	Travel and per diem one meeting with students/ staff 10 board members	$ 3,500
OTHER EXPENSES:		
Telephone:	$100 x 6 months	600
Supplies:	$25 x 6 months	150
	TOTAL:	$ 25,424

3. BUDGET - ENRICHMENT/ADMINISTRATION COMPONENT

Indian Board Activities			
Travel/per diem to tri-annual meeting Recruitment, committee activities		$ 6,500	
Publications/Audio-Visual			
Financial Assistance		1,000	
Recruitment material (printed, film)		1,000	
Student's Room Rental		900	
Community Education			
Printed material/postage @ 150/mo.		1,200	
Travel			
Recruitment: Student/Staff		4,500	
Faculty		18,000	$33,100
Staff Salaries (2 3/4 employess)		32,600	
Office			
Rent	1,400		
Office supplies (@ $50/mo.)	600		
Telephone (@ $250. mo.)	2,800		
Xerox/Reproduction ($50/mo.)	600		
	5,400	5,400	38,000
		TOTAL:	$71,000

4. BUDGET - NEW STUDENTS Sept. 1975 - June, 1976

BUDGET - NEW STUDENTS, September, 1975 to June 30, 1976

(8 Students)

Traineeships	$ 38,400	
Tuitions @ $2100	16,800	
Books @ $200 per student	1,600	
Travel @ $500	4,000	
		$60,800
Estimated support through GMS[1]		26,000
		$44,800
	NEW FUNDS	$ 44,800

[1] GMS - Graduate Minority Scholarships, University of California, Berkeley.

STATEMENT OF SAM CAGEY, VICE CHAIRMAN OF THE LUMMI BUSINESS COUNCIL

ACCOMPANIED BY:
DR. HENRY LEVINE
CATHERINE CAGEY TALLY
JIM McKAY
VIOLET HILLAIRE
MARVIN WILBUR

Senator HATFIELD. Now Mr. Larry Kinley. Thank you for your patience, Mr. Kinley, for the lateness of the hour.

Mr. CAGEY. I am Sam Cagey. I am standing in place of Larry Kinley. I am the vice chairman of the Lummi Indian Business Council.

Senator HATFIELD. Would you introduce your colleagues, please.

Mr. CAGEY. To my right is Catherine Cagey. Sitting next to me is Chief James McKay of the Lummi Tribe. To my left is Dr. Henry Levine, Indian Health Service Director and Violet Hillaire, who is our chairperson for the health committee and Marvin Wilbur, who is our Director of the Health Service Clinic on the reservation.

Senator HATFIELD. Welcome to each of you.

Mr. CAGEY. Thank you for your patience in hearing all of the testimony that has been given.

Senator HATFIELD. I am happy to do it. You have traveled a long way to come here. I want to make sure that we have an adequate hearing for each of the groups here.

Mr. CAGEY. Mr. Chairman, a little clarification on our brochure. The Lummi Tribe is anticipated to need your help. This is a statement that was requested by the business council, by professional groups. We have asked Dr. Levine to make this statement for us. We also incorporated it into our brochure not knowing the ramifications that would occur by having it there.

So on the corrected copy that we will submit we have deleted the last paragraph and inserted a word here and there.

Senator HATFIELD. Fine. Dr. Levine, we will be happy to hear from you.

Dr. LEVINE. Thank you.

Mr. CAGEY. I will try to go through this statement as quickly as possible. The Lummi delegation appreciates the opportunity to appear before your subcommittee. I also wish to express our appreciation to each distinguished member of this panel for consideration given to this critical human problem; a serious health facility need on the Lummi reservation.

My name is Sam Cagey, vice chairman of the Lummi Business Council. Other members of the tribe are also here, and have been introduced. They represent the grassroots, community level workers in health matters for our people.

I shall now proceed with the purpose for which this appearance was granted. I want to state as clearly as I can that a health clinic facility is a top-priority item in our tribal government planning. The dimensions, purposes, justification and construction costs are sketched in detail in our proposal presented here. A selected and comparative out-

patient caseload is given to illustrate the kind of workload our present clinic is experiencing. We believe our request is a meritorious one, deserving the closest consideration.

In getting to the heart of our problem, I must relate to this committee some of the reservation development activity, beginning in 1968 and which has been continuous to the present.

During the time of which I am speaking, the Lummi tribe has been participating in Federal programs under OEO, EDA, HUD, BIA, CETA, et cetera, to establish an economic base, improve housing conditions, provide employment, promote social and cultural values, and most important at this time in the total concept, is that the health delivery system should keep up with population needs in a growing community. It is obvious then that economic factors directly influence whether people move away in search of better conditions or that they return to a community to participate in improved opportunities, etc.

At the time we began our first community action program, the population level used in those early OEO days for Lummi was an approximation of 700 persons.

The unofficial census used then, may now be contrasted with a more accurate enrollment count of about 2,500 of which we estimate 1,800 are in the immediate service area of Whatcom County. These figures represent the Lummi count only. In addition, there must be added about 500 of the Nooksack tribe and another 500 of the Swinomish. The three tribes in a radius of 40 miles represents the responsibility of our present inadequate health center today.

The expanded figures I've used here are not only more accurate than anything we've had heretofore, but it is important to bear in mind that they also indicate more people are home to exercise fishing rights or other opportunities, including using the clinic facility.

Returning to the reference point of 1968, there was established at Lummi a modest health clinic. Our council pressed into service about 900 square feet in a 50-year-old frame school building. The building was condemned earlier and the local school district abandoned its use because of obsolescence and dangerous fire hazard conditions.

The Indian Health Service of the Department of Health, Education and Welfare has recognized the scope of the problem in terms of workspace availability, outpatient visits and the heavy drain on fiscal resources. In the immediate past years two housing trailers have been added to accommodate dental and pediatric units. And yet the expanded programs are unsatisfactory in terms of total quality health service. The workload is beyond the capacity of the professional staff and support personnel. The more staff and workspace provide, the volume increases in a corresponding manner.

Under these conditions, there are few opportunities to initiate programs looking to early detection and medical treatment and neither can we examine the educational, nutritional or a host of other problems that should be looked at as soon as possible to bring the Indian health status to a comparable level of other Americans.

We have positive notions about a properly designed health clinic. There is no question that the community would respond to a comprehensive health delivery system. We also believe that emphasis should be placed in preventive health care and in so doing real benefits will accrue to our people at less cost to the Federal Government.

The disaster in our present health program is that too often our clinic does not see the patient until advanced stages of illness and when they do come in, general hospital care is the only option left; an expensive way to go. Mr. Chairman, it is our recommendation that the President's budget be amended to include a clinic facility for Lummi.

Thank you, Mr. Chairman, for this opportunity. If there are any questions, I feel that we have the grassroots represented this year with us today, and we will clarify any questions that you may have.

Senator HATFIELD. Thank you very much. I have this one document here that has been presented to me in a draft. Is this based upon the feasibility study that was conducted by your people, or what is the citation on this?

Mr. CAGEY. I would appreciate your directing that question to our doctor, who is very familiar with the needs.

Senator HATFIELD. I would be very happy to have the doctor refer to it. Dr. Levine?

Dr. LEVINE. My status here, Mr. Hatfield, is a little bit unclear. I have been cautioned that because I am an Indian Health Service employee my testimony on this question is somewhat limited.

Senator HATFIELD. That's right. You have been denied some of your civil rights, haven't you?

Dr. LEVINE. It is an awkward position to be in. Perhaps you can help me on this?

Senator HATFIELD. Yes.

Mr. CAGEY. Mr. Chairman, we have had visits from Senators Jackson, Magnuson and Congressman Lloyd Meeds, and we have all viewed this inadequate facility. The package before you has been developed by Dr. Emory Johnson's office in the division of HEW.

Senator HATFIELD. Fine, that is what I need to know. We will indicate Dr. Levine is not here officially.

Mr. CAGEY. Thank you, Mr. Chairman.

Senator HATFIELD. I was interested in knowing if someone asked the question from the full committee. I wanted to be in a position to respond as to what the base was from which this study had been derived.

Mr. CAGEY. We have submitted in a package a joint letter from our Congressional delegation.

Senator HATFIELD. Fine. That will be included in our files, too. Thank you very much for your appearance here.

HEALTH SERVICE IN DETROIT AREA

STATEMENT OF VICTOR NAHMABIN, ASSOCIATE DIRECTOR, NORTH AMERICAN INDIAN ASSOCIATION

Senator HATFIELD. Now Mr. Victor Nahmabin. You represent the North American Indian Association of Detroit. Is that correct, sir?

Mr. NAHMABIN. Yes.

Senator HATFIELD. I thank you for your patience in being the anchorman here today. We are winding it up. We will receive your written statement and place it in the record in full. If you would care to summarize it for me, I would be very appreciative.

Mr. NAHMABIN. I do have the 15 copies. The top copy is some support I have from other people, additional information.

Senator HATFIELD. Thank you.

Mr. NAHMABIN. First of all, I appreciate this opportunity to appear before this committee.

Senator HATFIELD. We are happy to have you.

Mr. NAHMABIN. My name is Victor Nahmabin. I am a Chippewa Indian person, and I reside in the city of Detroit. I am presently the assistant director of the North American Indian Association of Detroit, Inc. I am here to request funds of $375,000 for community development or resource development to increase the opportunities and accessibility of the existing health services in the Detroit area. The 1970 census indicated 9,170 Indian people in the metropolitan area. However, through a door-to-door survey in Saulte St. Marie and Grand Rapids, it was found that it was 50 percent inaccurate. Such being the case, applied in Detroit, the population would be closer to 18,000 people.

A brief history on the North American Indian Association: They were established in 1940 primarily for recreation and social gathering. Expanding on their programs, they covered a need of other assistance needed for their people; such assistance as they have developed for blood banks, welfare, youth activities and cultural activities. The health problems in the Detroit area on the unmet needs: There is no specific program for health development for Indian people.

Our program, if funded, would be set up in a seven outlined goal, as stated in the presentation that I delivered to you: To establish a health corps to identify the existing health services, to determine the specific health needs, to assist the Indian families, to identify the maximum use of these existing services, bring an awareness of Indian health needs to existing health agencies, to assist and coordinate efforts that directly service the Indian community, gather, tabulate and analyze data of the existing health needs of the Detroit Indian population for the purpose of acquiring factual and objective data for submitting requests for other funds, organize and coordinate all information so that it reaches the Indian people.

In the Detroit News, there was a report that stated that the Detroit Hospital was in a crisis because of lack of space and employees; that is, they had to make a choice of life or death each day. When it came to the part of an elderly person of perhaps 85 compared to a 25-year-old, the choice would go to the 25-year-old, that he would get the intensive care unit bed while the other would remain with no help and, therefore, die.

Through the Detroit Social Services we have many examples dealing with specific health problems that they deal with from day to day. We have data to support our needs of Indian health in our area: a survey done in 1971 by the Touche and Ross and Co. in the area of approximately 170 households. This was under the Commission of Indian Affairs.

Their findings were that 89 percent do not own their own cars, thus meaning transportation was of vital importance to get to the existing health facilities.

Sixteen percent of Indian children die within 1 year of birth. Sixty-three percent are frequently hospitalized. The Touche and Ross and Company do not know the reason for which they were hospitalized,

but they stated that a future survey is needed to determine these reasons why they were hospitalized. Thirty-six percent have never been hospitalized, but this does not mean that they were never in need of medical care. Among our people, they will refuse sometimes to go to see a doctor. They will just remain in that conditon and by the time it gets to the point that it is necessary, then it is too late to have any type of medical treatment for them, so they either end up being crippled the rest of their lives or they die.

My reason in being here is to assist our Indian people in the Detroit area so that we can bring up the low standard of the health conditions in our area.

I believe that health is a major concern of anything because without your health you can't get a job. Your education, your family, everything, depends on your health. I am sure you are all aware of that. I would like to thank you for your time to hear my testimony, and I hope that you will consider my proposal. Thank you very much.

Senator HATFIELD. I want to thank you for your coming today to this hearing and for the 2 hours of waiting beyond the scheduled time in which you were to appear. I noticed you sitting through the others, and I am sure you appreciate the fact that we are dealing with very difficult problems; problems that have been neglected for too long. We have to go into detail on some of these a little more than others, but I do appreciate your patience, too.

Mr. NAHMABIN. Thank you.

PREPARED STATEMENT

Mr. HATFIELD. Your prepared statement will be included in the record.

[The statement follows:]

51-957 O - 75 - pt. 4 - 38

Chairman and members of the committee, I appreciate this opportunity to appear before this committee. My name is Victor Nahmabin. I am the Assistant Director of the North American Indian Association of Detroit, Inc. located at 415 Brainard Street, Room 705, Detroit, Michigan 48201. I am a Chippewa American Indian and a resident of Detroit, Michigan. I am here to request funds to develop an Indian Health Program as we do not presently have a specific health program for Native Americans in the Detroit area. As you are probably aware, the Indian Health statistics are far below the national average. The 1970 census in the Detroit Metropolitan area indicates 9,170 Native Americans. We are requesting $375,000.00 to develop a Native American Health Program for the North American Indian Association of Detroit, Inc. Some recent evidence gained through door-to-door survey in Grand Rapids and Saulte Ste. Marie indicates only 50% of the Indian population was identified in the 1970 self-reporting census. If this discovery was projected to the Detroit Indian population, our total would be 18,000.

We are requesting this amount for community development or resource development to increase opportunities for Native Americans in regards to availability and accessibility of existing health care resources within our city of Detroit, Michigan.

The North American Indian Association of Detroit, Inc. was established in 1940 as the North American Indian Association Club. The North American Indian Club primarily was involved in recreational and social gatherings. As the years passed on, it was in their findings that problems of all major necessities existed in the Detroit Native American Community. Expanding in their objectives it was established that the North American Indian Association Club develop a program to service our peoples' needs. Some of these were: Scholarships, welfare, blood bank, youth activities and culture development preservation and recreation.

The North American Indian Center has unmet needs in the area of Health Services. One example of many health problems in our Indian Community stated by the Michigan State Department of Social Services: Mr. Owen O'Berry has a bad back and cannot work. Verification of his disability was July of 1974, but it wasn't until October before they got help. Mrs. O'Berry has heart trouble, high blood pressure and no medical insurance. They have eight children and only receive $144.00 every two weeks. Mr. O'Berry had to move out of the house in order for Mrs. O'Berry and the children to get enough money from Aid To Dependent Children (A.D.C.) to live on.

The North American Indian Association will develop a Health Board and if funded will carry out these goals in an attempt to solve these unmet health needs.

Goal #1: To establish a Detroit Indian Health Services Board of Directors.
Goal #2: To identify the existing health services available to the Detroit Indian community.
Goal #3: To determine the specific health needs of the Detroit Indian community.
Goal #4: To assist Detroit Indian families in identification and maximum use of existing services.
Goal #5: Bring an awareness of Indian health needs to existing health agencies, and assist in coordinating efforts that directly service the Indian community.
Goal #6: Gather, tabulate and analyze data of the existing health needs of the Detroit Indian population for the p rpose of acquiring factual and objective data for submitting requests for other funds.
Goal #7: Organize and coordinate all information so that it reaches the Indian people.

A report by the Detroit News, March 17, 1975 indicated statements as follows: Who will live? Hospitals must choose. Intensive care is crisis at Detroit General Hospital. Doctors at Detroit General Hospital are forced every day to condemn some patients to possible death because the city-run facility does not have enough nurses to provide special care to many of the desperately sick. "We have a choice between intensive care and what some of our doctors cynically call "No Care"," said Murray Thomas, Associate Dean of the Wayne State University Medical School and Chief of Detroit Generals' Medical Staff. You resent having to choose at all, but when the alternative is between a senile 85 year old nearly dead with pneumonia and a young man who has the opportunity for a full productive life if he gets that intensive care unit bed, the choice is obvious. Sometimes a patient will get an Intensive Care Unit bed because a lot of family is around making a lot of noise and the rival patient is all alone said one nurse.

It is our intension to set up with a doctor that is willing to work with our health program and also a hospital and clinic.

Some basic facts about the Detroit Indian population from a 1971 survey by Touche Ross and Company, for the Governor's Commission on Indian Affairs, entitled, "A Study of the Socio-Economic Status of Michigan Indians". Housing and health conditions are all affected by below standard living conditions in the area of income, education, and employment. 38% of the urban adult Indian population do not own a car. Because of non-reading, many adults do not even apply for a drivers' license. We must be aware that the potential for serious health problems is present, and lack of major differences in general health should not be conducive to complacency with respect to remedial programs. Table One:

Number of Children who die within one year of birth	Urban	Rural
None	84%	77%
One	12%	12%
Two	2%	6%
Three	2%	3%
Four	--	2%
Total Percent	100%	100%
Number of Households	189	194

Table 1 shows a slightly higher percentage of infant mortality for rural Indians (23% compared to 16%). While both urban and rural Indians report a 12% rate for infant mortality with one child, rural households are more likely to have lost more than one infant than are urban households. To some extent, the higher rate from rural households probably reflects the poorer housing conditions. Certainly, the lack of adequate heating and sanitation facilities can only hinder, not help, the healthy growth of an infant. Table Two:

Frequency of Hospitalization	Urban	Rural
Have you ever been hospitalized?		
Yes	63%	83%
No	36%	16%
No answer	1%	1%
Total Percent	100%	100%
Number of Households	189	194

While Table two indicates a higher percentage of persons who have been hospitalized from rural areas, we cannot make too many assumptions about these percentages, for we do not know the reasons for which they were hospitalized. Thus, we cannot state with perfect confidence that differences result from the area in which they live. However, it does seem safe to assume that living conditions play a role; and to the extent that they do, does the type of housing for rural Indians assume added significance? One can only hope that future surveys will include not only the percentages of persons who have been hospitalized, but also the reasons for hospitalization. With such information, differences, as well as similarities in health problems for rural and urban Indians can more carefully be studied and acted upon. Table three indicates the length of time it has been since the last hospitalization period of the respondent:

Last Time Hospitalized	Urban	Rural
Less than 3 months ago	7%	8%
3 - 6 months ago	5%	6%
6 - 11 Months ago	2%	4%
1 - 2 years ago	12%	13%
3 - 4 years ago	8%	15%
5 - 6 years ago	6%	4 1/4%
7 - 8 years ago	5%	5%
9 - 10 years ago	3%	6%
More than 10 years ago	14%	22%
Never Hospitalized	36%	16%
Total Percent	100%	100%
Number of Households	189	194

The most encouraging aspect of the 1971 study cited here was that: Indians felt they were beginning to unite and that the emerging new government programs for better Indian education will enable them to greatly improve their lifestyles in the future. The urban Indian population also stated that personal determination - given an opportunity - was the key to a beginning of identity.

BRIEF RECESS

Senator HATFIELD. The subcommittee will recess for a brief period at this time.

[Whereupon, after a brief recess, the subcommittee reconvened at 2 p.m., the same day.]

OPENING REMARKS BY SENATOR STEVENS

Senator STEVENS [presiding]. We will call the hearing to order. Good afternoon to all of you.

As you know, we are holding three days of hearings for public witnesses who wish to testify on matters involving the appropriation bills for the Department of the Interior and related agencies. It is obviously a very crowded schedule. We want to make certain that everyone who desires to do so will have a chance to appear.

We must ask again that all witnesses keep their remarks to 5 minutes or less. All written statements will be printed in full in the record and your oral testimony should highlight the full printed statement. We have asked each public witness to submit 15 copies of his or her prepared statement for the staff and these should be given to the staff before your name is called or when it is called. When two or more witnesses appear together, please be certain that your testimony does not duplicate what has already been said.

Let me again emphasize that we would ask you to keep your statements brief and to the point and finish your oral statement in 5 minutes or less so that everyone will have a chance to be heard.

I am informed that this morning's session ran two hours late and the court reporter and others have had only about 15 minutes before we started again this afternoon. We will not then be able to be that late this afternoon. I am going to chair the first hour and Senator Montoya will come in around 3 o'clock and finish up this afternoon.

HEALTH CLINIC FACILITY, MIAMI, OKLA.

STATEMENT OF MAYO S. WHITECROW, BUSINESS MANAGER, SENECA-CAYUGA TRIBE OF OKLAHOMA

Senator STEVENS. The first witness is Mayo S. Whitecrow from the Seneca-Cayuga Tribe of Oklahoma. Good afternoon.

Mr. WHITECROW. Yes; I am happy to be here representing my people. I have endeavored to prepare my statement within the alloted time limits.

Senator STEVENS. Thank you, Mr. Whitecrow.

Mr. WHITECROW. Funding is requested in the amount of $560,000 for the DHEW Health Services Administration, Indian Health Service appropriation. This appropriation will be utilized for the staffing, equipping, and operation of a new health clinic facility to be based in the Miami, Okla., area. A new health center is requested that will provide the full range of ambulatory health care to an estimated Indian population of 3,000-plus persons in a 20-mile radius of the Miami-Wyandotte, Okla. area.

There are numerous problems that have prevented the eight tribes of the Inter-Tribal Council, Inc., of northeastern Oklahoma, in adequately meeting the health needs of their communities. The major problems can be classified under three major areas or categories which are: (1) inadequate and outmoded facility for conducting a modern, comprehensive health program; (2) in adequate staff to carry out an effective health program; and (3) inadequate funding for training, contract health services, and general operations to support a modern, comprehensive health program.

Presently, the Indian population of this area must travel about 70 miles to the IHS hospital at Claremore, Okla., for adequate full-time health care. The existing health station at Wyandotte, which is almost 100 years old, is only open 2½ days per week with staff being provided from the Claremore facility. It is estimated that during fiscal year 1973 and fiscal year 1974, only 42 percent of the expected demand for clinical medical ambulatory care was provided.

The eight tribes of the Inter-Tribal Council, Inc., of Northeastern Oklahoma have developed, in concert with IHS Oklahoma City area office, an explicit and comprehensive evaluation of their health problems and needs. The result of this study indicates a new health center is required along with sufficient health personnel to meet their present and proposed workloads and to provide effective and high quality health care to the Indian communities.

The funding requirements are as follows: Annual recurring costs, $424,000; non-recurring cost, $136,000 for a total of $560,000. The first year costs, fiscal year 1976, would be based on the above costs and be as follows: annual recurring costs, $106,000; non-recurring costs, $136,000 for a total of $242,000. The annual operational cost would be $424,000 thereafter.

There are numerous problems of the past that have precluded viable solutions to Indian problems of our area. There has never before been such a total united effort to solve Indian problems in northeast Oklahoma. We now have the most viable Inter-Tribal Council organization in the entire country. We have come together to solve our problems in an orderly and systematic fashion, and with the help of our leadership in Congress, we feel we can attain this worthwhile goal. Health just happens to be our No. 1 priority. Every Indian tribe in our area, and there are eight, is vitally concerned with alleviating our pressing health care problems. Every Indian tribe in our area has given the Seneca-Cayuga Tribe its full and unqualified support in seeking to obtain funds for operation of an adequate health clinic to serve our people.

In seeking this worthwhile project, the Seneca-Cayuga Tribe has prepared itself to handle it. We have developed preliminary plans for planning and construction and also have a preliminary plan for the utilization of any funds forthcoming from this project. We stand by ready to proceed upon notification of appropriation. Thank you for your valuable time.

Senator STEVENS. If this clinic were established, would it reduce the workload on the Claremont hospital?

Mr. WHITECROW. In ambulatory care, yes, sir.

Senator STEVENS. Has the Indian Health Service indicated that there could be reduction in expenditures there?

Mr. WHITECROW. At Claremont?

Senator STEVENS. Right.

Mr. WHITECROW. Not to my knowledge, sir.

Senator STEVENS. Do you have any idea what the workload was as far as the people going from your area going to Claremont?

Mr. WHITECROW. We have a CHR program. The exact figures I do not have. The workload depends a lot upon the attitude of the people in being transported about 70 miles to a health facility.

PREPARED STATEMENT

Senator STEVENS. I just wondered if there were any possibility of transferring a portion of this business to the clinic. We will ask the Indian Health Service that, Mr. Whitecrow. I appreciate your testimony. Thank you very much.

Your printed statement will be inserted in the record at this point.

Mr. WHITECROW. Thank you.

[The statement follows:]

Funding is requested in the amount of $560,000 for the DHEW Health Services Administration, Indian Health Service appropriation. This appropriation will be utilized for the staffing, equipping, and operation of a new health clinic facility to be located in the Miami, Oklahoma area.

A new health center is requested, that will provide the full range of ambulatory health care to an estimated Indian population of 3,000 plus persons in a 20 mile radius of the Miami-Wyandotte, Oklahoma area.

There are numerous problems that have prevented the eight tribes of the Inter-Tribal Council, Inc., of Northeastern Oklahoma, in adequately meeting the health needs of their communities. The major problems can be classified under three major areas or categories which are;

1) inadequate and outmoded facility for conducting a modern, comprehensive health program,
2) inadequate staff to carry out an effective health program and,
3) inadequate funding for training, contract health services, and general operations to support a modern, comprehensive health program.

Presently, the Indian population of this area must travel about 70 miles to the IHS hospital at Claremore, Oklahoma, for adequate full-time health care. The existing health station at Wyandotte, (which is almost 100 years old) is only open two and one-half days per week with staff being provided from the Claremore facility. It is estimated that during FY73 and FY74, only 42 percent of the expected demand for clinical medical ambulatory care was provided.

The eight tribes of the Inter-Tribal Council, Inc., of Northeastern Oklahoma have developed, in concert with IHS Oklahoma City area office, an explicit and comprehensive evaluation of their health problems and needs. The result of this study indicates a new health center is required along with sufficient health personnel to meet their present and proposed workloads and to provide effective and high quality health care to the Indian communities.

The funding requirements are as follows;

Annual Recurring Costs	$424,000
Non-Recurring Cost	$136,000
Total	$560,000

The first year costs (FY76) would be based on the above costs and be as follows;

Annual Recurring Costs	$106,000
Non-Recurring Costs	$136,000
Total	$242,000

The annual operational cost would be $424,000 thereafter.

There are numerous problems of the past that have precluded viable solutions to Indian problems of our area. There has never before been such a total united effort to solve Indian problems in Northeast Oklahoma - We now have the most viable Inter-Tribal Council organization in the entire country - We have come together to solve our problems in an orderly and systematic fashion, and with the help of our leadership in Congress, we feel we can attain this worthwhile goal. Health just happens to be our number one priority.

Every Indian Tribe in our area, (and there are eight) is vitally concerned with alleviating our pressing health care problems. Every Indian Tribe in our area has given the Seneca-Cayuga Tribe its full and unqualified support in seeking to obtain funds for operation of an adequate health clinic to serve our people.

In seeking this worthwhile project, the Seneca-Cayuga Tribe has prepared itself to handle it. We have developed preliminary plans for planning and construction and also have a preliminary plan for the utilization of any funds forthcoming from this project.

We stand by ready to proceed upon notification of appropriation.

Thank you for your valuable time.

FUNDING REQUIREMENTS

Total costs:

Annual Recurring Costs	$424,000
Non-Recurring Costs	$136,000
Total	$560,000

The breakdown of the above costs follow:

Total Costs

Annual Recurring Costs

Staff	$283,249	
Travel and Training	28,380	
Rent and Utilities	72,520	
Repairs, etc	4,400	
Supplies and Drugs	25,415	
Miscellaneous (change of	9,900	
Total		$423,864

Non-Recurring Costs

Supplies and drugs inventory	$6,305	
Equipment-capitalized	106,200	
Equipment-noncapitalized	23,650	
Total		$136,155
GRAND TOTAL		$560,019

The first year costs (FY 1976) would be based on the above costs and be as follows:

Annual Recurring Costs

Total	$106,000

Non-Recurring Costs

Total	$136,000
GRAND TOTAL	$242,000

The annual operational costs would be $424,000 thereafter.

STAFFING NEEDS

Category	Needed to Provide Care	Available	Additional Staff Requirements
Clinical Staff:			
Physician	1	0	1
Physician Assistant	1	0	1
R.N.	1	0	1
LPN	1	0	1
N.A.	1	0	1
Lab/X-ray Tech.	1	0	1
Pharmacist	1	0	1
Medical Record Clerk	1	0	1
Clerk	1	0	1
Supply Clerk	1	0	1
Custodian-Driver	1	0	1
SUB-TOTAL	11	0	11
Dental Staff:			
Dental Officer	1	1	0
Dental Assistant	2	2	0
SUB-TOTAL	3	3	0
Community Health:			
PHN	1	0	1
LPN	1	1 1/	0
Mental Health	1	0	1
Social Service Nutritionist	1	0	1
Health Educator	1 2/	0	1
Sanitarian	1	0	1
Sanitary Technician	1	0	1
Clerks	3	0	3
SUB-TOTAL	10	1	9
GRAND TOTAL PERSONNEL	24	4	20

1/ Services of one PHN provided through State contract.
2/ To be stationed at Miami and shared with Jay.

STATEMENT OF RONNIE LUPE, WHITE MOUNTAIN APACHE TRIBE

ACCOMPANIED BY:
LAFE ALTAHA
IVAN KITCHEYAN
MS. RAYOLA HARVEY
MS. MILDRED RILEY

Senator STEVENS. Next is Ronnie Lupe of the White Mountain Apache Tribe in Arizona. Good afternoon. Do you want to identify the people with you?

Mr. LUPE. Yes. Thank you, Mr. Chairman. I came here accompanied by the vice chairman, on my extreme right, Mr. Ivan Kitcheyan; a council member, Mr. Lafe Altaha, the two ladies here, Ms. White Mountain Apache, Ms. Rayola Harvey and Ms. Mildred Riley, her chaperone. My name is Ronnie Lupe, tribal chairman of the White Mountain Apache Tribe.

Mr. Chairman, members of the subcommittee, you have my statement. I will summarize it as briefly as I can. I have come many miles and many years from the Apache Indian Reservation at White River, Ariz., where I serve my people as chairman of the White Mountain Apache Tribe. It is my honor both to have been sent here to speak to you and also to receive the opportunity to present you with a statement from my tribe.

We realize that we are a small number and that you must evaluate all of the requests for funding that is brought before you by the various agencies, programs and individuals. We know that yours is a difficult task—we also know that our people are sick and lame and dying. We know that for every non-Indian that dies from influenza and pneumonia, three of our people will; for every non-Indian that dies from tuberculosis four and one half of my people will. I know that each one of you sitting on this committee will live 5 years longer than I will to enjoy your grandchildren while I will be but a memory to mine. My people, the Apaches, cry out for help so that they can be healthy citizens, able to work and provide for their families.

We have many problems including lack of jobs, education, and social adjustment. But we cannot solve them when we are sick in body and in spirit. We have listened to the promises of help from our country for 100 years. Most of the promises have not been kept and those that have were too little and for those that have died unnecessarily too late.

Mr. Chairman, let me speak further of promises not kept, of too little too late. We know that your fathers and grandfathers knew of our health problems when we were forced to abandon our free existence and be herded together as one herds cattle. We know because they passed laws that the Government would provide us with medical care. These were laws that your grandfathers passed in the late 1800's when my father was a boy. These were good laws but they were too little. My father, when he was a young man, asked why did they not build us a hospital until 1928? I, who was born on a blanket on a dirt floor in a wickiup 2 days' travel by wagon from this hospital, ask now why

do we still use this same building? Why do we still meekly accept medical care which was marginal in my father's day and even more so now?

With this background, let me show you why my people are still asking whether you care if they live or die. As I pointed out, the present Indian Health Service facility was constructed in 1928 when the population was around 2,700 persons. In 1960, an addition was imperative since the population had nearly doubled, 4,800. And in just 10 years from now the population growth will have increased over 175 percent, 8,500, since the 1960 improvements were made to the already obsolete facility. If we are lucky and the winters are not too hard on the babies and old people, we will be over 8,000 in 5 to 10 years.

Must the old people, the babies, and the sick still wait in crowded corridors hour upon hour to be seen by a staff of 90 when the hospital people say they need 220 to adequately provide services? Must the doctor make the decision as to who will live and die because he does not have the room or people to hospitalize any but the most desperately ill?

In 1967, the Indian Health Service recognized our need and appropriated $27,000 for a master plan study to determine our needs. It pointed out that the existing building could not even feasibly be renovated and recommended new facilities instead. How many of my people died from 1967 to 1973 due to inadequate health care facilities?

In 1973, the Indian Health Service again recognized the need and appropriated $350,000 for the design phase of the recommendations in the 1967 study. This design phase has been completed. How many of my people died during 1974 due to inadequate health care and facilities?

Now we must come to your decision, Mr. Chairman, and members of the committee. Will you appropriate the $13,050,000 the experts say it will cost to build a new and adequate facility for health care and which is desperately needed this year or will my people tell me to return next year and say, "How many of my people died during 1975 due to inadequate health care and facilities?"

The costs are high, but what price do we put on a human life? I am told the estimated increase in cost due to inflation to build the project is $1,600,000 per year. That is more money then I have each year to provide education, welfare and old age assistance to my people. In fact, more money than I have to run the entire governmental complex of the White Mountain Apache Tribe.

But do not believe just me as to our desperate need for health facilities. Believe your own experts and your own newspapers such as the Washington Post of September 15, 1974, and the Wall Street Journal of March 19, 1975.

We are desperate and in need—a need which only you can fulfill. Have your staff talk to the Indian Health Service. They will supply you with books of statistics which verify all of my statements. Then have your staff come see and talk to my people. The people will show you the physical results, not just impersonal statistics, of inadequate health care and relate true stories of hardship and suffering that one finds hard to believe but which are true.

I appreciate most deeply the opportunity to speak before you and present our urgent request. I respect the problems and decisions you must make to allocate funds for a whole Nation and know you will do so with honor and integrity which you have done in the past.

Senator STEVENS. How many people did die in 1974 from inadequate health facilities?

Mr. LUPE. The statistics vary. It is hard to relate to you at this moment. We have lost many, quite a number, due to inadequate health service, due to inadequate health facilities.

Senator STEVENS. Thank you very much. You make a very forceful statement. Do any of the rest of you have anything to add?

We thank you for coming and for bringing the very attractive Ms. White Mountain Apache.

Mr. LUPE. Come and see us sometime, Mr. Chairman.

Senator STEVENS. I was out there years ago. Thank you.

RURAL CALIFORNIA INDIANS

STATEMENT OF JOSEPH BENITEZ, CHAIRMAN, CALIFORNIA RURAL INDIAN HEALTH BOARD, INC.

ACCOMPANIED BY:
ROBERT G. McSWAIN
WILFRED K. COLGROVE

Senator STEVENS. Next is Joseph Benitez, California Rural Indian Health Board, Inc. Please identify the people who are with you today.

Mr. BENITEZ. Mr. Chairman, to my right is our executive director for the group, Mr. Robert G. McSwain and our consultant, Mr. Wilfred K. Colgrove.

Mr. Chairman, we are here today to testify in favor of a special add-on appropriation in the amount of $1,430,000 for the Indian Health Service budget allocation to be used in California to assist rural California Indians to upgrade present health care delivery systems.

I would like to make one comment at this present time. Our program is similar, has similarities——

Senator STEVENS. Just one second, I am sorry. We have another conference going on and the staff has to go to that. I apologize to you. Please proceed.

Mr. BENITEZ. I am the chairman for the California Rural Indian Health Board. I did not mention that at the beginning of this statement but I was going to add that our program is similar to the Alaskan program in that we are trying to deliver a health care system to the rural population from California as they are in Alaska. By doing this, there are quite a number of problems involved.

Before going into that statement, Mr. Chairman, I would like to say also that we are very appreciative of being able to come before you to testify before your committee and make this statement to you.

Senator STEVENS. It is good to have you. How many various tribes do you service with your rural Indian health program?

Mr. BENITEZ. There are approximately 36 or better different tribes throughout the State of California but we have 16 projects and 5

of them have a more or less comprehensive health delivery system. By that, I mean that they do have the medical, the dental and other services provided to Indians on the reservation. Eleven of those are delivery dental programs and are having a problem trying to find physicians to manage those projects because of the inadequate amount of moneys that we are able to operate on. I will say that even through that small amount, most of the projects are able to expand that amount of money from the appropriations committee to the community health service in different types of resources in California. We are able to allow ourselves to provide the education that is needed or somewhat needed in the program.

The think that I would like to say, the reason we are asking for the add-on is because of the fact that we do have a program area that needs development. With this additional amount of moneys, we could have more training for in-staff, also personnel development, a viable communications system for these 16 projects centered around the central office. The other things are additional maternal and child care programs, vision and hearing programs. Of course, the biggest thing is the inadequate funds to provide for transportation to reach the rural areas because of the high excessive fuel cost and so forth.

The amount of difference also that the patients have to go to receive any type of major health care such as the PHS hospital in San Francisco which we have an agreement with the Indian Health Service and also the Nevada Hospital with which we have an agreement. This includes also the people down in the southern California area, the Phoenix area hospital. These are some of the problems that we encountered.

Senator STEVENS. You say you want $1,430,000 add-on. Is there any money for you in the budget as it stands now? I noticed your total request here in the breakdown. What funds would you have available without regard to this request?

Mr. BENITEZ. I would like to direct that question to Mr. Colgrove, Mr. Chairman.

Mr. COLGROVE. We have $2,237,000 and we are anticipating our cost-of-living increase in addition to that. We do not know exactly what that is but that spread around the 16 projects throughout the State——

Senator STEVENS. How does it appear in the budget, all as one item?

Mr. COLGROVE. Yes, it is a line item budget in the service budget.

Senator STEVENS. This $1,430,000 would be added to that?

Mr. COLGROVE. Yes, sir.

Senator STEVENS. I noticed the supplemental staffing portion is a major item of $450,000. Is that for staffing of existing clinics?

Mr. COLGROVE. Yes, sir. As you noted above, 5 clinics have physicians now and we need 11 more physicians in the 16 existing clinics.

I think that ties in also to the access problem we have for the Public Health Hospital. They will only take patients they can refer to other doctors. Some only have five patients who are eligible to use that facility. Most of the clinics are outpatient in nature. We really do not have the hospital facilities available.

Senator STEVENS. What would you use the $50,000 for? For the IHP, what would that $50,000 be used for?

Mr. COLGROVE. Pardon me?

Senator STEVENS. I am looking at the budget request breakdown. You have an item here of $50,000 for the Central Valley IHP. What would that be used for?

Mr. BENITEZ. Can I allow the director to answer that?

Mr. MCSWAIN. We are faced with an overall problem here. Many of our clinics are now using National Health Service personnel and also have R. & D. programs. The National Health Service Corps personnel must be—these are going to be phased out and also the R. & P. programs obviously end this year and they must be phased out. The programs which are going to be affected are these various phase-outs listed.

Senator STEVENS. The R. & P.'s will be replaced. There will not be any less funding. They will be replaced by another program. What specifically would you use the $50,000 for, a doctor, nurses? Is it for personnel?

Mr. MCSWAIN. On the Central Valley Indian health project, it would be a doctor. here would be physician attendants, nurses and support staff.

Senator STEVENS. What about the equipment needs, $200,000, for communications? What is that for, radios?

Mr. MCSWAIN. No, that is the hardware on the 16 units, placed in each of the projects for a centralized complete medical profile maintenance. It would be computerized.

Senator STEVENS. Centralized patient profiles, and is that the cost for the equipment or the cost for installing the program?

Mr. MCSWAIN. No, that is the hardware. That is the entire cost of the hardware; the software, the first years' operations.

Senator STEVENS. Very good. Thank you very much, Mr. McSwain. Do you have anything else?

Mr. BENITEZ. Yes. I have a closing statement, Mr. Chairman.

Senator STEVENS. Yes, sir.

Mr. BENITEZ. I think it would be the board and also the staffing of all projects within the California Rural Indian Health Board that the funding that we are requesting here today would provide the necessary vehicle for the program of further development for a sophisticated and effective health care delivery system for rural California Indians.

I would like to take this opportiunity on behalf of the two gentlemen who have accompanied me in thanking you for extending this time to us to make our presentation.

Senator STEVENS. We appreciate it. It is a very fine presentation. As a matter of fact, it is very detailed.

I have one further question. I have looked through here for the ongoing cost. Do either of your colleagues have the ongoing costs if this amount was added to the budget? What are the recurring costs in 1977?

Mr. MCSWAIN. Mr. Stevens, this is an expansion area cost. I don't want to belabor the issue, but we are developing now. It is going to reach a saturation point, including the congressional statement, and we are reaching our saturation point, and we have also come to a plateau of our program to allow us to further sophisticate the program and further refine some of the projects and be able to adequately ask

in the future for any operational increases. We want to complete some of the groundwork necessary. This appropriation would allow that.

Senator STEVENS. If you add the $1,430,000 this year, does it mean $1,430,000 each year thereafter, or are there some nonrecurring costs there?

Mr. MCSWAIN. These are the equipment and hardware costs. They are nonrecurring.

PREPARED STATEMENT

Senator STEVENS. Thank you very much. I appreciate it. Your printed statement will be inserted in the record at this point.

[The statement follows:]

Mr. Chairman and members of the committee:

We are here today to testify in favor of a special add on appropriation in the amount of $1,430,000.00 for the Indian Health Service budget allocation, to be used in California for rural Indians of California, to up-grade the present health care delivery system.

Seated with me today is Robert McSwain, Executive Director of CRIHB and a member of the Mono Tribe, and Willie Colegrove, consultant and a member of the Hoopa Tribe.

First, we would like to express our appreciation to this committee for the consideration afforded rural California Indians in their efforts to provide health care services to Indian people. We are happy to report that as a result of these efforts, rural California Indians are now being served with limited direct medical and dental health care services. The sixteen (16) projects, located throughout the state, are governed by an all Indian health consumer board, who have met the challenge of Indian self-determination by effectively managing a health care delivery system. Included within this system are dental clinics, medical out-reach clinics, preventive health care systems complimented by an out-reach program and other innovative approaches for maximum utilization of resources, including outside resources. Since the 16 projects operate as independent entities program efforts and priorities are established by the local boards of Directors. Thus, the range of services provided by the sixteen dental clinics include corrective dentistry preventive dental care and dental prothetics, while five projects provide outpatient medical clinic services. It has been determined that the need for extensive mental health program is required and the projects are making efforts to fill this void.

However, even though CRIHB has effectively reached a plateau in the development stage of delivering health care services, we are experiencing problems in areas of program development that can only be solved with an additional budget increase. More specifically, the areas of primary need include in-service staff training and personnel development, a bio-communication network with capabilities of reaching the sixteen projects while maintaining a central core unit and supplemental funds to staff existing clinics which are new clinics or are funded under other programs which are terminating. Of secondary priority, but still very important, is a need for additional maternal and child health care, vision and hearing programs, and adequate funds to provide transportation and access to the existing public health hospital facilities in San Francisco and Shurz, Nevada. The U.S. Public Health Hospital in San Francisco has been utilized primarily by the U.S. Merchant Seaman, but, for maximum utilization has recently been made available for Indians. This action has been formalized with an an agreement with Indian Health Service.

Although the 16 projects are eligible for these medical services the criteria for entrance only allows for patients referred by another physician. As stated above 11 projects do not have adequate funding levels to employ a physician. The access problem is further compounded when the consideration is given to the vast amounts of miles involved from the rural California project areas to the two hospitals and the inflative factors of fuel. We need additional funds to provide this transportation.

Many of the clinics are housed in antiquated buildings or in rented facilities with limited floor space. Recent legislation has been introduced to the Congress providing for new facilities, however, California has not been provided with facilities analysis that the Indian Health Service provides to other areas. We are

requesting funds to complete a facilities study to prepare for our immediate facilities need as well as long term expansion and maintenance as will be determined by the study.

It is our firm opinion that the funding that is requested here today will provide the necessary vehicles and programs to further develop a sophisticated and effective health care delivery system for rural California Indians.

Mr. Chairman, we are now prepared to answer questions regarding the statement.

SPECIAL APPROPRIATIONS REQUEST

MISSION STATEMENT

The California Rural Indian Health Board, Inc., maintains the mission to provide supportive health care services to some 40,000 rural American Indian people in 36 rural California counties.

APPROPRIATIONS REQUEST

Primary:

I. To develop and institute an intensified program of in-service training and personnel development to maintain pace with program development and health service needs of the sixteen (16) rural service projects.....200.000

II. To provide absorption mechanisms and supplemental staffing for existing and newly self-developed clinics of the local Indian Health projects, particularly manpower funding under other programs which are terminating.....450,000.

III. To develop and install a comprehensive, computerized bio-communication network with physical capabilities of maintaining sixteen (16) project terminals for ready input/output of a centralized core unit.....300,000

IV. To implement a comprehensive feasibility study on present and future health facilities to determine federal, state, and local code compliance and devise standards for future development..... 60,000

Secondary:

V. To provide transportation and access to the existing public health hospital facilities in San Francisco, California and Shurz, Nevada; to obtain highly needed in-patient and hospitalization care..... 90,000

VI. To provide for additional maternal and child direct health care as evidenced by empirical needs and data of the sixteen (16) rural health projects..... 250.000

VII. To provide critically needed vision and hearing services and devices as evidenced by field health statistics..... 80,000

Total Appropriations Request..... 1,430,000

51-957 O - 75 - pt. 4 - 39

STATEMENT OF DALLAS HOWARD, GROS VENTRE, FORT BELKNAP RESERVATION

ACCOMPANIED BY:
JON CONTWAY, CHIPPEWA-CREE
RUTH COUTURE, SALISH-KOOTENAI
MARY REEVIS, BLACKFOOT
WOODY KIPP, BLACKFOOT

Senator STEVENS. Anson Baker from the Mandan Reservation and the group that is with him, please.

Mr. HOWARD. Mr. Chairman, I am glad to be here and have this opportunity to speak to you. My name is Dallas Howard. Anson Baker is not able to appear with this group. I'm a former member of the Fort Belknap Tribe. I was a former member of that tribal council. My name is Dallas Howard, an Assiniboine Indian from the Fort Belknap Reservation, State of Montana, and am a senior student at the University of Montana. I am here on behalf of the people of Fort Belknap and myself to testify against the proposed regulations to govern Indian education.

The Bureau of Indian Affairs has a legal and moral obligation to see that the Native American gets the best education possible. I realize higher education is not the answer for all my people, but for myself and many others, it is a most important tool to keep our culture, what little land base we have left, to keep intact and utilize the resources available. Only we, as Indian people, can solve and steer our own destiny in time. If my family and people had the benefit of the written treaties and agreements that were ratified by the tribal leaders and the U.S. Congress, there possibly would not have been a second Wounded Knee; where, again, some of my brothers were murdered.

I started school at the University of Montana in 1971, at the age of 38 and there was less than 60 Indian students, where today there is over 250 attending now. But, many of them have dropped by the wayside and went back to the reservation in frustration and defeat due to the frustration and inadequacy of funding.

Many have and are still trying to run the gauntlet of higher education in a foreing culture and society, and we need adequate funding to conquer this great challenge. In 1974 the field request was for funding of 22,000 Indian students, but was budgeted for 13,500. In 1975 the field request was for 25,000 students and only was funded for a little over one-half, at 14,700 students. Are too many Indians becoming educated that it frightened the white man? So 13,000-plus single students and 12,000 married students with children for a grand total of 25,000 students to be funded at a fiscal year rate per individual of $2,900 single and $5,000 for married students——which I have never received for I graduate, summer quarter 1975 in SW mental health care——for a total sum of $107,300,000. So with some limited funds available through other sources of approximately $13 million, the total revised BIA budget should be $85,500,000.

Less than 20 years ago my reservation had only two tribal members with a college degree. Now we have over 130 tribal members attend-

ing various colleges and universities in the country. So we need more funds to adequately meet the needs of the first Americans on this continent.

So my request on behalf of the Fort Belknap tribes, Gros Ventre and Assiniboine and all Native Americans is:

One: Raise the amount to meet the needs of 25,000-plus Indian students, to a total of $85,500,000.

Two: We request a change in the policy of the Bureau of Indian Affairs, BIA, on the interpretation of the law to permit the Indian students to apply first to the BIA for assistance rather than going through the discouraging gauntlet of getting turned down from the other sources available to non-Indians first.

There are over 80 treaties between the United States and many Indian tribes and bands that mention that Indian education would be provided in exchange for ceded land; namely, the North American continent called the United States of America. I have several in the documentation written allegations and orders that prove that they have recognized this.

Thirty years ago Germany and Japan were defeated by the United States and its allies with many native Americans buried on foreign land of a world war which lasted 5 years. Today with the help of the U.S. dollars and support, they are powerful, economically recognized world powers.

Just 85 years ago, 1890, and 2 years ago, were the last major battles of the original Americans with the U.S. Government. Wounded Knee and other treaties are not respected and followed. We have been lied to, killed, cheated, raped and had our Mother Earth stolen from us by hook or by crook. We are treated like the Vietnamese and Cambodians. We are at the bottom of the pecking order. The promises and treaties are not followed. We are truly forgotten.

The Indian blood is still running into the sand, bright red and fresh. Give us this chance to be equal to all men and be a nation with pride and honor to contribute to the world again. We have much to offer. My heart is sad that I have to come here to plead for help, for I am a man.

Senator STEVENS. Thank you very much, Mr. Howard. Who else has a statement to make?

STATEMENT OF JON CONTWAY

Mr. CONTWAY. Mr. Chairman, my name is Jon Contway. I am an Indian student at the University of Montana. Because of the limit on time, I will summarize my statement. I am here today to request an increase in the higher education portion of the Bureau of Indian Affairs budget.

Past and present administrations have advocated Indian self-determinism, but without proper funding to enable us to carry out our educational goals it is impossible to determine our own destiny. Unless the Indian can compete on the same level as other Americans, self-determinism will never become a reality, and Indians will continue to be a burden not only to the United States, but worse, to themselves.

Education, our most important tool, should not be compromised. Moreover, the Bureau of Indian Affairs has not lived up to the expecta-

tions of Indian people; that is, the Bureau in the past has considered itself a supplemental funding agency picking up the balance of funding after an Indian student has applied to other sources, such as BEOG, SEOG, work-study, et cetera.

The new proposal clarifying this practice rather than having the BIA totally fund Indian students is, in my opinion, not only a step backward, but another phase of an incremental policy of termination of the Indian.

In recent weeks we have witnessed the influx of some 150,000 immigrants from Southeast Asia into our country. I personally feel that as a free Nation we owe an obligation not only to these people but to all peoples of all lands who need our help. However, I strongly urge Congress to reexamine prior commitments to the Indian people as well as other commitments to other peoples of this Nation who are in need before embarking on ventures that should be properly placed as second priority. At a time when worthwhile programs are being cut back and eliminated, I do not feel it is unreasonable to request an equal dollar-for-dollar commitment from Congress for needs of Americans versus those of peoples away from our shores. America's needs, therefore, should not be sacrificed at the cost of creating new minorities and, consequently, new problems in our already complex society.

Thank you.

Senator STEVENS. Thank you very much, Mr. Contway. Is there another statement?

STATEMENT OF RUTH COUTURE

Ms. COUTURE. My name is Ruth Couture. I am a member of the Confederated Salish and Kootenai Tribes of the Flathead Reservation. Most of my statement concerns regulations governing the operation of the supplemental educational opportunity grants.

Many of the problems I suppose you have heard before of Indian students attending colleges, but I feel one of the most important ones and probably the most discouraging one is the battle you have to go through concerning financial assistance to attend these colleges. You have to apply for various Federal programs. If you happen to be a divorced woman with dependent children, you also have to go through the frustration of being on Aid to Dependent Children.

Just a brief summary of my statement: I plan to receive my BA in the next academic school year, but I do not plan to stop there. I plan to continue school until I receive a masters in education which will qualify me to be a high school counselor. This is a position on reservation which demands to be held by an Indian to be effective. I feel that only an Indian can give quality counseling to another Indian student. He knows what he has gone through.

This is my main gripe, that graduate students are one of the last on the list of priorities to be funded by BIA. I feel that they should not be; they should be on the top of the list.

Students who have chosen fields of study that require graduate level work, that is, lawyers, doctors, business administrators, et cetera, should not be considered as a last priority.

We need qualified people of native American descent in administrative positions of the BIA, in public health hospitals and clinics, in our tribal governments and in our school systems. The concept of self-determination cannot become a reality without the full commitment of the U.S. Government to live up to its responsibility of education without restrictions to the native peoples of this land.

In closing, I would like to remind this distinguished group of people that next year, 1976, is America's Bicentennial. I feel no reason to celebrate 200 years of relocation and termination, but I do feel that this could be a memorable year if you would take an honest look at the history of this country and live up to the promises that have been made. We demand our education.

Senator STEVENS. Thank you very much. Do you have a statement?

Mr. KIPP. No.

STATEMENT OF MARY REEVIS

Ms. REEVIS. Yes. My name is Mary Reevis, and I am representing the Blackfeet Tribe and the University of Montana. As a single student with children, I would like to point out some of the problems married and single students with children face.

One: Welfare. We must contend with social workers' questions and reluctance concerning the BIA funding procedures, such as: If we give you assistance, you're just depriving someone else who doesn't receive a BIA grant. The BIA grant is less than half the necessary amount needed to cover expenses for the school year.

Two: Married students are faced with the impossibility of trying to live on the meager living allowance provided by the BIA. This presents a hardship on the children, preschool as well as school aged deprived of clothing and school supplies.

Agencies of this type, welfare, university loan systems and other types of financial aid organizations, are reluctant to aid the Indian student because it is their understanding that we are receiving adequate financial assistance from the Bureau of Indian Affairs. As a result of the inadequate funding, many of the students are forced to apply for loans to enable them to finish.

It is for this reason I feel all the funding should be under one department, the BIA, so more students will attend colleges and universities without having to apply to many other agencies where they usually don't receive assistance anyway.

These funding procedures make it so difficult for anyone to get started that it is disheartening for a lot of young Indian students which causes them to either drop out or work as unskilled laborers for the rest of their lives. Further, as far as self-determination goes, the BIA is far from it. I understand Congress granted the BIA a supplement for higher education last year which was turned back because education wasn't their No. 1 priority.

Senator STEVENS. I don't recall that. I've been on this committee for 5 years. I don't recall them ever turning back money. As a matter of fact, they came up for additional funding last year for education.

Ms. REEVIS. This was the understanding that I had. They might not have turned it back to the committee, but they turned it into something else besides education because education was not their, the BIA's, No. 1 priority for Indian people.

The majority of Indian people on the reservations and in urban areas definitely feel that education is most important for the Indian people as a whole. Students need increased funding to continue their education and achieve goals and become productive citizens.

In conclusion, we, the Indian people of this continent, in order to educate and develop all Indian students, need the increased financial assistance this Congress can provide. Four score and many years ago, your forefathers promised us many things in exchange for our land. Now we want you to fulfill these promises by way of increased funding for higher education. Thank you.

STATEMENT OF WOODY KIPP

Senator STEVENS. Thank you. Mr. Kipp?

Mr. KIPP. Mr. Chairman, my name is Woody Kipp. I'm a Vietnam veteran, and I'm presently a journalism student at the University of Montana. This is testimony concerning the need for funding increase in Indian higher education.

After decades of insistence that the native peoples of this country must gain a formal education in order to enter the social, economic and political arenas, funding for that purpose is being withheld.

The recent rise of native students attending colleges and universities throughout the country would seem ample proof that native people are aware of the pressing need for people trained in a variety of fields in order that reservations and other areas with native populations can become viable economic, social and political native entities capable of administering their own internal affairs. By having qualified native peoples administering programs and projects on reservations, money would be saved by eliminating the inept bureaucrats who have no abiding interest in the overall welfare of native peoples.

This appeal for a funding increase in the formal education of Indian people should be considered in the light of the moral obligation the U.S. Government has assumed through Federal law, that is, treaties.

The deprivation extant upon all Indian reservations is a direct result of lack of education in crucial areas which hinder the development of reservation resources, human and natural. The recent proposal published in the Federal Register, which would make BIA funding a secondary source of income for native students, is a flagrant denial of the trust responsibility assumed by the United States in the education of the indigenous peoples of this country.

Watergate, for the Indian people of this country, started in 1492 with the arrival of three sailing ships. It is time to close the credibility gap.

Senator STEVENS. We'd better look for the tapes around those ships, don't you think?

I don't understand your objection to the secondary funding concept. It makes twice as much money available for the Indian education field. Did you count the statistics as far as the basic opportunity grants and the education programs? If the BIA is secondary, it means that you are eligible to receive the eligibility under the basic opportunity grants first, and you could use the BIA funding as supplemental to that. Then you would have full funding.

Those who are under the basic opportunity grants would only have one-third funding, so it would really carry the BIA dollars further on that.

Mr. KIPP. I would like to say this in regard to that. At present the Indian student has a hard time receiving these kinds of grants other than BIA; with the present economic situation in the United States, we are going to have more and more minorities and low-income whites who will be competing for these.

Senator STEVENS. The basic opportunity grants are available to anybody who makes an application who meets the basic qualifications. If you take that money first and put with the BIA scholarship money on top, you have more money in the Indian education field.

Maybe by publishing that they are secondary, that Indian students must receive their basic opportunity grants first, you are, in fact, eliminating the reluctance of the other agencies to provide that assistance to Indian students along with everybody else, and you are in the statistical base for the college students. Therefore, it is going to mean that more money is available for Indian students the way the Commission of the BIA has lined it up.

I know there is difficulty by making two applications but, as a practical matter, there would be more money available the way the Commission has decided to proceed. At least that is the way I understand it.

Mr. CONTWAY. Mr. Chairman, I think you are overlooking one important factor here and that is that the Indian students come into the university system not on an equal footing with white students.

One of the bad things about the BIA being a secondary funding agency is that the Indian student has to apply for these other assistance programs. One of them is work-study. If he comes into the educational system in the university inadequately prepared, finding a part-time job is going to further hinder him in his educational efforts.

Also, I think that the trust responsibility of this Government toward the native Americans is that when they are dealing with other people in this Nation you will have a start applying for other programs that other people apply for, but right now we are not on an equal footing. I think the BIA owes us those grants in full from them and not from other sources. Thank you.

Mr. HOWARD. Mr. Chairman, I will have enough credits to graduate the 23rd of July in the second quarter. The last few quarters I've been getting a 4.0 average. That means straight A's. If they went according to being able to function in the academic field, the only thing that would be totally is the Bureau of Indian Affairs grant, and I do not receive these other.

Three years ago, I did receive $300 from the EOG. I never received anything before, and I've been turned down ever since. I am only one of hundreds of thousands of Indians that go through the same thing and are turned down for this. I am saying that through the seed of lands and the treaties and the agreements that have been ratified by our tribal leaders and Congress that this should be the issue.

If we can go ahead and get other grants and help our other education, good, but we don't get them. This is a fact. That is why I am testifying to this fact right now as one individual.

Ms. COUTURE. If the BIA were a supplemental source and were to apply financial aid more heavily as this group developed, more stu-

dents would understandably be funded by the financial aid office. As a result, I fear that the BIA might consider itself the—the funding as it is now has increased quite a bit within the last 4 or 5 years, but I fear that the funding level of the BIA would then decrease.

Many times I have had experience with the financial aid officers. I had a chance to get a job for 1 week during the semester break. It would pay me $200. I called my financial aid officer, and he said, that is good. I said, what will happen if I got this job. He said, well, we will cut your grant. I had an SEOG. He said, we will cut your grant $200. I said, I'm not going to take the job then. I had a chance to work and it would turn around that if I did not work I would still be getting the same amount of funding and I would not be ahead either way. I would be out of gasoline because of the traffic.

These are the kinds of things that we are afraid of happening by going to financial aid office. Under the BIA guidelines, we are so underfunded now any extra money we can get, say go ahead and work a little extra to get a little extra money, fine, but in the—under financial aid that is not the situation. You get cut. You get cut the same amount of income that you get.

Mr. HOWARD. Thank you, Mr. Chairman, for taking the time to listen to us. I hope you will seriously consider our statements and our concerns for not only ourselves but for the other American Indians in this country.

PREPARED STATEMENTS

Senator STEVENS. Thank you very much, Mr. Howard. I have four children in college myself right now. Thank you. Your printed statements will be inserted in the record at this point.

[The statements follow:]

STATEMENT OF DALLAS HOWARD

My name is Dallas Howard, an Assiniboine Indian from the Fort Belknap Reservation, State of Montana, and am a senior student at the University of Montana. I am here on behalf of the people of Ft. Belknap and myself to testify against the proposed regulations to govern Indian education. The Bureau of Indian Affairs (B.I.A.) has a legal and moral obligation to see that the Native American gets the best education possible. I realize higher education is not the answer for all my people, but for myself and many others, it is a most important tool to keep our culture, what little land base we have left, to keep intact and utilize the resources available. Only we, as Indian people, can solve and steer our own destiny in time. If my family and people had the benefit of the written treaties and agreements that were ratifed by the tribal leaders and the U. S. Congress, there possibly would not have been a second Wounded Knee. Where, again, some of my brothers were murdered.

I started school at the University of Montana in 1971, at the age of 38 and there was less than 60 Indian students, where today there is over 250 attending now. But, many of them have dropped by the wayside and went back to the reservation in frustration and defeat due to the frustration and inadequacey of funding. Many have and are still trying to run the gauntlet of higher education in a foreing culture and society, and we need adequate funding to conquer this great challenge.

a) in 1974 the field request was for funding of 22,000 Indian students, but was budgeted for 13,500.

b) In 1975 the field request was for 25,000 students and only was funded for a little over 1/2, at 14,700 students. (Are too many Indians becoming educated that it frightened the whiteman?) So 13,000 plus , single students and 12,000 married students with children for a grand total of 25,000 students to be funded at a fiscal year of per-individual $2,900.00 single and $5,000.00 for married students, (of what I have never received for I graduate, summer quarter 1975 in S.W. Mental Health care) for a total sum of $107,300,000.00. So with some limited funds available through other sources of approximately $13,000,000.00 the total revised B.I.A. Budget should be $85,500,000.00. I have four children and one possible arriving while I am here testifying. I receive $4,800.00 for the year of 1975.

The 1st year I received $1,133.00
The 2nd year I received $1,433.00
The 3rd year I received $1,533.00

When you live in a one bedroom apartment, three rooms ten feet square each, and your budget for rent a month is $85.00 and pay $125.00 it is very hard on the family. Less than 20 years ago my reservation had only two tribal members with a college degree. Now we have over 130 tribal members attending various colleges and universities in the country. So we need more funds to adequately meet the needs of the first Americans on this continent.

So my request on behalf of the Fort Belknap tribes (Gros Ventre) and Assiniboin and all native Americans is;

I. Raise the amount to meet the needs of 25,000 plus, Indian students, to a total of $85,500,000.00

II. We request a change in the policy of the Bureau of Indian Affairs (B.I.A.) on the interpretation of the law to permit the Indian students to apply first, to the B.I.A. for assistance, rather than going through the discouraging gauntlet of getting turned down from the other sources available to non-Indians first.

There are over 80 treaties between the United States and many Indian tribes and bands that mention that Indian education would be provided in exchange for ceded land, namely the North American continent called the United States of America.

1. 1868 with the Sioux nation, 15 states, 635 article 13 of the Treaty of

2. Article of a treaty with the Northern Cheyenne and Northern Arapaho and the United States government, May 10, 1818, 15 states 655 legal force of treaties.

3. Turner vs. American Baptist missionary union 24 Federal Case no. 14251 cc mich 1852.

4. Foster and Elam vs. Neilson z pct. 314 re Congress with over seven acts has assumed the responsibility.

Sect. 13 act ov Nov. 30, 1802, 2 states 143.
Sect. 13 of act of Nov. 3, 1819, 3 states, 516, 517
Section 5 of act of March 3, 1863, 12 states, 819, 820
Act. of Nov. 2, 1921, Snyder Act, 42 states 208
Act of April 16, 1934 (Johnson Malloy Act)
48 states 596, etc. etc.
Conclusions;

Thirty years ago Germany and Japan were defeated by the U.S. and its allies with many native Americans buried on foreign land of a world war which lasted five years. Today with the help of the U.S. dollars and support, they are powerful, economical recognized world powers.

85 years ago, 1890 and two years ago were the last major battles of the original Americans with the United States government. Wounded Knee and other treaties are not respected and followed. We have been lied to, killed, cheated, raped and had our mother earth stolen from us by hook or or crook, we are treated like the Vietnamese and Cambodians, we are at the bottom of the pecking order. the promises and treaties are not followed, we are truly forgotten. The Indian blood is still running in to the sand, bright red and fresh. Give us this chance to be equal to all men and be a nation with pride and honor to contribute to the world again. We have much to offer. My heart is sad that I have to come here to plead for help, for I am a man.

STATEMENT OF RUTH COUTURE

My name is Ruth Couture. I am a member of the Confederated Salish & Kootenai Tribes of the Flathead reservation. I am a Junior attending the University of Montana, majoring in Art and a minor in Native American Studies. After graduation I plan to teach on my reservation.

The purpose of this testimony is to express my opposition to the proposed amendment of Part 176 of Title 45 of the code of Federal Regulations governing the operation of the Supplemental Educational Opportunity Grants (SEOG) Program by adding § 176.15.

Education is the responsibility of the United States government because of treaties and the concept of self-determination. I feel that is is therefore, necessary that the Bureau of Indian Affairs (BIA) be the primary source of funding for students attending institutions of higher learning such as the University of Montana.

Indian students run into many problems while attending college. One aspect of being a new student is the confusion and discouragement of having to apply to so many different funding sources. I know two students who started school this year and dropped out before the middle of last quarter. Students are required to apply to the BIA, Financial Aid, to prove that their parents are unable to support them and how long it has been since they last did, and this is besides having to familiarize themselves with the confusion of registration at the school. Students also seem to have to prove themselves to their Education Specialists and the Financial Aid Officer. Many students level of funding appears to increase as they continue in school - - funding sources are made more available to them as they have proved themselves.

I myself am a good example of this. When I first started at the University of Montana (U of M) I had just been recently divorced and was on the Welfare Program, Aid to Dependant Children (ADC) when I applied for the various Federal Aid necessary. During my first year I received a total package from the BIA of $1,542.00, this took into account the Montana Indian fee waiver allowance of $90.00 per quarter or $270.00 total and also required me to continue the assistance of ADC. I have been on ADC for the past three years. I have quarterly visits from my Welfare worker, I have to reapply for food stamps every three months and I have to gather all of my receipts and be reevaluated every six months - with justification - so that I may continue to receive assistance. This program is very frustrating and degrading, I am a responsible adult but every time I turn around I have to justify myself. I am not the only student who has to follow this type of program in order to attend school and it is not a very pleasant one.

I plan to receive my BA in the next achedemic school year, but I do not plan to stop there. I plan to continue school until I receive a Masters in Education which will qualify me to be a High School counselor. This is a position on reservation which demands to be held by an Indian to be effective. But the regulations of the Education Department of the BIA list graduate students at the bottom of their list of priorities to be funded. Students who have chosen fields of study that require graduate level work, ie. lawyers, doctors, business administratiors, etc., should not be considered as a last priority. We need qualified people of Native American descent in administrative positions of the BIA, in Public Health hospitals an d clinics, in our Tribal governments and in our school systems. The concept of self-

determination cannot become a reality without the full commitment of the U.S. Government to live up to its responsibility of Education without restrictions, to the Native Peoples of this land.

In closing I would like to remind this distinguished group of people that next year, 1976, is America's Bicentenial. I feel no reason to celebrate 200 years of relocation and termination - but I do feel that this could be a memorable year if you would take an honest look at the history of this country and live up to the promises that have been made. We demand our Education.

STATEMENT OF JON D.CONTWAY

Mister Chairman:

I am here today to request an increase in the Higher Education portion of the Bureau of Indian Affairs Budget. Because my fellow students and Ms. Jesse James from Montana United Scholarship Service will be supplying you with statistics and other pertinent information concerning our particular needs for additional funding, I will limit my remarks to reiterating the unique relationship we Indians have with the United States government. That relationship is the government's past promises of responsibility toward providing educational opportunities to the Indian people.

The past promises I refer to are some 80 treaties made in good faith between the United States and various Indian tribes and bands specifically guaranteeing that education would be provided for Indians in exchange for ceded lands. Since past testimony on behalf of Indians has provided Congress with the exact wording of some of these treaties, e.g. 1974 witness Ray C. Goetting, National Congress of American Indians, Albuquerque, N.M., I will not clutter the record by restating those provisions. I will, however, cite two court decisions indicating the legal force of treaties:

> Turner v. American Baptist Missionary Union, 24 Fed. Cas. No. 14251 (CC Mich. 1852) "A treaty under the federal constitution is declared to be the supreme law of the land. This, unquestionably, applies to all treaties, where the treaty-making power, without the aid of Congress, can carry it into effect. It is not, however, and cannot be the supreme law of the land, where the concurrence of Congress is necessary to give it effect. It is contended that a treaty with Indian tribes, has not the same dignity or effect, as a treaty with a foreign and independant nation. This distinction is not authorized by the constitution."
>
> Foster and Elam v. Neilson, 2 Pet. 314.
> "That a treaty is to be regarded, in courts of justice, as equivalent to an act of the legislature, whenever it operates of itself, without the aid of any legislative provision."

The majority of the treaties entered into by the United States with Indians have been ratified by Congress. The approval and subsequent appropriations in compliance with treaty stipulations gives these treaties the same legal status of any other act of Congress. Further, Congress is the only entity which can carry these treaties into effect.

In Cherokee Tobacco, 11 Wall, 616, it is stated that Congress has the power to abrogate treaties but "... though presumably, such power will be exercised only when circumstances arise which will not only

justify the government in disregarding the stipulations of the treaty, but demand, in the interest of the country and the Indians themselves that it should do so." To the contrary, circumstances today dictate that compliance with those provisions is more necessary than ever.

Past and present administrations have advocated Indian "Self-determinism," but without proper funding to enable us to carry out our educational goals, it is impossible to determine our own destiny. Unless the Indian can compete on the same level as other Americans, "Self-determinism" will never become a reality, and Indians will continue to be a burden not only to the United States, but worse, to themselves. Education, our most important tool should not be compromised.

Moreover, the Bureau of Indian Affairs has not lived up to the expectations of Indian people, i.e. the Bureau in the past has considered itself a supplemental funding agency picking up the balance of funding after an Indian student has applied to other sources such as B.E.O.G., S.E.O.G., work study, etc. The new proposal clarifying this practise rather than having the B.I.A. totally fund Indian students is, in my opinion, not only a step backward, but another phase of an incremental policy of termination of the Indian.

In recent weeks we have witnessed the influx of some 150,000 immigrants from Southeast Asia into our country. I personally feel that as a free nation we owe an obligation not only to these people, but to all peoples of all lands who need our help. However, I strongly urge Congress to reexamine prior committments to the Indian people as well as other committments to other peoples of this nation who are in need before embarking on ventures that should be properly placed as second priority. At a time when worthwhile programs are being cut back and eliminated I do not feel it is unreasonable to request an equal dollar-for-dollar committment from Congress for needs of Americans versus those of peoples away from our shores. America's needs, therefore, should not be sacrificed at the cost of creating new minorities and consequently new problems in our already complex society.

Thank you.

STATEMENT OF DILLON PLATERO, DIRECTOR, NAVAJO DIVISION OF EDUCATION

ACCOMPANIED BY TULLY NORRIS

Senator STEVENS. Let's see. Is there someone else here? There are two of you.

Mr. PLATERO. Mr. Chairman, my name is Dillon Platero. I am the director of the Navajo Division of Education, on behalf of the Navajo Tribe.

Senator STEVENS. Is that Mr. McDonald with you?

Mr. PLATERO. Mr. McDonald was unable to be here but will be here for the testimony later. To my right is Mr. Tully Norris, supervisor of the Public Schools in Arizona. You had some people testify this morning relative to the inadequate funding of public schools on Navajo Reservation as well as other Indian reservations in Arizona.

We have a peculiar situation in that the funding formula for some reason or another is not adequate to give the public schools the kinds of money they need to operate or construct school facilities.

What we are requesting today is that the Johnson-O'Malley funding be increased. We are requesting an add on be made of over $3 million. I think that overall the JOM program is receiving approximately $28 million. The $3 million we are asking is an add on. It is to help this inadequate funding situation on the Navajo and other Indian reservations in Arizona.

We are also asking that the funding of Public Law 93–638 receive the full funding. I think the bill authorizes approximately $28 million a year in construction. I think over a period of 4 or 5 years that the public schools located on the various Indian reservations in Arizona will greatly be assisted.

In particular, of course, we are interested in the public schools on the Navajo Reservation where approximately 28,000 Navajo Indian children attend school. The Navajo Tribal Council passed a resolution in full support of anything that can be done to alleviate this situation and the State of Arizona, the Governor's office and the superintendent of public instruction's office. We have been working very closely with Senator Fannin's office and some of the other delegations, congressional delegations, from Arizona.

We are seeking all of the assistance that can be had. I think that the information that Mr. Tully Norris can now provide here with regard to his school will be just a little more information that might be given to this situation that we have today.

Senator STEVENS. Is this an add on that you seek that is solely the Johnson-O'Malley for Arizona alone?

Mr. PLATERO. Yes.

Senator STEVENS. As I understand it, there are 20 schools involved?

Mr. PLATERO. Yes, approximately.

Senator STEVENS. Do you have any comments, sir?

Mr. NORRIS. Yes. My name is Tully Norris. I am superintendent of the public school district No. 27.

I would like to be put on record as backing the authorization of Public Law 93–638 and also special appropriation of $3,213,800. This sounds like a lot of money, but a visit to the Navajo Reservation Public Schools could reveal a lot. Most of our buildings are temporary

buildings and strange situations occur out on the reservation where a new school may be built, but we have no housing for teachers.

Just to give you an example of the ruralness of our bus routes, some children 6 years old ride close to 3 hours one way to school in the rural areas of southern Utah and Arizona. We have dirt roads, washboard roads, our buses do not last very long. Tires don't last. Shock absorbers don't last. Engines don't last. And our costs, as Dr. Robert Roessei has said this morning, are many times that of districts in the southern part of Arizona.

These will be the comments I will make in support of immediate action. We are talking about the very survival of public schools on the Navajo Reservation. If emergency funding does not occur, it may be that businesses may no longer accept the school district's credits. When that occurs, we also will stop.

Senator STEVENS. Is your school entirely on the reservation? Are the students from the reservation and is the school on the reservation?

Mr. NORRIS. Yes. It is located near Monmouth Valley area. Ninety-eight percent of our students are native Americans.

Senator STEVENS. It is a public school, though.

Mr. NORRIS. It is a public school.

Senator STEVENS. It receives part of its funding from Arizona, doesn't it?

Mr. NORRIS. Yes. We receive State aid 874 O'Malley and 815 funding. Most of the funding comes from Federal fundings. However, the State equalizing forum has taken into account the ruralness more than extraordinary costs of transportation. It is because of this we have run into a deficit lately. We just cannot keep up with that rising cost. There is some talk among some of the districts that the situation—they are talking about a million dollar cut where some districts are nearing $1 million in deficits.

Senator STEVENS. To what extent does the State assist the public school districts?

Mr. NORRIS. We get State aid through equalizing formula based upon 80 ADM. It does not take into account the factors that we have on the reservation; extraordinarily high costs. For example, in one school, I don't have a counselor, I don't even have a principal. All I have is a supervisor; no teacher really running the school because we can't afford to have a principal or a counselor, and this is the situation we are in right now. We are running on a deficit budget.

Senator STEVENS. You make a very good case. It is going to take some assistance. We will ask the BIA to give us a report on the public schools on the Navajo reservation and see what they say.

We thank you gentlemen for bringing it to our attention. I think it would be best if those schools survive.

Mr. PLATERO. Mr. Chairman, I would just like to supplement the text. It is a study of the situation. It is called Survival of Public Schools on the Navajo Reservation. I will make that available to the staff.

PREPARED STATEMENT

Senator STEVENS. Thank you very much. I appreciate your courtesy. We will ask them for a special report on that. Your printed statement will be inserted in the record at this point.

[The statement follows:]

Mr. Chairman and Members of the Committee:

In November of 1972, the Navajo Division of Education became aware of the serious financial problems confronting the Arizona Reservation Public Schools.

In response to this concern, a report was prepared by the Navajo Division of Education which clearly indicated that the Arizona Public School Districts serving the Reservation (Ganado, Chinle, Window Rock, Tuba City, Kayenta, and Puerco) faced a financial crisis which seriously affected the quality of education they could provide and threatened their very existence. That report has been made a part of the record of these hearings.

On February 7, 1975, the Navajo Tribal Council enacted a resolution resolving to use funds for the continued study of the public school financial problems and for all necessary and reasonable expenses required for the provision of the requisite information and technical expertise to bring about the desired results of eliminating the financial problems of the Arizona schools.

In performance of this directive we are here today seeking your assistance. We come before you today to ask for full funding of P.L. 93-638 and for an increase in the appropriation to the Bureau of Indian Affairs for assistance to public schools, the so called Johnson O'Malley program. Without this funding there is a very real danger that some public schools on the Navajo reservation may find it impossible to operate.

The Navajo Tribe is faced with unusual problems in providing the best and most effective education for the children and youth on the reservation.

In recent years more and more Navajo children have been enrolling in public schools. Twenty years ago most Navajo children were enrolled in B.I.A. schools. Now most Navajo children attend public schools. The reason for this is that most Navajo parents prefer to have their children at home and in many instances enrollment in a B.I.A. school means leaving home to live in a boarding situation. Thus, through choice, Indian self determination if you will, Navajo parents are making the decision to send their children to public schools. Ironically this decision on the part of Navajo parents is part of the pressure which is threatening the existence on public schools on the reservation.

The Navajo Arizona Reservation Public Schools face a financial crisis of herculean proportions. The closing of their doors is imminent unless funds for operation and facilities are secured immediately.

The reasons for these dire consequences are multi-fold. First, there are special needs and requirements in Navajo education, necessitating extraordinary expenditures. These include student transportation, food and health services, parent cost (the cost the school pay for activities and materials usually paid for by parents), staff housing, and others. Most important, special learning needs of Navajo students require additional funding to understand and meet them adequately. The Federal operational funds (Johnson O'Malley and 874 funds) do not make provision for these extraordinary expenditures. Accordingly, Johnson O'Malley

and 874 funds have never adequately provided for the operational expenses in Indian education in Arizona. Each year, the Navajo Reservation Public School Districts have anticipated more funds than they have received from the Federal government causing the present devastating deficits. In order to reverse this trend, these school districts have had to tighten their belts beyond endurance and had to suffer the accompanying excruciating pains, i.e., the paring of instruction costs and the carving away of much needed special programs.

This problem of inadequate operational funding is aggravated and made worse by the absence of adequate facilities. A large percentage of Navajo students attend school in inadequate buildings. In Tuba City Elementary District, for example, 75% of the classrooms are temporary. Chinle District has compared the value of its school buildings with those in Bureau of Indian Affairs' Chinle Agency and Prescott school, with startling results:

Chinle District	4,295 students	7 schools	$ 7,465,000 bldg. value
Chinle Agency	2,800 students	6 schools	29,125,000 bldg. value
Prescott District	4,228 students	7 schools	50,000,000 bldg. value

There has never been adequate school facilities on the reservation. But with the increased enrollment over the past few years the facilities are more than inadequate they are intolerable. This condition has resulted in the use of instruction funds to purchase temporary facilities to meet emergency classroom - requirements, further depleting available funds for instruction.

The magnitude and depth of these problems are apparent; and equally as apparent is the fact that the appropriation requests today will not completely eradicate the problems. A more permanent solution must be devised and adopted. But when the lives and minds of children are involved, temporary immediate relief must be vigorously sought and obtained. The funding for a permanent solution, which may be a long time in coming, will not buy back the hours lost in futile attempts and struggles to teach undernourished program in over-crowded facilities.

I am here today by mandate of the Navajo Tribal Council as expressed in Navajo Tribal Council Resolution CAU-43-61 enacted on August 29,1961, at which time, the Navajo Tribe and the Bureau of Indian Affairs in combination agreed on a Joint Navajo Education Policy Statement which is attached hereto for reference as Exhibit A. In that statement, the Bureau of Indian Affairs and the Navajo Tribe were directed to "plan educational programs in terms of the specific needs of the Navajo people and to seek funds from the Congress to carry out each program". It is now imperative that if the specific educational needs of the Navajo people are to be met, funds must be forthcoming from Congress.

The Navajo Tribe is deeply concerned about this problem for several reasons. We firmly believe in Indian self determination and the right of Navajo parents to send their children to schools of their choice. This right cannot be exercised if the reservation public schools are unable to function effectively. Secondly we also believe in the fundamental rights of a child to have the best education possible. The lack of funds for reservation public school could mean a second class education for those children who attend public schools.

Mr. Chairman, the future of our children is in your hands. Navajo parents have made and are making the choice to have their children attend public schools. If those schools close for lack of funds major shifts of children to B.I.A. schools will probably occur. This will cost more in the long run because there are boarding schools with attendant higher costs.

We appeal to you on behalf of Navajo parents and children to provide for construction of public schools on the Navajo reservation.

Thank you.

Dillon Platero, Director
Navajo Division of Education

(The following letter was subsequently received and ordered to be included in the record:)

THE NAVAJO NATION
WINDOW ROCK, ARIZONA 86515

May 19, 1975

Dear Chairman Byrd:

I would like my letter to be entered into the testimony accompanying a request being made by the Reservation Public Schools in Arizona for additional Johnson O'Malley money. Six of the affected districts lie on the Navajo Reservation and I am greatly disturbed over the possibility that without add-on appropriations for Johnson O'Malley, the tax rate for the Chinle Public School District, for example, will be nearly $40 per hundred dollars of assessed evaluation. I am certain you can appreciate what this means not only in terms of the education of nearly 15,000 Navajo students but also for the prospects of losing industry because of excessive tax rate. We have worked long and hard to attract industry to the Reservation and I am sure you will agree with me that a $40 tax rate is not a very effective way of encouraging industry to stay.

In conclusion, it is my earnest hope that you will approve this request which is being made not only on behalf of those attending Navajo Reservation Public Schools but also for those attending other Arizona Reservation Public Schools.

Your support would be greatly appreciated.

Sincerely yours,

Peter MacDonald, Chairman
Navajo Tribal Council

Senator STEVENS. Mr. Smith and Mr. Olivas, is that right? The California Urban Indian Health Council.

Mr. SMITH. Our understanding was that our hearing was tomorrow afternoon at 2.

Senator STEVENS. If that is your understanding, we will put it over to then. If you are not prepared, we have some others to go ahead with, and we will put it on tomorrow. I will be chairing that one, too.

ROUGH ROCK HIGH SCHOOL PROJECT

STATEMENT OF MS. ETHELOU YAZZIE, ROUGH ROCK DEMONSTRATION SCHOOL, ARIZ.

ACCOMPANIED BY:
ARTHUR J. DAVICH
PETER M. BELLETTO
JIMMY BEGAY

Senator STEVENS. Ethelou Yazzi of the Rough Rock Demonstration School in Arizona. Would you introduce the people who are with you, please.

Ms. YAZZIE. Mr. Chairman, to my left is Jim Belletto. To my right is Jerry Davich on the council. To my far right is Mr. Begay. I am Ethelou Yazzie, director of the Rough Rock School Board.

We have one building completed which was funded by an add on 2 years ago. Today we are very grateful to have that building standing, as you see in the picture.

Senator STEVENS. Thank you.

Ms. YAZZIE. But this beautiful building is not adequate to provide the classroom for certain subjects, so today we are before this committee requesting an add on to complete phase II construction. Needless to say, there are no facilities for industrial arts, administration building, gymnasium, meeting or auditorium, dormitories, housing for teachers.

We are concerned for the educational shown in Rough Rock as an Indian because we believe that Rough Rock has gone far beyond demonstrating that Indian education and Indian determination, and we are here to support for your consideration a request that we can complete our program as planned. Thank you.

Senator STEVENS. Thank you very much, Ms. Yazzie. Do any of you gentlemen have anything to add?

Mr. BEGAY. My name is Jimmy Begay. I am principal of the high school where we were asking for funding with the add on. As principal of the high school this past year, we were moved into the facility with nothing in the classroom in terms of desks, equipment, supplies and textbooks. We were underfunded in terms of these, but we would like to add on with the construction for this high school.

I think this school was one of the first schools where the community was involved in planning the school. The Indian students were involved also in the planning of the school. We would like to carry on this support as one of the highlights in self determination. The Indian students are very proud of the building that we have. As of now, it is limited to spaces. There are only six classes that can operate.

Senator STEVENS. How many students do you have?

Mr. BEGAY. We have 140 students in the high school.

Senator STEVENS. What is your phase II? What will be comprised with phase II?

Mr. BEGAY. It will include a meeting hall, a multipurpose meeting room, transportation building, the sidewalk to be paved and landscaping.

Senator STEVENS. What is the cost of the add-on?

Mr. BEGAY. $1,196,800.

Senator STEVENS. Do you have furniture and equipment now for the first phase? Are you operating it now?

Mr. BEGAY. They will be coming in the middle of summer.

Senator STEVENS. Thank you very much. I remember when we had this here before. We will take a good look at it and see if we can afford to continue.

Mr. BELLETTO. Senator, if I may, you recall last summer there was some problem over the ownership of the high school and over the manner of construction and reports. After testimony before this committee last year, we caused to be sent in copies of all of the reports that had been made, both financial reports and construction reports. I trust that those were received by the committee. If there is any further question about those, Senator Fannin's office has a complete file on it.

It was built, as you recall, as an add on funded directly to the community. It was designed and engineered by the community. It was not in its inception a BIA project. Title to the building has been held by the community for a year. Also, a deed was made. The deed is over a year old. There has been some problem over whether or not the area office would accept the deed. About a month ago, an order came down from the Commissioner of Indian Affairs directing the area office to accept title.

I hope they will do so within the next week or two. The new construction that we propose, even if it is funded as an add-on, the people with the community promise you that it will be carried through as faithfully as was phase I.

We hope that if it is seriously considered that title will go to the Government, as has happened in the case of phase I construction.

Senator STEVENS. Thank you. We appreciate that.

Ms. YAZZIE. Thank you, Mr. Chairman.

PREPARED STATEMENT

Senator STEVENS. Thank you very much.

Your printed statement will be inserted in the record at this point.

[The statement follows:]

Witness, before the Committee, Ethelou Yazzie, representing Rough Rock School Board, Inc., and the community of Rough Rock, Navajo Reservation, Rough Rock, Arizona, telephone number 728-3311, area code 602.

The witness, Ethelou Yazzie, wishes to place before these committees the circumstances surrounding the construction of the Rough Rock Demonstration School High School, phase one of which has already been completed leaving unfinished phases two, three and four, which were originally scheduled for completion and all of which are necessary in order to provide the community with a complete usable high school, as was originally intended by Congress when it funded phase one construction as an add-on.

The original appropriation made in the form of an add-on was funded directly to the community of Rough Rock which through the Board of Directors of the Rough Rock School contracted for the design, engineering and construction of the phase one project, and the phase one construction was indeed completed and is now standing as a tribute to true Indian self-determinism.

The building which was completed as authorized under phase one is a functional yet beautiful structure well suited to the needs of the people of the community, and the project of construction itself was conducted strictly in accordance with the guidelines of good practice to which the people of the community adhered strenuously. During the construction and the entire project period, regular reports, both of financial expenditures and of continued construction, were made to the Bureau of Indian Affairs, although the project was not at that time directly under the jurisdiction and control of PD&C. Upon completion, the Board of Directors of the Rough Rock School executed a deed in favor of the Government with the intent that the School be conveyed to the United States Government and recently upon direct order of the Commissioner of Indian Affairs, the Area Office has been directed to accept that deed so that at the time of these hearings, the school building now standing should be the property of the United States Government, as was originally intended.

Although the school building now standing is highly functional and serviceable in every way. It is, as it now stands, inadequate for the operation of a high school, there being no facilities for industrial art, arts and crafts, no administration building, no gymnasium or meeting hall, no dormitories to accommodate the students who must reside for at least some periods of time at the school, no housing units for teachers or other personnel, no athletic field, or other of the normal amenities afforded high school students who live off the reservation in Anglo society.

It is a matter of some pride and satisfaction that the project thus far carried out was one which originated through the Indian people and was executed directly through their efforts and the members of this committee should know that the individual citizens of the community almost universally took personal interest in the project and do regard the school as being the embodiment of the intent of their Treaty with the United States Government which guarantees the education of their children.

Phase two of the High School project should actually have begun over a year ago in order to avoid increasing costs of construction necessarily incurred by the delay. The escalation factor for the cost of construction was estimated a year ago to be .75% per month, and because Rough Rock is an isolated community, served only by a primitive dirt road, it is difficult to move heavy equipment, materials and the other items necessary for construction.

Because, however, of the state of the economy and specifically of the depression in the construction industry, it is hoped that such increased costs may very well be minimized.

The community recognizes the difficulty involved in an appropriation which might consider the completion of all phases of the high school construction at this time, but because of the dire need of the people for the facility, it is hoped that these committees will seriously consider and entertain the funding of phase two construction at least.

Phase two of the planned project includes outside utilities, a meeting hall, a multi-purpose building, a maintenance and transportation building, paving and landscaping of the site and the necessary surveys, tests and architectural and engineering projects attendant upon the construction. The total cost of phase two of the project was estimated on February 25, 1974, to be $1,196,800.00. This figure does not consider the .75% escalation factor in the cost of construction, but once again it is hoped that other factors may offset such escalations in costs of construction.

Prior to the commencement of the high school project, the students of the Rough Rock High School attended an ancient rock building which was leaking, hopelessly small, inappropriate and totally unsuitable for use as a high school. Now, of course, the students are also using the building which was constructed as phase one of the project and the community expresses its gratitude and satisfaction with that building. It can be readily seen, however, that the building as it now stands is by no means a complete high school as was intended by Congress when it funded phase one as an add-on.

The people of the community of Rough Rock desperately need the completed high school, not solely for its obvious benefits as an educational facility, but also because of its significance as an example of Indian self-determinism and further because the school, like other schools on the Navajo Reservation, is also a center of community activity and affairs.

Although, at this time the people of the community are asking that phase two of the project be authorized to be commenced, these committees should also know that phases three and four of the project consist of the construction of further buildings including industrial arts, arts and crafts, administration and communication, gymnasium, athletic field, family housing units for teaching personnel, dormitories, some roads, paving, landscaping and the necessary architectural and engineering attendant upon such construction.

In summation then, the people of the community of Rough Rock, the Rough Rock School Board and the students who so desperately need the facility ask now that the United States Government authorize at least by "add-on" the construction of phase two of the Rough Rock High School without delay and all of the people concerned wish to express their gratitude for your attention to this matter and make the promise to the members of this committee that phase two of the proposed construction, like phase one, will be conducted by the community in a responsible manner and will in all ways be equally as successful as was the construction of phase one.

Respectfully submitted,

_____

ETHELOU YAZZIE

STATEMENT OF FRANK LA POINTE, SICANGU OYATE HO, INC., ST. FRANCIS, N. DAK.

Senator STEVENS. It is nice to see you here again. I remember you from before.

Mr. LAPOINTE. Yes, Mr. Chairman. We are still trying to get adequate funding. I would just like to bring your attention—this is a very short presentation. I would like to bring your attention to the second page.

When we first tried to get full funding and we asked for $542,000, we were supported by the Bureau of Indian Affairs; since then, we have still been trying. We have also tried to go through the normal chain of command that the Bureau has. We did, we thought, what we were supposed to in 1973 for fiscal year 1975, which is our present year. We asked for $600,000. We got nowhere near that. As you know, we had to come before your committee for the current fiscal year, the fiscal year coming up. We tried to be more realistic and asked for $400,000. We got nowhere near that. For the following fiscal year, we are asking for $400,000.

Senator STEVENS. What do you ask for today?

Mr. LAPOINTE. We ask for today $99,615. As you can see on page 3 of our budget, a very modest budget I think, what we have done in order to keep the personnel that we, we have put all of our money into staff and, therefore, we have no money for operation and maintenance.

We have been promised an increase of $20,000 which we plan to put into buses. Our request is very simple and to the point. I would hope that the committee, who has helped us before, would help us again.

Senator STEVENS. What does this mean, approval pending, Mr. LaPointe?

Mr. LAPOINTE. That is the $20,000 that is apparently in this year's additional moneys that the Bureau is asking for.

Senator STEVENS. I am referring to the first column, the $255,000.

Mr. LAPOINTE. That is the current funding.

Senator STEVENS. You have that current funding for 1975?

Mr. LAPOINTE. Yes, we do.

Senator STEVENS. You anticipate that carryover to 1976?

Mr. LAPOINTE. Yes, we do.

Senator STEVENS. You believe you have a promise of $20,000 more from the BIA, and you want $99,615 from us. Is that correct?

Mr. LAPOINTE. That is correct.

PREPARED STATEMENT

Senator STEVENS. You have made a very barebones presentation this year. We will do our best to see if we can help you.

Mr. LAPOINTE. Thank you very much.

Senator STEVENS. Your printed statement will be inserted in the record at this point.

[The statement follows:]

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

Thank you for allowing our Indian school board to make this request for FY 1976 in the amount of $99,615 to be added to the Bureau of Indian Affairs budget to continue the operation of St. Francis Indian School and to further the education of 484 American Indian students.

Things were sunny in the Spring of 1972 when we asked the Bureau of Indian Affairs for $524,000 to fully fund our school formerally operated by the missionaries. The Aberdeean Area Office endorsed our proposal in a telegram to the Commissioner of Indian Affairs.

It was a terrible let-down to receive only $40,000 for start-up costs for FY 1973.

In the Spring of 1973 we came before this Subcommittee to ask if we could obtain more funding. As a result, Congress added $140,000, making a total of $180,000 for FY 1974.

Last Spring we once again presented our school budget to this Subcommittee for additional funds. Consequently, the Congress added $75,000, resulting in a total of $255,000 for FY 1975.

Today, I was sent here to inform you that the B.I.A. has promised our school an increase of $20,000, making a proposed total of $275,000 for FY 1976.

But three years have passed, Mr. Chairman, and we are still trying to get the full funding or at least continue to go in that direction.

From the attached budget, you can see our request for FY 1976 is not only the $20,000 proposed increase but an additional $99,615.

If our request is granted by your Subcommittee and the Congress, we would have a basic $374,615 program. This amounts to $774 per student for 484 Indian students.

Please allow me to make a comparison to the average per pupil cost in the State of South Dakota, which is $880.00 per student. This means that even if our FY 1976 budget is increased as we request, it would still be $106 per student lower than the state average.

One reason why we can do it cheaper is that 19 teachers from across the country have volunteered their professional services to help us out. But inflationary cost of living has robbed them of their own financial resources and we had to come up with a bigger stipend to keep their educational experience for our children.

We think that you should be proud of these volunteers, some of whom come from the home states of several committee members.

Also, for the first time in the history of our school, the superintendent, grade school principal and high school principal will be of Indian descent. Because they have replaced a sister of the Order of St. Francis and a Jesuit priest who served for practically nothing, our budget has risen over last year.

We hope you will support this bare-boned budget to keep alive the U. S. Government's policy of Indian self-determination as well as the Lakota people's desire to educate their children.

Education is their hope and can be the rope which Indian youngsters will climb out of the depths of poverty and become contributing members of both the Indian and American societies.

COMMISSIONER OF INDIAN AFFAIRS
BUREAU OF INDIAN AFFAIRS
WASHINGTON, D. C.

WE HAVE RECEIVED A PROPOSAL FROM SICANGU OYATE HO, INC., ST. FRANCIS, SOUTH DAKOTA. SICANGU OYATE HO, INC. HAS A RESOLUTION FROM THE ROSEBUD SIOUX TRIBE AUTHORIZING THEM TO NEGOTIATE WITH THE BUREAU OF INDIAN AFFAIRS AND OTHER AGENCIES FOR A TRIBALLY OPERATED SCHOOL. THE PROPOSAL PROVIDES FOR THE EDUCATION OF 500 (380 DAY AND 120 BOARDING) TRIBAL STUDENTS IN GRADES KINDERGARTEN THROUGH TWELVE. FUNDING REQUESTED FROM THE BUREAU OF INDIAN AFFAIRS IS $524,000.00.

THIS OFFICE HAS REVIEWED THE PROPOSAL AND FINDS IT GENERALLY ACCEPTABLE AND THE COST PER PUPIL REASONABLE. A PARENTAL REFERENDUM WILL BE HELD IF THE BUREAU OF INDIAN AFFAIRS APPROVES THE PROPOSAL.

WE REQUEST AUTHORIZATION FROM YOUR OFFICE TO COMMIT $524,000.00 FISCAL YEAR 1973 FUNDS FOR THE OPERATION OF THIS PROGRAM.

Sent: 3/3/72 - 10:40 a.m.

Peter P. Schmidt, Asst. Area Director (Ed) 225-0250

Area Director

	Approval Pending	Promise Pending	Additional Necessary
100 ADMINISTRATIVE SERVICES	25,630	0	0
Business Manager (8,510) Executive Secretary (6,744) Clerk-Typist (5,376) Office Expenses (2,000) Telephone (3,000)			
200 INSTRUCTIONAL SERVICES	186,237	0	0
Superintendent (12,180) 4 Principals/Ass'ts (34,636) 7 Teachers (K-6) (33,592) 4 Teachers (7-8) (18,400) 7 Teacher Aides (7-12) (37,716) Librarian (5,000) 12 Teachers and/or Counselors (9-12) (36,280) Instructional Items (4,433) Library Items (4,000)			
300 HEALTH SERVICES	9,660	0	500
School Clinician (9,660) Emergency Health Supplies (500)			
400 ATTENDANCE SERVICES	0	0	0
500 PUPIL-SCHOOL TRANSPORTATION	0	20,000	7,800
Bus Operation (25,000) Staff-Student (2,800)			
600-700 PLANT OPERATION-MAINTENANCE	89,250	0	89,250
Total Cost FY 1975 (85,000)+5%			
800 FIXED CHARGES	19,265	0	2,065
Employee benefits (21,330)			
900 FOOD SERVICES	5,208	0	0
Food Services Aide (5,208)			
1000 STUDENT ACTIVITY SERVICES	6,000	0	0
Athletics (boys & girls) (5,000) Other Student Activities (1,000)			
1100 COMMUNITY SERVICES	3,000	0	0
Parent/School Board (3,000)			
Totals	255,000	20,000	99,615

Our school board would like thank you Mr. Chairman, other Subcommittee members, and your staff for listening to our request.

STATEMENT OF DR. ANNIE B. WAUNEKA, NAVAJO TRIBAL COUNCIL, NAVAJO NATION, ARIZONA

ACCOMPANIED BY:
JACK L. CROWDER
WILSON HALONA

Senator STEVENS. Dr. Annie Wauneka, Navajo Tribes. It is good to see you here in Washington again, Dr. Wauneka.

Dr. WAUNEKA. Thank you very much. I would like to introduce the individuals who appear with me. On my immediate right here is Mr. Jack Crowder, who is our consultant on Navajo Association of the Bureau of Indian Affairs, and to my immediate left is Wilson Halona, a member of the Navajo Tribal Council in New Mexico and also on the Indian Health Advisory Board.

Your Honor, I have here the additional that we are asking for on the budget that had been presented by our superiors. That has already been submitted, but we need some additional funds.

I have summarized here the amounts. The time is so short, I guess I will go on to No. 1 here, additional staffing of 230 could be added immediately; 230 positions and funding, $2,990,000.

Two: Additional funds for new hospitals and new health center construction; total figure, $80 million.

Three: Additional funds for a rehabilitation center on the Navajo Reservation, $12 million.

Four: Funds for housing for the staff; 1,100 homes needed, $40,400,000.

Five: Additional funds in the sanitation facilities construction for safe water and solid waste disposal means, $62,500,000.

Six: Comprehensive community safety programs to address high accident rates and improving existing water systems and solid waste disposal systems, $42 million.

Seven: Additional contract health services funds, $3,239,700.

The total needs are $243,129,700. First year increment needed: $21 million. The rest of it is an explanation as to the needs that I have just read here, and you folks have asked for three pages, but I just could not get it down to three pages because the problem is so great.

PREPARED STATEMENT

I would call your attention to one of the outstanding points that I would like to mention. I would like to have this whole statement in the record, but I am not going to read it all.

Senator STEVENS. The whole statement will appear in the record at this point. You can proceed any way you wish.

[The statement follows:]

SUMMARY OF THE REPORT

The Indian Health Service Program for the Navajo People has greatly improved our health, but many health program deficiencies still exist; Navajo death and sickness rates are many times higher than those rates found in the general population of the United States. Additional resources are urgently needed now to improve the health program and the health of the Navajo people.

1.	Additional staffing of 230 could be added immediately. 230 positions and funding:	$ 2,990,000.
2.	Additional funds for new hospitals and new health center construction. Total figure:	80,000,000.
3.	Additional funds for a rehabilitation center on the Navajo Reservation	12,000,000.
4.	Funds for housing for the staff. 1,100 homes needed:	40,400,000.
5.	Additional funds in the Sanitation Facilities Construction for safe water & solid waste disposal means:	62,500,000.
6.	Comprehensive community safety programs to address high accident rates and improving existing water systems & solid waste disposal systems:	42,000.000.
7.	Additional Contract Health Services funds:	3,239,700.
	TOTAL NEEDS	$243,129,700.
	FIRST YEAR INCREMENT NEEDED:	$21,000,000.

Distinguished Members ofCongress:

As the representative of the Navajo people, I wish to express appreciation for the opportunity to meet with you. The Navajo Reservation covers an area of 25,000 square miles in the States of Arizona, New Mexico and Utah. There are 152,000 people living on the reservation and adjacent Indian lands.

Life on the reservation is hard with wide fluctuations in the temperature. The Navajo people have inadequate housing and otherwise poor environmental conditions. Only 16% of the 6,500 miles of reservation roads are paved.

The average per capita yearly income is $729 with the average family of 5 or 6 persons living in a one-room dwelling. The very low economic level of the Navajo people results in a scarcity of vehicles. The lack of transportation and the road conditions are major factors which hinder Navajos in obtaining health care. Navajo men and women have walked many miles, while attempting to hitchhike, carrying their sick children to a health facility. Usually there was no other way to get there.

Navajo death and sickness rates are many times higher than those found in the population of the United States.

Deaths from motor vehicle accidents are four times higher. Death from other accidents are three times higher. Death from alcoholism and alcohol related diseases are twelve times higher. Deaths from tuberculosis are three times higher. Deaths of newborn babies and infants are two times higher. Deaths from diarrhea and gastroenteritis are seven times higher.

The incidence of spinal cord injury on the Navajo Reservation is seven times the national rate. There are approximately 110 paraplegics and quadriplegics on the Navajo Reservation with only two physical therapists, no rehabilitation center, and no home nursing care. The initial six weeks of care for these people costs $12,000 to $15,000, so not much else is done.

Most of these patients go home to hogans with no running water or sanitary facilities and which cannot accommodate wheelchairs. Due to the lack of on-going, reservation-wide rehabilitation programs, the physical (and emotionally) disabled become welfare burdens.

The Navajo people continue to have much illness due to infections such as diphtheria, pneumonia, diarrhea, ear infections, throat infections, rheumatic fever, influenza, hepatitis, meningitis, and tuberculosis. There are preventable diseases which should not exist in any modern society, much less dominate its statistics.

Much sickness and death are related to poor living conditions, poor sanitation in the home, poor nutrition, inadequate safe-water supplies, the poverty, the unemployment, and other poor economic conditions. In addition to these things, I must impress upon you that because my people do not have sufficient acute medical care, preventive services and home nursing follow-up, many suffer longer when they are sick, and many die unnecessarily.

Let me speak about nutrition. Recently the Woman, Infant, Child (WIC) Program began on the Navajo Reservation. The supplemental food program for pregnant women and for infants is being phased out. Now we are told that the WIC Program may be stopped after July 1, 1975.

This is a mistake. Dr. Jean Van Duzen of the Public Health Service has documented an increase in the average height and weight of children who were served for five years under the supplemental food program. However, the height and weight of Navajo children is still below the national average.

Must we return to stunted growth and blunted intelligence in children? Must we return to the bloated bellies of marasmus and kwashiorkor? These diseases still exist on the Navajo Reservation today. Last year 4 patients with kwashiorkor were seen in one of our hospitals. We need more fully trained public health nutritionists in addition to the food program.

The Indian Health Service operates six hospitals, ten health centers, and eighteen school health centers on the Navajo Reservation. During the twenty years since the Indian Health Service has operated these facilities, we have seen great improvement in the health of our people. But some serious deficiencies in the delivery of health services still exist on the Navajo Reservation.

Staffing for health facilities remains a serious problem. We are told that to provide other than minimally acceptable patient care requires a hospital staff to patient ratio of 3.2:1. Yet the Navajo Area has an average staff to patient ratio of 1.6:1 for its facilities. One hospital actually has a ratio of 1.3:1.

Because of the limited staff employment positions, the Navajo Area continues to have unused hospital beds. The Gallup Indian Medical Center has closed 24 of its 200 beds; the Fort Defiance Hospital has closed 24 of its 100 beds; and the Shiprock Hospital considers 12 of its 75 beds as minimally staffed. With the closure of these beds, the limited nursing staff can provide nursing services at a barely acceptable level to patients in the remaining beds.

Now the Navajo Area has been told that their employment ceiling has been decreased by sixty-three positions. Why does this happen when HEW already knows the facilities are grossly understaffed? Must IHS close down more health services? Must IHS close the only inpatient psychiatric unit on or near the reservation?

With as much as a 15% vacancy rate in professional nursing positions, the nurses are still overworked, and the turnover rate is increasing. Some nurses must double back and work two shifts in 24 hours due to staff shortages. Nurses cannot provide the services for which they have been trained. They leave for less tiring and more professionally rewarding jobs.

Physicians are frustrated because they cannot get sufficient nursing help in the inpatient and outpatient units. There are too few radiology and laboratory technologists. There are insufficient modern diagnostic tests available. They have insufficient help when on night call.

Let us talk for a moment about position ceilings. The Indian Health Service has a limit on the money available to do their job. This money is never enough. The added restriction placed on the number of personnel that can be hired restricts the Indian Health Service from doing the best job with the money it receives.

With these limits on the money available why must there be restrictions on personnel positions too? You just decrease the ability of the Indian Health Service to hire and retain the number of employees required for the delivery of health services to the Navajo people. Why can't the Indian Health Service have the flexibility to employ all the people necessary within their monetary ceiling? Why do they have to use already short funds to purchase services through contracts that are two times more expensive? Why should the Navajo people receive less services than would be available without the double restriction? Is that good management?

With continuing increases in outpatient work loads, the Indian Health Service staff has substituted quantity for quality and this frustrates them more. But the ones who suffer most are the Indian people. Our sick are sent home from the hospitals prematurely, or refused admission when they should be hospitalized. Many people who attempt to avoid long outpatient waiting lines do not come to the clinics until they are so ill they need hospitalization.

Many Navajos who have a chronic disease cannot be provided any services because there are not enough staff and space to care for them. There are too few Public Health Nurses to provide regular home care. There are waiting lists for the nursing homes away from the reservation.

Before I speak of our health and sanitary facility construction needs, I must make you aware of the unmet needs in the Field Health Program. The total unmet need in Public Health Nursing is the salary for 156 positions; in Health Education for 12 positions; in Eye Care for 12 positions; in Otitis Media for 10 positions; in Mental Health for 40 positions; in Medical Social Services $150,000 for a Tribal Social Services contract. The lack of these preventive services contributes to the continued high incidence of many diseases and unnecessary suffering.

There is a tremendous need for additional hospital and health center construction on the Navajo Reservation. The Navajo people thank the Federal Government for the construction funds made available to us in the past, especially for the new hospital in Tuba City, Arizona. We thank you also for the planning money for new facilities at Shiprock, New Mexico, and Winslow, Arizona. Now we need the money to construct these hospitals. Other replacement or new facilities are essential and have repeatedly been requested at Crownpoint, New Mexico and Chinle and Kayenta, Arizona.

There is the need for a rehabilitation center on the Navajo Reservation. This could be combined with the proposed Chinle Comprehensive Community Health Center. Such a center would work well with the Navajo Tribe's Extended Care Facility and the School for Retarded Children at Chinle.

The need for new or expanded health clinic facilities continues to be documented for Pinon, Torreon, Shonto, Cameron, Rough Rock, Rock Point, Houck, Leupp, Dilcon, Navajo, and

Pueblo Pintado. At Tsaile-Lukachukai, there is urgent need for a health center to serve the Navajo Community College, a boarding school, and three nearby communities. If coal gasification plants become a reality, there will be an urgent need for a new health center in the Bitsi-Burnham Area.

The total dollar requirement for these construction needs exceeds $20,000,000.

Housing for staff is another serious problem. Many health facilities are located in remote areas. There is no public housing available for rent. Even Navajo employees cannot find housing away from their home community. To attract and keep adequate staff, there must be sufficient, suitable housing. The lack of housing is a big factor in staff morale, and a major factor in recruiting new professional staff members for these isolated facilities. Approximately 1,100 added staff quarters are required at an estimated cost of $40,400,000.

The provision of sanitation facilities for the Navajo people is vital in the prevention of many diseases. Over 16,000 of the 25,500 existing homes do not have basic sanitation needs such as safe water and solid waste disposal means. Approximately 7,000 families still haul water from distant watering points. The estimated cost of these is $62,500,000.

There needs to be a 100% increase in the environmental health control activities. There needs to be comprehensive community safety programs to address the extremely high accident rates on the Navajo. There is a need for improving existing water systems and solid waste disposal systems. These would cost an estimated $42 million.

We realize what is needed cannot be provided overnight, but these needs will never be met unless a major effort is made to do so.

I would like to remind you that some of the health needs of the Indian people must be met by purchasing special services in hospitals and clinics through the Contract Health Services budget. The need for Contract Health Service funds on the Navajo Reservation is greater than the budget can meet. This is caused by the lack of adequate facilities, insufficient staff, the lack of specialists and the lack of appropriate modern laboratory services. Many Navajos who need these services don't get them. These include spinal cord injury patients, people needing reparative plastic surgery, adults needing intensive care and rehabilitation services, infants and children needing intermediate level intensive care services, and other medical and surgical patients. The additional funds needed to provide the necessary services through Contract Health Services are $3,239,700.

What I have presented as our health program needs is great. You may think the Navajo people are asking too much. I must tell you that we have waited a long time to have some of our health needs adequately met. Many of our health needs continue to be unmet. The Navajo people feel strongly that now is the time to invest in our needs. We feel an investment now will produce dividends we can all share together.

The Navajo people ask why, when hundreds of millions of dollars go to Vietnam and Cambodia, you can't give us more money for health programs. Gentlemen, what could be more rewarding for you than--

To see Indian babies living and well, who would have died.

To see children who can hear and learn, rather than to be deaf and uneducated.

To see healthy and strong children who will become productive and self-sufficient citizens.

To see older people free of chronic illness and productive.

To see crippled people rehabilitated, and able to help themselves.

To see Indian people with a level of health as good as that of other U.S. citizens.

I would like to thank you again for inviting me here. I appreciate the opportunity to present the health needs of my people. Please invest now in the original Americans. Please help prevent unnecessary illness and death.

Dr. Annie D. Wauneka

Dr. Annie D. Wauneka
Navajo Tribal Council
Navajo Nation, Arizona

Dr. WAUNEKA. There is one interesting program that we were advised is but a nutrition program called the woman-infant-child. In short, they call it the WIC program which has begun on a reservation. It is a supplemental food program for our pregnant women and for infants. It is being phased out. We are told that this program may be stopped after July 1.

If this happens, this would be a mistake because some of our very fine individuals who would like to remain with the Indian Health Service, such as Dr. Van Heusen, a very dedicated person, who has worked on this program and has been very successful—we don't like to see this, by all means, and we hope you folks will start to keep track of them.

But one of the major priorities that we are facing now, as I have listened to the testimony here and we have the same problem, is to direct medical care. As you read through here, some of the hospitals have empty beds because there are not enough staff. We are very sorry to report this to you, but it has happened. For whatever reason, it is because funds to hire the people who need to work, as you can see here on page four, staffing for health facilities, remains a serious problem.

Senator STEVENS. What does this mean, doctor, when you say the patient ratio of 3:2:1? What does that mean?

Dr. WAUNEKA. We are comparing it nationwide by doctors.

Senator STEVENS. But what is the ratio? An average staff to patient ratio is 1:6:1. What does that mean? One doctor to six patients to one what?

Dr. WAUNEKA. That is exactly what we are saying; one doctor to a certain ratio of these patients.

Senator STEVENS. What is the cost of a WIC program? Have you got that?

Dr. WAUNEKA. They did not give that to me. I am sorry. But I am quite sure it is somewhere in the program.

Senator STEVENS. That was a food supplement program for pregnant women and infants, and it is being phased out?

Dr. WAUNEKA. That is what we were told. We would like to have it kept going if we possibly can.

Senator STEVENS. We will ask the Indian Health Service specifically for a report on that.

Could you tell me, I don't like to show my ignorance, but I might as well do it, what is marasmus? What are those two words in the third from the last paragraph, marasmus and kwashiorkor? You say these two diseases are still there. What is that?

Dr. WAUNEKA. What page did you say?

Senator STEVENS. The first page of your statement, the third from the last paragraph.

Dr. WAUNEKA. Oh, this one here. This particular problem still exists.

Senator STEVENS. What is that? Is that a virus or what?

Dr. WAUNEKA. It is from lack of nutrition, if the child is not fed right. This becomes a major problem. You see this in foreign countries, you know, where a child is not well-fed. Their bellies are bloated.

Senator STEVENS. But I have never heard of those two terms before.

Dr. WAUNEKA. Of course we thought that this was under control, but this is what has turned up in the last year or so. We don't like to see this increase.

Senator STEVENS. Is there any way to tell what has caused it to come back? You say we have four patients with that one disease.

Dr. WAUNEKA. It all relates to the problem above. We don't like to see that. This paragraph here entails that.

On page 4 again where one of our interests is not enough staff here, it tells that the medical center has close to 200 beds—How do you do, Senator Montoya?

Senator MONTOYA. How do you do? I'm very happy to see you again. You are one of my good constituents.

Senator STEVENS. Joined by one of your great friends, Doctor.

Dr. WAUNEKA. Fort Defiance had to close 24 beds because of the same reason I'm talking about, not enough staff. With the closing of these beds, the staff can provide nursing services at barely acceptable levels to patients in the remaining beds.

Then I go on to say that the Navajo area has been told that their ceiling has been increased by 63 physicians. Why this happened when HEW already knows the facilities are grossly understaffed—must IHS close down more health services? Must IHS close more services near the reservation?

With as much as 50 percent vacancy rate, nurses are still overworked and the turnover is increasing. Some nurses must double and work two shifts in 24 hours to staff shortages. Nurses cannot provide services for which they have been trained. They leave for less paying and more rewarding jobs.

The doctors are also frustrated because they cannot get sufficient nursing help in inpatient or outpatient units.

There are too few radiologists and laboratory technologists. There are insufficient diagnostic tests available.

They have insufficient help when on night call. These are the problems we have. I am trying to make this 5 minutes that I am allowed.

With these limits on the money available, why must there be restrictions on personnel positions, too? You just decrease the ability of the Indian Health Service to hire and retain the number of employees required for the delivery of health services to the Navajo people. Why can't the Indian Health Service have the flexibility to employ all the people necessary within their monetary ceiling? Why do they have to use already short funds to purchase services through contracts that are two times more expensive? Why should the Navajo people receive less services than would be available without the double restriction? Is that good management?

With continuing increases in outpatient workloads, the Indian Health Service staff has substituted quantity for quality and this frustrates them more. But the ones who suffer most are the Indian people. Our sick are sent home from the hospitals prematurely, or refused admission when they should be hospitalized. Many people who attempt to avoid long outpatient waiting lines do not come to the clinics until they are so ill they need hospitalization.

Before I speak of our health and sanitary facility construction needs, I must make you aware of the unmet needs in the field health program. The total unmet need in public health nursing is the salary for 156 positions; in health education for 12 positions; in eye care for 12 positions; in otitis media for 10 positions; in mental health for 40 positions; in medical social services $150,000 for a tribal social serv-

51-057 O - 75 - pt. 4 - 41

ices contract. The lack of these preventive services contributes to the continued high incidence of many diseases and unnecessary suffering.

There is a tremendous need for additional hospital and health center construction on the Navajo Reservation. The Navajo people thank the Federal Government for the construction funds made available to us in the past, especially for the new hospital in Tuba City, Ariz., which will be dedicated on May 21. That is this month, Senator Montoya.

We thank you also for the planning money for new facilities at Shiprock, N. Mex., and Winslow, Ariz. Now we need the money to construct these hospitals. Other replacement or new facilities are essential and have repeatedly been requested at Crownpoint, N. Mex., and Chinle and Kayenta, Ariz.

There is the need for a rehabilitation center on the Navajo Reservation. This could be combined with the proposed Chinle Comprehensive Community Health Center. Such a center would work well with the Navajo Tribe's extended care facility and the school for retarded children at Chinle.

Then, of course, it goes on to say that we need expanded health clinic facilities for Pinon, Torreon, Shonto, Cameron, Rough Rock, Rock Point, Houck, Leupp, Dilcon, Navajo, and Pueblo Pintado. At Tsaile-Lukachukai, there is urgent need for a health center to serve the Navajo Community College, a boarding school, and three nearby communities.

This is something we are expecting, if it ever comes about. If coal gasification plants become a reality, there will be an urgent need for a new health center in the Bitsi-Burnham area. The total dollar requirement for these construction needs exceeds $80 million.

Housing for staff is another serious problem. Many health facilities are located in remote areas. There is no public housing available for rent. Even Navajo employees cannot find housing away from their home community. To attract and keep adequate staff, there must be sufficient, suitable housing. The lack of housing is a big factor in staff morale, and a major factor in recruiting new professional staff members for these isolated facilities. Approximately 1,100 added staff quarters are required at an estimated cost of $40,400,000. That is in the front sheet that I have put together.

The provision of sanitation facilities for the Navajo people is vital in the prevention of many diseases. Over 16,000 of the 25,500 existing homes do not have basic sanitation needs, such as safe water and solid waste disposal means. Approximately 7,000 families still haul water from distant watering points. The estimated cost of these is $62,500,000.

There needs to be a 100-percent increase in the environmental health control activities. There needs to be comprehensive community safety programs to address the extremely high accident rates on the Navajo. There is a need for improving existing water systems and solid waste disposal systems. These would cost an estimated $42 million.

We realize what is needed cannot be provided overnight, but these needs will never be met unless a major effort is made to do so; of course, by our friends, the Congressmen. I would like to remind you that some of the health needs of the Indian people must be met by purchasing special services in hospitals and clinics through the contract health

services budget. The need for contract health service funds on the Navajo Reservation is greater than the budget can meet. This is caused by the lack of adequate facilities, insufficient staff, the lack of specialists and the lack of appropriate modern laboratory services. Many Navajos who need these services don't get them. These include spinal cord injury patients, people needing reparative plastic surgery, adults needing intensive care and rehabilitation services, infants and children needing intermediate level intensive care services, and other medical and surgical patients. The additional funds needed to provide the necessary services through contract health services are $3,239,700.

What I have presented as our health program needs is great. You may think the Navajo people are asking too much. I must tell you that we have waited a long time to have some of our health needs adequately met. Many of our health needs continue to be unmet. The Navajo people feel strongly that now is the time to invest in our needs. We feel an investment now will produce dividends we can all share together.

The Navajo people ask why, when hundreds of millions of dollars go to Vietnam and Cambodia, you can't give us more money for health programs.

Gentlemen, what could be more rewarding for you than: To see Indian babies living and well who would have died; to see children who can hear and learn, rather than to be deaf and uneducated; to see healthy and strong children who will become productive and self-sufficient; to see older people free of chronic illness and productive; to see crippled people rehabilitated and able to help themselves; to see Indian people with a level of health as good as that of other U.S. citizens.

I would like to thank you again for inviting me here. I appreciate the opportunity to present the health needs of my people. Please invest now in the original Americans. Please help prevent unnecessary illness and death.

Mr. Montoya, I have some other resolutions here that I have been asked to bring to the attention of this particular committee, resolutions from the health board about the Winslow Hospital here and the resolution from the area health board about the facility at Chinle, Ariz., and from the Arizona Health Board——

Senator MONTOYA. The resolutions will be made a part of the committee files.

Dr. WAUNEKA. Yes, and a resolution supporting the Health Care and Improvement Act which has not passed. We support it very much, and the resolution from the Navajo Area Health Board requesting allocation for funds of construction of new Indian health hospital at Shiprock, N. Mex. There are some more here.

Senator MONTOYA. You submit them without having to read them. We will list them.

Dr. WAUNEKA. Yes, unless you have some other questions to ask.

Senator MONTOYA. I want to say, Dr. Wauneka, that I am very happy I was here before you concluded. I was going to present a highway bill before the Public Works Committee so we could get more roads in New Mexico and the rest of the country.

Dr. WAUNEKA. In the Navajo country?

Senator MONTOYA. We have been working on, as you know, roads in the Navajo country. We have authorizing legislation.

Just about 2 weeks ago, I was able to clarify and place on notice the administration downtown that they had better not tamper with the $30 million for Indian housing that I had enacted by the Congress through an amendment that I had proposed to the housing bill. They were trying to defer this.

You mentioned the Indian sanitation here. I was the original sponsor of the Indian Foundation Act in 1958 when I was a member of the House, and the Indian villages are still operating under this act.

Dr. WAUNEKA. Yes.

Senator MONTOYA. The planning money, for the Shiprock Hospital, I was able to prevail on my associates in this committee to give use that. It was not recommended by downtown. That is the way we have been doing the Navajo Community College.

There was a lower budget request this year. I am trying to work to bring it up to the same per capita contribution, Federal contribution, that Haskell gets. So we are working on all of these things, Dr. Wauneka.

I know that there is a scarcity of money downtown, and I'm not trying to be critical, but when we forge legislation here many voices go into it; the voice from downtown, the voices from up here, and the voices from the witness table that you are occupying now; so we will try to do the best that we can.

Dr. WAUNEKA. Can we present just one more little item?

Senator MONTOYA. You certainly can present all the items you want.

Dr. WAUNEKA. I would like for Mr. Crowder to present this one item.

Senator MONTOYA. Do you want to read the statement?

STATEMENT OF JACK L. CROWDER

Mr. CROWDER. No. I want to make this very brief.

Senator MONTOYA. We are behind schedule here.

Mr. CROWDER. I see you are. This is a little unusual. You have heard two descriptions today of a crisis in Arizona public schools.

They don't have the funds to run the schools. There is a solution to that which is proposed in this; that is, to make use of the unused BIA facilities that are already built, have heat, light and water.

They are located in an area; the location is ideal for the students. They provide an excellent alternate solution in the event you are not able to find the time for school next fall. This provides an excellent solution. I only have attached one copy of the statistics. I have other copies of the report here so that you can look at the statistics.

Thank you.

Senator MONTOYA. Thank you very much.

Dr. WAUNEKA. Thank you.

NATIONAL OFF-RESERVATION INDIAN HEALTH PROJECTS

STATEMENT OF HICKORY STARR, OKLAHOMA CITY URBAN INDIAN HEALTH PROJECT

ACCOMPANIED BY EMMETT SARRACINO

Senator MONTOYA. The next witness is Mr. Hickory Starr, Oklahoma City urban Indian health project from Oklahoma.

Mr. Starr, you have a 2-page statement here. Would you consent that we insert it in the record and you just proceed to tell us about the needs in your own words.

Mr. STARR. I want to introduce Mr. Sarracino, who is from Los Angeles. I wanted to speak on urban Indian health.

Senator MONTOYA. Just tell us briefly what your problem is as far as the American Indian is concerned and about the delivery of urban health care.

Mr. STARR. I think the best thing I can say is that Indian people who moved to the city for better jobs and a better way of living have found themselves surrounded by a multitude of medical facilities; be it clinics, hospitals, doctors, nurses, dentists and so on. Yet, they cannot get care.

They also find themselves declared, in a sense, no longer Indian because they can't take advantage of the full scope of services that are provided by the Bureau of Indian Affairs or the Indian Health Service. So to get what limited care they can from IHS or from the Bureau, they must travel back to their home areas. Sometimes that means traveling over 100 miles. In doing so, the cost in time, money, and sometimes they lose jobs that they have while they are in the city——

Senator MONTOYA. What do you suggest?

Mr. STARR. For the last few years the urban Indian health projects have been funded by special appropriations from Congress. Presently they are funded at $1.2 million. We have been able to take the money that has been appropriated to us and multiply that five times and bring it up to a level of $5 million. Most of the clinics that we have are limited in scope. They are operated anywhere from one-half day to 1 or 2 days a week to 5 days a week.

What we are proposing is we are requesting the same level for next year of funding.

Senator MONTOYA. How much?

Mr. STARR. The same amount, $1.2 million plus $100,000 for training needs. We are not asking for any more because we are aware of the attitude of the administration and the present economic situation.

Senator MONTOYA. Do you recall whether the administration recommended any budget item for this?

Mr. STARR. The administration has been very opposed to any Indian health problems. What has been available has come from Congress itself.

Senator MONTOYA. They are recommending funding for nine permanent projects.

Mr. STARR. Yes.

Senator MONTOYA. They have not given us the money yet that they are going to expend for these projects.

Mr. STARR. One point that we do have with this funding is that they put restrictions on us that we cannot use it for direct health care. That is the greatest need, so we have to use it in areas that are closer related to health and sometimes we infringe on that restriction, but the need is for direct health care not for something other than that.

Mr. SARRACINO. Senator Montoya, I am orginally from Laguna, N. Mex. I know who you are, and I know that you have supported

our Indian people throughout your tenure here. We want to thank you for all that you have done for us.

Senator MONTOYA. I started the Acoma-Laguna Hospital. I got the planning money. Now the administration is trying to defer it. I will have to fight with them.

Mr. SARRACINO. But I now live in Los Angeles. I want to back up what Hickory has said. I run the American Indian free clinic in Compton. These types of services are not in contradiction to what we have in the cities, but they are necessary because the Indian people do not get the health care that these so-called established facilities provide.

Senator MONTOYA. How many Indians do you have there?

Mr. SARRACINO. We have the largest Indian population in the country, approximately 60,000, and we are barely—or we have had to fight for our funding.

We are not infringing. I want to make that clear to the people who are here that these funds that we do get are not taken from the reservation funds. These are add-on by you and by Members of the Congress. They are extra moneys, but do not come from Indian Health Service's budgets to the reservations.

I want to make that very clear that we are not infringing on any reservation moneys that you people provide. I come from the Laguna Indian Reservation. I know the needs, and I also know the needs of our urban Indian people.

As I wanted to say before, I want to thank you for your support on Senate bill 522. I know downtown we just got a letter coming out saying they are totally opposed to that program or to this new legislation.

But you have heard people speak here of the total health need of our Indian people, and the Jackson bill is something that would not only upgrade health needs that we need so badly, although we would ask your support in providing the funds that our urban people are asking for.

Senator MONTOYA. We will see what we can do about that.

Mr. SARRACINO. We have, like the many Pueblo Indians who go to the urban areas, we have Navajos who go to the urban areas. We have Apaches. We have all the people who have been represented here today in the urban areas, and we are providing health care to these people. We have doctors and dentists and also nutrition programs. We just want you to be aware of the tremendous job it is in providing this kind of care in the urban areas.

Senator MONTOYA. Thank you very much.

Mr. STARR. I do have a copy of the final report that we compiled for the Oklahoma City study that I would like to leave for the staff.

PREPARED STATEMENT

Senator MONTOYA. Just submit it for the committee. I don't know whether we will include it in the record. It is too long. Your printed statement will be inserted the record at this point.

[The statement follows:]

PREPARED STATEMENT OF HICKORY STARR, JR.

Facts are important in making any decision. It is a fact today that 50% of the total American Indian population now lives in urban centers. It is also a fact that many of these urban Indian residents came to the city in search of a better

way of life, a goal of all Americans and one supported by the Congress and Administration. 40% to 80% of the urban Indian population now resides in poverty. Housing costs are between 15% to 50% more than their rural brothers and sisters.

In addition to housing costs the American Indian who has relocated in the city is faced with a pace of life he is unprepared to cope with. Transportation becomes vital and affects his choice of housing and employment. He becomes confused and frustrated when he attempts to accomplish simple tasks of getting utilities turned on, finding housing, finding a job, getting medical help or locating relatives. He doesn't know where to go for social services. He finds the city way of life based primarily on ability to pay. An ability he hopes to achieve, but hasn't yet. In terms of health care he finds himself surrounded by medical centers, hospitals, and a seemingly abundance of doctors, dentists and nurses, but unable to obtain health care. In addition he finds himself declared to be no longer eligible for the full scope of services provided by the Indian Health Service and the Bureau of Indian Affairs. Both Agencies support and actively encourage Indian people to move into urban areas for job opportunities. Without this minimum of support for health care or social services he must many times travel distances ranging from 40 to over 100 miles for Indian Health Service Out-Patent services, a trip that many times cost him more than he can afford, plus his job.

When he attempts to use the health delivery systems of the city, he is told to go to Indian Health Service. Even those Indian people who have the means of paying for care are referred to the Indian Health Service, sometimes even after they have insisted that they can pay. So, compared to the Non-Indian poor the urban Indian population has a much harder time getting health care. Over the past three years Urban Indian Health Projects have been funded by Indian Health Service through special appropriations from Congress. Presently, there are 17 such Urban Projects, 6 with limited clinical operations. The success of these Projects is that they have provided health care for some 35,000 Indian people, care that otherwise would not have been available. In addition, a marked increase of Indians using other existing health and social services has been noted, because of the existence of these programs. For a $1.2 million investment by the Congress we have been able to provide up to $5 million in health care services collectively. So your dollar investment has been increased 5 times by the Projects, an achievement which we are proud of. In achieving this, we have taken advantage of other Federal Government Programs, Private Resources, State and Local Government Resources.

NEEDS

Presently we are funded through special Legislation at $1.2 million, a level which is far short of our needs, but one we have been able to live with, because we have been able to tap other resources. However, because of the present cutback in Federal Programs, continued funding from Special Legislation is required for us to continue existence at a minimum level. On the other hand, if we are to continue at a higher level of services, then increased funding is needed. Also, special training needs exist, for training Clinic Managers, Boards Administrators, Clinic and Outreach Personnel. To meet our needs for this FY, we are requesting funding at the current level of $1.2 million with an add on of $100,000 for Training Programs. While our needs are greater we feel that to ask for a greater amount in view of the present economic situation would be unwise.

We do hope that Congress and the Administration does realize that needs do exist in urban areas and that every effort will be made to increase the funding for Urban Indian Health Programs.

Education Facilities—Standing Rock Sioux Tribe

STATEMENT OF MELVIN WHITE EAGLE, STANDING ROCK SIOUX TRIBE, NORTH DAKOTA

ACCOMPANIED BY:
CLAYTON BROWNOLLER
ROBERT W. McLAUGHLIN
CHARLES J. WHITE

Senator Stevens. Melvin White Eagle was with another witness this morning. Are you trying to testify again?

Mr. WHITE EAGLE. Yes. I am going to testify for my own reservation this time.

Senator MONTOYA. Oh, you are spreading your wings. Are you Melvin White Eagle?

Mr. WHITE EAGLE. Yes, sir.

Senator MONTOYA. You are spreading your wings all over. Now you are going to try your wings on your own reservation.

Mr. WHITE EAGLE. Yes.

Senator MONTOYA. All right. Come on up. Have you got a copy of your statement?

Mr. WHITE EAGLE. Yes.

Senator MONTOYA. In order to conserve time because I have to hear a number of other witnesses here, we have about 10 more witnesses, I would suggest that the statement that you have be submitted for the record and that you proceed to briefly summarize the statement and place whatever emphasis on it you wish. Is that agreeable with you?

Mr. WHITE EAGLE. Yes, sir. My statement is very, very brief, as you can see.

Senator MONTOYA. Maybe if you read it, you will be briefer.

Mr. WHITE EAGLE. Yes, sir. We will do that.

Senator MONTOYA. Go ahead.

Mr. WHITE EAGLE. Mr. Chairman, I want to introduce my colleagues here; Mr. Charles White, a member of the tribal council; Mr. Bob McLaughlin, special adviser to the tribe, and Clayton Brownoller, a member of the council.

The Standing Rock Sioux Tribe—the attached testimony is submitted for the committee's record. This brief outline is of necessity and goes to the program, the problems with existing facilities, status, the master site plan and the budget breakdown.

Favorable consideration, including this request, will be great appreciated by all the children and parents of the Standing Rock Sioux Tribe. Thank you very much.

PREPARED STATEMENT

Senator MONTOYA. Thank you very much. Your printed statement will be inserted in the record at this point and supporting data will be adopted by reference.

[The statement follows:]

Dear Senator McClellan:

The following Testimony Brief is a summary of our "Advanced Planning for Educational Facilities" for the Standing Rock Sioux Tribe of North and South Dakota and the appropriations needed to facilitate their planning.

It is of historical note that the Tribe contracted the advanced planning work. Never before has a tribe of Indians contracted to do its own educational planning. The past has always seen the Bureau of Indian Affairs or some other Federal agency as the watchmaker for the Indians. Our efforts in this task are for our children - tomorrow.

Today, the educational gap is severe. We must provide opportunities for leadership and marketable skills for our youth. It is necessary to develop quality educational facilities, curriculum, and staff - immediately. We propose that this be an all inclusive and unique approach for meeting the needs of all youth who attend these schools.

The wishes, dreams, ideas . . . come from the reality of a past marked by the poor, desperate and despondent 100 years of failure in education. Now then, the community representatives of Little Eagle and Bullhead, South Dakota, have gathered their ideas for a new era in Indian education. The Reservation Board on Education and the Fort Yates Public School Board have responded in a like manner.

To this end, the community and Board members, student representatives, local educators, Tribal leaders, and Tribal planning personnel have spent untold hours of time and travel. They have explored traditional and non-traditional educational systems. They have met with recognized leaders in the field of education. The results have been a thorough compilation of information. The efforts have been a realistic example of Indian participation and involvement.

This planning has led to contracts for designing four schools and some student housing. However, a final supplementary appropriation of $220,000 is needed to complete the design of staff and support facilities. The staff and program cannot properly function to provide the children on the reservation the education they need until the remaining facilities are provided.

To achieve our maximum goals calls for the united effort and assistance of every member of the Standing Rock Sioux Tribe. The continuing full support of the members of Congress, the Bureau of Indian Affairs, the states of North and South Dakota, our neighbors, and our friends will be necessary. The successful future of the Standing Rock Sioux Tribe depends on the positive education of our youth - our leaders and workers of tomorrow.

Sincerely,

Melvin White Eagle

Melvin White Eagle, Chairman
Standing Rock Sioux Tribe

APPROPRIATION REQUEST
FOR EDUCATIONAL FACILITIES FOR
STANDING ROCK SIOUX TRIBE
PHASE III DESIGN WORK

Facility	Area Sq. Ft.	Est. Cost	Est. A/E Fee	Remarks
1. Staff Housing Sitework & Design				
Little Eagle (10 Units)	11,700	$ 316,800	$ 10,000	Prefab houses.
Bullhead (10 Units)	11,700	316,800	10,000	Prefab houses.
Fort Yates (90)	104,300	3,057,400	31,000	Prefab houses. Some design assistance involved.
2. Fort Yates Home Living Units - 6 Units	40,122	1,673,000	40,000	
3. Other Fort Yates Secondary School Facilities				
- Outdoor Physical Education		252,000	15,000	
- Exterior Storage and Concession Area	3,000 (app)	60,000	4,000	
4. Fort Yates Plant Management Building	16,240	498,500	30,000	
5. Fort Yates Water Treatment Plant Work				
A. Alterations				
- Addition of 400 Gallon/Minute:				
- Accelerator and Enclosure Building:				
- New Raw Water Pump:				
- Change Existing Sand Filters to Mixed Media:				
- Flow Rate Control Modifications as Required:				
- Chemical Feed Modifications and Recarbonator:				
Total Water Treatment Plant Alterations		125,500	20,000	No standby capacity at this time.
B. Sludge Disposal Treatment Equipment Building and/or Settling Ponds		300,000	30,000	
6. Reservation Admin. Offices	2,988	140,000	10,000	
SUBTOTAL	190,050	~~$9,440,000~~ $6,740,000	$200,000	
Contingency and BIA Expenses			20,000	
TOTAL A/E COMPENSATION			$220,000	

STATEMENT OF LILLIE H. MCGARVEY, CHAIRMAN, ALASKA NATIVE HEALTH BOARD

Senator MONTOYA. Lillie H. McGarvey. Is she here? Why don't we get Ms. Jane Angvik here. She is from Alaska. We will get them both together. We might as well.

Ms. ANGVIK. But we are testifying on different subjects.

Senator MONTOYA. Yes, I know. Do you have a copy of your statement? Do you want to submit your copy for the record, and then you can tell us in your own words exactly what you want us to consider.

Ms. MCGARVEY. Mr. Chairman and members of the committee, I appreciate the opportunity to appear before you today on behalf of the Alaska Native Health Board.

The Alaskan Native Health Board is made up of a member from each of the 12 Native regions in Alaska and is the health arm of all of the Alaska Federation of Natives. As such, the board speaks on all matters of health for the Alaska Native people.

Senator MONTOYA. How many members are there on this health board?

Ms. MCGARVEY. Twelve.

Senator MONTOYA. And they administer the health programs for the Alaska Natives all over Alaska?

Ms. MCGARVEY. Yes, we work in cooperation with the Indian Health Service and provide consumer involvement in the planning and implementation and evaluation of the services that they provide.

Senator MONTOYA. You are asking for a budget of $224,850?

Ms. MCGARVEY. That is right.

Senator MONTOYA. And a mental health budget of $560,000; dental, $843,500, and you are asking for some mental centers in addition to this; also a health information center, $566,924, and contract health services appropriations for accidents and injuries, an accident and injuries budget of $297,000; the community health aide services. How many of these items are financed this fiscal year? Do you have a Federal allocation made to the Alaskan Native Health Service?

Ms. MCGARVEY. Yes, we do have a budget, but these are unmet needs, the needs that are not funded.

Senator MONTOYA. I see.

Ms. MCGARVEY. I would like to speak on our priority, which is communications.

Senator MONTOYA. This is in addition to what you anticipate getting?

Ms. MCGARVEY. Yes. They have a base budget, but these are the unmet needs.

Senator MONTOYA. This will be made a part of the record, and I am sure you will contact your very able senator, Senator Stevens. He is very articulate. He knows how to get money through this committee, so I urge you to contact him. Tell us about the communications thing.

Ms. MCGARVEY. As you know, Alaska is a huge State with vast distances between villages and towns. It remains a barrier to adequate health care because most of our primary providers are the villagers, but they cannot get out to get help when they need it to call a doctor——

Senator MONTOYA. Isn't the Federal Government working on com-

munications right now? Isn't it working on a communications satellite for Alaska?

Ms. McGARVEY. They have an experimental satellite that is leaving the 16th and going over India. It proves to be a very good experiment, and we have learned a lot of things from that.

Senator MONTOYA. We are very cognizant of this, and we are trying to take care of the problem.

Ms. McGARVEY. The State is developing a statewide program and is installing some low cost stations. This would be IHS' portion of the program.

Senator MONTOYA. Have you been down to Indian Health Service about this or to BIA?

Ms. McGARVEY. Yes. I've been to Dr. Johnson.

Senator MONTOYA. What do they say?

Ms. McGARVEY. They say that they don't have the funding yet. They need this much more.

Senator MONTOYA. Dr. Johnson is very sympathetic to Indian health problems, but he has to operate within the structures of the Office of Management and Budget.

Ms. McGARVEY. I realize that, but how do we get them to realize that year after year we ask for these unmet needs and they are not met?

Senator MONTOYA. You'll have to give them a trip to Alaska.

Ms. McGARVEY. Each year as they go unmet then more is added the next year.

Senator MONTOYA. We will consider this problem, Ms. McGarvey, in the committee. I am very concerned about the communications problem and also the delivery of health. Senator Stevens and I have been working together on Indian health problems. What is good for the Natives of Alaska is good for the Native Indians of New Mexico and the rest of the country.

Ms. McGARVEY. I agree with that.

Senator MONTOYA. We will try to do whatever we can, all right?

Ms. McGARVEY. Thank you.

PREPARED STATEMENT

Senator MONTOYA. We will include the entire statement in the record at this point.

[The statement follows:]

Mr. Chairman, and members of the Committee, I appreciate the opportunity you have given me to speak to you today on behalf of the Alaska Native Health Board. This Board is comprised of one member appointed by each of the twelve Native Regions in Alaska and is designated as the health arm of the Alaska Federation of Natives. As such, the board speaks on all matters of health for the Alaska Native people. At their quarterly meeting of April 4 through 6 the board delegated me to appear before this Committee to testify for the Indian Health Service appropriations, stressing the unmet health care needs of the Alaska Native people.

Since 1969 this board has worked with the Indian Health Service in molding their health programs to meet the needs of our people. Constraints in funding of these programs remains the continuing barrier in the alleviation of our unmet health care needs. In collaboration with the Alaska Area Native Health Service, which is an area of the Indian Health Service, we have defined our unmet health needs and areas of program deficiencies in the form of program packages. We have set these unmet needs in priority according to their order of importance. These are:

1. Communications $224,850.

Lack of adequate communications has a tremendous impact on the level and quality of health care services in our Alaskan villages. You must realize the vast distances between some villages and their service unit hospital. In a state which is one-fifth the size of the "lower forty-eight" our patients have to travel the equivalent of a trip from California to Kansas to get to their hospital. When the village health aide calls for help from a physician by radio or telephone it often means the difference of life or death.

Let me tell you of an experience which I feel demonstrates the ultimate in poor communications. On a recent trip I made in the Aleutian Islands, we arrived in a village just two days after a tragedy occurred. A man had gone berserk, burned down his house, then went to the school, pulled out a nine-year old girl, and stabbed her to death. The only communications in the village was the school radio, It was out of order! The teacher climbed down the hill to the beach (the village sat up on a hill), and flagged down a passing crab-fishing boat. Thank goodness it was crab season! Meanwhile the teacher sprained her ankle on her way down the hill and became a medical evacuee herself.

Until very recently our emphasis was on upgrading our radio communications, because we believed satellite communications, would remain beyond any feasible cost for many years yet. However, newly developed lowcost ground stations have brought down the costs of satellite communications, therefore we are changing the direction of our planning. The State of Alaska, in fact, is developing a statewide communication system using a satellite and installing ground stations in every village where they are needed. These ground stations will be at no cost to the Indian Health Service. There will be a cost for satellite leasing, however, and the $450,000 would be the Indian Health Service's share of the state cost, less prior appropriations for radios of 350,000. A cost for maintenanc is an added $75,000, and $49,852 would provide the needed telemedicine specialist and 3 telemedicine technicians. We have requested that the state use three criteria for priorities in installation of their communication system. 1) villages with a health aide and no communications; 2) villages with no health aide and no communications, and 3) villages or towns with poor communications.

2. Mental Health - $560,000.

Mental Health problems continue to be a major concern of both IHS medical staff and to the Alaska Native people. Almost half of the inpatient and outpatient encounters in the health service system for Alaska Natives are for Mental Health problems, yet less than 1% of the Alaska Area Native Health Service budget is for mental health services. Authorized positions remain unfilled in order to fund essential program operations. With such a frugal budget only a bare minimum of the necessary mental health services are provided those with the most severe needs. Funds for planning and implementing a systematic comprehensive mental

health program are needed. Regional native health organizations who are developing plans to manage Indian Health programs should participate in this planning phase. Outreach and field components to mental health, alcohol, drug abuse and related social service programs should relate to the unique and special needs of each native region since the cultures often differ, and so do needs.

A community mental health coordinator should be added to the staff with some funds for additional consultants. Two clerks should be added to the office staff. This would run about $200,000. Contracts to the 12 native regional organizations would run $15,000 to $50,000 each, depending on size, needs, quality of proposals, etc. This would cost about $360,000.

3. Dental - $843,500.

Trhough a substantial increase in funding for indirect patient care (contract dental services) significant improvement has been made in the distribution of dental services. For the first time all communities in Alaska will receive adequate dental care to children, and many adult native people are receiving dental care for the first time through the program. Due to the contracting mechanism using private dentists, the increased dental fees are taking an increasingly larger share of the budget. Cost per patient has risen 104% in the last two years! The request for these funds is to allow for the emphasis to be directed to a family-oriented practice. Greater responsibility will be placed on private dentists in communitites where they reside. Greater flexibility is being brought into the programming of funds to allow the dental program to contract with native organizations and other community groups. Management controls for the evaluation and cost control of services purchased from private dental practitioners will be incorporated into the programs.

4. Ambulatory Care - $2,333,986.

Patterns of health care have changed sharply over the past several years. By deliberate effort the major arena of health has changed from the inpatient to the outpatient setting. Such changes were not anticipated in the architectural plans when the original facilities were designed. We have four service units which need added space now to accommodate the overcrowded facilities and provide staffing to adequately handle the increased workload. Accommodations are needed for patients enroute to and from the villages who do not need hospitalization and may be treated on an outpatient basis.

Alaska Native Medical Center	portion	$1,377,100
Barrow Service Unit Hospital	portion	364,763
Bethel Service Unit Hospital	portion	198,523
Fairbanks Health Center	portion	196,800

5. Health Information System - $566,924.

The health information available to support the health care generally throughout Alaska is subject to many deficiencies. Until recently, the Indian Health Service has used the traditionally organized format generally employed in all federal hospitals. Basically this format with its many limitations created records that were bulky and inadequately organized for the support of health care. Staffing deficiencies prevent the efficient functioning of the health records departments with the results apparent in severely delayed dictation, typing, filing, and retrieval of records vital to health care. The pace of health care activities has sharply increased over the years and health records departments are unable to record, store, and share health information rapidly enough to support important clinical decisions.

The health care system involves multiple agencies, multiple discipline and multiple facilities disperesed over vast distances, so that a native patient might have health records in seven different places, yet not all of it in any one place.

A computerized, problem-oriented health information system has been specifically designed to support health care in ambulatory care settings. This system, a product of the Health Programs Systems center of the Indian

Health Service, has been successfully field tested in the Papago reservation for the past five years.

The same system (with minor modifications to meet the unique requirements of the Alaska setting) has been implemented in the Tanana Service Unit as a component of the ATS-6 experiment.

Several ANMC specialists have entered patients from their specialty files on the system as a chronic disease registry.

The funding summary would:

1) Provide continuation of Tanana Programs - $49,796
2) Implement in Anchorage Service Unit - $437,128
3) Implement in Mt. Edgecombe Service Unit - $80,000

6. Accidents and Injuries - $297,100.

Accidents and injuries are the leading cause of death, the leading cause for hospitalization and the leading cause of outpatient visits in every service unit hospital in Alaska. The funding requested will implement a program of education at the village level with an emphasis on school age children to make the village people aware of hazards in their local environment. Prevention methods will be disseminated to establish approaches for reduction in the numbers of accidents and injuries.

Funding is requested for sanitarians, clerks, travel, and supplies to implement a state-wide program.

7. Contract Health Services - $1,948,916.

The contract Health Service program endeavors to provide health services where they are not otherwise accessible to native people, or which IHS is not able to provide and must use private practitioners. Also provided is some emergency transportation and foster home care for those patients not ready to return home for need of follow-up outpatient care, yet for whom there is no need to continue to occupy an acute care bed.

Broken down by service unit the unmet needs in contract services are:

Anchorage Service Unit	$642,000
Barrow Service Unit	30,000
Bethel Service Unit	73,085
Tanana Service Unit	213,010
Kotzebue Service Unit	10,000
Area Office	702,000
Radiology Support Services	176,000

8. Community Health Aide Services - $725,688

This amount will add 20 positions to provide the additional health aides needed in the villages plus a cost of living differential based on the State of Alaska's figures. A public health nurse as an instructor and a clerk typist are added, also.

9. Eye Care Program - $1,006,000

These funds would provide the staff, staff and patient travel, supplies and glasses and contract services needed to implement a total eye care program which would ensure identification of all opthalmological needs and provide the necessary treatment and glasses to all those individuals so identified. The program will preserve and/or restore vision to all individuals and thus strengthen the Alaska Native participation in education and training programs, and permit them to participate more effectively in all facets of life.

10. Patient Travel - $9,920.00

Alaskan travel is usually physically arduous and psychologically stressful, so even when you feel well, it is quite an ordeal. Illness, infirmities of age, sensory handicaps, language barriers, lack of knowledge about big city ways increases the burdens of Alaska Native patients who must travel to and from the various service unit hospitals.

This request would provide identification badges for patients so that they may be identified and aided by resource persons along their travel route. Also accommodations and help will be provided at stop-over points. A video-tape of information will be developed so each patient will recognize destination points or helping resource persons during his travels and will be more knowledgeable about procedures.

11. Nutrition and the Aged - $50,000.

These funds would provide for a planning conference for a program directed to these needs.

12. Emergency Medical Services - $80,000.

A study would be made of needs assessment and evaluation of present methods.

13. Strep Throat-Rheumatic Fever - $228,600.

Tests have shown that Alaska Native people are at high risk to strep infections and that incidence of rheumatic fever and heart disease run at a high rate. Lifetime costs of health care to these patients average $60,000 per patient. This statewide program would focus on primary prevention and secondary prevention and surveillance of those with chronic problems. These may seem like a lot of problems and a lot of needed resources. But these unmet health needs are only our top priorities. When unmet needs remain year after year the list grown and grows. It would be a godsend if we could just get caught up once so that the American Indians and Alaska Natives could receive the quality and quantity of health care which they deserve and to which they are entitled.

I thank you for listening.

STATEMENT OF JANE ANGVIK, ALASKAN FEDERATION OF NATIVES

Senator MONTOYA. Now Ms. Angvik.

Ms. ANGVIK. That is correct.

Senator MONTOYA. You have a very long statement here, too. Can we incorporate it in the record, and you can highlight it? You have a highlight on page 16.

Ms. ANGVIK. Yes.

Senator MONTOYA. Which is very good.

Ms. ANGVIK. I will be happy to summarize the statement for you. Essentially, my name is Jane Angvik. I represent the Alaskan Federation of Natives.

The area that I would like to discuss is economic development and manpower programs for rural Alaska. Essentially, the first 10 pages of the statement documents incidents of poverty in the geographic distribution of native people throughout the State. The primary source of that conclusion was the 2–C study which was a requirement of the Alaska Land Claims Act. This study was just completed. It indicates we still have a tremendous incidence of poverty among Native people and for the vast majority these people are still having in a rural area.

Contrary to a common belief by many people, Alaskan Natives are not rich as a result of the Land Claims Act. Contrary to the perception of the rest of the world, Alaska is not rich as a result of the pipeline. The majority of that activity is being generated in Fairbanks and other urban areas. It does not affect where the vast majority of Alaskan Natives are residing.

Senator MONTOYA. Do you live in Alaska?

Ms. ANGVIK. Yes.

Senator MONTOYA. Where do you live?

Ms. ANGVIK. Anchorage.

Senator MONTOYA. Who do you work for?

Ms. ANGVIK. I work for the Alaskan Federation of Natives.

Senator MONTOYA. Is that a private organization?

Ms. ANGVIK. It's a nonprofit organization which serves as an umbrella for the 12 regions to which the 12 regions belong. The federation serves as the umbrella.

Senator MONTOYA. Under what auspices do you operate?

Ms. ANGVIK. I am under what they call a technical assistance division and function both in economic development——

Senator MONTOYA. Do you receive Government grants for this?

Ms. ANGVIK. Yes; we are under an HEW grant. The specific programs I would like to address today are Comprehensive Employment Training Act of 1973, the Indians Finance Act of 1974, and the Public Roads and Economic Development Act of 1965. Those three programs are designed to bolster both manpower programs and training, as well as provide access to other economic opportunities throughout the state.

As I indicated earlier, the first 10 pages present the need and the seed of legislation under title III provides for manpower programs.

At the present time, there are 14 in Alaska, and they are operating at $2.5 million worth of manpower programs. For the first time, train-

ing is located in the village areas, and there seems to be, contrary to popular belief, employment opportunities in the rural areas.

At the present time, the State of Alaska is receiving $14 million under title I. The major tenet of my testimony before you is to first of all, if you can, induce the Department of Labor to increase—first I ask you to increase the appropriations to the title III sponsors, who are the Indian prime sponsors serving Indian people in the villages.

Senator MONTOYA. Tell us about the needs.

Ms. ANGVIK. You want to go back to the needs?

Senator MONTOYA. Yes; I'm going to have to go and vote. That is why I'm trying to rush you. The bell just rang for me to be on the floor and vote.

Ms. ANGVIK. Do you want to go?

Senator MONTOYA. I want to finish with you before I go.

Ms. ANGVIK. OK. At the present time, the Alaska representatives are 75 percent of the manpower programs. The State has continually failed to meet their goals which they establish and are required under the Department of Labor rulings to serve those people. At the present time, title I, which is the State, has refused to contract for services with the title III sponsors who are providing services in the rural area.

Senator MONTOYA. How are they doing that? Is the Government office trying to handle it separately rather than by contracting it out with your organization or a satellite of your organization?

Ms. ANGVIK. They contract with agencies, such as employment service, which has traditionally provided manpower services in the State. This is the first year that Indians have been providing their own manpower services and have an awfully good track record as far as providing this in the rural area.

Senator MONTOYA. You understand that we don't fund that in this bill?

Ms. ANGVIK. I know.

Senator MONTOYA. And CETA we don't fund.

Ms. ANGVIK. But you could influence the rules and regulations——

Senator MONTOYA. You'd better appear before the appropriate committee on this thing and level your protest against the Labor Department.

Ms. ANGVIK. OK. We will go under the Indian Finance Act then.

Senator MONTOYA. We will incorporate this in the testimony. Of course, we want the Indians to participate in these programs, and we want the Alaskan Natives to participate.

Ms. ANGVIK. Perhaps the most important part of that is Indian people have talked about health and education. They refer to the contractibility of services by the Indian people to Indian people. That is perhaps the major message that I am trying to get across is that we ought to be able to contract to provide our own services for ourselves whatever the area is.

Senator MONTOYA. But if it pertains to these programs, you have to address yourself to another committee.

Ms. ANGVIK. Then we will talk about the Finance Act which is administered by the Bureau of Indian Affairs. Title II of the Indian Finance Act is a loan guarantee program. At the present time, the banking industry in the State of Alaska is so young that their position

with a guaranteed loan up to 90 percent is they sell those loans to what they call a secondary vendor.

Senator MONTOYA. That comes under this bill. You are in the right committee now.

Ms. ANGVIK. OK.

Senator MONTOYA. And I have been very strong for this. In fact, we initiated that.

Ms. ANGVIK. There is no provision for the purchaser to use that program if you have to sell the guarantee and, because the banking industry in Alaska cannot afford to have the money outstanding, they are almost forced to sell.

Senator MONTOYA. We can't force the banks. We're having trouble with banks with respect to student loans, too.

Ms. ANGVIK. What is suggested is that the rules and regulations provide for a secondary vendor in the administration with a loan guaranteed program, that title III of the same act provides for an interest subsidy program which is dependent upon your inception of the guaranteed loan under title II. Since we are not participating under title II, we are not participating in the interest subsidy program of title III either, but I would encourage you to influence the writers of the rules and regulations to provide for delivery of those to Alaskan Natives who presently are not served by those aspects of that program.

Senator MONTOYA. I am the chairman of that committee, and I take pretty good care of the Indians, so you don't have to talk to me about that. I was the one who initiated the Indian participation under economic development without any matching requirements. That is the Montoya amendment.

Ms. ANGVIK. We appreciate it.

Senator MONTOYA. OK.

Ms. ANGVIK. The problem is we don't have any planning money or any technical assistance money. It is very limited in relation to the dollar value.

Senator MONTOYA. You just go to the Department of Commerce and ask them for money. They have an Indian desk there which I had them start. They don't have to go to the region now.

Ms. ANGVIK. And tell them Montoya sent me.

PREPARED STATEMENT

Senator MONTOYA. OK; thank you.

Your printed statement will be inserted in the record at this point.

[The statement follows:]

The position of the Alaska Federation of Natives, Inc. is that the economic needs of the majority of Alaska's Natives can and should be met by increasing opportunities for business and job development in the areas where the people live, that is, in rural Alaska. Options for pursuing economic self-sufficiency of Native people include the strengthening of business development opportunities through not only the regional corporations, but also small business as well. A healthy economy in rural Alaska must be based not only on individual access to cash to supplement subsistence existence, but also the creation of viable economic enterprises at the village level.

The problem in rural Alaska is not so much the lack of potential opportunities as the absence of effective combinations of factors to take advantage of these opportunities. There is widespread need for both public and private enterprises to serve individuals and communities. These range all the way from establishing and managing ice cream parlors to general contracting, utility systems and industrial enterprises. They also include a whole gamut of prospective opportunities based on utilization of natural resources, including oil development on Native lands, reindeer management, seafood processing and the like.

A basic factor in all of these activities is adequate know-how to create and operate such enterprises in a profitable and fiscally responsible manner. AFN, Inc. is just one of many organizations, both public and private, that is constantly being asked for technical assistance and management training of all sorts. Basic knowledge and manpower are the critical ingredient in any enterprise, and the problems of having these available in rural Alaska are probably more complex and difficult than anywhere in the United States. In the village areas where most Alaska Natives live, people are not knowledgeable in the ways of private and public business, educational opportunities are limited, and outside support usually lacking. The world of finance is strange and remote to most. Corresponding and filling out forms are only

now an emerging part of modern life. All problems are exacerbated by smallness and remoteness, poor transportation, and totally inadequate communications systems.

Another basic factor that is sorely lacking in rural Alaska is availability of financing. It is unbelievably hard to get anything started. Those that have the money or can provide access to money, be they public agencies or private institutions, will generally run in fear from suggestions that investments in rural areas are worthwhile. The strangeness of the economic and cultural environment lead to feelings of insecurity and, quite naturally from that standpoint, negative responses.

It is evident to us that the answer to these problems and complexities lies in establishing a capability for Native Alaskans to help Native Alaskans. While this kind of principle is generally applicable, it is particularly relevant to the rural Alaska situation. For here, the overwhelming geographic conditions and complex cultural situations give no promise for successful operation through conventional institutions..

Alaska is currently undergoing an economic boom, fed primarily by oil development and construction of the trans-Alaska pipeline. This situation has not, however, been of significant benefit to Alaska Natives, particularly those residing in rural areas of the State.

Economic activities and jobs have been generated primarily in Anchorage, Fairbanks, and Valdez. Although there has been a significant increase in total employment, Natives have been only minor beneficiaries because of skill requirements and, more importantly, because of the location of most of the work. In fact, the influx of unemployed labor has greatly exceeded the total number of Natives currently employed on pipeline construction, presently less than one thousand. Unless major breakthroughs are achieved, it is very unlikely that current oil development will prove economically important to individual Alaska Natives.

It must be recognized at the same time that the Alaska Native Claims Settlement Act has to date had only minor economic benefit to Alaska's Native population, Disbursements to individuals have hardly, if at all, compensated for the increased cost of living during the past year or two. And, village and regional corporations are just beginning to get on their feet economically.

Thus, Alaska Natives as a people remain poor, in some areas of the state constituting some of the most economically deprived groups in the whole United States. It is evident to anyone who has looked at the situation that their condition has not shown any appreciable improvement over the years and that only major positive actions -- particularly through federal programs -- will make any significant difference in the future.

This situation was most recently borne out by the 2(c) Report on Federal Programs and Alaska Natives, prepared under Section 2(c) of the Alaska Native Claims Settlement Act. It also finds that "Natives are poor: Three out of eight Native families are below the official poverty line. If we took account of the high prices in Alaska, well over half of the Natives would be found to be living in poverty. Poverty among Alaska Natives is four times as prevalent as in the U.S. population, and more than eight times as prevalent as among Alaska non-Natives.

Alaska Natives' incomes are generally low, especially in relation to the cost of living in Alaska, which is on the average about 50 percent higher than elsewhere in the United States. Native family incomes are are very much lower than non-Native, and incomes of village families are very much lower than those of urban Natives.

The 1970 Census reported 1969 median family income uncer $6,000; the 1974 Survey of Natives Views, carried out under the 2(c) Study, reported only a little more, indicating a substantial erosion in purchasing power over the four year period.

Poverty, as officially defined, is pervasive throughout the Native population. Without adjustment for the very high

Alaska prices, and based on 1969 cash income, about 40 percent of all Natives were living on incomes below the poverty level."

MEDIAN YEARLY INCOME PER PERSON FOR ALASKAN POPULATION, 1970

	Income per Person ($)
U.S., Total	2,976
Alaska Natives:	
Urban	2,312
Rural	916
Non-Natives, Total	3,593

(2(c) Report)

MEDIAN YEARLY INCOME PER PERSON, BY NATIVE REGIONS 1970

	Natives	Non-Natives
ALASKA, Total	$1,111	$4,069
Regions:		
ALEUT	1,953	2,560
ARCTIC SLOPE	1,076	5,737
CALISTA	663	4,976
BERING STRAITS	599	4,696
BRISTOL BAY	1,083	3,758
CHUGACH	1,740	4,387
COOK INLET	1,998	4,076
AHTNA	1,429	4,268
KONIAG	1,750	3,512
NANA	1,120	5,463
DOYON	1,028	3,806
SEALASKA	1,744	4,605

(2(c) Report)

(When looking at these incomes, one must again keep in mind that costs in villages are substantially over those found in urban Alaska and in other States. Thus, for example, fuel oil prices will range upward of $1,25 per gallon, while gasoline will run over $1.75, and sometimes even above $2.00 per gallon.)

At the heart of the Natives' economic problems is the inadequacy of cash income, and at the heart of the income problem is the lack of opportunity for wage employment at places and times consistent with the organization and sustenance of village life. Most wage employment is concentrated in population centers far from the villages in which most Natives live. While a substantial number

have migrated to prospective places of employment, most villagers are hesitant to leave their village base and subsistence activities for the uncertainties of the search for work, for which in many cases they are at a competitive disadvantage due to lack of job preparation and cultural differences. Just the same, surveys have repeatedly shown that Natives are eager to prepare themselves for and accept wage employment, and the lack of really adequate job training and delivery systems remains a continuing problem.

Any approach to economic and job problems of Alaska Natives must recognize that theyessentially remain a predominantly village people. About three-fourths of the Native population is dispersed in rural settlements, most of which are without roads to connect them. They are hard to reach and expensive to serve. The vast majority of Natives surveyed for under the 2(c) study have indicated they were presently living in the communities they would like to live in. Of Natives living in small and medium-sized villages, 75 percent indicated a preference for their current residence which further documents the likelihood that village life will persist for the forseeable future.

It has been well established that although Natives wish to participate in responsibilities and benefits of modern ways, they are closely attached to their traditional values. As shown in the following: Natives are relatively immobile and they are attached to their lands. A majority still rely on hunting, fishing and gathering for half or more of their food. They do not see these preferences as inconsistent with the advantages of education, improved housing and facilities, modern health care, transportation, communication and other amenities. Urban Natives have loosened their ties to the traditional ways, but in their attitudes and values they resemble rural Natives more than urban non-Natives.

MOBILITY OF ALASKAN POPULATION, 1965 - 1970

	Percent of Alaskan Population 1/ Living with same Division 2/ in 1970 as in 1965	
	Natives & Others	Whites & Blacks
ALASKA, Total	82.6	42.6
Urban	59.1	43.2
Rural	90.4	40.2
Regions		
ALEUT	80.2	3.0
CALISTA	88.7	13.9
BERING STRAITS	90.6	48.1
BRISTOL BAY	92.3	39.8
CHUGACH	74.6	53.1
COOK INLET	46.1	43.7
AHTNA	78.1	62.5
KONIAG	75.9	30.9
NANA	94.3	45.7
DOYON	77.9	35.0
SEALASKA	81.9	57.2

The demographic situation is responsible for the fact that Native labor force, as conventionally measured (available for work and seeking work) is small by U.S. standards. Only about 40 percent of the Native population 16 years and over is in the labor force thus defined, far below the rate of 66 percent for non-Native and about 60 percent for the United States as a whole. In the more urbanized regions, Native labor force participation approaches 50 percent of the persons of working age, but in seven rural regions it is under 40 percent and in three it is under 30. Basically, this represents an acute shortage of suitable jobs in village Alaska.

Even among the limited proportion of Natives actually in the labor force, unemployment runs very high, averaging in March 1970 over 20 percent of the labor force. Unemployment of this magnitude is unusual in the United States. It was particularly severe in rural regions, in some of which upwards of 25 percent were unemployed. The rate for non-Natives at the same date was only eight percent and as high as 10 percent in only one region. Of the Natives who were employed during 1969, 60 percent worked less

than 26 weeks. Both unemployment and short-term employment are generally highly correleated with poverty.

I hope that this review of the economic situation in which Alaska Natives find themselves makes clear the need for (1) a sounder economic base in rural Alaska where the majority of Natives live and (2) improving the access of Natives to productive employment within their own regions and in other parts of Alaska, both for presently available jobs and for work that will be forthcoming in the future.

Specific Federal programs that I will address are the Comprehensive Employment Act administered by the Department of Labor; the Indian Finance Act, administered by the Bureau of Indian Affairs; and the Public Works and Economic Development Act administered by the Economic Development Administration of the Department of Commerce.

C.E.T.A.

The major tenet of the Comprehensive Employment Act of 1973 is to decentralize the decision making and management of Manpower programs. For the first time local communities were to engage in their own planning and program administration as dictated by priorities established by their own residents. The concept is sound and the responsibility gratefully accepted.

As you know, Title III of C.E.T.A. provides for Indian Manpower Programs. In Alaska there are 14 Title III prime sponsors who are successfully administering $2.5 million worth of training programs. Although varying from region to region, the major thrust of the Title III programs has been directed towards strengthening management capabilities at the village level. The Alaska Native Claims Settlement Act has served to set framework for Native self-determination in Alaska. It is only through such training programs as management development, accounting and contracting that Alaskan Natives will be able to use their resources to provide for economic self-sufficiency. The need for this type of training is apparent as 230 fledgling village

corporations fight to remain solvent. Title III provided the first significant vehicle for this type of an effort.

Allow me to briefly review the impact of the other $14 million worth of C.E.T.A. funds available to Alaska in the past year. There are two prime sponsors for Title I, the Anchorage area and the balance of the State. The State Manpower Service Council has identified Alaskan Natives as representing 70 percent of the "universe of need" of people to be served by manpower programs. As the administrator of Title I for the balance of the State, the State Department of Labor has consistently failed to meet or in some cases ever approach meeting their goal of serving Alaskan Natives. Much dialogue has been generated regarding alternative delivering methods, such as altering the types of training programs to include more management and changing the emphasis of transporting people from the rural areas to urban centers for training to bringing employment services to villages. The Title III prime sponsors have successfylly demonstrated the fact that training and job placement can occurr in rural areas. People don't have to leave their village to become a diesel mechanic when there isn't a diesel engine within 500 miles of their home! Individuals can acquire skills beneficial to and marketable within their own communities if an effort is extended in this direction.

The primary manpower need of Alaska Natives is training and employment opportunity which can combine a subsistence existence in a cash economy. One option for the provisions of these services is to carry the decentralization theme one step further. If the Indian prime sponsors are proving to be effective, we should promote the contracting of all manpower services to them in rural Alaska. This method moves us from engaging in "outreach" programs to serving members of a community at the local level.

Precedent has been set in the areas of health and education for contracting for services. Within each of the 12 regions there is a non-profit corporation whose mandate is to improve the social well-being of the residents of their region. These associations are developing significant expertise in the delivery of human services.

The need for additional manpower resources is apparent as the unemployment rate through-out the State soars. The Congress is in a position to positively impact Native self-sufficiency in two manners. The first is to appropriate additional funds to C.E.T.A. Title III projects based on successful operation of their programs. The second is to direct the U.S. Department of Labor to contract Title I funds to Native vendors in an effort to truly decentralize the programs which are receiving the vast majority of the funding. If these two recommendations were pursued the impact of manpower programs on Alaskan Natives would be greatly enhanced.

I should add one additional comment about manpower. I am pleased to report, that the quality of the Technical Assistance provided to the Title III prime sponsors from the U.S. Department of Labor has been outstanding. I'm convinced that Department of Labor changes their report forms and financial procedures every other month just to make sure that no one ever fully understands what is going on in Washington, but at the same time have sent exceptionally talented and patient people to Alaska to help us with each transition.

INDIAN FINANCE ACT

The Indian Finance Act of 1974 is designed to assist Indian entrepreneurs in the area of business development. The potential for the Act to strengthen the economic viability of the Native community in Alaska is high if some of the following recommendations are pursued.

The most urgent need in the area of economic development is technical assistance to direct the utilization of existing grants and loan programs. Generally the Indian owned business, village corporation, and Native individual in Alaska are not familiar with all aspects of corporate management or which agencies are designed to assist them. Limited contact with western business communities and financial institutions places the Alaskan Native interested in pursuing a business venture at an extreme disadvantage in the competitive market place. Should manpower programs, small business administration

programs and B.I.A. programs all adopt a central theme of upgrading management skills, the Native business outlook could become very positive. Because there is a limited number of people in Alaska with economic development expertise, all programs of this nature should be contractable in form. In this manner, the expertise that does exist could be better utilized because the flexibility needed to meet several different kinds of needs would be built in to all Federal programs. For example, the AFN, Inc. Business Development Division has generated state-wide communication system with a broad range of services available. It is capable of responding quickly to requests for assistance such as the preparation of loan packages or management consulting soley because it is not a government agency hampered by involved administrative procedure.

Title II of the Indian Finance Act established a Loan Guarentee Program. At the present time the program is not available in Alaska due to the infancy of the State's banking industry. Alaskan banks must usually sell loan guarentees to a secondary market because they cannot afford to have the funds outstanding. Since Title II makes no provision or allownaces for the purchase of a guarentee to a secondary market, Alaskan Natives cannot participate in the program. Another problem related to securing loans is that the property to be acquired through the Land Claims Act has not yet been deeded. In many cases, title will not be transferred for years while the legal battles rage.. During this time the individual or the village is unable to use the land as collateral. If provisions were adopted both for the allowance of secondary markets in the loan guarentee and the use of yet undeedcd lands for collateral purposes, the Indian Finance Act would become a far-more efficient tool for economic development in Alaska.

Title III of the Act provides for interested subsidies on loans insured or guarenteed under Title II. Obviously, since we are not participating in Title II, the Interest-Subsidy program is not available to individuals in Alaska. At a time when interest rates fluctuate daily and the cost of borrowing money continues to

escalate, the advantages of this program cannot be understated. I respectfully request you to direct the Bureau of Indian Affairs to pursue a course of action which would provide Alaska with the benefits prescribed by the Indian Finance Act.

As usual the dollars allocated for the implementation of this act are insufficient to meet the need it is designed to address. The future development of Alaska is dependent in large manner on the access of Native people to economic and business development. If provided with management training, technical assistance and access to capital the choices made now will enhance the quality of life of future generations.

PUBLIC WORKS AND ECONOMIC DEVELOPMENT ACT OF 1965

The Economic Development Administration provides two types of programs to Alaskan Natives. They are Technical Assistance and Planning Grants for Economic Development. At the present time the value of the programs is high for the communities who are participating. The only major problem is the limited scope of the projects due to limited funds.

In Alaska FY'75 planning and technical assistant grants amounted to $750,000 worth of projects. If the $4 million worth of public works funds provided for under this Act are to be spend wisely, planning is a vital prerequisite. As the population of the State increases and rural Alaska becomes more developed, the need for the programs of this Act increases. Planning provides the framework upon which decisions are made. If the poverty cycle experienced by Alaskan Natives is to be broken steps such as village level and regional level planning must be taken. It is recommended that the appropriations to the Economic Development Administration be increased to provide for these much needed planning activities. We also seek to encourage the B.I.A. to allocate more of of their resources to planning activities in order to insure the maximum utilization of their other program dollars.

SUMMARY OF RECOMMENDATIONS:

1. Provide additional C.E.T.A. appropriations to Indian Prime Sponsors under Title III.

2. Direct the Department of Labor to contract with C.E.T.A. Prime Sponsors to deliver Title I Programs.

3. Direct the Bureau of Indian Affairs to emphasize Technical Assistance programs in the administration of the Indian Finance Act.

4. Direct the Bureau of Indian Affairs to allow for the use of secondary markets in the Loan Guarentee Program.

5. Direct the Bureau of Indian Affairs to initiate the Interest-Subsidy program in Alaska.

6. Provide additional appropriations to the Economic Development Administration for planning and technical assistance.

Senator MONTOYA. How many more witnesses? Is Mr. Edwin Tanyan here? What about Mr. William Smith?

Mr. SMITH. Right here.

Senator MONTOYA. What about Joseph Jerome? Do you have a statement, too?

Mr. JEROME. Yes, sir.

Senator MONTOYA. Would you submit them for the record here. I will have to leave for a vote on the floor. If you will wait about 10 minutes, I may be able to get back, but I don't know. We will have to let you know.

Mr. Chavez Coho of the Ramah School Board, are you here? I just want to ask you, how are we doing with the Ramah School?

Mr. COHO. Not too well.

Senator MONTOYA. You mean construction?

Mr. COHO. Yes, sir.

Senator MONTOYA. You will have to talk to me about that. I will try to get as much money as I can for you. You know that.

Mr. COHO. Yes.

Senator MONTOYA. Do you have a statement?

Mr. COHO. Yes, we do, sir.

Senator MONTOYA. Submit it for the record. I am going to try to come back, but I don't know whether I can.

What about Mr. Calvin J. Peters?

Mr. PETERS. Here.

Senator MONTOYA. Do you have a statement, too?

Mr. PETERS. Yes.

Senator MONTOYA. Would you submit it? I will try to come back if I can. Otherwise, I will let the clerk know.

So we will stand in recess subject to call of the Chair.

[A brief recess was taken.]

Senator MONTOYA. The committe will be in order.

STATEMENT OF EDWIN TANYAN, CHIEF, SEMINOLE NATION OF OKLAHOMA

ACCOMPANIED BY:

ENOCH KELLY HANEY, TRIBAL PLANNER
TOM PALMER, ASSISTANT CHIEF
ARCHIE STOUT, INDUSTRIAL COMMITTEE OF WEWOKA, OKLA.
WAYNE HILL, INDUSTRIAL COMMITTEE OF WEWOKA, OKLA.

Senator MONTOYA. Mr. Tanyan, have you submitted your statement?

Mr. TANYAN. Yes; Mr. Chairman and honorable members of the committee.

Senator MONTOYA. Where is your statement? Now I have it here. You have a very long statement, Mr. Tanyan, and, according to the record here, you were allocated 5 minutes.

Mr. HANEY. Not all of the statement is to be read, sir.

Senator MONTOYA. It appears to be a 15- or 20-minute statement. Do you want to submit it for the record and then do like the others, just tell me in your own words what the basic needs are?

Mr. TANYAN. Yes.

Senator MONTOYA. It will be made a part of the record, and you may

proceed to tell me about what you think we should do in this committee. You are talking about health services.

Mr. TANYAN. First of all, my delegation here and these two gentlemen to my left are in support of what we are trying——

Senator MONTOYA. Would you identify them? Give their names and what they do.

Mr. TANYAN. Arch Stout. He is the secretary-treasurer of the Industrial Committee of the Tribal Office and then Wayne Hill, far to the left, is the industrial committeeman, a member of that.

Then to my right is the tribal planner, Mr. Kelly Haney. And to my immediate right is my assistant chief, Thomas Palmer.

Senator MONTOYA. OK.

Mr. TANYAN. It was recognized in 1933. A task force in the Government came to our country in 1933 and offered us a hospital, but due to the fact that many of our members of the governing body were 65 and 70 and their culture heavily weighed the influence of the people, so they took their weight to the medicine man and things like that, so they refused the hospital or health facility when they were offered to us, but 42 years later now the health need is still there and more so.

But the people and the general council are different because in 33 years they averaged between 65 and 70, but now they go from 22 years of age to around 70 years of age.

Senator MONTOYA. What is the population?

Mr. TANYAN. Right now, about 3,500, but from their coming in front jobs—when they go to job opportunities, they will number up about 6,000.

Senator MONTOYA. Where do you want this hospital?

Mr. TANYAN. Wewoka, Okla.

Senator MONTOYA. It has not been authorized yet, has it?

Mr. TANYAN. No.

Senator MONTOYA. What else are you asking for?

Mr. TANYAN. A line budget to operate the clinic.

Senator MONTOYA. Do you know how long it takes for a hospital to be in being?

Mr. TANYAN. It is a clinic, sir.

Senator MONTOYA. A rural health clinic?

Mr. TANYAN. Yes.

Senator MONTOYA. How much are you requesting?

Mr. TANYAN. At this time, $600,000.

Senator MONTOYA. $600,000?

Mr. TANYAN. Yes.

Senator MONTOYA. Do you know that there is money available for funding at the present time?

Mr. TANYAN. No, sir.

Senator MONTOYA. Have you contacted anybody in Indian Health?

Mr. TANYAN. When we made the request through them, they did not include our clinic on their budget for this year.

Senator MONTOYA. All right. What else?

Mr. TANYAN. I will let my tribal planner take over from here.

Senator MONTOYA. Does it come before this committee, what you are going to testify to?

Mr. HANEY. Yes; basically, I am going to just briefly say the need that we have in Seminole County.

51-957 O - 75 - pt. 4 - 43

We are the Seminole Nation of Oklahoma. Oftentimes they mistake us with the group from Florida. Basically what we have, as the chief has outlined, we do have a severe health problem, and we do have many of our elderly people who are still active in the general council. I do have some brief information here that hopefully will throw some light on the situation. We are proposing a health clinic to serve the Seminole County as well as parts of six other counties. We are introducing for the record a map which will pinpoint the target area which we are proposing.

Also, we would like for the committee to note that the City of Wewoka, which is the proposed clinic and also the capital of the Seminole Nation, has offered to the Seminole Tribe at no cost 40 acres of land on which to build this clinic, so we do have community support. We also have support from the Governor and from our county in order to get this established as he sees the need.

Senator MONTOYA. Are there any State funds available?

Mr. HANEY. No, sir, we do have one program, sir, that works in that county, the community health representative program. As you know, it is called the CHR program. The problem there is that it is primarily to develop some health-related educational programs for our people, but because of the limitation of the funding, it is almost just a transportation situation. That is one of the things we want to relate to; that the distance which our people have to travel, in some cases, as much as 50 miles, to get just to the health clinic, not to the hospital, creates a serious problem for us.

We do have to hire people who are bilingual because many of our people still do not speak the native language, and we still have some serious problems with that.

Our CHR logged 12,000 miles. Oftentimes, they run out of money about the middle of the month trying to provide these services to our people and, oftentimes, have to use their own resources to provide this service.

The nearest facility to us is the Shawnee and, as I have indicated, for some of our people the trip is 50 miles to get to the clinic.

And last year, as of March 1974, the particular clinic in Shawnee, Okla., had a total of 31,000 patients. Of that amount, 70 percent of that amount comes from our county, from our area.

Senator MONTOYA. How many health clinics do you have there?

Mr. HANEY. We only have one near us. I don't know how many are in the State.

Senator MONTOYA. Where is it located?

Mr. HANEY. It is in Shawnee, Okla. It is about 40 miles from Wewoka, which is our center.

Senator MONTOYA. What is the population of your county?

Mr. HANEY. In the neighborhood of 27,000 to 28,000 people.

Senator MONTOYA. How many Indians?

Mr. HANEY. Roughly about 3,500 people.

Senator MONTOYA. What would be the cost of any new clinic there?

Mr. HANEY. $60,000 for the first year. What we are asking for is——

Senator MONTOYA. $60,000?

Mr. HANEY. I'm sorry, $600,000. The hospital facilities that we go to, we have three in Oklahoma, and whenever our people are sick they have to go to these clinics. One is 192 miles away; the other is 121 miles away; the third hospital is 140 miles away.

Senator MONTOYA. You have that here in your statement?

Mr. HANEY. Yes, sir.

Senator MONTOYA. We will incorporate your statement in the record. You did submit a copy, didn't you?

Mr. HANEY. Yes, sir, I did.

Senator MONTOYA. OK, is there anything else you want to say?

Mr. HANEY. I think just to summarize would take about half a minute here.

Senator MONTOYA. All right.

Mr. HANEY. We have a problem of distance and time which our people have to deal with. We also have an overload of cases in the Shawnee area. We are trying to take care of that with only four doctors. Also, the cost of this operation as it currently exists—our people are low-income people; around $2,500 per family, and we have 4.5 average family members.

Unemployment rate in our county is 17 percent. Those basically are some of the problems that we see in not having the clinic available to us in that area.

Senator MONTOYA. Let me state my position: I am very strongly in favor of health clinics on Indian reservations and in the rural areas of this country. Unfortunately, we have not been able to start too many but since we got on this committee we have been appropriating some money for health centers and we need them. I serve on another committee; the Appropriations subcommittee for HEW. We have been doing something there, too.

I agree with you wholeheartedly, but the hesitancy to provide more money is not in this committee. It is the Office of Management and Budget downtown. I want you to know that. We will continue to do our utmost in behalf of Indian health. That I assure you.

Mr. HANEY. Yes, I think you hit the nail on the head when you said we also do not have adequate services in the county even for those people we could plan for.

PREPARED STATEMENT

Senator MONTOYA. Thank you very much, gentlemen. Your printed statement will be inserted in the record at this point.

Mr. TANYAN. Thank you very much for your time, Senator.

[The statement follows:]

MR. CHAIRMAN: And Honorable members of the Committee: I am Edwin Tanyan, Principal Chief of the Seminole Nation of Oklahoma. We are fortunate to be here this day. It is because the Creator smiles upon us that we are able to be here before you. We are here to ask you for some things that our Indian people in Oklahoma have need of. We hope that the words that we speak here today will weigh heavy on your hearts and you will grant us these things. In 1933, the Bureau of Indian Affairs (B.I.A.) had plans to build a hospital in the boundaries of the Seminole Nation of Oklahoma, to serve our people. In 1933, the cultural traits of our people were still a dominant force governing the lives of our people. At this stage in our history, the medicine man, healers, and seer's of our tribe were still recognized as being sufficient to meet our health needs. It was this thinking that influenced the tribe's decision to refuse the proposed medical facility at that time. But, every year more and more of our people with the knowledge of herbs and knowledge of the healing practices of our people are diminishing in numbers. So it was in 1933, that the Western Philosophy of medicine and treatment were inconsistent with the belief's and practices of the Seminoles. Today it is a different story, we can count on one hand the number of Indian Doctors that still practice in the old ways. As you know today, we are subject to the same diseases and sickness that afflict the dominant society in which we strive. The Seminoles were once described as being warlike wanderers whose culture was shaped by hardship, suffering, and a fight for survival. Even today we might be described in that fashion, but it is this destiny that we are trying to change and shape to our wishes that causes us to be here this day. When we enter for the records this paper that we have prepared for you, it will become evident that we do have severe Health Problems and needs. We are here to ask you to make appropriations for a line item budget to the Seminole Tribe of Oklahoma, so that we may operate a Health Clinic on our land to attack the health problems of our people. Mr. Enoch Kelly Haney, Tribal Planner will present the statistical information describing the Health needs of our tribal members and the health services required. STATEMENT OF KELLY HANEY TRIBAL PLANNER OF SEMINOLE NATION OF OKLAHOMA: As the Chief has stated we do have severe health problems and though we are putting forth a lot of effort in combatting these problems. The problem is so extreme that your help is needed to provide sufficient health service to Indian citizens of Seminole County. I would like to take this opportunity to tell you of our situation and give you some facts and figures that will throw some light on our situation. This proposed health clinic that we are asking for will provide services to Indian residents living in Seminole County and parts of six other counties. We will introduce for the record a map which will pin point the target area which we will serve in terms of health services. Presently we have only one Indian Health Program that is of any significance in our county. This is the Community Health Representation Program (CHR). This program offers the only local service that is of benefit to our people. This program has been contracted out to our tribe by the Indian Health Service and is totally funded by them. Through this contract the tribe assists the Indian Health Service in providing its services to the Indian community. The emphasis of the program is to employ Bi-lingual tribal people who are familiar with the area and know the health needs of the community. The C.H.R. is the necessary link between the health professional and the individual. In fiscal year 1975, the C.H.R. program with a staff of one Director and four C.H.R.'s logged a total of 12,000 miles serving the Indian people of Seminole County. This program is limited to doing the only feasible thing with their budget, and that is providing transportation for patients to the nearest health facility which is located thirty two miles from the city of Wewoka where the C.H.R. offices are located. This health facility is the Indian Health Service Unit located in Shawnee, Oklahoma, and as of March 1975 had taken 31,000 case loads. The staff of Indian Health Service Unit in Shawnee estimate that approximately 70% of its case load comes from Seminole County. The Indian Health Service Unit in Shawnee is an out patient clinic and has no hospital beds. After a patient is taken to the Indian Health Service Unit, it might entail yet another trip to the nearest Indian Hospital which is located 119 miles away in Pawnee, Oklahome. There is also an Indian Health Hospital in Claremore, Oklahoma which is 121 miles away, but most referrals are made to the Indian Hospital in Lawton, Oklahoma which is 141 miles away. Even if an Indian were able to pay his own hospital bill, he would be faced with the problem of limited health services in Seminole county. Within the Seminole Nation, County of Seminole, State of Oklahoma, there are only three towns which have medical services for all the residents of Seminole County. But, they are unable to provide adequate care for the Indian people, due to the shortage of hospital beds, doctors and nurses. As of January 1975, within Seminole County, in the city of Seminole there are one hospital, four medical doctors, four dentists, and three optometrists. In the city of Wewoka, there are: one hospital, three medical doctors, two dentists, only one being full time, and one optometrist. In Konawa there are: no hospitals, one medical doctor one Osteopathic doctor and one dentist. In conclusion, I hope you clearly understand the urgent nature of our request to provide medical services to the serious health problems that exist in our Indian Community. If you grant us this health clinic we are requesting, the present C.H.R. program can spend more time and effort to provide specific programs of health education and preventive medicine. We thank you for the opportunity to make this presentation. HISTORY: The Seminole Nation of Oklahoma recognizes the boundaries of Seminole County as the area on which the Seminole Nation bases its information and produces plans even though the Nation itself now owns only a few acres in the county. Population concentrations are centered on two cities containing 10,000 or more people and these are the two cities of Seminole and Wewoka. There is only one city

having a population of approximately 2,000 people and a number of smaller towns. The distribution of people tends to be oriented to the U.S. 270 Highway running North, West and Southeast through the county. The count shown for the total population of Seminole County in the 1970 census was 25,144. The county of all Indians, regardless of tribal affiliation, was 2,643 or 10.5% of the total population. Statistics from the Bureau of Indian Affairs show the Indian population was not largely affected by the variance of the Oil Industry as the whole population was. There was a small population increase and decrease of Indians that parallelled the movements of the state and county, but over the years, from 1910 through 1950, the Indian population remained to a large degree static. Bureau of Indian Affairs figures show a count of 2,138 Indians in Seminole County in 1907 and 2,070 in a 1950 county. This is a decrease of 68 or 3.13% in the 2½ decades following 1950, the Indian population count has steadily grown with an increase occurring since 1970 almost equaling that of the period 1950-1970. The Indian population of the Seminole Nation in 1960, according to the U.S. Census Count, was 2,343, and increase of 273 or 11.65% over the 1950 Bureau of Indian Affairs Count. During the ten years from 1960 to 1970, the Indian population increased by a county of 300 or 11.35%. Bureau of Indian Affairs figures show 3.115 Indians in the Seminole Nation in 1973. This is an increase by a county of 471 or 15.15% over the 1970 census count. When the 1973 figure is compared to that of the 1950-1970 period, which shows and increase of 573 by count of 21.75% it is apparant that the most dramatic increase in Indian population has occurred in the few years since 1970. Census counts show Seminole County steadily decreasing in population count since 1940. This is in direct contrast to the population trend of the Indian count which shows a marked increase in the past twenty five years. Although the general health picture of indians in Seminole county appear to be relatively good from crude mortality rates and live birth rate, one cannot necessarily conclude that facilities and services in the county are especially good. In fact, Seminole County has fewer physicians, active dentist s registered licensed, practical nurses, and hospital beds per 1,000 people than does the state. It also has fewer specialized hospital services and facilities than do many other counties in the region. Manpower and facilities servicing Indians in the community who cannot afford health care services in the normal system must rely on public health systems. Most of the Indians in the couty making use of those services go to the Shawnee Indian Health Service Unit, which is an out-patient clinic, serving a seven countyarea and approximately 21,000 Indians as of 1970. It provides direct care daily of General out-patient clinic, special clinics, and field clinics. TYPE AND DISTRIBUTION OF VISITS: Visits to the Shawnee Service Unit for fiscal year 1975 totaled 31,000. The pattern of visits to the unit does not seem to indicate any particulars nor can any significant conslucions be drawn by comparing it to ther population since that information is not generally gathered and reported. Respiratory diseases lead the list with a 20.5 percent, followed by supplemental conditions. Visits to contract physicians show a slightly different pattern, with diseases of the eye being most common followed by diseases of the respiratory system, and then by accidents. Those three make up 69.9% of the total. RECOMMENDATIONS: In 1974 an area base study was conducted by an outside agency for the Seminole Tribe of Oklahoma. After the study was concluded in December 1974, four key recommendations were made to the tribe to improve health care to its members. (1) Develop a good base of information concerning health of Indians in the county, so that sound decisions can be made and priorities developed. (2) Create a Department within the Seminole Nation Government to deal with problems, Develop staff to carry out the programs. (3) Concentrate efforts initially on acquiring an out-patient clinic at Wewoka. This would serve an estimated 5,878 persons in a twenty mile radius providing good ambulatory care. (4) consider a system to transport Indian families to and from clinics that is an alternative to C.H.R. transportation; consider use of Day Care Centers for Individuals with children going to clinics. The number one recommendation has been a secondary concern of the C.H.R. program, however as we have stated it is because transportation of patients to available Health Facilities has been a priority. With this proposed Health clinic, the C.H.R. program could allot more time to gather health related data and to provide strategy to increase the life expectancy of our people which is a major concern. The number three recommendation is concerned with what we are here about today. A recent development has had an influence on us to pursue this matter. This development is that we have recently acquired from the city of Wewoka, 40 acres to show its support of our tribe to meet the health needs of our people.

OJIBWA INDIAN SCHOOL, TURTLE MOUNTAIN INDIAN RESERVATION, N. DAK.

STATEMENT OF JOSEPH JEROME, CHAIRMAN OF THE BOARD OF DIRECTORS, OJIBWA INDIAN SCHOOL IN THE TURTLE MOUNTAIN INDIAN RESERVATION

ACCOMPANIED BY:
LOUIS BERCIER
SISTER JUDITH

Senator MONTOYA. What about Joseph Jerome?

Mr. JEROME. Here. Good afternoon, Senator Montoya. My name is Joe Jerome. I am the chairman of the board of directors of the Ojibwa Indian School in the Turtle Mountain Indian Reservation in North Dakota. With me on my right is Louis Bercier, a member of our board, and to my left is Sister Judith, our principal. I want to thank you for hearing our request.

Last year we received from the Committee on Appropriations of $218,000 to run our school this year. That amount, along with contributions from St. Ann's Indian Mission, has allowed us to squeak through this year. But the mission has told us that they will not give us any financial help next year because of their serious budget problems. Without that help, and without help from the Congress, the Ojibwa Indian School will have to close its doors forever in June.

Senator MONTOYA. How much help did you receive from St. Ann's Indian Mission?

Mr. JEROME. Mr. Montoya, we got something like $80,000 thus far.

Senator MONTOYA. For this year?

Mr. JEROME. Right.

Senator MONTOYA. $80,000 for this year?

Mr. JEROME. For this year so far.

Senator MONTOYA. Their total budget was close to $300,000. Is that it for this year? All right.

Mr. JEROME. James Henry, who is the chairman of our tribal council, has appeared here this morning and we understand has told you that we have the full support of the Turtle Mountain Tribal Council in this request for additional money of $262,015 for the full operation of our school.

Senator MONTOYA. Is the tribal council putting up any money?

Mr. JEROME. No.

Senator MONTOYA. OK, go ahead.

Mr. JEROME. The $218,000 granted to the BIA for the operation of the Ojibwa School last year was not sufficient to support the school. St. Ann's Church, although running at deficit, helped us operate the school for this year. We have 260 students attending our school.

Our faculty and staff salaries are far below scale. We have asked our staff members to bear with us this year, though, in hopes that next year's budget would let us pay them a more competitive salary. But without such an increase, just bringing the salaries up to where they are reasonable, the entire staff will leave at the end of this school year.

We cannot afford to lose these people. Altogether they have 68 teacher-years of experience and that can't be bought for any amount

of money. So we really want to keep them, if at all possible. It's best for our students.

We have distributed to the committee copies of a statement in support of our request. It contains a history of our school, a proposed budget, a letter of tribal support for our school and written confirmation that the mission will not be assisting us at all next school year. I hope you will have time to read it.

The budget is pretty self-explanatory. The rather large difference between this year's expenses and projected expenses for next year is explained by the fact that the mission has contributed more than $80,000 to us this year in the form of maintenance, transportation, and janitorial services.

This will not be the case next year. This is why we need your help. We hope you will answer our needs. Without this money, Ojibwa will be closed forever. No one on our reservation wants that to happen.

Thank you.

Senator MONTOYA. Thank you very much. Do you have anything else to say, Sister? I would like to get you on the record here.

Sister JUDITH. Mainly it is that over and above the fact the mission had given us $80,000, we are on our own completely, and we have to take over all of our own expenses including busing which means buying the buses.

Our teachers last year—we were only able to give them a $100 increase and right now the base salary for our school is $6,800 compared to $8,000 for the neighboring school, so we are in trouble competitive-wise in order to get teachers and have housing for our teachers. Then again, they have to travel some distance to be housed. This is our main trouble. We just cannot keep competing with that kind of situation. The other school cannot take our students because they are overcrowded already.

Senator MONTOYA. What order do you represent, Sister?

Sister JUDITH. I am a Benedictine.

Senator MONTOYA. I went to school with the Sisters of Loretta.

Mr. JEROME. We had St. Ann's Mission. The school itself has really not contributed any more money for next year.

PREPARED STATEMENT

Senator MONTOYA. I understand that. I read your statement, and I read part of your presentation, which is a very fine presentation. Thank you very much.

Your printed summary statement will be inserted in the record at this point and the supporting data will be adopted by reference.

[The statement follows:]

This statement is submitted to the subcommittee on behalf of Ojibwa Indian School and in support of the oral testimony of Joe Jerome and Louis Bercier, Chairman and member respectively of the school's board of directors. Both the written and oral testimony are offered in support of the school's request for an addition to the Bureau of Indian Affairs' budget appropriation for FY 1976. The school seeks an additional $262,015 for general operating expenses in its second full year of existence as a secular, Indian-controlled educational facility on the Turtle Mountain Indian Reservation in North Dakota. This request is predicated on an assumption that the BIA's budget request on our behalf will be granted. To the extent that the BIA's request is reduced, the amount of this application should be correspondingly increased since the school's budget is al-

ready trimmed to its barest essentials. Any cut, here or in the BIA's appropriation, will almost certainly mean the end of Ojibwa Indian School.

The moneys sought by this application, if appropriated, would be added to the BIA's appropriation for FY 1976 for the specific purpose of enabling it to contract with the school to provide education services to children of the Turtle Mountain Indian Reservation. Ojibwa Indian School, Inc., the corporation that runs the school, is both tribally and state chartered. It is managed by an Indian-controlled board of directors. Although the Aberdeen Area Office of the BIA has included some operating funds for Ojibwa Indian School in its budget request for the upcoming fiscal year, unfortunately, the BIA's request is woefully insufficient to permit the school to complete more than half the school year. Without additional funds appropriated by this Congress, the Ojibwa Indian School will have to close its doors and the more than 260 children being educated at the school will have to seek education either in the public school on the reservation, which is already overcrowded, or in private—probably non-indian—schools farther from home. There is no other source of funds available to the school and Ojibwa Indian School, therefore, has no other recourse than to appeal to the Congress for funds to enable it to maintain operations during the entire school year beginning in September of 1975.

Ramah Navajo High School, New Mexico

STATEMENT OF LARRY MANUELITO, EXECUTIVE DIRECTOR, RAMAH NAVAJO SCHOOL BOARD, INC.

ACCOMPANIED BY:
CHAVEZ COHO
BERTHA LORENZO

Senator Montoya. Mr. Chavez Coho, Bertha Lorenzo, and Lawrence R. Manuelito; do you have a statement?

Mr. Manuelito. Yes. We submitted our statement. I assure you that lang statement has been reduced somewhat, sir.

Senator Montoya. Do you mind if we just incorporate it in the record?

Mr. Manuelito. Go ahead, sir. That is what we want.

Senator Montoya. Then I will just ask you a few questions.

Mr. Manuelito. OK.

Senator Montoya. Who is the superintendent of that school now?

Mr. Manuelito. I am, sir.

Senator Montoya. Your name is Chavez Coho?

Mr. Manuelito. No. My name is Larry Manuelito. Mr. Chavez Coho is on my left here.

Senator Montoya. How many students do you have now?

Mr. Manuelito. In our high school we have 150 students. Beginning in the fall, we have 300 elementary students in addition to the high school for a total enrollment of 450 students, minimum.

Senator Montoya. Why don't you have those elementary students now?

Mr. Manuelito. Because there is presently in McKinley County the public school there, but we have had to bus those students for the past 5 years at the school board's expense. The county will not be open to any community to bus those students.

Senator Montoya. So you have to take them to the public school?

Mr. Manuelito. Yes.

Senator Montoya. What public school?

Mr. Manuelito. Ramah Public School.

Senator Montoya. This year will you take them all?

Mr. MANUELITO. Yes. The closest public school one way would be anywhere from 60 to 100 miles.

Senator MONTOYA. Will you be able to sustain them on the basis of this year's budget?

Mr. MANUELITO. Just barely, sir.

Senator MONTOYA. What are you going to do about their residence and their board and room?

Mr. MANUELITO. Sir, we are proposing to the committee that we build a small dormitory for us at the school site. I am sure that you are aware that the BIA early in the year decided to close down the dormitory because they thought we did not need it anymore, but we are petitioning to present it to the Commissioner of Indian Affairs. He was able to overrule it, but up to now we have not heard anything specific from him, sir.

Senator MONTOYA. So you can't move these 300 unless you have some boarding room space for them?

Mr. MANUELITO. Yes. We need boarding room space for at least 150 students because there are a lot of roads in the community that are not paved.

Senator MONTOYA. We can't build the dormitory before they come in in September, can we?

Mr. MANUELITO. We have a small dormitory now that the BIA presently controls.

Senator MONTOYA. Would it have to be reconditioned?

Mr. MANUELITO. No, sir. They don't want to turn that over to the Indian community, sir; they want to close it. They tell us we don't need it.

A couple of witnesses earlier indicated that they were willing to hand over BIA buildings to public schools, sir, but it is not true in terms of Indian controlled schools.

Senator MONTOYA. You see one of my staff members and explain this to him.

Mr. MANUELITO. Yes; we met with—Mr. Coho would like to have a short statement.

Senator MONTOYA. How far do you have to bus these children now?

Mr. MANUELITO. Anywhere from 30 to 100 miles round trip.

Senator MONTOYA. Every day?

Mr. MANUELITO. And we have 5- to 6-year-old buses. The majority of the roads, I might add, sir are unpaved. We had snow a week and a half ago.

Senator MONTOYA. When you transport them to Ramah, what would be the distance they would travel?

Mr. MANUELITO. We would cut that in half.

Senator MONTOYA. Mr. Coho, go ahead. What can you say to us?

Mr. COHO. Mr. Montoya, I am sorry that I request to have an interpreter. My second language is not very good.

Senator MONTOYA. I wish you could speak Spanish. I would hear you in Spanish, but I don't understand Navajo.

Mr. MANUELITO. It will be very short, sir. I will translate it.

Senator MONTOYA. You go ahead and speak in Navajo and he will translate it. It will be the first time in this committee, but you go ahead.

Mr. MANUELITO [speaking for Mr. Coho]. Mr. Montoya, I will repeat Mr. Coho's statement. He starts off by saying we want to ex-

press our appreciation to this committee and Congress for giving us money in the past. We can assure you that the money that has been accumulated to us in the past has been used properly and for good use.

Now for 107 years, Your Honor, we have been asked to be very patient in your community in that your children will be educated. All these years we have waited and only now we are starting a school. The only reason why it is happening now, Your Honor, is because we had to do it ourselves. Nobody else was there to help us.

For all of these things, we are very thankful. We come to you today to request phase 2 moneys. We are here on behalf of our community and our students. The dollars that will be given to us, if approved, Your Honor, will be used to invest in the community and to invest in the kids.

We can assure you that Congress will note the investment and, although people may feel it is a large investment, Your Honor, if the Bureau of Indian Affairs had helped us all of these years that they were supposed to, we would not be here. Actually, we are here for the first time because of our school. All of these years now we have not had a school, and we need a school in our community.

Because of this, we are here today asking you for help. Again, if you help us, Your Honor, we will be very thankful for your assistance because I don't think anybody else is going to help us.

Senator MONTOYA. Thank you, Mr. Coho. I know you were in my office before, and you have done a lot for your people there at Ramah. So have you Mr. Manuelito and Ms. Lorenzo. Last year we got $800,000 for you. I was hoping that you would continue.

We want this school to be a success. We want you to try hard to make it a success so anyone cannot tell me that the Indians cannot run their own schools, OK?

Mr. MANUELITO. That is the reason they want us to close down because we are proving that Indians can run their schools.

Senator MONTOYA. I am 100 percent for you, as you know, and I will do whatever I can to try to get you as much money as you need. The year before we did get you $2.7 million. Do you remember?

Mr. MANUELITO. Yes, sir, and the bid for phase 1 to that $2.7 million was $4.8 million, Senator, so it fell far short of what was expected.

Senator MONTOYA. I got you the money from this committee, but then the House cut us down. Do you remember?

Mr. MANUELITO. Yes.

PREPARED STATEMENT

Senator MONTOYA. So I will do what I can. It is sure nice to see all three of you. Your statement will be inserted in the record at this point.

Mr. MANUELITO. Thank you, Senator.

[The statements follow:]

HONORABLE CHAIRMAN AND MEMBERS:

MY NAME IS LARRY MANUELITO AND I AM THE EXECUTIVE DIRECTOR FOR THE RAMAH NAVAJO SCHOOL BOARD, INC., RAMAH, NEW MEXCIO. WITH ME HERE TODAY ARE MEMBERS OF THE RAMAH NAVAJO SCHOOL BOARD.

IT IS A PRIVILEGE AND HONOR FOR ME TO ADDRESS YOU TODAY. I WELCOME THIS OPPORTUNITY OF PRESENTING THIS TESTIMONY ON BEHALF OF THE RAMAH NAVAJO PEOPLE AND ITS SCHOOL BOARD. YOUR HONOR, I WISH TO HAVE MY STATEMENT, THE ATTACHED STATEMENT OF SUPPORT AND ALSO THE INDIVIDUAL STATEMENTS BY THE SCHOOL BOARD MEMBERS BE ENTERED INTO THE CONGRESSIONAL HEARING RECORDS.

IN FEBRUARY OF 1970, THE LOCAL NAVAJO INDIAN COMMUNITY OF RAMAH, NEW MEXICO ELECTED ITS OWN SCHOOL BOARD AND SENT IT TO WASHINGTON TO SEEK FUNDS FOR A NEW SCHOOL. AFTER NEGOTIATION WITH THE BUREAU OF INDIAN AFFAIRS THE LATTER RECOGNIZED THIS NAVAJO SCHOOL BOARD'S RIGHT TO CONTROL FUNDS THE BUREAU OF INDIAN WOULD OTHERWISE USE TO EDUCATE NAVAJO YOUNGSTERS IN DISTANT FEDERAL BOARDING SCHOOLS. IN THIS WAY THE MANY NAVAJO HIGH SCHOOL CHILDREN FROM RAMAH RETURNED HOME TO LIVE IN THEIR OWN COMMUNITY. THE PROJECT DREW NATIONAL ATTENTION. FOR THE FIRST TIME IN THIS CENTURY AN INDIAN COMMUNITY HAD STARTED ITS OWN SCHOOL FROM SCRATCH. BUT WHAT WAS TRULY SIGNIFICANT ABOUT THE SCHOOL WAS ITS VALUE AS A MODEL FOR OTHER INDIAN COMMUNITIES FROM ACROSS THIS COUNTRY. THE RAMAH NAVAJO PEOPLE HAD SHOWN THAT INDIANS THEMSELVES CAN DETERMINE THE TIMING AND SUBSTANCE OF THE EDUCATIONAL REFORMS THEY WANT. FOR THE RAMAH NAVAJO COMMUNITY AND OTHER INDIAN COMMUNITIES, THIS WAS A NEW BEGINNING IN A TRULY INDIAN EDUCATIONAL REFORM. THE PRESIDENT OF THE UNITED STATES USED RAMAH AS AN EXAMPLE IN HIS OFTEN QUOTED INDIAN SELF-DETERMINATION MESSAGE TO CONGRESS IN JULY, 1970. SELF-DETERMINATION BECAME EXECUTIVE POLICY. ANY INDIAN COMMUNITY WISHING TO DO SO WAS TOLD IT COULD HAVE CONTROL OF ITS OWN INDIAN SCHOOL. BUT AL-

MOST IMMEDIATELY THE PROMISES BY THIS NATION WAS RUNNING TRUE TO FORM. IT BECAME EVIDENT THAT THE BUREAU OF INDIAN AFFAIRS INFRA-STRUCTURE RESPONSIBLE FOR DAY-TO-DAY SUPERVISION OF FEDERAL EDUCATIONAL SERVICES HAD DIFFERENT IDEAS ABOUT HOW TO EDUCATE INDIANS. WE HAVE ATTEMPTED TO CHANNEL OUR REQUEST THROUGH THE THE BUREAU OF INDIAN AFFAIRS BUDGET SYSTEM BUT WE WERE TOLD THAT SINCE WE CONTROL OUR OWN SCHOOL WE DO NOT HAVE THE RIGHT TO ASK THE BUREAU OF INDIAN AFFAIRS TO SUBMIT REQUEST ON OUR BEHALF FOR CONSTRUCTION OF AN EDUCATIONAL FACILITY.

IN THE FACE OF THIS OPPOSITION BY THE BUREAU OF INDIAN AFFAIRS, THIS SCHOOL BOARD AND THE NAVAJO COMMUNITY OF RAMAH AGAIN REQUEST YOUR ASSISTANCE IN PROVIDING AN EQUALLY EDUCATIONAL OPPORTUNITY FOR THE NAVAJO YOUNGSTERS IN RAMAH BY APPROPRIATING PHASE II CONSTRUCTION REQUEST IN THE AMOUNT OF $5,875,000.00 IN FY '76. IN LIGHT OF THE GROWING MONEY PROBLEM, THIS SEEMS LIKE A LARGE REQUEST. BUT I MUST ADD THAT FOR THE PAST 107 YEARS, THE BUREAU OF INDIAN AFFAIRS FAILED TO LIVE UP TO THE OBLIGATION OF THE UNITED STATES BY NOT PROVIDING AN EDUCATIONAL FACILITY IN RAMAH FOR THE EDUCATION OF ITS COMMUNITY. A YEARLY REQUEST FOR THE PAST 30 YEARS FOR EDUCATIONAL FACILITIES HAVE BEEN DENIED BY THE BUREAU OF INDIAN AFFAIRS FOR THE COMMUNITY. ONLY SINCE THE COMMUNITY TOOK IT UPON THEMSELVES SEVEN YEARS AGO AND WITH THE HELP OF CONGRESS HAS THERE BEEN ESTABLISHED THE BEGINNING OF AN EDUCATIONAL FACILITY ON THE RAMAH NAVAJO RESERVATION. CONGRESS APPROPRIATED $3.5 MILLION IN FY '74 TO BEGIN CONSTRUCTION.

FAILURE OF CONGRESS TO MAKE PHASE II APPROPRIATION WILL STALL THIS PROJECT AT A POINT CONSIDERABLY SHORT OF COMPLETION. IN VIEW OF RAMAH'S PIONEERING EFFORTS TO ACHIEVE SELF-DETERMINATION IN EDUCATION, IT BECOMES INCUMBENT ON THE GOVERNMENT TO FOLLOW THROUGH ON ITS COMMITMENTS. IF THE RAMAH SCHOOL, AN ALL-INDIAN CONTROLLED SCHOOL SHOULD FLOUNDER FOR LACK OF ADEQUATE PHYSICAL

PLANT, IT WOULD BE A SERIOUS INDICATION THAT THE POLICY AND RHETORIC OF SELF-DETERMINATION WERE HOLLOW INDEED.

RAMAH IS AWARE OF THE NEED FOR APPROACHING CONGRESS WITH A REALISTIC PROPOSAL. AS A RESULT, THE SCHOOL BOARD IS ASKING FOR ONLY SO MUCH MONEY FOR PHASE II AS IS ESSENTIAL FOR MAKING THE NEW SCHOOL VIABLE. THIS FIGURE FALLS BELOW THE BALANCE OF THE BUREAU OF INDIAN AFFAIRS PROGRAM OF REQUIREMENTS ESTIMATE. WITH AN ADDITIONAL AMOUNT MATCHING IN FY '74'S APPROPRIATION OF $3.5 MILLION, THE RAMAH NAVAJO PROJECT COULD ACHIEVE THAT DEGREE OF COMPLETION WHICH SUBSTANTIALLY ACCOMPLISHES THE MOST PRESSING OF THE NEEDS OUTLINED IN THE BUREAU OF INDIAN AFFAIRS PROGRAM OF REQUIREMENTS. WE ARE NOT ASKING CONGRESS FOR A HAND-OUT, WE ARE ASKING CONGRESS TO INVEST IN OUR COMMUNITY. THEREFORE, THE RAMAH NAVAJO SCHOOL BOARD RESPECTFULLY ASK THAT THE SUM OF $5,875,000 BE APPROPRIATED FOR FY '76 TO CONTINUE CONSTRUCTION OF A NEEDED EDUCATIONAL FACILITY ON THE RAMAH NAVAJO RESERVATION.

WALK IN BEAUTY,

LAURENCE R. MANUELITO
EXECUTIVE DIRECTOR
RAMAH NAVAJO SCHOOL BOARD, INC.

STATEMENT BY MR. CHAVEZ P. COHO

The need for a school in Ramah has always been with us. Our fathers and mothers asked for a school 107 years ago. In Ramah there is at least 95% of the total population that is not educated and cannot speak the English language. This makes for the hardships that we are now experiencing. We are constantly looking for funding sources to help us develop our own education. We do not want our children to be dependent like us. Too many years have passed now that we've been in this situation.

When we first started seven years ago, we already planned to have new facilities built. We knew that construction would cost much. First it was estimated that it would cost approximately $16 million. We received $3.5 million in FY '74 for the elementary and high school grades educational facilities.

The present facilities we are now in have only been temporary and have been inadequate for many years. Once we get the new school our people will greatly appreciate the efforts. We will be able to prepare our children for college and for better employment. The on-coming generations will begin meaningful lives here. They will not have to anticipate dependency then. They will learn to take care of themselves. There will be varied types of employment for our people here. We feel the education that we will develop will be the crux of other types of development here.

By August 15, 1975 we will have some facilities completed. There is still a great need yet and for this we come again to request $5,875,000.00 for FY '76 to build the following:

1. Dormitory
2. Instructional Media Center/Administration
3. Kindergarten
4. Staff Housing - 25
5. Cafeteria

We feel this is a reasonable request. We have been asking for funds for some 30 years through the Bureau of Indian Affairs. Those requests were not granted. Until seven years ago through our own efforts did we begin to receive some monies to begin construction. This will not be our last request as there are other needs in our community. We feel this request if granted will be an investment in our people and you will see the result. Your dollars will not be wasted. We ask these dollars for the future of our people not for us.

Chavez P. Coho

STATEMENT OF CALVIN J. PETERS, CHAIRMAN AND BUSINESS MANAGER, SQUAXIN ISLAND TRIBE

Senator MONTOYA. Our last witness is Mr. Calvin J. Peters. Is he here?

Mr. PETERS. Yes. Mr. Smith is here now. Mr. Smith is here. I would like to have him join me, if you don't mind. We are from the same area. I am here to support his statement as well as my own.

Senator MONTOYA. All right. The statement will be made a part of the record as we did the others. Just highlight what you have in mind that is not included in the budget.

Mr. PETERS. My name is Calvin Peters, the chariman of the Squaxin Island Tribal Council. We made a request last year to the Appropriations Committee for a tribal government development program because we were short funded then. Again this year we are short funded. I go into detail on that, and we are asking for your assistance this year in getting the program up to where we can do a proper job in keeping with our progress toward self-sustainment.

Senator MONTOYA. How much of these items were financed this year?

Mr. PETERS. The top three.

Senator MONTOYA. What was the total you got from the Federal Government?

Mr. PETERS. From the Federal Government for tribal government, we got $26,000; from the CETA, we got $200,000.

Now the sea farms is a 2-year program. Law enforcement, we only got $56,000; rights protection, we only got—this was funded last year, and we were shorted then.

Senator MONTOYA. You want to increase it to this amount now?

Mr. PETERS. This year we are being funded again for these programs, but they are going to be short funded, as I said in my statement here.

We don't know just how much shorter the rights protection law enforcement will be incorporated in the band analysis through the Bureau of Indian Affairs budget, which leaves it wide open for any tribal government or tribe that has need for these types of funds throughout the United States. These two programs were programs that are required by Judge Boldt's mandate as part of our deliverables in living up to this mandate, so we are asking that these funds not be put into the band analysis and be direct line items through the Bureau of Indian Affairs.

Being put into the band analysis is through the Bureau somewhere. We don't know where. We are hoping to have a meeting with Mr. Thompson tomorrow to find out.

Senator MONTOYA. You will have to work on the Bureau on that.

Mr. PETERS. Right, but we are requesting your support that these be direct line rather than be second to the band analysis. The sea farms program, we are asking for your support, and I was glad to hear that you said that HEW was part of your committee because on that is where we look for funds through there for operational program money.

I was up to see ONAP this morning, and I was informed that they were in need of dire moneys so that they can support the programs that they have.

Senator MONTOYA. You had better start filing applications with HEW, with the Department of Commerce, EDA. We have no jurisdiction over those programs here.

Mr. PETERS. Through the Appropriations Committee?

Senator MONTOYA. No. We don't have any jurisdiction in this subcommittee.

Mr. PETERS. But under the appropriations, would that go through your committee?

Senator MONTOYA. Yes; they do, but we don't say in an appropriation bill that so much money shall be used for Timbuktu. We don't say that.

Mr. PETERS. We are not looking for that. We are looking for so much money in appropriations should go toward Indian programs. That's what we are asking.

Senator MONTOYA. We do in the EDA programs. That is a bill that I handled. I say how much goes to Indian programs and in the HEW bill we say how much goes for Indian health and for Indian education. We say that, but under the manpower programs that is a different question.

There is no Indian title in the manpower programs, and there is no Indian title, if I recall, in the law enforcement aid program, LEA.

Mr. PETERS. This is not listed as manpower programs. The reason I was bringing this up, I don't know just where it is right now without thumbling through this very fast, but EDA has confirmed themselves to work with us, but providing we can come up with operational moneys where we have gotten them before.

In the past they were through ONAP. We are in danger of not getting them through ONAP. That's why we are asking your support.

Senator MONTOYA. We will see what we can do on that.

Mr. PETERS. On the education program, this is a new program with us this year. We have submitted an application to the HEW for this. This is a new program that we are requesting funds to help us develop a human resource program for our Indian people and our community.

Thank you.

Senator MONTOYA. Thank you very much. Thank you. Your printed statement will be inserted in the record at this point.

[The statement follows:]

My name is Calvin Peters, I am Chairman and Business Manager of the Squaxin Island Tribe, State of Washington, and I want to thank you for the opportunity to appear before you to give this testimony. The enclosed proposals and applications included in the Squaxin Island Tribe's presentation are:

Tribal Government Development Program (TGDP), Bureau of Indian Affairs	$ 34,500.00
Sea Farms Aquaculture, Economic Development Administration, Public Works, Office of Native American Programs-Health, Education, and Welfare, Operations(2 year program).	1,036,775.00
Law Enforcement, Bureau of Indian Affairs	166,408.00
Rights Protection, Bureau of Indian Affairs	41,258.00
Education, Department of Health, Education, and Welfare	35,899.00
TOTAL	$1,314,840

The Squaxin Island Tribe is requesting your support for our Tribal Government Development Program (TGDP) application we submitted to the Bureau of Indian Affairs for Fiscal Year 76. Again we are faced with performing a job with insufficient funds, unless you the Appropriations Committee can come to our rescue again this year, a job that is pertinent to the continued progress of our Tribe, in our Tribal Government's advancement towards self-determination. We have submitted this application to the Bureau of Indian Affairs in the amount of $34,500.00. This amount is needed to sufficiently place our Tribal Council in a position to exercise our soverign treaty rights; maintain and expand the programs and services for the Indian people of the Squaxin Island Tribe; initiate and foster long term planning and program development; work with Federal, State, and Local Government agencies to provide additional resources for the Tribe; direct and supervise, so that the programs may function as directed by the Tribal Council; instruct staff in the preparation and submission of all contracts and proposals pertaining to the development of the Squaxin Island Tribe; oversee all contract renewals and all new proposal requirements so that funding can be properly implemented; be an innovator of all new programs that can be obtained from all public and private funding sources on a local, State, and National level; obtain and maintain a rapport with all Indian Tribes, Indian, and Federal organizations.

These are only some of the responsibilities that is required to continue making progress (as we have in the past) and so that we may achieve our goals and strengthen our future governmental responsibilities of the Squaxin Island Tribe.

We are requesting your support for 3 additional programs that are on-going and were funded last year, but are in danger of being short funded for Fiscal Year 76.

These programs are, No. 1, Squaxin Sea Farms Aquaculture Program. This proposal was submitted to Economic Development Administration (EDA), for Public Works Grant; Office of Native American Programs-Department of Health, Education, and Welfare (ONAP-HEW), for Operations Grant; as a joint funding request. We have been informed by EDA that their commitment to the programs relies upon our acquiring operational funds. So we are requesting your support for Direct Line Item Funding through EDA for Public Works and ONAP-HEW for Operational Funds.

No. 2 and 3 are proposals that are required to implement Rights Protection and Law Enforcement Programs to enforce fishing regulations in line with the historical ruling, February, 1974, by Judge Boldt in the court case "United States vs. Washington". These funds should be afforded as a Direct Line Item to all Tribes involved in Judge Boldts decision and not subject to competition from other Government Activities or other Indian areas.

No. 4, a new funding program, is our Educational Application we submitted to the Department of Health, Education, and Welfare (HEW) for a much needed program for improving our human resources for the benefit of the Tribe and its Tribal Members and Indians living within our Tribal Service area.

The Squaxin Island Tribe also asks your support for the budgets that were implemented through a combined effort of these people and their agencies, the Bureau of Indian Affairs, Northwest Indian Fish Commission, Fish and Wildlife Services, Small Tribes Organization of Western Washington, and State Agencies involved with implementing the required mandates of Judge Boldts decision, "U. S. vs. Washington". The need to earmark these funds as a Line Item in the budget so that the Indian Groups and funding agencies involved, is vital to the interest of the Indians, the Federal Government, and State Government to assure the protection of one of the State of Washington's most profitable natural resources, the salmon.

These are areas of major concern to our people and every consideration should be given to see that they are funded for Indian People, their Tribes, and their organizations.

Therefore, the Squaxin Island Tribe calls upon you, the Appropriation Committees for the Congress of the United States, to direct Federal Agencies directly involved with administering our specific proposals, the Bureau of Indian Affairs (BIA), Economic Development Administration (EDA), Office of Native American Programs in the Department of Health, Education, and Welfare (ONAP-HEW), and Education, that these requests be funded as Direct Line Items for the continued protection and development of Tribal economical and human resource.

I thank you.

Calvin J. Peters, Chairman
and Business Manager
Squaxin Island Tribe
State of Washington

Northwest Indian Fisheries Commission Program

STATEMENT OF WILLIAM L. SMITH, EXECUTIVE DIRECTOR, NORTHWEST INDIAN FISHERIES COMMISSION

Mr. Smith. You have been asking people to highlight their presentations. I am asking to read mine. Knowing we have 5 minutes, I shortened it up to about 3 minutes of reading time. It is more comprehensive.

Senator Montoya. OK, go ahead.

Mr. Smith. My name is William L. Smith. I am the tribal council chairman of the Skokomish Indian Tribe. I am also the executive director of the Northwest Indian Fisheries Commission. I am testifying today on behalf of the Northwest Indian Fisheries Commission budget request.

The Northwest Indian Fisheries Commission is directing its request for appropriations of $291,510 to be made through the Department of the Interior, Bureau of Indian Affairs. The Northwest Indian Fisheries Commission request for appropriation is an essential part of a combined budget of $4.4 million that has been developed jointly by the U.S. Fish and Wildlife Service, Bureau of Indian Affairs, Washington State Department of Fisheries, Washington State Department of Game, individual Indian tribes, and the Small Tribes Organization of Western Washington for the implementation of Federal Court Judge George Boldt's fishing rights decision in the case of *United States* v. *Washington*.

Joint preparation of the $4.4 million request has helped eliminate duplication of effort and cost, while at the same time recognizing the amount of work that must be done by involved agencies to carry out the requirements of the decision handed down by Judge Boldt.

As has been pointed out in numerous letters of support, including those from Gov. Daniel J. Evans, of Washington State, the director of the Washington State Department of Fisheries, members of U.S. Fish and Wildlife Service, and the Superintendent of the Western Washington Bureau of Indian Affairs, the Northwest Indian Fisheries Commission, if funded, will continue to provide the representative leadership necessary to carry out the heavy and complex responsibilities that comanagement of our fisheries resources requires.

The Northwest Indian Fisheries Commission program necessarily facilitates communication between involved agencies and Indian tribes and assists in:

1. Analyzing and adopting suitable procedural methods.
2. Confering with legal counsel and resolving interim problems through the court.
3. Soliciting or encouraging the cooperation of tribes to follow a plan of action.
4. Developing and refining data collection systems.
5. Defining fishing regulations.
6. Selecting and obtaining quality training for law enforcement personnel.
7. Negotiating and solidifying working agreements between tribes in problem areas.
8. Establishing and maintaining adequate files and records.

9. Working in close cooperation with Federal agencies in areas of legal assistance, biological, environmental influences, conducting monitoring operations and establishing policies.

10. Examining and structuring other aspects of the Indian fishing industry to meet changing requirements.

11. Relating positive results of the Boldt decision to an often uninformed or misinformed public.

12. Regularly and accurately disseminating catch data and other pertinent information to all tribes.

In short, our program provides an accurate means of assessing individual tribal and treaty area needs as they relate to the scope of responsibilities outlined above and to other involved agencies.

Recognizing that continued cooperative efforts by all agencies are essential to the proper management of our valuable fisheries resources, it is my hope that the Northwest Indian Fisheries Commission budget request, as an essential part of the jointly prepared fisheries management budget, will receive your favorable support.

Senator MONTOYA. Thank you very much, gentlemen.

Mr. PETERS. I am a member of the Northwest Indian Fisheries Commission. My presentation on law enforcement and the rights of protection is included in this combined budget. It is not. I should have let Mr. Smith go first and then it would have fallen in line a lot better.

Congressman Means testified this morning, I believe, in the joint effort, combined efforts, from the organizations that Mr. Smith mentioned. Again I thank you for the opportunity to appear here.

PREPARED STATEMENT

Senator MONTOYA. Thank you. Your budget proposal will be printed in the record and the supporting correspondence adopted by reference.

[The statement follows:]

NORTHWEST INDIAN FISHERIES COMMISSION PROPOSED BUDGET REQUEST—FISCAL YEAR 1976

By organizing the Northwest Indian Fisheries Commission we have hoped to provide the representative leadership necessary to carry out the heavy and complex responsibilities that co-management requires. In fact, it states in the Preamble to our Constitution that:

"* * * We further believe that by unity of action we can best accomplish these things, not only for the benefit of our own people but for all of the people of the Pacific Northwest."

To that end we believe that our need to interpret and translate our responsibility into action requires funding assistance for an administrative support program.

We believe that an administrative support program working for the Northwest Indian Fisheries Commission is necessary to facilitate communication between involved agencies and tribes, and to assist the NWIFC in:

1. Analyzing and adopting suitable procedural methods.
2. Conferring with legal counsel and resolving interim problems through the court.
3. Soliciting or encouraging the cooperation of tribes to follow a plan of action.
4. Developing and refining data collection system.
5. Defining fishing regulations.
6. Selecting and obtaining quality training for law enforcement personnel.
7. Negotiating and solidifying working agreements between tribes in problem areas.
8. Establishing and maintaining adequate files and records.

9. Working in close cooperation with Federal agencies in areas of legal assistance, biological, environmental influences, conducting monitoring operations and establishing policies.

10. Examining and structuring other aspects of the Indian fishing industry to meet changing requirements.

11. Relating positive results of the Boldt decision to an often uninformed or misinformed public.

12. Regularly and accurately disseminating catch data and other pertinent information to all tribes.

In short, this program would provide the Northwest Indian Fisheries Commission with an adequate and accurate means of assessing and assisting individual tribal and treaty area needs as they relate to the scope of responsibilities that are outlined above. The cost estimate for this proposed program is as follows:

I. Salaries and wages	$165,000.00
II. Goods and services	28,280.00
III. Travel	37,079.68
IV. Equipment	12,000.00
V. Service contracts	24,400.00
VI. Employee benefits	24,750.00
Total	291,509.68

The entire staff of the Northwest Indian Fisheries Commission would immediately be involved in all aspects of the management and research actions that have been proposed on the checklist provided participant agencies on March 26, 1975. It is patently impossible to designate in either time or dollar amounts the intensity of attention that each category would receive as it would vary according to circumstance, situation and time. However, it is presently envisioned that although each coordinator would be assisting in covering the full range of responsibilities outlined above and those appearing on the checklist, each would also have a specific program responsibility. After the completion of staffing, the Northwest Indian Fisheries Commission would assign these specific responsibilities, i.e., catch monitoring, law enforcement, regulations, training, that each coordinator would have as a specific coordinating responsibility.

The Northwest Indian Fisheries Commission has worked in close coordination with, and supports the budgets requested by, The Northwest Fisheries Program of U.S. Fish and Wildlife, Small Tribes Organization of Western Washington, The Bureau of Indian Affairs, and individual tribes.

THE NORTHWEST INDIAN FISHERIES COMMISSION ADMINISTRATIVE SUPPORT BUDGET PROPOSAL AND NARRATIVE—FISCAL YEAR 1976

EXHIBIT I.—*Expenditure detail by object*

I. Salaries and wages	$165,000.00
II. Goods and services	28,280.00
III. Travel	37,079.68
IV. Equipment	12,000.00
V. Service contracts	7,600.00
VI. Employee benefits	24,750.00
Proposed budget request	274,709.68

EXHIBIT II.—*Expenditure detail by object and subobject*

I. Salaries and wages:	
A. Executive director ($2,083.33/month×12 mo)	25,000.00
B. Assistant to the Director ($1,083.33/month×12 mo)	13,000.00
C. Public Relations Officer ($1,500/month×12 mo)	18,000.00
D. Public Relations Secretary/Assistant ($883.33/month×12 mo)	10,600.00
E. Treaty Area Coordinators (5) ($1,250/month×5×12)	75,000.00
F. Secretary ($800/month×12 mo)	9,600.00
G. Clerk typist/Receptionist ($600/month×12 mo)	7,200.00
H. Bookkeeper ($666.67/month×12 mo)	8,000.00
Subtotal	165,000.00

II. Goods and services:	
A. Facilities:	
1. Office space (lease) ($900/month×12 mo)	$10,800.00
2. Case area conference facilities (3)	1,500.00
B. Office supplies	2,880.00
C. Communications:	
1. Postage	500.00
2. Telephones	7,200.00
3. Printing	3,200.00
4. Subscriptions	100.00
D. Insurance and bonding	500.00
E. Accounting services	1,600.00
Subtotal	28,280.00
III. Travel:	
A. Mileage:	
1. Commissioners	3,319.68
2. Staff	23,520.00
3. Treaty area conferences	2,800.00
B. Air fare	1,520.00
C. Per diem:	
1. In-State:	
a. Commissioners	2,160.00
b. Staff	2,160.00
2. Out-of-State	1,600.00
Subtotal	37,079.68
IV. Equipment: (Includes desks, tables, typewriters, calculators, etc.)	12,000.00
V. Service contracts:	
A. Copying	3,600.00
B. Computer terminal	4,000.00
C. Vehicle leases (6 pickup trucks)	10,800.00
D. Radio-telephone lease (6 units)	6,000.00
Subtotal	24,400.00
VI. Employee benefits	24,750.00
Proposed budget request	291,509.68

ADMINISTRATIVE SUPPORT BUDGET NARRATIVE

I. Salaries and Wages

Job descriptions for all staff can be provided upon request.

II. Goods and Services

A. Facilities

1. The office facilities cost figure of $10,800 is based upon $900 per month, an amount necessary to provide adequate space for a staff of twelve in Western Washington.

2. The conference facilities cost of $1,500 is based upon the average rental cost of convention facilities in Western Washington for four Treaty Area conferences that the Commission feels are necessary throughout the budget year.

B. Office Supplies

The office supplies figure is estimated at $20 per month per staff person totaling $240 per month or $2,880 per year.

C. Communications

1. *Postage.*—$500 for postage includes the cost of a twice monthly newsletter to all tribes and related agencies in addition to the usual correspondence generated by a business office of this size.

2. *Telephone.*—The telephone cost of $7,200 includes installation charges of $600 for a two line intercom system and an average long distance cost of $3,600 per year ($300 per month), for staff and $3,000 ($50 a month each×12 months for the five Treaty Area Commissioners).

3. *Printing.*—Estimated printing costs of $3,200 includes cost of the aforementioned twice monthly newsletter, an information brochure and the standard letterhead and business card printing costs.

4. *Subscriptions.*—The subscription costs estimate of $100 is based upon the rates for daily newspapers and the several pertinent fishing periodicals.

D. Insurance and Bonding

$500 covers the cost of insuring staff travel, office equipment, liability, and Bonding the Secretary-Treasurer of the Commission, Executive Director, and the Assistant to the Director.

E. Accounting Services

The cost of $1,600 is for assistance from a CPA firm in setting up a suitable accounting system, ten hours of instruction to the Bookkeeper on the use of that system and a monthly monitoring of the Commission's account books.

III. Travel

A. Mileage

1. *Commissioners.*—The Commissioner's mileage figure of $3,319.68 was arrived at by computing the distances each of the five Commissioners would travel monthly to regularly scheduled meetings and multiplying these miles by the standard mileage allowance of 14¢ per mile.

2. *Staff.*—The Northwest Indian Fisheries Commission staff mileage of $23,520 was computed by assuming because of the nature of the job descriptions and the size of the service area that the Executive Director, Public Relations Officer, and the five Coordinators would each average 2,000 miles per month multiplied by the 14¢ mileage allowance.

3. *Treaty Area Conference.*—The Northwest Indian Fisheries Commission intends to pay mileage for Tribal delegates attending the four Treaty Area Conferences. By estimating the round trip distances to be travelled by delegates to a central location (Seattle-Tacoma) and multiplying that by the 14¢ mileage allowance, a per conference cost of $700 was establshed. This was then multiplied by four conferences thus totalling $2,800.

B. Air Fare

The air fare estimate of $1,520 was establshed by assuming that the Executive Director and one staff member would need to travel to Washington, D.C., twice during a twelve month period for budget submission and appropriation testimony purposes. The cost of one round trip air fare is $380.

C. Per Diem

1. *In-State*:

a. *Commissioners.*—Because of the distances involved, it will be necessary for three Commissioners to be away from home longer than a twenty-four hour period twice monthly to attend regularly scheduled meetings. Six days then multiplied times the $30 per day In-State per diem allowance, multiplied by 12 months equals $2,160.

b. *Staff.*—Again, because of distances, it is estimated that the Executive Director and the five Coordinators will average one day per month away from home multiplied times the $30 per day In-State per diem allowance, multiplied by twelve months, equals the $2,160 staff In-State per diem allowance.

2. *Out-of-State.*—Ten days out of state travel each is anticipated for the Executive Director and one staff member. (Note: III. Travel, B. Air Fare) These days multiplied by the standard $40 per day out-of-state per diem allowances, equals $1,600.

IV. Equipment

Equipment cost of $12,000 was establshed by totalling cost of all equipment needs for twelve staff members, inventory of item and cost can be supplied if necessary.

V. Service Contracts

A. Copying

The total of $3,600 for copying is based upon $300 per month lease estimate for Xerox services.

B. Computer Terminal

The $4,000 lease estimate for Terminal station and the tie into Washington State's computer system for recording/reporting fish catch data.

C. Vehicle Lease Agreement

6 units—$10,800.

D. Radio-Phone Lease

Mobile units (6 units).

VI. Employee Benefits

This figure of $24,870 is 15 percent of the total salaries and wages estimate. It allows the Northwest Indian Fisheries Commission to cover all standard employee benefits as well as providing a minimal medical plan.

SUBCOMMITTEE RECESS

Senator MONTOYA. We stand in recess until 10 a.m., tomorrow morning.

[Whereupon at 5:15 p.m., Monday, May 12, the subcommittee was recessed to reconvene at 12:45 p.m., Tuesday, May 13.]

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS FOR FISCAL YEAR 1976

TUESDAY, MAY 13, 1975

U. S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met at 12:45 p.m. in room 1114, Everett McKinley Dirksen Office Building, Hon. Ted Stevens presiding.

Present: Senators Stevens, Young, and Hatfield.

NONDEPARTMENTAL WITNESSES

HEARING PROCEDURE

Senator STEVENS. I call the meeting to order, and my apologies to all of you. These are extremely busy days here. I'm sure that you have been waiting a long time, and we regret that delay very much. We want to thank you for your patience.

This is the second of 3 days of hearing public witnesses who wish to testify on matters involved in the appropriation bill for fiscal 1976, for the Department of the Interior and related agencies.

There is a very long schedule, and we would like to make sure that everyone has a chance to appear. We will be having a series of votes throughout the afternoon, so it may be difficult for all of us.

I would like to have you keep your remarks to the 5 minutes or less if you will. All written statements that you present, will be printed in the record. We would ask that your testimony highlight the full statement. We also ask that each witness submit 15 copies of the prepared statement to the staff when your name is called. When two or more witnesses appear together, please try not to duplicate testimony.

Let me assure you that members of the committee and the staff analyze the record and your statements. Your statements are most important, and we would ask you to keep your oral comments as brief as possible. If you can finish up short of 5 minutes, that's appreciated, too.

MENOMINEE RESTORATION COMMITTEE

STATEMENT OF SYLVIA WILBER, MENOMINEE RESTORATION COMMITTEE (WISCONSIN)

Senator STEVENS. The first witness, Mrs. Daly. Do you have someone else with you, Mrs. Wilber?

Mrs. WILBER. I am Mrs. Wilber.

Senator STEVENS. My apologies to you. You have submitted your statement, haven't you?

Mrs. WILBER. I have, yes.

Senator STEVENS. You've been waiting a long time, and again, let me apologize to you and those that come after you. It seems to be a very busy week.

I had to go over and testify on the House side this morning on a bill that pertains to my people, the Alaska Natives. So, I'm sorry about the delay. Would you proceed please.

Mrs. WILBER. We want to thank you for this opportunity to appear on behalf of the Menominee Tribe of Wisconsin. I am here to implement the Menominee Restoration Act, which was enacted and signed into law in December 1973. It was a very historic piece of Indian legislation.

This year, April 22, we just finalized the completion of that act by transferring the land into trust by four of the Menominee Tribes. Pursuant to the Restoration Act, an interim governing body was elected by secret ballot of the tribal members, which charged us with certain responsibilities.

In carrying out those responsibilities, the Menominee Restoration Committee initiated a comprehensive health care program study which documents the health needs of the Menominee people. We did not complete the study in time to be included in the budget for Indian health for the 1976 fiscal year, so we have been completely left out.

We did not want to come unprepared to you. At this time, we are prepared. We have just completed the study. This is the study that enumerates and documents the needs of the Menominee people. We'll leave this here for the committee, so that they can have this to refer to.

We are here with documentation; we know what we need to meet the health problems of our people. We have worked with Indian Health Service, as well as the Health Services Administration to develop this plan. They support it

We now need an amendment to the Indian health budget in the amount of $2,600,000. This amount would then include the design and construction of the health center, which will help the Menominee people to get at the root causes of the problem facing them. This also includes a sanitation request, which will update our sewage and treatment facilities within the two village areas as well as allowing us to put plumbing, complete plumbing, into the homes of our people who have neither water nor plumbing facilities.

At this time, I'll be open for any questions.

Senator STEVENS. We're happy to have the report. Mrs. Wilber, as I understand from your statement, you have a total of $4,780,000 required, and you have an estimate here of $2,600,00 for the first year costs. Is that right?

Mrs. WILBER. That's right. We analyzed the cost and the design of the program, and we realize that we will not be able to use all of that money in the first year. Assessing the need, we realize that we are going to have to have phases in order to complete the plan. So, we asked for the amount of money we felt we would need in the first year.

Senator STEVENS. How many people are involved in your community now, to be served by this plan?

Mrs. WILBER. Approximately 3,000 people. I might add that over the past 20 years, since termination, we have been deprived of many

programs and this deprivation relates to the many social and economic problems that we do have. This is an opportunity we have to correct this problem.

PREPARED STATEMENT

Senator STEVENS. We appreciate your statement and your study and we will study it and do our best. Your prepared statement will be inserted in the record at this point. Thank you.

[The statement follows:]

Mr. Chairman and members of the committee, we are here representing the Menominee Indian Tribe of Wisconsin. We are members of the Menominee Restoration Committee which is the governing body charged with restoring the programs and services to the Menominee people pursuant to the Menominee Restoration Act of December 22, 1973. We have recently completed a comprehensive survey of our health needs in concert with the Department of Health, Education, and Welfare's Indian Health Service and as this information was not available in time for their Fiscal Year 1976 budget, we respectfully request an amendment to the Indian Health Service Fiscal Year 1976 budget in the amount of $2,600,000 ($470,000 for Indian Health Service appropriation and $2,130,000 for Indian facilities' appropriation) for the purpose of implementing the health care program required by the community.

The federal supervision over the land and property of the Menominee Indian Tribe of Wisconsin was terminated in 1961. Termination was, in actuality, a cultural, political, economic, and social disaster for our Tribe.

The Menominee Restoration Act (Public Law 93–197) was enacted in December 1973 to repeal the act terminating Federal supervision over the property and members of the Menominee Indian Tribe of Wisconsin; to reinstitute the Menominee Indian Tribe of Wisconsin as a federally recognized sovereign Indian tribe; and to restore to the Menominee Tribe of Wisconsin those Federal services furnished to American Indians because of their status as American Indians; and for other purposes.

This is why we are here. With the passing of the Menominee Restoration Act, Indian Health Service became responsible for providing health care benefits and services to the Tribal population. No funds are in Indian Health Service Fiscal Year 1976 budget for this purpose. We are here to present the health needs of the Menominee community and to amend the Fiscal Year 1976 budget accordingly.

The Menominee Restoration Committee was set up by this Act and is charged with several specific duties, one of which is: to negotiate contracts and grants to restore and develop programs and services to the Tribe lost as a result of termination.

We did not want to come to you unprepared. Therefore, in concert with Health Services Administration and Indian Health Service, we initiated a health care study, completed April 25 of this year which was too late for Indian Health Service's Fiscal Year 1976 budget request. This completed health care study defines the health needs in the Menominee community and outlines a program plan designed to meet those needs.

The health study reveals that the Menominee community suffers from severe health problems because of socio-economic problems and lack of proper medical care. A dramatic illustration of the problems which exist among the Menominee is the high incidence of otitis media, 275.2 per thousand as compared to 110.7 per thousand in other areas served by the Indian Health Service; respiratory infections, 173.5 per thousand as compared to 22.3 per thousand for the State of Wisconsin. Thirty-three percent of the births are out of wedlock and 50 percent of these are to females under 20 years of age. These socio-economic problems can be directly and indirectly attributable to termination. With termination, Menominees inherited the poorest county in Wisconsin. We were unable to develop economic programs to employ our people. Presently, approximately 46 percent of the Menominee community receives welfare assistance because of high unemployment, underemployment and a birth rate which is double that of the average for the State of Wisconsin.

Educational problems are equally severe. Since termination, the failure and school drop-out rate of Menominee young people is tremendous. Only 25 percent beginning school actually get a high school diploma.

Income

Forty percent of Menominee County Indian families have incomes below the poverty level as compared to 7 percent for the State of Wisconsin.

Termination forced the closing of our Tribal hospital. We are forced to travel to the neighboring white communities for medical attention. Transportation to these medical facilities presents a problem since over 50 percent of our people have neither cars nor telephones.

Medical attention is not sought except in cases of emergency, since almost 25 percent have no medical insurance and cannot afford expensive hospital care which they had formerly received free at the Tribal hospital. Many Menominees experience a feeling of discrimination while seeking medical care and many others a feeling of alienation, due to cultural shock.

The health study reveals unemployment, low educational attainment, and poverty conditions such as overcrowded housing, lack of central heating, lack of indoor plumbing, poor nutrition and a reluctance to use existing health services have caused or aggravated many of the health problems.

Because of the lack of health educational programs and health services, there is a high occurrence of prenatal and infant mortality, respiratory infections and dental diseases, diabetes, alcoholism, vision problems and otitis media. Many Menominees do not avail themselves of existing health services because they lack understanding and information of the importance of health programs.

Our health problems become a vicious cycle, one leading to the other. If one does not have a basic education, then one cannot get a job and, therefore, is engulfed in poverty. Somewhere the pattern must be broken, and education seems to be the logical starting point. But if we remember the health problems of ear infections and vision problems, how many of the younger members of the population drop out of school because they have not been able to hear since the first grade and they are hopelessly behind, discouraged, or made to feel inferior? Or how many correctable vision problems are not found, and again the child cannot keep up with the class or has constant headaches. Poverty and the lack of adequate nutrition may also contribute to the high drop-out rate. Without sufficient food intake or an inappropriate diet, a child may not have energy resources sufficient to allow concentration on the learning process.

The Menominee Restoration Committee proposes in accordance with the compiled Menominee health care program plan to: 1) unify and centralize all existing health programs and services provided by county and tribal governments, and 2) provide facilities, educational programs, additional health services and environmental services to the Menominee community.

For the next two years, a major effort will be made to create an outpatient clinic. This proposed clinic, to be constructed within the Menominee Reservation, will house existing services and programs and allow for new health related services. The facility will be eventually owned and operated by the Menominee Indian Tribe. A joint effort is underway by Menominee County officials and the Menominee Restoration Committee to develop a health program which will be designed to meet the needs of Menominee people.

It will take maximum effort of the Federal Government and the Tribe to overcome the deprivation and neglect of the past 20 years.

For your information, the following represents the specific funding request:

	Total required	Total funding required by Indian Health Service	1st year costs by Indian Health Service
Nonrecurring costs:			
Health center and equipment	$1,400,000	$1,000,000	$1,000,000
Sanitation program	1,760,000	1,760,000	1,130,000
Total	3,160,000	2,760,000	2,130,000
Recurring costs:			
1. Staffing and related costs	800,000	593,000	248,000
2. Supplies, utilities and equipment, etc	220,000	120,000	62,000
3. Contract care	600,000	310,000	160,000
Total	1,620,000	1,023,000	470,00
Total increase required 1st year	4,780,000	3,783,000	2,600,000

STATEMENT OF PATRICK STANDS OVER BULL, CHAIRMAN, CROW TRIBAL COUNCIL (MONTANA)

ACCOMPANIED BY EDISON REAL BIRD, OFFICIAL DELEGATE, CROW TRIBAL COUNCIL

Senator STEVENS. Patrick Stands Over Bull, from the Crow Agency.

Mr. STANDS OVER BULL. Thank you Mr. Chairman. My name is Patrick Stands Over Bull. I'm chairman of the Crow Tribal Council, Crow Tribe of Indians of Montana.

Senator STEVENS. Who appears with you?

Mr. STANDS. OVER BULL. Mr. Chairman and members of the staff, I appear before you today to request an amendment to the proposed budget of the Bureau of Indian Affairs. The Crow Tribe of Indians of Montana is asking that an additional $500,000 be added to the Bureau's budget under the category of mining and minerals. These funds shall be used for the specific purpose of performing those needed studies and collecting the essential base line data so that the Crow Tribe will be able to make an informed decision concerning the possible future use of our coal resources.

I would like to take this brief opportunity to explain our present problems and the immediate need for basic environmental studies to be undertaken on the Crow Reservation.

Although the Crow Tribe has been aware of the potential exploitation of billions of tons of tribally owned coal for the past 10 years, it was not until this year that we realized the probable impacts of such a development.

Throughout these last 10 years, the necessary expertise was not provided to us so that our tribal members could get a total view of the problems that we will be facing. We now find ourselves totally unprepared for the type of developments that are being planned. To outline a few examples:

It is projected that approximately 42,000 people could be moving onto or in the immediate vicinity of the Crow Reservation. Yet there is no land use plan or zoning code for the reservation to control this development.

298,000 acre-feet of water from our Big Horn River have been sold to the five coal companies on the reservation. But a reservationwide ground water study and water inventory have not been completed.

Although the mining of over 200,000 acres of our land is projected, no comprehensive studies have been conducted to project the effects on our physical and human environments.

Also, due to lack of reliable data, the Crow Tribe has not been able to enact tribal laws governing reclamation, water quality, utility citing, and a proper law and order code to enforce any regulations.

Throughout the Northern Plains, State and local governments are planning and preparing for the anticipated development of western coal. Tax dollars are being utilized in an attempt to mitigate the bad impacts of coal development. But the Crow Tribe does not have any form of local tax income, and we thus request that you appropriate adequate funds to the Bureau of Indian Affairs so that the Crow

Tribe can approach these problems and solve them for the good of both our people and the Nation as a whole.

In January of this year, the Planning Support Group of the Bureau of Indian Affairs released a draft environmental programmatic statement for the projected development of Crow-owned coal. The Crow Tribe reviewed this statement and requested that it not be finalized until the proper data was collected and realistic projections made, based on that data.

Last week, I received word that the Department of the Interior concurred with our request, and that those studies must be completed before the impact statement is finalized. I have taken the liberty of discussing this matter with the Commissioner of Indian Affairs, and he also concurs with our position regarding this situation.

Yet, the funds for these studies have been requested in the 1977 fiscal year's budget. We ask that these funds be made available to the Crow Tribe beginning July 1, 1975, so that we can begin to perform the work that is needed now, not 14 months from now.

These studies should have been undertaken 10 years ago, but I believe that we still have adequate time to complete them and determine our position without causing irreparable damage to any of the parties involved.

I fully realize that we are requesting a large amount of money for this purpose, and that the studies we are requesting will take a great length of time. I also realize that there is an urgent need to develop this Nation's coal resources. Yet, I am convinced that if these great resources are to be developed, they can only be developed without sacrificing our environment, and most of all, our Crow people.

In closing, I would like to say that I do not consider the mining of our coal to be either inherently good or evil. The economic impact of such a development could end the poverty that has plagued us for far too long and offer us the employment opportunities we have been seeking. But we have witnessed the destruction to the land, the air, and the water, in other parts of this country, before proper legislation was enacted to protect those resources. We cannot allow such destruction to our land for the sake of economic freedom.

If the Crow Tribe decides to allow any mining of our reservation resources, that decision will only be made after careful study and planning is completed, and we can determine that there would be no irreversible harm done to our environment.

The future existence of the Crow Tribe as a distinct culture and society is at stake. A decision made now, without proper preparation, could not only solve our problems, but could pose a whole new series of problems for the next 100 years. We ask that you allow us the opportunity to thoroughly review the problems and make the best possible decision. We ask that you approve this amendment request.

Respectfully submitted, Patrick Stands Over Bull.

Senator STEVENS. Who is with you for the record?

Mr. STANDS OVER BULL. Edison Real Bird from the delegation.

Mr. REAL BIRD. Our justification for the amendment, Mr. Chairman, is that we are here to express the wishes and hopes of the Crow Tribe of Indians of Montana. One of the main reasons that we are proposing this amendment is that we, the Crow Tribe and the Bureau of Indian Affairs, along with other governmental agencies, did not have pre-

vious knowledge of the tremendous impact that is going to take place on the Crow Reservation. The Crow Tribe of Indians, which comprises about 2.5 million acres, is going to be producing the Nation's coal energy in the neighborhood of 10 percent.

So that's quite a contribution from a small tribe in Montana. Along with that, the Crow Tribe is contributing to the energy needs of this Nation from the Yellowtail Dam, which is constructed on the Crow Reservation.

We produce hydroelectric power there and the other attributed factors from water, and we have in the neighborhood of 647 miles of stream in the Crow Reservation, along with several lakes; which, one lasts for 57 miles.

We have these fine streams and lakes, and the amendment is so that we can prepare to meet this impact that is now taking place. And this is one of the main justifications of making our appeal today, so that it can be made available, so that we can accommodate this Nation with our assets and resources, and our contribution as dedicated American Indians.

Senator STEVENS. Gentlemen, tell us, how did you arrive at the $500,000 figure? You mentioned 200,000 acres.

Mr. STANDS OVER BULL. In the proposed budget of the Bureau of Indian Affairs for 1977.

Senator STEVENS. That is the amount they request for 1977?

Mr. STANDS OVER BULL. Yes.

Senator STEVENS. Are they the ones that figured out the amount that was needed?

Mr. STANDS OVER BULL. Yes, sir.

Mr. REAL BIRD. Along with the interest of the Crow Tribe Committee and the officials. That's what we arrived at.

Senator STEVENS. If you had that money, you'd be able to make the decision a year earlier, as to whether or not you will permit coal development, is that it?

Mr. STANDS OVER BULL. That's right.

Senator STEVENS. We'll ask the Department to give us the breakdown on how they arrived at the $500,000. There's no question but what you have a unique problem, and we'll certainly do what we can to assist you on it. We'd like to see you be able to make that decision wisely.

Mr. REAL BIRD. We're actually producing coal now.

Senator STEVENS. Yes, I know you are; I'm familiar with the area.

Mr. STANDS OVER BULL. Thank you very much.

Mr. REAL BIRD. The Crow people have asked the chairman, as our official spokesman, to provide a gift from the Crow Tribe of Indians, and I'll just present it to you Mr. Chairman.

Senator STEVENS. I'll have to pass that on to the chairman. I may have to fight him for it. Thank you very much, I appreciate it.

I know that country of yours well, I grew up there during World War II, and I enjoyed it a great deal. Thank you.

Mr. REAL BIRD. The Crow Tribe expects your visit.

Senator STEVENS. Your prepared statement will be inserted in the record at this point.

[The statement follows:]

Mr. Chairman, members of the Committee and Staff

I, appear before you today to request an amendment to the proposed budget of the Bureau of Indian Affairs. The Crow Tribe of Indians of Montana is asking that an additional Five Hundred Thousand Dollars ($500,000.00) be added to the Bureau's budget under the category of Mining and Minerals. These funds shall be used for the specific purpose of performing those needed studies and collecting the essential base line data so that the Crow Tribe will be able to make an informed decision concerning the possible future use of our coal resources.

I would like to take this brief opportunity to explain our present problems and the immediate need for basic environmental studies to be undertaken on the Crow Reservation.

Although the Crow Tribe has been aware of the potential exploitation of billions of tons of tribally owned coal for the past ten years, it was not until this year that we realized the probable impacts of such a development. Thoughout these last ten years the necessary expertise was not provided to us so that our Tribal members could get a total view of the problems that we will be facing.

We now find ourselves totally unprepared for the type of developments that are being planned. To outline a few examples:

1. It is projected that approximately 42,000 people could be moving onto or in the immediate vicinty of the Crow Reservation. Yet there is no land use plan or zoning code for the Reservation to control this development.

2. Two hundred and ninety-eight thousand (298,000) acre/feet of water from our Big Horn River have been sold to the five coal companies on the reservation. But a reservation-wide ground water study and water inventory have not been completed

3. Although the mining of over 200,000 acres of our land is projected, no comprehensive studies have been conducted to project the effects on our physical and human environments.

Also, due to a lack of reliable data, the Crow Tribe has not been able to enact Tribal Laws governing reclamation, water quality, utility citing and a proper law and order code to enforce any regulations.

Throughout the Northern Plains, state and local governments are planning and preparing for the anticipated development of Western coal. Tax dollars are being utilized in an attempt to mitigate the bad impacts of coal development. But the Crow Tribe does not have any form of local tax income, and we thus request that you appropriate adequate funds to the Bureau of Indian Affairs so that the Crow Tribe can approach these problems and solve them for the good of both our people and the nation as a whole.

In January of this year the Planning Support Group of the Bureau of Indian Affairs released a Draft Environmental Programmatic Statement for the projected development of Crow owned coal. The Crow Tribe reviewed this statement and requested that

it not be finalized until the proper data was collected and realistic projections made based on that data. Last week I received word that the Department of Interior concurred with our request and that those studies must be completed before the impact statement is finalized.

I have taken the liberty of discussing this matter with the Commissioner of Indian Affairs, and he also concurs with our position regarding this situation. Yet the funds for these studies have been requested in the 1977 fiscal year's budget. We ask that these funds be made available to the Crow Tribe beginning July 1, 1975, so that we can begin to perform the work that is needed now, not fourteen months from now. These studies should have been undertaken ten years ago, but I believe that we still have adequate time to complete them and determine our position without causing irreparable damage to any of the parties involved.

I fully realize that we are requesting a large amount of money for this purpose, and that the studies we are requesting will take a great length of time. I also realize that there is an urgent need to develop this nation's coal resources. Yet, I am convinced that if these great resources are to be developed, they can only be developed without sacrificing our environment and most of all, our Crow people.

In closing, I would like to say that I do not consider the mining of our coal to be either inherently good or evil.

The economic impact of such a development could end the poverty that has plagued us for far too long and offer us the employment opportunities we have been seeking.

But we have witnessed the destruction to the land, the air and the water, in other parts of this country, before proper legislation was enacted to protect those resources. We cannot allow such destruction to our land for the sake of economic freedom.

If the Crow Tribe decides to allow any mining of our reservation resources that decision will only be made after careful study and planning is completed and we can determine that there would be no irreversible harm done to our environment. The future existence of the Crow Tribe as a distinct culture and society is at stake. A decision made now, without proper preparation, could not only not solve our problems but could pose a whole new series of problems for the next one hundred years. We ask that you allow us the opportunity to thoroughly review the problems and make the best possible decision. We ask that you approve this amendment request.

51-937 O - 75 - pt. 4 - 45

Chitimacha Tribe School Project

STATEMENT OF LEROY BURGESS, CHITIMACHA TRIBE (LOUISIANA) ACCOMPANIED BY DONALD JAY SOLOMON

Mr. Burgess. Mr. Chairman, on behalf of the Chitimacha people, I want to thank you for allowing me to appear before your committee today.

To state our problem briefly, our children desperately need a replacement for the outdated, inadequate, and unsafe facility on the Chitimacha Reservation. Advanced planning is back of us, we're in design now. We were promised construction money in fiscal year 1976 in writing, by the Commissioner of the Bureau of Indian Affairs, Mr. Morris Thompson. But, for some unknown reason, construction money was not in fiscal year 1976 budget request. The work and drawings will be completed in early 1976, and cost will be within 15 percent of the original estimates, if construction can begin immediately after design, in approximately the second or third quarter of fiscal year 1976. We are simply asking that Congress or your committee, put the construction estimate of $1,400,000 in your fiscal year 1976 budget, in order that this project will not be delayed further.

As you will note in the packet we handed you, this building was condemned in 1934 by the Louisiana Public School system. This building is still being used by our people.

There is more that I can add, but I think the facts that we handed you pretty well explains what we are asking, and what we're up against.

Senator Stevens. Your complete statement will be put in the record. Senator Johnston has contacted the committee about the problem.

As I understand it, you want $1,400,000.

Mr. Burgess. Their estimate was $963,000, plus the 15-percent cost of inflation, which would bring it to $1,400,000.

Senator Stevens. The design isn't completed yet; is it?

Mr. Burgess. Not completed, but according to our figures should be completed early in the calendar year, in February or March. We've requested that money be made available in 1976 in order that we can go directly into construction.

Senator Stevens. How much would it cost to complete the design?

Mr. Burgess. The design is already in the budget, $72,000.

Senator Stevens. That will complete the design?

Mr. Burgess. That will complete the design.

Mr. Solomon. Senator Stevens, I'm Don Solomon. The contract for the $72,000 has already been let to the architect, and that was in last year's budget. So, this is not included in this summary.

Mr. Burgess. It will have a site inspection on the 29th of this month. The first step in design phase, onsite inspection and investigation.

Senator Stevens. How much is the total construction cost?

Mr. Burgess. Construction cost is $1,104,000, that is exclusive of design and advance planning.

Senator Stevens. But that's the total amount?

Mr. Burgess. That's the total amount.

Senator Stevens. How many years will it take to built it?

Mr. Burgess. I would have to consult with the architect. I would estimate within the year.

Senator Stevens. All right sir, we'll take it up. As I said, we've already heard from Senator Johnston for your request.

Mr. BURGESS. I must add this. This is not the first year we've been up here trying to get the school system underway. Even Senator Ellender worked on this a good many years ago.

PREPARED STATEMENT

Senator STEVENS. He was a good friend of all of ours, so we would be happy to carry on his work.

Your prepared statement will be inserted in the record at this point.

[The statement follows:]

INTRODUCTION

The Chitimacha Tribe of Louisiana is a small tribe located in south-central Louisiana. The Chitimacha Tribe is one of two federally-recognized Tribes with a reservation in the state of Louisiana. Historically, the Tribe is referred to as "The Lake Indians", as their early existance was centered in and around lake areas of what is now the Afchafalaya Basin.

We were federally recognized in 1912. In 1934, the Tribe was organized under the Indian Reorganization Act of June 18, 1934.

At present, about 260 members of the approximately 400 enrolled tribal membership of the Chitimacha Tribe are located on a 283 acre reservation just outside the small town of Charentown. There is little or no industry of any type on the reservation and very few jobs. There is light farming by some, mainly sugarcane. Most everyone who seeks employment must leave the reservation. Some of the men work on the off-shore rigs in the gulf and others are employed in the surrounding community.

HISTORY OF CHITIMACHA EDUCATION

The Chitimacha people have always had to struggle to obtain an education.

From 1906 thru 1911, our people were forced to travel over 1300 miles away from home and family to attend a federally operated boarding school in Carlisle, Pennsylvania, if they were to obtain an education. Although we were federally recognized in 1912, no efforts were made by B.I.A. to provide any type of education until 1935. There was no opportunity at home to go to school, and from 1911 to 1932 there was no education for our children.

In 1932 the Chitimacha people realized that the need for an education still existed. Classes were conducted by Mrs. Faye Stouff in the home of Mr. Ernest Darden (tribal chief), Mrs. Stouff has an eleventh grade certificate and taught thirteen students. In 1933 to 1934 these classes continued in the home of the chief by a Mrs. Peters. Her salary was paid by a federal grant to aid deprived children which was similar to the now existing adult education programs. At that time the duel system existed in the state.

A condemned Negro school building (one-room) was acquired by the Choctaw Agency and moved onto it's present site, and after repairs was opened in early 1935. This same building with some additions and minor repairs is still serving our children.

CURRENT CHITIMACHA SCHOOL NEEDS

We have no quarrel generally with the B.I.A. They have done a pretty good job on the whole, in serving our needs; except when it comes to meeting their committments to provide education and facilities for our children.

As shown below their education department has kept the B.I.A. from meeting its legal and moral committment thru bureaucratic bungling and has then tried to

cover this up by attempting to mislead congress with incomplete and confusing statements.

There is no disagreement between the Chitimacha Tribe and the B.I.A. on the following points:

1. There is an immediate need to replace the inadequate school facilities on our reservation.
2. This request is not for additional funds beyond those planned by the B.I.A., nor is B.I.A.'s failure to include it in their budget the result of funding cutbacks.

1. There is an immediate need to replace the inadequate school facilities on our reservation. The B.I.A. has a three stage process for construction projects. This project passed the first one (advanced planning) in 1974. After that it was given high enough priority by the B.I.A. in its construction planning for the Commissioner himself to have given us his personal written word (letter of January 3, 1974) that the construction money would be in the B.I.A. construction budget in FY 1976.

After this written committment from the Commissioner of Indian Affairs, the Tribe felt it was unnecessary to press for further congressional help in getting construction funding during FY 1976 - we had every reason to believe it would be in the bureau's budget.

In connection with this, we applied to the State and National Bicentennial Committees for designation as a bicentennial community. A major item of our proposal to the bicentennial committee was construction of the school project. This can still be done. We have been named a State and National Bicentennial Community, but this is a hollow honor without the building of the project for which it was given.

2. This request is not for additional funds beyond those planned by the B.I.A., nor is B.I.A.'s failure to include it in their budget the result of funding cutbacks.

As can be seen from the Commissioner's letter, the bureau expected to include this money in their budget request for FY '76. If anything a delay now would increase costs due to inflationary trends. We are assured by the architect that plans will be completed and begin during FY '76. He also advises us that the maximum increase in costs due to inflation would be 15% if the school is built within that fiscal year. So there is no reason to delay the project by leaving it out of this budget.

A delay would cause two things. First, it would make the children wait until 1978 for their school to replace the inadequate and unsafe one they are in now. Second, it could easily endanger the project itself if inflation makes construction too expensive by mid 1977, the soonest the funds would be available if they aren't put in the FY '76 budget. (We are told that the fiscal year for 1977 starts in October, 1977 rather than July, 1977).

All we are asking is that congress help the bureau keep its promise to the Tribe by putting the construction money for our school in the FY '76 budget. The Chitimacha Tribe has done absolutely nothing to delay this project or keep it from being in the budget.

We made efforts to get the school started in 1971 when we asked the late Senator Ellendar to help. He began giving us help before his untimely death.

Finally, in Fy 1974 this project was put into the B.I.A. school construction cycle of planning, design, and construction. The planning went along fine and resulted in the B.I.A. justification for design, which says in describing existing conditions. "The small classroom and kitchen building was condemned for use by the local public school board nearly forty years ago. It was given to the B.I.A. in 1935 to use as a school for the Chitimacha Tribe. Although repairs had been made, the building is in extremely poor condition and inadequate for a modern educational program. A toilet building was added in 1950 and a temporary classroom was erected in 1972. The entire facility is either obsolete or inadequate for the children it serves." It estimates the cost to be $963,000, and according to our architect an additional 15% due to inflation would be adequate if the school is built with FY '76 funds. The B.I.A. justification for design failed to mention that the electrical equipment, cesspool, etc. need constant repair, that there is no storage at all, that the kitchen floor is rotting out, or that some classrooms do not meet the State minimum standards for space per child.

The problem began when B.I.A. failed to promptly use the design money congress gave it in 1974. In September, 1974, B.I.A. indicated that an architect would be selected during the second quarter of that fiscal year - before December, 1974. We still have no word that the construction would be left out of their FY '76 budget request. But in handling the design money, they did not even advertise for an architect to design the school until December, 1974. This made it virtually impossible to select an architect until April, 1975 (the fourth quarter of FY '75). A contract with an architect was signed by B.I.A. on April 28, 1975. This architect has an office in Morgan City, Louisiana, thirty miles from the reservation, has done excellent work for the Tribe in the past, and is very reliable.

Now B.I.A. tells us that the principal reason they left the project out of their budget request was because the design work wasn't accomplished. This sounds like bureaucratic double talk because they are the ones that delayed the design phase. The tribal children should not be made to suffer because of this delay, especially since the architect assures us that the plans will be ready and we can start construction in fiscal year 1976.

So now we are here in congress asking that you help us to correct B.I.A.'s handling of this replacement of school facilities and to keep the moral and legal obligations of the United States Government by putting this money into the budget for fiscal year 1976.

Papago Reservation Needs

STATEMENT OF JACOB ESCALANTE, CHAIRMAN, PAPAGO COUNCIL, PAPAGO TRIBE (ARIZONA)

ACCOMPANIED BY:

JOSE MANUEL, JR., COUNCILMAN
DAVID JOSE
CESARIO LEWIS
LOUIS HARVEY
LORENZO ORTIZ
EDWARD KISTO, COUNCILMAN
JOSEPH M. LUCERO, CONSULTANT
RICHARD CHRISTMAN, CONSULTANT

Senator Stevens. Jacob Escalante.

Good afternoon, gentlemen. Would you please identify yourself for the record so we make sure the right person is listed as saying the right thing.

Mr. Escalante. I would like to introduce our delegation this afternoon. We have here Councilman Jose Manuel, Lorenzo Ortiz, Edward Kisto, our consultant, Mr. Lucero, David Jose, Louis Harvey, and another one of our consultants, Mr. Dick Christman. I would like to present our budget request by Mr. Kisto:

Dear Senator Stevens: We are grateful for the opportunity to appear before your subcommittee to acquaint you with the needs and programs of the Papago Tribe of Arizona. Your responsiveness in the past has enabled us to make improvements on the Papago reservation. I should like to comment on several of our high priority requests. A detailed justification for each is in the booklet prepared by the tribe.

A tabulation of our program needs is attached, and it totals approximately $24 million.

Law and Order: Due to the size of our reservation—approximately 3 million acres—which is the size of the State of Connecticut, and the complexity of law and order problems caused by narcotics traffic across the Mexican border into our reservation, we are asking for a total of $828,000 operating funds for law enforcement, detention, and judicial staff, and $1,500,000 for construction funds. This amount is necessary to provide services and to protect our communities.

Education: Our educational needs are caused by the phenomenal population growth, which is about 10 times the national average. The student growth rate on the Papago Reservation has necessitated school construction and educational program development. We cannot work toward self-determination and self-sufficiency without adequate educational facilities and qualified tribal workers. It is with this goal in mind that we are asking for assistance with our educational program.

We will need $4.5 million for the Santa Rosa School and $5.7 million for the San Simon School. As you know, we are now constructing the second phase of Santa Rosa School at a cost of $4.5 million and we have funds to begin the first phase of San Simon at a cost of $2 million.

Summary: We do not wish to take your time with additional comments, because our booklets have sufficient information for your review. However, we do want you to know that we are making a sincere effort toward self-determination and self-sufficiency, and until we can gener-

ate sufficient income of our own, we must come to the Congress for assistance. Our detailed list of projects and money needs are attached. We sincerely thank you for your courtesy.

Senator STEVENS. Thank you very much. I'm informed that we will have the budget request for law and order funds. It has not been received yet.

It has just been received. Exactly how much is allocated to you, we don't know yet. We haven't studied it.

Tell me about this school, Santa Rosa, phase 3 is $4.5 million. Is phase 2 completed?

Mr. LUCERO. I'm Joe Lucero. The present state of Santa Rosa School has classrooms and whatever additions. We will finish that about October of this year. The contractors have given us a date of October 1. Then we will need additional dormitory facilities and a kitchen and dining room, and this sort of thing to complete the Santa Rosa School. We will need $4.5 million.

Senator STEVENS. And that is phase 3, which is the dormitories and what else?

Mr. LUCERO. A kitchen and dining room and additional housing. We will need another 10 houses for teachers.

Senator STEVENS. Is this an isolated school? Where is it located?

Mr. LUCERO. It's about 35 miles south of Casa Grande on the reservation.

Senator STEVENS. How about San Simon, this is phase 2?

Mr. LUCERO. Senator, that is where you gave us $2 million. We're going into construction in June of this year; that will build 8 classrooms and 10 houses for teachers. That's just the beginning. We would like to build that school for 350 children. We can get 200 in there in September or October when the contractor finishes. Then we'll need the second phase, which is additional housing, more classrooms, and a multipurpose center. This will wipe out three substandard facilities that now exist on the reservation in a most isolated area. It's near the Mexican border. It would wipe out a mission school with 100 children, 2 BIA schools that are about to fall down. They're a disgrace to the Indian people and the United States.

Senator STEVENS. They're both dormitory type facilities, is that right?

Mr. LUCERO. Senator, we would like to put a dormitory at San Simon also, and that would be a boarding school, because there are so many children who have long distances from the 74 villages, and there are also some family problems. We would like to have a dormitory there.

Senator STEVENS. You've got $3.6 million for a capitol complex. Can you tell us something about that?

Mr. LUCERO. Yes, sir. The accelerated development of the Papago Reservation has now put us back in business. A few years ago, we only had 4 employees; now, today, we employ 289 people. They need office space, program space, nutrition and health centers. They don't have any thing but an old building there that's going to fall down any day.

Senator STEVENS. Where is the capitol building?

Mr. LUCERO. It's in Sells, Ariz. That's 60 miles west of Tucson.

Senator STEVENS. I'm looking through this. Is that the detail of your capitol building in your report here?

Mr. LUCERO. Yes, sir. In the booklet, it gives a justification and the

need for this complex. We put that center list of projects, because there may be money from EPA and other agencies. They'll take resources from any source, any place we can get them. We want this to be on record in this Congress, so, if any agency can give them assessments, these people will use it. We have 9,000 people on the reservation now.

Senator STEVENS. What's the agricultural development planned? That's $2.3 million.

Mr. LUCERO. Senator Stevens, these people own one of the most fabulous farming areas in the country, in the Southwest. It joins the Mexican border. The water itself is warm water, and they can develop 10,000 to 12,000 acres over a period of say, 5 years, and they're interested now in raising forage for their cattle, and feed for their people, vegetables, grain, and it's going to require some development.

Ten years, ago the tribe leased it out and it didn't work out because we didn't have facilities or roads to get in there, but now, the Bureau has the money to put the road in, and the Papago Council now feels they can begin a big agricultural development. This will net them $1 million a year if they get it under development.

Senator STEVENS What's the highest priority, in terms of this plan?

Mr. LUCERO. The Papago Council thought this over very carefully; law enforcement and education head the list of priorities. Law enforcement is an intangible, we're having a real hard time. This tribe has pioneered the release of funds from OMB. These people appeared on OMB for 3 hours and stated their needs for 3 hours. I think this is what's cooking now in the Congress.

We think some money will be released to the Bureau, but once it gets to the Bureau, how come the Papago's didn't get it, after they spent thousands of dollars on a trip to Washington and San Francisco and written these booklets? How are we going to get out of BIA? We don't know.

Senator STEVENS. The way you presented the request, sir, when you stated your priorities, we can take it. The order in which you have made the request, as far as priorities are concerned, is the order in which you want to make the request, is that right?

Mr. LUCERO. Yes, sir. This is a list of priorities.

Senator STEVENS. Very good. It's self explanatory. You've done a good job in presenting your case. Do any of you gentlemen have anything to state?

Mr. LUCERO. Senator, they've asked me to invite you to come to Tucson, and they will put you on a twin engine plane and let you see what this is.

Senator STEVENS. I think you've got a couple of Alaskans down there in your area. Isn't Bob Thompson on your law and order staff now?

Mr. LUCERO. No; we don't have Bob Thompson.

Senator STEVENS. I thought he was down there. Well, he was down there many years ago, when I was with Fred Seaton at the Interior Department.

Mr. LUCERO. The Tribal Council would like to have you as our guest any time you wish.

Senator STEVENS. Thank you. We appreciate your testimony and we'll do your best.

Mr. ESCALANTE. Thank you, Senator Stevens.

Your tabulation will be inserted in the record at this point.

[The information follows:]

May 7, 1975

THE PAPAGO TRIBE OF ARIZONA

P. O. Box 837 • Telephone (602) 383-2221
Sells, Arizona 85634

Senate

Honorable Robert C. Byrd
Chairman, Senate Subcommittee on
Interior and Related Agencies
Committee on Appropriations
U.S. Capitol
Washington, D.C. 20510

House

Honorable Sidney R. Yates
Chairman, House Subcommittee on
Interior and Related Agencies
Committee on Appropriations
U.S. Capitol
Washington, D.C. 20510

Tabulation of Funding Requests

AGENCY & APPROPRIATIONS		AMOUNT
BUREAU OF INDIAN AFFAIRS		
Law Enforcement and Judicial Services (Operating funds $828,000., Construction $1,500,000.)		$ 2,328,000.
School Construction		
Santa Rosa School Phase III		4,500,000.
San Simon School Phase II		5,700,000.
Housing Repairs		40,000.
	Sub-Total BIA	$ 12,568,000.
DIRECT GRANTS TO THE PAPAGO TRIBE		
Tribal Government Development		$ 245,000.
Legal Services		22,000.
Construction Capitol Complex		3,600,000.
Head Start Center		300,000.
Tribal Planning		100,000.
Agricultural Development		2,300,000.
Food Programs		86,500.
Tourism Development		1,200,000.
Transportation System		50,000.
Papago Health Center		400,000.
Tribal Vehicle Maintenance and Repair		450,000.
Business and Recreation Center (Sells)		600,000.
Building Construction Training Program		100,000.
Arts and Crafts Expansion Program		75,000.
	Sub-Total Papago Tribe	$ 9,528,900.
PUBLIC HEALTH SERVICE HEW		
Water and Sewage System	Sub-Total HEW	$ 1,964,414.
	Summary Total	$ 24,061,314.

STATEMENT OF WILSON C. SKEET, VICE CHAIRMAN, NAVAJO TRIBAL COUNCIL (ARIZONA)

ACCOMPANIED BY:
MARLIN SCOTT, CHAIRMAN, BUDGET AND FINANCE COMMITTEE
CHARLEY LONG, MEMBER
JOE DOMINGO, MEMBER
FRED JOHNSON, MEMBER
ROBERT BILLIE, MEMBER
GUY GORMAN, MEMBER
RAY GILMORE, MEMBER
SEYMOUR TSO, MEMBER
GEORGE KIRK, MEMBER
THOMAS ATCITTY, PRESIDENT, NAVAJO COMMUNITY COLLEGE
VIRGIL KIRK, CHIEF JUSTICE
ROLAND C. DART, SUPERINTENDENT, NAVAJO DIVISION OF LAW ENFORCEMENT

Senator STEVENS. Mr. Skeet, Navajo Tribal Council.

Mr. SKEET. I have a prepared statement which I would like to submit for the record in full.

Senator STEVENS. It will be submitted in full. We appreciate your patience, Mr. Skeet. Will you identify the people who are with you, please?

We will print both yours and Mr. Dart's statements in the record unless they are read in full.

Mr. SKEET. My statement mostly deals with the irrigation projects and also fiscal year 1976 of BIA's budget, which, members of the Navajo Tribal Council's B. & F. Committee have, for the first time, thoroughly reviewed the budget and set priorities for the Navajo Tribe.

I'd like at this time, to introduce members of the B. & F. Committee. Mr. Marlin Scott is the chairman of the B. & F. Committee, and Raymond Smith, who will also make a statement, is at my right; Charlie Long, Joe Domingo, Fred Johnson, Robert Billie, Guy Gorman, Ray Gilmore, Seymour Tso, George Kirk. These people have reviewed the budget and set the priorities in the way I'm going to make the presentation. Chairman Peter McDonald stayed home due to health reasons.

This is Thomas Atcitty, president of Navajo Community College, Virgil Kirk, chief justice, and here at my immediate right, is Chief Dart. All of them will make a statement following me.

Senator, my name is Wilson C. Skeet. I am the vice chairman of the Navajo Tribal Council, and I greatly appreciate the opportunity to appear before you this morning. As somewhat of a departure from the many witnesses who do nothing other than request money from you, I would like to begin my statement, at least, by thanking you for money you have already appropriated.

Senator STEVENS. The next time you're in Las Vegas, you could stop by and thank former Senator Alan Bible; he was a great friend of yours, and last year, he did a great deal of review of these items. I'm sure he'd appreciate hearing from you.

Mr. SKEET. Thank you, your decision to fully fund the Navajo irrigation project is deeply appreciated. To the Navajo, the irrigation system is more than simply a water delivery system; it is the fulfillment of a longstanding promise. For us, water is not merely something that flows conveniently from a tap. It has instead, been obtained through great hardship and at great expense. There are many Navajo families today who must still haul water in empty ammo casings for long distances over dirt roads. These families treat water with a good deal more respect than other American families whose most pressing concern is persuading someone to turn on the sprinkling system.

The Navajo irrigation project will bring food, jobs, and a better future to your people. It will enable them to earn a living within our lands. It will be manmade and congressionally funded blessing to an area with 50 percent unemployment and to a land which has yet to bear agricultural products. The nation needs food above what we raise today. On behalf of the Navajo Tribe, thank you.

It is our business today to discuss the fiscal 1976 budget for the Bureau of Indian Affairs. Knowing that this committee would be beseeched with countless and sometimes disjointed add-ons, the 74-member Navajo Tribal Council convened to establish a list of priorities reflecting our most urgent needs. We believe that ours are reasonable requests for meritorious projects, and ask the committee for its full and fair consideration of each.

The first and most important area in need of Federal support is law enforcement. As you will hear in succeeding testimony, the Navajo Tribe will be spending $4.3 million for this activity in the coming year. Without adequate public safety services, the rights of our people are meaningless, and quite frankly, we would be unable to insure a state of tranquility to others who may wish to join our efforts in the development of our emerging nation. Each and every dollar that our tribe must spend to subsidize the Federal Government's responsibility for public safety is a dollar made unavailable to our many social welfare needs.

Our second priority area of concern is adequate funding for the Navajo Community College. We cannot permit this unique and first-of-a-kind institution to fail. Should it fail, the pride and the promise of higher education to all native American people will be dealt a serious blow.

The third priority is clothing for our schoolchildren. It is embarrassing to have to elaborate on such a basic need, and yet many of our children do not possess garments suitable for the classroom.

The last of our priorities is development of water resources. In our dry and arid land, water is the giver of life to our people, to our livestock, and to our crops.

The 93d Congress approved the Indian Self-Determination and Education Assistance Act, Public Law 93–638. The promises of this act were that our people would have the opportunity and the resources to administer programs designed to serve our people. It is not enough, however, to simply give us the right to administer programs. Unless funding for these programs is also included, the situation is akin to providing a suggestion box without providing a hole in the top for suggestions.

I think it is critically important that whatever funds you make available for the Navajo Tribe be made available to the Navajo Tribe. Giving these funds to the Bureau of Indian Affairs is almost the same as not appropriating them at all. We ask that your appropriation resolution specifically direct the Bureau of Indian Affairs to pass these funds through to the Navajo Tribe. Our request is commensurate with the concepts embodied in the Indian Self-Determination Act and will be the only means by which to avoid duplicative and wasteful practices in the administration of tribal activities.

We recognize and accept the importance of strict controls whenever money is spent. I assure you that our own people and our council's budget and finance committee, which is here today, make sure that the Navajo people receive full value for every dollar spent, whether the source of that dollar is the U.S. Treasury or the Navajo treasury.

In summary, I would say again that the legislative representatives for 140,000 Navajos have determined the highest priority needs of our people. They are: Equitable Federal sharing in our law enforcement program; funding to keep alive the first Indian-operated college; school clothing for our children; and money to develop our water resources.

We hope that our priorities will be weighed by you, the legislative representatives of all the American people. Full funding for all of our requests would amount to nearly $12 million. This is an extremely large sum of money, but little compared to what this Government is willing to spend to help some 100,000 Vietnamese refugees join the mainstream of American society.

We Navajos have no bitterness nor rancor toward these refugees, the last Americans, but we certainly feel that if our country is about to fulfill its moral obligation to these people, then it should certainly fulfill its legal and moral obligation to the first Americans' our country's native American people.

Let me now introduce the superintendent of the Navajo police, Roland C. Dart, who will set forth the Navajo needs in the area of law enforcement. He will be followed by Mr. Raymond R. Smith, a member of the Navajo Budget and Finance Committee. Thank you.

Senator STEVENS. Thank you very much. Mr. Dart, your statement will be printed in the record. We'd be happy to have your comments.

Mr. DART. Do you want me to proceed?

Senator STEVENS. Yes. Could you highlight this statement Mr. Dart? We will print it. I assume you're testifying in the request for law and order funds.

Mr. DART. Yes sir.

STATEMENT OF ROLAND DART

Senator Stevens, my name is Roland C. Dart, superintendent of police for the Navajo Division of Law Enforcement.

Mr. Chairman, the Navajo Division of Law Enforcement—NDLE—performs public safety services on the Navajo Reservation and on State lands adjacent to the reservation which include highway safety, traffic enforcement, crime prevention, misdemeanor and felony criminal investigations, civil defense, rescue, and jail detention services. The Navajo Division of Law Enforcement is responsible for

performing these services and others in an area encompassing 34,000 square miles—about the size of West Virginia—and with a population of approximately 146,000 Navajos and approximately 20,000 non-Indians. The Navajo Division of Law Enforcement is a thoroughly professional law enforcement agency with 230 commissioned police officers, 54 civilians, and 41 persons employed under the Federal public employment program.

The budget for the Navajo Division of Law Enforcement in fiscal year 1975 is $3.5 million and the approved budget for fiscal year 1976 is $4.3 million. This is a budget totally supported by tribal funds with no supplement from the Federal Government.

The Bureau of Indian Affairs Navajo Area Office, which has the legal responsibliity for law and order in Federal cases on the reservation, employs 14 special officers with an approximate fiscal year 1975 budget of $230,000. The FBI has exclusive jurisdiction over major crimes committed on the reservation; however, none of their agents are stationed on the reservation.

In my opinion, the BIA law enforcement effort is completely inadequate, unprofessional, and duplicates the work of the Navajo Division of Law Enforcement. It was because the BIA law and order function was so minimal that the Navajo Tribal Council passed a resolution in 1958 to fund the separate Navajo Division of Law Enforcement. Since that time, the necessity for effective and professional public safety service has required the Tribal Council to increase the NDLE annual budget from $1.3 million in 1958, to the present $4.3 million. During the same time, the BIA allocation for its own law enforcement activities on the reservation has increased only from $85,000 to approximately $230,000.

The necessary increase in the tribal expenditures for law and order has placed an unreasonable strain on the resources of the Navajo Nation.

Last year, the Navajo Nation appealed directly for support of this activity to this Appropriations Subcommittee. The subcommittee approved and supported the Federal responsibility for funding Navajo law enforcement under tribal control and allocated a token $50,000. However, the BIA Navajo Area Office kept the money and we never got any of it, despite a real need for the funds.

As an example, I'm sure you remember the incident earlier this year when a group of armed Indian militants occupied the Fairchild plant at Shiprock, N. Mex. In this very tense situation, the NDLE assumed complete responsibility for law and order. We had 80 police officers on duty around the clock for 7 days. The BIA had no more than 2 or 3 officers there at any given time. This was, of course, an unplanned and unbudgeted major expense for the NDLE.

We have come to a point where the Navajo Nation cannot continue to fund this substantial law enforcement effort all by itself. We simply must have realistic Federal support and to emphasize this, the tribal council has acted to rescind its 1958 resolution and to withdraw from this responsibility unless an equitable sharing of funds between the tribe and Federal Government can be realized.

The BIA budget for fiscal year 1975 for law and order functions is $13 million. We understand that the Office of Budget Management has

recommended, and the President has approved, an additional $10.5 million. According to BIA officials, approximately $2 million of the additional funds will be allocated to the Navajo Reservation. However, without firm directions from the Appropriations Committee, we doubt that any of these funds will be made available to the NDLE.

Consistent with the policy of the Federal Government for the control and management of public safety services under tribal administration with Federal financial support, we strongly and urgently request the following:

First, that $4.2 million be allocated for public safety services for the Navajo Nation in the BIA's 1976 fiscal year budget.

Second, that the language of the appropriation specifically direct such funding to be allocated to the Navajo Division of Law Enforcement under the management and control of the tribal government.

Third, that the BIA be directed in the allocation, to make all efforts necessary to eliminate present duplicated public safety services by contracting such services to the Navajo Tribe, thereby reducing the cost of performance and increasing the effectiveness of such services.

Senator Stevens, with the good faith of all parties involved, and the support of the committee, it is feasible to eliminate duplication of law enforcement efforts on the Navajo Reservation, and at the same time, improve the performance of this function. We believe this can be best accomplished by the contracting of all public safety and law enforcement services presently duplicated between the BIA and the tribe. We have had discussions of this possibility with BIA officials here in Washington, D.C., and they asked that we make a proposal.

A synoposis of what we have proposed follows. We would welcome the support of the committee. Thank you for this opportunity to present our case to you.

Senator Stevens. Chief, we've just gotten a request from the Office of Management and Budget and it's being analyzed now. I've tried to look through it here while you were presenting your statement, to see if we could identify whether this proposal has been included in it. We can't get it that quickly, because it's not broken down. It's a lump sum request.

The contract is fairly consistent with the past actions of Congress and the Bureau. It makes sense to me; I can't speak for all my colleagues on that, but I do think that you should again approach the Bureau of Indian Affairs now that this money is up here and find out to what extent your request is covered by this new budget amendment.

In any event, we do thank you for your presentation, and I think we're all aware of the problems that you're facing in the law and order field, and commend the Navajo Tribal Council and your organization for the work you've done to date on your own. I'm sure all my colleagues join me in that, in commending you on what you have done. I appreciate that statement, we will look into it, and we want you to look into it and let us know whether you think it's covered by this recent amendment. The synopsis attached to Chief Dart's statement will be included in the record at this point.

[The information follows:]

Synopsis of Proposal to BIA

Our proposal here, to consolidate current Bureau of Indian Affairs Law & Order Services into the Navajo Division of Law Enforcement by contract is further supported by the regulations created by the Department of Interior and the Bureau of Indian Affairs. On page 259 of the Manual of objectives of the Bureau of Indian Affairs with regard to Indian Tribes is "Assumption by Individuals in Indian Tribes of the Responsibility for Managing Their Own Funds And Other Resources". Further, it states that the activities with respect to the Bureau and its work with Indians is: "To work with the Indian People in the development of programs leading toward full-fledge Indian responsibility for the management of their own property and affairs in the same manner as other citizens". In a subsequent paragraph of the same page, the manual states. "To Provide Public Services, such as Welfare Services and Law & Order, when these services are not available to Indians in their own or other agencies.

It appears that our proposal here not only has a legal basis, but rather a substantial amount of support in terms of the original intent of the Bureau of Indian Affairs Law & Order Group from the beginning. The objective and activities of the Bureau of Indian Affairs clearly state that at such time as these services are able to be performed by a Tribal entity, that the Bureau of Indian Affairs should relinquish their a activities in this area to the Tribe with regard to the management control of the functions--not necessarily financial support.

An additional factor relative to our proposal, is the fact that the original assumption of power in 1959 was budgetary in nature. The Tribe still maintains and recognizes its management control and administration of Law & Order Services on the reservation with appropriate and fair funding for the operations by the Federal Government.

Other Issues Affecting This Proposal

As was previously stated, a number of other matters relative to the budget of the Navajo Division of Law Enforcement and its budgetary relationship with Bureau of Indian Affairs was discussed with Mr. Thompson. This generally involved the inequitable funding policy of the Bureau of Indian Affairs to Tribal Law Enforcement Agencies. As we illustrated in a Budget Analysis prepared from a Bureau of Indian Affairs Report on funding Law & Order Services in the nine areas, we illustrated that the Navajo Division of Law Enforcement support of Law & Order services funded by the Tribe is far in excess than expected from other Tribal Law Enforcement Agencies. In other words, the Navajo Division of Law Enforcement and the Navajo Tribe are receiving less than 2.5% of Bureau of Indian Affairs Law & Order Funds even though the Tribe represents 43% of the total Indian population funded by the Bureau of Indian Affairs.

The total objective of this proposal, as well as our discussions over the general budget, is to relieve the Tribe of its financial burden on an equitable basis with the Bureau of Indian Affairs while at the same time the Tribe maintains management control and administration over Law & Order Services performed on the Reservation.

GOALS AND OBJECTIVES OF THIS PROPOSAL

This proposal is designed to overcome serious problems existing with regard to the level of Law & Order Service and Public Safety Services rendered to the Navajo People. Principally, goals and objectives lie in three major areas as follows:

(1) More Effective Law Enforcement and Public Safety With Available Funding

At present, the decentralized or duplicated services involving criminal investigation on the Navajo Reservation results in more money being spent for the services than necessary. The Bureau of Indian Affairs Area Law & Order Personnel are involved in the investigation of Felony Crimes committed on the reservation. However, the Navajo Division of Law Enforcement must also investigate instances involving major crime since the Bureau of Indian Affairs is not organizationally or physically able to respond. Consequently, the funding basis for these operations are duplicated and the cost for performing services far beyond what is actually necessary.

(2) Increased Crime Prevention

At present, the Bureau of Indian Affairs Area Law & Order Personnel are "Investigative" personnel in which their operation is substantially a "AFTER-THE-FACT" response to major crimes. There is no functions performed by these officers that would fall into the contemporary definition of "Crime Prevention". The Navajo Division of Law Enforcement, on the other hand, has organized into its five district commands a Criminal Investigation Section consisting of a Sergeant supervisor and two patrolmen investigators. Not only are they utilized for the preliminary investigation of major crimes, but they are also geared toward crime prevention services. Assuming that the Bureau of Indian Affairs Law & Order responsibilities in the area of Felony Investigation by the Navajo Division of Law Enforcement would result in consolidating not only "AFTER-THE-FACT" investigative capability, but also crime prevention services principally in the area of delinquency control. This is another area of operation lacking in the current Bureau of Indian Affairs Law & Order Program. Very little emphasis is given towards Juvenile Delinquency Control and Prevention. This is not to say, however, that the Bureau of Indian Affairs Special Officers do not on occasion give talks or speeches at schools. This, of course, is not all that is involved in Juvenile Delinquency Control and Crime Prevention.

(3) Reduction of Juvenile Delinquency

By consolidating and assuming crime investigation services under the Navajo Division of Law Enforcement, the Criminal Investigation Section at the District would be given broader responsibilities and capabilities in the area of Delinquency Control. One officer of the section would be dedicated totally toward Juvenile Delinquency Prevention Programs. This would involve setting up separate files for delinquency cases as well as closely coordinating with the Navajo Probation and Parole function which currently does not exist with the Bureau of Indian Affairs Law & Order Personnel.

The Navajo Reservation, like many other communities and cities, has a serious problem with regard to Juvenile Delinquency. Our present resources are geared toward a more adult crime situation. This is a significant deficiency in that approximately 60 to 70 percent of all crime committed on the reservation, as is the case elsewhere, is committed by persons under the age of 21.

FACTORS AND CONDITIONS CONTRIBUTING TO THE PROBLEM OF INEFFECTIVE LAW ENFORCEMENT ON THE NAVAJO RESERVATION

Before any law enforcement system can be improved and brought to a level of operation that can meet the needs of any community group, one must recognize problems that exist within its own structure and develop programs for improving these conditions. In the following paragraphs, we discuss the conditions that caused an ineffective program of Law Enforcement on the Navajo Reservation in terms of administration, organization, and operations.

A. Duplication of Services

The police or law enforcement function on the Navajo Reservation presently involves three entities. These are (1) the Navajo Division of Law Enforcement, (2) the Bureau of Indian Affairs Law & Order Group, and (3) the Federal Bureau of Investigation.

The Navajo Division of Law Enforcement is substantially a misdemeanor and traffic oriented police agency organized to enforce the Tribal Code. The Bureau of Indian Affairs Law & Order Group, however, has confined itself substantially to the investigation of felonies committed on the reservation, however, they have neglected, because of their resources, response to felonies involving narcotics. It is said by Bureau of Indian Affairs officials that they have exclusive jurisdiction over felonies committed on the Reservation. On the other hand, the Federal Bureau of Investigation, by congressional action, has exclusive responsibility for the investigation and the initiation of prosecution over the fourteen major crimes.

It is still unclear to me as to the proper relationship of the Federal Bureau of Investigation with the Law & Order Group of the Bureau of Indian Affairs. However, it appears that the Federal Bureau of Investigation maintains exclusive

jurisdiction since United States Attorney requires that any case submitted by the Bureau of Indian Affairs Law & Order Group be reviewed, examined, and presented to the United States Attorney by the Federal Bureau of Investigation. It is clear to me then, from a practical standpoint, that the Federal Bureau of Investigation has exclusive jurisdiction over the fourteen major crimes.

Under real and practical operating situations, the system does not work as described. Since the Bureau of Indian Affairs Law & Order Group is not a twenty-four hour, seven day a week operation and their resources are decentralized and minimal, the Navajo Division of Law Enforcement is usually the first police resource to arrive at the scene of a major crime. This includes the Federal Bureau of Investigation. The Federal Bureau of Investigation's operations are located off the reservation and they must respond over great distances to the scene of a crime. As a matter of fact, the Navajo Division of Law Enforcement performs more investigative workload on major crimes than either the Bureau of Indian Affairs or the Federal Bureau of Investigation.

Based upon current figures, approximately 700 major crimes will be committed on the Navajo Reservation in 1975. The Bureau of Indian Affairs is budgeted for fourteen special officers. The Federal Bureau of Investigation has approximately nine special agents available to be utilized on the off-reservation investigations. The Navajo Division of Law Enforcement consists of 249 commissioned police officers and 41 civilians.

Because of the lack of criminal investigation response by both the Bureau of Indian Affairs and the Federal Bureau of Investigation, the Navajo Division of Law Enforcement has had to organize services to respond to felonies in a more comprehensive fashion than previously performed.

The policy of the Federal Bureau of Investigation has been generally that they would allow, or prefer, to see the Navajo Division of Law Enforcement conduct the investigation in burglaries and other felonies that are not as serious as murder. In any event, due to a duplication of services at felony crimes, the end result is something less than desirable.

PROPOSED SOLUTION TO THE PROBLEM

The Navajo Division of Law Enforcement proposes to assume and absorb the current functions of the Navajo Area Bureau of Indian Affairs Law & Order. This would be centralized under the Criminal Investigation Sections of the five district commands of the Navajo Division of Law Enforcement. This should be accomplished under a contractual agreement. Further, the existing Bureau of Indian Affairs budget, minus certain administrative costs, should be transferred to the Navajo Division of Law Enforcement from the Bureau of Indian Affairs Law & Order for these services.

Budget Analysis

The current budget allocated to the Navajo Area Bureau of Indian Affairs Law & Order Group is approximately $225,000 to $230,000. Their current manpower consists of approximately fourteen special officers and six or seven civilians. Included in this budget are general operating expenses.

The Navajo Division of Law Enforcement has a Criminal Investigation Section in each of its five district commands. Each section consists of a Sergeant and two patrolmen invesgitagors. The operating budget for the five Criminal Investigations Sections in the Navajo Division of Law Enforcement is approximately $210,000 this year. This includes personnel services and operating expenses. The total number of investigators assigned at this time is fifteen.

Consequently, total crime investigation services on the Navajo Reservation, excluding the Federal Bureau of Investigation, is approximately $450,000 a year if the budget for the Bureau of Indian Affairs Law & Order and the Criminal Investigation Sections of the Navajo Division of Law Enforcement were combined. However, by assuming Bureau of Indian Affairs Law & Order Investigative Services into the Navajo Division of Law Enforcement, and increasing each of the five districts by one investigator and one vehicle each, the total approximate operating expenses for crime investigation services would be approximately $270,000 to $295,000 per year. This is approximately $200,000 less than is what is currently being spent by the Navajo Tribe and Bureau of Indian Affairs for the same level of service.

Benefits Achieved Through This Proposal

The obvious benefits to this proposal would be to provide a greater level of crime investigation services to the Navajo People through a centralized and consolidated system. Secondly, a better utilization of funds could be utilized for the services. Current duplication and a greater level of supervision would be provided over the investigation of crimes as well as a more concerted effort toward crime prevention and delinquency control.

It should be noted at this point that it has been said that Tribal Police lack standards equal to or approaching that of Professional Law Enforcement Agencies elsewhere in the United States or Bureau of Indian Affairs Special Officers. Although this may be true in many of the Indian Law Enforcement Agencies in the United States, it is not true of the Navajo Division of

Law Enforcement. Our basic training Academy far exceeds standards utilized elsewhere in the Nation with regard to Indian Police. Our Academy meets both the minimum standards of the States of New Mexico and Arizona. Further, extensive training has been provided by the Federal Bureau of Investigation and other resources in upgrading the crime investigation ability of police officers in the Navajo Division of Law Enforcement.

Our in-service training program, in the area of management and administration, has been greatly increased over the past year and plans are continuing for a more concerted training program on a scheduled basis for each and every officer of the division.

It should also be noted that Navajo Tribal Police Officers conducting preliminary and continuing investigations at this time are adversely affected from a morale standpoint by the current relationship between the Navajo Police and the Bureau of Indian Affairs Law & Order Group. There is no sense of accomplishment to carry a case to its logical conclusion since whenever a Tribal Police Investigator initiates a case in which there is a high likelyhood of success, the Bureau of Indian Affairs Law & Order people become interested in the case and it reverts to their control. By consolidating criminal felony investigation under the Navajo Division of Law Enforcement, by contract, from the Bureau of Indian Affairs, it would go a great length toward increasing the morale of the Navajo Division of Law Enforcement. At the same time, broadening our responsibility and authority in the function of crime investigation would increase our level of crime prevention.

ACTION REQUIRED TO ACCOMPLISH PROPOSAL

A resolution from the Police Committee is necessary supporting this proposal.

Secondly, Resolution CJ-45-58 authorizes the Chairman, with the approval of the Advisory Committee, to "...Enter into cooperative arrangements and agreements with Federal and State Law Enforcement Agencies for purposes of mutual assistance and definition of responsibilities". A letter of intent from the Chairman will then be required with an Advisory Council Resolution directing negotiation with the Bureau of Indian Affairs begin to enter into the agreement proposed by this paper. A legal contract should then be drafted.

SPECIAL FOOTNOTE: The Bureau of Indian Affairs should continue to be responsible for the security and watchman functions being implemented at the Bureau of Indian Affairs schools.

Senator STEVENS. Mr. Smith, do you have a statement?

Mr. SMITH. Yes, Senator.

Senator STEVENS. Is Mr. Scott also going to present a statement, or are you presenting it?

Mr. SMITH. I'm presenting this statement on behalf of the B. & F. Committee chairman.

Senator STEVENS. Fine.

STATEMENT OF RAYMOND SMITH

Mr. SMITH. For the record, I'd like to make a statement regarding the BIA fiscal year 1977 budget. This is the first time the Navajo Tribe has become involved in the Bureau of Indian Affairs budgeting. We appreciate this gesture from the BIA to give us an opportunity to present our case, our financial needs, to the congressional delegation here, and also the Senate and the House of Representatives.

In the recent meetings with the Commissioner of Indian Affairs during the winter session, the Commissioner put out some very strong statements regarding the fact that he would like to see more Indian involvement in the BIA operations, and also, he would like to strengthen tribal governments, and also, conserve our tribal resources. This is why we're here.

Senator, you will note that on the back there is the resolution of the tribal council CAP 2775, where we are requesting approximately $12 million plus, for six areas of need on our reservation. This was passed by the tribal council on the 13th of April 1975, by a vote of 58 in favor and none opposed. We have the chairman of the Navajo Tribal Council, Peter McDonald's signature.

I'll go ahead and read into the record the statement from the Budget and Finance Committee. Mr. Chairman and members of the committee, I have been delegated by Marlin E. Scott, chairman of the Budget and Finance Committee of the Navajo Tribal Council, to make a presentation to this subcommittee concerning the add-ons to the 1976 Bureau of Indian Affairs Navajo area budget.

We know that the limited time available for oral presentations precludes a full discussion of the merits of each of the proposals. Accordingly, with the permission of the chairman, we would like to make a detailed submission to this subcommittee concerning the add-ons proposals.

I will confine my remarks to simply outlining the various requests and their importance to our people. I would note before beginning that each of these proposals has been the subject of extensive study by both our committee and the Navajo Tribal Council. In our role as the appropriations committee for the Navajo Tribal Council, we serve much of the same function that your subcommittee does for the full Appropriations Committee. Thus, I feel a little strange being on this side of the table. Let me begin.

The first and most important area in which funds are needed is the area of law enforcement. For many years, I served as a member of the Navajo police committee, and I am very much familiar with the work of our division of law enforcement. It is no overstatement to say that our rights are dependent upon the preservation of law and order. In a society in which there is neither respect for persons nor property, life can have very little value and little meaning.

For many years, we have assumed the burden of law enforcement within our lands. This burden is not assumed by Indian tribes on other reservations. Now, as the demands for additional services from our people become more and more acute, we must seek the same measure of assistance and support which the Bureau of Indian Affairs provides to other Indian tribes.

Our second priority is assistance for Navajo Community College. This college, the first college on any Indian reservation owned and controlled by Indian people, must be made to fulfill its promise. I know that the college has problems, and I know that improvement is needed at the college. I assure you, however, that the problems of Navajo Community College will not be solved through financial strangulation.

Our third priority is assistance for the Navajo clothing program. Many of our people are so poor that they cannot afford to buy adequate clothing to send our children to school. The children, in turn, are embarrassed to come to school in shabby clothing. The direct relationship between education and clothing makes it imperative that this program receive financial assistance from the Bureau of Indian Affairs.

Fourth, in our arid land, water is the provider and sustainer of life itself. Water is necessary not only for our own lives, but for the lives of the livestock and crops on which we depend. The need to develop our water resources has been recognized as one of the primary responsibilities of the Government to Indian tribes. That the Government has failed to meet this responsibility for so long only adds to the argument that Government funds are needed now.

Let me briefly touch upon the other areas in which "add-ons" have been requested. The need to improve and upgrade our tribal court system is crucial. We cannot have a court system adequate to meet the expanding needs of our people if it is to be confined to resources developed when we were only an agricultural people. In the same vein, if our court system must be upgraded, so must our laws. Our present tribal code is antiquated and fails to even reflect laws which our council has already passed. In order to have a legal system adequate for the needs of our people today and in the years ahead, we must have a threefold program, including law enforcement, judicial upgrading, and improvement in the laws under which we live.

It is not easy for me, as a person who helps keep the Navajo Tribe's pocketbook from being emptied, to come to Congress and seek over $12 million. I have examined each of these requests and I know that they deserve your approval. When our country is willing to spend one-half of a billion dollars to support refugees, it seems to me that we owe our own people at least as much.

Mr. SMITH. So much for that statement. We will have supporting documents submitted to this committee by tomorrow morning, because I don't have them ready today.

Senator STEVENS. Fine. We will include the resolutions attached to your statement also.

[The information follows:]

RESOLUTION OF THE
NAVAJO TRIBAL COUNCIL

Recommending to the Bureau of Indian Affairs and the United States Congress Certain Additions to the Fiscal Year 1976 Bureau of Indian Affairs Navajo Area Budget

WHEREAS:

1. The 1976 Bureau of Indian Affairs Navajo Area Budget has already been established; and

2. This budget fails to take account of certain priority items needed by the Navajo people; and

3. Hearing will shortly be held by the United States Congress in Washington, D. C., to consider requests for supplemental funding; and

4. Every effort must be made to secure funding for these priority items.

NOW THEREFORE BE IT RESOLVED THAT:

1. The Navajo Nation recommends to the Bureau of Indian Affairs and the United States Congress that the following additions be made to the Fiscal Year 1976 Bureau of Indian Affairs Navajo Area Budget:

3. School Clothing Program	$ 1,800,000.00
1. Navajo Division of Law Enforcement	4,200,000.00
5. Tribal Courts, Probation & Parole	608,400.00
4. Water Resources (Development and Maintenance)	2,800,000.00
2. Increasing Funding for Navajo Community College	2,500,000.00
6. Revision of Navajo Tribal Code	100,000.00
	$12,008,400.00

2. The Navajo Tribal Council hereby designates the Budget and Finance Committee of the Navajo Tribal Council and the Chairman, Navajo Tribal Council, and such other persons as the Chairman deems appropriate to attend the Sub-Committee on Appropriations hearing to support a supplement for Fiscal Year 1976.

CERTIFICATION

I hereby certify that the foregoing resolution was duly considered by the Navajo Tribal Council at a duly called meeting at Window Rock, Navajo Nation (Arizona), at which a quorum was present and that same was passed by a vote of 58 in favor and 0 opposed, this 3rd day of April, 1975.

Chairman
Navajo Tribal Council

Senator STEVENS. Does that complete your group's presentation?

Mr. SKEET. Yes; for the Navajo Tribal Headquarters, we do have Dr. Thomas Atcitty and Chief Justice Kirk, who are also on the agenda today for support.

Senator STEVENS. Are they on the agenda later today?

Mr. ATCITTY. Mr. Chairman, due to the time constraint and also due to the fact that I have testified before the committee yesterday, relative to more addon requests for 1976, I will not take any more of the committeee's time. If there are any questions, I will be glad to answer them. Thank you very much.

Senator STEVENS. Thank you, your presentation is very well summarized in here in your resolution as presented with Mr. Smith's testimony. I'm sure some of our committee that have similar problems are trying to find the money to do all the things that are needed and that the people want. I'm sure that you appreciate our problem. We'll study your problem and do our best with it.

Mr. SKEET. Thank you, I now realize that my other people have been on the agenda, so this is the extent of our presentation. We thank you and the committee.

Senator STEVENS. Thank you gentlemen. We'll do our best.

STATEMENT OF HARRY TOME, NAVAJO TRIBAL COUNCIL, RED ROCK (ARIZONA)

ACCOMPANIED BY:
SARAH M. HARVEY, COMMUNITY HEALTH REPRESENTATIVE
DESPAH G. NEZ, NAVAJO AREA SCHOOL BOARD ASSOCIATION
FRANK BLUEHORSE, FORMER COMMUNITY LEADER
ELWOOD TSOSIE, PRESIDENT, RED ROCK COMMUNITY CHAPTER

Mr. TOME. My name is Harry Tome, and I am a member of the Navajo Tribal Council from Red Rock. To my right is Despah Nez, and she's a member of the Navajo Area School Board, and to my left is Mr. Frank Bluehorse, who is a former leader and also a medicine man. To may far left is Elwood Tsosie, president of Red Rock Community. We have a lady here whose name is Sarah Harvey, and she is the representative on community health.

Mr. Chairman and members of the committee, we are very pleased and thankful that we are able to sit here at the table. We have come a long way, with much expense. We don't blame it on the Government or the tribe, for the expense to come here. We feel that it is our duty, the communities duty, and we want to bring this to your attention.

We want you to be familiar with our problem, which is the request for an addon appropriation for the BIA for 1976, in the amount of $200,000 for design phase at the Red Rock Community School.

This is a BIA school, and for the past 30 years, we have been requesting and we have written many letters and had many resolutions. If you look through this booklet here, you can see for yourself the condition of the school. We have photos.

Senator STEVENS. Yes; I am looking through it; it is very well prepared.

Mr. TOME. I would like for Frank Bluehorse to say a few words. He has been community leader for many years.

STATEMENT OF FRANK BLUEHORSE

Mr. BLUEHORSE. [Mr. Bluehorse's testimony was presented in Navajo, Mr. Tome translated as follows:]

Mr. TOME. Mr. Chairman and members of the committee, he said: "We're very pleased to be here. For many years, he has been the President of the local Community Chapter. He has sent many letters to the Bureau and also the Tribe. And whether or not he's ever been to Washington, he says that nothing has been done for the school and he is very much concerned. He has his grandchildren attending school there. He thinks that maybe if he comes here and speaks to you in Navajo, this might stimulate some action. He thanks you for this opportunity to be here.

"I would like to take a half a minute with this lady here, who is a member of the Navajo Area School Board."

STATEMENT OF DESPAH NEZ

Miss NEZ. Mr. Chairman and members of the committee, I'd like to express myself. My name is Despah Nez. I have lived in the Red Rock area, in the community, all my life. I've been away to school when I was a little girl, but in 1938, I came back to the reservation because my people needed assistance.

Since that school was built in 1934, I've brought my children to school. I have eight children, and they all went to Red Rock Community School. Since then, all my children have had more education. They had high school and they went on to college. I stayed there, and the school has not improved.

Now, I have my grandchildren going to school, to the same school, and we are out to get a new school. This is what we've asked for, for you Congressmen to help us out. Thank you.

Senator STEVENS. Thank you.

Mr. TOME. We certainly appreciate your time. I know that you are busy, the same way with us. This is unique, we have raised our own funds; we have worked hard to raise the funds to come here to Washington to appear before you so we can get a school.

We have a resolution with the Bureau of Indian Affairs, and a Director who has supported us in this matter, and we have people who have joined what we call functional requirement. They have also finished up with certain requirements in order to get the financial support on the design phase. I think that we are prepared, we have left with you the documents we have, and have also prepared a copy for the Bureau which has supported our needs. I will leave this here for the record. I thank you very much.

Senator STEVENS. As I understand it, you seek the add-on for the completion of the design phase of your school?

Mr. TOME. This is what we are asking for, Mr. Chairman. This is the $200,000. This is just for the design phase.

Senator STEVENS. And you will be back next year, and we will be happy to see you next year.

Mr. TOME. That remains to be seen. If we're not heard, we'll have to come back. Thank you.

PREPARED STATEMENTS

Senator STEVENS. We would like to put in the record the statement of Harold Napolean, Yupektah Bista, Bethal, Alaska. He was on the schedule for later this afternoon but will be unable to testify, so we'll include his statement in the record.

Thank you gentlemen. Your prepared statements will be inserted at this point in the record.

[The statements follows:]

STATEMENT OF HAROLD NAPOLEON

Senator Byrd, Senator Stevens, and honorable members of the subcommittee. It is a pleasure to be here representing the Yupik Eskimos and Harold Napoleon, who was unable to attend due to airline difficulties. The Youkon Kuskokwim delta is an area covering over 5 million square acres of lake sloughs and tundra. In this area live 15,000 Yupik Eskimos, still dependent upon the subsistence form of living. Their annual income per family on the average is $2,417. Their educational achievement level is now the fourth grade. You will find most of our villages lack sewer and water and the housing conditions although improved, are really lacking in terms of space and quality. A lot of work in the field of education, health, and general welfare needs to be done, and this needs planning. P.L. 93–638 as passed by Congress and signed by the President, guarantees all the Indian people and the Alaska Natives the right to plan for and implementing whatever Federal programs exist in the villages. The intent of this legislation is excellent and one that is long overdue. However, we in Alaska can see problems in its implementation. The problems in implementation can be the lack of funds, if not adequately appropriated by the Congress. Unless we have funds with which to adequately plan for the administration of Federal programs for the Yupik Eskimos, the Bureau of Indian Affairs in Alaska and its agencies will continue to say that there is no money for contracting. They will continue to run programs for us, while telling us it is for our own good. It is our opinion, as it is the intent of Congress, as stated in P.L. 93–638, that the Yupik Eskimos must begin planning to help ourselves. Only in this manner can we as a group, begin to fulfill the many needs of our people. But, this again will hinge on funds, and $20 million is what it would take to implement this bill. $20 million for planning is needed so that it would be done correctly from the beginning. Presently in Alaska, the intent of 638 is known by the Bureau of Indian Affairs but its spirit is not shared by its employees. They will throw any excuse to hold on to their jobs and their miniempires. They will use one word like tribal organization to drag their feet, until there is so much confusion and disorientation which of course results in time loss. Therefore, we must wait for another fiscal year. Indian self-determination in Alaska is merely a dream. The Bureau of Indian Affairs, Juneau area, and its agencies will not implement it unless they have to. If asked why they will deny this but if the Senators would ask the native associations throughout Alaska, the answer would be that indeed the BIA in Alaska has a long way to go before 638 is even seriously considered. I request that a hearing be held in Alaska shortly to hear the difficulties that Alaskans will have in implementing 638 as Alaska is unlike many Indian tribes and does not fall easily into the Indian tribal concept. Recognizing this a subcommittee should hold hearings in Alaska to guarantee that the intent of Congress is not lost in definition but be implemented in spite of such definitions. Thank you very much.

STATEMENT OF HARRY TOME

Dear Senators

1. Introduction

Red Rock is located in the Northeastern part of Arizona. See the enclosed map. The Red Rock Community School was orginally constructed in 1935 of stone and logs. At that time, it was designed as a two classroom facility and was adequate to maintain the small number of students attending the school and living in the Red Rock community at that time.

In 1954, the school was enlarged by the erection of three quonset huts of galvinized steel. Two of these huts are now used as a storage building and meeting room and the third one serves as an additional classroom. The only other improvement or addition which has been made since 1935 was the construction of a kindergarten. The old stone building has long since served its useful life; the temporary quonset buildings are cramped and uncomfortable. Needless to say, the population of the Red Rock community has increased dramatically since 1935 and 1954. Thus, the school is not only dilapdated but too small to house the students attending the school and those students within the community desiring to attend school close to their homes. Notwithstanding these conditions, these structures comprise the complete and total educational facilities available at the Red Rock Community and used every day at the school.

Presently, there are 115 students attending the school. Each and every day, the students attend classes in the old stone building although it has poor lighting, poor heating, and is unsafe and unsanitary.

The old stone building has numerous large cracks in two walls, in the two ceilings and in two beams in the ceiling. The cold air in the winter seep through the cracks making the building unbearably cold. In the spring when the wind blow, sand and dirt enter through the cracks leaving the building constantly filthy. All these incidents of nature occur while the children attend their classes.

The cracks in the beams in the ceilings grow larger every year due to the wind erosion which weaken the support for the ceilings. Thus, each year the potential for serious physical damage to the children from a fallen beam is augmented.

The urinal in the boys' restroom is not working making the room unpleasant to enter and unsanitary.

For your information and perusal pictures of the intolerable conditions of the school are included as Exhibit A attached to this statement.

2. Efforts for improvement of the facility

Approximately 10 years ago, the disrepair of the buildings and their general inadequacy became so critical that the community began substantial efforts to obtain new facilities. A request was initiated with the Bureau of Indian Affairs and the process began. What should have been accomplished in a period of a year, however, has extended to 10 years with little or no progress. Notwithstanding the persistancy of the community, their cries have gone unheeded.

Numerous resolutions have been passed by the Red Rock Community Chapter, the Advisory Committee of the Navajo Tribal Council and the Red Rock Community School Board requesting add-on appropriations and funding assistance. Those resolutions in chronological order are as follows:

a. Red Rock Community School Board and Red Rock Community Chapter Resolution dated December 9, 1972, calling upon the United

States Federal Government to take all necessary steps to insure that the FY-1974 budget for 1974 contained a specific and provision for construction of Red Rock Community School.

b. Navajo Tribal Council Advisory Committee Resolution dated December 9, 1972 (same as a. above).

c. Red Rock School Board Resolution dated December 9, 1972 (same as a. above).

d. Red Rock Community Chapter Council Resolution dated December 8, 1974 to the United States Federal Government requesting an add-on appropriation for the design phase of the Red Rock Community School.

e. Advisory Committee Resolution dated December 11, 1974 (same as d. above).

The Navajo Division of Education initiated an investigation in September of 1974 to descern the present condition of the school, its atmosphere and the reaction of the students and personnel. In substance, the Navajo Division of Education found the school unsafe and unsanitary creating a condition most uncondusive to learning and it was suggested that the old stone building be condemned immediately. The Navajo Division of Education also found the personnel and students despondent because of the conditions they were required to suffer every day.

The people now are told that the Red Rock Community School is ready for the design phase of construction but funds in the amount of $200,000.00 (as estimated by the Bureau of Indian Affairs) are not available in the budget for FY-1976-77. The people have again been disappointed and told that they must wait until 1977-1978.

3. Conclusions and Request

Needless to say, the people are weary of the endless promises of the Bureau of Indian Affairs, are tired of their pleas being ignored and most important are concerned about the discomfort suffered by their children who desire only a chance for a quality education. Something must be done now!

The Red Rock Community respectfully requests that you sponsor and support an add-on appropriation for the 1976 budget in the amount of $200,000.00 for the design phase of the Red Rock Community School.

Most Respectfully yours,

Harry Tome

Harry Tome, Councilman
Red Rock Community

STATEMENT OF MR. FRANK BLUEHORSE

Mr. Chairman and Members of the Committee:

My name is Frank Bluehorse and I have lived in Red Rock all my life and participated as a community leader most of my life.

In 1934 when the first Red Rock Community School was constructed (the old stone building which stills stands and is used today) I was one of the workers who labored to construct the building. In those days we were paid $2.40 a day for construction work and could rent a team of horses for $4.40 a day. The building was constructed of rocks gathered from washes and plasterer together with mud. All knew, the Bureau of Indian Affairs and the local people, that this building was intended as a temporary facility. We, the local people, were told and believed that a new larger building would be constructed within a few years. But a new building has never been constructed to replace this old temporary building and we are still using the old building.

We have plasterer and replasterer the building to cover the cracks in the walls and the ceiling due to wind and water erosion. Rocks have fallen out of the walls over the years and we have replaced them and replasterer them. When it rains water soaks into the building loosening the rock walls and bringing mud into the building and during the dry season when the wind blows the wind seeps through the cracks and dirt enters the building.

The building is very unsafe now and I feel the walls could cave in if there was a strong storm.

Many of the children from the Red Rock Community must attend school away from home because the Red Rock Community School is not large enough to permit all of the children living in the area to attend the school. Those children not attending the school must travel as much as 60 miles a day to attend school or live in dormitories away from home. These factors have discouraged children from attending those schools. Many who travel each day choose not to go to school each day rather than to travel the 60 miles and those living in dormitories run away from home because they miss their families.

Mr. Chairman and members of the committee I fear for the safty of my grandchildren who are now attending the Red Rock Community School and I worry and am sad about those children living in our community who must travel excessive distances to attend school or who run away from the dormitories to come back to their homes. Therefore,

I implore you to grant our add-on appropriation for the design phase of the construction of the Red Rock Community School so that my grandchildren and the other children living in Red Rock Community can have the opportunity which they deserve to obtain a good education.

Thank you for your cooperation.

Frank Bluehorse

Mr. Frank Bluehorse

STATEMENT OF MRS. DESPAH G. NEZ

Mr. Chairman and Members of the Committee:

My name is Mrs. Despah G. Nez and I have lived in Red Rock most of my life. I returned to Red Rock from school in 1938, because I felt my people needed assistance. All of my children have attended the Red Rock Community School.

In 1938 after the construction of the old stone building which is still in existence, I remember that there were no sleeping facilities for the children. Bed rolls were placed on the floor and the children slept in these bed rolls during the week and returned home on the weekends. I wanted the children educated and learned in the white-mans way so I tolerated these inconveniences for my children and kept them in school. We were promised a new school building and have not yet received that building.

The old stone building which is still used by the school which is attended by my grandchildren is very dusty. Children get dusty and the rooms are very difficult to keep clean. There have been many complaints by the Red Rock Community people because of the dust in the dining room caused by the inability to close the windows. This dust gets in the childrens food and they do not want to eat it. Also, cold air seeps through the cracks in the walls and the children are cold and catch sickness.

One of my biggest concerns is for the children who attend school away from Red Rock Community but whose families live in that community. Those children go to school at Teec Nos Pos or Shiprock. They often get home sick and run away from home back to Red Rock community. Often they have run away at night and we have had trouble finding them. When we take them back to school they run away again.

My plea to you is that you grant our request for an add-on appropriation for the design phase of the construction of the Red Rock Community School. In granting our request you will make the construction of our school a reality which will make education a little bit easier for our children in the Red Rock Community.

Thank you.

Despah G. Nez

Mrs. Despah G. Nez

STATEMENT OF DILLON PLATERO

Mr. Chairman and Members of the Committee:

By Navajo Tribal Council Resolution CAU-43-61 passed on August 29, 1961, the Navajo Tribal Council adopted as the educational policy of the Navajo Tribe a document entitled "Joint Bureau of Indian Affairs - Navajo Tribal Council Education Policy Statement". In that statement, it became the policy of the Bureau of Indian Affairs and the Navajo Tribe to attack simultaneously the education problems of the Navajos on all fronts and all levels, by laying the problems before the public, the Congress, and by working in cooperation with the State, local and public school officials, and other Federal agencies in providing the type of educational opportunities that best meet the needs of the Navajo people.

Furthermore, it was declared that the ultimate educational objective is educational competency for all Navajo people. Therefore, the Bureau of Indian Affairs and the Navajo Tribe were directed to plan educational programs in term of the specific needs of the Navajo people and seek funds from Congress to carry out each program.

It is this direction and mandate which brings the Navajo Tribe here today. The Red Rock community is presently lacking educational opportunities which best meet the needs of the Navajo people putting in jeopardy the ultimate educational objective as declared in the Joint Policy.

In September of 1974, the Navajo Division of Education was advised by the local people of the Red Rock community of the shameful condition of the Red Rock Community School. In response to the community's concern, the Navajo Division of Education sent field investigators to the site to survey the school. The investigators returned and replied that the facilities were in deplorable condition not fit for storage

much less for education facilities. The written report of the Navajo Division of Education has been made a part of the record.

The school was originally constructed in 1935 of stone and logs. At that time, it was designated as a two-classroom facility and was adequate to maintain the small number of students attending the school and living in the Red Rock community at that time.

In 1954, the school was enlarged by the erection of three quonset huts of galvinized steel. Two of these huts are now used as a boys and girls dormitory and the third one serves as an additional classroom. The only other improvement or addition which has been made since 1935 was the construction of a kindergarten. The old stone building has long since served its useful life; the temporary quonset huts are cramped, uncomfortable, and cold. Needless to say, the population of Red Rock community has increased dramatically since 1935 and 1954. According to Bureau of Indian Affairs statistics, the Navajo population has been increasing at least at the rate of 2 1/2% each year for the past ten years, which is considerably more than the rate for the United States which is estimated to be 1 3/4% a year. The school building is now not only dilapidated, but too small to house the students attending school close to their homes. Many students have been required to travel many miles to attend schools far from their homes because the Red Rock facilities were not adequate to house them. These structures comprise the complete and total educational facilities available at Red Rock community and used every day. Each and every day, the students attend classes in the old stone building and the galvanized building although they have poor lighting, poor heating, and are unsafe and unsanitary. The pictures which were recently taken of the buildings adequately depict the condition of the buildings.

If the community had been dilatory, lethargic, or apathetic about the condition of the facilities, the condition might be understandable if not excusable. But the community has made vigorous efforts to obtain funding for the school. Approximately 10 years ago, the disrepair of building and their general inadequacy became so critical that the community began substantial efforts to obtain new facilities. A request for new facilities was initiated with the Bureau of Indian Affairs and the process began. What should have been accomplished in a short period of time has extended to 10 years with little or no progress. Notwithstanding the persistency of the community, their cries have gone unheeded. The cries of the community exist on two levels: (1) funds for new facilities, and (2) repairs in the interim period before new facilities are constructed. With respect to the fir[illegible] community has been told that they must wait in line for education[illegible] as the Red Rock students are now waiting in line t[illegible] waiting in line to be admitted to school, and ulti[illegible] line for an education. The Navajo Area Office, however, now su[illegible] the request for the add-on appropriation. In a letter dated April 24, 1975, written by Mr. Anthony P. Lincoln to the Commissioner of Indian Affairs Mr. Lincoln stated:

> "It is certainly recognized by the Navajo Area that there is a need for a new school at Red Rock. The school in its present condition will no longer provide for the type of educational program that is being requested by the community and needed to serve the children. From all indications such as community attitudes and desires, the present condition of facilities, and area educational program responsibilities, the Navajo Area must support the add-on budget request."

Regarding repairs, the community people have been told that it would be inexpedient to undertake substantial repairs when new buildings will be soon constructed.

The people have been told that the Red Rock Community School is ready for the design phase of the Bureau of Indian Affairs construction process, but funds in the amount of approximately $200,000 (as

estimated by the Bureau of Indian Affairs) are not available in the budget for FY-76.

The children of Red Rock community have choosen to attend school at Red Rock because it is close to their homes. One of the policies adopted in the Joint Bureau of Indian Affairs - Navajo Tribal Council policy statement, was that educational opportunities for Navajo children on the Navajo Reservation from beginner through grade 12 should be provided in order that "all children may be near their parents". (emphasis added) There are many other students in the Red Rock community who because of the inadequate facilities have not been given a choice to attend the Red Rock Community School. Furthermore, those attending now are suffering intolerable inconveniences to obtain an education and may be forced to seek an education elsewhere.

In order to fulfill the commitment made by the Navajo Tribe in the Joint Bureau of Indian Affairs - Navajo Tribal Council Navajo Education Policy Statement, we now "lay before you" this problem and seek your financial assistance.

Thank you.

Dillon Platero, Director
Navajo Division of Education

STATEMENT OF PETER H. MASTEN, JR., CHAIRMAN, HOOPA VALLEY BUSINESS COUNCIL

ACCOMPANIED BY PETER N. JACKSON, HOOPA VALLEY BUSINESS COUNCIL

Senator HATFIELD [presiding]. Mr. Masten, we're happy to welcome you. If you have a written statement, it will be placed in the record. Will you please introduce your colleague and summarize your statement at this time.

Mr. MASTEN. Thank you. I'm from the Hoopa Valley Council, and with me is Mr. Jackson, who is a member of the Hoopa Valley Tribal Council.

As you can see by my testimony, I am here to testify in favor of a $3,798,000 add-on to the Bureau of Indian Affairs budget, for a combination domestic water and irrigation system for the inhabited areas of the reservation. The existing irrigation system was constructed in the 1920's and is presently inadequate, greatly deteriorated. The transmission lines are worn, and some of the flumes that were built in the earlier days, the wooden flumes, leak and are rotten. I would guess that about half of the water that enters the headworks of the existing water system is lost prior to getting it to the fields for irrigation.

What little domestic water systems there are were constructed by the Indian Health Service, and in 1964, we had quite a bad flood in our area, which damaged many of the water systems and rendered some of them inoperative. The systems are inadequate at the present time, and we do not have any adequate water protection for fires. We also, at the present time, have made arrangements with the University of California, soils and plant nutrition department, to do a soil survey on our reservation to determine the soil composition.

This will also enable us to determine the crop selection for the agricultural portion of the water system. Also, as you can see by my statement, the tribe would form a Tribal Utilities Corp., and provide the management for the system, once completed.

PREPARED STATEMENT

Senator HATFIELD. Thank you very much, Mr. Masten. It's a very sustained statement that you have. We'll give it very careful consideration, to try to assist you in some way. Your prepared statement will be inserted in the record at this point.

Thank you, Mr. Jackson.

Mr. JACKSON. Thank you.

[The statement follows:]

My name is Peter Masten, Jr., and I am Chairman of the Hoopa Valley Business Council, of the Hoopa Valley Indian Reservation, in California.

I am here today to testify in favor of a special add-on appropriation in the amount of $3,798,350, for a combination of domestic and irrigation water systems, for populated areas of the Hoopa Valley Reservation. The United States Indian Health Service, and the Bureau of Indian Affairs, have agreed to assist the Hoopa Tribe, in this effort.

The Hoopa Tribe has as other reservations, in the United States, encountered extreme difficulties in providing an adequate water supply to Indian residents. We have an abundance of water from the Trinity River, and its trubutaries, but do not have a system of purification or delivery.

The existing irrigation system was constructed in the 1920's, and suffers from a lack of consistent source during the dry months, inadequate and deteriorated transmission lines, old and worn materials, and earthen or wooden flumes, with many leaks and cracks.

Limited improvements to the domestic water systems were begun after the disastrous flood in 1964, which damaged many of the existing water systems and rendered them inoperative. Eleven community systems, and a number of individual systems were constructed after the flood. These systems have wells as the source of supply, and because the ground water supply is small in some areas, many suffer from lack of water and high mineral content.

We propose to construct a combination domestic and irrigation water system. The water source would be the Trinity River. An infiltration gallery located in the gravel bed of the Trinity River, would be pumped to a treatment plant and then, to various fields and storage tanks, located throughout the Valley to provide a combination of domestic, fire protection and irrigation needs. It is proposed to intergate all of the existing water systems in the Valley, which are currently hydraulically and materially able to convey the required water demands.

Arrangements have been made with the University of California, soils and plant nutrition department, to conduct a soil survey on the reservation. When completed the survey will identify soil composition on which crop selection can be based.

The Hoopa Tribe, would then form a "Tribal Utilities Corporation", to provide management and maintenance of the entire system, collect a fee from the water uses, and establish a cash reserve for depreciation. The Hoopa Tribe would assume the full responsibility for providing water to residents of the reservation and in event of a natural disaster cooperate with Indian Health Service and the Bureau of Indian Affairs, in restoration of the system.

STATEMENT OF GERALD CHARLES, SR., CHAIRMAN, LOWER ELWHA LAW ENFORCEMENT AND TRIBAL COURT

ACCOMPANIED BY JIM SHEFLER, PROGRAM PLANNER

Senator HATFIELD. Mr. Charles, we welcome you to this committee hearing. I see you have a printed statement; it will be made a part of the record.

We now invite you to summarize or highlight your statement, and present your summary.

Mr. CHARLES. Thank you, Mr. Chairman.

On behalf of the Lower Elwha Band of Klallam Indians, we are glad to be represented here today. To my right is Mr. Jim Shefler, our program planner, and also, I was hoping to have Mr. Phil Charles, Jr., a senior cadet of our program on law and order here, but we have testimonies at the House almost at the same time that we're testifying here. I would like to begin my testimony, Mr. Chairman.

The Lower Elwha Reservation was created by proclamation on January 19, 1968. Prior to the establishment of the reservation, the Federal Government purchased the area as a government reserve. The lands were purchased by the United States and assigned to members of the Klallam Tribe in 1936 and 1937. The reservation is located 8 miles west of the city of Port Angeles, Washington. Approximately 300 Indian members reside on the reservation, however, we serve a total of 525 enrolled tribal members. In addition, there are 40 non-Indian families also residing within the exterior boundaries of the reservation.

Gratefully, through a grant by last year's Appropriations Committee, we have established a law and justice program on our reservation, which is working successfully with the State, Federal, county, city and juvenile law enforcement agencies. What we are asking this year is that you reaffirm your commitment to our law and order program and furnish us with law enforcement services that the Federal Government is morally obligated to provide under the Point-No-Point Treaty of the S'Klallam Tribe signed in 1955. The Bureau of Indian Affairs has advised us that they do not have adequate funding to fulfill this obligation in fiscal year 1976.

If our law and justice program is not refunded, the tribe's sovereign right and self-determination would be destroyed. If we have no law enforcement of our own on the reservation, we will have no protection, as the State and the Clallam County Sheriff's Office cannot assume jurisdiction on Federal Indian land. If funded, this program will provide increased understanding among our young and adult tribal members of local, State, Federal and tribal laws, codes, procedures, et cetera. It will provide the needed police protection of our Indian people and our rights on the reservation.

This program will also help establish a complete and better working relationship between the State, county and local law enforcement, due to the fact that we would have trained and qualified people to operate our law system, both in the tribal courts and the enforcement branch.

The Lower Elwha youth police cadet program is a major concern and important part of our Law and Order. They have organized their

own youth government and drafted up and approved law and order regulations for their youth center. With the organization of the above, channels now exist wherein they actively participate in planning and implementing their present and future programs, which assist the youth and our community. The cadets are learning actual functioning and recreation as a total package, which keep them occupied in productive activities and may also lead them to future employment in these fields. There are 23 cadets involved in this program, which meets twice weekly for 2½-hour sessions. Mr. Chairman, I'd like to explain that there were 8 cadets involved at the beginning of the program, but now there are 23, with ages running from 12 to 18.

One of the main reasons that the Tribal Council. in working with our law and order program, we feel that to get this program going, we really have no facilities like a gymnasium, on our reservation. We are really hurting for facilities. So within this program, we feel that it is important to keep our kids occupied, keep them in school, because education is one of our top priorities on our reservation. To participate in this cadet program, they must keep a C average or grade level in school.

The training has included orientation and instruction in courtroom procedures, defensive driving, proper use and safety factors of firearms, first aid. juvenile rights, probation and parole procedures, self-defense, the basics of law enforcement and all areas of crime prevention. A major problem identified by members of the Lower Elwha Enforcement staff, as well as Lower Elwha residents, is that of juvenile crime. However, since the introduction of our cadet program, this problem area has been on the decrease. We have attached pictures of some of the activities of our prevention program to this testimony.

The Lower Elwha Band of Klallam Indians and the law enforcement staff would like to thank you for your time and efforts in considering this proposal.

Senator HATFIELD. Thank you very much, Mr. Charles. You have provided the committee wih a very excellent statement, outlining a very impressive program.

I'm sorry we will not be abe to reproduce the pictures on our record, but we will have them, at least in our files to show my colleagues on the committee. I want to thank you for a very excellent presentation.

Mr. CHARLES. Thank you.

Senator HATFIELD. We will now have a brief recess for the vote, and we will reassemble in about 15 minutes.

[A short recess was taken.]

STATEMENT OF FRANK ARCHAMBEAU, PYRAMID LAKE PAIUTE TRIBE

ACCOMPANIED BY:
JOHN CALLAHAN
ALBERT PHOENIX

Senator HATFIELD. The committee will come to order.

First of all, I'd like to call Mr. Frank Archambeau. I believe he's accompanied by John Callahan and Albert Phoenix, is that correct?

Mr. ARCHAMBEAU. That's correct, sir.

Senator HATFIELD. We're happy to welcome the Pyramid Lake tribal representatives here today. I believe that's your tribe.

Mr. ARCHAMBEAU. That's right, sir. We're representing the Pyramid Lake Paiute Tribe of Nevada.

Senator HATFIELD. Which is Mr. Callahan?

Mr. ARCHAMBEAU. Mr. Callahan is on my left, Mr. Phoenix is on my right. Mr. Phoenix is executive director of the project and Mr. Callahan is the budget and finance officer.

Senator HATFIELD. We're very happy to welcome you here. Your full statement will be made part of the record, and if you would care to summarize, Mr. Archambeau, we'd be delighted to hear from you.

Mr. ARCHAMBEAU. Senator, your former colleague and former chairman of this committee, Senator Bible of Nevada, personally championed the effort of the Pyramid Lake Tribe to accelerate the fishery restoration project for Pyramid Lake.

Senator HATFIELD. I certainly can attest to that, having served with him on this subcommittee.

Mr. ARCHAMBEAU. When the Senator learned that the tribe's trustee, the Secretary of the Interior, and its delegate agency, the Bureau of Reclamation, had failed to make use of the waters of Pyramid Lake in which to rear the famed cutthroat trout in inlake net pens until they were safe from predation by larger fish, and that by doing so, they could have saved the American taxpayer several millions of dollars in fish hatchery construction costs, Senator Bible gave his wholehearted support to the tribal effort of self-determination to accelerate and not to supplant the fishery restoration project under the Washoe Act of 1956.

The failure of the Bureau of Reclamation to effectively administer their fishery restoration program in Pyramid Lake, is due to several reasons. One is neglect in giving it such low priority in relation to other Washoe project activities. Another is the failure of the Bureau to recognize the full potential of Pyramid Lake's remarkable food chain, and to come up with an innovative and imaginative program with which to more effectively utilize the lake waters as a media for rearing of fish in net pens.

Thus, from the enactment of the Washoe Act in 1956 until 1972, when the tribe embarked upon the self-determined program to accelerate the Interior Department's fishery restoration processes, the Federal and State plant in Pyramid Lake, according to their data, averaged only 180,000 fish annually.

This represents 1 small fingerling for each 110 acre-feet of water in the lake. By contrast, 110 acres of reservation grazing land is adequate for 2 grazing units.

It doesn't take much imagination to visualize the minuteness of 2 steers on 110 acres of grazing land, but it is almost beyond comprehensability to visualize 1 small fish in the same surface area of water. Or to put it even more microscopically, this ratio of fish to water would provide only 1,000 fish for the 110,000 surface acres of Pyramid Lake, which is 25 miles long and 5 to 10 miles wide.

The failures of the tribe's trustee boggles the imagination, which is precisely the reason for the trustee's failure. He failed to utilize his imagination to see that fish should have been planted in the lake,

literally in the millions, and only then could the fishery restoration project, as mandated by the Congress 19 years ago, be called a success. Yet, it has taken an Indian self-determination effort to prove again, that it can be an effective catalyst in achieving the goals and objectives more quickly and effectively than the whole system of the American bureaucracy.

It is of no wonder, then, that the Indian tribes lose faith in the ability of their trustee, the Secretary of the Interior, and his delegate agencies, and not trust the Bureau of Indian Affairs to successfully carry out programs mandated by the Congress. It's of no wonder that Indian tribes feel that they must petition the Congress, when they are continually met with futility in dealing with your bureaucracy.

Finally, it's of no wonder that tribal self-determinism can and does work, particularly when considered from the perspective that Indian tribes are doing for themselves, what they want done, and not what the bureaucracy thinks that a tribe should have.

Just a brief history on the activities of the Bureau of Reclamation, in terms of their failures under the Washoe Act of 1956. In 1972, the Bureau of Reclamation announced to the Pyramid Lake Tribe that it would start construction of the dam and fishway in 1973, to be completed in 1974. Then a fish hatchery was to be constructed in 1975. The dam and fishway was started in 1974 and is not completed yet, and the fish hatchery was redlined from the budget completely.

This then is the reason why the Pyramid Lake Paiute Tribe feels that it must petition the U.S. Congress to approve a request for an appropriation of $2,348,000 for its fishery restoration program for the fiscal year 1976.

I would like to finally add this, Senator, that the fishery restoration to Pyramid Lake is the backbone of the tribe's economy, and with it the tribal economy will grow. We're sure that within a period of 8 to 10 years, we'll have the tribe completely self-sustaining. Thank you so much.

Senator HATFIELD. Thank you very much, Mr. Archambeau, for your excellent statement, and your reference to Senator Bible, I can hardly underscore, because it was my privilege to serve with him on this subcommittee, and I know of his very deep commitment to this project.

And, we like to honor those of our colleagues while they are still living, it would be a great tribute to have this completed, so that he could come and help make the dedication speech perhaps.

Mr. ARCHAMBEAU. Let's hope that he can. It was through his effort that the self-determination project got underway, and we're very thankful to him. Thank you Senator Hatfield.

PREPARED STATEMENT

Senator HATFIELD. Thank you. We are very happy to have you, Mr. Phoenix and Mr. Callahan here today. Your prepared statement will be inserted in the record at this point.

[The statement follows:]

My Dear Senator Byrd -

There is attached a budgetary request for additional funding for the Pyramid Lake Fishery Restoration Project for fiscal year 1976 in the amount of $ 2,348,000.00.

Under the current Indian self-determination policy, the Pyramid Lake Indian Tribe of Nevada embarked upon a program to accelerate the Interior Department's fishery restoration program at Pyramid Lake which was mandated by Congress under the Washoe Act of 1956. In 1973 the Office of Economic Opportunity, upon recognizing the need for the acceleration of the fishery restoration processes, approved a grant of $600,000 to the Tribe. This, together with supplemental appropriation of $343,000 introduced by former Senator Bible of Nevada in fiscal year 1974 enabled the Tribe to construct the first fish hatchery at Pyramid Lake.

This hatchery has the capability of spawning one million cutthroat trout eggs each year for its sports fishery as well as spawning 3/4 million Coho salmon to be used in the Tribe's commercial fishery venture. The fish hatchery and the related net pen rearing and production systems will provide jobs for 20 Tribal members. These facilities with an additional 35 to 40 jobs to be created by the fish processing plant for the marketing of the Coho salmon will have led to the creation of 50 to 60 viable economic jobs in a short period of 3 or 4 years. Moreover these Tribal endeavors have the potential of creating a sound economic base for the Tribe which in turn can provide other jobs for Tribal members in the areas of outdoor recreation and related public service activities.

A recent analyses was made by the Tribe with respect to the total impact that the Interior Department's fishery restoration program has had upon Pyramid Lake since 1961 through 1974. In a period of 14 years there have been planted into Pyramid Lake a total of 4.8 million fish which is an average of 344,000 fish per year. Based upon an estimated capacity of 20 million acre feet of water in Pyramid Lake, this represents one fish for each 50 acre feet of water. A nationally recognized fishery biology expert has stated that in order to effectively restore the fishery to Pyramid Lake, it would require the planting of one fingerling per acre foot of water each year for a period of 10 to 20 years. Thus in the last 14 years of planting fish in Pyramid Lake, the 344,000 average annual plants represented only 2% of the annually needed plants to effectively restore the fishery to Pyramid Lake.

Even with the presently increased rate of planting of fish (1.8 million in 1974), it can be stated that the fishery will never be restored to Pyramid Lake. However, if the 20 million sustained production figure could be achieved, it could be possible to have a restored fishery in possibly a period of 10 to 20 years. Therefore, if the Tribe is to effectively utilize the maximum potential of Pyramid Lake a much larger fish hatchery or hatcheries must be provided for the Tribe if it is ever to achieve the restored fishery which was mandated by the Congress in 1956.

Two aspects of the fishery restoration program as authorized by the Washoe Act of 1956 were given little or no consideration until 1973 when the Tribe undertook its program to accelerate the fishery restoration program. These were (1) the utilization of the Lake water itself by which to rear the smaller fish in a net pen system until they were safe from predation by larger fish and (2) failure to scientifically establish the youngest age that the cutthroat trout could be acclimated to the slightly saline waters of Pyramid Lake. Had the Interior Department delegate agencies undertaken this research and utilized the simple mechanism of protecting the young fry from the larger fish through the expedient of in-lake net pen rearing, not only costs would have been greatly reduced, but the production and size of the spawns could have been multiplied by a factor of at least 100. Moreover construction costs were reduced from the several million figure as estimated by the Interior Department in 1972 to $801,000 or a savings of probably as much as 75%.

The funds requested in the attached budget under the Washoe Act for fiscal year 1976 are in keeping with the 1956 Congressional mandate to the Secretary of the Interior to provide for the restoration of the fishery for Pyramid Lake. The purpose is to construct another hatchery or hatcheries with the capacity of 7-10 million egg spawn a year to augment its present hatchery capability of 1 million

cutthroat eggs per year. This together with the 2 million cutthroat trout which will be provided by the U.S. Fish and Wildlife Hatchery at Gardnerville, Nevada, will or can produce a total of 10 million fingerlings or 50% of the estimated number of plants needed to restore the Pyramid Lake fishery.

Your kind consideration and personal attention to this request will be greatly appreciated by the Tribe. Supporting Tribal Council Resolution #PL 19-75 is attached.

Most sincerely yours,

Allen Aleck
Chairman

BUDGET - FY 1976

Fish Hatchery #2 for Pyramid Lake Fishery Restoration Project.

Building (120' x 120'=14,400 sq ft @ $30/sq ft)	432,000.00
Incubators (50 @ $800 each)	40,000.00
Ultra-violet sterilizers (@ $35/gpm - 3,000 gpm)	105,000.00
Rearing tanks - (185 @ $1200 each)	222,000.00
Wells (800 gpm capacity @ $150/gpm)	120,000.00
Biofilter ($10/cu ft media-3,000 cu ft)	30,000.00
Plumbimg, including pipe, pumps etc.	150,000.00
Electrical - lighting, AC, emergency generation	125,000.00
Water Storage Tank (recirculating system - 500,000 gallon capacity)	250,000.00
Waste water ponds - (40 acre ft capacity)	25,000.00
Lab equipment	15,000.00
Office equipment	10,000.00
Refrigerated storage	20,000.00
Adult holding ponds (8 A. F. & concrete lined)	85,000.00
Access roads	30,000.00
Site preparation (possible hillside)	50,000.00
Contingency (10%)	219,000.00
Vehicles (2 pickups & stake body)	20,000.00
Housing (2 people)	40,000.00
Engineering and Architectual fees 8.5% of Constr item	160,000.00
Construction Sub-total -	2,148,000.00

Operation & Maintenance Costs:	
Personnel costs: (Hatchery Manager, Assistant Hatchery Manager, two supervisors, one secretary and 10 fish culturists for six to nine months.)	80,000.00
Fringe Benefits (12% of 80,000) rounded to	10,000.00
Fish Feed	10,000.00
Fish Eggs	20,000.00
Utilities (electricity, gas phones, etc.)	40,000.00
Fish handling equipment	20,000.00
Contingency - 10% of 180,000 or rounded to	20,000.00
O & M Sub-total	200,000.00
Total Budget Requested	$2,348,000.00

Proposed Construction Schedule:	Start	Completion
Well Drilling, Plant Design, & Engineering	8-1-75	9-30-75
Advertising & Bidding - 30 days	10-1-75	10-31-75
Site Preparation-15 days	11-1-75	11-15-75
Hatchery Construction- 10 weeks	11-16-75	1-31-76
Equipment Installation- 8 weeks	2-1-76	3-31-76
Operational Testing- 4 weeks	4-1-76	4-30-76
Spawning and Hatchery Operations	5-1-76	

STATEMENT OF MYRON ACCUTTOROOP, VICE CHAIRMAN UTE INDIAN TRIBE

ACCOMPANIED BY:
JOHN D. SAUNDERS, JR., OPERATIONS OFFICER
IRENE C. CUCH, ADMINISTRATIVE OFFICER, UTE TRIBE
JACK NIELSON, GENERAL ENGINEER
STEPHEN G. BOYDEN, LEGAL COUNSEL
WILLARD GARDNER, RESOURCES DEPARTMENT, FIELD REPRESENTATIVE

Senator HATFIELD. Our next witness is Myron Accuttoroop.

You have a very impressive group of associates here this morning. I would like to have you introduce them, please, for the record, and please proceed to summarize your written statement, which we will incorporate in full in the record.

Mr. ACCUTTOROOP. Thank you.

My name is Myron Accuttoroop. I'm vice chairman of the Ute Indian Tribe. To my far right is Mr. John Saunders, the tribe's operation officer. Next to him is Irene Cuch our administrative officer of the Ute Tribe; and Mr. Jack Nielson, our general engineer. Mr. Stephen Boyden, our legal counsel, and to my left is Mr. Willard Gardner from our resources department, field representative.

Senator HATFIELD. Welcome to each of you. We're happy to have all of you here today.

Mr. ACCUTTOROOP. Mr. Chairman, I'd like to present to you this statement from our chairman, Mr. Lester Chapoose, who was unable to be with us today.

This is concerning the rehabilitation and betterment program for the Uintah irrigation project. The project was built back in 1906 and was completed in 1922. The original construction of this was done by hand labor and horse-drawn equipment; and much of the materials that were put into this were things that were found in the area. This project was to serve 1,600 individual tracts of land, which amounted to approximately 79,000 acres, and consisted of about 850 miles of canals and laterals. The capacity was from anywhere from 10 to 300 feet.

Today, however, much of the proportions of this irrigation project has deteriorated to the point where it is not effective as it was at that time due to a lack of funding because BIA has not been able to add to this facility. According to our records, up to the year 1937, $1,068,566 was expended on this project. From 1937 to now, $200,000 of the BIA funds have been made available for construction and rehabilitation.

Now, in our area, there is an arid desert terrain, and our annual rainfall is only 6 inches.

Senator HATFIELD. It's hard for someone from Oregon to fully appreciate that.

Mr. ACCUTTOROOP. I'm sure you'll understand the problem we have here. When you have no water, you have no crops. And, when you have no facilities to carry your water, you're in a hole, you might say.

According to our experts, we lose about 37 percent of our water that is carried through the irrigation project. We're proposing to you, Mr. Chairman, that we would like the funds to rehabilitate our irrigation system.

The BIA, with the help of the Bureau of Reclamation, have made a study of preliminary inspection of the project in terms of the scope

and requirements essential to the rehabilitation of the project. This project is very important, not only to the tribal people, but also to the non-Indians in that area because much of their income derives from this irrigation project. Many of them are involved in cattle and sheep, and if we do not get the water out onto the fields, there is no crop and there is no income to the people. So, we feel this is very important to the tribe.

Even at this time, we are anticipating that the central Utah project will be completed. Even if it were completed at this time, our irrigation system would be very ineffective. We would not be able to put the water out onto the fields.

According to the statistics here—right now we're only 35-percent effective. Even if the irrigation project was brought in, or the central Utah project was brought in, it would only be about 50- to 60-percent effective, mainly because of the irrigation system not being as it should.

In your blue books, Senator, you'll find pictures of some of the constructions that have been made in 1906. You'll find once the project was made back in the beginning, in the first picture—this is a diversion for the Ouray School Canal.

You can see how that looked and what kind of condition that is. There are also other pictures showing canals that are really not carrying the capacity of the water, and headgates that are made out of wood that are deteriorating, and the diversions are not very good. Also, canals that show overgrowth, of bushes and willows. This is one of the many problems that we have in our irrigation canal.

The Bureau of Indian Affairs is committing current funds amounting to $185,000 to initiate the planning and providing limited construction on minor structures for this rehabilitation and betterment program.

However, to have an orderly and effective program work should be scheduled over a span of 6 or 7 years. We therefore request this committee to approve additional funding to the Bureau of Indian Affairs rehabilitation and betterment program for the Uintah irrigation project for the fiscal year 1976 in the amount of $500,000. Increments of approximately $1,000,000 will be needed annually for the next 8 years. It is expected that total costs will not exceed $8 million to $9 million. We feel that this is very important to the Indian tribes, and that is our presentation.

Mr. BOYDEN. If I may add support of the Bureau of Indian Affairs, and you'll notice in the booklet, their support, as well as the Bureau of Reclamation in this proposed project. We're asking for an increment of $500,000 to begin the rehabilitation project.

Senator HATFIELD. Thank you very much for an excellent statement. There is only one thing that troubles me about it and that is something that was constructed in 1922 has deteriorated so badly, since that was my era, it makes me feel self-conscious.

Mr. BOYDEN. Some things are made of sterner stuff then what we have to work with.

PREPARED STATEMENT

Senator HATFIELD. I'm glad you gave me that kind of an out. Your prepared statement will be inserted in the record at this point. Thank you very much for your presence.

[The statement follows:]

STATEMENT BY LESTER M. CHAPOOSE
CHAIRMAN, UTE INDIAN TRIBE

MR. CHAIRMAN, my name is Lester Chapoose, and I am Chairman of the Ute Indian Tribe of the Uintah and Ouray Reservation in eastern Utah. It is with great pleasure that I address this subcommittee relative to a problem of very genuine importance to my Tribe.

The problem deals with irrigation facilities for our Reservation, provided by the Uintah Irrigation Project. The construction of the irrigation facilities for the Uintah Irrigation Project was initiated in 1906 and was substantially completed by 1922. This original construction work was largely accomplished by use of hand labor and horse-drawn equipment, and was fabricated from native pine lumber or logs and rock rubble. The Project facilities were constructed to serve approximately 1,600 individual tracts of land amounting to approximately 79,000 acres. Approximately 850 miles of canals and laterals, varying in capacity from ten to 300 C.F.S., were constructed.

Today, unfortunately, a major portion of the Uintah Irrigation Project's water delivery system has deteriorated to the point where efficient conveyance of irrigation water is virtually impossible. The primary reason leading to the deterioration of the Project facilities has been the lack of funding in the BIA budget. As a result of this limited funding, only the most essential structures, canal, and lateral repair work has been made. In 1937, a compilation of the total construction funds that had been expended, including the initial construction costs, on the Uintah Irrigation Project amounted to $1,068,566. Since 1937, our records indicate less than $200,000 of BIA funds have been made available for construction and rehabilitation work.

Our Reservation is located in desert terrain, where the average annual rainfall is six inches, and water is desparately needed. Irrigation water is the life blood for any productive crop. Where there is no irrigation water, there is no crop. The Uintah Irrigation Project facilities literally leak like a seive. If the Central Utah Project were, in fact, completed, a third to a half of the water committed to the Uintah and Ouray Reservation would be lost because it couldn't be effectively delivered by the present system, where water wastes at the rate of 10% per mile in many of the areas. It has been reliably estimated by water experts that, over the entire 800 plus miles of this system, that at least 37% of the literally very precious water which goes into the system is lost, and never reaches any beneficial destination.

Yet, Mr. Chairman, because of the scattered and non-continguous nature of the water right lands and the requirements for maintaining service to each individual tract, the Project must continue to deliver irrigation water to approximately 1600 separate tracts of land. For the Uintah Irrigation Project to meet the required services to its water users and overcome the existing backlog of needed maintenance, it will be necessary to initiate a rehabilitation and betterment program. Many of the wooden and temporary-type structures will have to be replaced with permanent-type structures. Extensive reshaping and possible lining will have to be completed in the canals and laterals in order to allow the Project to deliver irrigation water with an acceptable efficiency.

A proposed agreement has been initiated with the U. S. Bureau of Reclamation to assist the Bureau of Indian Affairs in completing the surveys, investigations, and design assistance of needed facilities for the rehabilitation of the Uintah Irrigation Project. It is expected that the surveys and investigations will extend over an estimated two- to three-year period. Rehabilitation work will commence as funding becomes available.

Representatives of the Bureau of Reclamation and the Bureau of Indian Affairs recently made a preliminary inspection of the Project to determine the scope and requirements essential to the rehabilitation of the Project.

A summary of these recommendations are: There is dire need for extensive rehabilitation immediately with the construction of permanent-type structures such as reinforced concrete needed to replace temporary timber structures. The condition of some of the structures is so poor, that the project in some areas cannot continue without immediate reconstruction. The work should be scheduled, the Bureau of Reclamation suggested, over a span of from six to eight years and will cost probably between seven and eight million dollars.

Historically, the livestock industry has been one of the dominant and economic factors for the area. The Ute Indian Tribe raises over 5,000 head of cattle and 1,000 head of sheep in utilizing their grazing resources. Although the rangeland provides adequate summer grazing for their livestock, they depend heavily upon the forage production from irrigated lands under the Project to meet the need for spring, winter, and fall livestock feed.

Mr. Chairman, in order to meet the livestock feeding needs of the Ute Indian people and to maintain the economic stability for the livestock industry in the area, it is imperative that an immediate rehabilitation and betterment program be commenced on the Uintah Irrigation Project.

Irrigation experts and literature indicate a water need on our reservation of four acre-feet of water per acre to assure productive growth. We are lucky if we can deliver two acre-feet under our present system. Improvements to our system would permit delivery of over three acre-feet, with a resultant immensely improved crop yield.

The average net income for a small family farm may well be doubled with this irrigation system improved as recommended. Farm irrigation efficiency now estimated at 35% efficient could be brought to 50% to 60% efficiency. Even with sprinkling systems, the best irrigation systems in our area do not surpass 70%. The known average gross income from each irrigated acre has been $49.00. A rehabilitated irrigation system would increase this average by at least $17.50 per acre, our experts tell us. This would produce increased revenues in the amount of $1.3 to $1.5 million per year.

Therefore, Mr. Chairman, you can see what an impact completion of this project would have on the Uintah and Ouray Reservation.

The Bureau of Indian Affairs is committing current funds amounting to $185,000 to initiate the planning and provide limited construction on minor structures for this rehabilitation and betterment program. To have an orderly and efficient program, work should be scheduled over a span of six or seven years.

We, therefore, request this Committee to approve an addition to the Bureau of Indian Affairs' Rehabilitation and Betterment Program for the Uintah Irrigation Project for Fiscal Year 1976, of the amount of $500,000. Increments of approximately $1,000,000

will be needed annually for the next eight years. It is expected that total costs will not exceed eight to nine million dollars.

Photographs of a few of the Project facilities that show typical conditions and situations that exist and require corrective action are shown in the attached packet.

Thank you very much.

STATEMENT OF JOHN RAINER, AMERICAN INDIAN SCHOLARSHIPS, INC. (NEW MEXICO)

Senator HATFIELD. Mr. John Rainer, American Indian Scholarships, Inc., from New Mexico.

Mr. Rainer, we're happy to have you here. We will receive your statement for the record, and we'll be privileged to hear you summarize or highlight it.

Mr. RAINER. Thank you, Mr. Hatfield. My name is John Rainer, Sr., a Taos Pueblo Indian. I'm a former official of the National Congress of American Indians and chief member of the National Council of Indian Opportunity. Presently, I direct the American Indian Scholarships, Inc.

Senator HATFIELD. You have very impressive credentials.

Mr. RAINER. Thank you, sir. This organization is a nonprofit corporation governed by an all-Indian board of directors comprised of outstanding Indian men and women from the various geographic parts of the United States. It exists primarily to assist Indian graduate students who are working toward their masters or Ph. D. degrees. We serve Indian students nationwide irrespective of whether they are reservation or nonreservation residents as long as they are at least one-fourth Indian.

In consideration of the witnesses after me and because of the time element, I will just summarize the statement.

Senator HATFIELD. Please do.

Mr. RAINER. No. 1 is that we are asking you to consider three things; raise the amount adequate to provide educational opportunities for 20,000 Indian higher education students. We recommend a total budget of $83,750,000 for this purpose.

No. 2: We request a change in the policy of the Bureau of Indian Affairs on the interpretation of the law to permit Indian students to apply first to the BIA for assistance rather than exhausting their resources first.

No. 3: We request that the Congress authorize and encourage the BIA to utilize the services of Indian scholarship organizations. Since the scholarship fund is a student grant, we are requesting that block grants be used with Indian scholarship organizations to reduce the severity of regulations which accompanies contracting procedures.

I thank you for this opportunity to come before you, Senator Hatfield, and if there are any questions I'll be glad to answer them.

Senator HATFIELD. You've been very helpful, Mr. Rainer. Let me ask you, are you familiar with the masters program, Indian education at Berkeley?

Mr. RAINER. In the master of health?

Senator HATFIELD. Yes.

Mr. RAINER. Yes.

Senator HATFIELD. We had witnesses representing that program yesterday. They were indicating their problems, of course, in financing their program. I was wondering how your program, in which you are assisting such Indians, or at least Indians with one-quarter blood or more in both masters and Ph. D. programs, if you have some relationship to the masters program, Indian health education at Berkeley?

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Mr. RAINER. They have a contract from the HEW, but the funds are not sufficient to support the number of Indian students who want to study in that particular field. Therefore, they have—the students—have been referred to us for additional financial help.

Senator HATFIELD. You're not involved in funding or financing any such students in that program through your organization?

Mr. RAINER. Yes; in addition to what they get from the separate appropriation.

PREPARED STATEMENT

Senator HATFIELD. All right. Thank you very much. Your prepared statement will be inserted in the record at this point.

[The statement follows:]

SUMMARY

We are asking you to consider three things:

1) RAISE THE AMOUNT ADEQUATE TO PROVIDE EDUCATIONAL OPPORTUNITIES FOR 20,000 INDIAN HIGHER EDUCATION STUDENTS. WE RECOMMEND A TOTAL BUDGET OF $83,750,000.

2) WE REQUEST A CHANGE IN THE POLICY OF THE BUREAU OF INDIAN AFFAIRS ON THE INTERPRETATION OF THE LAW TO PERMIT THE INDIAN STUDENTS TO APPLY FIRST TO THE BIA FOR ASSISTANCE RATHER THAN EXHAUSTING THEIR RESOURCES FIRST.

3) WE REQUEST THAT THE CONGRESS AUTHORIZE AND ENCOURAGE THE BIA TO UTILIZE THE SERVICES OF INDIAN SCHOLARSHIP ORGANIZATIONS. SINCE THE SCHOLARSHIP FUND IS A STUDENT GRANT, WE ARE REQUESTING THAT BLOCK GRANTS BE USED WITH INDIAN SCHOLARSHIP ORGANIZATIONS TO REDUCE THE SEVERITY OF REGULATIONS WHICH ACCOMPANIES CONTRACTING PROCEDURES.

My name is John C. Rainer, Sr., a Taos Pueblo Indian. I'm a former official of the National Congress of American Indians and chief member of the National Council of Indian Opportunity. Presently, I direct the American Indian Scholarships, Incorporated which is based in Albuquerque, New Mexico. This organization is a non-profit corporation governed by an All-Indian Board of Directors who are outstanding Indian men and women from the various geographic parts of the United States. It exists primarily to assist Indian graduate students who are working toward their Masters or Ph.D. degrees. We serve Indian students nation-wide irrespective of whether they are reservation or non-reservation residents as long as they are at least one-fourth Indian. Although the Bureau of Indian Affairs Higher Education Budget request of $56,415,800 for the academic year 1975-76 is an improvement over the 1974-75 appropriation of $31,956,000, it is nevertheless, inadequate and I am appearing here to explain why it should be increased.

We are in the business of assisting Indian graduate students and know from 5 years' experience that the minimum average cost of a single student, even at undergraduate level, is close to $3,500. For married students sometimes with small children, the cost runs between $5,500 and $6,250. Using the BIA's figure of at least 20,000 student projections and assuming that at least 5,000 of these are married students, the cost for this category would be $31,250,000 while the 15,000 single students would amount to $52,500,000 bringing the total cost to $83,750,000. Actually, the field request in 1975 was for 25,000 students but the BIA budgeted for 14,700. Therefore, our request is for consideration of $83,750,000 for a minimum of 20,000 students.

One major problem for scholarship programs has been that highly specialized programs such as medicine, dentistry and veterinary medicine require extremely high tuition and stipend funds for each student. The heavy class programs in these fields preclude student employment. Most of these programs operate on a year-round basis and thus, raise the costs extremely high as compared to other disciplines. Because Indian medical students are usually older, they tend to have more dependents than non-Indian students in these fields and more often than not, their wives are not employed.

The most important point in this request is to provide adequate funds to continue assistance for those now in graduate school. Aside from federal funding, efforts to raise funds for Indian scholarships are continuous but are extremely difficult. For example, during 1973-74, AIS, Inc. was a major participant, along with eighteen Indian education-oriented organizations, in a concerted effort to conduct an education fund-raising conference. The William H. Donner Foundation gave financial assistance to pay the expenses of the conference. One hundred twenty-two major foundations were invited to participate. Only five came. The point of this statement is that we do plan and try to raise our funds.

It is refreshing to note that although the Bureau of Indian Affairs has not had a firm policy of helping Indian graduate students, it is now requesting $3,500,000 for an estimated 700 students. From their projections, however, indications are that there may be as many as 850 to 1,000 advanced degree candidates for the academic year 1975-76. Included in the same decument notes, there is a back log of at least 2,000 graduate student requests as far back as FY 1972. Each year, approximately one-half of the number of those earning undergraduate degrees request financial assistance for advanced degrees.

Although there are scholarship opportunities open today, very few are available to the Indian graduate student who has special needs. When we speak of special needs and special assistence for the Indian student, we draw upon the knowledge that he is the product of a unique environment resulting from the historical treatment of his forefathers by the United States Government, not to mention the broken and unfulfilled promises of over 80 treaty obligations and an attempt to downgrade his language, culture and tradition. This establishes him into a group with special needs. As he grows up, he develops an awareness of his own social order and makes choices based on his background. On the other hand, a non-Indian is not confronted with the same uniqueness because he is a product of parents and neighbors who are usually successful farmers, teachers, doctors, engineers et al., and most important, he is a member of the majority. He feels comfortable and is accepted unquestionably wherever he attempts to pursue his studies or work.

Out of all minorities, Indian people have the highest school drop-out rate. One of our graduate students, in her career statement, quoted a study by the Seattle Public School District which showed that only 34 per cent of its Indian students reach the 11th or 12th grade levels. This is compared to 68 per cent of the Blacks and 75 percent of the Chicanos.

As the Indian student moves on to higher education, he begins to feel the pressures of financial need. He comes from a people who, nationally, have the lowest income in the United States and, as an adult he feels the pressure of his family's needs. These demands frequently isolate the Indian student from

his peers and prevent wholesome social and academic development. This pattern becomes more intensified as he pursues studies at a higher level. The traditional reticence and self-contained dignity of the Indian prevent him from projecting the intensity of these needs to an often insensitive finance officer of a university. Compounding this is the ignorance and apathy of teachers and administrators. The non-Indian world seems to assume that the special trust relationship between the U.S. Government and the American Indian is an all-encompassing one which provides for every need. These factors have influenced many private organizations so that their choices for grants have often been unfortunate and ill-advised.

According to the Kennedy Report on Indian Education of 1969, only one out of every 100 Indian college graduates receives an M.A. degree. At the undergraduate level, only 3 per cent of the Indians who enroll in college graduate. This compares with 32 per cent, the national average. In 1969, educators estimated that the entire Indian population had only thirty medical doctors, twelve Indian lawyers and fifteen Ph.D.'s and Ed.D.'s. However, the number of Indian lawyers has more than doubled in the past three years, thanks to the American Indian Law Center at UNM. The positions which graduates of AIS, Inc. fill - as directors of Indian studies Programs, recruitment programs, as education administrators and counselors - show that Indian professionals feel a deep commitment to use their education to help their people. The present Indian graduate students are the vanguard. An increasing number of master's, Ph.D.'s and lawyers going into practice means the upgrading of Indian education at all levels and the upgrading of Indian living standards on the reservations and in cities.

No one can deny the importance of training. One cannot help but note in the 1972 Department of the Interior Minority Group Study that, of the 10,492 Indians reputed to be on payroll, 5,072 are at the GS ratings of 3 to 5. Their command of salary is $6,764 and $7,995 respectively. On the other hand, a correlation of salary earnings before and after graduate study can be of significance. For example, a survey was taken of 159 Indian graduate students who studied at Universities of Harvard, Penn State and Minnesota. Of the 105 respondents, only 6 were in the $20,000 and above salary range at entrance to the graduate program. After their training, the survey shows 34 persons in $20,000 and above salary earnings. Overall findings indicate that 105 persons of the 159 students said they now occupy positions that require decision-making and greater responsibilities.

Today we hear much about the concept of "Indian self-determination." We Indians interpret this to mean that an Indian tribe, group or individual can determine what best suits the Indian people. This self-determination was first officially announced by former President L.B. Johnson, who declared in his Message to Congress on March 6, 1968, "Our goal must be: Freedom of Choice; an opportunity (for Indians) to remain in their

homeland, if they choose without surrendering their dignity; an opportunity to move to towns and cities of America, if they choose, equipped with the skills to live in equality and dignity."

Much more recently, President Nixon in his Message to Congress on July 8, 1970, stressed the theme of self-determination. He stated, "We have turned from the question of whether the federal government has a responsibility to Indians, to the question of how that responsibility can best be fulfilled. We have concluded that the Indian will get better programs, and public monies will be more effectively expended if the people who are most affected by these programs are responsible for operating them." Today, a number of Indian tribes, Indian groups and individuals are implementing this theme of self-determination. Some tribes are contracting with BIA for services. Non-profit corporations such as American Indian Scholarships, Inc. have been formed by individual Indians to assist Indian graduate students.

A dual relationship of the federal government to Native Americans and Alaskan Natives stems from (1) special treaties, statutes, executive orders and (2) rights and responsibilities. As citizens of the United States, we insist that the Bureau of Indian Affairs not abdicate its responsibility by lending itself to the status of a mere supplemental agency for our students' needs. It must maintain its special trust responsibility which this government has with the Native Americans as Congress has expressed in the Snyder Act (25 USC 15). In other words, the Bureau of Indian Affairs should be an advocate to supplant rather than supplement. Our past reliance on the federal funding through the USOE Programs has not always met with success. The April 11, 1975 news release stating the proposed new regulations for HEW's program of assistance for college students has been described as a "major breakthrough in Indian education." It is hoped that this is really a fact.

In conclusion, we are asking you to consider three things.

First, RAISE THE AMOUNT ADEQUATE TO PROVIDE EDUCATIONAL OPPORTUNITIES FOR 20,000 INDIAN HIGHER EDUCATION STUDENTS. WE RECOMMEND A TOTAL BUDGET OF $83,750,000.

Second, WE REQUEST A CHANGE IN THE POLICY OF THE BUREAU OF INDIAN AFFAIRS ON THE INTERPRETATION OF THE LAW TO PERMIT THE INDIAN STUDENTS TO APPLY FIRST TO THE BIA FOR ASSISTANCE RATHER THAN EXHAUSTING THEIR SOURCES FIRST.

Third, WE REQUEST THAT THE CONGRESS AUTHORIZE AND ENCOURAGE THE BIA TO UTILIZE THE SERVICES OF INDIAN SCHOLARSHIP ORGANIZATIONS WHO WILL BE CHARGED WITH SEEKING FUNDS FROM OTHER SOURCES AVAILABLE TO AID INDIAN STUDENTS. SINCE THE SCHOLARSHIP FUND IS A STUDENT GRANT, IT IS REQUESTED THAT BLOCK GRANTS BE USED WITH INDIAN SCHOLARSHIP ORGANIZATIONS TO REDUCE THE SEVERITY OF REGULATIONS WHICH ACCOMPANIES CONTRACTING PROCEDURES.

STATEMENT OF GOV. EDISON LASELUTE, GOVERNOR OF THE ZUNI INDIAN TRIBE

ACCOMPANIED BY STEPHEN BOYDEN, LEGAL COUNSEL

Senator HATFIELD. At this time I would like to call on Governor Laselute, Governor of the Zuni Indian Tribe.

Governor LASELUTE. Thank you, Mr. Chairman.

My name is Edison Laselute. I'm the Governor of the Pueblo Zuni Tribe located in the State of New Mexico. It is with a great deal of pleasure that I respond to the invitation of this committee and appear before you today.

Senator HATFIELD. Governor, we're happy to have you here and we will place your statement in the record. If you will introduce your associate at this time, we'll be happy to hear you highlight your statement.

Governor LASELUTE. This is our tribal attorney, Mr. Stephen Boyden.

Senator HATFIELD. Welcome.

Mr. BOYDEN. Thank you.

Governor LASELUTE. The needs of my people have developed much faster than we first anticipated. A number of years ago, we requested the Bureau of Reclamation to do a study of all our dams on the reservation. One dam, in particular, was outside of the reservation. After they had completed their investigation, they told us in their report that all of our dams on the reservation and the one outside were unsafe. They could not, any one of them, handle our 100 year flood. The Zuni Pueblo is in very serious danger of flooding.

With the Pueblo expanding in the building of new homes, and possibly some industrial development within the immediate Pueblo of Zuni, we have gone into flood prevention programs, and this is a series of dams that we are proposing. This would be a multipurpose dam.

The first thing we have on the priority list is the Oak Wash Dam. This is one of three major watersheds that is—I should say, one of four—the three others are Nutria, Pescado, and Galestino, which all flow into the Zuni River that goes through the Pueblo of Zuni.

Throughout the years, due to severe floods, all of our dams have outlived their usefulness. Therefore, we're planning two new structures to eliminate this danger. So, we're beginning with the Oak Wash Dam. We are fortunate that the Soil Conservation Service and the Four Corners Regional Commission have been actively working along with us, and we're going to present this Oak Wash packet to the Congress for approval under this Public Law 566, which is the watershed protection and flood prevention program of 1954, in the very near future.

Unfortunately, this approval authorizing legislation and funding of this project under this act will not provide necessary funds to implement the project. I'm talking about archeological salvage work within this impoundment area. And being out there, we have a lot of historic ruins which have a lot of history in them, and we'd like to do as much as we can to salvage them and get all the data on them. If possible, we can probably preserve and get them set so the general public can enjoy them.

Therefore, I request additional funds for fiscal year 1976 of $400,000 to get this Oak Wash Dam so we can proceed with the project.

I might just say that with this $400,000, $200,000 will go to archeological salvage work, and $100,000 for a watershed treatment project which consists of small retention dams, a receding of the areas, and so forth. And $50,000 of that will go into soil testing, and the geological investigation would take another $50,000.

Senator HATFIELD. Thank you very much for your fine statement. Do you know if that amount, which you've requested, represents the capabilities of the Bureau?

Governor LASELUTE. Yes; I would say that. When we enter into a project, we try to ask for enough funds to implement the project. In this acse, due to the unforeseen, which were archeological-type things, we didn't anticipate them. We didn't realize that there was that much.

Mr. BOYDEN. Mr. Chairman, may I respond to that. In Zuni, they are in a particularly unique position inasmuch as the tribe, itself, has assumed many of the positions of the Bureau of Indian Affairs under the Zuni plan. So, the tribe itself performs a function of the Bureau of Indian Affairs in many aspects. They have the manpower and the capability to use this funding primarily through the archeological work.

They're in a very peculiar position. In order to preserve the past and the future, we've got to have some funds to salvage the work before construction begins.

PREPARED STATEMENT

Senator HATFIELD. Thank you very much. Your prepared statement will be inserted in the record.

Governor LASELUTE. Thank you.

[The statement follows:]

STATEMENT OF EDISON LASELUTE
GOVERNOR, PUEBLO OF ZUNI

MR. CHAIRMAN, my name is Edison Laselute, and I am Governor of the Pueblo of Zuni or Zuni Indian Tribe located in the State of New Mexico. It is with a great deal of pleasure that I respond to the invitation of this committee and appear before you today. The needs of my people have developed much faster than we had first anticipated.

A number of years ago we requested the Bureau of Reclamation to examine all dams on the reservation in order to determine their safety. Upon completion of their examination it was determined that we did not have a single dam which could be considered safe. The Pueblo of Zuni is affected in varying degrees of seriousness by floods each year during the rainy season. These floods originate on three major watersheds above the village, namely Nutria, Pescado and Galestino.

In the preparation of the Zuni Plan a number of construction projects were proposed in the village together with a large number of HUD Mutual Help houses. We then requested the Corps of Engineers to prepare a flood plain study which indicated that approximately 60 percent of the village would be under water in the event of a 100 year frequency flood. We also requested Bureau of Reclamation to do a study recommending sites for flood control dams. This resulted in a proposal to build Oak Wash Dam, just north of Zuni and Yellow House Dam, just east of Zuni.

Since Oak Wash is a major contributor to annual flooding in the village, it was given the first priority. We contacted the Soil Conservation Service to do the preliminary layouts and field reconnaissance. This was funded by Soil Conservation Service, Four Corners Regional Commission and the Zuni Tribe. The information will be ready for presentation to the Congress for approval under Public Law 566, the Watershed Protection and Flood Prevention Program of 1954, in the very near future.

Unfortunately, the approval authorizing legislation and funding under this act will not provide all the necessary funds to accomplish the necessary archeological salvage which needs to be done prior to beginning of construction. We are proud of our history and desire to preserve all significant remnants of our cultural heritage. It appears that we will need $400,000.00 in the Bureau of Indian Affairs Budget to do this work in addition to funding and approval to spend under PL 566. The archeological and geological surveys and the last of the pre- to expedite the project to begin the construction phase in early 1976 or the latter part of FY 1976.

Due to the fact that this project moved faster than anticipated no request for funds was made to BIA for the FY 1976 budget.

As a basis for further background regarding this project, the Zuni Tribe retained an independent engineering consultant firm to do preliminary studies of the hydrology and design of stream channalization through the village of Zuni on the Zuni River. This preliminary study and design is now completed and further follow-up on this project is contingent on the completion of the Yellow House Dam, Oak Wash Dam and a proposed Galestino Dam on the watersheds above the Zuni village. Completion of these projects will

protect the Zuni village from serious flooding in the future and allow for further economic developments which the Zuni Tribe has in their Zuni Development Plan.

Yellow House Dam, which will confine the run off from the Nutria and Pescado watersheds, will provide considerably more benefits than just flood control. It will provide a stable source of water for recreation and tourism which will increase tribal income considerably. It will also provide a dependable source of domestic water for the Zuni village and the Blackrock community. Finally, it will stabilize the amount of irrigation water available for farming.

In summary, we request the $400,000.00 be added to the Bureau of Indian Affairs FY 1976 budget request to commence the initial archeological salvage work and initial geological surveys for the Oak Wash Dam. Construction should start in FY 1977 and funds for this project will be requested at that time under PL 566. We desperately need these funds to protect the health, safety and welfare of my people, and protect our proud heritage.

STATEMENT OF HENRY ALLEN, CHAIRMAN, NORTH CENTRAL OKLAHOMA INTER-TRIBAL HEALTH COUNCIL

ACCOMPANIED BY ED CHANGRO, PROGRAM DEVELOPER

Senator HATFIELD. Mr. Allen, we're happy to welcome you here. We have your statement which we will put in the record here. If you will please summarize it, we will be pleased to receive your comments.

Mr. ALLEN. The gentleman on my left is Mr. Ed Changro. He's the program developer with the North-Central Intertribal Health Council. We're primarily here just to summarize this, in respect to the others, and give them an opportunity to get on to the afternoon session. We'd like to be as brief as we could.

Primarily, we're here to request supplemental funds to be appropriated in the amount of $7,722,000 for the Oklahoma City Area Indian Health Service for the 1976 fiscal year. This will provide sufficient funds for the planning, building, and equipping a comprehensive 30- to 40-bed health facility. You say you have the statement there so I won't go into it.

I might say that the hospital represents six tribes in our local area and seven counties. The tribes are comprised of the North Central, Osage, Pawnee, Ponka, the Otoke, and Tompawah, and we've used the very conservative figure of nearly 8,000, when the actual figure is about 12,000.

We have been No. 1 in priority in the State of Oklahoma since 1968 for a new facility, or new hospital. It is acknowledged that the hospital we have is very inadequate. It does not meet safety standards, as you will see in the statement. It cannot be accredited, and therefore, we ask that additional funds be provided for fiscal year 1976 to replace this institution.

PREPARED STATEMENT

Senator HATFIELD. Thank you, Mr. Allen, for that presentation that you have here for the committee, for the pictorial part as well as the prose. I thank you for providing us with this kind of material to make a judgment decision. Your prepared statement will be inserted in the record at this point.

Mr. ALLEN. Thank you, Mr. Chairman. Thank you, very much.

[The statement follows:]

We are requesting that supplemental funds be appropriated in the amount of $7,722,000. for the Oklahoma City Area Indian Health Service, for the 1976 fiscal year. This will provide sufficient funds for the planning, building, and equipping a comprehensive 30-40 bed health facility.

The present Pawnee Indian Hospital located in Pawnee, Oklahoma was built in 1930. It presently serves 7,357 Indian people living in seven (7) counties: Garfield, Grant, Kay, Noble, Osage, Pawnee, and Payne, a total of 7,281 square miles in North Central Oklahoma.

The structure is a two-story, native stone building with a basement that is of the split-level type. (It is about 1/2 flight of stairs up to the first floor and about 1/2 flight of stairs down to the basement). The halls are narrow, and the pipes in the basement are in full view and are very low and hanging. It is damp and wet during the rainy season, due to water that seeps into the deteriorating walls that have been repaired many times. Also, during the rainy season, the area around the hospital floods, leaving at times, only one back country road entrance to the hospital. The hospital has been under threat of evacuation at least three times in the past few years. Just this past fall, the flood waters were within only an hour or so from flooding the hospital before the waters began to recede.

The building will not meet the health and safety standards, therefore, cannot be accredited. The rooms are small, and there is not adequate space for the medical records section. The lobby, or waiting room, is entered directly from the front porch. Part of the air conditioning system that has been added in recent years juts out to the right of the door. The rectangular room is filled with stack-type metal chairs. A small window to the rear opens to a closet-type medical records section. A sign-in sheet for patients is on the ledge of the window. In this room all patients wait--babies, children, alcoholics on the verge of D. T.'s, old, chronic patients, accident victims--all. There is no way to separate them. Some patients wait on the porch, steps, or in their cars. A door from the lobby leads to a long, narrow hallway. Here more metal chairs are placed against the wall for patients who are waiting. A small table is at one end of the hall; it is a desk for a nurse. Off the hallway are doors that lead to the doctors' offices, the "emergency" room, the screening room, and a closet. On busy days, the closet is where V. D. shots, etc. are given. Doctors offices are also their examining rooms and are small. The lobby is also the waiting room for the outpatient clinics. Since there is an outpatient clinic three days per week, this creates various problems for the entire hospital staff. The administrative offices are crowded and very much in need of repair or remodeling. The laboratory and pharmacy areas are grossly overcrowded. The entire hospital is insufficiently equipped and extremely outdated.

Probably two of the most vital operations of the hospital, a good emergency room and a surgical facility, are missing from this hospital. The emergency room is obtainable by going up a ramp that has two very sharp turns to reach the hospital entrance. The patient then must be taken about 60 to 80 feet down a narrow, crowded hallway (especially crowded during clinic days). If the patient needs to have an X-ray made, he then must be taken down the stairs to the X-ray room. Since there is no surgery facility, if an emergency patient, or any other patient, should need surgery, he would have to be transported 55-60 miles to the nearest public facility or 100 miles to the nearest Indian facility.

The dedicated staff of the Pawnee Indian Hospital does an excellent job within the limits of an inadequate, outmoded building with a lack of modern medical equipment. Just imagine how much more effective and efficient they could be with proper facilities and equipment.

We ask, we beg, that funds be made available for a modern hospital. Our suffering, sick brothers and sisters need, and deserve, a modern hospital with adequate equipment to care for them properly. America has a big heart that reaches out to refugees of other lands. We ask that you remember the Native American.

STATEMENT OF BUZZ LA POINTE, EXECUTIVE DIRECTOR, DAKOTA PLAINS INSTITUTE OF LEARNING, INC.

ACCOMPANIED BY:

PERCY ARCHAMBEAU, CHAIRMAN OF YANKTON SIOUX TRIBE
CHRISTINE HUDSON, SUPERINTENDENT, MARTY INDIAN SCHOOL
FATHER MICHAEL O'REILLY, MARTY INDIAN SCHOOL, SUPERIOR
STEPHEN COURNOYER, CHAIRMAN, MARTY SCHOOL BOARD

Senator HATFIELD. Let me welcome you all here today.

You may summarize your statement, and we will print your prepared statement in the record.

Mr. LA POINTE. Mr. Archambeau and Mr. Cournoyer will be making a statement, but before Mr. Archambeau begins, I would like to read to you a letter from Senators McGovern and Abourezk.

UNITED STATES SENATE,
May 13, 1975.

HON. ROBERT C. BYRD,
Chairman, Senate Interior Appropriations Subcommittee,
U.S. Senate, Washington, D.C.

DEAR BOB: We are writing to offer our full support and recommendations for the Marty School Board's request before this Committee. This history of Marty School has been one of remarkable achievements. Since its inception in 1924, Marty Indian School has provided quality education to Indian students who would not have had an education at all.

The students who go to Marty School are on a par with local public schools. The curriculum is close to the needs of the students it serves especially in the areas of Indian Cultural awareness, history, and literature.

In meeting the goals of self-determination, the ownership of Marty School has been turned over to the Yankton Sioux Tribe. The importance of this authorization request cannot be over-emphasized if Marty School is indeed going to achieve self-determination in education.

Marty School is an absolute necessity for the people of the Yankton Sioux Tribe. And we respectfully urge the Committee to approve their request.

With best regards, we remain—Sincerely, George McGovern, U.S. Senate; James Abourezk, U.S. Senate.

Senator HATFIELD. We're happy to receive this letter from our colleagues.

Mr. ARCHAMBEAU. My name is Percy Archambeau, chairman of the Yankton Sioux Tribe located in the southeastern part of South Dakota. I, also, am chairman of the United Sioux Tribes of South Dakota. Our reason for testifying before you today is to request from you the amount of $830,590, to administer and to operate Marty Indian School for fiscal year 1976.

On March 19, 1975, the legal agreement was signed between the Blue Cloud Abbey and the Yankton Sioux Tribe transferring St. Paul's Indian Mission, lands, and buildings, to the Yankton Sioux Tribe, an educational complex worth $7 to $8 million. Also, there is 1,700 acres of farming and grazing land. A photograph of the educational complex is attached to the statement that you have before you.

Presently, there is an elected all-Indian school board that is functioning within the South Dakota school laws assuring Indian control. Marty Indian School is accredited through the South Dakota Department of Public Instruction. The Yankton Sioux Tribe supports both public school education and special educational systems geared to meet

the need of our Indian youth who cannot succeed in a public school environment. Both options must be open for our youth.

It is evident that the church cannot support us. We need your help. If we do not have your financial support, we will be forced to close our doors.

Statistics show that many of our youth cannot make it past the seventh and eighth grades in the public school system. They become dropouts or pushouts. This is not true of Marty Indian School. Marty is a success and graduates 25 to 30 Indian students per year. This has been happening since 1924. Marty has thus become a landmark in Indian education. Our local public school system has graduated six Indian students within the last 5 years. There is a great need for Marty, both academically, in the classroom, and vocationally.

We have the facilities and the expertise, but we do not have the money. In fact, our superintendent of Marty School and four members of her faculty are American Indians. The Bureau of Indian Affairs has assisted us with technical assistance and a $10,000 "Buy Indian" contract.

We believe in self-determination for our people. We are doing this through assuming control of our education programs. We need your assistance. Without it, we cannot continue. We are requesting your help in the amount of $830,590. Thank you.

Senator HATFIELD. Thank you very much. May I ask a question at this point. I note that in this statement presented to the committee, there is adult basic education, State program funds which are available to the school. Are there any other State funds, or local district funds that are available, or are supporting any part of the school program now besides this one?

Ms. HUDSON. We have the school lunch program through the State, and then this ABE program.

Senator HATFIELD. You don't have a basic school support program in South Dakota, per capita, some allocation?

Ms. HUDSON. None at all.

Senator HATFIELD. No State funds to local education; is that correct?

Ms. HUDSON. They go to the district schools; right. The district that we are in.

Senator HATFIELD. Thank you.

STATEMENT OF STEPHEN COURNOYER

Mr. COURNOYER. I'm Steve Cournoyer, Sr., elected chairman of the reservation school, Marty Indian School.

I realize that time is of the essence. Much of what needs to be said, practically all that needs to be said has already been put in the written testimony. But, I bring one thing here to this hearing and that is an impassioned plea from the mothers and fathers and students from Marty Indian School for the continuation of an institution of learning that has endured for the past 50 years without help from the Federal Government in any form.

We are now just about to the point where we can exercise self-determination by assuming the full responsibility that we have for our children, taking over all the demands that must be met by the parents

in order for the children to have a well balanced educational system and background.

I think we offer at Marty, the only opportunity in our history for an above average opportunity, equal opportunity in education. The public school system, we support them. We hope as many of our students as can will attend that school, but those that cannot, we offer the alternate. They very definitely need that.

We also offer to the entire community, the entire reservation, the concept of cradle-to-the-grave education. Anyone who is lacking in some part of his education can certainly come to the school, make an application, and we do everything that we can to provide them with the opportunity they need for self-improvement.

Other than that, Mr. Senator, thank you very much for listening to us. We hope that you can help us.

PREPARED STATEMENT

Senator HATFIELD. I thank you very much for your eloquent statement, and all of you for your appearance here today. Mr. Cournoyer, your prepared statement will be inserted in the record at this point. Thank you.

[The statement follows:]

This statement is directed to the Department of the Interior, Bureau of Indian Affairs, Yankton Sioux Agency, for a Buy Indian Contract for the operation of Marty Indian School. The amount requested is $830,590.

History

In 1923, Indian men from the Yankton Sioux Reservation went to Indiana and asked the monks at the monastery in St. Meinrad for a missionary to build a school to educate their children. From 1924 to 1974 Marty Indian School has been in operation as a mission school, owned and operated by the Benedictine Fathers.

Progress

Five years ago, March, 1970, the Benedictine missionaries told the people of the Marty community on the Yankton Sioux Reservation that they would give the mission and its properties to them to conduct their own school or use the facilities as they desired. This was to be done as soon as it was determined to be the desire of the people and a feasibility plan was submitted.

In the past five years, the Indian people have organized, have drawn up By-Laws and a set of Constitutions, and have become recognized as a state chartered organization. The purpose of the organization is to work as a corporation for the economic, social, and educational good of the Indian people. This organization is known as DPIL (Dakota Plains Institute of Learning, Inc.--formerly Marty, Inc.)

DPIL has done a feasibility study regarding the facilities of the mission. They have surveyed the community to ascertain the wishes of the people. They have sought and researched possibilities of future funding to continue the operation of the school. They have organized and effected the election of a reservation-wide school board--all Indian--and have set up a training program for this school board. Marty provides educational services to the entire reservation, as well as to many students from other areas.

Transfer

Being assured that, if the mission were owned and operated by the Indian people, federal dollars would be available to them, by vote of the school board and the directors of DPIL, a formal request was made to the Benedictine Fathers to transfer the ownership of the facilities to the Yankton Sioux Tribe. The monks deemed the Indian people of the Marty community ready for this responsibility and, in fact, on March 19, 1975, did sign over by legal document the ownership of buildings, land, and properties of Marty to the Yankton Sioux Tribe. This gift includes ten large, well-constructed, brick, major buildings, 1700 acres of land, and properties of over a hundred thousand dollars inventory value.

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Plans

The Marty School Board, through the Yankton Sioux Tribe, is asking for funds to continue the operation of the K-12 school. The attached budget covers the basic operational costs for academic and supportive services.

Title I monies are already approved for supplemental services for the students that are in need of special education services. The Adult Basic Education state program funds the ABE-GED section of the adult education necessities. Other adult education programs are being requested under Part C of Title IV. Pre-school is taken care of through the local Community Action Program.

Justification

We consider Marty Indian School a necessity because it serves the special needs of Indian students. Records show that the drop out rate of Indian students in public school is high, well over 50 per cent. Marty drop out rate is between 25 and 30 per cent. The regular courses are taught at Marty and the educational level of the students is on a par with local public schools. The school maintains its annual State Accreditation as a Level 1 school. Since classes are relatively small, students can, and do, receive more individual attention from teachers and tend to have more successful learning experiences than they do in public schools.

The curriculum includes cultural awareness, Indian history and literature. Indian teachers and administrators are sought for the school. Presently, the superintendent, four teachers, seven teacher assistants and/or aides, and practically all the dorm personnel are Indian people. Many of the supportive staff are also Indian. The school employs more Indian people than any business on the reservation.

Another major factor pointing up the necessity of Marty as an Indian school is the quality and dedication of the faculty. In most instances, the teachers are at Marty because of their definite concern for, interest in, and love of the Indian people. This is a precious commodity and it is not easy to come by. We feel that this fact is one of the important reasons that the students are successful in their school experiences.

Conclusion

The Marty School Board, in the name of the Yankton Sioux Tribe, therefore, requests sufficient funds to continue the operation of this school for which they have so recently become totally responsible. They sincerely believe that the future well-being of their children lies in the success of their educational endeavours.

STATEMENT OF MURIEL H. POWERS, EXECUTIVE DIRECTOR, SISSETON-WAHPETON SIOUX TRIBE (SOUTH DAKOTA)

Senator HATFIELD. I think we have time for one more witness before rollcall. Muriel H. Powers, please.

Ms. Powers, your statement will be placed in the record as if you had presented it to the committee. If you would proceed to summarize it for me, at this time, I'd be happy to receive it.

Ms. POWERS. Senator Hatfield, it is indeed an honor and a privilege for me to address you today. I welcome this opportunity of presenting a statement to you in behalf of the Sisseton-Wahpeton Sioux Tribe concerning the emergency problem of funding for our reservation roads.

My name is Muriel H. Powers and I am the executive director of the Sisseton-Wahpeton Sioux Tribe of Sisseton, S. Dak., which is located in northeastern South Dakota. I have been employed in that capacity since July 22, 1974. Prior to that time, I was employed as a senior accountant for Mason & Hanger—Silas Mason Co., Inc., of Burlington, Iowa.

The foremost condition or problem that has appalled me since coming to work for the tribe has been the condition of the three road systems, namely the Old Agency Road, the Big Coulee Road and the Long Hollow Road. At this particular point in time, we have struggled to make a dent in our objective and to meet some of the needs of the people of the Sisseton-Wahpeton Sioux Tribe, and to this end we have realized a fair degree of accomplishment. However, the problem of funding of our reservation roads is one that the tribe solves and that is the reason for my appearance before this subcommittee.

Background information: The road construction funds allocated to the Sisseton Agency for the past 10 years has been—and I won't read all the amounts for the 10 years, but to say it was $52,279 in 1965, to $380,000 in 1973. The road maintenance funds allocated to the Sisseton Agency have been inadequate and it is now totally impossible to maintain the present roads on this budget.

Present situation: Old Agency Road—this road is a gravel surface and is the main reservation road inasmuch as it serves the tribal headquarters, tribal police, tribal housing and planned new hospital. Big Coulee Road—This road was built in 1961 and was not properly surfaced. A then-bituminous surface treatment was applied and no plans were made for all-weather hard surfacing. Long Hollow—this road was built in 1950 and is a gravel surface with a minimum amount of crushed gravel surfacing; and, again, no plans were made for all-weather hard surfacing.

I will not go into my statement since it is quite lengthy.

Senator HATFIELD. I'm quite interested. Did you conduct all these studies?

Ms. POWERS. No, Senator Hatfield. We now come down to the cost estimate. The estimated cost for this project as stated herein was furnished to the Sisseton-Wahpeton Sioux Tribe by the BIA through the Aberdeen area office road engineer and they are as follows: Old Agency Road, which consists of 15 miles, $1,402,500; the Big Coulee Road, 6.1 miles, $158,600; the Long Hollow Road, 8.5 miles, at $221,000; with a 10-percent contingency of $178,210 for a total project cost of $1,960,310.

Senator HATFIELD. Does that bring them up to grade and standard, these cost factors?

Ms. POWERS. Yes; they do.

Senator HATFIELD. To make them safe and to put them into standard operation?

Ms. POWERS. Yes; they do.

Senator HATFIELD. Thank you.

Ms. POWERS. At the present time, these roads have surfaces that are hard on cars and trucks, to say nothing of the safety factor. The present funding level for maintenance and construction for the Sisseton Agency prevents proper maintenance with continuing deteriorations with absolutely no possibilities for new construction in the future. The need to rebuild these roads will furnish the Sisseton-Wahpeton Reservation with an all-weather road system that will serve all members of the tribe.

In closing, I should again thank you for this privilege of speaking to you today.

PREPARED STATEMENT

Senator HATFIELD. Thank you, Ms. Powers, for a very fine statement, and I appreciate the time you took to present them personally.

Ms. POWERS. Thank you very much.

[The statement follows:]

It is indeed an honor and a privilege for me to address you today. I welcome this opportunity of presenting a statement to you in behalf of the Sisseton-Wahpeton Sioux Tribe concerning the emergency problem of funding for our Reservation Roads. My name is Muriel H. Powers and I am the Executive Director of the Sisseton-Wahpeton Sioux Tribe of Sisseton, South Dakota. I have been employed in that capacity since July 22, 1974. Prior to that time, I was employed as a Senior Accountant for Mason & Hanger - Silas Mason Co., Inc., of Burlington, Iowa. I have a degree in Business Administration and a very extensive background in Computer Systems Management. For the past twenty years I have been fortunate to have had very secure employment and enjoyed an average standard of living. So why would anyone in their right mind decide to return to Reservation life? Being a curious individual by nature, I have been interested in Tribal Government since its inception. I felt that the only way to satisfy my curiosity was to work on the Reservation where I am enrolled. Making the transition from a technical field of endeavor to reservation life, of course, has been made much easier by the fact that I am also bilingual.

The foremost condition or problem that has appalled me since coming to work for the Tribe has been the condition of the three (3) road systems, namely, the Old Agency Road, the Big Coulee Road and the Long Hollow Road. At this particular point in time, we have struggled to make a dent in our objectives and to meet some of the needs of the people of the Sisseton-Wahpeton Sioux Tribe and to this end we have realized a fair degree of accomplishment. However, the problem of funding for our Reservation Roads (one might refer to them as "Roads" if one didn't care what they said) is one that the Tribe cannot solve and that is the reason for my appearance before this Subcommittee.

BACKGROUND:

The road construction funds allocated to the Sisseton Agency for the past ten years have been as follows:

1965 = $ 52,279;	1966 = $ 16,487;	1967 = $100,000;
1968 = $ 65,000;	1969 = $105,000;	1970 = $ 90,000;
1971 = $ 39,000;	1972 = $142,000;	1973 = $380,000;
1974 = $203,000;	1975 = $122,000	

The road maintenance funds allocated to the Sisseton Agency have been inadequate and it is now totally impossible to maintain the present roads on this Budget.

PRESENT SITUATION:

Old Agency Road - This road is a gravel surface and is the main reservation road inasmuch as it serves the Tribal Headquarters, Tribal Police, Tribal Housing and planned new hospital.

Big Coulee Road - This road was built in 1961 and was not properly surfaced. A then bituminous surface treatment was applied and no plans were made for all-weather hard surfacing.

Long Hollow - This road was built in 1950 and is a gravel surface with a minimum amount of crushed gravel surfacing; and, again, no plans were made for all-weather hard surfacing.

BENEFIT FACTORS:

1. Social Benefit Factors	O. A.	B. C.	L. H.	Total
A. Economic Benefit				
1. No.existing small businesses in area	1	2	0	3
2. No.existing commercial and industrial enterprises	2	0	0	2
3. Approx. square miles in agriculture production	31.0	1.5	7.0	39.5
4. Approx. square miles in cattle grazing	8.0	6.5	4.0	18.5
B. Physical Benefit				
1. No.of Indian people living in area served	500	126	70	696
2. No.of domestic service facilities	2	1	0	3
3. Percent of area served that is Indian land	40	59	34	133
4. Percentage of total reservation area served	5	2	2	9
C. Service Benefit				
1. No.of existing schools in area served	3	2	1	6
2. Average daily school bus traffic	18	6	4	28
3. Student population using route	258	50	42	350
4. No.of churches and community centers	4	2	2	8
5. Mail route	Yes	Yes	Yes	
6. No.of recreational and ceremonial grounds	2	0	0	2
D. Development Benefit				
1. No.of new small businesses scheduled for construction	4	1	0	5

	A. O.	B. C.	L. H.	Total
2. No.of new commercial and industrial enterprises scheduled for construction	4	0	0	4
3. No.of homes scheduled for construction	28	10	10	48
4. No.of domestic service facilities scheduled for construction	1	0	0	1
5. No.of new schools, medical facilities, churches and community centers scheduled for construction	3	0	0	3

The estimated cost for this project as stated herein was furnished to the Sisseton-Wahpeton Sioux Tribe by the BIA through the Aberdeen Area Office Road Engineer and they are as follows:

Old Agency Road	15.0 Miles	$1,402,500
Big Coulee Road	6.1 Miles	158,600
Long Hollow Road	8.5 Miles	221,000
10% Contingency		178,210
Total Project Cost:		$1,960,310

JUSTIFICATION:

At the present time, these roads have surfaces that are hard on cars and trucks, to say nothing of the safety factor. The present funding levels for maintenance and construction for the Sisseton Agency prevent proper maintenance with continuing deteriorations with absolutely no possibilities for new

The need to rebuild these roads will furnish the Sisseton-Wahpeton Reservation with an all-weather road network that will serve all members of the Tribe.

In closing I should again like to thank you for this privilege of speaking to you.

STATEMENT OF DAVID GIPP, EXECUTIVE DIRECTOR, AMERICAN INDIAN HIGHER EDUCATION CONSORTIUM

ACCOMPANIED BY:
LIONEL BORDEAUX, PRESIDENT OF SINTE GLESKA COMMUNITY COLLEGE, S. DAK.
LARRY BELGARDE, DIRECTOR, TURTLE MOUNTAIN COMMUNITY COLLEGE, N. DAK.

Senator HATFIELD. Dr. Thomas Atcitty, representing the American Indian Higher Education Consortium.

Mr. GIPP. Mr. Chairman, Mr. Atcitty is on the House side at the present time testifying. I am David Gipp, executive director.

Senator HATFIELD. We have your testimony here which will be placed in the record, if you will please summarize it for us, and introduce us to your associates.

Mr. GIPP. Thank you, Mr. Chairman.

To my left is Dr. Lionel Bordeaux, president of the Sinte Gleska Community College in the State of South Dakota. Further to the left is Mr. Larry Belgarde, who is the Director of the Turtle Mountain Community College in the State of North Dakota.

Senator HATFIELD. We're happy to have you gentlemen here with us today.

Mr. GIPP. Thank you. I am the executive director of the American Indian Higher Education Consortium based in Denver, Colo. We welcome the opportunity to testify before this subcommittee in behalf of the member schools of the Indian consortium. Our testimony is directed towards the education budget of the Bureau of Indian Affairs of the Department of Interior.

Mr. Chairman, our consortium is comprised of Indian controlled colleges that are tribally chartered or tribally, or Indian endorsed throughout the United States, located in five different States; the States of North Dakota, South Dakota, Arizona, California, and Nebraska. Those include the American Indian Satellite Community Colleges, the Cheyenne River Community College, in Eagle Butte, S. Dak.; Fort Berthold Community College in New Town, N. Dak.; Lakota Higher Education Center in Pine Ridge, S. Dak.; the Navajo Community College, Chinley, Ariz.; Sinte Gleska Community College, Rosebud, S. Dak.; and Sisseton-Wahpeton Community College, Sisseton, S. Dak.; The Standing Rock Community College, Fort Yates, N. Dak.; and Turtle Mountain Community College, Belcourt, N. Dak.

All of these institutions are located on reservations. Their board of regents or directors are Indian people; the majority of their administrators and faculty are Indian people; their student body almost is totally Indian and represents both the young adults and older leaders from the community; the curricula reflects cultural contributions and philosophies as well as academic requirements, and they are innovative in instruction, methodology, and delivery of their educational programs.

In brief, Mr. Chairman, we are representing the Indian colleges with respect to the need for developing, and specifically providing for support of these Indian colleges as it relates to the Department of Interior and the Bureau of Indian Affairs.

Previously there has not been a set policy, or provisions, which would provide for financial support for these institutions. We are, therefore, recommending that a total of $11.4 million be made available to the Department of Interior and the Bureau of Indian Affairs for the support of these institutions.

I might also add that in our text it reads $11.04 million and that should be corrected to $11.4 million as the sum that we are recommending for appropriation on a direct line item basis.

Senator HATFIELD. I'm looking for the budgetary breakdown. Do you have that? It is in one of your statements here?

Mr. GIPP. Mr. Chairman, we have a portion of that on page three at the bottom and the top of page 4. We will, however, submit greater detailed information as to the budget breakdown.

Senator HATFIELD. It would be very helpful if you could give us more detail than the statement that you have here with just general totals.

Mr. GIPP. Certainly.

Senator HATFIELD. Curriculum, personnel, whatever else you've included in that type of budget breakdown.

Mr. GIPP. We will, if its permitted, submit those for the record shortly after this.

PREPARED STATEMENT

Senator HATFIELD. We have, as you know, 10 days that we maintain for the record to be open for receiving additional information.

I think it would be helpful to have that. Your prepared statement will be inserted in the record at this point.

[The statement follows:]

Mr. Chairman, distinguished Subcommittee members, ladies and gentlemen, my name is Thomas E. Atcitty. I am President of the American Indian Higher Education Consortium which is located in Denver, Colorado. I am accompanied today by Lionel R. Bordeaux, President of Sinte Gleska College, and David Gipp, Executive Director, of the American Indian Higher Education Consortium.

I appreciate the opportunity to testify before the Subcommittee on behalf of the member schools of the Consortium. Our testimony is directed towards the education budget of the Bureau of Indian Affairs, of the Department on Interior.

Our request is based on the authorization provided for the Bureau of Indian affairs by the Synder Act (Public Law 67-85) of November 2, 1921. This law reads as follows:

> "Be it enacted by the Senate and House Representatives of the United States of Americain Congress assembled, that the Bureau of Indian Affairs, under the supervision of the Secretary of Interior, shall direct, supervise, and expend such monies as Congress may from time to time appropriate for the benefit, care and assistance of the Indians throughout the United States for the following purposes: General support and civilization, including education. . . . and the general and incidental expenses in connection with the administration of Indian affairs."

This law has been the basis for the Bureau of Indian Affairs budget requests for all the services which it provides to reservation Indians.

The American Indian Higher Education Consortium has in its membership ten Indian-controlled community colleges. None of these colleges are located on Indian reservations and are tribally chartered institutions of higher education. They are as follows:

(1) American Indian Satellite Community College,
Norfolk, Nebraksa

(2) Cheyenne River Community College,
Eagle Butte, South Dakota

(3) Fort Berthold Community College,
New Town, North Dakota

(4) Lakota Higher Education Center,
Pine Ridge, South Dakota

(5) Navajo Community College,
Chinley, Arizona

(6) Sinte Gleska Community College,
Rosebud, South Dakota

(7) Sisseton-Wahpeton Community College
Sisseton, South Dakota

(8) Standing Rock Community College,
Ft. Yates, North Dakota

(9) Turtle Mountain Community College,
Belcourt, North Dakota

These colleges are among the most exciting and challenging education developments in Indian affairs. They have the following unique characteristics:

- they are located on Indian reservations,

- their Board of Regents or Directors are Indian people,

- the majority of their administrators and faculty are Indian people

- their student body almost is totally Indian and represents both the young adults and older leaders from the community,

- the curricula reflects cultural contributions and philosophies as well as academic requirements, and

- they are innovative in instruction, methodology, and delivery of their educational programs.

Let me highlight for a moment the importance of this educational movement.

The Indian-Controlled Community College Movement

Higher education for Indians in terms of general accessibility to post-secondary institutions is a relatively recent development. A steady growth in the college enrollment of Indians can be traced back roughly to the early Fifties, with dramatic increases during the Sixties, up to the present. However, despite such seemingly burgeoning enrollment figures, there remains a significant segment of reservation residents who for many reasons have not had such ready access to a productive post-secondary education. Furthermore, many of those who did make it to the college level encountered serious problems related to social and academic adjustment and subsequently were forced out of the established higher education system. The resulting high attrition rate among Indian college students as well as the impetus of Indian "self-determination" caused Indian leaders and educators to begin thinking seriously about alternatives, including community based higher education programs.

The need for increased cultural/education relevance and sensitization to particular Indian student needs has in the past not been adequately answered by the traditional routes of American higher education. This fact along with a heightened awareness among Indian people as to their own competencies helped to trigger events which set in motion the movement toward developing reservation based higher education centers. In 1968, the first Tribally chartered, Indian-controlled community college was established by the Navajo Tribe in Arizona. Since then there has been a proliferation of community based college centers in reservations in four other states.

The emphasis within the Indian community college movement is the integration of distinctly Tribal-specific elements into a post-secondary educational process contiguous with cultural advancement and practical lifestyles in the contemporary setting.

While the movement is comparatively new, these developing Indian institutions have taken some positive steps toward increasing the effectiveness and breadth of their program offerings. In 1972, six of the established college centers joined together in a common effort and formed the American Indian Higher Education Consortium. The Consortium was established in recognition of the need to pool developmental efforts and resources through a central coordinating office controlled by a governing board comprised of representatives from the colleges themselves. Since its establishment, the Consortium membership has grown to include 10 institutions.

The expansion of the community college movement in future years depends on a number of things, not the least of which is a stable funding base. It has already been demonstrated that the basic philosophical support needed from the Tribes involved so far does exist. To the extent possible, some Tribal Councils have allocated certain Tribal resources for the effort, but most Tribes are too hard pressed on other economic fronts to be able to contribute an adequate amount of money or human resources for such an undertaking.

The concept of community based higher education has received wide-spread support throughout Indian country, and there is reason to believe that communities outside the present Consortium membership will be developing their own local higher education centers. The current momentum of the movement will see the colleges through over the short run, but serious questions related to their continued furure development will remain unanswered until a stable funding base is established for them.

The colleges agree that a clear, legislative authority by Congress for such support is the only workable long-range answer.

These community colleges have not yet realized their full potential. They represent a viable delivery system that takes two years of post-secondary education directly to Indian people in their home surroundings. They solve the real problem of access to such opportunities for those who otherwise would not be able to pursue post-secondary courses of study. Moreover, they represent true community based education as well as the best current on-reservation effort to strengthen the qualifications of Indian people to assume more responsibility for the many tasks associated with operating their society.

Mr. Chairman, the American Indian Higher Education Consortium is requesting from your subcommittee a line item for post-secondary educational institutions on Indian reservations of $11.040 million. Of this ammount, $1.350 million should be clearly earmarked for planning and operations of the new tribal community colleges at Cheyenne River, S.D.;Sisseton-Wahpeton Community College, S.D.; Standing Rock Community College, N.D.;Fort Berthold Community College, N.D.; and American Indian Satellite Community College, Neb.

They are newly organized schools which desperately need this money to stabilize and plan effectively their programs and their growth. The remaining monies ($7.850 million) should be used for Sinte Gleska Community College, S.D.; Turtle Mountain Community College, N.D.; Lakota Higher Education (Oglala Sioux Community College), S.D.; and Navajo Community College. In the case of Navajo Community College, $2.5 million is requested for operations and $2.5 million for construction--bringing their share to $5 million. An additional twenty percent of the total requested operational and construction budget is needed for planning and development. This would be approximately $1.84 million. For Sinte Gleska Community College $1.5 million is requested; for Turtle Mountain Community College,$350,000 is requested; and for Lakota Higher Education , $1 million is requested. Thus, the grand total for our four oldest community colleges would come to $7.850 million. If any further documentation is needed on these schools, we will be happy to forward it to the subcommittee.

In line with the Indian self-determination policy set by this present Congress, we feel that your support of our request will give Indian people and communities an opportunity for access to their own educational institutions which can begin training the much needed manpower for Indian communities to become viable and economically sound and secure. In turn, these institutions also will become the major advisors to the tribal governments and the Indian people regarding the long range development of the Indian community.

Mr. Chairman, the Indian post-secondary educational institutions bring into the Indian community, a commitment to tribal and community development. The professional staff of these institutions bring both the academic skills and the technical expertise to bear both at the school and in their work with the tribe. They are able to utilize special insight into tribal concerns which only are accessible to them as tribal members operating in the functioning community, as well as their professional expertise gleaned from their academic preparation and experience. As a consequence they effectively resolve the perennial communication gap between those committed to the tribal well-being and those committed to maintaining professional standards in education.

These colleges represent not only educational service for Indian people but act as a generating force for social and economic development of the Tribes. They bring triple benefits to Indian people by producing local trained manpower, individuals who:

(1) contribute to the services available through their work

(2) contribute to the leadership available through their expertise

(3) contribute to the economy by expending their earnings in the community

Mr. Chairman, we feel your $11.040 million investment in Indian post-secondary institutions will be repaid in innumerable ways for both the long and short range development of Indian communities.

In addition, Mr. Chairman we wish to call your attention to the need for an appropriation to implement Public Law 638 - the Indian Self-Determination and Educational Assistance Act of 1974. This law was signed by President Ford in January of 1975. It is a most significant piece of legislation---yet no authorization level was set by the Congress. We respectfully request that this subcommittee review all the sections of Public Law 638 with a view to appropriating monies for its implementation. However, if there is any question about funding priorities in PL 638, we recommend that section 104 be viewed as a first priority. This section authorizes BIA to provide grants to tribes for planning, training, the improvement of tribal government, etc. with the primary purpose of allowing the tribe to be properly prepared to contract for and administer Bureau programs.

You should note that while the Act provides considerable authority for the Secretary of the Interior to enter into grants or contracts to enhance tribe's abilities to meet their responsibilities under the Act, the FY '76 BIA budget is developed and approved by the Administration prior to the Act's passage. Consequently, the budget does not contain funding for the Act's implementation.

If these resources are not provided now, tribes will have to wait until October 1976--21 months after the passage of the Act--to begin the necessary planning. Such a delay would mean that many tribes would not be prepared to begin contracting until 2½-3 years after 638's passage.

Mr. Chairman and members of the Subcommittee, we appreciate your concern, interest, and helpfulness in the past for Indian education and we are counting on your continuing support for the future of our children and communities.

Thank you.

Mr. GIPP. I can briefly summarize some of the categories of the amount of $11.4 million. Of that amount, $1.350 million should be clearly earmarked for planning and operations of new tribal community colleges at Cheyenne River, S. Dak.; the Sisseton-Wahpeton Sioux Community College at Sisseton-Wahpeton Sioux Reservation, S. Dak.; the Standing Rock Community College, in the States of North and South Dakota; Fort Berthold Community College in the State of North Dakota; and the American Indian Satellite Community College, Nebraska.

The grand total would be $7.85 million, and should be used for Sinte Gleska Community College, S. Dak.; Turtle Mountain Community College for $350,000; and Lakota Higher Education Center on the Pine Ridge Reservation the amount of $1 million; and Navajo Community College, we are recommending that $2.5 million be made available for operations, and another $2.5 million be made available for construction. This would be a total of $5 million for the Navajo Community College in the State of Arizona.

In sum, Mr. Chairman, those are the amounts that we are recommending for Indian-controlled colleges. Additionally, we have one more comment with respect to recommendations for scholarships that might be made available to Indian students.

We are recommending, with respect to the previous comments made by Mr. John Rainer, that an amount of $83.75 million be made available for the minimum of 20,000 Indian students versus the BIA request of $56 million.

Mr. Chairman, if time will permit, those are the summary remarks. Mr. Bordeaux has some brief remarks that he would like to also add with respect to this issue.

Senator HATFIELD. It will have to be very brief. I have a vote on, and I will have to recess again to go vote; before we adjourn, would you tell me what your present level of funding is.

Mr. GIPP. The present level of funding is approximately $400,000 made available to the Pine Ridge and Rosebud reservations for Indian college development. I believe a sum of some $3 million plus was made available to the Navajo Community College. Other than that, there is no support, sir.

Senator HATFIELD. So, the $11 million is practically new money?

Mr. GIPP. It is a new development, sir.

Senator HATFIELD. If you can give your statement in a couple of minutes——

Mr. BORDEAUX. No, sir. The attachments for Sinte Gleska College are with the packet that you have there; but I would like to state that we, as an individual institution, are requesting $1.5 million for education continuance in the fiscal year 1976. As of now, all we received is $200,000.

Senator HATFIELD. That's within the $11 million you requested?

Mr. BORDEAUX. That's within the $11 million; yes, sir.

Senator HATFIELD. Your full statement will be placed in the record, Mr. Bordeaux.

Mr. BORDEAUX. Thank you, sir.

Mr. GIPP. Thank you.

Senator HATFIELD. Thank you very much, gentlemen. I appreciate your testimony here today.

As you know, we do have approximately $32 million for post-secondary education or higher education in the present budget. To break that out, in terms of where it's allocated and so forth in light of the masters program for Indian Health Education at Berkeley, and the masters and doctoral program, as we had testimony awhile ago, is difficult enough—now we have the Indian consortium program.

We are going to try to accommodate as many programs as possible. It's getting to the point—I'm sure that my colleagues feel much as I do—that we must make sure we're putting the money where it's going to get the best results. It's not as if we didn't want to place more money, but within the constrictions of the budget somehow we're going to have to get priorities into these various programs so you'll not become competitive within the area of Indian education and the needs, because they're starting far below the level that should have been directed years ago. Hopefully, we can do that within the next few budget years. I appreciate your help today in this testimony.

Mr. GIPP. Thank you.

[The statement follows:]

Mr. Chairman, distinguished Committee members, ladies and gentlemen, my name is Lionel R. Bordeaux, President of Sinte Gleska College, located on the Rosebud Sioux Indian Reservation in South Dakota.

I appreciate the opportunity to present testimony to your Committee with respect to the provision of a stable financial base for Sinte Gleska College in fiscal year 1976 and thereafter. We are requesting one and a half million dollars for fiscal year 1976. It is to the Bureau of Indian Affairs, Department of Interior, that we make our financial request based on the authorization to appropriate and expend monies as provided under the provision of the Snyder Act (Public Law 67–85) of November 2, 1921. This Act specifically states:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, that the Bureau of Indian Affairs, under the supervision of the Secretary of Interior, shall direct, supervise, and expend such monies as Congress may from time to time appropriate for the benefit, care and assistance of the Indians throughout the United States for the following purposes:

General support and civilization, including education .* * * and the general and incidental expenses in connection with the administration of Indian affairs.

Indian educational needs today are critical and the solution must be both innovative and "high risk" if the job is to be done. In no other ethnic minority group is there less literacy, more poverty, unemployment and undereducation than in the Indian community.

In the past, Indian education policies have been imposed and undertaken by non-Indian administrators and educators with the assumption that the Indian was incapable of decision making and that one approach was adequate for all Indians. The disastrous result of these policies is that the average grade level achievement of the American Indian is five years; the drop-out rate of American Indian students in their first year of College is seventy-four (74) percent; that only three percent (3) of those enrolled will complete college; that only one of one hundred (100) college graduates will receive a masters degree.

To help combat these educational tragedies several Indian tribes have instituted their own Indian community colleges. These institutions of post-secondary education have the following unique characteristics:

1. They are located on reservations.
2. The Board of Regents or Directors are comprised entirely of Indians.
3. They have a majority of American Indian administrators and faculty.
4. They have almost totally Indian student bodies.
5. Their curricula is interwoven with cultural components or cognizant thereof.

6. They are at liberty to be more innovative both in course content and methodology of instruction.

It is the general view of these colleges that education should be a pragmatic approach to the gaining and improvement of individual competencies and skills; that higher education programs at the local level should be flexible while maintaining those aspects of quality and responsiveness to what the people want.

In this endeavor, the colleges are moving to the forefront of developing program criteria which would answer educational needs based in part on population variables, economic development concerns, social services needs, and cultural (Tribal) values. The entire Indian community college movement has been an organic process, conducive to dealing with immediate concerns while evolving a philosophical foundation on which to build models for problem solving for both immediate and long-range concerns.

Sinte Gleska College is such an institution of higher learning. It is a tribally chartered higher education institution which was incorporated in the State of South Dakota as a non-profit organization in 1970. It operates on the Rosebud Sioux Indian Reservation in south Central South Dakota. The College was founded upon the philosophy of Indian control and determination of their own destiny. The founding persons desired to see their people given the opportunity to continue their education in an environment which would most likely lead to positive achievement.

The College provides accredited college-level courses and adult education programs to members of the area which it serves. Courses are contracted and offered with accreditation from Black Hills State College and the University of South Dakota on a resident credit basis. At the present time the College offers associate of arts degrees in general studies, education, business education, human services, Indian studies, and nursing with the potential to expand into the area of natural resources.

In the first semester of 1971, Sinte Gleska College enrolled 132 students with a volunteer staff. Today 362 are enrolled on-reservation while another 152 are enrolled in off-reservation classes. Staff has expanded to sixty-four (64) full-time staff members and twenty-six (26) part-time employees for a total budget of approximately $1.2 million.

Physically, Sinte Gleska College operates on a dispersed learning approach. This means that classes must be dispersed or taken to the communities. This is necessary due to the size of the reservation and the lack of transportation for the students to attend a local campus setting. The advantages of this type of a model are:

1. A system that utilizes local community facilities and brings education directly into communities.

2.The need for only a small central administrative and faculty facility.

3. Use of local qualified and credentialed persons to teach courses. The majority of courses can be taught by part-time faculty paid per course taught, thereby, eliminating the need for a full-time teaching staff.

4. Utilization of other colleges to provide accreditation and consultation to maintain validity and quality of course work and programs.

We feel this type of a model is viable and can be extremely effective. It also serves as an example to other Indian reservations as a worthy tribal venture in defining and validating Indian education.

On July 8, 1970, former President Nixon officially proclaimed the Indian self-determination policy. The Congress of the United States has also recognized the need for Indian people to be responsible for their own educational programs by enactment of legislation such as the Indian Education Act of 1972, and, the Indian Self-determination Act of 1975. Indian tribes and organizations have since been attempting to create and develop their own educational opportunities. Indian parents, educators, and tribal leaders are clamoring for recognition and involvement in the education that affects the lives of their children. They feel that they have relinquished this responsibility for too long. They point to the underachievement and ethnic alienation of their children under the present educational system. Traditionally, education has been viewed as the cornerstone upon which a community builds. Unfortunately the education of the Indian has always been devoid of this community involvement and recognition. Educational programs which affect the lives of Indian children rarely are conceived, planned, operated or controlled by Indians.

51-957 O - 75 - pt. 4 - 50

Financially, Sinte Gleska College is dependent upon the Bureau of Indian Affairs for its core budget which is less than twenty (20) percent of the total budget. Thereafter it attempts to seek funds from other sources to supplement the B.I.A. budget. Unfortunately this type of fragmented financial funding does not allow for proper educational planning or program stability and continuity. Sinte Gleska College receives no state funds for operation or from any other type of local tax support.

The amounts of funds requested from the Bureau of Indian Affairs by Sinte Gleska College have never been fully granted. In spite of this the College has continually received requests from its constituency as well as various service agencies to expand services. In conjunction with the increased student enrollment, demands for more comprehensive student services and support have been voiced. More classes must be offered to meet the continuing education degree requirements of both full-time and part-time students and adults as they progress toward the completion of their respective Associate of Arts degree.

The following is a breakdown indicating the amount of funds requested and actually received by the College from the Bureau of Indian Affairs for the 1973, '74 and '75 fiscal years.

	Requested	Received
Fiscal year:		
1973	$441,519	$200,000
1974	633,008	200,000
1975	583,803	200,000

During the past four fiscal years the College has granted only 5% yearly pay increases on already modest salaries for professional level personnel with appropriate academic credentials, whereas, in the same three year period the cost of living has increased 40 to 60 percent. In addition, the College staff has had to assume increased administrative duties along with their teaching responsibilities which were not reflected in salary increments. This has not allowed sufficient time to adequately prepare course content and outlines, counsel students, and keep current with their own respective professional areas. These neglected areas are necessary for meaningful instruction and the development of an additional base for the growth and permanency of a developing institution of higher learning.

Sinte Gleska College has been able to make limited progress in developing curricula, materials and methods that meet the needs of the tribal members. However, the College is quickly approaching an academic development crisis. Even though it is possible to provide academic course work on a dispersed basis, our limited financing has not allowed staff to invest the time, energy and talent necessary to thoroughly adopt courses to Sioux Indian needs and goals. Therefore, the Rosebud Sioux Tribal Council, the College faculty and administration views with great urgency the vital increase in the funding level for the 1976 fiscal year. The College is requesting one and one half million (1.5) dollars so that staff, curricula and methodology can be developed to take quality education to every niche of the Rosebud Sioux Indian Reservation.

With the increased funding level it is further viewed that sufficient progress and Indian points of view as well reflect the current reservation status. Basically what is being urgently requested is the financial ability to adequately address the bicultural and bilingual needs of the Rosebud Sioux people. Only through intensive educational programs can the Rosebud Sioux people realize the potential benefits, whether economic, psychological, cultural or social, which a locally based and controlled institution of higher education can help provide.

In closing, to some, these problems may seem insurmountable but the enthusiasm of the people involved and of the communities on the reservation shows, however, the kind of support that can overcome long odds. How else do you explain the College entering its fifth year of operation? It is to this end that work, strong belief, and dedication has made this under-funded college work and continue, and will continue to be done at Rosebud.

SINTE GLESKA COLLEGE, STATISTICAL REPORT

	Number of courses offered	Total enrolled	Total credit hours carried	Full time	Part time	Full-time equivalent
Spring 1971	26	164	1,057	5	158	88.1
Summer 1971	14	75	732	22	53	61.0
Fall 1971	37	238	1,183	19	219	98.5
Spring 1972	50	267	768	39	228	64.0
Summer 1972	27	113	567	2	111	94.5
Fall 1972	30	200	1,230	39	161	102.5
Spring 1973	51	310	1,371	37	273	114.2
Summer 1973	28	113	753	7	106	62.8
Fall 1973	31	256	1,230	52	204	102.5
Spring 1974	68	232	1,905	54	168	158.8
Summer 1974	39	163	370	20	143	66.7
Fall 1974	70	239	1,421	62	177	118.4
Spring 1975 [1]	89	362	2,562	109	253	213.5

[1] An additional 152 have registered in courses sponsored by Sinte Gleska College on 3 other reservations.

SINTE GLESKA COLLEGE
FINANCIAL REPORT
ACADEMIC YEAR 1974-75

NDING SOURCE	PERSONNEL COSTS	PROGRAM SUPPORT COSTS	GENERAL AND OVERHEAD COSTS	INDIAN ACTION EQUIPMENT COSTS	BOARD OF DIRECTORS	TOTAL
A Higher Education	$171,956		$ 18,265		$ 9,779	$200,000
tle III (Developing Institution)	$ 77,032	$ 35,468				$112,500
tle IV	$ 54,816	$ 28,518	$ 6,666			$ 90,000
ucation Professions Development ssociation (Includes Pine Ridge nd 4 other Reservations)	$104,430	$ 34,458	$ 11,112			$150,000
tional Institute of Mental ealth	$ 2,111	$ 11,949	$ 2,000			$ 16,060
ndicapped Teacher Training	$ 45,078	$112,228*				$157,306
ate Pre-School		$ 13,540*				$ 13,540
velopmental Disabilities	$ 14,150	$ 41,405				$ 55,555
tional Institute of Health Nursing)	$ 50,836	$ 3,400				$ 54,236
dian Health Service (Nursing)	$ 11,500	$ 6,500				$ 18,000
A Adult Education	$ 22,904	$ 4,596				$ 27,500
ate Adult Education	$ 6,490	$ 7,650				$ 14,140
dian Action Team (3 months)	$ 22,325	$ 46,155*		$ 32,770		$101,250
A Extension	$ 26,394	$ 12,766	$ 840			$ 40,000
C	$ 17,000	$ 10,500				$ 27,500
A Tuition & Fees			$ 25,000			$ 25,000
B Indian Studies	$ 10,000					$ 10,000
BC Indian Studies	$ 11,824					$ 11,824
ner (Projected income)			$ 15,350			$ 15,350
railer rent, book sales, etc.)						
LALS	$648,846	$369,133	$ 79,233	$ 32,770	$ 9,779	$1,139,761

ncludes stipends and support for trainees

anciapped Teacher Training	$71,100
ndian Action Team	$34,798
tate Preschool	$ 7,200

STATEMENT OF DR. ROBERT COLWELL, UNIVERSITY OF CALIFORNIA, EROS

Senator YOUNG (presiding). Our next witness is—Dr. Colwell, I believe you have a plane to catch, so I think we'll take you out of turn.

Dr. COLWELL. Thank you, Senator. My name is Robert Colwell. I'm professor of forestry at the University of California, and associate director of the Space Science Laboratory at that university. I'm here to testify in behalf of a proposal which I believe already has been brought to the attention of your committee by personnel of the Department of the Interior. The proposal pertains to maximizing the usefulness of data acquired from various Earth resources technology satellite, now referred to as Landsat.

Specifically, the proposal is to obtain funds through your committee as necessary to improve the capability at the Department of the Interior's EROS Data Center in Sioux Falls, S.D., for quickly processing Landsat data as acquired from space to a sufficiently good quality so that useful resource inventories could be made, essentially on a real time basis.

The rationale behind this proposal is quickly stated. Whether on a local, regional, national, or global basis, we all know that the demand for many of the natural resources of concern to the Department of the Interior, such as timber, forage, soil, water and minerals, that demand is rapidly increasing at the same time as the supply of some is rapidly diminishing and the quality of others are deteriorating.

This creates a situation in which the wisest possible management of these resources is called for by the Department of the Interior and other resource management agencies.

It has been demonstrated that an important first step leading to such management is that of getting adequate inventory of these resources periodically to find how much of each resource is present in each portion of the area that is to be managed. It's also been demonstrated that because of some rather remarkable developments during the space age that the acquisition of this Earth resource technology satellite data, by these Landsat vehicles, is by far the best way to acquire the information needed to better manage these resources.

Finally, the point needs to be made that for these resource inventories to be effective, in many instances because of the dynamic nature of the resources, we need the data analyzed very shortly after acquisition by a Landsat vehicle. Therefore the requirement that we develop, as soon as possible, a capability for rapidly converting the Landsat data, as received on the ground, into readily analyzable high quality products for both human analysis and machine analysis—in other words, automatic data processing.

Now in my paper, I point out many specific applications of this capability, all of them hinging on a short-time frame in which they must act. These pertain to such things as monitoring the vigor and health of timber stands so we know when fire, insects, or disease have done damage; the need for rapidly determining, after these agents have done their damage, what the situation is on the ground, the better to plan prompt rehabilitation measures; the determination of range readiness on the vast annual grasslands that come under the Department of the Interior's purview because there is a season early in the

year when it's too early to graze—a season shortly thereafter when it's too late to graze without destroying these range resources. So, again, monitoring and prompt analysis of the data is called for.

Similarly with respect to agricultural crops, we need to monitor the bigger of those plants and have early detection of insect or disease so we can control those infestations before it spreads to adjacent health fields and reaches what is called epiphytotic proportions.

Finally, with reference to crop forecasting and the monitoring of waster resources needed for agricultural and other purposes. These things are all possible with the aid of Landsat data, but we need to have the quality products that are now being produced on a slow time frame produced more rapidly. The details on the hardware required for this kind of development have been subject to discussion in earlier testimony, so I need not go into those.

As I conclude, let me simply say that I am among the many remote sensing specialists who believe, not only that capability is essentially at hand, given the necessary funds to develop this capability to hardware development, but also that almost immediately after this development, it would become cost effective. Another way of saying this is the sooner we can get on with developing the hardware, and therefore monitoring these resources on a real time basis, the sooner we'll be able to enjoy the profits actually obtainable through better management of resources by this means. It is not within my purview to estimate the dollars on this, and I believe that earlier testimony has indicated that if a total of $4 million be made available for the development, and hopefully $2 million of this in the present fiscal year, we would begin to enjoy the benefits of this kind of development at an early date.

That concludes my testimony and I have more details in the paper.

Senator YOUNG. You are advoacting that we complete the process so the pictures will become available at a shorter period of time?

Dr. COLWELL. In a shorter period of time, and at a suitably high quality in that short period of time to permit meaningful analysis. Specifically, we can get a very crude image produced, shortly after acquisition of the data tapes on the group from the satellite data, but of such poor quality that we can't do meaningful resources.

Likewise, we can get very high quality imagery, but at present, it takes so long that the value of it in each of the respects I just mentioned in relation to resource management, is broadly negated because it's after the fact.

So, in answer to your question, sir, the combination of things needed is this: A rapid capability to develop these products of sufficiently high quality so that meaningful resource inventories can be made on a short time basis.

Senator YOUNG. It's indicated that this would be largely self-financing, or is that true?

Dr. COLWELL. I think a very good case could be built for the fact that the benefits from such activities would certainly more than offset the expenses very promptly after development. This is implied all the way through my paper in relation to the benefits.

I have heard no one try to say that if we spend this amount of money this year, by next January we'll be saving x dollars. To give you one small insight on this, one of the aspects I just mentioned was

damage to agricultural and other kinds of vegetation by fire, insects, and disease.

A recent estimate by the National Research Council says the loss in the United States alone, each year, on the average, is between $15 and $20 billion due to these kinds of damaging agents, and that a great deal of this loss could be reduced if only we had means for earlier detection and consequently, for early suppression of these damaging agents before they do damage to adjacent areas. This is simply an insight into the potential economic benefits from this capability.

Senator YOUNG. This Eros project, the environmental possibilities and capabilities, has more importance than the average person realizes.

Dr. COLWELL. I certainly agree with you, sir.

Senator YOUNG. I don't think there's a budget estimate for this year. I believe they plan on about $4 million next year.

What I will have the staff do is ask the U.S. Geological Survey of the Department of Interior to tell us what advantage it would be to provide funds, initially, $2 million, whatever is required. They, of course, have to defend the budget, but we'll ask in such a way that they'll have to tell us what the advantages would be if we appropriated the money this year.

Dr. COLWELL. By implication, these advantages are found in the written version of my report because it speaks to the problems and the tremendous savings that could be affected through development of this capability beyond what we now have.

PREPARED STATEMENT

Senator YOUNG. All these people have their instructions. I'll let them defend the budget. But we'll get the answer from them. Thank you, Dr. Colwell. Your prepared statement will be inserted in the record at this point.

Dr. COLWELL. I certainly appreciate this opportunity. Thank you, sir.

[The statement follows:]

Mr. Chairman and Members of the Subcommittee:

It is indeed a pleasure for me to address this Committee relative to needs at the EROS Data Center for rapidly processing LANDSAT data into products of suitably high quality for use in making inventories of natural resources. My remarks will be based both on my familiarity with present EROS data products and on experience which I have had during the past 35 years in developing improved methods for making inventories, (by means of remote sensing and associated field work) of such natural resources as timber, forage, soils, water and minerals. As your Committee well knows, these are among the natural resources that are of primary concern to personnel in the U.S. Department of Interior.

The term "inventory", as used in my presentation, will pertain to the act of determining the amount and quality of each of the above-mentioned resource types present in each portion of the area that is of interest from the resource management standpoint. The term "LANDSAT" will pertain to the recently renamed family of unmanned spacecraft that are especially designed to acquire remote sensing data of a type that will facilitate the inventory of natural resources. Hence that term will include spacecraft previously referred to as ERTS-A (ERTS-1); ERTS-B (ERTS-2); ERTS-C (ERTS-3) and EOS (ERTS-4). Hereafter, in my presentation, these vehicles will be referred to respectively as LANDSAT 1, 2, 3 and 4. The emphasis that will be placed in my remarks on the above mentioned needs as they exist specifically at the Interior Department's EROS Data Center in Sioux Falls, South Dakota, is occasioned by the fact that the capability for making inventories of various natural resources (largely with the aid of LANDSAT data) is being concentrated to an increasing extent within that Center.

The importance of maximizing the Interior Department's capability for making timely accurate resources inventories can be clearly conveyed to a Committee as knowledgeable as yours merely by my setting forth the following brief 5-part statement of facts:

(1) whether on a local, regional, national or global basis, the demand for most natural resources is rapidly increasing at the time when their supply is rapidly dwindling and/or their quality is rapidly deteriorating;

(2) it therefore is becoming increasingly important for the Interior Department, and all other resource management agencies, to manage as intelligently as possible those natural resources with which they have been entrusted;

(3) an essential step leading to the intelligent management of such resources is that of making accurate resource inventories at suitably frequent intervals, (a process known as "monitoring");

(4) because of some very remarkable technological developments that have occurred in the field of remote sensing since the dawning of the space age, such inventories usually can best be made in the future by using, as the primary data input, remote sensing data acquired from spacecraft of the LANDSAT type, and

(5) because of the dynamic nature of certain natural resources, the inventories need to be made as promptly as possible following acquisition of the LANDSAT data.

The specific examples dealt with in the remainder of my presentation seek to document the extent to which the quality of the Interior Department's "quick-look" resource inventories, and therefore the effectiveness of its resource management activities, need to be improved through the development of capabilities at the EROS Data Center for rapidly processing LANDSAT data into products of suitably high quality for use in making such inventories.

It is to be emphasized that the improvements about which I will be speaking are not those that conceivably might be made within the LANDSAT vehicles, themselves, nor even within their on-board remote sensing systems. Instead I will speak solely of improvements that need to be made on the ground with respect to the quality and speed of processing of LANDSAT-acquired remote sensing data, once telemetered to the earth and recorded on magnetic tape in digital form. Furthermore, the particular improvements about which I will be speaking are not those that conceivably might be made through the use of very time consuming and laborious processing techniques, beneficial though they might be for certain purposes. Instead, I will address myself solely to improvements that need to be made in order to improve data analysis capabilities in the short term, i.e. within the first few hours after the receipt of remote sensing data from a LANDSAT vehicle, the better to monitor

changes that have occurred in certain resource attributes since the last previous resource inventory was made.

The improvements would be of two major types in that they would be designed to provide either (1) better visual displays, or (2) better computer-compatible tapes.

SPECIFIC EXAMPLES

The examples which follow deal with most of the types of natural resources for which the Interior Department has either major or very significant management responsibility throughout the United States.

1. FOREST AND RANGE RESOURCES

A. Monitoring the Health and Vigor of Timber Stands

Such damaging agents as fire, insects and pathogens can destroy entire timber stands in large forest areas unless these agents are quickly detected and suppressed. Although it often is not feasible to accomplish the necessary detection by means of LANDSAT data, great improvements are being made in this regard. Specifically: (1) the thermal infrared sensor that will be employed beginning with LANDSAT 3 will offer greatly improved opportunities for monitoring forest fires and (2) the comparative analysis of remote sensing data acquired sequentially (e.g. at 9-day intervals by means of the LANDSAT 1 and 2 vehicles operated in tandem) offers promise for the early detection of insect and disease problems in timber stands. In the above instances, as in the others described in this paper, the LANDSAT data must be made available quickly and in a form of sufficient quality to permit the necessary interpretations to be made.

B. Planning Rehabilitation Measures Following Damage to Timber Stands

Experience with LANDSAT-1 data has demonstrated the ability of such data, properly processed, to provide information needed in planning the rehabilitation of forest lands that have been damaged by fire or other agents. Often the need for obtaining such information promptly after the damage has occurred is exceedingly great in order that effective rehabilitation measures can be implemented at a reasonable cost. Specifically: (1) the time to reseed a forest burn is while there is still a "fluff"

of ash on the burned area (i.e. before rain and wind can convert the area from a highly receptive seedbed to a very hostile one), and (2) the time to control insect and disease depradations is before the next generation of insects or pathogens can be produced in the already damaged trees and thus infest large numbers of nearby healthy trees.

C. Monitoring Range Readiness on Annual Grasslands

The Interior Department, primarily through its Bureau of Land Mangement, controls livestock grazing each year on millions of acres of annual grasslands. If, in any given year, grazing on these lands is permitted to occur before the annual grass species have matured their seed, there is a strong likelihood that few annuals will be present the following year. The result would, of course, be a tremendous decrease in animal carrying capacity of the rangeland, not only in that year but very likely for many years thereafter. On the other hand if, in any given year, the grazing on these lands is deferred until the annual grasses have dried out and lost most of their nutritive value, the grazing livestock may do very poorly. It follows that, each year, there is a requirement for monitoring the development of range grasses, area-by-area, throughout these vast annual grasslands, in order to determine the time of optimum range-readiness in each part of the area. The distribution of grazing livestock can then be governed accordingly throughout the grazing season. The time of optimum range readiness on such lands varies markedly from year-to-year, depending upon the amount and distribution of moisture and on certain other climatic factors. Consequently LANDSAT data, properly enhanced and promptly made available for analysis, is of great potential value to the range manager.

2. AGRICULTURAL RESOURCES

A. Monitoring the Health and Vigor of Agricultural Crops

Although the damage done to timber stands by insects and pathogens can be very great, the damage which they inflict each year on agricultural crops is far greater. In many instances the key to reducing these losses, on agricultural crops, just as on timber stands, is early detection of the presence of the damaging organism so that control can be effected

promptly in the infested areas before the insects or pathogens are allowed to reach epiphytotic proportions. Again it often is not feasible to accomplish the necessary detection by means of LANDSAT data. Great improvements in this detection capability are anticipated soon, however, as a result of improvements in spatial and spectral resolution that will be provided by the sensors that are to be mounted on future LANDSAT vehicles. For these potential improvements, like most of the previously mentioned ones, to be realized, however, there again is the need for LANDSAT data to be made available quickly and in a form of sufficient quality to permit the necessary interpretations to be made.

B. Monitoring Crop Development as an Aid in Crop Forecasting

Very substantial economic benefits can result if it is possible to forecast accurately the total production of each type of agricultural crop in a vast agricultural basin. In recent years, such great progress has been made in developing this capability through the proper use of LANDSAT data that many former skeptics are now looking forward to the time when crop forecasts in this country, and perhaps even on a global basis, might routinely be made through the use of LANDSAT data as the primary data input. For any given crop type, two components of inventory are involved: Crop yield per unit area and crop acreage devoted to that type of crop. Total yield would be the product of these 2 factors. Because of the interest in this possibility, it is probable that every member of your Committee already is well aware of the acronym "LACIE" (for Large Area Crop Inventory Experiment) which, beginning with the present growing season, will investigate on a very large scale the feasibility of making such crop forecasts, primarily through quick analysis of LANDSAT data.

3. MONITORING WATER RESOURCES

A. Water Supply Parameters

Something as mundane as a rainstorm can be a blessing or a curse depending on the amount of water flow that occurs from the watershed in a specified period of time, and in relation to the capacity of the channels in which the water must flow. Among the parameters that are of great significance in estimating the amount of water that will be yielded in a

given period of time are (1) the total area of the watershed; (2) the amount of precipitation falling on each portion of it; (3) the degree of "wetness" of the soil (in each portion of the watershed) that already existed when the precipitation began to fall; and (4) where applicable, the areal extent, depth and water content of snow already present in each portion of the area. The dynamic nature of the events involved here is such that "real time" information, such as that obtainable from LANDSAT data is far more valuable than information derived more accurately but over such a long period of time that it is too late to be relevant. Here, again, is a primary instance in which there is need for the analyst to be provided with LANDSAT data as promptly as possible after acquisition of the data by the LANDSAT sensors and in a form that is suitable for analysis. No inference is intended here that all of the above parameters are adequately estimated merely from the LANDSAT data, for this certainly is not the case. However, through comparative analysis of both multiband and multidate LANDSAT data, supplemented as necessary with limited amounts of ground data, the analyst is finding it possible to estimate water supply and probable water runoff values far more accurately than was heretofore possible within the same time constraints.

B. Water Demand Parameters

Mention already has been made, under the discussion of agricultural applications, of the fact that crop type and the rate of crop development often can best be monitored with the aid of LANDSAT data, promptly received and analyzed. Such analyses can readily be supplemented with ground observations as to the water requirements per unit field area, of each type of crop at each stage of its development. It follows that estimates of present water use and forecasts of near-future water demand can be accurately made with the aid of LANDSAT data. Since as much as 80 per cent of the total water demand commonly is for the growing of agricultural crops, this use of LANDSAT data potentially constitutes an important step toward our improving estimates in the future of the total water demand, area-by-area. The value of the forecasts of water demand diminishes, however, if a long period of time elapses between the acquisition of LANDSAT data and the analysis of such data. Consequently

a justification exists in this instance, as in each of the previous ones, for making rapid estimates of the water demand of agricultural crops, area-by-area and season-by-season. This in turn emphasizes the requirement for improved means of providing LANDSAT data to the analyst in a highly interpretable form and as promptly as possible.

What has just been said for agricultural demands for water can be applied with only slight modification to the demands placed on water supplies for industrial and domestic use. Thus it is seen that, by combining improved information regarding water supply (as discussed in the preceding section) with improved information on water demand, LANDSAT data can do much to improve our ability to manage water resources.

C. Water Transport Parameters

The ability of stream channels, canals and reservoirs to accomodate water supplies in specified amounts is a final aspect worthy of mention in the context of this discussion. The "monitoring" of reservoir levels, stream flow, and canal flow in relation to both the capacity of each to accomodate water and the need likely to be imposed on it as a result of various supply and demand factors, is yet another potentially important application of LANDSAT data, quickly processed and quickly analyzed. As in each of the other instances, we are imposing unnecessary requirements on a LANDSAT system, however, if we insist that this kind of information be provided solely from an analysis of LANDSAT data. Nevertheless, we already have progressed far enough in this area to be quite certain that the information desired can be more quickly and accurately obtained by using LANDSAT data to the fullest (and then providing supplemental data from other sources, as necessary) than if the entire effort were to be made without our using the LANDSAT data.

4. MONITORING SEA ICE CONDITIONS

There is general agreement that one of the major sources of petroleum products in the near future will be the area north of the Brooks Range in Alaska, bounded on the north by Prudhoe Bay and the Beaufort Sea. In at least 3 respects there is great interest in the possibility of accurately monitoring sea ice conditions in these northern waters on a "real time"

basis: (1) in relation to the shipping of supplies into the area as necessary for large scale development of the oil fields: (2) in relation to the shipping of petroleum products out of the area by sea; and (3) in relation to the conduct and interpretation of seismic tests as necessary to make the oil drilling operations more efficient. As in the previous examples, there is great potential for using LANDSAT data as the primary data input in monitoring sea ice conditions in and around this area. The effectiveness of such data again depends, however, on the ability to provide the analyst with LANDSAT data promptly and in an adequately analyzable form.

5. CONCLUSION

If time were to permit, much more discussion could be given relative to the topic that was assigned to me for presentation today. Nevertheless the following conclusions seem warranted, even from the limited presentation that has now been made:

A. In virtually no case can we expect to obtain, entirely from an analysis of LANDSAT data, all of the information that is needed in order to better monitor and manage the natural resources that are of primary concern to the U.S. Department of Interior.

B. In virtually every case, however, we would do well to consider the likelihood that the information desired might better be obtained through the use of LANDSAT data in conjunction with various kinds of ancillary data than by any other means.

C. Because of the dynamic nature of most of the earth's natural resources, an ability to quickly monitor changes occurring in those resources, and thereby to react quickly with appropriate management measures is of paramount importance.

D. It follows from the foregoing that an aggregation of the individual requirements resource type-by-resource type, for rapid processing of LANDSAT data results in a very sizable total requirement for our developing such a capability.

E. Even at the present time we know enough about how we could exploit a capability for the rapid analysis of LANDSAT data that we can predict cost-effective returns almost immediately from the expenditure of funds to develop such a capability at the EROS Data Center.

In view of the foregoing, I would like to be numbered among those who advocate to your Committee the appropriation of funds at the earliest possible date, for developing a capability at the EROS Data Center that will permit the rapid processing of LANDSAT Data into products of sufficiently high quality to permit men and machines to extract from them information of great potential value in relation to the real-time management of natural resources. I join some very eminent colleagues in the remote sensing profession in making this recommendation. Furthermore I make the recommendation unequivocally, and despite the fact that (since it was not within my purvue to do so), I have not described here the specific hardware developments that would be required to bring this capability into being. Suffice it to say in this regard that no great technological "break-through" would be required to bring about these developments. I also join my colleagues in the assertion that the sooner these developments can be brought into being the sooner the dollar savings made possible by them can begin to be realized.

Your attention to my presentation on this very important topic has been greatly appreciated.

STATEMENT OF VIRGIL KILLS STRAIGHT, COALITION OF INDIAN CONTROLLED SCHOOL BOARDS

ACCOMPANIED BY:
ALLISON SAGE, SR.
FRANK LA POINTE
ALFRED REDMAN

Senator YOUNG. The next witnesses are Abe Plummer and Virgil Kills Straight, the Coalition of Indian Controlled School Boards.

Mr. KILLS STRAIGHT. Thank you, Senator Young. We have submitted written testimony and I would like to recap, or bring out some of the important points in the testimony.

My name is Virgil Kills Straight, from Kyle, S. Dak. To my left is Allison Sage, Sr.; Frank La Pointe and Al Redman. They're running schools in different parts of the country. They would like to make a brief statement, too.

Our testimony will spell out, in so many pages, the impact of why we want to speak with you. We have a special concern which you've heard before. On this particular trip, we ask for recognition by putting language in the appropriation bills that says clearly that community controlled schools and colleges shall be included in being the recipient of these dollars that have heretofore been identified as public school moneys.

We refer to the regulation that has been newly introduced in August of 1970.

There are those in the community that say the community controlled schools are taking the bulk of the moneys that normally goes to establish school systems. We took a random sample, which reads that $1,903 per student was spent. The BIA records show, in some cases, up to $7,000 per student. Certainly, one can see that there is discrepancy.

More recently we came across budget recommendations by the President, the House and the Senate, authorities in Congress where Indian education is included in the category called other, including possible inflation adjustments, emergency school aid, matching social service grants to be specified. All of these were for $0.6 billion out of the total budget recommendation of $19.4 billion.

Title IV, it came out as Public Law 92–318 and has been covered under Public Law 93–380, I believe. Alone, it has authorization for something like $600 million.

I recommend that Indian education be established as a separate category with a different funding, or with a different line item. Even though this is a USOE Budget, I try not to make the comparison for the large discrepancies here.

The other problems we have run into is the fact that we might bypass tribal councils. I'd like to point out that this is not so. Some of our members, who will be receiving moneys, or tribal education groups, are recommended by those different tribes. That's a misnomer. I just want to point that out. These schools that are members of the school board are accountable to the community. I guess this goes back to the tribal council, or the conflict that exists, or are claimed to exist between the councils and the communities. I feel that the communities

are the ones that have to be strengthened, and in turn the tribe becomes stronger.

We also know that the private and former parochial schools are pulling out of education because of recent inflationary factors. The gentleman to my left will respond more directly with these issues.

We also feel that band analysis is a farce. In different parts of the country, there are those that have gone to the band analysis route, that have not been funded; and others that were excluded out of that band analysis, and were funded. So, we would like to point out that the BIA should be more consistent.

I'd like to also show my support for my colleagues who came up here earlier for the American Higher Education Consortium. We find out these college run associations are more relevant to the needs and a lot less expensive. An example would be in South Dakota where off-reservation colleges—the students pay something like $2,000; and on reservation, they pay roughly $200. But, because the fact that these colleges are working with a curriculum that's more relevant to the needs of the tribe.

That, I guess, highlights what is in my testimony. I'd like to ask Mr. Al Redman, who is the executive director of the Winn River High School to make some comments on this.

Senator HATFIELD [presiding]. Gentlemen, I'll have to ask you to be sure to be brief. We have many other people to be heard and each group has been alloted 5 minutes. I recognize that you were due at 11:52 this morning, that's a little behind schedule. We'd be very happy to hear from you, sir.

Mr. REDMAN. The one thing that I have is the analysis that we only get what the BIA gives us. They don't know our budget and our needs. So, we would like this changed in the future. That's about all that I would like to say.

Senator HATFIELD. The record will have your statements.

Mr. KILLS STRAIGHT. Mr. Chairman, I'd just like to go into some specifics because we're making a general charge. Let's say band analysis for fiscal year 1975, which is this year: We were put into the Bureau's budget for $600,000, and we've gotten nowhere near that. For the present, current, 1976 budget that we're talking about, the add-on that we ask for our schools, the band analysis was $400,000, and we get nowhere near that. Next year, it's the same thing. So, if they want us to go to the exercise of band analysis, they should have some teeth into it rather just as an exercise in futility to try to get the funds and draw up these budgets here.

The other thing I'd like to point out is the law that I think the Senate had a lot to do with last year, 93-638, sections 204 and 208, which refers to those tribal organizations which control and manage any previously private school would be allowed 25 percent for school construction, and things like that. Nowhere do I see any funding, even though the bill authorizes the money; I don't think I've heard anyone ask about that. I'd just like to add those two points, sir.

PREPARED STATEMENT

Senator HATFIELD. Thank you for your contribution. Your prepared statement will be inserted in the record at this point.

[The statement follows:]

Honorable Chairperson, members of the Appropriations Committee and guests, we are gratified to have this opportunity to present this paper on behalf of the Coalition of Indian Controlled School Boards, Inc., and its constituents.

The history and comtemporary experience that we have had with the BIA indicates that the Bureau is adamant in its attitude of maintaining strict control over education for Indian people. It is requesting appropriations for the most antiquated and unworkable of all reasons, that is, to homogenize the American Indian. In the past few years, few rays of hope have begun filtering through to the Indian Community because of Congressional sympathy and understanding of the needs of the Indian people. Such as the recent enactment of P.L. 92-318 and P.L. 93-638 and some regulatory changes made stemming from Congressional persuasion.

At one time it took a court case initiated by the Coalition and others to force compliance on the part of the administration. Yet Title IV is still under-funded. Requests for additional funding are being disregarded by the Administrators of the DHEW, by the Dept. of Interior, by the Office of Management & Budget and the White House. There are presently no funds requested for the implementation of P.L. 93-638. There is no visable cooperation being extended to the Indian Community by HEW as they slice Indian education programs to levels that are far from that requested.

The Indian people of the United States, for awhile, began to see some evidence of more viable relationships with the Federal Government. However, the old guard in the BIA and in HEW are reluctant to surrender their old paternalistic attitudes. The very same attitudes that have proven devastating to the American Indian in the past. It is obvious that the BIA is under the illusion that public schools and only public schools can meet the educational needs of Indian students based on the fact that they have only requested appropriations for the support of public schools while ignoring the Indian controlled schools, an excellent example of this is Hammon, Oklahoma (see Attachment I).

We have selected the Institute of the Southern Plains, Inc., Hammon, Oklahoma as a prime example of the BIA's attitudes regarding the development of Indian controlled schools and new contract schools. Each effort made by Indian people is met with frustrating hidden agendas on the part of the BIA Regional offices.

Ramah Navajo High School, Rock Point Community School, Rocky Boy School, Menominee Community School, Busby School, etc., all experienced the same problems. There are no assurances that a school will be funded at the same level as the previous year. The BIA's logic in relation to budget requests for education is highly questionable.

The BIA has not taken into consideration inflationary facts, the growth in population of school age Indian children, planning and development expenditures of contract schools. We, therefore, request that the following line items be added to the BIA budget and that these monies be expended for the indicated purposes:

Planning & Development of fifteen (15) new contract schools - $40,000 each	$ 600,000.00
Basic support for present and new contract schools	25,000,000.00
JOM for contract schools	1,694,000.00
Planning and Construction	594,000,000.00
P.L. 93-638 Implementation monies	19,615,000.00
P.L. 93-638, S104 (2) for special activities	3,000,000.00

We also request that special language be included in the authorized appropriation legislation to say "...and the community controlled and contract schools are eligible for Johnson O'Malley monies, heretofore, made available only to public schools."

See attachment #2 for pertinent data concerning thirteen (13) Indian controlled schools.

We based our request on twenty-two (22) Indian controlled schools because we have identified ten (10) additional schools who are on the verge of contracting. The BIA report that education is not a priority in their scheme of band analysis is fallacious. The BIA and tribal interface is predicated on the BIA offering options and retaining veto power over any options that may be selected by the tribe polled. Theoretically, band analysis in the ideal is a good concept, however, whoever has veto power over your endeavors is the one who is in control. Band analysis was conceived by the BIA to confuse and thus maintain a status quo BIA and Indian relationship where such a relationship no longer has any status. Band analysis became the pseudo quid pro quo for Indian self-determination. There have been Tribal groups who have accused the Coalition of Indian Controlled School Boards, Inc. and Indian controlled and contracted schools of taking available funds from the presently established public schools and BIA schools. This is categorically unfair and a lie perpetrated by well meaning misinformed individuals and substantiated by some governmental agencies. This is more reason to have separated line item monies for community controlled schools. A random sample shows a cost figure of $1,903.00/ student in community controlled schools. These schools take care of all administrative costs, plant management costs, transportation costs, food costs and overhead costs.

The BIA has nurtured the idea of fixed monies and fixed Indian population. We are told by some very arrogant leaders that some Indians should be denied services and only those chosen few should receive services. The criterion seems to be: (1) living on a reservation, (2) that they agree with the Tribal Council. If all of the Indian people who are decendants or reservations move back to the reservations they would over-populate it and destroy it. True, it would be ideal if a non-LEA or a community educational entity was in full accord with the Tribal Councils. In some cases they are, but in cases where they are not, the breech is widened by enforcing capitu-

lation and education will never assume its role of being for the benefit of children but will continue to be a political football.

The new contract schools are not taking any money from anyone. They are being formed to meed the educational needs to children who are not receiving any educational services. We are talking about the children who drop out of school not only physically but also those who drop out mentally and emotionally. The mental and emotional dropouts are never discussed.

We estimate that 75 percent of those children who continue in school to the 8th grade have mentally and emotionally dropped out of school after the 3rd grade. (For clarification see Attachment #3.)

We have knowledge of situations where school distircts have used Indian children for head-count purposes only and have enforced the state truancy laws to maintain eligibility without providing any services. It is difficult to buy a public educational system as being viable for Indian children when it does such a poor job of even educating 'white children'. Surveys indicate that universities and colleges have to move their English requirements down and other requirements in order to meet the skill level of graduating 12th graders.

We are advocating for Indian controlled schools because the school must be accountable to the community and this promotes the participation of parents in the educational process. Problems of discipline, achievement and curriculum are alleviated through dialogues between community members and school administration. Standards become higher as well as achievement.

Private church organizations are beginning to pull out of their educational effort in Indian areas. They are blaming inflationary factors and loss of revenue. Those children who are attending parochial and other private schools which are closing will have to receive school services. From all indications the Office of Education and the BIA's future educational budget does not reflect the additional children requiring services.

There has been added growth of approximately 25% in the Title IV population. This population will be served by scalping existing programs. The Office of Education has requested the same amount of monies as the previous fiscal year. Considering the 25% increase in service population and the sixteen percent inflationary factor there has been a net loss of 41% of monies to the Indian communities. The BIA has completely isnored these factors in their budget requests.

The BIA's band analysis system has no way of collecting or using updated data. They seem to be operating from information that is two to three years antiquated. Again we emphasize the need for the BIA to provide for the loss in revenue to Indian education. The factors causing the loss again are the yearly inflation rate, the discontinuing of such programs as Education Professional Development Act, the reduction in grants from Title IV because of expanded service populations, and the ever increasing school populations. he BIA closing of boarding schools is causing another loss of revenue to Indian education.

In the BIA budget there is not evidence that any planning has been made to provide educational facilities for those children who had been utilizing the boarding school facilities.

The communities run into financial and legal problems starting community schools to meet their children's educational needs. Although BIA is mandated to provide technical assistance in developing schools and contracting, very little has been done by the BIA. The Coalition of Indian Controlled School Boards, Inc., has given the greater amount of assistance to Indian people even though its resources are limited.

Again, thank you for this opportunity to testify.

STATEMENT OF NOAH ALLEN, NATIONAL INDIAN EDUCATION ASSOCIATION

ACCOMPANIED BY PATRICIA LOCKE, MEMBER, BOARD OF DIRECTORS, NIEA

Senator HATFIELD. Mr. Noah Allen.

Mr. ALLEN. Yes, sir.

Senator HATFIELD. Would you please introduce us to your colleague, please?

Mr. ALLEN. With me is Patricia Locke who's a member of the Board of Directors of the National Indian Education Association. It's good to see you again, Senator Hatfield. I want you to know that I'm the first Indian to receive a doctorate from the University of Oregon, and I'm proud of that.

Senator HATFIELD. I'm very proud for you, and for the university to have that distinction of awarding the first doctorate. When did you take your work there?

Mr. ALLEN. I finished in 1965.

Senator HATFIELD. What field?

Mr. ALLEN. Administration.

Senator HATFIELD. Very good. You come with excellent credentials.

Mr. ALLEN. I thought you'd like that.

Senator HATFIELD. You might stop, while you're ahead.

Your statement, Dr. Allen, will be placed in the record. If you'd care to summarize it, I'd be most happy to hear from you.

Dr. ALLEN. Thank you, very much. I want to testify in regard to Indian education in a general sort of way, rather than in specificities. I want to talk about all Indian education for about 4½ minutes.

The Americn Indian roamed the woodlands and prairies of this continent for thousands of years, taking from Mother Earth only what was needed for food and clothing. There was no need for bilingual or bicultural education. There was no need for band analysis, or management by objectives. There was no need for environmental control, soil control, or energy conservation.

The Indian lived in peace, in harmony with Mother Nature. He wanted for very little; then the white man found his way across the great waters. The white man brought with him many strange and deadly diseases; he talked about a strange God; he believed in destroying Mother Earth for personal gain. He wanted land, timber, grass, and minerals, so he agreed to provide the owners of this vast continent with food, clothing, medicine, and education as long as the grass grows, as long as the wind blows, and as long as the water runs; in return for the Indians' land.

For 200 years, the Government of the United States has failed to meet its commitments to the Indian people of this country. The Congress has never provided food, clothing, medicine, or educational opportunities sufficient to meet the needs of the Indians. Every scrap of food, every stitch of clothing, every aspirin, and every book the Indian received, came only after much pleading, begging, and praying.

The Indians' knees are getting very sore, he will not stay on his knees much longer. The time is growing very near, when this Government must either completely destroy the Indian and his culture or fulfill its treaty obligations to him.

This Nation has spent billions of dollars reconstructing Germany, Italy, and Japan. It has spent additional billions to assist other underdeveloped nations. The Indian people have been completely overlooked for some strange reason. Many suspect that our Government spends more money educating Koreans, East Indians, people from the Middle East, and others, than it does assisting Native Americans.

I want to point out here and now that the budget requested by the Bureau of Indian Affairs is insufficient to meet the needs of education for the Indian people: It is insufficient to meet the needs of children in the Bureau schools; insufficient to meet the needs of Native children in public schools; and, insufficient to meet the needs in the adult and career education programs.

I have not only, personally, attended these Bureau schools, but my children have also attended them. Moreover, I have taught in a number of these schools. I know, firsthand, about the problems inherent in housing five students to a room; I know about frustrations of not having an instructor for a class on a full-time basis for half a semester; I know about not having textbooks for a class; I know about teaching in classrooms designed and built 60 years ago. I know about being sent away from home as a seventh grader and not seeing my parents for 6 months at a time. I know about starting with nothing, and getting nothing from the Bureau of Indian Affairs, to help with a college education; and, I know about fighting through to a degree.

I wish to make these specific recommendations in regard to improving Indian education: (1) Increase the Bureau of Indian Affairs budget to $152,539,000 to operate the schools. (2) Increase the budget to $32,952,000 for assistance to public schools—Johnson-O'Malley funds. It is totally inconceivable that this item can be reduced at this time. (3) Increase the budget to $59,679,000 to provide career development programs. I would hope that from this item, additional moneys would be made available for higher education grants and special education. (4) Money should be appropriated to fund developing junior colleges on, or near reservations. (5) Funds must be made available to support Indian-controlled schools such as Ramah, Wyo., Indian High School, and Hammond, Okla.

(6) Congress must approve the Bureau of Indian Affairs' request for a fiscal year 1976 budget amendment for front end grants (section 104) to implement Indian self-determination (Public Law 93–638) in the amount of approximately $20 million. If this is not done now, it could well delay the benefits of Public Law 638 reaching certain tribes up to 3 years. (7) Incidental to appropriations, but closely related to delivery of educational services to Indian people, is the great need for Congress to pass legislation to relocate the non-Indian hierarchy running the Bureau of Indian Affairs, and replacing them with qualified Indian educators who are locked into the GS 3, 4, and 5 positions. Non-Indian teachers are severely handicapped instructing Indian children today. (8) Congress should immediately increase title IV funding to the authorized level. Indian leaders desperately requeste title IV funding of not less than $80 million. Many very important programs have been stifled or eliminated completely because of the limited funding. Indian children need and want Indian instructors, but there is almost no money to train these teachers.

The amount of money requested by the Bureau of Indian Affairs and title IV represents, in fact, a reduction in funding due to inflation. This is not only a giant step in the wrong direction, but represents gross irresponsibility which cannot be condoned.

The National Indian Education Association fervently requests the Congress of the United States to give every consideration to these fiscal necessities, thereby giving Indian people a chance to function in this society.

Senator HATFIELD. Thank you very much.

Ms. Locke, we didn't have you scheduled on this testimony schedule today. Dr. Allen has taken the full time alloted. We would be very happy to receive your written testimony. If you can summarize it for us in 2 or 3 minutes, I'd be very happy to hear it.

STATEMENT OF PATRICIA LOCKE

Ms. LOCKE. Yes; I can. This concern is for the identification of gifted and talented American Indian children. There was a request by the National Indian Education Association that $500,000 be alloted to the Bureau of Indian Affairs budget to research the criteria for the identification of gifted and talented——

Senator HATFIELD. Would that be an in-house—in the agency of the Government or would this be contracted?

Ms. LOCKE. I think it might be contracted. That's what we would like to recommend, since they have, in the last year's $2 million appropriation, only been able to find and serve 90 gifted and talented American Indian children in the entire United States.

Senator HATFIELD. Out of how many?

Ms. LOCKE. Out of 850 children that the Bureau serves. So, we think this is an area of particular neglect. We know it is a priority, or that the Bureau of Education for the Gifted and Talented in HEW has recognized that there are cultural differences for Mexican Americans and did allocate $70,000 for them to do a similar kind of research. We want to emphasize that this is an area that needs an appropriation so that we can identify those people that we are going to be needing as doctors, attorneys, et cetera.

Senator HATFIELD. You know, Ms. Locke, you've put your finger on a very important problem here because we've had many witnesses over the last 3 days, particularly in the area of Indian health education, and we find ourselves without the person power to really provide the services that were indicated, even by the existing level of budgeting.

When you think in terms of increases that were so necessary, we find ourselves, again, superimposing a white man's structure, technique, or skill on another culture. I'm only hopeful that in this, there are those skilled enough in terms of paring out such gifted children with the proper criteria. It is unique to those you're seeking, and not trying to use another criteria that may be appropriate for another group of people to superimpose that across the board.

That's why I asked you about the question of contracting out, because sometimes I think we standarize things so much in Government we fail to recognize the unique differences.

Ms. LOCKE. That's right. We think there are probably 250 different groups and then the 757 different tribal entities. So, we had hoped that

we'd go to 10 cultural areas in the country and ask the Indian people what they thought the identification criteria should be.

We know that every population has about 4 percent of the population that is in the gifted category, but I think 90 is ridiculous that has been identified by the BIA thus far.

Senator HATFIELD. That's very excellent testimony. I'm grateful for the opportunity to hear it and to welcome you specifically, Dr. Allen and Ms. Locke. What is your tribe?

Mr. ALLEN. Uche, from Oklahoma originally, Chippewah Sioux.

Senator HATFIELD. Thank you very much.

Mr. ALLEN. Senator Hatfield, I was asked by the Coalition of Eastern Native Americans, who I think are scheduled on the program, to simply submit their testimony for the record.

Senator HATFIELD. We will be happy to receive that, and your prepared statement will be inserted in the record at this point, Ms. Locke.

[The statements follow:]

STATEMENT OF NATIONAL INDIAN EDUCATION ASSOCIATION

Honorable Chairperson, members of the Appropriations Committee, and guests, I am gratified to have this opportunity to present this position paper on behalf of the National Indian Education Association. My special interest is in the identification and the education of gifted and talented American Indian children. And so I am asking the Department of Interior, Bureau of Indian Affairs to appropriate a total of $500,000 for these purposes.

American Indians have today some truly outstanding contributors to society. But there are literally thousands more that are lost to us because they have been thwarted by a tragic lack in the educational systems.

The predominant society has used inappropriate tools to identify our gifted and talented. It appears that, nationwide, less than 100 Indian children have been identified as gifted and talented. Yet we Indian people think that there must be at least 20,000 potential inventors, artists, social and political leaders among over half a million Indian children.

Our gifted and talented Indian children are not being served because they have not been identified. The U.S. Office of Education does not know how to identify and provide programs for American Indian gifted and talented children; the Bureau of Indian Affairs Education Division does not know how to identify and provide programs for our children; and state educational agencies appear unaware of how to identify or serve gifted and talented Indian children.

Gifted and talented children have been defined as "those identified (by professionally qualified persons) who, by virtue of outstanding abilities, are capable of high performance. These are children who require differentiated educational program and/or services beyond those usually provided by the regular school program in order to realize their contribution to self and society." (Education of Gifted and Talented: Report to the Congress by the U.S. Commissioner of Education, 1971.)

The Indian problem is that the category of "professionally qualified persons" has always meant professionals in special education who are usually geared toward the education of English speaking members of the predominant culture and society.

And, all intelligence, interest and personality tests are based on cultural and psychological values and systems inappropriate to linguistically and culturally diverse Indian children.

The Bureau for the Gifted and Talented in the Office of Education, under the direction of Harold C. Lyon, Jr., recognizes that different criteria needs to be developed for minorities with linguistic and cultural differences. In FY 1973, $70,000 of research funds were secured for a study of methods to be used in the identification of Mexican American gifted children. Findings were printed in a publication entitled, "Analysis of Giftedness in Mexican American Children and Design of a Prototype Identification Instrument." Funds are not available under current legislation for any new starts from The Bureau for the Gifted and Talented.

The development of identification instruments for Indian children from some 250 linguistically and culturally different tribal entities will obviously be a more difficult task. The process of the development of criteria is further complicated by the many diverse belief systems, role expectations, and philosophies of the some 757 tribes in the United States.

One of the impediments that non-Indian educators must overcome before they can cope positively with gifted and talented Indian children is semantic stereotyping. Ethnocentric phrases such as "culturally deprived," "disadvantaged," "sociopathic tendencies" are stigmatic labels that cause serious miscategorization of Indian children.

The Bureau of Indian Affairs Special Education Programs has the formidable task of revamping and redirecting its existing programs for the gifted and talented. A recent report states that at present, only 90 gifted and talented Indian children in the United States have been identified and are receiving special programs. This is on the Navajo reservation. The BIA has identified only 51 American Indian, Eskimo and Aleut gifted children that require special education programs in the Juneau Area Office out of a total of 5,485 students in the area. In addition, there are 366 Navajo children that have been identified and that require programming for the gifted and talented out of a total of 22,630. The most remarkable aspect of the report is that no gifted children have been identified in the following areas: Aberdeen Area (9,686), Anadarko Area (1,047), Cherokee Agency (1,250), Muskogee Area (650), Phoenix Area (4,314), Portland Area (850), and Choctaw (1,386). (See app. II.)

It is an understatement to say that the track record is demonstrably poor, given the half century that the BIA has had to meet the educational needs of Indian people.

It is our contention that the only approach to researching the criteria for the identification of gifted and talented children is to ask the older respected and traditional Indian people themselves. They retain the beauty of our values in their lives. Criteria is expected to be different from one tribe to another. Bilingual interpreters should be utilized extensively in order that non-English speakers may be interviewed. American Indian men and women that have special talents and interests in special education should be utilized as consultants to recommend participatns, to analyze and develop the research instruments, and to evaluate the project.

To date, no research has been done on the identification and education of gifted and talented Indian children. That is why the Title IV Office of Indian Education in HEW and the Education division in Interior/BIA should take up the cause of these gifted and talented Indian children (estimated to be at least 4% of the 230,000 Indian children in public schools) with at least 2%—or $500,000—of the Administration's total request for these children.

STATEMENT OF W.J. STRICKLAND, EXECUTIVE

Mr. Chairman and other distinguished members of the Subcommittee on Interior and Related Agencies, it is indeed a pleasure to appear before you today representing the member organizations of the Coalition of Eastern Native Americans. This is our first opportunity to address you with the needs of our 53 member tribes and organizations. The Coalition represents nonfederally recognized Indian tribes, bands and groups along the east coast from Maine to Louisiana.

I am here today to ask you to increase funding of the Indian Education Act P.L. 92-318, as amended P.L. 93-380 93rd Congress H.R. 69 August 21, 1974. My constituent tribes have very little access to funding for FY 1976 as compared to federally recognized Indian tribes and groups. We are ineligible for the programs of the Bureau of Indian Affairs under current federal policy, and thus are limited to the Indian education programs within the Department of Health, Education, and Welfare. The Indian Education Act programs have done much to help the education status of the Indian people along the east coast. The public schools have at long last acknowledged our presence and have initiated special programs for our children under the Indian Education Act. Many of our organizations have started projects under Parts B and C of the Indian Education Act. We are indeed proud of the success thus far of these programs, and we want to see continual progress on this front.

I understand that the Department of Health, Education, and Welfare has requested $25,000,000 for Part A grants for Fiscal Year 1976. The full authorization for Part A is the number of Indian children who are enrolled in the schools of local educational agencies multiplied by the average per pupil expenditure for such agencies. The Office of Indian Education within HEW expects to serve 345,000 Indian students in Fiscal Year 1976. The full authorization would be $387,090,000. An estimate of the funding needed for a $300 per pupil expenditure is $103,500,000. To remain at the same level as last year, $25,000,000 would mean that the per pupil expenditure will go down to only $82 per student. The Coalition of Eastern Americans believes that this is indeed too little. In fact, we believe that it is necessary to keep the funding at least at the FY1974 level of $111 per Indian student, which would require $39,676727 for public school districts. With the 1974 amendment to the Act requiring a 10% set-aside for non-local educational agencies ($3,967,670), the entire amount for Part A should not be less than $43,644,397.

Part B of the Indian Education Act has been funded at the $12 million level. This has proved to be far too little. I understand that the Office of Indian Education had approved projects amounting to $15,000,000 this year and that it anticipates at least 450 applications for

Fiscal Year 1976. Of these 450 projects, only 135 will likely be funded if the funds are kept at the 1975 level. The Coalition of Eastern Native Americans believes that the amount for this program should be at least doubled, if not tripled. We therefore request that the amount for Part B be increased to at least $25,000,000.

Part C of the Indian Education Act includes adult education, and with the 1974 amendments also includes special educational training programs for teachers of Indian children and fellowships for Indian students in graduate and professional programs in selected fields. We want to emphasize the importance of adequate funding for Part C. We have many adults in our eastern Indian communities who cannot read or write their names. This program is an opportunity for these people to gain the necessary basic knowledge to afford them a better chance in the world around them. The funding level of adult education has remained at the $3,000,000 level and I understand that HEW has requested this amount for Fiscal Year 1976. I implore you to triple this amount to $9,000,000. The Office of Indian Education expects some 150 applications and that it will be able to fund only 35 of these much needed projects if the level of funding is not increased.

The teacher training component of Part C is authorized at $2,000,000. With the demise of adequate Education Professions Development Act funds to a mere $400,000, many Indian teacher training programs have been cut or dropped, and this year looks even bleaker. I do not know whether HEW has promulgated further regulations for this program, but I do know that the programs in existence need to be continued, whether under new regulations or under old EDPA regulations. The Coalition of Eastern Native Americans requests that teacher training be funded at its full authorization of $2,000,000.

The Indian fellowship component of Part C is authorized at 200 fellowships to enable Indian students to pursue a course of study leading toward a professional or graduate degree in engineering, medicine, law, business, forestry and related fields. I cannot over-emphasize the importance of this program to Indian students who are members of nonfederally recognized tribes. There is absolutely no funds available for such students to pursue a career. It is very difficult for Indian students who are mem-ers of federally recognized tribes to obtain money for graduate study from the Bureau of Indian Affairs. It is therefore near impossible for students in urban, rural nonreservation areas, from terminated tribes and from nonfederally recognized tribes to obtain such funds, and hence, many fail to go on to graduate and professional schools. The need for physicians, lawyers, dentists, etc. increases in Indian communities while there is little effort to meet

these needs. The Colaition of Eastern Native Americans believes that the time has come to meet these needs and therefore requests $2,000,000 for this program.

I have furnished for the members of the Subcommittee further materials on the Coalition of Eastern Native Americans for your information. Thank you for allowing us the opportunity to present the views of the TOTALLY FORGOTTEN AMERICANS, the nonfederally recognized Indian tribes and groups of eastern United States. I will be happy to answer any questions you have at this point.

STATEMENT OF E. E. DAVIS AND BERT HAWKINS, OREGON CATTLEMEN'S ASSOCIATION

ACCOMPANIED BY:
DONALD OSTENSOE, EXECUTIVE VICE PRESIDENT
LES MARKS, THE FEED INDUSTRY OF OREGON

Senator HATFIELD. I'd like to call Bert Hawkins of the Oregon Cattlemen's Association. It's a great pleasure to welcome you here today. I appreciate your patience with the problems of delay that we have in meeting our voting obligations on the floor, and trying to appear at the same time.

Mr. DAVIS. I'm E. E. Davis, president of the 3,500-member Oregon Cattlemen's Association, and this is Mr. Hawkins, the first vice president.

Senator HATFIELD. I believe, Mr. Davis, that you have other associates here today from your association. If you would care to invite them to the table and introduce them for the record, we'd be happy to welcome them.

Mr. DAVIS. Thank you, Mr. Chairman. Our executive vice president, Mr. Donald Ostensoe; Mr. Les Marks from the Feed Industry of Oregon.

Senator HATFIELD. We're happy to welcome you gentlemen here today.

Mr. DAVIS. We've turned in our written testimony on this, Mr. Chairman.

Senator HATFIELD. It will be placed in the record in full, and you may handle the testimony as you wish; if you care to summarize it——

Mr. DAVIS. What we'd like to do is just say that we've gone on record in this testimony for the expenditures of $1.6 million. This program, with the Forest Service, is in Grant County, Oreg. We have two gentlemen to testify tomorrow from Grant County, and due to your late schedule here, we would just like to give you our written testimony and thank you for the opportunity for being here and let them go into this with a little more detail tomorrow, if that meets with your approval.

Senator HATFIELD. That's fine. We will hear them tomorrow, Mr. Bill Farrel, and Mr. Garland Meador, with whom I've had the pleasure of visiting already today, informally.

I might say that I certainly want to give strong support to your project of $1.6 million, and of course, that might be expected being the Senator from the State of Oregon and you being constituents. I would say for the record, this is certainly a matter that reaches far beyond the local interest of people from Grant County in the State of Oregon. because this presents to the Congress an opportunity to invest a very small amount of money for determining another dimension to the whole field of forest management.

We often talk about multiple use of forests, but our practice, both in funding and other activities, sometimes belies that commitment to multiple use. Therefore, it seems to me that your project for an evaluation area in your Blue Mountains of Oregon does provide for us an initial opportunity to develop a pilot project that could apply to many other areas of the country.

Second, and of equal importance, perhaps it can bring some relief to the cattle industry, the cattle industry that has certainly suffered a great deal over the last few years. Looking down the road ahead, it certainly lays the economic foundation for diversifying and providing other opportunities for the cattle industry of our country.

So, I'm very delighted to have you appear today and have your testimony. We assure you that we shall give it very serious, and hopefully positive, consideration. Would you like to address yourself to the second subject?

I think at this point in the record, we might have a letter placed from the Grant County Chamber of Commerce, which blends nicely with the testimony of the Cattlemen's Association.

[The letter follows:]

GRANT COUNTY CHAMBER OF COMMERCE,
John Day, Oreg., April 29, 1975.

Senator MARK HATFIELD,
Senate Office Building,
Washington, D.C.

DEAR SENATOR HATFIELD: We are pleased to hear that funding for the Mid-Blue Mountain Validation area is being seriously considered. We want to add our voice and support to secure this important program for Eastern Oregon.

Grant County's economy depends entirely on our range and agricultural lands. Lumber production provides substantial employment but the construction market is sadly depressed at this time. So it becomes essential to improve and research our range lands, and obtain the highest productivity possible. The State of Oregon has declared Grant County to be one of eight in the state as a chronic unemployment area.

From the information we have been able to obtain, we believe Grant County and the bordering areas have a potential that few others can provide and that we are ideally suited to the "Accelerated Range Program" research and development.

The Grant County Resource Committee, a group of concerned and responsible citizens, have been working long and hard to improve and promote our resources.

As we believe we have all the essential elements needed for this project, including the range land, various problem areas and manpower, we respectfully submit our request. We hope for a favorable reply.

Yours truly,

Dr. K. L. PETERSON,
President.

Senator HATFIELD. Now, if you would like to proceed with the problems of pulmonary emphysema.

Mr. DAVIS. Senator, at this time, Mr. Hawkins, who is the National—American National Cattlemen's Association animal health chairman, will take over that part.

STATEMENT OF BERT HAWKINS

Mr. HAWKINS. Thank you. Mr. Chairman. As we get into extended management in our forests and other ranges in the United States, certainly we find problems arising with which we have not had to deal with before. This is the raising of livestock on lands that are producing forage in a more abundant quantity. Pulmonary emphysema, a disease to the cattle industry that has reared its head in this regard, is one of those areas of concern to the livestock industry.

There are three major items that I would like to list these on; the widespread incident of this disease, it certainly is not confined to Oregon. It involves a good amount of the western ranges. The estimated losses of this disease and the economic impact has been estimated in excess of $10 million annually. An existing research project in this regard has been involved in our northwest area, and I would like to speak to the cooperative effort as it points out the need. This has been involved with the Oregon State institution of higher learning; the Washington State University; animal nutritionists; individual ranchers; county extension agents; range and soil scientists; plus many veterinarians. I think this points up the diversity of interest in this disease.

51-857 O - 75 - pt. 4 - 52

It seems rather ironic that as we try to manage more efficiently the ranges and the cattle that graze on them to produce red meat for our people, we run into problems like this that need answering. If we are to continue to produce reasonably priced products for the American consumer, these funds are vitally needed. For without research, progress is very short, if at all in fact.

Therefore, we would like to support the request from the gentlemen that will be presented tomorrow, for the need for continued funding for the pulmonary emphysema project for the 1975–76 fiscal year to the tune of $60,000, that, as I understand it, it will be added to the Forest Service budget. I thank you very much, Mr. Chairman, for your consideration.

Senator HATFIELD. Thank you very much, Mr. Hawkins.

I think it would be appropriate to read into the record, the response I received from the Forest Service to the question on how has research into pulmonary emphysema in cattle progressed. I asked if further funding is necessary for this program. The Forest Service responded as follows:

> The research on pulmonary emphysema has progressed reasonably well. The Forest Service, Washington State University, and Oregon State University are combining the research information on this problem. It is now possible to induce pulmonary emphysema in test cattle with a chemical that is produced in cattle rumens under certain conditions. The chain of events that occurs within cattle, leading to the production of the chemical, has been identified.
>
> It is now necessary to identify the specific dietary and grazing conditions that trigger buildup of the chemical that causes pulmonary emphysema in cattle.
>
> Continued funding at the $60,000 level would allow us to utilize new knowledge of the disease to develop a grazing system which would prevent the onset of the disease.

So you have here, in support of your testimony, the acquiescence and affirmation of the Chief Forester for the $60,000 budgetary item, which is helpful as you know, when we have the agency support. It's difficult to swim upstream entirely, especially if the agency does not provide support.

You've been very considerate of our time problem today, and yet I don't want to deny any time necessary to present additional information.

Do any of you gentlemen have anything to add?

Mr. DAVIS. Not right now.

PREPARED STATEMENT

Senator HATFIELD. It's good to see you, thank you very much. It's a great pleasure to welcome you today. Your prepared statement will also be inserted in the record at this point.

Mr. DAVIS. Thank you.

[The statements follows:]

OREGON CATTLEMENS ASSOCIATION

TESTIMONY ON ACUTE BOVINE PULMONARY EMPHYSEMA (ABPE)

The Oregon Cattlemen's Association requests that $60,000 be included for ABPE research project for the 1975–76 fiscal year. This is actually in addition to the budget of the United States Forest Service, Northwest Forest Service and Range Research Center at La Grande, Oregon.

Acute Bovine Pulmonary Emphysema (ABPE) is a very serious disease of cattle that has been known for many years. This disease occurs throughout the United States, Canada and other countries. Most reports indicate that during the past 20 years this disease is increasing in incidences. Economic loss to the livestock industry from acute bovine pulmonary emphysema is extensive. Annual

loss has been estimated, involving the total economic impact of this disease, at $10 million per year in the Western United States alone.

Considerable research work has already gone into this project. It is most necessary that research in trying to control and prevent this disease be continued. To date, this research work has been a most generous cooperative effort of many individuals and organizations, particularly the Forest Service, Oregon State University, Washington State University, animal nutritionists, individual ranchers, county extension agents, and range and soil scientists, plus many veterinarians.

Therefore, we again respectfully request an additional $60,000 to be included in the 1975–76 fiscal year budget of the Forest Service—Northwest Forest and Range Research Center at La Grande, Oregon. It would be of benefit not only to the cattle industry, but in the long run to consumers as well.

TESTIMONY IN REGARDS TO THE FOREST SERVICE ACCELERATED RANGE PROGRAM

The Oregon Cattlemen's Association wishes to go on record requesting proposed funding of $1.6 million for 1975–1976 fiscal year in the U.S. Forest Service budget program.

These funds are requested for the purpose of establishing a "validation area" for the Central Blue Mountains of Oregon.

Intent Of National Program.—The Accelerated Range Program (ARP) is a national approach to redemption of total Forest Service responsibility in range. ARP goals include correcting unsatisfactory range conditions and providing grazing with efficiency. The scope includes all National Forest system, State and Private Forestry Cooperation and Research responsibilities. Thus, many nonfederal lands as well as National Forest systems are included. The ARP recognizes:

Demand for range grazing may double by year 2000

Nation's ranges are capable of meeting higher demand

Technology currently available can boost production now

Forest Service ARP focuses on efficiently producing more livestock grazing from National Forest System, providing advice to private owners of forest range and focusing new research on forest-range problems. Several "Validation Areas" (VA's) will be installed where range systems will be monitored with findings used to redirect the National program.

Again, therefore, the Oregon Cattlemen's Association respectfully requests your approval of $1.6 million to fund this program.

STATEMENT OF JOSEPH M. POLLARD, LEGISLATIVE CONSULTANT—WATERSHED FIRE COUNCIL OF SOUTHERN CALIFORNIA

Senator HATFIELD. Welcome.

Mr. POLLARD. Thank you very much. As you well know, without going into too much time, the problems we have in southern California with the fires. You know the area well. So, we'll just file our statement, Senator, and urge that the committee will do everything possible to put in the appropriation.

I just would like to show you a map, if I could, that you have there, to show that the system does work. The Forest Service was very impressed with the program, and they're supporting the program.

So with that, Senator, we hope the committee will give us due consideration.

Senator HATFIELD. Mr. Pollard, you're always very succinct and to the point. I appreciate, very much, your professional manner of handling this problem. You also realize that visual aids help a great deal.

Mr. POLLARD. As Abraham Lincolun would say, we'll leave it in His wisdom.

PREPARED STATEMENT

Senator HATFIELD. I'd like to have time to visit with you longer. I hope some other trip we'll have that privilege. Thank you very much. Your prepared statement will be inserted in the record at this point.

[The statement follows:]

Watershed Fire Council of Southern California

P.O. Box 3009 Terminal Annex
Los Angeles, California 90051

Statement of
WATERSHED FIRE COUNCIL OF SOUTHERN CALIFORNIA
in support of Fuel Management Funds
for the Southern California National Forests
April 1975

The Watershed Fire Council of Southern California is a citizens' advisory group serving without salary and appointed by the Boards of Supervisors of eight Southern California counties. The Fire Council is concerned with the proper management and protection of the watershed and wildland areas and supports the governmental agencies responsible for these functions. Protection of the watershed areas from fire is of vital importance to life, property, and natural resources and to maintain the water supplies and flood control protection for the adjacent heavily populated areas.

Request:

The Watershed Fire Council urges that the following amounts be added to in the 1976 Fiscal Year U.S. Forest Service budget for the Southern California National Forests:

Chaparral - Fuels Management

Construction	$4,519,000
Maintenance	650,000
TOTAL	$5,169,000

These figures are updated Forest Service estimates of work needed and which can be accomplished in the fiscal year. A detailed breakdown by individual Forests of the funds needed for the first year and a summary of the program needs for five years are attached.

Justification:

The watershed fire fighting capability of our local agencies has progressed immeasurably through the years with the development of improved ground and aerial fire fighting equipment, better communication systems, more accurate weather forecasting on the fireground, and with the provision of increased and better trained manpower using more effective fire fighting techniques. Despite this improvement in fire control capability, brush fires, starting in areas covered with the dense, high fuel volume chapparal typical of the Southern California mountain areas during

periods of adverse fire weather conditions of low humidity and high winds, continue to take their annual toll of thousands of acres of valuable vegetative cover and often reach into the adjacent built-up areas causing heavy losses to structural development. These large scale fires are then followed by severe flood and erosion damage caused by excessive runoff when heavy winter rains fall on the denuded burn areas.

During the past few years it has become more and more evident that no successful solution to the watershed fire problem will be found until more attention is given to breaking up the vast brush fields by reducing the fuel volume on strategic ridges and other areas where the fire protection forces can successfully stop the spread of the fire.

This process of selective reduction of fuel volume by creating fuelbreaks has been termed "fuel management" or "fuel modification" and has been carried on successfully here for the past several years. The value of fuel management work has already been demonstrated.

For example, three fires - the "Akens" fire on the Angeles Forest in 1972, the "Trippet" fire in the Malibu area of Los Angeles County in 1973, and the "Boulder Oaks" fire in 1973 on the Cleveland Forest - were held by the use of existing fuel breaks to a total of 12.000 acres, with a suppression cost of $883,000, and a resource loss of $2,285,000. Conservative estimates indicate that these fires, under the same conditions without the fuel breaks, would have burned 58,000 acres, with a suppression cost of $4,711,000, and a resource loss of $10,828,000, a total potential saving of over $12,000,000 on the three fires.

Thus from a cost-benefit standpoint the fuel management program has already proven to be most successful, and has become a very important part in the overall fire management program.

Therefore, we urge that the funds requested by made available to the Forest Service in the next budget year to continue the Fuel Management Program.

Regrettably, funds for additional fuel management work in Fiscal '75 were not allowed, and money spent on fuelbreak work already started may be wasted if the work to complete and tie the fuelbreak system together is not done. Fire can make an "end run" around an unfinished fuelbreak and completely defeat the purpose for which the project was intended.

Continuation of the fuel management program for the Southern California National Forests is our most pressing need.

CHAPARRAL - FUEL MANAGEMENT

SOUTHERN CALIFORNIA FORESTS - SUMMARY OF FIRST YEAR

A. CONSTRUCTION - Initial Stage for Fuelbreaks and Fuel Reduction Areas

FOREST	MILES	ACRES	COST
Angeles	56	2,120	$1,262,000
Cleveland	60	3,600	800,000
Los Padres	39	7,400	1,100,000
San Bernardino	62	1,500	938,000
Sequoia	29	750	419,000
TOTAL	246	15,370	$4,549,000

B. MAINTENANCE - Existing Fuelbreaks Including Follow-up Stages of Construction

Angeles	110	4,900	$ 186,000
Cleveland	68	5,000	200,000
Los Padres	100	3,600	200,000
San Bernardino	32	800	29,000
Sequoia	24	570	35,000
TOTAL	334	14,870	$ 650,000

REGION 5

FUEL MANAGEMENT NEEDS FOR FIVE YEARS

	Fuelbreaks & Fuel Reduction	Maintenance	Southern* California Forest (Total)	Other California Forests	Regional Total per Year
Year 1	$4,529,000	$ 650,000	$5,179,000	$2,400,000	$7,759,000
Year 2	4,733,000	932,000	5,665,000	3,000,000	8,665,000
Year 3	4,803,000	1,159,000	5,962,000	3,500,000	9,462,000
Year 4	4,578,000	1,237,000	5,815,000	4,500,000	10,315,000
Year 5	4,238,000	1,382,000	5,620,000	5,000,000	10,620,000

*Angeles, Cleveland, Los Padres, San Bernardino, Sequoia

18229

STATEMENT OF DONALD H. GOTT, AMERICAN WALNUT ASSOCIATION

Senator HATFIELD. Mr. Donald Gott.

Mr. GOTT. Thank you for this opportunity, and I can almost assure you that I won't run overtime. I'd like to make just a correction to my statement, if I may. I am executive director of the Fine Hardwoods-American Walnut Association, but today I was appointed by the Hardwood Council, a federation of 20 associations serving all the phases of the hardwood industry, to appear in their behalf, as well as in behalf of my own association. If I could just make that part of the record, I'd appreciate it.

Senator HATFIELD. It will be incorporated as such.

Mr. GOTT. I'm asking for financial support to the Forest Service budget to implement a much-needed national program to improve the use of our valuable hardwood forests.

I did give your secretary a copy of the latest booklet published by the Forest Service, to be incorporated, if I may respectfully request.

Senator HATFIELD. We will receive it for the committee's files.

Mr. GOTT. Because of our overdependence on softwoods for many years, which means overuse for softwoods and underuse for hardwoods, our hardwoods have not had the accelerated national research program to improve their utilization through more economically and environmentally acceptable harvesting, processing, and marketing. This will be coordinated by the U.S. Forest Service in its research efforts with industry, universities, and other public and private agencies at the following locations: The Forest Products Laboratory, Madison, Wis.; the Northeastern Forest Experiment Station at Upper Darby, Pa.; the North-Central Forest Experiment Station at St. Paul, Minn.; Southeastern at Asheville, N.C.; and Southern at New Orleans, La.

Therefore, by labeling this program "The Hardwood Program," what are its objectives? One, to improve the Nation's material supply of hardwoods. Two, to lower the cost of wood products. Three, to find environmentally acceptable processes, and to do this we would increase the total hardwood supply by whole tree harvesting; more hardwood in paper products; hardwoods for chemical usage; more hardwoods in appearance products, such as your wall paneling, furniture, and those that are pleasing to the eye; more structural uses; better ties and palates; and lastly, and by far not the least, for energy in the consumption of wood waste versus other fuel energy materials.

Therefore, may I conclude by respectfully requesting $2,100,000 to be added to the 1976 Forest Service budget to begin this vital effort. Thank you very much, Mr. Chairman. I think I'm within the 5 minutes.

Senator HATFIELD. You have restricted yourself very well, and I have time to go into some detail with you on this program.

As you know, we have a great interest in forestry and my interest, of course, extends beyond the softwoods. I have to say to you very frankly, I would be for utilizing research moneys for appearance products and for chemicals, but when you want me to support your putting down good hardwood for things like pallets and ties, it almost

seems a shame to use beautiful wood in things like paper products, and things of this kind.

I recognize, from the market point of view, you have to maintain a diversity, but when I see beautiful panel wood—there's nothing more pleasing to my eye than a beautiful piece of carved furniture, and other fine wood products. To think of it being put down to run a train over, that bothers me.

Mr. GOTT. Mr. Chairman, I agree with you 100 percent. There's nothing like wood, especially the kind you see and feel. What we mean, more specifically in ties and palates, is the residue, which we are now leaving in the woods in the form of crowns and limbs.

Senator HATFIELD. Whole utilization?

Mr. GOTT. Yes, sir.

Senator HATFIELD. That's not utilizing this fine wood for other than these products, because it would be wasted?

Mr. GOTT. Absolutely not.

Senator HATFIELD. All right then, I'm with you. You would keep the beautiful pieces, the size that goes in panels and furniture, just for that; wouldn't you?

Mr. GOTT. I'll guarantee that.

PREPARED STATEMENT

Senator HATFIELD. Thank you. Your fine statement will be included in the record.

[The statement follows:]

Chairman Byrd and Members of the Subcommittee:

I am Donald H. Gott, Executive Director of the Fine Hardwoods-American Walnut Association, representing an industry vitally interested in the research programs of the Forest Service with headquarters in Chicago, Illinois.

I am asking for financial support to the Forest Service Budget to implement a much needed national program to improve the use of our valuable hardwood forests.

For the past several years, members of the hardwood industry have been aware of an increasing problem in this Nation. We are not paying enough attention to and not making full use of our hardwood forests. We have relied too much on a bounty of softwood timber even though more than half of the forest land is this country is in hardwoods, primarily in the East.

Softwood timber was and is an extremely valuable resource. It has excellent technical properties for specific uses, and it will continue to be in strong demand for construction. But we are overdependent on softwoods and at the present demand rates, shortages of reasonably priced wood will develop within a relatively short period of time. This would have a serious impact on home-building and force us to use more energy-demanding substitute materials at higher costs. The irony of this situation is that while the softwoods are being overused, we have a substantial underutilization of hardwoods. While some of the reasons for underutilization of hardwoods are based purely on tradition, there also are some valid technical reasons why we do not make better use of them.

We need to develop new technology for efficient removal of timber products from the eastern forests so that we can make use of the whole tree, we need systems for extracting timber from a variety of land forms, including steep slopes that are susceptible to logging damage with some conventional methods. Forest land owners want assurances that their land will not suffer permanent damage, and timber operators need methods and equipment that will permit them to operate competitively with a fair profit margin. Skyline logging systems need to be tested in the East and their impact on soil, water, and wildlife needs to be assessed, along with impacts on forest land esthetics.

A second major area needing research is in wood processing and practices. We need new processing methods to improve the yield of material used for its beauty or for its fiber content. We need new methods for extracting from wood chemicals that now come from oil. Improved technology could substantially increase the amount of hardwoods used for sheathing and framing in home construction. With proper technology, we could build bridges and perhaps produce pallets and railroad ties that would last much longer. Along with the need to make better and more complete use of this raw material, we need to reduce the amount of energy required in processing. In short, these lines of research can make substantial reductions in costs and energy requirements, and at the same time, extend supplies of timber.

It is well known that there are huge quantities of residues left in the forest, and at the mills and plants. Research must develop new and economical ways to capture what we now call waste. Some of the possibilities, such as livestock feed from wood waste, are fascinating, and are theoretically possible, but are awaiting scientific technology to become a practical reality. Finally, this new technology must also be accompanied by research efforts in economics and marketing to insure that the information developed can be effectively and rapidly put to use.

Fortunately, the Forest Service has a number of outstanding laboratories with the scientific capabilities of mounting an accelerated research program in: (1) Forest Products Utilization; (2) Forest Economics and Marketing; and (3) Forest Engineering. The Forest Products Laboratory, the Northeastern, Southeastern, North Central, and Southern Forest Experiment Stations all have unique talents for solving significant parts of this important program. The rate at which problems are solved will be directly related to the annual funding level. I recommend that $2,100,000 be included in the 1976 Forest Service research budget to begin this essential effort.

STATEMENT OF ART ENNIS, UPPER MISSISSIPPI VALLEY SECTION, SOCIETY OF AMERICAN FORESTERS

Senator HATFIELD. Mr. Art Ennis, Upper Mississippi Valley Section, Society of American Foresters.

Mr. ENNIS. Greetings Senator. It's good to see you again, sir. As stated, my name is Art Ennis, chairman of the Upper Mississippi Valley Section, Society of American Foresters, and I'm here today to speak to that portion, the $950,000 request for appropriations to the North-Central Fort Experiment Station in St. Paul, Minn., for forest inventory. This is part of the $5,559,000 requested by the Forest Service for inventory across the Nation.

As a matter of background, membership in our section includes professional foresters of all employer groups, Federal, State, county, municipal, industry and self-employed, and others, as you well know. And, we represent diverse interests vitally concerned with the research programs of the U.S. Forest Service.

I am here to discuss additional financial support to the Forest Service budget to implement and carry out an accelerated resource evaluation by the North-Central Forest Experiment Station. There is an urgent need for more frequent monitoring of the forest resources in the Lake States, of which Minnesota's forests are an integral part. This need is based on the complex and rapidly changing supply and demand situation affecting all our natural resources, but especially our forests.

The demand for forest resources is affected by the fluctuating business cycles in this country, but the supplying forest resource adjusts over a much longer cycle.

Today, it is more important than ever to know the status of our forest resources. Timber removals for products, and forest land removals resulting from establishment of parks and wilderness areas, land clearing for agriculture, transportation systems, urbanization, utility rights-of-way, mining, and other reasons, have accelerated in recent years. Demands to convert forest lands to other land uses are expected to increase. Technical changes in harvesting and processing of timber are rapidly altering the timber supply and demand outlook.

If we are to plan wisely for the optimum use of our renewable natural forest resources, then it is imperative we conduct more frequent assessments of our forest lands. These inventories yield information to satisfy the future shifting demands of our American people.

Past funding of the Forest Service research effort has failed to keep pace with the rapidly rising costs of conducting surveys on what was originally a planned 10 year cycle in the north-central region. The intervals between forest resource evaluations have lengthened to the point where they are no longer useful. For example, under present funding levels, resource information on Minnesota forest lands will be over 15 years old before the current survey can be completed and new information available for future planning and evaluation.

Data of such vintage do not provide a basis for coping with the rapidly changing impact of social and economic pressures. Thus, the changing conditions cause the old 10-year-cycle objective to be inadequate for resource assessment needs.

What is urgently needed now is a reassessment and detailed evaluation every 5 years. This 5-year survey and assessment cycle in the north-central region is necessary not only for Michigan, Minnesota, Wisconsin, and Missouri, but for the other more lightly forested States of Illinois, Indiana, Iowa, Kansas, Nebraska, North Dakota, and South Dakota.

The Forest Service in the north-central region has developed improved techniques for making forest resource assessments and has established a reinventory sampling system. Their data retrieval programs are current and statistical evaluation methods have proved to be sound. This resource inventory and evaluation system is fully operational but lacks funds. New demands for up-to-date information related to the forest resources of this region include wildlife habitat conditions, insect and disease occurrence, recreation uses of the land, water quality and competing land uses that are difficult to predict unless the base data are current.

The 15- to 20-year-old data are impossible to mathematically project accurately even to the present, much less into the future. Additional data are needed as demands shift for, and among, competing forest land uses.

A high level of expertise is available and inventory systems are operational at the North-Central Forest Experiment Station. The data base is not current enough, and the ground data collection system is limited by manpower due to low funding. As a result, the reinventory and assessment system is too slow. An additional appropriation of $950,000 per year to the Forest Service would make it possible to establish and maintain a 5-year forest survey cycle in the north-central region.

Our evaluation and schedules are attached to my statement.

Senator STEVENS [presiding]. As you can see, we've had to shift gears, Mr. Ennis. Senator Hatfield was needed elsewhere. I'm happy to have your statement, and as I understand it you're looking at $906,000 in additional appropriations for the north-central region.

Mr. ENNIS. That's correct. That's part of the $5,559,000 in the total Forest Service survey request.

Senator STEVENS. Is this in addition to the request?

Mr. ENNIS. No, sir. It's part of the budget request.

Senator STEVENS. It's in the budget now?

Mr. ENNIS. Yes.

Senator STEVENS. I'm grateful to you and your society representative for taking the trouble to support that request. I doubt if there would be any difficulty this year, in view of the great need in the area of which you address. Thank you very much for your testimony. The tabulated information attached to your statement will be included in the record.

Mr. ENNIS. Thank you.

[The information follows:]

Forest Resources Evaluation in the Lake States & Plains States--Fieldwork Schedules with and without additional funding 1/

State	Present Schedule (with no additional funding)	5-year (with $950,000/yr additional funding)
Minnesota	1974-78	1974-1976
Michigan	1978-82	1976-March 1977
Wisconsin	1982-86	March 1977-1978
North Dakota South Dakota	1986-87	1978-July 1978
Nebraska Kansas	1987-89	July 1978-July 1979
Missouri	1989-93	July 1979-March 1980
Minnesota	1993-97	March 1980-March 1981

1/ Continuing Federal appropriations beginning in Fiscal Year 1976 for Forest Resources Evaluation by the North Central Forest Experiment Station.

STATEMENT OF RALPH BLACK, EXECUTIVE DIRECTOR, AMERICAN SYMPHONY ORCHESTRA LEAGUE

ACCOMPANIED BY GRETCHEN P. RALPH

Senator STEVENS. Next is Mr. Ralph Black.

Mr. BLACK. This is Gretchen P. Ralph, a volunteer from Syracuse Symphony Orchestra up in Syracuse and member of the board of directors of the American Symphony Orchestra League.

Senator STEVENS. I'm glad to have you here.

Mr. BLACK. I am Ralph Black, executive director of the American Symphony Orchestra League. I am here to testify on behalf of the Nation's 1,351 symphony orchestras. We reach out across America from the largest metropolis to the smallest hamlet; we are bringing music to 23 million people. It is on behalf of those audiences, musicians, our employees, and our volunteers, that we are asking you to fund the full $126 million authorized for the National Endowment for the Arts.

I know of your concern as legislators for the economic welfare of our country. Inflation is a primary problem. Our largest symphony orchestras have absorbed over 20-percent inflation in the past 2 years with no increase from the National Endowment and we stand at the brink of crisis. Unless there is full funding, our economic needs leave us few options but to begin to cut back on the vast outreach programs which were the hallmark of the last decide.

Orchestras shared those outreach goals with the Federal Government—to take the arts to the people where they live. This is fulfilling a truly populist movement in response to an overwhelming demand. It has been little short of a miracle.

When Congress considers the arts, the word "frill" is often used in regard to the bill. Can 15,000 jobs within orchestras alone be considered a "frill"? At what cost could you replace those jobs with other Federal programs wherein private money was not a factor? We are an industry; an industry which spends $135 million annually for musicians, stagehands, printers, and other ancillary industries. The arts stimulate the tourist and restaurant business. We must be taken seriously now in your voting because those are very real jobs.

You are concerned with inflation. Our musicans in the 117 largest orchestras earn an average of $5,300 a year. Surely an increase in the program cannot contribute to a serious inflationary spiral. They are earning a wage unthinkable in other industries.

We need to discuss some of the elitist myths surrounding symphony orchestras. We have shattered those myths by taking music to people where they live. Today we reach 23 million people but over 10 million of our audience are outside concert hall, in parks and plazas, hospitals, housing developments, homes for the aged, manufacturing plants and even prisons. We carry the magic of the concert hall to 3 million schoolchildren in youth concerts and residency and ensemble programs. Over 40 percent of all our activity now is outside the concert halls in the movement to carry forth our mandate of being responsive to the needs of all the people. The goal of the endowment is to carry the arts programs to all the people. We state categorically, it is a Government program which works. It works as you intended it should.

You may ask why symphonies simply don't charge the so called elite in the concert hall the actual cost of a ticket and quietly go away from Government's door. First, we are a labor intensive industry with over 60 percent of our costs going for salaries and there is simply no way to boost our per man-hour production. No one has yet discovered how to double or triple time their way through Beethoven or to dispense with the four nonincome producing rehearsals needed to produce a professional concert. We can amortize those rehearsals by touring, which we do, but to raise the price of the ticket to cover all costs would negate the underlying ideal of all orchestras, to reach all people. We do our own job well. We earn 51 percent of our costs.

Is Federal money well spent on the arts? What has this program produced? There was, at the outset, a very real fear that once tax money became a reality, private support would diminish. The reality is that for every dollar of support the Federal Government appropriates, symphony orchestras bring in $19 through ticket sales and contributions. This is a specific example of a Government program which works as the Congress intended. One in which the private sector continues to step forward first to demonstrate that it cares before asking for the Federal dollar. This is a clear demonstration of the voters' love for the arts, it is continuing and ever growing.

Reference has been made to the fact that there are 1,240 smaller orchestras which are not directly funded by the National Endowment. The endowment does, however, aid the small orchestras through technical assistance, do it yourself workshops, residency programs and so forth. The endowment, by law, also gives 20 percent of their funding to the States and that helps the small orchestra. The small orchestras do need more help, all orchestras do, but we feel the endowment is doing the best it can with the available funding. Because of the constant shortfall between authorizations and appropriations, choices have had to be made by the National Endowment.

In closing, we know you must consider the matter of priorities. Surely there can and must be something more than the .036 percent of this national budget now being spent for the arts. The National Endowment for the Arts is greatly enriching the quality of life for all of us. Our audiences already demonstrated their priorities: The doubling of symphony audiences in only 10 years and private dollars growing in the same period from $11 million to $43 million.

In this Bicentennial year, we request full funding of $126 million for the arts. We ask you to fulfill the words of John Adams when this Republic was founded: "I must study politics and war, my sons mathematics and agriculture, in order to give their children painting, poetry and music." We can do no less than make that a reality, now.

Senator STEVENS. Thank you very much. The committee is very familiar with the request of the National Endowment for the Arts. We just did add some additional money to the bill that was just passed, the emergency employment appropriations bill. We're familiar with the request for the additional amount for the authorization and we will do what we can. It depends an awful lot on what the House does.

Mr. BLACK. Thank you Senator.

Senator STEVENS. Thank you very much.

STATEMENT OF GERALD F. PRANGE, NATIONAL FOREST PRODUCTS ASSOCIATION

Mr. PRANGE. Mr. Chairman, my testimony concerns the proposed Forest Service appropriations of $11,145,000 for forest products utilization research. And specifically support for the $681,000 additional funds to accelerate work on Project Stretch.

My name is Jerry Prange. I'm vice president for technical services of the National Forest Products Association. We're a federation of 26 lumber and wood products and timber-growing associations. I'm appearing in behalf of Dr. Herbert McKean who is vice president of research and development for the Potlatch Corp. in Lewiston, Idaho. Dr. McKean regrets that other matters prevented his attendance today.

If the Nation's housing requirements and other wood product and wood fiber needs are to be met, two things we feel must be done: (1) timber growth and harvest on public and nonindustrial private forest lands must be increased, and (2) the total available timber supply must be extended through more efficient use. Forest service research will play a key role in determining how rapidly the more efficient utilization of wood fiber is achieved. For this reason, the National Forest Products Association, and our sister organization, the American Paper Institute, which represents over 200 manufacturers of pulp and paper products request your support of the proposed $11,145,000 appropriation for forest products utilization research conducted at the Forest Products Laboratory, the eight regional forest experiment stations and the Institute of Tropical Forestry.

Both my organization and the American Paper Institute maintain close liaison with these laboratories. Technology constraints, approaches to technical problems and application of research results are discussed on a regular basis. It is from this firsthand knowledge that we request your support for these research programs.

I particularly urge your support for the $681,000 in additional funds we understand are being requested in the budget to accelerate work on Project Stretch type research at the Forest Products Laboratory. Stretch aims at multiplying the effectiveness of the total sawtimber harvest.

Work in this category includes comprehensive research on automated quality grading and assignment of logs to their most valuable use, improved sawing and processing systems and improved engineering utilization of lumber products for use in housing and other construction. Stretch is an effective research program directly focused on meeting the Nation's increasing need for wood products. As such products are utilized in more efficient wood systems, a need will also exist for full-scale testing of wood structures. Planned facilities for such testing at the Forest Products Laboratory will require funding in future budgets.

One area receiving scant attention, but which offers great potential in meeting future demand for fiber, is the extensive forests of oaks, maples, gums, beeches, poplars, and other hardwoods growing throughout the eastern half of the country. This under utilized hardwood inventory is expected to increase appreciably in the next 30 years. The technology required to achieve broader utilization of hardwood for construction, paper, millwork and furniture, and chemicals is lacking.

We ask your support for and encouragement of Forest Service research initiatives in this area.

The president of one of the Nation's largest lumber and wood products corporations has stated that the United States has the capability of achieving the same strong position in the world's wood market that the Persian Gulf countries now hold on oil. He postulates that the United States and Canada have the joint capability of meeting the soaring worldwide demand for wood in ways that can improve world stability. If this tremendous potential for the Nation's timber resources, 52 percent of which are owned by the Federal Government, is to be realized, forest products utilization research conducted by the Forest Service must be adequately funded.

Thank you for the opportunity, Mr. Chairman.

Senator STEVENS. We appreciate your time in supporting the effort.

STATEMENT OF ROBERT HILTON SIMMONS, FREELANCE WRITER, WASHINGTON, D.C.

Mr. SIMMONS. Mr. Chairman, I'm Robert Simmons, a freelance writer from Washington, D.C. My testimony concerns irregularities in the administration and application of appropriated funds by the Smithsonian Institution. The intention of this testimony, to be frank, is to bring matters out in the public and to endeavor to force this committee and other subcommittees of the Appropriations Committee to initiate General Accounting Office investigations in the matters that have repeatedly been brought out into the public in the past few years; and also, if I may, to initiate to the Department of Justice investigations into certain aspects of these. My testimony, I think, might, if you were interested, go over the 5-minute level and I'm quite willing, if you wish, to yield now to the other witnesses who have been waiting here for a long time and pick it up at the end of their testimony if you could, perhaps, give me just a little bit longer than 5 minutes.

Senator STEVENS. I'm sorry. We have to finish these witnesses tonight. We have a full day tomorrow and then we start on a whole new area on Thursday.

Mr. SIMMONS. Than I'll simply submit this for the record and try to get through it as fast as I can.

Senator STEVENS. Thank you.

Mr. SIMMONS. The Smithsonian Institution has asked this year for a total of $94,300,000 in new budget authority, which means funds from the U.S. Treasury for its support in fiscal year 1976. Millions more from the same source will be given to the Smithsonian in grants and contracts from other Federal agencies, such as Department of Defense, National Aeronautics and Space Administration, et al.

The United States Constitution, article I, section 9, states: "No money shall be drawn from the Treasury, but in consequence of appropriations made by law; and a regular statement and account of the receipts and expenditures of all public money shall be published from time to time."

In the Smithsonian budget you will find, over and again, that among these 21 subdivisions of the Smithsonian, that there are bureaus that have no authorizing legislation passed, whatsoever. These include the

51-957 O - 75 - pt. 4 - 53

Cooper-Hewitt Museum, the Chesapeake Bay Center for Environmental Studies, the Center for the Study of Man, and several others which I would be glad to submit a list of for the record.

The second point is, the law, under title XXXI, section 628, states that funds that are appropriated for a purpose, must be spent for that purpose. Normally that means that these funds, if they are to be spent for another purpose, that a reprograming has to be made before these subcommittees of the Appropriations Committee before the House and Senate.

These reprograming recommendations and requirements have simply not been taken by the Smithsonian Institution time after time. Money that's appropriated for one purpose is not spent for that purpose, over and over again. This subcommittee took up one factor of that a couple of weeks ago in regard to money that was spent by the Hirshorn Museum for one purpose, which was appropriated for another purpose, and there are many other instances.

At hearings on the Smithsonian Institution budget justifications for fiscal 1976, conducted by this subcommittee on April 23, 1975, Senator Stevens, acting chairman, asked the following questions of the Smithsonian Secretary S. Dillon Ripley regarding possible criticisms of the Institution in the press:

"Are there any clippings this year about any portions of the Smithsonian we ought to be familiar with?"

Secretary Ripley replied: "There were a couple of clippings during the summer. Perhaps they flew out with the autumn leaves."

Senator Stevens then asked: "There is no current controversy that we ought to be familiar with before we walk out and try to defend this budget on the Senate floor?"

Senator STEVENS. Mr. Simmons, I have to cut you off now. We have a lot of people that have come a long way out of town, and some of my own constituents are back there, too. They've been waiting for a long time.

I am familiar with some of the background that you are reciting. The legislative committees have jurisdiction over the matter, Senator Moss' subcommittee, and he's one of the ones that served on the Smithsonian Board of Regents. So, I think it would be most proper that you seek to appear before the legislative committee, because this committee deals with the amount of Federal funds that goes to the Smithsonian, which is a very unique institution. I think it's one of the most unique in our system of government.

I am not hesitating to be critical of some of their practices, but they are a fine institution and I think if there are going to be any changes made in their procedures, they would have to be made through an act of Congress, that this committee would have no jurisdiction over. So, while I appreciate your statement, and it will be printed in full in the record, I really don't think it's relevant to this committee's consideration of the budget request that's presented to us, which we examine in very minute detail, particularly in view of some of the comments that you have noted, and that have appeared in the press. We'll continue to do that, but meanwhile, if you seek a change in the law, I think you should address your testimony to the legislative committee, which could affect that. We could not.

I believe you understand that situation and our position on the matter. We must move ahead and hear these people who are here to petition the Congress for money which is within the jurisdiction of this committee.

Mr. SIMMONS. Surely, Senator, I appreciate that. These matters will be taken up in other hearings.

You'll find in the second part of my statement, some interesting information that does pertain to the immediate concerns of this subcommittee.

PREPARED STATEMENT

Senator STEVENS. I have looked at that. If we had the time, I'd be happy to have a discussion with you, but I think we have to be courteous to the people that have been waiting this long. We do have to proceed.

I do thank you for your statement and your interest in the administration of the Smithsonian. Your prepared statement will be inserted in the record at this point.

Mr. SIMMONS. Thank you, very much.

[The statement follows:]

The Smithsonian Institution has asked that it be given a total of $94,300,000 in "new budget authority" -- funds from the U.S. Treasury -- for its support in Fiscal Year 1976. Millions more from the same source will be given to the Smithsonian in grants and contracts from other Federal agencies, such as Department of Defense, NASM, et al.

The United States Constitution, Article I, Section 9, states: "No Money shall be drawn from the Treasury, but in Consequence of Appropriations made by Law; and a regular Statement and Account of the Receipts and Expenditures of all public Money shall be published from time to time."

This testimony will demonstrate that these basic Constitutional guarantees, as well as other Federal laws, are being violated by the Smithsonian Institution in the administration of its Federal budget and the activities financed by this money from the U.S. Treasury.

At hearings on Smithsonian Institution Budget Justifications for Fiscal Year 1976 conducted by this subcommittee on April 23, 1975, Senator Stevens, Acting Chairman, asked the following questions of Smithsonian Secretary S. Dillon Ripley regarding possible criticisms of the Institution in the press:

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Secretary Ripley replied: "There were a couple of clippings during the summer. Perhaps they flew out with the autumn leaves."

Senator Stevens then asked: "There is no current controversy that we ought to be familiar with before we walk out and try to defend this budget on the Senate floor?"

Secretary Ripley responded with the silent negative. Earlier, in reply to a question about criticism of the Secretary's travel expenses for 1973 (a total of tens of thousands of dollars) and his absenteeism (a total of seven months away from Washington), Secretary Ripley replied:

"These things ebb and flow like autumn leaves and spring buds, Mr. Chairman."

These responses clearly indicate the attitude the current Smithsonian administration has toward the Congress. The fact is that numbers of articles have appeared in the past year seriously critical of Smithsonian irregularities -- all relevant to the Federal support that made them possible.

One "current controversy" was reported on Wednesday, May 7, 1975, on the front page of The New York Times in an article by Ernest Holsendolph entitled "Job Favoritism Is Found in Study of U.S. Agencies: Rep. Moss Makes Public Data Kept Secret by Civil Service Unit."

The article began as follows: "Cronyism, political favoritism and other irregularities are being used by a number of Federal agencies to fill their employment needs, according to reports by the United States Civil Service Commission."

Prominent among the agencies involved was the Smithsonian Institution. A suppressed report dated September, 1973, found the Institution seriously negligent in its responsibilities to the Federal laws regarding equal-employment-opportunity practices. Blame for this negligence was placed squarely on "top management" -- that is, Secretary Ripley and his associates, the Under Secretary, Assistant Secretaries, and Regents.

At one point the long report stated: "The Smithsonian Institution ... is so unique that many Smithsonian managers and supervisors have no great awareness of being part of the Federal civil service and, therefore, no great sense of urgency in fulfilling the public policy responsibilities which are theirs as Federal employees. Contributing to the problem is

the fact that top management is not holding managers and supervisors accountable for carrying out the EEO responsibilities nor evaluating their effectiveness in furthering EEO objectives.

"In interviews with employees, dissatisfaction with supervisors was the major complaint received. Employees cited the failures to discipline problem employees, the failure to award recognition to outstanding employees, the lack of effective performance evaluation, the absence of career counseling, and favoritism in promoting and providing training as significant concerns. Many minorities and women tended to view all of the above as discriminatory practices."

Perhaps when Secretary Ripley made his remark to the Acting Chairman that "these things ebb and flow like autumn leaves and spring buds" he was still confident that this suppressed report would remain suppressed. He may have been satisfied that the laws circumvented and ignored -- Public Law 92-261 and Executive Order 11478 -- could remain circumvented and ignored, protected as he was by the members of the Smithsonian Board of Regents, which includes the Chief Justice and influential Senators and Congressmen, who share his responsibilities toward the Federal law.

In any event, he must have known that many other critical articles had appeared and that their content was serious. Among these were the following:

1) "Smuggled Antiquities," by Jack Anderson, Washington Post, March 16, 1974.

2) "A 'Shoo' Stopper," by Judith Martin, Washington Post, June 20, 1974.

3) "Bird Chaser," by Jack Anderson, Washington Post, Aug. 2, 1974.

4) "History Lesson," by Jack Anderson, Washington Post, Aug. 19, 1974.

5) "The Hirshhorn: Getting the Bugs Out," by Benjamin Forgey, Washington Star-News, Oct. 1, 1974.

6) "Hirshhorn Museum Unveiled in Capital," by Grace Glueck, New York Times, Oct. 2, 1974.

7) "Hirshhorn Price: A Piece of the Nation's Soul," comment by Eric Sevareid, CBS Radio Network, Oct. 2, 1974.

8) "The Avid Eclectic," Time magazine, Sept. 30, 1974.

9) "Critism of Hirshhorn Museum," by Ada Louise Huxtable, New York Times, Oct. 6, 1974.

10) "A Critique of the Hirshhorn Museum: Big Deals and Bitter Endings," by Suzanne Stephens, Artforum magazine, February, 1975.

11) "Questionable Disposition and Use of Gifts by Smithsonian Institution," Chapter 4 of General Accounting Office Report #ID-75-51, "Proposals to Strengthen the Foreign Gifts and Decorations Act of 1966, March 26, 1975.

12) "Nixon Aided on Keeping Foreign Gifts," by Maxine Cheshire, Washington Post, March 28, 1975.

13) "Job Favoritism Is Found in Study of U.S. Agencies," by Ernest Holsendolph, New York Times, May 7, 1975.

14) "'Unique' Problems at Smithsonian," Federal Times (weekly), May 14, 1975.

15) "Boorstin To Be Congress' Librarian," by William Gildea, Washington Post, May 9, 1975.

16) "Boorstin to Get Librarian Job," Associated Press, Washington Star, May 9, 1975.

17) "Library of Congress Gets Nonlibrarian," This Week in Review, New York Times, May 11, 1975.

18) "Government's Record Is Bad on Job Equality," This Week in Review, New York Times, May 11, 1975.

The essential fact of the irregularities detailed in these articles is the repeated and unrelenting disrespect for Federal law manifested by Smithsonian administrators. The suppressed Civil Service report of September, 1973, cited the Smithsonian administration for having "no great sense of urgency in fulfilling the public policy responsibilities which are theirs as Federal employees." That statement is much too delicate. The plain and demonstrable fact is that Secretary Ripley and his associates seem willfully to choose, over and over again, to violate United States Federal laws. They indeed seem to consider themselves to be "above the law."

In the one matter of equal-employment-opportunities laws, for example, the Civil Service Commission investigated Smithsonian practices back in 1969 and 1970, publishing a report late in 1970. That report, according to those who saw it, was severely critical of Secretary Ripley and his associates. It was suppressed. And it was disregarded. In July of 1970, the House Subcommittee on Library and Memorials conducted legislative oversight hearings on the Smithsonian, taking extensive testimony about employment practices. In its Report to the Congress (House Report 91-1801) the subcommittee concluded: "Discrimination is most likely to be practiced where it is least likely to be discovered. The Subcommittee strongly feels that the Smithsonian Merit Promotion Program could be an ideal discriminatory device... The Subcommittee suggests that the Smithsonian carefully review its promotion procedures, and should it concur with the opinion of this Subcommittee, not hesitate to establish a new system."

This report and this Congressional advice was also apparently disregarded. And so, in 1973, the Civil Service Commission was caused to conduct another investigation of the Smithsonian, again finding the Smithsonian administrators seriously in violation of United States laws relevant to equal-employment-opportunities practices. This report was also suppressed, as The New York Times has noted. And, again, the recommendations were apparently disregarded. The fact is that Smithsonian employees today are still discriminated against and can obtain a fair hearing for their grievances only after hiring attorneys to represent them in their appeals for justice. Meanwhile, the favorites and the cronies, even when incompetent, enjoy their special privileges, their ever-increasing super-salaries, their Georgetown mansions, and their luxurious travel allowances.

The House Subcommittee on Library and Memorials, in its Report to the Congress in 1970 regarding Smithsonian financial management, concluded: "The Subcommittee indeed wishes to make the following recommendation: that the Smithsonian reveal, in as much detail as is presently the practice with respect to expenditures of public funds, both the sources of private funds and the manner in which they are expended."

The Smithsonian administration did not comply with this recommendation. Indeed, the Secretary has flatly refused to make public any proper accounting for "private funds" and the Regents have firmly supported this position. The General Accounting Office is excluded from any investigation. The Department of Justice is satisfied to accept the legal opinions of the Smithsonian Office of General Counsel (appointed by Secretary Ripley) in all these matters, perhaps noting, after all, that the Chief Justice of the United States is also the Chancellor of the Smithsonian Institution, and is equally responsible, together with the Secretary, for the irregularities in question. Why "rock the boat"?

The "Secretary's Reserve Fund" is provided with skim-off funds in the following manner:

1) The Smithsonian Institution receives "grants and contracts" annually from such Federal agencies as Atomic Energy Commission, Department of Commerce, Department of Defense, Department of Health, Education and Welfare, Department of Interior, Department of Labor, National Aeronautics & Space Administration, National Science Foundation, and Na-

tional Endowments for the Arts and Humanities. These are first of all, of course, appropriations from the Treasury to these Federal agencies. At the moment the Smithsonian receives these grants and contracts, however, they become so-called "private funds."

From these newly designated "private funds," 28% is deducted and this sum goes into the "Secretary's Reserve Fund," to be distributed according to the discretion of the Secretary. These Federal grants and contracts average a total of some $12,000,000 each year. Thus, the "Secretary's Reserve Fund" receives some $3,360,000 per year from this skim-off source.

2) The "Excess Foreign Currency" Program of the Smithsonian provides Federal appropriations of some $4,500,000 each year in money derived from the United States Treasury but impounded in certain foreign countries. It is understood that a skim-off of some 28% is also taken from this fund and transferred into the "Secretary's Reserve Fund." Thus, the skim-off amounts to an estimated $1,260,000 each year from this Federal source.

3) Most flagrant violation of all, skim-off is taken each year from the direct operations appropriations given from the United States Treasury to the support of the Smithsonian Institution. A skim-off of some 7% is taken from the budget of nearly all the Federal bureaus that comprise the Smithsonian Institution. This 7% skim-off goes into the "Secretary's Reserve Fund." This represents Federal funds converted directly into private funds -- in apparent violation of Federal laws. In Fiscal Year 1975, for example, this 7% skim-off was deducted from an estimated $50,000,000 of the Federal appropriation and placed in the "Secretary's Reserve Fund." Thus, a skim-off sum in the amount of an estimated $3,500,000 was produced from this Federal source.

4) The Freer Gallery of Art possesses an endowment of some $20,000,000. The Federal Government is responsible for the administration of this fund, through the administration of the Smithsonian Board of Regents. Annual skim-off is taken from this source and placed in the "Secretary's Reserve Fund" also. A skim-off of 15% is deducted from the annual interest of the Freer Fund, and this skim-off is given to the "Secretary's Reserve Fund." Since the interest is some $800,000 per year, this source provides a revenue of some $120,000 per year. Although this is not from Federal appropriations it represents an excessive skim-off and for a purpose not confirmed by law. The Federal Government is responsible.

5) A fifth source of skim-off for the "Secretary's Reserve Fund" is the so-called "private revenue-producing activities" of the Smithsonian. The Smithsonian magazine itself is estimated to gross more than some $5,000,000 per year. What the skim-off from these sources amounts to each year cannot be estimated. Neither can it be investigated. Nor is it accounted for.

Recapitulation of estimated annual skim-off going to "Secretary's Reserve Fund":

1) Federal grants and contracts.....	$3,360,000
2) "Excess Foreign Currency".....	1,260,000
3) Direct Federal appropriations.....	3,500,000
4) Freer Fund interest.....	120,000
5) Private revenue-producing activities.....	?-------
GRAND TOTAL ESTIMATED SKIM-OFF.....	$8,240,000

STATEMENT OF EDWARD WESTON, ACTOR'S EQUITY ASSOCIATION, WESTERN REGIONAL DIRECTOR

Senator STEVENS. Mr. Weston.

Mr. WESTON. I have a prepared statement, Mr. Chairman, and if it will be included in the committee's record, I will not read it. If I may, I would like to add a few comments to it.

I'm the assistant executive secretary and western regional representative of Actor's Equity, Association. We represent all of the performers in the legitimate theater throughout the United States. At a time when the unemployment rate in the United States is approximately 8.7 percent, our membership is unemployed to the extent of 75 to 80 percent. It's quite a distastrous figure for us.

I'm here to echo the appeal of a colleague on the National Endowment of the Arts to ask that the authorization for funds be set at the maximum level of $126 million, rather than the $82 million requested.

It's vital to us, not only to the artists who are unemployed, but I think to the welfare and economy of the country.

The Congress has appropriate approximately $2.5 billion for a comprehensive employment and train act, which does not really affect the artists or the arts of this country. The additional moneys that can be allocated to the Endowment, can be used expressly for this purpose without the introduction of additional bureaucracy.

So, we are urging that this appropriate be at the highest level. It's not just for the artists involved and the culure of the country, but quite obviously, for the many people who are dependent on the theatrical industry for their professions.

To cite an example, in Los Angeles, which is my home, the introduction of a music center there 10 years ago, the Three Theaters, in a dilapidated, broken-down section called Bunker Hill. Since that time, the entire downtown area of Los Angeles has been revitalized. It has brought back business, industry, to a city which was literally falling apart. I think the same could be demonstrated in other areas.

So, what we're asking is not purely selfishly for the arts and the artists, although I think that is a good selfish reason that affects all of us, but it also has to do with the economy of the rest of the country, and I think it's succeedingly valuable; and we urge your support of it.

Senator STEVENS. I appreciate your statement and we will print it in full. The Endowment for the Arts has almost a 10-percent increase in the budget, that was submitted. We don't know yet what our colleagues in the House will approve this year. When the Endowment was here, I pointed out that it was my memory that almost 50 percent of the Endowment Arts grants was spent in New York, Massachusetts, and California. That may have something to do with some of the lack of support for increased appropriations. I think it's something that they are addressing and they are now working on having greater diversity this year than they had last year.

We are doing our best to increase this amount and I'm sure the committee, as I've told the other witnesses, will give serious consideration to the full amount of funding level. It is still a factor, I think, in terms of congressional support in terms of the concentration of their expenditures in those three States.

Mr. WESTON. The State of Alaska, if I might say, is in my administrative jurisdiction, and of course, we always bemoan the fact that

there really is no professional theater in the State of Alaska. There's something very wrong with that. I think our great hope is through the endowment. The fact that you'll find a number of diversified industries within the theatrical industry here, all supporting the endowment as the best hope of seeing that States, such as Alaska, Hawaii, Wyoming are participants through the endowment, without destroying the moneys going to the cultural—the present cultural centers, such as New York, or possibly Los Angeles. I think you'll find an industry, and a group of people who are all working toward the same thing, with the endowment being our best hope.

We think, as I said earlier, the seed moneys, for example, $2.5 billion, are really creating additional bureaucracies. I've seen it happen in Los Angeles where the money is being used to put people back to work very quickly. It's very necessary, though without the background and program and staff that the endowment has specifically for that.

So, we hope that through the endowment, through regional programs, to reach—I come from the hinterland, so to speak, not the eastern establishment, and we're very much in support of it for the area that we represent.

Senator STEVENS. I appreciate that. Don't misunderstand me. I do support what's been done. I think the former chairman of this committee was responsible for this expansion. As I recall the first year I was here, the bill contained around $12 million; based on a very short time it's gone up considerably, and we're trying to push it up as fast as we can.

PREPARED STATEMENT

We appreciate your testimony, and you come from a fine organization. Your prepared statement will be inserted in the record at this point. Thank you very much.

[The statement follows:]

Mr. Chairman: I am Edward Weston, Western Regional Director of the Actors' Equity Association. The Association is the national union of professional actors, actresses and stage managers of the live theatre.

We are a small union but our members make possible one of the nation's largest industries - the so-called arts, entertainment and media industry, involving non-profit and commercial enterprises. They are the people who bring to life the plays we see and hear about, the music we whistle and hum, the light entertainments, heavy dramas, controversial documentaries and informative educational programs we talk about. They have the talents and skills that make possible an area of economic activity that, according to the Business Census of 1972, accounted for more than $13 billion in receipts and the direct employment of 650,000 people. Indirectly, the activity to which our members contribute the basic ingredient accounts for billions more in the circulation of money and the employment of millions.

For example, a theatre may employ just a few performers but their effort supports many more whose jobs depend on the activity generated by that theatre. Ushers, box office personnel, maintenance people, janitors, sound and lighting technicians, parking lot attendants, cab drivers, restauranteurs, waitresses and waiters, bartenders, cooks... these and many more are employed to serve patrons drawn - in many instances - by a theatre or other establishment where our members are engaged.

In sum, though small in numbers, the membership of our union contributes much to our country's economy and to the American culture.

And, by and large, these people are unemployed, underemployed and poorly paid.

There are many myths about the performing arts. One of them is that performers are rich or at least are very comfortable. A few statistics should suffice to dispel this myth:

According to the 1970 Census, actors earned a median income of $6,816 in 1969 and less than 26% of them were employed for a full year. The average number of weeks worked by American actors was 38.2. With 14.5 years of schooling behind them, they are better educated in a formal sense than, for example, dental hygienists who earned $14,291, blacksmiths who earned $7,171, bus drivers who reported a median annual

wage of $7,748 or the average beginning clerk-typist on Capitol Hill who also earns quite a bit more. About the only people boasting a comparable background in education and training as the American actor while earning less are the clergy.

41% of the acting profession is comprised of females. Their median earnings in 1969 were $5,021 and they had 13.8 years of schooling. Even so, only 18.7% were employed the full year and the average weeks worked by the group was 28½.

The nation is up in arms about an unemployment rate exceeding 8%. Mr. Chairman, in any given week of this past year, more than 85% of the membership of my union was without work.

The result? Many talented men and women abandon their art and work where they are less qualified and where their skills and training are unused. Many more leave the country to go where their contributions are rewarded with a "living". Others hang on but they work at their profession very little. Their skills diminish as they give only part of their time to professions that demand but cannot pay for their full time.

I know this committee is knowledgeable in the ways of preserving and developing America's natural resources for the benefit of today's and tomorrow's generations of Americans and it has done a fine job in this regard. The people I am talking about are America's national cultural resources. They could be our future Barrymores and Cornells. They could be contributing to a social, cultural, educational and economic activity that would enlighten, entertain, and employ millions. But, like some of our forests, they are being cut down. Their talents and skills are being stunted by disuse. They are being wasted.

How can this be when audiences in all parts of this land are increasing?

Mr. Chairman, theatre and the other arts comprise one of the few remaining activities where the service to the public is unique, personal and impervious to any effort to automate. Other industries can expect an average 3-4% increase in productivity to offset rising costs. But the live theatre cannot employ robots to play Hamlet and you would not

sit in a stadium 50 to 100 yards from the stage to see "Tobacco Road" or "1776". There is no way it can increase its productivity in a meaningful way.

As a result, the performing arts are "labor intensive". The product of a professional, performing arts group is the individualistic creation of very talented, skillful people. It is a "handcrafted" product that cannot be turned out by machines but only by very remarkable human beings. These people must eat, house themselves and raise families. The Department of Labor estimates that as of last fall, its prototype urban family of four required an annual income of at least $9,200 to live at a very low level, $14,333 to live at an intermediate level and $20,777 to live at a very modest high budget level.

Compare these figures with the earnings of actors I cited earlier and you can readily see why these people are finding it extremely difficult to feed, clothe and house themselves and their families and why they are insisting on more compensation for their unique efforts.

non profit theatres throughout the country range from $137-202 per week with most salaries falling around $150. Hardly a munificent sum. With the cost of living growing, these figures must go up.

Since salaries for artistic personnel are the major cost factors in theatre, we know that this need for greater income for our actors is placing great pressure on the theatre as an institution. If it cannot increase productivity, what can it do?

It can limit its operations; switch to smaller and smaller cast shows; or it can curtail its efforts to grow and develop out of the major production centers and into those areas of the nation that seek live quality theatre but lack the means to support it properly. These measures taken alone or in concert, would help reduce the theatre's deficit. They also would limit theatre's ability to serve a growing American audience and reduce employment among the ranks of our artists and those dependent upon them for work.

There is another solution to the dilemma of the performing arts, but it is one that we in Equity deplore. The theatre and other performing arts activities could finally and conclusively agree that the riches of the arts are the sole preserve of the wealthy. As was the case in older societies, let those who can, pay for their cultural experience. Let those who cannot, do without.

In a democracy such as ours, I do not think this latter choice is a very palatable one. But neither are the other alternatives I have mentioned.

The maintenance of excellence in our country must mean the availability of excellence for all ages and classes in all regions and not a luxury for an economic, social and geographic elite. But translating this ideal into reality cannot be done on the cheap. It certainly cannot be accomplished within the budget being proposed for our Arts Endowment. The only true alternative remaining is for the Congress to approve a realistic support budget. Today we are barely able to maintain a small network of 40 - 50 quality theatres across the land with the present $6 million being generated by the Endowment for theatre. These theatres stretch across the nation - from Seattle to Louisville to Atlanta; from Maine and Minnesota to Florida and Texas. The theatre may be centered in New York but its impact and presence is felt throughout the land. I know this structure for theatre has been the subject of some discussion in this committee. Yes, like other industries, we must have a center-a center where actors, playwrights, producers, directors and technicians can come together to exchange ideas, view each other's work, and create. The auto industry has Detroit. We have New York, It is the center to which talent from every State and region migrates to learn, to mature, to interact with other talented people and then to go out into the land challenging, stimulating and enriching others.

Ideally, we should have many such centers. We should have a network of high quality professional theatres in every State which could serve similar functions. But we will never do this on the budget being proposed to you by the Administration. I think we can make some progress, however, if this committee would recommend and fight for a much greater appropriation.

The Administration's budget is a no growth budget. It barely keeps pace with rising costs. It will not mean more theatre in more communities. It will not mean more employment to my organization's people or to others who could gain from the ripple effect stirred in the economy of every community where a major theatre is active. It will not mean more

regional touring or longer seasons by resident theatres throughout the country.

An appropriation at the authorized level, however, if translated into an equivalent increase in funds expended on theatre would, because of the labor intensive nature of theatre, result in more workweeks for our members and many more jobs. It would greatly expand the ability of our theatres throughout the land to serve their communities and States and regions.

I do not think I am being unrealistic in suggesting an appropriation at the authorized ceiling. This Congress will be appropriating billions for new programs designed to stimulate employment. I am not asking for a new program requiring a new bureaucracy, new regulations, new procedures. Our job program is already contained in the authorization of the Arts Endowment. I am only asking that you provide it with the funds it needs to accomplish what Congress wanted it to do in the first place. If you do this, the federal government and our State governments will not have to gerrybuild new projects to employ unemployed artists; they will be able to expend a bit less on unemployment payments and food stamps to assist highly talented and trained individuals who should be given a chance to earn their way by doing what they know best - enriching the lives of others through music, dance and the works of our greatest authors.

Equity is very much aware of the Arts Endowment's track record since its creation nearly ten years ago. We have not been uncritical. All things considered, we believe the Endowment has done a marvelous job in furthering its mandate. We are confident that an increased budget - rather than the proposed no growth budget - will be effectively administered and will result in many constructive contributions being made not only to the nation's culture but to its economy as well.

I would like to add a word about the Humanities Endowment. Frankly, I wish I could endorse its activities with equal enthusiasm. Equity, along with other AFL-CIO unions in the arts and media fields have, in the past, warmly endorsed this agency's efforts but I must confess to some misgivings today.

You are aware, I know, that we vehemently objected to the use of federal funds by the Humanities Endowment for the purpose of employing the Royal Shakespeare Company of Great Britain. We were critical, as well, of the ad hoc nature of the program, the lack of consultation with American theatre people within and outside of government and of the amount expended. But we become most concerned when we view this recent action alongside the agency's continuing proclivity to finance foreign programming for public television where imported material already accounts for 35% of all airtime devoted to cultural presentations and 65% of airtime devoted to drama. It seems the Humanities Endowment is intent upon helping make America a "client state" culturally.

I admire the British Arts Council, many of the institutions it supports and the BBC. I admire them so much that I wish we could emulate them and develop comparable American institutions. We thought, when the Humanities Endowment was created by Congress that it would assist in doing this; that it would encourage American theatre and broadcast organizations to achieve the excellence in communicating humanistic thought that is so admired in British efforts. But when season after season of American public broadcasting is loaded with imported programming and the Humanities Endowment along with Mobil, Exxon and the rest foots the bill with taxpayer money and when one, then, sees this agency grant more money to the Royal Shakespeare for eight weeks of part time work than has ever been granted by our government to an American theatre for a full year of activity then one must wonder what is going on here and who is minding the store.

I sincerely hope that this committee,will mind the store a little to make sure that the Humanities Endowment husbands its funds, for the purpose of seeding American efforts during this next fiscal year. I respectfully request that this committee make clear that the funds appropriated next year for use by the Humanities Endowment be used for the encouragement and support of American institutions and talents.

STATEMENT OF VICTOR FUNTEALBA, AMERICAN FEDERATION OF MUSICIANS

Senator STEVENS. Mr. Victor Funtealba.

Mr. FUNTEALBA. Thank you. I'm Victor W. Funtealba. I am vice president of the American Federation of Musicians. The American Federation of Musicians is the largest union of professional performers in the free world. It is a proud affiliate of the AFL–CIO, with a membership of 330,000 men and women, approximately 300,000 of whom are citizens of the United States. They live and work in every city in this Nation. I speak today on their behalf.

My distinguished predecessor and I have appeared before you many times in years gone by, long before the advertisement designed to sell cigarettes to women assured them that they have "come a long way, baby." We all have come a long way since the late 1950's and the early 1960's when it was necessary to persuade some Members of the Congress that concern for the arts was a legitimate interest of an enlightened government. We now accept the obvious proposition that America's arts are a vital natural asset and that American taxpayers are entitled to share them, just as they are entitled to share the benefits of our schools, libraries, forests, parks, museums, and other natural resources.

We've come a long way since assistance to the arts was a controversial political issue. Our country has had four successive Presidents who all—regardless of what differences may have distinguished their administrations—have understood the vital role that the arts can and should play in our society. We've come a long way since we beseeched the Congress in 1964 to establish the National Endowment for the Arts and to fund it to the tune of $5 million a year. Yes; we have come a long way, but we have not come far enough. I don't need to remind you of the importance that foreign countries attribute to the arts and their support. It is no longer necessary to recall that even during the darkest days of the London blitz in World War II the arts were funded by the British Government so that the London theater and the London Philharmonic could carry on.

Let me talk instead, of jobs. I believe that is the issue now. I appear before you here as the spokesman for musicians. I leave to others the task of describing the value of the National Endowment to the other arts, although no doubt we shall emphasize one point: The $82 million requested by the administration and thus by the endowment is simply not enough. This request, only slightly more than the $74,750,000 endowment budget for the current fiscal year, has been modestly described as a "hold-the-line" appropriation.

But, it will not hold the line. In this period of inflation and mounting unemployment it represents a backward step. Congress wisely realized this when it authorized an appropriation of $126 million for the National Endowment for the coming fiscal year. This full amount should be appropriated.

To appreciate this fact we need touch on just one of many aspects of the Endowment's work: our Nation's symphonies. Everybody knows about the Boston Pops, the Cleveland and Philadelphia orchestras, the National Symphony and the New York Philharmonic. We know that without the support of the Endowment and the matching funds

it generates, that they and the 35 other major orchestras in the United States would totter on the brink of imminent collapse. Most people understand that the vast majority of the gifted players in those orchestras, who devote their lives to perfection of their art, can never hope to realize the monetary rewards traditionally associated with twenty years or more of study and practice. Certainly, musicians understand it.

But, the plight of our great symphonies is just part of the story. They make the headlines, true; the visual tip of our artistic economic iceberg. There are over 400 orchestras in the United States today, all in financial difficulty. Every single member of this committee—and of the Congress for that matter—represents a constituency that has in some important way benefited from the work of the Endowment.

Last year this agency helped keep alive orchestras in Boston, Buffalo, Chicago, Dallas, Denver, Detroit, Houston, Indianapolis, Kansas City, Milwaukee, New Orleans, Philadelphia, Pittsburgh, Rochester, St. Louis, San Francisco, Seattle, Salt Lake City, Akron, Chattanooga, Columbus, San Diego, St. Paul, Jackson, Shreveport and Middlebury, Vt. I pick these names at random; there were many, many others.

Leaving aside entirely the thousands of men and women who are members of these orchestras, consider the many workers and professions who look to these and other cultural institutions for their survival. I mean those who work in restaurants, parking lots; who take tickets and print programs; who build scenery and maintain concert halls; who drive cabs and sew costumes. Every member of this committee understands the ripple effect that goes with employment, or the lack of it.

No; today when our Nation's rate of unemployment is alarmingly high and growing higher, a hold-the-line budget, no matter how well meaning, is not good enough. The entire concept of Federal funding through the endowment is to serve as a key catalyst for matching funds from private sources. Every dollar of public money that we spend in this area generates $2 or $3, or more, to provide much needed jobs. Multiplied also is the impact of every dollar we withhold.

There are 50 State arts councils in America today, all dependent to some degree on the continued ability of the National Endowment to meet the demand that increasingly are placed upon it.

Too often people think about jobs and culture as two separate and even conflicting concepts. They cannot, in fact, be separated. The familiar image of the dedicated, impoverished artist is romantic but mischievous nonsense. It is a myth that has robbed mankind of untold cultural riches, the most enduring assets we have. Artists need decent jobs not only to satisfy their biological and psychic needs but also fully to cultivate ther God-given talents. The men and women whom I represent need jobs. They want to work, and music is their work. That it also happens to be a cultural resource is a source of pride to us; but we cannot pay our bills with joys of culture or of pride.

I have talked of jobs. It should be noted, too, that our Nation's Bicentennial observance is upon us. It is inconceivable that the National Endowment for the Arts should not be a full and active participant in that glorious celebration. Such a role cannot be undertaken

51-957 O - 75 - pt. 4 - 54

with a hold-the-line budget which, even as I speak, is eroded by inflation.

Mr. Chairman, on behalf of the American Federation of Musicians, whose members you and I are privileged to represent, I ask this committee to recommend and vigorously support the authorized appropriation of $126 million for the National Endowment for the coming fiscal year.

Thank you.

Senator STEVENS. Thank you very much. I'm sure we've received many requests for that.

STATEMENT OF LLOYD E. RIGLER, ASSOCIATED COUNCILS OF THE ARTS

Senator STEVENS. Welcome, Mr. Rigler.

Mr. RIGLER. My name is Lloyd Rigler and I am here today to speak for the most underpaid, unemployed, and politically unrecognized industry in the United States, the U.S. nonprofit arts industry.

Think of it. Here we have an industry that spends over $1 billion a year in our communities throughout the United States, and yet here is an industry where automation or management science has no effect in its operating costs in relation to output. Here is an industry that faces ever-increasing operating costs, yet can only earn 50 percent of their costs through the sale of services to the general public, in spite of the ever-growing attendance figures, which are in the high 80's percentagewise, they cannot increase the price of tickets more than they are now because people could not afford to buy them.

It is an industry that has survived their income gap by the patronage of the socially prominent, the arts-oriented foundation and, more recently, corporations and the support of local business. But the fact that the arts industry has never paid its own way has never been really made known to the general public. The average man on the street is not aware that if he buys a ticket to a concert the actual average cost of that seat, in relation to the total cost of the event, would be double what it sells for.

Few people, and that includes Members of the Congress, are aware of that fact that every time they go to a nonprofit performing arts event, whatever they pay as the price of admission must be subsidized to an amount equal to what they paid.

Senator STEVENS. Thank you. Your prepared statement will be inserted in the record at this point.

[The statement follows:]

Mr. Chairman, members of the committee and friends:

My name is Lloyd Rigler and I am here today to speak for the Associated Councils of the Arts and Advocates for the Arts on behalf of the United States Non-profit Arts Industry--the most underpaid, unemployed and politically unrecognized industry in the United States.

Think of it. Here we have an industry that spends over a billion dollars a year in our communities throughout the United States. Yet here is an industry where automation and greater efficiency through the use of management science cannot reduce its operating costs in relation to output.

Here is an industry that faces ever-increasing operating costs, yet can only earn 50% of them through the sale of its services to the general public, in spite of ever-growing attendance figures (already in the high 80s percentagewise). Those which perform and sell tickets, and have over the years continuously increased the price of those tickets to keep up with other rising costs, find they have reached a peak in terms of what the public is able to pay for those tickets. It is an industry that has survived their income gap by the patronage of the socially prominent, the arts-oriented foundations and, more recently, corporations and the support of local business.

But the fact that the arts industry has never paid its own way has never been really made known to the general public. The average man on the street is not aware that if he buys a ticket to a concert the actual average cost of that seat, in relation to the total cost of the event, would be double what it sells for. Few people, and that includes members of the Congress, are aware of the fact that every time they go to a non-profit performing arts event, whatever they pay as the price of admission must be subsidized to an amount equal to what they paid.

The private sector has been giving more and more each year for the past ten years, but the rate of inflation is always ahead of them, and in spite of their increased contributions they have been unable to keep up with the rising costs. It is the wide differential between support from the private sector in relation to what is appropriated from the public sector that I am here to discuss today.

To be direct--I urgently request the full appropriation of 126 million to the arts, as opposed to the 82 million recommended by the Administration. This is not in conflict with the stated objectives of the president--to encourage recovery of the economic recession while minimizing the possible inflationary effects. The Administration spokesmen have repeatedly referred to giving industry the opportunity to move toward fuller productivity while taking appropriate measures to moderate the plight of the unemployed. Well, the U.S. Arts Industry is a major industry and it is about time that it be thought of in such terms--and as for moving into fuller productivity, we have no industry to compare with the arts that has as great a storehouse of underutilized resources. The arts are not only highly unemployed, they are underemployed.

When I speak of the Non-profit Arts Industry, I am speaking of four non-profit disciplines of performing arts (symphony, opera, dance and theatre) and the visual arts discipline which includes art museums and related visual arts activities--as opposed to the commercial profit-making, entertainment industry which includes movies, commercial theatre and other commercial art forms.

One of the most disturbing elements to be revealed in the recent studies which have been done in New York and California, as well as a national study titled AMERICANS AND THE ARTS, a very comprehensive study of over 3,000 interviews averaging one hour and 34 minutes in length, among a representative cross-section of Americans 16 years and older, was the lack of knowledge of the economics of the arts industry by the general public. The same may hold true for you. On the one hand you have tremendously high interest in the arts. The California study indicated nine out of 10 people agreed with the statement that the "arts and cultural activities are as important for a community to have as libraries, schools, parks and recreational activities. Nine out of 10 rated having facilities like museums, theatres and concert halls available as important "to the quality of life in the community".

Nine out of 10--93%--agreed that museums are an important resource for the whole community because they tell us so much about the art and history of different cultures, or about science and our environment. The national study indicated that "71% of the adult public--103.3 million people--had attended at least one live performance of theatre, dance, music or one museum during the 12 months preceding the survey, and 49% of those--71.3 million people--were frequent and moderately frequent attendees.

In spite of the positive attitudes for the arts, only 18% surveyed thought that the non-profit arts "lose money". 78% of the frequent cultural attendees thought that the professional theatres make money or break even.

The public's perception of the earnings of artistic professionals also reflects a general lack of awareness of the economic facts of most artists' lives. For example, 71% thought that professional actors earn more than most salaried people. 49% thought musicians earn more than most salaried people, and 33% thought that visual artists and sculptors earn more than most salaried people. The fact is that most of the people in the arts who fall into the class of artistic professionals (actors, musicians, dancers, painters, singers, etc.) are no more wealthy than most of the people in the auto industry, farming or any other industry.

How big is the Arts Industry? We don't know precisely how big, because while there are rather good government figures for most industries, there are practically none on the arts industry. We have been able, however, to put together data from a variety of very recent privately-conducted studies (one to be released only this week) to come up with some estimates of the size of the arts industry.

We estimate, based on these numerous studies, that the arts industry spends approximately ONE BILLION DOLLARS-plus annually. Certainly it is as big as many other industries which government is concerned about. It supports 100,000-plus paid employees.

But where the arts industry differs from other industries is that these 100,000 paid employees are supported and supplemented by more than their number of volunteers. There are at least 100,000 volunteers, and perhaps as many as 200,000. No other industry in the country can claim that kind of support. None!

I have given you statistics from the major national study showing the great demand for the services of this industry. People want it, people demand it! But what better proof is there of that than the fact that this billion dollar industry, with 100,000 employees, is supported by non-paid volunteers who equal and exceed the number of paid personnel.

Which leads us to the need for federal government aid. With all of this demand, why is there a deficit? You could simply look at education and perceive much of the same problem. An employee can (and rightfully so) demand payment for his services from an arts facility, an educational facility or from a business, at the same rate. A security guard, for example, is entitled to the same rate of pay from any of these--as is a gardener or a carpenter. And he gets such pay. The same applies to a professional. A stagehand, or a singer, as example, is entitled to a level of living wage regardless of whether the enterprise is non-profit or profit-making. And if there is any question in your mind about this, note that the unions to which most professionals and craftsmen belong insist upon such wage levels.

To put it another way, the costs in the non-profit sector are very much determined by costs in the profit sector. But the revenues are not. The production costs of a film or play can be amortized over months or years of performances. But can you visualize a symphony orchestra playing the same program until the rehearsal costs are amortized? Or perhaps an opera company performing the same opera over and over to cover its production cost. Or maybe a museum, which now charges little or nothing, instituting an admission fee until a new exhibit was paid for? It would never work. Opera and dance must continually produce new works each season--symphony, each week. The more that is done, the greater the deficit. The idea that the arts can ever become self-supporting is an impossible dream, no more realistic than expecting our schools to work toward being self-supporting.

I want to explain where the money comes from. I said earlier that this is a billion dollar industry...but we are not asking for a billion dollars. AS SHOWN ON THIS CHART, approximately half of the arts expenditures is earned through the sale of tickets, recording royalties and/or related services, etc. It is probable that 50% is a high figure. Earned incomes vary greatly from activity to activity. One study of the performing arts placed the figure at 60%, while museums, with free admissions, have a figure which is much lower. We can prove the 50% figure. Hence, this is the number I am using. Another 30% is contributed by the private sector. This represents contributions from individuals, foundations, corporations, etc. Public support from the federal, state, county and city governments accounts for another 10%. And the remaining 10% is an annual deficit made up by spending part of meager endowment money or with continuing and persistent debt. State contributions are not large, except in a very few states which contribute appreciable sums.

Another amazing feature of this industry is that it earns only half of its needs, and it earns this through ticket sales to the private sector. In addition, almost two-thirds of the deficit is covered by contributions from the private sector. Not just foundations and corporations, but individuals. What stronger indication of interest and support can there be? Quoting from the national study--more than half of the frequent attendees said that at one time in their lives they had taken membership in or donated money to a museum, symphony, theatre or dance group. But only 57% of the public was aware that contributions to cultural organizations were tax deductible.

Finally, 64% of the adult public--93.1 million Americans--would be willing to pay an additional $5.00 a year in taxes if the money were used to maintain and operate theatre, dance, symphony, opera and art exhibitions. Even among those with incomes under $5,000, a full 50% say they would accept a tax rise of $5.00 if they knew that the additional revenues would be directed to support the arts.

47 percent would be willing to pay an additional $25.00 a year in taxes and 36 percent would pay an additional $50.00 a year in taxes if the money went to maintain and operate cultural facilities.

I urge you to seriously consider the full appropriation of 126 million--a small amount, indeed, for an industry that has the support of the majority of your constituents, regardless of what state you have been elected from. And I request this for an industry that is 80% supported by the private sector--a far better showing than Amtrak makes, for the greatest non-partisan issue in the history of politics.

I think you would all emerge as heroes across party lines if you were to insist on the 126 million now, and move towards the full 20% income gap authorization this fall. After all, that only amounts to 200 million this year--a very small amount indeed compared to the numbers I've been reading in the papers lately for appropriations.

I thank you for your time in hearing this request.

STATEMENT OF ROBERT COLLINGE, GENERAL MANAGER, BALTIMORE OPERA, AND PRESIDENT, OPERA AMERICA, INC.

Senator STEVENS. Mr. Robert Collinge.

Mr. COLLINGE. My name is Robert Collinge, general manager of the Baltimore Opera and president of Opera America, Inc., for whom I speak today. We are the service organization of 43 professional opera companies in the United States and Canada, and we are here to request full funding of $126 million for the National Endowment for the Arts in fiscal 1976. A complete list of our member companies is attached to my statement.

Opera is often described as the most expensive and highest art form that man has. It is a growing and vital enrichment to the lives of all Americans today. This statement is clearly evidenced by the fact that in 1974, more Americans saw more productions of more operas than at any other time in this country's history. With attendance posted at 8 million, more than 4 percent of the population attended a performance of opera in the 1973–74 season, an increase of three-fourths million people in a year.

There was presented in the United States nearly 500 additional performances of opera in all categories, professional, semiprofessional and workshops, this past season, a growth rate last year of 12 percent, and 50-percent growth over the past 5 years.

More performances of works by American composers were presented last year, as were more performances of standard works in English. More than 50 percent of the professional companies played to standing-room-only audiences in 1974, with a number of those companies totally sold out on a subscription basis.

A number of opera companies added student performances to their regular seasons in 1974, reaching tens of thousands of America's youth, the future ticket purchaser. Many companies now have school preview performances for the same purposes. These added services are the direct result of the National Endowment for the Arts in its leadership to encourage opera companies to develop Outreach programs. The list and statement are included for the record.

PREPARED STATEMENT

Senator STEVENS. Thank you very much. Your prepared statement will be inserted in the record at this point.

[The statement follows:]

We are here today to speak for OPERA America, the service organization of the professional opera companies in the United States and Canada to request full funding of $126 million for the National Endowment for the Arts in fiscal '76. A complete list of our member companies is attached.

Opera, often described as civilization's highest performing art form, is a growing, vital enrichment to the lives of Americans today. This statement is clearly evidenced by the fact that in 1974, more Americans saw more productions of more operas than at any other time in this country's history. With attendance posted at 8,000,000 more than 4% of the population attended a performance of opera in 1973/74 season, an increase of 3/4 of a million people in a year. There were presented in the United States nearly 500 additional performances of opera in all categories (professional, semi-professional and workshops) this past season, a growth rate last year of 12% (U.S. Opera Survey; Opera News November 1974) and 50% growth over the past five years.

More performances of works by American composers were presented last year as were more performances of standard works in English.

More than 50% of the professional companies played to "standing room only" audiences in 1974, with a number of those companies totally sold out on a subscription basis.

A number of opera companies added student performances to their regular seasons in 1974 reaching tens of thousands of America's youth - the future ticket purchaser. Many companies now have school preview performances for the same purposes. These added services are the direct result of the National Endowment for the Arts in its leadership to encourage opera companies to develop outreach programs.

More than 75% of opera companies' budgets are spent in salaries and services. This means employment for American citizens. In the current recession the emphasis is on reducing the unemployment lines. Only with infusions of funds to arts organizations, already hard pressed by the inflation spiral, will they be able to maintain their employment levels.

In its recent study on the finances of performing arts, the Ford Foundation found that the earnings gap for a group of 30 professional opera companies (excluding the Metropolitan Opera) was $8 million. At a current inflation and growth trend of a modest 7% that gap will approximate $25 million in 1980. This means that even if Congress should appropriate funds at the authorized level, the arts groups still will need to double the amount of contributed non-government income to stay alive.

Performing arts organizations are non-profit corporations because, like colleges and universities, they do not earn enough to support themselves. They require contributed income. It is already generally understood that colleges and universities do not subsist on tuition. But it is by no means generally understood that arts organizations do not subsist on ticket sales and performance fees. The very nature of performing groups along with their need for artistic freedom and goals make it both impossible and undesirable for them to limit their spending to what they can earn.

Indications are, however, that a rise in performance activity increases the deficit rate and these rising costs of operation cannot be overcome by raising ticket prices. Most opera companies are now charging as much as they believe the public can pay. We believe also that private and foundation philanthropy which has carried the burden for so many years can not any longer be the arts chief source of contributed support.

Therefore, we have found it necessary to turn to our goverments for financial support. The National Endowment for the Arts in 1974 awarded $2.9 million of federal dollars to opera which directly generated $~~2.2~~ 7.6 million in private matching philanthropy.

At the same time and most significantly grants to State Arts Councils increased substantially which in turn meant additional matching funds generated at the state and city government levels throughout the nation.

We do not wish to infer that we recommend total government subsidy for the arts. On the contrary, the arts should, in this nation, be a joint project of the American people and their government.

Our plea is for a greater government share. If in fiscal 1974, the total government grants for opera were in the area of $3,000,000 and the projected difference between expenses and earned income for the professional opera companies is an amount of nearly $20,000,000 then the federal government's appropriation is small indeed.

In the few short years since its inception, the National Endowment for the Arts has become a guiding force in the realization and further development of our nations cultural heritage. This federal agency which now should become a permanent arm of the government has spent its dollars wisely and well. Its policies and methods of funding the arts are geared primarily to needs as voiced from the field it serves. Yet, its potential has not been fully reached. Requests for aid far out number the monies available. With its highly professional staff, its firm leadership, and its policies derived from the counsel of arts leaders the National Endowment will achieve its highest goals only with the support and encouragement of the Congress.

We support President Ford's request for $82 million for the arts in fiscal 1976 -- yet we caution that even this amount falls far below actual needs: and we believe the Congress authorization of $126 Million is a more realistic amount.

Included as part of my testimony I bring letters of support from business leaders and individuals from throughout the country, including:

Clay L. Morton	Kentucky Opera Association
Rice M. Tilley, Jr.	Fort Worth Opera Association
Richard L. Haugh	San Diego Opera Association
Richard O. Bicks	Memphis Opera Theater
Joe H. Foy	Houston Grand Opera
Mrs. Jouett Shouse	Wolf Trap
C. Brodie Hyde II	Fort Worth Arts Council
George Beebe	Greater Miami Opera Association
H. Grady Jordan	Dallas Civic Opera
John Fleming Kelly	Central City Opera House Association

It is the hope of OPERA America that the government departments in all levels (federal, state and city) will now join hands to give the same importance to the arts as is given to health, education and welfare. Thus, shall the quality of life in our land be enhanced. The United States needs to assume "first place" world leadership in the arts in the same manner that it has taken in other areas of human interest and welfare.

STATEMENT OF DR. SPENCER SMITH, JR., SECRETARY, CITIZENS COMMITTEE ON NATURAL RESOURCES

Senator STEVENS. Dr. Smith, please.

Dr. SMITH. I am Spencer Smith, secretary of the Citizens Committee on Natural Resources.

I suspect that one day somebody is going to put an amendment, probably in front of the authorizing committee, to limit the Office of Management and Budget to 15 employees and only 30 supporters. By that time, I think maybe we will have a budget in the natural resources area that will be more reflective of the needs.

You have my commentary, which has to be in very large areas, and it suffers because I think being more specific is much more helpful to the committee. I did want to point out that if you take the series of current monetary value, and you plot them 10 years ago against the resource request in 1976 in the proposed budget, it's just about where it was 10 years ago with the exception of personnel. The individual personnel salaries are up, but the total personnel in almost all the agencies are down from where they were 10 years ago.

Now, the Office of Management and Budget uses what they call the ratchet effect, which most of use know and understand. But this game is full of subtleties. We now are charging them for space. In other words, the Interior Department and Agriculture must pay the GSA for rental space.

That's cranked into the programmatic budgets. This comes to an enormous amount. It's very difficult to determine how much is in the land management programmatic budget that's allocated to office space here in Washington and elsewhere.

Senator STEVENS. Those buildings are paid for. They were built on a contract basis, and they had to be paid for on an annual basis.

Dr. SMITH. I was curious as to why the State Department and the Pentagon would be amortized so quickly, and the Department of Interior, which was built far earlier, would be still long in the doldrums, along with the Department of Agriculture, which was built even earlier. The Department of Agriculture pays about—a little more than State, and Interior pays a little more than the Pentagon. I'm sure this can all be justified, but just to a layman from out here in the sticks, it does seem rather interesting.

The other thing that I'm curious about is the so-called ratchet effect of the personnel ceiling. This has kind of a double effect, and it's very interesting to watch it operate, year upon year. What they do is they put an overall dollar ceiling, which Congress establishes once it passes the budget. But the administration puts a personnel ceiling on in addition to that, which says you can have only x number of people in this area. If you have more than that now, you don't have to fire anybody, but if anybody quits, you can't replace them. Therefore, the actual physical numbers are involved.

What happens, of course, is we are seldom able to expand the total amount that's been appropriated to them. Then the Congress naturally says, either you didn't need it or you've been uncommonly prudent in this matter. So, this has the effect of buttressing the next year's appropriation request, which says, well, we didn't need it this year—we're even going to ask for an increase, but it isn't going to be as big as we think we would need. So, we have these kinds of problems that

keep presenting themselves again and again, and we're not making the progress we should.

There's one thing that I would like to call to the Senator's attention, and that is the Bureau of Land Management, which is an organization that he's fully familiar with. This organization administers programs that bring into the Federal Government over $8 billion; and with all of its responsibilities, it's about the most underfounded agency compared to its responsibilities of any that we have in the natural resource management game. I think this is a tragedy. Many of us have worked for years to try and get that appropriation up to what it should be. They're inevitably given great and new functions, and things that they must do—responsibilities, and certainly the most catastrophic responsibility is Native claims in Alaska.

They've got $17 million in this budget for the study, and I'm sure we could spend about $30 million very prudently, to accelerate that study. It would be much to the benefit of the people in the State of Alaska, and it would certainly be helpful to those of us in the South 48. There's $13 million that I think they could use very quickly.

I houpe the statement speaks for itself. It represents a considerable increase. We do hope that the committee would appropriate the $262 million we have authorized, but not appropriated, in the Land and Water Conservation Fund. It's simply there. It's not been requested to be appropriated in this year's budget. We're way behind in land acquistition, and this is the time to be doing it if we're ever going to do it.

I hope that some of the personnel ceilings — that Congress will deal with, and deal with them in a fashion that will look to the financial authorization and appropriation, and not hold down individual personnel ceilings because, in effect, Senator, this places a moratorium beneath what the actual appropriation is. No matter how hard the agency tries, it can never get up to what the Congress has already appropriated.

So, we hope the committee will look carefully into this subtle accounting, which I suggest has been going on for some time. It has worked to the great disadvantage of the natural resource agencies.

We certainly hope that the individual efforts in behalf of the Bureau of Land Management, and we know the authorization of the hearings of the BLM Organic Act are going forward, but we wouldn't want to wait too long. We would like to see the BLM funded up to a really responsible level, commensurate with the things that they have been asked to do in the last 4 or 5 years. Thank you very much.

Senator STEVENS. Thank you very much. We will examine your request in detail, and I'm sure that I, and my colleagues, will see some increases in those areas, anyway.

Dr. SMITH. This is a little pamphlet that's put out by the Natural Resource Council of America, called "Inholdings Stretched Through our Public Lands." I will submit this for whatever the Chair suggests, either the files of the committee or the record, whichever it deems appropriate.

PREPARED STATEMENT

Senator STEVENS. Fine. Thank you very much.

Your prepared statement will be inserted in the record and the pamphlet will be adopted by reference.

[The statement follows:]

Mr. Chairman, Members of the Committee:

I am Spencer M. Smith, Jr., Secretary of the Citizens Committee on Natural Resources, a national conservation organization with offices in Washington, D.C.

Budget Fiscal 1976

(Thousands of Dollars)	1975 (Est.)	Proposed 1976	CCNR Proposals 1976
Bureau Land Management			
1. Resource Management	$133,229	$162,938	$192,938
4. General Administration	4,475	4,569	17,569
Total Direct Program (Reflects all items not just those listed, which are the items reflecting increases)	$155,796	$186,989	$229,989
Fish and Wildlife			
1. Habitat preservation	$ 16,989	$ 21,362	$ 41,362
2. Wildlife Resources	46,276	47,788	57,788
3. Fishery Resources	24,452	25,137	30,137
4. Endangered Species	5,606	7,374	12,374
5. Interpretation & Recreation	6,435	6,518	11,518
6. Administration	4,040	4,254	6,254
	$103,798	$112,433	$159,433
Bureau of Outdoor Recreation			
1. Planning & Research	$ 2,558	$ 2,694	$ 4,694
2. Federal Coordination	1,396	1,461	2,461
3. Technical Assistance	1,426	1,490	2,490
	5,380	5,645	9,645
4. L&WCF Administration	6,400	6,240	8,240
	$ 11,780	$ 11,885	$ 17,885
Land & Water Conservation Fund			
1. Assistance to States	$149,613	$159,840	$316,230
2. Federal Programs	104,569	137,020	240,926
3. Administrative Expenses	6,580	6,240	8,240
	$260,762	$303,100	$565,396
Forest Service			
1. Forest Land Management	$305,418	$334,043	$389,043
2. Forest Research	77,210	78,668	92,668
3. State & Private Forestry Coop.	29,796	30,155	35,155
	$412,424	$442,866	$516,866
National Park Service			
1. Park Management	$221,863	$233,753	$307,753
2. Fire Suppression-Rehabilitation	700	700	1,700
3. Executive Direction	5,575	5,668	5,668
	$228,138	$240,121	$315,121

BUREAU OF LAND MANAGEMENT

The appropriations requested by the Administration for the Bureau of Land Management continues to be grossly inadequate. We have recommended that the total obligation for the primary function of resource management, conservation and protection be increased by a minimum of $30 million bringing the total to $192,938,000. For an agency that has the responsibility of managing approximately 450 million acres in addition to which it must administer over 350 million acres for purposes of mining and mineral leasing and which involve the complexity of having surface rights in other ownership, the inadequacy of the recommended funding is obvious. Another item of significant importance is the administration of the 1.1 billion acres involved in the Outer Continental Shelf. In fiscal 1975, the estimated total receipts from these activities were $5,541,000,000 and are estimated to be $8,565,000,000 in fiscal 1976.

The resource management responsibility of the BLM continues to increase as new laws add to these responsibilities. In addition thereto, almost every resource under the jurisdiction of this Bureau is being taxed at ever increasing rates. We are recommending, therefore, an additional $13 million for increased personnel and a removal of personnel ceilings, leaving only the financial restraint of the budget to determine authorized personnel ceilings.

Unless some significant increases are made for the work of this bureau, the necessary planning for energy exploration and activity consistent with the other important and vitally needed resources of the Public Lands will surely suffer. The increases that we have suggested are hardly monumental but at least point in the direction of an awakening of the problem with which we must deal.

FISH AND WILDLIFE

It is our recommendation that the budget as described programmatically for the Fish & Wildlife Service be increased by $47 million. As indicated in the previous table, $30 million of this sum would go to the program of habitat preservation and wildlife resources. It is not possible to detail all of the problems that have been involved in the maintenance of the National Wildlife Refuge System. This system is no longer a line item in the budget and it is impossible, therefore, to compare moneys allotted for purposes of the system over a period of time. We feel the consequences to be tragic, however, even with an eclectic sampling. A refuge is established to protect the habitat of various species of wildlife. If, due to lack of personnel, management is inadequate or totally absent, then the purpose of the refuge is vitiated. The present funding of the budget, as recommended by the Administration, will not begin to maintain new refuges that have come into the System as the result of Congressional action and it has become almost axiomatic that the present refuge system will be less effective as each year goes by.

While the other programs are much in need of additional funding, the National Refuge System is at the most critical state. Again, we recommend the personnel ceilings be lifted and authorized personnel requirements be determined by dollar amounts.

BUREAU OF OUTDOOR RECREATION

The BOR is our newest natural resource bureau and it is suffering not only because of its newness but because it is a planning organization. It administers no area--it is not responsible for a park or scenic river or any specific project except in the planning and funding. The critical nature of their planning, however, is not totally appreciated. They draw insufficient amount of funds for administration and they are constantly understaffed to the point that they are unable to meet the directives by the Congress. For example, the wild and scenic rivers bill has directed that 29 rivers be studied for possible inclusion into the system within a period of 6 years. Thirteen of these rivers must be studied primarily by the BOR. It is not our purpose at this time to engage in debate on the "Outdoor Recreation Plan" except to observe that understaffing has been and continues to be a serious problem.

The BOR has been given a task of coordinating diverse Federal outdoor recreation programs. In addition to which, it offers technical assistance to the Federal agencies as well as approving State plans in order for these States to qualify for the grant-in-aid provision of the Land & Water Conservation Fund (Act). The total funding of the Bureau, as is indicated, is $11,885,000 and, again, it has an authorized personnel ceiling of 550, but because of specific directives limiting personnel, only 433 permanent employees are involved.

If the work of this bureau is to proceed as recommended in the statute, as amended, then their planning capacities and their technical assistance must be enhanced. We would recommend an increase of $2 million allotted them under the L&WCF for administration and an increase of $4 million from a general fund, bringing their total to $17,885,000. Again, this seems to be modest in terms of the requirements placed upon this small but important bureau.

LAND & WATER CONSERVATION FUND

The Land & Water Conservation Fund, as members of this committee are aware, receive moneys that are earmarked from fees charged at Federal installations, the sale of surplus property, the refundable portion of the motorboat fuels tax, and a direct appropriation from the general fund until a maximum of $300 million is reached per annum. Failing such appropriations from the general fund, revenues received from offshore mineral leasing will be automatically transferred to the L&WCF in order that the Fund reach $300 million per annum. This year the request is for $300 million, taking no consideration of the $262 million that has been authorized but not appropriated and is available to the Fund. We would recommend that appropriations from the Fund be increased in fiscal year 1976 from $300 million to $562 million. Additionally, since $62 million, or some part thereof, was a direct loan from the Treasury at the outset

of the program and is repayable in part beginning with the next fiscal year, we urge the committee to extend the repayment period until the present life of the Fund.

The backlogswith the Federal part alone are reported from the Departments and also calculated by other sources at approximately $2,500,000,000 in August, 1974. The breakdown occurring as indicated in the table. Land prices increased from that time between 15-20%. The backlog as estimated in terms of current prices is probably in excess of $3 billion. These figures do not even address a similar situation involved in the States. At the present rate of funding, the dollar valuation of the backlog continues to increase and this situation is exacerbated each time the Congress passes favorably upon another park, recreation area, etc., that is funded from the L&WCF. There is the hope that authorizations to the Fund will be significantly increased. This committee can recommend, however, appropriations of those amounts that have been authorized heretofore.

FOREST SERVICE

The identification of the program for the Forest Service hinges predominately on National Forest protection and management for which we recommend a total increase of $55 million. Two outstanding considerations are involved in the recommended increase: the first, is not only restoring the reforestation and stand improvement which is reduced this year in the President's budget, by $5 million, but to add another $5 million because of the continued pressure for the harvesting of timber on the National Forests. If the bureau is to succumb to the demands for ever increasing timber harvest it will be impossible for it to meet its statutory mandate to provide multiple uses as well as sustained yield of the resources of the forest; secondly, the accelerated fish and wildlife habitat program is in the first year and we would hope that an increase of $4 million over that amount request in the budget would be appropriate.

The areas to which we have made mention in the past continue to be with us. The failure to continue permanent positions and the greater reliance upon temporary personnel have unduly restrained the Service in its proper management role.

NATIONAL PARKS

As indicated by the table above, we are recommending to the committee that the fiscal year 1976 request be increased by a total of $75 million. The overwhelming portion of this amount would be under the general category of the operation of the present system.

The budget is in reality a misnomer for the specific item of operations the increase recommended is $19.9 million. Of this amount some $9.1 million is primarily for Bicentennial activities. In reality, the Bicentennial activities have placed burdens across the board upon the Park Service and they are being asked to absorb a greater amount than is evident. The total increase in the Park Service budget over 1975 is approximately 1%. When one uses the new accounting device to pay rent for existing properties as well as the built-in wage increases, a truer perspective of how badly cut the National Park Service has been becomes apparent.

Again, the utilization of permanent personnel is becoming an egregious problem for the Service. A steadily increased visitor load has been carried by the Park Service by a steadily decreasing number of permanent personnel. The utilization of temporary personnel in some areas is a hazardous undertaking for they deal with not only the basic resource concerns of the park but the safety of the public. We have cut so far below prudent levels in park management that the coming season suggests problems that none of us wish to contemplate. The budget does not, repeat <u>does not</u>, stabilize the park situation -- by that is meant, that existing parks are cared for but new parks are not developed and staffed. On the contrary, the budget, as presented, represents a reduction in proper maintenance and management of existing facilities.

STATEMENT OF BARRY F. MALAC, CHAIRMAN, LIGHTWOOD RESEARCH COORDINATING COUNCIL

Senator STEVENS. Barry F. Malac, Lightwood Research Coordinating Council.

Mr. MALAC. Mr. Chairman, I'm Barry Malac, woodlands research manager of Union Camp Corp. in Savannah, Ga. Today I'm speaking to you as chairman of the Lightwood Research Coordinating Council. I appreciate the opportunity to appear before this committee on behalf of the U.S. Forest Service and its request for additional funds in the amount of $700,000 for a research program on chemically induced resin soaking in southern pines.

I think this subject has been introduced in the last couple of days, so I will not take the time, Mr. Chairman, to go into some of the details of the process involved. I would like to simply say that I am speaking on behalf of some 30 different industries in the Southeast, representing the chemical, the solvent-extraction, and pulp and paper industries, who are interested, very much, in the discovery that Forest Service researchers have made at the Olustee Research Center in Florida, and we would like to see this thing brought to its fruition as a full-fledged technology.

Our effort, on the part of the Lightwood Research Coordinating Council, is simply to promote, to support, and to further the research program carried on by the Forest Service at the Southeastern Forest Experiment Station Laboratory at Olustee, and also the Forest Products Laboratory at Madison, Wis.

I'm sure that you are aware of some of the restrictions that have been imposed on the Forest Service in the last few years, regarding the budget and personnel restriction.

Our council has already paid the Forest Service some $40,000 during this current year, and already committed some $20,000 over the next 2 years, for support of this worthwhile project. In addition, there's a tremendous amount of direct cash contribution; and, besides this cash contribution, there's a tremendous amount of funds spent internally by the companies participating in this cooperative effort, in trying to advance this new technology. We realize that even a greater effort is needed if we are to significantly reduce the necessary research and development time to make the process commercially useful.

The U.S. Forest Service has proposed an accelerated research program which calls for one group of studies aimed at refining the treatment methodology and assessing the biological and economic effects of the new technology, including the production potential.

This part of the research program would be centered at Olustee, Fla., and would require additional funding of $350,000 per year. Complementary research centered at Madison, Wis., would explore various aspects of processing and utilization of resin-soaked wood and would also require an addition to the budget of $350,000 per year.

Now, speaking as a representative of the woodlands sector of the pulp and paper industry with large investments in genetically improved southern pine seed orchards, I would like to go on the record in support of the Forest Service request for $600,000 to be used in

research on control of pine cone and seed insects which annually extract a heavy toll from our seed orchards. With other programs for the enhancement of southern pine forests already underway, this research is essential to assure continuing supply of high quality seed needed for the perpetuation of our southern forests.

On behalf of the Lightwood Research Coordinating Council, let me again thank you for the opportunity to present this testimony and I respectfully recommend the approval of funds as requested by the Forest Service. Thank you.

PREPARED STATEMENT

Senator STEVENS. Thank you very much. We are aware of what your council has done in supporting the Forest Service.

Your prepared statement will be inserted in the record at this point.

[The statement follows:]

Mr. Chairman and members of the Committee, I am Barry F. Malac, Woodlands Research Manager of Union Camp Corporation in Savannah, Georgia. Today I am speaking to you as Chairman of the Lightwood Research Coordinating Council. I appreciate the opportunity to appear before this Committee on behalf of the US Forest Service and its request for additional funds in the amount of $700,000 for a research program on "Chemically Induced Resin Soaking in Southern Pines."

The process of inducing resin soaking in pines by application of Paraquat is a major research breakthrough. It is by far one of the greatest single achievements by the Forest Service researchers in the last quarter of a century. The implications of this discovery are as tantalizing as they are exciting. Limited experimental data shows that by applying this herbicide to trunks of pine trees in specified amounts, the accumulation of natural resins in the wood is magnified by as much as 600 percent. Resin yield increases of this magnitude suggest a potentially important new economic source of naval stores which would help overcome a world-wide shortage of valuable chemical raw material, particularly when one considers the fact that this process may well be applicable to all conifers around the world.

This process promises to become an economical method of producing a renewable source of resin-saturated wood in all southern pines to replace rapidly disappearing stumpwood as a superior raw material for production of wood naval stores.

The process is equally applicable to production of pulp chemicals either by pre-extraction of pulp chips or by increasing the production of sulphate turpentine and tall oil rosin by enriching woods-run chips with chips from resin-soaked wood.

Natural resins from pines and other conifers should have increasing importance in a petroleum-short economy. Principal products recovered include turpentine, rosin, and fatty acids. Turpentine has a potential use as a major solvent and as feedstock to other chemical polymers. Natural resins are important in the manufacture of adhesives, as paper sizing and as a possible replacement for petrochemical feedstocks in the manufacture of complex plastic compounds. If produced in sufficient quantity natural resins may even provide an alternate source of energy.

As is usually the case in such circumstances along with the promise of a brand new technology there are a number of as yet unanswered questions. We do not fully understand the physiological mechanism by which paraquat causes heavy resin soaking, nor do we know if there are other chemical compounds which may cause similar biochemical reactions in trees. We do not know what is the optimum economical treatment; we do not know what operational problems may be associated with processing resin soaked wood on a large scale. A great deal of research and development is still needed to deliver a reliable technology.

In order to do just that over thirty companies representing the chemical, solvent extraction, and pulp and paper industries have banded together to give the US Forest Service researchers a hand. This organized effort is known as the Lightwood Research Coordinating Council. Our purpose is simply to promote, support, and further the research program carried out by the Forest Service at the Southeastern Forest Experiment Station Laboratory at Olustee, Florida, and the Forest Products Laboratory at Madison, Wisconsin.

As you know, the US Forest Service has been hampered in recent years by severe budget and personnel restrictions; as a matter of fact many researchers find themselves in some cases virtually without any operating funds. Our Council has contributed $40,000 to the US Forest Service during 1974 and committed an additional $20,000 per year for 1975 and 1976 for support of this worthwhile project. In addition to direct cash contributions the participating member companies spend internally considerable amounts of money and effort on the development of this new technology.

We realize that an even greater effort is needed if we are to significantly reduce the necessary research and development time to make the process commercially useful. The US Forest Service has proposed an accelerated research program which calls for one group of studies aimed at refining the treatment methodology and assessing the biological and economic effects of the new technology, including production potential. This part of the research program would be centered at Olustee, Florida, and would require additional funding of $350,000 per year.

Complementary research centered at Madison, Wisconsin, would explore various aspects of processing and utilization of resin soaked wood and would also require an addition to the budget of $350,000 per year.

Now, speaking as a representative of the woodlands sector of the pulp and paper industry with large investments in genetically improved southern pine seed orchards, I would like to go on record in support of the Forest Service request for $600,000 to be used in research on control of pine cone and seed insects which annually extract a heavy toll from our seed orchards. With other programs for the enhancement of southern pine forests already underway this research is essential to assure continuing supply of high quality seed needed for the perpetuation of our southern forests.

On behalf of the Lightwood Research Coordinating Council let me again thank you for the opportunity to present this testimony and I respectfully recommend the approval of funds as requested by the Forest Service.

51-957 O - 75 - pt. 4 - 55

STATEMENT OF LLOYD COLFAX, VICE CHAIRMAN, MAKAH TRIBAL COUNCIL

ACCOMPANIED BY MASON D. MORISSET, ATTORNEY, MAKAH TRIBE

Senator STEVENS. Eugene Parker of the Makah Tribe.

Mr. COLFAX. Thank you very much for the time that you are offering us today. Eugene Parker was unable to come to this meeting today. He is the chairman of the Makah Tribal Council. I am the vice-chairman of the Makah Tribal Council, and my name is Lloyd Colfax. I'm here with the attorney of the Makah Tribe, who is Mason Morisset.

Senator STEVENS. We're happy to have you.

Mr. COLFAX. The Fish and Wildlife Service has already begun construction of our Makah National Fish Hatchery on the Makah Indian Reservation. I am here today to request the balance of the construction costs for that hatchery. This project will be of enormous benefit to all citizens of the State of Washington. It will release about 10 million fish a year for stocking throughout western Washington, and will go far to enhance the fisheries resource for the entire State of Washington.

For centuries upon centuries, our people lived off the ocean. We hunted seal, we hunted whale, and we also fished for salmon in the rivers, and other species of bottom fish in the ocean. Since our treaty with the Government, we have gradually separated from our most natural techniques of survival in the ocean. We have become loggers, construction workers, and seek other forms of employment that have become available on a small Indian reservation such as ours. Mostly we have failed in this new environment, as indicated by the unemployment rate that has, at times, reached 65 percent, and seldom goes lower than 20 percent, even during the best part of the season.

The Makah National Fish Hatchery is becoming a most important phase in our assimilation towards the dominant society. It will not only provide the Makah Indian Tribe a more sound economic base, but it will also help other Indians in our area, as well as the commercial fisherman and sports fisherman, who swarm our villages during the summer. I want to emphasize that the Makah National Fish Hatchery is one of enhancement as it will put fish into the streams and into the ocean immediately after construction.

We also want to emphasize single phase construction of about $7.8 million because of two very important benefits. To complete the project as soon as possible, because of ever increasing construction costs, and also because of increased benefits of fishing as soon as possible.

Thank you very much for your time, and we ask that you look favorably upon our request.

PREPARED STATEMENT

Senator STEVENS. Your statement will appear in the record. We are familiar with this from past years. I know the problem, and we would be happy to see if we could increase the supply. Thank you for taking your time .

[The statement follows:]

Summary

The Makah Indian Tribe traditionally has been economically and culturally dependent upon their fisheries and are presently seeking to enhance this threatened industry with a national fish hatchery to to built on the Reservation. The construction of this hatchery will be of equal benefit to the Indian fisheries and to the Pacific Northwest commercial and sport fisheries. The accelerated demand for hatchery fish and the rapidly increasing construction costs dictate single phase funding.

Project Justification

The Makah Indians always have relied upon fishery resources as their principal source of livelihood. Historically and currently, their fishery is centered in the vicinity of the Strait of Juan de Fuca and adjoining ocean areas. In addition, the Makah Tribe operates net fisheries on several Olympic Peninsula rivers. Recently, the Tribe revitalized its ocean fishery program by acquiring nine combination troll-gill net boats. This expansion of their commercial fishing fleet is evidence of the Tribe's continuing reliance upon and interest in fishing as a source of income.

The Makah Indian Reservation has an excellent harbor at Neah Bay for sport and commercial fishermen. In recent years over 50,000 salmon angler days have been expended annually at Neah Bay and in 1971, 87,000 salmon were harvested by sportsmen. In addition to the sport and Indian fishery, sizeable troll and gill net fleets from the United States and Canada operate for salmon in the nearby off-shore area and in the Strait of Juan de Fuca.

The production of salmon in Makah Reservation rivers is not capable of maintaining an adequate spawning escapement because of the present ocean fishery demands. Even under optimum stream conditions, it is becoming increasingly difficult to supply numbers of salmon demanded by the river fisheries and the ocean sport and commercial fisheries which have accelerated so rapidly within the last decade.

Recognizing these circumstances, the Makah Tribe requested that the U.S. Fish and Wildlife Service conduct investigations to determine the feasibility of constructing and operating a National Fish Hatchery utilizing the Reservation water resources. The Service determined that there was a need for augmentation of the natural production and that a feasible site was available on the Sooes River. The Makah National Fish Hatchery, constructed and operated by the U.S. Fish and Wildlife Service, will play a long-range role by supplementing the natural production of salmon and other fish species in the Makah Reservation stream.

Coincidental to and consistent with the Makah recognition of the need for an artifical production facility at Neah Bay, has been the concerns of Washington State fishery agency directors and sport and commercial fishing groups regarding the Judge Boldt decision on treaty fishing rights. They say Indians and the Federal Government should provide the funding for increases in the harvestable number of fish to be shared equally between Indian and non-Indians. This, together with the needs cited above, should provide the necessary impetus to appropriate single phase construction fund in fiscal year 1976.

Hatchery Benefits

In addition to benefiting the Makah Indian fisheries in their marine and freshwater area, the non-Indian troll, gill net, and seine fisheries will benefit from the production of chinook, coho, and chum

salmon, which will comprise the bulk of the hatchery's annual production. Non-Indian sport fishing opportunities will be greatly enhanced also by the production of chinook and coho salmon, and by the large production of steelhead trout which will be stocked in waters on the reservation and in other adjacent Olympic Peninsula streams. Rainbow trout will be produced for stocking in Makah Reservation and Olympic National Park waters. The following is the proposed annual production schedule and associated monetary benfits estimate by the Northwest Fisheries Program Office of th U.S. Fish and Wildlife Service.

Annual Species to Sport, Commercial and Indian Fisheries

SPECIES	COMBINED SPORT AND COMMERCIAL VALUE
Fall chinook Salmon	$565,539
Coho Salmon	$328,055
Chum Salmon	$428,271
Steelhead	$668,782
Rainbow	$ 54,850
Total Annual Benefit	$2,045,497

Capital Costs

Appropriations for the preceding three years beginning in fiscal year 1973, total 1,790,000. Expenditures to date under these appropriations are as follows:

Accomplishments

Master Plan (Architecture and Engineering Contract)	$111,800
Detailed Hatchery Construction Design	$384,000
Road Construction Design	$ 26,000
Road Construction and Site Preparation (Including Engineering)	$1,000,000
Engineering Inspection and Contingency	$305,000
Total	$1,790,000

On the basis of the justifications cited above, there is an obvious urgency for completing construction and having in operation this hatchery facility at the earliest possible date. Most of the production is salmon and steelhead trout and because of their lengthy life cycle, it will be three to four years following construction before the sport, commercial, and Indian fisheries may realize any benefits. Further, single phase construction will result in much less capital investment. Cur-ent estimated cost of completing the hatchery construction under single phase would be $7,750,000 including escalating costs.

To further emphasize the need for single phase construction, we point to the example of the Quinault National Fish Hatchery. It was designed to raise the same species of fish as the Makah Hatchery. It recieved the first construction money in fiscal year 1965, and the hatchery was not completed until 1973. The initial estimated capital investment for that project was approximately $900,000. However, total construction cost over the eight-year period was nearly $3,000,000. Add this together with the loss of benefits over a five to six-year period, single phase construction is clearly supported. We strongly urge your consideration of this need.

STATEMENT OF FRANCIS DREXIL, OSAGE TRIBAL COUNCIL, CHAIRMAN, COUNCIL HEALTH COMMITTEE

ACCOMPANIED BY SYLVESTER TINKER, CHIEF, OSAGE NATION

Mr. TINKER. I am chief of the Osage Nation, Sylvester J. Tinker. I want to introduce to you at this time, Mr. Francis Drexil, who is a member of the Osage Tribal Council and chairman of the Indian Public Health. He will make the report.

Senator STEVENS. Thank you. Happy to have you both with us.

Mr. DREXIL. Mr. Chairman and members of the committee: My name is Francis Drexil and I am an unallotted one-half degree member of the Osage Tribe of Indians in Oklahoma. I also am an elected member of the Osage Tribal Council, an office I have held since 1970 and presently I am serving as chairman of the Osage Council's Health Committee.

I appear before this committee today as a spokesman for the council and in behalf of the Osage Tribe to respectfully request favorable consideration by this committee for a supplemental appropriation in the amount of $470,000 for the Oklahoma City Area Indian Health Service, Public Health Service, Department of Health, Education, and Welfare, for the 1976 fiscal year, to provide sufficient funds to staff and equip a health clinic to be constructed on the Osage Agency reserve located in Pawhuska, Okla.

Since the establishment of the Osage Tribal Council, the governing body of the Osage Tribe, by the Osage Allotment Act, the Act of June 28, 1906 (34 Stat. 539), one of the primary concerns of the council has been the health care of the Osage and other Indian people residing on the Osage Reservation. Because of this and the limited income of many of the Indian people, the council authorized the use of appropriated Osage tribal funds, to provide for an Osage Indian health clinic and in November 1935, the first Indian health clinic in the United States maintained and operated wholly from tribal fnuds, was established. This clinic was located in leased space in an office building in downtown Pawhuska, Okla., and was staffed by one physician, a registered nurse, and a laboratory and X-ray technician, a social worker, and a clerk. It remained in existence from November 1935 until June 30, 1947, when the economic condition of the tribe forced its closing.

From 1947 until 1965, the only health services available to the Indian people in Osage County other than from private physicians and health facilities, were those provided by a Public Health Service field nurse, headquartered at the Osage Agency.

During the month of June 1965, at the request of the Osage Tribal Council, a weekly well-child clinic was sceduled at the Osage Agency Public Health Field Nurse's Station, staffed by a pediatric specialist from Ponca City, for the purpose of evaluating infants and preschool children for their overall and mental development. The response to this clinic was so great that the council contacted the Oklahoma City Indian Health Area Office in an effort to secure sufficient funds for a part-time health clinic at the Osage Agency. As a result of these efforts, in 1967 the Osage Council in cooperation with the U.S. Public Health Service, established a general medical and pediatric clinic at the Osage Agency, staffed by physicians from the Pawnee, Okla., Service Unit for 2 half days each week.

In August 1968, increase in attendance justified the clinic to be expanded to 3 half days each week, However, beginning July 1, 1970, due to a shortage of physicians at the Pawnee Service Unit, the general medical and pediatric clinic at the Osage Health Station was operated only 2 half days each week and currentlly is operating only 1 day each week, less travel time for the physicians traveling from Pawnee, Okla., to Pawhuska and return to Pawnee, a distance of approximately 102 miles.

During the 1973 fiscal year, a Public Health Service dental clinic was established at the Pawhuska Health Service Station but at a separate location. This clinic is open daily from 8 a.m. to 5 p.m., and is staffed by a full-time dentist and two dental assistants.

Other health and related services available to the Indian people in Osage County are the community health representative program, Indian recovery alcoholic program, maternal child health program, and a otitis media program. These services are supervised by the North-Central Inter-Tribal Health Council, which includes the Osage Tribe, with its management office located in Fairfax. Okla.

To locate all of the health and related services available to the approximate 10,000 Indian people residing on the Osage Reservation, in one service center and to expand these services, the Osage Council has under active consideration, the construction of an Indian health center to be located in Pawhuska, Okla., county seat and geographic center of Osage County. However, before going forward with these plans for construction of such a center at tribal expense, the council, in behalf of the Osage Tribe of Indians, must have assurance that there will be sufficient Public Health Service funds to lease, equip, and staff such a center and it is for this purpose that we are appearing before this committee today. As stated above, the inital cost for the first year's operation of this proposed health center amounts to $470,000 and the cost annually thereafter is an estimated $569,000.

In conclusion, the Osage Tribal Council feels it is imperative that funds for staffing, equipping, and operating an Indian health service center at Pawuska, Okla., be made available so that the health needs of the 10,000 Indian people residing on the Osage Reservation can more adequately be met in one central location.

This health service center particularly is needed at this location since many of the Indian people whose incomes are below the national poverty level figures are not eligible for medicare and do not have the funds to pay the continuing rising costs of private medical and hospital services.

We, therefore, respectfully recommend and urge favorable consideration of this committee in providing sufficient funds to the Public Health Service for the 1976 fiscal year, for the purposes set forth in the attached proposal. In doing this, it will assure a large number of persons of Indian descent the same type of health service as the non-Indian citizens.

On behalf of the Osage Tribal Council and the Osage Tribe I appreciate the time and attention the committe has given us. I will be pleased to attempt to answer any questions, Mr. Chairman, which you or any member of your committee may have. Thank you.

Senator STEVENS. I want to thank you for that statement. Do you have any statement to make, sir?

Mr. TINKER. Mr. Chairman, we're very much in need of this health

program. My people are sick people, and it seems like the Indians have never had very much medical aid.

This is the first time in history, due to Dr. Bow and Dr. Johnson, that we have been able to receive this kind of program. It means a great deal to my people. My people are pitiful people.

Senator STEVENS. We will do our best. I note that you have this Indian health clinic proposal submitted by the Osage Tribal Council, and the request, as I understand it, is for the $470,000 to start it, and an estimated annual cost of $569,000. We thank you for your time.

Mr. TINKER. I was up in Alaska 2 years ago with regard to minerals.

Senator STEVENS. I remember you. I remember when you came up there and all our people enjoyed your coming.

Mr. TINKER. I enjoyed your hospitality too.

STATEMENT OF LILLIE McGARVEY, NATIONAL INDIAN HEALTH BOARD REPRESENTATIVE

ACCOMPANIED BY JIM POTTER, NATIONAL INDIAN HEALTH BOARD

Senator STEVENS. It's nice to have you here. I'm sorry that I missed your speech yesterday. You're here for the National Indian Health Board this time?

Ms. MCGARVEY. Yes. I appreciate the opportunity to come before you today representing the National Indian Health Board. Yesterday, I really didn't get a chance to speak, and I wanted to explain the makeup of the Boards across the Nation. The Boards represent the consumers, and we're with the Indian health service in trying to get the best health care and to raise the level of health care for all Alaskan Natives and American Indians. From the service unit to the area Boards and to the National Board, we speak for the consumers of the Indian health services.

Yesterday, I broke down and put a dollar figure after all of the unmet needs that were identified in Alaska. We worked with the chiefs of the programs in the Indian health service who work in these programs, and made sure that the Alaskan native's voice was heard in those programs, and that what he wanted in those programs was there. I thought I ought to put them all down and the dollar amount after them, as an example of the unmet needs of one area of the Indian health service. The National Board is made up of representatives from 12 areas, and if this is the extent of Alaska's unmet needs, you can imagine what the extent is across the Nation.

At our last quarterly Indian Health Board meeting, we did set down priorities, looking at all of the areas, and came up with national priorities of the Indian Health Board. I mention our top priorities as named at that meeting: Mental health, contract health services, staffing and personnel, new facilities, and communications.

Mental health, alcoholism and related illnesses remains a problem for all of the Indians across the Nation. As you know, history has dealt with us tragically, and there are many problems, emotional problems, learning problems with our young people; we have twice as many suicides in the Indian population as all other Americans, cirrhosis of the liver is found four and one-half times as often, four times as many accidents and three times as many homicides occur in Indian communities.

IHS is asking for $3,617,000 for mental health. We don't think this is nearly enough and we support that request. We estimate that the unmet need in this area is more like $32 million, so this makes up about one-tenth of our need.

In contract health services, we do not believe that the $51 million requested by IHS is adequate. We believe that because of inflation, $75 million is necessary. Inflation has raised the cost of services 15 to 20 percent, in just this last year. Staffing and personnel are a big need. clear across the Nation. For instance, the Phoenix Indian Medical Center, has shut down 14 to 16 beds, to use the money that they would pay the nurses to man that ward, for contract medical services. Some of the elective surgery that is needed is 95 days behind schedule. So much suffering and disfigurement has to be borne for that long a time.

As far as new facilities are concerned, of the 51 Indian Health Service Hospitals across the Nation, only 24 of these are accredited. New, modern facalities would help meet the minimum national safety regulations, which are not seen in most of our facilities now. Many of our hospitals and health centers were built over 30 years ago.

As far as communications is concerned, I am really interested in this because it is also our top priority in Alaska, and the National Indian Health Board supports Alaska's request for $224,850 to pay for Alaska's share on the communications satellite program in the State of Alaska. Communications has been named the fifth priority across the Nation, because on a large reservation, communications is also a problem.

Another form of communications, public relations, is needed in the Indian Health Service, because the public relations now comes from Health Services Administration of HEW, and you really need a full-time person in the Indian Health Service. Many of the Indian Tribes across the Nation do not know about the things that Indian Health Services does, they don't know what is happening in other areas. If we could have more information, not only to all the Indians, but to the public, I think it would help our cause.

I have not read the full statement, and we have presented this for the record. I did summarize it.

Senator STEVENS. Thank you very much. Your statement will appear in the record. I do have your statement that you presented yesterday in my office. I would be happy to study that.

Ms. MCGARVEY. Yes. In a couple of days, I would like to talk to you about it.

Senator STEVENS. I would be happy to do that.

Ms. MCGARVEY. In fact, Mr. Montoya told me yesterday to see my own Senator.

Senator STEVENS. I'm glad that you are talking for the Alaskan Natives as their representative. Do you have anything to add?

Ms. MCGARVEY. I'd like to introduce Jim Porter, who is Deputy Director for the Board.

Mr. PORTER. Pleased to meet you, Mr. Chairman.

PREPARED STATEMENT

Senator STEVENS. Thank you very much and thank you for your patience.

[The statement follows:]

Mr. Chairman, Members of the Committee:

I'm Lillie McGarvey, representative of the National Indian Health Board from Alaska. The National Indian Health Board is concerned mutually with the Indian Health Service that the IHS programs be funded as fully and completely as possible.

While the Board recognizes and appreciates previous and current commitments of Congress in matters relative to Indian health needs and concerns, we must, in view of the on-going emergency or essential nature of many of those concerns, look to the immediate funding needs of the Indian Health Service.

Charged by the Director of the IHS with providing that agency with advisory and policy input, The NIHB has therefore established certain funding priorities. They are presented here with attending or supporting comments.

1. Mental Health, Alcoholism and related illnesses

The traditional view of the Indian Health Service is that it has provided only crisis-oriented health delivery to the Indian and Alaska Native people. Now, we believe we see a shifting of that role, as evidenced by increasing life-expectancy statistics among Indian and Native people.

Heretofore, the health delivery has been, with some exception, essentially serving the physical ailments of the Indian people.

Now, with the bedside crisis not quite so great, we are able to get a view of the readily apparent emotion and psychological problems that are widespread across Indian country. Suicides run twice as high among Indians and Alaska Natives. Cirrhosis of the liver is found four-and-a-half times as often in the Indian population. Four times as many accidents and three times as many homicides occur in Indian country as in the rest of the nation. Our families are very often touched by deaths or debilitating injury to our loved ones because of suicide, cirrhosis, alcohol-related trauma, barrom violence or other.

For years, alcohol has sapped the strengths and resources of our young people.

We wish to see a sharp reduction of these mental health-related problems. The National Indian Health Board would like to see an eventual substantial increase in mental health activities by the Indian Health Service. However, in view of the current economic situation, the Indian Health Service has requested only $3,617,000. Although we feel the figure is low, we strongly support that request, also in view of the current economic situation.

2. Contract Health Services

These funds are usedto acquire emergency hospital and medical services required by Indian and Native patients when such services are, for one reason or another, not available at the local Indian Health Service facility.

We are concerned that the estimated $51-million requested for contract care in FY 76is inadequate.

Because of the current economic conditions, the Indian Health service is having to pay 15 to 20 percent more for services now than last year. At that time, costs and prices in the health industry were frozen under wage and price controls. When those controls were lifted, the costs spiraled to the 15 and 20 per cent figures. However, the Indian Health Service was given only a six-to-eight per cent cost-of-living increase. As a result, current IHS contract health monies are in such short

supply that local service units are having to balance budgets as best they can. The Phoenix Indian Medical Center, for example, has had to freeze seven nursing positions so it will have a cushion against the cost increases.

Aside from the economic view of contract care money shortages, the human view is disturbing. While we do not know how many Indian patients have had to go untreated because of contract fund shortages, we do know of individual cases where the overall health level of the individual Indian patient has worsened because needed care could not be provided.

We believe that serious thought should be given to increasing contract health care monies for the Indian Health Service. $75-million would be a more realistic figure than the requested $51-million.

3. Staffing and personnel

Always a concern, IHS staffing and personnel problems are compounded, as I've already mentioned, because monies are being juggled to balance budgets. Unfortunately, a shortage of employees does not reflect only as a cold economic fact.

The Phoenix Indian Medical Center, again an example, has recently had to shut down 14 to 16 beds in its hospital because it does not have enough nursing manpower to care for patients who would ordinarily occupy those beds. The hospital has had to freeze nursing positions and use personnel monies to pay cost-of-living costs.

The hospital is continuing to perform those surgeries classified as urgent or emergency. However, so-called elective surgery is being delayed. While elective surgeries--such as plastic or gall bladder operations--have usually been performed with in 70 days, patients must now wait up to 95 days.

As a result, patients must now endure discomfort or disfigurement for nearly a whole month longer, on the average.

I hope more funding can be provided to the Indian Health Service so that personnel and staffing needs can be taken care of. In view of the previously-mentioned 20 per cent cost-of-living rise, I believe that $152,000,000 is necessary for this.

4. New Facilities

The National Indian Health Board is concerned about the physical condition of facilities presently in use by the Indian Health Service. With few exceptions, they are inadequate, perhaps even unsafe. In the best interests of the patients and employees who use those facilities, we believe they should be replaced or modernized.

For example, only 24 of the 51 IHS hospitals are accredited by the Joint Commission on Hospital Accreditation. We believe that modernized facilities could be positive contributions to the accreditation of these hospitals. Alarmingly, 31 of the hospitals do not now meet minimum national fire and safety regulations.

The Indian Health Service has place priorities on facilities that need replace or modernization. As might be expected, dollar figures vary considerably as far as construction costs are concerned, so we cannot state a dollar figure. I hope, however, you will consider these needs in your deliberations.

5. Communications

The NIHB has observed a number of problems that exist because of inadequate communications.

For technical communications, the Alaska Native Health Service needs $224,850 to pay for time-sharing on a communications satellite to be launched. Technical communications in Alaska are very bad.

In one instance, a man suffered emotional problems burning down his home and stabbing his daughter to death in the process. The only radio in the village was out of order. A teacher had to climb down a hill and hail a passing crab-fishing boat to get assistance.

Also, the Indian Health Service needs its own full-time public information officer. Public information is currently handled by the Health Services Administration. Many Indian and Native people and IHS staff persons are largely uninformed about the services and functions of the IHS programs or components. Comunications to the Indian people, the general public and in-house need to be facilitated.

In closing, Mr. Chairman, I'd like to urge that Congress continue to provide the IHS with the necessary funds to maintain Indian Health Boards. These boards give a direct line of input from the communities and tribes to the Indian Health Service. We believe that maintenance of such boards is in the best interest of Indian self-determination and, as such, is clearly within the intent of the Congress.

Members of the Committee, thank you for hearing me today.

STATEMENT OF MEL TONASKET, COLVILLE CONFEDERATED TRIBES ACCOMPANIED BY VIRGIL GUNN

Senator STEVENS. Is Mel Tonasket here?

Mr. TONASKET. I was practicing to say, good afternoon Senator; but now I'll say, good evening, Senator. I would like to introduce another member of the Colville Tribal Council, Mr. Virgil Gunn, who is traveling with me and helping me out. I will also be brief and get right to the money part of our presentation. I would like to make a couple of comments, though.

Besides being on the Colville Tribal Council, I am also president of the National Congress of American Indians. To sit and listen to Indians requesting financial assistance all day long, and then compare that with listening to the non-Indians from other portions of the country, asking for money; there was really a strange difference. I can compare it with the Colville situation in relationship to other reservations. To me, the difference is, if you could imagine the Indians and the whites in a 100-yard dash, and the whites are at the 90-yard line asking that the finish line be put up so they could finish, and the Indians have just found the starting blocks and they are asking to get in the race.

That's the way the Colville Tribe is in relationship to many other tribes in the country. We are so far behind like that, because of the termination policy of the United States, and because the Colville Tribe was the next in line to be terminated, right after a tribe in Oregon. Because of that termination struggle that we went through, the Bureau of Indian Affairs transferred all of the Klamath BIA personnel up to Colville to do exactly that. When they came to Colville, what they did was to start to reassign different positions and programs to other agencies in the Bureau of Indian Affairs, away from us. As a matter of fact, there were eight positions and support funds lost to other agencies during this period. They were: One education specialist, one probate clerk, one trustee service position, one range position.

In addition the Colville Agency advised the Colville Business Council that the BIA no longer had funds to finance one realty position, two range and soil moisture positions, and one administrative position. The Colville Tribal Council utilized its moneys from the proceeds of labor, to finance these four civil service positions. We are still financing those positions today. Because of Public Law 83-280, and through the termination period, we lost three Federal officers, two judges, three tribal law and order positions, and all of the law enforcement vehicles, equipment, records, and jail facilities were transferred to the counties and the State.

All of the educational and welfare responsibilities, almost, were transferred to the State of Washington. So, we were left with a skeleton agency, with a skeleton responsibility, with one goal in mind, and that was to terminate us.

We remained like that for over 15 years. Four years ago, there was a change in the council, and I was part of that change. We looked at the expenditures of the tribe, paying the county, the two counties that the reservation is in, $40,000 a year in lieu of taxes, which no other tribe in the country had to pay. We looked at the schools being taken away from the Colville Reservation and moved off the reservation to

State public schools. We loked at all of these things, and we have been battling to try and build ourselves back up ever since. On behalf of the Colville Tribe, I would like to request:

One: That eight ceiling positions lost by "termination from within" be restored to the Colville Agency budget base with adequate funds to cover salaries, expenses, and program funds. This totals to $200,000.

Two: I request that the four positions that are civil service positions now financed by Indian moneys from proceeds of labor, be financed by the BIA. This request totals $70,000.

Third: The Colville Business Council has conformed to all Bureau procedures, in accordance with Public Law 93-368, and developed the Paschal Sherman Indian School, and Virgil Gunn, who is with me today, is head of the school board for that school.

The school has full State accreditation and is tribally operated. Although the school has been eligible for Bureau assistance for the last 2 years, we haven't received it through the band analysis. We were promised money from the Bureau, but they never told us we had to put it on the band to get that money that they promised. We had to beg and fight and threaten to get $50,000 from the BIA last year. We've been operating that school on about an $80,000 a year budget. We have been utilizing Vista volunteers as teachers, and the turnover rate is extremely high. The Bureau of Indian Affairs, with that money that I referred to, bought two classrooms, we bought the third classroom and buses and all of the operations. This year I again ask for your assistance for the Paschal Sherman Indian School on an annual basis and that that be a line item in the budget. We request that the budget be $440,000 for fiscal year 1976.

Four: The Colville Business Council has been appropriating between $150,000 to $200,000 a year to the Colville Indian Agency to assist the branch of forestry to cover the cost of regular fire control programs and to assist in the sale administration. The forestry has been basically a sales management branch. Nearly 100 percent of their efforts go into the sale of timber. Not in the record, but our timberland is approximately 1 million acres. About 98 percent of our annual income is from the sale of timber, so it's the most important product that we've got.

The efforts to intensify forest management has come from accelerated public works projects. In some cases, from year-end contracts funds that are left over in forestry accounts. The need for continual studies to calculate sustained yields evaluation of new tree species, a greater acceleration and regular intensified forestry practices, such as thinning, pruning, planting of burnt areas, environmental protection of streams, roads and the land, and other regular forest practices, is urgently required if the BIA is to carry out their trust responsibilities in this most important area to the Colville.

A further complication in the forestry branch of the Colville Agency is the type of timber to be cut. Nearly all the virgin timber on the reservation has been cut, and the need to recalculate the sustained yield cut is most important.

The Colville Agency has already determined that, as sales are contracted out in the second growth areas, the amount of work and time to prepare sales, the contractor's time to harvest the same amount of

timber, the distance to travel in forest to obtain the same board footage will quadruple. This will necessitate smaller sales in much larger areas. In addition, the forestry branch is directing a large amount of time and energy on the salvage of drying timber. The mortality rate is primarily due to the tussock moth and other diseases.

For fiscal year 1976, it is planned that $700,000 will be required to operate the forestry branch that will only handle forest sales. Therefore, the Colville Business Council requests this body to appropriate an additional $300,000 to carry out adequate studies to insure the Bureau and tribe that the sustained yield is properly maintained.

Five: The Supreme Court of the United States decision in the *Antoine* v. *State of Washington*, decided on February 19, 1975, that it was the Federal Government's responsibility to honor, preserve, protect, conserve, and enhance the fish and wildlife in the ceded area—1.5 million acres—of the Colville Reservation.

The Colville Confederated Tribes invested many thousands of dollars in fighting the *Antoine* case which started in Republic, Wash., in 1971 and was finally concluded in the Supreme Court on February 19, 1975, in the tribe's favor. The fishing and hunting rights to the ceded areas are now federally recognized and with this recognition comes the responsibility and fulfilling the Supreme Court's ruling.

Therefore, the Colville Agency will need $82,000 for the conservation, the preservation, and enhancement of the fish and wildlife in the ceded area. It will need an additional $172,000 for the protection and honoring of these rights. Therefore, the Colville Confederated Tribes request that a total of $254,000 be made available to the Colville Agency to carry out the results of the *Antoine* decision. The Colville Business Council would accept a contract to carry out this Federal responsibility.

I might add, at this present time, there is only, in the budget of the Bureau of Indian Affairs Colville Agency, $20,000. The tribal budget is running $250,000 in law and order. This is a very large land area; we're working with the State of Washington to develop adequate preservation and protection services, and developing conservation techniques and practices. That is why our chairman is not here today; he is meeting with the State of Washington at this very time.

It seems to me, and to our tribe, and to the National Congress of American Indians, that if the Bureau of Indian Affairs presented actual and appropriate band analysis totals to the Congress, it would save the tribe thousands of dollars in having to come to Washington, D.C., to testify in hearings such as this.

You can see from the testimony that I have given that they are over $300,000 short, just in forestry alone on my reservation. The band analysis system is not a bad system if it would be carried out properly, but, more often than not, we're short changed. I think that the Congress should look very closely at what is happened in the Bureau of Indian Affairs, in their budget process. I object to people in OMB, the Department of Interior, and Bureau of Indian Affairs, sitting here in Washington, where they cannot see the poverty on the reservation, cannot see the sickness, the ill health, the dropouts, the alcoholics, and determine for us, what is an adequate amount that we can live with at home.

When we ask for $1,160,000 more than what the Bureau of Indian Affairs has requested for the Colville Agency, you know that there is a problem. I hope that I have influenced your thinking. I wish that the committee was here in full force to hear the people from the reservations come and talk. I feel badly that I have to come and ask for things of necessity like food, like clothing, like education, while I get to hear people ask for ballet and operas. It doesn't quite seem fair, Senator, and I wish that other people throughout the country could come and witness the process that we have to live through. Thank you.

Senator STEVENS. We appreciate your statement and I'm fully aware of the conditions that you have mentioned. We added up last year, and I think it was a total request presented to this committee by outside witnesses alone, exceeded the appropriation requests of the Department of Defense.

You just heard one-fourth of the presentations today. We have 3 days for outside witnesses, we have another day for Members of Congress. In 4 days, those requests added up to more than the Department of Defense, and in that period of time, we had a $67 billion deficit to begin with.

The value of what you have in the Colville Reservation could well be in jeopardy if we can't find some way to preserve the budget system.

As you know, the Congress itself is addressing the budget system. It won't be the OMB that gives us the ceiling next year, it will be the Congress itself that gives us the ceiling. And, I think that's going to be a very ugly process.

I do appreciate your comments, and I do appreciate the problems that you mentioned. I'm constrained to mention one thing that I probably shouldn't mention. I was downtown during the period when the House took up Resolution No. 108, and history records it a little bit different than I know, because that was an idea of the Indian tribes of the country that wanted the termination.

I know it didn't work, but it was a self-determination. I find it interesting, in fact, and listening to it as it is talked about in that period, because I lived through it, and I was part of the group that put together the Menominee Act, with their lawyers and tribal councils at their request.

That's a very interesting thing to see it in retrospect now. If some of us are sitting here 20 years from now, looking at our self-determination without termination, we might find groups coming in and saying that this was a bad era. We're living through history now, today, but that earlier period was not a period that was forced upon the American Indian movement. I think you recognize that.

Mr. TONASKET. To a certain extent, Senator, but not 100 percent.

Senator STEVENS. There were some actions that got caught up in the whole program, and they do to the same extent today. There were some Indian communities that were favored by contractors, and we run the schools at a level that is less than adequate. It could well lead to a time that we will all regret, but this is not the time or place for that.

We ought to get together with you and the council. I think some of us would like to examine some of these policies, and make sure where we're going, so that we don't have this change 20 years from now,

when people are saying, you were wrong in the seventies, as people are now saying. I think we ought to realize that we were wrong in the fifties. There was a request from the Indian community at the time.

Mr. TONASKET. I hope that the Policy Review Commission, that has just been put together, and the task forces now being organized, will bring this out, so that maybe 100 years from now, somebody else, maybe one of my great-grandchildren, won't have to be coming here and going through this.

PREPARED STATEMENT

Senator STEVENS. I don't think it should happen. I think it's a matter of putting the aspects in proper fashion, if it can be done properly. I thank you very much. Your prepared statement will be inserted in the record at this point.

[The statement follows:]

INTRODUCTION

The Colville Business Council of the Colville Confederated Tribes of the State of Washington have made several attempts to ensure that adequate funds be allocated to the Colville Indian Agency to provide those trust services to the Colville Business Council and all its members that is required by law, Treaty, and Secretary of the Interior's Directives.

These attempts have been made in several ways. Our primary effort has been through the Bureau of Indian Affairs Budget System. Each year tentative fund figures for the upcoming Fiscal Year are transmitted to the Superintendent's office at the Colville Indian Agency. The Budget system is identified as the pre-planning program and evaluation and the Band Analysis System.

When the Superintendent of our Agency receives this figure for the total agency, he then meets with the Colville Business Council and receives their advice, recommendations, and final decisions as to how the funds are to be distributed to the various branches of the Colville Indian Agency. This system is followed out as requested, by the Colville Business Council. However, when the Superintendent feels that a Trust Responsibility, a Public Law, or a Secretarial Order is not being fulfilled, he then meets with the Council to discuss their alternatives and a new decision is reached.

The Bureau of Indian Affairs PPE System and the Band Analysis is an adequate system of funding if all funds have been distributed to the Agency on an equitable basis. However, this is not the case for the Colville Agency. I will take this opportunity to discuss with you the erosion of funds, personnel and services that has resulted in a lower total base figure and fewer ceiling positions for the Colville Agency. Our difficulties began on August 1, 1953, when the House of Representatives, with Senate concurrence, passed House Resolution 108. (House Resolution 108 declared that Congressional intent at the earliest possible time would be to free Indian Tribes and individual Indians from Federal supervision. It would further declare that the Secretary of the Interior would submit a report to Congress by January 1, 1954 recommending legislation to accomplish the purpose of this Act.) As the information on the intent of H.R. 108 passed throughout Indian Country it was met by many differing feelings, some for and some against. On our reservation the reaction to H.R. 108 was one of acceptance, which grew into a dynamic re-shaping of the Council, which campaigned and acted for the earliest possible termination of Federal Supervision over the Colville Reservation and its people.

Then on August 15, 1953, Public Law 83-280 was adopted by the 83rd Congress and signed into law by President Eisenhower. The express purpose of this Public Law was to grant broad and liberal discretionary authority to the states to assume Civil and Criminal Jurisdiction over Indian Reservations. Before Public Law 280 was enacted, State Jurisdiction over Indian Reservations was prescribed by specific statutes, approved by Congress because of the pressuring of non-Indians. Jurisdiction over civil and criminal matters between Indians on their reservations were rested in tribal governments or the Federal Government.

Indian people strenuously opposed this legislation, and they were denied the opportunity to dissent before the action was taken. Again, the Indian Community viewed the enactment of Public Law 280 as an added vehicle to expedite the termination Policy.

History reveals that the Colville Confederated Tribes and the Bureau of Indian Affairs made annual efforts, since March 22, 1906, to restore the Colville Reservation lands to tribal ownership. After H.R. 108 was fully analyzed and reviewed, the Colville Business Council passed resolution 1953-33, requesting the restoration of its lands, but had to include in that resolution an agreement to pay $40,000 to the two counties "in lieu of taxes" as was imposed on the Tribe by THIS United States Congress because of pressure put on the Congress by the County Commissioners (39 of them) and the State legislature.

On July 24, 1956, Public Law 84-772 was passed, restoring to Tribal Ownership certain lands upon the Colville Reservation, BUT in return the Colville Business Council had to submit to the Secretary of the Interior a five-year plan of termination for removing Federal Supervision over the property and affairs of the Confederated Tribes and their members within a reasonable time after the submission and approval of such legislation. This Act, as Legislative History will point out, was a very poor Public Law for the Colville Tribes, However, after waiting for Fifty Years to obtain title to our lands, there was only one alternative - The Blackmail Compromise - I would like to ask each of you to review Public 772 to develop a full understanding of what Indian people are concerned about with Federal Legislation.

From August 1, 1953, to July 24, 1956, the Council became really active in hopes of bringing about termination. It was about this same time that some of the Colville Tribes began to realize that a long term termination plan that would allow for self sufficiency in all areas of legislative and exclusive government activities of the Collvile Reservation was needed and not immediate termination. Some dedicated themselves to the life-long task of organizing the membership and expressing the good points in maintaining their land base and regulating their own affairs under Federal Supervision.

From 1955 to 1970, the Bureau of Indian Affairs worked at terminating the Colville Reservation from within the system. Positions assigned to the Colville Agency were transferred to other Agencies, funds were cut back at each Departmental Function of the Colville Agency, Law and Order Jurisdiction was transferred to the State of Washington, and Social and Educational Responsibilities were distributed wholesale to State Agencies.

The Colville Business Council is happy to report to you today that after fifteen to twenty years of hard work, sacrifice, and EXPENSE, the governing body and Colville Tribal Members are dedicated to maintaining our Reservation Rights, and Government. Termination is a thought of the past and a bad word at Colville today.

To the best of our knowledge, there were eight positions and support funds lost to other Agencies during this period. They were as follows: One Education Specialist, One Probate Clerk, one Trustee Service Position, and one Range Position. In addition, the Colville Agency advised the Colville Business Council that the Bureau no longer had funds to finance one Realty Position, two Range and Soil Moisture positions, and one Administrative Position. Therefore, the Colville Business Council utilized the Indian Monies from proceeds of labor to finance these four Civil Service Positions. We are still financing these Bureau Positions. In reference to Public Law 83-180, three federal officers, two judges, three tribal law and order positions were terminated. All the law enforcement vehicles, equipment, records and jail's facilities were turned over to Ferry and Okanogan Counties of the State of Washington at no cost to them. Therefore, I am here today to request your assistance in restoring Trust Services lost by the Fifteen Years of termination efforts and to provide other trustee services that are urgently needed at the Colville Reservation.

1. I REQUEST, ON BEHALF OF THE COLVILLE BUSINESS COUNCIL, that eight ceiling positions lost by "Termination from within" be restored to the Colville Agency PPE Budget base with adequate funds to cover salaries, expenses and program funds to cover this request totals $200,000.00.

2. I REQUEST THAT the Four Positions that are Civil Service Positions now financed by the Indian Monies from Proceeds of Labor be financed by the Bureau of Indian Affairs. This request totals $70,000.00.

3. THE COLVILLE BUSINESS COUNCIL has conformed with all Bureau Procedures, P.L. 93-368, and developed the Paschal Sherman Indian School, a Colville Tribal Operated Elementary School, to full State Accreditation. The School has been eligible for Bureau Assistance for two years. I was here last year requesting your assistance to fund Paschal Sherman Indian School, 170 Colville Boarding School Students, for annual operations. Again, I am asking you assistance to fund the Paschal Sherman Indian School on an annual basis. It is requested that $440,000.00 be approved to operate this Tribal operated school for FY 1976.

4. THE COLVILLE BUSINESS COUNCIL has been appropriating $150,000 to $200,000 a year to the Colville Indian Agency to assist the Branch of Forestry to cover the cost of the regular summer Fire Control Program and to assist in the sale administration. For many years, the Branch of Forestry has been basically a sales management branch. Nearly 100% of their efforts go into the sale of lumber.

The efforts to intensify Forest Management has come from accelerated Public Works. Projects and in some cases, from year-end contracts from funds that are left over in Forestry Account. The need for continual studies to calculate sustained yields evaluation of new tree species, a greater acceleration and regular intensified forestry practices (thinning, pruning, planting of burnt areas, environmental protection of streams, roads and the land, and other regular forest practices) is urgently required if the Bureau of Indian Affairs is to carry out their trust responsibilities in this most important area to the Colville Reservation.

A further complication in the Forestry Branch of the Colville Agency is the type of timber to be cut. Due to the cut of nearly all the virgin timber on the Reservation, the need to re-calculate the sustained yield cut is most important. The Colville Agency has already determined that, as sales are contracted out in the second growth areas, the amount of work and time to prepare sales, the Contractor's time to harvest the same amount of timber, the distance to travel in forest to obtain the same board footage will quadruple. This will necessitate smaller sales in much larger areas. In addition, the forestry branch is directing a large amount of time and energy on the salvage of dying timber.

The mortality rate has increased sharply the past two years due to the tussock moth and other diseases. For FY 1976, it is planned that $700,000 will be required to operate the Forestry Branch that will only handle forest sales. Therefore, the Colville Business Council requests this body to appropriate an additional $300,000 to carry out adequate sutdies to ensure the Bureau and Tribe that the sustained yield is properlymaintained.

5. THE SUPREME COURT OF THE UNITED STATES DECISION IN THE ANTOINE VS THE STATE OF WASHINGTON, decided on February 19, 1975, that it was the Federal Government's responsibility to honor, preserve protect, conserve, and enhance the fish and wildlife in the ceded area (1.5 million acres) of the Colville Reservation. The Colville Confederated Tribes invested many thousands of dollars in fighting the Antoine Case which started in Republic, Washington in 1971 and was finally concluded in the Supreme Court on February 19, 1975, in the Tribes favor. The Fishing and Hunting Rights to the ceded areas are now federally recognized and with this recognition comes the responsibility of fulfilling the Supreme Court's ruling.

Therefore, the Colville Agency will need $82,000 for the conservation, the preservation, and enhancement of the Fish and Wildlife in the ceded area. It will need an additional $172,000 for the protection and honoring of these rights. Therefore, the Colville Confederated Tribes request that a Total of $254,000 be made available to the Colville Agency to carry out the results of the Antoine Decision. The Colville Business Council would accept a contract to carry out this Federal responsibility.

CONCLUSION

In summary, it is our request that based on the above testimony, that this committee will recognize the Federal Responsibilities that have been weakened during the past twenty years and make available an additional $1,164,000 to the Colville Agency so that they can carry out these Federal Trust Responsibilities.

Thank you.

SUBCOMMITTEE RECESS

Senator STEVENS. Are there any other witnesses to appear?

This subcommittee will stand in recess until 10 o'clock tomorrow morning.

[Whereupon, at 6:40 p.m., Tuesday, May 13, the subcommittee was recessed, to reconvene at 10 a.m., Wednesday, May 14, 1975.]

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS FOR FISCAL YEAR 1976

WEDNESDAY, MAY 14, 1975

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met at 10 a.m. in room 1114, Everett McKinley Dirksen Office Building, Hon. Ted Stevens presiding.

Present: Senators Stevens, Chiles, Hollings, Hatfield, and Bellmon.

Also present: Senator Brock.

NONDEPARTMENTAL WITNESSES

COMMITTEE PROCEDURES

Senator STEVENS. I will call the hearing to order please.

Today we will be holding the third day of hearings for public witnesses who wish to testify on matters involved in the appropriation bill for the Department of the Interior and related agencies.

We continue to have a crowded schedule, and to make certain everyone has a chance to appear, we must ask all witnesses to keep their remarks to 5 minutes or less. All written statements will be printed in full in the record. Your testimony should highlight the full statement. Each public witness is asked to submit 15 copies of his prepared statement to the staff when his name is called.

When two or more witnesses appear together, please be certain your testimony does not duplicate what has already been said.

Again, let me emphasize—keep your statements brief and to the point. Finish up in 5 minutes or less so that everyone will have a chance to be heard.

STATEMENT OF THE AREAS OF AGREEMENT PANEL:

WILLIAM E. TOWELL, AMERICAN FORESTRY ASSOCIATION

LOUIS S. CLAPPER, NATIONAL WILDLIFE FEDERATION, DISTRICT OF COLUMBIA

KASS GREEN, FRIENDS OF THE EARTH, DISTRICT OF COLUMBIA

W. D. HAGENSTEIN, INDUSTRIAL FORESTRY ASSOCIATION, OREGON

JOHN F. HALL, NATIONAL FOREST PRODUCTS ASSOCIATION, DISTRICT OF COLUMBIA

KENNETH B. POMEROY, NATIONAL ASSOCIATION OF STATE FORESTERS, MARYLAND

JAMES M. QUIGLEY, CHAMPION INTERNATIONAL, DISTRICT OF COLUMBIA

PREPARED STATEMENT

Senator STEVENS. First, is the Areas of Agreement Panel, Gentlemen, I see that you are here again this year. We are happy to welcome you. We have 30 minutes set aside for this panel. Mr. William Towell is the first witness. Would you introduce the panel please? Your prepared statement will be printed in the record.

[The statement follows:]

Mr. Chairman, and members of the Committee, I am William E. Towell, Executive Vice President of The American Forestry Association and Chairman of this Areas of Agreement Committee. This is the fifth year that conservationists have joined together with industry to make a joint appeal in behalf of forestry appropriations. We very much appreciate the courtesy you have shown in allowing us to appear as a group and in giving us as much time as you have from your busy schedule. The effectiveness of this joint effort has been recognized by most of you through past appropriations, and the Forest and Rangelands Renewable Resources Planning Act of 1974 is another example of what can be done by working together. Your invitation to appear again today is further evidence of your approval of our Areas of Agreement effort.

Principal areas of agreement in the past and as we find them today are two-fold. First, forestry appropriations in general are inadequate to do the complete natural resources job which needs to be done; and, secondly, appropriations process of the past has accumulated inequities or imbalances between various forestry programs and activities. Please let it be clearly understood, too, that we speak of forestry in its total or multiple use concept in which timber production, roads, grazing, minerals, and other commodity uses are equaled in importance and priority, if not budgets, by recreation, fish and wildlife, water, wilderness, and other values of forest lands which serve needs of people but cannot be measured in comparable economic terms. Even our Committee will not agree on the relative importance of various programs or resources, but all agree that forestry activities are in need of more attention. The Renewable Resources Planning Act is certain to bring this out clearly.

Each member of the Committee in a brief oral statement probably will emphasize different needs or priorities. I speak only for The American Forestry Association in presenting a total package which we feel is justifiable, yet not impractical or inflationary at a time when our nation faces great economic perils. Here, Mr. Chairman, are our recommendations:

1. An increase in National Forest Appropriations for Protection and Management of $50 million, from a total of $338,297,000 as contained in the President's budget to $388,297,000. Here are the specific items we think need increasing and the amounts:

Program Activity	President's Budget	Recommended Increase
Sales Administration and Management	$98,124,000	+$5,000,000
Reforestation and Stand Improvement	46,686,000	+ 5,000,000
Recreation Use	51,130,000	+ 4,000,000
Wildlife and Fish Habitat Management (First year increase for accelerated Fish and Wildlife Habitat Program)	11,360,000	+ 4,000,000
Rangeland Management	18,432,000	+ 5,000,000
Soil and Water Management	17,119,000	+ 1,000,000
Minerals Management	6,943,000	+ 3,000,000
Forest Fire Protection	37,904,000	+10,000,000
General Land Management	31,509,000	+ 5,000,000
Forest Insect and Disease Control	11,579,000	+ 8,000,000
Total Recommended Increases for Protection and Management		+$50,000,000

2. Increases in Forest Research of $14 million, from a total of $79,211,000 in the President's budget to a total of $93,211,000. Here are the amounts we recommend:

Research Item	President's Budget	Recommended Increase
Trees and Timber Management Research	$14,451,000	+$3,000,000
Forest Watershed Management Research	7,282,000	+ 1,000,000
Wildlife Range & Fish Habitat Research	5,196,000	+ 1,000,000
Forest Recreation Research	1,267,000	+ 1,000,000
Surface Environment & Mining Research	2,298,000	+ 1,500,000
Forest Insect and Disease Research	18,145,000	+ 4,000,000
Forest Product Utilization Research	11,147,000	+ 1,000,000
Forest Resources Evaluation Research	5,559,000	+ 1,500,000
Total Recommended Increases for Research		+$14,000,000

3. A third area of growing importance is cooperative forestry assistance to the states for forestry on State and Private lands. The significance of these state and private forests was clearly demonstrated by our Trees For People Task Force. In addition to the following recommended increases, we also are making a strong appeal for other forestry appropriations before the Agriculture Subcommittees. Here is what we join with the State Foresters in seeking from this Subcommittee:

State and Private Program	President's Budget	Recommended Increase
Fire Control - CM-2	$20,275,000	$ 9,725,000
Tree Planting - CM-4	337,000	1,000,000
Cooperative Forest Management - CFM	5,605,000	4,395,000
Urban Community Forestry	NONE	2,000,000
Total Recommended Increases		$17,120,000

Each of these items could be amplified in great detail, but we will not take your time unless there are specific questions. I would emphasize that each recommendation represents a great deal of thought and agreement on the part of many people. For example, the $4 million recommended for fish and wildlife habitat management on the National Forests represents an in-depth study by a committee of foresters and biologists who propose a five-year program for upgrading fish and wildlife management on these federal forests. This is the first year amount of gradually increased funding to reach a desired level at the end of five years. It has broad support.

State Foresters have analyzed their needs carefully, too, and have selected as their priorities for fiscal 1976 a $10 million increase for cooperative fire control and almost $4 1/2 million additional for cooperative forest management. We support their request.

Thank you, Mr. Chairman, for this opportunity to present our views and for the past courtesies extended by this Committee.

STATEMENT OF WILLIAM TOWELL

Mr. TOWELL. Thank you, Mr. Chairman. I am Bill Towell of the American Forestry Association. It has been my privilege to serve as chairman of this Areas of Agreement Committee.

This is the fifth year that you have been very courteous to allow us to come as a group. I think our effort has been most effective and productive because it shows unity between the conservationists and forest industry people in trying to upgrade the total forestry effort in our country.

In my prepared statement, Mr. Chairman, which I filed for the record and will not read, I have outlined the history of the reception that you have accorded us and the general proposals for the 1976 fiscal year. We have found each year that forestry appropriations in total are underfinanced in terms of needs. This is one thing we are in full agreement on, that forestry, as a natural resources activity, needs a great deal more encouragement through the appropriations process.

We have put together a recommended package which is on the minimal but an increase in national forest appropriations for protection and management of $50 million over and above the President's budget.

On page 2 of my testimony, you will find a breakdown of that particular recommendation in terms of the various line items. We think that this is only minimal. The current recommended budget of the Forest Service is only a hold-the-line budget because of salary increases and other increases in cost.

We feel if the program is going to progress at all, these recommended increases are certainly in order.

As a second item, we are recommending $14 million increases in the various aspects of forest research. This too we show in categories on page 2 of my prepared testimony. Research is a much-neglected activity, and forest management. By forest management, I mean all aspects of forestry, because it covers a lot more than just general management.

Finally, for this committee, we are supporting the State foresters in their recommended increases for cooperative programs. The most urgent item in terms of the State forest activities we feel, as they do, is important in section 2, to bring this up from $20 million in the President's budget, to $30 million total, approximately $10 million increase. They are also asking for an extra $4.5 million in cooperative forest management. We support the State foresters fully in this.

In our committee, Mr. Chairman, we have a balance of representatives and each will highlight a particular field of interest. I would emphasize again that as a group of conservationists in forestry interests, we feel that forestry is not fully recognized in terms of its importance and needs in the appropriations process. We would urge upon you that if additions can be made, that this is one place where we urgently need it.

The forest and range lands, Renewable Planning Act which is now in the process of being implemented, will present a program to the Congress for funding. However, in the interim, we certainly would urge upon you to help keep these forestry activities moving until the new program can be presented and approved. Hopefully this will result in increased funding received.

As far as the American Forestry Association is concerned, you have our prepared statement, so we move on to members of the committee.

PREPARED STATEMENT

First of all, I would like to introduce Mr. John Hall, vice president of the National Forest Products Association, who is to my right.

Senator STEVENS. Your prepared statement will go into the record at this point, Mr. Hall.

[The statement follows:]

Mr. Chairman and Members of the Subcommittee:

I am John Hall, Vice President for Forestry Affairs of the National Forest Products Association. My testimony today supports additional appropriations for the timber management functions of the Forest Service, Department of Agriculture.

I am pleased to appear at this hearing with other national organizations concerned with improving the level of management on the National Forests. While each member of the panel supports a fully-funded program for the National Forests, each of us appears as a spokesman for his particular interest. My primary area of concern is that the National Forests be managed to provide the optimum volume of timber to meet the nation's lumber, plywood and other wood product needs. I speak of an optimum volume of timber rather than a maximum volume, since optimum implies that other uses of the forest will be considered in determining what the timber yield level shall be.

The proposed budget for fiscal year 1976 provides $98 million for timber sales administration and management. This amount will provide funds to prepare 11.8 billion board feet of timber for sale. This also envisions holding 2 billion board feet of that timber in a "prepared-for-sale" status for carryover into fiscal year 1977. This proposed carryover is nonsense. Too many conditions can change between the time when a sale is laid out and appraised and the time of offering if the offering is delayed a year.

The Forest Service should increase its volume of timber sales up to the allowable cut limit, and this committee should finance that level of timber sales. The increased level of timber management and timber sales should be conducted in compliance with sound environmental considerations and within areas now properly considered as part of the timber allowable cut base.

Funds for timber management also include a $500,000 increase for costs associated with roadless area environmental impact statements. This appropriation is to help the Forest Service discharge obligations imposed on it by the courts. This and other court, administrative and Congressionally imposed increases in National Forest administrative costs ought to be financed more adequately by the Congress.

National Forest Roads

Roads are an essential element in forest management for virtually all resource uses and values. Maintenance of that road system becomes increasingly expensive, and this year the Forest Service budget includes $37.6 billion for that purpose. However, the urgently needed construction of access roads is being held to 142 miles at an estimated cost of $6.4 million.

The National Forest road program is continuing at about the same level as in recent years but with an increase in the volume and value of roads constructed by Federal timber purchasers. The estimated cost of these roads is deducted from the purchasers' payments to the Federal Government for the timber harvested. Theoretically it makes no difference to the government if it appropriates funds and receives a higher payment for its timber or if it has that same value of road deducted from timber payments. However, it does make a difference to the counties and communities dependent on a share of National Forest timber resource receipts. It also makes a difference to purchasers of Federal timber who increasingly find themselves required to do major road construction when they frequently are not equipped to handle such obligations. The obligation must then be contracted out to a third party and cost overruns are the usual order of the day.

The increase in purchaser constructed road obligations has focused light on another problem in Federal timber sales which will be addressed next week by the House and Senate Public Works Committees. Currently, a timber purchaser's invested capital and labor in building roads is recognized only as an offset against the timber value on that particular sale. This means that extensive amounts of capital are often tied up for from one to three years prior to harvesting any timber against that account. The proposal being considered by the Public Works Committees would authorize purchasers to transfer a portion of their earned credit from one timber sale to another within the same National Forest.

There is currently, even after the appropriations for this year, an unfunded authorization of over $305 million for National Forest roads and trails. At least 10 percent of this amount should be added to the appropriation level for 1976 for National Forest roads.

Reforestation and Timber Stand Improvement

The budget proposes a decrease of $4.5 million in the funds appropriated for reforestation and timber stand improvement on the National Forests. (This is proclaimed as a $5 million increase over the fiscal 1975 program because $10 million of the '75 program has been rescinded). The program is still running at far too low a level.

Most of the members of this panel agree that the substantial areas of potentially productive National Forest lands currently unforested or inadequately stocked deserve priority attention. Very little of the battleground between alternate choices of land use concerns the non-forested areas. These areas could be regenerated, put back into productivity and help reduce the area of controversy rather than to be left sitting on the sidelines. I ask that this be increased.

Log Exports

For the past two years, this committee has added to the legislation concerning National Forest and BLM timber sales a provision to prohibit use of funds appropriated under the Act for the preparation of timber sales which permit the export of any unprocessed timber from Federal lands or the substitution of Federal timber for exported non-Federal timber. The forest products industry supports a continuation of that provision which is due to expire on June 30 of this year. NFPA has also supported that provision in a statement filed this week with the House Interior Committee's Subcommittee on Public Lands. I recommend that the Appropriations Committee continue that present limitation on appropriations until such time as a legislative committee has taken action on the issue.

Forest Survey

Other spokesmen representing regional and national forest products industry organizations will present testimony in support of increased funding for the Forest Survey conducted by the Forest Service. This Forest Survey is a basic management tool for all lands, National Forest, industrial and the large acreage of non-industrial private forest land. This information is vital to decision-making in resource production and utilization. The National Forest Products Association supports the appropriation of adequate funds to meet Forest Survey needs.

Hardwood Forestry Research

Other forest industry spokesmen will support additional appropriations for Forest Service research to implement a program to improve the use of the nation's hardwood forests. Much of our national effort in the past has been expended on

improving the growth and yield of our softwood species. Softwoods are largely used for the bulk of lumber plywood in housing construction. But today we also have an increasing demand for quality hardwood material used in flooring, furniture and paneling, as well as for high yields of pulp and paper. We recommend that increased funding be provided in the 1976 Forest Service research budget to begin the accelerated research program on (1) forest products utilization, (2) forest economics and marketing, and (3) forest engineering conducted at the four Eastern forest experiment stations.

Forest Products Laboratory

All of the investment in forest land management does not pay off fully unless the products from that investment can be utilized effectively to promote our general economy and welfare. This holds true for all goods and services. In the forest products industry, we are concerned with the level of funding for research currently being conducted by the Forest Products Laboratory at Madison, Wisconsin to increase the utilization of our nation's wood fiber. I urge that the committee consider favorably the addition of $600,000 in additional funds to finance Project STRETCH at the Forest Products Laboratory. This Project is aimed at increasing the utilization of our nation's sawtimber resources.

STATEMENT OF JOHN HALL

Mr. HALL. Good morning, Mr. Chairman. As Mr. Towell mentioned, each of us appears in support of a fully funded forestry program but each of us also appears as a spokesman for his particular area of interest.

My particular area of interest is that of an optimum volume of timber growth in harvest from the national forests, optimum rather than maximum, indicating a tradeoff between other resources and values.

The proposed budget for fiscal year 1976 provides $98 million for timber sales administration and management. This amount will provide funds to prepare 11.8 billion board feet of timber for sale.

This also envisions holding 2 billion board feet of that timber in a prepared-for-sale status for carryover into fiscal year 1977.

This proposed carryover is unsound. Too many conditions can change between the time when a sale is laid out and appraised and the time of offering if the offering is delayed a year.

The Forest Service should increase its volume of timber sales up to the allowable cut limit, and this committee should finance that level of timber sales. The increased level of timber management and timber sales should be conducted in compliance with sound environmental considerations and within areas now properly considered as part of the timber allowable cut base. We recommend the timber that is prepared for sale should be offered for sale in 1976, fiscal year 1976.

Roads are an essential element in forest management for virtually all resource uses and values. Maintenance of that road system becomes increasingly expensive, and this year the Forest Service budget includes $37.6 billion for that purpose. However, the urgently needed construction of access roads is being held to 142 miles at an estimated cost of $6.4 million.

The national forest road program is continuing at about the same level as in recent years but with an increase in the volume and value of roads constructed by Federal timber purchasers. The estimated cost of these roads is deducted from the purchasers' payments to the Federal Government for the timber harvested. Theoretically it makes no difference to the Government if it appropriates funds and receives a higher payment for its timber or if it has that same value of road deducted from timber payments. However, it does make a difference to the counties and communities dependent on a share of national forest timber resource receipts. It also makes a difference to purchasers of Federal timber who increasingly find themselves required to do major road construction when they frequently are not equipped to handle such obligations. The obligation must then be contracted out to a third party and cost overruns are the usual order of the day.

The increase in purchaser constructed road obligations has focused light on another problem in Federal timber sales which will be addressed next week by the House and Senate Public Works Committee. Currently, a timber purchaser's invested capital and labor in building roads is recognized only as an offset against the timber value on that particular sale. This means that extensive amounts of capital are often tied up for from 1 to 3 years prior to harvesting any timber against that account. The proposal being considered by the Public Works Committees would authorize purchasers to transfer a portion of their

earned credit from one timber sale to another within the same national forest.

There is currently, even after the appropriations for this year, an unfunded authorization of over $305 million for national forest roads and trails. At least 10 percent of this amount should be added to the appropriation level for 1976 for national forest roads. The budget proposes a decrease of $4.5 million in the funds appropriated for reforestation and timber stand improvement on the national forests. This is proclaimed as a $5 million increase over the fiscal 1975 program because $10 million of the 1975 program has been rescinded. The program is still running at far too low a level.

Most of the members of this panel agree that the substantial areas of potentially productive national forest lands currently unforested or inadequately stocked deserve priority attention. Very little of the battleground between alternate choices of land use concerns the nonforested areas. These areas could be regenerated, put back into productivity and help reduce the area of controversy rather than to be left sitting on the sidelines. I ask that this be increased.

For the past 2 years, this committee has added to the legislation concerning national forest and BLM timber sales a provision to prohibit use of funds appropriated under the act for the preparation of timber sales which permit the export of any unprocessed timber from Federal lands or the substitution of Federal timber for exported non-Federal timber. The forest products industry supports a continuation of that provision which is due to expire on June 30 of this year.

NFPA has also supported that provision in a statement filed this week with the House Interior Committee's Subcommittee on Public Lands. I recommend that the Appropriations Committee continue that present limitation on appropriations until such time as a legislative committee has taken action on the issue.

Other spokesmen representing regional and national forest products industry organizations will present testimony in support of increased funding for the forest survey conducted by the Forest Service.

This forest survey is a basic management tool for all lands, national forest, industrial and the large acreage of nonindustrial private forest land. This information is vital to decisionmaking resource production and utilization. The National Forest Products Association supports the appropriation of adequate funds to meet forest survey needs.

Other forest industry spokesmen will support additional appropriations for Forest Service research to implement a program to improve the use of the Nation's hardwood forests. Much of our national effort in the past has been expended on improving the growth and yield of our softwood species. Softwoods are largely used for the bulk of lumber plywood in housing construction. But today we also have an increasing demand for quality hardwood material used in flooring, furniture, and panelling, as well as for high yields of pulp and paper.

We recommend that increased funding be provided in the 1976 Forest Service research budget to begin the accelerated research program on one, forest products utilizations; two, forest economics and marketing; and three, forest engineering conducted at the four eastern forest experiment stations. All of the investment in forest land management does not pay off fully unless the products from that investment can be utilized effectively to promote our general economy and wel-

fare. This holds true for all goods and services. In the forest products industry, we are concerned with the level of funding for research currently being conducted by the Forest Products Laboratory at Madison, Wis., to increase the utilization of our Nation's wood fiber.

I urge that the committee consider favorably the addition of $600,000 in additional funds to finance Project Stretch at the Forest Products Laboratory. This project is aimed at increasing the utilization of our Nation's sawtimber resources.

PREPARED STATEMENT OF GEORGE GRAIG

At this point, I would like to introduce a statement prepared by Mr. George Craig of the Timber Association of California who has been a member of this committee in previous times and he was unable to appear today.

Senator STEVENS. All statements will be incorporated in the record in full.

[The statement follows:]

WESTERN TIMBER ASSOCIATION

Mr. Chairman and Gentlemen:

I am George A. Craig, a professional forester and Executive Vice President of Western Timber Association, an organization of timber purchasers who are dependent on the National Forests. Our members buy and process most of the timber sold by the Forest Service in California.

It is with some frustration that we attempt to offer recommendations relative to the 1976 budget. In the past we have been pleased to join others in seeking full funding for all resources under the "High Supply Alternative" of the Forest Service's proposed Environmental Program for the Future. This recommendation was justified by (1) a conviction that the Nation has not been receiving the benefits it could and should from all resources on the National Forests, (2) the recommendations of responsible specialists in such fields as wildlife management, recreation, and water production that such funding was appropriate and (3) the evident fact that funding for timber would result in more needed wood and Federal revenue. In general, the government has not responded.

RESOURCE FUNDING NEEDED

There has long been a need to shift priorities in the total national budget to give more attention to natural resources and the environment. This year the total outlay for this element, including reduction of water pollution, amounted to less than 2 percent of total outlays and is more than offset by expected receipts from minerals and other resources. The Congress has responded to reason in some limited ways, such as providing increased funding for reforestation. For this, we are appreciative. However, as shown by the President's budget for FY 1976, the message has not been received.

It seems we must again hammer home the point that investment in the timber program on the National Forests is not only necessary to meet the needs of the Nation for wood and an obligation under the Organic Act of 1897, it is a money making proposition. The costs will be returned promptly, several times over.

To illustrate, in FY 1974 receipts from timber on the National Forests were $447.6 million compared to appropriated funds of one-fifth as much for timber sale administration and management. In addition there was deposited by timber purchasers $46.7 million for timber stand improvement and $25.2 million for disposal of logging slash. Counties received about $112 million from timber receipts plus the benefits of local expenditures of $72 million from deposited funds.

ACCRUED UNDERCUT A DISGRACE

In the face of such cost/benefit data, the Administration has asked for funding to sell only 10.8 billion board feet in FY 1976, substantially less than the allowable harvest from the commercial timber areas of the National Forests. There is to be added funding to prepare another 2 billion board feet for future sale. If the combined 12.8 billion board feet were to be sold in FY 1976, the allowable volume would not be exceeded. There is an accrued undercut on the National Forests that is a national disgrace. The timber that is sold in FY 1976 may not be harvested for three or more years. It must be sold in advance of lumber market demands so that roads can be built and timber harvesting started. We know that housing pressures will increase demands, but we cannot wait until the last minute to have the timber put on the market.

51-897 O - 75 - pt. 4 - 57

We are hopeful that with the aid of the Forest and Rangeland Renewable Resources Planning Act of 1974 the Congress will force from the Administration a rational program for the National Forests aimed at meeting the needs of the Nation. We do not have such a program at this time. In California, for example, a number of National Forests will not sell the timber their plans conservatively indicate as appropriate and, as a consequence, dependent communities, firms and employees will suffer unnecessarily.

SELL THE ALLOWABLE CUT

Old growth timber deteriorates and occupies growing area. It cannot be hoarded without waste. Annual timber mortality on the National Forests is 6 billion board feet. Our plea is that the Congress provide the Forest Service the funds needed to sell the full allowable cut and demand that it be sold. To do otherwise is to cheat the American public of the benefits they should expect from these government owned lands.

Mr. HALL. According to Mr. Craig's statement, "the timber investments in the national forests are not only necessary to meet the needs of the Nation for wood and an obligation under the Organic Act, it is a moneymaking proposition. The costs would be returned promptly and several times over."

As an illustration, he says in fiscal 1975 timber receipts were $447 million compared to appropriated funds, about one-fifth that amount for timber sale, administration and management. In addition, there was deposited by timber purchasers $47 million for timber stand improvement and $25 million for disposal of loggings. The counties received about $120 million in receipts plus the benefits of local expenditures of about $72 million in deposited funds. Our timber operations can be and are a moneymaking proposition and enhance other national forest benefits. They ought to be funded up to the level of the current allowed per limit and other amendments made to increase that level.

On road programs, roads are essential for forest management for virtually all other resource uses and values. The current level of appropriated funds continues at the level of the past 4 years.

That does not mean that less roads are being constructed now than before. It simply means that more roads or the basic mainline roads are being constructed by timber purchasers and the value of those roads is considered as an offset against the purchase price of the timber.

It really make no difference to the Federal Government presumably whether the funds are paid out and appropriated money and then the higher price paid for the timber that is harvested or if the value of those roads is considered as a deduct against those receipts. However, it does make a significant difference to the timber purchasers who frequently find themselves in the road construction business which must be contracted out to other road construction companies and a significant impact on the county receipts and their share of the national forest resource receipts. It also highlights another problem which would be addressed by the Public Works Committee of both the House and Senate next week.

The problem of the credits that a purchaser accrues in his account and which is unable to be used for the purchase of timber or any other sale, other than the sale for which it was earned. This issue will be addressed by the Public Works Committee next week in legislation. I suggest, as National Forest Products Association representative, that at least another $30 million be added to the budget for national forest road construction. This is recognition that there would remain, even after the current proposed appropriations about $305 million in accrued authorizations on funding, indicating the importance which Congress had placed upon the appropriations for this matter but appropriations which have not been sought by the administration, nor approved by Congress.

Reforestation proposes a decrease of $41½ million worth of funds appropriated last year. This is perhaps an increase because part of the funds appropriated last year were rescinded. However, this is another area underfunded and an area which can help to reduce the controversy between resource users. Currently the backlog of nonstocked

or unstocked demand is contributing nothing to the national economy. It is also sitting on the sidelines while some of the more preservation-minded interests and industrial development interests battle over the remaining areas which are now forested. These areas that are non-stocked could be put into production and make their contribution to the economy, and also reduce somewhat the area of conflict between competing resource users.

Finally, on log exports, this committee has, in the past couple of years, included legislation concerning no Federal timber be exported in an unprocessed condition and that there be substitution of regulation development. This issue is being addressed this week by a legislative committee in the House. We would recommend that the committee continue that existing prohibition applicable to the Western contiguous 48 States until such time as the legislative committee has made it move on the issue.

Thank you, sir.

Senator STEVENS. Thank you. Is there a limitation on the seedlings that are available to supply reforestation need?

Mr. HALL. I think Mr. Pomeroy could address that better than I can.

Mr. POMEROY. We think we can take care of that with the State nurseries.

Senator STEVENS. We have been told that is a limitation on the expansion rate of reforestation.

Mr. POMEROY. When the State foresters present their testimony, they will make some specific recommendations regarding nurseries and seed orchards.

Senator STEVENS. Thank you.

Mr. TOWELL. Mr. Chairman, I might answer just briefly on that. Having been responsible for nursery activities in the State of Missouri, there is almost a 2-year minimum leadtime in getting nursery production to the point where you can have seedlings for the field. The seed has to be prepared and the seedlings grow all the way from 2 years, depending on the type of seedlings grown, and it could be 5 or 6 years. It cannot be done overnight. You cannot appropriate money today for planting tomorrow unless the production is there.

PREPARED STATEMENT

Our next panelist, Mr. Chairman, is Mr. Louis Clapper who is Conservation Director of the National Wildlife Federation.

Senator STEVENS. We will print your full statement.

[The statement follows:]

I am Louis S. Clapper, Director of Conservation for the National Wildlife Federation, which has its national headquarters at 1412 Sixteenth Street, N.W., here in Washington, D.C.

The Federation has affiliates in all states, Guam, Puerto Rico, and the Virgin Islands. These affiliates, in turn, are made up of local groups and individuals who, when combined with associate members and other supporters of the National Wildlife Federation, number an estimated 3 1/2 million persons.

Ours is a private organization which seeks to attain conservation goals through educational means. In this role, we publish NATIONAL WILDLIFE, INTERNATIONAL WILDLIFE, and RANGER RICK's Nature Magazines, as well as CONSERVATION REPORT and CONSERVATION NEWS, and pursue a number of other programs designed to inform persons associated with our organization and other members of the general public.

It has been our privilege and pleasure to cooperate with the Areas of Agreement Committee since it began operations. Of course, there are areas of disagreement between segments of the timber industry and conservation organizations. There are areas in which we agree fully, as well. Consequently, we feel the proper approach is to emphasize the positives rather than accentuating the negatives.

We join the other groups in calling for a balanced forestry program for the U.S. Forest Service, one which gives equitable consideration for all values without undue emphasis or neglect for any. This, we believe, is as it should be under any sound multiple-use, sustained-yield program.

Our basic interest and concern, of course, deals with fish and wildlife species and the habitats upon which they subsist. For many members of the public, the chief values of their national forests is in hunting, fishing, bird-watching, camping, studying nature and in other outdoor pursuits which involve wildlife. Consequently, we have no hesitancy in recommending financial support for vigorous, well-financed, wildlife-oriented programs for the Forest Service, believing the results are of widespread public values which extend far beyond those of the individual mammals, birds, and other creatures. Hunting, fishing, and bird-watching, for instance, generate important business for the locales in which they are pursued.

Speaking in generalities, we regret to see the Forest Service undergoing such severe limitations on financing and manpower even though responsibilities are growing greater with each year. Overall, the Forest Service is being appropriated about the same amount of money as it received ten years ago. The manpower ceiling (20,000 employees) is forcing the agency to the more costly subterfuge of using part-time employees and private contractors. This process is more expensive and offers less hope to capable young people who seek careers with the Forest Service.

The budgetary restrictions have resulted in a reforestation program of 3.3 million acres, with a cut of $5 million to $46.686 million proposed for fiscal 1976; in a lagging wildlife habitat management program, particularly in light of new responsibilities inherited through the Sikes Act and the Endangered Species Act, despite a proposed budget increase of $1.707 million; in forest insect and disease research and control programs which are incapable of coping with tussock moth, gypsy moth, spruce budworm, or pine bark beetle infestations; a reduced wildlife, range, and fish habitat research program; and in a rangeland management program hardpressed to conserve grazing lands despite growing (and often conflicting) demands.

In specifics, we recommend that the proposed budget for fiscal 1976 be increased in these respects: (1) Reforestation and Stand Improvement: up $5.0 million; (2) Wildlife and Fish Habitat Management: add $4.0 million to enable USFS to accelerate its cooperative fish and wildlife habitat management program with the states in compliance with Title II of P.L.93-452, the amended Sikes Act, and to improve habitat for both game and non-game species; (3) Wildlife

and Fish Habitat Research: although the proposed budget already includes an extra $1.0 million for Endangered Species, an additional $840,000 is needed for that research ($340,000 at Honolulu, $150,000 at Fresno, $200,000 at Bozeman, and $150,000 at Lehigh Acres) while an additional $1.075 million is required to continue research leading to an increase in both tangible and intangible outputs from wildlands ($100,000 each at Fairbanks, Juneau, Olympia, Stoneville, Provo, and Boise, $50,000 each at Franklin and Fresno, $60,000 at Le Grand, and $315,000 at Reno); (4) Rangeland Management: add $5.0 million to offset inflation and to enable program administrators to accelerate efforts to enhance and manage rangelands to balance the needs of wildlife and livestock; (5) Forest Insect and Disease Control: add at least $8.0 million to offset inflation and to increase USFS capability to react quickly to emergency situations. The extra $8.0 million should be added to the existing contingency fund established to cope with emergency infestation problems; (6) Forest Insects and Disease Research: add $4.0 million to offset inflation, to stimulate research on environmentally sound biological agents (such as B.t.), natural predators, viruses, and sexual attractants, and to develop operationally viable methods of employing these agents; (7) Recreation Uses: add at least $3.0 million to offset inflation and to afford USFS a reasonable chance of staying abreast of increasing outdoor recreation demands; (8) Forest Recreation Use: add at least $500,000 to the presently inadequate budget of $1.218 million; and (9) Surface Environment Mining and Engineering Research: add $1.5 million to permit USFS to effectively come to grips with mining problems and to develop methods and procedures of safeguarding the environment in national forests while complying with mining laws.

With respect to other programs under Forest and Range Management Research, the Federation suggests that you look closely at the proposed reductions in Trees and Timber Management Research (down about 2 percent to $14.451 million) and Forest Watershed Management Research (down a whopping 15 percent to $7.282 million). It seems inconsistent to us to keep increasing the annual cut on national forests (timber sales administration up almost 13 percent to $98.124 million) without making at least a commensurate effort to develop faster-growing, more disease-resistant varieties of commercial species of trees. Likewise, with growing demands on water resources, we believe it is imperative that research on watershed management not be permitted to lag.

Last, turning to State and Private Forestry Cooperation, the Federation recommends the following: (1) Cooperation in Forest Fire Control (CM-2): add $4.743 million to the full authorization of $25 million; (2) Cooperation in Forest Tree Planting (CM-4): add $1.0 million to further stimulate growth on private woodlots using genetically superior seedlings; (3) Cooperation in Forest Management and Processing: add a minimum of $3 million to this effort to meet increased requests for assistance; and (4) Urban Community Forestry: this program should be initiated with $2 million to improve environmental conditions in small cities while providing emergency employment for local citizens.

In closing, we would note that the USFS, like other agencies, could use far more money from the LWCF than it is budgeted to get next year. It could easily use at least $50 million a year (instead of about $30 million) to help reduce the great backlog of lands still to be acquired for outdoor recreation. This is another illustration of the deficiencies in the current Fund.

To conclude, Mr. Chairman, we again offer our thanks for the invitation and opportunity of appearing here today.

STATEMENT OF LOUIS CLAPPER

Mr. CLAPPER. Thank you, Senator, for the opportunity of being here today. It has been our privilege and pleasure to cooperate with this group since its inception and we again join in calling for a balanced forestry program for the Forest Service, one which gives equitable consideration for all values. This, we believe, is as it should be, under any sound multiple use sustained program.

Our basic interest and concern deals with wildlife and habitats in which they subsist. For many members of the public, the chief value of the National Forest is in hunting, fishing, studying nature and other outdoor pursuits which involve wildlife. Consequently, we have no hesitancy in recommending financial support for vigorous, well-financed, wildlife-oriented programs for the Forest Service, believing the results are of widespread public values which extend far beyond those of the individual mammals, birds, and other creatures. Hunting, fishing, and bird-watching, for instance, generate important business for the locales in which they are pursued.

Speaking in generalities, we regret to see the Forest Service undergoing such severe limitations on financing and manpower even though responsibilities are growing greater with each year. Overall, the Forest Service is being appropriated about the same amount of money as it received 10 years ago. The manpower ceiling, 20,000 employees, is forcing the agency to more costly subterfuge of using part-time employees and private contractors. This process is more expensive and offers less hope to capable young people who seek careers with the Forest Service.

The budgetary restrictions have resulted in a reforestation program backlog of 3.3 million acres, with a cut of 5 million to $46,686 million proposed for fiscal 1976. In a lagging wildlife habitat management program, particularly in light of new responsibilities inherited through the Sikes Act and the Endangered Species Act, despite a proposed budget increase of $1,707 million; in forest insect and disease research and control programs which are incapable of coping with tussock moth, gypsy moth, spruce budwor, or bine bark beetle infestations; a reduced wildlife, range, and fish habitat research program; and in a rangeland management program hardpressed to conserve grazing lands despite growing and often conflicting demands.

We have recommended here, Mr. Chairman, several increases. I will not enumerate them at this time. I would like to offer our thanks again for the opportunity of appearing here before you.

Senator STEVENS. Thank you very much.

Mr. TOWELL. Now, Mr. Chairman, I am very pleased to introduce a former member of the Congress, Vice President of Champion International Paper, Mr. James M. Quigley on my right.

STATEMENT OF JAMES QUIGLEY

Mr. QUIGLEY. Thank you, Mr. Chairman. I appreciate the opportunity to be here and indicate on behalf of Champion International, which is one of the nation's major forest product companies, that we urge this committee to seriously consider recommendations that are being advanced here today.

Champion is in the fortunate position of having substantial feed timber, but nevertheless there are many of our operations which are largely, if not totally, dependent upon the availability of Federal timber. We recognize that many of our friendly competitors are not so well situated and some of them are greatly, and in some instances, totally dependent on public timber. We are pleased to be a part of this committee, and we urge this committee to give serious consideration to the recommendations for the increases to assist the Forest Service in doing a far better job of forest management than they have been able to do in the recent past.

I have spent enough time in the Federal Government both in the executive and legislative branches to be fully convinced of the solution to problems is not just to throw more money out there. I do not believe that is what is being advenced here today. I think what the community is recommending are some modest increases in the Forest Service budget which I trust and hope and would expect would enable that agency of the government to do a far better job of managing the total resources which can be used not only in the fiber and lumber and plywood needed to meet our housing needs, it could be done in a way which would adequately protect fish and wildlife and provide recreational advantages that are only advantages in many parts of our nation through the public forest.

Thank you, Mr. Chairman.

Senator STEVENS. Thank you very much, Mr. Quigley.

PREPARED STATEMENT

Mr. TOWELL. The young lady to my left, Mr. Chairman, is a new member of the committee. We are very happy to welcome her to our Areas of Agreement group. Ms. Kass Green is a forester, a recent graduate of the University of California and represents the Friends of the Earth, one of the conservation groups here in Washington.

Senator STEVENS. Your full prepared statement will be printed in the record.

[The statement follows:]

Mr. Chairman:

My name is Kass Green. I am here today representing Friends of the Earth, a national orgainization dedicated to the preservation, restoration, and rational use of the environment.

Friends of the Earth strongly supports the Forest Service Budget additions suggested by the Areas of Agreement Committee (table 1). Over the past thirty years there has been a steadily increasing demand for the many goods and services derived from forest lands in the United States. Yearly increasing population, income and leisure time coupled with shifting tastes have placed a burden on both public and private forests to produce not only more timber but to also provide rising amounts of the non-timber resources. These include resources such as recreation, forage, watershed, wildlife habitat, and aesthetic emmenities. A look into the future does not suggest any decrease in these demands but rather a large increase, especially in the areas of timber and recreation. However, the Administration has continually turned away from the needs of the American people for forest resources and has year after year skimped on Forest Service appropriations. This year is certainly no exception. What OMB has essentially sent to you is last year's budget with slight increases for pay raises and GSA space. We are told that this budget was prepared in the context of holding down inflation. Friends of the Earth would like to know what will happen to inflation: when softwood timber prices rise because the Forest Service doesn't have enough funds to properly manage their timber producing lands, when the productivity of vast acreages are destroyed because the Forest Service does not have enough money to properly prepare a timber sale (as in the Bitterroot clearcut) or when meat prices rise because needed rangelands requiring improvements are ignored. In additon, how many wildlife habitats will we loose, how overcrowded will National Forest recreation areas become, and how many blunders will occur because the Forest Service is improperly funded. The American public basically cannot afford to have deficient Forest Service funding. It only results in improper management that deprives the United States of needed forest resources.

Program Activity	President's Budget	Recommended
National Forest Protection and Management	$338,297,000	*$388,297,000
* Includes Increases as follows:		
Sales administration and management	+$5,000,000	
Reforestation and Stand Improvement	+ 5,000,000	
Recreation use	+ 4,000,000	
Wildlife and Fish Habitat Management (First year increase for accelerated Fish and Wildlife Habitat Program)	+ 4,000,000	
Rangeland Management	+ 5,000,000	
Soil and Water Management	+ 1,000,000	
Minerals Management	+ 3,000,000	
Forest Fire Protection	+10,000,000	
General Land Management	+ 5,000,000	
Forest Insect and Disease Control	+ 8,000,000	
TOTAL RECOMMENDED INCREASES	+$50,000,000	
Forest Research	$ 79,211,000	**$ 93,211,000
**Includes Increases as follows:		
Trees and Timber Management Research	+$3,000,000	
Forest Watershed Management Research	+ 1,000,000	
Wildlife Range & Fish Habitat Research	+ 1,000,000	
Forest Recreation Research	+ 1,000,000	
Surface environment & Mining Research	+ 1,500,000	
Forest Insect and Disease Research	+ 4,000,000	
Forest Product Utilization Research	+ 1,000,000	
Forest Resources Evaluation Research	+ 1,500,000	
TOTAL RECOMMENDED INCREASES	+$14,000,000	
State and Private Cooperation (Interior Sub-Committee)		
Fire Control - CM-2	$ 20,275,000	$ 30,000,000
Tree Planting - CM-4	337,000	1,337,000
Cooperative Forest Management - CFM	5,605,000	10,000,000
Urban Community Forestry	NONE	2,000,000
General Forestry Assistance	4,023,000	4,023,000
State and Private Forestry (Agriculture Sub-Committee)		
Tree Planting - Title IV	$ 1,359,000	$ 2,359,000
Rural Comminity Fire Protection	NONE	7,000,000
Forestry Incentives	NONE	25,000,000
McIntire - Stennis - Forest Research	$ 7,462,000	$ 9,334,940
Forestry Wildlife Extension	Not identifiable	$ 5 million

Not only is this budget under funded it is also, as usual, greatly imbalanced. Twenty-nine per cent of the funds appropriated under forest land management are directed towards timber resource management. On the other hand, only 16% will go to recreation use, 3% to wildlife and fish habitat management, 6% to soil and water management (the remainder is directed towards forest fire protection and general land management activities). I'm

afraid that this type of imbalance in funding is not what Friends of the Earth would call multiple use. Once again OMB has sent you a Forest Service budget clearly in defiance of the Multiple Use-Sustained Yield Act of 1960.

If the National Forests only designated use was for the production of timber then the Forest Service could easily and immediately begin to manage intensively for timber without regard for other uses. However, the Multiple Use-Sustained Yield Act of 1960 specifies that the National Forests: ". . . be administered for outdoor recreation, range, timber, watershed, and wildlife and fish purposes . . . the Secretary of Agriculture is . . . directed to develop and administer the renewable surface resources of the National Forests for multiple use and sustained yield . . . Due consideration shall be given to the relative values of the various resources in particular areas . . .'multiple use' means: the management of all the various renewable resources of the National Forests so that they are utilized in the combination that will best meet the needs of the American people."

If timber was the only forest resource demand expected to rise over the next few decades perhaps "the combination that will best meet the needs of the American people" would be timber dominated. However, the demands for all forest uses are expected to rise (table 2 & 3). It is relatively easy (using

TABLE 2.--- Indexes of projections of selected National Forest recreation uses, 1980 to 2000. 1970 is base of 100.

	1975	1980	1984	1990	2000
Camping	113	124	132	143	166
Big game hunting	107	114	119	128	142
Small game hunting	107	115	119	130	143
Off-road vehicles	126	139	148	158	177
Skiing	111	121	127	137	150
Fishing	109	117	122	133	146

Source: Demand Task Force, Interim Report of Demand Task Force, 1972.

TABLE 3. --- Indexes of expected consumption of selected commodity outputs from all ownerships, 1980-2000. (1970 is base of 100)

	1975	1980	1984	1990	2000
Timber-all	121	138	155	167	198
softwood	120	136	153	160	183
hardwood	123	144	159	186	241
Water flow	112	123	135	149	175
Forest-range use	110	120	128	135	150
Energy-all	122	143	172	209	286
coal	116	131	130	195	255
Copper	122	144	168	207	297

Sources: Forest Service, 1972b, 1973c; U.S. Water Resources Council, 1968; National Petroleum Council, 1972.

dollar signs) to demonstrate the American public's need for wood products. Their need for wilderness and wildlife is not so easily convertible to such solid terms, but it is clearly present. The Forest Service must therefore have multiple use funding if it is to supply the United States public with needed forest resources.

Friends of the Earth would also like to see the Forest Service using their funds more efficiently. We believe that the Forest Service should improve their management on their lands of high productivity. Furthermore, the Forest Service should only manage for timber in areas where it is economically, ecologically, and aesthetically feasible. Fortunately, lands that are economically feasible to manage are most often ecologically and aesthetically feasible. High site lands (high productivity) tend to be located at low elevations and on gradual slopes-lands where the impact of timber harvesting is small. Low site lands (low productivity) tend to be at high elevations and on steep slopes-lands where the impact of timber harvesting is great. We believe that the Forest Service should manage only on its high site lands where it is both economically and ecologically efficient. The increased timber supply resulting from improved management on these lands (thinning, immediate regeneration, site preparation, etc.) would more than compensate for the loss of timber supply

from the low site lands. Furthermore, the majority of the lands that the conservation groups would like to see in wilderness are on low site lands. In no way would this type of efficient management system alter the multiple yield theory. It would merely direct the Forest Service to manage for timber only where it is feasible, For example, it would basically stop the management of timber in areas where regeneration is expected to be very slow, but it would increase the yield of timber from high site lands; increasing and stabilizing our domestic timber supply. Perhaps the use of long-term cost/benefit analysis on all timber management programs would be a good way of assuring efficient management. By being more efficient in their management and in the use of their funds, the Forest Service could more easily provide adequate amounts of all forest resources to the American public.

Thank you very much for this opportunity to testify.

STATEMENT OF KASS GREEN

Ms. GREEN. Thank you. Mr. Chairman, Friends of the Earth strongly supports the additions to the Forest Service budget that have been agreed upon by the Areas of Agreement Committee.

Over the past 30 years, there has been a steadily increasing demand for the many goods and services derived from forest lands in the United States. Yearly increasing population, income and leisure time coupled with shifting tastes have placed a burden on both public and private forests to produce not only more timber but to also provide rising amounts of the nontimber resources. These include resources such as recreation, forage, watershed, wildlife habitat, and esthetic amenities.

A look into the future does not suggest any decrease in these demands but rather a large increase, especially in the areas of timber and recreation. However, the administration has continually turned away from the needs of the American people for forest resources and has year after year skimped on Forest Service appropriations. This year is certainly no exception.

We are told that this budget was prepared in the context of holding down inflation. Friends of the Earth would like to know what will happen to inflation: when softwood timber prices rise because the Forest Service doesn't have enough funds to properly manage their timber producing lands, when the productivity of vast acreages are destroyed because the Forest Service does not have enough money to properly prepare a timber sale. In addition, how many wildlife habitats will we loose, how overcrowded will National Forest recreation areas become, and how many blunders will occur because the Forest Service is improperly funded.

Not only is this budget under funded it is also, as usual, greatly imbalanced. Twenty-nine percent of the funds appropriated under forest land management are directed toward timber resource management. On the other hand, only 16 percent will go to recreation use, 3 percent to wildlife and fish habitat management, 6 percent to soil and water management, the remainder is directed towards forest fire protection and general land management activities. I am afraid that this type of imbalance in funding is not what Friends of the Earth would call multiple use. Once again OMB has sent you a Forest Service budget clearly in defiance of the Multiple Use-Sustained Yield Act of 1960.

If the national forests only designated use was for the production of timber then the Forest Service could easily and immediately begin to manage intensively for timber without regard for other uses. However, the Multiple Use-Sustained Yield Act of 1960 specifies that the national forest "* * * be administered for outdoor recreation, range, timber, watershed and wildlife and fish purposes * * * The Secretary of Agriculture is * * * directed to develop and administer the renewable surface resources of the national forests for multiple use and sustained yield * * * Due consideration shall be given to the relative values of the various resources in particular areas * * * 'multiple use' means: the management of all the various renewable resources of the national forests so that they are utilized in the combination that will best meet the needs of the American people."

If timber was the only forest resource demand expected to rise over the next few decades perhaps "the combination that will best meet the needs of the American people" would be timber dominated. However, the demands for all forest uses are expected to rise, table 2 and 3. It is relatively easy using dollar signs to demonstrate the American public's need for wood products. Their need for wilderness and wildlife is not so easily convertible to such solid terms, but it is clearly present.

Friends of the Earth would also like to see the Forest Service using their funds more efficiently. We believe that the Forest Service should improve their management in their lands of high productivity. Furthermore, the Forest Service should only manage for timber in areas where it is economically, ecologically and esthetically feasible.

Fortunately, lands that are economically feasible to manage are most often ecologically and esthetically feasible. High site lands, high productivity, tend to be located at low elevations and on gradual slopes-lands where the impact of timber harvesting is small. Low site lands, low productivity, tend to be at high elevations and on steep slopes-lands where the impact of timber harvesting is great.

We believe that the Forest Service should manage only on its high site lands where it is both economically and ecologically efficient.

The increased timber supply resulting from improved management on these lands, thinning, immediate regenerations, site preparation, et cetera, would more than compensate for the loss of timber supply from the low site lands. Furthermore, the majority of the lands that the conservation groups would like to see in wilderness are on low site lands. In no way would this type of efficient management system alter the multiple yield theory. It would basically stop the management of timber in areas where regeneration is expected to be very slow, but it would increase the yield of timber from high site lands; increasing and stabilizing our domestic timber supply. Perhaps the use of long-term cost/benefit analysis on all timber management programs would be a good way of assuring efficient management.

By being more efficient in their management and in the use of their funds, the Forest Service could more easily provide adequate amounts of all forest resources to the American public. Of course they cannot do this without prorated funds and we wish you would seriously consider the additions offered to this committee.

Senator STEVENS. Thank you very much. We are glad to have you. You are a forester?

Ms. GREEN. Yes, I am.

Senator STEVENS. Thank you.

Mr. TOWELL. Thank you, Kass. Our next member of the panel is Mr. Kenneth Pomeroy. Ken was formerly with the American Forestry Association where I work, but is now a Washington representative for the National Association of State Foresters.

STATEMENT OF KENNETH POMEROY

Mr. POMEROY. Mr. Chairman, the profession of forestry is improving now that we have a nice young lady to appear before your committee.

The forests of America provide a variety of goods and services which are important to our way of life. These benefits range from such basic things as preparing an ample supply of grocery bags for the harried housewife to support for a favorable balance of world trade. Future needs in the decades ahead are expected to increase as our people multiply. These needs can be met if adequate steps are taken in the present decade to protect the resource from damage by fire, insect, and disease, to reforest acres and improve productivity in general through better management and better utilization.

Specific suggestions for achieving these objectives will be presented in a few minutes by the State foresters Cobb and McClaine. Thank you very much.

Senator STEVENS. Thank you very much, Mr. Pomeroy.

Mr. TOWELL. Mr. Fred G. Evenden, director of the Wild Life Society, asks that his organization be associated with the presentation of this panel.

PREPARED STATEMENT

Our final member of this committee, Mr. Chairman, is Mr. Bill Hagenstein, who is the executive vice president of the Industrial Forestry Association from Portland, Oreg.

Senator STEVENS. We will include your full statement in the record.

[The statement follows:]

Mr. Chairman and Members of the Committee, my name is W. D. Hagenstein and I reside in Portland, Oregon. I am a professional forester and a registered professional engineer in the States of Washington and Oregon. I am also a registered professional forester in the State of California. I am Executive Vice President of the Industrial Forestry Association which has been working for a permanent timber supply for the forest industry of the Douglas Fir Region for 41 years. I have been with the Association for 34 years and have been its manager since 1949.

Industrial Forestry Association consists of 114 companies and individuals in the business of growing and harvesting trees and manufacturing lumber, pulp and paper, veneer and plywood, shingles and shakes, hard and soft boards, poles and piling, doors, furniture and other forest products. Our members operate more than 400 wood processing plants and have more than 200 different logging operations in process all the time in our Region. They employ 90,000 people whose annual payroll is about one billion dollars.

We're delighted once again to join our colleagues in conservation for the fifth consecutive year to support jointly a better balanced program for the national forests. With additional funding in many fields--timber management, protection, reforestation, water and wildlife management and recreational development--the national forests can serve their owners, all American citizens, better yet.

Our interests in the management of the national forests is principally concerned with timber supply, because that's our responsibility to the huge number of people who work for our members and to all the people of our Region. Forestry supports 43 per cent of the people in Oregon and 21 per cent in Washington. With the national forests containing half of the Pacific Northwest's merchantable timber supply we are vitally concerned with the timber management activities of the Forest Service.

We are also interested in other activities of the Forest Service. Paramount among these is the cooperative forest protection program between the Federal Government and the State Forestry Departments under Section 2 of the Clarke-McNary Act of 1924. We note that this year's budget request for that purpose is less than last year's appropriation. This will not keep up with inflation so will result in a reduced level of protection against fire at a time when it should be increased. We join the State Foresters in recommending that the full authorization of $30 million is needed in 1976 to reduce further the area of productive forest and other rural lands burned over each year. There's no more effective environmental expenditure that could be made by, or for, our country.

We also believe that the Forest Service should request funding for selling the full allowable harvest of the national forests. To do less is not reading its responsibilities to provide the American people with the jobs, commodities and the support for local government which they have a right to expect from their national forests. You can't hoard allowable harvest. If you don't take it when it's due, you lose it forever. Not replacing the declining, unmanaged, old-growth timber inventory with young, growing trees always results in losing the opportunity to enhance the Nation's timber supply by application of our modern forestry knowledge.

We were greatly encouraged last year when Congress enacted the Humphrey-Rarick Bill into the Forest and Rangeland Renewable Resources Planning Act and put a time limit for the assessment it requires the Forest Service to make on a timber balance sheet for the United States. This should help the Forest Service establish a goal of the fair share of the timber productivity of the United States that the national forests, as the largest and strongest single ownership in the country, should attain. Any goal which the Forest Service projects should be responsive to the needs of the people of the United States for jobs, commodities and support for their local government, particularly in the several hundred rural counties where national forests constitute the major ownership.

One of the most serious problems of the national forests is their annual loss of six billion board feet of timber through mortality. These are trees that die each year of old age or are killed by insects, disease, wind and fire. If salvaged promptly they could provide building materials, jobs and substantial revenues to both the Federal Government and to national forest counties. If only half the mortality could be reclaimed for use, it could provide building materials for 300,000 homes each year. To let it waste away, as we are now doing, is nothing short of a national scandal. The key to salvaging this tremendous resource is roads. Therefore, the appropriation for national forest roads needs to be increased substantially this year and every year until the whole national forest transportation system is complete. It is one of the few investments which the U. S. Government can make which will not only return its costs but put substantial sums into the Treasury from now on because of the improved management which will result from complete accessibility. The two other important bonuses of the road system are that it permits intensive practice of forestry and intensive recreational use of millions of acres for every kind of outdoor recreation.

I would also like to discuss allowable harvests on the national forests. The Forest Service has a tendency, when it reviews the timber situation on individual national forests, to come up with a reduced allowable harvest. Because the energy crisis has emphasized the importance of renewable resources, we believe that the Forest Service should be encouraged by your Committee to use some imagination and be creative in its assessments of the timber productivity of the national forests so that allowable harvests can be maintained or increased under sustained yield management. The values of this in terms of jobs, homes and solvent local governments are obvious.

Having appeared before this Committee periodically for more than a quarter century to support more adequate funding and a better balanced program for the protection, management and development of the national forests, I can't refrain from expressing deep disappointment in the attitude of some Forest Service officials who don't seem to recognize that they have just as much responsibility for employment opportunities as do the Members of Congress and the managers of industry. The national forests support nearly a quarter-million people in the State in which I live and could support a lot more if their full potential were set forth as a goal, the necessary forestry investments funded and the administrative officials held responsible for performance just as private forest managers are by their Boards of Directors. I know that you can't legislate attitudes, but somewhere, somehow, the attitudes of those who direct our national forest system must be motivated so that the national forests, the greatest single ownership of its kind anywhere, don't let the American people down in the future through a completely unnecessary, artificial timber shortage. Such a shortage in the next century would be as disastrous as the energy crisis has been in this one. Moreover, because of the renewability of trees and their energy conservation advantage of requiring far less energy, pound for pound, than their non-renewable competitors if we manage the national forests at "less than the best" we'll be saddling future Americans with a mortgage they'll never be able to pay off.

If the national forests don't begin immediately to put their full allowable harvest on the market, we are heading for a short-term timber supply crisis the next time homebuilding picks up. We experienced similar crises in the recent past in 1968-69 and 1972-73 when the unprecedented rise in housing demand brought on unprecedented demands for lumber, plywood and other building materials and we just couldn't keep pace. Up shot the prices in response to the Law of Supply and Demand and our industry was called before the Banking and Currency Committees of the Congress to account for it. We accounted for it then partly by sale for too long of national forest timber at far less than its allowable harvest. When the demand for our products increases companies in our industry dependent on national forest timber, and there are hundreds of them, are often unresponsive because they don't have enough timber bought ahead. Every time we go through this

we end up on a lower plateau and the artificial timber shortage created thereby has an adverse effect upon homebuilders and home buyers in America. It's an insidious type of inflation that's completely unnecessary because the trees are there if the Forest Service could be motivated to get them on the market. Please don't let that short-term crunch happen to us again by failing to fund and direct the Forest Service to sell its full allowable harvest in fiscal year 1976.

Finally, may I express my appreciation for the opportunity to appear again before this Committee. We are grateful to you for your diligent efforts to fund continuously better forestry on the national forests. But the job is only well started. Let's use the Forest and Rangeland Renewable Resources Planning Act as a tool to establish a realistic goal, fund it and make the national forests so productive that they will supply in perpetuity all the good things that your predecessors in Congress long ago anticipated when they established the national forests.

STATEMENT OF W. D. HAGENSTEIN

Mr. HAGENSTEIN. Mr. Chairman, I notice that we are right up to the deadline so I am going to emphasize one or two points if I may.

First, I want to say I am glad to have the opportunity to appear for the fifth consecutive time with this group. We would also like to stress the significance of appropriating the full authorization under section 2 of the Clark-McNary Act. This is no time to let up on the improvement of our Nation's forests. The Clark-McNary Act was passed many years ago and has done more than any other act passed by this Congress because it broadened protection to 1.2 billion acres of land and reduced fires from about 30 million acres a year down to less than one-tenth of that in good years, about one-tenth of that in bad years. Certainly this was the basis for the tremendous reforestation that has been going on in the United States ever since.

The terms of the Clark-McNary Act were passed in 1935. We have reforested by replacing 1,206,000 acres in our entire history. Now we do more than that every single year. It is because of the Clark-McNary Act and we have assurance that if we invest our money, whether it be Federal Government or our industry or the States, then in reforestation there is going to be something there to harvest when harvest time rolls around.

I would like to make one other suggestion about the sale of timber. It seems to me that Congress should fund fully the sale in this coming fiscal year, the full allowable cut from the national forests because if you do not, the minute housing picks up again, we are going to be in that same supply crunch that we were in in 1968, 1969, 1972, and 1973.

The prices of lumber and plywood are going to shoot up because they will not be able to meet the short term demand and it will be because a lot of people were dependent up the national forest timber each time after one of these crises. The plateau—they plateau off at less timber brought to them before because the Forest Service has not been able to sell the full allowable cut in the last few years. If you would see some of the prices these people are bidding on timber today because they want to be ready when the demand comes again, you would be appalled by it because they are bidding far more than the timber is worth and it is due to an artificial timber scarcity by failure of the executive branch of the Government to ask for enough money or you gentlemen in the Congress to provide enough money and direct the Forest Service to get that full allowable cut. There is nothing more important that you could do for the American economy than to bring that about in fiscal year 1976.

One other thing I would like to talk about is the need for some real creative imagination on the part of the Forest Service with respect to the determination of the allowable cut. Today, after 50 years of appropriation by the Congress of over one-half billion dollars in forestry research, the State of Oregon is a lot better than we are practicing and it takes money to practice forestry. You have to make investments. There is no finer investment the Congress of the United States could make today than in providing funding which will allow the Forest Service to really do the kind of forestry job they know how to do, they want to do and certainly the American people need to have done for them. We can meet our obligations for employment and housing in

support of the local governments in those 250 counties in the United States that are heavily occupied by national forests.

One final point I would like to make is that it is a national scandal in my opinion that we have 6 billion feet of mortality in the forests. If we could only salvage half of the 6 billion feet that disappears because of old age, because of wind, disease, or fire, we could build 3,000 homes a year with that. We could put a lot of money into the Treasury. How much longer we are going to allow this to continue, I do not know but we cannot afford it, the country cannot afford it. It is a national disgrace to allow it to continue.

Finally, you asked for questions a while ago about the ability of handling reforestation, with the recommended increase in levels that this committee has been recommending. Many of the Members of Congress have been recommending these levels and the Forest Service.

Let me tell you that for 35 years I have been in the nursery business. Our association is the only one in the United States that operates substantial nonprofit tree nurseries. We started our first one in 1941, our second one in 1961. We replaced our original one in 1967 with one that was three times as large. This year we are selling the crop in a brand new one and we are authorized to start a fourth nursery in 1976. This year we will sell 35 million trees which, believe it or not, in the Douglas-fir region where I come from in western Oregon, it is more than the Forest Service will grow and the Forest Service owns half the land.

A number of our companies like Mr. Quigley's company, Champion International, Georgia Pacific and a number of others, all have big substantial nurseries of their own. Today the private sector is investing our own funds in tooling up to do the job.

Mr. Towell is right: It does take some leadtime. Every year you gentlemen delay in providing the Forest Service with the go-ahead to develop further capacity for the national forests, you will just be delaying the day when you will be able to get those nonstocked lands back into production and to start aiding the Forest Service in meeting the full potential of these forests to serve the American people. The time is now and I urge you to consider getting the Forest Service on the stick with respect to nurseries. They really need it.

LUMBER SUPPLY AND DEMAND

Senator STEVENS. I appreciate very much having your panel appear. I am constrained to say that, traveling around my State as I do and seeing the mills operate on one shift, if at all, and seeing the amount of timber that is on the dock, and having just come back from Oregon and seeing the amount of timber that is stockpiled there, I wonder just how valid the criticism is of the budget.

I don't think you have much space to put more timber in Oregon or Alaska. At this time, I don't know what you would do to stimulate the industry where they have no sales, no demand.

Mr. HAGENSTEIN. You are right. We are in a downturn, the worst we have had in 35 years. We have about 20,000 people in western Washington and Oregon who are out of work but we are dedicated to getting them back.

The principal part of my job, I feel—I can tell you that when the housing picks up, those inventories will disappear quickly. We had

better have some timber in the pipeline to take their place. Otherwise we will have that half of our industry that is entirely dependent upon forest timber in a position where they will not be able to respond to the demand when it comes.

They know what will happen to the prices. Congress could not pass the law of supply and demand.

Senator STEVENS. I understand the leadtime in timber sales is now about 2 years. In other words, if it is not in the pipeline now, you could not meet the demand if it does come as a result of this new housing act.

Mr. HAGENSTEIN. That is right. Due to the fact that in the last 5 years, the allowable cut has not funded for the full amount to be sold. The amount that is in the pipeline is now less than it was 1 year ago. It is much less now than it was 2 years ago and much less than 5 year ago. That is not a very healthy condition.

Mr. TOWELL. Mr. Hall would like to comment on that question, Senator.

Mr. HALL. The prices being paid are being bid by Federal purchasers and reflect their concern to the decreasing amounts of timber which are likely to become available in future years.

Whenever timber is offered for sale as of today, it is looked upon as perhaps the last of a diminishing volume of timber that will be offered. This need not be the case. The actual forests in the West can be more productive than they are today with the investments that we recommend today.

However, all of the management plans portray a decrease in timber yield from those forests. Therefore the companies which are dependent are paying an unwise premium to purchase the timber which is offered for sale. This delays the time in which that timber can be operated economically and increases the price level which must be obtained before it can be operated economically.

Senator STEVENS. The stock just went up 110 percent in my State this last week, in case you did not hear. The cutting has gone down by more than 50 percent and that is cutting of the allowable cut. I just wonder why this Congress should stimulate additional sales and additional opportunities to cut when they are not cutting the stumpage that is available now?

Mr. HALL. There is a temporary, we hope, slack off in the rate of harvesting but there is still more projection for a strong and increasing worldwide demand for wood fiber and wood fiber materials. If the United States is to play a major role in supplying its own needs and those of other nations, the forests need to be spurred on to increase that production and to provide the timber which is ready for sale.

Mr. HAGENSTEIN. Mr. Stevens, may I make one more remark on this subject: I think the very important point you have made here—why sell more when they are not through harvesting what is on tap now—overlooks a fact. It is a point that Mr. Hall raised and I want to emphasize it just a little bit more. That is, because of the tendency of the Forest Service to produce, every time they declare a new allowable harvest on a specific national forest, there are many, many companies in our industry that are desperately bidding much higher prices than the timber is worth in relation to what they can get for the products from it in today's market, at their current costs.

They think 3 years, 5 years, 10 years down the road. The allowable harvest will be so much reduced that there will not be an opportunity for them to really stay in the business.

This is a bad thing. There is no reason for it whatsoever. The timber is there. The timber-growing potential is there. We just need some strong, imaginative, creative leadership on the part of the executive branch of this Government to come to you gentlemen with a program and hopefully that will appear as a result of the Humphrey-Rarick Act.

To show you gentlemen what will actually keep the national forests in tiptop shape——

Senator STEVENS. Thank you very much, all of you.

STATEMENT OF ROBERT A. HANSON, NORTHERN MICHIGAN WILDERNESS COALITION

PREPARED STATEMENT

Senator STEVENS. Mr. Hanson, from the Northern Michigan Wilderness Coalition, if you will highlight your statement we will print the full text in the record.

[The statement follows:]

Mr. Chairman, we and all the supporting organizations & individuals who have backed this critically needed recreation research, wish to thank Congress for its direction in the provision of $100,000 this past fiscal year - to begin these research efforts. Unfortunately the executive branch chose to misinterpret the Congressional mandate and consider that directive for one year only; hence limiting these funds to research programs funded on a yearly basis. The critical need, that we all spoke to last year, is for the implementation of research programs that would be of several years duration. The goals of this program would be to eventually help the land managers, federal, state, and private, to plan and implement programs that could best aid the need for primitive and wilderness type recreational demands. As I am sure you are aware, this type of use on our national, state & private forests, has increased at an astronomical rate and land managers are being left without adequate guides. Wilderness recreation research done in the much larger western areas is not directly applicable to the heavy user demands now developing in the eastern United States. Therefore we request this subcommittee to appropriate $300,000 for this item and indicate that it is to be an ongoing annual appropriation. I wish to call the committee's attention to local, state, regional and national support which is herewith delivered to the committee or forwarded under separate cover. This request is supported by Governor William Milliken of Michigan, Senators Griffin and Hart of Michigan, and Congressman Philip Ruppe of the Eleventh Congressional District of Michigan. In addition to our own local organizations, the Upper Peninsula Group of the Sierra Club along with the Michigan Mackinac Chapter of the Sierra Club, the Michigan Student Environmental Confederation, the Northern Environmental Council covering the states of Michigan, Wisconsin, Minnesota, North & South Dakota. Several national organizations are also supporting this request as they did last year.

I am personally familiar with the McCormick Experimental Forest, having served as a member of the Forest Service Ad hoc McCormick Advisory Committee in December of 1969. I have been involved in efforts to gain funding for research and management of the McCormick Experimental Forest since early 1970. The McCormick Experimental Forest is a 17,000 acre backcountry area dedicated for research programs in ecological processes and studies on primitive recreation. This experimental forest is in a near natural condition, was used by the McCormicks as a natural area - mainly for hiking, with over 100 miles of hiking trails. Even most of these have been reclaimed by natural processes and are often not detectable from their surroundings, hence creating unusual conditions to study the ability of nature to reclaim the wilderness areas of our eastern forest lands, as this process at McCormick is several decades ahead of other areas in the east. The area contains 17 lakes and a variety of scenic highlands with the presence of marsh and swampy lowlands. The forest is headquarters for five major streams flowing outward in three directions. A large dedicated natural area in the northeast of the forest has received no use in historic times, retaining even the giant white pines from . . . recent centuries.

We believe that the McCormick appropriation becomes increasingly important this year - considering the excellent progress of eastern wilderness legislation in both the Senate and House. The McCormick Experimental Forest is an ideal location to provide those research studies that will be desperately needed as eastern wilderness areas are established within the next few years.

The lake states are now experiencing a rapid growth in hiking and backpacking activities. This user-demand is especially strong among our younger citizens and extends to forest areas under federal, state, and private management. These user-demands will most likely require facilities for dispersed recreational opportunities rather than the more traditional campgrounds, and as such are creating new problems for land managers - who must plan for these activities and still provide protection to the resource base. It is important that land managers must learn from research programs the value and nature

of man's interaction with his natural environment, how best to plan the use of forest areas for dispersed recreation, the capacity of areas in the east to contain this type of activity without overcrowding. It must be learned the nature of - and how best to handle conflicts between different user groups, the motivation of different user groups, and various desired forest related activities.

Research questions of these types could be studied through planned research efforts at the McCormick Experimental Forest under the direction of the North Central Experiment Station of the U.S. Forest Service. These studies could then be shared with federal, state, and private land managers throughout the eastern United States. This transfer of knowledge would be particularly useful for the eastern wilderness areas as they are similar to McCormick in size, location, geography, ecological resources, and prior use history. Ecological and baseline research on primitive environments at McCormick would likewise be pertinent in providing a bench mark to studying the effect of various user activities on forest land in the east and north.

Michigan is an ideal location for this research activity as the state has long been active in planning for large scale recreation use of its forest resources, as well as land use activities relating to natural environments. Michigan has a State Wilderness Act, Wild Rivers Act, Inland Lakes and Streams Act, Shorelands Protection Act, and several other state land use protection measures. In addition, a large variety of back country study areas on National and State forest lands in close proximity to the McCormick Forest, are available within Michigan as an expanded research base.

Supporting research facilities and scientists are available at Michigan universities and other research facilities to provide support and cooperative research efforts. A small beginning effort in this direction has already been made as evidenced by the Naturalist, Spring 1973 issue on the McCormick Experimental Forest, published by the Minnesota Natural History Society, and herewith presented to this subcommittee.

We urge that Congress assert its constitutional prerogative and provide the leadership so essential at this time in our nation's history - by appropriating an add-on budget item for the U.S. Forest Service Recreation Research Budget in the amount of $300,000, to implement these needed research programs for the McCormick Experimental Forest at Marquette, Michigan. This budget item would provide a staff of four scientists, technical assistants and the necessary equipment, besides allowing for cooperative research.

I have personally been active in seeking funds in behalf of the McCormick Experimental Forest for over four years, and I ask that this year Congress make these badly needed appropriations available.

Thank you for the opportunity to present this statement.

Mr. HANSON. Thank you, Mr. Chairman. I am Robert Hanson, coordinator of the Northern Michigan Wilderness Coalition, here to testify on behalf of the appropriation which we are asking for, $300,000, for the Forest Service recreation and research project at the North-Central Forest Experiment Station for research located on the McCormick Tract at Marquette, Mich.

I would like to call your attention, Senator Stevens, to the fact that this is a program that was funded by Congress last year to the extent of $100,000. Unfortunately, the administrative people did not see fit to follow the mandate of Congress and did not ask for that amount for another year. We are asking that the appropriation be continued on an ongoing basis. I would like to summarize my statement to show you some idea as to why we feel this is necessary.

An increase to the amount of $300,000, which is basically needed to complete the work that we are talking about, Senator Stevens, is supported by people on the local level as represented by the Environmental Coalition, on the regional level. On the State level, it is represented by a letter from Governor Milliken of Michigan, Senators Hart and Griffin of Michigan, who have been actively supporting this program and there are many other State as well as national organizations supporting it. I will turn in some of this material at the end of my testimony today. The rest of it you will be receiving.

We are concerned, Mr. Chairman, about the demand in dispersed recreation. We have found that this has increased at a rate that is impossible to keep up with. What is happening to forest managers within the U.S. Forest Service and State forests, private forests, is that they are left without the means to deal with the public that is coming to the forest and asking for a dispersed type of recreation.

The Forest Service recreation has had a fair amount of developed campgrounds, but the whole budget, in terms of dispersed recreation, has been quite low. We have been especially concerned, located in Michigan and the eastern part of the United States, with the fact that the last session, the Congress passed the eastern wilderness legislation which is calling more attention to these areas, the need for the areas, the use of the areas. As we are finding in Michigan, our parks and the Porcupine Wilderness area are already over capacity.

There are a number of research programs that are based at McCormick. There is a magazine published by the Natural History Society of Minnesota which I would like to leave a copy of for the committee's purpose. It was published in 1973 and points out the background of the types of programs that we are talking about.

One of the things we are finding, Senator, is that areas out west—and, I am sure you are aware of areas in Alaska being quite large—we do not have this kind of situation in the Eastern United States.

We are talking about the McCormick Experimental Forest which is 17,000 acres. Fortunately this is an area that is several decades in terms of ecological development ahead of some of the other eastern forest dispersed recreation areas. It offers opportunities for ecological research. It offers opportunities to deal, and I think especially on the recreational end of it.

Here I would like to just briefly point something out and put on another hat. I am professionally a psychologist for the Mental Service

in Marquette working on an agreement with the Experimental Forest Station. We have an outdoor recreation program that we are doing. We are working with a number of research scientists at the University of Michigan. This program has been in the building phase for 3 years. We are just now reaching the point where we are beginning to bring in some important results, I think. We are participating, while we are in Washington, in a symposium at George Washington University next week. We will be presenting some of the material next week on this.

One of the things we are finding is that the capacity of the eastern forest areas is not determined on the basis of ecological capacity. It is determined basically by social and psychological carrying capacity. This seems to be much more the limiting factor. Much of the research that has been done in the BWCA and has been done by wilderness researchers in the west has not been directly applicable to what we are talking about.

The only program that I know of that is beginning to speak to this at all is the one that we are talking about on McCormick. It has taken us a number of years to put it together. We need the ongoing appropriation. We feel it would be extremely important that this amount be increased to the $300,000 that we are asking this year so that we can attempt to get the basic data to the land managers as to how to deal with this problem of dispersed recreation.

I believe, Senator, that covers the highlights. If there are any questions, I would be glad to try to answer them.

Senator STEVENS. Thank you very much. I remember the item now from previous years. I appreciate your appearance and the recommendation.

Mr. HANSON. Thank you, Senator.

STATEMENT OF CHARLES H. CALLISON, EXECUTIVE VICE PRESIDENT, NATIONAL AUDUBON SOCIETY

Mr. CALLISON. Mr. Chairman, I will be appearing for the National Audubon Society instead of Cynthia Wilson. I am Charles Callison and I am the executive vice president of the National Audubon Society.

Senator STEVENS. All right. Please submit your prepared statement for the record.

[The statement follows:]

The National Audubon Society is a nationwide conservation organization, incorporated in 1905, and including within its structure 342 local chapters and, as of April 1, 1975, 339,607 members. We appear before you to point out the urgent need for larger appropriations than the Administration has requested for certain vital programs of the Fish and Wildlife Service, particularly the National Wildlife Refuge System and the enforcement of federal laws and regulations protecting wildlife.

The National Wildlife Refuge System is one of three great categories of public lands that have been reserved from the Public Domain, acquired with public funds, or otherwise established under laws passed by Congress for special purposes. The other two special systems are the National Forests (including the National Grasslands) and the National Parks. All three systems yield environmental, social and economic benefits beyond the boundaries of the areas themselves, but none more extensively than the National Wildlife Refuges. This is because the Refuges provide safe and essential breeding, feeding, nesting and wintering habitat for migratory birds that move from one end of the continent to the other and in passing contribute life and beauty and ecological balance to skies, lands and waters in between. Because the Refuges are there--habitats that enable the wildlife to survive--hunters can pursue and other people can enjoy the birds on ponds and creeks and marshes and estuaries and in passing flight throughout the land. And without the refuges the populations of many species would quickly collapse, and some endangered kinds would disappear.

The Refuge System consists now of 377 areas totaling about 32,300,000 acres. There are 48 more areas--48 new refuges--and some 3 million more acres in the system now than in 1972. But in the current fiscal year, 1975, the Service is operating the Refuges with a half million dollars less than in 1972 when inflation is figured in, and with only 843 full-time field positions compared to 901 in 1972.

For lack of manpower, wildlife and refuge lands have been left vulnerable to poaching, trespass and vandalism. For lack of funds, all manner of facilities are deteriorating.

The Budget proposes slightly more than $20 million for operation and maintenance of the Refuges in fiscal 1976--about the same inadequate level as in 1974 and 1975. The real need is for $28 million to assure minimum efficient operation and maintenance, and we respectfully urge the Subcommittee to approve that amount for 1976.

It is now estimated that the facility rehabilitation backlog in the Refuge System stands at $83 million. The Director of the Fish and Wildlife Service was allowed to ask you for only $423,000 for this purpose in 1976, this to be allocated to some repairs on nine refuges. This isn't even a decent band-aid operation. An appropriation of $10 million for rehabilitation of facilities on National Wildlife Refuges would enable the Service to start a catch-up operation, and would make many jobs in this time of unemployment, because repairing buildings, canals, levees, roads, etc., is highly labor intensive. It makes much more sense than many public works projects from the standpoint of putting people to work.

Mr. Chairman, one of the difficulties which you encounter in trying to re-order priorities in the Fish and Wildlife Service is a system of budgeting and administration that enables the Administrators to thwart the will of Congress. It is called "programming by objects," and while intriguing in theory, it plays hell with management at the field level. For example, no Refuge manager is assured of any given amount when the Appropriation Act is passed by Congress and signed by the President. Instead, each Refuge manager has to wheedle his operating funds out of four programs: Migratory Birds, Mammals and Non-Migratory Birds, Endangered Species, and Interpretation and Recreation. The system has enabled Departmental and Service administrators, operating under personnel ceilings imposed by OMB, to transfer both funds and personnel to other purposes, such as the current great emphasis on the study and description of energy development impacts. Massive development of coal fields, oil shale, off-shore oil and other energy sources is going to destroy and pollute fish and wildlife habitat no matter how intensively the impact is studied, but wildlife loses twice if the Refuges and other old-line and essential programs are neglected.

Fish and Wildlife Law enforcement suffers from the same foggy administrative system and arbitrary personnel ceilings that have handicapped field operations and damaged morale. I submit for the record some correspondence I have had with Mr. Willie J. Parker, Special Agent in Charge in District 10, a law enforcement area encompassing the states of Tennessee, Kentucky, North Carolina and South Carolina. I wrote to Mr. Parker in quest of information about reasons for the decline of the canvasback duck, which the National Wildlife Federation now thinks should be declared a threatened species.

Mr. Parker's problem is only too typical. Similar problems prevent effective protection of wildlife resources in every district.

Mr. Chairman, we hope your Subcommittee can write language into the Act, or into the Committee report, that will require the Secretary of the Interior and the Director of the Fish and Wildlife Service to use the monies as Congress intended, and to fill the positions that Congress has authorized and provided funds for.

Within the past decade Congress has passed a number of landmark laws for the conservation and protection of wildlife, including the Endangered Species Act, the Marine Mammals Act, and the Aircraft Hunting Act. New Migratory Bird treaties have been ratified with Mexico and Japan, and recently enough nations have ratified the Convention on International Trade in Endangered Species to put it into effect. Soon the Secretary of Interior should put into effect long overdue regulations under the Lacey Act to control the importation of injurious wildlife. All of these require enforcement if they are not to become dead-letter laws and result in dead instead of live wildlife. Moreover, continued effective enforcement of migratory bird laws--traditional task of the Fish and Wildlife Service--is essential if wild waterfowl resources are not to be depleted by illegal hunting. Again I refer you to Mr. Parker's letter.

Congress has authorized and appropriated funds for an enforcement staff of 246 Special Agents, but because of OMB-imposed hiring ceilings and the withholding or diversion of funds for other purposes, there are at present only 178 agents on the job. Sixty-eight authorized positions go unfilled. There were 173 agents on the job in 1965, so in ten years the force has remained virtually unchanged despite vastly increased responsibilities. The number of Special Agents should be doubled and as a realistic step toward this goal we urge the Subcommittee and the Congress to provide funds for the 68 unfilled positions, plus 25 new agents, together with sufficient funds for travel and equipment. For these purposes we recommend $11.5 million in 1976 instead of $7.3 million as budgeted. And we hope you will put language in the Act to assure the money is used for enforcement field operations and personnel, and not withheld or diverted to other purposes.

Mr. Chairman, all the budget allocations for the Fish and Wildlife Service are minimal or inadequate. Increases for the National Wildlife Refuge System and Law Enforcement should not be taken out of other Service activities. We also urge an appropriation of at least $3 million for grants-in-aid to the States under Section 6(1) of the Endangered Species Act of 1973. A number of states are ready with their cooperative programs under the Act but nothing was put into the budget for this purpose.

No advance for the acquisition of Refuges and Waterfowl Production areas under the Wetlands Loan Act was budgeted for 1976. We urge an appropriation under the Act, in addition to funds available from current Duck Stamp revenues, to provide $20 million for wetlands acquisition in 1976.

Although the National Audubon Society believes it was a serious mistake for Secretary Morton to transfer the Sheldon, Russell and Kofa National Game Ranges to the Bureau of Land Management, and we hope Congress will act to put these game ranges back in the National Wildlife Refuge System where they belong, we support and urge increased funds for BLM for range (grazing lands) and wildlife management. BLM is perennially underfunded and under-staffed. We hope the Subcommittee will make it clear, however, that pending return of the transferred Game Ranges to the Fish and Wildlife Service, no personnel or funds are to be transferred by the Service to BLM from the Service's own Refuge System program.

We support increased funds for wildlife management in the National Forests, and particularly for the imaginative programs designed by the Forest Service for endangered species and non-game wildlife. We particularly endorse and support the Forest Service plan and budget request of $100,000 for research on rare and endangered forest birds in Hawaii, where there are more endangered species of birds than in all the other 49 states.

We join our members and chapters in Michigan in endorsing a request by the Michigan Department of Natural Resources for an appropriation of $1.5 million to the U.S. Forest Service to initiate a cooperative wildlife and fisheries management plan on the National Forests in Michigan. The program is ready to go, but was not included in the 1976 budget for the Forest Service.

Mr. CALLISON. We appear before you to point out the need for larger appropriations than the administration has requested for some of the programs of the Fish and Wildlife Service, and for the enforcement of Federal laws and regulations protecting wildlife.

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while intriguing in theory, it plays hell with management at the field level. For example, no refuge manager is assured of any given amount of money when the Appropriation Act is passed by Congress and signed by the President. Instead, each refuge manager has to wheedle his operation funds out of four programs: Migratory birds, mammals and nonmigratory birds, endangered species, and interpretation and recreation.

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Fish and Wildlife law enforcement suffers from the same foggy administrative system and arbitrary personnel ceilings that have handicapped field operations and damaged morale. Mr. Parker's problem is only too typical. Similar problems prevent effective protection of wildlife resources in every district.

Senator Stevens, we hope your subcommittee can write language into the act, or into the committee report, that will require the Secretary of the Interior and the Director of the Fish and Wildlife Service to use the moneys as Congress intended, and to fill the positions that Congress has authorized and provided funds for. Congress has authorized and appropriated funds for an enforcement staff of 246 special agents, but because of OMB-imposed hiring ceilings and the withholding or diversion of funds for other purposes, there are at present only 178 agents on the job. Sixty-eight authorized positions go unfilled. There were 173 agents on the job in 1965, so in 10 years the force has remained virtually unchanged despite vastly increased responsibilities.

I submit for the record, Mr. Chairman, some correspondence I have had with Mr. Woody J. Parker, special agent in charge of District 10, the law enforcement area encompassing the States of Tennessee, Kentucky, and North and South Carolina. I wrote Mr. Parker and requested information about reasons for decline of the canvasback duck. His reply indicates how he has been handicapped in his district, how he has been handicapped by a lack of funds and unauthorized positions.

The number of special agents should be doubled, and as a realistic step toward this goal, we urge the subcommittee and the Congress to provide funds for the 68 unfilled positions, plus 25 new agents, together with sufficient funds for travel and equipment. For these purposes, we recommend $11.5 million in 1976 instead of $7.3 million as budgeted. And we hope you will put language in the act of assure the money is used for enforcement field operations and personnel, and not withheld or diverted to other purposes.

When you were in the Department of Interior, sir—it was earlier than that——

Senator Stevens. Thanks for the compliment. It was 20 years ago.

PREPARED STATEMENT

Mr. CALLISON. In our prepared statement, we also, have added our recommendations and reasons for supporting funds for certain other programs in the Fish and Wildlife Service, the Forest Service, and the Bureau of Land Management.

I thank you very much. I would like also to submit for the record a table which I secured from friends in the Fish and Wildlife Service showing the growth of the wildlife refuge system, its funding and public use from 1957 to the present. I will pass a copy of that to you, sir.

Senator STEVENS. Thank you very much. All attachments and items you have given us for the record will be printed in the record.

[The information follows:]

1935

United States Department of the Interior

FISH AND WILDLIFE SERVICE

February 12, 1975 RE: ENF 4

Mr. Charles H. Callison
Executive Vice-President
National Audubon Society
950 Third Avenue
New York, New York 10022

Dear Mr. Callison:

In reference to your letter of January 21, 1975, I am pleased to furnish you the following information.

As you know, this is my first year in charge of District 10, Division of Law Enforcement for the U. S. Fish and Wildlife Service, and my information is not as complete as I would like.

We are concerned with the States of Tennessee, Kentucky, North Carolina and South Carolina. For our purposes relating to the Canvasback, we can write off immediately the States of Tennessee and Kentucky. This species is extremely rare in both states. A few small flocks have been noted on Kentucky and Barkley Lakes.

Coastal North and South Carolina are a different story. Both states historically have and continue to be important wintering grounds for Canvasbacks and Redheads. I flew over most of Coastal North Carolina some five days before the season opened. I noted some 1,000 Canvasbacks in Sand Bay, which is on the Virginia-North Carolina state line, some 3,500 on the Middle Ground in Abermarle Sound and about 3,000 Canvasbacks in Pamlico Sound using the Pamlico Point Area. I also noted some 1,000 Redheads in the Core Sound area. At this time, it was apparent that most of these birds were being held by bait.

When the season opened for all practical purposes, we had three (3) Agents working North and South Carolina. We had been hard hit by retirements, two of the older agents failed to meet physical requirements and then we were hit by personnel ceilings that flatly prohibited us from filling any vacant positions. We were made aware that funds were scarce and to this very day, I have not received an operating cost budget. This placed me in the untenable position of trying to control the illegal kill of wildlife in four important states with six Agents and this includes myself and my assistant, David Hall. We were at a considerable disadvantage in that we were working vast areas that we had never seen before.

We were forced to spend most of our time identifying problems and problem areas. We monitored to the best of our ability all hunting in all areas that Canvasbacks frequented. I was absolutely appalled at our findings.

1. In many instances the Canvasbacks and Redheads were baited and deliberately shot with complete disregard to an official closed season and the perilous status of the species.

2. In most instances where Canvasbacks came to decoys, they were either shot or shot at; simply indicating that most hunters cannot identify ducks in flight.

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3. We expect and are having some closed season hunting on Canvasbacks and Redheads, indicating total disregard by some people.

4. To the credit of many hunters, we observed many situations where Canvasbacks could have been killed in substantial numbers but were completely ignored. We observed some areas where hunters would kill over limits of other species but would not kill Canvasbacks.

My intense personal and professional interest in Canvasbacks and Redheads developed during my eight years in Maryland. As early as 1967, I began frantic efforts to influence the Bureau to close the hunting seasons on both species. I felt then and now know that a one bird (mistake) limit on either or both species was and is an invitation to disaster. Beginning in 1969, I directed our almost total law enforcement effort in Maryland to the protection of the Canvasbacks. I am absolutely positive that our efforts there are the reasons we have been able to maintain this bird in the Atlantic Flyway even in its extremely limited number. We coupled our enforcement efforts with an intense public relations educational compaign in favor of this species. This campaign was well received by the public and I believe was instrumented in the Bureau's late decision to close the hunting seasons on these species in the Atlantic Flyway.

I have arrived at the following conclusions:

1. The salvation of Canvasbacks and Redheads depend now on basic physical protection. We are competent to furnish almost complete protection if we are properly funded and staffed.

2. We must encourage and influence the states to exert as much protective effort as possible toward the protection of these species.

3. It is important that all concerned begin immediately a concerted educational program to make known to the general public and particularly the hunting public the dire status of these birds.

4. Last, we may have arrived at or are rapidly approaching the time when we must intelligently consider the Canvasbacks and Redheads and endangered or at least threatened.

There is considerable consternation in official circles as to why the Canvasbacks have not responded to increasingly favorable nesting conditions. I believe they have favorably responded. I am also absolutely convinced that even with a closed season, the gun is taking annual production and then some. For some reason, unknown to me, the loss of migratory waterfowl to illegal hunting is never considered in waterfowl management plans or if so total loss is sadly under-estimated. It is high time that human depredation through illegal hunting be considered in its proper light.

I want to completely assure you that the Law Enforcement Division is aware of the plight of the Canvasback and that we are doing everything within our extremely limited means to protect and perpetrate this species.

Sincerely,

Willie J. Parker

WILLIE J. PARKER
Special Agent-in-Charge
District 10

1937

LETTER FROM CHARLES H. CALLISON

January 21, 1975

Mr. Willie J. Parker
Special Agent in Charge
District 10
U. S. Fish and Wildlife Service
P. O. Box 290
Nashville, Tennessee 37202

Dear Mr. Parker:

We are increasingly concerned about the apparent decline of the canvasback duck despite its protected status. Will you please summarize for me in a letter your observations about the welfare of the canvasback during the recent hunting season. Was it, in your opinion and in the opinion of your associates, being illegally hunted to a serious degree?

What are your conclusions about the population status of the canvasback in its wintering areas in your district? Is it holding its own, or do you think it is continuing to decline?

Thanks very much for any information you can supply, and best personal regards.

Sincerely,

Charles H. Callison
Executive Vice President

TABLE I. NWRS GROWTH, FUNDING AND PUBLIC USE
1957 - 1980

FY	No. Refuges	Acres	Field Manpower[7] Perm. Full-Time	O&M[2] Field Alloc.	O&M Deflated to '57 $ Value	Construction	Construction $ Deflated to '57 Value	Visitor Use No. Visits	Visitor Use (x) Increa From 1957
1980	440	67,600[6]		26,800[8]	9,862[9]			27,500[4]	3.6
1975	368	32,215	843	20,025	10,053	1,049	522	22,500[4]	3.0
1974	356	29,434	843	20,082	11,206	990	552	21,538	2.9
1973	341	29,330	887	17,808	11,059	2,376	1,476	19,588	2.6
1972	329	29,285	901	16,020	10,541	2,463	1,621	20,249	2.8
1971	332	29,242	836	14,290	9,732	2,178	1,483	19,205	2.5
1970	325	29,215	846	11,740	8,371	820	585	17,870	2.4
1969	321	27,953	881	11,028	8,315	791	596	16,346	2.2
1968	312	27,881	930	10,459	6,284	2,222	1,760	15,221	2.0
1967	303	28,398	900	8,317	6,870	1,985	1,640	14,528	1.9
1966	297	28,344	778	8,924	7,612	2,650	2,261	13,803	1.8
1965	286	29,775	757	8,722	7,658	1,468	1,289	12,906	1.7
1964	282	28,508	749	7,174	6,413	1,728	1,545	14,020	1.9
1957	270	18,000	479	5,367	5,367	(see O&M)[3]		7,555	

1/ Acres, Dollars, and Visits data are in thousands ((x)000).
2/ Assumed 20% reduction from total division allocation for FWS (WO, RO and AO) support.
3/ Total FY 57 appropriation.
4/ Visitor use projected at current rate of +1 million/year.
5/ Projection based on '70-75 average rate of 8 units/600K acres p.a. adjusted to 12 units/800K acres p.a. re '73 LWCF funding changes plus 31.6 million in '78 for ANCSA; does not include hopes for increasing LWCF to $35 million.
6/ Estimates for 1964-72 derived by reducing total Wildlife Refuge Division personnel complement by 130 RO and WO; based on known difference of 130 in FY 73. Estimate for 1957 based on reduction of 100.
7/ Based on OMB projection of +6% p.a. for next 5 years.
8/ Assumed average inflation rate of 6% p.a.
10/ Refuges and Acres columns are exclusive of Wildlife Coordination Areas.

Senator STEVENS. I appreciate your coming today. I am most aware of this deficiency in regard to the vast areas of my State that do not have any money at all. We appreciate your coming.

STATEMENT OF JAMES HARBERD, WOODLANDS MANAGER, BOISE CASCADE CORP., INTERNATIONAL FALLS, MINN.

ACCOMPANIED BY ED MOORE, AMERICAN PULPWOOD ASSOCIATION

Senator STEVENS. Next is Mr. James Harberd, American Pulpwood Association. Good morning, gentlemen.

Mr. HARBERD. Good morning. I am James W. Harberd, woodlands manager for the Boise Cascade Corp. at International Falls, Minn. I have with me today Mr. Ed Moore, of the American Pulpwood Association.

I am speaking for the wood producers, dealers, consumers and others directly concerned with growing and harvesting pulpwood—the principal raw material used in manufacture of pulp, paper, paperboard and other products.

Members of the American Pulpwood Association are particularly concerned about the forest surveys. Years ago when there was plenty of timber to meet any and all demands, there was no overriding need for a forest inventory, but the need grew as the forest land base available for commercial use diminished and our industry expanded to meet increased product demand from our population growth. Hence, it has become increasingly important to have up-to-date information on forest growth, cut, inventory and other details.

All projections indicate that demand for wood and fiber products will contoinue to increase more rapidly than projected rates of forest growth. It is quite possible that consumption rates will increase even more rapidly as nonrenewable resources become more scarce and products made from wood are substituted.

Our concern with the forest survey is twofold. First, we feel that surveys should be made at more frequent intervals and second, information should be published promptly. The forest survey is the only mechanism that provides information on our forest resources. It is extremely important to us as a nation, as well as to the forest industry and to State governments, to have this information on a current basis. It not only forecasts the future for our present multibillion dollar industry, but also direct and guides us for future expansion and new mill developments.

There has always been a certain amount of change in the forest acreage in this country. Forest lands are converted to other uses such as agriculture, suburban development or withdrawn for wilderness areas and recreation, while other acreage reverts to forest land. Recent surveys indicate a substantial net loss of commercial forest acreage. This trend is serious when we consider the Nation is requiring an increasing amount of forest products.

Now, referring to our first concern regarding the interval between surveys—under the present forest survey program each State is surveyed about every 10 years. This frequency is not adequate due to the rapidly changing technology in both manufacturing of wood based products and the much greater utilization of the raw material from

our forests. Present survey data does not measure many of our utilization opportunities. Tremendous expansion has occurred in the last 10 years in the pulp and paper industry.

This is especially true in the South where pulpwood consumption has increased by more than 60 percent in that period and is now approximately two-thirds of the Nation's total. The Southern pine plywood industry which was nonexistent a little more than a decade ago, now produces one-fourth of the Nation's softwood-plywood and there is also a strong lumber industry.

Our second concern is the delay in publication. We realize that it takes time to prepare field data for publication, but long delays result in out-dated data. For example, the last forest survey made in Wisconsin was begun in 1965, completed in 1968 and the results were not published and made available until 1972. The lastest survey in Minnesota gives 1962 information and more recent data is not expected for another 4 or 5 years. In Pennsylvania, the last forest survey was begun in 1963 and completed in 1965, but the information was not published until 1968.

As you can see, this means that forest landowners in these three States are working with survey information that is 10 or more years old and cannot expect additional information for several years—at least not under the present program. I think these examples coupled with the realization that it takes anywhere from 20 to 100 years or more to grow a crop of trees, indicates the necessity of more frequent surveys and prompt publication to aid in insuring adequate planning to meet our country's future demands for forest products. For these reasons, we strongly urge that the full $5,559,000 be appropriated.

Another important item in the budget is the appropriation for cooperative forest fire control. We recognize the need to hold down Federal spending wherever possible, but it is difficult to understand the proposed reduction from $25 million for the current year to $20 million for fire control.

Our forests, as a most important renewable resource, need more protection—not less. In recent years, the trend shows a decrease in the average size of wild fires, but we have more than 100,000 wild fires each year. Any decrease in funding, particularly if the weather is dry and windy could mean a tremendous loss to our Nation. Certainly funds for this important program should not be reduced.

In addition to our interest in the forest survey and cooperative forest fire control funds, I would like to state our support of the request made by the National Forest Products Association for increased appropriations to enable selling the allowable cut from National Forests and for financing road construction on the National Forests.

In closing, I would like to repeat a few key thoughts. Current maintenance and continuity plus the expansion of our forest industries will be greatly dependent on the ability to have current forest survey data to base major decisions which can greatly effect the following problems now plaguing our nation. One, I have been referring to a renewable resource which could have a major impact on future energy use, whether you burn it, distill it, recycle it or use it to replace many other materials which take a great deal more energy to manufacture. Two, expansion of our forest industry can have a major impact in reducing our Nation's balance of payments, grow more—import less.

Three, manufacturing in the forest industry is a heavy multiplier of labor consumption per cord on ton of paper manufactured resulting in reduced unemployment.

We thank the subcommittee for this opportunity to express our views on these two items in the Forest Service budget.

Senator STEVENS. Thank you very much. Did you have a statement, Mr. Moore?

Mr. MOORE. No, sir. I am just here to help Mr. Harberd in case you ask any questions.

PREPARED STATEMENT

Senator STEVENS. Thank you. You made some very good points, Mr. Harberd. We appreciate your testimony. Your full statement will go into the record.

[The statement follows:]

I am James W. Harberd, Woodlands Manager for the Boise Cascade Corporation at International Falls, Minnesota. I am speaking for the American Pulpwood Association, a national trade association of pulpwood producers, dealers, consumers and others directly concerned with growing and harvesting pulpwood--the principal raw material used in manufacture of pulp, paper, paperboard and other products.

Members of the American Pulpwood Association are particularly concerned about the forest surveys. Years ago when there was plenty of timber to meet any and all demands, there was no over-riding need for a forest inventory, but the need grew as the forest land base available for commercial use diminished and our industry expanded to meet increased product demand from our population growth. Hence, it has become increasingly important to have up-to-date information on forest growth, cut, inventory and other details.

All projections indicate that demand for wood and fiber products will continue to increase more rapidly than projected rates of forest growth. It is quite possible that consumption rates will increase even more rapidly as non-renewable resources become more scarce and products made from wood are substituted.

For example, just last month the American Chemical Society was told that all the feed stock needed for our chemicals, plastics and rubber industries can be produced in the United States from timber rather than from crude oil. This statement was made by Dr. Irving S. Goldstein of the Department of Wood and Science in the North Carolina State University School of Forestry. We understand that several organizations are testing operation of automobiles on the mixture of gasoline and alcohol from wood.

Our concern with the forest survey is twofold. First, we feel that surveys should be made at more frequent intervals and second, information should be published promptly. The forest survey is the only mechanism that provides information on our forest resources. It is extremely important to us as a nation, as well as to the forest industry and to state governments, to have this information on a current basis. It not only forecasts the future for our present multi-billion dollar industry, but also directs and guides us for future expansion and new mill developments.

There has always been a certain amount of change in the forest acreage in this country. Forest lands are converted to other uses such as agriculture, suburban development or withdrawn for wilderness areas and recreation, while other acreage reverts to forest land. Recent surveys indicate a substantial net loss of commercial forest acreage. This trend is serious when we consider the nation is requiring an increasing amount of forest products.

Now, referring to our first concern regarding the interval between surveys - under the present forest survey program each state is surveyed about every 10 years. This frequency is not adequate due to the rapidly changing technology in both manufacturing of wood based products and the much greater utilization of the raw material from our forests. Present survey data does not measure many of our utilization opportunities. Tremendous expansion has occurred in the last 10 years in the pulp and paper industry. This is especially true in the south where pulpwood consumption has increased by more than 60% in that period and is now approximately two-thirds of the nation's total. The southern pine plywood industry which was non-existent a little more than a decade ago, now produces one-fourth of the nation's softwood-plywood and there is also a strong lumber industry.

Our second concern is the delay in publication. We realize that it takes time to prepare field data for publication, but long delays

result in out-dated data. For example, the last forest survey made in Wisconsin was begun in 1965, completed in 1968 and the results were not published and made available until 1972. The latest survey in Minnesota gives 1962 information and more recent data is not expected for another four or five years. In Pennsylvania, the last forest survey was begun in 1963 and completed in 1965, but the information was not published until 1968.

As you can see, this means that forest landowners in these three states are working with survey information that is 10 or more years old and cannot expect additional information for several years--at least under the present program.

I think it is also significant to recognize that although growth exceeds cut throughout the country as a whole, this is not true in some areas. A survey made in Virginia several years ago indicated that the cut of pine exceeded the growth. As a result of this knowledge, the State of Virginia instituted an incentive program to encourage landowners to increase their forest growth. A more recent survey in the southeastern portion of Georgia showed that the cut in that area exceeded the growth.

I think these examples coupled with the realization that it takes anywhere from 20 to 100 years or more to grow a crop of trees, indicates the necessity of more frequent surveys and prompt publication to aid in insuring adequate planning to meet our country's future demands for forest products. For these reasons, we strongly urge that the full $5,559,000 be appropriated.

Another important item in the budget is the appropriation for cooperative forest fire control. We recognize the need to hold down federal spending wherever possible, but it is difficult to understand the proposed reduction from $25 million dollars for the current year to $20 million dollars for fire control. Our forests, as a most important renewable resource, need more protection--not less. In recent years the trend shows a decrease in the average size of wild fires, but we have more than 100,000 wild fires each year. Any decrease in funding, particularly if the weather is dry and windy could mean a tremendous loss to our nation. Certainly, funds for this important program should not be reduced.

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In closing, I would like to repeat a few key thoughts. Current maintenance and continuity plus the expansion of our forest industries will be greatly dependent on the ability to have current forest survey data to base major decisions which can greatly effect the following problems now plaguing our nation.

1. I have been referring to a renewable resource which could have a major impact on future energy use, whether you burn it, distill it, re-cycle it or use it to replace many other materials which take a great deal more energy to manufacture.

2. Expansion of our forest industry can have a major impact in reducing our nation's balance of payments (grow more-import less).

3. Manufacturing in the forest industry is a heavy multiplier of labor consumption per cord on ton of paper manufactured resulting in reduced unemployment.

Senator STEVENS. We will take a brief recess while we go to the floor for a vote.

(A brief recess was taken.)

Senator STEVENS. I call the subcommittee back to order. Mr. Pomeroy, do you have another statement?

STATE FORESTERS

Mr. POMEROY. Mr. Chairman, the State Foresters are pleased to have this opportunity to appear before you again. We wish to thank you for turning down that recission on CM-2 a few months ago. We really needed your help on that.

Today I have with me three of the State Foresters of nearby States, Mr. Sam Cobb, State Forester from Pennsylvania, Mr. Lester McClung, State Forester from West Virginia, and Mr. A. R. Bond, State Forester from Maryland. Mr. Cobb will present the testimony of the association.

Mr. HARBERD. We thank the subcommittee for this opportunity to express our views on these two items in the Forest Service budget.

STATEMENT OF SAM COBB, STATE FORESTER, PENNSYLVANIA

ACCOMPANIED BY:

LESTER McCLUNG, STATE FORESTER, WEST VIRGINIA
KENNETH POMEROY, NATIONAL ASSOCIATION OF STATE FORESTERS
A. R. BOND, STATE FORESTER, MARYLAND

Mr. COBB. Mr. Chairman, I am representing the State Foresters; our president, Paul Kramer of Texas, and the executive committee were unable to be here.

It is a real pleasure, and since we have given you a copy of our statement and our past experience shows that your committee always gives us careful consideration, I will confine my remarks to brief comments from the statement and a few other matters.

I would first like to emphasize paragraphs 2 and 3 on page 1 under cooperation of forest fire control, CM-2. During the six decades of joint endeavor between the States and the Forest Service, unit costs per million acres protected have risen steadily. The States have assumed more and more of the burden. The program that began with 50-50 sharing has now become 86 percent State to 14 percent Federal.

The States are not able to assume more of the costs under the present inflationary conditions. Neither can they, by themselves, extend fire control to the remaining unprotected lands. Therefore, the State Foresters recommend that appropriations be increased from the present level of $25,135,000,000.

I would then like to turn to page 2 under Forest Insect and Disease control to the second paragraph at the top of the page. The State Foresters have considered recommending that authority be granted the Forest Service to initiate control work on an emergency basis with funds borrowed from some other activity. But, on second thought, there appears to be a better way. Congress already provides a small contingency for such emergencies in its appropriations.

Why not increase the contingency from its present level of $1,900,000 to $10? I think I can speak with some authority here,

since as you may be aware, in Pennsylvania, we have had our problems over the last 4 or 5 years with the gypsy moth. Part of the problem we have encountered in setting up the control programs that we have has been the inability of the Forest Service due to the situation to assure us of the federal cost share on our spray programs in many cases to the last minute which complicates our contract negotiations.

I would then like to turn to the item near the bottom of the page, Cooperation in Forest Tree Planting under the Clark-McNary Act, section 4. With the surge in reforestation resulting from the forest incentives program it is already becoming evident to the State Foresters, in the State-operated forest tree nurseries are going to need help to meet this demand. In Pennsylvania, to cite what I think is a fairly typical situation, we spent about three-quarters of a million dollars on our State bureau budget to operate our forest tree nurseries.

In a sense, we are very small compared to some of the Western and Southern States. The Federal assistance we get amounts to only a few thousand dollars a year. If we, in Pennsylvania, and I think in most of the other states, are to expand our nursery operations to meet the normal demands, plus increased demands from the FIP program, we are certainly going to need some additional help in this area to meet—from the Federal cooperative program.

My last comments will deal with cooperation in forest management and processing with the CFM program. I think there is more general concern on the part of our State foresters for an increase in this program where it is in the urban forestry program at the present time and more important than any of the other items which we have discussed, important as all of these may be. I might say this is my personal opinion, and Ken Pomeroy may wish to talk to this point but speaking for Pennsylvania, and I believe our situation is typical, I would cite the following problems we are facing in this program.

Our service foresters are facing large, and in many cases, growing backlogs of requests for service from private landowners. As a State forester, I receive a steady flow of requests for additional States that service foresters in county conservation districts. These requests for the present time, I am in no position to honor.

Finally, the imbalance of State expenditures to the Federal cooperative share is now almost as bad in this program as that which was cited earlier in our statement under the CM–2 program.

Mr. Chairman, it is a real pleasure to be able to come to testify before your committee and on behalf of the State foresters, I want to thank you.

ADDITIONAL COMMENTS

Senator STEVENS. Thank you very much for your statement. Do any of you other gentlemen have statements?

Mr. POMEROY. No other statements but they might liek to offer comment. Lester?

Mr. MCCLUNG. I would like to support what Mr. Cobb has already said. I certainly feel he is speaking for all the State foresters in the statement he has prepared.

Mr. BOND. I would like to comment that many of our—our big concern was to build up in population and so forth, we also could use the Federal part of the cost-sharing and the forest management

program in implementing the urban community forestry aspects of it to enhance the environment for the people who live and work there.

Senator STEVENS. Thank you very much.

Mr. POMEROY. If I might just make a final comment on Mr. Cobb's remarks about cooperative forest management: one thing that is not apparent to many people is the fact that somewhere between 6 million and 8 million acres of small private forests are cut over each year. What happens to the forest subsequently depends on what is done in this part of the period. This is why the need exists to strengthen the cooperative forest management program so that the small owner gets the benefit of professional advice.

Thank you, sir.

PREPARED STATEMENT

Senator STEVENS. Thank you, gentlemen. Mr. Cobb's fine statement will be printed in the record.

[The statement follows:]

Mr. Chairman:

I am Sam Cobb, State Forester of Pennsylvania, and Past President of the National Association of State Foresters.

Protecting forests, improving timber quality, increasing rates of growth, and returning idle lands to productivity are essential elements of Federal-State forestry cooperation. Each element needs strengthening now in order to meet future demands of an expanding population upon a shrinking base of natural resources.

Therefore, the State Foresters make the following recommendations for funding of cooperative programs in Fiscal Year 1976:

Cooperation in Forest Fire Control, CM-2	$30,000,000
Forest Insect and Disease Control	19,679,000
Cooperation in Forest Tree Planting, CM-4	1,337,000
Cooperation in Forest Management and Processing	10,000,000
Urban Community Forestry	2,000,000
Assistance to States in Tree Planting, Title IV	2,359,000
Rural Fire Protection	7,000,000

COOPERATION IN FOREST FIRE CONTROL, CM-2

Protecting the resource is the initial, basic step in sound management. Protection of forests from fire began on a very modest scale in 1911. Year by year protection was extended until all 50 States cooperated in preventing and controlling fires on more than 625 million acres of forest and watershed lands. Some 60 to 70 million acres still are unprotected. These acres also should be brought under organized protection so that water resources may be husbanded as well as tree crops.

During these six decades of joint endeavor, unit costs per million acres protected have risen steadily. The States have assumed more and more of the burden. The program that began with 50-50 sharing has now become 86 percent State to 14 percent Federal.

The States are not able to assume more of the costs under the present inflationary conditions. Neither can they, by themselves, extend fire control to the remaining unprotected lands. Therefore, the State Foresters recommend that appropriations be increased from the present level of $25,135,000 to $30,000,000.

FOREST INSECT AND DISEASE CONTROL

Insects and diseases destroy tremendous volumes of timber each year. A recent survey, "Outlook for Timber in the United States", revealed that:

> "Annual mortality losses from natural causes were estimated at 4.5 billion cubic feet in 1970.....Mortality thus nullified about one-fifth of the total annual growth....."

Pest control is not a simple matter. Sometimes it is not predictable either. Unexpected changes in food supplies, weather conditions, natural enemies may cause insect populations to expand greatly at times when funds for control are not available. The Congress has recognized this problem with supplemental appropriations for control of tussock moths in the Northwest, spruce budworms in the Northeast, pine bark beetles in the South and West. The procedure, however, is not as efficient as it should be. Too much time is lost in the legislative process, thus permitting the insects to multiply and spread.

The State Foresters have considered recommending that authority be granted the Forest Service to initiate control work on an emergency basis with funds borrowed from some other activity. But, on second thought, there appears to be a better way. Congress already provides a small contingency for such emergencies in its appropriations. Why not increase the contingency from its present level of $1,900,000 to $10,000,000?

Therefore, the National Association of State Foresters recommends that funds for Insect and Disease Control be increased from the budgeted level of $11,579,000 to $19,679,000.

FOREST INSECT AND DISEASE RESEARCH

Research needs continue unabated as little known pests multiply to destructive levels, old chemicals are found to be environmentally hazardous and new techniques fail. The Congress usually has been quite sympathetic to such problems and has taken constructive action whenever the facts were laid before it. We have such a problem now.

During the past two decades, orchards of genetically superior trees have been established on 7,250 acres in the South. Seedlings from such parent stock grow faster and are of better quality than ordinary seedlings. It is our hope that some time soon, all planting will be with seedlings of such superior parentage. Unfortunately, at least 50 percent of the potential seed yield of these orchards is being lost each year to cone and seed insects.

The State Foresters recommend that the Appropriations Committee request the Forest Service to submit an analysis of the problem, and funds required for its solution.

COOPERATION IN FOREST TREE PLANTING, CM-4

Additional seedlings are being produced in State-operated nurseries to supply planting stock for the Forestry Incentives Program. More nursery capacity will be needed as we press on toward a goal of reforesting 10,000,000 acres each year. If the goal is achieved, most of the backlog of idle forest land can be returned to production in 10 to 12 years.

COOPERATION IN FOREST MANAGEMENT AND PROCESSING

We are pleased to report continued progress in the basic program of Cooperation in Forest Management and Processing. Last year 117,990 owners of 7,105,606 acres received professional guidance. Additional needs for preparation of management plans resulted from the Forestry Incentives Program, but valuable assistance was received from private consulting foresters. Some 2,250 cases, involving more than 358,000 acres, were referred to consultants. Assistance also was given to operators of more than 5,300 processing plants, such as small sawmills.

Funding for Fiscal Year 1976 should be $10,000,000.

URBAN COMMUNITY FORESTRY

Under Public Law 92-288, the Cooperative Forest Management Act of 1950 was amended to authorize the "protection, improvement, and establishment of trees and shrubs in urban areas, communities, and open spaces".

This program has not been funded. But the need for it and public interest in it is attested by the fact that HR 11253 and three other related bills were introduced in the 93d Congress and another proposal is being presented in the present Congress. The program already authorized under PL 92-288 will benefit more than 70 million people living in cities of less than 50,000 population at a cost of less than three cents per person.

We request $2,000,000 for Fiscal Year 1976.

TITLE IV: ASSISTANCE TO STATES IN TREE PLANTING

Seedlings of superior genetic qualities have the ability to grow about twice as fast as ordinary seedlings. If seedlings of such quality had been available for planting on all the 173,000 acres reforested under the Forestry Incentives Program last year, the increase in stumpage value would be about $1,400,000 per year until the trees obtain harvestable size. At present, only a few States have orchards of seed trees of proven genetic quality. Additional orchards should be established rapidly so that maximum use of productive soils can be realized. Therefore, an appropriation of $2,359,000 is recommended for assistance to the States for tree planting.

RURAL FIRE PROTECTION

It is our understanding that some members of Congress feel that this appropriation should be transferred from the Agriculture Subcommittee to the Interior Subcommittee. We would concur and in view of this possibility, we make the following recommendation.

Under Title IV of the Rural Development Act of 1972, PL 92-419, the Congress authorized an appropriation of $7,000,000 annually for three consecutive years for a Nation-wide effort in organizing, training and equipping fire suppression forces in communities and towns of less than 10,000 population. Saving lives and protecting the improvement of rural Americans, thirty-seven percent of the Nation's population, is the highest concern of this program. The people who need this help are the poor who cannot afford loans, cannot pay high taxes and are not receiving help in protection from available government sources. In this country where education, sewage and highways are financed through taxes and supervised by the government, fire protection is relegated to volunteer efforts with the cost of fire protection being financed by donations, cookie sales, bingo games and similar community efforts.

Rural Community Fire Protection became an active program on April 21, 1975. The appropriation for Fiscal Year 1975 is $3,500,000. State Foresters are presently determining the effectiveness of this program in solving the problem.

Full funding of this program at the authorized level of $7,000,000 is requested.

Senator STEVENS. Next is Mr. James Thompson.

Mr. KLINE. Senator Stevens, Mr. Thompson has been unavoidably detained. My name is C. Edward Kline. He has, I believe, checked with your staff so that I may appear in his place. I would appreciate making that statement for him.

Senator STEVENS. We will be happy to have it. Through no fault of anyone's, I am sure, we have 11 witnesses to go. I must be at another meeting at 12:10. If we do not finish, it will be necessary for witnesses either to come back this afternoon or check with the staff and make arrangements for another time. We have a full schedule this afternoon. Again, I would hope if possible, that we could stay within the time frame. Thank you.

STATEMENT OF C. EDWARD KLINE, PRESIDENT, THE FRIENDS OF CLARA BARTON, INC., SPEAKING FOR JAMES L. THOMPSON

Mr. KLINE. Senator Stevens, I am here today to make a statement regarding Public Law 93–486 which deals in part with the acquisition of the Clara Barton house in Glen Echo, Md., and authorizing an appropriation not to exceed $812,000 for development. We are appearing before your committee in opposition to the appropriation of $812,000 for the acquisition and development of lands and improvements, known as the Clara Barton House located in Glen Echo, Md.

We are very much in support of the acquisition of it as a national historic site. In fact, I am currently the president of the Friends of Clara Barton, Inc., the nonprofit corporation which has donated this property to the Federal Government.

Public Law 93–486, which provides for the establishment of the Clara Barton National Historic Site, authorizes the sum of $812,000 to be appropriated "for acquisition of lands and interests in lands and for development." As responsible citizens, we feel that this sum is grossly excessive for the following reasons. One, the Friends of Clara Barton, Inc. has acquired and donated the Clara Barton House and the surrounding property to the Department of Interior at no cost to the U.S. Government. Not only was the property donated, but in addition, there were no encumbrances or mortgages on the property so that the direct and indirect costs of acquisition have cost the Federal Government nothing.

Two, included in the costs of restoring and developing the property, were certain proposed appropriations including $90,000 for historic research. Fortunately, the Friends of Clara Barton, Inc. has already amassed an extensive historical library and collection and it already distributes historical literature such as that attached hereto as exhibit No. 1. In addition, the most knowledgable living persons who could contribute to the history of Clara Barton and of this property, include Mrs. Schwitzer, Clara Barton's former secretary who is now living in Florida, and Mrs. Ethel Hartman, secretary of the Friends of Clara Barton, Inc.

Mrs. Hartman would be glad to share her knowledge of Clara Barton and her considerable experience with the historians from the Department of Interior for little, if any, expense. Therefore, we are at a loss to understand the $90,000 appropriation for a task which has largely been accomplished by The Friends of Clara Barton, Inc. at no cost to the Government.

Third, in addition to the moneys set aside for historical research and acquisition of the lands which we have demonstrated to be non-existent expenses, there is another $50,000 item which we believe to be unnecessary. The Department of Interior has included the sum of $50,000 for moving the six former tenants of the Clara Barton house to other quarters. We are happy to report that all of the six tenants have been moved at no cost to the Government.

Fourth, there remains in our mind a substantial question concerning the projected costs for the development and restoration of the Clara Barton house which are estimated to be in the neighborhood of $672,000. Although we are not builders, we were shocked by the total amount of this projection since the entire cost of acquisition of the house and the land surrounding it was $35,000. In addition to this, The Friends of Clara Barton had expended the sum of $60,000 in maintenance and restoration on the property.

However, our complaint as to the proposed expenditure is not based on these facts alone. In an effort to be responsible in our comments to your committee, we have done certain research bearing on this question.

First, we asked Mr. Tracey C. Coleman, president of Coleman & Wood, Inc., well recognized building contractors in Silver Spring, Md., to inspect the property and to give a rough estimate of the costs of restoration.

Although Mr. Coleman was not furnished with the specific plans and specifications which the Department of Interior may wish to utilize, he was given the general requirements as set forth in a letter by the Department of Interior and on this basis he made a cost estimate of $250,000 to do the proposed restoration. We feel that Mr. Coleman's estimate is much closer to the appropriate cost of restoration than that provided by the Department of Interior.

Second, in an attempt to validate our cost estimate concerning restoration, we located a comparable property which had been restored by the Department of Interior "in keeping with the National Park Service standards." We discovered that the Frederick Douglass house in Anacostia, Washington, D.C., was restored several years ago by the Department of Interior for the sum of $200,000. We have appended to this statement as Exhibit No. 2, a picture of this home and the National Park Service publication giving historical sketch of Frederick Douglass. We feel, when all things are considered, that the Frederick Douglass home is a comparable property to the Clara Barton home and for this reason—the costs of restoration between the two should not be too dissimilar.

In closing, we should again point out that we are indeed "Friends of Clara Barton" and we are in favor of the creation of the Clara Barton National Historic Site. We are not in favor, however, of unwise and unnecessary expenditure of Government moneys since we are also "Friends of the U.S. taxpayer". It is our opinion that the proposed appropriation exceeds the amount of money necessary to restore the project by the sum of $562,000.

Although we realize that this sum is a reasonably insignificant amount when compared to the billions of dollars spent each year by the Federal Government, it nonetheless represents a step in the right direction. We are distressed and concerned by the amount of the pro-

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jected Federal deficit for the coming year and the amount of the national debt. If unnecessary expenditures such as that proposed here were cut out of the Federal budget across the board, then we could go on a long way towards solving some of the financial problems which our country faces today.

Senator STEVENS. We are indebted to you for calling this to our attention. This was not a request, this was an authorization for last year. To our knowledge, there is not an item in here for land acquisition, but we certainly will keep in mind your comments and we thank you for your taking the time and for Mr. Thompson offering to come.

I understand he is in court. It is a unique statement. Thank you, Mr. Kline.

Mr. KLINE. Thank you.

STATEMENT OF JOHN HARTRAY, JR., CHAIRMAN, COMMISSION ON ENVIRONMENT AND DESIGN, THE AMERICAN INSTITUTE OF ARCHITECTS

ACCOMPANIED BY RON MARCUS, AIA STAFF

Senator STEVENS. Mr. Hartray.

Mr. HARTRAY. Thank you, Senator Stevens. I am John Hartray, junior practicing architect from Chicago and chairman of the Commission on the Environment and Design in the American Institute of Architects. Ron Marcus from the AIA staff is with me today.

You have a copy of our statement. I think I may be able to help you catch up on some of the time by summarizing what we have written there.

PREPARED STATEMENT

Senator STEVENS. Thank you. Your full statement will appear in the record.

[The statement follows:]

Mr. Chairman, I am John F. Hartray, Jr., AIA, chairman of the American Institute of Architects Commission on Environment and Design. Today the American Institute of Architects, the national society for the architectural profession, wishes to express its support for full funding of the historic preservation programs administered by the National Park Service under authority of the National Historic Preservation Act of 1966. In addition, the American Institute of Architects recommends an expansion of the Historic American Buildings Survey authorized by the Historic Sites Act of 1935 and administered by the National Park Service.

For many years, the Institute has testified on the value of historic preservation and the substantial accomplishments which have resulted since passage of the 1966 Act. We would like to commend again the excellent work that is being done by the National Park Service.

Architectural analyses of proposed development projects often indicate that one or more existing buildings should be preserved and adapted for continuing use. In some cases, the reasons have been based on a building's historic value, but just as often the compelling logic has been for economy, structural soundness, adaptability, and the special qualities which these buildings lend to their communities. Reaction to most completed projects has been enthusiastic; many of these buildings continue into their second or even third century of heavy commercial, industrial, or public use, often becoming the focal point and touchstone for other community activities.

As the cost of building materials continues to escalate (the cost of steel increased 40 percent in 1974) and as the nation becomes increasingly preoccupied with the current economic recession and scarce energy supplies, historic preservation is recognized as an energy-conservative, labor-intensive method of adapting historic properties for contemporary use. In many areas of the country, the preservation of historic structures through adaptive use is now economically competitive with new construction.

The historic preservation grants-in-aid program is directed at the need to conserve the nation's architectural, archeological, and historic resources as important elements of a progressive society's environment. Federal funding makes possible effective state preservation programs and provides incentives to developers, investors, and planners. Federal funds are also used to develop and test new historic preservation processes and procedures, to identify significant historic buildings, to research building structures, mechanics, and safety codes, and to include historic preservation projects as integral parts of state and local planning efforts.

We are disappointed that the Administration's fiscal 1976 budget request of $20 million for the grants-in-aid program does not equal the amount authorized. At a time when the National Park Service estimates that states will request $186.5 million in matching grants, we believe the grants-in-aid program should be funded to its maximum authorized level of $24.4 million. Confirmation of the priority given to historic preservation programs by state and local communities is reflected in the extraordinary ability of the states to raise or allocate significantly higher matching funds than the federal budget requests.

The American Institute of Architects recommends that fiscal 1976 funds for the grants-in-aid program be appropriated at the authorized $24.4 million level. Even this funding level, of course, will not nearly approach the matching funds the states themselves are able to provide. But as we celebrate our nation's Bicentennial, full authorized funding will give added impetus to local efforts to preserve and enhance the quality of the man-made environment.

While we support adequate funding for all historic preservation programs administered by the National Park Service, we recommend that special consideration be given during

this Bicentennial year to an expansion of the Historic American Buildings Survey. Since 1935, the Historic American Buildings Survey (HABS) has gathered drawings, photographs, and documentation for the national architectural archive. The program is administered by the National Park Service and conducted in cooperation with the American Institute of Architects and the Library of Congress, which is the repository of the records.

The buildings erected in this country reflect the mode of life, resourcefulness, and architectural tastes of the American people. Because buildings serve as links between past and future generations, it is important that records be made of American buildings which are of cultural, historic, and architectural significance. HABS provides a record of the building arts by detailing building types and uses and by documenting building construction techniques. The records are used by historians, architects, urban planners, and local preservation groups. For example, the Alaskans are currently reconstructing from HABS drawings the original Russian Orthodox Chapel of Sitka, following its recent destruction by fire.

Based on state inventories, which are still incomplete, HABS estimates that more than 50,000 buildings are in need of recording. The Administration's fiscal 1976 budget request for HABS of $462,000 is woefully inadequate to enable HABS to catch up with the immediate demand for recording significant and unique structures. There are numerous buildings, such as Mount Vernon in Virginia and the Wainwright Building in St. Louis, which are still unrecorded. Several buildings still unrecorded are threatened with demolition, such as Grand Central Station in New York City, the Fox Theater in Atlanta, and the City of Paris in San Francisco. (Attached is a representative list of significant buildings not yet recorded.)

Of the estimated 50,000 buildings in need of recording, approximately 18,000 are sufficiently unique to require measured drawings. (A measured drawing accurately details a building's scale and dimensions and can be used to construct or reconstruct the building.) At the present rate, it would take over 100 years to record these already identified 18,000 buildings. The Institute therefore recommends a special, expanded 10-year HABS program to provide HABS with increased possibilities for recording unique structures. In fiscal 1976, we estimate that an appropriation of $3.75 million will be necessary to fund an expanded HABS program.

An individual HABS project (a site, locale, or county) usually records 12 buildings. A team can complete six projects annually. Since the goal is to record 18,000 buildings, 1500 projects or 25 teams per year will be needed for the next 10 years. A team consists of five professionals, with administrative expenses of $9,000 per project. If the program is expanded to fund 25 teams per year, the total cost will be $3.25 million. Continuing the existing summer program for recording buildings, staffed primarily by students -- 65 persons in all -- will cost $500,000 per summer, thus creating an annual total of $3.75 million for the expanded program. Funding of the expanded HABS program for one fiscal year will provide HABS with an opportunity to demonstrate its overall effectiveness, hopefully insuring funding in subsequent years.

We believe an expanded HABS program will stimulate and respond to the growth of the preservation movement in this country. HABS has already experienced an increase in the number of requests from state and local governments, preservation groups, and historical societies to undertake cooperative architectural recording projects in their localities. As the preservation movement accelerates, there will be an increasing need for HABS to provide its unique technical recording skills. An expanded HABS program would reflect the national commitment to the preservation of America's heritage and reinforce Bicentennial celebrations throughout the country.

We believe the National Park Service historic preservation program is a worthy one. It has been enthusiastically received and supported at the grassroots level. This

program's cost-benefit ratio is probably one of the most favorable ever achieved in a federal program -- a fact of particular significance during these difficult economic times.

With good demonstration projects of historic value, with technological development, and with more survey work completed, the historic preservation program is capable of breeding thousands of adaptive use projects across the country which will carry their own economic weight. The resulting increase in employment possibilities would be substantial.

The American Institute of Architects strongly supports adequate funding for historic preservation programs administered by the National Park Service. Historic preservation is considerably more than saving old buildings. It is retaining contact with our past in a manner that will make our future more liveable, more peaceful, and more pleasant.

Thank you for the opportunity to express our views.

The following is a partial list of buildings of major historical and architectural importance which either have not been recorded by HABS at all or which have not been adequately recorded with measured drawings.

Helen Keller House, Tuscumbia, Alabama
n Carlos Borromeo Mission, Carmel, California
Custom House, Monterey, California
Hearst Mansion, San Simeon, California
Molly Brown House, Denver, Colorado
Colorado Mining Towns: Black Hawk, Durango, Georgetown-Silver Plume, Leadville
Mark Twain House, Hartford, Connecticut
"Vizcaya" (Deering Mansion) Miami, Florida
"Mar-a-Lago" (Post Mansion) Palm Beach, Florida
Grand Opera House, Macon, Georgia
Lahaina Historic District, Hawaii
Lincoln Home, Springfield, Illinois
Chicago Water Tower, Chicago, Illinois
Hull House, Chicago, Illinois
Pullman Historic District, Chicago, Illinois
Amano Colonies, Iowa
Eugene Debs House, Terre Haute, Indiana
"Federal Hill" ("My Old Kentucky Home") Bardstown, Kentucky
"White Hall," (Cassius Clay House) Richmond, Kentucky
Vernacular log architecture of Kentucky, Tennessee, West Virginia, and Virginia
Customs House, New Orleans, Louisiana
Sabbathday Lake Shaker Community, Sabbathday Lake, Maine
Baltimore Cathedral, Baltimore, Maryland
"Montpelier," Laurel, Maryland
Christ Church (Old North), Boston, Massachusetts
"House of Seven Gables," Salem, Massachusetts
Charles Lindberg House, Little Falls, Minnesota
Turnbald House (Swedish American Society), Minneapolis, Minnesota
Truman House, Independence, Missouri
"Longwood" (Nutt's Folly) Natchez, Vincinity, Mississippi
Willa Cather House, Red Cloud, Nebraska
Virginia City Historic District, Virginia City, Nevada
Fraunces Tavern, New York, New York
Moravian Architecture, Winston-Salem, North Carolina
Various Indian Capitols, Oklahoma
Jacksonville Historic District, Oregon
"Fonthill" (Mercer House), Doylestown, Pennsylvania
Philadelphia Water Works, Philadelphia, Pennsylvania
Hibernian Hall, Charleston, South Carolina
Hampton Plantation, Wambaw Creek, South Carolina
Deadwood, South Dakota
Calvin Coolidge Homestead, Plymouth Notch Vermont
"Mount Vernon," Mount Vernon, Virginia
Wren Building, William and Mary College, Williamsburg, Virginia
White Sulphur Springs, West Virginia

Important buildings which have been demolished, and do not have adequate HABS documentation.

Fox Theater, San Francisco, California, demolished 1964
National Presbyterian Church, Washington, D.C. demolished 1965
Masonic Temple, Chicago, Illinois, demolished 1950
President Grant Summer Cottage, Long Branch, New Jersey, demolished 1963
Cyrus McCormick House, Richfield Sprints, New York, demolished 1958
Cast Iron District, St. Louis, Missouri, demolished 1930's
Broad Street Station, Philadelphia, Pennsylvania, demolished 1953
"Saltair," Salt Lake City, Utah, demolished 1970

Mr. HARTRAY. Basically we are interested in commenting on two programs administered by the National Park Service and requesting full funding for one and increased funding for another.

The first is the grants-in-aid program authorized by the National Historic Preservation Act of 1966. The 1976 budget calls for $2 million—excuse me, $20 million and $24.4 million has been authorized. This is basically a grant-in-aid program for historic preservation of structures, engineering, and architectural structures. It is a matching grant program even at $24.4 million and the funding is quite low. It is estimated that there will be requests for over $186 million coming in from the various States for work under this program.

The other act which we wish to comment on is the Historic Sites Act of 1935. The Historical American Building Survey presently has a budget a little under half a million dollars per year. There are approximately 50,000 buildings in the United States which are in need of some kind of recording historic buildings, 18,000 of these are considered documentation of measured drawings. Attached to our statement is a representative list of the kinds of buildings about which we are talking. At the present level of funding, this process of measuring these buildings and preparing drawings would take about 100 years. On the third page of the statement we indicate the mathematics leading up to the funding required to accomplish this within a 10-year period.

It is approximately $3¼ million per year as opposed to the approximately $500,000 that has been funded.

I think, emphasizing the importance of this, of course, most historic preservation has been justified on the basis of preservation of historic continuity or preservation of landmarks. I think the American Institute of Architects has always supported it in those terms. We also want to emphasize, as in the first page of the statement in the third paragraph, we go into this, the fact there is great conomical commonsense to the present use of existing historic buildings. There is often a greater sense of amenity, for instance in the restoration of a 100-year-old country courthouse rather than its demolition and construction of a new one which will have lower ceilings and somewhat less of a sense of dignity.

In addition to this, in the present climate of energy conservation, the preservation of old buildings makes great sense. It is becoming economically much more important. I think our office in Chicago has probably represented in the profession and 50 percent of the work we have now is involved in old buildings—the rehabilitation of old buildings or the preservation of historic buildings. I think there is a new urgency to this kind of program due to the economic realities that we are facing.

If you have any questions, I would be pleased to answer them.

Senator STEVENS. I am quite familiar with the historic building survey. We will do our best to get this funded at a higher level. Thank you very much.

STATEMENT OF TRUETT LATIMER, PRESIDENT, NATIONAL CONFERENCE OF STATE HISTORIC PRESERVATION OFFICERS, AND EXECUTIVE DIRECTOR, TEXAS HISTORICAL COMMISSION

Senator STEVENS. Next is Mr. Truett Latimer. Good morning, Mr. Latimer.

Mr. LATIMER. Good morning, Senator. My name is Truett Latimer. I am here today on behalf of the National Conference of State Historic Preservation Officers of which I serve as president and also as executive director of the Texas Historical Commission.

As the previous witness before me, I appear here on behalf of the grants-in-aid program of the National Park Service. Specifically, I am speaking in reference to the authorization of $24.4 million not met by the President's budget, but as the previous witness stated, it is only recommended at the $20 million level.

To save your time, I would like to make two specific points. One is the updated figure of the National Park Service for matching grants for States which would be about $203 million for fiscal year 1976. Even with the $24.4 million appropriated, it would mean that for each $8.30 the States were putting in their program, the Federal Government would be putting up $1.

When the program was envisioned, when the act was passed in 1966, it was envisioned that it would be a full partnership program. Certainly this has not developed over the years.

The second point I would like to mention is that in the President's budget there is a recommended appropriation of $82 million for the National Endowment for the Humanities and $82 million for the National Endowment for the Arts. While I certainly do not criticize either one of these programs, I would like to say that for fiscal year 1976, the beginning of our Nation's Bicentennial, it would seem entirely appropriate to me that Congress raise the appropriation for the National Historic Preservation Act from $20 million to $24.4 million.

I appreciate very much, Senator, the opportunity of appearing here today and trust that you and the members of the committee will see fit to increase this authorization and appropriation.

Senator STEVENS. Thank you very much. Being that you are from Texas, I am constrained to say that I hope you do not sell the Alamo.

Mr. LATIMER. No, sir, we would not. We would accept funds, however, from the Shah to take care of its perpetual maintenance.

Senator STEVENS. Thank you very much. Your prepared statement will be printed in the record.

[The statement follows:]

STATEMENT OF TRUETT LATIMER

Mr. Chairman, and Members of the Committee, I am Truett Latimer, President of the National Conference of State Historic Preservation Officers, and Director of the Texas Historical Commission.

I appear here today for the National Conference and the Texas Historical Commission in behalf of the historic preservation grants-in-aid program of the Department of Interior, National Park Service.

The President's budget has requested a spending level of $20 million for FY 76, which is the same amount that was appropriated in FY 75. The amount authorized by the National Historic Preservation Act is $24.4 million, and I hereby request the Committee to appropriate the full authorization.

The Department of Interior had reserved emergency funding in the early years of the program that were released in the FY 75 allocation which actually resulted in an allocation of $20.3 million. This factor plus rising inflation would provide distribution to the states at approximately the same level as FY 75 if the $24.4 million is appropriated.

The demonstrated need by the states to the National Park Service in FY 75 was $159 million. The anticipated FY 76 demonstrated need is $203 million. With a $24.4 million appropriation by the National Congress it would mean that the Federal Government would be putting up $1 for each $8.30 provided by state and local sources.

When the program was passed by the National Congress, it was envisioned that this would be a full partnership effort on a 50–50 matching basis. The above figure indicates that this is far from the actual case.

By program comparison I would like to state that the President's budget calls for an appropriation to the National Endowment For the Arts and the National Endowment for the Humanities of $82 million each. While I do not criticize either of these worthwhile programs, I would like to point out that for the beginning of the nation's Bicentennial it would seem entirely appropriate that the National Congress should raise the appropriation for the preservation of our nation's historical resources from the $20 million level to the $24.4 million level.

PANEL CONSISTING OF:

H. E. RUARK, DIRECTOR, GEORGIA FOREST RESEARCH COUNCIL
JOHN L. GRAY, DIRECTOR, UNIVERSITY OF FLORIDA
SCOTT WALLINGER, DIVISION MANAGER, WESTVACO CORP.
J. WALTER MYERS, JR., EXECUTIVE DIRECTOR, FOREST FARMERS ASSOCIATION
CARROLL LAMB, EXECUTIVE VICE PRESIDENT, FLORIDA FORESTRY ASSOCIATION

Senator STEVENS. We are going to change the order in order that our colleague, Senator Hollings from South Carolina may be here in regard to the five-man panel; Mr. Ruark, Mr. Gray, Mr. Wallinger, Mr. Myers, and Mr. Lamb, if you would assist us by coming forward at this time.

Mr. RUARK. Mr. Chairman, I am H. E. Ruark. I made the request at the time, Mr. Walter Myers from the Forest Farmers Association thought he could not be here but he is here today. I request that he be the anchor man for this panel.

REMARKS BY SENATOR HOLLINGS

Senator HOLLINGS. Mr. Chairman, if I may interject. I do not mean to disrupt the presentation of this distinguished panel but I have a hearing going on in Commerce on the fuel economy bill that you are so vitally interested in.

I do appreciate the chance to say a word to Mr. Scott Wallinger of my own State. He is not only a forester and manager, but he is a conservationist. Often we hear that they are interested in production and management and totally disregard any conservation practices. On the contrary, this gentleman has just won the highest award for conservation in our home State and has been working in this field for many year, many years. We are trying to catch up with Georgia in forestry production and conservation—I think you have some Georgia fellows on this program.

I wanted to have the opportunity to present Mr. Wallinger to the committee, along with these other distinguished panelists, and while I would like to remain here with the panel during the rest of their presentation, I must attend the markup of the Commerce Committee because it is largely my bill that is being considered.

Senator STEVENS. Thank you very much.

Senator HOLLINGS. Thank you very much for allowing me this opportunity.

Senator STEVENS. We appreciate it. Who is the spokesman for the panel, gentlemen?

Mr. RUARK. Mr. Myers.

STATEMENT OF J. WALTER MYERS, JR.

Mr. MYERS. I would like to go over my statement very briefly. We appreciate this opportunity to testify, and as far as the Forest Farmers Association is concerned, it is a regional organization of timber landowners. We attempt to bring together a number of forests interests to testify on research and other needs. We have listed what in our consideration and in conferences with various landowners, companies, and the Forest Service, and the States seem to be top priority needs.

Our feeling is that the forest survey is an item on which all of our activities are based. We have run into some substantial problems because the survey now is running about a 12-year cycle. We really need it in the South on about a 5-year resurvey cycle, and $1,500,000 would be needed. These are add-ons to the budget.

To accomplish this, half of this would go to the southeastern States and half of it to the southern. There are some increases in the budget, by way of clarification, for the forest survey. However, this would only enable the Forest Service to meet certain requirements under the Humphrey-Rarick Act. This $1,500,000 would be in addition to what is already in the budget for the survey.

Another top priority item is research on the control of southern pine seed and cone damaging insects and on the management of seed orchards. These seed orchards are producing superior seed which in turn is used to grow superior seedlings. These give us up to 45 percent more production in the forest when they are planted. However, we are losing a tremendous amount at this time, up to 50 percent of the potential production, due to insect attacks.

We consider this a very serious problem, and $635,000 is needed on this. This would be in Gulfport, Miss., and Athens, Ga. Acceleration of existing programs and introduction of new efforts on intensive culture of pines is a very important activity.

One thing I might add, more or less as an aside, is that it is not always realized but timber is a basic consumer product. We are not raising timber or the timber growers are, we are growing it—we are raising it for the citizens of America, just as the dairy farmers produce milk, or the cattle people produce beef.

We are going to need, according to the Government's projection, to double our timber production by the year 2000 to meet basic consumer needs and much of this housing that would come out of this would be for low-income people. This fact does not seem to be always primarily realized. I am sure it is realized but sometimes to a lesser extent. We are the timber producers and timber growers and we feel we have the responsibility to help provide an orderly market. I think it is good for us to have our projects developed.

The next item, a top priority item, is research on control of non-point (diffuse) source water pollution. There is a very limited amount of knowledge on this as it relates to forest practice. The only thing the

Forest Service can tell us now is that soil disturbance and logging roads are the offenders in stream pollution. It is not the system of cutting. We do need to know more about this and need to know it factually and from an extremely reliable source.

Mr. Chairman, there are a number of items here for construction of research facilities, and rather than read these to you—I believe you have them before you—in the interest of time, I will skip over those except to say that Senator Hollings, I believe, is very interested in the item of research laboratory at Charleston, S.C., and we are likewise.

Meanwhile, in the area of State and private forestry, we basically endorse the recommendations of the State foresters. Rather than repeat their testimony, I would just say that we endorse their requests, and the items are listed here for fire control and forest planting and so forth.

Senator STEVENS. Thank you very much, Mr. Myers.

Your full statement will go in the record, and we will look over your recommendations in detail.

[The statement follows:]

STATEMENT OF J. WALTER MYERS, JR.

Mr. Chairman and members of the Committee, my name is J. Walter Myers, Jr. I am Executive Vice President of the Forest Farmers Association. It is my pleasure to appear before this Committee again. Forest Farmers Association, as you may recall, is an organization of timberland owners—primarily small owners—in fifteen southern states.

Over the years this Committee has demonstrated outstanding federal support for strong federal forestry programs. This has been most gratifying and the Committee can be proud of the many accomplishments which have resulted. On behalf of forest landowners and operators, particularly in the South, I would like to thank the Committee for the funds it made available last year for Southern Pine Beetle research. The program should add great impetus to the continuing effort to control this most devastating pest. The Forest Farmers Association has carefully reviewed the 1976 FY budget for the U.S. Forest Service and wishes to endorse the items contained therein. We also request consideration to the following increases which are not part of the original budget. Our group feels that these add-ons are necessary if the nation's forestry programs are to keep pace with current and projected increases in demand.

Research

(1) Increase funds for forest research programs in the South $6,070,000

Highest priority items:

A. Strengthening of the forest survey in the South. A 5-year resurvey cycle is vitally important, so orderly planning to meet future timber demands can be accomplished 1,500,000

B. Research on the control of southern pine seed and cone damaging insects and management of seed orchards. With other programs for the enhancement of southern pine culture well underway this research is essential to assure a continuing supply of high quality seed for reforestation 635,000

C. Acceleration of existing programs and introduction of new efforts on intensive culture of pines. Research on fertilization, genetics, soils, etc. is required to allow accurate estimates of growth and yield potential under various levels of management. Such information is critical to the economics of tree culture and is necessary for the proper determination of crop rotation, market potentials and raw material availability, etc 1,400,000

D. Research on control of nonpoint (diffuse) source water pollution. Critical questions are involved concerning forest practices regulations, and possible silviculturally generated water pollution. Little or no scientific knowledge currently exists for assessment of the issue or for promulgating such regulations	
(2) Funds for construction of research facilities for which architectural plans are underway or have been completed	$3,087,000
A. Forestry Sciences Laboratory (to complete construction started in fiscal year 1974, this is in addition to the release of $400,000 in deferred fiscal year 1975 appropriations), Auburn, Ala	539,000
B. Forest Entomology Laboratory (construction, including update of plans and redesigning of heating and cooling systems for maximum energy efficiency and to meet OSHA safety requirements), Gulfport, Miss	1,600,000
C. Forestry Sciences Laboratory (phase I), Charleston, S.C.	900,000
D. Forestry Sciences Laboratory (for remodeling and new construction), Stoneville, Miss	48,000
(3) Planning and construction funds for station headquarters and Forestry Sciences Laboratory (phase I), Asheville, N.C	1,525,000

STATE AND PRIVATE FORESTRY

The Administration budget proposal for 1976 fiscal year lists $20,275,000 for Cooperative Forest Fire Control (CM–2). This represents a nearly $5,000,000 decrease from the funds received in fiscal year 1975. Forest Farmers Association strongly supports the request by the National Association of State Foresters that funds for CM–2 be increased to $30,000,000.

Forest Farmers Association also strongly supports the following recommendations of the National Association of State Foresters: An increase of $1 million each for Title IV and CM–4 tree planting programs to help achieve the goal of having all reforestation done with genetically superior seedlings. This would raise funding of these programs to—$2,359,000 (Title IV) and $1,337,000 (CM–4). Increase Cooperative Forest Management program (CFM) from $5,605,000 to $10,000,000; and provide a $2,000,000 appropriation to initiate a cooperative urban forestry program.

Forest Farmers Association further recommends that $750,000 be appropriated to initiate forest equipment development aimed at design of equipment suited for use on small ownerships in the South. Equipment now available is not economically feasible for use on small ownerships which make up 70 percent or 140 million acres of the southern forest.

JUSTIFICATION OF FUNDS FOR TOP PRIORITY FOREST RESEARCH ITEMS

The Forest Survey.—A top priority item. The survey provides invaluable state-by-state forest resource inventories on a current basis. It serves as the basis for all forest planning, public and private, nationally and locally. A great need exists to strengthen this program, especially in the South, with its fast-growing timber and increasing demands on its forest resources. The present 10-year resurvey cycle is not of sufficient frequency to provide the data needed. An increase in annual funding of $1,500,000 is needed in the South alone, to achieve the objective of a state resurvey cycle of 5 years as recommended by the Forest Service.

Southern Pine Seed Orchard Management and Seed and Cone Insect Control.—A top priority item. Expansion of current efforts to control southern seed orchard insects.

A five-year program designed to yield effective insecticides for use by orchard managers, centered at Athens, Georgia. Needed to protect a $100 million investment in seed orchards which lose at least 50 percent of potential production to insects, annually.

$250,000 GULFPORT, MISS.

Intensive Culture of Southern Pines.—To provide for at least a 50 percent increase in softwood yields to meet projected demands for wood-derived products

for the year 2000. It would involve two major packages, consisting of seven coordinated programs.

One program will focus on loblolly pine regeneration, reforestation, genetic improvement and fertilization. A portion of the funds would finance cooperative studies with the University of Georgia. Macon, Georgia ($300,000)—Enhancement and coordination of tree improvement research with more effective cultural practices for establishment and growth of improved varieties. Research Triangle Park, North Carolina ($150,000)—Development of more accurate fertilization prescriptions for loblolly pine, involving impact of added nutrients on long-term soil productivity and their effect on nearby water bodies. Charleston, South Carolina ($150,000)—Development of improved silvicultural techniques using genotypes now available from seed orchards.

A second phase at three locations: Auburn, Alabama ($300,000)—To determine economical and environmentally safe methods for controlling unwanted vegetation. New Orleans, Louisiana ($100,000)—Formulation of new stimulation modeling techniques necessary for development of much-needed growth and yield data. Pineville, Louisiana ($200,000)—To accelerate development of containerized planting, evaluate effects of artificial stand establishment and to improve direct seeding technology. Pineville, Louisiana ($200,000)—To define soil moisture and fertility management methods necessary for proper timing of cultural operations and optimum growth yields.

OTHER MUCH NEEDED RESEARCH PROGRAMS

Control of Non-Point Water Pollution.—Needed to provide accurate and useable data to assess forestry practices and their effect on water pollution. Oxford, Mississippi ($300,000)—To evaluate and develop guidelines for land managers relative to water pollution, relating to site preparation and harvesting practices. Franklin, North Carolina ($200,000)—Expansion of hydrologic research on Piedmont forests, relating to soil and nutrient losses to management practices.

Management and Utilization of Southern Hardwoods.—Starkville, Mississippi ($200,000)—Establishment of a Work Unit to breed southern hardwoods. Stoneville, Mississippi ($200,000)—To develop biological and/or chemical controls for insects and diseases of southern hardwoods. Asheville, North Carolina ($235,000)—Additional funds for research on improved utilization of Appalachian hardwoods, working with industry and N.C. State University.

Law Taxation, Credit and Insurance Relating to Small Landowners.—Establishment of a new Research Work Unit to survey existing laws and provide information and advice of substantive benefit to small landowners. Work is to be centered at New Orleans, La.

Intensive Management Practices Assessment Centers.—$500,000 to establish a cooperative research center at the University of Florida, Gainesville, Florida, to develop management options which minimize adverse economic and environmental impacts from intensified forest management. This information is not currently available.

Chemically Induced Resin Soaking in Pines.—The chemical, paraquat, induces resin soaking in pines and holds promise for reshaping in wood naval stores industry. $700,000 is needed to initiate research at Olustee, Florida and Madison, Wisconsin.

Forest Farmers Assocation appreciates the Committee's consideration to these views.

Senator STEVENS. I know that our colleague, the Senator from Florida, is here, Senator Chiles. Did you wish to participate in this?

STATEMENT OF SENATOR CHILES

Senator CHILES. I do not want to interrupt your hearing. I do not know what order you are in but I did want the opportunity to introduce to the committee Dr. John Gray, who is the director of our school of forestry at the University of Florida.

Dr. Gray is appearing before the committee in this capacity to request an additional $500,000 for the 1975–76 U.S. Forest Service research appropriation to support the establishment and operation of an intensive management service at the University of Florida. I would

appreciate the committee's consideration of his testimony. Dr. Gray will explain this in some detail. This amount is needed to determine the environmental effects of intensely managed forest areas.

I appreciate the courtesy of the chairman in allowing me to interrupt this hearing.

Senator STEVENS. Thank you very much, Senator. We will note that you appeared to support the request for the University of Florida item.

Who was next on your panel, gentlemen?

STATEMENT OF H. E. RUARK

Mr. RUARK. I am Ed Ruark. I am with the Georgia Forest Research Council. Mr. Chairman, I have some items I would like to discuss with you briefly. I filed my statement for the record.

Senator STEVENS. Your full statement will be printed in the record.

[The statement follows:]

Mr. Chairman, and members of the Committee, my name is H. E. Ruark. I am Director of the Georgia Forest Research Council with headquarters in Macon, Georgia. The Council is an agency of the State of Georgia. We are responsible for coordinating, developing, implementing, and encouraging forest research. It is a pleasure to appear before your Committee to discuss forest research needs in the Southeast.

I requested an appearance before you today to testify on the need for increased appropriations for research with the U. S. Forest Service for FY 1976 for the following designated purposes:

INTENSIVE CULTURE of LOBLOLLY PINE
in the
PIEDMONT and COASTAL PLAIN PROVINCES

PROGRAM	LOCATION	AMOUNT
1. Culture & tree improvement, Piedmont Forests	Macon, GA	$300,000
2. Intensive culture of Coastal Plain Loblolly Pine	Charleston, SC	$150,000
3. Forest Soil Productivity in Loblolly Pine Ecosystem	Research Triangle Park, NC	$150,000
	TOTAL	$600,000

and

CHEMICAL CONTROL of SOUTHERN PINE SEED ORCHARD INSECTS

PROGRAM	LOCATION	AMOUNT
1. Chemical Control of Southern Pine Seed Orchard Insects	Athens, GA	$385,000
	TOTAL	$385,000

INTENSIVE CULTURE of LOBLOLLY PINE
in the
PIEDMONT and COASTAL PLAIN PROVINCES

Loblolly pine is the most important timber species in the South. In the Southeastern States alone, it is the major species on more than 12.5 million acres of forest land. About 40 percent of all wood products harvested in the Southeastern region come from stands of loblolly pine.

Projected wood demand to the year 2000 dictate an increase of at least 50 percent in softwood yields. With continued growth in and around urban areas, industrial development, and conversion of some better forest land to agricultural use, forest managers are faced with

the challenge of doubling productivity on a rapidly diminishing forestland base. Much of this increase in supply must come from loblolly pine. Hence, the need to accelerate forest research on this species in the Piedmont and Coastal Plain Provinces in the Southeast.

The greatest potential for increased productivity centers on the Piedmont forests of the Southeast. First and foremost is the need to assure adequate and prompt regeneration following harvest cuts as well as the reforestation of idle and poorly stocked acres as cheaply as possible. Research is required to develop more effective methods of natural and artificial regeneration suitable for both heavily capitalized industrial owners and small woodland operators who have limited capital. In addition, research in creative tree improvement must be accelerated and carefully coordinated with culture for establishment and growth of improved varieties.

The Atlantic Coastal Plain contains some of the most productive loblolly pine stands in the South. With the genotypes now available from first-generation seed orchards, it should be possible to double the yields from managed stands if sound intensive cultural techniques can be developed within the next 5 years. Long-range projections envision yields of 200 to 250 cubic feet per acre per year from new technology in cultural practices and use of second-generation strains with better growth, form and increased disease resistance. Present yield of an average acre of loblolly pine in the Southeast is 90 cubic feet

A better understanding of the physical and chemical factors affecting forest soil fertility is needed to guide more reliable fertilizer prescriptions essential for an increased supply of loblolly pine timber. This research must include the impact of these added nutrients on long-term soil productivity as well as their effect on nearby streams and lakes. The applied forest fertilization research can be largely completed within 5 years; the environmental impacts are, of course, long-range continuous programs.

The Southeastern Forest Experiment Station is in a unique position to accept the challenges and opportunities of increasing the supply of loblolly pine timber in the Southeast. Three research work units are presently engaged in research programs that are directly concerned with the management and culture of this species. With a program increase of $600,000, the Station could strengthen these work units so as to speed up and improve upon their research capabilities. A portion of the increase will be used to finance cooperative studies with the University of Georgia.

CHEMICAL CONTROL of SOUTHERN PINE SEED ORCHARD INSECTS

Southern pine seed orchards have been established at a cost estimated to be almost $100,000,000. At least 50 percent of the potential seed yield of these orchards is being lost to cone and seed insects each year. With an investment of this magnitude, and the need for an adequate supply of superior seed to provide planting stock for the genetic up-grading of southern pine forests, more effective insect control measures must be developed.

Stop-gap insecticidal control measures for some of the seed-destroying insects have been developed. Only two insecticides, however, with very limited-use registration, are available for use in pine seed orchards, southwide. Research on alternatives, non-insecticidal control methods has been limited and offers little immediate promise. A vigorous research program on chemical control possibilities, on the other hand, can provide seed orchard managers with several effective insecticides by the end of a proposed 5-year period.

Results from an extensive survey of over 50 southern pine seed orchards from 1971-1973 indicate that orchard production efficiency was only 32% for loblolly pine and only 24% for slash pine.

This survey included harvested cone crops and do not reflect pre-harvest losses that average 50% of the original flower crop.

In 1974 research studies with total insect control by completely enclosing tested trees with fine meshed screen wire resulted in an increased seed production efficiency in slash pine from 12% to 71%. Therefore, an inexpensive method of chemical cone insect control must be developed if an adequate supply of superior seed is to be available to produce seedlings needed to meet the economic, social and environmental demands from our Southern forests.

The Southeastern Forest Experiment Station has two research work units that have made a start on the seed orchard insect problem. Their efforts need to be strengthened and accelerated if solutions are expected in the near future. A program increase of $385,000 is needed; research will be centered at Athens, Georgia, and coordinated with field testing evaluations at Olustee, Florida.

Mr. RUARK. One item is intensive culture of loblolly pine in the South and Southeast. There are three areas where this work would be centered, one in Macon, Ga., for the culture and tree improvement in Piedmont Forest. This is a $300,000 item request addon for the U.S. Forest Service research budget.

Second is intensive culture in the Charleston, S.C., area of $150,000. The third is forest soil productivity in loblolly pine ecosystems located in the Rearch Triangle Park for $150,000.

For some time, we have made many studies and attempts to arrive at what we need to do to meet the growth in our area or in the Nation by the year 2000. We have concluded that we must step up and intensify all of the activities in growing loblolly pines. At present the production of loblolly pine is approximately 90 cubic feet per year. We believe that if these three areas are funded, it will get us started on a 5-year program and we believe we could bring this growth up to 250 cubic feet per acre per year. We feel we must double the growth in this particular species. That is the purpose for this particular item.

The second part, we requested the chemical control of southern pine seed orchard inserts throughout the South. There are many seed orchards and this is where our prime seeds are grown for producing for regenerating the southern forests, not only for loblolly pine but slash and other species.

In establishing these seed orchards which themselves must cost over $100 million in all areas, we are finding that 50 percent of the seed produced, that should be produced, are being lost because of cone and seed insects. This has been a terrific loss. One of our studies, to show ourselves that this is being done, we did screen some trees. We placed regular screens around the trees and the trees that were screened had a production efficiency of 71 percent. The trees that were not screened, such as the slash pine, were only 12 percent of their efficiency. We think that this must control these insects.

These are expensive seed orchards, expensive seeds, and the loss is terrific. We ask your indulgence to appropriate $385,000 for this item.

I would like for Mr. Wallinger to discuss his program because it ties in with mine.

STATEMENT OF R. SCOTT WALLINGER

Senator STEVENS. The committee is extremely disturbed about the insect control and the disease control features of this budget. Do you have a statement also? We will include it in full in the record.

[The statement follows:]

Mr. Chairman and members of the Committee, my name is Scott Wallinger. I am Manager of the Timberlands Division of Westvaco Corporation, a major manufacturer of pulp, paper and related chemicals. From my headquarters in South Carolina I am responsible for the management of over one million acres of company-owned land in 10 states. I am also Chairman of the South Carolina Forestry Study Committee, consisting of three state senators, three representatives, and six gubernatorial appointees. Each year we advise the Governor and General Assembly on forestry needs within out state.

My remarks will be primarily addressed to certain aspects of the program for loblolly pine management based in South Carolina. First, however, I would like to add my solid endorsement to the previous statement given by Mr. Myers. I agree wholeheartedly with the priorities he listed.

As an industrial forester and corporate forest manager, I rely heavily on the Forest Survey data. The present 10-year inventory cycle is inadequate as a planning tool, for it does not reflect the pace of change of forest development and growth in the South.

I supervise my own company's pine tree seed orchard where we produce genetically improved seed for our future forests. We have a major investment in our orchards, and we are ready to nearly double our investment in second-generation orchards. Cone and seed insects are causing high losses of this valuable seed, and we place high priority on development of new controls that are safe and effective.

The 1976 fiscal year budget of the Forest Service includes $900,000 for construction of a Forestry Sciences Laboratory at Charleston, South Carolina. It also includes a requested budget increase of $150,000 to support the intensified research program in loblolly pine management to be based at this laboratory.

Our State Forestry Study Committee reviewed the laboratory proposal in 1968 in its first stages of development. After careful evaluation our committee concluded the proposal was soundly based. Therefore, we were delighted when planning funds were appropriated.

The three salient bases for the laboratory and its program are still valid:

First, the Charleston branch of the Southeastern Forest Experiment Station has more than 25 years of continuous research history on the Santee Experimental Forest and the 250,000-acre Francis Marion National Forest.

Second, the academic and research community in Charleston provides a scientific environment and the facilities to back up the forest research specialties in the proposed laboratory. This includes components of the state university system, state and federal oceanographic research facilities, state and federal agricultural research farms and greenhouses, and a number of industrial research laboratories.

Finally, Charleston is the center of the vast southeastern coastal plain, one of the most productive forest sites in the nation. Loblolly pine is the principal species in this area. In the future, much of our country's wood supply will come from the South, and loblolly pine will be the major timber species.

We will also have an excellent opportunity to develop a renewable expect commodity, for Europe, Japan and many of the less developed nations simply do not have the resource base to support their future wood needs. Already Japan and Sweden are seeking export sources of pulpwood chips in the Southeast.

How well we meet our future needs will depend to a large extent on our knowledge of how to manage loblolly pine intensively. And that's what this project is all about. As a nation, we seem to be able to find enormous sums for matters of short-term expediency, while we still largely take our forest resource for granted. The question is whether we will continue to do so, or whether we are willing to make the strategic investments in research and other programs to exploit our opportunities.

The primary thrust of the programs we are discussing today is intensive management of loblolly pine to meet future needs. My company and our industry, as well as individual landowners and government agencies rely on the Forest Service for our basic research information, and we are far from having all the answers.

Like most citizens, I am concerned about our economy and our federal budget. I do not encourage open-ended spending. I do encourage that we set rational priorities. Hopefully my comments will enable you to develop a better understanding of the priorities on forest research needs as we in the business perceive them. On that note I will close by expressing my appreciation for your attention and your courtesy in allowing me to comment.

Mr. WALLINGER. I am Scott Wallinger, manager of the timberlands division of Westvaco Corp., a major manufacturer of pulp, paper, and related chemicals. I am also chairman of the South Carolina Forestry Study Committee, consisting of three State senators, three representatives, and six gubernatorial appointees, which was established when Senator Hollings was Governor of South Carolina.

We have the responsibility each year of reviewing forestry needs in the State and advising the government and general assembly on those matters.

I will address my remarks primarily to the program for loblolly pine management based in South Carolina, but I would like to first give my very solid endorsement to the previous statement given by Mr. Myers and Mr. Ruark with respect to the forest survey and forest insects and disease programs.

As an industrial forester and corporate forest manager, I rely heavily on the forest survey data. We found that the present 10-year inventory cycle is inadequate as a planning tool for it does not reflect the pace of change of forest development and it is quite inadequate as a planning tool today. I also supervise my own company's pine tree seed orchard project wheer we produce genetically improved seed for our future forests. We have a major investment in our orchards, and we are ready to nearly double our investment in second-generation orchards.

We are very much concerned with the losses to seed and cone which Mr. Ruark described. We are not taking a position on this based on the review of the project but we have been looking at it in some depth for some time. Cone and seed insects are causing high losses of this valuable seed, and we place high priority on development of new controls that are safe and effective.

The 1976 fiscal year budget of the Forest Service includes $900,000 for construction of a forestry sciences laboratory at Charleston, S.C. It also includes a requested budget increase of $150,000 to support the intensified research program in loblolly pine management to be based at this laboratory. Our State forestry study committee reviewed the laboratory proposal in 1968 in its first stages of development. After careful evaluation our committee concluded that the proposal was soundly based. It extends from the southeastern corner of Virginia right down to northern Florida.

The three salient bases for the laboratory and its program are still valid: first, the Charleston branch of the Southeastern Forest Experiment Station has more than 25 years of continuous research history on the Santees Experimental Forest and the 250,000-acre Francis Marion National Forest.

Second, we believe that the academic and research community in Charleston provides a scientific environment and the facilities to back up the forest research specialties in the proposed laboratory.

This includes components of the State university system, State and Federal oceanographic research facilities, State and Federal agricultural research farms and greenhouses and a number of industrial research laboratories.

Finally, Charleston is the center of the vast southeastern coastal plain. Loblolly pine is the principal species in this area. In the future,

much of our country's wood will come from the South and loblolly pine will be the major timber species.

We will also have an excellent opportunity to develop a renewable export commodity, for Europe, Japan, and many of the less developed nations simply do not have the resource base to support their future wood needs. Already Japan and Sweden are seeking export sources of pulpwood chips in the Southeast. We know that many of these countries and developing nations do not have the resource base to meet their future needs.

We have the resource potential to meet our own needs and to provide an export commodity. I think, therefore, what we are looking at today is an opportunity to make some strategic investments which are not really that great in research and operating programs, which will enable us to exploit our potential that we have and to insure that we will have the raw materials not only to meet our own needs but to provide as a resource for export opportunities both now and in the future.

I would like to comment that I am a businessman, and as a citizen I am not advocating that we have a program of open-ended spending. I think we are all interested in the economy but we do have to set rational priorities. Therefore, I hope that my comments this morning will assist the committee in setting its priorities when it reviews the budget requests of various agencies. I appreciate the opportunity to comment.

Senator STEVENS. Thank you very much, gentlemen.

STATEMENT OF JOHN GRAY

Dr. GRAY. Mr. Chairman, Senator Chiles introduced me. I am submitting two statements for the record. I am submitting my own as director of the school of forest resources at the University of Florida and I am also submitting one for James A. Edson, president, Florida Forestry Association.

Mr. Lamb, the executive vice president of that association had hoped to be here today to testify in support of the request that I am about to make, but our State legislature is in session and he is having to stay pretty close to Tallahassee.

[The statements follow:]

1973

I am Dr. John Gray a professional forester registered in the state of Florida where I am employed as Director of the School of Forest Resources and Conservation, Institute of Food and Agricultural Sciences, University of Florida, Gainesville. I am appearing in this capacity to request an addition of $500,000 to the 1975-'76 U.S. Forest Service Research Appropriation to support the establishment and operation of a new intensive management practice assessment center (hereafter referred to as"IMPAC") at the University of Florida.

This new research unit and program will be dedicated to assessing the effects of intensive forest management on environmental, economic and amenity values in the longleaf-slash pine area of the Atlantic and Gulf coastal plains. This area totals 26 million acres and occurs in the coastal plains sections of South Carolina, Georgia, Florida, Alabama, Mississippi, Louisiana and eastern Texas.

This is one of the major wood producing regions of the nation. It is also one of the most intensively managed forest areas in the world. Approximately 40% has been planted and a substantial proportion of the 750,000 acres now being planted or replanted annually in the south is in this area.

The trend in forest management in this area is towards high level, short rotation timber production systems. A typical sequence of operations would include clearcutting of existing native timber, plowing and throwing up planting beds with heavy equipment, planting genetically superior slash pine seedlings to wide spacings, fertilizing, controlled burning to prevent severe wildfires, clearcutting at 22 to 35 years of age and repeating the cycle. In clearcutting, recent equipment has been developed to harvest the entire tree with central root attached and convert stump, stem, top, limbs and needles to chips for pulp and particleboard manufacture. Land preparation may also include the installation of drainage and water control systems.

It has been estimated that southern forest industries by the year 2000 will need to harvest 2-1/3 times as much pine annually as in 1968. If this need is to be met and sustained, intensive forest management systems must be further refined and applied on an even larger scale.

A very substantial body of knowledge on the timber production dimensions of such management exists as a result of past research and experience. But we have very little well-founded information regarding the impact of such systems of management on environmental, amenity, and, in some respects, economic values.

For example, these coastal forests serve as protection and recharge areas for important aquifers. We need to know what effects timber harvesting has on ground water recharge and the hydrologic balance. We need to know what effects the application of fertilizers may have on the quality of ground and surface waters.

With regard to the soil itself, we need to know the effects of complete tree and stump removal in harvesting on basic soil fertility. We need to find out whether or not we can incorporate treated municipal and industrial liquid effluents and other wastes in the production sequence and use the forest as a "living filter" without polluting the soil and water resources.

We need to determine what effects these production systems have on game and nongame wildlife. We need to explore possibilities for modification to improve habitat diversity and productivity not only for wildlife but also to provide forage for beef cattle in a multiple use context.

If adverse effects are found, we must develop management options to eliminate them or bring them to acceptable levels at the least cost and disruption possible.

Answers to these questions are needed and needed quickly. The Environmental Protection Administration is now involved in examining silvicultural operations and their effects on water quality as non-point sources of pollution.

EPA will be invited to participate in planning and evaluating research conducted under this proposed program so that their personnel will have a thorough understanding of the approaches used and confidence in the integrity of results obtained.

The proposed "IMPAC" Program will involve joint participation of U.S. Forest Service scientists who will be stationed at the University of Florida, University scientists and forestry personnel of forest industries with substantial land holdings in this area. Approximately 60% of the appropriation will be used to support Forest Service personnel assigned to this center. The balance would be used for grants to support inputs by University of Florida personnel participating.

This proposal has the strong support of The Forest Farmers Association which represents the forest owners of 14 southern states, The Florida Forestry Association, The Georgia Forest Research Council and a number of individual forest industries who will collaborate in the program.

Dr. GRAY. I will comment on the highlights of both of these statements. The request I am about to make has already been identified. Let me first indicate the support for it. We have support not only from the Forestry Association which represents 1,200 members who own land, who operate processing firms in Florida, but we also have strong support from certain members of our own national delegation, from the Georgia Forest Council and also from the Regional Forest Farmers Association of Which Mr. Myers is executive vice president.

Very basically, our request is for a half million dollar add-on to the U.S. Forest Service's fiscal 1976 research budget on the timber management to establish and operate a center program at our University to assist the impact of potential forest management systems on environmental quality. In our particular part of the world, we have got 26 million acres of land on the coastal plains which are primarily in longleaf-slash pine types. About 40 percent of this area has been planted by man rather than being natural forest. This is an area of perhaps the loblolly pine area which Mr. Wallinger referred to where timber management on an intensive scale is practiced on as large a scale as perhaps anywhere in the world.

We are urging that this program be established for two main reasons. First of all, we do not have information applicable to the coastal plains addition on the effects of these highly intensive timber management systems for growing wood as an industrial raw material, on soil and water quality, on wildlife habitat and insects in some areas of the coastal plain. In response to land use pressures for recreation in particular, both hunting and observing and photographing of nongame wildlife and the pressure to develop low energy systems of feeding system for feed cattle or looking for opportunities to combine the production of these values along with the production of timber is another need.

We intend to be set up as a cooperative program. The U.S. Forest Service is to locate five scientists with us to fill in gaps and competencies which we do not have. Our own immediate 20-man research and teaching faculty will be involved. We will provide housing and laboratory facilities for the Forest Service sightings.

The forestry industry is going to be involved in that the research studies are going to be conducted on their lands. They will make this land available and they will also conduct the treatments that are necessary after a period in which baseline information and treatment is collected. We are very much concerned about this, the industries in my State and adjoining States, because first of all, we do have a tremendous growing demand for timber from this area.

Second, we are a major intensive area. Third, we do not have information on the environmental effects of systems now being applied although there is work done elsewhere. For example, in western North Carolina in the Appalachians this did not apply to our area.

Fourth, the EPA is under mandate to modify land management practices to control water pollution. They intend that States begin such enforcement programs in 1976 and that all States have them by 1983. The problem is that we do not have information on which to base guidelines for issuing permits if this sort of a system is used.

We feel we must get on with this business. We believe instinctively and from our own knowledge of ecology and through experience that we do not pose to intensive management systems serious effects on soil

or water quality, but we do not have the evidence that is hard or the numbers, if you will, to prove it.

Senator STEVENS. Is there a center there now?

Dr. GRAY. No.

Senator STEVENS. What is going on there now?

Dr. GRAY. In our own institution, we are involved in research particularly in forest biology. We have development cooperatives, one in forest genetics and one in forest fertilization. We are also doing extensive research on forest tree diseases and we are getting research underway in the area of wildlife ecology and management.

Senator STEVENS. How did you arrive at $500,000 as the amount necessary to start this research?

Dr. GRAY. We arrived at it this way: we took a standard figure for the support of a research scientist. Fortunately this was to provide five each. They will be using $300,000 of the appropriation to maintain their people, their input into this. The remaining $200,000 is to be made available for support of graduate research assistance for the university to bring in temporarily on a postdoctoral basis for a year or in some cases, 2 years, a specialist where a specialized input is needed that we do not have.

Senator STEVENS. Do they have the scientific people? I know I tried to get similar things started at the University of Alaska. We found that we did not have the scientific capability to do it. Do you have the scientific people?

Dr. GRAY. Do you mean research scientists?

Senator STEVENS. The five scientists that you mentioned, are they available?

Dr. GRAY. They are located—one is already located with us. A second is moving with us June 15. The assistant director for Georgia in Florida is moving in with us and we will have an additional support from this. Yes, they are, to answer your question, available.

Senator STEVENS. Are they already on the Federal payroll?

Dr. GRAY. Yes. The two that have moved with us are on the Federal payroll.

Senator STEVENS. Why does it need more money? Those people are already budgeted in this budget?

Dr. GRAY. We have moved them in order to get this underway from other research. We wanted to be able to pick up their support under this appropriation.

Senator STEVENS. We will ask the Forest Service for a report on that. I am sympathetic but I also know that we have not been able——

Dr. GRAY. Have you not been able to recruit scientists that you need?

Senator STEVENS [continuing]. Get the additional bodies. As for the transfer of people already on the Federal payroll, there is already money in this budget somewhere for those people.

Dr. GRAY. Yes. They have been moved though from existing work elsewhere to help.

Senator STEVENS. We will look into it.

Dr. GRAY. One of them is from south Florida.

Senator STEVENS. Thank you very much, gentlemen.

WITNESS SCHEDULE

We have made arrangements so that I can stay a little bit longer to try to hear all of the witnesses who came this morning. However, to

make certain that the people from out of town are heard, I hope that the witnesses who follow will not object if we call Mr. Gamble, who is from Missouri, the only one from out of town left on the list. We will do the best to get everyone else who is here, but I want to make sure those who are from out of town are heard first.

We have seven witnesses left to be heard. I have 30 minutes, ladies and gentlemen, so if you will stick within the time frame, I think everyone can be heard this morning and not have to come back. I would appreciate it if you would follow the rule and file your statement for the record and summarize your request in terms of funds as far as add-ons are concerned.

Mr. Gamble?

STATEMENT OF JAMES F. GAMBLE, PRESIDENT, MERAMEC BASIN ASSOCIATION

ACCOMPANIED BY HAROLD TURNER

Mr. GAMBLE. Very well, Mr. Chairman. We are prepared to be brief, I think much less than our 5 minutes.

Senator STEVENS. Good.

Mr. GAMBLE. As you will note from our statement, we are asking for $3,280,000 for Council Bluff Lake and $58,000 for the Barney Fork Lake and for a long-range program in that part of the Missouri National Forest under the direction of the U.S. Forest Service. I would like to leave our statement with you on that basis at the moment, unless there are some questions, Mr. Chairman, and ask our former Board chairman, Mr. Turner to make a brief comment, and I would then like to comment briefly to wind up.

Senator STEVENS. Thank you.

Mr. TURNER. My name is Harold E. Turner from Belgrade, Mo. I am especially interested in seeing Council Bluff Lake put on a final completion basis because of our local responsibilities for setting up of the services which will be required of our two counties in the lake area. The lake will be a needed aspect of our area economically and recreationally, but we want to see everything well done. The delays and uncertainty do not help in this regard.

The unemployment rate for Washington County is 14.2 percent. These are February 28 figures. Oregon County is 7.7—I mean 7 percent—and St. Louis is general is 8.9. The construction business is 35 percent in St. Louis. The portion of the contract that has been done was done by St. Louis farmers. I hope that the committee will see fit to agree to our request. Thank you.

Senator STEVENS. Thank you very much. I understand the $2.6 million is in the emergency employment appropriations bill. We will have to wait the outcome of that process to see what happens to this request, gentlemen.

Mr. GAMBLE. We will be satisfied if we get it one way or the other, Mr. Chairman. I would like to close by calling the chairman's attention to a situation that has existed with respect to this program and, of course, because Council Bluff Lake is the one that has had the most action mainly with respect to Council Bluff Lake. The situation that has existed since we got into action on this, back in 1965 or 1966, Congress has consistently, in the face of the Vietnam war and withholding delays, funded this project.

The problem is while it has gone forward and continued to with an action by Congress, we cannot seem to get into a program situation. We cannot get budgeting on it.

I think it is time for a program the size of this, there are 16 of these projects, none as large as Council Bluff in this program which is a Department of Agriculture study program. I think it is time that we got into some orderly procedure so that everyone knows where we are going, and we can work out these public service projects on an orderly basis.

It is accepted, as I say, by Congress. I would hope that the committee perhaps would see fit to indicate to OMB and the Forest Service that some kind of arrangement be worked out to get this in the annual budget. I think it is mainly, as I have seen it over the years, a fact that these projects are a little unusual as Forest Service projects, at least in our part of the country, but in any case, I would like to bring out one more fact in closing.

We are not really begging here. I have a letter of February 12 of this year from the Forest Service, showing that our fiscal year 1975, as of January 31, the Federal Government has received almost $4 million of mineral receipts from the Missouri National Forest, formerly Clark National Forest, where this lake program is.

The total since 1961 is $19,221,000. We are depleting a resource down there with a very considerable amount of income going to the Government, but we are diddle-dawdling around with a good program which constitutes a good use of the program, a renewable, continuing use that will have many values.

I would hope one way or the other that we can begin to get this back on a steady program basis so we know where we are.

PREPARED STATEMENT

Senator STEVENS. Thank you very much. I am sure we would agree with you. I appreciate your being here, Mr. Gamble. I appreciate your comments also, Mr. Turner. Your prepared statement will be printed in the record.

Mr. GAMBLE. Thank you very much.

[The statement follows:]

Mr. Chairman - Our request on funding is for the continuation of U. S. Forest Service lake projects in the Meramec Basin area of the Missouri National Forest -- in amounts needed per project as follows:

1) COUNCIL BLUFF LAKE

- for completion of dam construction	$2,600,000.00
- for completion of road and trail designs and specifications	270,000.00
- for completion of design and specifications for recreation facilities	410,000.00
	$3,280,000.00

(The $2,600,000.00 item is figured by the Forest Service as part of its program in the Emergency Employment Assistance Act. If the Assistance Act becomes law, the $680,000.00 for design of roads and trails, and recreation facilities will be all the additional needed for this year for the Council Bluff project.)

2) BARNEY FORK LAKE (formerly called Lake Huzzah or HZ-22)

- for completion of damsite investigation	$45,000.00
- for archeological investigation	6,000.00
- for environmental impact statement	7,000.00
	$58,000.00

We are pleased to report to the committee that finally, after several years of planning a comprehensive upland lakes program of water management in the early '60's for our 4,000 square mile river Basin; and, after 10 years more of detailed planning and preliminary construction work -- in the past year the heart of the dam for Council Bluff Lake is almost completed, the concrete intake tower. Completion of the flow-through system should be accomplished by fall with the addition of a concrete conduit.

Long delays due to the Vietnam war and inflation withholding have been most discouraging. The Forest Service lake program for recreation, and water supply when required, is much needed for our area -- in terms of sound land use management, helping to relieve heavy user loads, and provide a needed dispersal of facilities and diversity of use for the many citizens of the metropolitan-Basin area.

The local economy of the Council Bluff Lake area will gain a needed boost at this time if the project proceeds as requested. An estimated 80,000 man hours of employment will be provided thereby.

With the history of this program being one of delay -- we hope the committee will not only agree that Council Bluff Lake be completed now, but that we pick up progress with Barney Fork Lake. The National Forest area of this lake program is squarely in the middle of Missouri's new mineral area, with a variety of mines and a growing population. There are both local and metropolitan needs for these projects.

Your help in making the program really move now will be most appreciated.

Senator STEVENS. Let us go back to our regular schedule now. We will have Mr. Edward R. Osann of the Save the Dunes Council, and he will be followed by Ms. Cooke.

STATEMENT OF EDWARD R. OSANN, SAVE THE DUNES COUNCIL

Mr. OSANN. Thank you, Mr. Chairman. I will be very brief.

Senator STEVENS. Thank you very much.

Mr. OSANN. We appreciate the opportunity for the Save the Dunes Council to testify on the Department of the Interior budget for fiscal 1976. The council is a nonprofit citizens organization founded in 1952 to protect and preserve the Indiana Dunes along Lake Michigan's shore.

We are most fortunate that for many years, both the protection and the development of the Indiana Dunes for public use were goals that we shared with the distinguished former chairman of this subcommittee, the Honorable Alan Bible.

The slow pace at which the National Park Service proceeds in the development of this park is frustrating, indeed, Mr. Chairman. By way of background, this was a park that was established by the Congress in 1966. No visitor facilities have been constructed at Indiana Dunes with the appropriations made by the Congress for this purpose over the last 3 fiscal years, fiscal years 1973–75.

The unobligated backlog for visitor facilities now totals nearly $3.4 million. Although environmental programs are being expanded with area school systems, this park remains virtually inaccessible and unusable for the great majority of potential park visitors.

The major feature of the council's request to this committee for fiscal year 1976 is a proposed $135,000 add-on to the park operations budget in order to add eight positions to the full-time staff at Indiana Dunes. For the record, the eight positions will include a law enforcement ranger, an interpreter, a desk ranger, three permanent park technicians, a biologist and a planning specialist.

The new personnel would be evenly divided between law enforcement and park interpretation. Both needs are directly related to the expected increase in visitor use in this coming fiscal year, as long awaited visitor facilities are finally developed and opened to the public. In addition, a planning specialist is recommended to improve the Park Service's performance in planning in this urban region.

Attesting to this need are resolutions from both the Northwestern Indiana Regional Planning Commission and the National Lakeshore Advisory Commission, as well as the council's own experience with the park's West Beach development plans. It cannot be overemphasized that the present staff at Indiana Dunes, no matter how dedicated, is unable to handle adequately its present responsibilities, let alone any additional charge resulting from increased visitor usage or enlargement of the Lakeshore boundaries as is now being considered by the Congress.

We strongly urge your support for the departmental request of $4 million for land acquisition from the Land and Water Conservation Fund.

And in closing, the Save the Dunes Council recommends that this committee consider the several planning and construction projects

now being considered by the House committee, to augment the $59,000 requested by the Department.

Thank you for your interest and your support for Indiana Dunes National Lakeshore.

Senator STEVENS. Thank you very much. My memory is that we added the money 2 years ago for stabilization of the dunes that had to do with something about the progress of the other appropriations. As I understand it, you are asking for two add-ons, is that right?

Mr. OSANN. No, the $59,000 at the bottom of our statement, Mr. Chairman, is a departmental request and we are interested in the committee scrutinizing, as I am sure you will, the appropriation that comes over from the House because we anticipate that the figure will be cut off substantially.

Senator STEVENS. Thank you, I appreciate your appearing here.

STATEMENT OF MS. MARJORIE COOKE, SOCIETY FOR ANIMAL PROTECTIVE LEGISLATION

Senator STEVENS. Our next witness is Marjorie Cooke.

Ms. COOKE. Good morning, Mr. Chairman, I am Marjorie Cooke, representing the Society for Animal Protective Legislation, in the absence of Christine Stevens who is at the House of Representatives on impending quail legislation.

Ours is a statement in favor of increased appropriations for the Fish and Wildlife Service for enforcement of the Endangered Species Act. The funding involved is $16,282,169.

Mr. Chairman, the United States is the world leader in the protection of endangered species. Ours is the strongest legislation passed by any country to prevent extinction of different species whether native or foreign. Our first endangered species law was passed in 1966, the second in 1969 and the best and most complete in 1973. This final act incorporated the provisions necessary for our country to ratify the Convention on International Trade in Endangered Species of Wild Fauna and Flora, signed at Washington on March 3, 1973. The United States was the first to ratify the convention, and the necessary 10 ratifications have just been reached so it is now in force.

In his opening address to the Plenipotentiary Conference, February 12, 1973, Secretary Morton said:

> The rate of extinction has been on the rise dramatically. Of the recorded extinctions of mammals over the last 2,000 years, fully half have met their final fate within the last 60 years. It is sad to acknowledge to ourselves that during the 10 years we have been preparing for this meeting, perhaps 8 percent of all recorded mammal extinctions have taken place.

Despite this appalling fact, and although the Congress passed an excellent law, we have not come to grips with the problem because we have not appropriated sufficient funds for a top-notch Office of Endangered Species in the Department of the Interior. The Department does not have sufficient staff to administer this important law efficiently. Further, it needs not only more, but in some cases, more capable and dedicated individuals prepared to tackle the enormous task before them with vigor and the sense of urgency that the matter calls for.

To obtain such men and women requires adequate funding for the entire program. To obtain adequate funding, the major importance of

this work must be understood, and I repeat, we only have one world, just as each of us has only one body and one mind. This is the place to make a true investment in the future and I urge the distinguished members of the subcommittee to provide full funding. Given the seriousness of the matter, the amounts budgeted are modest indeed, especially in the enforcement area. Those who profit through killing endangered species are usually clever and ingenious in their deceptions.

The Department deserves great credit for some of the violations they have uncovered, but there are undoubtedly a great many which are never discovered. A doubling of the budget for enforcement would be an excellent investment in the fight against the impoverishment of our world through extinction of whole species of our fellow inhibitants.

Mr. Chairman, I urge this committee on behalf of the Society for Animal Protective Legislation to appropriate $7,373,169 as proposed in the budget, $6,625,000 for additional work on status and listing of the species, to implement recovery plans, for research, to establish critical habitats, to provide grants-in-aid to the States and to implement the Endangered Species Convention. In addition, we recomment a 100-percent increase in the funds for law enforcement, namely $2,283,000 making a total of $16,282,169.

PREPARED STATEMENT

Senator STEVENS. Thank you very much, Ms. Cooke. We will include your full statement in the hearing record.

[The statement follows:]

On behalf of the Society for Animal Protective Legislation I request an increase in the funding of the Fish and Wildlife Service of the Department of the Interior for the enforcement of the Endangered Species Act. The funding involved is $16,282,169.

Mr. Chairman, the United States is the world leader in the protection of endangered species. Ours is the strongest legislation passed by any country to prevent extinction of different species whether native or foreign. Our first endangered species law was passed in 1966, the second in 1969, and the best and most complete in 1973. This final Act incorporated the provisions necessary for our country to ratify the Convention on International Trade in Endangered Species of Wild Fauna and Flora, signed at Washington on March 3, 1973. The United States was the first to ratify the Convention, and the necessary ten ratifications have just been reached so it is now in force.

This Convention is a major step in the battle against illegal killing and profiteering in skins and other parts of animals that are being driven to extinction through commercial exploitation. The Convention brought delegations from 92 nations to Washington, and the three weeks of debate in plenary sessions and in the committees, which often worked late into the night, brought about a stronger treaty than most knowledgeable observers had thought possible. U.S. leadership, Mr. Chairman, was the reason for this favorable outcome.

But despite the fact that our country can feel a justifiable pride in the successes we have obtained with the Convention and with our own legislation, we have failed most dismally in providing the funds necessary to implement and enforce our law. To skimp in appropriating funds in one of the few areas where the United States enjoys worldwide respect for its outstanding achievements is shortsighted from the standpoint of international politics. We must live up to our leadership role and do a firstrate job so that the many countries, who look to us as a model, may follow in preventing further decimation of endangered and threatened wild animals, birds and other creatures.

But, important as it is to provide clear moral leadership in a field where no other nation has ever come close to rivaling us, it is even more important to achieve the purposes of the Endangered Species Act and the Convention on Endangered Species. This is the only earth - our only home, and it is up to us to prevent it from being desecrated. It is up to us to prevent violations of the law, smuggling, poaching, exploiting an endangered population. We must protect habitat for our endangered species so they are not throttled for lack of a natural home range. We must ensure that the laws we have passed and the Convention we have ratified do not become mere empty words but that they genuinely protect the animals that man has pushed to the brink of extinction, that they bring them back to fulfill their role in the earth's ecosystem. To do less is to shortchange the human race. Our country recognizes this. Our scientists know that the loss of any species impoverishes the earth, and that we are losing species at an ever accelerating rate.

In his opening address to the Plenipotentiary Conference, February 12, 1973, Secretary Morton said, "The rate of extinction has been on the rise dramatically. Of the recorded extinctions of mammals over the last 2,000 years, fully half have met their final fate within the last 60 years. It is sad to acknowledge to ourselves that during the 10 years we have been preparing for this meeting, perhaps 8 percent of all recorded mammal extinctions have taken place".

Despite this appalling fact, and although the Congress passed an excellent law, we have not come to grips with the problem because we have not appropriated sufficient funds for a top-notch Office of Endangered Species in the Department of the Interior. The Department does not have sufficient staff to administer this important law efficiently. Further, it needs not only more, but in some cases, more capable and dedicated individuals prepared to tackle the enormous task before them with vigor and the sense of urgency that the matter calls for. To obtain such men and woemn requires adequate funding for the entire program. To obtain adequate funding the major importance of this work must be understood, and I repeat, we only have one world, just as each of us has only one body and one mind. This is the place to make a true investment in the future, and I urge the distinguished members of the Subcommittee to provide full funding.

51-957 O - 75 - pt. 4 - 62

Given the seriousness of the matter, the amounts budgeted are modest indeed, especially in the enforcement area. Those who profit through killing endangered species are usually clever and ingenious in their deceptions. The Department deserves great credit for some of the violations they have uncovered, but there are undoubtedly a great many which are never discovered. A doubling of the budget for enforcement would be an excellent investment in the fight against the impoverishment of our world through extinction of whole species of our fellow inhabitants.

I urge this Committee on behalf of the Society for Animal Protective Legislation to appropriate $7,373,169 as proposed in the Budget, $6,625,000 for additional work on status and listing of the species, to implement recovery plans, for research, to establish critical habitats, to provide grants-in-aid to the states and to implement the Endangered Species Convention. In addition, we recommend a 100% increase in the funds for law enforcement, namely $2,283,000, making a total of $16,282,169.

STATEMENT OF TOM GARRETT, CONSERVATION DIRECTOR, FRIENDS OF THE EARTH

Senator STEVENS. Our next witness is Tom Garrett.

Mr. GARRETT. Mr. Chairman, I am Tom Garrett. Our organization is concerned with the kind of economic strangulation to which the National Park Service and the U.S. Fish and Wildlife Service are being subjected. We wish that the OMB and the administration would relocate these fiscal siege lines around the pork barrel agencies. I will confine my remarks to two particular cases that we find especially worrisome.

In the 18 months or so since the Endangered Species Act was enacted, markedly little has been accomplished. I am convinced that the Endangered Species Office is understaffed for the job it is to do. We urge the committee to bring the appropriation for the endangered office closer to the level for funding authorized by Congress.

At present, the Endangered Species Office has a proposed budget of only $7,374,000, against total authorized levels of $20 million. We are proposing an additional $6,625,000 and 26 additional employees. Four million dollars and a staff of eight are suggested to get the grant-in-aid program for the States underway. As you know, section 6 of the act authorizes up to $10 million a year for this purpose through 1977. Yet, not one dime has yet been applied to this critical aspect of the endangered species program.

Another matter which particularly exercises us concerns the Great Dismal Swamp. Under Public Law 93–402, the Interior Department was authorized a total of $7 million for the purchase of land to extend the Great Dismal Swamp Wildlife Refuge from fiscal year 1975 through 1977. Yet the Department has refused to request necessary funds for this purpose because of what it calls "fiscal restraints." So far it has asked for only $500,000 under supplemental funding. I guess fiscal restraints means the dead hand of the OMB.

Early acquisition of the swamp is vitally necessary because of continuing degradation and encroachment. The nature conservancy has purchased 14,330 acres in the swamp for $2.1 million in order to preserve it from imminent destruction. The conservancy acted on letters of intent from the Department of Interior to repurchase this land as soon as money becomes available.

Yet the Department has made no attempt to achieve its authorized level of funding, and has left the nature conservancy holding the bag. I understand they are costing up to $2.5 million with interest and so on.

I would like, if I might, to enter into the record at this time a letter from John Roush of the conservancy, explaining the details of the transaction.

It appears to us that the Department of the Interior has acted in bad faith in this matter, and I would urge the committee to make sure that acquisition funds for the Great Dismal Swamp are supplied to the Department, up to the level authorized by Public Law 93–402 and that their commitments to the nature conservancy be honored.

Thank you, Mr. Chairman.

Senator STEVENS. Thank you very much. I appreciate and agree with you on that program of the Dismal Swamp. You offered to put that into the record and we will put that into the record at this point, along with your statement.

[The statement and letter follow:]

STATEMENT OF TOM GARRETT

Mr. Chairman, I am Tom Garrett, Conservation Director at Friends of the Earth, a national organization dedicated to the preservation of the environment.

Friends of the Earth is concerned at the sort of economic strangulation to which the National Park Service and the U.S. Fish and Wildlife Service are being subjected. We wish that the OMB and the Administration would relocate these fiscal seige lines around the pork barrel agencies.

The financial problems being encountered by the U.S. Fish and Wildlife Service have produced a very negative attitude toward the acquisition of new lands and the assumption of new responsibilities. Other agencies, notably the BLM, have been emboldened to raid the Fish and Wildlife Service domain, and there is recurrent low muttering about even turning certain refuges over to the states to manage.

With public interest in parks and refuges at an all time peak, and with the need to preserve evaporating wildlife habitat now desperate, we can ill afford the demoralization which has set in within the Fish and Wildlife Service and the National Park Service.

I am sure that my colleagues in the conservation movement have discussed this situation in detail. I will accordingly confine my testimony to two particular cases which are particularly worrysome to our organization, and which are all too representative of the state of affairs within the Fish and Wildlife Service.

The conservation movement several years ago expended an enormous amount of time and effort lobbying through the Endangered Species Act of 1973, which in our view contains, if properly administered and enforced, the necessary provisions to ensure the future of most domestic endangered species. However, in the 18 months or so since the Act was enacted, remarkably little has been accomplished.

Conservationists have had a number of acrimonious meetings with the responsible officials. Some have blamed bureaucratic red tape and undue influence by state Game and Fish Departments for the impasse. But, while there may be something to these allegations, I am convinced that the Endangered Species Office is grievously understaffed and underfunded for the job it has been assigned to do. And if it cannot get on with the job of implementing recovery plans, of defining and preserving critical habitat, and of concluding cooperative agreements with the states, many of the species which it is supposed to be establishing protection for will be gone before anything is done. From all indications, the red wolf is all but gone as of now.

We urge the Committee to bring the appropriation for the Endangered Species Office closer to the funding level authorized by Congress. At present the Endangered Species Office has a proposed budget of only $7,374,169 against total authorized levels of $20 million.

We are proposing an additional $6,625,000, and twenty-six additional employees. Four million dollars and a staff of eight are suggested to get the Grant-in-Aid Program for the states underway. As you know, Section 6 of the Act authorizes up to $10 million a year for this purpose through 1977. Yet, not one dime has yet been applied to this critical aspect of the Endangered Species program.

Another matter which particularly exercises us concerns the Great Dismal Swamp. Under PL 93-402, the Interior Department was authorized a total of $7 million for the purchase of land to extend the Great Dismal Swamp Wildlife Refuge from fiscal year 1975 through 1977. Yet the Department has refused to request necessary funds for this purpose because of what it calls "fiscal restraints." So far it has asked for only $500,000 under supplemental funding.

Early acquisition of the Swamp is vitally necessary because of continuing degradation and encroachment. The Nature Conservancy has purchased 14,330 acres in the Swamp for $2.1 million in order to preserve it from imminent destruction. The Conservancy acted on letters of intent from the Department of Interior to re-purchase this land as soon as money becomes available. Yet the Department has made no attempt to achieve its authorized level of funding, and has left the Nature Conservancy holding the bag. I would like, if I might, to enter into the record at this time a letter from John Roush of the Conservancy, explaining the details of the transaction.

It appears to us that the Department of the Interior has acted in bad faith in this matter, and I would urge the Committee to make sure that acquisition funds for the Great Dismal Swamp are supplied to the Department, up to the level authorized by PL 93-402, and that their committments to the Nature Conservancy be honored.

Thank you, Mr. Chairman.

LETTER FROM G. JON ROUSH

Dear Ms. Halverson:

The following is an account of the Conservancy's role in the Great Dismal Swamp. In the early 1970's, the Conservancy began negotiating to preserve the Swamp. Following a long and intricate series of negotiations, a major breakthrough was made when the Union Camp Corporation agreed to donate nearly 50,000 acres of the Swamp, valued at $12.6 million to The Nature Conservancy. The Conservancy transferred the property to the U.S. Fish and Wildlife Service, as the original part of the Great Dismal Swamp National Wildlife Refuge. Acting on letters of intent from the Fish and Wildlife Service, we subsequently acquired two additional tracts for transfer to the Federal government: 180 acres for which we paid $27,500 and 14,150 acres for which we paid $2.1 million. The estimated fair market value of these lands is well over $5 million. Interest and other carrying charges to date have put our cumulative costs over $2.5 million.

Incindentally, we have also acquired some Dismal Swamp land for the State of North Carolina. These acquisitions total approximately 14,000 acres with fair market value of about $3.5 million.

As I explained on the phone, we have a dual concern. First, we have gone far out on a limb, borrowing $2.5 million to acquire land that would otherwise have been cut, drained and converted to agriculture. We did so at the request of the Department of the Interior in the expectation that Congress would appropriate

funds authorized by Public Law 93-402. We are naturally concerned about the risk we have taken and would like to repay that loan so that we can use our borrowing power for other projects. Second, we are concerned about our relationship to the Fish and Wildlife Service in general. In the last three years alone, the Conservancy has transferred approximately $40 million worth of land to the Fish and Wildlife Service at a cost to the taxpayers of about $10 million. In some of these projects, we acted on little more than a handshake from officials in Interior, and in several instances we saved much more than dollars. Because of our ability to move quickly and flexibly, we saved areas which otherwise would have been lost irrevocably forever. Until we are certain of the outcome in the Dismal, we have been forced to put all other projects for the Fish and Wildlife Service on the back burner. These include some high priority areas that are currently in danger.

Thanks again for your help on this. Let me know if you need any more information.

Sincerely,

Jon Roush

G. Jon Roush
Executive Vice President

STATEMENT OF FATHER T. BYRON COLLINS, S.J., SPECIAL ASSISTANT TO PRESIDENT, GEORGETOWN UNIVERSITY

ACCOMPANIED BY DEAN PRICE, DIRECTOR OF PLANNING AND ARCHITECT

Senator STEVENS. Next is Father T. Byron Collins.

Father COLLINS. Good morning, Senator.

Senator STEVENS. Good morning, Father.

Father COLLINS. I will submit my statement for the record and just take a few minutes. This concerns the Office of Coal Research, specific items, a fluidized bed cooling-heating system. We would like to offer a proposal to the committee concerning a partnership program with Georgetown University to develop a fluidized bed system in the experimental stage similar to one being built in the large scale at Reeseville, W. Va. The estimated cost of the program would be $1 million. The budget for this present fiscal year for that item is $17 million, and it is being dropped to $11 million.

If the committee would be interested, we do have a program submitted and working with the Office of Coal Research. I think it would be a good investment. We propose instead of 100 percent—we have committed enough to put 20 percent of the money in it ourselves. It is an experimental thing.

The problem across the Nation as far as colleges, universities, and hospitals, is that they are not interested in coal. I have been to meetings of the planning agencies and I am convinced that we have to go to coal. We need an experimental project that proves it will work. I think it can.

That is the sum and substance of my presentation. I think it fits President Ford's proposal that he considers the highest priority in addressing the national energy problem, which is the production and utilization of coal. There is a tremendous resistance in colleges, universities and hospitals to using coal, maybe rightly; but I think the experimental system has advanced enough that this can be an economical and environmentally acceptable procedure. We are going to gamble and be willing to raise it from $1.6 million, which I had in the testimony, to $2 million.

Senator STEVENS. How much are you seeking then, Father?

Father COLLINS. We are asking for $6 million.

Senator STEVENS. $6 million for OCR?

Father COLLINS. Yes, they are at $17 million now. They are proposing to drop back to $11 million for this particular research area.

Senator STEVENS. I think it would be very important to have something of this nature in the Nation's Capital, to demonstrate to colleges and universities. You have a statement too, sir?

Mr. PRICE. Yes; I am Dean Price. I am director of planning and university architect, Mr. Chairman. I can cover this in a sentence or two.

We figure it would take at least 10 years for the institutions to turn around 11,000 hospitals and schools to the use of coal. It would take 10 years in order to find an application that would solve the alternative energy problem. We think by implementing this project

immediately we can cut that time down, as a pilot model, considerably—to, say, 3 years in the normal process. Perhaps that schedule could be compressed to make it 2 years.

Senator STEVENS. Fine. Have they approved your project now?

Father COLLINS. We filed it over a year ago, Senator. They are not very sympathetic because they do not think it will work. We think it will.

We are willing to put money in it to back it up. The concept of their approach is for the huge users, but we have the potential of 20 percent of use of coal in heating our institutions in the United States.

PREPARED STATEMENT

Senator STEVENS. That is a very valid goal. Three years ago, I offered an amendment to require universities and institutions to use coal but it did not get very far.

Father COLLINS. I think if we can get one to work, it will go.

Senator STEVENS. Thank you very much. We appreciate it. Your statement will be printed in the record, Father.

[The statement follows:]

I am Fr. T. Byron Collins, S.J. Special Assistant to the President of Georgetown University, Fr. Robert J. Henle, S.J.

With me is Mr. Dean Price who is a member of the Society of College and University Planners and also a member of the Association of University Architects. He is the Director of Planning and the University Architect at Georgetown University.

We are here to present the need for a speed up of the program for the use of coal as the source of energy by Colleges and Universities. Only finite amounts of gas and oil remain in the United States. Given the present rate of consumption experts have placed the lowest estimate at fifteen years and the highest at thirty years.

The vast majority of the 5000 Colleges and Universities and 7000 hospitals in the country use oil or gas for their heating and cooling systems. It takes about ten years for higher education institutions to implement energy conversion plans. Mr. Dean Price will submit for the record a report on planning.

Georgetown University plans to convert to coal. We need an additional heating-cooling source. We started planning to expand our existing plant, which can use No.6 oil or gas, or a mixture of both, about three years ago.

Foreign oil shortage and uncertainty led us to investigate the use of coal. About eighteen months ago we reviewed with the Office of Coal Research an experimental technique after we had seen the demonstration model of a fluidized bed coal combustion system. We are convinced that this technique could be developed so as to be a unit suitable for colleges, universities and hospitals. Preliminary investigation by a Georgetown University Planning unit confirms this belief.

Georgetown University submitted a grant request to the Office of Coal Research for the purpose of undertaking an experimental pilot project on June 18, 1974 (copy key excerpts attached, Exhibit I). Our grant request is still being reviewed. The Office of Coal Research wants to delay a decision until the large federally funded project at Reesville, West Virginia, which uses this method, is finisned and tested. To achieve this will take at least eighteen months.

Georgetown is willing to work with the Office of Coal Research and install a fluidized bed coal heating-cooling system at Georgetown as an experimental pilot project. We are conscious that there is a risk involved in installing a modular system that will prove to be environmentally acceptable and economical. This is the reason for our asking for a federal grant so that the risk may be partially shared. The total fluidized bed coal heating-cooling system planned to be installed at Georgetown University would cost some $8 million. The attached Exhibit I gives the details.

I believe that a federal grant of eighty per cent of the estimated cost of $8 million for this experimental pilot project, that is, a grant of $6.4 million and $1.6 million from Georgetown's own resources would be reasonable. Georgetown would be willing to invest in the gamble.

We are working with the National Science Foundation and the Office of Education as part of our program. This would be a pilot program for colleges, universities and hospitals throughout the country. I believe that these institutions would convert to coal if a practical model existed at a University of national prominence and resources, located in the U.S. capital.

The Agency request for this process as a line item for Fiscal 1975 was $17 million. The request drops to $11 million for 1976. I believe that keeping the 1976 appropriation at $17 million would provide funds necessary for an experimental pilot project at Georgetown University.

I believe this is a matter of urgency and I don't believe we can afford to wait ten years before taking steps to implement this project.

I thank you for the opportunity to testify before your Committee.

FIELD OF INVESTIGATION/OBJECTIVES:

OVERVIEW: "ENERGY MEANS COAL"

This proposal is based upon an obvious and absolute necessity that the nation's health and educational facilities redirect fuel usage to maximize the utilization of coal as an energy source. An aesthetic image of coal as clean energy must be demonstrated. This proposal will provide a pioneer installation leading to the development of pre-packaged, pre-engineered software/hardware for a coal based integrated utility system, directed toward the nation's institutions.

The pioneer project will be in the nation's capital at Georgetown University.

A necessary corollary part of this project is the determination of the level of feasibility for a total energy capability as a fallout from the proper application of coal's inherent heat capability properly designed. This will be handled as a University-funded planning portion of a complete system design.

A successful pioneer project of standardization of software/hardware components with installation, testing, training, operational standards that potentially points the way to a viable total energy system for health and educational facilities will affect the positive value of coal economics; and enhance the marketing of energy as coal.

SUMMARY

SPECIFIC OBJECTIVES: PHASE I

DETERMINE LEVEL OF FEASIBILITY ... AND ESTABLISH THE STANDARDIZATION AND DESIGN CRITERIA OF ALL SOFTWARE/HARDWARE COMPONENTS OF A MULTI-CELL ADVANCED ENERGY AS COAL UTILIZATION SYSTEM PARTICULARLY APPLICABLE TO HEALTH AND EDUCATIONAL FACILITIES CENTRAL ENERGY PLANTS (EXISTING AND FUTURE) AS A CENTRAL PLANT FACILITY AT GEORGETOWN UNIVERSITY.

DEFINE THE FEASIBILITY AND THE PROJECT TO BE IMPLEMENTED AT GEORGETOWN UNIVERSITY IN CONJUNCTION WITH THE UNIVERSITY UTILITIES' MASTER PLAN (FUNDED BY GEORGETOWN UNIVERSITY).

DEFINE THE FEASIBILITY AND PLANNED DIRECTION FOR DEVELOPMENT OF A TOTAL ENERGY FROM COAL SYSTEM SATISFYING CURRENT AND FUTURE HEALTH AND EDUCATIONAL FACILITIES' REQUIREMENTS SIMULTANEOUS WITH THE PROJECT FEASIBILITY. (THE TOTAL ENERGY SYSTEM AS DEVELOPED IN PHASE I WILL BE DESIGNED AS A STANDARDIZED SYSTEM ALSO.)

OUTPUT: DEVELOP THE DETAILED PRELIMINARY DESIGN, ESTIMATED COSTS, STANDARDIZATION DESIGN/CRITERIA REPORT, ENVIRONMENTAL IMPACT STATEMENT ENERGY AS COAL SYSTEM (UNIVERSITY UTILITIES' MASTER PLAN), TOTAL ENERGY FEASIBILITY STUDY.

THE APPROVAL OF THE PROJECT PHASES II, III, AND IV.

FURTHER DESCRIPTION:

An "energy means coal" project is proposed to design and develop a family of coal fired pre-packaged institutional size steam plants that can be used to supply energy for the nation's colleges, hospitals, and related institutions.

The development and test of an environmentally accepted method of converting high sulphur coal into steam energy will enable the 11,000 national institutions in the nation to supply their basic heating and cooling requirements.

The developing and testing of a 100,000-pound per hour (or as Phase I results identifies) coal fired boiler plant, as a pilot unit, at Georgetown, is intended to prove that pollution free boiler plants, in the capacity range of 40,000 to 100,000 pounds per hour can be pre-packaged and factory assembled, including the fuel and ash handling systems, as well as the necessary boiler operating controls.

GENERAL WORK STATEMENT:

Phase I, Feasibility Study

a. A wide survey to determine feasibility facilities' requirements.

b. Comparative analysis of alternative methods of burning coal.

c. An environmental impact statement with special emphasis on coal, ash handling, and storage.

d. Preliminary design and cost estimate.

Phase II, Construction Documents

a. Detailed engineering and design, including the preparation of complete bid documents to permit competitive bidding.

b. A detailed cost estimate.

Phase III, Installation and Tests

a. The actual awarding of construction contracts for Coal Energy System for heating/cooling and installation of plant controls and modernization to make system function.

b. Supervision of erection.

c. Test operation for 12 months' period using a variety of coals.

d. The preparation of as-built drawings reflecting any post design changes.

e. Preparation of operation and maintenance manuals, and training requirements.

Phase IV

The preparation of standard boiler plant design drawing packages in the size range of 40,000; 60,000; 80,000; and 100,000 pounds per hour.

GEORGETOWN UNIVERSITY PIONEER COAL PROJECT

SCHEDULE AND COST (REVISED)

GU Construction Costs Already Spent For Central Plant (and related systems):			Pioneer Project Revised
to date	$4,118,250		
Est. to complete	225,000		($225,000) currently contributed by G.U. for computerized control system: JC/80.
Total	$4,343,250		
This Project:			
• Phase I		Eng. Design Heating	171,000
6 months		Eng. Design Cooling	63,500
• Phase II		Eng. Design Heating	220,000
6 months		Eng. Design Cooling	62,500
• Phase III			
24 months		heating	4,400,000
		cooling	2,154,000
		Eng. Design Cooling	100,000
• Phase IV			
12 months			330,000
		added controls/all systems	500,000
TOTAL TIME 4 years		TOTAL COST	$8,000,000
FEDERAL GRANT @ 80%			$6,400,000
G.U. RESOURCES @ 20%			1,600,000
			$8,000,000

GEORGETOWN UNIVERSITY
WASHINGTON, D. C. 20007

June 20, 1974

Dr. S. William Gouse
Acting Director
Office of Coal Research
2100 M Street N.W.
Washington D.C. 20007

Dear Dr. Gouse:

Your reception of us at our meeting on June 28 was gracious and candid.

We shall prepare a completed application for a feasibility program for use of a fluidized coal bed within two weeks. We understand that it will have an independent review process. We welcome this.

I still believe a fluidized coal bed process can be a practical and economical solution of the fuel shortage for hospitals and colleges throughout the country - if one is built.

Sincerely,

T. Byron Collins S.J.

T. Byron Collins, S.J.

STATEMENT OF WILLIAM R. WALKER, CHAIRMAN, UNIVERSITIES COUNCIL ON WATER RESOURCES

Senator STEVENS. Mr. Walker? I take it Mr. Painter has left. I do not blame him after all of these statements. I would have become discouraged too.

Mr. WALKER. Mr. Chairman, I am William R. Walker, the chairman of the executive board, Universities Council on Water Resources and director of the Virginia Water Resources Research Center. I speak on behalf of more than 75 of the Nation's leading universities which are institutional members of UCOWR. Each is actively engaged in research education and public service in the water resources field.

I think this program has three unique purposes which I would like to mention. First of all, it is designed to meet the research needs of local and State persons. It also is unique in that it has a responsibility not only of doing the research but seeing it is transferred to the hands of the users. The third aspect of the program which is very important is that in while doing this research, it is training our future professionals in the field for which there is a very large demand. Any objective assessment of this program would say that it has been very cost-effective, and I think it is a credit to the vision of the Members of Congress who framed this legislation.

The research done by the centers is done in consultation with the people in the field, the users as such. Therefore we not only are responsive to their needs, to the priorities which they see in the water resources field, but we have done one step or the initial step in getting them conditioned to using the research results when they become available. When you look at the training aspect of it and consider the various acts which have been passed, the Coastal Zone Management Act of 1972, the Drinking Water Act of 1974, all are making tremendous demands for trained personnel. This is one of the few programs which is designed to provide the Nation, the States and the private sector with the trained people which we are going to need now and in the immediate future as such.

When you look at our authorized level, you find that under the title I program we have only been funded at the rate of 44 percent and the matching portion and 60 percent under the title II portion, slightly more than one-third. When you consider that we have new problems such as energy problems which are very much tied to water needs; when we look at the complexity of our problems in terms of meeting the social environmental and economic considerations and then couple that with what inflation has done to us, we are down to about 55 percent of our buying power.

I would respectfully suggest that research should not be looked upon as an add-on, but an absolute necessity if we are going to manage our resources in the future. Therefore, on behalf of the university's council on water resources, I would respectfully suggest that the time is now for us to make some significant changes in our funding levels.

Specifically, I would recommend that section 100 funding be increased to $200,000 annually for each of the State institutes, with

proportional increases for the new institutes serving the District of Columbia, Guam, and the Virgin Islands.

Two, I would recommend increasing section 101 funding to $4 million annually and third, increasing section 200 funding in similar proportion, and that the title IV increases have appropriate ones commencing with section 101.

Thank you for the opportunity of letting me present this statement.

PREPARED STATEMENT

Senator STEVENS. My memory is that we did increase this slightly last year. We will do the best we can this year.

Your statement will be included in the record at this point.

[The statement follows:]

SUMMARY

The Universities Council on Water Resources strongly urges an orderly growth in funding toward providing the full amounts authorized under the Water Resources Research Act of 1964, as amended. Toward this end, we recojmend: (1) that support for the Annual Allotment Program, under Section 100 of the Act, be increased from the present $110,000 per state institute to $200,000 per state institute; (2) that support provided through the Matching Fund Program, under Section 101 of the Act, be increased from the present $3 million to $4 million annually, and (3) that support for research directed to broad needs of the Department of the Interior, under Section 200 of the Act, be increased at a corresponding level. Currently the Title II program is operating at less than one-third the funding level authorized in 1971 by the Congress, and thus cannot accomplish program objectives. Both Title I programs also are funded at levels well below authorized amounts--44 and 60 percent, respectively, for Section 100 and Section 101. These Title I programs are the critical mass, the foundation of the research program administered by the Office of Water Research and Technology. They are designed to provide the most direct and most effective response to pressing local, state, and regional water problems. Increased support for all three component programs would strengthen the valuable federal-state partnership provided by the OWRT program, with its proven cost-effectiveness in addressing the growing number of critical water research needs.

THE STATEMENT

Mr. Chairman and members of the subcommittee:

I am William R. Walker, chairman of the Executive Board, Universities Council on Water Resources (UCOWR) and director of the Virginia Water Resources Research Center. I speak on behalf of more than 75 of the nation's leading universities which are institutional members of UCOWR. Each is actively engaged in research education, and public service in the water resources field.

The federal program authorized under the Water Resources Research Act of 1964 and now administered by the Office of Water Research and Technology, Department of the Interior, was designed to serve three principal purposes: (1) to develop research-based information designed to solve specific water problems at the local, state, and regional levels; (2) to develop ways of moving this information quickly from researchers to users, and (3) to provide a broad range of training opportunities to help meet growing manpower needs in water management and related fields in both the public and private sectors. Any assessment of the program's first decade, I believe, shows conclusively that the water research institutes have accomplished all three objectives in a highly cost-effective manner. This is a credit to the vision of the members of Congress who framed the original legislation.

Each state institute formulates its research program in close consultation and interaction with local and state action agencies, representatives of business and industry, and concerned citizens. This insures that research activity is directed toward priority needs, as identified by planners, managers, and other decisionmakers. It also provides a direct avenue for dissemination and immediate application of research findings. Thus the institutes have fostered much closer interaction between researchers and users of research information. By design, the program insures that research reports do not become merely dust-collectors on library shelves. Findings are quickly and directly provided to those who earlier helped identify the research need. In this manner, data, analyses, and alternatives provided by careful research quickly reach decisionmakers grappling with today's tough water resource problems.

51-957 O - 75 - pt. 4 - 63

To achieve national water goals such as those expressed in the Coastal Zone Management Act of 1972, the Water Pollution Control Act Amendments of 1972, and the Safe Drinking Water Act of 1974, a substantial increase is required in the number of qualified research, planning, and managerial personnel. Recent cutbacks by the Environmental Protection Agency in its funding of training grants has placed even greater significance on the training aspect of research conducted through the state institutes. Student research assistants participate in a majority of these investigations, gaining valuable experience in research procedures addressing real-life problems. During the past fiscal year, over 2,000 students received such training through participation in research projects funded by OWRT. The urgency and complexity of many of today's water problems allow precious little time for new professionals in the field to acclimate themselves before they, too, must wrestle with these questions. Participation in important research as students provides this exposure and helps insure that fledgling water specialists will require little "start-up" time when they take their first jobs. Achieving national water goals will require that such training opportunities not only be sustained, but be increased.

Funding for research administered through the Office of Water Research and Technology has not kept pace with these new demands placed on the program. The Annual Allotment Program under Title I of the Act has received only 44 percent of the authorized funding level during each of the past four years; the Matching Fund Program has received just 60 percent. An even smaller share has gone to the Title II program, currently operating with less than one-third its authorized appropriation. This has created special pressures since research, to be most helpful, requires both adequate lead time and adequate funding. Research has helped to identify major water resource problems that will peak in the years immediately ahead. Now adequate funding is needed for additional research to find ways of avoiding major crisis situations. The state institutes, through the OWRT program, stand ready to provide this assistance in a most cost-effective manner by focusing the vast expertise available in the university community on these problems. The program's design insures that findings will promptly be conveyed to and put to use by decision-makers and resource management personnel. And in the process, a wide range of training opportunities will be provided to students preparing for water-related careers.

Funds invested in water research programs can be expected to pay off not only in quicker solutions of our many pressing water resource problems, but also in more cost-effective expenditure of the hundreds of millions of dollars going annually toward water supply and waste treatment facilities. Experience shows that resource management decisions made without an adequate research base often incur substantially larger economic, social, and environmental costs.

On behalf of the Universities Council on Water Resources, I respectfully submit that now is the time to increase support of research concerning the management of water resources. I therefore urge the committee to endorse fuller implementation of the Water Resources Research Act, as amended, by:

1. Increasing Section 100 funding to at least $200,000 annually for each of the state institutes, with proportional increases for the new institutes serving the District of Columbia, Guam, and the Virgin Islands;

2. Increasing Section 101 funding to $4 million annually, and

3. Increasing Section 200 funding in similar proportion.

Thank you.

SUBCOMMITTEE RECESS

Senator STEVENS. We appreciate your comments. We will recess until 2 o'clock.

[Whereupon, at 12:25 p.m., Wednesday, May 14, the subcommittee was recessed, to reconvene at 2 p.m. the same day.]

(AFTERNOON SESSION, 2 O'CLOCK, WEDNESDAY, MAY 14, 1975)

NONDEPARTMENTAL WITNESSES

OPENING REMARKS OF SENATOR BELLMON

Senator Bellmon [presiding]. The hearing will come to order. Today we are holding the third day of hearings for public witnesses who wish to testify on matters involved in the appropriations bill of the Department of Interior and related agencies.

We have a crowded schedule and to make certain everyone has a chance to appear, we must ask all witnesses to keep their remarks to 5 minutes or less. All written statements will be printed in full in the record. Your testimony should highlight your full statement.

Each public witness is asked to submit 15 copies of his prepared statement to the staff when his name is called. When two or more witnesses appear together, please be certain your testimony does not duplicate what has already been said.

Again, let me emphasize that you please do your best to keep your statements brief and to the point. We hope we will finish up in 5 minutes or less, with everyone of our witnesses having a chance to be heard. I must say that it is going to be necessary for the hearings to close at 3:30 because the full Appropriations Committee markup will begin at that time.

STATEMENT OF COL. KENNETH R. HAMPTON (RETIRED), ASSISTANT CONSERVATION DIRECTOR, NATIONAL WILDLIFE FEDERATION

Senator BELLMON. Our first witness is Mr. Kenneth Hampton, representing the National Wildlife Federation.

Colonel HAMPTON. Good afternoon, Mr. Chairman. For the purpose of the record, I am Kenneth Hampton, assistant conservation director for the National Wildlife Federation. I will try to be extremely brief. I have a very voluminous statement. I know it will be included in the record in full, so I will just make a couple of very brief comments.

As you know, Mr. Chairman, the federation believes strongly in the need to manage and use natural resources in the wisest manner possible. Sound management requires the allocation of sufficient funds and the establishment of realistic personnel ceilings commensurate with the many and diverse tasks assigned to the Federal agencies which are under your subcommittee's purview.

In our judgment, the proposed Federal budget for fiscal 1976 is deficient in many areas and the administration-imposed manpower levels for the various agencies are far too low. In my statement, I have attempted to identify, on behalf of the National Wildlife Federation, those areas in our judgment which need additional funding in the most critical way.

I would like to make a couple of other comments about the budget.

We would like to see some of these deficiencies corrected if possible by initiation of some sort of a massive public service program on national forests, national parks and national wildlife refuges. We think that such a program could go a long way toward correcting the deficiencies that now exist in the system. Hopefully we will see such a program materialize in 1976.

Without intending to sound like a prophet of doom, Mister Chairman, the federation firmly believes that the executive branch must adopt a much more enlightened approach and truly commit itself to the sound management of the Nation's natural resources before our national systems deteriorate any further. Especially in light of the impending Bicentennial celebration, when the United States will be subjected to even closer than usual scrutiny by hordes of visitors from other countries, we find it incredible that the administration continues to drag its feet on conservation matters. Now is the time for a good, old-fashioned revival in conservation ethics.

I would like to touch on just one more point, Mr. Chairman. I know you have a deep abiding interest in this, the migratory bird conservation account. We are deeply disturbed that the administration has again failed to seek an advance appropriation as authorized by the Wetlands Loan Act, especially when the act is due to expire at the end of fiscal year 1976 and $19 million still remains available in the loan fund.

Under the circumstances, and in view of the urgent need to acquire more wetlands and other waterfowl production areas before they succumb to the bulldozer or plow or before land values rise any higher, it seems to us that the budget should include $22 million for the migratory bird conservation account—$12 million from anticipated receipts from the sale of duck stamps and $10 million as an advance from the loan fund.

With that, Mr. Chairman, I will conclude my remarks. I have so many things here, it would be hard for me to try to establish priorities and discuss any additional items.

PREPARED STATEMENT

Senator BELLMON. Thank you very much. Your full statement will be carefully reviewed.

[The statement follows:]

Mister Chairman, I am Col. Kenneth R. Hampton, U.S. Army (Ret.), Assistant Conservation Director for the National Wildlife Federation which has its national headquarters at 1412 Sixteenth Street, N.W., here in Washington, D.C. I am a professional conservationist with degrees in Forest Management and Meteorology.

Ours is a private organization which seeks to attain conservation goals through educational means. Affiliates of the National Wildlife Federation are located in all 50 states, Puerto Rico, Guam, and the Virgin Islands. These affiliates, in turn, are made up of local groups and individuals who, when combined with associate members and other supporters of the National Wildlife Federation, number an estimated 3 1/2 million persons.

We welcome the invitation to appear here today to comment upon proposed appropriations for the Department of the Interior and related agencies, including the U.S. Forest Service, for fiscal 1976.

Mister Chairman, I am sure that you are fully aware of the National Wildlife Federation's complete involvement in matters related to conservation of natural resources. As you know, we believe strongly in the need to manage and use these resources wisely. Sound management requires the allocation of sufficient funds and the establishment of realistic personnel ceilings commensurate with the many and diverse tasks assigned to the Federal agencies which are under this subcommittee's purview. In our judgment, the proposed Federal Budget for fiscal 1976 is deficient in many areas and the Administration-imposed manpower levels for the various agencies are far too low. I will attempt to identify the budget shortcomings in detail in my following remarks. Let me preface those remarks by observing that many of the Interior and Related Agency conservation program shortfalls now existent could be eliminated, at least in part, with the initiation of a massive public service program on national forests, national parks, and national wildlife refuges. Hopefully, we will see such a program materialize in 1976. Without intending to sound like a prophet of doom, Mister Chairman, the Federation firmly believes that the Executive Branch must adopt a much more enlightened approach and truly commit itself to the sound management of the Nation's natural resources before our National Systems deteriorate any further. Especially in light of the impending Bicentennial Celebration when the U.S. will be subjected to even closer than usual scrutiny by massive hordes of visitors from other countries, we find it incredible that the Administration continues to drag its feet on conservation matters. Now is the time for a good, old-fashioned revival in conservation ethics.

U.S. FISH AND WILDLIFE SERVICE

One needs only to look at the total proposed appropriations for this agency in 1976--up less than 0.5 percent to $211.675 million--to quickly, and correctly, conclude that FWS efforts are being ridiculously shortchanged. Actually, when all service funds are considered, including funds from other sources, the FWS budget declines $500,000!

Should this budget be approved without change, the National Wildlife Refuge System--already experiencing serious personnel shortages and widespread deterioration in facilities--will decline even further. It is inconceivable to us that, in the face of inflation, expanded functions, and the requirement to initiate management of new refuges, FWS is expected to carry on operations and maintenance (O&M) at its field stations at the same funding level as in FY 1974 and FY 1975--about $20.0 million. A total of at least $27.1 million in O&M funds is needed just to provide base funding for field stations at a level consistent with the early 1970's. The additional $7.1 million would, among other things, allow the hiring of 179 extra personnel bringing refuge staffing to 1,022 employees. (Staffing has decreased from 901 employees in 1972 to 843 in 1975!) The increase should be made in the Wildlife Resources Activity Programs.

As for facilities rehabilitation on refuges, the $1.598 million budgeted for this work in 1976 is far too little and will only result in exacerbating an already-bad situation. The facilities rehabilitation backlog within the Refuge System is now estimated at $83 million. Hence, FWS needs at least $8.0 million in FY 76 to start getting this program back on track.

With respect to the Migratory Bird Conservation Account, we are disturbed that the Administration has again failed to seek an advance as authorized by the Wetlands Loan Act, especially when the Act is due to expire at the end of FY 1976 and $19 million still remains available in the loan fund. Under the circumstances, and in view of the urgent need to acquire more wetlands and other waterfowl production areas before they succumb to the bulldozer or plow or before land values rise any higher, it seems to us that the budget should include $22 million for the Migratory Bird Conservation Account--$12 million from anticipated receipts from the sale of "Duck Stamps" and $10 million as an advance from the loan fund.

Under Fishery Resources Activity Programs, FWS needs an additional $1.0 million just to produce at the same level in FY 76 as in FY 75 and to maintain facilities satisfactorily. If the additional funds are not provided, there will be a reduction in fish production of approximately 500,000 pounds of trout and salmon as well as further deterioration of facilities.

With the passage of the 1973 Endangered Species Act, FWS assumed much greater law enforcement responsibilities. Also, the Act includes authorization for a total appropriation not to exceed $10 million through June 30, 1977 for grant-in-aid cooperative funding to the states. FWS has yet to receive enough money to enforce the Act as evidenced by the fact that its law enforcement staff has only grown from 173 to 178 agents in the past decade. Further the agency has never received a penny of funding support for Endangered Species grant-in-aid to the states. About $7.3 million is budgeted in FY 76 for all law enforcement activities of the agency (including enforcement of other Acts such as the Marine Mammal Protection Act of 1972). This is not enough to do an adequate job. FWS needs an additional $2.0 million to offset inflation and to expand the program appropriately. Also, we recommend an appropriation of $2.0 million for grant-in-aid under Sec. 6, Endangered Species Act. This is the amount the states indicate they need and could match in 1976 to develop conservation programs for endangered and threatened species. Further, additional funding is required to effectively implement the proposed injurious wildlife importation regulations ($2.5 million) and the Convention on International Trade in Endangered Species ($500,000).

Other areas in which FWS is underfunded are its program to review federal permits where at least an additional $2.0 million is needed and its Fish and Wildlife Coordination Act studies where another $2.0 million is needed to do an adequate job.

Finally, we note with pleasure that the proposed budget for Biological Services has been doubled to $8.26 million. The services provided under this program are crucial to the welfare of wildlife and fish resources in the face of massive energy development proposals. However, we are opposed to these funds being obtained at the expense of the agency's construction and rehabilitation program.

In summary, FWS needs your help badly. Funding is not even keeping up with inflation and it falls far short of actual needs.

NATIONAL PARK SERVICE (NPS)

The most serious problem for NPS is manpower shortages. Although it will have 8,596 personnel spaces authorized in FY 76, NPS is supposed to operate under an arbitrary manpower ceiling of 7,172 spaces. Obviously, this difference of more than 1,400 permanent, full-time employees impacts seriously on NPS's ability to administer the National Park System satisfactorily and to carry out its other tasks. For example, NPS needs about 400 extra spaces just to handle the jobs associated with the Bicentennial Celebration--but is is getting only 50. Also, the agency needs over 100 personnel to open newly-authorized areas and another 100 just to handle land acquisitions in the Big Cypress area alone. But very few of these, if any, will be available in FY 76 as matters now stand. As an absolute minimum, NPS's employment ceiling in 1976 should be raised by 787 spaces.

As with the Refuge System, the National Park System is going downhill. Physical facilities are deteriorating rapidly. Visitor load has soared more than 25 percent over the past four years; it stood at 236 million visits in 1974. The roads, trails, and campgrounds cannot accommodate the increased load when such unrealistic budgetary constraints are imposed. NPS estimates that its facilities development backlog is a staggering $2.7 billion. And yet only $13.45 million is budgeted for that job. Much more is needed.

NPS has budgeted $5.82 million to stabilize and maintain its present system. But this is far too little. Maintenance is falling way behind and there is not enough money budgeted for resource preservation. At least $10 million is needed in this area.

NPS has a backlog of over $700 million in lands to be acquired from the Land and Water Conservation Fund (LWCF). The agency is scheduled to get $74 million from the Fund in 1976. While that is NPS's rightful share, under the circumstances, it is--nevertheless--far too little.

BUREAU OF LAND MANAGEMENT (BLM)

While BLM's total budget is up $35.46 million to $244.68 million (about 17 percent), the figures are misleading since almost all of the increase is for Energy and Minerals Management. BLM badly needs at least another $12 million added to the following budget items: $5.0 million for Range Management and Improvement, $3.0 million for Renewable Resource Use and Protection (of watersheds and soils), and at least $25.0 million for Planning for Multiple Use Management (of which $23.0 million is needed for BLM's wildlife habitat management efforts--explained in the first attachment. The second attachment explains the desirability of appropriating an additional $1.5 million to enable BLM to commence implementing Title II of the amended Sikes Act.).

BUREAU OF OUTDOOR RECREATION (BOR)

BOR is another agency feeling both a personnel and a dollars pinch. Its authorized strength is 550 but a manpower ceiling of 433 has been established. BOR needs the additional 117 people badly to do an effective job. The shortage is impacting seriously on the agency's ability to provide technical assistance to other agencies and to study the many proposals for additions to the National Trails System and to the Wild and Scenic Rivers System. For example, present resources will enable BOR to complete only two-thirds of the 29 studies on additional rivers in the next six years, as directed by the Congress. Furthermore, the proposed FY 76 budget only allows for one man's salary ($30,000) to work on implementation of the important Nationwide Outdoor Recreation Plan. Such budgeting is ludicrous.

Next, the money aspect. BOR has the unenviable task of administering the Land and Water Conservation Fund--a Fund which falls far short of meeting the legitimate demands placed on it. Despite the fact that the Administration is asking for the full $300 million this year, the backlog of Federal needs alone continues to grow. Last year it was estimated at $2.2 billion; this year it is probably over $2.5 billion.

In light of the above, the Federation firmly believes the following actions, as a minimum, should be taken by this Congress: first, as there is still $262 million in the Fund unappropriated, that amount should be added to the $300 million requested by the Administration with the stipulation that the extra $262 million be used for land acquisition only. Second, the Congress should write off the $62 million loan against the Fund which otherwise must be repaid by FY 77 at the latest. Third, something needs to be done about a larger appropriation for BOR administrative expenses to reduce that inordinate drain on the Fund. (As matters now stand, $6.24 million of BOR's $11.885 million needed to cover administration comes out of the Fund.) And last, we suggest that the Congress take a close look at the manner in which U.S. Department of the Interior's comptrollers and budgeteers allocate funds within the Department. It appears that BOR, and perhaps other conservation-oriented agencies, might be receiving unfair treatment.

BUREAU OF RECLAMATION (BUREC)

We recognize that the Public Works Appropriations Subcommittee has principal purview for BuRec activities and programs. Nevertheless there is one program proposal that we want to call to your attention in the hope that this subcommittee will join us in endorsing the proposal and indicate its support to the Public Works Subcommittee.

We are referring to the need for an additional $2.7 million in the budget of BuRec's Pacific Northwest Region in fiscal 1976 for modernization of three mitigative anadromous fish hatcheries at Leavenworth, Entiat, and Winthrop, Washington on tributaries of the middle Columbia River. Constructed in the early 1940's, these hatcheries were intended to maintain the salmon runs that formerly spawned upstream from Grand Coulee Dam. The intended capacity of these hatcheries was in excess of 100 million juvenile salmon and steelhead, but their actual production became so limited for a number of reasons that all but Leavenworth Hatchery are now being used to raise trout for Indian reservations and state managed waters. However, upriver anadromous fish runs in the Columbia River system are now declining so alarmingly that it is imperative that all three hatcheries constructed to mitigate anadromous fish in the mid-Columbia River systems be returned to their original purpose. This proposal, so badly needed to restore anadromous fish production above Grand Coulee Dam (and thereby enhance both sport and commercial fisheries of Oregon), has the support of officials from the States of Oregon and Washington, Colville Confederated Indian Tribes, National Marine Fisheries Service, U.S. Fish and Wildlife Service, and BuRec.

U.S. GEOLOGICAL SURVEY (USGS)

Because of its great concern about proper land use management and the environmentally-sound development of alternative energy resources, the National Wildlife Federation supports the following four research projects (subactivities) in the fiscal 1976 USGS budget: (1) Geologic Hazards Assessment for Nuclear Reactor Siting: $4.967 million (up $1.4 million from 1975) to expand the research in regional geologic hazards associated with safe siting of nuclear power reactors; (2) Oil Shale Hydrology: $2.039 million (up $.8 million) to provide data collection and interpretation to solve the many new water problems and environmental questions that will be caused by production of shale oil on the Federal Prototype Leases and the private lands in the Colorado-Utah-Wyoming area; (3) Oil Shale Environmental Analysis: $200,000 to initiate a new research effort related to oil shale development to provide information on erosion, sedimentation, weathering rates and weathering by-products to help determine the reclamation potential of selected shale oil tracts and to help select surface and deep mining tracts; (4) Geographic Application Form: $2.535 million (up $507,000 from 1975) to provide land use maps and computerized data and to analyze statistics which are based on source materials not more than two years old, such as the information obtained from remote sensors.

U.S. FOREST SERVICE (USFS)

Here is another agency experiencing severe dollars and manpower limitations. In terms of real value, USFS is getting about the same amount of money as 10 years ago despite the fact that it has many added responsibilities. Because of a manpower ceiling (20,000 PFT employees), this agency--like so many others--has to resort to more costly subterfuge such as using part-time employees (about 5,000) and contractors. Not only does this cost the Federal Government more money, but it is also a disincentive for the best young forestry graduates to seek employment with the USFS when it cannot offer permanent, full-time positions.

The results of Administration-imposed budgetary constraints on USFS activities are precisely what one would expect: a reforestation program with a backlog of 3.3 million acres (and a proposed cut of $5 million to $46.686 million in fiscal 1976); a wildlife habitat management program which continues to lag badly, especially in light of the amended Sikes Act and the Endangered Species Act, despite a proposed budget increase in 1976 of $1.707 million (to $11.36 million); forest insect and disease research and control programs still unable

to cope effectively with tussock moth, gypsy moth, spruce budworm, or pine bark beetle infestations to name a few; a wildlife, range, and fish habitat research program faced constantly with a "rob Peter to pay Paul" situation (this year the budget proposes a cut of $100,000 to $5.196 million); and a rangeland management program which finds itself extremely hardpressed to properly conserve national forest grazing lands in the face of growing--and often conflicting--demands (the program is scheduled for an inadequate $404,000--or 2.5 percent--increase to $18.432 million in 1976).

In view of the above, the Federation recommends that the USFS proposed budget for FY 76 be increased as follows: (1) Reforestation and Stand Improvement: up $5.0 million; (2) Wildlife and Fish Habitat Management: add $4.0 million to enable USFS to accelerate its cooperative fish and wildlife habitat management program with the states in compliance with Title II of P.L.93-452, the amended Sikes Act, and to improve habitat for both game and non-game species; (3) Wildlife and Fish Habitat Research: although the proposed budget already includes an extra $1.0 million for Endangered Species, an additional $840,000 is needed for that research ($340,000 at Honolulu, $150,000 at Fresno, $200,000 at Bozeman, and $150,000 at Lehigh Acres) while an additional $1.075 million is required to continue research leading to an increase in both tangible and intangible outputs from wildlands ($100,000 each at Fairbanks, Juneau, Olympia, Stoneville, Provo, and Boise, $50,000 each at Franklin and Fresno, $60,000 at Le Grand, and $315,000 at Reno); (4) Rangeland Management: add $5.0 million to offset inflation and to enable program administrators to accelerate efforts to enhance and manage rangelands to balance the needs of wildlife and livestock; (5) Forest Insect and Disease Control: add at least $8.0 million to offset inflation and to increase USFS capability to react quickly to emergency situations. The extra $8.0 million should be added to the existing contingency fund established to cope with emergency infestation problems; (6) Forest Insects and Disease Research: add $4.0 million to offset inflation, to stimulate research on environmentally sound biological agents (such as B.t.), natural predators, viruses, and sexual attractants, and to develop operationally viable methods of employing these agents; (7) Recreation Uses: add at least $3.0 million to offset inflation and to afford USFS a reasonable chance of staying abreast of increasing outdoor recreation demands; (8) Forest Recreation Use: add at least $500,000 to the presently inadequate budget of $1.218 million; and (9) Surface Environment Mining and Engineering Research: add $1.5 million to permit USFS to effectively come to grips with mining problems and to develop methods and procedures of safeguarding the environment in national forests while complying with mining laws.

With respect to other programs under Forest and Range Management Research, the Federation suggests that you look closely at the proposed reductions in Trees and Timber Management Research (down about 2 percent to $14.451 million) and Forest Watershed Management Research (down a whopping 15 percent to $7.282 million). It seems inconsistent to us to keep increasing the annual cut on national forests (timber sales administration up almost 13 percent to $98.124 million) without making at least a commensurate effort to develop faster-growing, more disease-resistant varieties of commercial species of trees. Likewise, with growing demands on water resources, we believe it is imperative that research on watershed management not be permitted to lag.

Last, turning to State and Private Forestry Cooperation, the Federation recommends the following: (1) Cooperation in Forest Fire Control (CM-2): add $4.743 million to the full authorization of $25 million; (2) Cooperation in Forest Tree Planting (CM-4): add $1.0 million to further stimulate growth on private woodlots using genetically superior seedlings; (3) Cooperation in Forest Management and Processing: add a minimum of $3 million to this effort to meet increased requests for assistance; and (4) Urban Community Forestry: this program should be initiated with $2 million to improve environmental conditions in small cities while providing emergency employment for local citizens.

In closing, we would note that the USFS, like other agencies, could use far more money from the LWCF than it is budgeted to get next year. It could easily use at least $50 million a year (instead of about $30 million) to help

reduce the great backlog of lands still to be acquired for outdoor recreation. This is another illustration of the deficiencies in the current Fund.

Also attached, for your information and use, are copies of several pertinent resolutions adopted at NWF's recent 39th Annual Meeting.

Thank you for this opportunity to offer our views.

ATTACHMENT 1

Rationale for Increasing Funding for BLM Wildlife Program

BLM's Wildlife Program is designed to enhance, maintain, and protect aquatic and terrestrial wildlife habitat on 451 million acres of national resource lands (NRL). The principal wildlife program objectives are to 1) maintain a diversity of wildlife species on lands administered by the BLM, 2) ensure that the welfare and habitat requirements of wildlife are considered in other land-use and management plans administered by the BLM, and 3) protect and enhance critical habitat areas for threatened or endangered species.

The primary means by which these objectives are achieved are 1) development and implementation of Wildlife Habitat Management Plans (WHMP's), 160 of which currently await implementation, and 2) providing technical assistance to and reviewing programs of other BLM Divisions. In addition, the BLM cooperatively administers four National Game Ranges and is responsible for many unique natural areas where wildlife unquestionably adds quality to the outdoor experiences of millions of visitors annually, and income and jobs to those who provide goods and services to outdoor enthusiasts.

The NRL sustain 369 million acres of big game habitat; 386 million acres of small game habitat; 30 million acres of waterfowl habitat; 5 million acres of lakes and reservoirs; and 259 thousand miles of fishing streams. A substantial amount of the habitat is found in the lower 48 states, and here much of the habitat is not producing at potential or is declining to a condition that is unsuitable for wildlife originally inhabiting it.

Funds allocated for FY 1974 for the BLM wildlife program totaled $3.4 million or about 1 percent of the total BLM resource management program. Staffing included 69 field management biologists, 59 of whom were wildlife and 10 fisheries. The proposed FY 1975 budget is only $4.5 million, and the average area of responsibility per professional biologist is a staggering 7 million acres!

The wildlife habitat on the NRL supports a wide diversity of wildlife, including 33 species of federally classified endangered wildlife. Twenty percent of the big game animals in the United States are found on NRL; this includes most of the caribou, brown and grizzly bears, and desert bighorn sheep, 80 percent of the moose, 65 percent of the mule deer, and 45 percent of the antelope. Spawning grounds on NRL streams provide more than half of the West Coast catch of salmon and steelhead which, in 1973, was worth over $125 million. Some 65 percent of the total salmon catch is in Alaska where the NRL provide over 80 percent of the spawning habitat.

Much of this we stand to lose. If current rates of habitat deterioration continue unabated on the NRL in the continental United States, nearly all 111,000,000 acres of big game habitat will be in unsatisfactory condition by the year 2005. Nearly all small game habitat (128,000,000 acres) and stream habitat (16,000 miles) will be producing below potential by 1991 and 1993, respectively; and virtually all waterfowl habitat (645,000 acres) administered by the BLM south of the Canadian border will be in a degraded condition by 1987.

In 1973, the average annual financial contribution of wildlife on the NRL to state and local economies exceeded $26½ million. Public use and recreation on these lands is slated to increase by about 10 percent per year over the present 90 million recreational visits annually. If quality wildlife experiences can be supplied to recreationists through the year 2000, the annual value of the NRL's wildlife resources will increase thirteen-fold--to over $3.5 billion.

Yet, the NRL's wildlife resource will be virtually worthless, by comparison, if current rates of habitat deterioration continue. On the other hand, an increase of $23.0 million this year to launch an accelerated habitat management program will: provide stabilization for unsatisfactory or declining habitats; insure proper protection, enhancement and intensive management for habitats of threatened or endangered species; increase wildlife input into other resource programs which could adversely impact wildlife habitats; and begin to properly manage some of the more important wildlife habitats existing on the NRL.

ATTACHMENT 2

Rationale for Minimal Funding for BLM to Implement Sikes Act (Title II)

The Sikes Act provides opportunities to fund much needed wildlife habitat management on the NRL at no expense to other BLM resource programs. Furthermore, the Sikes Act is a means to assist the BLM in its efforts to comply with the Endangered Species Act of 1973. Thus endangered species play a strong role in the proposed program.

The great challenge to the BLM is twofold:

1) To manage surface resources in a manner which ensures balanced use of the land to meet the Nation's food, fiber, and recreational needs for future generations, while

2) Managing the extraction of subsurface resources, primarily energy resources, in a manner which ensures the least harmful impact on the quality of the surface environment. The Sikes Act adds to this challenge through legislation of a clear mandate for wildlife habitat management of the NRL.

Wildlife and its habitat contribute to the high quality standard of living of millions of Americans. The well-being of our wildlife resource, particularly that on Federal lands, is measured by how well BLM is meeting this challenge. This measure is well understood by an increasingly concerned citizenry. The President and Congress have also recognized the critical role that the NRL play in providing wildlife habitat, not only for common species, but for a growing number of threatened or endangered plants and animals as well.

As one result of this public and governmental awakening, the Sikes Act of October 18, 1974, authorizes conservation and rehabilitation programs on lands administered by the BLM, Atomic Energy Commission (AEC), National Aeronautics and Space Administration (NASA), and the U.S. Forest Service (USFS) similar to such programs that have been carried out on military reservations since passage of the original Act (P.L. 86-797) in 1960. The basic intent of the Act of October 18, 1974, is to:

1) Facilitate direct wildlife habitat management on certain public lands; and

2) Ensure the states a voice in shaping wildlife habitat management programs on NRL, consistent with overall land-use and management plans for the lands involved.

The existing BLM planning system will expedite rapid on-the-ground implementation of the Sikes Act through Habitat Management Plans (HMP's) based on multiple-use decisions expressed in Management Framework Plans (MFP's). The many resource and support functions of the BLM will be combined with inputs from state agencies (as clearly instructed in the Act), the public, and other Federal agencies.

Based on current Memoranda of Understanding with the States, a supplement will be added to each to clarify relationships involving the Sikes Act and to serve as the statewide plan for implementing the Act on the NRL. Action is underway in the 11 western states to supplement these enabling documents between BLM state offices and state fish and game agencies. Such cooperation is fundamental to the spirit of the Sikes Act.

This package was prepared in accordance with existing Interior Department policy regarding cooperation between the BLM and the Fish and Wildlife Service. The BLM is responsible for implementing the Sikes Act on land under its administration, with FWS providing technical expertise and assistance as requested. In addition, the program herein presented is responsive to the need for maintaining coordination with the USFS.

Resolution No. 1

MAJOR CONSERVATION ISSUES, 1975

From knowledge as an association of independent state organizations and their affiliated local groups, the National Wildlife Federation is of the firm conviction that an alert and fully-informed public will demand sound management of natural resources. Public education is the solid foundation upon which conservation practices must be based.

Overall, the National Wildlife Federation continues in its belief that contamination of the environment by water and air pollutants, by toxic chemicals, by solid wastes, and by noise, along with unwise practices relating to the extraction of minerals, and the harvesting of timber, grazing of livestock, the loss of natural areas, and the protection of endangered wildlife, constitute the major natural resource problems of the age. Currently, these are complicated by energy shortages and economic difficulties.

It is in light of this background that the National Wildlife Federation invites the attention of all Americans to what it considers the major conservation issues of the year, 1975:

Energy: The National Wildlife Federation believes that the Federal Government, working in concert with state and local governments, educational institutions, and private organizations, must develop a comprehensive and coordinated national energy policy. Such a policy should identify short-term, mid-term, and long-term goals, aiming towards a goal of reducing the nation's energy growth rate to the lowest practicable level, perhaps two percent (2%) annually, meeting energy requirements with means which are the most efficient and economical and least harmful to the natural environment. This organization continues to be of the firm conviction that energy conservation must be an essential element in a national energy policy, with high priority being given to research and development on clean and safe sources of power independent of other countries while conserving valuable fossil fuels for other beneficial purposes.

Environment Protection and Economics: The National Wildlife Federation calls upon policy-makers to recognize the widespread benefits from investments in environmental protection in terms of improved public health and reduced damages to agricultural crops, wildlife habitat, sport and commercial fisheries and other resources and public property. These benefits clearly outweigh minor influences [illegible] expenditures for pollution control have had or will have on either inflation or an economic recession.

Funding: High priority must be devoted toward funding for a massive energy research and development effort, one emphasizing the promising potentials in newer technologies in sources such as solar (including winds, tides, and ocean temperature differentials), geothermal, and fusion, and in improved conservation efforts. This organization also supports significantly greater financing for programs associated with pollution abatement and conservation of natural resources, especially those for the acquisition of critical wildlife habitat and/or park and wilderness areas which otherwise might be lost, and for an effective tax incentives program.

Land Use: This organization reiterates its conviction that sound land use planning on national, regional, state, and local levels is essential to a future which must identify and protect from competitive uses those areas which are critical to agricultural production, as wildlife habitat, and for public recreational purposes while recognizing needs for facilities for industry, business, housing, and transportation. The principles of sound land use planning and management must be applicable especially to properties owned and managed by agencies of government. Because of the great dependence of Federal and state agencies upon it for the financing of public recreational programs, it is particularly important that the Land and Water Conservation Fund be increased. In addition, the federal accelerated waterfowl wetlands acquisition program must be further extended and expanded.

Fish and Wildlife: As the demand for energy and land increases, posing an ever-greater threat to wildlife habitat, it is imperative that conservationists work together to conserve, maintain, and improve wildlife habitat--the critical factor in achieving optimum numbers of wildlife. The National Wildlife Federation supports a balanced wildlife management program which gives consideration to all species and recognizes the aesthetic and ecological values of wildlife as well as

its value as a resource to consumptive users. Our wildlife resource belongs to all Americans, hunters and nonhunters, and we deplore any controversy between them that will impede the effort to improve and protect wildlife habitat. We recognize the rights of non-consumptive users just as we recognize hunting--properly regulated and based upon scientific principles--as a legitimate technique of wildlife management and as a form of recreation. We favor strict enforcement of hunting laws and insist that those laws be based upon the principles of sound, scientific wildlife management, completely protecting those species in short supply but allowing the regulated taking of those appropriate species which are abundant. We view as particularly urgent the need to preserve wetlands and estuarine areas, and recommend that the U.S. Fish and Wildlife Service and appropriate state wildlife agencies be given a stronger voice in decisions relating to federal water developments.

International Affairs: The National Wildlife Federation urges that the United States Government take an active and positive role in encouraging other nations to include proper considerations for the environment in all of their developmental activities, recognizing global concerns about the lack of application of scientific wildlife management, water pollution, contamination of the air, and over-harvesting of marine mammals and fishery resources. This organization appreciates the complexities of problems associated with food shortages, human settlements, desertification, weather modification, water desalination, and energy conservation, and recommends that the United Nations Environment Programme lay heavy stress upon the benefits to be gained through voluntary efforts toward stabilizing human populations. The National Wildlife Federation continues to have a particular concern over the welfare of international resources such as migratory waterfowl, whales, polar bears, porpoises, and bluefin tuna, and reiterates its belief that the fisheries jurisdiction of the United States should be extended to a 200-mile zone contiguous with our coasts.

Resolution No. 3

THE ENVIRONMENT AND THE ECONOMY

WHEREAS, the Nation's mounting dual economic crisis of inflation and recession is stimulating critical review of Federal, state, and local expenditures for pollution controls and environmental protection; and

WHEREAS, studies contracted by the U.S. Environmental Protection Agency and the Council on Environmental Quality have found that current environmental expenditures cause an annual inflation rate of about 0.3 percent and the inflation rate caused by pollution controls for the period 1973-82 will be only about 0.2 percent; and

WHEREAS, the costs of implementing pollution controls increase with each year of delay; and

WHEREAS, investments in pollution control facilities stimulate new markets and employment opportunities; and

WHEREAS, pollution represents the inefficient and wasteful use of limited natural resources, itself an inflationary process; and

WHEREAS, the annual damage caused by air and water pollution is estimated to cost the Nation more than $24 billion; and

WHEREAS, damage caused by pollution also extends to human fatalities, impairment of public health, and losses of irreplaceable resources;

NOW, THEREFORE, BE IT RESOLVED that the National Wildlife Federation, in annual convention assembled March 14-16, 1975, in Pittsburgh, Pennsylvania, hereby expresses the belief that the most expeditious abatement of pollution and environmental degradation is essential to the well-being of the Nation and its economy; and

BE IT FURTHER RESOLVED that any curtailment of pollution abatement programs must be preceded by a thorough investigation of the benefits of continuing pollution as well as the costs.

Resolution No. 9

NATIONAL CONSERVATION PUBLIC SERVICE PROGRAM

WHEREAS, the United States is experiencing a serious economic recession with widespread unemployment, both in inner city areas and in rural regions; and

WHEREAS, there is a large backlog of unfilled projects on federal and other public lands involving wildlife habitat improvement, reforestation, timber stand improvement, trail construction, erosion control, and other environmental enhancement work for which there is an urgent need; and

WHEREAS, the Administration has initiated an urban-oriented Public Service Program designed to alleviate the Nation's unemployment problems; and

WHEREAS, the history of the Civilian Conservation Corps, existent in the U.S. in the decade of the 1930's, offers overwhelmingly conclusive evidence of the great environmental benefits which can emanate from a public service program designed to enhance natural resource values on public lands;

NOW, THEREFORE, BE IT RESOLVED that the National Wildlife Federation, in annual convention assembled March 14 to, 1975, in Pittsburgh, Pennsylvania, hereby urges that the Government of the United States expand the current Public Service Program to include a public lands-oriented conservation element designed to perform necessary work and enhance the natural resource values in national forests, parks, wildlife refuges, trails, wild and scenic rivers, national resource lands, and other public properties, including those at state and local levels.

Resolution No. 14

FINANCING OF WILDLIFE REFUGE ACQUISITION PROGRAM

WHEREAS, the abundance of our wild waterfowl population is directly related to the amount of waterfowl wetland habitat available; and

WHEREAS, the United States duck hunter, through his purchase of the Migratory Bird Hunting Stamp, otherwise known as the Duck Stamp, has carried a considerable financial burden of purchasing the necessary wetlands for wildlife habitat; and

WHEREAS, these waterfowl refuges purchased with duck hunters' money are utilized by tens of thousands of people each year for various recreational pur-

poses such as birdwatching, nature study, picnicking, camping, hiking, fishing, swimming and others; and

WHEREAS, these people utilizing these refuges purchased primarily with the sportsmen's money benefit from the wetland acquisition program whether or not they are waterfowl hunters;

NOW, THEREFORE, BE IT RESOLVED that the National Wildlife Federation, in annual convention assembled March 14-16, 1975, in Pittsburgh, Pennsylvania, requests that the U.S. Fish and Wildlife Service include in its descriptive literature and post in plain view at appropriate places, a statement calling attention to the wetland acquisition and public benefits derived from the contributions of sportsmen.

Resolution No. 15

TIMBER MANAGEMENT POLICIES OF THE U.S. FOREST SERVICE

WHEREAS, the President's Advisory Panel on Timber and the Environment recommends that public and private practices to increase timber production be concentrated on lands which are most responsive to intensified management; and

WHEREAS, intensive forestry management can result in conflicts with other of the multiple uses when applied to areas which are least capable of sustaining high timber yields or where land use plans show that other values transcend commercial timber; and

WHEREAS, inclusion of marginal areas incapable of producing at least 50 cubic feet per acre per year results in an increase in the total allowable cut; and

WHEREAS, the poor economic feasibility of cutting submarginal areas tends to concentrate the computed allowable cut on the more productive sites and may result in their being overcut;

NOW, THEREFORE, BE IT RESOLVED that the National Wildlife Federation, in annual convention assembled March 14-16, 1975, in Pittsburgh, Pennsylvania, hereby recommends that the U. S. Forest Service concentrate its timber management upon those areas which are most responsive, removing from the "regulated", and placing in the "unregulated" designation those lands in the Rocky Mountain regions which are incapable of producing at least 50 cubic feet per acre per year; and

BE IT FURTHER RESOLVED, that similar, though not necessarily identical, standards be developed for other regions when necessary.

Resolution No. 19

MANAGEMENT OF WILDLIFE

WHEREAS, the proper harvest of game and furbearers is an important management tool for the control of their populations; and

WHEREAS, the harvest of game through regulated hunting has from time immemorial provided man with wholesome recreation as well as providing him a source of food; and

WHEREAS, the hunter who has enjoyed such recreation and the additional source of food has also been, by far, the greatest financial contributor to the conservation of these game species; and

WHEREAS, the hunter's contributions to the management of game species has also provided many benefits to non-game species of wildlife; and

WHEREAS, the pelts of furbearers have been used by man from time immemorial as an additional source of clothing; and

WHEREAS, the use of snares, steel traps, and/or conibear traps are currently the only practical tools known through which pelts can be obtained; and

WHEREAS, all states through their legislatures or their fish and game departments have established laws and regulations to minimize the inhuman aspects of trapping; and

WHEREAS, in recent months some organizations have instigated numerous efforts to prevent the use of guns to harvest game and the use of traps to harvest fur bearers; and

WHEREAS, none of these organizations has done as much to conserve and increase wildlife (particularly game and furbearers) as have the hunter and trapper; and

WHEREAS, if the anti-gun and anti-trap proponents were to succeed in their efforts, the most important source of funds toward the management of wildlife would disappear;

NOW, THEREFORE, BE IT RESOLVED that the National Wildlife Federation, in annual convention assembled March 14-16, 1975, in Pittsburgh, Pennsylvania, hereby expresses the belief that anti-gun and anti-trapping organizations should join forces with the sportsmen and trappers of our Nation to: 1. increase our efforts towards the management of wildlife habitat; 2. combat the common enemy of wildlife resources, namely, those who are in the process and/or are planning to eliminate wildlife habitat; and 3. increase research to develop more humane methods of harvesting furbearers.

Resolution No. 20

ESTABLISHMENT OF RED DESERT GAME RANGE

WHEREAS, the Red Desert area of Wyoming is in public ownership and provides forage for privately-owned domestic livestock; and

WHEREAS, the Red Desert offers excellent opportunities to manage public wildlife resources for the public benefit; and

WHEREAS, agencies of the federal and state governments have responsibilities to manage public wildlife resources on behalf of the public;

NOW, THEREFORE, BE IT RESOLVED that the National Wildlife Federation, in annual convention assembled March 14-16, 1975, in Pittsburgh, Pennsylvania, hereby urges that the Secretary of the Interior take whatever steps are necessary to establish the Red Desert Game Range on suitable amounts of public lands in Wyoming for the purpose of perpetuating native species of wildlife.

SUMMARY SHEET

NWF-RECOMMENDED INCREASES IN PROPOSED FY 1976
FEDERAL BUDGET (FOR INTERIOR AND RELATED AGENCIES)

*U.S. FISH AND WILDLIFE SERVICE

Program	Proposed by the Administration (millions of dollars)	Increase recommended by NWF (millions of dollars)
National Wildlife Refuge System		
Field Operations	20.0	+7.1
Facilities Rehabilitation	1.598	+6.402
Migratory Bird Conservation Account	12.0	+10.0
Fishery Resources Activity Programs	25.137	+1.0
Law Enforcement	7.3	+2.0
Endangered Species (Grant-in-Aid, Sec. 6)	0	+2.0
Injurious Wildlife Importation Regs.	Not known	+2.5
International Convention on Endangered Species	Not known	+0.5
Review Federal Permits	Not known	+2.0
Fish & Wildlife Coordination Act Studies	Not known	+2.0

NATIONAL PARK SERVICE

Planning and Construction		
Buildings, utilities, and other facilities	13.452	+13.0
Operation of the National Park System		
Park management	5.824	+4.176

BUREAU OF LAND MANAGEMENT

Management of Lands and Resources		
Resource management, conservation and protection	162,938	+34.5
Range management	Not known	+5.0
Watersheds and soils	Not known	+3.0
Wildlife habitat (see attachment)	Not known	+25.0
Sikes Act, Title II (see attachment)	Not known	+1.5

BUREAU OF OUTDOOR RECREATION

Planning and Research		
Nationwide Planning	.03	+.47
Resource Area Studies	1.136	+.40
Land and Water Conservation Fund	300,0	+262.0 (Also write off $62 million loan against Fund)

*Programs reflect "traditional" functions. These functions are spread throughout the programs shown in the Administration's proposed budget. Therefore specific amounts budgeted cannot be identified.

Program	Proposed by the Administration	Increase recommended by NWF
BUREAU OF RECLAMATION		
Pacific Northwest Region		
Modernization of 3 fish hatcheries at Leavenworth, Entiat, and Winthrop		+2.7
U.S.FOREST SERVICE		
Timber Resources Management		
Reforestation & stand improvement	46,686	+5.0
Wildlife & Fish Habitat Management	11,360	+4.0
Wildlife & Fish Habitat Research	5,196	+1.915
Rangeland Management	18,432	+5.0
Forest Insect & Disease Control	11,579	+8.0
Forest Insect & Disease Research	18,145	+4.0
Recreation Use	51,130	+3.0
Forest Recreation Research	1,267	+.5
Surface Environment & Mining Research	2,298	+1.5
State and Private Forestry		
Forest Fire Control	20,257	+4.743
Forest Tree Planting	.337	+1.0
Forest Management & Processing	5,605	+3.0
Urban Community Forestry	0	+2.0

Senator BELLMON. For my information, you called attention to the inadequacy of the appropriations for the migratory bird conservation account. How much is in the budget?

Colonel HAMPTON. $12 million.

Senator BELLMON. Is that the full amount from receipts of duck stamps?

Colonel HAMPTON. That is right. Nothing more, there is no advance against the public account. There is still $19 million remaining in it.

Senator BELLMON. I certainly agree with you that we should be moving ahead. That program has done a lot of good, but it could accomplish a lot more if it were properly funded.

Colonel HAMPTON. Thank you.

Senator BELLMON. Thank you very much, Colonel. We appreciate your presentation.

STATEMENT OF DAN GARDIPEE, LANDLESS INDIANS

ACCOMPANIED BY MS. JESSIE JAMES

Senator BELLMON. Our next witness will be Mr. Dan Gardipee and Ms. Jessie James representing the Landless Indians. I understand they have a plane to catch, so we will hear them at this time.

Mr. GARDIPEE. Thank you, Mr. Chairman. I am Dan Gardipee of the Chippewa-Cree. I have 2½ years of college but I dropped out because of lack of funds to maintain myself and my family. The BIA has a legal obligation to fund students in a way where no hardship is felt by the student. However, by reality, Indian people have to prove their ability.

I will just go through this briefly. There is a need for a larger sum of money for both married and divorced and also for the single students while they are attending college on BIA grants and scholarships. The areas of biggest concern are housing, clothing, food, medical and emergency needs, and transportation.

A married person going to school receives an amount of money that barely covers their existing needs. A couple that puts in for money to go to school know the amount of their needs, but between the college and the Bureau these needs get cut back or eliminated altogether. The main reason given for these needs being cut or eliminated, according to both the college and the Bureau of Indian Affairs is there is only so much money appropriated each year to meet these needs. These are either cut or eliminated altogether which is not fair to the student attending college or his family. The average cost of a house or apartment in most college areas is about $175 for apartments, $200 for houses. This is substandard housing for people who are trying to better themselves.

Most Indian people if they could be provided with enough funds to attend college, could go on to become doctors, lawyers, or psychologists. They could become competitive with the non-Indian people for jobs throughout the country. I would like to say that I would like to see an increase in this so that there could be more people attending colleges and the people attending colleges do not want to have to give up or do not want to have to live under these types of conditions.

Thank you.

Senator BELLMON. Ms. James, you can use the mike there if you like.

Ms. JAMES. I am here on behalf of the project director and I am here as a student applicant. I was reading over the report given to you by Morris Thompson and in his statement before your committee, he estimated that there should be 17,000 young Indian men and women entering that would be provided BIA scholarship grants. I believe that number is highly underestimated. In the State of Montana alone, the applicants for grants have increased to such a degree that there are persons waiting for BIA assistance to attend school. I think perhaps that should be reevaluated because if our State is going up at almost a double rate, then I am sure the other States are as well.

I think the appropriations for Indian higher education should be, if anything, doubled. I have been to the reservations and most of them have a need for twice the amount which they are getting. Education is the weapon which will make us the White man's equal. I believe that is true today, and it was 100 years ago.

Thank you very much.

Senator BELLMON. You have both spoken in favor of larger sums of money for educational grants. You have said that you are a student or were a student until you dropped out?

Mr. GARDIPEE. Yes. I dropped out because the Bureau—I had six children. I was going to a Catholic college in the city of Great Falls. Their tuition and fees are higher than the State. I have built a home in Great Falls. I have a lot of ties there, my family likes it there, so I found it very feasible to stay there and try to go to school. On the budget the Bureau gave me there, I could not continue my education.

Senator BELLMON. How much was your monthly allotment?

Mr. GARDIPEE. I was receiving $3,900 a semester.

Senator BELLMON. $3,900?

Mr. GARDIPEE. Yes; a semester. I could break that down quickly.

Senator BELLMON. I do not want it broken down. You were getting $3,900 twice a year; that is almost $8,000 a year?

Mr. GARDIPEE. Yes.

Senator BELLMON. How much did you think you needed?

Mr. GARDIPEE. For the tuition and fees, supplies, books, and rent, that just covered it. How much did I think I needed? I would put in for about $10,500 and I would get approximately $7,800.

Senator BELLMON. You feel that $10,500 a year should be the amount for each Indian student attending college?

Mr. GARDIPEE. I thing it should vary.

Senator BELLMON. According to what?

Mr. GARDIPEE. According to the size of the families, according to their needs, and the school they are attending. The university system in the State of Montana has a State fee waiver.

Senator BELLMON. What are you doing now?

Mr. GARDIPEE. I am working at the Indian education center. I have worked for the Montana scholarship services part time.

Senator BELLMON. How much is your present salary?

Mr. GARDIPEE. $700 a month.

Senator BELLMON. That is $8,400 a year. You are only $400 better off now than when you were going to school.

Mr. GARDIPEE. Wait a minute. This $3,900 was given to me twice a year.

Senator BELLMON. $3,900 times two is $7,800.

Mr. GARDIPEE. Yes; but I had to pay tuition and buy books. I had to pay $55 for supplies. I had $150 monthly rent. I had about $100 a month in utilities.

Senator BELLMON. You are still paying utilities and rent, I am sure.

Mr. JAMES. Dan will be receiving more moneys fairly soon. That is why he took this job.

Senator BELLMON. I do not want to belabor the point, but it seems to me that a scholarship of $8,000 a year is fairly generous. I think you were lucky to be getting that much. It would seem to me there is not much you could expect Congress to do about that.

Mr. GARDIPEE. When you cannot buy clothes, when there is nothing allowed in the budget to clothe your children so that they can go to school——

Senator BELLMON. But you are living now on $8,400.

Mr. GARDIPEE. I will be going to a higher salary later on.

Senator BELLMON. I am talking about the present.

Ms. JAMES. Our figures here which we have in the budget will take care of 17,000 students. Dan is exceptional. The average grant is around $2,000. It is not that. It is around $2,000 if that.

I go to school, and I started back to school when I was 31 and I had three children. There was no way I could make it on that. I am $4,000 in debt with educational loans at this time. I finished school but it is very difficult to pay back these loans. I would not like to see Indian students get into that debt, who are not able to pay them back. That is why I am here. It is a hardship.

Mr. GARDIPEE. That is one thing I failed to point out. I received $1,000 per year in loans so I refused it this past semester. Actually I only got $3,400 which is still just a cut above what a single student receives.

PREPARED STATEMENT

Senator BELLMÓN. OK, thank you very much, sir. I appreciate your appearance. We will put your full statement in the record.

[The statements follow:]

STATEMENT OF JESSIE JAMES

Statement of Jessie James, enrolled member of the Gros Ventre Tribe, Fort Belknap Reservation, Harlem, Montana.

At present, I am the Project Director of the Montana Educational Talent Search Program and the President of the Association of Montana Native American Counselors. It is with the gravest concern that I come before you today to speak as an advocate for Native American students and their problems in receiving adequate financial assistance from the Bureau of Indian Affairs to obtain a post-secondary education.

I sincerely wish I could say that it is a pleasure to be here. Years ago my Grandfater, Frank T. Ereaux came before you to request support for the education of his Indian people. Today this country celebrates the 200 birthday of it's government, and still a member of my family must come before you to speak in behalf of Native American people and the lack of adequate funds to provide an equal education. "Education is the weapon which will make us (the Native Americans) the white man's equal and not his slave." This is as true today as it was when uttered by an Indian chief a hundred years ago. America, the lack of educational opportunity for your Native American people is your bi-centennial shame! I see no celebration for Native American students when we still suffer the degradation of having to beg and prove the financial needs for our post-secondary education.

All you have to do is look at the reports of the Bureau of Indian Affairs area offices. The request of Indian Students for BIA educational assistance is on the increase, yet funds are not being adequately increased. We shouldn't have to come before you to tell you of these needs for you have these reports right here on file.

During the FY 1974, my program provided educational counselling to 821 clientd. Of this number, 757 were of Indian descent. Three hundred and fourteen (314) were placed in post-secondary education, of which 179 received inadequate B.I.A. funds.

This is your shame. It is difficult enough for an Indian student to get into a post-secondary institute, and remain under very prejudice conditions without having to be constantly faced with financial problems. Many students drop out, not because they can't face the problems of prejudice, but because of inadequate funds.

Listen to my people who are here to request full financial support from BIA for Native American Students. Read your reports from your area officials. I don't believe you will be able to deny the needs for additional increase of educational funds for Native Americans who have the motivation and dedication to seek a post-secondary education.

Thank you.

Jessie James

STATEMENT OF DAN GARDIPEE

There is a need for larger sums of money for both the married and divorced people in many different areas while attending college on B.I.A. grants.

The areas of biggest concern are housing, clothing, food, medical, emergency needs and transportation.

A married person going to school receives an amount of money that barely covers their existing needs. A couple that puts in for money to go to school know the amount of their needs, but between the college and the bureau these needs get cut back or eliminated altogether. The main reason given for these needs being cut or eliminated, according to both the college and the Bureau of Indian Affairs is there is only so much money appropriated each year to meet these needs.

On and around most colleges the cost of renting a house or apartment is quite high. In fact if a couple attending college have children, which most do, the colleges don't seem to have suitable housing to meet these peoples needs. These people thus have to go into the community to rent, they then run into higher rental prices than their budget allows. Most Indian families have at least four (4) children, which means they have to have at least a three bedroom house or apartment. The average cost of a house or apartment in most college areas is about $175 for apartments, $200 for houses.

In renting a house or apartment in a college town, most people can not rent a place thats in walking distance, as these seem to be hard to find. Thus another problem arises that of transportation. Indian people that have children and live a distance from the college they are attending have a two fold problem. There is a problem of babysitting which is not allowed for in the budget and transportation for the older children attending public school. Again the problem arises of the lack of suitable housing in an area accessible to most public and private schools such as a Catholic, Day Care Centers, etc., etc. Thus once again the Bureau and college do not allow for such extra expenses in a students budget, because of the money the Bureau are allotted each year.

As stated earlier most Indian people attending school have at least four (4) children, and again their budget worked up by the Education Specialist and Financial Aid Office allows little if any clothing for these children. The parent has a responsibility of clothing these children in a manner in which the child will be proud to attend school. In order for the parent to do this he or she cuts corners on the budget, such as housing, medical and transportation are than affected by these cuts. The parent also has a need for clothing suitable to meet his or her needs while attending school. In areas were there are adverse weather conditions there is a need for both parent and child to have clothing suitable for such conditions. Once again this is not allowable because of the budget set up by the existing agency.

A parent who is attending school and have children at home know how important a well balanced meal is for these children. A person going to college is not eligible for the federal food stamp program. Thus most people attending college buy foods that are high in starch and low in calories. Again on their budget this is all they can buy.

If a person comes from a reservation directly to school he is eligible for a medical card from the Public Health Service. A majority of students live in urban areas, and thus are not eligible for medical help, nor is their money allotted in their budget for this need.

A person attending school sometimes don't see a need for emergency funds. There could be many reasons for these funds, such as a death in the family, a sickness, a member of his or her family maybe injured in a car, at work, or participating in a function at home or away. These funds also could be used for car repairs, and medical aid that isn't covered by Public Health Service.

There are many reasons to increase the money allotted to the Bureau of Indian Affairs. If these funds are increased many more Indian people could and would be attending college. Also there could be an increase in money allotted our people attending college today. With an increase in B.I.A. money,

many married and divorced parents will be able to develop a budget that will eliminate many existing hardships. There also would be an increase for the single student as many of these problems exist for them.

With an increase in B.I.A. money for education there would be more of our people going on to become doctors, lawyers, psychologist, many would go on and get their Masters and Doctorate degrees.

Dan Gardipee
Indian Education Center

STATEMENT OF DAVID BUELL, MEAD PAPER, MICHIGAN

Senator BELLMON. Our next witness will be Mr. David Buell, representing the Mead Paper Corp., Mich.

Mr. BUELL. Mr. Chairman, my name is David Buell. I am operations research manager for the woodlands of the Mead Corp. at Escanaba, Mich. I am appearing in behalf of the Forestry Committee of the Michigan State Chamber of Commerce in support of an additional $950,000 funding of the forest survey of the North Central region.

The forest survey is a vital part of the planning for full and proper utilization of the forest resources of the Lake States or any other area of the country. Up-to-date information on available surplus timber volumes, by volumes, I mean growth over drain, surplus growth over drain, by county is critical to the orderly expansion of wood using industry.

I have been personally involved in the decisionmaking for four major timber industry expansions in the Eastern United States. These expansions involved over $500 million in capital investment and have directly provided over 2,000 new jobs in the areas concerned. Each one of these expansion decisions were heavily dependent on the forest survey information for the area.

When the Mead Corp. was planning to expand its Escanaba, Mich., pulp and paper operation from 40,000 cords to 430,000 cords per year, the forest survey of 1965 played an important role. The availability of wood was used in deciding to expand and then the forest survey information was used in locating concentration points for gathering pulpwood in those areas where surpluses existed. Experience has proven the existence and availability of timber at these locations. Mead's expenditure for enlarging Escanaba operations was in excess of $100 million. Employment in the Mead plant is over 1,000 people with another 500 independent producers in the woods.

The 1965 forest survey data for Michigan are now 10 years old and near the end of their usefulness. There are indications that surplus timber supplies are still available in the Upper Peninsula of Michigan. It is possible that 5,000 to 6,000 jobs could be created directly by the utilization of this surplus. In addition, several thousand secondary jobs would come from service and supply of the primary wood using industries.

These thousands of jobs will require millions of dollars of capital investment. Before this level of expenditure can be risked, there must be available up-to-date resource information from a new forest survey. Federal funds for forest survey are supplemented by State and private contributions. In the past, these joint efforts have paid off in terms of jobs, assured continuation of existing industry, in orderly expansion of new industry and in the general development of the Lake States.

Thank you.

Senator BELLMON. Mr. Buell, let me ask you just a couple of questions. There is nothing done by the private sector in connection with the surveys. Were these all done by Federal funds?

Mr. BUELL. No. They were not completely done by Federal funds. In one particular experience that I had with the forest survey, industry donated 5 or 6 man-years of time to the forest survey effort. The

State contributes in Michigan with people gathering information and pulling it together.

Senator BELLMON. But there is no matching formula for the States. Do you see any kind of matching program where these surveys could be held where they do the most good?

Mr. BUELL. There probably is merit in it, yes.

Senator BELLMON. I understand what you say about Michigan's surveys being 10 years old. This is true generally across the country. It would seem a survey that is 10 years old is probably not of great value.

Mr. BUELL. No; it is not.

Senator BELLMON. Thank you very much, Mr. Buell. It will be necessary to recess the committee for about 10 minutes. There is a vote on and I will try to return as quickly as possible.

[A brief recess was taken.]

STATEMENT OF RUSSELL E. GETTY, STAFF FORESTER, WESTERN FOREST INDUSTRIES ASSOCIATION, MONTANA

Senator BELLMON. The subcommittee will come to order. The next witness will be Mr. Russell E. Getty, representing the Western Forest Industries Association.

Mr. GETTY. I am Russell E. Getty, staff forester for the Western Forest Industries Association. Our members are mostly independently owned sawmills and plywood plants located throughout the Western States and Alaska.

My interest here today is the 1976 fiscal year budget of the United States as it relates to certain parts of the forestry programs of two Federal agencies; namely, the Bureau of Land Management and the Forest Service. For the Bureau of Land Management we urge the Appropriations Committee to restore the $1,400,000 and 43 forestry positions that are in the current forestry program but have been deleted in the 1976 fiscal year budget. For the U.S. Forest Service, the appropriation for forest lands should be increased by $150 million so that the commercial forest lands managed by the Forest Service can produce the timber of which they are capable and at the same time serve the multiple use programs required on the same lands.

For many years, the forestry program on the public domain lands administered by the Bureau of Land Management has been limping along with a sporadic objective of selling less than 50 million board feet per year whereas the potential on these lands have been listed as capable of producing over 225 million board feet per year. In 1975, the agency proposed to increase timber sales to 150 million board feet in keeping with national goals for housing. After only 1 year, the 1976 budget will require the BLM to abandon a good program which is a critical component of the national need for a steady timber supply in support of housing and employment. We urge that the program be continued.

The key to stabilizing the price of lumber, plywood, paper and other forest products is to have a dependable, and steady supply of raw materials year in and year out during good times and bad. The slowdown in housing starts and severe drop in the price of lumber during the past winter caused some people in the administration to assume timber sales from Federal lands could be reduced with no ill effects. This is

not the case. A feast and famine policy on timber sales leads directly to extreme fluctuations in lumber prices and the escalation of the price of homes in the long run. A contributing factor is the lagtime between preparation of a timber sale from Federal land and its ultimate manufacture and marketing, which is generally 2 to 3 years and often 5 years or more.

We urge continuation of the Bureau of Land Management's forestry program on the public domain at the 1975 level in 1976.

The Forest Service appropriation for roads and trails in the 1976 budget is $108,225,000 in direct appropriations and an additional $48 million to be available by transfer from timber sale receipts, 10 percent, for road construction and maintenance. Almost all of this amount is designated for personnel and contingencies, and almost none is available to build roads.

According to a recent report from the Congressional Research Service of the Library of Congress, which I attached to the hearing record, in case you do not have access to it directly, the entire burden of financing road construction for all purposes on the national forest has been shifted since 1967 from Federal funding to timber purchasers who construct roads under reduced timber prices. This report indicates Federal construction may be 5 percent of the total, and 95 percent will be timber purchaser construction in the 1976 budget, whereas prior to 1967, the balance was roughly half and half, which is a much healthier balance. Space in this statement is not adequate for a full explanation of a complicated situation. However, the net effect of the policy of timber sale purchasers building almost all roads on the national forests by reducing timber sale prices on sale contracts is a serious reduction in the amount of timber that can be offered for sale on some national forests.

This problem is especially acute in the Rocky Mountain States. Currently, the lumber market has declined to the point where the timber values are far exceeded by the cost of the roads, and there is no other Federal money available to build roads needed for all multiple uses on the forest. This interruption in the steady production of timber will have a serious inflationary effect on the price of lumber, the cost of homes, and forest products in the future, and it is having the immediate effect of increasing unemployment.

With the income from timber sales estimated to exceed $400 billion—it is $480 million in the 1976 budget—it seems reasonable to appropriate an amount approximately equal to that being used for personnel in design, engineering, supervision, and overhead for the purpose of constructing roads. Some road construction under timber sales can still be accomplished, and a reasonable balance approximating that in the years prior to 1967 should be sought or 50-percent federally financed road construction.

We, therefore, recommend that $150 million be appropriated in the 1976 budget for the purpose of constructing roads on the national forests, and that this entire amount be designated for construction of roads by contract, and that the amount expendable on Forest Service personnel be strictly limited to 5 percent, actually where left off, of the total amount appropriated, and that the amount expendable on administrative overhead likewise be strictly limited to not more than 5 percent of the amount appropriated.

51-957 O - 75 - pt. 4 - 65

Since they are already spending $156 million——

Senator BELLMON. I have only two questions, Mr. Getty. It may sound like cross-purposes, but I do not intend it to be that way. In the national forest with which you are familiar, is there evidence of a waste of timber that would have been harvested had the road system been more adequate?

Mr. GETTY. Definitely. We have large volumes of timber going to waste, through disease and bug kill. You would be appalled if you saw them going to waste. There are no roads to pick up the timber that is available. The other aspect of it is the roads cost so much it is impossible to sell the timber reasonably now, and we need a road system in there before we can pick them up, pick up the dead and drying timber. Definitely, there is. Your impression is right.

Senator BELLMON. What is the policy of the Forest Service if they have a tract where timber is past its prime, if it is getting into old age conditions, or if it has problems with insects and disease? Are they harvesting timber that is going to be wasted, or are they waiting to use up that entire tract before harvesting?

Mr. GETTY. They are pretty much forced to wait until they can put the entire tract up under contract. The system does not provide for us to do it otherwise.

Senator BELLMON. Then the contractor, the purchaser, has to go in and build the roads before he can proceed to harvest the timber?

Mr. GETTY. That is right. That is why we would like to see them go ahead with the federally built roads and then be able to put in roads so that they have them whether they have a contract or not.

Senator BELLMON. With this money, they could go ahead and build the roads and continue to harvest the timber, then when the contracts were sold, it would be harvested immediately?

Mr. GETTY. That is right.

Senator BELLMON. This may sound like cross-purposes, but it would seem like purchasers might prefer to build their own roads. Then they could put them where they wanted them. Is this a problem or not?

Mr. GETTY. No; they are not permitted to put them where they want them. The Forest Service designs them. That is one reason why they build up such a big staff. They used this $108 million largely for personnel. They have to engineer, design, and locate and supervise the construction of these roads in the exact location that they specify.

Senator BELLMON. So the roads are put in where the Forest Service wants them, regardless of who pays the cost?

Mr. GETTY. That is right.

Senator BELLMON. You are suggesting a 50–50 matching arrangement?

Mr. GETTY. Yes.

Senator BELLMON. Thank you very much, Mr. Getty.

Mr. GETTY. Thank you, sir.

STATEMENT OF HON. BILL BROCK, U.S. SENATOR FROM TENNESSEE

Senator BELLMON. I notice that Senator Brock of Tennessee is in the room. If you have a statement you would like to make, Senator, we would recognize you at this time.

Senator BROCK. I wanted to introduce Dr. Dicks of the University of Tennessee if he is next.

Senator BELLMON. We will call Dr. John B. Dicks, University of Tennessee Space Institute.

Senator BROCK. Mr. Chairman, I personally would like to express my gratitude for the opportunity to introduce Dr. Dicks from the University of Tennessee Space Institute. He is a University of Tennessee alumni, a distinguished professor, currently professor of physics and director of the Energy Conversion Division of the University of Tennessee's Space Institute. He is involved in teaching graduate courses and directing research.

Of particular relevance is the project to develop a program for MHD, direct coal power generation test facility, sponsored by the Office of Coal Research and the Energy Research and Development Administration, or ERDA, for $8.1 million over 3 years. This is the largest fossil fuel program in any university, and it is presently the largest MHD program in the country.

Dr. Dicks is one of the country's leading experts on MHD energy conversion, and of course the University of Tennessee is well known for its work in energy research.

As I mentioned, ERDA has contracted with Dr. Dicks and the university for this research on MHD. As the committee knows, Senator Baker and I are sponsoring an amendment to increase the funding for MHD research. This new technology will enable us to more effectively utilize our coal resources in the generation of electric power. Indeed, in a speech on the floor of the Senate just this past Monday, the distinguished majority leader, Senator Mansfield, called MHD one of our best hopes for overcoming our present energy problems. I very much agree with his enthusiasm. I hope that the committee will, in its judgment, support efforts to achieve more adequate funding for this fundamental program. I think it is essential for our search for energy adequacy in the coming decade, particularly for our desire to achieve independence from foreign sources.

In that regard, I would like to, with these very brief comments, allow Dr. Dicks to present his testimony and to commend him to you as one of the leading scholars in the field.

Senator BELLMON. Thank you, Senator Brock. We are very glad to have Dr. Dicks' testimony. Also, I am informed that Senator McClellan and Senator Baker are vitally interested in the testimony Dr. Dicks is about to present.

Senator BROCK. Senator Baker and I cosponsored the amendment to increase the funding level for the work Dr. Dicks is doing. Also, I would like to point out that this program is so new in terms of our international or national research there really is no other site in the country which has had the focus of attention and expertise that we have had in Tennessee. We have a magnificent ongoing research program; and I think it is worthy of our continued support.

Senator BELLMON. Thank you very much.

Dr. Dicks?

STATEMENT OF DR. JOHN B. DICKS, UNIVERSITY OF TENNESSEE SPACE INSTITUTE

Dr. DICKS. Thank you, Senator. Magnetohydrodynamics is a long word but a rather old electrical invention having been made about 1931. It is only since the space program and our ability to handle high

temperatures that we can put this into practice. This is the reason why it is not so well known. It provides for a rather considerable simplification of fossil fuel powerplants and shows promise of producing efficiencies of 50 percent in the first generation and theoretically up to 75 percent in later generations.

This simply means that you can get 30 percent more energy per pound of coal than you can by conventional means and that we have a hope also because of its simplicity of reducing the cost of a powerplant which now runs about a half a billion dollars, by some 20 percent or so. This technology also is built in the powerplant and cleans up all of the sulphur pollution in the plant and goes far toward removing nitrogen oxide pollution, because of its thermal efficiency, it does well on thermal pollution. It is, therefore, the ideal solution from the standpoint of fossil fuel, of our problems in electrical power generation.

The luck that we have had in the laboratory has rather rapidly outrun the facilities which have been presently constructed in the United States. Unfortunately, there are rather considerable administrative delays between each step of our energy program, between laboratory and subpilot plant stage, between the powerplant and the demonstration plant. Contract negotiations run a year, siting and environmental impact statements would have to be written on these large facilities and may take a year or two.

We are asking for the money to start this paperwork in Tennessee for the next stage. The paperwork in general is relatively cheap. It represents design and siting, but it is as lengthy as the very expensive technical investigations, so we are asking on our own behalf about $3 million on the faith that this will grow into a pilot plant.

The whole program in the United States requires more than that. We feel that about $40 million is warranted for this coming year, not for support of ourselves primarily but support of a western facility, for support of people in the university's facilities who have not been activated. We feel that this is so important for our country's future that we are asking for this even though the present ERDA budget request is only $13 million.

I might hasten to add that the ERDA request was made up in the confusion as the Office of Coal Research was transferred from Interior over into ERDA. We hope that the new Administrator, Dr. Seamens, in his supplemental budget, due around the first of June, will come up with nearly the amount of funds for which we are asking here.

This subcommittee and the Appropriations Committee has been largely responsible for preserving and carrying this technology forward. It has almost each year provided additional funds for it. I think everyone in technology is happy that this was done because it is working out.

I thank you for this time.

Senator BELLMON. Dr. Dicks, you know a great deal about this and I know very little, but it is a method of generating electricity without combustion, is that right?

Dr. DICKS. With combustion, but essentially without moving parts. In our version of it, you simply burn coal at high pressure and temperature and you let the combustion gas this way expand to just essentially a piece of copper pipe in a magnetic field.

We make it conducting by adding a little inorganic fertilizer with potassium in it which will make this gas conducting. You have, in that case, a moving conductor in a magnetic field and it generates electric power in large amounts. The device is just incredibly simple in comparison to even conventional operators.

Senator BELLMON. You are free of the problems of pollution?

Dr. DICKS. Yes; because the potassium takes all the sulfur out. We would recover the potassium at the end of the process in a relatively simple manner and recycle it, with the potassium comes every bit of the sulfur. This would mean that all of our high sulfur coals would be usable. We would cut down on the transportation costs that are really very high across the country now.

Senator BELLMON. Given adequate funding, how quickly could you have a demonstration plant in operation?

Dr. DICKS. It would take us 8 to 10 years, given adequate funding. That is because one cannot build a powerplant in less than 10 years these days and you really cannot develop the technology in a shorter time than it takes to put together the apparatus.

Senator BELLMON. But you are ready as far as your research is concerned to go to pilot stage now?

Dr. DICKS. We are ready for the design of the pilot stage but not completely ready on all of the details which are coming out of the subpilot plant developments.

We just feel that this paperwork that does not depend on the technology, that is, contract negotiations, siting and environmental impact statements, could be done before we have that data and thus save roughly 2½ or 3 years.

Senator BELLMON. So the amount of funding you are asking for would get us to the pilot stage operation as rapidly as possible?

Dr. DICKS. As rapidly as possible, so that will be ready to run when we get the results. Right now for example, we had a laboratory experiment that demonstrated that you could burn coal 2½ years ago. This committee made a special appropriation of $2 million to start that work. We were a year in negotiations, unreasonably, we expect, but that is the way Government does business.

PREPARED STATEMENTS

Senator BELLMON. Dr. Dicks, thank you very much. I appreciate your testimony. Without objection, the statement by Senator Baker of Tennessee in support of this research fund, also will be made a part of the record.

[The statement follows:]

STATEMENT OF JOHN B. DICKS

In this testimony we ask for the appropriation of 40 million dollars in FY 76 to the Office of Coal Research in the Energy Research and Development Administration in order to begin the serious development of MHD power generation.

MHD power generation is capable of producing electrical power at high efficiency with reduced thermal pollution and virtually no air pollution other than the relatively harmless CO_2. It also has the advantage of being a relatively low-cost technology when compared to other central power technologies being presently developed. This technology promises to do all of these things along with a cost savings of $120 to $274 billion in the country's power bill by the end of the century.

Money would be spent according to the following table during FY 76.

Preliminary Testing	$11 million
System Design & Analysis	$2 million
Pilot Plant Component Dev.	$15 million
Western Coal Engineering Test Facility	$3 million
Eastern Coal Engineering Test Facility	$3 million
Supporting Science & Technology	$6 million
Total	$40 million

The total of 40 million dollars contrasts with the 13 million dollars recommended by OCR before ERDA was organized.

The MHD program in the United States has picked up speed during the past year and is organizing to the point where considerably increased funds can be wisely spent. If this technology is to be delivered within the time scale required, (1985), then funding of the level indicated must be forthcoming this next fiscal year.

The technical accomplishments in the laboratories in this country have already outrun the capability of the facilities to support the next stage of R & D. For example in our own laboratory, we demonstrated two years ago for the first time, anywhere, that it was possible to run MHD generators on directly fired coal for over one hour. Because of the facility limitation, we are not able to go to hundred hour demonstrations before another year and a half has passed. This means that a delay of three and one half years is now separating critical experiments in this field.

As we have testified in previous years, the Soviet Union has spent its resources to construct a pilot plant, the U-25, which has this year produced power of 12.5 megawatts for one-half hour and power from 1-4 megawatts for 100 hours, on natural gas. This significant accomplishment by the Soviet Union indicates that high power is feasible from an MHD plant, even though this facility is designed and based on technology in the mid 1960's. Modifications of the plant operation with new developments have made this power possible. We expect that during the coming year the Soviets will reach the design power for that plant of 20 megawatts. They have already expressed their intent of going ahead into the next demonstration phase for 500 - 1000 megawatts within the next ten years.

After an investigation by organizations representing the electrical power systems in Tennessee, these organizations recommended to the Tennessee legislature that 5 million dollars be appropriated from state funds to match federal money for an engineering test facility to develop MHD from an eastern coal. Such matching funds on larger scale apparatus are required by OMB policy and are desirable from the standpoint of Congress and the Executive. Such matching funds when advocated by people in the electrical power systems are an expression of faith by industry in the MHD technology and represent a separate and most important review of the advisability of allocating resources to the project. The organizations involved here are the Tennessee Electrical Cooperative Association, Tennessee Municipal Electric Power Association, and the Tennessee Valley Public Power Association. With the recommendation of the power systems, the plan to appropriate 5 million dollars passed the Tennessee Senate by a vote of 31-2 and is expected to pass the House and be signed into law by the Governor. Our approach to MHD also has the endorsement of the National Rural Electric Cooperative Association. This last group testified in conjunction with us before Senator Church's Energy Research and Water Resources Subcommittee, Committee on Interior and Insular Affairs on March 5, 1975.

We would expect to have other matching funds beyond the 5 million dollars supplied by the State of Tennessee in order to support a 40 to 50 million dollar eastern coal test facility. This facility would be ready to operate when the current experiments in the sub-pilot scale facility now under construction are completed. By this plan we would not lose the three years between sub-pilot plant apparatus and pilot scale engineering test facility apparatus. If there is unexpected experimental difficulty in the sub-pilot plant, one could then always delay the pilot plant or cancel it. We believe that the Eastern Coal Test Facility should be designed and environmental impact statements written, and siting begun during FY 76. These lengthy administrative processes are relatively inexpensive compared to the total expenditures and as much as two years' delay can be avoided at the risk of spending relatively little money. This plan followed both in the engineering test facility and the demonstration plant would allow MHD technology to be brought in by the mid 1980's. Early starts are also necessary as the time required to negotiate contracts from ERDA is extremely long. In the case of our sub-pilot plant scale facility even a directed appropriation from the Congress was not sufficient to get the project going in less than a year's time.

Funds in Tennessee for FY 76 would then be:

$6.5 Million on existing contracts at the University of Tennessee and Arnold Engineering Development Center

$3.5 Million on new contracts for the Eastern Coal Test Facility

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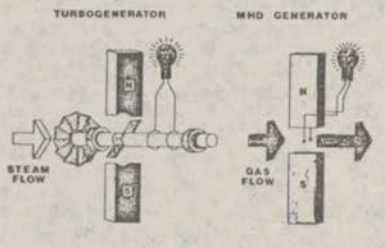
$10.0 Million Total

Thirty million dollars would be spent on the Montana Test Facility and other MHD projects in the United States.

COMPARISON TO CONVENTIONAL METHODS

MHD power generation occurs when combustion gas created by burning coal at elevated temperature is expanded at high velocity through a magnetic field. Conductors in contact with this hot gas flow pick off the power generated and direct it to the power network.

MHD power generation is actually simpler than ordinary power generation. In conventional power stations hot combustion gas from coal is first used to create steam, which in turn blows against turbine blades, to rotate a shaft connected to electrical conductors moving in a magnetic field, thus generating electricity. In MHD all these steps are eliminated.



ECONOMIC ADVANTAGES

Because of its simplicity, MHD power generation is less expensive than ordinary coal or nuclear plants. It also is more economical, for because of its higher temperature, it can raise the 40% efficiency of present base-load power stations to 60% or more. That would mean that we will get 50% more energy per pound of coal burned in an MHD plant than can be obtained from a conventional coal-fired plant.

A few years ago, we calculated that the cost savings to the United States through the development of MHD power generation would amount to from $40 to $130 billion by the end of this century. Now with the drastic increase in the cost of coal, these savings would be tripled so that at a minimum would be $120 billion and might go as high as $274 billion. Further fuel cost increases result in making MHD even more important.

POLLUTION

Fortunately, MHD power generation cleans up virtually all of the pollutions found in the present-day coal plants. As part of the MHD power generation system, the sulfur dioxide pollution in high sulfur coals is reduced by 120 times, nitrogen oxides by many times, particulate matter by 10 times and finally, thermal pollution is reduced by more than 50% percent even without the use of cooling towers. All of this can be done at relatively low cost to the taxpayer.

DEVELOPMENT COST

The cost of development of this technology is only $410 million compared with savings in the multibillions of dollars. Such a development is bargain price when one considers that advanced types of nuclear plants are now estimated to cost $2 billion to develop. It is our belief that the Nation needs all of its power sources developed to a form that is both clean and safe and thus MHD power generation should be one of the major high priority programs.

PROGRAM IN TENNESSEE

The University of Tennessee has been working in MHD power generation for 11 years and during that time has made significant contributions to this technology. It developed the diagonal wall generator design which is now being used extensively by others. It designed and operated the first MHD generator to run on coal and is operating the only MHD generators in the world which use coal exclusively as fuel. Since coal is the only fossil fuel available in the United States in large quantities, we believe this is the proper technical and economical approach to follow.

STATE OF SENATOR HOWARD BAKER

Mr. Chairman and Members of the Committee:

I am pleased to submit this statement today in support of increased funding for MHD research and in particular in support of the joint research program of the University of Tennessee Space Institute and the Arnold Engineering Development Center at Tullahoma, Tennessee.

The University of Tennessee has been the leader in the development of MHD as a viable energy technology. And Dr. Dicks is recognized as one of the leaders in the field.

As this Committee knows, the U. S. is not the only country actively pursuing MHD research. The Soviet Union has developed a pilot plant which has produced 12.4 megawatts of power for half an hour. Indeed, the Soviets are so convinced that the development program will be successful that they have committed themselves to building a 1 million kilowatt plant by 1981.

Unfortunately, the United States, while being the first to successfully operate an MHD generator, has lagged behind in the development of this energy technology.

Senator Brock and I are sponsoring an amendment to increase the funding for MHD research. Since the University of Tennessee began its work in this area, several other universities and research centers have developed research programs of their own. Of course, there is room for much work in this area.

In closing, I would again like to urge this Committee to give serious consideration to the possibilities that MHD research offers and to provide adequate funding for the fine research program which the University of Tennessee has undertaken.

STATEMENT OF STERLING MAHONE, CHAIRMAN, HUALAPAI TRIBE OF ARIZONA

Senator BELLMON. Our next witness is Sterling Mahone, Chairman, Hualapai Tribe.

Mr. MAHONE. Mr. Chairman and members of the Appropriations Committee. my name is Sterling Mahone, I am Chairman of the Hualapai Tribe of Peach Springs, Ariz., and I have been requested by the Hualapai Tribal Council to appear here today and testify in support of the request of the Secretary of the Interior for the supplemental appropriation for $10.2 million on April 24, 1975.

The Hualapai Tribe has a long history of trying to assume its responsibility for providing law and order and judicial services to its people. During the 1950's and 1960's when we received income from our timber, we were carrying the full load of these services. In the early 1970's this income ceased and we were forced from lack of funds to go to the Bureau of Indian Affairs for supplemental funds.

With the advent of contracting in BIA, we entered into a contract in 1973 for a portion of our needs. Due to the lack of funds, the BIA has not been able to provide us with such funds needed to fund law and order services to our people. The Bureau of Indian Affairs instituted the band analysis as a method of budgeting for our tribal priorities, and for 2 years we placed a very high priority on law and order.

We were increasing our law and order budget at the expense of the low priority proposals. For some reason the Bureau has removed the law and order line item from the band analysis and indicated that we will not be able to consider this a "banded item" and all law and order funds will be prorated from the Washington Office without our priorities.

Mr. Chairman, during fiscal year 1974 and again for fiscal year 1975, we are going to be short approximately $20,000 of the amount needed to efficiently operate our law and order program. We make applications for all sources available to us, in securing funds to help us with our tribal affairs and provide needed services. We have secured funds from LEAA for equipment, vehicles and training. We are presently requesting a grant from LEAA to upgrade our jail facilities as to safety and health standards for adults and juveniles. We have tried to obtain money from every source available to us, but to date, BIA is the only source from which we can obtain funds for the actual operation, the only exception being our own funds, and these are sadly lacking at this time.

Mr. Chairman, the Secretary of the Interior presented a supplemental appropriation request for $10.2 million on April 24, 1975. The Hualapai Tribe would like to endorse that supplemental request and asks this committee to insure that our tribe has $105,000 to operate our law and order and judicial program for fiscal year 1976. The $85,000 we received in fiscal year 1975 is $20,000 short of the amount that is desperately needed and we just do not have enough tribal funds to provide the additional money needed.

Attached is a proposed budget for the Hualapai law and order department for the fiscal year 1976.

Senator BELLMON. Thank you, Mr. Mahone. It is my information that there is a request, actually a sum of $10,923,000 in addition to the $13,577,000 that is in the budget. If this budget information is correct, there is every reason to expect that your tribe will get the funds that you came here to request. We will do our best to see that happens.

Thank you very much.

Mr. MAHONE. Thank you very much, Mr. Chairman.

STATEMENT OF COL. MILTON M. KAUFMAN, PRESIDENT, LET LIVE, INC.

Senator BELLMON. Our next witness is Col. Milton M. Kaufman, president, Let Live, Inc.

Colonel KAUFMAN. Mr. Chairman, I am Milton M. Kaufman, president of Let Live, Inc., a consortium of 21 environmental, conservation and animal welfare groups concerned with the conservation of marine mammals and the preservation of endangered species.

I am testifying today for Let Live, a conservation organization which is also concerned with the conservation of wildlife and the following organizations: the American Littoral Society; the Chesapeake Chapter, the American Littoral Society; the Fund for Animals; and the Environmental Policy Center.

We have been interested in the Endangered Species Act of 1973 ever since it was being debated in Congress. We have watched with great interest and concern the slow administration of the act by the Department of Interior. In general, we strongly support the budget proposals by the several Federal agencies which have responsibilities under the act. Our specific comments are directed to the Administration's Fish and Wildlife Service "Endangered Species Program Budget."

My comments will be by item as they appear in the proposed budget where we think increases are urgently needed.

One, status and listing of endangered and threatened species: the administration proposes $1 million and we recommend an addition of $500,000.

Second, implement recovery plans for species: nothing proposed; we recommend addition of $625,000. Third, law enforcement: $2,283,000 proposed; we recommend addition of $2 million.

Fourth, endangered and threatened species research: $1,057,000 proposed; we recommend addition of $500,000.

Fifth, establish "critical habitats": nothing proposed; we recommend $500,000. Sixth, grant-in-aid: nothing proposed; we recommend $4 million.

Seventh, implementation of newly ratified endangered species convention: nothing proposed; we recommend addition of $500,000.

The proposed administration budget is $7,374,169 and our recommended increases are $8,625,000 for a net total of $15,999,169. We further estimate a need for 14 additional spaces, and so recommend.

We are concerned that without this increased budget, Senator, the Fish and Wildlife Service will be unable to discharge its responsibilties under the act. Progress in implementing the act has been lethally slow for 200,000 endangered and threatened species that desparately need to be added to the lists and protected accordingly.

Environmental assessments and Federal regulation documents are needed on each species, a monumental task. Recovery plans and teams of professionals are needed to concentrate on the listed species. Research is needed. Initial experiments on reproducing endangered species in captivity is promising. "Critical habitats" for endangered and threatened species need to be identified and established on all appropriate wild Federal land. Provision of adequate grant-in-aid funds would make it possible to utilize an estimated 6,000 State law enforcement officers and an estimated 4,000 professional biologists to assist in the fight to save listed species from extinction.

The U.S. Government took the lead in bringing into existence the Endangered Species Trade Convention which goes into effect July 1, 1975. We simply must continue our role of international leader in this vital area. Money and manpower must be provided for this global endangered species protection activity.

Thank you for affording us the opportunity to testify today.

Senator BELLMON. Colonel, thank you very much. We appreciate your testimony and will give it careful consideration.

STATEMENT OF DANIEL A. POOLE, PRESIDENT, WILDLIFE MANAGEMENT INSTITUTE, WASHINGTON, D.C.

Senator BELLMON. Our next witness is Daniel A. Poole, president, Wildlife Management Institute.

Mr. POOLE. Thank you, Senator. I appreciate the opportunity to be here. I will comment very briefly on a number of agency appropriations and would request that our statement appear in full in the record.

PREPARED STATEMENT

Senator BELLMON. Without objection, your entire statement and attachment will be made a part of the record.

[The statement and attachment follows:]

STATEMENT FROM DANIEL A. POOLE

Mr. Chairman:

I am Daniel A. Poole, president of the Wildlife Management Institute. The Institute is one of the older national conservation organizations. Its program has been devoted to restoration and improved management of renewable natural resources since 1911.

U.S. FISH AND WILDLIFE SERVICE

It is extremely difficult for us or any member of the interested public to decipher the Fish and Wildlife Service budget. The "budgeting by objective" procedure imposed in recent years precludes clear understanding of fund allocations to individual programs. We would like to see FWS upgrade its budgeting process to fund programs rather than objectives so those other than agency personnel can tell where funds are going and determine better where specific sums are needed.

The National Wildlife Refuge System budget is a good example of that veiling budget procedure. Portions of monies allocated to various objectives, such as endangered species and law enforcement, are combined to make up the refuge system budget. We cannot determine exactly how much that amounts to without going to the agency. I expect that most members of Congress must find out that way also. Thus the problem is evident.

National Wildlife Refuge System

Although our information on specific investment levels may be less than desirable, we can attest that the refuge system is in a deplorable state. That is obvious by visiting some of the areas. There is and has been for years a lack of sufficient personnel and funds to manage those important public lands at any respectable level. Only last year Fish and Wildlife Service Director Lynn A. Greenwalt responded very frankly to an inquiry from Senator Lee Metcalf on the refuge system. Greenwalt said, "The National Wildlife Refuge System, as with most activities of our Service, has been underfunded for some time. The consequences are evident in facilities which are inadequate and poorly maintained. Too few people are available to do a proper job of refuge management." I submit a copy of Mr. Greenwalt's letter for the committee's information.

The Service has been directed to initiate a variety of new programs and activities in recent years without receiving funds to do them. Money subsequently was drained from the refuge budget. Personnel and required maintenance were reduced as a result. Such things as wilderness studies, the Youth Conservation Corps, endangered species, and marine mammals, are good and needed activities, but they should be funded on their own merits and not to the detriment of the refuge system.

During the current fiscal year, the Service reportedly is investing only $20 million in refuge system field operations. That is $7.1 million less than needed to maintain a 1970 funding level. And that amount does not include monies needed for areas added since 1970 or for rehabilitation of facilities.

It would require $170 million to fully develop the 373 refuges in the system to provide optimum wildlife and public benefits, according to the Service. In addition, $34 million and 2,000 man-years of labor would be required annually to keep that management level.

Just to rehabilitate existing facilities to a level providing only the minimum benefits demanded by Congress would require approximately $60 million in development funds initially and an additional $12 million and 600 man-years of labor annually. Expenses will increase considerably with the addition of the proposed Alaska refuges and other areas.

We recommend the refuge system be appropriated $10 million in FY 1976 to begin its facility rehabilitation program. That is only one-sixth of the minimum needed but it can be used advantageously and with dispatch. Further, we recommend a $7.1 million addition to the refuge system operation and maintenance budget to bring it back up to the 1970 level.

Wetlands Acquisition

Wetlands are vital habitat to many forms of wildlife. They also provide numerous other public benefits. These natural basins help control floods; recharge groundwater supplies; trap pesticides, chemical fertilizers, and silt; and provide natural tertiary water treatment.

Wetlands are being drained and destroyed at an increasing rate. The Interior Secretary is authorized to acquire fee or easement title to important wetlands through several statutes. The two sources of money for such acquisitions are the receipts from Duck Stamp sales and appropriations authorized under the Wetland Loan Act of 1961. That Act, which expires this year, authorized an interest-free loan of $105 million for accelerated prairie wetland acquisition. That loan is to be repaid with Duck Stamp receipts, beginning in fiscal year 1977.

The accelerated program objective was set at 2.5 million acres. It is expected that 1,898,000 acres will be under fee or easement protection by the end of FY 1976. That is 602,000 acres short. Only $85.9 million from the wetland loan fund have been used. That leaves $19.1 million of the loan unappropriated.

The Administration this year did not request the $19.1 million remaining in the loan fund. We strongly recommend that Congress appropriate that money to assist the Service in acquiring and protecting valuable wetlands.

Endangered Species

The Administration has failed to request funds for what probably is the most important feature of its endangered species program--cooperative management efforts with the states.

The Endangered Species Act of 1973, in Section 6, authorizes a federal-state cooperative program to manage endangered and threatened species. The Act provides for federal grants-in-aid to the states for that important work. Congress chose the cooperative approach realizing that the states have considerably more personnel and infinitely more information on local wildlife populations. Both levels of government are needed to do the job.

If the 1973 Act is ever to fulfill its potential, grant-in-aid funds must be invested to help state programs maintain and enhance endangered species habitat. Of the $7.4 million requested by the Administration for FY 1976 for endangered species, only about $1 million is for actual on-the-ground management. The remainder would go for planning, coordination, research and law enforcement. Nothing is requested for grants-in-aid, yet the Secretary of the Interior has said many times that federal-state cooperation is the key to a successful program. At least three states, Colorado, New Jersey, and Washington, are ready to sign cooperative agreements and implement endangered species management as directed by Congress. We recommend that a minimum of $4 million be added to endangered species for Section 6 grants-in-aid to the states.

Also, it is imperative that funds and manpower be provided to implement the treaty on International Trade in Endangered Species of Wild Fauna and Flora. That treaty goes into effect July 1. The Service logically is the implementing agency. It will be responsible for listing, delisting, issuing export and import permits, and a variety of activities commensurate with that responsibility. It will need at least $.5 million and 12 positions to do the job. We recommend they be provided.

Biological Services

We oppose the budget request for biological services. That considerable increase of more than $4 million is proposed only because it is energy related. Those funds should be charged to energy programs, not wildlife. It is not the Fish and Wildlife Service's function to mask energy expenditures within its budget. Biological services money should be appropriated to the energy agencies and transferred to the Service as energy-related expenditures. Such funds are not to enhance wildlife. They are provided to minimize the adverse energy development impacts on wildlife and other living resources. This is the only "new" money in the budget request, and, unfortunately, it is not directly fish and wildlife related.

BUREAU OF LAND MANAGEMENT

For almost 200 years we have taken from the national resource lands (NRL) without making sufficient investments to sustain their productivity. Consequently their ability to provide important goods and services is declining at a time when needed most.

Neither successive Congresses nor Administrations have seen fit to give BLM the authority, funds and manpower needed even to maintain public values on the NRL. This year's budget request is no exception thus far. Land and resources management in that budget contains an increase of $31.2 million. But, the energy and minerals development line activity shows an increase of $31.7 million. Thus, energy has taken all the increase and has drained off $.5 million from the living resource programs in addition.

This year's budget, like those before it, will result in continued deterioration of the NRL, if not corrected. Grazing, wildlife, timber, watershed protection, and recreation resources will continue to dribble away. But in any event, the American people will know who is responsible because the problem has been made clear by recent BLM publications. Those reports, entitled "Effects of Livestock Grazing on Wildlife, Watershed, Recreation and Other Resource Values in Nevada," and "Range Condition Report Prepared for the Senate Committee on Appropriations," mirror what is obvious to any trained observer...that much of the national resource land is in poor condition and getting worse.

Fish and Wildlife Management

The FY 1976 BLM budget calls for $4.6 million for fish and wildlife management. That's about a penny per acre. Yet the NRL support a wide diversity of fish and wildlife, including 33 endangered species.

Twenty percent of the big game animals in the U.S. are on the NRL, that includes most of the caribou, brown and grizzly bears, and desert bighorn sheep; 80 percent of the moose; 65 percent of the mule deer; and 45 percent of the antelope plus innumerable others. Spawning grounds on NRL streams provide more than half of the West Coast catch of salmon and steelhead which, in 1973, was worth more than $125 million.

At the moment BLM has only 59 wildlife biologists and 10 fisheries biologists on its staff. That is about one wildlife biologist per seven million acres of land and one fisheries biologist for each 25,900 miles of stream.

BLM's fish and wildlife budget needs help now. A minimum of $2 million additional for FY 1976 is needed to begin reversing the decline in wildlife populations. Just as important as money, the Wildlife Division needs additional positions. The money would serve little purpose without manpower to do the work.

Aside from the regular program funding, we recommend that the Committee appropriate an additional $1.6 million for BLM to implement the Sikes Act (P.L. 93-452). Funds provided under this Act are intended to be supplemental to BLM's regular fish and wildlife program. That program, enacted last year by Congress, calls for comprehensive plans and cooperative agreements between BLM and the various state wildlife agencies to improve wildlife habitat on the NRL. BLM has made good headway

in carrying out that congressional directive. It now has a signed cooperative agreement with one state, and two more are about to come into the program. Eventually all 11 western states may be participating.

Along with the $1.6 million, BLM would need 23 permanent and 33 temporary positions. For that investment, 806,535 acres would be placed under improved wildlife management. At least 17 endangered species would be enhanced and 169 jobs for local residents would be generated. This kind of increased management effort is long overdue. We urge the Committee to get things started now even at this minimum level.

Grazing Management

Grazing is an important use of the NRL. Overall it has not been managed properly, and public rangelands are deteriorating. That is documented in the Nevada and Senate reports. Not only is livestock production reduced but also fish, wildlife, and recreation opportunities. The loss of basic soil, water, and plant resources from overgrazing diminishes all public and private benefits.

BLM's range management division needs at least $5 million more than is called for in the Administration budget to begin stabilizing the downward trend. It must stop resource degradation before there is any hope of improving the land's ability to provide public benefits.

BLM also needs manpower to manage its massive range resource properly. It must have fisheries and wildlife biologists within the range division to help coordinate management plans and assure multiple use considerations. We strongly urge the Committee to provide these additional funds and direct that wildlife considerations be included.

We also recommend that appropriations for grazing management be made contingent on the Administration's implementation of the fair-market value grazing fee schedule agreed upon in 1969. Grazing fees are invested in part in range rehabilitation, and several million dollars in range improvement money have been lost because that schedule has not been followed.

U.S. FOREST SERVICE

Again the USFS budget proposal for FY 1976 emphasizes exploitation rather that conservation. Forest Service fish and wildlife management and research are badly out of balance in terms of a truly multiple use program. Just the increase in the timber sales budget is almost as large as the total fish and wildlife management budget.

The Forest Service has developed a 5-year accelerated fish and wildlife habitat program to give those resources better treatment and bring more balance to its national forest program. This is the first year of that program. It calls for an additional $4 million above the Administration's request for habitat management and $1 million more for habitat research. We sincerely urge the Committee to grant this needed money.

BUREAU OF OUTDOOR RECREATION

We are disturbed, Mr. Chairman, by what we perceive to be a deliberate policy to increase the amount of the Land and Water Conservation Fund allocated to urban situations. The original intent of the Act was to fund, on a supplemental basis, strictly outdoor-related recreation programs in nonurban situations. This purpose has been compromised over the years and we now find, for example, money being made available under the program for such an activity as recreational gardening.

We do not suggest that there is no need for recreational facilities in urban areas. There is great need. But we feel strongly that this funding should come from authorizations mainly for that purpose. The present trend of the Land and Water Conservation Fund suggests, that unless corrected, the original outdoor recreation thrust of this great program will diminish and be lost with its original purpose remaining unfulfilled.

CONCLUSION

All the increases for wildlife resources which we recommend are relatively small. We realize the economic situation and Congress' hard task of choosing which get what. Even though the natural resources we work for are basic to the national economy, we purposely refrain from unrealistic requests. What we ask for mainly would help to stop further deterioration. It would not be sufficient to enhance the overall resource base at all. Not counting the wetlands loan, the increase we have recommended for public land resources total $35.2 million. That amount is only one-fourth of the increase requested by the Administration for Corps of Engineer construction in FY 1976.

That $35.2 million is needed desperately, not to improve resource management, but to keep important resources from deteriorating further. In our opinion, it is a reasonable request. We hope the Committee thinks likewise.

LETTER FROM LYNN A. GREENWALT

FISH AND WILDLIFE SERVICE

WASHINGTON, D.C. 20240

In Reply Refer To:
FWS/MBM
FSF 3373

NOV 1 5 1974

Dear Senator Metcalf:

This responds to your September 3 letter concerning the activities of the Migratory Bird Conservation Commission and requesting an updating of information about problems encountered relating to acquisition for and management of land within the National Wildlife Refuge System.

Fiscal Year 1974 was significant because the total obligations for land purchase were in excess of $20 million. This amount exceeds any other ever received for such purposes and is the largest since Congress passed the Wetlands Loan Act in 1961. The net result is that an additional 92,267 acres were added to the National Wildlife Refuge System. One new refuge was started and a number of major tracts, some previously deferred due to lack of funds, were acquired.

The appropriations bill for Fiscal Year 1975 shows a $13 million acquisition program, composed of an estimated $12 million from the sale of duck stamps and a $1 million advance from monies still available under the Wetlands Loan Act. Actual receipts are likely to be in the $10 million range making for a program which will be $2 million less than appears in the budget. In line with Service acquisition priorities, approximately $7.5 million of the $11 million will be spent on the Waterfowl Production Area program, and the remainder on refuge projects. Most parcels requiring price approval by the Commission must be delayed beyond Fiscal Year 1976.

In Fiscal Year 1976, the Accelerated Wetlands Acquisition Program terminates. Currently, $19.1 million of the $105 million, which was authorized for land acquisition when Congress approved the Wetlands Loan Act, have not been appropriated.

The following is a brief resume of accomplishments and estimated goals from 1962-1976:

Accomplishments 1962 - 1974

	Attained Acres	15-Year Goal
Refuges	405,000	750,000
Waterfowl Production Areas		
Fee	348,000	600,000
Easement	996,000	1,150,000
Totals	1,749,000	2,500,000

Projected Accomplishments 1962 - 1976

	Attained Acres	15-Year Goal
Refuges	408,000	750,000
Waterfowl Production Areas		
Fee	383,000	600,000
Easement	1,107,000	1,150,000
Totals	1,898,000	2,500,000

Based on these figures, over 600,000 acres would remain to be acquired after 1976 to meet the 2.5 million acre goal. The current projected accomplishments through Fiscal Year 1976 are 262,000 acres less than the estimate in June 1972. The large rise in land values coupled with inadequate funding are the chief reasons for the reduced estimate.

Presently, our Service is undertaking a publicity program to increase the number of duck stamps sold, particularly to nonhunting conservationists who benefit from habitat preserved and migratory birds as much as, if not more than, the waterfowl hunter. This approach was selected in favor of increasing the price of the stamp above $5 in the hope that total acquisition funds will be increased significantly. This action also recognizes that wetlands provide numerous benefits to the public other than the production and maintenance of waterfowl.

The original objective of the Waterfowl Production Area program was to preserve at least 75 percent of the most important waterfowl wetlands (types 3,4,5) in the prairie pothole region of the United States. The 1,750,000 acre objective was intended to reflect the 75 percent figure.

An inventory of prairie potholes--conducted in 1964--suggested that an additional 1 million acres existed in the region and that the easement portion of the Waterfowl Production Area objective should be adjusted accordingly. Until such time as land use legislation or other measures are taken to effectively control wetland drainage in the prairie region, particularly by private citizens, our Service's acquisition program stands as the only significant deterrant to blatant destruction of these critical resources. In addition to wetland losses, research at our Northern Prairie Wildlife Research Center has pinpointed that a severe paucity of suitable upland nesting cover is also contributing to significantly reduced production of waterfowl and other ground nesting birds. This problem, aggravated by the intensification of agricultural practices, will need to receive greater attention in future Waterfowl Production Area programs.

Our Service is currently initiating a nationwide, State-Federal cooperative effort to further identify and describe remaining natural waterfowl habitat units or zones which at present are not adequately protected. Once defined and delineated, each area will be assessed as to the current degree of protection it receives, the methods best suited for preserving the area (State or Federal fee purchase or easement, zoning laws, or purchase by private conservation organizations), and its relative priority if Federal acquisition is determined necessary. This survey will update a similar effort conducted by our Service and waterfowl flyway councils in the late 1950's and should be completed by March 1975.

Our Service is in the process of reviewing its entire migratory bird management program. As this review progresses, long-range objectives and strategies for preserving migratory bird habitat will be refined. The increasing pressures on wetlands require that objectives be continually evaluated and revised in order to better respond to the needs of the resource. We believe that most of the lands, particularly wetlands, which are acquired specifically for migratory birds sustain numerous other fish and wildlife species and provide a diversity of recreational opportunities beyond those related to waterfowl. There is a need to fully recognize all the values and functions performed by these habitats and to devise mechanisms which will ensure adequate protection without placing the full cost on the waterfowl hunter. The limitation to duck stamp receipts for the major portion of our waterfowl acquisition program is not adequate to secure the many other vital national benefits from wetland acquisition.

Besides duck stamp purchases, 40,323 acres of land have been added to the refuge system under the Land and Water Conservation Fund Act since 1967. Of this, 38,364 acres were acquired for endangered species, 1,957 acres for recreation-interpretation purposes and 2 acres for wilderness.

Including lands from all sources, the National Wildlife Refuge System--as of June 30, 1974--totals 33,903,802 acres. This figure does not include any acreage proposed to be added to the system under the Alaska Native Claims Settlement Act.

During recent years, the mission and management objectives of the National Wildlife Refuge System were reexamined, and individual refuge objectives and management plans were prepared for most refuges. Each year these objectives are reviewed and adjusted as appropriate. Under the concept that individual refuges were acquired to produce wildlife benefits at a certain level and that this level is currently specified in the individual refuge objectives, this Department does have the authority--but not the manpower or funding--to manage all national wildlife refuges as intended. The anticipated funding for the operation and maintenance of the National Wildlife Refuge System in Fiscal Year 1975 is approximately $26 million. This estimate is based on the past funding levels plus known increases for Fiscal Year 1975.

Construction funds in Fiscal Year 1975 total $1,049,000 of which $325,000 is earmarked for pollution abatement work. The backlog of facility rehabilitation needs now approaches $60 million. This is largely the result of inadequate maintenance funding in past years. The current budget contains only $1,175,000 for facility rehabilitation work.

The National Wildlife Refuge System, as with most activities of our Service, has been underfunded for some time. The consequences are evident in facilities which are inadequate and poorly maintained. Too few people are available to do a proper job of refuge management. To develop each of the 373 refuges now in the system to its objective level (maximum production of benefits) would require approximately $170 million in development funds. With these new facilities and assuming existing facilities were operated and maintained at maximum efficiency, it would require an additional $34 million, and approximately 2,000 man-years of labor. More realistically, however, to develop the refuges to a point of being able to maintain facilities and produce the most essential benefits

(those primary purposes for which the individual refuges were established) would require approximately $60 million in development funds. Also, an additional $12 million in operations and maintenance and 600 man-years of labor would be needed annually.

The above comments and funding requirements apply only to established areas. Expenses will increase considerably with the addition of the proposed Alaska refuges and the other special kinds of refuges previously discussed.

Between 1971 and 1974, public use on national wildlife refuges has increased at a rate of 3.6 percent annually. Approximately 21.3 million visits occurred on refuges during 1974. We have developed objectives and plans for wildlife-oriented public use programs as an integral part of the total system. In the past few years, we have been stressing our wildlife interpretive programs over general recreation activities.

We appreciate the opportunity to provide the information you have requested. Under such severe fiscal constraints, we are unable to carry out the acquisition and management programs needed to meet Service objectives. However, we will continue to do the best we can under such circumstances and are grateful for the support you and other concerned individuals have given us over the years. If you have additional questions, please do not hesitate to contact us.

Sincerely yours,

Lynn A. Greenwalt

Director

Mr. POOLE. With respect to the U.S. Fish and Wildlife Service, we are concerned with the budgeting by objective procedure that the Service has imposed on itself in recent years. We would like to see the Service change that budgeting process so that all of us can tell where the funds from the various programs are going. We cannot find any longer how much of those various amounts are going to the various programs within the agency. I expect that most members of Congress have to find out the same way that we do. We have to go to them to get a detail on the National Wildlife refuge system.

I have attached a copy of a letter from the director of the National Fish and Wildlife Service to Senator Metcalf on specific questions concerning the national wildlife system. It spells out the fact that the Service is approximately $60 million behind operations and maintenance required on the refuges to keep them at a minimum level of performance. We would hope that the committee would see fit to provide at least $10 million in fiscal year 1976 to begin this facility maintenance program on the national wildlife refuges. We would recommend that any increase granted in this area should be specifically appropriated for these purposes. One of the beauties of budgeting objectives is that money can be channeled back and forth between programs really without any accountability to some of the main programs for which the money was appropriated.

Colonel Hampton of the National Wildlife Federation commented earlier on the accelerated Wet Lands Loan Act provision which expires at the end of this current fiscal year, fiscal year 1976. Only $85.9 million has been appropriated from the authorized $105 million. The administration has no money in the budget for the coming fiscal year. There is authority in the appropriation authority of $19.1 million. The program itself is about 602,000 acres short of its land acquisition goal.

We would strongly urge the Congress to appropriate at least up to $19.1 million unappropriated under the Fish and Wildlife Service's endangered species program. We support the recommendations that have been made. We would add that we would hope the Congress would see fit to add money to the appropriation so that the Fish and Wildlife Service may implement section 6 of the Endangered Species Act of 1973 which calls for matching grants-in-aid to State wildlife agencies in support of the endangered species activity. Mr. Kaufman mentioned earlier the much larger number of wildlife law enforcement people in the agencies. The Secretary of Interior said that State cooperation is the key to a federally endangered species program. We believe the money should be provided for implementation of section 6, Federal-State cooperative program.

We oppose in essence one budget request for the Fish and Wildlife Service and that is the $4 million budget request for biological services. Our opposition is based on the fact that the money is really only in there because it is energy related. It is not directly related to fish and wildlife.

We believe that if, in its wisdom, the Congress decides that the Service is to have money for this kind of program, that really the money should be appropriated or charged to the energy agencies, made chargeable to them and transferred to the Service as an energy-related expenditure. This aspect is made a little bit more objectionable

because it is the only new money that is in the Fish and Wildlife budget this year.

On the Bureau of Land Management, the committee requested last year and has received from the Bureau, a report on the range management system. The Bureau of Land Management, we believe, quite adequately spelled out in its report submitted to the committee earlier this year the serious deficiencies in the grazing management program on the BLM lands and how these deficiencies relate to watershed, water yield, wildlife, and all the rest of it. We believe that the Bureau of Land Management programs should receive more funds and support.

In addition, Congress last year enacted a so-called Sikes Act. named after Congressman Sikes of Florida. The idea was to supplement appropriations to BLM for its fish and wildlife management program. The core of this program is that it authorizes the Bureau of Land Management to enter into cooperative agreements with State wildlife agencies for specific fish and wildlife habitat improvements on lands. The States are authorized to impose a fee, and the fee also can be used to facilitate the wildlife habitat development.

With respect to the U.S. Forest Service, we endorse their budget request and add that we believe that the Service's program would benefit from some additional moneys, perhaps up to $4 million a year above the administration's request for habitat management, and $1 million more for habitat research, as it relates to fish and wildlife.

Finally, Mr. Chairman, with respect to the Bureau of Outdoor Recreation, we are disturbed by what we perceive to be a deliberate policy to increase the amount of the Land and Water Conservation Fund money that is being allocated to urban situations. The original intent of the act was to fund on a supplemental basis strictly outdoor related recreational programs in nonurban situations.

We do not suggest that there is no need for recreational facilities in urban areas. There is a great need, but we feel strongly that this funding should come from authorizations for that purpose. We are concerned that if the inroads to the Land and Water Conservation Fund continue for urban kinds of recreation that the thrust of this great program will diminish and its original purpose will remain unfulfilled.

Thank you very much.

WETLAND ACQUISITION NEEDS

Senator BELLMON. Thank you, Mr. Poole. In the letter that you have attached to your statement to Senator Metcalf, there is a comment that the original plan anticipated the acquisition of 1,057,000 acres of wildlife production area. Do you happen to know how much of that has been acquired?

Mr. POOLE. Yes. I do not have it before me but the target goal for that 1961 accelerated act was 2½ million acres of land. They have acquired by simple fee, easement, or some other device, 1.89. That is 609,000 acres short of the 2½ million-acre goal and the program has 12 more months of life.

The administration has not requested advance money for it. There remains under the authorization—the original authorization of $105 million—$19.1 million unappropriated.

Senator BELLMON. That, plus the $12 million from the duck stamps, you think would supply the necessary money?

Mr. POOLE. No; it would not be adequate but it will help make progress toward that objective.

OTHER ACQUISITION REVENUE SOURCES

Senator BELLMON. You have given us some very good information and some fine suggestions. We will certainly give your suggestions careful consideration.

Let me ask you one other thing: There are some who feel that there are many, many values to the so-called migratory water fowl programs other than just the production of migratory water fowl; for instance, if you visit some of the refuges as I have, close to New Jersey and other population centers, you will find very large numbers of visitors who would never buy duck stamps or participate in support of the refuge.

Would your organization favor the sale of stamps, or other means of allowing those who enjoy those refuges to participate in this support?

Mr. POOLE. Senator, if you would permit me the privilege of a couple of minutes or a minute and a half, I can answer very specifically and hopefully with some helpful information to you.

We have heard repeatedly over the years the suggestion that there be some sale of stamps or something of that nature to permit non-hunters to help finance wildlife programs. We have had sufficient experience in a number of States in this country to demonstrate without any fear of refutation that it does not work.

These programs, the financing aspects, have to be mandatory. The State of Colorado has had a program now for a couple of years, the voluntary purchase of a $5 wildlife stamp. They have not brought in much more than $5,000. The State of Ohio has had for 3 years a voluntary stamp purchase type of plan and they have not even brought in a part of $4,000.

The Fish and Wildlife Service, back in the early fifties, when Fred Seaton was Secretary of the Interior, went out with a program to the American public after a water fowl hunting season trying to get all people to buy duck stamps in an effort to obtain more money to buy wildlife refuge lands. They did not raise the expenses of the promotion.

Just earlier this year or late last year, I forget which, Secretary of the Interior Morton repeated the same thing again and I think the income was even less.

Senator BELLMON. I was not thinking of making it voluntary; I was thinking of making it mandatory. If people want to visit the refuge, they could pay a fee.

Mr. POOLE. Oh, excuse me. There is some point to that and it has been suggested in the past. We feel that society as a whole—all people interested in wildlife—really can make their best contribution to this through the normal taxation and appropriations procedure.

Senator BELLMON. That does not include the hunter. He pays for his stamp.

Mr. POOLE. Yes, he does.

Senator BELLMON. This way he is giving a free ride to all nonhunters who enjoy the refuge. Would you feel that those nonhunters should also participate?

NONGAME WILDLIFE PROGRAM

Mr. POOLE. I would like to see them do so. We have just completed a study, contracted with the Council on Environmental Equality at their request, for national nongame wildlife. We have submitted this study to CDQ late in February. One of our recommendations was a new national program based on financing achieved through manufacturers' taxes on a number of outdoor recreational-related products that are not taxed at any level now. Thereby, through that way, there would be a contribution to the wildlife program. These people enjoy the out-of-doors—wildlife is part of the outdoor scene. In that manner, they would help to be financing the program.

Senator BELLMON. You said that you are in favor of a mandatory charge for those to go into the refuges?

Mr. POOLE. Yes, but we have run into many problems. How is it imposed, how is it collected.

Senator BELLMON. But in principle, you favor it?

Mr. POOLE. In principle, we favor it, yes. However, I think it has a broader aproach.

Senator BELLMON. Also there is a likelihood that considerable benefit to marine life comes from a particular coastal wildlife refuge. It would seem to me that it would be in order perhaps for some funding from the Commerce Department to be included in the cost of acquiring additional lands.

Mr. POOLE. It may be, Senator Bellmon. Actually there is the Coastal Zone Management Act. It has many implications with respect to establishment of critical habitat areas along the coast. There are a number of areas that could be brought to bear on this.

Senator BELLMON. Has your association made an effort to see if there is a way of limiting all of these interested elements to focus on the problems? I have visited the refuges and I know if we do not do something one of these days, much of the land is going to be dug up into residential developments.

From that point on, the estuaries are ruined. But it seems to me that we are sort of scattering shots here.

Mr. POOLE. Many things are going on. I must confess I am not up-to-date with them, but many things are going on in the direction of Senator Hollings and his coastal zone group.

Senator BELLMON. Thank you very much.

STATEMENT OF VIRGIL FRANKLIN, CHEYENNE-ARAPAHO TRIBES OF OKLAHOMA

ACCOMPANIED BY:
THURMAN WELBOURNE, CHEYENNE AND ARAPAHO TRIBES
WILLIAM FLETCHER, CHEYENNE TRIBE
RUTHERFORD LONEMAN, ARAPAHO TRIBE

Senator BELLMON. Our next witness will be Virgil Franklin, representing the Cheyenne-Arapaho Tribes of Oklahoma.

Mr. FRANKLIN. I will introduce my colleagues. To my left is our

tribal manager, Thurman Welbourne. I also have William Fletcher and Rutherford Loneman.

The Cheyenne-Arapaho Tribes of Oklahoma welcome this privilege to appear before your committee on the hearings on health related topics and proposed bills pending.

The State of Oklahoma is comprised of 77 counties, and the Cheyanne-Arapaho Tribes occupy and reside in the fair more remote 18 northern western counties, predominantly rural. The tribal enrollment consists of 7,000 members, all ages, with at least 1,000 other Indians in transit status doing seasonal work, and Indian summer and winter activities such as powwows and traditional ceremonials.

The Indian Health Service, Public Health Service, operates and maintains a 25-bed hospital, which has headquarters at Clinton, Okla., which has a total population of 10,000 citizens. Now to establish the health-related problem of the Cheyenne-Arapaho Tribes of Oklahoma, is the fact that due to insufficient operations, underfunding of the IHS, and the geographic area that causes the Indian needing medical assistance to travel a distance of 100 to 300 miles—one-way or round trip—to depend on contract health care with non-Indian facilities, this becomes a problem with our older Indians due to the language barrier in relating their problem or sickness to the medical staff.

For a long time the tribal health committee has, in cooperation with the IHS, tried to establish two health centers fully funded for the approximate amount of $1,084,385 for the two health centers at Concho, Okla., and Watonga Health Center, which is now partly staffed and in operation, with Concho needs to be developed. During fiscal year 1973–74, the 38-member tribal health board of Oklahoma and Kansas, in establishing their priorities for new health construction and new health centers, did establish a one, two, three priority for new health centers.

During this year, the Canadian County in which we have tribal property and BIA agency, had a health committee that circulated a county publication that was honored for a county vote by the county residents.

This vote, however, to establish a county health center was defeated by the people of Canadian County. Had this proposal passed and become a State health center, the Indian people would have also benefited since the Cheyenne and Arapaho Tribes of Oklahoma paid a regular rate of $8,000 in ad valorum taxes and did have Indian members of the county committee circulating the petition.

That is why at this time, Mr. Chairman, that, we as a tribal delegation, wish to convey to you and the committee that since the time we submitted our original proposal for the Watonga and Concho health centers, the health need has greatly increased and pre-patient cost of medical care has also increased. It is the belief of the Cheyenne and Arapaho Tribes of Oklahoma that by establishing these two health centers, one in Watonga and the Concho health center at Concho, Okla., the Indian people will properly utilize these two facilities when they become fully staffed and funded by our U.S. Government to be operated and maintained by the IHS staff and the other supporting agencies.

Thank you, Mr. Chairman, for allowing our people to come before you and your committee to hear our appeal for assistance. In closing,

I and my Indian people will ask the good Lord to continue to guide your way and decisions on behalf of the many people you serve, throughout this great country of ours.

Senator BELLMON. Thank you, Mr. Franklin. Do the others with you care to make statements? Do you have anything you wish to say?

Mr. FRANKLIN. No, sir.

Senator BELLMON. Let me ask a question, then, if you have no other comments. You apparently have not been satisfied with the efforts to provide medical service to the Cheyenne-Arapaho Tribes. You mentioned the fact that there is a language problem with the older Indians. Is this the only problem?

Mr. FRANKLIN. No; this is not the only problem. It is travel and not being able to have enough——

Senator BELLMON. If the contract medical facility is closer to where the Indians live, there would be less travel than if they had to go to the clinic, would there not? For instance, an Indian living perhaps in the Canton area might be able to go to the Canton Hospital rather than go all the way to Clinton.

Mr. FRANKLIN. I proposed this to our tribe at one time and they were not willing to accept it.

Senator BELLMON. They are at the local hospitals? Why are they not receptive?

Mr. FRANKLIN. I do not know but there was a plan to obligate a certain amount of funds to the surrounding hospitals so that our people might be able to receive emergency treatment. However, they were not able to initiate such a program through the Indian Health Service as they had thought initially.

Senator BELLMON. Do you feel the Indians would go to the other hospitals if the hospitals agreed to treat them?

Mr. FRANKLIN. If the hospitals would agree, Mr. Chairman. As you know, there is a certain amount of discrimination also with our Indian people. Most Indian people who are on the street also have this problem.

Senator BELLMON. Thank you very much, Mr. Franklin. We appreciate your being here today.

Mr. FRANKLIN. Thank you.

STATEMENT OF MS. LUANA L. REYES, EXECUTIVE DIRECTOR, SEATTLE INDIAN HEALTH BOARD

ACCOMPANIED BY:
DR. WALT HOLLOW, M.D.
MS. BELVA COTTIER

Senator BELLMON. Our next witness is Ms. Luana L. Reyes, executive director, Seattle Indian Health Board.

Senator HATFIELD [presiding]. Ms. Reyes?

PREPARED STATEMENT

Ms. REYES. Senator Hatfield, I appreciate the opportunity to be before you today on behalf of the Seattle Indian Health Board. I have submitted to your staff a written statement which I would like included in the hearing record for myself.

[The statement follows:]

Good afternoon, Mr. Chairman, and members of the Committee.

My name is Luana Reyes. For the past 3 years, I have been the Executive Director of the Seattle Indian Health Board. Today I ask your help in making possible the continued operation of that Board's urban Indian health care program. Unlike most requests, this one involves primarily a replacement of other federal funds, not an increase, and an appropriation merely to keep a program going, not to expand it.

The Seattle Indian Health Board operates the largest urban Indian health care program in the country, with 12,000 registered patients. Since we cannot by law turn away any indigent person, more than 10 per cent of our patients are non-Indians, which makes us also one of the largest providers of free care to the non-Indian poor in Washington State. The Board has reached this level of success despite extremely cramped quarters for our Clinic and despite having only a limited number of health professionals to serve our many patients. Our doctor and dentist are National Health Service Corps personnel--not Indian Health Service employees.

In fact, the Indian Health Service provides only $96,000 of our $1,000,000 budget. There are two reasons for this low level of Indian Health Service funding; first, the Indian Health Service itself has only $1.2 million to spend for urban programs; second, the Seattle Indian Health Board was organized in 1969, long before Indian Health Service and the Federal government recognized that fewer than half of all Native Americans live on reservations, and that the other half--living in urban areas--had health problems that had long gone untreated. Consequently, the Seattle Indian Health Board has been forced to develop non-Indian Health Service funding sources. Today, for example, we operate on more than a dozen different grants and contracts primarily categorical grants from Health, Education and Welfare.

Many of these funding sources, unfortunately, can no longer provide us assistance. Some are being eliminated entirely from the Federal budget, like Section 314(d) funds and Regional Medical Program funds, two of our principal sources of support. Others--such as Section 314(e) funds--are scheduled for large cutbacks this year and total elimination during the next two fiscal years. Still other of our sources are grants and contract that by their terms cannot be extended beyond the end of this fiscal year.

Allowing a modest increase because of inflation--which has hit health care more severely than any other sector of the economy--the Seattle Indian Health Board needs approximately $600,000 in Indian Health Service funds just to compensate for funds from other sources that cannot be renewed. This amount will not provide for any expansion of our program, but is needed solely to maintain our existing operations. If it is not received, the Board cannot simply reduce all of its services proportionately, because the remaining funds are categorical in nature. For example, we have about $275,000 for our alcoholism counseling and education program, but we cannot use these funds to run our medical clinic or our dental clinic. Thus, if we do not receive the funding we need, we will have to eliminate whole areas of treatment completely, and cut all the remaining programs back to a hopelessly inadequate level.

There are simply no other low cost or no cost available sources of primary health care for the Board's patients in Seattle. The vast majority of these patients are extremely poor, and since 1967 when King County discontinued operation of a county hospital, poor people no longer receive free medical services at any major institution in the Seattle area. Moreover, urban Indians face unique problems--both medical and social--that require special programs such as ours. This fact has been documented and established by the Senate Interior Committee in its report last year on the "Indian Health Care Improvement Act," so today I will just cite a few statistics that dramatize the urban Indian's need for special clinics.

The rate of tuberculosis in Native Americans is more than six times that of the non-Indian population. The diabetes rate is more than double. Infant mortality--on or off the reservation -- is nearly double. Twice as many Indians commit suicide. Alcoholism is especially severe--in Seattle alone, nearly 60 percent of the adult Indian population is alcoholic--and this, like suicide, is a cultural problem as well as a medical one. All of the available evidence suggests that these problems are even more acute in urban areas than on the reservation, where Indians receive at least some health care.

Even if Indians had the same health problems as non-Indians, and even if free medical services were available in the cities to the poor, urban Indians would still have special needs. Discrimination against Indians is still a very real problem. So is the ignorance of non-Indians concerning the programs for which Indians are eligible. For example, the most frequent response Indians get when they apply for Medicaid benefits is that they should just go back to the reservation and be treated by the Indian Health Service--even though most urban Indians have no reservation to go back to, and even though it is illegal under Federal law to deny Medicaid to Indians.

Finally, the urban Indian who has left the reservation is often unable to learn of and to find health services for which he is eligible. Reservation experiences vary, of course, but in my own experience there were two occasions during my elementary school years when decisions were made that I received certain health services without consultation with my parents. While this may not be occurring to a great extent now, the result of the past practice is that many Indian people moving to urban settings are ill prepared to deal with the established mechanisms without substantial support. Self reliance is not automatic. In the city, the Indian has trouble enough learning to seek care when he needs it--and when he needs it, he is sick, which makes it doubly unlikely that he will find care. For this reason, as well as for the reason that Indians do have special and complex health problems, urban Indian health programs are a necessity--and a Federal responsibility.

The Senate reached these same conclusions last year when it passed the "Indian Health Care Improvement Act," which includes a special Title V for urban Indian health programs. Senator Jackson has introduced this bill again--with 22 co-sponsors ranging from Senator Goldwater to Senator McGovern--and Congressman Lloyd Meeds has introduced a companion bill here in the House with many of your colleagues as co-sponsors. When this Act is passed, programs such as ours will be funded directly under Title V, with a single appropriation. The Indian Health Service will have greater responsibility for our funding, and the other Health, Education and Welfare categorical grants and contracts--which are fast disappearing--will become a thing of the past. All we are asking today is that you recognize that the Health, Education and Welfare categorical grants and contracts are coming to an end before Title V has become law, and that it is therefore necessary to do something this year in the Indian Health Service appropriation to prevent the collapse of the urban clinics--the very clinics that inspired the drafting of Title V.

If your Committee does not provide these funds this year, our program will be damaged extensively, perhaps beyond repair. Five years of hard work by both the Indian population and the Federal government will be lost. Even if our program could be rebuilt, after passage of Title V, more than 15,000 Indians in the Seattle area would meanwhile be without any source of health care. This, Mr. Chairman, would be a senseless tragedy--to destroy the urban Indian programs at the very time Congress has at last realized the need to encourage them.

We ask, therefore, that you and your Committee increase the Indian Health Service budget for urban programs from the $1.2 million requested by the Administration to $3.2 million. This is not a lavish expenditure, not something that would allow us to expand in Seattle and the other urban Indian centers, but only an amount necessary to compensate for lost funding from other sources and to allow us to hold our own pending passage of Title V.

If you have any doubt that this funding is needed in light of cutbacks in other areas of the Federal budget, Mr. Chairman, we would urge you to contact Dr. Emory Johnson of the Indian Health Service again. We feel certain that he will confirm the need for these funds. And we are certain ourselves that without these funds, our program and several others like it will have little or no hope for the future.

Thank you, Mr. Chairman, for allowing us the time to make this urgent request.

Ms. REYES. I would like to introduce to you two people who are with me today who will make some oral remarks. On my right is Mrs. Belva Cottier, who is the executive director of the Native American Health Center in San Francisco. She has not submitted a written statement but is prepared to make some oral remarks to you. On my left is a member of my board of directors of the Seattle Indian Health Board, Walter Hollow, who is an M.D. He is an Indian from Fort Peck, Mont. I, myself, am a Colville Indian and we will speak to you on behalf of the Seattle Indian Health Board.

STATEMENT OF WALTER HOLLOW

Dr. HOLLOW. Thank you. I would have you open the white section to figure 1. Briefly what I want to do is describe some of the progress the Seattle Indian Health Board has made in this past year.

We have established a training program that trains medical students for credit trans nurses, laboratory technicians, and physician's assistants which was established 1 year ago. In addition, we have a planning program which was not established 1 year ago which is in the progress of doing a health maintenance organization feasibility study. In addition, we have statistics and data which are sent through our computers for statistics on Indian health.

At the medical clinic in the past year, as of July 1 this year, we will have two full-time physicians. Our patient load at the end of 1973 was 7,000 registered patients. At the end of 1974, it was 12,000 registered patients, 90 percent of whom were of Indian extract.

We have also gotten a new dental clinic this year.

The alcoholism program also has a new facility. In 1973, we were serving 700 patients. In 1974, we served 1,000. The sobriety rate is 40 percent, which I might add is the highest of any alcoholism program anywhere in the Nation.

Unlike most proposals, our request today is for a replacement of Federal funds, not for an increase. This will be an appropriation which will maintain the program at its current level, not to expand it.

Currently we are funded by 12 HEW grants and contracts which are primarily categorical in nature. The problem we are facing is that a lot of these contracts are being entirely eliminated, such as the regional medical program and 314. Other contract funds are being drastically cut back with plans to have them phased out within 1 to 3 years. For instance, 314(e), if we look at the Indian situation in Seattle today, there is no low-cost or no-cost health care other than our own in the city of Seattle. In addition, if you look at the last page of that writeup you will see that the annual monthly income for Indians—there are 50 percent Indians who have annual incomes of less than $300.

In addition, for every 100 patients who walk through one of our medical clinic doors, 67 of them have no medical insurance whatsoever. Therefore, there is no access to health care for poor people in the Seattle area. Urban Indians have a lot of health problems, both medical and social, which require special programs.

We think we demonstrated this need with passage of Senate bill 2938, sponsored by Senator Jackson, which was called the Indian Health Care Improvement Act. In there, they recognized four problems that urban Indians face. One, is discrimination. Two, is ignorance

of the non-Indian population concerning the eligibility of Indians gaining access to health care. Three, is the ignorance of the Indians themselves on the process of getting themselves eligible for such programs as medicare. Four, is the special and complex health problems that are unique to Indians.

Our problem today then, we believe it is a necessity and a Federal responsibility to provide health care to urban Indians. We believe that the Federal Government recognized this responsibility when they passed S. 2938 1 year ago. Actually what title V in that bill will do for urban Indians is it would give us one place to go, namely, the Indian Health Service, for funds to run Indian urban health programs.

The problems we face here today is that our categorical grants and funding are running out and disappearing. Title 5 has not yet been passed into law. What we require is $600,000 in transition moneys to keep our program running until title 5 is passed. We think it would be a senseless tragedy if the urban Indian health projects were destroyed at the very time when Congress has recognized a need to encourage them.

We would therefore ask you to increase the Indian Health Service add-on for urban health care projects from $1.2 million to $3.2 million. This would not only benefit the Seattle Indian Health Board but the other 17 urban Indian projects across the Nation. We would also urge that you contact Dr. Emory Johnson, Director of the Indian Health Service, who we feel certain will confirm the evidence which we have given here today.

With that, I thank you.

Senator HATFIELD. Thank you very much, Dr. Hollow. The Interior Committee did pass this bill in the Senate last year. We are about ready—our committee is reporting the bill and we hope we will get affirmative action from the entire Senate and from the House of Representatives as well.

STATEMENT OF BELVA COTTIER

Ms. COTTIER. My name is Belva Cottier, executive director of the Native American Health Center. My presence here today is to request additional funding for urban health projects.

Native American Health Center was organized 2½ years ago. Today the center presently serves 9,000 to 10,000 patients. Its patient load continues to increase. This proves and demonstrates the need of health care for the urban Indian and I refer to the summary background.

At present, Indian health funds fund one-third of our program in the amount of $31,000. These moneys offer indirect care.

Recent Indian Health Service policies are then geared toward the reservation Indian. Only recently has the money been allocated for urban health projects; as off reservation Indians represent only 7 percent of the total Indian population, there is a great need for additional moneys in these areas.

Indirect health care money is essential and it provides catalystic funding toward the initiation of direct health care; in other words, base funding. Due to the high cost of professional health salaries, there is a real problem with prior reimbursement. It does not fully

cover the cost. There are other costs such as malpractice insurance and services rendered before they can be reimbursed so that is leaving us without operating costs. Once again, these fundings are needed for direct care.

The National Health Service Corps will be needing the services of our doctors at the end of this month. Their new policy is to designate their doctors to rural areas, although the doctors are essential to urban projects because of the high density population and health professionals. Our sources of funding are usually categorical, yearly based funds. Some of these will be phased out. Thus there has to be some source of funding to replace these funds and appropriation to keep the program active.

The Indian Health Care Improvement Act, which includes a special title V for urban Indians and direct health care money, will give the Indian Health Service and other funding agencies more responsibility to the American Indian.

Senator HATFIELD. Thank you very much for your testimony. You have been very helpful in presenting this kind of information to us. We will give it very careful consideration.

Ms. REYES. Thank you very much.

STATEMENT OF DWIGHT RETTIE, EXECUTIVE DIRECTOR, NATIONAL RECREATION AND PARKS ASSOCIATION

PREPARED STATEMENT

Senator HATFIELD. Now we would like to call Mr. Dwight Rettie, executive director, National Recreation and Parks Association.

We have a rollcall and Mr. Rettie, I would like to hear you prior to my having to leave for that vote call. Your full statement will be placed in the record. If you will please highlight and summarize it, I would appreciate it.

[The statement follows:]

Mr. Chairman, the National Recreation and Park Association appreciates the opportunity to testify concerning the fiscal year 1976 budget for the Department of the Interior. We are particularly interested in the appropriations which effect the capacity and diversity of our country's outdoor recreation resources, including funds for the Bureau of Outdoor Recreation, the National Park Service, the Fish and Wildlife Service, and the Bureau of Land Management.

The National Recreation and Park Association is a private, non-profit organization devoted to the improvement and expansion of park, recreation and leisure systems and services for all people. Policy is determined by a Board of Trustees representing lay persons responsible for public policy for parks, recreation and leisure, and professional and technical staff who directly plan and manage a diverse range of park and recreation facilities and services. Our membership exceeds 18,000 individuals, agencies and organizations. Those association members professionally employed in this field are primarily from the public sector within NRPA.

The essential point we wish to make to the committee is our wholehearted support for full funding of 300 million dollars for the Land and Water Conservation Fund. The Land and Water Conservation Fund Act must be considered one of the most important programs dealing with parks and recreation in the history of our country. Without it we would not be thinking of expanding and up-grading our great national park system. Nor would we have experienced the tremendous growth in the state and local park systems throughout the country over the last decade.

The record of this program, including the manner in which it has been administered, clearly sets it above many other federal efforts which started with high goals and good intentions but somehow fell short.

Over the last ten years for example, 928.8 million dollars have been made available for over 13,500 state and local acquisition, development and planning projects. Some 1.053 million acres of parks and open space have been acquired for a wide range of park and recreation uses. States and local governments have matched this federal commitment and have expended additional billions for maintaining and programming parks, recreation and leisure services. This program has been exceedingly popular with states because of its relatively streamlined operation.

NRPA believes that at a minimum, Congress should appropriate the full 300 million dollars requested for the Land and Water Conservation Fund in the administration's budget for FY '76. Indeed, even though we are living in a time of great budgetary pressures, we believe Congress would be well advised to add to the 300 million some of those funds left unappropriated for LWCF from previous fiscal years yet still available for appropriation at any time the Congress sees fit. The reasons for doing so are numerous and compelling.

We are far behind in land acquisition and developmnnt programs, and time simply exacerbates this problem. The unpublished first version of the Nationwide Outdoor Recreation Plan, prepared under Interior Secretaries Udall and Hickel, indicated that 25 billion dollars would be required over a 5 year period simply to give urban residents the same general access to outdoor recreation experiences that non-urban residents enjoy. The plan would have recommended an appropriation of 6.3 billion dollars during the fiscal years 1971 through 1975 to meet the urban recreation problems. As

51-957 O - 75 - pt. 4 - 67

noted, over the last ten years the Land and Water Conservation Fund has assisted state and local governments to acquire over 1 million acres for parkland with a federal share of 982.8 million dollars. But this statistic must be put in context. For instance, during the 20 year 1960 through 1980 period, a recent study done for the Commission on Population Growth and the American future estimated that land in urban areas of the U.S. will increase from 196,958 square miles (1960) to 395,138 square miles (1980). This is an average of over 99 hundred square miles or over 1 1/2 million acres of new urban area annually. The pressure on areas that should be retained for public park and recreation use is obvious.

Figures just released by the National Association of State Outdoor Recreation Liaison Officers (NASORLO) further highlight the need for more funding. Among other things, the survey determined the dollar amount of all projects for which full and complete applications had been approved by the state liaison officer and were pending in that office after the state's actual annual dollar allocation had been exhausted. The total for the states and territories came to nearly 140 million dollars and approached nearly 1,000 projects.

In addition, each state was asked to indicate the dollar worth of potential projects which could be activated in each state within one fiscal year if the needed Land and Water Conservation Fund monies were made available for matching grants. The instructions for this question made it clear that any estimate was to be based on dependable sources of state and local match. The results indicated that nearly 650 million dollars in potential projects could be funded in the states and territories.

So, at the state and local level alone, it is clear that the present authorization level of 300 million dollars, of which approximately 60 percent is made available for state and local funding, is wholly inadequate to meet the acquisition and development needs of our country.

The acquisition backlog for the National Park Service and the Forest Service have been described frequently before this committee and do not warrant repeating here. We would say, however, that our interest in full funding for the Land and Water Conservation Fund is based as much on the need to reduce the federal backlog as much as it is to meet state and local needs.

We urge this committee to support an appropriation of at least 5 million dollars for the Cugahoga National Recreation Area. We believe this project, and many more of a like nature that are needed in other heavily impacted urban areas, are vitally important in meeting the recreation and leisure needs of the vast numbers of people who live in urban areas. We also believe that the National Park Service should give greater emphasis to these vital areas rather than retrench from its current commitment, an attitude detected by many as representing current Park Service thinking.

NRPA also wishes to emphasize our strong support for full funding of the requested $24.5 million for the Department's Historic Preservation Grants program. Historic preservation in its modern, adaptive use context, has been a crucial factor in reawakening citizens to the importance and usefulness of existing structures. Renovated or restored historic structures can, in addition to their inherent historic or aesthetic uses, represent a commitment to neighborhood strength and character. With the current Bicentennial emphasis on our history, we can expect an even greater increase in this type of activity. We know that the Department is encouraging the use of innovative financial techniques to stretch the dollar

return from this program. It is our hope that this Committee will approve the requested amount, and that action by the authorizing committees will enable us to support a higher figure next year.

Additionally, NRPA urges this committee to look very carefully at personnel ceilings imposed on the National Park Service by the Office of Management and Budget. These ceilings thwart the will of Congress and have the effect of impounding appropriated funds contrary to the intent of Congress. This is one of the devices by which OMB and the National Park Service seek to justify their backing off from meeting the needs of urban dwellers through the National Park System. It is argued that because of these personnel ceilings the Park Service is unable to meet the acknowledged needs of urban dwellers. This is an artifical distinction and one which should be soundly rejected by this committee and by the Congress. Indeed, we urge this committee and the Congress to specify to the Park Service, and inferentially to the Office of Management and Budget, that money is to be used to fill the authorized positions and to expand efforts to meet the need for recreation and leisure services of our urban populations.

Given the present state of the economy, this committee might very well wish to urge the Bureau of Outdoor Recreation to in turn urge state and local authorities to place greater immediate emphasis on development projects as opposed to land acquisition projects, because of the greater employment potential such projects provide. A temporary "tilt" in this direction might, over the short run, best serve the national interest.

NRPA also urges the committee to give serious consideration to report language indicating its support for LWCF acquisition and development closer to urban areas. The needs have been clearly stated above in our testimony and by other witnesses, and again need no reiteration here. Suffice it to say that the Bureau of Outdoor Recreation under Director Watt has made notable strides in this direction. They are to be commended for this effort and should be encouraged in that undertaking by the Congress.

In summary then Mr. Chairman, we fully support full funding of 300 million dollars for the Land and Water Conservation Fund in fiscal year 1976 and pledge our support not only to this committee but to the authorizing committees to work diligently to raise that authorization level and to expand federal assistance for parkland acquisition and development at the national, state and local level.

Mr. RETTIE. Thank you very much, Senator Hatfield. It is a great pleasure to appear before you. I will try to keep my remarks very, very brief, keeping in mind that you have to go to a vote.

If I may, I would like to comment very briefly on some earlier testimony before this committee today particularly with respect to the appropriation for the conservation fund. That fund was described as a fund which is now being jeopardized by the use of moneys to meet urban needs. I want to express to you, sir, and to the committee that I think the framing of the land and water conservation fund and its use as some kind of an issue that is rural versus urban or that is land and water versus people is a most unfortunate kind of confrontation.

The fact that the Land and Water Conservation Fund is being used in some localities and in some areas to meet urban needs reflects the great wisdom with which this Congress and indeed which this committee had in passing that bill and providing funds for that bill over the course of the history of that legislation. It is a fact being used to meet the needs expressed at the local level, to meet the needs of people. I think it would be a most tragic kind of mistake to earmark funds or otherwise jeopardize funds that are being appropriated to this very worthy cause on behalf of America's recreation. If we were in fact to continue to stretch the argument as one argument of rural versus urban or land versus people—I would also like to say, if I might, that right now we have some special kinds of opportunities afforded by the present unfortunate state of the economy.

These are two separate ideas that are sort of at war with each other but I want to give them to you briefly. First, there is a great deal of pressure off the price of land today. Land developers and those who normally compete in the market to buy land are simply not buying land. Hence, it is one of the most opportune times in our history to be buying land for parks and recreation, conservation, scenic and historic purposes.

At the same time, I would like to suggest for the committee's consideration the possibility that perhaps in the short term it might be wise for this committee and the Federal Government to think of at least opening the door to local governments, the opportunity to make some strategic shift in the use of that money to place the emphasis temporarily on development and, in the process, thereby provide much-needed jobs for people at the local level. It is not unheard of that this Land and Water Conservation Fund can itself be a vehicle to provide employment at the local level. We have a large backlog of development and redevelopment and rehabilitation activities in America's recreation that we need to carry on.

We would not argue that this should be a long-term shift because we need at the same time to keep our foot on the accelerator for land acquisition in the long haul. However, in the short haul, we have desperate economic problems and desperate people who need jobs. We suggest that the committee consider the possibility of some short-term shift.

Above all, until the substantive committees have an opportunity to give further consideration to some significant increase in the size of the Land and Water Conservation Fund to broaden opportunities for both land acquisition and land development, it would be helpful if the committee would consider that possibility.

If I may close, I would like to make two brief remarks about people within this committee and the National Recreation and Parks Association who have had both an old and new opportunity to work together. We congratulate the Department of Interior and this administration on the appointment of a very topnotch professional in Gary Everhard to the directorship of the National Park Service. We think we will enjoy working with him.

We also commend and we note the departure soon, we understand, of Director James Watt of the Bureau of Outdoor Recreation. He has been a great person to work with in an open kind of way. There have been a great deal of controversial things about the nationwide plan, but after a long and arduous struggle, he at least brought it to this Congress for its judicious consideration and we commend him for that, and for the innovative program that the Bureau of Outdoor Recreation has in fact been encouraging.

Mr. Chairman, parks and recreation, at a time of economic stress, is a time when we should be putting more, not less emphasis on meeting these great needs of the American people. We support these appropriations that this committee has jurisdiction over. Thank you.

Senator HATFIELD. Mr. Rettie, you have been very eloquent in summarizing your statement. I appreciate the succinctness with which you have handled it.

I would also say that I heartily concur with your proposition of putting perhaps a temporary shift of emphasis on the utilization of these funds to assist not only the broad recreational objectives but the impact on the unemployment problems of the moment.

In fact, the Subcommittee on Public Works of this Appropriations Committee has been doing precisely this in not only asking for acceleration of existing projects as to capability of existing projects but for the greatest expansion possible of some of the small projects that do have great recreational possibilities and potential. This is precisely for the reason of trying to increase employment.

I think your comments concerning the two very fine men who have been giving leadership to the parks program and now the BOR Director, Mr. Watt, we hope will be confirmed in another slot in the Federal hierarchy. Those comments I heartily endorse as well. I think they are very excellent judgments you have made in evaluations of these two outstanding public servants. I hope you will communicate that fine statement to them.

Mr. RETTIE. Thank you very much, Senator.

Senator HATFIELD. Thank you. We will have a brief recess while I go vote. In the meantime, Mr. Garland Meador of the Grant County Resource Committee and I think Mr. Bill Farrell who is with you, if you would care to take your position at the table, we will be ready to go.

[A brief recess was taken.]

STATEMENT OF GARLAND MEADOR, GRANT COUNTY RESOURCE COMMITTEE

ACCOMPANIED BY WILLIAM K. FARRELL

Senator HATFIELD. The meeting will come to order. At this time, I am happy to welcome two of my distinguished constituents and lead-

ers in our State, men who have not only given leadership in their own areas of professional pursuit, but certainly who have been giving much public service in the area of Grant County in the State of Oregon.

PREPARED STATEMENT

It is indeed a pleasure to welcome you gentlemen here to this hearing today. I will say that we will print your full statement in the record and you may summarize it or highlight it as you wish.

[The statement follows:]

IMPORTANCE OF A BLUE MOUNTAIN VALIDATION AREA TO THE LOCAL COUNTY AND THE NATIONAL RANGE PROGRAM.

I am Garland Meador, a rancher and member of the Grant County, Oregon, Resource Committee. This Committee is dedicated to the improvement of its ranges and related resources and to meeting our county's social, environmental and economic needs.

The Grant County Resource Committee, the County Court and other groups interested in the well being of our area, have asked me to attend this session and convey to you our interest in natural resource development and thereby, the improvement of our critical economic situation.

This group has diligently worked at finding the answers to our resource based economy. We have analyzed our natural resources on both private and public lands and have carried out two economic studies. These studies were focused on the economic impact our natural resources have on our economy. We know we have some tremendous resource potentials, especially in the range area, and that the development of these areas is certainly the economic future of our county. Our studies have also proven that all of our new moneys come from our renewable resources so the development of our resources are the future of our County, State and Nation.

We have carried our story of resource development to 45 other interested groups throughout Oregon and have the full support of all the groups we have told our story to, including such groups as the Columbia Group of the Northwest Sierra Club.

We also have a more detailed research project underway that takes a complete look at all of our resources in all of our vegetative types or ecosystems. This research project is giving us a complete view and value on all of our resources, both marketable and non marketable or aesthetic, and will be of tremendous value in fully monitoring future resource development projects.

We are familiar with the U. S. Department of Agriculture's red meat program and the Accelerated Range Program recently proposed by the Forest Service to realize the potentials of forest and forest related ranges for meat production, along with timber, recreation, watershed, wildlife and other uses and values.

Our rangelands in this area have a great potential for contributing to food for man through grazing animals. All land ownerships are important to our business. We wish to encourage this increased attention that is being focused by the Forest Service on the importance of rangelands to furnish food for man by way of grazing animals.

We feel that our area would make an excellent pilot project area to show how more red meat could be produced on rangelands which would cut down on the use of fossil fuels and more expensive feed grains.

It is our understanding that this Accelerated Range Program will include range research, producing more livestock grazing from National forest lands and coordinated range improvement programs on the public and associated private and state owned lands so as to increase the productivity of all ownerships.

We understand that the validation areas will be installed as a part of the Accelerated Range Program in a very limited number of areas. Range development and intensified management undertaken will be monitored and the cost benefits evaluated on these areas. The results will be used to modify the Forest Service national programs as necessary. In other words, validation areas will provide information and research to assure that the right decisions are being made on all national forests and associated rangelands.

We strongly support the validation area proposal and believe that our County should be included as a part of the validation area here in Eastern Oregon for these reasons:

A. Our county is rated as an economic disaster area and we are sure this proposal would be of material help in the immediate situation and by getting our resources in a productive state, our economic situation would be put on a much more stable economic base for years to come.

B. Our rangelands do have the potential for increased forage production and the improvement of these areas would materially improve other wildland resources.

C. Our area is representative of vast areas of forest-range lands of the West so the information developed here will be important in developing other Western rangelands.

D. Timber management and livestock grazing is closely associated in our area. When properly coordinated, these land uses are compatible and can be made to complement each other.

E. More forage is needed to round out our livestock operations.

F. We have demonstrated over the years that there is close cooperation between landowners and public agencies and other resource concerned groups.

Our land use and development planning is being done jointly by

1. Ranchers
2. Business people
3. School teachers
4. Housewives
5. Sportsmen
6. Timber interests
7. Environmental groups
8. County Government
9. Grant County Planning Commission
10. Grant County Resource Committee
11. State agencies responsible for fish and wildlife
12. Oregon State University resource based departments
13. Bureau of Land Management
14. U.S. Forest Service

Our planning is at a stage where commitments can be made.

We urge the members of this committee to favorably consider the needs for funding that would get this important program underway.

Mr. MEADOR. Senator, I appreciate the opportunity to be here. Rather than go through this entire statement which I know you are familiar with, as are a number of the other members of the committee, I would like to add one sentence in summary at the end. Then I would let my colleague, Bill Farrell, add some highlights.

Our program has shown us beyond any doubt that the wise use and development of our natural resources on an increasing basis is the best management for our economy and our environment.

Now Bill has a few other additional remarks.

Senator HATFIELD. We will be happy to hear from Mr. Bill Farrell.

Mr. FARRELL. Senator, you have the full document and we are asking for a validation area in Grant County. I might further add and you are well acquainted, we have done our homework, we have analyzed all of our resources on both the public and private lands. We have carried out economic studies, so we know what we can do with resource development. Of course, this relates specifically to a range acceleration program and in this case, a special validation in that area to put moneys into range improvement.

We also have proven that in a timbered area we can also improve the other resources, namely timber, water, wildlife and we have already demonstrated that we can do this in most of our ecosystems, in other words, various vegetative types.

We are in a position—we have a very active resource committee that has been working as a grassroots group for years that takes the lead on this. They have also the cooperation of all of our agencies and various groups such as the organized Wildlife Federation, the Columbia Group and many others. We have presented our story to them showing them what we can do in the line of resource development and we are ready to go.

We certainly would like to see this financed to the tune of $2,300,000, so we could put resource development namely in range improvement into action.

Senator HATFIELD. Gentlemen, I am grateful for your presence here today. I would like to say that it is my observation that we are very much concerned about land use, land planning in this day. Our resources are limited, they are finite and therefore it is up to us to care for them, to utilize them properly and to provide for future generations.

It seems to me that in our land use legislation which the Interior Committee of the Senate has now passed 2 years in succession—hopefully this year we will get it through both the House and the Senate—that the whole thesis there is that we must plan land use, and in that planning process, we must include all interest groups and all public bodies and private associations that have really demonstrated what the thesis of that legislation really holds out. That is, we can get multiple use, we can get proper conservation, we can get wise utilization if we but put these various groups and experts together with land users and the public interest always included as well.

I want to commend you. You have proven that it can be done. You can get the Sierra Club and the ranchers together; you can get the Federal Forest Service and the local leaders in resource planning together, housewives and sportsmen, business people and schoolteachers.

I think it is an eloquent demonstration that the people can solve their problems.

I congratulate you for having given this kind of example to the Federal Government, coming out of the local area of Grant County.

Because the fact that the Federal Government owns 50 percent of our State, I think the Federal Government has a significant role to play in this program.

Mr. FARRELL. Thank you very much. We are asking that some moneys be put into the Forest Service funds so that they can get resource development or range development underway.

Senator HATFIELD. Let me just make sure we are on the right frequency here on this one point. I believe Mr. Farrell you mentioned the figure $2,300,000. I have also the figure $1.6 million. That $1.6 million is just for Grant County, is that right?

Mr. FARRELL. Actually there are three proposals that were proposed through USDA for the Forest Service. One of them was that they set up three areas in the United States.

There is $1.6 million a year for 5 years, $750,000 a year for the next 5 years and the proposal for our area is actually $2,300,000 for that specific area.

There are really three packages. Actually this is the third one and ours is the lesser of those.

Senator HATFIELD. We have three options then. The Forest Service has given support to this proposition, as you know, and we made the record yesterday or day before yesterday in this committee with another association which will testify in support of this as well.

Thank you very much. I appreciate your testimony.

PREPARED STATEMENT OF MR. TOM C. FICHANDLER, PRESIDENT OF THE LEAGUE OF RESIDENT THEATERS

PREPARED STATEMENT

Senator HATFIELD. Mr. Tom C. Fichandler, president of the League of Resident Theaters.

Mr. FICHANDLER. Senator Hatfield.

Senator HATFIELD. Good afternoon. We are sorry to be delayed in our time schedule.

Mr. FICHLANDER. We are used to that in the theater.

Senator HATFIELD. We have your full statement, which will go in the record. If you would care to make a brief résumé, it would assist us in catching up.

[The statement follows:]

My name is Thomas C. Fichandler, my address is 2737 Devonshire Place, N.W., #18, Washington, D.C. 20008. I am President of the League of Resident Theatres, an organization of 33 professional theaters in 31 cities stretching from New England to Florida to California and to Seattle, Washington with members in the Midwest and Southwest as well.

I am also Executive Director of Arena Stage right here in Washington, D.C. Arena Stage is one of the oldest regional professional theaters in the country having been started 25 years ago, in August 1950. This past quarter century has witnessed an extraordinary phenomenon as one theater after another was created to serve the needs of vast areas of the country which had been without live theater for so long. This phenomenon was made possible through the financial support , first of dedicated individuals, then private foundations and lately the National Endowment for the Arts. The assistance of the Endowment is critical for the continued existence of these theaters. Moreover, in order to keep these theaters alive and hopefully to encourage others in parts of the country that still are without their own theaters, the amount of funds available to the Endowment for assistance to this nation-wide network of theaters needs to be increased substantially.

A recent survey of these theaters conducted by the Theatre Communications Group revealed that they had a combined income gap (of operating deficit) of just under $12 million for the 1973-74 fiscal year. Since then the gap has increased as inflation has raised costs far beyond the theaters' ability to increase income. For the most part this gap, averaging about $350,000 per theater, has been covered in the past by a combination of gifts from individuals and grants from private foundations and governmental bodies. However, with the stock market decline, gifts from individuals and grants from private foundations have dropped drastically. It is critically important, therefore, for the National Endowment for the Arts to be in a position to take up the slack.

I am sure that you are aware that governmental assistance for the arts in the United States is far behind the help provided by many

other, less wealthy countries. Are you also aware that our legislators are far behind their constituents in willingness to aid the performing arts? In 1973, 64 per cent of the adult public--93.1 million Americans--said they would be willing to pay an additional $5 a year, or a total of $465 million, in taxes to support cultural facilities such as theater, music, dance, etc. In addition, 47 percent would pay an additional $25 a year and 36 per cent an additional $50 a year. Added up, they would be willing to provide $2 billion for the arts!* That's far beyond the Endowment's current budget or even the total that would be available if Congress appropriated the full authorized amount.

Isn't it time that we recognized the values that the arts bring to our lives and began to support them adequately? As we prepare to celebrate the Bicentennial of the birth of this nation we need to re-assess our values. Two hundred years ago the second president of our country, John Adams, said:

> "I must study politicks and war that my sons may have liberty to study mathematics and philosophy. My sons ought to study mathematics and philosophy, geography, natural history, naval architecture, navigation, commerce and agriculture in order to give their children the right to study painting, poetry, musick, architecture, statuary, tapestry and porcelain."

It is now up to you, our legislators, to make President Adams' vision a reality. Our nation will not survive on bread and machines alone. It must have the deeper, richer values that the arts can give its people to help them face the rigors and problems ahead. The least you can do is to help provide the Endowment with the full $126 million authorization. And even that amount will fall far short of real needs.

* These figures are based on "Americans and the Arts," a survey of public opinion conducted by Louis Harris and Associates, Inc. for Associated Concils of the Arts.

Senator HATFIELD. The John Adams quote tells it all, doesn't it?

Mr. FICHANDLER. Yes. I will skip that since you are very familiar with that. I would like to say that as president of the League of Resident Theaters, I represent an organization of 33 professional theaters in 31 cities, stretching from New England to Florida to California and to Seattle, Wash., with members in the Midwest and Southwest as well. I am also executive director of Arena Stage right here in Washington, D.C. Arena Stage is one of the oldest regional professional theaters in the country, having been started 25 years ago in August 1950.

This past quarter century has witnessed an extraordinary phenomenon as one theater after another was created to serve the needs of vast areas of the country which had been without live theater for so long. This phenomenon was made possible through the financial support, first of dedicated individuals, then private foundations, and lately the National Endowment for the Arts.

The assistance of the endowment is critical for the continued existence of these theaters. Moreover, in order to keep these theaters alive and hopefully to encourage others in parts of the country that still are without their own theaters, the amount of funds available to the endowment for assistance to this nationwide network of theaters needs to be increased substantially.

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In addition, 47 percent would pay an additional $25 a year and 36 percent an additional $50 a year. When you put all those together it comes to about $2 billion a year they said they would be willing to pay in additional taxes. That is far beyond the endowment's current budget or even the total that would be available if Congress appropriated the full authorized amount.

Is it not time that we recognized the values that the arts bring to our lives and began to support them adequately? As we prepare to celebrate the Bicentennial of the birth of this Nation we need to assess our values. Two hundred years ago the second president of our country, John Adams made the statement, and it seems to me it is now

time to do this. It is now up to you, our legislators, to make President Adams' vision a reality.

Our Nation will not survive on bread and machines alone. I must have the deeper, richer values that the arts can give its people to help them face the rigors and problems ahead.

The least you can do is to help provide the endowment with the full $126 million authorization. And even that amount will fall far short of real needs.

Senator HATFIELD. Thank you very much, Mr. Fichandler. Do you know Candace Bomer in the Shakespearean Festival?

Mr. FICHANDLER. Yes, indeed.

Senator HATFIELD. Thank you very much for your presence.

STATEMENT OF STANLEY TENORIO, CHAIRMAN, SANTA FE INDIAN HEALTH BOARD

Senator HATFIELD. Now we have Mr. Stanley Tenorio, chairman, Santa Fe Indian Health Board.

We have your full statement; you may proceed to summarize it if you would, please.

Mr. TENORIO. I am Stanley Tenorio of San Felipe Pueblo, chairman of the Santa Fe Indian Health Board. Thank you very much for the opportunity you have provided me to appear before you and testify on the behalf of the Indian people in New Mexico—to express our need for a new Indian hospital in Santa Fe.

For several years, we have recognized that the existing hospital is deficient in construction and staff. The building is 45 years old, is made of stucco, and has wood floors. It does not meet requirements for life-safety and, in 1974, was denied accreditation by the Joint Commission on Hospital Accreditation. The old faciilty cannot be remodeled to meet the requirements for safe and adequate patient care. In addition, the staff is not sufficient to provide needed services.

Planning has been completed for a new Santa Fe Indian hospital. The Santa Fe Indian Health Board and other representatives of Indian communities have been actively involved in the planning from the beginning of the present time. Much effort has been put into the planning by the Indian people and the Indian Health Service with $170,000 in planning money.

The new hospital will serve about 12,000 Indian people in the Santa Fe vicinity, and Indian patients from other communities can come there for surgery and some special care if this is not available where they live. In addition to providing needed, modern outpatient and hospital care, the new facility will have special clinics for mothers and babies; it will help to meet the needs of older people; will provide mental health and nutrition services and other programs. Also, it will be a center for providing health education, social services, environmental health services, dental care, public health, nursing, and other services.

The Indian people have special needs for these kinds of programs and services. Working and planning with the Indian Health Service over the years, we have seen much progress and improvement in the health of our people. But we are still behind the rest of the population in the United States. Death rates among our people are higher,

and we have many diseases that still cause us problems of illness and disability.

It is for this reason that I ask you, on behalf of the Indian people I represent, to provide $9,281,000 in the coming fiscal year budget for construction of the new Santa Fe Indian hospital. Your response to our request for help will mean a healthier, happier, more productive life for our people.

Gentlemen, thank you once again for this opportunity and for your kind attention.

Senator HATFIELD. Thank you very much, Mr. Tenario. We appreciate your coming here today and offering this testimony.

STATEMENT OF DR. DAVID L. MURPHREE, PROFESSOR, DEPARTMENT OF AEROPHYSICS AND AEROSPACE ENGINEERING, MISSISSIPPI STATE UNIVERSITY

Senator HATFIELD. Next is David Murphree.

Mr. MURPHREE. Senator Hatfield, I wish to speak on the development of coal-fired MHD power generation systems. Mississippi State University strongly supports a coordinated overall national program for the development of coal-burning MHD power systems by the Office of Coal Research, OCR, Energy Research and Development Administration.

Due to the urgency of this Nation becoming energy self-sufficient, I am testifying urging appropriations of $40 million for fiscal year 1976 for the ERDA development program of coal-burning MHD power generation. In the not too distant future, America may not have any reserves of oil, natural gas, or uranium for electric power production. Coal is America's most abundant fossil fuel. The United States has more coal reserves than any other nation. About one-third of the world's coal supply lies in the United States. The majority of our Nation's coal reserves has to date been unacceptable for energy production due to the high sulfur content and resulting air pollution upon burning.

Direct coal-fired MHD power generation thus provides an energy conversion method which can burn sulfur-bearing coal and improve the conversion efficiency and decrease the heat rejection and air pollution for central station fossil fuel powerplants.

To obtain coal combustion at the high temperature required for direct coal-fired MHD power generation, the coal must be burned with air which has been preheated to temperatures possibly as high as 2,000 degrees K. The air heating process that must be developed for a highly efficient MHD system is to obtain the required air preheat temperature by heating refractory materials with the exhaust of the MHD generator. A number of air preheaters would be employed in a commercial MHD system. While the refractory materials of some of the preheaters were being heated by the exhaust of the MHD generator, air would be cycled over the previously heated refractory beds, obtain the required temperature, and then enter the coal combustor.

The directly fired air preheater is recognized by the Office of Coal Research of the Energy Research and Development Administration as being a key component in the MHD system on which very little engineering work has as yet been initiated. A directly coal-fired air preheater simulation facility has been constructed at Mississippi State

University with Government transferred equipment and NSF, NASA, and State appropriated funds.

This facility allows an experimental analysis of air preheater refractory attack by coal ash and seed at the operating conditions of a full-scale direct coal-fired MHD power generation station. In this direct coal-fired MHD air preheater simulation facility, an electric arc heated high-temperature air stream mixed with injected fly ash and seed, thereby simulating the exhaust of a direct coal-fired MHD power generator, will interact with air preheater refractory test samples. This recently constructed Mississippi State University simulation facility for the coal-fired MHD air preheater is valued at more than $500,000.

The facilities of the 7.2-megawatt high temperature gas dynamic laboratory of the U.S. Army Missile Command, Redstone Arsenal, Alabama, were transferred to Mississippi State University during January 1975. This facility, valued at more than $5 million, provides increased capabilities for Mississippi State University in the development of air preheaters for direct coal-fired MHD power generators. The University can allocate an additional 6,000 square feet to the present 2,500-square-foot air preheater laboratory for the installation of this equipment for the expanded development of a state-of-the-art coal-fired MHD air preheater laboratory.

The present direct coal-fired air preheater simulation facility, plus the additional recently acquired Government-transferred equipment and newly allocated university laboratory space, provides Mississippi State University with a unique $5.5 million laboratory for obtaining engineering data on the directly fired air preheater to be used in the coal-burning MHD system.

To accelerate the engineering development of the critical air preheater subsystem for direct coal-fired MHD power generation, it is respectfully requested that sufficient funds be appropriated for the development of the national MHD program, such that Mississippi State University can be funded with $500,000 in fiscal year 1976. Since the air preheater engineering development work at Mississippi State University would be conducted with existing experimental equipment valued at more than $5.5 million, Mississippi State University would, at a minimum cost to the Federal Government, contribute to the development of critical subsystems required for commercial application of coal-burning MHD power generation.

STATEMENT BY SENATOR STENNIS

Senator HATFIELD. Thank you very much for your fine statement. May I indicate to you the fact that Senator Stennis of your State has been detained at another committee session and found it impossible to be here today, in person, but he has provided the committee, and for the record, a very strong and supportive statement of your project.

He says in effect, "Mr. Chairman, I support wholeheartedly the request for funds of MHD research program at Mississippi State University under the able leadership of Dr. David L. Murphree." He goes ahead to express the reasons. It is a very strong supportive statement and I thought you would like to know. It will be a part of the record, along with your own prepared statement.

Mr. MURPHREE. Thank you, Senator.

Senator HATFIELD. Thank you.

[The statements follow:]

STATEMENT OF SENATOR STENNIS

Mr. Chairman, I support wholeheartedly the request for funds for a MHD research program at Mississippi State University under the able leadership of Dr. David L. Murphree. I believe that this is a vital program because of our energy situation.

As long as our country continues to face potential shut-off of our oil supplies, we must make every effort to develop as many alternate sources of energy as possible and as quickly as possible.

It is now recognized that coal is going to have to play a major role in supplying electricity for this Nation's needs. MHD, once finally developed, will go a long way toward helping us to become energy independent.

Mississippi State University is ready, willing and able to go full steam ahead on this MHD research program. This year, the facilities of the high temperature gasdynamic laboratory of the U. S. Army Missile Command, Redstone Arsenal, Alabama, were transferred to Mississippi State University. This facility provides increased future capabilities for this University in the development of air preheaters for direct coal-fired MHD power generators. Also, Mississippi State University has provide an additional 6000 square feet for the air preheater laboratory in order to install the equipment needed for the development of a State-of-the-Art coal fired MHD air preheater laboratory.

I hope very much that the Committee can provide the needed funds to the Office of Coal Research for the MHD research sought to be accomplished at Mississippi State University.

51-957 O - 75 - pt. 4 - 68

STATEMENT OF DR. DAVID L. MURPHREE

Magnetohydrodynamic (MHD) power generation can provide a reliable and efficient coal-burning powerplant having the lowest possible impact on the environment. Mississippi State University strongly supports a coordinated overall national program for the development of coal-burning MHD power systems by the Office of Coal Research (OCR), Energy Research and Development Administration (ERDA). Due to the urgency of this nation becoming energy self-sufficient, I am testifying urging appropriations of $40 million for fiscal year 1976 for the ERDA development program of coal-burning MHD power generation.

In the not too distant future, America may not have any reserves of oil, natural gas, or uranium for electric power production.

Coal is America's most abundant fossil fuel. The United States has more coal reserves than any other nation. About one-third of the world's coal supply lies in the United States. The majority of our nation's coal reserves have to date been unacceptable for energy production due to the high sulfur content and resulting air pollution upon burning. To utilize America's vast coal deposits for electric power production, technological innovations are required for more efficient and cleaner advanced power cycles.

There is a clear necessity for a major research and development program oriented toward increased production and utilization of sulfur-bearing coal. Since the use of this fuel in existing systems is objectionable from an environmental emissions standpoint, new technologies are required to convert this source to energy in an environmentally acceptable manner.

One solution to the energy problem is the generation of electricity by means of direct coal-fired magnetohydrodynamic (MHD) power generation systems. Such systems show promise of overall plant efficiencies in excess of 60 percent, which is 50 percent better than the most advanced steam turbine plants burning low sulfur content coal and twice as efficient as nuclear plants. Also, air pollution is virtually eliminated in the MHD system.

Direct coal-fired MHD power generation thus provides an energy conversion method which can burn sulfur-bearing coal and improve the conversion efficiency and decrease the heat rejection and air pollution for central station fossil fuel power plants. MHD can provide a major contribution toward the goal of energy self-sufficiency within the decade of the 1980's through the development of domestic resources.

To obtain coal combustion at the high temperature required for direct coal fired MHD power generation, the coal must be burned with air which has been preheated to temperatures possibly as high as 2000°K. The air heating process that must be developed for a highly efficient MHD system is to obtain the required air preheat temperature by heating refractory materials with the exhaust of the MHD generator. A number of air preheaters would be employed in a commercial MHD system. While the refractory materials of some of the preheaters were being heated by the exhaust of the MHD generator, air would be cycled over the previously heated refractory beds, obtain the required temperature, and then enter the coal combustor.

The central problem of the air preheater, heated directly by the exhaust of the coal-fired MHD generator, is lifetime. A principal problem with commercial application of direct coal-fired MHD power generation is the effect of the high ash content of the combustion coal gas on the refractory materials in the air preheater. The coal ash may exist as either solid fly ash particles and/or molten slag, and the solid and molten constitutents can cause clogging of the high temperature air preheater. Corrosion and erosion of the refractories in the air preheater will also occur. Refractory materials must be developed which will withstand attack by the fly ash and coal slag for long periods of time at high temperatures.

The directly fired air preheater is recognized by the Office of Coal Research (OCR) of the Energy Research and Development Administration (ERDA) as being a key component in the MHD system on which very little engineering

work has as yet been initiated. Air preheater work for direct coal-fired MHD power generation systems is established by OCR as a priority area.

A directly coal-fired air preheater simulation facility has been constructed at Mississippi State University with Government transferred equipment and NSF, NASA and State appropriated funds. This facility allows an experimental analysis of air preheater refractory attack by coal ash and seed at the operating conditions of a full scale direct coal-fired MHD power generation station.

In this direct coal-fired MHD air preheater simulation facility, an electric arc heated high-temperature air stream mixed with injected fly ash and seed, thereby simulating the exhaust of a direct coal-fired MHD power generator, will interact with air preheater refractory test samples.

The major uniqueness of this facility is that one can simulate the extremely high temperatures, the corrosive environment, and the thermal cycling of air preheater matrix materials of a full scale direct coal-burning MHD power generating station.

Auxiliary equipment for operation of the Mississippi State University air preheater simulation facility includes a 1.5 megawatt power supply system for electrical power supply to the electric arcs, power transformers, an air compressor system, an air pressure vessel, a closed cycle cooling water system, and a vacuum sphere system used for starting the arc air heaters.

This recently constructed Mississippi State University simulation facility for the coal-fired MHD air preheater is valued at more than $500,000 dollars.

The facilities of the 7.2 megawatt high temperature gasdynamic laboratory of the U.S. Army Missile Command, Redstone Arsenal, Alabama were transferred to Mississippi State University during January 1975. This facility, valued at more than $5,000,000, provides increased capabilities for Mississippi State University in the development of air preheaters for direct coal-fired MHD power generators. The University can allocate an additional 6000 square feet to the present 2500 square foot air preheater laboratory for the installation of this equipment for the expanded development of a state-of-the-art coal-fired MHD air preheater laboratory.

The present direct coal-fired air preheater simulation facility, plus the additional recently acquired Government transferred equipment and newly allocated University laboratory space, provides Mississippi State University with a unique $5.5 million laboratory for obtaining engineering data on the directly fired air preheater to be used in the coal-burning MHD system.

To accelerate the engineering development of the critical air preheater subsystem for direct coal-fired MHD power generation, it is respectfully requested that sufficient funds be appropriated for the development of the National MHD program to the Office of Coal Research, Energy Research and Development Administration, such that Mississippi State University can be funded with $500,000 in fiscal year 1976.

Since the air preheater engineering development work at Mississippi State University would be conducted with existing experimental equipment valued at more than $5.5 million dollars, Mississippi State University would, at a minimum cost to the Federal Government, contribute to the development of critical subsystems required for commercial application of coal-burning MHD power generation.

STATEMENT OF JOHN MITCHELL, ROCKY BOY'S, MONTANA, HEALTH BOARD

ACCOMPANIED BY:
MS. LYDIA SUTHERLAND
MS. CECELIA CORCORAN
BILL DENNY

Senator HATFIELD. Mr. Joe Demontiney and Lydia Sutherland, welcome. I am sorry you had to wait so long to get here to the table. About the time you start, they will probably ring the buzzer for the vote, but let us hope not. We have your full statement, including the very fine brochure with photography. The statement itself will be made a part of the record at the conclusion of your presentation.

Mr. MITCHELL. Yes, sir. First of all, I have to apologize for Mr. Demontiney. He could not make it, and I am to replace him.

Senator HATFIELD. I see.

Mr. MITCHELL. My name is John Mitchell.

Senator HATFIELD. Your name is what?

Mr. MITCHELL. John Mitchell. To my left is Mr. Bill Denny, one of the health board members. To my right is Lydia Sutherland, director of the health board, and Ms. Cecelia Corcoran, who is a health board member also.

Senator HATFIELD. We are happy to have you all here today. Please proceed to highlight the testimony.

Mr. MITCHELL. We are here today to ask for favorable consideration for additional appropriations for staffing and equipping for the proposed Rocky Boy Health Center.

This would serve an additional 2,000 people. The facility is grossly inadequate. Lack of space appears to be the problem resulting in inefficiency, hostility between staff and patients, increased patient discomfort, safety hazards, plus other factors too numerous to list.

The tribal council is aware of and concerned with the serious deficiencies existing within the present health facility. The tribal council by resolution has elected to provide for funds in a community health center. This center would be designed to provide total comprehensive outpatient services to Indian people living in the area.

We believe Congress is sincere in its commitment to Indian self-determination as evidenced by Public Law 93–638. Therefore, the tribal council has appointed five tribal members to serve on a newly incorporated health board. The tribal health board has the responsibility to direct all tribal health services.

Rocky Boy Reservation is the smallest and one of the poorest reservations in the country. Less than 25 percent of our labor force has full-time employment. Therefore, these people have no means to provide medical care. We need to provide adequate health care to our people.

I would like to reemphasize one more time that the tribal council has elected to purchase the building. All we are asking for is the equipment and personnel for our new facility.

Senator HATFIELD. This gives the supporting data as to the feasibility of the project?

Mr. MITCHELL. Yes, sir.

Mr. SUTHERLAND. I would like to add one thing, if I may. Patient care has increased 130 percent from 1963 to 1974 which our proposal shows. I would like that emphasized.

Ms. CORCORAN. I would like to make a statement. I came along to support this proposal because it is an urgent and immediate need for our tribe in Rocky Boy. Thank you.

Senator HATFIELD. Thank you.

Mr. DENNY. I came along to support the request we have made today for our health needs and our reservation. That is all I have to say.

Senator HATFIELD. Mr. Mitchell, you have done an excellent job of summarizing today. We appreciate it very much. Thank you.

[The statement appears on p. 2290.]

STATEMENT OF BROCK EVANS, SIERRA CLUB

Senator HATFIELD. Mr. Brock Evans is next, and I am very happy to welcome an old friend and long time associate. We have many things in common and sometimes we are adversaries, but you are one in whom I have confidence and trust in your integrity. I am very happy to welcome Brock Evans of the Sierra Club, Washington office, here to day.

Mr. EVANS. Thank you, Senator. I am aware of the time problem and I will summarize my statement.

I am concerned entirely here with the Forest Service budget and I have some recommendations to make. I share the belief of others here that certain aspects should be increased in funding. We also have some strong views that other programs should be decreased. That is the goal of my statement.

Senator HATFIELD. Why don't you list some of them for us?

Mr. EVANS. Why don't we just do that? I will skip the part where I attempt to document our concern. There is still too much emphasis on management to the detriment of other matters and I will simply go directly to some of our recommendations.

On page 3 is my first recommendation where I would support a restoration of some of the proposed budget cuts in the reforestation and timber stand improvement program. We generally support any amount to reduce the backlog of unstocked lands because of the public benefit but we do wish to bring one problem to this committee's attention. That is, according to our information, a good portion of the so-called backlog of lands allegedly needing reforestation are already covered with trees.

Senator HATFIELD. May I interrupt to supplement your point? We have inquired and have been told by the Forest Service that backlog totals $88 million at this time.

I do not know whether that coincides with your statistics. Oh, I am sorry, I am talking about the recreational backlog, not the reforestation backlog.

Mr. EVANS. I am restricting myself only to timber management at this time.

Senator HATFIELD. I am sorry I intruded at that point, I was in error.

Mr. EVANS. In any event, what we are recommending here is that we do support more funds for reforestation beyond what was recommended but we wanted to make it plain that we hope the committee will be writing some restrictions about what we call a quality reforestation, my point being that many areas listed for reforestation are already covered with trees, alternate stands in your own State and hard-

woods in other places. These are considered to be weed species by some, but often they are important wildlife habitat.

We would hope that the committee would restore the reforestation budget cuts but make it plain that reforestation should take place on lands that are already unstocked without any kinds of tree species which do not have scenic value, which do not have wildlife habitat value now.

Senator HATFIELD. On those 3.3 million acres they define as a backlog, do you have a current figure as to how many of that 3.3 million would fit into that category of hardwood and other weed species?

Mr. EVANS. I do not have an exact figure, Mr. Chairman, but I took a tour of one forest a couple of years ago. The forester pointed out that 140 acres of uncovered areas and they impressed me as very scenic areas. There were streams of water and things like this there. I would estimate maybe half of the 3 million acres have some value if you look at them.

We recommend the restoration of budget cuts in the forest and range management research and also in the conservation funds for reasons I am sure you are familiar with. To do this, we recommend that the committee make some budget cuts, two of them specifically. One is in the roads and trails programs.

We would recommend a cut of 10 percent of what they recommend here. We think and we have pointed this out before that many of the forest roads are in very sensitive areas. To get to them for the multiple use values, we think easily a 10-percent cut could be sustained here in funding other programs.

Senator HATFIELD. You also recognize that some of these road specifications are far beyond the point of removing timber but for multiple uses and other uses which add not only to the cost factor as a budgetary item but I think also strike at a very key policy question.

Mr. EVANS. This is a very important point, sir. This is one point where we work with the industry from time to time where they support roads for timber purposes only as opposed to larger roads. Often we can too.

Finally we recommend a 10-percent cut in timber and sales administration programs for timber for reasons we have given in past hearings. We think the present allowable cut is still much too high and 10 percent would at least bring it down to more of a balance with other uses too.

Senator HATFIELD. There has been a lot of conflict on what is allowable cut and what we program for, what it is really designated as and what it is actually sold as. We get all sorts of levels here of timber sales. We also get lots of interpretations on what intensive forest management is as a definition.

As you know, we attempted to set up a good pilot project in one small part of the great resource of the national forests and, with proper funding, say to the Forest Service: demonstrate to us what is intensive forest management as it relates to recreation, wildlife, and timber. But we tend to get all sorts of applications at different times and also excuses as to why we are not doing things because we do not have proper funding.

We are trying to unscramble this particular project. We thought it was a good one to undertake because its implementation could settle many of these forestry issues. However, we are not getting any more definitive answers than we had before.

We asked the GAO to go in there and take a hard look at what is hopefully a model project in their intensive forest management program. I think it would answer some of these questions you have legitimately raised.

Mr. EVANS. I think it would, sir. As you may recall from the Gifford Pinchot example, when they made an example of the forest resources, plus its other values and the soils, the experience reduced the cut even more. We found this out in other forest studies. We would like to support programs which would get into soil and studies of this type.

Senator HATFIELD. We are happy to have had you here. I hate to cut you off but the 5-minute bell has rung. We will recess the meeting until 10 o'clock tomorrow morning.

If you can walk with me, we will carry on a little bit more.

Mr. EVANS. Thank you for your patience.

Senator HATFIELD. And, of course, your full statement will be printed in the record.

[The statement follows:]

STATEMENT OF BROCK EVANS

My name is Brock Evans and I am here on behalf of both the Sierra Club and the Federation of Western Outdoor Clubs. Both of these organizations have had a long history of concern for the fate and future of our national forests, and a corresponding interest in the manner in which they are managed.

Along with others who have appeared before you, we share the belief that funds for certain forestry programs should be increased. At the same time, we also have some strong views, developed over a considerable period after much experience in the field, that other forestry programs should be decreased, if a proper and true balance of all uses of the national forest system is to be achieved in conformance with the Multiple Use Sustained Yield Act of 1960.

As you may know, the Sierra Club was instrumental in the creation of the national forest system through the Organic Act of 1897, and our members played a strong role in these foundations of the Forest Service itself in 1905. Ever since that time we have taken an active part in almost all debates and legislative matters affecting the national forests.

For all of this time, our fundamental concern about the nation's forests has remained basically unchanged. We believe that appropriate levels of funding and management of the national forests should maintain a balanced program for the five forest uses named in the Multiple Use Act: Water, foliage, recreaction, (including wilderness), wildlife and timber. This is necessary because certain values and uses—such as wilderness, most recreation activities situated in generally unspoiled surroundings, and scientific research—are mainly to be found within the forests which belong to all of us, and not in private forest land. The nation's forests hold nearly all of the remaining unprotected wilderness in the lower 48 states.

It is our strong view that Forest Service policy does not achieve this balance. The timber portion of the Forest Service program, for at least the last two decades has always received most of the agency's budget, its personnel, and staff attention. This program has thus had the greatest impact on the national forests, to the detriment of the other forest values.

One of the consequences of the overwhelming emphasis upon timber production of the U.S. Forest Service is that the present allowable cut from the national forests is much too high. There have been a series of recent studies conducted either by the Forest Service or other independent sources, which have demonstrated this. The situation in the Bitterroot National Forest in Montana

is well know. Less well known, perhaps, is the *Stratification Report* (1971) which documented in the case of six western national forests that the amount of commercial forest land had been overestimated by an average of 22%. Also less well known is the Rocky Mountain Forest Report (1974) which documented overcutting on many Rocky Mountain National Forests. Other studies also exist which document similar patterns on the Six Rivers National Forest (California) and the Tongass National Forest in Alaska. Any honest inventory of available timber resources, which meaningfully considers other multiple use values, would show that a substantial reduction in allowable cut is necessary in order to conform with the requirements of the multiple use law.

This Committee has an opportunity as it considers the Forest Service budget, to take positive steps to restore the multiple use balance in the public forests, and to redirect the Forest Service's emphasis towards greater conformity with the fundamental multiple use law.

The Reforestation and Timber Stand Improvement Program is important if future needs for water supply, recreation, and timber are to be served. We are told that there is a backlog of nine million acres of national forest land needing reforestation and stand improvement; and while there is some disagreement about the exact figure, it apparently is substantial, And yet, the FY 1976 Budget shows a cut of $5 million in this program.

We can generally give support to any amounts necessary to reduce the backlog of unstocked land because of the important public benefits. We wish, however, to bring one caution to this Committee's attention: and that is, according to our information, a good portion of the so-called "backlog" of lands allegedly "needing" reforestation, are already covered with trees. In the West Coast areas, these trees may be beautiful stands of alder, and in the East, they may be what foresters would term "weed" species. If and when this Committee approves more funds for "reducing the backlog" of unstocked lands, it should make it plain to the Forest Service that it does not give blanket approval to using these funds to mow down larger areas of land which are now growing trees, even if those trees are not totally suitable or desirable for commercial purposes. We urge upon this Committee instead an approach to reforestation which we would call "quality reforestation," involving at first only those lands which are totally unstocked, and which do not provide valuable habitat for wildlife, or existing scenic or recreation values.

Another caution we have in the field of reforestation is an apparent tendency of the Forest Service to make use of each slight gain in reforestation as a pretext for recalculating the allowable cut. In other words, an area is replanted; and then the agency estimates that the projected future growth from such a replanted area will amount to a certain volume, say, for the next 10 years. Based upon this projected future growth estimate, the service then feels entitled to increase the allowable cut of old-growth timber in the same area by that amount.

This is the wrong way to manage public forests for the simple reason that, all too often, such replantings do not "take"; they often have to be replanted; and during the 100+ year life of the new stand before it is cut again, many things can go wrong so as to reduce the volume. We believe that the Forest Service practice of immediately upping the allowable cut based upon projected future growth estimates is one of the causes for the present serious overcutting. The Committee should do what it did last year, and make a strong directive to the Forest Service that any lands reforested with monies appropriated this year *not* have their projected future volumes included in future allowable cuts.

To sum up on the point of reforestation, we strongly support it on a quality basis. And in view of the worsening backlog of forest land needing treatment and the rising level of unemployment in this country, it is appropriate to look at reforestation and stand improvement as a highly labor-intensive method of meeting our nation's urgent needs. We therefore recommend that the proposed cut of $5 million be restored for this line item, and that the proposed budget cuts for these other following programs be restored:

1. Forest and Range Management Research, covering trees and timber, watershed, wildlife, range and fish habitat research, amount to $1.687 million, plus another $1 million for carrying out the endangered species acts: a total of $2.687 million.

2. Land and Water Conservation Cuts: $1.226 million. Restoring these cuts, which altogether total $8 million, would make some small headway toward meet-

ing the demand for the multiple uses of the national forests, but it would still fall short of the 1960 Act goal of bringing these multiple use values into true balance. To achieve a true and fair balance, we urge that the Committee cut back the timber program much more than the Office of Management and Budget proposes. For instance, the Forest Roads and Trails appropriations represent a cut of $12.6 million over last year's budget, yet a whopping $108.22 million still remains. The $8 million in restored cuts which we recommend above in the reforestation, research, and the land and water conservation fund, would be a mere drop in that vast bucket; and if an additional 10% were cut from the roads and trails budget, it would make available $10.8 million more for reforestation and other multiple use purposes. We therefore recommend that the Forest Roads and Trails appropriation be set at no more than $89.4 million, and that the remaining $18.8 million be allocated to bolster the uses mentioned above.

We further wish to register our strong opposition to the Administration's proposed increases in the timber program under the item "Sales Administration and Management." There's a $98.124 million item here, and much of it unfortunately will be going to continue the cutting in areas where the severe overcutting already exists. We recommend that this budget be cut by at least 10%, with the funds whereby saved going into support the pioneering work being done by Forest Service research personnel on better methods of utilization of timber which is now being cut. Many of you on this committee are already familiar with the shameful waste that occurs after a typical logging operation in many old-growth forest lands, particularly in the West. Estimates range from 20–80% total usable volume of wood which is left laying on the ground after some operations. Further estimates of some 10–40% of usable volume have been made in describing the residues of wood material left laying on the mill floor, after the wood is processed. Adoption of better utilization methods could greatly increase timber volume production to near-European levels of efficiency, and permit much less environmental damage to our public forests.

We suggest that such a rearrangement of the funding priorities for the national forests is long overdue and critically important if our public forests are to serve the present and future human needs for timber, water, recreation, and wilderness. The national forests do not exist to be managed primarily for timber production.

Thank you for allowing me the opportunity to appear before you today.

PREPARED STATEMENTS

Senator HATFIELD. We have received numerous statements from witnesses who could not be here today, these statements will be placed in the record at this point.

[The statements follow:]

STATEMENT OF E. ERVIN DARGAN

My name is E.Ervin Dargan and I am representing the Hardwood Research Council headquartered in Statesville, North Carolina.

You may recall that Mr. Nicholas Weidhaas and I appeared before you last year and requested your help in activating a new hardwood utilization project at the Southeastern Forest Experiment Station. This effort was aimed at a much fuller use of our hardwood resource through research by the Station in cooperation with Industry and Universities in the Southeast.

Through your good efforts, the Congress approved an appropriation of $100,000 of the $325,000 requested. It became available in late fall at which time research got underway.

I would like to inform you that the money appropriated has been spent well and important research on the hardwood resource has been initiated. One important study on the marketing of a hardwood product has been completed and six other studies are now underway. The research has utilized the skills of Forest Service scientists, University personnel, the furniture industry and private consultants.

Although the research program as visualized a year ago is underway, for which we are most grateful, it is not fully funded or staffed as well as the problems demand. Thus, I return to you requesting an increase to the full funding of $325,000 to permit the facilities and staff to accomplish the research needs as described to you last year.

In addition to the need for this utilization research funding, I must point out to you that a new development has made it possible for the Southeastern Forest Experiment Station to have a permanent home and laboratory at Asheville, North Carolina. The University of North Carolina has offered the Forest Service 10 or more acres of land on its campus for the development of a headquarters and laboratory for forestry research. The advantages for research, teaching and demonstration are many through the cooperation that can develop with a University working with a Forest Experiment Station. In lieu of pointing this out to you, I present you with a copy of the University resolution that speaks for itself.

I urge that you authorize and appropriate a minimum of $125,000 for planning this facility and I urge serious consideration of authorizing the estimated first-phase construction cost of $1,525,000 during the current year. I present to you a resolution passed unamiously by the Hardwood Research Council at its annual meeting in Cashiers, North Carolina, on May 1, 1975.

Thank you for permitting me to appear before you.

A RESOULTION TO THE CONGRESS OF THE UNITED STATES BY THE HARDWOOD RESEARCH COUNCIL
May 1, 1975

The Hardwood Research Council is composed of almost 200 members including wood using industries, suppliers to industry, consultants, bankers, private landowners, and individuals and therefore has a vital interest in the research conducted by the U.S.Forest Service in forestry and related disciplines, now therefore:

Whereas, the Southeastern Forest Experiment Station has been located in Asheville, N.C. in crowded quarters in the Post Office Building without laboratory facilities for approximately 50 years, and

Whereas, the forestry problems of the southern appalachian, piedmont, and coastal plain of the Southeast warrant more intensive research, and

Whereas, the University of North Carolina at Asheville has offered 10 or more acres of property on its campus for the development of a permanent headquarters-laboratory, and

Whereas, there are distinct professional advantages in the cooperation of a Forest Experiment Station with a University Program in teaching and research, and

Whereas, the Nation and the local area suffers severe unemployment and economic stress with a very low rate of building construction activity,

Now therefore be it resolved that the Hardwood Research Council go on record as urging the Congress of the United States to take advantage of the unique opportunity made possible by the University of North Carolina at Asheville and immediately authorize and appropriate $125,000 for the Design and Planning of a Forest Experiment Station Headquarters and Laboratory and to provide appropriations of the estimated $1,525,000 for the construction of the facility as soon as the plans are approved.

(Adopted unanimously at the annual business meeting of the Hardwood Research Council meeting in Cashiers, N.C., May 1, 1975)

THE UNIVERSITY OF NORTH CAROLINA AT ASHEVILLE

BOARD OF TRUSTEES

RESOLUTION

WHEREAS mutual advantages may be derived by the establishment on the campus of the University of North Carolina at Asheville a Headquarters-Laboratory of the Southeastern Forest Experiment Station, under the direction of the Forest Service of the United States Department of Agriculture, and

WHEREAS the presence of such a facility would provide benefits to the University in the areas of botany and ecology, and

WHEREAS the professional people at the Headquarters-Laboratory would bring research and teaching strength to the University and to Western North Carolina, and

WHEREAS the presence of such a facility would greatly expand research and educational opportunities for university students and faculty members, and

WHEREAS such a facility would help the university become a botanical and ecological research center for the southeastern part of the United States, and

WHEREAS land is available for such a purpose.

NOW, THEREFORE, BE IT RESOLVED that the Board of Trustees of the University of North Carolina at Asheville by this resolution establishes its intent to reserve land, not less than ten acres, immediately east of W. T. Weaver Boulevard. Such land will be held for five years from this date in order to provide the Forest Service of the U. S. Department of Agriculture adequate time to secure the necessary appropriations and approval for beginning and developing the proposed facility. At the appropriate time the Board of Trustees will recommend through the channels of North Carolina Government that the land be made available to the Forest Service at no charge and on a 99 year lease.

Passed by the Board of Trustees of the University of North Carolina at Asheville at the regular meeting of April 16, 1975.

(Signed)
Bernard R. Smith
Secretary
Board of Trustees
The University of North Carolina at Asheville

STATEMENT OF AMERICAN ASSOCIATION OF NURSERYMEN

The American Association of Nurserymen with offices at 230 Southern building, Washington, D.C. is a trade association of more than 2,300 member firms involved in the sale, installation and production of environmental nursery stock and fruit trees and vines, small fruits, trees and shrubs for orchardists, ranchers, farmers and home owners. The retail sales of nursery stock by July 1975 are estimated at over $3 billion annually.

My purpose here today is to ask for your support for the urban forestry research program of the U.S. Forest Service.

One of the most valuable and often unappreciated resources in and around our cities today is our trees and forests. Trees and forest vegetation in urban areas modify and improve living conditions, provide a home for wildlife, help abate noise, reduce temperature extremes, control wind currents, filter dust and other air pollution, visually screen industrial and transportation units and generally enhance our urban setting for aesthetic enjoyment.

Today as never before, these urban forestry environments are threatened by physical destruction, pollution, and erosion of the soil. To help counter these threats and to develop, maintain and protect the full array of environmental benefits of urban trees and forestry, a national program on urban forestry research is proposed for the Forest Service.

This program should include coordinated efforts in the North-east, Midwest, Southeast, Rocky Mountain-Front Range, and California and the Southwest. Part of the Northeastern program was initiated in 1970 and 1971 at Amherst, Massachusetts, and Pennington, New Jersey. At Amherst, research is being conducted on habitat for non-game wildlife species, aesthetic landscapes and recreation in urban forests. And at Pennington, research is in progress on municipal watershed management, noise abatement, and the effect of trees on other amenities such as temperature.

Last year Congress appropriated $300,000 for Forest Service research at Syracuse, New York, for maintaining and protecting forest environments in urban areas of the Northeast. This research dealt with interrelationships among land uses and the effects of these uses on soil, water, and vegetation, However, it is my understanding that the $300,000 is not in the budget for Fiscal Year 1976. We urge that these funds be restored by this Congress.

Urban forestry research in the Northeast is conducted in cooperation with nine major universities. The Forest Service and these universities cooperatively fund, plan, and carry out the research program -- thus assuring coordination and avoiding duplication. Forest Service funds for the new urban forestry program in other parts of the country will also be shared with universities in a similar way.

The national program calls for additional new research as follows:

1. Lower Great Lakes - Chicago Megalopolis Areas. Two types of research are needed: (1) determine and evaluate the present, potential, and latent demand of urban residents for outdoor recreation and; (2) develop guidelines for managing urban trees and forests for the many uses and benefits that can be realized from this important resource.

2. Rocky Mountain-Front Range. Here there is a need to investigate the impact of rapid human development on fragile mountain forest lands; and to develop guidelines for maintaining and protecting trees and forest vegetation in a rapidly urbanizing mountain area.

3. California and the Southwest. In many parts of the interior valleys and the southern coast, there is a need to develop and propagate trees that can endure the arid climate, intensive summer heat, drought, and air pollution. And because of limited water supplies in most of these urban areas, new methods of establishing and maintaining selected trees are needed.

4. Southeast. In the urban areas of the Southeast where high summer temperatures and humidity prevail, special problems of species selection and maintenance of tree and forest vegetation are encountered. The opportunities for environmental improvement of urban areas through the use of trees and forests needs special study. In addition, guidelines should be prepared for selecting species, maintaining trees, and using trees to improve aesthetics, abate noise, control wind and lower home temperatures.

5. Northeast: Pennington, New Jersey. There is, at this location, an existing research program as previously described. But another phase of the program is badly needed to provide methods for managing small, inter-urban woodlands for timber as well as for aesthetics and wildlife; and to develop guidelines for species selection, improved planting methods and managing the trees and woodlands for multiple uses.

Our estimate of funds required to initiate new research in the Great Lakes - Chicago Area is $600,000. In California a budget of $600,000 is required. In the Northeast, $300,000 should be restored at Syracuse, New York, and $250,000 appropriated for a new phase of urban forestry research at Pennington, New Jersey.

We believe urban forestry research as envisioned by the Forest Service is a most important and far-reaching program for the benefit of mankind. We respectfully urge your full support.

I thank you for this opportunity to appear before the subcommittee.

STATEMENT OF
NATIONAL TRUST FOR HISTORIC PRESERVATION IN THE UNITED STATES

To further the National Policy enunciated in the Historic Sites Act of 1935 (49 Stat. 666), entitled "an Act to provide for the preservation of historic American sites, buildings, objects and antiquities of national significance, and for other purposes," and to facilitate public participation therein, the Congress, by Act of October 26, 1949 (63 Stat. 927), created the National Trust for Historic Preservation in the United States as a charitable, educational, and nonprofit corporation to carry out the following specific purposes: (1)-To receive donations of sites, buildings, and objects significant in American history and culture; (2)-To preserve and administer them for public benefit; and (3)-To accept, hold and administer gifts of money, securities, or other property of whatsoever character for the purpose of carrying out the preservation program.

The National Historic Preservation Act of 1966 (80 Stat. 915), approved October 15, 1966, strengthened the national historic preservation policy enunciated in the 1935 and the 1949 Acts by charging the Department of the Interior with responsibility, which has been delegated to the National Park Service, for integrating historic preservation into the total fabric of our nation's environment. The Federal government has increased its historic preservation activities in recent years. However, the private sector, led by the National Trust, continues to carry the major responsibility for preserving the vast areas of American heritage in private ownership. To help the National Trust achieve that purpose, the 1966 Act authorized matching Federal grants-in-aid to the National Trust to support the private preservation movement.

Since 1966 the National Trust has become an increasingly effective preservation force. Property holdings have been expanded, and substantial progress made in their restoration. Of greater concern, the increasing demands for assistance by public and private organizations at the state and local levels have made it imperative for us to expand our technical assistance and educational programs in furtherance of the preservation movement. Financial assistance provided under the 1966 authorization has made it possible for us to step up our efforts. The phenomenal growth of the National Trust's membership, since passage of the 1966 Act, clearly demonstrates the increasing awareness of our citizens of the essentiality of preserving our man-made heritage. Our membership numbered only 10,688 in 1966. Today our membership numbers over 73,000 including 1,500 organization members. If the National Trust is to keep abreast of the demands of a society increasingly concerned with historic preservation as a vital element of our environment, we must continue to expand our resources and our ability to be responsive to those demands.

In Fiscal Year 1975, the National Trust received matching grants-in-aid totaling $2.7 million from the National Park Service. These funds, and an equal amount donated by the private sector, are being used for acquisition, development, maintenance and administration of Trust-owned historic properties and for technical and educational assistance to private preservation organizations and individual preservationists. A limited number of historic sites, buildings and objects significant in American history and culture have been acquired by the National Trust which administers them for the public benefit. The Trust's stewardship of historic properties across the nation effectively exemplifies high preservation standards. The Trust continually upgrades its historic properties and selectively acquires new properties of the greatest significance in American architecture, history and culture. New techniques are being developed for the preservation, restoration and interpretation of historic buildings, and our historic properties are used as demonstration laboratories for the guidance of other preservationists.

New approaches to the preservation of historic properties include the granting of preservation easements by owners of historic properties to assure their preservation and preclude incompatible development of their surrounding open spaces, and cooperatively undertaking, with state, local and private interests, acquisition, management and adaptive use of historic buildings which might not otherwise be preserved. These programs demonstrate effective preservation techniques increasingly supported by public entities, private organizations and individuals dedicated to historic preservation.

Professional knowledge and special skills of architects, historians, archeologists, landscape architects, museologists and experienced craftsmen are required to preserve, restore and renovate historic houses and display them to people. Restoration and preservation of historic properties requires more time and technical knowledge and is more job-productive than new construction. In the administration of its properties the National Trust applies sound property management practices and offers programs, including educational seminars, environmental, ecological and youth training programs,

craft workshops and tours geared to the needs of the communities in which properties are located.

The National Trust serves as an information clearinghouse for citizens and organizations in every state, advising them concerning the many technical aspects of restoration and historic preservation. Museology, planning, architecture, research and other services are provided to individual preservationists and organizations throughout the country. As a preservation resource center, we collect and publish technical and other material on historic preservation for use by lawyers, authors, governmental agencies, professional preservationists and our members. Informational collections are maintained on Federal and State governmental historic preservation legislation and on related technical subjects.

Through summer internships the National Trust provides educational opportunities in historic preservation for undergraduate college students. Graduate level seminars for prospective historic property administrators are cosponsored annually by the National Trust, the American Association of Museums, the American Association for State and Local History and Colonial Williamsburg. We regularly conduct conferences providing opportunities for preservationists to exchange ideas and to evaluate past and present historic preservation policies and to project future goals. Technical conferences are sponsored on such subjects as museum administration problems, basic conservation techniques, historic districts administration and preservation law. All conference proceedings are published for the benefit of all preservationists.

The National Trust publishes, monthly, for its members a newspaper, Preservation News, reporting current activities in the preservation field and a quarterly magazine, Historic Preservation, featuring articles on American history and culture. A wide variety of technical preservation-oriented publications are available from our Historic Preservation Bookstore.

Through our Consultant Service Grant program, we provide modest matching grants to a limited number of historic preservation organizations to assist them in locating and funding specialized consultants to advise them on particular preservation problems. Selected reports resulting from these grants are made available as technical publications to widely publicize for public benefit exemplary solutions to recurring preservation problems. From our National Historic Preservation Fund, we provide small matching grants, interest subsidized loans and other guarantees to preservation organizations to assist them in the establishment of revolving funds for use in carrying out historic preservation at the local level.

Demands for professional advisory services increase, in direct proportion to the increase in Trust membership and the growing public awareness of both our cultural heritage and the economic viability of preservation. To keep abreast of this demand we have found it necessary to establish regional offices in San Francisco, Chicago and Boston. Additional offices will be opened in the Southwest and the Southeast in Fiscal Year 1976.

On the Federal level the National Trust works in various ways with Federal departments and agencies such as the Departments of Interior, Transportation, and Housing and Urban Development, the Environmental Protection Agency, the Smithsonian Institution, the Council on Environmental Quality, the National Foundation on the Arts and the Humanities and, of course, the Advisory Council on Historic Preservation, whose statutory mandate charge them with varying degrees of responsibility concerning historic preservation. Our purpose is to provide the Federal departments and agencies with such assistance in the performance of their preservation-related functions as they may consider helpful to the extent feasible within the limits of and other demands on our capabilities and available resources.

On the international level we represent the American preservation movement by participating in conferences, studies of the preservation practices of other nations and by maintaining contacts with foreign visitors seeking to learn about American preservation policies and procedures.

In the private sector, we maintain liaison and share preservation undertakings with some of the nation's leading local preservation organizations, museums and other cultural institutions.

We have recently initiated a study to determine our potential for and the probable cost of expanding our historic preservation activities to include the preservation of historic ships, sites, structures and objects associated with the maritime and naval history of the nation.

The National Trust continuously strives to improve the level of performance of its statutory responsibilities. We are proud of our Federal charter and the beneficial association we enjoy with the Federal government in fostering public participation in historic preservation and in otherwise carrying out the purposes of our organic 1949 Act and the Historic Preservation Act of 1966. While we have experienced tremendous growth within the past year and believe that, since our creation in 1949, we have and will continue to significantly impact the cause of historic preservation and increase the interest and dedication of our citizens in preserving and reusing for contemporary purposes the remaining evidences of our man-made heritage, we have only made a beginning. Much more remains to be done.

The level of matching grants-in-aid available to us through the Department of the Interior grants-in-aid program, administered by the National Park Service, increased from $1 million in Fiscal Year 1971 to $2.7 million in Fiscal Year 1975. Inasmuch as the appropriation request pending before you for Fiscal Year 1976 is at the same level as 1975, and in full recognition of the pressing needs and major accomplishments of all of our states and territories whose preservation undertakings also are aided by funds made available from the same appropriation, we have limited our request for our share of such appropriation to the same amount allocated to us last year, namely $2.7 million, notwithstanding our continually increasing needs and escalating costs.

We respectfully remind the Subcommittee, however, that the pending grants-in-aid appropriation request is $4.4 million below the statutory authorization for appropriation of matching grants-in-aid funds for the ensuing fiscal year. The funding needs to accomplish preservation of historic sites, buildings and objects of national significance for the benefit of future generations of Americans clearly far surpasses the level of annual funding authorized under existing law. Over the years these vestiges of the roots of our history have vanished at an alarming rate.

Accordingly, we urge this Subcommittee and the Congress to increase to the maximum amount permitted by present law, namely $24.4 million, the amount of grants-in-aid funds available for investment, during Fiscal Year 1976, in saving these man-made national resources. We have noted that the level of appropriations requested to fund the other six sub-activities making up the total request for appropriations for the total Preservation of Historic Properties activity of the National Park Service during Fiscal Year 1976 in most instances fall significantly below the amount available during Fiscal Year 1975. We also urge this Subcommittee and the Congress to increase the amount of funding for these important subactivities interrelated with the grants-in-aid program at least to the level of funds available in Fiscal Year 1975.

In enacting the 1966 Act, the Congress expressly recognized that the major burdens of historic preservation had previously been borne by private agencies and individuals who should continue to play a vital role but found that "it is nevertheless necessary and appropriate for the Federal government to accelerate its historic preservation programs and activities, to give maximum encouragement to agencies and individuals undertaking preservation by private means, and to assist state and local governments and the National Trust for Historic Preservation in the United States to expand and accelerate their historic preservation programs and activities." While the Federal assistance provided in the intervening years has significantly assisted the expansion and acceleration of historic preservation programs and activities, the need for broader and faster growth is as great today as it was in 1966. The experience of the years provides ample evidence that the availability of Federal funds for this worthy national purpose strongly stimulates the private sector to donate private funds to match the Federal share.

Mr. Chairman and members of the Subcommittee, thank you for this opportunity to acquaint you with some of our past accomplishments, our future programs and goals, and to make known to you the views of the National Trust on the funding needs for historic preservation.

STATEMENT OF CARLISLE H. HUMELSINE

Mr. Chairman, members of the committee, I am Carlisle Humelsine, Chairman of the Board of Trustees of the National Trust for Historic Preservation, chartered by the Congress in 1949 as a charitable, educational and nonprofit organization to facilitate public participation in the preservation of sites, buildings, and objects of national significance or interest. On behalf of the Board of Trustees and our Board of Advisors, I am pleased to have this opportunity to support the fiscal year 1976 appropriation request of the National Park Service, Department of the Interior, for its Preservation of Historic Properties activities. By way of brief summary of my prepared statement, which I would like to file for the record, the National Trust, with grants-in-aid assistance provided from appropriations for this activity, provides a broad spectrum of historic preservation services for general public benefit. These services include:

- operation of historic house museums open to public visitation and their operation as preservation laboratories for the guidance of other preservationists, demonstrating historic preservation methods and techniques;
- provision of technical and educational assistance to state and local historic preservation organizations;
- the conduct of educational, environmental, ecological and youth training seminars at the undergraduate and graduate levels, and craft workshops and tours geared to the historic preservation needs of public and private preservation organizations;
- serving as an information clearinghouse for historic preservation activities in every state of the nation and

51-957 O - 75 - pt. 4 - 69

working closely with the State Historic Preservation Officers who are doing a tremendous job;

- providing monthly and quarterly publications containing useful preservation information to our 73,000 individual members and to many of the approximately 600,000 persons who belong to our some 1,500 member organizations.

We believe that recycling our man-made resources through their preservation and restoration for contemporary use is an economically viable enterprise which makes an important contribution to urban revitalization, is more job-productive and makes a greater contribution to energy conservation than new construction, and we actively seek the support of these undertakings by business and financial interests.

Historic preservation costs, like other costs, are escalating and the entire preservation community requires more public and private support.

Throughout the years since historic preservation was recognized by Congressional enactment in 1966 as an essential element of our national commitment, the Congress has materially assisted, through increasing levels of Federal grants-in-aid support, the benefit to our future generations derived from preservation of the remaining evidences of our man-made heritage. As we progressively identify the total scope of the preservation task, the magnitude of the total financial need becomes increasingly apparent.

Hence, we urge the Congress to appropriate not only the $20 million for grants-in-aid as requested, but to add to that amount the additional $4.4 million authorized for appropriation under Public Law 93-54, approved July 1, 1973.

STATEMENT OF W. J. STRICKLAND

Mr. Chairman and other distinguished members of the Subcommittee on Interior and Related Agencies, it is indeed a pleasure to appear before you today representing the member organizations of the Coalition of Eastern Native Americans. This is our first opportunity to address you with the needs of our 53 member tribes and organizations. The Coalition represents nonfederally recognized Indian tribes, bands and groups along the east coast from Maine to Louisiana.

I am here today to ask you to increase funding of the Indian Education Act P.L. 92-318, as amended P.L. 93-380 93rd Congress H.R. 69 August 21, 1974. My constituent tribes have very little access to funding for FY 1976 as compared to federally recognized Indian tribes and groups. We are ineligible for the programs of the Bureau of Indian Affairs under current federal policy, and thus are limited to the Indian education programs within the Department of Health, Education, and Welfare. The Indian Education Act programs have done much to help the education status of the Indian people along the east coast. The public schools have at long last acknowledged our presence and have initiated special programs for our children under the Indian Education Act. Many of our organizations have started projects under Parts B and C of the Indian Education Act. We are indeed proud of the success thus far of these programs, and we want to see continual progress on this front.

I understand that the Department of Health, Education, and Welfare has requested $25,000,000 for Part A grants for Fiscal Year 1976. The full authorization for Part A is the number of Indian children who are enrolled in the schools of local educational agencies multiplied by the average per pupil expenditure for such agencies. The Office of Indian Education within HEW expects to serve 345,000 Indian students in Fiscal Year 1976. The full authorization would be $387,090,000. An estimate of the funding needed for a $300 per pupil expenditure is $103,500,000. To remain at the same level as last year, $25,000,000 would mean that the per pupil expenditure will go down to only $82 per student. The Coalition of Eastern Americans believes that this is indeed too little. In fact, we believe that it is necessary to keep the funding at least at the FY1974 level of $111 per Indian student, which would require $39,676727 for public school districts. With the 1974 amendment to the Act requiring a 10% set-aside for non-local educational agencies ($3,967,670), the entire amount for Part A should not be less than $43,644,397.

Part B of the Indian Education Act has been funded at the $12 million level. This has proved to be far too little. I understand that the Office of Indian Education had approved projects amounting to $15,000,000 this year and that it anticipates at least 450 applications for

Fiscal Year 1976. Of these 450 projects, only 135 will likely be funded if the funds are kept at the 1975 level. The Coalition of Eastern Native Americans believes that the amount for this program should be at least doubled, if not tripled. We therefore request that the amount for Part B be increased to at least $25,000,000.

Part C of the Indian Education Act includes adult education, and with the 1974 amendments also includes special educational training programs for teachers of Indian children and fellowships for Indian students in graduate and professional programs in selected fields. We want to emphasize the importance of adequate funding for Part C. We have many adults in our eastern Indian communities who cannot read or write their names. This program is an opportunity for these people to gain the necessary basic knowledge to afford them a better chance in the world around them. The funding level of adult education has remained at the $3,000,000 level and I understand that HEW has requested this amount for Fiscal Year 1976. I implore you to triple this amount to $9,000,000. The Office of Indian Education expects some 150 applications and that it will be able to fund only 35 of these much needed projects if the level of funding is not increased.

The teacher training component of Part C is authorized at $2,000,000. With the demise of adequate Education Professions Development Act funds to a mere $400,000, many Indian teacher training programs have been cut or dropped, and this year looks even bleaker. I do not know whether HEW has promulgated further regulations for this program, but I do know that the programs in existence need to be continued, whether under new regulations or under old EDPA regulations. The Coalition of Eastern Native Americans requests that teacher training be funded at its full authorization of $2,000,000.

The Indian fellowship component of Part C is authorized at 200 fellowships to enable Indian students to pursue a course of study leading toward a professional or graduate degree in engineering, medicine, law, business, forestry and related fields. I cannot over-emphasize the importance of this program to Indian students who are members of nonfederally recognized tribes. There is absolutely no funds available for such students to pursue a career. It is very difficult for Indian students who are mem-ers of federally recognized tribes to obtain money for graduate study from the Bureau of Indian Affairs. It is therefore near impossible for students in urban, rural nonreservation areas, from terminated tribes and from nonfederally recognized tribes to obtain such funds, and hence, many fail to go on to graduate and professional schools. The need for physicians, lawyers, dentists, etc. increases in Indian communities while there is little effort to meet these needs. The Colaition of Eastern Native Americans

believes that the time has come to meet these needs and therefore requests $2,000,000 for this program.

I have furnished for the members of the Subcommittee further materials on the Coalition of Eastern Native Americans for your information. Thank you for allowing us the opportunity to present the views of the TOTALLY FORGOTTEN AMERICANS, the nonfederally recognized Indian tribes and groups of eastern United States. I will be happy to answer any questions you have at this point.

LETTER FROM RALPH W. CURRIER

March 17, 1975

The Honorable William D. Hathaway
Room 248, Senate Office Building
Washington, D.C. 20510

Dear Senator Hathaway:

I would like very much to enlist your support for much needed research on the spruce budworm problem in Maine. This research would require an additional appropriation of $450,000 for the U.S. Forest Service to initiate. At the present time, the Forest Service has no research effort underway on the budworm.

As you know, the present budworm infestation is cricital. This research, centered at Orono, Maine, would study various facets of budworm control designed to minimize the economic and environmental impact of the budworm.

May I count on your support? Also, would you please have this letter placed in the Senate Hearing Record.

Thank you very much.

Sincerely,

Ralph W. Currier
Manager of Woodlands

STATEMENT OF A. R. CHAMBERLAIN

I am A. R. Chamberlain, President of Colorado State University, Fort Collins, Colorado. I also have the privilege of serving as Chairman of the Water Resources Committee of the National Association of State Universities and Land-Grant Colleges.

I appreciate the opportunity to testify on behalf of the FY 1976 program of the Office of Water Research and Technology, U. S. Department of the Interior. The Association which I represent, its member colleges and universities, and my own institution, are deeply concerned about the level of federal support for water resources research. We recognize that this Committee has been supportive of this activity, but despite your efforts we have been able to make only partial progress toward authorized levels of funding under the Water Resources Research Act.

The question of water resources research has been studied intensively for many years. The need for additional research to forestall a "water crisis" was well documented by the Senate Select Committee under Senator Kerr. This was followed by enactment of the Water Resources Research Act after five years of careful study by many of the country's most able water scientists and managers. Additionally, the Federal Council for Science and Technology organized the interagency Committee on Water Resources Research which made an in-depth study of water resources research needs, which was followed by annual reassessments. Most recently, the need for a viable water resources research program was reaffirmed by the National Water Commission Report of 1973.

The "Ten-Year Program" of water resources research developed by the federal interagency Committee on Water Resources Research recommended a doubling of the 1967 fiscal year level of research spending by 1971. Yet the level of spending (in the assumed constant dollars) grew not at all during that period. When federal investment in water resources research is compared to investment in water resources development one notes that federal spending for research as a percent of spending for development has decreased steadily since 1967. In brief, research has been sustained at only half the level determined to be necessary by the federal Committee on Water Resources Research and has steadily dropped in relation to water resource development. Yet, the nation's society and economy grow increasingly complex and pressures on the available water resources mount. Solving problems at the crisis level is very inefficient and costly as we are now finding out with respect to energy. But we are just as surely on a collision course with a national water crisis if we do not sustain more than a minimum research program.

The Water Resources Research Act of 1967 was amended in 1971 to authorize annual allotments of $250,000 to each of the 50 state water resources research Institutes and programs for technology transfer to assure the effective utilization of research findings. Inflationary pressures have reduced the purchasing power of the research dollar to about half of what it was in 1964 when the original Act was passed. Thus, the administration's FY 76 request for $110,000 for each Institute represents only about $50,000-$55,000 in 1964 purchasing power. This is totally inadequate for the task at hand. If the research capability is to be returned to the level anticipated by the original Act--to say nothing of the pressing new research needs--the appropriation for FY 1976 must be raised from the administration's $110,000 to at least $200,000 for each of the state Institutes and a proportional increase for the new Institutes serving the District of Columbia, Guam, and the Virgin Islands. We also urge increases in the matching grant program from $3 million to $4 million with a comparable increase in Title II research program funds for additional water resources research. These are modest requests and they represent a minimum in federal appropriations for this important program.

The Water Resources Research Act has provided the impetus for an effective federal-state partnership. Actual contributions by states in direct and indirect costs of doing water research exceed the federal contribution. In my own State of Colorado, about $1.40 of non-federal money is involved for each dollar of federal money. Few other federal research programs can match this "multiplier" effect or demonstrate comparable returns for each dollar invested. The federal funds act as a catalyst in the generaion of state funding to solve local and regional problems which could not be handled with state funds alone.

An interesting phenomenon we have observed as the program has developed has been its salutory effect in bringing the universities into a more productive interplay with state water agencies. Prior to the passage of the Act in 1964, university research tended toward national problems because sources of research money were national in orientation and there were only limited opportunities to gain support for studies directed toward state problems. The Water Resources Research Act of 1964 has turned this around. Now there is federal money for research on state problems and a large number of the most competent researchers in each state are able to apply their experience toward solutions to state problems. As one Institute director told me, "What really makes us feel rewarded is to note the increase in communication between state and federal agency staff and faculty on state problems--the awareness that there is someone on campus who can help and the effort to seek him out for technical guidance and assistance not otherwise available from within the agency staff." This has been well documented over the years through expressions of support from state agency officials. The importance of this, of course, is that the Institutes are having the same effect with respect to water and related land resources as the Agricultural Experiment Stations have had for the farmer and agricultural agencies. This increases immensely the resources available to the state in that it makes the university system, with all of its technical and scientific capability, a fully effective partner in dealing with state water problems.

We have had almost ten years of experience now, and I wish to mention a few of the many water problems which have been studied through the Institute in Colorado, for illustration.

A major problem throughout the Rocky Mountain Region is in control of erosion along river banks and at river structures such as bridge abutments. Highway departments, for example, have always had a difficult task protecting the foundations of river crossings from washing out. The answer has been very large and expensive structures. One of the early projects of the Colorado Institute was a study of rock cover for erosion control. Engineers in our hydraulics laboratory developed guidelines for the selection and installation of protective rock covers which will prevent scour around the bridge abutment and greatly reduce the cost of construction. This information has been incorporated into a manual of design which has been prepared for State Highway Department use. The same information has recently been incorporated in a planning and design manual prepared for the Federal Highway Administration, an example of the regional and/or national benefits that can be derived from the efforts of state Institutes.

Water quality monitoring plays a vital role in state water quality control. The Colorado Institute made a study of the surveillance network in Colorado, and found that it was incapable of detecting accidental spills of pollutants. The study went further to develop a plan of surveillance having the capabilities of detecting spills with a high level of probability. With that information, the Colorado Water Quality Control Commission remodeled its surveillance network.

In looking toward the development of a state water plan, the Colorado Water Conservation Board requested the Institute to study the economic impact of water on all major economic sectors of the state agency. One of the products of this study is an economic input-output model which will serve as a cornerstone for future policy decisions, especially significant and timely now in regard to energy resource development in Colorado.

The Institute is currently formulating procedures by which benefits and costs of multi-jurisdictional urban drainage projects can be determined--a problem of great complexity being faced throughout the nation. Our team of investigators is uniquely qualified to develop workable approaches. In addition to the faculty investigator, who is a water systems expert, it includes the Executive Director of the Denver Metropolitan Urban Drainage and Flood Control District, a consulting engineer who specializes in urban drainage, and a lawyer whose experience is extensive in the legal aspects of urban drainage.

Finally, I want to highlight the fact that the state Institutes jointly can be called upon for tasks too complex for single institutions. A good example of this is the development of the training package for implementation of the Federal

Water Resources Council's new "Principles and Standards for Water Resources Planning." Calling upon experts from several Institutes throughout the country, together with federal people, the Colorado Institute prepared a training manual and a series of 25 video tape lectures which are being used by most of the federal water planning agencies and many state agencies.

Something also needs to be said about the importance of the Water Resources Research Program to the training of the professional people needed to man the nation's water resources planning and management efforts. University training grants previously available from some federal agencies are being rapidly phased out. The Institute program--through the annual allotment and matching grant appropriations--provides a principal source of funds for training in water resources through the use of graduate students as research assistants on research projects. Here the future professionals learn the trade by actually conducting research on real world problems from which they move on to future careers with a productive capability not otherwise available. Last year, nearly 2000 students participated and received valuable training experience from OWRT-Institute projects.

Some have presumed that the network of OWRT-Institutes was too fragmented and diffused to achieve any substantial technologic advances. However, any objective appraisal of the program in actual operation would find that the horizontal coordination of research activities between Institutes, and the vertical coordination fostered among state, regional, and national programs, is one of its greatest strengths.

Furthermore, a unique pattern of consortial arrangements among adjacent Institutes to address regional water problems is proving to be most effective. These cooperating arrangements are "ad hoc" in nature, selecting the most qualified talent from participating state Institutes in order to form the best team with which to attack a specific major problem. These joint arrangements form and dissolve according to the need, always involving only those Institutes who share the common problem and including the best complement of talent from whatever Institute it may come.

The Institute annual allotment program focuses primarily on state problems and research needs. However, the findings generally have at least regional and often national application. The point is that the urgent state need is met as a matter of first priority through the annual allotment program. The matching grants enable the Institutes to take on longer-term state work and to address interstate and regional problems as well. The Institute directors are now organized on a regional basis toward this end and there are many excellent examples of states working together to solve common problems. The resulting research more often than not also has national application and fully justifies the cost sharing principle. For example, the seven Colorado River Basin Institutes are just now completing a study of the economics of salinity control which is designed, in collaboration with the Pacific Southwest Interagency Committee to be immediately used in guiding decisions on large expenditures in solving the problem. While Title II of the Water Resources Research Act (additional water resources research) is devoted to national, mission-oriented objectives of the Interior Department and is carried on outside the Institute framework, it frequently has regional and state application and findings can be funneled back through the Institutes to state user groups.

Each of the three sections of the Act is important, all are interrelated, and all are functioning as intended by the Congress.

I think that you would agree that research is of limited use unless carried out in association with potential users and delivered in a form and through means to assure its utilization. The need for a sustained effort in this area was recognized by the Congress in 1971 when it amended the Water Resources Research Act to authorize scientific information dissemination activities by the state Institutes. However, no additional funds have been made available for this purpose and the Institutes have had to carry on a minimal level of this crucial activity out of their already inadequate funding base. Despite this fact, the Institutes have been very effective in establishing meaningful working relationships with user agencies. These include continuing dialogue with respect to water problems and research needs; review and comment on research proposals; appointment of

agency liaison persons to work with investigators; and special reports, seminars, conferences, and workshops to discuss and evaluate research and its application. Because of these efforts state and regional agencies are in a far better position to profit from new research findings than has heretofore been possible.

An essential supportive information dissemination program by the Department of the Interior is the national Water Resources Scientific Information Center which provides prompt and efficient search and retrieval of abstracted water resources literature. This service is available both to Institutes and to federal and state water resource managers.

On behalf of the National Association of State Universities and Land-Grant Colleges and my own institution, Colorado State University, I strongly urge this Committee to further endorse the concepts of the Water Resources Research Act, as amended, not only by recommending a FY 1976 funding level which exceeds the administration proposal, but by increasing Section 100 funding to at least $200,000 for each of the state Institutes with a proportional increase for the new Institutes serving the District of Columbia, Guam, and the Virgin Islands. I also urge funding of Section 101 matching grants to Institutes at a level of at least $4 million, with a proportionate increase for Section 200 of Title II.

STATEMENT OF BILL PAINTER

Mr. Chairman and members of the committee, I am Bill Painter, Director of the American Rivers Conservation Council, a national organization dedicated to the protection of our country's remaining wild and scenic, free-flowing rivers. It is a pleasure to appear before you regarding programs related to our primary areas of interest.

First, I would like to urge the committee to appropriate the full amount possible for the Land and Water Conservation Fund. This would include not just the $300 million in the current budget request, but also the $262 million that is sitting in the trust fund as the result of holdovers from previous years. These monies should no longer go unspent, as they are not accruing interest, and the cost of land to be acquired with these funds is increasing.

We would suggest that a large part of these backlog funds be used for land acquisition in units of the National Parks System, National Forests System, National Recreation Areas, National Wild and Scenic Rivers System and National Wildlife Refuge System. For instance, Congress recently passed legislation establishing the Cuyahoga Valley National Recreation Area. This area is under considerable pressure for development, and is, consequently in need of quick acquisition. Yet, the budget request from the President calls for spending only $500,000 in FY 76 for this purpose. Appropriation of the $262 million would mean that a more realistic sum, such as $5 million could be directed toward acquisition in this area.

Finally, I turn to the National Wild and Scenic Rivers Program. We are particularly concerned with the slow rate of completion of the studies authorized under Section 5(a) of the Wild and Scenic Rivers Act. In 1968, Congress ordered studies on some 27 rivers. To date, the administration has forewarded only 8 completed reports to Congress. At the end of the last Congress, 29 additional rivers were designated for study. Yet, we find that the Office of Management is still urging personnel and budget cuts on the Bureau of Outdoor Recreation, which is responsible, along with the Forest Service, for performing the studies. We urge this committee to appropraite additional funds for BOR manpower, so that the original 27 studies can be completed soon, and the new 29 studies get underway at a pace that will allow for completion of these studies by the 1979 deadline established by Congress.

Gentlemen, I thank you for your attention here today, and request that these suggestions be given most serious consideration.

STATEMENT OF CHARLES B. WOOD

The Adult Education Association of the USA, representing a wide spectrum of adult educators, urges your Subcommittee to recommend to the full Appropriations Committee for further recommendation to the Senate an appropriation of $82,000,000 for the National Endowment for the Humanities for FY 1976.

As an organization very much in touch with the wide range of adult education needs and as one vitally concerned with enhancing citizen participation in the total life of our society, we view the program of the Endowment, as fostered at the national level and at the state and local levels through state-based committees, as a most critical and important program in promoting fuller and more enlightened citizen participation.

One evidence of our Association's commitment to the work of the Endowment is our involvement in the American Issues Forum program. We are making a vigorous effort, prior to the inauguration of the Bicentennial Year, to convene more than 1000 workshops designed to acquaint local community leaders with the aims and objectives of the AIF program in anticipation that they in turn will activate their own organization at the local level to participate fully in this program during the Bicentennial Year.

Although the Endowment has provided limited funds for the preparation and distribution of materials for these workshops, the workshops themselves are being conducted on a voluntary basis by adult educators throughout the country with local institutions providing space and other support for them from their own resources. The response to date by adult educators to our invitation to be a voluntary participant in this effort indicates not only a commitment to the goals of the program and to the Bicentennial but also very real confidence in the credibility and effectiveness of the National Endowment for the Humanities.

At a very critical period in our Nation's history, when huge sums of federal funds are being expended for many diverse and sometimes dubious purposes, an annual appropriation of $82,000,000 for the National Endowment for the Humanities appears to us to be a small investment indeed compared to the enormous impact which Endowment programs already have had and will have in stimulating greater citizen participation in the life of their communities and in increasing citizen awareness of the importance of the humanities in enhancing freedom and civility within the framework of an open society.

Your support of a minimum funding level of $82,000,000 for FY '76 will be very much appreciated.

We should also appreciate this letter being made a part of the official record of the hearings, if at all possible. Thank you.

Sincerely,

Charles B. Wood

Charles B. Wood
Executive Director

STATEMENT OF JAMES J. BROWN

Mr. Chairman:

It is a pleasure for me to appear before this distinguished committee. I appreciate this opportunity to present my views on the programs of the Fish and Wildlife Service, and Forest Service.

ANADROMOUS FISH CONSERVATION ACT

An area of concern is the Anadromous Fish Conservation Act, P.L. 89-304, as amended. This budget request is $3.5 million. While I am pleased to see an increase of $880,000 over 1975, this does not meet the needs necessary to restore and maintain a healthy, thriving recreational and commercial fishery. This work has been funded at a very modest level since its start. The States have requested over $6.4 million for 1976. It is apparent that many proposed new projects cannot be funded and some on-going projects must be funded for less than the amounts needed by the States.

The accomplishments and benefits from the Anadromous Fish Program have been extraordinary. Projects have been carefully selected and the States have performed quality work on construction and operation of fishways, hatcheries, off-stream rearing ponds, and research facilities. Research, field management, and development of comprehensive plans open the way to greater future benefits which now amount to nearly 6 million man-days of sport fishing annually plus 3.5 million pounds in the commercial catch. The economic benefits of this program have been outstanding. The Fish and Wildlife Service has estimated that for each dollar spent on this program an economic benefit of $9.8 has accrued.

The requested increase of $880,000 will permit the Service's funding of eight new projects in six states and increase the funding of 21 ongoing projects in 16 states. These funds will be used on a variety of research and construction projects to benefit our anadromous fish resources, such as Atlantic salmon, Pacific salmon, steelhead, shad, and striped bass. Therefore, we heartily endorse the Service's request of $3,513,000.

ATLANTIC SALMON

Another area of concern is Atlantic salmon. Atlantic salmon in the United States were brought very near to the point of extinction. Drastic deterioration of the habitat by destruction of spawning and nursery areas, blockage of upstream movement of spawning adults by dams, and severe pollution for a period of more than a hundred years virtually wiped out Atlantic salmon in New England. Where originally there were more than 300 streams with salmon stocks, there now are eight. A sport and commercial take numbering in the thousands was reduced to 300 or less. The restoration effort will be long term and costly, but the Fish and Wildlife Service has established this as one of their program objectives.

The New England States want to see this superb fish back in its ancestral waters and they are doing something about it. For example, the States of Connecticut, Massachusetts, New Hampshire and Vermont and the Department of the Interior's Fish and Wildlife Service joined in an action program for restoration of the Atlantic salmon in the Connecticut River watershed. New Hampshire, along with Massachusetts, is working to bring this fish back to the Merrimac River. In Maine, the Fish and Wildlife Service is and has been working with the Maine Sea Run Atlantic Salmon Commission on several rivers, including the Penobscot, Narraguagus, St. Croix, and Piscataquis.

Atlantic salmon are now returning in increased numbers to the Penobscot River, Maine. They have achieved their highest numbers since the restoration program began in 1967. A total of 549 Atlantic salmon were counted at the Bangor fishway and an additional 26 were caught by sport-fishermen. Also, in 1974, for the first time, more than 1 million Atlantic salmon eggs were obtained from native stock for New England hatchery programs.

The Fish and Wildlife Service is requesting $1,600,000 for the next construction phase of its Green Lake National Fish Hatchery, which is presently in partial production of Atlantic salmon. Construction includes rearing ponds, pipelines, power plant, office building and two residences. When completed, the Fish and Wildlife Service will be able to dramatically increase its Atlantic salmon production

at Green Lake from the present 100,000 young salmon per year to as much as 600,000 per year. We strongly support the Service's budget request for construction of this hatchery.

Also requested in the Service's Atlantic salmon budget are funds for operation and maintenance of the Craig Brook National Fish Hatchery. This is at present the Service's primary Atlantic salmon production station, where up to 300,000 young salmon are produced each year. We urge your approval of funds for this purpose.

FISH HATCHERY FOR STOCKING LAKE ONTARIO

The need for a new fish hatchery to stock Lake Ontario is now questionable. As a result of a cooperative program with New York, the Fish and Wildlife Service is able to provide 0.5 million lake trout annually for Lake Ontario. The Allegheny National Fish Hatchery, now under construction in Pennsylvania, has initiated lake trout production for the lower lakes. By 1978, production should reach 0.25 million. New York is constructing a large hatchery with partial funding from Anadromous Fish Conservation Act allocations. Recommended Federal funding for Fiscal Year 1976 is $433,700. This hatchery will have a 200,000 pound capacity which should be ample for Lake Ontario.

COLUMBIA RIVER FISHERY LOSSES

We wish to express our great concern for the declining runs of salmon and steelhead on the Columbia River. In 1974 the runs of spring chinook salmon and steelhead were at their historic lows.

This condition was brought on by severe mortality of seaward-bount young fish. It stands to reason that if inadequate numbers of young salmon go to sea then the numbers of returning adults in future years will also be inadequate. The primary cause of this mortality is the presence of hydropower dams. These dams not only kill young salmon steelhead as they go through the turbines and slotted bulkheads but they also kill both young and adult fish by toxic nitrogen that they indirectly produce. As water plunges over these high dams nitrogen from the air is trapped deep within the waters below the dam and is carried throughout the river system.

This creates a condition of nitrogen supersaturation which has been proven by fishery biologist to be toxic to fish.

The Fish and Wildlife Service operates 14 federal hatcheries on the West coast, with 2 more under construction (Warm Springs and Makah). Some of these hatcheries were built with Corps of Engineers' and Bureau of Reclamation funds to mitigate the fishery losses due to construction of hydropower dams. When the first dams were constructed the nitrogen supersaturation problem was not anticipated. Now the Corps is moving forward on funding of hatcheries, turbine screens, deflectors for dams and the trucking of fish around dams, to mitigate the losses due to nitrogen supersaturation. We support this effort.

We wish merely to go on record here as being greatly concerned over the fishery losses in the Columbia River system, to express support of those programs which will alleviate these losses, and encourage full funding needed for the Service's anadromous fish and Great Lakes programs.

FUNDS FOR RESEARCH

We would like to indicate support of the Fish and Wildlife Service's budget for research on fish disease and nutrition. This research makes possible the efficient fish hatchery production of all fish species produced at our National Fish Hatcheries. These species include Atlantic and Pacific salmon, steelhead, striped bass, trout and others.

Mr. Chairman, this Nation's number one participant sport is fishing. Without research to provide management information and healthy, vigorous fish stocks we could not provide this level of recreational enjoyment.

In addition, the Services's research provides a valuable diagnostic service which is an aid to private fisheries as well as to State fishery agencies.

SOUTHEASTERN FOREST EXPERIMENT STATION

FS - SE - 1803

The Southeastern Forest Experiment Station of the U. S. Forest Service is requesting additional funding for continuing research in the areas of protection and enhancement of trout habitat in Appalachian Mountain Streams. This research initially funded for $50,000 during the last Fiscal Year covers a broad eight-state area of the great Southeast.

The mission of this research is to develop the necessary technology to protect and enhance trout habitat and the aquatic environment in Appalachian Mountain streams, compatible with multiple resource forest management. The goal of the research would include the study of broad ecological concepts and how they interface with one another in the total management picture.

Justification is a simple thing when one considers the enormous pressures placed on the resource. Historically, helter-skelter development and exploitation of our resources has resulted in creating conflicts and competition amoung user groups. To continue the research is a forward step in correct total resource management, based on the orderly collection and compilation of data and avoidance of confrontation and overuse by user groups.

As population centers in the Southeast United States grow and expand to more suburban areas, so also does the demand on our resources grow. Our citizenry demands more and more use of our natural resources, and the managers who control them are hard-pressed to make additional man-hours available without serious depletion or degradation of the great out-of-doors. There is an estimated 10 million sport fishermen in the Southeast United States. Of this number, 900,000 (based on current trout license sales) fish the 20,000 miles of known trout water in the region. If the density usage is to continue at the present levels, it is safe to say that the resource will be depleted shortly; and if federal and state agencies continue to supply "put and take" fishing, it will be at an extremely high cost.

Answers to many questions regarding our resource, and the truly effective management of that resource are being sought within the scope of the study. The use of both pure and applied research as delineated in the proposal, and the resulting data along with wise implementation of that data, will serve to drastically reduce the need for a high cost recreational experience.

I would urge you to give the proposal for additional funding serious consideration. To underfund the program, or worse, to not fund it at all, would be a sad, sad error.

STATEMENT OF G. D. SCHUDER, SR.

The Trout Unlimited Virginia Council is becoming increasingly concerned with the degradation of our trout streams in Virginia and the entire Southern Appalachian region. Without positive action by State and Federal agencies, elected representatives, and citizen's organizations, this vital cold water resource will be lost forever.

The fragile trout streams in our region have dramatically suffered from the intrusion and developments of man. Among the many factors contributing to the loss of trout habitat have been channelization, timber harvesting, road building, pollution, agriculture, dams, recreational developments, and mining. Virginia is a good example of the urgency of the problem. A recent analysis by a Virginia Commission of Game and Inland Fisheries staff member shows that if present trends continue, our state's trout water will decrease by over 50 percent in the next 20 years, and during that same period of time trout license sales will increase by over 400 percent. The dilemma of greater fisherman pressure on a diminishing resource is the trend throughout the Southeast.

A trout stream is a resource that holds value for more than the fisherman. The 10 million fishermen living in the Southern Appalachian region represent a tremendous economic advantage for this deprived area, through license revenues and other benefits that are attendant to recreational use of the area by sportsmen. It must also be recognized that in an age of polluted streams and contaminated water supplies, the last source of pure water for all of man's uses will be our mountain streams. Truly, the quality water demanded by trout is a requirement for man's survival.

As one surveys the cold water streams in the Southeastern region, it becomes obvious that most of the remaining trout streams are located on U.S. Forest Service holdings. It is then apparent that the key to preservation and wise use of our cold water resources lies in proper management by the U.S. Forest Service. In order to assure the protection of these streams, management of these lands must be compatible with protection of trout stream biology.

Means must be found to enable the utilization of the multiple resources represented by Forest Service lands without attendant degradation of the trout stream ecosystems. The answer lies in research that will provide the technology required to harvest timber, build roads, clear lands and mine without adversely affecting the trout habitat.

The Southeastern region has the unique human resources required to solve the problems associated with compatible use of Forest Service lands in the Southern Appalachians. The U.S.D.A. Forest Service's Southeastern Forest Experiment Station located near Franklin, North Carolina, has a highly competent staff that has years of experience in basic watershed hydrological and biological research. The U.S. Forest Service, aided by the Tennessee Valley Authority and Virginia Polytechnic Institute and State University, could form a multidisciplinary-interagency consortium

capable of developing resource use technology that protects and enhances the quality of our mountain streams.

I respectfully ask that you give favorable consideration to the requests for funding for research that is fundamental to the protection of habitat for trout in the Appalachian Mountains. This program would be administered by the Southeastern Forest Experiment Station, with heavy research involvment by the Virginia Polytechnic Institute and State University, and the Tennessee Valley Authority.

Gentlemen, with your help we can make the multiple-use concept for our National Forests a reality, and preserve some of our precious natural heritage for future generations.

Prospectus for

RESEARCH BASIC TO IMPROVEMENT OF HABITAT FOR TROUT
IN THE APPALACHIAN MOUNTAINS
FRANKLIN, NORTH CAROLINA

Research is urgently needed to provide technology necessary to restore, maintain, or improve approximately 20,000 miles of trout streams in the Southern Appalachian Mountains. These streams no longer supply adequate catches of native trout to the 10 million fishermen residing in the general area. Cost of this research would be $500,000 per year. Approximately half of the money would be used to establish a trout habitat research project at the famous Coweeta Hydrologic Laboratory near Franklin, North Carolina. The remainder of the funds would support research by a consortium including the Tennessee Valley Authority at Norris and the Virginia Polytechnic Institute and State University at Blacksburg.

The decline of native trout in Appalachian Mountain streams is attributed to man's activities, such as removal of streamside vegetation, erosion from poorly designed roads, drainage of pollutants from mines, blockage of waterflow by logging slash or other debris, and increased fishing pressure. Research would investigate ways to overcome these complex, technological obstacles. The scientific skills and data on mountain streams from the Forest Service Lab at Coweeta would provide the nucleus of the research program. Additional technical expertise and facilities would come from a multidisciplinary-interagency consortium.

This pool of scientific talent would:

1. Determine how variations in water quality, food, cover, and fishing pressure influence trout production.

2. Establish environmental standards for logging, road construction, land clearing, and mining to prevent adverse impacts on trout.

3. Provide methods and technology for restoring and maintaining productive capacities of trout streams.

Application of the new technology to be generated by this research program would enhance the quality of outdoor recreational experience for more than 10 million fishermen. Improvement in trout fishing should also boost expenditures by fishermen in economically depressed communities in Appalachia.

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STATEMENT OF JERRY APODACA

SUMMARY

This statement is submitted in support of appropriations to the Bureau of Indian Affairs to continue construction of the Navajo Indian Irrigation Project which, in recognition of the obligation of the United States to the Navajo Tribe, was authorized in 1962. The project in the northwestern corner of New Mexico will furnish water for irrigation of 110,630 acres of land and will provide an adequate standard of living for 33,000 Navajos. The President's budget proposes $30,800,000 for fiscal year 1976 and the transition quarter for continued construction of the Navajo Indian Irrigation Project by the Bureau of Reclamation. I support this proposal.

The President's budget also proposes the appropriation of $3,400,000 for FY '76 to the Bureau of Indian Affairs for on-farm development necessary to bring the lands into production. Initial delivery of water to the first 10,000 acre block of project lands is scheduled for 1976. The budget includes $2,900,000 for the first 10,000 acre block in order that these raw lands can be made ready for water application and put into production. The second block of 10,000 acres is scheduled for irrigation in 1978 and $500,000 is included in the FY '76 budget to initiate work on this second block. This development will be accomplished through the Soil and Water Conservation Account (1830) of the Bureau of Indian Affairs Division of Resources. I support the appropriations for this program.

STATEMENT

The 1868 Treaty between the United States of America and the Navajo Tribe of Indians provides that any Navajo being the head of a family and desiring to commence farming shall have the privilege to select 160 acres in the Navajo Reservation to be held in the exclusive possession of the person selecting it and of his family so long as he or they may continue to cultivate it. The Treaty further provides that any person over 18 years of age not being the head of a family may in a like manner select and hold 80 acres within the reservation for purposes of cultivation. The Treaty further provides that the Navajo head of family is entitled to receive seeds and agricultural implements to help him get started in his farm enterprise. Even a casual examination of precipitation records show that irrigation is essential if these Treaty provisions are to be given effect of much significance.

The law which authorized the Colorado River Storage Project in 1956, Public Law 84-485, explicitly recognized that assistance to the Navajo Tribe in the form of an Indian irrigation project is the responsibility of the entire nation. The Navajo Indian Irrigation Project was authorized in 1962 by Public Law 87-483 to meet the obligation implied in the 1868 Treaty and explicitly recognized by the Colorado River Storage Project Act.

The desperate needs of the Navajo Tribe have been the subject of much concern to the people of the United States. Construction of the Navajo Indian Irrigation Project could do much to alleviate the grinding poverty suffered by the 130,000 people of the nation's largest Indian tribe.

The project would furnish water for the irrigation of 110,630 acres of land. Project construction will generate an estimated 8,750 man years of work at the project site. Navajo people are qualified and capable of handling approximately 30 percent, or 2,725 man years, of the construction jobs.

Employment opportunities associated with full development and operation of the irrigation facilities will have a great beneficial impact. The local annual payroll associated with the agricultural phases of the project is estimated at $41,400,000. Of this total, some $32,500,000 would accrue to Navajo people.

Studies show that jobs would be created for about 850 farm operators and 2500 farm laborers. An additional 70 employees would be needed to

operate and maintain project facilities. Jobs associated with full development of the project--including related off-farm employment--are estimated to total 8,841 of which an estimated 6,626 would be filled by Navajo people. Directly and indirectly, the project would provide an adequate standard of living for about 33,000 Navajos. Also, there would be school benefits resulting from the resettlement of Navajos in the project area; these benefits alone have been estimated at about $1 million annually.

The studies of the Four Corners Regional Economic Development Commission have shown that accelerated completion of the Navajo Indian Irrigation Project would do more than any other measure to alleviate the problem of chronic economic distress that the Commission was created to solve.

Funds to initiate construction of the project were first appropriated for the 1963 fiscal year and the construction schedule called for the delivery of the first water on the lands in 1970. The most realistic goal now is initial delivery of water in 1976 to 10,000 acres of land with an additional block of 10,000 acres being added in 1978 and an additional block of 10,000 acres being added each year thereafter until the project is completed. The President's budget for fiscal year 1976 and transition quarter proposes an appropriation of $30,800,000 to continue construction by the Bureau of Reclamation on the water conveyance and distribution facilities necessary to bring water to the project lands, and initiation of construction of the 23,000 KW power plant at Navajo Dam to provide energy for project pumping. I support that proposal.

The President's budget also includes $3,400,000 in FY '76 to prepare the land and provide the equipment to apply water on the first and second 10,000 acre blocks of project land; $2,900,000 is included for block 1 and $500,000 is included for block 2.

For each block of the Navajo Indian Irrigation Project the items that must be supplied to bring the land into production are as follows:

1. Installation of the sprinkler irrigation system from the water delivery point being provided by the Bureau of Reclamation construction program. This system will be necessary to provide a means of distributing the available water to the crops being grown in the fields.

2. Clearing the land of unwanted vegetation and smoothing of the land surface in areas where it is too rough for effective operation of irrigation and farming equipment.

3. Relocation of gas and oil pipelines which will interfere with the farming operation. The responsibility for these relocations is dependent on the language contained in permits and leases held by the oil and gas companies. The majority, but not all, of relocations will be the company's responsibility.

4. Fencing of the farm area to separate it from the surrounding livestock range.

5. Procurement of seed, fertilizer, and supplies, etc., necessary to plant, care for and establish the first crop.

6. Purchase or lease of farming equipment necessary for land preparation, planting and establishment of the first crop.

7. Cost of labor to carry out the work involved in establishing the first crop.

8. Purchase or lease of transportation equipment necessary for on-farm operations.

I support this program which is essential to a successful farming operation on the project.

I appreciate this opportunity to present my views on appropriations for the Navajo Indian Irrigation Project.

STATEMENT OF ROBERT S. BARLEY

As a representative of the Cocopah Tribe, I consider it a privilege and an honor to prepare this letter for the Interior Committee on Appropriations for the purpose of requesting additional funds to be utilized on the Cocopah Reservation.

Our tribal enrollment is 576 members residing on three separate areas of land. The total land base is approximately 1700 acres and our reservation is located in southwestern Arizona (see location plot attached). Of the 1700 acres, 1600 acres has been classified as irrigable. However, 1200 acres of our total acreage is undeveloped. The primary reason for this undeveloped land is due to the lack of available funds that could be utilized to develop these lands. Our total generated income from tribal owned land is $845.00. Along with our lease income of $845.00 we utilize $9,000 from revenue sharing to operate our tribal government and tribal programs. Due to limited funds, we are unable to send a representative to the Interior Committee on Appropriations hearing. Therefore, we are appealing to you by letter to request additional funds in the amount of 1.3 million dollars. This request, we believe, would completely develop our remaining 1200 acres for agriculture. We feel that our goal is the operation of a tribal farming enterprise that would insure increased employment for our people and to provide some means to sustain our on going tribal programs.

We are of the opinion that self-determination can only begin at the grass roots level and that with this request for additional funds, we can achieve this self-determination goal.

Enclosed you will find an estimated land development cost sheet covering the 1200 acres of undeveloped land on our West Cocopah reservation. These lands on the West Cocopah reservation, recently acquired accreted land, is the land we would develop with a request of 1.3 million dollars.

In closing, I would like to extend an invitation to you and your committee to visit us and observe our utilization of existing resources now available to us.

I wish to thank you, on behalf of the Cocopah Tribe, and regret that we are unable to be present at the hearing.

Thank you for your consideration and hope that our request for additional funds be considered.

Sincerely,

Robert S. Barley

Robert S. Barley, Chairman
Cocopah Tribal Council

LAND LEVELING DEVELOPMENT COSTS

		Per/Acre	
(1)	Engineering Design Includes	25.00	
	a. Layout and evaluate-Investigate problems		
	b. Topography on 1,300 ft. grids and plot data		
	c. Stake for Survey (Guides Lines only)		
	d. Surveys and plotting		
	e. Computing - fields, ditch pad & beams for Roads		
	f. Construction checks (engineering)		
	g. Construction checks (soils for exchanging)		
(2)	Brushing and burning and drag scraper	80.00	
(3)	Pick up and dig out roots (Some of this work to be done) (After rough leveling)	20.00	
(4)	Land leveling - 1200 yd./acre .50¢ 1200 yd. x 1200 ac = 1,440,000 cu. yds.= $720,000	600.00	
(5)	Ditch Laterals/with turnouts - 7.00 per lin. foot or 1,320 ft. per 40 acres 30 forties or 39,600 lin. ft. (1200 acres 39,600	231.00	
(6)	Secondary Farm Road crossings - $900.00 each 1 per eighty acres 15 crossing $900 = $13,500		
(7)	Ditch check gates (yellow Jacket) $500 each (2 per forty acres)		25.00
(8)	Water finish and touch up (Part of touch up to be done after first crop)	40.00	
(9)	Main lateral 2 miles (15840 ft.) $4.00/ft. 4 x 15840 = $63,360 ÷ 1200	53.00	
(10)	Check gates main lateral 12 each 12 x $500.00 each = $6000.00	5.00	
(11)	3 Wells 30,000 each 90,000.00 ÷ 1200	75.00	
(12)	6 primary road crossings $3500 each = 21,000	18.00	
(13)	Power & pump hookup $20,000	77.00	
	1080 x 1200 ac = $1,296,000 (1.3 million) TOTAL	1080.00	

STATEMENT OF TOBY COOPER

Mr. Chairman: I am Toby Cooper, Administrative Assistant for Parks at the National Parks and Conservation Association (NPCA). We are located at 1701 18th Street, N.W., Washington, D.C.

NPCA is a private, non-profit organization with 56 years of experience in working to preserve our National Park System. We are supported entirely by our 50,000 members, each of whom receives our monthly publication, NATIONAL PARKS AND CONSERVATION MAGAZINE, THE ENVIRONMENTAL JOURNAL.

We thank the Committee for the invitation to testify on National Park Service appropriations and Land and Water Conservation Fund appropriations for fiscal year 1976.

I. BACKGROUND

The National Park Service is now facing a serious shortage of both funds and personnel. The situation has led us to publish two recent Staff Reports in our magazine, The Crisis in National Park Personnel (April, 1975), and Budget Plans Starve the NPS (June, 1975) copies of which are presented here for the record.

The information contained in these two short articles was carefully researched and has been reviewed by the National Park Service before publication in our magazine in an effort to achieve accuracy.

We have also written to Assistant Secretary Nathaniel P. Reed and his immediate program directors, Gary Everhardt of the National Park Service, Lynn Greenwalt of the Fish and Wildlife Service, and James Watt of the Bureau of Outdoor Recreation, expressing our concern for budget matters and offering assistance in solving budgetary problems. Copies of these letters are included here for the record, and a copy of an editorial by Anthony Wayne Smith, President of NPCA, outlining our proposal for citizen inputs into the budget process.

Similarly, our views on the 1976 National Park Service budget situation were submitted to the Washington Post (letter published February 17, 1975) and the Christian Science Monitor (letter published March 25, 1975), and copies of these letters are offered for the record at this point.

Our work on the National Park Service budget is based on our firm belief that the National Park System is a successful and unique idea for preserving the significant natural features of our continent and providing for enjoyment of these resources by millions of our citizens. The members of NPCA and all citizens who have an interest in national parks will lose a priceless part of our natural and cultural heritage if any part of the National Park System deteriorates, or suffers environmental degradation, or if the proper growth of the System is curtailed, not for lack of interest and support by the public but for lack of funds from the federal government.

II. RECOMMENDATIONS

PERSONNEL CEILINGS:

Our first priority in considering the National Park Service budget for 1976 is to relieve the personnel ceilings which threaten to constrain our entire national park program.

The trend in recent years has been for Congress to appropriate funds and personnel ceilings generally in accord with NPS budget requests -- budgets which usually have been tailored to minimum levels by the OMB anyway -- and then stand by helplessly while the OMB applies still more restrictions in the form of end-of-year permanent employee ceilings and impoundments.

Part of the problem may be addressed by the Congressional Budget and Impoundment Control Act of 1974, as discussed in more detail below.

For 1976, the National Park Service is being held to 8,546 permanent positions in its request, and the employment ceiling is 7,168 permanent employees. This leaves 1,378 permanent positions unfilled, and is actually 2,004 permanent employees below the original NPS estimates of personnel needs for 1976.

The impact of these 1,378 (or 2004) vacancies on our national parks, both in terms of reduced resource protection and visitor services, is detailed in our documents submitted for the record.

To overcome this problem, the Congress can take a number of specific actions, as follows:

1. The Operation of the National Park System (ONPS) funds are divided by Object Classification on page NP 68 of the NPS Budget Justifications, F.Y. 1976. These classifications stipulate specific expenditures for Personnel compensation (Sec. 11.1, Permanent Positions) and Personnel benefits (Sec.12.1, Civilian).

By tying appropriations specifically to the Object Classification categories, especially 11.1 and 12.1, the Congress can more effectively control how NPS funds are spent. In this context, Sec. 1013 (a)(b)(c) of the Impoundment Control Act of 1974 (P.L. 93-344) would be applicable to the situation and the Park Service would not be placed in the position of shifting its permanent personnel funds to temporary, part-time, and contractual employees without Congressional approval.

2. End-of-year employment ceilings are imposed on the National Park Service in a process analagous to the impoundment process itself. The use of authorized permanent employees constitutes "program authority", conceptually identical to "budget authority" in the budget process. From the standpoint of appropriation procedures, budget and personnel are inseparable. A solution, therefore, might be to apply the concepts of impoundment and deferral disapproval found in the Impoundment Control Act to directly program authority, and thus to end-of-year personnel ceilings.

3. An audit by the GAO of NPS contracts in recent years may be useful in determining to what extent, if any, the NPS is contracting for the services of individuals or corporations. Contracting for services runs against Civil Service Commission policy, and we believe the Park Service has been forced to stretch these guidelines when permanent employment ceilings have been reached. An investigation would show whether or not the OMB is forcing the Park Service to violate Civil Service Commission regulations in order to properly serve the public.

CONSTRUCTION:

The 1976 budget request includes $18.857 million for Planning and Construction. This amount is inadequate for completing many worthwhile projects around the System, including sewage treatment

facilities and preservation of historic properties. However, we are not recommending a change in this portion of the budget until we see that the important programs in land acquisition, resource protection, visitor safety, and interpretation are properly supplied.

MASTER PLANNING:

One of the outstanding achievements of the National Park Service has been the efforts to include public participation in producing certain national park master plans.

In rewriting the plan for Yosemite National Park, the Service has consulted with over 4,000 citizens in public meetings in California, and they are now launching a program of meetings in seven cities around the country.

Planning efforts of this nature are expensive. The Service has said printing costs alone will be over $15,000 for the new Yosemite plan. The Yosemite planning efforts probably will not be repeated for most other national parks, but highly public regional efforts are expected for Great Smoky Mountains National Park and other major areas.

We believe this is money well spent. Public particpation in master planning is essential to serve the public interest in the National Park System. If the program is expensive, we recognize this as the cost of good government.

The Denver Service Center is the home of most NPS planning efforts. While the line-item in the budget for the Denver Service Center is buried in the Operation of the National Park System budget, we urge this Committee to take note of the importance of this facility and support it in the future.

III. LAND AND WATER CONSERVATION FUND

The National Park Service has had an active land acquisition program, designed to accomplish the orderly acquisition of newly authorized units of the Park System and to complete acquisition of existing units, including private inholdings.

Of 272 congressionally authorized positions in the land acquisition program, only 169 will be filled. These individuals must work to acquire the acreage authorized by the 93rd Congress, including 698,637 acres of privately owned land held in some 50,000 individual properties, and having an estimated value of $381,110,000.

The Park Service is attempting to solve their problem through various strategies, including the use of part-time positions, the use of contractual resources, and the use of U.S. Army Corps of Engineers land acquisition officers.

While we are not opposed to these efforts, we deplore the use of makeshift answers for matters of national importance. The personnel problems in the land acquisition program can only be solved along with the personnel problems for the rest of the National Park Service.

The Committee has before it a proposal from the Ohio delegation to raise the appropriation for the Cuyahoga Valley National Recreation Area to $5 million for F.Y. 1976, drawing the funds from the unappropriated $262 million backlog in the Land and Water Conservation Fund. We support this proposal very strongly.

During hearings on the F.Y. 1975 budget, NPCA urged that the entire backlog of $262.277 million be appropriated and applied to both state and federal land acquisition programs for national parks, wildlife refuges, and outdoor recreation programs. We repeat this request today, because the funds have been authorized and are badly needed.

We strongly urge that this Committee give every consideration to appropriating this backlog of $212.277 million from the Land and Water Conservation Fund. We understand that the Bureau of Outdoor Recreation has prepared a contingency plan for disbursement of these funds, including allocation of a substantial amount to the National Park Service. Thus, in reaffirming our request for appropriation of the unappropriated backlog in this fund, we urge this Committee to request the contingency plan from the BOR and move ahead with a serious study of the situation.

Appropriation of this backlog is only useful to the National Park Service if personnel ceilings are lifted.

IV. PERSPECTIVES

The 1976 National Park Service budget can easily be excused as a victim of poor economic conditions. However, to assume that the federal budget for national parks needs to reflect the slowdown in automobile sales is erroneous, and such an assumption fails to consider the importance of the National Park System, even in -- or perhaps especially in -- a time of economic stress.

Director Everhardt estimates the coming summer will bring record visitation to the National Park System -- well over 200 million visits to all park areas combined. The reason given is that during slow periods of the economy, those people who still enjoy vacations are more likely to spend them on domestic travel. Whatever the reason, the national parks are still absorbing an impact of visitation equivalent to the entire population of our nation.

The federal budget request totals $349.4 billion for 1976; 27% is allocated to the Pentagon, 39% to various welfare and other personal benefit programs, but only 0.2% goes to the combined programs, of the National Park Service, the Fish and Wildlife Service, and the Bureau of Outdoor Recreation. Thus, our national park and wildlife programs are heavily used, highly visible, but receive a strangely low priority for federal dollars.

Federal grants to state and local governments total over $5 billion for highway construction in 1976, while grants to states from the Land and Water Conservation Fund allow for only $175.8 million in federal aid for outdoor recreation opportunities. The U.S. Army Corps of Engineers is requesting a construction budget of over $1.09 billion. A single Corps project -- Libby Dam in Montana for example -- can have a total estimated cost greater than the entire budget request for the National Park Service.

The Corps budget is at times appalling in its opulence and wastefulness. The Corps is currently planning to build two outhouses -- completely primative facilities without heat or running water -- at a lock and dam installation near Hastings, Minnesota, costing $25,000 each.

Our nation was chagrined to learn, last March, that the Central Intelligence Agency had spent over $300 million for a secret project to salvage the remnants of a sunken Russian submarine. Conservationists were doubly chagrined because the National Park Service could have run much of its program for a year with those funds, and in so doing would have provided something immeasurably more beneficial to millions of citizens.

The prevailing view in the OMB seems to be that parks can take care of themselves, and the priority spending goes for highways and river impoundments. The point is that the billions being spent for government-funded development programs needs to be at least balanced by a well-funded national program for preservation; and such a balance clearly does not exist today.

This concludes our statement and we remain open for questions and discussion.

April 7, 1975

Dear Nat:

We mean business on the problem of adequate personnel and services as contrasted with construction in the National Park System and the other agencies under your authority.

We would like to get you and our other friends some help in looking at the budgets.

Enclosed are letters which we have written to three agencies urging open proceedings on their budgets now.

Also enclosed is my commentary from the Magazine last summer on the general approach behind all this which we pressed upon Zarb at that time.

Let me know how you think we can help on the budget problem.

With warm regards,

Cordially yours,

Anthony Wayne Smith
President and General Counsel

Hon. Nathaniel P. Reed
Assistant Secretary of the Interior
Fish and Wildlife and Parks
Washington, D. C. 20240

April 7, 1975

Hon. Gary E. Everhardt
Director
National Park Service
Department of the Interior
Washington, D. C. 20240

Re: Park Service Budget

Dear Gary:

You are familiar with the position of the NPCA with respect to open budgeting.

You are also familiar with our strong feelings about more personnel for safety, protection, research, and interpretation, as contrasted with construction.

I am enclosing again my commentary in The Environmental Journal last summer about budget procedures.

We recommended to the OMB at that time that open meetings be held at the agency level on about April 1 of each year. This date has come and gone for purposes of any help we and others like us can give you in the National Park Service.

And yet there is still time for such meetings, and this letter is to make an official request of you that the budgeting operations in the National Park Service be opened up for public information, including open meetings of the kind we have recommended.

I would appreciate word from you as to whether these opportunities will be accorded to us promptly.

With all good wishes,

Cordially yours,

Anthony Wayne Smith
President and General Counsel

April 7, 1975

Mr. Lynn A. Greenwalt
Director
U.S. Fish & Wildlife Service
Department of the Interior
Washington, D. C. 20240

Re: Fish & Wildlife Service Budget

Dear Lynn:

You may or may not be familiar with the position of the NPCA with respect to open budgeting.

I feel sure you are familiar with our strong feelings about more personnel for safety, protection, research and interpretation as contrasted with construction.

I am enclosing my commentary in the Environmental Journal last summer about budget procedures.

We recommended to the OMB at that time that open meetings be held at the agency level on about April 1 of each year. This date has come and gone for purposes of any help we and others like us can give you in the Fish & Wildlife Service.

And yet there is still time for such meetings, and this letter is to make an official request of you that the budgeting operations in the Fish & Wildlife Service be opened up for public information, including open meetings of the kind we have recommended.

I would appreciate word from you as to whether these opportunities will be accorded to us promptly.

With all good wishes,

Cordially yours,

Anthony Wayne Smith
President and General Counsel

April 7, 1975

Mr. James G. Watt
Director
Bureau of Outdoor Recreation
Department of the Interior
Washington, D. C. 20240

Re: Bureau of Outdoor Recreation Budget

Dear Jim:

You may or may not be familiar with the position of the NPCA with respect to open budgeting.

I feel sure you are familiar with our strong feelings about more personnel for safety, protection, research, and interpretation, as contrasted with construction.

I am enclosing my commentary in the Environmental Journal last summer about budget procedures.

We recommended to the OMB at that time that open meetings be held at the agency level on about April 1 of each year. This date has come and gone for purposes of any help we and others like us can give you in the Bureau of Outdoor Recreation.

And yet there is still time for such meetings, and this letter is to make an official request of you that the budgeting operations in the Bureau of Outdoor Recreation be opened up for public information, including open meetings of the kind we have recommended.

I would appreciate word from you as to whether these opportunities will be accorded to us promptly.

With all good wishes,

Cordially yours,

Anthony Wayne Smith
President and General Counsel

March 11, 1975

Editor
The Christian Science Monitor
One Norway Street
Boston, Mass. 02115

To the Editor:

The story by David Langworthy appearing in the March 5 edition of the Christian Science Monitor headlined, "National parks budget holds up," is seriously misleading. Inadvertantly, the author has created a feeling of euphoria around a budget situation actually in a state of crisis. In fact, the budget squeeze is forcing the National Park Service to lay off enough staff to leave 1,378 permanent positions unfilled in the coming year.

Budget and personnel constraints are holding the Park Service to minimum operating levels. The personnel ceilings alone have forced the Service to develop contingency plans for closing some national parks to public use this year. Under these circumstances, Teddy Roosevelt would indeed not recognize his pet project, and he would certainly berate us for not publicizing the problem.

Part of the confusion created by Mr. Langworthy's article stems from an incomplete account of how new national parks are established. In simplest form, three basic steps are taken by the federal government to create a new unit of the National Park System.

First, both houses of Congress must pass a bill creating the new park unit, for example, Big Cypress National Preserve in Florida. This action reflects the public interest in preserving a given natural ecosystem, and initiates the much larger process of actually establishing a park. Each park bill is supplied with a price tag - - in this example, $156 million.

Second, the President must sign the bill, thus directing the National Park Service to prepare a program for land acquisition and facility development for the new area. This program is then incorporated into the overall federal budget request for the following

fiscal year. The total fiscal year 1976 budget request for Big Cypress is only $3 million - - to cover the administrative costs of opening land acquisition negotiations.

Third, the Congress analyzes the budget request and appropriates the money for each federal program, including new national parks. This process is underway now. Even after this, funding for individual programs is not guaranteed because the Administration, through the Office of Management and Budget (OMB), can impound the funds, pending Congressional approval.

Last year Congress was active in authorizing new areas - - 12 in all, including the Big Thicket, Big Cypress, the Cuyahoga Valley, and a number of national monuments and national historical sites. In the last four fiscal years, the National Park System has grown by over 7 percent. However, the federal budget requests, and especially the OMB-imposed ceilings on National Park Service personnel, have not kept pace with this growth.

Turning briefly to the Land and Water Conservation Fund (LWCF), a ten-year old law authorizing a program to provide outdoor recreation opportunities on the State and Federal level, the budget process is similar. The LWCF Act authorized the program, but funds must be appropriated by Congress every year. Further, the LWCF is shared with the states, with 60% of the fund divided between all 50 states and 40% of the fund shared between the National Park Service, the National Forest Service, and the Fish and Wildlife Service for land acquisition. Thus the LWCF request for the Park Service is only $77.4 million for fiscal year 1976 - - a sum sorrowfully inadequate to deal with the present backlog in authorized but unfunded NPS land acquisition programs totalling $572.6 million.

Our National Park System is a successful and unique idea, emulated worldwide. Millions of people visit the parks every year, and the System provides an

essential element of naturalness in our industrialized nation. Except for land costs, national parks come at bargain prices too; even a healthy budget for the National Park Service is less than cost of a mere handful of U.S. Army Corps of Engineers projects, and yet our parks serve the public interest in vastly more significant ways.

It is impossible to adequately rewrite your article in this letter. Instead, I leave a challenge with the Monitor to investigate the budget of the National Park Service thoroughly, and if you can still report NPS officials as feeling optimistic and gleeful over budget trends, both Teddy Roosevelt and I owe you an apology.

Sincerely,

Toby Cooper,
Administrative Assistant
for Parks,
National Parks and Conservation
Association.

January 31, 1975

Editor
The Washington Post
1150 15th St., NW
Washington, D.C. 20071

To the Editor:

The Washington Post editorial of January 17, "The Task at the Park Service", focused brilliantly on the central issue in administering our National Park System; use only by methods compatible with the basic statutory mandate for preservation. If past trends toward over-development persist in newly-appointed Director Gary Everhardt's administration, the National Parks and Conservation Association may have to test the issue in court.

However, Mr. Everhardt is confronted with a more immediate challenge than decisions on conflicts between preservation and use. In recent years, the Park Service has had very severe restrictions imposed on it by the Office of Management and Budget. This year, for example, the OMB has ordered a reduction in force for the Park Service, slashing its staff 17% below the ceiling appropriated by Congress.

If this pattern continues, our national park heritage will be in serious trouble. The reduction in force, effective June 30, 1975, will have two impacts on the Park Service; our established parks, already thinly staffed, will be improperly protected, and the newly authorized areas - - twelve last year - - may not even get land acquisition teams.

Our system of national parks is a successful and unique idea, emulated nearly worldwide. With 308 units, the system reflects the will of our people, and the numbers of visits to the parks - - over 215 million in 1974- - reflect our national enthusiasm for enjoyment of park benefits. For government to pursue a myopic policy of starvation for the Park System, regardless of the public interest in national parks, is irresponsible. To assume that reducing the fiscal operation of the parks, perhaps even forcing some parks to be closed, will help our economy is nonsense.

If the parks are going to be enjoyed by present and future generations, our first task is to keep them alive.

Sincerely,

Anthony Wayne Smith
President and General Counsel

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STATEMENT OF EMMETT SARRACINO

SUMMARY

The American Indian Free Clinic, which opened in 1970, now provides understanding as well as assistance, and seeks to provide better health and opportunity for the Urban Indians who find themselves in difficulty.

The clinic services include the following: General Medical, Pediatric, Family Planning, Drug Abuse, Dental, Eye Exams, Pharmaceutical, Laboratory services, legal referrals and other referral sources, the Senior Citizen services, including nutritional meal program, and the Alcoholism program, also the outreach and follow-up are an integral part of the clinic operations, on a daily basis, at five days a week these services are rendered to approximately 60 patients in an average clinic session four nights a week.

The need for the existance of the American Indian Free Clinic's wider range of services is very necessary to the community that is in need of direct services.

Establishing of clinical services offered by the American Indian Free Clinic has advanced forward in reaching the Urban Indian and others aiding in his recovery to this health problems.

The American Indian Free Clinic feels competent that through re-funding, they will continue to make giant strides in health problems. The clinic's goals from the time of its inception has always been to work toward the betterment of the communities and provide comprehensive services of the Indian problems that prevail. The primary purpose of the American Indian Free Clinic has been to meet the needs of the Urban Indian population of its community.

The target population which could benefit from this program are the immediate community surrounding the clinic area. This includes Chicanos, Blacks as well as Indians and others. The Indian population cannot be identified as constituting a majority in one area as they are scattered throughout the county. We have records on file of clients that have come from all areas in the county. That is one of the ways we have been able to arrive at the estimation of the target group to be serviced.

Our past record will speak for itself in relationship to staff unison and direct services to those who have come to the clinic facilities for medical, dental, laboratory attention as well as legal and psychological consultation.

In our summation of the clinic's objectives, we feel that what we have proposed will in fact aid the depletion of the urgent and ever existing services needed by the American Indian and their families and other groups residing in the defined locations of the proposal. It goes without mention that the American Indian and his health problems as well as other groups, have warranted great concern in our society.

Even with the advanced methods of treatment and knowledge in the health fields, the services received or provided to the American Indian fall short of meeting the oblegations for fulfilling these needs. Also to bring attention to the dental situation with the Indian people here at the clinic, which in part is a result of the reservation Public Health Services failing to orientate the Indians on basic dental care; their dental service in the past has been limited to extractions. The Dental department of the clinic is getting to be the busiest and most needed service to all. This department has had all types of dental problems, from

minor fillings to extractions to major orthodontic. Realizing this, the clinic Dentist suggested that one day be set aside for a "Brush-In", teaching Indian children as well as others, and some adults also, the basic care for teeth. This we hope, will be a partial solution to future dental problems.

We are submitting this request for funding that will help us to reach the intent of this proposal, which is to continue and expand its present services.

PROPOSED BUDGET FOR ONE YEAR

PERSONNEL COST----------	$232,800.00	
plus 18% fringe benefits	41,904.00=	$274,704.00
OPERATING EXPENSES----------	$118,970.00=	$118,970.00
TOTAL AMOUNT FOR PROPOSED BUDGET FOR ONE YEAR----------		$393,674.00

PERSONNEL	MONTHLY SALARY	YEARLY SALARY
(1) Dentist Specialist	$ 1,800.00	$ 21,600.00
(1) Dentist	1,200.00	14,400.00
(2) Dental Assistants @ 725.00 each	1,450.00	17,400.00
(1) Dental Hygienist	1,000.00	12,000.00
(1) Doctor G.P.	2,200.00	26,400.00
(1) R.N.-Clinic Manager	900.00	10,800.00
(1) Lab Technician	850.00	10,200.00
(1) Social Worker	1,000.00	12,000.00
(1) Pharmacist-½ Time	800.00	9,600.00
(1) (Medical) Physician's Assistant	1,000.00	12,000.00
(1) Financial Secretary-Bookkeeper	700.00	8,400.00
(1) Executive Director	1,500.00	18,000.00
(1) Outreach-Medical Program Coordinator	950.00	11,400.00
(1) Ombudsperson	950.00	11,400.00
(1) Office Manager	800.00	9,600.00
(1) Medical Records Technician	675.00	8,100.00
(1) Bus Driver-Maintenance Person	600.00	7,200.00
(1) Custodian	500.00	6,000.00
(1) Receptionist	525.00	6,300.00
TOTAL	$19,400.00	$ 232,800.00
plus 18% fringe benefits	3,492.00	41,904.00
TOTAL, PERSONNEL	$22,892.00	$ 274,704.00

OPERATING EXPENSES	MONTHLY	YEARLY
Consultant	$ -0-	$ 5,000.00
Travel	-0-	7,000.00
Mileage-1,000 miles per mo. @ 15¢ per mile	150.00	1,800.00
Equipment Rental & Consumables	675.00	8,100.00
Rent-Space	2,200.00	26,400.00
(2) Vans lease-Transportation @ 175. ea.	350.00	4,200.00
Phone	500.00	6,000.00
Gas	400.00	4,800.00
Water	200.00	2,400.00
Electric	500.00	6,000.00
Publications	125.00	1,500.00
Insurance (Malpractice, fire, theft) Premiums	-0-	4,000.00
(2) Car license & Insurance @ 675. ea.	-0-	1,350.00
Postage	35.00	420.00
Purchase of Lab and X-ray Equipment	-0-	40,000.00
TOTAL	$ 5,135.00	$ 118,970.00

The American Indian
FREE CLINIC, INC.
1330 SOUTH LONG BEACH BLVD. / COMPTON, CA 90221 / TELEPHONES: 537-0103
537-0104
537-0105

FISCAL YEAR 7/1/74 to 6/30/75

ASSETS, LIABILITIES, FUND BALANCE APRIL 30, 1975

ASSETS:			
Cash in Bank:			
General Account		3310.73	
Drug Program Account		1222.92	
Total Cash			4533.65
Program expenditures year to date less any closed out funding:			
California Urban Indian Health	(7 months)	26666.66	
Main Artery - County of Los Angeles	(10 months)	79068.05	
Regional Medical Programs	(7 months)	35476.25	
Family Planning	(9 months)	31063.65	
Drug Abuse Program	(6 months)	5435.70	
General Fund Expenditues (dental equipment)		2970.00	
Total Program Expenditures			180680.31
Total Assets			185213.96
LIABILITIES:			
Funds received by programs less any closed out funding:			
California Urban Indian Health		26666.66	
Main Artery - County of Los Angeles		75557.81	
Regional Medical Programs		35476.25	
Family planning		31063.65	
Drug Abuse Program		5435.70	
State Department of Health		2970.00	
Unpaid bills (including payroll taxes & W - H)		1642.84	
Total Liabilities			178812.91
FUND BALANCE			
Funds belonging to Free Clinic	(donations)	1525.58	
Advances to programs		4875.47	6401.05
Total Liabilities & Fund Balance			185213.96

Unaudited - Prepared By:

Edward R. Blow

Edward R. Blow, Public Accountant

AMERICAN INDIAN FREE CLINIC
Report of Budget Expenditures & Encumberances
For FAMILY PLANNING

Month to Month Budget

Budget Categories	Approved Project Budget - Apr.	Expenditures Year To Date	Budget
PAYROLL			
Salaries & Wages	1,811.13	18,870.13	-0-
Fringe Benefits			
FICA			
SUI & FUI			
Workman's Comp.			
Health Insurance			
Total Fringe	360.04	2,742.57	
Total Payroll	2,171.17	21,612.70	-0-
Materials & Services	124.00	1,868.08	-0-
Consultants	508.00	4,496.50	-0-
Travel	115.28	868.68	-0-
Communications	-0-	526.13	-0-
Equipment	-0-	638.00	-0-
Training,workshops & Sem.	40.00	447.56	-0-
Periodical, Bro. & Pub.	-0-	500.00	-0-
Malpractice Insurance	-0-	106.00	-0-
Total operating Expenses	787.28	9,450.55	-0-
Budget Total	2,958.45	31,063.65	-0-

Unaudited - Prepared By:

Edward R. Blow

Edward R. Blow, Public Accountant

AMERICAN INDIAN FREE CLINIC
Report for Budget Expenditures & Encumberances
For Regional Medical Program
For Seven Months Ended 4/30/75
BUDGET 10/1/74 - 9/30/75

Budget Categories	Approved Project Balance	Expenditures Year To Date	Budget Balance
PERSONNEL			
Salaries & Wages	$37,033.00	21,686.94	15,346.06
Fringe Benefits	5,100.00	3,253.10	1,846.90
Consultant Costs	1,050.00	1,041.25	8.75
Supplies	1,500.00	1,778.96	(278.96)
Travel	4,439.79	1,420.09	3,019.70
Rent	4,500.00	3,500.00	1,000.00
Bus Rental	1,500.00	1,920.91	(420.91)
Communications	1,043.00	875.00	168.00
TOTALS	$56,165.79	$35,476.25	$20,689.54

Unaudited - Prepared By:

Edward R. Blow

Edward R. Blow, Public Accountant

AMERICAN INDIAN FREE CLINIC
Report of Budget Expenditures & Encumberances
Six Months Ended 4/30/75
Month to Month Budget
Drug Program

Budget Categories	Budget Monthly	Year To Date	Balance
Payroll	500.00	3,000.00	-0-
Fringe	64.95	389.70	-0-
Total Personnel	564.95	3,389.70	-0-
Other Costs:			
Equipment Rental	68.00	408.00	-0-
Rent	143.00	858.00	-0-
Utilities	30.00	180.00	-0-
Telephone	100.00	600.00	-0-
Total Other	341.00	2,046.00	-0-
TOTAL BUDGET	$905.95	5,435.70	-0-

Unaudited - Prepared By:

Edward R. Blow

Edward R. Blow, Public Accountant

AMERICAN INDIAN FREE CLINIC
Report of Budget Expenditures & Encumberances
For MAIN ARTERY
Budget 7/1/74 - 6/30/75
10 months

BUDGET CATEGORIES	APPROVED PROJECT BALANCE	EXPENDITURES YEAR TO DATE - Apr.75	BUDGET BALANCE
PERSONNEL:			
Salaries & Wages	$53,100.00	43,481.62	9,618.38
Fringe Benefits	6,372.00	5,244.02	1,127.98
Contracts	1,072.00	770.96	301.04
Total Personnel	60,544.00	49,496.60	11,047.40
RENT:			
Rent	7,200.00	10,020.00	1,284.00
Laundry	1,800.00		
Bed Rentals	2,304.00		
Total Rent	11,304.00	10,020.00	1,284.00
OTHER COSTS			
Xerox	600.00	594.00	6.00
Equipment	1,900.00	514.07	1,385.93
Travel	2,112.00	1,820.78	291.22
Supplies	275.00	641.50	(366.50)
Telephone	1,325.00	1,843.57	(518.57)
Insurance	300.00	-0-	300.00
Utilities	3,600.00	3,125.96	474.04
Printing	400.00	203.05	196.95
Postage	120.00	18.82	101.18
Total Other Costs	10,632.00	8,761.75	1,870.25
Meals	17,520.00	10,789.70	6,730.30
Total Budget	100,000.00	79,068.05	20,931.95

Unaudited - Prepared By:

Edward R Blow
Edward R. Blow, Public Accountant

AMERICAN INDIAN FREE CLINIC
Report of Budget Expenditures & Encumberances
For California Urban Indian Health For Seven Months Ended 4/40/75
BUDGET 10/1/75- 9/30/75

Budget Categories	Approved Project Budget	Expenditures Year To Date	Budget Balance
PERSONNEL:			
Salaries & Wages	$30,000.00	19,852.25	10,147.75
Fringe Benefits:			
FICA (5.85% of Total)			
SUI & FUI (3.6% of Total)			
Workmans Comp. (.18% of Total)			
Total Fringe	4,500.00	1,927.89	2,572.11
Total Personnel	34,500.00	21,780.14	12,719.86
OPERATING EXPENSE:			
Materials & Services	1,000.00	1,270.01	(270.01)
Consultants	1,800.00	2,212.63	(412.63)
Travel	-0-	-0-	
Communications	1,000.00	1,340.44	(340.44)
Bookkeeping Expense		-0-	
Training, Seminars, Workshops			
Periodicals, Brochures, Pub.			
Xerox Rental	925.00	63.44	861.56
Total Operating Expense	4,725.00	4,886.52	(161.52)
Total Budget	$39,225.00	$26,666.66	$12,558.34

Unaudited - Prepared By:

Edward R Blow
Edward R. Blow, Public Accountant

STATEMENT OF PETER J. FLUGE

We are grateful for the opportunity to present our views in regard to the current hearings on appropriations for the U. S. Forest Service. Among our timber operations, we have a paper mill and forest products facility in Tomahawk, Wisconsin.

The raw material timber supply for this operation comes from the timbershed area of the North Central Region which includes the areas of northern Wisconsin, eastern Minnesota and the Upper Peninsula of Michigan.

It has been brought to our attention that the North Central Forest Experiment Station has not received the Federal funding necessary to conduct forest resource surveys on the originally scheduled ten-year measurement cycle. It is also our understanding that the appropriation level for fiscal year 1976, $554,000, will only enable the North Central States to be surveyed on a fifteen-year cycle at the minimum.

This survey cycle period is inadequate when considering the effect that present and projected timber demand levels will place on the renewable forest resources of the states in this region. Therefore, Owens-Illinois, Inc. supports additional appropriations necessary to meet a ten-year or less forest survey measurement cycle for this region.

It is more important today than ever before to evaluate and assess our forest resources at frequent intervals. The U. S. is experiencing an ever-decreasing total amount of timber acreage, resulting from land clearing for agriculture, transportation systems and urbanization. Technical changes in harvesting and processing of timber are rapidly altering the timber supply. If we are to plan wisely for the optimum use of the Nation's remaining forest resource in the face of rapid change, it is imperative that we conduct more frequent timber surveys.

This increased effort will improve the economy of the North Central Region through expansion of the forest products industry which will provide more jobs and an increased tax base.

STATEMENT OF LARRY MALLOY

My name is Larry Malloy and I am President of Ft. Vancouver Plywood in Vancouver, Washington. We are one of the 17 cooperative plywood plants still operating in the United States. Cooperative plywood plants are worker-owned and operated facilities that depend on public timber supply for their raw material. We depend almost totally on the Gifford Pinchot National Forest for our timber supply. We generally run in good times and bad and have a steadying effect on the community because all of the worker-owners are local and spend their money in the area where they work. There were 34 worker-owned plants on the west coast at one time and now there are only 17 left. The reasons for the elimination of half of the worker-owned industry vary widely but the root cause can generally be traced to raw material shortages or insufficient operating capital. In our case, the U. S. Forest Service is the key to raw material security, or at least the opportunity to buy raw material for our operation.

Just this week the Forest Service released a statement adopting their new timber management plan for the Gifford Pinchot National Forest and in it they announced a reduction in the annual allowable cut from 410 down to 402 million board feet. I know, and I've been assured by many of the experts, that the Gifford Pinchot National Forest is capable of producing far more timber. Even the U. S. Forest Service admits this and in the hearings before the Committee on Appropriations House of Representatives on March 6, 1975, Chief McGuire had this to say:

> "On the Gifford Pinchot National Forest on the Columbia River in Southern Washington if we had 1.5 million dollars for tree planting, thinning and salvage and road building in the first year we could sell enough additional timber to get 7.5 million dollars back.
>
> "If we had another 1.5 million beyond that we could get another 4 million or so return."

I think the Chief's figures for returns on investment are low. I'm sure the returns mentioned by the Chief weren't based on $312 per thousand board feet--that's the price we had to pay for Douglas fir on the Gifford Pinchot National Forest last week. There were 18 bidders on the sale and the competition was fierce. We had to have the wood. The attached story appearing in the "American Plywood Association Management Report" tells the story. The bid form our logging manager fills out is also included.

In February 1975 the budget presented by the administration calls for only $46.7 million for reforestation--down $4.6 million from the previous budget. In addition, there are proposed recisions for a reduction in FY 1975 appropriations for $10 million for reforestation and stand improvement.

To give you an idea of what reforestation means to us who depend on the Gifford Pinchot, we have been told by the U. S. Forest Service Head of Timber Management for Region 6, Glen Jorgensen, that for every 1,000 acres reforested the allowable cut could be immediately increased by 1.2 million feet annually.

At the same hearing last month Chief McGuire also talked about mortality in the forest. He stated:

> "For example, on this forest in Washington (Gifford Pinchot) that I mentioned we estimate that the annual mortality (dying trees every year) amounts to about 90 million board

feet but we can only salvage about 10 million of that with our present road system."

The material that is left in the forest could operate two plants like Ft. Vancouver forever and employ at least 800 men. This is why the Federal Government would be much better off in supplying the necessary money for roads to salvage mortality in the areas that can be intensively managed for timber.

We in the cooperative plywood industry have our life savings invested in our job. If our company fails because of lack of raw material we will be either on the unemployment rolls or replacing a worker elsewhere. Even though the current plywood markets are not at full production, we are sure that the pent up housing demand will eventually put our product in great demand again. At that time we hope that the price of the product will not be unreasonable because of the competition we have been forced into because of lack of public timber.

Below is a table that points out the change in the allowable cut and the percent of allowable cut actually sold on a national forest. As you can see the allowable cut from 1970 to 1974 remains about the same at 13.5 million feet but the actual sell has dropped from 99 percent in 1970 to 75 percent in 1974. This kind of reduction in timber available to a timber-short company such as mine has caused the prices that are exhibited on the attachment showing the recent timber sale we purchased.

Fiscal Year	Annual Allowable Harvest 1/	Actual Volume Harvested	Percent of Allowable Actually Harvested	Actual Volume Sold 2/	Percent of Allowable Actually Sold
	(Volumes in billion board feet, local scale)				
1970	13.5	11.5	85	13.4	99
1971	13.7	10.3	75	10.6	77
1972	13.6	11.7	86	10.3	76
1973	13.6	12.4	91	10.2	75
1974	13.6	11.0 3/	81	10.2 3/	75

1/ As of the January 1 midpoint of the fiscal year. Includes sawtimber and small (convertible) products.

2/ There are additional volumes prepared and released for harvest on long-term sales in Alaska. Also, there were additional volumes offered for sale for which there were no bids.

3/ Preliminary data.

Although I am not a forester, I know that a tree planted today obviously cannot be harvested tomorrow. However, in the calculation of the allowable cut on a national forest, a tree planted today assures a tree harvested in the future so the allowable cut can be immediately changed to reflect that insurance. I do not expect to see many of the trees that are planted on the national forests today but certainly my children and grandchildren should have an opportunity to work in the woods or the sawmill or plywood plants in the region such as I have. When I retire I plan to sell my stock in Ft. Vancouver Plywood and I hope at that time it will provide me with a satisfactory retirement. Unless the national forest system is managed, though, to provide for future timber harvest my stock in

Ft. Vancouver will be worthless. It is unbelievable to me that since every dollar invested in reforestation and timber stand improvement returns several dollars to the Treasury that the budget for these items is not several times what it appears to be in the current budget.

One other item that greatly affects our industry is the research done by the U. S. Forest Service. We feel that this research should be fully funded and that the Forest Service laboratories around the country be provided with the necessary money to do research into both forest management and product improvement.

In that connection, the U. S. Forest Service has requested that its appropriations recommendations be amended to add $500,000 for funding continued research into the development of composite building materials.

To explain--composite lumber consists of reconstituted waste wood, chips and veneer, re-formed into solid lumber dimensions. Composite panel products are a combination of veneer faces and waste-wood core. Both are designed to fit the end-use requirements of conventional lumber and plywood.

Research is currently in process at the U. S. Forest Experiment Station in Athens, Georgia and its continuation is vitally important to the forest products industry, and particularly to the home building industry it serves.

This use of wood represents more efficient resource utilization and can substantially extend the nation's supply of building materials without requiring the harvest of additional trees. In the future, when home building demand is high, this will also help prevent plywood and lumber shortages, with the consequent runaway prices to builders that took place in 1973.

Plywood today is the basic building material used for residential floor and roof construction. The American Plywood Association has been engaged for two years in developing performance requirements for these applications. They have found that a composite panel with veneer faces and waste-wood core can perform at a level virtually equal to plywood.

In this connection, it is important to note that a vital part of the extended research will be a program of design, development and evaluation of composite products along with economic studies and marketing investigations to make sure that such products meet current building standards and will be acceptable to builders and code agencies. Industry will continue to cooperate strongly in this portion of the endeavor.

I believe, too, that it is essential to continue research efforts on such new products in order to carry their development on into general use in an orderly manner. Therefore, for this reason - and the others presented - we respectfully urge your favorable consideration of the funding necessary to further the program on composite lumber and panels. Once this research is concluded, the research data should be put to use on the national forest or with the product produced in the effort.

Finally, I want to say that our company and all the cooperative plywood plants without exception support a continued restriction on the export of public timber west of the 100th meridian. We also favor a substitution regulation that is workable and we hope that the Appropriations Committee will look favorable on an amendment that would carry out this goal such as they have in the last several years.

Thank you for the opportunity to appear before you. I'll be glad to answer any questions the committee may have.

AMERICAN PLYWOOD ASSOCIATION

Management Report

May 13, 1975

ECONOMIC SUICIDE IN THE WOODS: TIMBER SOLD AT NEARLY FOUR TIMES APPRAISED VALUE

Indicative of the desperation bidding for logs that is continuing in today's off-pace market conditions is a recent timber sale on the Gifford Pinchot National Forest of Washington State.

At the sale on May 7, 18 wood products manufacturers submitted bids on 20 million board feet of Douglas fir and hemlock timber. The sale was appraised at $1.5 million and sold for $5.8 million.

APA Forester Jim O'Donnell points out that logging and hauling costs would have to be added to these stumpage rates to determine the price of the logs at the mill.

"The reason for this overbidding at nearly four times the appraised value, in a period when mills are operating well below capacity, is the struggle to buy timber from steadily shrinking public sources," said O'Donnell.

"Until the Federal Government decides to manage timber intensively, removing old growth timber to provide growing trees instead of stagnant stands, there will be increasingly stiff competition for every tree sold from national forest lands," O'Donnell noted.

He estimated that the Douglas fir in the sale quoted would add $100 per thousand sq. ft. to the cost of plywood, 3/8-inch basis, based on 1974 manufacturing costs.

Coincidentally, the Pacific Northwest Region of the U.S. Forest Service announced on May 7 that a new 10-year timber management plan has been approved for the Gifford Pinchot National Forest.

The new plan will in all probability mean a reduction in the present allowable cut from the Forest, rather than the increase which the area is fully capable of supplying through intensive forest management.

The Forest Service says its new management plan for the Gifford Pinchot has a potential annual harvest rate 21 percent in excess of the old plan. "However, this high potential is only achievable if major investments are made in intensive forest management above the level the Forest Service has been funded to do in the past," the agency adds.

Throughout the past year, the Plywood Association and other industry associations have repeatedly warned the Administration and the Congress that the unnecessary public timber shortage must be ended if a future unprecedented wood products' price/supply crisis is to be averted.



Oregon Log Co., Inc. *"For Your Convenience"*

(AREA CODE 503) TELEPHONE 638-4131
P. O. BOX 406 • TUALATIN, OREGON 97062

TIMBER SALE AUCTION BID RECORD

Date 5-7-75

BIDS RECEIVED ON FIRST National Forest G.P. ST Helens R.D

BD 2.69
R.D.T. 2.77

TOTAL VALUE STUMPAGE & K.V. $

SPECIES	F	W.H. & O.S.	C	PAM		24,038 TOTAL
VOLUME — M Board Feet	14900	3900	900	295 ac		19700M
MINIMUM BID	$ 88.99	$ 33.49	$97.46	$ 80.90	$	$ 1,568,141 50
Bidder:						
1. C. Z.						
2. STEVENSON CO-PLY						
3. VAN PORT MFG.						
4. CAFFALL BROS						
5. W. K. O.						
6. ASTORIA PLY						
7. CASCADE LOCKS						
8. FORT VAN COUVER	316 00	270 00				5,872,979 50 E
9. MULTNOMAH						
10. MT ADAMS VEN						
11. WEST COAST ORIENT						
12. POPE & TALBOT						
13. BOISE CASCADE	331 50	210 00				5,869,929 50
14. LINNTON PLY.	300 50	229 00				5,482,129 50
15. CHAMPION INT						
16. BRAZIER LBR.						
17. LOUISANA PACIFIC						
18. I. P.	250 00	165 00				1,568,141 50
19.						
20.						

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LETTER FROM S. BOBO DEAN

FRIED, FRANK, HARRIS, SHRIVER & KAMPELMAN
(STRASSER, SPIEGELBERG, FRIED, FRANK & KAMPELMAN)
SUITE 1000, THE WATERGATE 600
600 NEW HAMPSHIRE AVENUE, N.W.
WASHINGTON, D.C. 20037

(202) 965-9400
CABLE "STERIC WASHINGTON"
TELEX 892406

April 30, 1975

The Honorable Robert C. Byrd
Chairman
Subcommittee on Interior and
Related Agencies
The Capitol
Washington, D. C. 20510

Re: Johnson O'Malley Program

Dear Senator Byrd:

Our client, the Miccosukee Tribe of Indians of Florida, has asked me to bring to your attention a matter related to the Fiscal Year 1976 appropriation request for the Interior Department now pending before your Subcommittee. This matter involves the funds appropriated to carry out the program authorized by the Johnson O'Malley Act.

This program has been utilized in the past entirely to provide Federal financial assistance for the education of Indian children in public schools operated by states or state subdivisions. However, the regulations of the Secretary of the Interior currently in effect expressly authorize contracts with Indian tribal organizations such as the Miccosukee Corporation, a corporation chartered and controlled by the Miccosukee Tribe to operate a school and other programs for the benefit of the Miccosukee Indians. There are at least two opinions of the Associate Solicitor for Indian Affairs of the U. S. Department of the Interior which uphold the right of such a tribal corporation to contract with the Bureau of Indian Affairs pursuant to the Johnson O'Malley Act.

However, the Bureau continues to maintain that it is required by the terms of the current appropriation act to limit the use of funds appropriated for the Johnson O'Malley program to programs for children enrolled in public schools. I understand that the Bureau does not feel that this limitation is necessarily sound policy but feels that it cannot change it in view of the reference to public schools in the appropriation act.

The Miccosukee Tribe, like a number of other Indian tribal organizations, is operating a school for Indian children just as the public schools are. In the Tribe's view it is doing a better job than the public schools frequently do. There are a number of important areas, however, which the school's present budget does not allow it to provide for adequately. For example, there is no secondary level program in the Miccosukee community at all.

In the recently enacted Indian Self-Determination and Education Assistance Act, Public Law 93-638, the Congress has emphasized its encouragement of Indian-operated educational programs. Indeed, in view of the express direction to the Secretary found in Section 102(a) of Public Law 93-638 to contract with Indian tribes and tribal organizations the programs authorized by the Johnson O'Malley Act, it would seem that the point here in question would have been definitely resolved. However, I have not been able to obtain any assurance from the Bureau that schools operated by Indian tribes are now eligible for assistance under the Johnson O'Malley program. The Bureau has urged me to bring the matter to your attention.

In considering this question, I ask that the Committee especially keep in mind the importance of keeping faith with Indian people by conforming the language in the appropriation act to the Federal regulations which now govern the program and to Section 102 of Public Law 93-638.

I also urge that you keep in mind the educational needs of Indian children enrolled in tribally-operated schools. In the view of the Miccosukee Tribe, the availability of JOM funds for such schools will also help to insure that the JOM funds furnished to the State schools will be spent more intelligently for the real educational benefit of Indian children and will help to correct some of the JOM abuses which have received such widespread publicity. There is, after all, no better method of increasing the quality of a product than by providing for competition.

I would be glad to meet with you or members of the Subcommittee staff to answer any questions on this matter or supply any additional information which you may need. In view of the large number of witnesses who have requested to testify before the Subcommittee on the proposed 1975 appropriation, I am not offering to testify, but I do respectfully request on behalf of the Miccosukee Tribe that this letter be included in the record of the hearing.

Sincerely,

S. Bobo Dean

STATEMENT OF HARMON W. SHIELDS

During the past three years the Department of Natural Resources, State of Florida, has been cooperating with the Florida Water Resources Center in an effort to biologically control the noxious waterweeds in Florida's waters by the use of plant pathogens.

Because of the need for cooperation and collaboration, at the time of the founding of the Users Committee of the Florida Water Resources Center a number of our division and bureau heads were asked to serve on the committee. This committee is composed of the outstanding water scientists in the state.

The Water Resources Research Centers have been underfunded since inception in 1964. The requested appropriations of $110,000 for the Annual Allotment program and $3,000,000 for the Matching Grant program, which are in the President's budget for FY 1976, are not enough to cover the activities of the centers. One of the things that is needed badly is enough "seed" money. The Florida Center has an excellent record in obtaining state and other nonfederal funds for its program. For FY 1975 the ratio of federal to nonfederal funding was $1.00 to $1.30. With an increase in the Annual Allotment and Matching Grant programs it is felt that the nonfederal funds could be appreciably increased.

The usefulness of the Florida Center's program to the state in solving its water problems has been outstanding. Its program for the last year was directed, among other things, toward providing information to state and federal agencies and the business sector concerning results which can be used in the effect of urban land development on water quality; sources and ecological significance of arsenic and boron in Florida waters; petrographic and geohydrologic modeling of aquifer limestones in Florida and adjacent states; movement of fertilizer and herbicide through irrigated sands; biological control of waterweeds with plant pathogens; analysis of storm water seepage basins; removal of viruses from water by magnetic filtration; determining the disposition of water from fruit crops and developing approaches to increase water use efficiency; and determining a nitrogen-phosphorus budget for Bayou Texar, along which the rapidly spreading residential development of Pensacola is becoming a factor in increased eutrophication.

The Center works closely with all water-oriented state agencies and is beginning to cooperate with the water management districts which were created with the passage of the State Water Resources Act of 1972.

It is respectfully requested that this letter be made a part of the hearing record.

STATEMENT OF EDGAR WAYBURN

May 14, 1975

Senator Robert Byrd
Chairman, Interior and Related Agencies
Appropriations Subcommittee
Room 1114 Dirksen Senate Office Building
Washington, D.C. 20025

Dear Senator Byrd:

People For a Golden Gate National Recreation Area is the coalition of conservation and civic-minded groups and individuals which coordinated the principal citizen efforts that led to the establishment of the Golden Gate National Recreation Area. Since the park was established in 1972, we have worked for the orderly acquisition of park lands and for effective protection, planning and development of the park. We have expanded our efforts to include monitoring of Point Reyes National Seashore because the two parks are now jointly administered.

The land acquisition program for the Golden Gate National Recreation Area has been effective while funding for Point Reyes generally has been uneconomical. The planning process has moved very slowly. There are certain deficiencies in the operation of both GGNRA and Point Reyes.

The administration's request for funding for the Golden Gate National Recreation Area for fiscal 1976 is insufficient to meet the needs of the park this year: 1) the continuation of an effective program of land acquisition 2) a master plan proposal that will reflect an accurate assessment of both the resources of the park and public demand for use and 3) development of a staff of committed National Park Service career personnel. The facts are as follows:

The administration has requested that $4,000,000 be allocated from the Land and Water Conservation Fund to continue the land acquisition program. $10,000,000 is actually needed to enable the continuation of the rapid pace of land purchase that has minimized land acquisition costs and thus been of greatest benefit both to the taxpayers and the waiting landowners.

Approximately $16,000,000 is needed to complete acquisition of GGNRA (including appraisal and relocation costs and other hidden costs of managing the acquisition process). At least $10,000,000 is needed for fiscal 1976.

It is proposed that $3,111,000 be spent for management and operation of the GGNRA and $36,200 be spent for planning, development and operation of the recreation facilities. These funds are inadequate for the purposes intended.

Those who regularly visit and use the GGNRA and who are familiar with the legislative process that established the park, are aware that the GGNRA is an "instant park". Much of the resource inventory and master planning that is being done now would normally have been completed before the establishment of the park in 1972. The planning process is well behind the public desire to use the park as people try to find a place to picnic on the Headlands, look for a trailhead near Olema or try to use Fort Miley. $500,000 is now needed for advance planning.

In addition, because of insufficient funding, many of the members of the park staff, particularly the ones who do the daily work of the park, are temporary personnel. When someone works as a temporary maintenance man or interpreter, his service is performed without hope of future promotion and a career. He has no job security nor job benefits. His morale and effectiveness is lowered. The national park system deserves qualified employees who give quality service and who expect to make a career in the system.

The high quality of the career NPS personnel who have come to the GGNRA has made possible a slowly developing, quality program of park planning and management in a complex urban situation. Because of the devoted spirit of this staff, the citizens whose concern led to the establishment of the GGNRA have been encouraged to continue in an active role in helping to plan for future use of the park. However the GGNRA must operate every day right now, next to a densely populated area-- and not enough planning is being done quickly enough and there is not enough permanent staff for quality operation and maintenance.

The operational money difficulties are compounded by another problem: when the State park lands included in the GGNRA (as provided by the 1972 enabling legislation) are transferred to the Federal government, $1,250,000 will be necessary for the operation of these parks, based on the present level of service. A bill to effect the transfer of the State park lands is now proceeding through the California Legislature.

The administration funding request is also inadequate in the case of Point Reyes National Seashore for fiscal year 1976. $1,300,000 is needed to buy the land added to PRNS in 1974. For fiscal 1976, $500,000 rather than $250,000 is needed if the program of land acquisition is to be efficient and economical. Point Reyes National Seashore also suffers from the same problems of temporary personnel that trouble the GGNRA. The operating funds for Point Reyes, $1,077,900, are inadequate.

The operational problems for both GGNRA and Point Reyes may be summarized as follows: At this time, $700,000 should be added to the combined dollar figure for the operation of both GGNRA and Point Reyes. Sixty more permanent positions are needed in order to plan and operate these two parks effectively. When the State park lands are transferred, an additional fifty permanent positions will be needed for a total of 110 positions.

We are aware that the total budget for the National Park Service is sadly inadequate. A new method of funding for the national park system and a sizeable increase in the total budget for the system is long overdue. Additional NPS planning and development funds could be sought from oil royalties, as a clearly defined portion of a greatly enlarged Land and Water Conservation Fund. Additional appropriations for operation of the national park system ought to be made from the general fund.

At present the ceiling for the Land and Water Conservation Fund is too low and the division of funds between the states and federal government does not give enough money to the National Park Service to pursue an effective land acquisition program. A 75% Federal- 25% State division of funds would much better serve the federal government's program of land acquisition for the national park system.

The national park system has greater meaning to the American people and should have higher priority than many of our current tax supported programs. A high level of funding ought to be sought for the National Park Service so that it may continue to carry out an effective program of land acquisition and park planning, development and management.

STATEMENT OF LEO J. GEHRIG

The Interior Appropriations Subcommittee presently has under consideration budget requests for the Department of Interior for Fiscal Year 1976, part of which will be allocated to the Indian Health Service for program activity within their jurisdiction.

The American Hospital Association, which represents some 7,000 hospitals and other health care institutions throughout the United States, would like to support the appropriations request of the Indian Health Service to enable them to more effectively carry out their important responsibilities in providing health care to this country's first Americans.

As you know, the Indian Health Service programs directly affect more than half-a-million Indians and Alaskan Natives through a wide range of activities involving both the prevention and treatment of illness among this population. These activities include the operation of a delivery system involving 51 hospitals, 86 health centers and over 300 health stations and satellite clinics, with a full-time staff of approximately 8,000 persons.

The Service also operates a contract program involving literally hundreds of community hospitals, physicians, dentists and other health care workers. Through both direct and contract operations, the IHS has over the years directed special efforts to improve mental health programs, nutritional programs, dental programs, maternal and child health programs, environmental health, and prevention and treatment of diseases which pose a special health problem for Indians.

There is no question that efforts of the IHS have resulted in substantial improvement in the overall health of the Indian population. Since 1955, we have witnessed dramatic reductions in the overall death rate of Indians, as well as in the death rate from diseases of early infancy, from gastritis and its related diseases, and from influenza and pneumonia. However, demands on the Indian Health Service are increasing tremendously and available evidence clearly shows that the health status of Indians is still appreciably below that of other Americans.

A review conducted by the General Accounting Office of health problems seriously affecting Indians clearly shows that there remain a great number of unmet needs, especially in the areas of maternal and child health programs, and prevention and treatment of otitis media, venereal disease, and alcoholism and alcohol abuse. If these needs are to be met adequately in the future, it is clear that the appropriate place to direct our nation's efforts is through the Indian Health Service and its contract resources which often represent the only source of health services for tens of thousands of Indians and Alaskan Natives.

It should be noted that shortcomings generally associated with providing adequate health care to Indians are to a large extent those of delivering high quality services in all rural areas of the United States. These problems include certain shortages and maldistributions of health care personnel, the lack of a full measure of health care services and facilities in certain remote and sparsely populated areas, the need for modernization and renovation of health care facilities, and the need for improved safe water and sanitary waste disposal facilities.

Of the proposed increase in IHS funding for "Services" for FY 1976 of $30.1 million, almost 85 percent of that amount represents mandatory increases, or increases which will enable the IHS to stay even with services provided during the preceeding year.

In view of this fact, the American Hospital Association believes that the budget request of the Indian Health Service for Fiscal Year 1976 represents the minimum amount which would be required in order to accomplish program objectives, and we would urge the Subcommittee's thoughtful attention to this matter.

I am taking the liberty of sending copies of this letter to the members of the Subcommittee. In addition, I would ask that it be included in the record of your hearings.

STATEMENT OF ROBERT E. HOLLOWELL, JR.

I am Robert E. Hollowell, Jr., President of Pierson-Hollowell Company, Inc. of Indianapolis, Indiana, manufacturers of hardwood lumber and veneers. In addition, I am serving this year as President of the National Hardwood Lumber Association, with offices in Chicago, Illinois, an organization of approximately 1400 manufacturers, wholesalers, and consumers of hardwood lumber and related products.

In recent studies of the future requirements for wood products and other benefits of our nation's timberlands, accent has been placed on the need to develop new technology in the management and utilization of our hardwood forests, located mainly in the Eastern United States. Over 85% of the commercial forest land in the Eastern U. S. is privately owned, often by absentee owners, and the average size of ownership is small.

With years of over-dependence on the great softwood forests of the West, we have a situation now where we are over-cutting our softwoods, but removing less hardwoods than we are growing. At this time, we do not have sufficient knowledge in either the growing of high quality hardwoods or the utilization of existing hardwood stands, and we need to make immediate investment in gaining this knowledge if we are to avoid serious shortages of timber 25 years from now or sooner.

I wish to go on record with you and your committee in strong favor of the hardwood utilization program that has been requested in testimony this week by Mr. Donald Gott of Chicago. I hope that your committee will approve his appropriation request for $2,100,000 to be included in the Forest Service Research budget for fiscal year 1976. These funds will be wisely used by the Forest Products Laboratory at Madison, Wisconsin and the four Forest Experiment Stations in the Eastern United States.

The result of this accelerated hardwood research program can provide many jobs for loggers and processors in the East, can bring additional income to forest landowners, and can provide our country with increased supplies of our only major renewable structural material creating new industries and giving new blood to old ones.

In addition to the utilization program, I am requesting that your committee give serious consideration to increasing the Forest Service budget by an additional $400,000 to create a research project on the culture and management of lowland hardwood forests of the North Central States. This proposed project would be located on the Purdue University campus at Lafayette, Indiana, in cooperation with the Forestry Department of Purdue University. The project would be administered by the Forest Service through its North Central Forest Experiment Station, and would fill a gap in our present forest management research activities.

Some of the best soils and sites in the hardwood area occur in the lowland areas of the North Central States, near river and stream bottoms. The only reason this land is not in crop land is because of its contour or irregular shape, often in small ownership parcels, but it is ideally suited to quality hardwood timber growth of the very highest value species, such as White Ash, Hard and Soft Maple, White Oak, Basswood, and Black Walnut.

We are in need of basic information regarding the regeneration and management of natural stands of hardwood timber on these lowland sites. Many of these areas are close to centers of population, and they are in demand for other forest uses such as recreation, wildlife management, and general aesthetic value. Much of this land is being converted into non-forest uses, partially because we do not have the information needed to manage them for better economic return by increasing the hardwood growing ability.

The hardwood using industries of the Eastern States are generally small, but they do employ a large number of persons and represent a significant contribution to the economy of our country. In addition, the quality hardwoods of the United States are in demand all over the world, and improved growth and yield of the preferred species will add to our balance of payments in the years ahead. The hardwood users in this country forsee a growing demand for this natural renewable resource.

I understand that the Forest Service has prepared plans for the establishment of a lowland hardwood research center at Purdue University as soon as funds are available. I respectfully urge you to make them available at this time, and to approve an appropriation of $400,000 for fiscal year 1976.

STATEMENT OF THE SOUTHERN FOREST PRODUCTS ASSOCIATION

The Southern Forest Products Association is an organization of forest products manufacturing companies, with operations in Alabama, Arkansas, Florida, Georgia, Louisiana, Mississippi, Missouri, North and South Carolina, Oklahoma, Tennessee, Texas and Virginia. In 1974, SFPA member companies produced almost half of the total Southern Pine lumber output, representing one-third of U.S. softwood lumber production.

The Association shares the concern of forest products manufacturers in other parts of the United States with inadequacies of Forest Service funding in recent years. While Southern forest industry is not nearly as dependent as the Rocky Mountain and Pacific states mills on National Forest timber, nonetheless almost 15 percent of the raw material for Southern Pine lumber manufacture comes from National Forests. Because of this and because large numbers of companies in the Western regions are largely or totally dependent on public timber, the Association urges levels of funding for National Forest management that will assure productivity consistent with potential public needs.

More than 90 percent of the commercial forestland in the South is privately owned with 138 million of 192 million acres belonging to non-industrial private owners. Between 1950 and 1970, there was a 50 percent increase in the volume of softwood sawtimber standing in Southern forests which made possible a substantial upsurge in the manufacture of forest products. Throughout the 1960s and continuing well into the 1970s, existing production facilities were expanded and new ones built. Capacity for Southern Pine lumber output has increased by 25 percent during the last two years alone due to the construction of additional mills. Because of the South's huge potential for timber growth, it is now generally predicted that by the year 2000, the region will provide the majority of the nation's wood products in volume twice as great as current levels of production.

To be able to meet the nation's short term needs for forest products and the projected long term responsibility, it is essential that the region's hundreds of thousands of private owners of forestland adopt and pursue forest management practices that will intensify growth and assure a favorable balance of growth to drain in the years to come.

This Association and other organizations are dedicated to those objectives. The Federal Forestry Incentives Program which provides cost sharing to help small landowners defray the costs of tree planting and timber stand improvement, has gotten off to an impressive start in the region. Technological help is being made widely available to non-industrial land owners by forest products companies. But the effort is being impeded by a very serious lack of specific knowledge as to the state of the resource and the progress of the various programs.

To help alleviate this deficiency, the Association strongly recommends increases in funding that will permit a reduction in the time between Forest Service surveys of the South's timber resources from 10 to five years. A five year cycle of timber inventory is necessary for more accurate and up-to-date information on the resource, for more effectively using the South's timber supply to meet short-term demands and to assure long term balances between growth and drain.

With more reliable and more current information, it would be possible to meet short term increases in demand by concentrating harvesting in areas with surplus growth. But because of the obvious liabilities of the 10 year cycle, some areas have been inadvertently overcut and some areas of surplus growth have not been carrying their fair share of the load.

Not only would a five year survey cycle minimize that problem but it would also provide the type of information necessary for sound policy decisions by the forest industries in planning plant locations and expansions, as well as a sound basis for planning state forestry programs.

In recent years, the impact of inflation without concurrent increases in funding has slowed the Forest Service 10 year cycle until now the survey is proceeding at a rate equivalent to about a 12 or 13 year cycle.

The ten year cycle has been proven inadequate to meet needs, and lengthening of the cycle has further reduced the usefulness of the data.

It is estimated that a total increase of funds of $1.5 million is needed to reduce the cycle to five years. This would be allocated equally between the Southern Forest Experiment Station and the Southeastern Forest Experiment Station of the Forest Service. Adequate authorization for such an increase in funding exists, and the Association recommends that it be approved to fill one of the most important single needs of timber resource development in the South.

The Association has a further recommendation with respect to information needed for sound planning. It has been noted that the Southern Forest Experiment Station in New Orleans and the Southeastern Station in Asheville, North Carolina, are giving annual reports on the growth-drain ratio of pulpwood sized timber. If similar reports were available for sawtimber, lumber, plywood and pole producers would have a better idea as to the availability of raw material for their respective operations. Therefore, the Association recommends that the two stations be given sufficient funds to gather and report data on sawtimber as well and pulpwood sized timber on an annual basis. The estimated cost of a reporting system for sawtimber drain is $300,000.

To be able to meet anticipated future demand for lumber, plywood, pulp and paper products for the nation as a whole, the South must double its timber growth by the year 2000, according to current projections. Not only will private landowners of the region have to plant more trees but also more genetically superior strains---trees that grow faster and produce greater wood volumes than the conventional variety.

The South leads the nation in the development of forest tree seed orchards for the production of genetically improved seedlings. While these young orchards are beginning to produce substantial quantities of seeds, insect attacks are having a severe impact on the early yields.

Southern Pine seed orchards have been established at a cost of almost $100 million, but at least half the potential seed yield is lost annually due to cone and seed insects. To protect the investment and assure an adequate supply of superior seed, more affective insect control measures are imperative. It is estimated that an adequate research program at the Southeastern Forest Experiment Station, costing $350,000, can develop the necessary controls within a few years.

The Association also recommends an additional $250,000 authorization for research at the Gulfport, Mississippi, facility, to develop information on cultural and management practices that can maximize seed production in the orchards.

In order to meet future product needs, a substantial acreage of quality pine sites must be placed under intensive cultural practices, utilizing the full genetic potential of superior trees grown under optimum practices. The Association recommends that current research funds be increased by $1.4 million to strengthen research programs to meet needs associated with different geographic areas and different tree species in the South.

The Association's recommendations are extended with the conviction that major intensification of forest management in the South is imperative to the national as well as the regional interest. The South is becoming increasingly important as a supplier of wood products for the nation as a whole. Therefore, the future availability of lumber and plywood at reasonable costs for housing and other essentials will depend to an ever larger extent on the adequacy of timber supply in the region.

STATEMENT OF PETER V. JACKSON

My name is Peter V. Jackson. I am a supervisor of the Madison Conservation District in Montana; a director of the National Association of Conservation Districts and chairman of the NACD Public Lands Committee. On behalf of NACD, I am submitting this statement on appropriations for the 1976 fiscal year for selected programs of Department of Interior agencies and the USDA Forest Service.

Committee members are no doubt aware of the activities and interest of conservation districts in our renewable natural resources. We have appeared before you a number of times, over the years, on subjects of interest to our member conservation districts. The nearly 3,000 individual conservation districts and their associations in the 50 states, Puerto Rico and the Virgin Islands and our 15,000 men and women who administer the affairs of these conservation districts are very much interested in the continued improvement and wise use of the Nation's natural resources.

Today, I want to address the need for adequate levels of funding and personnel for selected agencies of the Department of the Interior and the USDA Forest Service. We hear continually from our conservation district leaders and cooperators in the United States--and especially from our public land states in the West--about the need for better conservation, use and acceleration of conservation programs on our public lands. In many states, these lands are the principal source of water, wood products, livestock grazing, wildlife and recreation.

We request the following levels of appropriation for these agencies:

	FY 1976 Budget	FY Increase over President's Budget	FY 1976 NACD Recommendation
FOREST SERVICE-USDA			
State and private forestry cooperation	$30,222,000	$ 7,778,000	$38,000,000
Assistance to states, tree planting	1,359,000	141,000	1,500,000
Rural community fire protection	--	--	7,000,000
Forest insect and disease control	11,579,000	5,000,000	16,579,000
Forest research	79,211,000	3,689,000	82,900,000
BUREAU OF LAND MANAGEMENT-USDI			
Management of Lands and Resources			
Soil and water conservation	8,724,000	2,000,000	10,724,000
Forestry	4,600,000	--	4,600,000
Range Management	16,300,000	5,000,000	21,300,000
Planning for multiple use management	6,900,000	2,000,000	8,900,000
Wildlife management	3,600,000	2,000,000	5,600,000
BUREAU OF INDIAN AFFAIRS			
Forestry and agriculture	26,453,000	--	26,453,000
GEOLOGICAL SURVEY			
Topographic mapping	45,799,000	--	45,799,000

Our people appreciate the problems of financing adequate resource management, but believe that investments in natural resources will return greatly increased benefits as a result of the suggested level of investment by Congress in our public land resources. These programs return to the United States Treasury and the local community many times the dollars invested for management and protection. You are aware that there is a shortage of both renewable and non-renewable resources produced from our public lands. Acceleration of management of these resources and the wisest possible use of the non-renewable resources will add jobs to the local community; improve both the local and national economy; and provide raw materials such as wood products, red meat, wool, and increased days of recreational enjoyment for the users of these areas.

U. S. FOREST SERVICE

Additional funding is desirable for the U. S. Forest Service for tree planting, forest administration, state and private forestry cooperation, rural community fire protection, forest insect and disease control and forest research. We continue to attempt to obtain a greater amount of resource products from diminishing areas. Increased funding for programs listed will result in improved watersheds, fish and wildlife habitat, recreation, livestock forage, wood products and other values. These include needed increases for both U. S. Forest administration and forest research. We emphasize that Forest research fund increases are needed to step up insect control research and carry out forest resource evaluation under the Forest and Rangeland Resources Planning Act (PL 93-378) of 1974.

BUREAU OF LAND MANAGEMENT-USDI
Management of Lands and Resources

Soil and water conservation - Increased funding is needed to assist the Bureau in its watershed work in order to assist in the reduction of sediment loads in major streams in the western United States. A great deal of the sediment in Western streams comes from national resource lands. Estimates received indicate that national resource lands are currently contributing nearly sixty percent of the total sediment load in major streams in the western United States. These lands also are serious contributors to the salt load and poor water quality in the Lower Colorado River. Increased funding is desirable to enable this agency to accelerate its watershed efforts in the Colorado River basin and other areas of the West.

Forestry - We support the President's Budget figure of $4,600,000. The Forestry program should be supported at a level that will keep pace with the other resource programs in the Land and Resources section of the BLM budget.

Wildlife Management - Multiple use management programs of the BLM require adequate attention to wildlife on national resource lands. Adequate funding is needed for BLM responsibility under the Sykes Act and for wildlife habitat improvement in conjunction with other BLM resource management programs.

Range Management and Planning for Multiple Use Management - The BLM is falling further behind each year in preparing and implementing its Allotment Management Plans and Management Framework Planning programs. At the rate they are going, it will take over sixty years to complete and implement Allotment Management Plans. The Range Condition Report prepared for the Senate Committee on Appropriations, by the Bureau of Land Management, dated January 1975, indicated that eighty-three percent of Western rangelands are in a less than satisfactory condition. This is only a small improvement over the range condition in 1934, when these lands were taken over by the "Grazing Service." Commenting upon this situation, BLM Director Curt Berkland, at the National Wildlife Federation meeting in Pittsburg, Pa., March 14, 1975, pointed out that reasons include: (1) the long history of management with sufficient manpower and funds and (2) the impact of new public land uses that have not been accounted for in making allocations of forage for domestic livestock. He noted that they cannot make desired changes without more intensive management, which requires preparation of Management Framework Plans and Allotment Management Plans and their administration. There is a greater potential for increased resource productivity from national resource lands than in any other large resource area of the United States.

BUREAU OF INDIAN AFFAIRS

We are pleased to support the figure suggested in the President's Budget of $26,453,000. This increase of nearly $3 million over the 1975 Budget is recommended for continuation of on-farm development work in the Navajo Indian Irrigation Project and for strengthening conservation and development of Indian soil, forest, range, wildlife, and other resource programs.

U.S. GEOLOGICAL SURVEY

Topographic mapping - We are pleased to support the President's Budget of $45,799,000 for this important effort. We find increasing need for topographic maps in energy programs such as coal and oil shale development, strip mining reclamation, and land-use planning. Recreationists are also making increased use of, and demand for, these maps. We believe that topographic mapping by USGS needs to be accelerated and would urge your Committee to explore ways of accomplishing this objective.

Throughout this testimony, I have referred a number of times to the need for increased production from the public lands. I want to bring to your attention the need and desirability for a national Rangeland and Pasture Improvement Program on both the public and private lands. At the NACD national meeting in Denver, in February 1975, our national Council adopted a resolution on this subject; the final and key paragraph reads as follows:

> "The NACD earnestly advocates the development of a long-term program emphasizing pasture and range improvement on all federal, state, and private pasture and rangeland. Further, NACD will join in providing leadership in developing a national rangeland and pasture improvement program. NACD will seek the cooperation and support of other national organizations, federal agencies, and private institutions in this vital endeavor."

The NACD is committed to using all our facilities, leadership, and expertise available, in support of this new national effort to improve the productivity and all-round usefulness of the pasture and rangeland of the United States. A good share of the appropriations that I have mentioned in this statement will contribute to this national pasture and rangeland improvement effort.

One of the support items that will contribute to this range and pasture development program is a new Coordinated Resource Planning Memorandum between the U.S. Forest Service, Soil Conservation Service and the Bureau of Land Management. This memo provides for closer working relationships between these federal agencies and with conservation districts and state and local resource managers in resource management programs. The NACD Public Lands Committee initiated the revision and participated in the developing of the language of the new memorandum, which is especially valuable in conservation planning in areas with intermingled public and private lands.

We appreciate this opportunity to present the views of the National Association of Conservation Districts on these important programs and the appropriations which support them.

STATEMENT OF MARLENE SARNAT

Dear Senator Byrd,

As leisure time increases the need for recreation areas also increases. More and more people are turning to the parks and recreation areas to recapture a part of the spirit that gets lost in the hustle and bustle of the urban city.

It is most important, therefor, to provide more areas for people to go to. In the Bay Area we have the Golden Gate National Recreation Area and Point Reyes National Seashore which provide ready access to 5 million people. A relatively small energy expenditure gets people to these parks and with a public transportation corridor this will be reduced still further.

However, funds are badly needed for these areas in order to help them better serve the public. Approximately $ 500,000 is needed for advanced planning for the Olema Valley, Fort Miley and other such areas. $17.3 million is needed to complete land acquisition, with at least $ 10.3 million needed for fiscal 1976. The fast purchase of lands in the Golden Gate National Recreation Area thus far has kept the costs from spiraling during the purchase period.

Most importantly, the park service staff has to be upgraded with a shift from temporary to permanent status for personnel. The National Park Service has a tradition of excellence and dedication. The staff deserves to have permanent status and career opportunities. To do this will require 60 more positions now and 50 additional when the state park lands are transferred. This will require an estimated $4-5million.

Obviously, the problems in the Bay Area are not unique. The entire budget for the NPS is sorely inadequate. An additional source of funding should be used and the entire budget should be increased substantially. One possibility would be to acquire funds for the Land and Water Conservation Fund from oil royalties. Additional funds should be sought from the general fund.

The National Park Service is helping all of us preserve and enjoy a very important part of our national heritage. It is necessary that its budget provide the service with the means of doing this well.

Please give these thoughts your consideration when you are reviewing the up coming budget.

I would also ask that you include this letter in the record of the NPS budget hearing.

Sincerely,

Marlene Sarnat

Marlene Sarnat

STATEMENT OF THE APPALACHIAN MOUNTAIN CLUB

The Appalachian Mountain Club supports the request of the Forest Service for a supplemental appropriation of $200,000 to support a program of backcountry research at the Northeastern Forest Experiment Station Laboratory in Durham, New Hampshire. We urge Congress and the President to approve this request for continuing funding to this research program.

The Appalachian Mountain Club is an organization of over 22,000 members. It was organized in 1876 to promote the awareness of and concern about the mountains, rivers, and natural areas of the Northeast among its members and the public. Since that time the AMC has played a major role both in preserving these resources and in managing facilities to enhance the public's enjoyment of this backcountry. Today the Club maintains about 500 miles of trails and many shelters and campsites for the public. In addition, it operates a unique system of eight mountain huts which provide meals, bunks and hospitality for 40,000 people each year.

In the Northeast there are 50 million inhabitants and this number is expected to grow to 75 million by the year 2000. Last year 15 million people visited the backcountry and wilderness areas of this country and a 30 percent increase is expected for hiking alone during the next 6-7 years. Our extensive experience in public service activites has led us to the conclusion that significant management innovations are needed if we are to successfully protect the often fragile environment of the mountains, and simultaneously provide the public with a valued outdoor recreation experience. For these innovations to be successful new research must be undertaken to assure that the decisions are adequately charted.

Since its initial organization the USFS Backcountry Research Program has been able to undertake significant research on the causes and rates of trail erosion in the Adirondack Mountains of New York and the White Mountains of New Hampshire and Maine. Other work has been started to develop methods of disposing human wastes in the backcountry without threatening surface or subsurface water purity. This work is being carried on both in Vermont and New Hampshire. Rehabilitation efforts of the unique alpine tundra areas of the Northeast is another project which the backcountry program has been able to begin.

Planned projects include: Nutrient analysis of the alpine zones in New Hampshire, Vermont and New York; additional studies of waste disposal, and sociological studies of backcountry recreationists. Much of this work will be accomplished through cooperative agreements with universities, volunteer organizations and state government agencies.

In December of 1973, the Appalachian Mountain Club signed a cooperative agreement with the US Forest Service to assist the Service in funding a backcountry research program. By 1980 the AMC will have contributed $25,000 to support this program. Congress too has shown its support for the Backcountry Research Program. Supplemental funding was approved for both fiscal 1974 and 1975 but in both cases the funds were available for only one year.

This research program is one of the most important and exciting new projects to be undertaken by the Forest Service. It cannot, however, prove viable unless it is adequately funded. It is of paramount importance that whatever the approved funding level is, it should be available as continuing funding, It is impossible to plan and carryout an adequate long range research program if funds depend on the uncertain fate of supplemental appropriations.

We must learn to exist harmoniously with our environment, not only where we live and work but especially where we recreate. The few remaining tracts where people can come to rediscover nature and revitalize themselves need care and understanding, an understanding to which this proposed program of research will contribute greatly. We believe that Congress should continue to support it.

STATEMENT OF JOHN H. JACOBS

Let me express concern for the level of funding proposed for the Golden Gate National Recreation Area for fiscal year 1976. As the chief employee of an organization that has worked hard to see the Golden Gate National Recreation Area created, I can with complete confidence make the statement that fiscal 1976 will be a critical year for the operation of this great park. Unless sufficient personnel become available to the National Park Service for the proper regulation of these magnificent lands, it is conceivable that unthinking public use can cause serious damage to certain sensitive portions of the park.

Congress created a very large park, one that by the quality of its lands and their extent will serve for decades to come to make a habitable environment for urban dwellers in the San Francisco Bay region. Yet the Administration's budget of just over three million dollars for management and four million dollars to continue land acquisition will in the first instance not provide adequate protection of the lands, and in the second, increase the cost of public acquisition by mere delay. We would urge that Congress increase the acquisition funding fourfold and do no less than double the amount to be set aside for administration.

Would you please include this letter in the record of the budget hearing.

STATEMENT OF CARL H. CHAPMAN

At this time when we are preparing to celebrate the bicentennial year of our United States of America it is critical that full funding be given to the program designed to preserve our national heritage of the past. Compared to the vast sums appropriated by Congress for construction activities across the country, which in many cases will damage or destroy historical and archaeological sites, the authorized limits of funding for historical and archaeological preservation and conservation are very reasonable and the minimum needed. My colleagues and I urge that favorable consideration be given to full funding of the National Park Service historical and archaeological preservation and conservation programs before you in order to preserve a minimum of our cultural resources for the future as we prepare this year to look back 200 years to the beginning of this great nation.

STATEMENT OF GERALD ANTON

I am, Gerald Anton, President of the Salt River Pima-Maricopa Indian Community, Arizona. The Salt River Community is located in the heart of the State of Arizona, our Community is surrounded by the urban areas of Phoenix, Mesa, Scottsdale, Tempe, and Fountain Hills.

We presently have 50,000 acres of land, 30,000 of which is susceptible to agricultural development, with 15,000 acres currently developed.

For years the Federal Government has talked about encouraging Indian communities to exercise greater self-determination, but their progress has not kept pace with their promises. The time has come for the Federal Government to begin to recognize and to build on the capabilities and insight of the American Indian people.

Programs which encourage an Indian community to administer Federal assistance programs will help build greater pride and resourcefulness within an Indian Community. At the same time, programs which are managed and operated by a Community will more effectively meet the needs of that Indian Community.

The Salt River Indian Community Government has developed a comprehensive program that will strengthen the autonomy of this Community without threatening its sense of Community.

We are presently utilizing our own ten-year planning and management program, and we are implementing an Integrated Grant Administration Program in a coordinated effort with the Western Federal Regional Council, Region IX, San Francisco.

The Salt River Indian Community has extended local control over virtually all of the programs, which the Bureau of Indian Affairs has traditionally administered. The comprehensive development plan of this Community provides an outstanding example of interagency cooperation in fostering Indian Community growth. We are prepared to build on this experience and to expand and extend local control over all Federal assistance programs within our Community.

I would like to present to you a summary of projects and programs, for which we would like to request special Fiscal Year 1976 funding. Last year we sought your support of our agricultural program. I would request that the Committee consider these programs, and join us in our effort to provide comprehensive services to the Salt River Indian Community.

I thank you very much for the opportunity to appear before you this day. Your attention to this request on behalf of my people, will be greatly appreciated.

51-957 O - 75 - pt. 4 - 73

SUMMARY OF PROJECTS AND PROGRAMS 1976

ADMINISTRATION AND PUBLIC SAFETY	
Community Service Complex	$ 880,000
Police Administration	150,000
COMMUNITY SERVICES	
Health Services	525,000
Youth Services:	
-Youth Services Office	52,094
-Juvenile Residential Rehabilitation Center	220,000
-Community Youth Home	42,251
-Youth Development and Delinquency Prevention Program	90,000
Senior Citizen Services Program	125,000
EDUCATION	
Elementary School Complex	2,300,000
Adult Education	18,000
NATURAL RESOURCES MANAGEMENT	
Irrigation Construction	2,465,600
Community Parks	260,000
PUBLIC WORKS AND COMMUNITY FACILITIES	
Water System	556,860
Vehicle Maintenance & Repair Program	226,000
ECONOMIC DEVELOPMENT	
Sand & Gravel, Concrete Manufacturing Industry	1,627,000
Salt River Red Mountain Recreational Area and Motel-Conference Center	1,800,000
Salt River Pima-Maricopa Indian Community Industrial Park	500,000
Total Appropriation Request	$11,937,805

ADMINISTRATION & PUBLIC SAFETY

1. Construction of Community Service Complex

With the growth of the Salt River Community, both in population and economic proportions, there is an increasing need for centralizing and modernizing Community facilities. What was a Community-BIA administration, is now emerging as a rapidly maturing Community government with a typical structure of functional departments and services with an elected Community Council and a full-time paid Community Manager. The proposed Community Complex will provide space for all Federal and local government functions, centralized management services (accounting, purchasing, etc.) and medical clinic. As a planned element in the Community's growth and development, the Community Complex will be designed so that it will support an intensive training program associated with careers in public service. The intent is to equip capable local residents with office and administrative skills which will upgrade both earning potential and the relative importance of individual efforts. The Complex will provide coordinated facilities for Community and public services in the following manner:

Community Council chambers and committee conference rooms will also serve as training facilities and a center for community meetings when not being used for their primary purposes.

Community offices will include space for the Community President, Vice President, and department heads as well as secretarial support staff. The present Community Action Agency is being incorporated within the Community's departmental structure and will be contained in the Complex.

Administrative support services will have office and equipment space which will also serve as a training facility. Included in this area will be space for accounting machinery, printing and reproduction equipment, photographic and audio-visual units, and specialized office equipment.

Federal offices will include space for the Bureau of Indian Affairs, U.S. Public Health Service and other U. S. Government agencies serving the Salt River Community. A medical/dental clinic will upgrade and replace existing clinic facilities at Salt River and serve as a main laboratory for the remote service center at Lehi. To a limited extent, this portion of the Complex will also serve as a training facility.

Fire Control Administration will be represented with office space and communication control but not a fire station. Station facilities will be located in more strategic places and will not suffer from restricted movement resulting from large numbers of people and vehicles around the government and school complexes. Lobby, office, and security space will be provided for the Community Credit Union. Teller positions may include one which is accessible to drive-up patrons.

Completion of the government complex must be accelerated because of the inadequacy of present facilities and the rapidly growing need for close interdepartmental coordination. For this reason, the goals for development of the complex are centered on Fiscal Year 1976, as follows:

FY '76	$ 880,000

2. Police Administration

During FY '76 the Salt River Community Police will expand their staffing and patrol capability. This represents correction of a

long existing series of deficiencies and a plan for improved police service. During this same year, new law enforcement facilities will be occupied and certain basic items of equipment must be added or replaced.

Court facilities will be expanded and replace those now in existance which must be torn down to provide space for school use. They will include a courtroom, the judges chambers, and jury room and a secured passageway from the jail to ensure prisoner control.

FY '76 $ 150,000

COMMUNITY SERVICES

1. Health Services

The goal of Health Services is to obtain, elevate, and maintain an optimum level of health for all members of the Salt River Indian Community. The plan to achieve this goal has been given six phases: (1) Expansion to present services; (2) implementation of Tribal Health Education programs; (3) initiation of new services; (4) implementing an innovative system for providing health services to the Community residents; (5) construct a health facility for the Community; and, (6) operate and maintain Health Services program.

Presently, residents are seen at either the Salt River Clinic (800 visits per month) or the Phoenix Indian Medical Center (200 visits per month). There is much duplication of records and effort, time loss due to long distances, and wide spread transportation difficulties. These problems and more cause undue hardships on community residents and tragically have caused needless deaths in the past.

The five-year plan for health services is to institute an innovative contract service system with the four excellent hospitals within the immediate vicinity of the Community and several identified physicians and dentists with provisions for use of specialists by the physician or hospital. Also a part of the contract system will be with pharmaceutical services.

Objectives of the Tribal Health Services five-year plan are:

- To develop an adequate pre-natal care and post-partum care program through contract.
- To construct a medical - dental clinic.
- To develop a total maternal and child care program.
- To develop contract services using Health Maintenance Organization.
- To develop a system for diabetes (which has been experienced by a large part of the Community) detection and follow-up.
- To establish with services programs Alcoholism, Aging, and Education programs that will inform residents of the contract services, assist residents in awareness of need for health care.
- To establish a program for family planning, cancer detection and patient education through regular classes (by CHR) and contracts for gny clinic services.
- To develop a Mental Health Program (where none exist).

- To develop an interest in Community residents in obtaining traineeships in the medical professions.

- To establish a method and secure funds to provide for preparation of emergencies and disasters in coordination with Public Safety programs.

- To develop a comprehensive program for prevention, detection, and cure of communicable diseases.

FY '76 $ 525,000

2. Youth Services Office

This program will serve as a base for the community to focus its resources on the needs of the young people in the Community. It will coordinate all youth programs and facilities in the Community and develop youth services. It will assess needs and initiate efforts to develop relevant programs. Involvement and communication with the youth of the Community will be a major objective.

Program operation will involve a number of activities. It will serve as a bridge to bring young people and the Community resources together. Workers in the program will serve as coordinators, negotiators, and advocates. It will also provide counseling on an individual and group basis.

The program will provide facilities that will serve as a intermediary home and serve as an alternative to ineffective incarceration and rehabilitation.

FY '76 $ 52,094

Juvenile Residential Rehabilitation Center

The purpose of this center is to provide services for juveniles who are habitual truants and to attempt to keep them in school. To encourage these children toward education and to rehabilitate those juveniles who are dropouts and hang in limbo between schools and institutions. This can be attained through counseling therapy and a workshop program. The purpose is also to remove the stigma of being put in jail, by being placed in a facility where they will be given assistance without being exposed to the criminal element.

FY '76 $ 220,000

Community Youth Home

The Community Youth Home is a residential group care facility for neglected dependent or predelinquent children in need of care outside their natural homes. It is staffed by two houseparents and an assistant. These workers provide care for the children, maintenance of the facility, and carry out a limited program of activities designed to aid residents in better social adjustment and to overcome background handicaps.

Program development is desired but the present staff size is a limiting factor since their responsibilities constitute a normal workload.

- An immediate objective is to enlarge the scope of the program and additional staff. This staff includes a program director who would have overall responsibility for the operation of the home and its program development and to tie this program into the other Community youth programs and resources.

- Other needed staff are two substitute houseparents for the home. This staff will be added within two months of funding.

- A longer term objective of the program are to develop the program into a more comprehensive family service center which would direct rehabilitation of social disorganization to the entire family unit.

FY '76 $42,251

Youth Development and Delinquency Prevention Program

To administer, coordinate, develop and implement a community-based rehabilitation and prevention service program for all community youth.

FY '76 $90,000

3. Senior Citizen Services Program (SCSP)

The goal of the SCSP is to alleviate, to the greatest possible extent, the problems that face the aged of the Community.

These problems differ from individual to individual, but the most common problems are: poor health, the feeling of being unwanted and uselessness, lack of transportation, home care services and medical care services.

Five-Year work program objectives:

1. Expansion of the facilities and services in the Activities Center will be necessary during this time. (approximately 1977)

2. A therapy center will be constructed by 1977 attached to Extended Care Facility.

3. Assist in securing low income housing for senior citizens through 1979.

Work program objectives for Fiscal Year 1976:

1. Comprehensive Aging Services Program - Establish and maintain a multi-purpose senior citizen center with staff. The program and staff will be based in the Senior Citizens Activities Center and will provide the following services:

   A. Outreach and Referral: To continue assistance provided to senior residents other than those specified, to include counseling, translation, and other referrals.

   B. Home Health Aide Service: To provide a home visitation of infirm and immobile senior residents for purposes of providing para-medic services.

   C. Home Improvement Services: To assist in home improvements requested by the senior residents. (The SOS program provides manpower and technical advice on purchase of supplies for home improvements.)

   D. Homemaker Services: To assist those senior residents unable to adequately maintain their homes in regard to homemaker services, laundry, wood delivery, cooking, sewing, etc.

   E. Shopping Services: To provide transportation assistance and Food Stamp re-certification. To assist in shopping for nutritious foods.

F. Transportation Services: Transportation assistance provided for shuttle service to the Phoenix Indian Medical Center and the Salt River PHS clinic, also to transport to Food Stamp Center for re-certification.

G. Wood delivery services: To gather and prepare wood (fire wood) for delivery to senior residents not able to gather wood or do not have modern heating and cooking facilities.

H. Senior Citizens Activities Center: A unit of this type to provide recreation, congregate site feeding, minor medical attention to senior residents visiting the center.

FY '76 $125,000

EDUCATION

1. Elementary School Complex - This goal contemplates an increase in the number of students, registered in elementary grades, from the present enrollment of 180 (K-6) to approximately 300 as facilities become available. These additional students currently attend school in Mesa, Arizona. Parents and other members of the Community have expressed a strong desire to re-establish schools in the Community with stronger Indian orientation and a greater degree of local determination concerning curriculum quality of education, and improved group experience. The goal, calls for the development of a new plant for elementary education in a coordinated move that would permit the existing buildings to be refurbished for junior high school use. The present facility is not designed in such a way as to permit adaptation of newer methods of elementary education involving "Learning Center" concepts, etc., but will, when filled, provide adequate space for higher grades (7-9).

FY '76 $2,300,000

2. Adult Education

The principal objective is to establish and operate adult basic education and vocational programs for members of the community. This program will involve a comprehensive plan of activities designed to meet locally determined and expressed educational vocational needs.

The immediate objectives for FY '76 are to begin classes with the staff proposed in the long range plan. The teaching staff will teach courses recommended by local education authorities which meet local needs. This will involve academic classes and courses of instruction in various vocational skills. There will also be special interest courses of instructions for interest expressed by the community which are enrichment type activities or areas of self-improvement or practical skills for everyday life.

The five year objective will be to increase the education and skill levels of members of the community and to encourage those interested to pursue a higher education. This activity will also create adult involvement and stimulate interest in the total education process in the community. The adults trained under this program can be used to train other individuals in the community who have a need for such skills.

FY '76 $ 18,000

NATURAL RESOURCE MANAGEMENT

1. Irrigation Construction

A major concern of the Community is the continued development of the water distribution system. To bring the physical condition of the Salt River Indian Irrigation Project facilities to such a state that irrigation water may be delivered efficiently to every acre of irrigatable land under the system, the following annual construction schedule has been established.

Irrigation Construction Pumping Plants:	
Drill and equip one deep irrigation well	125,000
Irrigation Rehabilitation Carriage and Distribution:	
Line one mile of main canal at estimated cost of $20,00 per foot	105,600
Irrigation Rehabilitation Pumping Plants:	
Rehabilitate two deep irrigation wells at $40,000 each	80,000
Investigation and Planning:	
These funds will be used to plant future development of reservation lands and water resources	35,000
General Operations:	
To provide supervision, management, supplies, and equipment to carry out program	20,000
Irrigation Construction Farm Unit Development:	
Development of 2,100 acres of land at $1,000 per acre.	
Development in 300 acre units at a cost of $300,000 per units	2,100,000
FY '76	$2,465,600

2. Community Parks

The development of the Parks and Community Centers in Salt River and Lehi Communities call for two community parks, this will require improvement and leveling of 20 to 50 acres each, with parking areas, landscaping, community center building, swimming pools, and separate baseball diamonds for little league softball and hardball use, and in addition smaller neighborhood parks will be included to expand as the Communities develop. These neighborhood parks will provide night baseball facilities, landscaped area, and parking.

The process of construction will coincide with the training of supervision for these Community centers.

Construction of Community Centers	$200,000
Supervision & Maintenance of each Center	60,000

PUBLIC WORKS AND COMMUNITY FACILITIES

1. Water System

This program will be responsible for the design and construction of a "loop" system that will tie the entire water system into a manageable facility. A feasibility study will be conducted to establish the location of new well sites. There is an estimated need for 12 miles of 10-inch water main. This community will

attempt to install 2.4 miles of water lines per year of the Integrated Grant. Fire hydrants will be installed at each quarter mile along this main water system. In order to accommodate the increase need for water, two 500,000 gallon storage tanks, with sufficient pumping equipment will be necessary. We intend to install two gasoline operated pumps to accommodate these storage tanks. In order to complete the "loop" system, five booster pump stations will be a necessary addition to this program. With the construction of the 120 Housing and Urban Development homes within the community it will be necessary for this program to provide initial water hook-up and sanitation facilities. Heavy equipment such as a grader, larger trencher and one small trencher will be necessary to install and maintain this system.

The following is the total FY '76 budget for the water Sub-Element of the Public Facilities, Utilities, Street and Engineering Element:

Budget	
Pipeline installation and Fire Hydrants	$ 88,680
Two 500,000 gallon storage facilities and pumping appurtenances; purchase and install gasoline operated pumps.	180,000
Install five pressure booster stations	50,000
Purchase one grader, one large trencher, one small trencher	138,000
Design circulation system and feasibility study to establish new well sites.	100,000
FY '76	$556,860

2. Vehicle Maintenance & Repair Program

The Salt River Community owns and operates approximately 120 vehicles. The high cost of current vehicle replacement and repairs demonstrates the need for an efficient tribal Motor Pool operation. It is necessary to construct and equip an automotive and heavy-duty machine shop.

FY '76 $223,000

ECONOMIC DEVELOPMENT

1. Sand & Gravel, Concrete Manufacturing Industry

It is the intent of the Community to enter the sand and gravel, concrete manufacturing industry developing the capability to produce a complete product line. A primary natural resource of the Community is its high quality sand and gravel deposits located in the Salt River Channel extending from the Granite Reef Dam to the Southwest corner of the Community, a distance of over 14 miles.

Presently the Community collects substantial royalties from major sand and gravel extractors, however, this income is minute when compared to the income and employment opportunities to be derived from the Community entering and operating its own comprehensive mining and manufacturing facility. Substantial progress has been made in the planning and development of this particular project. Several studies conducted have positively confirmed the technical and economic feasibility of the Community's involvement in the industry. Alternate sites have been explored and some major equipment has been acquired at substantial costs to the Community. Time tables for development have been established and accurate equipment and utility costs have been determined. In terms of

Community economic development the sand and gravel, concrete manufacturing industry is considered top priority.

The total time required to successfully complete this project will be three and one Half years. Within the immediate funding period the plant (including machinery acquisition, erection and installation and utilities) will be put into operation. Staffing for all functions will be completed. Promotion, marketing and sales activity will be conducted during the entire initial funding period. In effect all construction and industrial development activity will be completed the first year.

Funding Requirements:

FY 1976

Sand & Gravel Machinery & Equipment. . .$	550,000
Erection and Set up Costs	35,000
Utilities	60,000
Pit Trucks & Loaders.	232,000
Concrete Batch Plant Erection	50,000
Utilities for Batch Plant	70,000
Ready Mix Trucks (12)	360,000
Operating Costs	180,000
Training Costs	90,000
	$1,627,000

2. Salt River Red Mountain Recreational Area and Motel-Conference Center

The General Development Plan of the Community calls for continuing development of the Red Mountain Recreation area along the Verde River to provide both leisure time facilities and an important source of Community Revenue. Usage estimates following completion, range as high as 210,000 visitors (70,000 automobiles) per year with annual income just under $100,000 per year.

Recreation facilities will include camping, horseback riding, fishing, and picnic areas.

The Development Plan calls for the construction of a motel and conference center to be located in the Red Mountain Recreation Area, to be owned and operated by the Community. The Salt River Community adjoining a tourist oriented area, is located at the gateway to the mountain lakes thus providing not only the geographical and resource attributes but the population concentration of the near urban areas. The development of Red Mountain Recreation area will involve community members in construction of the resort and training for management of both Red Mountain Park Area and the Resort facilities. The overall project including construction and training will require a period of five years. If the Orme Dam is constructed at the confluence of the Salt and Verde River, the river between Orme Dam and the present Granite Reef Dam should remain and be improved as a free flowing stream for additional recreational facilities.

FY 1976 $1,800,000

3. Salt River Pima-Maricopa Indian Community Industrial Park

The Community Industrial Park while suitable located to surrounding urban areas and possessing the basic requirements to attract light industry requires certain additional service, utilities and facilities in order for the Community to maximize its potential. Under the integrated grant program the exploitation of this valuable community resource will be realized.

During the initial funding period the Community will begin to "build to suit" several small plant facilities, construct park entrances, provide blacktop surfacing for delivery and parking facilities, night lighting for individual plant and storage facilities, and construct an Industrial Park Administration and Marketing office. Of critical importance during the initial funding period is the establishment of a planned Promotion and Marketing Campaign to attract new occupants to the park with leasing arrangements tailored to the "build to suit" construction program.

The total development program will require a period of five years with primary goals consisting of maximizing the revenue potential of the industrial park; developing an All-Indian promotion and marketing capability, and providing numerous employment opportunities for Community members in both line and management positions in the various companies occupying the Industrial Park.

FY 1976

Park Improvement	$200,000
Plant Construction	150,000
Operating Costs	90,000
Training Costs	60,000
	$500,000

STATEMENT OF ELMER C. LaPOINTE

As a matter of introduction of myself, I am an enrolled member of the Rosebud Sioux Tribe. I am 32 years old. I lived the first 27 years of my life on the Rosebud Reservation. The past five years I have lived off reservation because of employment opportunities in the field of Indian health.

For the past seven years I have worked in some capacity having to do with the provision of health services to the Indian people. For the past two months, I have been doing consultant work with a non-profit national Tribal health board. For a year prior to that, I was employed with another Tribal health board which served the federally recognized tribes and tribal groups in the states of Iowa, Nebraska, North Dakota and South Dakota. Before working for tribal health boards, I was an employee of the Indian Health Service for a little over six years. I worked as the Editor of my Tribe's newspaper for one year before joining the Indian Health Service.

I feel the above experience and the contacts made while working with various Tribal health components and organizations has given me a knowledgeable enough background to enable me, as a private Indian citizen of this country, to address the subject of tribal health programs.

For the second straight year, there will be no increase in the amount of funding for the Indian Health Service's Indian Community Development Program if the Administration's FY 1976 Budget for the Indian Health Service is passed.

Why is this of concern to me? First of all, I believe there is a developing awareness on the part of the Indian people that area of health is just as important as other socio-economic areas if the overall environment of Indian reservations is to be improved from the present low-levels.

Secondly, the impetus of tribal self-determination is carrying over into the area of health. This Tribal self-determination impetus in the health area is not based solely on that assuming control of matters which affect the Indian people. Rather, the overriding basis for the self-determination thrust in the health area is to improve the health levels of the Indian people by direction of available resources, and direction and improvement of health services to Indian people.

Thirdly, Indian tribes and tribal groups do not have their own financial resources to initiate programs or projects designed to carry out or achieve their objectives and goals in the health area. In fact, most, if not all, tribal health programs and projects are funded from outside sources.

How does this relate to the Indian Health Service's Indian Community Development Program? Presently, the IHS Indian Community Development Program is the only source of funding I am aware of for providing funds for the development of tribal health programs and services (there may be other programs, but like the tribal groups with whom I have worked, I am not aware of any programs which can be utilized for this purpose).

For what specific purposes are tribes and tribal groups planning to use funds provided? From my own experience, I can identify the following areas:

development of tribal health management components to manage and administer tribal health programs and projects.

At present, most tribal health programs or projects are funded through various agencies, having different guidelines and purposes for which funds can be utilized. Because the development of tribal health management components have not kept pace with the development of health programs, many of the services and programs are directed towards the needs of the funding agencies rather than towards the needs of the Indian people who the programs were meant to serve. A majority of the programs and services are not coordinated. In almost all instances, with which I am familiar, the responsibility for management of tribal health programs falls directly on the tribal governing body. However, due to the time and effort needed to address other pressing problems, the tribal governing bodies cannot devote the time and effort that is needed in the tribal health programs.

Because of the rapid growth of the health programs and services in the past several years, there is now the need for health management components to carry out tribal health programs on a full time basis. Without these health management components, there will be a continuance of the current situation.

Other functions of health management components identified by tribes or tribal groups include; development of health planning evaluation systems; obtaining resources to implement new service programs to supplement existing services and programs; and redirecting resources available (through present and future programs) to achieve a greater effectiveness of services and improved utilization of manpower and funds.

2. Hiring and development of staff for the health management components.

3. To supplement existing tribal health services or to carry out much needed health services (e.g., ambulance programs, etc.) until other resources can be obtained or until the tribal health needs can be satisfied by inclusion in comprehensive health systems.

How much additional funding is needed? I am not in a position to estimate the total need. However, I am aware of these existing projects in South Dakota which are currently funded by IHS and of three tribes which have for the first time developed project proposals.

The present funding levels of the three existing projects in South Dakota are: Rosebud Sioux Tribe - $24,000; Rapid City Indian Health Advisory Board - $23,000; and Four State Indian Health Board - $34,000 .

The three tribes which have developed project proposals this year are: The Sisseton-Wahpeton Sioux Tribe - $30,000; The Crow Creek Sioux Tribe - $50.700; and the Yankton Sioux Tribe - approximately $30,000.

In regard to the funding increases needed by the existing tribal health groups with projects, I am not aware of the increases needed by the Rosebud Sioux Tribe and the Four State Indian Health Board. However, I do know that the Rapid City Indian Health Advisory Board (an urban health organization which is entirely dependent on government contracts and grants) will need approximately $18,000 more than its current funding level of $23,000 in FY 1976.

51-957 O - 75 - pt. 4 - 74

The total increased funding need in FY 1976 for the projects which I have named above is $128,700. This figure does not include any additional funding needed by the Four State Indian Health Board and the Rosebud Sioux Tribe. Also, my total does not include any project proposals which may have been submitted by other tribes or tribal groups other than those I have named specifically.

The total need in the states of North Dakota, South Dakota, Nebraska and Iowa is much greater than for the six tribes and tribal groups I have named as there are twelve other tribes in these states to my knowledge which have not submitted project proposals. If there were sufficient expertise available to assist these other tribes, more project proposals would have been submitted.

I would like to state that I believe that the IHS Indian Community Development Program is a program which is very much needed by Indian tribes and tribal groups in order to bring about increased projects, improved utilization of present resources, and increased effectiveness of health services. With additional funding support, I believe that Indian Community Development Program can serve as a vehicle to develop tribal health components and tribal health manpower in preparing to implement P.L. 93-638 in the health area.

In conclusion, as an Indian citizen of this country and as a taxpayer, I feel there is a crying need for additional funding for the IHS Indian Community Development Program as the Indian people are entitled to the right to enjoy the same health levels enjoyed by the general population. Further, I believe the positive approach being taken by tribes or tribal groups in developing health management components is noteworthy in that they feel that a continued increased flow of resources into tribal health programs is not the total answer to alleviating or solving health proglems experienced by the Indian people.

Elmer C. LaPointe

Elmer C. LaPointe

STATEMENT OF DR. CHARLES R. MCGIMSEY III

As Director of Arkansas' statewide archeological conservation program, and a member of Arkansas' Review Committee for Historic Preservation, I am well acquainted with the Historic Preservation Program and the vitally important role it is playing in helping preserve America's past so that the present and the future may benefit from it.

As President of the Society of American Archeology I have been working actively with the National Park Service and other Federal Agencies and am very aware of the urgent need for greater funding for this program all over the country.

I am particularly concerned that the appropriation be increased by the amount authorized by the recently passed Archeological and Historical Conservation Act P.L. 93-291 ($3,000,000). This new program was established after very careful consideration by the Congress last session and extremely widespread support across the country. For this program not to be funded would be a disaster for this nation's non-renewable archeological and historical resources.

STATEMENT OF IVAL V. GOSLIN

My name is Ival V. Goslin. I am Executive Director of the Upper Colorado River Commission, Salt Lake City, Utah.

The Upper Colorado River Commission is an interstate administrative agency created by the Upper Colorado River Basin Compact of 1948. The Commission represents the States of Colorado, New Mexico, Utah, and Wyoming in matters pertaining to the development, utilization, and conservation of water resources of the Colorado River Basin.

Mr. Chairman, our Commission appreciates the opportunity to support appropriations to continue the construction of the Navajo Indian Irrigation Project.

SUMMARY

This statement is in support of appropriation of the budget item of $30,800,000 for fiscal year 1976 to continue construction of the Navajo Indian Irrigation Project authorized by the Congress in 1962 (76 Stat. 96).

President Ford in his budget for fiscal year 1976 (including the transition quarter) has recommended an appropriation of $30,800,000 to the Bureau of Indian Affairs to continue development of the Navajo Indian Irrigation Project. This money will be transferred to the Bureau of Reclamation which is in charge of the construction activities, and which will utilize the funds for continuation of construction of the principal water conveyance and distribution systems needed to deliver water to the project lands.

It is expected that in 1976 with $30.8 million sufficient progress can be made on facilities to make the initial delivery of water to the first block of 10,000 acres of Indian lands in the spring of 1976. These funds should also permit continuation of construction of water conveyance and distribution facilities to deliver water to the second block of 10,000 acres in the autumn of 1977 in preparation for bringing those lands into production during the crop year of 1978.

Due to the physical characteristics of the lands to be irrigated, a substantial portion of the water must be pumped to elevations higher than the main canals and laterals. A portion of the power required to operate these project pumps will be supplied by operation of a 23,000 kw hydroelectric, nonpolluting generating plant to be located at Navajo Dam. Included in the appropriation request for 1976 are funds for initiating construction of this power plant.

It is of vital importance to the improvement of the economic and social well being of the Navajo Indian Reservation that the Navajo Indian Irrigation Project be completed as rapidly as possible. This project with its potential to produce many specialty crops can also contribute substantially to the production of food and fiber to aid in avoiding impending food shortages in the world.

We recommend that the Congress appropriate the full $30,800,000 requested in the President's budget. It is our understanding that this sum can be effectively and efficiently used by the Bureau of Reclamation in fiscal year 1976.

On behalf of the Upper Colorado River Commission, thank you for granting this opportunity to express our support of appropriations of funds for continuing the construction of this important Navajo Indian participating irrigation project under the Colorado River Storage Project Act of 1956 and the Navajo Indian Irrigation and San Juan-Chama Projects Act of 1962.

STATEMENT OF GEORGE FRAIN

Mr. Chairman and Members of the Subcommittee:

Our small business group, which is non-profit, was established in 1970 to protect the general welfare and to try and stop small businesses from being displaced by eminent domain powers being exercised rampantly by many agencies.

We think that President Ford was right in saying in his March 29, 1975 speech on Federal finances that he would "resist any attempt to add * * * new spending programs" and that your Subcommittee should uphold him in this by deleting entirely the $1,256,000 budget request of the Pennsylvania Avenue Development Corporation, and cutting in half, at the very least, the $1,895,000 budget item for the National Capital Planning Commission. There is absolutely no justification for maintaining either of these Federal agencies at their present levels except to override and defeat the announced position of President Ford, as we will show.

I. THE NATIONAL CAPITAL PLANNING COMMISSION BUDGET ITEM

The Congress in the D.C. Home Rule Act removed one of the central planning functions from the NCPC and established this central planning function in the Mayor-Commissioner of the District of Columbia. Surprisingly, the NCPC's 1976 budget does not reflect this tremendous cut in its activities. Since its program of planning is now confined solely to Federal and international projects and developments in the District of Columbia its 1976 Budget should be cut at least in half. We include several pages from a NCPC publication which details these changes but which the NCPC failed to reflect in its 1976 Budget——

"Effective July 1, 1974, NCPC's status as the central planning agency for both the Federal and District of Columbia Governments in the National Capital Region changed. Under the District of Columbia Self-Government and Governmental Reorganization Act (the 'Home Rule' Act) the Commission continues as the central planning agency for the Federal Government in the region and the Mayor-Commissioner is designated as the central planning agency for the District Government. Excluded from his planning responsibilities are Federal and international projects and developments in the District."

Unlike the NCPC's Budget, the Mayor-Commissioner's planning budget is down in the 1976 budget to $2,134,100 from $2,388,400 in the 1975 Budget, and from 140 positions in 1975 to 98 positions in 1976, as submitted to the D.C. Appropriations Subcommittee headed by Chairman William H. Natcher. The D.C. Municipal Planning Office was recently reorganized by Mayor-Commissioner Walter E. Washington and some of its non-planning functions were removed, and some of its positions transferred.

The 1976 Budget request reflects this change, and only $2,134,100 and 98 positions have been requested, for the D.C. Municipal Planning Office.

If the D.C. Municipal Planning Office has been so well-provided for, and its budget request has been decreased, why doesn't the NCPC's budget request deserve to be trimmed substantially? It hasn't been trimmed to reflect that a substantial part of its work has been taken out of its hands by Congress in the D.C. Home Rule Act. In fact, we have been informed by the responsible staff members of the Senate and House Subcommittees on Interior and Related Agencies that its budget request has been upped by $118,000 in the 1976 Budget over the 1975 Budget. The number of employees, 64, is the same as last year.

Clearly, the NCPC feels that it should be given ever larger appropriations for doing less and less, with the same number of employees. Why not cut it?

We suggest that NCPC's 1976 Budget should be drastically reduced, and, in fact, should be cut in half. In saying this, we anticipate that it will rush in here and say that it had only a handful of its planners assigned to D.C. planning and therefore its 1976 budget shouldn't be cut. But it certainly never told the Congress that it was short-changing the District of Columbia planning which Congress assigned to it in the various authorizing Acts beginning with the Act of June 6, 1924, 43 Stat. 463, ch. 270, all of which established it as the central planning agency for the Federal and District of Columbia Governments.

So, for years it was receiving large appropriations for work it never did, or did indifferently, or it is asking for twice as much as it should receive in the 1976 Budget. In any event, its 1976 Congressional appropriations must reflect the changed situation where it will be planning only for a reduced number of Federal and international projects and developments in the District—as it itself points out in its own publications, and especially in view of the fact that President

Ford in his March 29, 1975 speech on Federal finances, said that he would "resist any attempt to add * * * new spending programs" and would make virtually no exceptions.

The NCPC's 1976 Budget request of $1,895,000, up $118,000 from its budget for 1975, with its staff continued at the same level of 64 positions, pre-supposes that Federal building and construction programs in this region, and in the District of Columbia will continue at the same level. But President Ford's speech changed this.

We do not believe that the present level of projects will continue, particularly in view of President Ford's speech.

Therefore, and especially in view of President Ford's new and long-overdue position, we think the NCPC's Budget for 1976 should be cut in half, or more, and its planning positions reduced from 64 to 32. In fact, if the President's position is to be sustained by the Congress, even further cuts should be imposed on the NCPC. It is time for the Federal building boom, which the NCPC has planned, to be eased up. Fortune Magazine in its March 1975 issue published an article on Washington, D.C. which stated that—

"Construction may be undergoing hard times elsewhere, but in Washington the building boom of the past ten years shows little sign of easing up. More than $500 million worth of Federal construction is underway."

Planning seems to be the only growth industry in the Nation's Capital, while everywhere else people are out of work. We believe it is high time that the NCPC planners were given a well-deserved rest, and be reassigned to or encouraged to look elsewhere for jobs. In fact, in view of President Ford's March 29 speech we will not witness nor are we about to see another $500 million worth of Federal construction projects—so why continue the NCPC at full strength?

II. PENNSYLVANIA AVENUE DEVELOPMENT CORPORATION BUDGET ITEM

In view of President Ford's March 29 speech on Federal financing and his statement that he would "resist any attempt to add . . . new spending programs" and would make virtually no exceptions, it is incumbent upon your Subcommittee and on Congress to reject the item of $1,256,000 requested by the Pennsylvania Avenue Development Corporation altogether.

We say this in view of the testimony presented by the Chairman of this Corporation, Elwood R. Quesada, and other top corporation officials, at hearings held on March 21, 1975 by the National Parks and Recreation Subcommittee of the House Interior Committee on their plan for renewal of Pennsylvania Avenue.

General Quesada and other top officials revealed for the first time that they would need $132,000,000 in Federal appropriations to complete their plan for renewal of the 23-acre Pennsylvania Avenue area assigned them by Congress.

This sum came as a great shock to the House Interior Subcommittee, who viewed it, as the hearing transcript will show, as the nose of the camel under the tent. They spoke of other Congressional projects, such as the Rayburn Building, and the Kennedy Stadium, and the Kennedy Arts Center, as evidence that these projects cost several times the original cost.

The Albany, New York, Mall started out costing $400,000,000 and is now up to $1.2 billion dollars and it isn't completed yet. This Mall is very similar to the PADC plans for the 23-acre Pennsylvania Avenue area.

If your Subcommittee appropriates the requested $1,256,000 the PADC officials will consider this, and rightly so, as a Congressional-go-ahead sign that they can proceed to borrow money from the U.S. Treasury to initiate new spending programs which Congress will then be obliged to appropriate the $132,000,000 to complete, which the House Interior Committee so strongly objected to. The PADC is authorized by Public Law 92–578 to borrow an amount "not to exceed $50,000,000" from the U.S. Treasury.

So, it is clear that if your Subcommittee appropriates the $1,256,000 requested in the 1976 Budget by the PADC, Congress will have taken a major step in making a shambles of President Ford's stand, announced in his March 29 nationally-televised speech, that he will "resist any attempt to add . . . new spending programs" virtually without exception. In view of higher priorities, your Subcommittee should say "NO" in loud and convincing terms to the PADC's $1,256,000 1976 Budget item.

Conclusion.—We believe that by taking the steps we hereby recommend that the Congress will save itself and the nation's taxpayers hundreds of millions of dollars and will be in step with President Ford's position of resisting "any attempt

to add . . . new spending programs" without exception. A good place to implement this is with the virtual elimination of the PADC budget request, and the NCPC budget request. Why should they be permitted to continue to plan at their present levels since it is certain that their plans will cost hundreds of millions of dollars in tax funds?

The fact is that the Pennsylvania Avenue Development Corporation has driven private investment out of the area of its concern—in fact, General Quesada told the House Interior Committee last year that his PADC had been a cloud over the area and a blighting influence. Since it is clear his plan will need just to begin at least $132 million and certainly three or four times that much to complete its plan, and since Congress will surely reject such appropriations—why continue this PADC lobbying group?

The NCPC has been a similar failure—it has approved plans for renewal of the burned-out areas of 14th, 7th, and H Street, NE which haven't worked, although more than $100,000,000 of the nation's and HUD's tax funds have been spent on them. These areas stand as silent evidence these past 7 years of man's inhumanity to man.

The NCPC has planned a sports arena costing millions in taxes, which Congress rejected and it was finally built by Abe Pollin in Maryland without costing the nations' taxpayerss a cent.

The NCPC's plans for a sports arena and a convention center have never been approved by the Congress or the voters of the District of Columbia.

Its plans for big buildings downtown displacing the small businessmen have been rejected, and if adopted would have cost far more than the $30,000,000 spent to kick the small businessmen out, and acquire their properties for big business development.

It has forced, by its plans, tens of thousands of blue-collar jobs, and small businesses by the thousands, out of the city—and is about to repeat this displacement in the Buzzard Point area. Its plans have reduced the tax base drastically.

SUBCOMMITTEE RECESS

Senator HATFIELD. We will be in recess now until 10 a.m. tomorrow when we will take testimony from congressional witnesses.

[Whereupon, at 4:40 p.m. Wednesday, May 14, the subcommittee was recessed, to reconvene at 10 a.m. Thursday, May 15.]

CHRONOLOGICAL LIST OF HEARINGS

	Page
Wednesday, April 16, 1975:	
Department of the Interior:	
Bureau of Land Management	1009
Thursday, April 17, 1975:	
National Foundation on the Arts and Humanities:	
National Endowment for the Arts	1067
National Endowment for the Humanities	1107
Friday, April 18, 1975:	
American Revolution Bicentennial Administration	1141
Department of the Interior:	
Office of Water Research and Technology	1187
Monday, April 21, 1975:	
Department of the Interior:	
Office of the Solicitor	1221
Office of the Secretary	1243
Tuesday, April 22, 1975:	
Department of the Interior:	
Geological Survey	1309
Wednesday, April 23, 1975:	
Smithsonian Institution	1375
Monday, May 12, 1975:	
Nondepartmental witnesses	1441
Tuesday, May 13, 1975:	
Nondepartmental witnesses	1703
Wednesday, May 14, 1975:	
Nondepartmental witnesses	1891

LIST OF WITNESSES, COMMUNICATIONS AND PREPARED STATEMENTS

A

	Page
Abourezk, Hon. James G. (D), U.S. Senator from South Dakota:	
Letter from	1772
Accuttoroop, Myron, vice chairman, Ute Indian Tribe	1754
Adams, Earl, chairman, Hopi Health Committee	1562
Adams, Hank, national director, Survival of American Indians Association	1570
Allen, Henry, chairman, North Central Oklahoma Inter-Tribal Health Council	1582, 1769
Prepared statement	1770
Allen, Noah, National Indian Education Association	1814
Altaha, Lafe, White Mountain Apache Tribe	1608
Anderson, Judy, community health representative, Puyallup Tribes of Indians	1570
Anderson, Lucile, business manager, Nisqually Indian Tribe, Washington	1577
Angvik, Jane, Alaskan Federation of Natives	1663
Prepared statement	1666
Anton, Gerald, president of the Salt River Pima-Maricopa Indian Community, Arizona	
Prepared statement	2159
Antone, Donald R., Sr., Gila River Indian Community	1485
Archambeau, Frank, Pyramid Lake Paiute Tribe	1749
Prepared statement	1752
Archambeau, Percy, chairman of Yankton Sioux Tribe	1772
Atcitty, Thomas E., president, Navajo Community College	1470, 1721
Prepared statement	1475
Ault, Richard L., Director, Support Activities, Smithsonian Institution	1375
Azure, Peter J., vice chairman, Council, Turtle Mountain Band of Chippewa Indians	1509

B

Bajema, Dale D., acting assistant director, Program Analysis, U.S. Geological Survey	1309
Baker, Hon. Howard H., Jr. (R), U.S. Senator from Tennessee:	
Prepared statement of	1449
Balsley, James J., Assistant Director, research, U.S. Geological Survey	1309
Barcroft, John, Director, Division of Public Programs, National Endowment for the Humanities	1107
Barley, Robert S., chairman, Cocopah Tribal Council:	
Prepared statement	2114
Barnes, Herb, national director, Blackfeet Association	1570
Barnes, Walter, Office of Water Research and Technology	1187
Begay, Jimmy, high school principal, Rough Rock, Ariz	1633
Belgrade, Larry, director, Turtle Mountain Community College, N. Dak	1783
Belletto, Peter M., Rough Rock, Ariz	1633
Benitez, Joseph, chairman, California Rural Indian Health Board, Inc	1610
Bennett, Ms. Ramona, Puyallup Tribes of Indians	1570
Prepared statement	1574
Bercier, Louis, board member, Board of Directors, Ojibwa Indian School in the Turtle Mountain Indian Reservation	1684

Page

Berman, Paul P., Director of Administration, National Foundation on the Arts and Humanities 1067, 1107
Berman, Dr. Ronald S., Chairman, National Endowment for the Humanities; Chairman, National Council on the Humanities 1107
Prepared statement of 1108
Billie, Robert, Member, Budget and Finance Committee, Navajo Tribal Council (Arizona) 1721
Black, Ralph, executive director, American Symphony Orchestra League 1836
Blessing, James, Director, Division of Fellowships, National Endowment for the Humanities 1107
Blitzer, Charles, Assistant Secretary, History and Art, Smithsonian Institution 1375
Bluehorse, Frank, former community leader, Red Rock, Ariz 1735
Prepared statement 1740
Bojorcas, Robert, busineess manager, Shoalwater Bay Indian Tribe 1487
Bond, A. R., State forester, Maryland 1944
Bonker, Hon. Don L. (D), U.S. Representative from Washington:
Letter from 1491
Bordeaux, Lionel, president, Sinte Gleska Community College, South Dakota 1783
Prepared statement 1790
Boyden, Stephen G., legal counsel, Ute and Zuni Indian Tribes 1754, 1765
Brock, Hon. Bill (R) U.S. Senator from Tennessee 2032
Brooks, Robert A., Under Secretary, Smithsonian Institution 1375
Brown, Mary, tribal secretary, Shoalwater Bay Indian Tribe 1487
Brownoller, Clayton, Tribal Council, Standing Rock Sioux Tribe, North Dakota 1653
Buell, David, Mead Paper, Michigan 2029
Burgess, Leroy, Chitimacha Tribe (Louisiana) 1712
Prepared statement 1714
Burns, Barbara M., Director, Office of International Affairs, Department of the Interior 1243
Butcher, Dr. William S., Director, Office of Water Research and Technology 1187
Biography 1188
Prepared statement 1189

C

Cagey, Sam, vice chairman, Lummi Business Council 1595
Callahan, John, Pyramid Lake Pauite Tribe 1749
Callison, Charles H., executive vice president, National Audubon Society 1929
Letter from 1937
Prepared statement 1930
Campbell, Bruce, Umatilla Indian Reservation 1460
Prepared statement 1465
Carlson, Hon. Jack W., Assistant Secretary, Minerals, Department of the Interior 1309
Prepared statements of 1311
Challinor, David, Assistant Secretary, Science, Smithsonian Institution 1375
Chamberlain, A. R., president, Colorado State University:
Prepared statement 2100
Changro, Ed, program developer, North Central Oklahoma Inter-Tribal Health Council 1769
Chapman, Carl H., National Park Service:
Prepared statement 2158
Chapoose, Lester M., chairman, Ute Indian Tribe, Unitah and Ouray Reservation, Utah 1756
Prepared statement 1756
Charles, Gerald, Sr., chairman, Lower Elwha Law Enforcement and Tribal Court 1748
Charney, Donald K., Administrative Officer, Office of the Solicitor, Department of the Interior 1221
Christman, Richard, consultant, Papago Council, Papago Tribe (Arizona) 1717
Clapper, Louis S., National Wildlife Federation, District of Columbia 1891
Prepared statement 1907

Page

Clarke, Hon. James T., Assistant Secretary, Management, Department of the Interior ... 1243
Prepared statement of ... 1244
Cobb, Sam, State forester, Pennsylvania ... 1944
Prepared statement ... 1947
Coho, Chavez, for Ramah Navajo High School, New Mexico ... 1686
Prepared statement ... 1692
Colfax, Lloyd, vice chairman, Makah Tribal Council ... 1872
Prepared statement ... 1873
Colgrove, Wilfred K., consultant, California Rural Indian Health Board, Inc ... 1610
Collinge, Robert, general manager, Baltimore Opera and president, Opera America, Inc ... 1860
Prepared statement ... 1861
Collins, Michael, Director, National Air and Space Museum ... 1375
Collins, Father T. Byron, S.J., special assistant to president, Georgetown University ... 1989
Prepared statement ... 1991
Colwell, Dr. Robert, University of California, EROS ... 1795
Prepared statement ... 1798
Contee, Richard, Assistant Chairman for Management, National Endowment for the Arts ... 1067
Contway, Jon, Chippewa-Cree ... 1616
Prepared statement ... 1626
Cooke, Ms. Marjorie, Society for Animal Protective Legislation ... 1981
Prepared statement ... 1983
Coon, Lloyd, project director, Billings Area Indian Health Board, Montana ... 1546
Cooper, Toby, administrative assistant for parks, National Parks and Conservation Association:
Prepared statement ... 2116
Corcoran, Ms. Cecelia, member, Health Board, Rocky Boy, Mont ... 2082
Cottier, Ms. Belva, executive director, Native American Health Center, San Francisco ... 2056
Coulter, Henry W., Assistant Director, Environmental Conservation, U.S. Geological Survey ... 1309
Cournoyer, Stephen, chairman, Marty School Board ... 1772
Prepared statement ... 1775
Couture, Ruth, Salish-Kootenai ... 1616
Prepared statement ... 1625
Cragwall, Joseph S., Chief Hydrologist, U.S. Geological Survey ... 1309
Craig, George, professional forester, Western Timber Association:
Prepared statement ... 1903
Cross Guns, Ronnie, member, Blackfeet Tribal Council ... 1447
Crowder, Jack L., consultant, Navajo Association, BIA ... 1642
Crowe, John A., chief, Cherokee Indians East Band ... 2191
Cuch, Irene C., administrative officer, Ute Tribe ... 1754

D

Dargan, E. Ervin, representative, Hardwood Research Council:
Prepared statement ... 2088
Dart, Roland C., superintendent, Navajo Division of Law Enforcement ... 1721
Prepared statement ... 1726
Davich, Arthur J., council, Rough Rock, Ariz ... 1633
Davis, E. E., Oregon Cattlemen's Association ... 1822
Prepared statement ... 1824
Davis, Earl G., tribal chairman, Shoalwater Bay Indian Tribe ... 1487, 1517
Davis, Gregory, tribal council, Turtle Mountain Band of Chippewa Indians ... 1509
De La Cruz, Joseph, Quinault Indian Nation ... 1489
Prepared statement ... 1495
Denny, Bill, member, Rocky Boy, Montana Health Board ... 2082
Dicks, Dr. John B., University of Tennessee Space Institute ... 2033
Prepared statement ... 2036
Domingo, Joe, member, Budget and Finance Committeee, Navajo Tribal Council (Arizona) ... 1721

Drennan, Anthony, Sr., chairman, Colorado River Indian Tribes, Parker, Ariz ... Page 1564
Prepared statement ... 1567
Drexil, Francis, Osage Tribal Council, chairman, Council Health Committee ... 1875
Dumont, Robert, tribal health director, Fort Peck Reservation, Mont ... 1458
Dupris, Everett, Cheyenne River Sioux Tribal Council, South Dakota ... 1500
Prepared statement ... 1502

E

Edwards, Frank A., Assistant Director, Minerals and Management, Bureau of Land Management ... 1353
Ennis, Art, Upper Mississippi Valley Section, Society of American Foresters ... 1833
Escalante, Jacob, chairman, Papago Council, Papago Tribe, Arizona ... 1717
Euell, Julian T., Assistant Secretary, Public Affairs, Smithsonian Institution ... 1375
Evans, Brock, Sierra Club ... 2083
Prepared statement ... 2085

F

Farrell, William K., Grant County Resource Committee ... 2067
Farrow, Emma, Umatilla Indian Reservation ... 1460
Prepared statement ... 1463
Fichandler, Thomas C., president, League of Resident Theatres:
Prepared statement ... 2073
Fletcher, William, Cheyenne Tribe ... 2054
Fluge, Peter J., U.S. Forest Service:
Prepared statement ... 2138
Foster, Kenneth W., student ... 1582
Frain, George, National Capital Planning Commission:
Prepared statement ... 2174
Franklin, Virgil, Cheyenne-Arapaho Tribes, Oklahoma ... 2054
Frizzell, Kent, solicitor, Office of the Solicitor, Department of the Interior ... 1221
Prepared statement of ... 1222
Funtealba, Victor, American Federation of Musicians ... 1854

G

Gamble, James F., president, Meramec Basin Association ... 1977
Prepared statement ... 1978
Gardipee, Dan, Landless Indians ... 2022
Gardner, Willard, Resources Department, field representative, Ute Indian Tribe ... 1754
Garrett, Tom, conservation director, Friends of the Earth ... 1985
Prepared statement ... 1986
Gehrig, Leo J., Indian Health Service:
Prepared statement ... 2149
Getty, Russell E., staff forester, Western Forest Industries Association, Montana ... 2030
Gilmore, Ray, member, Budget and Finance Committee, Navajo Tribal Council, Arizona ... 1721
Gipp, David, executive director, American Indian Higher Education Consortium ... 1783
Goodrich, Steve, budget analyst, American Revolution Bicentennial Administration ... 1141
Gorman, Guy, member, Budget and Finance Committee, Navajo Tribal Council, Arizona ... 1721
Prepared statement ... 1484
Goslin, Ival V., Executive Director of the Upper Colorado River Commission:
Prepared statement ... 2173
Gott, Donald H., American Walnut Association ... 1830
Prepared statement ... 1832

Page

Grant, Edmund J., Assistant Director for Administration, U.S. Geological Survey ---- 1309
Gray, John L., director, University of Florida ---- 1958
Prepared statement ---- 1973
Green, Kass, Friends of the Earth, District of Columbia ---- 1891
Prepared statement ---- 1911
Grumbles, Robin, extension agent, University of Arizona ---- 1562
Gunn, Virgil, Colville Tribal Council ---- 1882

H

Hagan, Joseph, special assistant to the chairman, National Endowment for the Humanities ---- 1107
Hagenstein, W. D., Industrial Forestry Association, Oregon ---- 1891
Prepared statement ---- 1919
Hall, Hugh, Assistant Administrator, Office of States and Programs, American Revolution Bicentennial Administration ---- 1141
Hall, John F., National Forest Products Association, District of Columbia ---- 1891
Prepared statement ---- 1897
Halona, Wilson, Navajo Tribal Council, New Mexico ---- 1642
Hamilton, Susan, Bicentennial coordinator, Smithsonian Institution ---- 1375
Hampton, Col. Kenneth R., retired, assistant conservation director, National Wildlife Federation ---- 2003
Prepared statement ---- 2005
Haney, Enoch Kelly, tribal planner, Seminole Nation of Oklahoma ---- 1678
Hanks, Nancy, Chairman, National Endowment for the Arts ---- 1067
Prepared statement of ---- 1068
Hanson, Robert A., Northern Michigan Wilderness Coalition ---- 1925
Prepared statement ---- 1926
Harberd, James, woodlands manager, Boise Cascade Corp., International Falls, Minn ---- 1939
Prepared statement ---- 1942
Hartray, John, Jr., chairman, Commission on Environment and Design, American Institute of Architects ---- 1952
Prepared statement ---- 1953
Harvey, Louis, Papago Council, Papago Tribe, Arizona ---- 1717
Harvey, Rayola, White Mountain Apache Tribe ---- 1608
Harvey, Sarah M., community health representative, Red Rock, Ariz ---- 1735
Hawkins, Bert, Oregon Cattlemen's Association ---- 1822
Heintz, John W., Assistant Director, Program Planning and Evaluation, Office of Water Research and Technology ---- 1187
Hena, James S., Navajo Community College ---- 1470
Henry, Edwin J., tribal chairman, Turtle Mountain Band ---- 1509
Prepared statement ---- 1512
Henry, Ralph, tribal chairman, Cherokee Indians, Eastern Band ---- 2191
Hill, Wayne, Industrial Committee of Wewoka, Okla ---- 1678
Hillaire, Violet, Health Committee, Lummi Tribe ---- 1595
Hite, Richard R., Deputy Assistant Secretary for Administration, Department of the Interior ---- 1243
Hoag, Robert C., president, Seneca Nation of Indians ---- 1539
Hoffman, Lyman, Yukon-Kuskokwim Health Corp., Alaska ---- 1454, 1468
Hollings, Hon. Ernest F. (D), U.S. Senator from South Carolina ---- 1958
Hollow, Dr. Walt, member, Board of Directors, Seattle Indian eHalth Board ---- 2056
Hollowell, Robert E., Jr., president, Pierson-Hollowell Co., Inc.:
Prepared statement ---- 2150
Howard, Dallas, Gros Ventre, Fort Belknap Reservation ---- 1616
Prepared statement ---- 1623
Hruska, Hon. L. (R), U.S. Senator from Nebraska:
Prepared statement of ---- 1139
Hudson, Christine, superintendent, Marty Indian School ---- 1772
Hughes, Royston C., Assistant Secretary, Program Development and Budget, Department of the Interior ---- 1243
Humelsine, Carlisle, chairman, Board of Trustees, National Trust for Historic Preservation:
Prepared statement ---- 2095

I

Page

Ivanoff, Alvin S., Yukon-Kuskokwim Health Corp.:
Alaska ---- 1454
Bethel ---- 1468

J

Jackson, Peter N., Hoopa Valley Business Council ---- 1746
Prepared statement ---- 2154
Jacobs, John H., Golden Gate National Recreation Area:
Prepared statement ---- 2158
James, Ms. Jessie, student applicant, Landless Indians ---- 2022
Prepared statement ---- 2025
Jameson, John F., Assistant Treasurer, Programing and Budget, Smithsonian Institution ---- 1375
Jensen, Walter J., Navajo Community College ---- 1470
Prepared statement ---- 1484
Jerome, Daniel, superintendent, Turtle Mountain Community School ---- 1509
Jerome, Joseph, chairman, Board of Directors, Ojibwa Indian School, Turtle Mountain Indian Reservation ---- 1684
Prepared statement ---- 1685
John, Lionel R., health director, Seneca Nation of Indians ---- 1539
John, Maurice A., council, Seneca Nation of Indians ---- 1539
Johnson, Fred, member, Budget and Finance Committee, Navajo Tribal Council, Arizona ---- 1721
Jordan, John, Administrative Officer, National Endowment for the Humanities ---- 1107
Jorgensen, Jack, Acting Assistant Director, Research, Office of Water Research and Technology ---- 1187
Jose, David, Papago Council, Papago Tribe, Arizona ---- 1717
Judith, Sister, principal, Ojibwa Indian School, North Dakota ---- 1684

K

Kapalan, Dr., David W., Harvard Law School and Public Health ---- 1539
Kash-Kash, Sam, Umatilla Indian Reservation ---- 1460
Kaufman, Col. Milton M., president, Let Live, Inc ---- 2041
Kettle, Winifred, council, Seneca Nation of Indians ---- 1539
Kills Straight, Virgil, Coalition of Indian Controlled School Boards ---- 1807
Prepared statement ---- 1809
Kipp, Woody, Blackfoot ---- 1616
Kirk, George, Member, Budget and Finance Committee, Navajo Tribal Council, Arizona ---- 1721
Kirk, Virgil, chief justice, appearing with Navajo Tribal Council, Arizona ---- 1721
Kingston, Robert, Deputy Chairman, National Endowment for the Humanities ---- 1107
Kisto, Edward, councilman, Papago Council, Papago Tribe, Arizona ---- 1717
Kitcheyan, Ivan, White Mountain Apache Tribe ---- 1608
Klepper, Montis R., Assistant Director, eastern region, U.S. Geological Survey ---- 1309
Kline, C. Edward, president, Friends of Clara Barton, Inc., speaking for James L. Thompson ---- 1950
Koop, F. William, Administrative Manager, Office of Water Research and Technology ---- 1187

L

LaClair, Leo, Small Tribes Organization of Western Washington ---- 1517
Prepared statement ---- 1528
Laffoon, Herman D., Sr., councilman, Colorado River Indian Tribe, Parker, Ariz ---- 1564
Lamb, Carroll, executive vice president, Florida Forestry Association ---- 1958
Lambert, F. David, Portland Area Indian Health Board ---- 1549
Prepared statement ---- 1551
LaPointe, Buzz, executive director, Dakota Plains Institute of Learning, Inc ---- 1772

Page

LaPointe, Elmer C., member, Rosebud Sioux Tribe:
Preparted statement 2170
LaPointe, Frank, Sicangu Oyate Ho, Inc., St. Francis, N. Dak., and Coalition of Indian Controlled School Boards 1638, 1807
Prepared statement 1639
Laselute, Edison, governor, Zuni Indian Tribe 1765
Prepared statement 1767
Latimer, Truett, president, National Conference of State Historic Preservation Officers; and executive director, Texas Historical Commission 1956
Prepared statement 1957
Levine, Dr. Henry, director, Indian Health Service 1595
Lewis, Cesario, Papago Council, Papago Tribal, Arizona 1717
Lewis, Rodney B., attorney, Gila River Indian Community 1485
Lindgren, David E., Deputy Solicitor, Office of the Solicitor, Department of the Interior 1221
Little Plume, Edward, Blackfeet Reservation 1447
Locke, Patricia, member, Board of Directors, National Indian Education Association 1814
Prepared statement 1817
Loneman, Rutherford, Arapaho Tribe 2054
Long, Charley, member, Budget and Finance Committee, Navajo Tribal Council, Arizona 1721
Lorenzo, Bertha, for Ramah Navajo High School, New Mexico 1686
Lucero, Joseph M., consultant, Papago Council, Papago Tribe, arizona 1717
Lupe, Ronnie, White Mountain Apache Tribe 1608
Lyddan, Robert H., Chief, Topographic Division, U.S. Geological Survey 1309
Lynch, Marjorie W., Deputy Administrator, American Revolution Bicentennial Administration 1141

Mc

McCloud, Zelma, Small Tribes Organization of western Washington and Nisqually Indian Tribe, Washington 1517, 1577
Prepared statement 1580
McClung, Lester, State forester, West Virginia 1944
McGarvey, Lillie, chairman, Alaska Native Health Board and National Indian Health Board representative 1657, 1877
Prepared statements 1658, 1879
McGee, Hon. Gale W. (D), U.S. Senator from Wyoming:
Prepared statement of 1369
Questions submitted by 1185, 1219, 1371
McGimsey, Dr. Charles R. III, director of Arkansas' Review Committee for Hictoric Preservation:
Prepared statement 2173
McGovern, Hon. George (D), U.S. Senator from South Dakota:
Letter from 1772
McKay, Jim, Lummi Tribe chief 1595
McKelvey, Dr. Vincent E., Director, U.S. Geological Survey 1309
Prepared statement of 1315
McLaughlin, Robert W., special adviser, Standing Rock Sioux Tribe, North Dakota 1653
McMinds, Guy, Quinalt Tribal Council, Washington 1489
McSwain, Robert G., executive director, California Rural Indian Health Board, Inc 1610
Prepared statement 1613
McWhorter, Charles, member, National Council on the Arts 1067
Prepared statement 1102

M

Mahone, Sterling, chairman, Hualapai Tribe of Arizona 2040
Malac, Barry F., chairman, Lightwood Research Coordinating Council 1868
Prepared statement 1870
Malloy, Larry, president of Fort Vancouver Plywood:
Prepared statement 2139

	Page
Mansfield, Hon. Mike (D), U.S. Senator from Montana:	
Prepared statement	2177
Manuel, Jose, Jr., councilman, Papago Council, Papago Tribe, Arizona	1717
Manuelito, Larry, executive director, Ramah Navajo School Board, Inc.	1686
Prepared statement	1689
Marcus, Ron, American Institute of Architects staff	1952
Marks, Les, Feed Industry of Oregon	1822
Martin, Phillip, chairman, Mississippi Choctaw	1582
Masten, Jr., Peter, chairman, Hoopa Valley Business Council:	
Prepared statement	1747
Matheson, Don, vice chairman, Puyallup Tribes of Indians	1570
Mathesan, Law, University of Washington	1570
Meador, Garland, Grant County Resource Committee	2067
Prepared statement	2069
Means, Warren W., North Dakota	1455
Mitchell, John, Rocky Boy, Mont., Health Board	2082
Mohawk, Roseine, Seneca Nation of Indians	1539
Moore, Ed, American Pulpwood Association	1939
Moore, Martin B., Association of Village Council Presidents	1454, 1468
Morisset, Mason D., attorney, Makah Tribe	1872
Morton. Hon. Rogers C. B., Secretary of the Interior:	
Letters from	1357
Murphree, Dr. David L., professor, Department of Aerophysics and Aerospace Engineering, Mississippi State University	2077
Prepared statement	2080
Myers, J. Walter, Jr., executive director, Forest Farmers Association	1958
Prepared statement	1950

N

Nahmabin, Victor, associate director, North American Indian Association	1597
Prepared statement	1600
Neilson, Colleen, tribal planner, Shoalwater Bay Indian Tribe	1487
Nez, Despah G., Navajo Area School Board Association	1735
Prepared statement	1741
Nick, Alex, Yukon-Kuskokwim Health Corp., Alaska and Association of Village Council Presidents	1454, 1468
Nielson, Jack, general engineer, Ute Indian Tribe	1754
Norris, Tully, supervisor, public schools, Arizona	1628
Novick, Matthew N., Chief, Office of Secreterial Operations—Fiscal, Department of the Interior	1243

O

Old Person, Earl, Blackfeet Tribal Council, Montana	1447
Prepared statement	1442
Old Person, George, Blackfeet Reservation	1447
O'Reilly, Father Michael, Marty Indian School, superior	1772
Ortiz, Lorenzo, Papago Council, Papago Tribe, Arizona	1717
Osann, Edward R., Save the Dunes Council	1980
Ostensoe, Donald, executive vice president, Oregon Cattlemen's Association	1822

P

Painter, Bill, director, American Rivers Conservation Council:	
Prepared statement	2103
Palmer, Tom, assistant chief, Seminole Nation of Oklahoma	1678
Parker, Willie J., special agent in charge, District No. 10, U.S. Fish and Wildlife Service:	
Letter from	1935
Patawa, Elwood H., Umatilla Indian Reservation	1460
Patch, Harry, Sr., councilman, Colorado River Indian Tribes, Parker, Ariz.	1564
Pepion, Eileen, Blackfeet Reservation	1447

Page

Peters, Calvin T., chairman, Squaxin Island Tribe 1517
Business manager 1693
Prepared statement 1695
Peters, Walter T., first vice chairman, Council of the Thirteen Original States:
Letter from 1153
Peterson, Gary W., chairman, Small Tribes Organization of Western Washington 1517
Prepared statement 1526
Phoenix, Albert, Pyramid Lake Paiute Tribe 1749
Platero, Dillon, director, Navajo Division of Education 1628
Prepared statement 1630, 1742
Pollard, Joseph M., legislative consultant, Watershed Fire Council of Southern California 1825
Prepared statement 1826
Pomeroy, Kenneth B., National Association of State Foresters, Maryland 1891, 1944
Poole, Daniel A., president, Wildlife Management Institute 2042
Prepared statement 2043
Porter, Jim, National Indian Health Board 1877
Powers, Muriel H., executive director, Sisseton-Wahpeton Sioux Tribe, South Dakota 1777
Prepared statement 1779
Prange, Gerald F., National Forest Products Association 1838
Price, Dean, director of planning and architect 1989

Q

Quigley, James M., Champion International, District of Columbia 1891

R

Radlinski, William A., Associate Director, U.S. Geological Survey 1309
Rainer, John, American Indian Scholarships, Inc., New Mexico 1759
Prepared statement 1761
Ralph, Gretchen P., Syracuse Symphony Orchestra 1836
Reagor, Simone, Director, Division of Research Grants, National Endowment for the Humanities 1107
Real Bird, Edison, official delegate, Crow Tribal Council 1707
Redman, Alfred, Coalition of Indian Controlled School Boards 1807
Reed, Theodore H., Director, National Zoological Park 1375
Reevis, Mary, Blackfoot 1616
Rettie, Dwight, executive director, National Recreation and Parks Association 2062
Prepared statement 2063
Reyes, Ms. Luana L., executive director, Seattle Indian Health Board 2056
Prepared statement 2057
Richards, William N., Executive Assistant, Museum Programs, Smithsonian Institution 1375
Rigler, Lloyd E., Associated Councils of the Arts 1856
Prepared statement 1857
Riley, Mildred, White Mountain Apache Tribe 1608
Ripley, S. Dillon, Secretary, Smithsonian Institution 1375
Prepared statement 1376
Roessel, Faith, Navajo Reservation 1557
Roessel, Robert A., Jr., superintendent, Chinle Public School District No. 24, Arizona 1557
Prepared statement 1557
Rosenblatt, Roger, Director, Division of Education Programs, National Endowment for the Humanities 1107
Rounds, Dan, Yukon-Kuskokwims Health Corp., Bethel 1454, 1468
Ruark, H. E., director, Georgia Forest Research Council 1958
Prepared statement 1964

51-957 O - 75 - pt. 4 - 75

S

	Page
Sage, Allison, Sr., Coalition of Indian Controlled School Boards	1807
Sarnat, Marlene, National Park Service:	
Prepared statement	2156
Sarracino, Emmett, American Indian Free Clinic, Compton, Calif	1650
Prepared statement	2128
Saunders, John D., Jr., operations officer, Ute Indian Tribe	1754
Schaeffer, Robert, chairman, Human Resources Committee, Alaska Federation of Natives, Inc	1408
Schurman, Joseph, General Counsel, National Endowment for the Humanities	1107
Scott, Marlin, chairman, Budget and Finance Committee, Navajo Tribal Council, Arizona	1721
Secakuku, Alph, Superintendent, BIA	1562
Sekqauptewa, Abbott, chairman, Hopi Tribal Council Arizona	1562
Shefler, Jim, program planner, Lower Elwha Law Enforcement and Tribal Court	1748
Sheldon, Richard P., Chief Geologist, U.S. Geological Survey	1309
Shields, Harmon W., Users Committee of the Florida Water Resources Center:	
Prepared statement	2146
Simmons, Robert Hilton, freelance writer, Washington, D.C.	1839
Prepared statement	1842
Skeet, Wilson, C., vice chairman, Navajo Tribal Council, Arizona	1721
Skora, Eugene, General Counsel, American Revolution Bicentennial Administration	1141
Smith, Raymond, for Budget and Finance Committee, Navajo Tribal Council	1732
Smith, Dr. Spencer, Jr., secretary, Citizens Committee on Natural Resources	1863
Prepared statement	1865
Smith, William L., chairman, Skokomish Tribe and executive director, Northwest Indian Fisheries Commission	1517, 1697
Solomon, Donald Jay, Chitimacha Tribe, Louisiana	1712
Staats, Elmer B., Comptroller General of the United States:	
Letter from	1359
Stafford, Hon. Robert T. (R), U.S. Senator from Vermont:	
Questions submitted by	382
Stands Over Bull, Patrick, chairman, Crow Tribal Council, Montana	1707
Prepared statement	1710
Starr, Hickory, Oklahoma City Urban Indian Health Project	1650
Prepared statement	1652
Stassi, Jack J., Budget Officer, U.S. Geological Survey	1309
Steele, Ana, Director, Budget and Research, National Endowment for the Humanities	1067
Stout, Archie, Industrial Committee of Wewoka, Okla	1678
Straight, Michael, Deputy Chairman, National Endowment for the Arts	1067
Strickland, W. J., executive, Coalition of Eastern Native Americans	1819
Prepared statement	2097
Striegel, Louis E., Special Assistant to the Solicitor, Officer of the Solicitor, Department of the Interior	1221
Sutheland, Ms. Lydia, director, Rocky Boy, Mont., Health Board	2082

T

Tally, Catherine Cagey, Lummi Tribe	1595
Tanyan, Edwin, chief, Seminole Nation of Oklahoma	1678
Prepared statement	1682
Tashdinian, Armen, Director, Office of Planning, National Endowment for the Humanities	1107
Tenorio, Stanley, chairman, Santa Fe Indian Health Board	2076
Thompson, Gary W., tribal health planner, Gila River Indian Community	1485
Thurston, James, Director, Office of Aircraft Services, Department of the Interior	1243
Tidwell, Moody R., Associate Solicitor, Division of General Law, Office, of the Solicitor, Department of the Interior	1229

Tome, Harry, Navajo Tribal Council, Red Rock, Ariz. 1735
Prepared statement 1738
Tonasket, Mel, Colville Confederated Tribes 1882
Prepared statement 1887
Toohey, William D., president, Discover America Travel Organizations, Inc.:
Letter from 1154
Towell, William E., American Forestry Association 1891
Prepared statement 1893
Townsend, Chandler H., Program Planning and Evaluation, Office of Water Research and Technology 1187
Tso, Seymour, member, Budget and Finance Committee, Navajo Tribal Council, Arizona 1721
Tsosie, Elwood, president, Red Rock Community Chapter 1735
Turner, Harold, former board chairman, Meramec Basin Association 1977

W

Walbrock, Elaine, chairman, Masters of Public Health for Native Americans 1582
Prepared statement 1587
Walker, William R., chairman, Universities Council on Water Resources 1997
Prepared statement 1999
Wallinger, Scott, division manager, Westvaco Corp 1958
Prepared statement 1968
Warner, John W., Administrator, American Revolution Bicentennial Administration 1141
Communication from 1148
Prepared statements of 1142, 1155
Wauneka, Dr. Annie B., Navajo Tribal Council, Navajo Nation, Arizona 1642
Prepared statement 1643
Wayburn, Edgar, Golden Gate National Recreation Area:
Prepared statement 2147
Wayland, Russell G., Chief, Conservation Division, U.S. Geological Survey 1309
Welbourne, Thurman, Cheyenne and Arapaho Tribes 2054
Weston, Edward, western regional director, Actor's Equity Association 1846
Prepared statement 1848
Wheeler, T. Ames, Treasurer, Smithsonian Institution 1375
White, Ms. Ada, chairperson, Billings Area Indian Health Board, Montana 1546
Prepared statement 1548
White, Charles J., tribal council, Standing Rock Sioux Tribe, North Dakota 1653
White Eagle, Melvin, Standing Rock Sioux Tribe, North Dakota, and chairman, United Tribes of North Dakota Development Corp. 1455, 1653
Prepared statement 1654
White, Raymond, council member, Fort Peck Tribal Executive Board 1458
Whitecrow, Mayo S., business manager, Seneca-Cayuga Tribe of Oklahoma 1602
Prepared statement 1605
Whitfield, Vantile, Director, Expansion Arts, National Endowment for the Humanities 1067
Wilbur, Marvin, director, Health Service Clinic, Lummi Tribe 1595
Wilber, Sylvia, Menominee Restoration Committee, Wisconsin 1703
Prepared statement 1705
Wiles, Francis M., Director of Budget, Office of the Secretary, Department of the Interior 1221, 1243, 1309
Williamson, Marie, Blackfeet Reservation 1447
Wood, Charles B., Executive Director, National Endowment for the Humanities:
Prepared statement 2104

Y

Yazzie, Ethelou, Rough Rock Demonstration School, Arizona 1633
Prepared statement 1635

SUBJECT INDEX

A

	Page
Actor's Equity Association	1846
Adam's Family Chronicle	1122
Aircraft Services, Office of	1274
Aircraft:	
Charter base	1277
Excessed	1278
Losses	1276
Replacement	1274
Safety	1282
Surplus, condition of	1281
Contract versus procurement savings	1278
Cost versus convenience	1283
Fleet:	
Evaluation (Alaska fleet)	1284
Reduction	1280
Helicopter use	1275
Operating costs (Alaska)	1279
Operational policy	1282
Request changes for fleet configuration	1275
Revised justification	1275
Additional justification	1277
Alaska Native Claims Settlement Act (*see also* pt. 3)	1035
Alaska pipeline. (*See* Trans-Alaska pipeline under Geological Survey.)	
Alaskan Federation of Natives	1663
Alaskan Resources Library	1267
Transfer of funds from Bureau of Land Management	1268
American Federation of Musicians	1854
American Film Institute	1084
American Indian Free Clinic, Compton, Calif	1650
American Indian Higher Education Consortium	1783
American Indian Scholarships, Inc. (New Mexico)	1759
American Issues Forum	1111
American Revolution Bicentennial Administration (*see also* Bicentennial under National Park Service, pt. 3)	1141
Administration activities	1171
Bicentennial:	
Communities	1171
Funding	1147
Period of duration	1184
Task force	1167
Budget:	
Regional offices	1160
Request	1141
Travel	1184
Commemorative activities program	1181
Commemorative memorabilia	1147
Commercialization	1148
Consultants	1167
Coordination	1180

American Revolution Bicentennial Administration—Continued	Page
Counter movement	1172
Eastern seaboard, visitors to	1173
Federal departments and agencies	1147
Folk festivals:	
Community assistance	1174
Smithsonian folk life festival, funding	1173
Foreign governments	1147
Franklin-Jefferson exhibit	1174
Grants:	
Community programs	1174
State	1150
Transition	1184
Mandates	1146
Master calendar	1147
National Park Service, role of	1167
Personnel:	
Other Federal positions	1161
Staffing pattern	1162
Press criticism	1151
New York Times, March 23, 1975	1151
Private sector	1146, 1149, 1150
Private support	1175
Direct gifts and donations	1180
Public information resources	1181
Rents, communications, and utilities	1181
Smithsonian folk life festival, funding	1173
State bicentennial commissions	1146
Television programs	1180
Travel	1151, 1184
Coordination	1159
Volunteers	1168
Waiver of certain provisions of law for ARBA to perform functions authorized, Executive Order 11840	1169
American Symphony Orchestra League	1836
American Walnut Association	1830
Associated Councils of the Arts	1856
Association of Village Council Presidents	1454
Attitude toward the arts	1088

B

Baltimore Opera	1860
Boorstein, David J. "The Americans: The Democratic Experience"	1437

C

California Rural Indian Health Board, Inc	1610
Center for Understanding Media	1122
Chesapeake Bay Center for Environmental Studies	1402
Chinese archeological exhibit	1125
Citizens Committee on Natural Resources	1863
Coalition of Eastern Native Americans	1819
Coalition of Indian Controlled School Boards	1807
Colville Confederated Tribes	1882
Conservation and Research Center, Front Royal, Va	1409
Cooper-Hewitt Museum of Decorative Arts and Design	1415
Base for	1416
Carnegie Renovation Fund:	
Fiscal year 1971 to fiscal year 1976	1418
Federal funds	1419
Future obligations	1420
Library	1420
Positions	1419

D

Page
Dwight D. Eisenhower Institute for Historical Research 1392

E

Earth Resources Observation Systems. (*See* Earth Resources Observation Systems under Geological Survey.)
Earth resources technology satellite. (*See* Landsat.)
Emergency Preparedness, Office of 1271
"Encyclopedia of Indians of the Americas" 1425
Energy and Minerals, Office of Assistant Secretary, Department of Interior:
Pay grades and positions 1266
Energy Research and Development Administration:
Federal Energy Administration transfers 1256
Equal Opportunity, Office of 1260

F

Federal Energy Administration:
Transfered 1256
Feed industry of Oregon 1822
Fine Hardwoods-American Walnut Association 1830

G

General Accounting Office:
Geological Survey, conflict of interest 1324
Outer Continental Shelf, report on accelerated leasing 1355
General Services Administration:
Space charges:
Endowment for the Humanities 1138
Libraries 1268–1270
Geological Survey 1309
Alaska:
Mineral appraisal, congressional add-on 1328
Resources appraisal:
D–2 Lands 1330, 1333
Funds 1331
Topographic mapping 1322
Alaska pipeline. (*See* Trans-Alaska pipeline.)
Budget:
Activities, consolidation 1326
Request 1309, 1321
Canadian-United States resource program study 1366
Coal resource assessment 1338, 1339
Conflict of interest, General Accounting Office report 1324
Disclosure statements 1326
Response to report 1324
Stock ownership, criteria 1325
Earth Resources Observation Systems 1364–1365
Earth Resources Observation Systems data center in Sioux Falls, S. Dak 1795
Earthquakes:
BBC comments on apathy toward 1337
Prediction 1334
Capability, expanding 1337
Funds to expand 1338
Hollister area prediction capability 1336
Energy reserves 1340
Environmental investigations 1344
Impact statements 1363
Geologic and mineral resource surveys increases 1328

Geological Survey—Continued Page
Geothermal reserves 1342
Land use mapping 1364
Mapping increases 1328
Mineral resource surveys increase 1328, 1330
Geographic distribution 1334
"National Atlas of the United States of America" sales 1367
Oil and gas resource appraisal reduction 1342
Oil, exploration, Federal 1343
Orthophotoquad program, status 1323
Outer Continental Shelf:
Advisory committee report 1366
Environmental onshore work 1363
Leasing 1349–1361
Onshore leasing 1361
Resource estimates 1342
Trans-Alaska pipeline 1327
Water resources investigation:
Contractual increase energy related 1345
Contractual level in base program 1345
Federal-State program 1347
State research, control over 1348
Wilderness mineral appraisal 1328

H

Hearings and Appeals, Office of 1267
Hirshhorn Museum and Sculpture Garden 1414
Acquisitions 1415
Absence of 1975 request for 1411
Object of class comparison 1414
Art objects 1411, 1415

I

Interior, Department of the: Secretary of the Interior, Office of. (*See* Secretary of the Interior, Office of.)

K

Klallam Indians (Washington State) 1748

L

Land Management, Bureau of (*see also* pt. 3) 1009
Alaska Native Claims Settlement Act 1035
Alaska Native lands surveys 1058
Alaskan Conservation Society protest 1042
Arctic gas project 1033
Arctic proposal, BLM position 1034
Coal:
Leasing 1024, 1025
Activities 1026
Production goals 1024
Colorado River salinity study 1042
Construction 1018
Increased costs 1054
Fairbanks district complex 1051
Postponed projects 1053
Programs 1050
Recreation 1052
Survey and design 1052
Transition 1053
Contract surveys 1037

Land Management, Bureau of—Continued
Page
Energy:
Capability to implement programs 1020
Program emphasis 1019
Related program increases 1013
Energy minerals rehabilitation inventory analysis 1029
Energy related land use authorizations 1033
Federal exploration, costs estimates 1023
Field surveys 1023
Game ranges:
Funding and manpower requirements 1046
Responsibilities 1044
Geothermal activities:
Leasing program 1026
Production 1027
Revenues 1027
Steam filing fees 1019
Interim conveyances 1036
Land records management 1035
Land use:
Authorizations, energy related 1033
Leasing policies, gas and oil 1019
Maintenance 1018
Increased costs 1054
Manpower requests 1032
Material sales 1032
Medford, Oreg., district office 1063
Minerals management program 1031
Mississippi-Alabama-Florida (leases/sales) 1023
National resource lands and Outer Continental Shelf 1013
Oil and gas:
Identification 1029
Leasing:
Position request 1028
Policies 1019
Receipts 1029
Oil shale leases, status 1030
Oregon and California Grant Land Fund 1056
Outer Continental Shelf (*See also* Outer Continental Shelf):
Bidding 1022
Leasing:
GAO report 1022
Objectives 1021
Production outlook 1021
Revenue estimates, reliability 1018
Program increases:
Energy related 1013
Other 1014
Project Independence report 1022, 1025
Range:
Improvements 1057
Management 1038, 1060, 1064
Programs, necessary amounts to continue 1044
Rescissions:
Contract authority 1055
Future 1055
Recreation 1042
Fee account 1058
Management 1061
Recreation fee account 1058
Reforestation 1056
Revenues, anticipated 1018

	Page
Land Management, Bureau of—Continued	
Road construction travel	1056
Direct funding	1056
Surface rehabilitation and protection	1030
Timber management:	
Decrease in	1014, 1062
Denied sales, location of	1040
Effect on revenues and programs	1041
Reductions	1039
Sales capability	1040
Travel:	
Costs	1047
Road construction travel	1056
Direct funding	1056
Vehicles leased from GSA	1047
Wildlife:	
Management	1060
Management program	1042, 1044
Landsat	1795
Lightwood Research Coordinating Council	1868
Lower Elwha Band of Klallam Indians	1748

M

Makah Tribal Council	1872
Marty Indian School, South Dakota	1772
Masters of public health degree program for native Americans	1582
Menominee Restoration Committee, Wisconsin	1703
Metropolitan Opera	1085
Minerals Policy Development, Office of	1270
Travel requirement	1271
National Air and Space Museum	1406
National Anthropological Film Center	1393
"National Atlas of the United States of America" sales	1367
National Endowment for the Arts	1067
Achievements	1074
Administrative expense	1096
American Film Institute	1084
Assistance, application for	1079
Attitude toward the arts	1088
Budget:	
Annual increases	1080
Development	1075
Increase	1975
Priorities	1079
Request	1067
Summary	1073
Transition period	1075, 1102
Unobligated balance	1101
Contract costs	1101
Contributions from State legislature	1076
Cross funding	1086
Cultural spending, total	1104
Economic factors	1973
Equity assets, 1975–76	1101
Federal moneys as a catalyst	1081
Grant concentrations	1089
Letter writing campaign	1088
Metropolitan Opera	1085
Museum support	1101
Private support for the arts	1079
Program:	
Funding distribution	1089
Goals	1074

	Page
National Endowment for the Arts—Continued	
Public television	1085
Special projects	1087
State and community programs	1074
State distribution	1083
Support:	
District of Columbia	1087
New York State	1081
Travel:	
Breakdown	1098
Committee limitation, fiscal year 1975	1097
Importance of travel	1096
Increases	1096
National Endowment for the Humanities:	
Adams Family Chronicle	1122
Administrative expenses	1138
American Issues Forum	1111
Assistance, applications for	1121
Bicentennial	1111
Budget:	
Carryovers in fiscal year 1975	1137
Request	1107
Share of	1109
Transition request	1137
Unobligated balances, fiscal year 1974	1137
Center for Understanding Media	1122
Chinese archeological exhibit	1125
Civilizations series	1123
Contract costs	1139
Cultural institutions program	1127
Dissemination and production	1116
Fellowship funding	1130
Gifts and matching support	1113
Grantees, list	1136
Highlights—1974–75	1109
Humanities institutes	1127
Humanities, support	1113
Libraries, NEH support	1130
Private	1131
Types of support	1131
Media activity	1115
Center for Understanding Media	1122
Radio-TV, independent	1115
Museums:	
Matching funds for grants	1127
Programs	1125
Support	1126
Printing	1139
Priorities	1110
Program evaluation	1132
Research:	
Humanistic	1110
Major centers	1111
Science, technology, and human values program	1112
Shakespeare grant	1128
Space rental	1138
State breakdown	1118
Study and research, independent	1129
Support level	1113
Teachers, fund for teaching	1129
Television support:	
Federal for public TV	1124
Humanities programing	1123

	Page
National Endowment for the Humanities—Continued	
Travel, rent, utilities	1133
1975 travel reduction	1136
Shared staff travel	1138
"War and Peace," support for	1115
Work of endowment	1108
National Forest Products Association	1838
National Foundation on the Arts and Humanities	1067
National Indian Education Association	1814, 1817
National Indian Health Board	1877
National Museum of History and Technology	1410
Library addition	1434
National Museum of Natural History	1398
National Zoological Park	1407
Animal collection, revised	1407
Conservation and Research Center, Front Royal, Va	1409
Zoo construction projects	1408
Natural Resources Library	1267
Bureau of Land management transfers	1268
Alaskan Resources Library	1267
GSA space charge	1268–1270
Publications, cost increases	1268
Travel	1269
Navajo Area School Board Association	1735
Navajo Community College	1470
North American Indian Association of Detroit	1597
Northwest Indian Fisheries Commission	1697

O

Ocean Mining Administration	1254
Oklahoma City area Indian Health Service	1769
Opera America, Inc	1860
Oregon Cattlemen's Association	1822, 1824
Osage Tribal Council	1875
Outer Continental Shelf (*see also* under Land Management, Bureau of):	
Outer Continental Shelf Program Coordination, Office of	1255
Leasing studies	1259
New office, need for	1257
Failure to reprogram	1255
Organization	1258
Problems	1257
Programs	1255
Project Independence report	100, 1025
Public television	1085
Pyramid Lake Paiute Tribe	1749

R

Radiation Biology Laboratory. (*See* Smithsonian Radiation Biology Laboratory.)	
Ramah Navajo High School, New Mexico	1686
Red Rock, Ariz., community and school	1735
Research and Development, Office of	1270
Rough Rock Demonstration School, Arizona	1633

S

St. Francis Indian School	1638
Santa Fe Indian Health Board	2076
Science, technology, and human values program	1112
Secretary of the Interior, Office of	1243
Budget:	
Request	1243

Secretary of the Interior, Office of—Continued
Page
Charts:
Departmental operation 1250
Organization, Department of the Interior 1251
Salaries and Expenses 1251
Communications 1262
Energy Research and Development Administration and Federal Energy Administration transfers 1256
Environmental impact statements 1261
Contingency funds 1263
Additional justification 1265
New positions 1263
Federal Energy Administration, transferred 1256
Foreign currency research 1272
General Services 1267
Indian Affairs 1266
New offices, creation 1254
Operations:
Development 1253
Maintaining current 1252
Organization chart of the U.S. Department of the Interior, March 1975 1249
Program development and budget 1261
Reprograming, requests for 1259
Salaries and expenses 1252
Chart 1251
Secretary's Office, growth 1260
Comparison—1961–76 1261
Salaries and expenses 1261
Chart 1251
Transfers of funds in future 1259
Reprograming request obligatory 1259
Travel:
Administrative 1266
Departmental operation 1273
General Services 1267
Increases 1262
Shoalwater Bay Indian Tribe, Washington 1487
Sisseton-Wahpeton Sioux Tribe, South Dakota 1777
Small Tribes Organization of Western Washington 1517
Smithsonian Astrophysical Observatory 1399
Smithsonian Institution 1375
Accession policy 1406
"The Americans: The Democratic Experience," by Daniel J. Boorstein 1437
Assistant Secretary for Museum programs:
Positions 1423
Bicentennial:
Folk Festival 1423
Cost comparisons 1423
Positions 1410
New positions 1387
Bicentennial of American Revolution 1424
Boorstein, Daniel:
Use of Smithsonian facilities, criticism 1436
Budget:
New positions 1387
Request 1375, 1378
Transition period 1426
Construction increases 1384
Cooper-Hewitt Museum—(*See* Cooper-Hewitt Museum.)
Criticism:
Boorstein 1436, 1439
Simmons, R. H., free lance writer 1839
Declined proposals, projects, programs in recent years (by Smithsonian) 1404

Smithsonian Institution—Continued	Page
Employment growth	1388
Reasons	1388
Uncontrollable	1389
"Encyclopedia of Indians of the Americas"	1425
Environmental education	1402
Federal support	1393
Foreign currency program	1426
Balance of program	1428
Philae (island temples) status of	1427
Research	1428–1429
Hirshhorn Museum and Sculpture Garden. (*See* Hirshhorn Museum.)	
Libraries	1423
Mount Hopkins Observatory Road, Tucson, Ariz	1433
Multimirror telescope	1400
Museum programs, Assistant Secretary for:	
Positions	1423
Museums acquisitions	1413
Notable events, fiscal year 1975	1383
Performing Arts, Division of	1422
Personnel:	
Adjustments	1392
Assistant Secretary for Museum programs	1423
Bicentennial positions	1410
New positions, fiscal year 1976	1387
Protection, Office of	1425
Post doctoral program	1400
Protection, Office of:	
Positions	1425
Protection and maintenance, increase for	1394
Positions, services	1395
Protection increases	1398
Protection, Office of	1425
Reorganizations	1390
Reprograming necessary for transfer of funds:	
Notification of committee	1421
Salaries and expenses	1385, 1391
Travel:	
Foreign	1433
Secretary's	1435
Total Smithsonian travel	1436
Visiting scientist and post doctoral programs	1400
Visitor attendance	1434
Smithsonian Radiation Biology Laboratory	1401
Smithsonian Tropical Research Institute	1401
Society of American Foresters, Upper Mississippi Valley Section	1833
Solicitor, Office of the, Department of the Interior	1221
Administrative office	1240
Added positions	1240
Equipment	1240
Budget:	
Changes in 1975 obligation	1240
Increases, fiscal year 1976	1225
Request	1221
Transition period	1241
Caseload	1227
Cases, settlement	1235
Checks, processing	1234
Internal memo	1234
Energy research, transfer	1228
Indian advocates	1232
Injury and death, penalties	1235
Legal services, centralized	1233
Mine health and safety	1234

Solicitor, Office of the, Department of the Interior—Continued
Personnel: Page
Ceilings 1230
Lapsed positions, estimated value 1232
New positions 1225
Type and location 1227
Part time 1241
Settlement procedure 1236
"The Americans: The Democratic Experience," by Daniel J. Boorstein 1437
Trans-Alaska pipeline. (*See* under Geological Survey.)
Turtle Mountain Community School 1509

U

Umatilla Indian Reservation 1460
United States v. *Maine* 1226
United Tribes Employment Training Center 1455
Ute Indian Tribe 1754

W

"War and Peace," support for 1115
Water Research and Technology, Office of 1187
Activities 1189, 1201
Administration 1195, 1204
Brackish water research 1215
Accomplishments 1217
Budget:
Carryover funds 1213
Cuts 1210
Development of fiscal year 1976 estimates 1208
Estimates, fiscal year 1976 1209
Request 1187
Summary 1200
Supplies and equipment 1219
Transition period funding 1219
Budget request 1187
Coal gasification and liquefaction 1215
Critical water problems, identifying 1203
Distribution of appropriated OWRT research and technology development funds by USDI and OWRT water-related program priority subjects 1196
Energy:
Federal programs, coordination 1214
Related research, deleted 1214
Water related problems 1192, 1213
Federal funds/State contributions 1203
Fountain Valley test module 1210
Indian assistance 1216
Israeli desalting plant 1213
Legislation 1189, 1201, 1205
Matching grant funds, source of 1202, 1212
Title I, funding 1211
Regional emphasis 1211
Non-Federal contributions—OWRT Public Law 88–379 program—fiscal year 1974 1199, 1202
Objectives, fiscal year 1976 1200
Oil shale problem 1214
Orange County plant 1218
Personnel:
Added positions 1204, 1206
Analysis 1206
New positions 1206
Reductions 1205
Supergrades 1206

Page

Water Research and Technology, Office of—Continued
Programs requiring authorization for fiscal year 1976 ... 1211
Regional distribution of Public Law 88-379 research funds—fiscal year 1974 and fiscal year 1975, estimated ... 1197
Roswell test facility ... 1217
Saline water:
Conversion plants ... 1210
Conversion research ... 1193, 1216
Facilities, status ... 1216
Process development ... 1193, 1216
Programs, priority ... 1207
Research, future ... 1208
Technology development ... 1192, 1216
Testing ... 1193, 1216
Sea water conversion ... 1217
State distribution of obligated Public Law 88-379 research funds—fiscal year 1975, estimated ... 1198
Technology and research transfer ... 1218
Water resources research:
Title II (water resources research) funding request ... 1212
Water resources planning and management, improving ... 1192
Water use efficiency, improving ... 1192
Water resources research and technology development ... 1191, 1203, 1215
Facilities operations, summary ... 1194
Indian self-determination, encouraging ... 1192
Saline water conversion research, process development and testing ... 1193, 1216
Technology assessment and research transfer ... 1192
Water resources research institutes ... 1190, 1201
Grants, title I funding ... 1211
Regional emphasis ... 1211
New ... 1212
Organization ... 1190
Program development ... 1191
Water Resources Scientific Information Center ... 1195, 1204
Wrightsville Beach Test Facility ... 1217
Watershed Fire Council of Southern California ... 1825

Y–Z

Yankton Sioux Tribe, South Dakota ... 1772
Zuni Indian Tribe ... 1765

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