

The U.S. Department of the Interior
Documentary Supplement
1993-2001

Box #2



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The Documentary Supplement to the Narrative History of the Department of the Interior during the Clinton Administration (1993-2001) is contained in Boxes #2 and #3 of the three (3) boxes submitted.

Box #1 contains two (2) copies of the Narrative History itself, and two copies (2) of a complete list of documents contained in the Documentary Supplement. The location of each document in the Documentary Supplement is indicated in the master list.

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- 39. June 9, 1999 Spatial data and geographic information systems technology
- 40. September 22, 1999 American Indian Trust Fund Management Reform Act of 1994
- 41. October 19, 1999 The Utah National Parks and Public Lands Wilderness Act
- 42. October 19, 1999 The Shivwits Plateau National Conservation Area Establishment Act
- 43. October 26, 1999 Final regulations expanding Federal management of subsistence fisheries in Alaska
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January 25, 1993	Initiation testimony before Senate Indian Affairs Committee
February 26, 1993	Initiation testimony before House Committee on Natural Resources
February 23, 1993	General appropriations hearing
March 11, 1993	Mining law hearing
April 1, 1993	Management of nation's biological resources
May 11, 1993	National Service Trust Act of 1993
May 18, 1993	Land and Water Conservation Fund Emergency Funding Act of 1993
May 19, 1993	National Service Trust Act of 1993
June 8, 1993	General appropriations
July 15, 1993	National Biological Survey
November 10, 1993	North American Free Trade Agreement
February 24, 1994	General Appropriations
April 20, 1994	Rangeland reform
June 15, 1994	Endangered Species Act
January 16, 1995	Wolf reintroduction program
February 16, 1995	FY 1996 Budget request
March 7, 1995	Moratorium on listing and consultation under the Endangered Species Act
March 8, 1995	BIA re-organization
February 6, 1996	Federal land ownership by public land management agencies
February 26, 1996	Impact of budget cuts and government shutdowns on the enforcement of Environmental laws and policies

March 6, 1996	National Wildlife Refuge System Improvement Act and the New National Wildlife Refuge Authorization Act
April 24, 1996	Oversight hearing on 1997 budget request
February 25, 1997	FY 1998 budget request
April 29, 1997	Grand Staircase-Escalante National Monument
May 1, 1997	Grand Staircase-Escalante National Monument
July 30, 1997	National Wildlife Refuge System Improvement Act of 1997
September 30, 1997	Fire management
October 30, 1997	Hudson casino
January 29, 1998	Hudson casino
March 5, 1998	FY 1999 budget request
March 31, 1998	Covenant Implementation Act
April 28, 1998	Mining Law Reform Act of 1997, Abandoned Hardrock Mines Reclamation Act of 1997 and Hardrock Mining Royalty Act of 1997
May 19, 1998	Utah Schools and Lands Exchange Act of 1998
March 2, 1999	FY 2000 budget
March 3, 1999	Reorganization of the Office of Special Trustee
March 23, 1999	Withdrawals of Federal land from location and entry under general land laws, including mining laws
May 20, 1999	CALFED Bay-Delta and CVPIA programs
June 9, 1999	Spatial data and geographic information systems technology
September 22, 1999	American Indian Trust Fund Management Reform Act of 1994
October 19, 1999	The Utah National Parks and Public Lands Wilderness Act
October 19, 1999	The Shivwits Plateau National Conservation Area Establishment Act

October 26, 1999	Final regulations expanding Federal management of subsistence fisheries in Alaska
March 1, 2000	FY 2001 Budget
March 16, 2000	Las Cienegas National Conservation Area Establishment Act and Santa Rosa and San Jacinto Mountains National Monument Act

**OPENING STATEMENT
OF
GOVERNOR BRUCE BABBITT
SECRETARY-DESIGNATE
DEPARTMENT OF THE INTERIOR
BEFORE THE
COMMITTEE ON ENERGY & NATURAL RESOURCES
UNITED STATES SENATE
JANUARY 19, 1993**

I am very pleased to be here today, to begin what I hope will be a cooperative and productive working relationship with this Committee.

I am also very grateful to President-elect Bill Clinton for appointing me to serve as Secretary of the Interior in his administration. I know, from our work together as Governors, that Bill Clinton will be a good, forceful and hardworking President. I am honored to be selected as part of his Cabinet.

I grew up in Flagstaff, Arizona, a small town in the West. In those days, Flagstaff was the center of a small regional economy dependent on the management of natural resources -- mining, forestry, reclamation, grazing -- and on decisions made about those resources at the Department of the Interior. Our horizons, then as now, were dominated by Grand Canyon National Park and the Navajo Indian Reservation. Our opportunities and our problems, then as now, were inextricably intertwined with the management of the Federal and Indian lands of the West.

I learned early on that the development of the West was guided, for good or ill, by the policies set by Congress and the Federal Government and administered by the Department of the Interior. The role of the Department as land manager, natural resources steward, wildlife conservator, parks curator and trustee are not abstract notions where I come from -- each decision made in these capacities echoes through the economy, politics and the quality of life in the West.

My vision for the Interior Department, if I am confirmed by the Senate, would be to improve the management of the nation's natural resources and to balance needed development with stewardship and conservation, so that the Department can help meet the emerging needs of the United States in the twenty-first century. I look forward to working with the dedicated civil service employees at the Department in carrying this vision forward.

The Interior Department is not just the "Department of the West," a fact I

have understood more and more clearly during my career. The Department's minerals management responsibilities extend from the outer continental shelf of Alaska to George's Bank; its Office of Surface Mining has nationwide regulatory responsibilities; the Fish and Wildlife Service is the closest thing we have to a national wildlife conservation agency; and the National Park Service plays an increasingly important role in offering recreational opportunities to city dwellers in the East as well as to citizens across the rest of America. The Department's trust responsibility for American Indian communities is also national in scope. In addition to its remaining responsibilities regarding U.S. and U.S.-associated Pacific and Caribbean insular areas, the Department's conservation role has an increasing international dimension, as questions of water, forest and biodiversity conservation grow in global importance.

If confirmed, I will encourage the Department to pursue these widely varying responsibilities in a unified manner and to expand the areas in which the Department's bureaus work together to achieve common objectives, and to minimize, where possible, the conflicts that occur as a result of differing missions and responsibilities.

Even in the West, the Interior Department's role is changing as the West itself changes. When I became Governor of Arizona in 1978, I discovered a "new West" in which the changing economy of my state and region continually raised new issues and questions concerning the use and conservation of our most important natural resources.

As I learned during my tenure as Governor, the need to conserve a sustainable natural resource base for the regional economy and questions of the allocation of scarce resources, rather than the disposal of plentiful ones, are issues that now shape the destiny of the West. At the same time, the western environment itself, which once seemed limitless, now appears to be a vast and complex but fragile web. The interconnection between resource uses will force us to develop innovative solutions and serve as careful conservators if we are to maintain traditional land uses while meeting the western public's growing needs for recreation and for the protection of the region's wild values.

Another important part of my job, in my view, will be to work to reconcile the real needs of Western communities and industry for stable access to the resources of the public lands with the need to protect the environmental and renewable value of the lands for future generations. Charting this balance on a national scale will not be easy, or without pitfalls, but it is perhaps the most important challenge that we will face together in the coming years.

I am aware that this Committee is already grappling with many of these important resource issues. The Committee played an influential role in

developing one of the most significant pieces of natural resource legislation in the last Congress -- the Omnibus Reclamation Act. I believe this legislation will accelerate ongoing reform and the redirection of the Bureau of Reclamation's role in western water policy. One of my most important assignments, if confirmed, will be to implement this complex legislation in an efficient and sensitive manner.

As I mentioned earlier, I believe the Department's trust responsibility for American Indian communities is one of its most important functions. As a private attorney in Arizona, I have represented several Indian tribes in my home state. Based on those experiences and my tenure as Attorney General and as Governor, I believe I understand many of the legitimate concerns that tribes and Indian communities have for sustainable economic development and their concerns about the halting and imperfect bureaucracy through which our Federal trust responsibilities are administered.

I have been told, as I know others have been told, to forget about the Bureau of Indian Affairs (BIA), because "it can't be cured." I do not accept that advice. I will deal openly, fairly and frankly with Indian tribes on a government to government basis and I will ask for their help in locating problems and designing solutions. I support the recent efforts, led by Congress, to give tribal governments greater responsibility for the administration of Federal Indian programs. I will try to ensure that, with full participation by the tribes, the BIA encourages rather than impedes this process.

In addition, the Interior Department is at the center of some of the most important natural resource decisions that this nation will make during the coming decades. In the final analysis, these decisions must be shaped and their direction must be set by Congress. I appreciate the great interest that this Committee and the Congress have in these issues. I also understand the importance of working with the Committee and the Congress to establish consistent policy and to achieve a truly sustainable management regime on the public lands.

Finally, I assure you that if confirmed, I will be sympathetic to many of your concerns and those of your constituents. I am willing to learn from your experiences as well as to rely upon my own. I commit to you that I will be available, not just to testify before you, but to consult with you concerning the best way to achieve the balance in public policy that this nation and its natural splendor surely deserve. Thank you.



United States Department of the Interior

OFFICE OF THE SECRETARY
Washington, D.C. 20240



STATEMENT OF INTERIOR SECRETARY BABBITT
BEFORE THE SENATE SELECT COMMITTEE
ON INDIAN AFFAIRS
January 25, 1993

Chairman Inouye, Senator McCain, Members of the Committee,

I am very pleased to appear before you today, in my first public appearance as Secretary of the Interior, to begin working with you to address the myriad challenges and opportunities arising out of the relationship between the federal government and Indian tribes and communities.

I'd like to recognize, at the outset, the leadership role that this Committee has played, and I hope will continue to play, in the evolution of the federal/tribal relationship.

I believe that there are three principles that must be the foundation of the future evolution of our relationship with Indian tribes and communities:

- * Recognition and respect for the reality of tribal sovereignty;
- * Respect for the trust responsibility of the federal government, and diligent care in its execution; and
- * Attention to the nature of the government-to-government relationship.

I believe my experience as Governor of Arizona, and my career as an attorney representing various tribes and communities, has given me a valuable understanding of the importance of these principles, as well as of the practical questions to which they give rise.

I know that you, Mr. Chairman, and this Committee, have given a great deal of thought to these issues. I know, from our conversation just the other day, that you recognize, as I do, the complexity of the issues that the tribes, the states, and the federal government must face together. This complexity comes, in part, from the diversity of circumstance and experience of the tribal communities around the country.

Still, I wanted to use this opportunity to explore with you some of the issues we will face in the coming months, and to let you know some of my initial thoughts.

I intend, first of all, to make a major effort to improve the management of the Bureau of Indian Affairs, both in terms of responsibility, and of efficiency. Despite the importance of the many policy issues which face the Committee and the Department, I believe a renewed effort to create a well-managed and efficient mechanism for the administration of Indian Affairs will be one of the most important steps I can take to fulfill my responsibility as Secretary. I will appreciate the opportunity to consult with the Committee, as well as with the tribes, concerning how best to make the necessary improvements.

Second, I want to work with you to resolve the many important questions concerning Indian gaming that have divided the states and tribes, in order for Indian gaming to play its appropriate role in Indian economic development. I appreciate your leadership in this area.

Third, I want to assure you that I will continue the Department's efforts to achieve water settlements among the western tribes. This is an issue where, as Governor of Arizona, I personally saw the value of negotiated solutions. I believe significant progress has been made on this front, and hope to continue it during my tenure.

Fourth, I intend to devote significant attention to the Indian schools administered by the Bureau. I believe that President Clinton and Governor Riley are committed to improving educational opportunities for all Americans. In this context, the least that we can do is to ensure that the Indian School system, the one school system that is directly administered by the federal government, provides a quality education to the children that depend on it.

Finally, as I mentioned in your office, Mr. Chairman, I don't agree with those who believe that reforming the Federal Indian bureaucracy is an impossibility. I will work to carry out the Department's trust responsibility for American Indian communities by dealing openly, fairly, and frankly with Indian tribes on a government-to-government basis, respecting tribal sovereignty and working to improve the ability of tribal governments to serve Indians and wisely manage the natural resources found on Indian lands.

I support the recent efforts, led by this Committee and the Congress, to give tribal governments more responsibility in the administration of federal Indian programs. I look forward to working with you to build a new generation of progress in federal/Indian relations.

OPENING STATEMENT
OF
GOVERNOR BRUCE BABBITT
SECRETARY OF THE INTERIOR
BEFORE THE
COMMITTEE ON NATURAL RESOURCES
UNITED STATES HOUSE OF REPRESENTATIVES
FEBRUARY 16, 1993

I am very pleased to be here today, to begin a cooperative and productive working relationship with this Committee.

I grew up in Flagstaff, Arizona, a small town in the West. In those days, Flagstaff was the center of a small regional economy dependent on the management of natural resources mining, forestry, reclamation, grazing and on decisions made about those resources at the Department of the Interior. Our horizons, then as now, were dominated by Grand Canyon National Park and the Navajo Indian Reservation. Our opportunities and our problems, then as now, were inextricably intertwined with the management of the Federal and Indian lands of the West.

I learned early on that the development of the West was guided, for good or ill, by the policies set by Congress and the Federal Government and administered by the Department of the Interior. The role of the Department as land manager, natural resources steward, wildlife conservator, parks curator, and trustee were not abstract notions where I come from. Each decision made in these capacities echoes through the economy, politics, and the quality of life in the West.

But the Interior Department is not just the "Department of the West," a fact I have understood more and more clearly during my career. The Department's minerals management responsibilities extend from the outer continental shelf of Alaska to George's Bank; its Office of Surface Mining has nationwide regulatory responsibilities; the Fish and Wildlife Service is the closest thing we have to a national wildlife conservation agency; and the National Park Service plays an increasingly important role in offering recreational opportunities to city dwellers in the East as well as to citizens across the rest of America.

The Department's trust responsibility for American Indian communities is also national in scope. In addition to its remaining responsibilities regarding U.S. and U.S.-associated Pacific and Caribbean insular areas, the Department's conservation role has an increasing international dimension, as questions of water, forest and biodiversity conservation grow in global importance.

I am encouraging the Department to pursue these widely varying responsibilities in a unified manner, to expand the areas in which the Department's bureaus work together to achieve common objectives, and to minimize, where possible, the conflicts that occur as a result of differing missions and responsibilities.

Even in the West, the Interior Department's role is changing as the West itself changes. When I became Governor of Arizona in 1978, I discovered a "new West" in which the changing economy of my state and region continually raised new issues and questions concerning the use and conservation of our most important natural resources.

The western environment, which once seemed limitless, now appears to be a vast and complex but fragile web. The need to conserve a sustainable natural resource base for the regional economy, and questions of the allocation of scarce resources, are issues that now shape the destiny of the West.

My vision for the Interior Department is to improve the management of the nation's natural resources and to balance needed development with a renewed emphasis on stewardship and conservation, so that the Department can help meet the emerging needs of the United States in the twenty-first century.

How can this be accomplished? I intend to focus on three things: (1) reinvigoration of the national parks; (2) the improvement of and reliance upon science at the Department; and (3) better management, both programmatic and administrative.

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I believe we have a particular responsibility toward the great parks of the nation. And when I say "great parks," I mean all parks because each in its own right inspires its visitors. We have a responsibility to ensure that the parks receive the operating and maintenance funds that they need and that the physical infrastructure of the parks is improved.

With respect to science, it is my belief that decisions regarding the nation's resources must depend on sound scientific data and analysis. My goal is to increase the already significant capability of the Department in this area, to elevate the quality and credibility of the Department's research, and to insist that research results be used to inform decision-making.

As to management, two weeks ago, James R. Richards, the Inspector General of the Department of the Interior, and J. Dexter Peach of the General Accounting Office testified before this Committee on the programs and activities of the Interior Department. Both gentlemen pointed to the need to improve management performance, cut costs and to increase the flow of revenues required to address the degradation of the nation's natural resources and the infrastructure on federal lands.

Let me emphasize that we welcome audits at the Department of the Interior. We feel that audits assist us in doing our jobs. We may not always agree on audit findings and the recommendations proposed. But we benefit from feedback on the programs we are directing. I should note, however, that there are many issues that IG audits have raised on which agreement has already been reached as to how the Department and the bureaus will respond. And those corrective measures are being implemented. Beyond those issues, it is my intent to investigate all of the management allegations that have been made and get to the bottom of them. Wherever problems exist, I will deal with them.

Major Substantive Interior Issues

Protection of California Desert

I believe the time has come to move forward with legislation to protect the extraordinary wildlife and ecological resources of the California desert. I have a sense of urgency on this issue that I know is shared by many on the Committee, especially Representative Lehman and Chairman Miller. I recognize and applaud the tremendous work that you and your staffs have already put into this issue. I am

also aware of the importance which Senator Feinstein attaches to early action on her similar legislation in the Senate.

This area is truly one of our national treasures. The abundance of wildlife and the amazing ecological diversity of the desert deserve to be protected for future generations of Americans. At the same time, these areas need to remain accessible and available as a place where citizens today -- particularly those whose lives are mainly spent in the metropolitan regions of our country -- can achieve the encounter with their natural heritage that is the fundamental purpose of our national parks and wilderness areas.

I believe that we must work together to establish an innovative and stringent protection for the splendid diversity of animal and plant life of the California desert, and for the scenic wonders that draw people from all over the country to the desert each year.

Mr. Chairman, I look forward to talking with you and Representative Lehman about the options that are available to us concerning how best to protect and manage the key desert areas included in the legislation. I am highly confident that, working together, we can achieve a well-

designed system of protected lands that can be managed to maintain and even restore wildlife and ecological diversity, and to form the basis for an extremely exciting cultural resource for California and the nation in decades to come.

Mining Law of 1872

In 1969 fellow Arizonan Stewart Udall, one of the most illustrious of my predecessors, said that he regarded fundamental reform of the Mining Law of 1872 as the most important piece of unfinished public lands business on the table. Now, nearly a quarter of a century later, the question is still before the Congress. But thanks to the strong leadership of this Committee, along with Senator Bumpers, we are closer than we ever have been to modernizing this last of the great nineteenth century land disposal laws. Had the clock not run out on the session last fall, I am told that a comprehensive reform bill would have passed the House handily.

The law has been tinkered with before, but many problems remain -- such as disposal of valuable public resources for nominal fees, inadequate environmental regulation, and lack of secure tenure for mineral exploration. The mining industry, other users of the public lands, and above all the American people will benefit if we have a modern mining law

-- one that takes full account of the public interest in the lands and minerals owned by the American people. I stand ready to work with this Committee and the rest of Congress to bring this long effort to fruition. There could be no better way to signal that a new era of public land management has begun than by enacting a comprehensive reform of this antiquated law.

National Parks, Seashores and Recreation Areas

For a number of years, our national parks, national seashores, recreation areas and monuments have been allowed to deteriorate. We have not kept pace with the maintenance and infrastructure needs of these resources. Increasing numbers of visitors overwhelm the capacity of the facilities. If we allow this trend to continue, future generations will be denied the opportunity to experience the beauty and richness of our country's natural heritage and cultural history.

I am hopeful that the Congress and the Clinton Administration can forge a partnership to correct the neglect of the past years and plan carefully for the increased numbers and diversity of visitors. We must anticipate the future, develop rigorous priorities, charge

concessionaires fairly for the access we provide them, invest in infrastructure, and implement an expanded maintenance and operations program, using concession revenues. We must care for the crown jewels of the park system, such as Yellowstone, Grand Canyon, Yosemite, Acadia and the Great Smokies. At the same time, we must care for our urban parks, such as Gateway and Golden Gate. It is through the appropriation and authorization process that the Administration and the Congress will give substance to this plan over the next year.

Moreover, to fulfill what I feel should be our joint commitment, we -- the Administration and the Congress -- must look now to the future protection of natural and cultural resources. It is the responsibility of the Department of the Interior to identify criteria for the selection of high priority acquisitions or and for redefinitions of land use. As new parks and protected areas are identified and brought into the system, the money to maintain and operate them must be identified simultaneously. For too long we have reneged on our past obligations. As we protect an area today, whether it is the California desert or Civil War battlefields, we must also look to its future. As we undertake new obligations, we must appropriate in the base budget the necessary resources, and not steal from our current responsibilities.

Native Americans

We face several specific and serious challenges concerning Native Americans. First, with respect to trust funds, we recognize that tribal and individual accounts must be reconciled. It is unclear whether it will be practical to reconcile individual accounts because of poor record keeping in the past, but we owe Native Americans a responsible resolution of this longstanding matter. The issue will be costly and time consuming. I welcome your continuing support and suggestions.

There are approximately 50 disputes pending regarding Indian water rights. Settlement of these disputes will be expensive, but it should remain a high priority.

As to Indian gaming, the state-tribal tensions that surround Indian gaming and how best to regulate it will be difficult to resolve, but must be addressed.

The sad reality is, however, that while these issues consume much of the Department's energy and financial resources, they do not begin to resolve the major problems of Indian education, child welfare, and economic revitalization. I am determined not to lose sight of these fundamental issues as we deal with trust funds, water rights, and Indian gaming.

Territories

We face many challenges with respect to our appropriate role regarding the U.S. territories. I am committed to being personally involved in addressing these challenges. Many of them require an interagency approach. I want Interior to play a lead role in coordinating all agencies involved, so that timely, reliable responses to territorial needs can be provided.

Since I became Secretary, I have met with representatives of most of the territories. I am listening to concerns and trying to be responsive. At the request of Governor Ada of Guam, for example, I have agreed to make an early effort to resolve the remaining issues in the Guam commonwealth negotiations.

Conclusions

The Inspector General remarked in his recent testimony that solving Interior's problems or effecting improvements within the Department's administration would not be easy. The issues we are facing are complicated, the interests of the people involved are diverse. In setting a course for the development of sound public policy, the building of consensus will take time. But I am committed to investing

the time required to work within my department, with the varied natural resource interest groups, and with Congress to forge the wise policies American citizens deserve.

Whenever possible I will move to face issues before they become conflicts. I feel that by working together we can achieve a truly sustainable management regime on the public lands. It is up to us as public servants to resolve these natural resource issues to the satisfaction of our ultimate constituency, the American taxpayer.

I must also note that many of the issues confronting us involve the outlay of significant monetary resources, not only on the part of the Federal Government, but also by other governmental entities as well as businesses. I believe we have a responsibility to give careful consideration to the economic impact of our actions prior to making decisions and to mitigating such impacts whenever possible.

An important part of my job will be to reconcile the real needs of Western communities and industry for stable access to the resources of the public lands with the need to protect the environmental and renewable value of the lands for future generations. I will move to end the false choice debate that has arisen around the enforcement of the

Endangered Species Act by setting our sights on developing an early ecosystem approach to species conservation. This, I feel, will serve to avoid the polarization of interests we see today. In addition, by taking an early intervention approach, tax dollars can be saved by avoiding protracted and costly litigation.

I am looking forward to working with this Committee to help address these issues and to provide the Congress with the professional information needed for making wise decisions.



STATEMENT OF BRUCE BABBITT
SECRETARY OF THE INTERIOR
BEFORE THE HOUSE APPROPRIATIONS SUBCOMMITTEE
ON INTERIOR AND RELATED AGENCIES

February 23, 1993

I am very pleased to be here today to begin a cooperative and productive working relationship with this Subcommittee.

During the last week, there has been a great deal of discussion about the President's overall budget strategy and about his 1993 Economic Stimulus proposal. What I'd like to do today is to discuss with you the broader context of this Government-wide initiative, to go over the Interior Department's specific stimulus proposal, and then to respond to any questions you may have.

Short-Term Focus With Long-Term Gains

In my judgment, the President's total budget package in all of its components represents a sharp break with the traditional way of doing business in the Federal Government. It is a bold and courageous departure which features a short-term stimulus initiative combined with long-term restraint. It addresses both the immediate needs of the economy and people for work and the long-term structural problems of the deficit and jobs creation.

Having spent time on the road this past week, I will tell you what many Americans have so clearly told me: this is a welcome breath of fresh air. More importantly, it is what they expect of their government.

There is something else the American people expect and deserve: the right to a decent job. Now, there clearly are many indicators showing we're in an economic upswing -- and that is welcome news to us all. But there is one figure standing out among all others -- we are 3 million jobs short of where we would be if this were a normal recovery. The jobs just are not there. That is why the President has submitted his Economic Stimulus proposal. It is precisely the shot-in-the-arm our economy so clearly needs.

The President's Economic Stimulus proposal is explicitly intended to jump-start the economy with an infusion of cash and jobs -- for only a short period. It is the priming of the pump. Those hired this spring and

summer will spend their earnings. Retail workers will benefit from those purchases. Factory workers will benefit from the new orders driven by those purchases. The stimulus creates a demand -- and that demand for more products means a demand for more workers. Thus, those who have gained short-term employment will more likely find long-term jobs in the near future.

If we keep this whole economic package together, we keep both public and private capital available for the creation of new jobs. That is why the President's package also focuses on revenues -- we need to stop borrowing so we can free up capital for investment. But as we look at the specific pieces, let's not lose focus on the cohesive whole.

Interior Investments

At the Department of the Interior, we met the President's challenge by identifying important projects already in the pipeline that could be put on the ground quickly, would address serious natural resource and facilities infrastructure problems, and would create jobs. Those criteria fit Interior very well because of the enormous need within the Department for repair, maintenance, natural resource conservation projects, roads, and BIA facilities. In fact, your Subcommittee has done so much for this Department over the past 12 years that, without your help, we would have been in a far worse situation.

The Department's contribution to President Clinton's Economic Stimulus package will fund needed and previously deferred improvements in the Nation's natural resource infrastructure, while keeping park facilities open for the public and preventing Indian schools from closing. Interior supports about 450 million annual visits to parks, refuges, and the public lands -- and visitation is growing. In order to ensure that these resources are maintained for the benefit of current and future generations of Americans, appropriate resources must be targeted to maintain this diverse and rich natural and cultural heritage.

Total stimulus funding proposed for the Department is \$460.2 million. This includes \$253.6 million for the National Park Service, \$102.4 million for the Bureau of Indian Affairs, \$87.3 million for the Fish and Wildlife Service, and \$16.9 million for the Bureau of Land Management. Within our package, we have divided funding into four major categories of investment.

Restoring Our Natural and Cultural Resources

First, we placed significant emphasis on restoring natural and cultural resources; \$195.3 million will fund non-facility investments in parks, refuges, reservations, and public lands.

The natural resource side of our package emphasizes wetlands, riparian, and habitat restoration projects. Funding proposed for the Fish and Wildlife Service will be used to help restore valuable wetlands, speed the recovery of endangered and declining species, and restore the Nation's fisheries.

Emphasis will also be placed on Bureau of Land Management projects in Western Oregon, hard-hit by worker displacement from traditional mill and logging jobs. For example, the stimulus package includes \$5.6 million for BLM reforestation projects on O&C lands, reducing by 70 percent the current backlog of such projects.

In addition, a significant infusion of funds will be used by the National Park Service this summer so that campgrounds, trails, and other visitor activities that otherwise would have to be closed can remain open. An example: the Park Service will restore vegetation and dunes in the Mississippi portion of Gulf Islands National Seashore. Park efforts will also involve areas close to cities so urban youth can be involved. An example: the enhancement of waterfowl habitat in one of the Nation's best known urban wildlife refuges at Jamaica Bay in Gateway National Recreation Area.

The Bureau of Indian Affairs will target funds for forest development on Indian reservations for tree planting and pre-commercial thinning to increase future harvesting and the sale of wood products.

Infrastructure Repair and Maintenance

Second, we have allocated \$127.5 million for repair and maintenance activities in Park and reservation infrastructure, where Interior has an enormous backlog of projects. The need is clearly visible in our parks, where deferred maintenance and increased visitation have created a situation that simply needs more attention.

Examples of Park Service repair projects include re-roofing more than 100 buildings in Yellowstone National Park; rehabilitating about 150 miles of trails in Great Smoky Mountains National Park; removing graffiti and debris at General Grant National Memorial (Grant's Tomb) in New York's

Riverside Heights; and removing auto parts, construction debris, kitchen appliances, and 15,000 to 20,000 tires that have been randomly dumped in the National Capital Parks - East, especially along Washington D.C.'s Anacostia River.

As I indicated, a substantial piece of the stimulus package is devoted to infrastructure needs on Indian reservations. Economic stimulus is a critical need on reservations -- where unemployment averages nearly 40 percent, and in some places is more than 80 percent. The lack of job opportunities there contributes to greater problems, as it does elsewhere.

Basic needs on BIA lands are often astounding, and there are many obvious projects in the pipeline, such as repairing, cleaning, and painting school facilities. These projects can result in the creation of immediate and much-needed jobs.

Road Maintenance and Repair

Third, \$82.9 million is allocated to road maintenance and repair for parks, reservations, and public lands. As you know, investments in roads ensure high quality and safe visitor experiences in parks and on public lands and promote economic development for Tribes.

For example, our stimulus proposal includes funds for Park Service projects, such as paving drives, parking areas, and visitor use sites at Cuyahoga National Recreation Area; reconstructing a portion of Skyline Drive in Shenandoah National Park; and rehabilitating the heavily used Baker Tunnel in the Marin Headlands District of Golden Gate National Recreation Area.

BIA will target funds on Indian reservations for safer roads and improved access for schools, medical facilities, businesses, and tourists. BLM will use its funds for needed road maintenance in the O&C counties, again targeting areas where unemployment is high. For example, BLM will repair 85 bridges, replace 40 major culverts, and re-seal more than 300 miles of deteriorating bituminous-surfaced roads. In addition to addressing safety needs, these projects -- especially the culverts and road sealing -- will help reduce stream sedimentation. These actions will also contribute to outdoor recreation and tourism.

Educational and Economic Opportunities for Tribes

Fourth, our proposal includes \$54.5 million for educational and economic opportunities for Tribes and Native Americans. President Clinton has promised to encourage economic development on reservations by helping small businesses prosper. The loan guarantees will leverage nearly \$50 million of private capital and create permanent employment.

Stimulus funds for Indian schools will cover severe funding shortfalls for the current (1992-3) and upcoming (1993-4) school years. Increased student enrollment has simply outstripped the funds appropriated for the current school year, as well as for the school year beginning next fall. This will prevent teacher layoffs and school closings in several areas.

* * * * *

By way of summary, the purpose of the Economic Stimulus package is to provide a needed boost to the Nation's economy. In doing so, we will also help accomplish long-term goals at Interior. It is imperative that we produce results, and we will carefully track both funding and jobs created to ensure that we meet our objectives.

I am looking forward to working with this Subcommittee now and in the future to help address these and other issues that jointly we must solve. I will be happy to answer any questions.

March 11, 1993 - FINAL

STATEMENT OF BRUCE BABBITT, SECRETARY OF THE INTERIOR, BEFORE THE SUBCOMMITTEE ON ENERGY AND MINERAL RESOURCES, COMMITTEE ON NATURAL RESOURCES, UNITED STATES HOUSE OF REPRESENTATIVES, ON H.R. 322, A BILL TO MODIFY THE REQUIREMENTS APPLICABLE TO LOCATABLE MINERALS ON PUBLIC DOMAIN LANDS, CONSISTENT WITH THE PRINCIPLES OF SELF-INITIATION OF MINING CLAIMS, AND FOR OTHER PURPOSES.

One hundred twenty seven years ago, Congress enacted the first law to govern mining on federal lands in the West. The basic principles and framework of that 1866 law, as refined in 1870 and 1872, have remained largely intact, and still govern hard rock mining on several hundred million acres of federal land.

It has been apparent for some time that this law no longer serves the public interest. In 1969, Stewart Udall called its reform the most important piece of unfinished business on the public lands agenda. As I have said a number of times in recent weeks, now is the time to move forward with comprehensive reform. For that reason, I appreciate the opportunity to appear here today.

In the President's February 17 Economic Plan, "A Vision of Change for America" the President included a proposal for a permanent hard rock mining holding fee in lieu of annual assessment work, and a new hard rock mining royalty program on minerals removed from Federal lands. These proposals will be included as part of the President's Fiscal Year 1994 Budget. I urge your careful consideration and support for these initiatives as a way to show the American people that this administration and this Congress are fully committed to purposeful reforms.

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Mr. Chairman, I know you and Mr. Rahall and your staffs have worked hard and brought Mining Law reform a long way in the past few years, and I salute you for it. In particular, I am pleased to see that H.R. 322 addresses all of the major defects in the existing mining law:

--the lack of fair return to the taxpayer in developing the public's minerals;

--the lack of environmental protection standards, which has created serious problems that are difficult and expensive to resolve;

--archaic provisions that provoke disabling litigation, hinder legitimate exploration, and thwart responsible mineral development;

--the fact that mining claims are too cheap and easy to hold, which creates many opportunities for persons to tie up federal land for purposes that have nothing to do with mining, yet seriously interfere with other legitimate uses of the public lands; and

--the patenting provision that allows the unnecessary privatization of federal lands and other resources.

We support the process that has resulted in H.R. 322, and we support the broad thrust, if not all the details, of this bill.

Most important, we believe the Congress should, this year, enact comprehensive reform. We want to be supportive and constructive players in this process. I have instructed my staff, including the professionals who will be key to proper implementation of any reform legislation, to work with your staff and with other affected agencies to suggest ways in which the bill before you might be improved, to make its implementation easier and more efficient, without compromising on its fundamental objectives.

At the same time, we are keenly aware that you have worked on this proposal for several years. Reform is long overdue. We will work to provide the Committee with further suggestions for refinement of H.R. 322. We will do this as soon as possible to avoid any delay in your consideration of the bill.

Within that context, let me briefly mention a couple of the specific provisions in H.R. 322 that we believe may cause problems in administration.

- o One problem is the specific statutory bifurcation and duplication of responsibilities within the Department. An example is that the Bureau of Land Management and

the Office of Surface Mining, Reclamation and Enforcement would be responsible for enforcement and inspection activities under this bill.

- o Some of the timetables in the bill should be reexamined to assure that they are realistic or that deadlines will not have passed by the time the bill is enacted. For example, completing well thought out rulemaking in a year, as would be required by H.R. 322, would be extremely difficult.

Frankly, what we want and would hope to achieve in a reform bill, besides comprehensiveness and a fair return to the taxpayers, is efficiency with a minimum of confusion and under a process that is as simple, predictable and cost efficient as possible.

Let me also note the importance, in providing a fair return to the Federal Treasury, of the considerable experience of western states in setting and collecting rentals and royalties from hard rock mines. It might be useful to examine that experience for guidance. I am also particularly interested in exploring whether small-scale operators can be treated somewhat differently on royalties, which I understand is the practice in some States.

H.R. 322 has PAY-GO implications. Our preliminary PAYGO estimates will be provided to the Congress as soon as practicable.

Finally, let me bring to your attention an important matter that has recently come before me. This example illustrates in the most vivid terms why Mining Law reform is so urgently needed. American Barrick Goldstrike last year applied for patents (fee simple title) to a few thousand acres of Federal land in Nevada under the Mining Law. The BLM says that the company may qualify for patents to about 1,800 acres.

The BLM estimates that this federal land, already the site of the second largest gold mine in the United States, contains about 30 million ounces of gold. At a market price of \$320 per ounce, that gold has a gross value in place of ten billion dollars. Yet if American Barrick's application is deemed to meet the standards of current law, I am obligated to give it this property for about ten thousand dollars (at \$5.00 per acre). And that's it - a one-time payment. To say that is not good public policy is putting it mildly. It is ludicrous.

If this land is patented, it and its minerals become wholly private. Under current law, it is then beyond the reach of any rental or royalty payment to the Federal Treasury. If the

land remained in Federal ownership, a Federal royalty could, over the mine's lifetime, produce several hundred million dollars for the Federal Treasury.

For some time Congress has deliberated about repealing the Mining Law's overly generous offer of public resources. Barrick's application (along with several dozen others now pending) shows in dramatic fashion the revenue potential being lost under current law. It seems to me that the Congress ought to consider enacting, promptly and in advance of full-scale reform of the Mining Law, a provision that prevents the loss of this revenue potential. Congress could require, for example, that any patent henceforth issued under the Mining Law reserve a royalty interest in the United States in any production that occurs.

Another approach worth considering, which would not require emergency action, is a severance tax on production from any mineral deposit that has been patented out of Federal ownership in recent years.

I would be pleased to work with the Committee and the Congress to see that the general public is treated fairly when its resources are disposed of into the private sector.

In the meantime, with regard to the American Barrick applications, obviously a decision with such large fiscal

consequences must be carefully made. These particular patent applications were filed only last March and April. I understand that patent applications normally take, on average, some three years to process. Given this relatively swift processing, I intend to review any proposed patents to American Barrick to be certain that all the "i's" have been dotted and the "t's" crossed, before I hand over \$10 billion in public property for a pittance.

We stand ready to work with you and your staffs on H.R. 322 and related legislation aimed at reducing revenue loss from patenting.

This concludes my prepared statement. I will be pleased to answer questions.

STATEMENT OF SECRETARY BRUCE HABBITT, DEPARTMENT OF THE INTERIOR,
BEFORE THE HOUSE COMMITTEE ON MERCHANT MARINE AND FISHERIES,
CONCERNING MANAGEMENT OF THE NATION'S BIOLOGICAL RESOURCES

April 1, 1993

Thank you very much, Mr. Chairman, for the opportunity to address this important issue. Biodiversity has become an issue of concern for the world community over the last few years. Attention to the issue has been focused by the rapid destruction of moist tropical forests throughout the world -- forests that may collectively hold as much as half of the world's total number of plant, animal, and insect species.

We should not, however, allow our concern for the maintenance and protection of the world's biodiversity resources to be limited to tropical forests. It is an issue for us as well. The biodiversity of this Nation, comprising not only the wealth of our native plant and animal species, but also the multitude of ways in which they interact with one another, is one of our greatest blessings.

Habitat that ensures biodiversity is not only important in the 50 States, but also in the United States-related insular areas. These fragile island ecosystems face tremendous challenges. The rainforests in Samoa and Puerto Rico suffer from human encroachment. Numerous living reefs, critical for protecting the islands, are in decline. The result is that near-shore and onshore biodiversity is jeopardized.

Proper stewardship of the biodiversity of this nation is one of the major challenges facing our society as we enter the next century. We in the Federal government must provide constructive leadership and set an example for good management. Our ability to do so will be furthered if we develop a first class scientific capability to assist us in making decisions, and if we promote creative problem solving and cooperation, not only among Federal agencies but among other government units and the private sector. I'd like to note in this regard the important role this Committee will play in calling forth a unified Federal effort on these issues.

I am extremely concerned for our future when I note that over 700 U.S. species are now protected under the Endangered Species Act and that some 3000 more candidates are being evaluated for possible listing. While we must continue to provide support for individual species that are already endangered or threatened, and while we must commit ourselves to dealing with the backlog of candidates and providing protection to those requiring it, it is vital that we seek ways to carry on economic activity, manage our land, and steward our resources so that species, ecosystems and our very life-support systems do not continue to be put at risk.

I'd like to briefly discuss the general concept of biodiversity in order to provide a framework for discussing the Department's various programs dealing with this issue. The question of biodiversity is of recent enough vintage that the concept of

biodiversity protection is often blended rather indiscriminately with broader, less precise concepts of environmental improvement or the prevention of environmental harm.

A closer look at biodiversity will show that it is a special case within the larger environmental issue, and that researching, monitoring, and protecting biodiversity requires a specialized organization of resources, involving specific techniques, programs, and expertise.

Biodiversity is a function of habitat. It can be thought of as a store of information, adaptation, and beauty which exists in the complex interaction of living organisms and their environment. It is surveyed, measured, and protected in reference to watersheds, ecosystems, and regions. It is not a "universal value" which can be maintained or enhanced without reference to specific geography. It is not clear, in fact, that the term has any meaning at all without a geographic frame of reference.

Similarly, maintenance of biodiversity is not a "generic" environmental problem which can be solved through universal measures, irrespective of the regions to which they apply. In a world in which the impacts of human activities are omnipresent, maintenance of biodiversity will require the careful management of habitat systems in the context of ongoing human use, including use of the biodiversity resources themselves.

Thus, the knowledge base required for interventions designed to maintain or enhance biodiversity will include detailed, specific knowledge of the habitat and resource systems where biodiversity is at stake. Further, it will require an ongoing ability to organize effort at the regional or even at the ecosystem level, and to meaningfully aggregate data based on disparate geographical information.

Our national biodiversity resources will be conserved most effectively by means that recognize the interrelations of natural systems and look at the whole picture, which is far more than the sum of individual parts. It is right to deal with crises involving individual species, but we should not manage our lands and resources so that we either consciously or unwittingly produce and then must react to an endless progression of crises.

I find it particularly troubling to see the Endangered Species Act invoked to deal with resource management problems on Federal lands, in wetlands, and in other areas subject to specific resource management mandates. Those mandates provide us with a strong set of tools, if we use them wisely.

At the Department of the Interior, we are beginning to explore the ways in which these existing authorities may be used to prevent the impoverishment of ecosystems that ultimately leads to endangered species listings and "last resort" recovery planning. We intend,

for instance; to work with the Corps of Engineers, the Environmental Protection Agency (EPA), and other participating agencies to create a cooperative federal approach to the restoration of the Everglades ecosystem.

We are also exploring innovative approaches to recovery strategies for listed species, such as the California gnatcatcher. Our decision in that case to offer a special rule relying on the ongoing habitat conservation planning efforts of the state and local counties provides an opportunity to create a new model for federal state cooperation in the species recovery process. To date approximately 210,000 acres, or slightly over half the remaining coastal sage scrub habitat for the gnatcatcher, have been enrolled or otherwise protected through the habitat conservation plan process. This is only the first step in what will undoubtedly be a long process, but it is a step that I believe holds the hope of "re-inventing" the way we use the Endangered Species Act to protect both species and their habitats.

In Clark County Nevada, the Bureau of Land Management (BLM) has joined with county officials and officials from the City of Las Vegas, along with home builders, private conservation groups, and the U.S. Fish and Wildlife Service, in developing a Habitat Conservation plan for the desert tortoise that will allow the continued urban expansion of Las Vegas. In addition, in California, the BLM is working with officials from 10 cities and

towns, four counties, 12 State and Federal agencies, and private groups to coordinate the myriad uses of both public and private lands in the western Mojave Desert that might have an impact on the tortoise.

Another such plan is moving towards completion in the Austin, Texas area. The City of Austin, Travis County, State agencies, and numerous development and environmental organizations have been actively working since 1988 to develop a mutually acceptable plan that will also meet the requirements of the Endangered Species Act. Austin has approved a \$22 million bond package to fund implementation, and the final draft was issued for public comment last October. If approved, the Balcones Canyonland Habitat Conservation Plan, covering over 600,000 acres, will permit sound development while protecting 43 listed and candidate species.

All of these plans demonstrate that it is possible under current law to protect threatened and endangered species without halting economic development. When all interested parties work together with a genuine commitment to develop solutions rather than create confrontations, we can have economic growth while protecting wildlife.

A solid scientific foundation is needed to underpin the management of endangered and threatened species, as well as to predict future trouble spots and see that they are dealt with effectively.

Managing living natural resources without reference to good science guarantees future disappointment and failure.

To enhance this capability, I would like to establish a new scientific Bureau within the Department of the Interior, the National Biological Survey, that will be charged with conducting inventories and research and providing the scientific information needed to manage our resources rationally. The Survey will be able to analyze problems and develop information without science being constrained by lines of agency jurisdiction. This will enable us to make more informed and better choices about how to manage our resources cooperatively and creatively.

In our economy, science has provided the fundamental knowledge needed to develop technologies that give us the goods and services we want at lower costs. We now need to harness science in the service of our ecology as well as our economy. We need to use it to identify problems that might deny us the high quality environment we want for ourselves and our children, and use our knowledge to develop new ways to manage our resources effectively and at lower costs.

I would also like to discuss some of the other authorities available for creative and principled use in moving from crisis management to a more orderly system of sustainable resource management.

For the Forest Service and the Bureau of Land Management, the National Forest Management Act and the Federal Land Policy and Management Act provide strong requirements for management on a large part of the public lands to sustain not only human economic benefit, but also the continued functioning of ecological systems and sustenance of native species. It is my personal belief that vigorous compliance with the conservation goals and requirements of these statutes will go a long way toward avoiding the future need to list species that inhabit Federal lands.

Other Federal laws, such as the Clean Water Act, Clean Air Act, Fish and Wildlife Coordination Act, and Federal Insecticide, Fungicide, and Rodenticide Act (FIFRA), contain authorities that could be applied more aggressively to help conserve native species and natural systems.

We have all heard of the situations in which the Federal Government appears to be working at cross purposes to itself in managing its resources. I cannot promise unanimity among land-managing agencies regarding the effects of management regimes on species, but I do pledge much greater coordination of efforts both within the Interior Department and between our Department and other Federal agencies.

The Endangered Species Act mandates that all Federal agencies employ their authorities in furthering the purposes of the Act.

Surely, any reasonable interpretation of that duty should include management intended to arrest habitat and population declines before they reach the point at which the full range of the Act's protective measures become necessary. When we fail to manage affirmatively, efficiency is sacrificed, to the detriment of species and habitat; not to mention the taxpayers, who deserve better.

I would like to distinguish between two classes of problems in conserving species and their ecosystems.

The first comprises those extremely intractable environmental situations in parts of this country that challenge our ability to sustain our native biota. In many cases these are consequences of long-term, human-caused environmental changes set in motion long before endangered species became a common subject of public discourse. Some of these involve widespread habitat conversions, such as the change of most of the tall-grass prairie to agriculture, and the damming of rivers without adequate consideration for effects on anadromous fish.

We have lost our opportunity to get ahead of these problems and must use the Endangered Species Act as well as other mechanisms to attempt restoration and recovery of native species they affect. Habitat is the key, the foundation for species maintenance. If we cannot protect, restore, and enhance habitat, we cannot maintain

species and we cannot maintain biodiversity.

The other class includes species conservation problems that essentially lie in the future but are predictable based on current trends. These include the loss of species that use habitat which is still largely intact, but that is planned for conversion.

Opportunities for proactive and cooperative planning were missed in the past with respect to species like the spotted owl and the desert tortoise, but opportunities present themselves today in areas where urbanization and other development are altering natural habitats. This kind of management has the potential to allocate conservation resources more efficiently and to husband the strong medicine of the Endangered Species Act for the species and situations that truly require it. We are making such an effort now in the case of the California gnatcatcher, in cooperation with other units of government and the private sector.

I also want to mention some examples of specific projects that point the way to the future in the management of natural resources:

- o The Trinity River Basin Fish and Wildlife Restoration Project, which involves the U.S. Fish and Wildlife Service, Bureau of Reclamation, Bureau of Land Management, Bureau of Indian Affairs, Environmental Protection Agency, and several other Federal, State, Tribal, and local organizations, is addressing

a whole suite of environmental problems in the Trinity River basin in California. The goal of the project is to restore salmon and steelhead stocks as well as other species in the basin by correcting degraded watershed conditions related to timber harvest practices, mining, and irrigation diversions. This "headwaters-to-estuary" restoration program also seeks to re-direct management to prevent future deleterious effects originating on public lands.

- o The U.S. Fish and Wildlife Service, Tennessee Valley Authority, Tennessee Technological University, Virginia Polytechnic Institute, The Nature Conservancy, Department of Agriculture, EPA, local landowners and others have come together in efforts first initiated in the 1970s to improve management and protect native species in the Clinch, Powell, and Holston Rivers of Virginia and Tennessee. These watersheds are home to one of the greatest remaining concentrations of freshwater mussel diversity in the world as well as many other rare species; 20 species in the area are protected under the Endangered Species Act. The project includes monitoring studies, restoration efforts, research on species management, preparation of a strategic plan and public education efforts. The future of these watersheds and the populations that depend on them is brighter as a result.

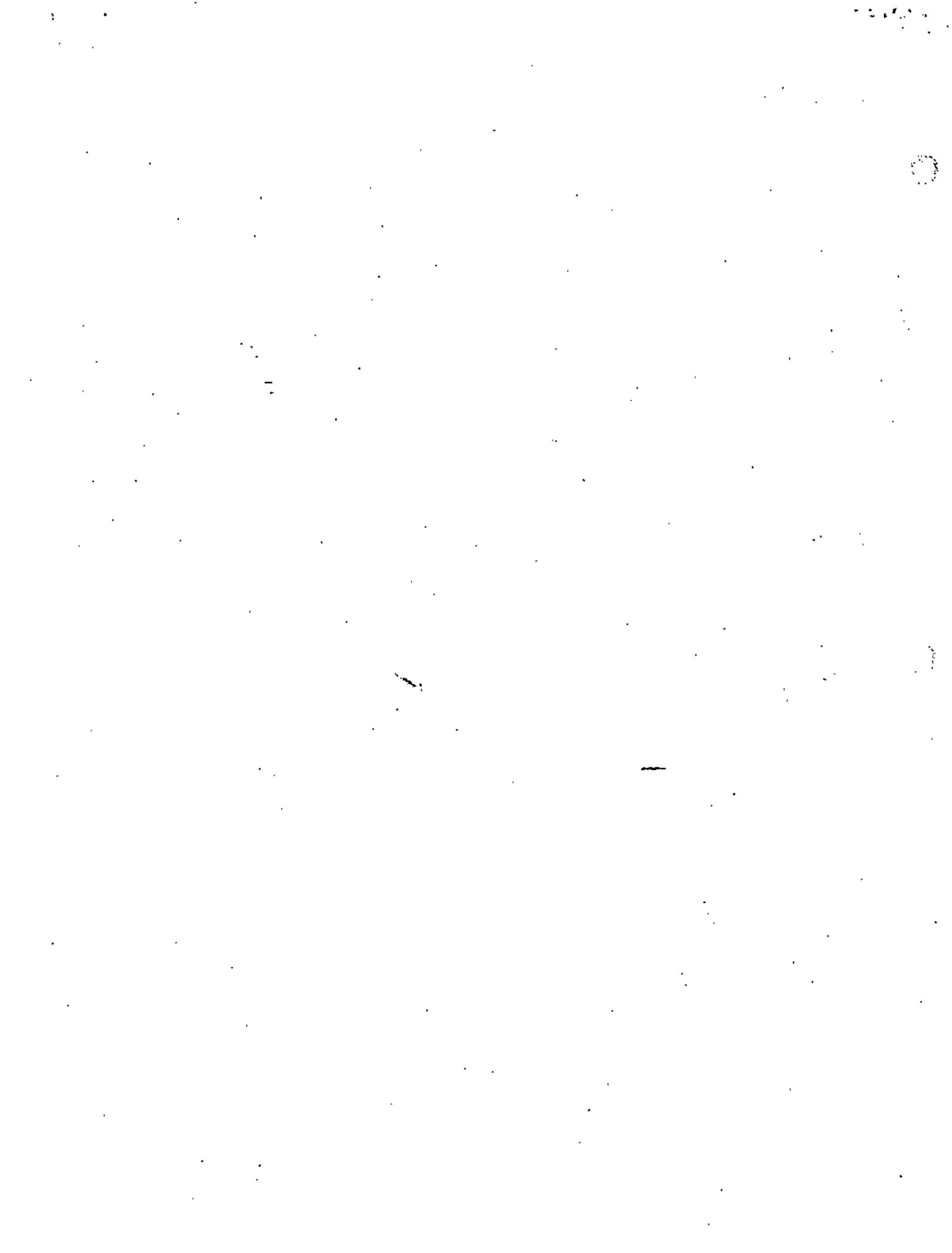
- o In the Nation's highly important coastal areas, the

U.S. Fish and Wildlife Service has been pursuing a new effort explicitly focusing on high priority watersheds and estuarine ecosystems through its Bay/Estuary Program, now established in nine critical coastal watersheds around the country. These programs incorporate all the Service's authorities that play a role in each watershed and seek to collaborate with other Federal, State, and local governments as well as the private sector. The Bay/Estuary Program intentionally was designed to address high priority coastal watersheds and ecosystems as a preventative/restorative effort to avert the need for listing species under the Endangered Species Act and to aid in ecosystem recovery.

The three examples I have cited share some features. They address important living natural resources at an ecosystem level, are based on sound science, and involve broadly shared cooperative efforts. I believe we are starting to see the future of resource management in this country, and that it involves greater development of and reliance on science in support of management, as well as a greater coming together of individuals, groups, and organizations to achieve sustainability in natural systems.

Again, Mr. Chairman, I appreciate the opportunity to appear before the Committee today to address the biodiversity issue. I'm looking forward to working with you on a variety of issues that will be important to biodiversity management over the coming years. This

Committee will play a key role and I expect this hearing is but the first of many productive discussions we will have on this important array of issues. I will now be pleased to respond to questions.



STATEMENT OF BRUCE BABBITT, SECRETARY OF INTERIOR
BEFORE THE COMMITTEE ON LABOR AND HUMAN RESOURCES, UNITED STATES
SENATE, CONCERNING THE PRESIDENT'S PROPOSED "NATIONAL SERVICE
TRUST ACT OF 1993"

May 11, 1993

Mr. Chairman and Members of the Committee:

Thank you for the opportunity to testify today. As you know, on Wednesday the President sent to Congress the National Service Trust Act of 1993. It was a momentous day in an exciting time -- not only for those of us who have worked for a national service bill for many years, but for the many Americans inspired by the President's call to service last year.

National service moves the American people, I believe, because it reflects our most basic ideals. As Americans, we are brought together not by where we are from or what color we are, but by what we believe. And since the days of the frontier towns in a young Republic, Americans have believed in an old-fashioned idea of citizenship -- of working together, of taking responsibility, and of building community. Citizenship isn't sacrifice; for what we give, each of us expects and deserves something in return. But a willingness to give before we get is the glue that holds our people together.

National service will strengthen the bonds of community and the spirit of citizenship. And it will also do more. The National Service Trust Act will help meet America's pressing needs -- educating our children, preserving our parks, providing health care to the elderly, making our streets safe. At a time when skyrocketing costs are putting higher education out of reach

for more and more Americans, the Act will offer a new way for young people to pay for school, and help build the high-skill work force our country needs. And the Act will provide valuable skills to young people who need them. Then-Governor Clinton was quite serious when he said during the campaign that this would be the best money we ever spent.

The President has requested \$394 million for the new initiative in 1994, enough for about 25,000 participants. We expect to see 150,000 participants four years from now. Most of all, we want to see the program growing at the right pace, even if that's not the fastest. The goal is to make national service an American institution.

To do that, the Act puts the idea of reinventing government into action. We have required clarity about the ends of national service, but offered flexibility about the means to achieve them. We have created incentives for excellence through market-like competition. And we have not built a bureaucracy, and instead built on local initiatives and existing efforts.

In defining national service, the Act states that national service work must address unmet educational, environmental, human or public safety needs; that it must improve the life of the participant, by improving his or her skills, offering meaningful service experiences, and building a sense of citizenship; and that it must not displace existing workers.

Beyond these factors, the Act deals with three basic issues: who may participate, what programs will be supported, and what organizations will govern the process. I'd like to take up each of these areas in turn.

Participants

Because the program embodies a renewed spirit of citizenship, it is designed to involve citizens regardless of race, age or income. Eligibility is broad, and stipends and awards are flexible.

There is a lower age limit of 17 -- though youth corps can take out-of-school 16-year-olds -- and no upper age limit. Both full-time and part-time service will be possible, before or after post-secondary schooling, so that non-traditional students and parents can take part. And service will be possible for one or two terms.

Everyone who completes a term of service will receive a nontaxable \$5,000 educational award, usable for up to five years after receipt. The award will be payable toward past, present or future educational expenses at a range of post-secondary institutions, from vocational school through two- and four-year colleges to professional and graduate school. Awards will be deposited in the National Service Trust for all participants, and will not be available for reappropriation.

While in the program, participants will receive a stipend. Stipends will vary across programs, depending on the needs of participants and the recruiting interests of programs. The

federal government will support up to 85 percent of the VISTA benefit, which currently averages \$618 per month, but in general programs can pay less than that or up to twice that benefit. Participants who need them will also receive health care and child care.

Programs

The wide eligibility for participation in national service carries over to programming. Very different programs with very different goals will be possible. The chief requirement across all programs will be demonstrably high performance.

A variety of entities will be eligible to develop and run programs: non-profit organizations, institutions of higher education, local governments, school districts, states or federal agencies. Many kinds of programs will also be possible. There will be youth corps that involve at-risk kids in cleaning up parks or building housing for the homeless. There will be specialized service corps for college graduates, to do work with pre-schoolers or do non-sworn police work. There will be community corps with Americans of diverse backgrounds doing different kinds of important work. And there will be many other kinds of work: as service-learning coordinators, through ROTC-style, in-college training, for public service entrepreneurs, and so on.

In general, programs will be able to recruit and select their own participants. To make things simple for people who want to join up, there will be national and state information

systems, and people will be able to learn about service programs at their high school, college, or job placement offices.

The Corporation for National Service will have the ability to focus the national service program on meeting particular needs. In every instance, it will work for high performance by designing criteria for the selection of programs. General categories include quality, innovation, replicability and sustainability. The Corporation will also consider a program's management quality and whether it targets areas of special need, like enterprise zones and environmentally distressed areas.

Programs will be required to develop measurable performance goals and undergo independent evaluations to test their success. They will have to provide at least a 15 percent match on stipends and 25 percent match on other program support. Along with evaluators, the Corporation's Inspector General will guard against fraud and abuse.

Reinventing Government

To hold programs to high standards of excellence, the prerequisite will be excellence in the institution that supports national service. That is why the Corporation for National Service represents a case-study in reinventing government.

The Corporation combines two existing agencies, the Commission on National and Community Service and ACTION. For the new initiative, the Corporation will invest in programs that work, without operating them. Its Chairperson will share power with a bipartisan Board of 11 members, including persons with

experience in national service and state government, and people with expertise in meeting particular needs. Seven Cabinet members will serve ex officio. As a Corporation, the entity will be able to solicit private contributions, accept the voluntary services of retired executives with great expertise, and develop flexible personnel policies, including pay-for-performance and a 7-year-limit on most tenures.

The Corporation will allocate one-third of funds directly to programs on a competitive basis, with priorities including national models and federal agencies. The other two-thirds of funds will be allocated through states, one-third by population-based formula and one-third on a competitive basis.

In order to receive funding, in general states will be asked to establish Commissions on National Service that mirror the Federal Corporation. Commissions will have 7 to 13 members from a variety of fields, including labor and local government, and will be appointed on a bipartisan basis by the Governors. Like the Corporation, the Commissions will be in the business of steering, not rowing, and will competitively select programs to be funded by the state.

Conclusion

This Act is not just about a program. It reflects the President's support for service by all Americans, at all ages, and in all forms. The Act will build on and strengthen K-12 service-learning programs; support the Older American Volunteer Programs and VISTA Program; and reauthorize the Civilian

Community Corps and Points of Light Foundation. As the President sees it, service is an opportunity for everyone.

And truly it is. I close by sharing a personal vision of our citizenship and our nation renewed through national service. As someone who once worked with the VISTA program, I know the value of service both to the volunteer and to the communities where they work. Looking only at the world I know best, environmental protection, look at all that national service can do: with thousands of young people working in our parks to restore areas worn down by tourism and industry; with thousands more in our cities, testing for lead paint and getting it removed; and with thousands more still, running recycling programs. Just imagine all the good they can do, for themselves and the country.

With national service, we can take what we imagine and begin to make it real -- not just with the environment, but with so much that must be done. It's time to get to work.

This concludes my prepared statement. I would be happy to answer questions at this time.

STATEMENT OF BRUCE BABBITT,
SECRETARY, DEPARTMENT OF THE INTERIOR,
BEFORE THE SENATE ENERGY AND NATURAL RESOURCES COMMITTEE,
CONCERNING S. 721,
THE LAND AND WATER CONSERVATION FUND
EMERGENCY FUNDING ACT OF 1993.

May 18, 1993

Mr. Chairman and Members of the Committee, I am pleased to appear before you to discuss S. 721, a bill that would increase future appropriations from the Land and Water Conservation Fund for Federal land acquisition and State grants for acquisition and development.

S. 721 would direct the Secretary of the Treasury to make available \$1 billion in each of fiscal years 1994 through 1998, without further appropriation, to help fill-in the pockets of private lands still existing in the midst of authorized boundaries of Federal conservation areas and for matching grants to the States for park planning, acquisition, and development. Funds would be made available for Federal purposes in accordance with bureau priority lists submitted to the Appropriations Committees. Of the annual amount, \$200 million would be for State matching grants, \$600 million for authorized Federal acquisition by Interior, and \$200 million for Federal acquisition by the Secretary of Agriculture.

There are two historic principles of the Land and Water Conservation Fund, and the Administration solidly supports them.

First, is to provide funding within overall Administration budget priorities for high priority capital investments in lands to help ensure conservation of our Nation's natural resources, as well as our ability to meet recreation needs for present and future generations.

Second, is to reinvest a significant portion of Federal receipts derived from the exploitation of one key natural resource -- oil and gas from our Outer Continental Shelf areas -- in conserving other key resources: parks, wildlife habitats and other recreation areas.

With these guiding principles, the Land and Water Conservation Fund Act of 1965 became a model for resource conservation around the world. Four Presidents and eight Congresses kept faith with these original principles through subsequent amendments and appropriations that helped ensure financial resources for land acquisitions and State grants through the 1960s and 1970s.

Unfortunately, this chain of largely bipartisan support was broken during the 1980s as the vision of Fund investments in irreplaceable resources was clouded by ideological opposition to land ownership by public agencies. Somehow, we lost track of an important fact: these are sound, long-term investments in

permanent assets with natural, social, cultural and economic benefits. They are guaranteed to increase steadily in value as our population grows and recreation resources become scarcer.

Two important points are often overlooked in Federal land acquisitions made with Land and Water Conservation Fund appropriations.

First, timely acquisitions can sometimes save money, when compared to amounts we often have to spend years later to acquire the same land after the initial opportunity has been missed.

Second, the vast majority of acquisitions under this Fund are purchases of inholdings: land already within authorized conservation units. Many do not involve an expansion of the Park or Refuge System, but make good on our promise to acquire lands within boundaries already authorized by the Congress. When we authorize lands for acquisition but do not purchase them due to lack of funds, many management and other problems arise.

With an ever increasing backlog of Federal and State land acquisition needs, we have often paid a price in both lost opportunities and cost-effectiveness. Because funding levels have varied from year to year, the ability to plan and manage land acquisitions (as well as key developments in the case of

State grants) has eroded. For this reason, both the Federal and State approaches of the Fund have been more oriented to piecemeal projects than to developing and completing viable land protection systems or other types of units.

Greater assurance of predictable levels of LWCF funds would enable State and local governments to schedule each element of new park opportunity, from acquiring the land, through developing basic infrastructure like roads, water and waste disposal, to providing essential recreation facilities like trails and campgrounds in a systematic way. This would ensure effective use of other resources, including, supplying local matching and operating funds, hiring and training operating personnel, and developing interpretive and other programs for new park visitors. Because of falling Federal and state appropriations in the 1980s, States fell back on what some have called "the picnic shelter method" of project selection. Instead of funding the projects with highest priorities in terms of citizen needs and management priorities, they were forced to fund limited-impact projects small enough to conform to the very scarce Federal and state funds available.

Similar problems have occurred with respect to Federal land acquisitions. Instead of planning acquisitions and scheduling related management actions in a systematic way, Federal land managers have, in many instances, had to react to threats and crises in a piecemeal manner that is less efficient, more costly

and sometimes unfair to landowners expecting to sell their land on a reasonable schedule.

The Land and Water Conservation Fund, when enacted in 1965, authorized the credit of funds, principally from revenues derived from offshore oil and gas leasing, for land acquisition and matching State grants. There is currently authorized the credit of \$900 million annually to the fund. At the time, this concept was a sound and forward looking one because it linked the revenue from national resource development with funding to protect essential natural resources in our parks, refuges, and forest areas and states. However, the Land and Water Conservation Act required that funds for these purposes could only be made available through annual appropriations, giving future Administrations flexibility to meet ever-changing circumstances and differing budgetary priorities. In retrospect, however, this linkage to appropriation acts made the Land and Water Conservation Fund a "paper account," one that showed up solely on Treasury accounting listings, but one subject to the same annual budgetary pressures.

We now operate in a vastly different budget context. The funding arrangement proposed in S. 721 would be scored against the discretionary caps for the Appropriations Committees each year. As such, the Appropriations Committees would have to prohibit payments in a provision of the Interior and related agencies appropriations bill, or find additional savings in discretionary programs to allow the \$1 billion to be available

each year. Otherwise, this bill could contribute to a sequester of discretionary programs.

The stringency imposed on funding by the Federal deficit requires significant trade-offs between competing priorities. This has meant that I could not incorporate LWCF increases in the fiscal year 1994 budget given the high priority of investing in infrastructure improvements in the parks and refuges which has been long neglected.

As a result of these budgetary constraints and the budgetary discipline imposed by the Budget Enforcement Act and the current budget resolution adopted by the Congress, I'm not sure what has been proposed in S. 721 can work. The question I have for this Committee is how could we possibly find the money to pay for this important initiative. And, without that answer, the Administration just cannot support it.

I will be pleased to answer any questions the Subcommittee may have.

STATEMENT OF BRUCE BABBITT, SECRETARY OF INTERIOR
BEFORE THE COMMITTEE ON EDUCATION AND LABOR,
HOUSE OF REPRESENTATIVES, CONCERNING THE PRESIDENT'S
PROPOSED "NATIONAL SERVICE TRUST ACT OF 1993"

May 19, 1993

Mr. Chairman and Members of the Committee:

Thank you for the opportunity to testify today. As you know, on Wednesday, May 5, the President sent to Congress the National Service Trust Act of 1993. It was a momentous day in an exciting time -- not only for those of us who have worked for a national service bill for many years, but for the many Americans inspired by the President's call to service last year.

National service moves the American people, I believe, because it reflects our most basic ideals. As Americans, we are brought together not by where we are from or what color we are, but by what we believe. And since the days of the frontier towns in a young Republic, Americans have believed in an old-fashioned idea of citizenship -- of working together, of taking responsibility, and of building community. Citizenship isn't sacrifice; for what we give, each of us expects and deserves something in return. But a willingness to give before we get is the glue that holds our people together.

National service will strengthen the bonds of community and the spirit of citizenship. And it will also do more. The National Service Trust Act will help meet America's pressing needs -- educating our children, preserving our parks, providing health care to the elderly and their families, making our streets safe. At a time when skyrocketing costs are putting higher

education out of reach for more and more Americans, the Act will offer a new way for young people to pay for school, and help build the high-skill work force our country needs. And the Act will provide valuable skills to young people who need them. Then-Governor Clinton was quite serious when he said during the campaign that this would be the best money we ever spent.

The President has requested \$394 million for the new initiative in 1994, enough for about 25,000 participants. We expect to see 150,000 participants four years from now. Most of all, we want to see the program growing at the right pace, even if that's not the fastest. The goal is to make national service an American institution.

To do that, the Act puts the idea of reinventing government into action. We have required clarity about the ends of national service, but offered flexibility about the means to achieve them. We have created incentives for excellence through market-like competition. We have not built a bureaucracy, but instead have built on local initiatives and existing efforts.

In defining national service, the Act states that national service work must address unmet educational, environmental, human or public safety needs; that it must improve the life of the participant, by improving his or her skills, offering meaningful service experiences, and building a sense of citizenship; and that it must not displace existing workers.

Beyond these factors, the Act deals with three basic issues: who may participate, what programs will be supported, and what organizations will govern the process. I'd like to take up each of these areas in turn.

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federal government will support up to 85 percent of the VISTA benefit, which currently averages \$618 per month, but in general programs can pay up to twice that benefit. Participants who need them will also receive health care and child care.

Programs

The wide eligibility for participation in national service carries over to programming. Very different programs with very different goals will be possible. The chief requirement across all programs will be demonstrably high performance.

A variety of entities will be eligible to develop and run programs: non-profit organizations, institutions of higher education, local governments, school districts, States, or Federal agencies. Many kinds of programs will also be possible. There will be youth corps that involve at-risk kids in cleaning up parks or building housing for the homeless. There will be specialized service corps for college graduates, to do work with pre-schoolers or do non-sworn police work. There will be community corps with Americans of diverse backgrounds doing different kinds of important work.

In general, programs will be able to recruit and select their own participants. To make things simple for people who want to join up, there will be national and state information systems, and people will be able to learn about service programs at their high school, college, or job placement offices.

The legislation would establish a Corporation for National Service that will have the ability to focus the national service

program on meeting particular needs. In every instance, it will work for high performance by designing criteria for the selection of programs. General categories include quality, innovation, replicability and sustainability. The Corporation will also consider a program's management quality and whether it targets areas of special need, like enterprise zones and environmentally distressed areas.

Programs will be required to develop measurable performance goals and undergo independent evaluations to test their success. They will have to provide at least a 15 percent match on stipends and 25 percent match on other program support. Along with evaluators, the Corporation's Inspector General will guard against fraud and abuse.

Reinventing Government

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The Corporation combines two existing agencies, the Commission on National and Community Service and ACTION. Under the new initiative, the Corporation will invest in programs that work, without operating them. Its Chairperson will share power with a bipartisan Board of 11 members, including persons with experience in national service and state government, and people with expertise in meeting particular needs. Seven Cabinet members will serve in an ex officio capacity. As a Corporation,

the entity will be able to solicit private contributions, accept the voluntary services of retired executives with great expertise, and develop flexible personnel policies, including pay-for-performance and a 5-year-limit on most tenures.

The Corporation will allocate one-third of funds directly to programs on a competitive basis, with priorities including national models and federal agencies. The other two-thirds of funds will be allocated through states, one-third by population-based formula and one-third on a competitive basis.

In order to receive funding, States will be asked to establish Commissions on National Service that mirror the Federal Corporation. Commissions will have 7 to 13 members from a variety of fields, including labor and local government, and will be appointed on a bipartisan basis by the Governors. Like the Corporation, the Commissions will be in the business of steering, not rowing, and will competitively select programs to be funded by the State.

Conclusion

This Act is not just about a program. It reflects the President's support for service by all Americans, at all ages, and in all forms. The Act will build on and strengthen K-12 service-learning programs; support the Older American Volunteer Programs and VISTA Program; and reauthorize the Civilian Community Corps and Points of Light Foundation. As the President sees it, service is an opportunity for everyone.

And truly it is. I close by sharing a personal vision of our citizenship and our nation renewed through national service. As someone who once worked with the VISTA program, I know the value of service both to the volunteer and to the communities where they work. Looking only at the world I know best, environmental protection, look at all that national service can do: with thousands of young people working in our parks to restore areas worn down by tourism and industry; with thousands more in our cities, testing for lead paint and getting it removed; and with thousands more still, running recycling programs. Just imagine all the good they can do, for themselves and the country.

With national service, we can take what we imagine and begin to make it real -- not just with the environment, but with so much that must be done. It's time to get to work.

This concludes my prepared statement. I would be happy to answer questions at this time.

**STATEMENT OF BRUCE BABBITT
SECRETARY OF THE INTERIOR
BEFORE THE SENATE APPROPRIATIONS SUBCOMMITTEE
ON INTERIOR AND RELATED AGENCIES**

June 8, 1993

I am very pleased to be here today. What I'd like to do is to discuss with you the President's 1994 Budget for Interior and outline a reorganization of research science in the Department under the National Biological Survey (NBS); then to respond to any questions you may have.

The 1994 Interior budget of \$9.5 billion reflects a fundamental reorientation of the Department back to its more historical mission in which environmental and preservation needs are balanced with the need for the use of natural resources for development. All Departmental appropriations, except for those for the Bureau of Reclamation and for activities authorized by the Central Utah Project Completion Act, fall under the jurisdiction of the Interior and Related Agencies Appropriations Subcommittee. The 1994 request to this Subcommittee for annual appropriations is \$6.7 billion, an increase of \$529 million above the 1993 enacted level of \$6.2 billion.

In budgetary terms, the 1994 request for the Department represents a dramatic departure from the Department's budget requests of recent years. Because this request was formulated using the more realistic base of the previous year's Congressionally enacted level, our budget more adequately reflects the true funding requirements for the Department whose program responsibilities continue to grow.

This budget will go a long way toward ensuring that the natural resources of our Nation are sustained and protected, not only for the current generation, but for the generations that will follow. It provides the funding needed to manage our parks, wildlife refuges, wilderness areas, and other precious resources with a true conservation ethic. In our request we are proposing to realign and better coordinate biological research within the Department. Let me first describe the reasons we are requesting funding for the National Biological Survey.

National Biological Survey

Science is perhaps the most critical function needed for effective natural resource decision-making at Interior. In a world marked by growing demands for natural resources and increasing complexity and competition, it is imperative that sound and comprehensive science provide the basis for informed and timely answers. This is particularly true in the area of biological science where our awareness of man's impact upon the diversity and interdependence of life grows daily.

The purpose of the NBS is to provide a road map to enable us to get ahead of the endangered species listing process and constructively solve environmental and

economic conflicts. The Survey will begin a process of unifying, streamlining, and coordinating biological research and provide a dynamic inventory of plant and animal species and their habitats.

We are seeking to increase the efficiency of our biological research efforts which are currently located over eight bureaus and numerous programs; to coordinate research; to avoid overlap; to allow Departmental managers to set priorities that will make biological research more useful to actual management of the natural resources under our care and to strengthen research so that it is more likely to be used by all bureaus. We are also seeking to improve the strategic use of information. This will involve compiling a base of information to help Interior bureaus as well as other Federal and state agencies, adopting anticipatory strategies for protecting threatened species and habitats, reducing conflict and costs, and shifting planning down to local levels.

The proposed budget amendment to establish a separate appropriation of \$179.4 million for the NBS includes an increase of \$38 million over the comparable level of \$141.5 million for 1993. Funding changes included in the amendment will result in no net change to amounts initially proposed in the 1994 President's Budget.

The creation of the NBS as a free-standing bureau is aimed at filling the vacuum that currently exists for broad-scale biological information and assessments of the Nation's natural resources. It will support traditional research needed by Interior managers, including that carried out in cooperation with state agencies and universities, as well as inventorying and monitoring to identify trends in the health of biological resources.

The NBS will perform research in support of biological resource management to facilitate sound ecosystem management decisions. The NBS will provide scientific knowledge America needs to balance the compatible goals of ecosystem protection and economic progress. Just as the USGS gave us an understanding of America's geography in 1879, the National Biological Survey will unlock information about how we protect ecosystems today and plan for the future.

Renewed Emphasis on Natural Resources

In addition to funding for the National Biological Survey, the budget request places a renewed emphasis on protecting and rehabilitating America's natural and cultural treasures, restoring the Department's facilities and its capabilities to protect them, and improving access to them. This budget will help to eliminate the backlog of resource protection, facility maintenance and rehabilitation, and other similar projects that have accumulated in these nationally significant areas. Our 1994 budget places an emphasis on funding on-the-ground operations in our parks and refuges and on our public lands.

National Park Service: The 1994 budget, as amended, includes \$1.2 billion for NPS operations, an increase of \$184.1 million over the comparable 1993 enacted level of \$1 billion. For Interior, the level of commitment to natural resource protection and the environmental infrastructure is significant. It will ensure that the pressures on NPS, which have threatened to compromise its ability to properly carry out its mission, will be significantly diminished. Major challenges facing the Park Service will be addressed. Chief among these are providing adequate operations funding for park units, improving workforce professionalization and training, and enhancing its capability to protect park resources. We have serious deficiencies in these areas and unless we address them, we will be forced to curtail services, cutback on operations, and allow the infrastructure of these public resources to continue their steady decline.

For example, direct park funding will increase by \$38 million which will be distributed to all operating park units to ensure that park facilities remain open to the public and are in good repair. In addition, a special focus parks initiative increase of \$40 million will be allocated to parks which have serious, long-standing funding needs in one or more programs such as natural/cultural resource management, visitor services, and maintenance.

Fish and Wildlife Service: The 1994 budget includes increases for the FWS to accelerate a broad sweep of endangered species activities to help eliminate conditions which lead to listing species as threatened or endangered, address plant and animal species which are on the edge of extinction, and take positive steps to recover listed species. The budget, as amended, includes \$496.3 million for FWS operations, an increase of \$72.5 million above the comparable 1993 enacted level of \$423.8 million.

For example, endangered species funding will increase by \$28.3 million, including \$4 million for prelisting activities. Funds will be used for preventive measures so that plant and animal species do not end up on the threatened or endangered lists. Most of the endangered species increase, \$13.4 million, will be used for recovery planning to deal with the backlog of listed species with no recovery plans, and implementation of recovery actions for 73 species. As you know, under my predecessor the Department reached an out-of-court agreement to review 400 species over the next three years for possible listing.

Bureau of Land Management: The 1994 budget for BLM contains a number of significant proposals for natural resource protection and enhancement and facilities needs on our Nation's 270 million acres of public land. The budget, as amended, includes \$188.8 million for renewable resources management activities, which is an increase of \$24.3 million. This will allow the bureau to improve riparian areas – the habitat most critical for species such as salmon, trout, and birds in western states. It will also allow BLM to meet habitat improvement goals identified during the Salmon Summit meetings held in Portland in 1990 and 1991 to improve the Columbia and Snake River Basin.

Indian Land and Water Rights Settlements

The 1994 budget requests Indian Land and Water Claims Settlements funds to establish for the first time a program for funding legislated settlements which resolve long-standing claims to water and lands by Indian Tribes. Over the past decade, even after Indian water settlements had been negotiated and authorizing legislation enacted, the dynamics of the budget and appropriations process have resulted in fluctuations in funding levels and the widespread belief that these settlements have been funded at the expense of on-going programs elsewhere in the Bureau of Indian Affairs. The proposed funding level of \$200 million a year will serve to more effectively and efficiently resolve outstanding Indian land and water claims negotiated by the Executive Branch.

For 1994, the request will be used for those settlements already enacted by Congress. For 1995-1998, subject to appropriation, \$200 million will be available each year to fund future land and water settlements negotiated by the Administration. Newly negotiated settlement payments will be phased over several years. At present, 13 implementation teams are ensuring that enacted settlements are proceeding. At the same time, negotiation teams are examining 13 of the 50 or more Indian water rights claims that are still unresolved.

Conclusion

In summary, the 1994 budget represents a new direction for the Department of the Interior. It creates a new, stand-alone bureau devoted exclusively to the development of sound biological science to guide ecosystem protection and economic progress. It places a renewed emphasis on natural resources protection in the land managing bureaus. It includes funds to address the backlogs of repair and maintenance projects for Interior facilities. It provides the resources to address long-standing Indian land and water claims. Finally, by starting at a more realistic budget base for the entire Department, it provides the basis for an informed discussion with the American people and their elected representatives in Congress about the financial and programmatic requirements, priorities, and opportunities facing the Department for the upcoming fiscal year.

While all of the Department's needs are essential, I am fully aware that the budget levels set in the reconciliation bill may not permit the Subcommittee to address all of Interior's needs this year. I look forward to working with this Subcommittee to jointly address the Department's budget needs and the important natural resource issues that we must solve. I will be happy to answer any questions.