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NATIONAL PARK SERVICE

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Explanation of material transmitted:

Transmitted herewith is release no. 1 of *NPS-8: Budget and Programming Guideline.* The purpose of this guideline is to document the programming and budget procedures used in the formulation, presentation, and execution of the budget of the National Park Service. All NPS appropriations are covered, with Operation of the National Park System, Construction, and Land Acquisition receiving the most attention.

While this guideline gives mention to and demonstrates the use of the various automated systems used in budget formulation and execution, it is not intended to bean operating manual. Individual operating manuals have been prepared and are available for each system, and the contents need not be repeated in this guideline.

BUDGET AND PROGRAMMING GUIDELINE

NPS-8

NATIONAL
PARK
SERVICE

DEPARTMENT
OF THE INTERIOR

Release No. 1

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CONTENTS

CHAPTER 1: PURPOSE AND ORGANIZATION OF THIS GUIDELINE 1

CHAPTER 2: OVERVIEW OF NATIONAL PARK SERVICE BUDGET PROCESS 1
- Federal Budget Cycle 1
- Key Organizational Roles 1
- NPS Approach to Budgeting 2
- Changes to the Budget 2
- NPS Appropriations and Budget Structure 3
- Control of Budgeted Funds 3
- Exhibit 2-1: The Federal Budget Cycle 5

CHAPTER 3: GLOSSARY OF BUDGET TERMS 1

CHAPTER 4: NATIONAL PARK BUDGET STRUCTURE 1
- Introduction 1
- Relationship of Budgeting to Accounting 1
- Major Appropriations 2
  - Operation of the National Park System 2
  - National Recreation and Preservation 3
  - Construction 4
  - Federal Lands Highway Program 5
  - Land Acquisition and State Assistance 5
  - John F. Kennedy Center for the Performing Arts 6
  - Historic Preservation Fund 6
  - Urban Park and Recreation Recovery Fund 6
  - Operation and Maintenance of Quarters 6
  - Illinois and Michigan Canal National Heritage Corridor Commission 6
- Miscellaneous Permanent Appropriations 7
- Miscellaneous Trust Funds 7

CHAPTER 5: LEGAL AUTHORITIES AND STATUTES 1
- General Laws and Regulations 1
- Budget-Related Laws and Regulations Specific to the National Park Service 1
- Miscellaneous Authorities 4
- Reimbursable Authorities 5
- Statutory or Contractual Aid 5

CHAPTER 6: FUND SOURCES IN THE NATIONAL PARK SERVICE 1
- General Description 1
- Definition of and Criteria for the Term Fund Source 1
- Operation of the National Park System Appropriation 2
  - Operating Base Budgets 2
  - Regionwide Programs 3
  - Servicewide Programs 5

National Recreation and Preservation Appropriation 12
Operating Base Budgets 12
Servicewide Programs 13
Historic Preservation Fund Appropriation 14
Construction Appropriation 14
Land Acquisition and State Assistance Appropriation 14
Urban Park and Recreation Recovery Appropriation 15
Illinois and Michigan Canal National Heritage Corridor Commission Appropriation 15
Miscellaneous Permanent Appropriations 15
Other Miscellaneous Fund Sources 16

CHAPTER 7: FORMULATION OF THE NPS OPERATING BUDGET 1
The Budget Call 1
Operating Formulation System 1
Park Process for Developing Budget Increase Requests 2
Regional Office Requests, Review, Ranking and Consolidation of Budget Material 3
Washington Office Review, Ranking, and Consolidation of Budget Material 4
Exhibit 7-1: Sample Operating Formulation System Request 6

CHAPTER 8: FORMULATION OF THE CONSTRUCTION BUDGET 1
Construction Program Formulation Overview 1
The Planning/Design/Construction Cycle 3
10-238s, Priorities, and the Construction Formulation System 4
Planning and Construction Projects, Priority Setting Activities 6
Actual Formulation of Annual Budget Requests 7
'Exhibit 8-1: Form 10-238 — Development/Study Package Proposal 10
Exhibit 8-2: Instructions for Completing Form 10-238 11
Exhibit 8-3: Project Type Listing and Definitions 15
Exhibit 8-4: Form 10-802 — Package Estimating Detail 21
Exhibit 8-5: Construction Formulation System Record 23
Exhibit 8-6: Budget Justification Line Item Construction Project Support Statement 24
Exhibit 8-7: Project Background Fact Sheet 25

CHAPTER 9: FORMULATION OF THE LAND ACQUISITION AND STATE ASSISTANCE
• BUDGET 1
• Land Acquisition 1
State Assistance (Grants) • 2

CHAPTER 10: FORMAL BUDGET SUBMISSIONS (BUDGET PRESENTATION) 1
Budget Submission to the Secretary of the Interior 1
Submission of Budget Estimates to OMB 2
Submission of Congressional Budget Justifications 2
Appropriations Committee Review 3
Preparation for Appropriations Hearings 3
Briefing Statements 4
Standard Data Requests from Committees 5
Post-Hearings Requirements 5
Capability Statements 6
House and Senate Mark-Up 6

Exhibit 10-1: Briefing Statement 7
Exhibit 10-2: Questions and Answers Statement 8
Exhibit 10-3: FY 1994 Capability Statement - Operating Funds 10
Exhibit 10-4: FY 1994 Capability Statement - Land Acquisition 11
Exhibit 10-5: FY 1994 Construction Fact Sheet 12
Exhibit 10-6: FY 1994 Interior Appropriations Bill - Effect of House and Senate Action 15

CHAPTER 11: ADMINISTRATIVE CONTROL OF FUNDS 1
Legislation Pertaining to Fund Control 1
Responsibilities 2
System for Administrative Control of Funds 4
. Operations in Advance of Allotment of Funds 4
Reporting Violations of the Anti-Deficiency Act 4

CHAPTER 12: BUDGET EXECUTION PROCESS 1
Overview 1
Operating Without Appropriations and Under Continuing Resolutions 2
Appropriations Act 4
Treasury Warrants 5
OMB Apportionments 5
Development of Financial Plan/Operating Programs 6
Base Operating Financial Plan 6
Servicewide Project Programs 7
Allotments, Funding Advices, and Program Authorizations 7
Exhibit 12-1: House Report 103-158 9
Exhibit 12-2: Senate Report 103-114 22
Exhibit 12-3: Conference Report 103-299 38
Exhibit 12-4: Appropriations Act 47
Exhibit 12-5: Department of the Treasury Appropriation Warrant 58
Exhibit 12-6: Form 244 — Funding Advice 59
Exhibit 12-7: Form 10-550 — Program Authorization 61

CHAPTER 13: FINANCIAL PLANS AND OPERATING PROGRAMS 1
Project Programs 1
Operating Programs 2
Establishment of Cost Accounts in the FFS Accounting System 4
Quarters Financial Plan 4
Exhibit 13-1: Financial Plan - Operating Program 5

CHAPTER 14: PROGRAM CONTROL - PROJECT AND SPECIAL FUNDS 1
Construction 1
General 1
Line Item Construction 1
Emergency, Unscheduled, and Housing Projects 3
Planning (Advance and Project Planning) 3
General Management Plans 4

Land Acquisition 5
NPS Land Acquisition Program 5
Annual Financial Plans 5
Fund Allocation 6
State Assistance (Grants) 6
Donations 7
Reimbursements 8
Historic Preservation Fund Grants 11
Urban Park and Recreation Fund 12
Exhibit 14-1: Form 10-56 — Fund Clearance Request 14
Exhibit 14-2: Form 10-239 — Program Change Proposal 15

CHAPTER 15: FULL-TIME EQUIVALENT EMPLOYMENT CEILINGS 1
Full-Time Equivalencies and Budgeting 1
Full-Time Equivalency Ceilings and Controls 1
Organization Charts and Position Management Plans 2
Management of FTE Expenditures 2
Exhibit 15-1: PAYPERS 113G Report 3

CHAPTER 16: PROGRAM ADJUSTMENTS, CONTINGENCIES, AND EMERGENCIES 1
Supplemental Appropriations 1
Recissions and Deferrals 1
Reprogrammings 2
Contingency Funds and Emergencies 4
Emergency Relief - Federally Owned (ERFO) for Federal Roads 4
Sections 101 and 102 Authorities 5
Emergency Law and Order Costs 5
Emergency Search and Rescue Costs 5
Exhibit 16-1: Form 10-347 — Search and Rescue Funding Report 6
Exhibit 16-2: Form 10-343 — Case Incident Report 7

PURPOSE AND ORGANIZATION OF THIS GUIDELINE

The purpose of the *Budget and Programming Guideline* is to provide in a single reference the basic policies and instructions on the formulation, presentation, and execution of the budget of the National Park Service (NPS). This guideline establishes uniform servicewide policy, procedures, practices, forms, and terminology to be used by all NPS organizations in the budget process.

This guideline should serve as a basic reference document for all NPS employees involved in the budget and programming process. However, it is not intended to be a comprehensive handbook that can alone be used by all managers to cover all aspects of budgeting and programming. The National Park Service is a dynamic organization and the federal budgeting process ever-changing. This guideline can become a "how to" manual only if the user appends Periodic budget instructional memorandums from the Washington Office (WASO) and pertinent regional instructions. In addition, separate instructions will continue to be issued covering nonstandard requirements as well as the latest budgetary thrusts and issues.

The organization of the *Budget and Programming Guideline* generally corresponds to the phases of the NPS budget process: formulation, presentation, and execution. Special sections are included at the beginning of the guideline to establish a framework for budgeting in the National Park Service. These sections include an overview of the budget process, a glossary of budget terms, and a description of NPS appropriations and fund sources.

It is the responsibility of all managers in the National Park Service to be familiar with the budget structure, budget procedures, and legal constraints, and to be certain of his or her role in the NPS program and budget process. This guideline will greatly help in meeting this responsibility. However, there are numerous other sources referenced throughout the guideline that also should be reviewed. Of all the documents available, the most informative and important to the manager is the annual NPS budget justifications sent to Congress. All managers must know this document and understand how the programs they manage are described. The NPS budget represents the Service's annual plan for spending funds and using staff. Unless notified to the contrary, Congress expects the Service to adhere to this plan.

The responsibility for preparing and updating this guideline rests with the WASO Budget Division.

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OVERVIEW OF NATIONAL PARK SERVICE BUDGET PROCESS

FEDERAL BUDGET CYCLE

The National Park Service, along with most of the other agencies that comprise the executive branch of the federal government, develops and implements an annual budget following a cycle that is long, complex, and influenced by a large number of organizations and individuals. The cycle involves three distinct phases:

Formulation — developing budget estimates and increase proposals that, following a lengthy review and approval process, become a part of the president's budget submission to Congress

Presentation — preparing budget justifications and related materials and presenting the Service's budget proposals to Congress

Execution — managing and controlling the allocation, obligation, and expenditure of appropriated funds

The entire cycle takes 18 to 20 months, or longer, from the receipt of OMB target amounts and the first call for estimates until an appropriations bill is signed into law. Consequently, the Service may be working concurrently on budgets for three different fiscal years: the fiscal year in progress; the fiscal year for which appropriation requests have been made; and the fiscal year for which budget estimates are being formulated. Much of the confusion associated with the budget process stems from this fact.

Exhibit 2-1 provides a graphic presentation of the major phases of the budget cycle.

KEY ORGANIZATIONAL ROLES

Over the course of the budget cycle, various organizations and individuals play key roles in shaping the specific budgetary proposals presented in the annual budget of the National Park Service. The Service does not simply define its needs and present them to Congress in the form of a budget proposal. The Service's budget request is shaped by the operating requirements of individual parks, regional offices, and other NPS organizations, the priorities and guidance of the director, assistant secretary for fish and wildlife and parks, and the secretary of the interior, and the broad programmatic goals and priorities of the president.

During the presentation phase, Congress often proposes major changes to the budget as requested to reflect the wishes of individual members, the testimony of outside interest groups, and the consensus view of Congress as to what should be the spending priorities of the federal government. In a practical sense what this means is that forces and organizations outside the control of the National Park Service influence what the major budget issues will be and determine the broad policy and economic framework within which the Service's specific budget proposals will be considered and approved. The process of arriving at an annual budget for the National

Park Service thus involves the reconciliation of real operating and development needs of the parks to the policies, guidelines, and constraints established by the administration and Congress.

NPS APPROACH TO BUDGETING

Within the framework of broad goals and policy objectives, the budget of the National Park Service is formulated and presented using a philosophical approach that reflects the decentralized management style of the Service:

> Budget policy, instructions, and formats are issued from WASO through the regional offices to the parks and field offices. Conversely, budget requests are initiated at the field level and submitted through the regional office to WASO. At each successive level these proposals are reviewed, analyzed, combined if appropriate, ancrassigned a priority ranking.
>
> The budget is developed through an "incremental" process for operating funds. Each organization has an operating "base" that is assumed to be constant from one year to the next. Increases over this base, or decreases from the base, are proposed during the budget formulation phase and become the focus of the budget presentation phase.
>
> Proposed incremental increases are assumed to be a lower priority than those discretionary activities funded within the base budget.
>
> For project and study programs funded from "no-year" funds, the incremental approach is not used. While some of these programs have a traditional level of funding in the budget each year, they are not base funded. All funds requested each year, not only the increases or decreases, are justified and supported in the budget.

The specific procedures and forms involved in this process are discussed in more detail in chapters 7 through 10.

CHANGES TO THE BUDGET

The Washington Office establishes the guidelines used by the field and regional offices to develop their annual budget requests. These guidelines include total funding and staffing target levels provided by the Office of Management and Budget (OMB) and the department, as well as any stated program thrusts of the secretary, the assistant secretary for fish and wildlife and parks, or the director. Regional directors often add their own priorities to the formal budget instructions.

Since the lead time for budget formulation requires that estimates and increase proposals be developed months before Congress has acted on the budget for the preceding year (see exhibit 2-1), both the internal and external budget rules the Service operates under recognize that assumptions underlying the formulation of the budget may change. Congress has formalized procedures for reprogramming funds from one budget item to another. The OMB, Department of the Interior, and National Park Service have also established rules for adjusting the congressionally approved budget. Reprogramming procedures are detailed in this guideline in chapter 17.

NPS APPROPRIATION AND BUDGET STRUCTURE

An appropriation is an authorization by an act of Congress to inctir obligations and make payments out of the Treasury for specific purposes. These purposes are what the Service describes and justifies in its annual budget submission.

The Service has three major appropriations relating to the operation and development of park areas:

- Operation of the National Park System
- Construction
- Land Acquisition and State Assistance - Federal Land Acquisition

In addition, the Service's budget includes funding for several grant and technical assistance programs:

- Historic Preservation Fund
- Land Acquisition and State Assistance - State Assistance (Grants) portion
- Federal Assistance for Park, Recreation, and Preservation Efforts External to National Park Areas Funded from the National Recreation and Preservation Appropriation
- Urban Park and Recreation Recovery Fund

These and other miscellaneous appropriations are explained in more detail in chapters 4 and 6.

CONTROL OF BUDGETED FUNDS

The Service programs, budgets, and controls funds at three levels — the park or field unit, regional office or service center, and WASO. The largest portion of funds available to the National Park Service are budgeted and spent at the park level to meet annually recurring operational needs. Field managers have considerable latitude in the allocation and reallocation of these funds to meet frequently changing park operating requirements.

As a general rule, funds for projects that meet a nonrecurring need are managed at either the regional or servicewide level. In determining whether a fund is to be managed at the regional, servicewide, or park level, the following factors are considered:

- The size of the budgeted amount for the program relative to the total annual need for the program is evaluated. Setting priorities at a higher level in the organization becomes more important as the gap between need and availability widens. Land acquisition and construction are managed at the servicewide level in part because the annual budgets for these programs are always only a fraction of the documented need.

- Where a smaller gap between budget availability and total need exists, but the need is not one that occurs annually in most parks, the program is controlled and managed regionally. For example, repair and rehabilitation and cyclic maintenance requirements vary from park to park annually and are therefore managed at the regional level.

- Programs developed as a special initiative because of direct interest by the director, secretary, or the Congress are often managed at the servicewide level to ensure the ability to respond to the more frequent and intense review such programs receive.

- The nature of some programs makes it more economical to manage centrally, i.e., General Services Administration (GSA) space and Federal Telecommunications System (FTS) costs are programmed and budgeted for nationally because of the, difficult accounting and billing procedures that would be necessary to do otherwise. Programs to meet emergencies also fall into this category.

With the categorical exceptions listed above, the parks are responsible for programming, budgeting, and accounting for all annually recurring operational funding needs.

THE FEDERAL BUDGET CYCLE

(Complete cycle for Fiscal Year (FY) 1994, with relationship to previous and next FYs included; date of event on left, with months until start of FY 1994 in ( )'s)

DATE	FY 1993	FY 1994	FY 1995
02/92 (20)	President's budget and NPS budget justifications to Congress	OMB issues dollar and FTE targets to department	
03/92 (19)		Secretary establishes budget policy	
03/92 (19)	Congressional hearings	NPS issues budget call to field	
04/92 (18)	Congressional hearings	Requests from parks to region and region to WASO	
05/92 (17)	Congressional hearings	WASO submits proposal to department	
06/92 (16)	Congressional deliberation	Department passback to WASO	
09/92 (13)	Congressional deliberation	WASO submits budget estimates to OMB	
10/92 (12)	Appropriation passed		
11/92 (11)		OMB passback to WASO	
02/93 (08)		President's budget and NPS budget justifications to Congress	**OMB** issues dollar and **FTE** targets
03/93 (07)			Secretary establishes budget policy
03/93 (07)		Congressional hearings	NPS budget call
04/93 (06)		Congressional hearings	Park requests to regions and regions requests to WASO
05/93 (05)		Congressional hearings	NPS proposal to department
06/93 (04)		Congress deliberations	Department passback to NPS
09/93 (01)		Congress deliberations	NPS budget estimates to OMB
10/93 (00)		Appropriation passed	

GLOSSARY OF BUDGET TERMS

ACCOUNT — Unit of financial recordkeeping established in the Treasury to record the financial transactions related to a particular appropriation, fund, or category of receipts. One or more accounts may be set up by the Treasury for each appropriation.

ACCOUNTING OPERATIONS DIVISION — The central finance office for the National Park Service, located in Washington D.C. (Reston, VA), responsible for all NPS payments and accounting.

ACCRUED EXPENDITURES — Charges during a given period that reflect liabilities incurred and the need to pay for goods and other tangible property received, and for services performed by employees, contractors, other government accounts, vendors, carriers, grantees, lessors, and other payees. Expenditures accrue regardless of when cash payments are made, whether or not invoices have been rendered, and, in some cases, whether or not goods have been physically delivered.

ADMINISTRATIVE CONTROL OF FUNDS — A financial management system required by law to restrict obligations or outlays against each appropriation to the amount of the apportionments, and which enables the head of the agency to fix the responsibility for obligations or outlays made in excess of an apportionment (or reapportionment).

ADMINISTRATIVE FINANCIAL SYSTEM (AFS) — A PC-based system that integrates the formulation of the annual financial plan (10-575), commitments, obligations, accruals, and expenditures made against the accounts established (in AFS and FFS) via the annual financial plan, and a reporting of all accounting transactions and budget status reports.

AGENCY — Any executive department, agency, commission, authority, administration, board, or other independent establishment in the executive branch of the government.

ALLOCATION — An amount set aside by an agency in an appropriation or fund account for the use of another agency in carrying out the purpose of an appropriation. The term allocation is also used in the budget formulation process to denote distribution of an anticipated program level to various offices and regions. The tentative amount thus allocated becomes a ceiling for establishing projects within a specific fund source or purpose. When the National Park Service changed to only one "allottee," the term "allocation" is now generally used instead of "allotment" for distribution of funds to regions and service centers.

ALLOTMENT — A specific authorization by the head of an agency (or other authorized employee) to a designated subordinate to incur obligations within a specified amount. Obligations or outlays cannot be made in excess of the allotment. An agency makes allotments pursuant to the requirements stated in OMB Circular No. A-34. The amounts allotted by an agency cannot exceed the amount apportioned by the OMB. With the centralization of regional finance offices into one Accounting Operations Division, the Service now has only one allottee.

ALLOWANCES — The amounts that the secretary determines will be requested from OMB for the budget year. They are also referred to as planning allowances. OMB allowances are the amounts

that the president will request the Congress to appropriate for the budget year, as communicated to the Interior Department by OMB. The programs and levels of the allowances are confidential and not to be released to the public until the president's budget message is delivered to the Congress in February.

Congressional allowances, as used in the concurrent resolutions on the budget, represent a special functional classification designed to include amounts to cover possible requirements, such as civilian pay raises and contingencies. Allowances remain undistributed until they occur or become firm; then they are distributed to the appropriate functional classification(s).

ANTI-DEFICIENCY ACT — Sometimes referred to as section 3679 of the Revised Statutes, a law enacted by Congress to (1) prevent the incurring of obligations or the making of expenditures or outlays in excess of amounts available in appropriations or funds, (2) fix responsibility within an agency for the creation of any obligation or the making of any expenditures-in excess of an apportionment (or reapportionment) or in excess of other subdivisions established pursuant to 31 USC 665(g), and (3) assist in bringing about the most effective and economical use of appropriations and funds.

APPEAL — A request to decision-making officials (the secretary, OMB, the president, or members of Congress) that their decisions on the amount of budget authority for a given activity or operating unit be reconsidered. This is usually accompanied by a statement of the impact of the decision on the activity or unit. When appealing a congressional action on an appropriations request, the statement of impact is termed an "effect statement."

APPORTIONMENT — A distribution made by OMB of amounts available for obligation in an appropriation or fund account. Apportionments divide amounts available by specific time periods (usually quarters), activities, projects, objects, or a combination thereof. The amounts so apportioned are a large limitation on the amount of obligations that may be incurred. The apportionment process is intended to prevent obligation of funds in a manner that would require supplemental or deficiency appropriations and to achieve the most effective and economical use of amounts made available for obligation.

APPROPRIATIONS — Funding authority approved by the Congress and signed by the president to expend a given amount of funds to carry out federal programs. The appropriations act specifies an amount of funding in each appropriation (fund) account of an agency. Types of appropriations include the following:

> **One-year —** available for incurring obligations only during a specified fiscal year
>
> **Multiple-year —** available for incurring obligations for a definite period in excess of one fiscal year
>
> **No-year —** available for incurring obligations for an indefinite period of time until the objectives have been accomplished
>
> **Unexpired —** available for incurring obligations during the current fiscal year and which authority has not expired

Expired — no longer available for obligation, but is still available for disbursement to pay existing obligations

Definite — the amount stated in the Appropriations Act as a specific sum of money.

Indefinite — the amount of which is not stated in the Appropriations Act as a specific sum of money, but is determinable only at some future date, such as an opropriation of the receipts from a certain source

Permanent — automatically made each year over a period of time by virtue of standing legislation, without annual action by Congress. "Payment for Tax Losses On Land Acquired for Grand Teton National Park" is one.

Current — requires periodic action by Congress, usually annually, in. or immediately preceding the fiscal year.

APPROPRIATIONS LANGUAGE — The text of the appropriations act, as enacted by Congress, that contains the purposes for which the funds are provided. Limitations: A statutory restriction in appropriations acts that establishes the maximum or minimum amount that may be obligated or expended for specific purposes. There are two types of provisions:

Administrative provisions are included in the appropriations act by the Congress and are applicable to a single bureau, setting forth the intent of Congress on specific authorizations or limitations on the use of funds appropriated. For example, they authorize the number of vehicles and aircraft the Service can purchase, and set limitations on monies that can be expended for transportation of children to parks. In addition, other provisions are often added from year to year. Some may appear for one specific year only.

General provisions are included in the appropriations act by the Congress and are applicable to all bureaus and offices of the Department of the Interior setting forth authorizations and limitations. These provisions deal in such widely scattered items such as reprogrammings, aircraft rentals, uniform allowances, and memberships in organizations and societies. The Service has to abide by these provisions as much as the administrative provisions.

APPROPRIATIONS TRANSFER — A transfer of funds from one appropriation account to another. This can only be done by specific congressional authority.

AUTHORIZING COMMITTEE — A standing committee of the House or Senate with legislative jurisdiction over the subject matter of those laws, or parts of laws, that set up or continue the legal operations of federal programs or agencies.

AUTHORIZING LEGISLATION — Legislation enacted by Congress that establishes or continues the legal operation of a federal program or agency, either indefinitely or for a specific period of time, or sanctions a particular type of obligation or expenditure within a program. Sometimes referred to as substantive legislation.

Authorizing legislation is normally a prerequisite for appropriations. It may place a limit on the amount of budget authority to be included in appropriations acts, or it may authorize the appropriation of "such sums as may be necessary." In some instances, authorizing legislation may provide authority to incur debts or to mandate payment to particular persons or political subdivisions of the country.

BALANCES — Balances of budget authority result from the fact that not all budget authority enacted in a fiscal year is obligated and paid out in that same year. Balances are classified as follows:

> **Obligated Balance —** The amount of obligations already incurred for which payment has not yet been made. This balance can be carried forward indefinitely until the obligations are paid in no-year appropriations, and for five years in annual funds.
>
> **Unobligated Balance —** The portion of budget authority that has not yet been obligated. In one-year accounts the unobligated balance expires (ceases to be available for obligation) at the end of the fiscal year. In multiple-year accounts the unobligated balance may be carried forward and remain available for obligation for the period specified. In no-year accounts the unobligated balance is carried forward indefinitely until (1) specifically rescinded by law, (2) the purposes for which it was provided have been accomplished, or (3) such time as disbursements have not been made against the appropriation for two full consecutive years.
>
> **Unexpended Balance —** Amount of a fund or account that is not expended, or the sum of the obligated and unobligated balances.

BASE BUDGET — The cost in the budget year of conducting the same program and performing the same services as are planned for the current year. Normally, the only differences between the current-year budget and the base budget are costs that cannot be avoided or that are nonrecurring. Base adjustments are changes made to the level of funding in the current-year budget in order to carry out the same level of programs and services in the budget year.

BUDGET — A plan for using financial and staff resources to accomplish specific goals and objectives within a definite time period.

BUDGET ACTIVITY — The highest subdivision level of an appropriation. It identifies a specific and distinguishable category of work. Park management is an activity within the 0NPS appropriation.

BUDGET AMENDMENT — A revision to some aspect of a previous budget request, submitted to Congress by the president before Congress completes appropriation action.

BUDGET AUTHORITY — An authorization from Congress to incur obligations, mostly in the form of appropriations.

BUDGET DEFICIT — The amount by which the government's budget outlays exceed its budget receipts for a given fiscal year.

BUDGET ESTIMATES — A formal document prepared for submission to the OMB that sets forth estimated funding in terms of amounts (budget authority, obligations and budget outlays), programs, objectives, and manpower requirements. The major components of this document include tabular statements and budget schedules that show a comparison of levels (dollars and manpower) authorized in the past year and current year and proposed in the budget year and narrative materials describing each program of work and the amount requested in the budget year, and its relationship to the prior fiscal year (increase or decrease). The estimated funding is based on the planning allowance issued by the OMB and distributed through the assistant secretary for policy, budget and administration.

BUDGET EXECUTION — The process by which the financial resources made available to an agency are directed and controlled toward achieving the purposes and objectives for which the budget was approved.

BUDGET FORMULATION — The process by which the resources necessary to accomplish goals and objectives are determined and justified to decision makers (the secretary, the president, the Congress). As the amount of available resources is determined, goals and objectives may have to be revised.

BUDGET JUSTIFICATIONS — A formal document prepared for submission to the Congress in support of the budgetary amounts for each agency included in the president's budget that sets forth estimated funding in terms of amounts (budget authority, obligations and budget outlays), programs, objectives, and staffing requirements. The major components of this document include tabular statements and budget schedules that show a comparison of levels (dollars and manpower) authorized in the past year and current year and past accomplishments for each program of work that identifies the amount requested in the budget year, and its relationship to the prior fiscal year (increase or decrease). The estimated funding is based on the budget allowance issued by the OMB to the department.

BUDGET PROCESS — The procedure followed in the formulation, justification, and execution of the responsibilities of a governmental entity within the legislation provided by Congress and at the direction of the president.

BUDGET SUBACTIVITY — The level below a budget activity in the appropriation structure. It identifies discreet categories or functions within the larger activity. Visitor services is a subactivity within the ONPS park management activity.

BUDGET SURPLUS — The amount by which the government's budget receipts exceeds its budget outlays for a given budget/fiscal year.

BUDGET UPDATES — Changes or revisions in requested budget authority, estimated outlays, and estimated receipts for the ensuing fiscal year. The president is required by the Congressional Budget and Impoundment Control Act of 1974 to transmit budget updates to Congress by April 10 and July 15 of each year.

BUDGET YEAR — The fiscal year for which appropriation requests are being made to the secretary, OMB, and the Congress.

BUDGETING — The process of translating planning. and programming decisions into specific projected financial plans for relatively short periods of time. Budgets are short-range segments of action programs adopted that set out planned accomplishments and estimate the resources to be applied for the budget periods in order to attain those accomplishments.

CEILINGS — The maximum limit of an item as determined by OMB or .Congress. Ceilings may be established each year for employment, outlays, travel, or other object classifications.

CIRCULAR A-11 — The basic OMB instructions on the preparation and submission of annual budget estimates.

CIRCULARS, OMB — Permanent OMB instructions and requirements issued by OMB. These are designated by "A" and a number, such as A-11, A-34, etc.

COLLECTIONS —Amounts received by the federal government during the fiscal year. Collections **are** classified into two major categories:

> **Budget Receipts —** Collections from the public and from payments by participants in certain voluntary federal social insurance programs. These collections, also called governmental receipts, consist primarily of tax receipts and social insurance premiums, but also include receipts from court fines, certain licenses, and deposits of earnings by the Federal Reserve System. Gifts and contributions are also counted as budget receipts. Budget receipts are compared with total outlays in calculating the budget surplus or deficit.
>
> **Offsetting Collections —** Collections from government accounts or from transactions with the public that are of a business or market-oriented nature. They are classified into major categories: (a) collections credited to appropriation or fund accounts, and (b) offsetting receipts (i.e., amounts deposited in receipt accounts). In general, the distinction between these two major categories is that the collections credited to appropriation funds accounts (category a) normally can be used without appropriation action by Congress, as with reimbursements to the appropriation or in revolving funds. These collections are netted against expenditures. Funds in receipt accounts (category b) cannot be used without being appropriated. Offsetting collections are deducted from disbursements in calculating total outlays. Corresponding offsets are made in arriving at total budget authority and net obligations incurred.

COMMITMENTS — Reserving or earmarking available funds for a "commitment" to make an obligation and expenditure later; signing a DI-1 requisition with an estimated dollar amount and account to be charged "commits" the amount cited to become an obligation when the purchase order is issued. Commitments have been used in local fund control systems, such as AFS, for some time, and beginning in FY 1994 will be required in the Federal Financial System.

CONFERENCE COMMITTEE — The committee composed of members of the House and Senate to reconcile differences between similar legislation passed by the two houses of Congress.

CONFERENCE REPORT — The conference committee's recommendations to the House and the Senate for a bill reconciling the differences between the bills passed by each house.

CONSTRUCTION FORMULATION SYSTEM (CFS) — A PC-based system, which replaced the Multi-year Program Formulation System, that contains the NPS multiyear planning, study, and project packages. CFS is used in the formulation of the budget year and future year construction and other programs. It also contains each region's identified construction backlog.

CONTINUING RESOLUTION — Legislation enacted by Congress to provide budget authority for federal agencies (or specific activities) to continue operating until the regular appropriations are enacted. Continuing resolutions are enacted when action on appropriations has not been completed by the beginning of a fiscal year. The continuing resolution usually specifies a maximum rate at which the obligations may be incurred, based on the rate of the prior year, the president's budget request, or an appropriation bill passed by either or both houses of Congress.

CONTRACT AUTHORIZATION — A statutory authorization under which contracts or other obligations may be entered into prior to an appropriation for the payment of such obligations.

COST-BASED BUDGETING — Budgeting in terms of costs to be incurred, i.e., the resources to be consumed in carrying out a program, regardless of when the funds to acquire the resources were obligated or paid, and without regard of the source of funds or appropriation. For example, inventory items become costs when they are withdrawn from inventory, and the cost of buildings is distributed over time, through periodic depreciation charges, rather than in a lump sum when the buildings are acquired. Cost-based budgeting, in lieu of reflecting the obligational requirements for programs, reflects costs expected to be incurred during the budget year.

COST ESTIMATE — For planning, design, and/or construction projects, a projection for budget purposes, of the cost of construction or reconstruction of a facility and the elements of planning and design related thereto. The three classes-of_cost estimates for projects, in the order obtained, are as follows:

> **Class C —** Preliminary estimates based on best information available; similar facilities at other locations and known construction cost trends.
>
> **Class B —** Based on data obtained during the advance planning stage; i.e., comprehensive design, etc.
>
> **Class A —** Based on working drawings and specifications.

CURRENT YEAR — The fiscal year immediately preceding the budget year.

DEFERRAL — Any executive branch action or inaction that delays the availability of budget authority for obligation. Deferrals may not extend beyond the end of the fiscal year and may be overturned at any time by either House of Congress.

DEOBLIGATION — A downward adjustment of previously recorded obligations. This results from the cancellation of a project or contract, price revisions, or corrections of estimates previously recorded as obligations.

DISBURSEMENT — The amount of checks issued and/or payments made, net of refunds received.

EXPIRED ACCOUNT — An account in which authority to incur obligations has lapsed but from which outlays may be made to pay existing obligations and liabilities previously incurred, as well as valid adjustments thereto.

EFFECT STATEMENT — When the National Park Service does not agree with a proposed congressional change to our budget as submitted, we appeal via an "Effect Statement," indicating the effect the change will have on the affected program and why it should not happen.

FEDERAL FINANCIAL SYSTEM (FFS) — The NPS accounting system, an "off the shelf" system, customized for NPS use, used by bureaus of the Department of the Interior and other federal agencies.

FINANCIAL PLAN — A **budgetary planning document reflecting the way an organization plans to use its financial and human resources in a given year.**

FISCAL YEAR — Any yearly accounting period. The fiscal year for the federal government begins on October 1 and ends on September 30. It is designated by the calendar year in which it ends.

FULL TIME EQUIVALENT (FTE) Full-time equivalent employment is defined as the total number of hours worked divided by the number of compensable hours in a fiscal year (2,087 hours). OMB controls federal employment by establishing ceilings within which government agencies are expected to operate.

FUNCTIONAL CLASSIFICATIONS —A system of **classifying budget resources by function so that the budget authority and outlays of budget and off-budget federal entities, loan guarantees, and tax expenditures can be related in terms of the national needs being addressed.**

Budget accounts are generally placed in the single budget function (e.g., natural resources) that best reflects its major end purpose addressed to an important national need, regardless of the agency administering the program. A function may be divided into two or more subfunctions, depending on the complexity of the national need addressed by that function.

FUND SOURCE — Identification of a specific portion of an appropriation (fund) account by activity, subactivity, or program element, which is established to finance the type of work to be performed. Fund sources are aligned to specific legislation authorizations and policies established to administer the national park system.

FUNDING ADVICE — The document used by WASO Budget Division to formally authorize, increase, and decrease appropriations to regions and service centers.

GRANTS — Assistance awards in which substantial involvement is not anticipated between the federal government and the state or local government or other recipient during the performance of the contemplated activity. Such assistance is not limited to a state or local government as in the case of grants-in-aid. For purposes of the budget, grants-in-aid consist of budget outlays by the federal government to support state or local programs of governmental service to the public.

GROSS CONSTRUCTION ESTIMATE — The cost estimate computed for lir e item construction projects **to be included in the budget justifications submitted to Congress. The "gross" estimate**

is the "net," or projected actual cost of construction, estimate plus 15% for project supervision and 16% for contingencies.

HEARINGS – Meetings between OMB and executive agencies to justify the agencies' budget estimate for a prescribed budget year. The timing for these hearings is September to November. Hearings between Congress and the agencies are held to discuss issues presented in budget justifications and occur anytime between February and May.

HOUSE ACTION – A vote taken by the House of Representatives on a bill (appropriation) or a portion of a bill.

IMPOUNDMENT – Any action or inaction by an officer or employee of the United States Government that precludes the obligation or expenditure of budget authority provided by Congress.

JOINT RESOLUTION – A joint resolution requires the approval of both houses of Congress and the signature of the president, just as a bill does, and has the force of law if approved. There is no real difference between a bill and a joint resolution. The latter is generally used in dealing with limited matters, such as a single appropriations for a specific purpose.

LAPSE – The difference between the average number of persons actually employed in full-time permanent positions and the number of authorized positions — in other words, the number of authorized positions that are vacant. This is usually expressed as a percentage. Also refers to budget authority that was not obligated before authority to obligate expired.

LIABILITY – Amounts owed for items received, services rendered, expenses incurred, assets acquired, construction performed, and amounts received but not as yet earned.

LINE ITEM PROJECT – An amount specified for a particular purpose within a line item program. This term would include the project-by-project listings in the construction and federal land acquisition programs.

LUMP SUM PROGRAM – An amount included in the Service's budget estimates or budget justifications that is not identified by specific project (construction) or function (operating)..

MARK – The allowance given by OMB or the House or Senate in response to a budget request.

MARK-UP – The process in which House and Senate appropriations committees determine allowances. The allowances are written on the proposed bill, which is then "marked up."

MULTIYEAR PLANNING ESTIMATES – A budget planning process designed to make sure that the long-range consequences of budget decisions are identified and reflected in the budget totals. ' Currently, multiyear budget planning in the executive branch encompasses a policy review for a three-year period beginning with the budget year, plus projections for the subsequent two years.

NET CONSTRUCTION ESTIMATE – A term used with line item construction projects to call attention to the fact that the estimate is for actual construction only, and does not include the 31%

added (making it a gross estimate) for project supervision and contingencies. A net estimate should be used for inhouse purposes only.

OBJECT CLASSIFICATION — A budget classification identifying the transactions of the federal government by the nature of the goods or services purchased (such as personnel compensation, equipment, supplies and materials, travel, etc.) without regard to the purpose Of the programs for which they are used.

OBLIGATION-BASED BUDGETING — Financial transactions involving the use of funds are recorded in the accounts primarily when obligations are incurred, regardless of when the resources acquired are to be consumed.

OBLIGATIONS — Amounts of orders placed, contracts awarded,.services received, and similar transactions during a given period that will require payment during the same ˜or a future period. Such amounts will include outlays for which obligations had not been previously recorded and will reflect adjustments for differences between obligations previously recorded and actual outlays to liquidate those obligations.

OPERATING FORMULATION SYSTEM (OFS) — A PC-based system used to formulate all operating program (ONPS, National Recreation and Preservation, and JFK Center) portions of the NPS budget. OFS allows field managers and central office personnel to develop, maintain, and access a current and complete inventory of the operating and grant (administration) program needs, while at the same time providing a basis for responding to the annual operating increase budget calls.

OPERATING PROGRAM — The salaries and other routine expenses of an organizational unit needed to perform a function, provide a service, or operate and maintain a plant, the accomplishment of which does not produce a physical improvement asset. Such a program would be referred to as a capital program.

OUTLAYS — Payment of obligations when checks are issued or cash disbursed. Outlays during a fiscal year may be for payment of obligations incurred in prior years (prior-year outlays) or in the same year. Outlays, therefore, flow in part from unexpended balances of prior-year and in part from budget authority provided for the year in which the money is spent. Total budget outlays are stated net of offsetting collections and exclude outlays of off-budget federal entities. The terms expenditure and net disbursement are frequently used interchangeably with the term outlays.

OVERSIGHT COMMITTEE —The congressional committee charged with general oversight of the operation of an agency or program. In most cases, but not all, the oversight committee for an agency is also the authorizing committee for the agency's program.

PACKAGE — A concept used in the formulation and execution of the construction program. All of the components (surveys, comprehensive design, plans and specifications, construction, etc.) necessary to accomplish a construction project are pulled together in one package, and assigned the same package number and priority. Form 10-238 — Development/Study Package Proposal is used to document a package, and the Construction Formulation System .(CFS) is used for the multiyear scheduling of packages.

PASSBACK — Budgetary and programmatic guidance given to the National Park Service by the department and to the department and the Service by OMB in response to proposed budget requests. The Service submits budget estimates to OMB, and OMB advises what it will allow via a passback.

PERIODS OF LAPSED APPROPRIATIONS — When a new fiscal year begins without an appropriations act or a continuing resolution, a period of lapsed appropriations exists, and agencies begin to implement contingency closedown procedures.

PERSONAL SERVICES AND BENEFITS — The portion of an appropriation's object class structure devoted exclusively to personnel costs, including benefits.

PRESIDENT'S BUDGET — The president's budget is a financial plan for the coming fiscal year for the entire federal government that sets forth estimated funding in terms ofamounts (budget authority, obligation and budget outlays), objectives, programs, and manpower, and provides the basis for financing operations of the government. This document, prepared by the OMB and submitted by the first week of each January to Congress by the president, details the economic situation for a particular fiscal year in terms of revenues anticipated to be available and the federal program to be financed.

The documents incorporate amounts proposed for the various independent agencies and departments by appropriation account. The budget justification documents submitted to the Congress provides details in support of the total overall funding and manpower levels included in the president's budget for each agency, office, or bureau in terms of tabular statements, budget schedules, and narrative explanations of their programs.

PRIOR YEAR — The fiscal year immediately preceding the current year.

PROGRAM ELEMENT — The level below the budget subactivity in the appropriation structure. It identifies discreet components of work within the budget subactivity. Interpretation is a program element within the visitor services budget subactivity, park management budget activity, ONPS appropriation.

PROGRAM WORK ELEMENT (PWE) — A three-character designation used to collect costs by function, fund source, and cost element in the FFS. Use of a PWE is mandatory on all financial documents and time and attendance sheets.

PROGRAM — Generally defined as an organized set of activities directed toward a common purpose or goal, undertaken or proposed by an agency in order to carry out its responsibilities. In practice, however, the term program has many uses and is used to describe an agency's mission, programs, functions, activities, services, projects, and processes.

PROGRAM DEVELOPMENT — The stage of a budget cycle directed toward determining the secretarial budget policies for the coming budget year. Most of the workload occurs during the period January through July just preceding the issuance of the OMB planning allowance for the budget year.

PROGRESS CHART — A tabular statement issued periodically by the WASO Budget Division, to communicate within the National Park Service the progress of the Service's budget through the congressional review process. For a particular fiscal year, the chart's starting point is the base amounts from the previous year for each appropriation (fund) activity and subactivity, reflecting the amounts for each item from the OMB planning allowance, OMB budget allowance, and the stages of the congressional process to appropriations and supplemental appropriations.

PROJECT COST ACCOUNTING SYSTEM (PCAS) — A feature of the FFS accounting system to collect cost and other information concerning projects.

PROJECT PLANNING —The second step of the planning-design-construction program. Following the elements of advance planning, it covers the design function, including working drawings and specifications for the construction of or improvement to a facility.

PUBLIC LAW — After signature of a bill by the president, it becomes law. The bill is sent to the National Archives where it is given a number, such as Public Law 90-206. The "90" represents the 90th Congress passing the measure; the "206" indicates that it was the 206th public bill. passed by that Congress.

REAPPORTIONMENT — A revision by OMB of a previous apportionment. Agency requests for reapportionment are usually submitted to OMB as soon as a change in previous apportionment becomes necessary due to changes in amounts available, program requirements, or cost factors.

REAPPROPRIATION — Statutory authority to incur obligations and make payments amounting to part or all of the unobligated balance of an otherwise expired one-year or multiple-year appropriation, whether for the same or a different purpose.

RECEIPTS — Funds collected from the public and deposited in Treasury receipt accounts as listed in Appendix D of Circular A-11. These may result from payment of taxes, payments for services rendered, or any number of other reasons. There are two types of receipts:

Governmental (or Budget) Receipts These come from the sovereign and regulatory powers that are unique to the government. They are deposited into receipt accounts. These receipts are always reported in total (rather than as an offset to budget authority and outlays). Budget outlays are compared with budget receipts in calculating the budget surplus or deficit.

Proprietary Receipts — Collections from the public deposited in receipt accounts of the general fund, special funds, or trust funds as a result of the government's business-type or market-oriented activities (e.g., loan repayment, interest, sale of property and products, charges for nonregulatory services, and rents and royalties). Such collections are not counted as budget receipts; with one exception, they are offset against total budget authority and outlays by agency and by function. The exception is receipts from rents and royalties from Outer Continental Shelf lands; these are deducted from total budget authority and outlays for the government as a whole rather than from any single agency or function.

RECOVERIES OF PRIOR-YEAR OBLIGATIONS — Amounts made available in no-year and unexpired multiyear accounts through (a) downward adjustments of prior-year obligations,

including amounts returned from prior-year advances to consolidated working funds; (b) downward adjustments for the difference between obligations .previously recorded and outlays made in payment thereof; and (c) refunds due to the recovery of erroneous payments or accounting adjustments.

REFUNDS – Recoveries of advances and of amounts disbursed in error, which are credited to an appropriation or fund account. These items, such as recovery of a salary overpayment, or return of a travel advance, will not be included as reimbursements but will be treated as reductions of payments.

REIMBURSEMENTS – Amounts earned by an agency for commodities, work, or services furnished to an individual, firm, corporation, state, local government, or other federal agencies for which payments are required and which may be credited to an appropriation. or fund. These amounts are deducted from the total obligations incurred and outlays made in determining net obligations and net outlays for such accounts.

REPROGRAMMING – Use of funds in an appropriation account for purposes other than those contemplated at the time of appropriation. Reprogramming is generally preceded by consultation between the federal agencies, OMB, and the appropriate congressional committees. It involves formal notification and, in some instances, opportunity for disapproval by OMB or the congressional committee.

RESCISSION – Congressional action to withdraw budget authority that would otherwise become available or continue to be available. The Congressional Budget and Impoundment Control Act of 1974 specifies that whenever the president determines that all or part of any budget authority will not be needed to carry out the full objectives or scope of programs for which the authority was provided, the president will propose to Congress that the funds be rescinded. Likewise, if all or part of any budget authority limited to a fiscal year — i.e., annual appropriations or budget authority of a multiple-year appropriation in the last year of availability — is to be reserved from obligation for the entire fiscal year, a rescission will be proposed. Budget authority may also be proposed for rescission for fiscal policy or other reasons. Generally, amounts proposed for rescission are withheld for up to 45 legislative days while the proposals are being considered by Congress.

All funds proposed for rescission, including those withheld, must be reported to Congress in a special message. If both houses have not completed action on a rescission proposed by the president within 45 calendar days of continuous session, any funds being withheld must be made available for obligation.

RESTORATION – An unobligated amount previously withdrawn by administrative action that is again made available for obligation and outlay.

SUBSTANTIVE LAW – Statutory public law other than appropriation law, sometimes referred to as authorizing legislation. Substantive law, usually couched in broad general terms, authorizes the Executive Branch to carry out a program of work. Annual determination of the amount of the work to be done, expressed in specific dollar amounts, is usually embodied in appropriation law.

SUPPLEMENTAL APPROPRIATION — An act appropriating additional funds for the current year after enactment of the regular appropriation. Supplemental appropriations provide additional budget authority beyond the original estimates when the need for funds is too urgent to be postponed until the next regular appropriation bill. Supplementals may sometimes include items not appropriated in the regular bills for lack of timely authorizations.

TRANSFERS — When specifically authorized in law, all or part of the-budget authority in one account may be transferred to another account. Depending on the nature of the transfer, these charges and credits will be treated as either expenditure transfers or nonexpenditure transfers.

TREASURY COMBINED STATEMENT — An annual summary of budgetary results prepared from agency accounting reports and issued by the Department of the Treasury. It is presented at the individual receipt and appropriation account level.

TRUST FUND — A fund credited with receipts that are earmarked by law and held in trust or in a fiduciary capacity by the government for use in carrying out specific purposes and programs in accordance with an agreement or a statute.

UNDELIVERED ORDERS — The value of goods and services ordered and obligated, but which have not been received. This amount includes any orders for which advance payment has been made but for which delivery or performance has not yet occurred. This term is synonymous with unliquidated obligations.

VETO — The president's refusal to sign legislation approved by the Congress. The Congress may override a veto by a two-thirds vote of each house.

WARRANTS — The official documents issued pursuant to law by the secretary of the treasury that establish the amount of money authorized to be withdrawni from the Treasury.

NATIONAL PARK SERVICE BUDGET STRUCTURE

INTRODUCTION

A budget has been described as a series of goals with price tags attached. The budget of the National Park Service fits this simple definition. It establishes specific objectives and describes the proposed actions and the estimated cost to achieve these objectives. The Service's annual budget request thus becomes both a plan of work and a form of contract with the Congress. The Service agrees to accomplish certain things if Congress provides the -means in the form of appropriations.

The budget structure for the major operating and development accounts of the National Park Service has evolved to reflect a wide-ranging variety of programs and functions. Most federal agencies today present their budgets in a program structure. Programs are labels that express the objectives of the organization. The objectives are usually derived from substantive legislation.

The NPS budget is presented in two distinct ways: the functional budget structure and the organizational budget structure. The first of these is based on the functions that are performed to accomplish the Service's mission, such as maintenance, interpretation, and construction. The second is based on NPS organizations and fund sources, such as Yosemite National Park, Southwest Regional Office, and the servicewide cultural resources preservation program. The organizational structure is presented in the budget justifications in a summary table.

RELATIONSHIP OF BUDGETING TO ACCOUNTING

The structure of the Service's accounting system, the Federal Financial System (FFS) must parallel that of the budget, linking the way funds are intended to be spent with the way actual expenditures are recorded and tracked. The hierarchical account structure for each is as follows:

Budget Structure		Accounting Structure
Appropriation	ONPS	Fund
Budget_Activity	Park Management	Program Class
Budget Subactivity	Visitor Services	N/A
Program Element	Health and Safety	(Function)
(Park Summary)	Operational Base	(Fund Source)
N/A	Emergency Medical	(Cost Element)

The park and program summary in the budget justifications represents the organizational budget structure, and is not a part of the functional budget structure hierarchy. In the same way, the PWE in the cost account structure serves to identify the function, fund source, and cost element in the accounting system, but is not a part of the organizational structure hierarchy.

All NPS organizations budget and account for funds using the same budget and account structure. Consistency and accuracy in budgeting and accounting for funds is critical to the Service's ability to properly manage the funds available for operations and development and to

demonstrate to Congress that actions proposed and justified in the budget have been accomplished. The Service's success in presenting and supporting its budget request depends to a large extent on establishing a high level of credibility that the work as described will be completed.

The budget structure for each appropriation can be found in the annual budget estimates and budget justifications prepared by the WASO Budget Division for OMB and the Congress.

MAJOR APPROPRIATIONS

Operation of the National Park System

ONPS is an annual appropriation that funds all operational, maintenance, and administrative costs for parks, regional offices, and WASO. It is by far the National Park Service's largest appropriation, accounting on the average for over three-fourths of the total NPS budget. Beginning with the FY 1994 budget, there are two budget activities in ONPS.

Park Management. This activity covers the management and supervision of park areas; maintenance of buildings and other facilities; interpretive programs and other visitor services; and resources management necessary for the protection and preservation of the unique natural, cultural, and historical features of the national park system, ranger activities, and other specialized functions. Unlike any other, park management contains mostly annual but some no-year funding resulting from Title V, Section 5201 of Public Law 100-203. This provision of law establishes a special account in which admission and user fees collected by the National Park Service are held until appropriated after the end of the fiscal year for allocation to park system units in the manner and for the purposes prescribed by the law, to remain available until expended. They are generally referred to as "fee funds," or "X-year funds," and are used for research, interpretation, maintenance related to resource management, and cultural and natural resources management.

Four subactivities, corresponding to major operational functions, are used to further define and justify funds budgeted for park management. These subactivities are linked to budget execution through, particular PWEs. The four subactivities and the functions that fall under each are as follows:

Resource Stewardship — Natural and cultural resources applied research and resources management, and resources protection

Visitor Services — Interpretation and education, law enforcement and protection, visitor use management, health and safety, United States Park Police, and concessions management

Maintenance — Operational maintenance, and regional and servicewide maintenance programs

Park Support — Management and administration, park support programs, and cooperative programs

NOTE: NPS fire management activities are funded by Department of the Interior Fire Protection and Emergency Firefighting appropriations, which are made to the Bureau of Land Management and passed on to the National Park Service.

External Administrative Costs. This activity provides and maintains services that represent key administrative support functions whose costs are largely charged by organizations outside the National Park Service and whose funding requirements are therefore less flexible. This budget activity has no subactivities, but examples of major elements of cost are as follows:

Employee compensation payments (job-related injury)
Unemployment compensation payments
Park Police pension payments
External **ADP** charges from other federal agencies
Printing (GPO)
Telephone (FTS)
Postage
GSA space rental
Departmental program charges (library, information center, etc.)

National Recreation and Preservation

The National Recreation and Preservation (NR&P) appropriation provides for a broad range of activities related to outdoor recreation planning; technical assistance to state and local governments for recreation and preservation projects; natural and historic preservation, primarily for resources outside the national park system; recreation data collection and analysis; statutory/contractual aid to other activities; and the international park affairs program. Funds are available on an annual basis. There are seven budget activities under this appropriation.

Recreation Programs. This activity provides for technical assistance to state and local governments, recreation data collection and analysis (particularly park use), the transfer of surplus federal real property to local governments for recreation uses, and monitoring federal recreation fee programs.

Natural Programs. This activity provides for technical assistance to states in developing river conservation programs and application for nominations to the national wild and scenic rivers system, congressionally mandated studies of rivers and trail routes for possible inclusion in the national scenic and historic trails or the wild and scenic rivers systems, and management of the national natural landmarks program.

Cultural Programs. This activity provides for management of the National Register of Historic Places, review and certification of application for Federal Tax Credits for Historic Preservation, cultural resources management planning, the national historic landmarks program, the Historic American Buildings Survey (HABS) and Historic American Engineering Record (HAER), govemmentwide coordination of federal archeological programs, Native American Graves Protection and Repatriation Act requirements, American battlefield protection program, heritage education programs, and the national center for preservation technology.

Environmental Compliance and Review. This activity provides for review and comment on environmental impact statements, federal licensing and permitting applications, and other actions that may have an impact on areas under NPS jurisdiction.

Grants Administration. This activity provides for administrative expenses associated with the grants-in-aid programs for the Urban Parks and Recreation Fund, the Historic Preservation Fund, and Native American Graves Protection.

International Park Affairs. This activity provides for cooperation with governments and conservationists worldwide to establish new parks, protect significant national resources, and promote a stable global environment.

Statutory or Contractual Aid for Other Activities: This activity provides for financial assistance in the planning, development, or operation of natural, historical, cultural, or recreation areas that are not managed by the National Park Service. Such support is often specifically mandated by Congress.

Construction

This appropriation provides for the construction of new visitor facilities and support systems, the reconstruction and repair of operational structures and recreation facilities, and the preservation' of historic and cultural resources. The construction program process consists of three separate phases leading to project completion — advance planning, project planning, and construction. The first two phases of the process focus on acquiring archeological, historical, environmental, and engineering design information, and the preparation of comprehensive designs, working drawings, and specification documents needed to construct or rehabilitate facilities in park areas. The third and final phase, when completed, results in the construction or rehabilitation of those facilities needed to accomplish the management objectives approved for each park. The entire process takes three to five years to complete for a typical project. Consequently, funds appropriated under this account are available until expended. There are four budget activities.

Planning. This activity covers the two phases of construction planning:

> **Advance Planning –** Special technical investigations, surveys, and comprehensive design necessary for preliminary planning. This initial phase of the development planning process allows for the proper scheduling, information gathering, and compliance requirements to successfully complete construction projects.
>
> **Project Planning –** The second phase of the construction process that provides final estimates, construction drawings, and contract bidding documents for individual construction projects.

Line Item Construction. This is the actual development, rehabilitation, and improvement of buildings, utilities, roads, trails, parkways, and other facilities. Also included is the supervision of projects in progress such as inspections, as-built drawings, and final acceptance.

Emergency, Unscheduled, and Housing Projects. This activity permits minor unscheduled and emergency construction projects to protect and preserve park resources, provides for safe and uninterrupted visitor use of facilities, accommodates unanticipated concessioner facility related needs, provides necessary infrastructure for approved concessioner expansion projects, and ensures continuity of support and service operations. This activity now also includes funding for the repair of some of the more serious deficiencies in current park employee housing.

General Management Plans. The activity provides for the preparation and update of general management plans to guide NPS actions for the protection, use, development, and management of each park unit, and to conduct studies of alternatives for the protection of areas that may have potential for addition to the national park system.

Federal Lands Highway Program

Funds for this program come from the Highway Trust Fund via the Federal Highway Administration, rather that an appropriation to the National Park Service, and are used for the repair, reconstruction, and occasionally for the new construction of roads, bridges, and tunnels at the park areas. The program is managed in conjunction with the construction program for the Service, and is developed and administered jointly by the Service and the Federal Highway Administration as authorized by the Surface Transportation Assistance Act of 1982, and reauthorized in 1987.

Land Acquisition and State Assistance

The acquisition of land and interest in land for inclusion in the national park system in'brder to preserve nationally important natural and historic resources. Funds are also provided to coordinate and administer this acquisition program, and to administer a grant and administrative assistance program for state governments. Appropriated funds are available until expended. This appropriation consists of four budget activities.

Federal Land Acquisition. This allows for the acquisition of lands or interest in lands to preserve and protect, for public use and enjoyment, the historic, scenic, natural, and recreational values of congressionally authorized areas within the national park system.

Land Acquisition Administration. This includes the salaries and related expenses to conduct a professional land acquisition program in the National Park Service. Staffs in the Washington and regional offices prepare and review appraisals, offers to sell, offers to exchange, land protection plans, cooperative agreements, and other documents and activities related to acquisition and real property management.

State Grants. This allows for financial assistance to states, territories, and local governments for acquisition of parks and open space and development of outdoor recreation facilities that provide public access to lands, waters, and other recreation resources.

State Grants Administration. This provides for administration of previously awarded and new grant projects, and for provision of technical assistance to state grant activities to ensure that all grant requirements are met and active projects are completed in a timely manner.

John F. Kennedy Center for the Performing Arts

In FY 1995 legislation was passed that transferred responsibility and funding for the operation, maintenance, and repairs of the John F. Kennedy Center for the Performing Arts to the Center's Board of Trustees, through an appropriation to the Smithsonian Institution.

Historic Preservation Fund

This appropriation finances matching grants for historic preservation in accordance with the National Historic Preservation Act of 1966 as amended. The appropriation contains two budget activities.

Grants-in-Aid to the National Trust. This provides for matching grant funds to support the ongoing activities of the National Trust for Historic Preservation.

Grants-in-Aid. This provides for furnishing matching grants to states, territories, and the freely associated states (Micronesia) for historic preservation activities, and to provide grants (matching share not required) to Indian Tribes and Alaska Natives for the preservation of their cultural heritage.

Urban Park and Recreation Recovery Fund (UPARR)

This appropriation was initiated in 1979 to provide matching grants to cities for the renovation of urban park and recreation facilities. The intent is to encourage urban jurisdictions to improve recreational opportunities for their residents by giving them incentives to increase investments in planning, revitalization, and operation and maintenance of existing recreation systems.

Operation and Maintenance of Quarters

Revenues derived from the rental of government-owned quarters to employees of the National Park Service are deposited into a special Treasury account and used to operate and maintain these quarters. This is a permanent indefinite account. No appropriation language is required and funds remain available until expended.

Illinois & Michigan Canal National Heritage Corridor Commission

This appropriation covers costs incurred by the commission as authorized by Public Law 98-398. The commission's activities include planning, site inventory of historic and natural features,

assessing management and development alternatives, and recommendations to the Service on future recreation use and preservation of the corridor.

MISCELLANEOUS PERMANENT APPROPRIATIONS

The accounts presented below permanently earmark revenues from entrance fees and special user fees at four parks for specific purposes.

Educational Expenses, Yellowstone National Park Employees' Children

This appropriation pays the additional costs of educating children of employees stationed at this remote park. The Service is authorized to use visitor fees collected at the park to defray the costs of teachers' salaries, to buy school equipment and supplies, to offset students' transportation costs, and to maintain park school facilities.

Payment for Tax Losses on Land Acquired for Grand Teton National Park

This appropriation is used to compensate the state of Wyoming for taxes lost as a result of acquisition of land at this park. Fee revenues collected at Grand Teton and Yellowstone are paid to Wyoming to make up for lost tax revenue because of park expansion.

Operation, Management, Maintenance, and Demolition of Federally Acquired Properties at Independence National Historical Park

This appropriation uses receipts from rental and parking operations for the operation, management, or maintenance of federally acquired properties, and in some cases to demolish and replace real property acquired through purchase or donation for the park.

Operating Expenses for Route 209, Delaware Water Gap National Recreation Area

This appropriation is used to manage and maintain that section of U.S. Route 209 that falls within the boundaries of the park. The Service is authorized to collect road use fees from commercial vehicles that do not belong to local businesses and that use the road as a connector between Interstate Highways 80 and 84. The revenue is deposited into a special account for maintenance and patrol of the road within the park.

MISCELLANEOUS TRUST FUNDS

These accounts cover funds held in a fiduciary capacity by the National Park Service to carry out specific program and activities. They include all funds donated to the Service by individuals and organizations. There are two donation accounts currently used for this purpose.

National Park Service Donations

This account includes the receipt, deposit, and expenditure of monies donated for the use and benefit of units of the national park system.

Preservation, Birthplace of Abraham Lincoln

The Lincoln Farm Association established an endowment, the proceeds of which are used to help preserve the Abraham Lincoln Birthplace National Historic Site.

LEGAL AUTHORITIES AND STATUTES

The National Park Service, like all federal agencies, operates within a framework of both general and specific budget-related laws and regulations.

GENERAL LAWS AND REGULATIONS

All federal agencies are guided by two major budget laws: the Budget and Accounting Act of 1921, as amended (31 USC 11, 44) and the Anti-Deficiency Act of 1870, as amended (31 USC 665). The controls and processes established in these laws are reflected throughout these guidelines. The Budget and Accounting Act of 1921 establishes and assigns responsibilities to the OMB. That office executes its responsibilities by issuing circulars. Circulark-34 details federal agency responsibilities regarding budget execution.

The law (Titles I—IX of the Congressional Budget and Impoundment Control Act of 1974, as amended, 2 USC 601-661) that established the congressional budget process also created the Senate and House of Representatives budget committees and the congressional budget office. The act created a timetable for the budget process, established a requirement of a yearly concurrent resolution of the budget and procedures concerning its adoption, and set forth a procedure called "reconciliation" to ensure congressional committee compliance with the concurrent resolution on the budget.

General knowledge of the requirements set forth in these laws and the ability to implement the instructions are required of all NPS mangers who have fiscal responsibilities. Through the issuance of this guideline and other instructions, NPS budget officials will notify managers of specific sections of major importance.

BUDGET-RELATED LAWS AND REGULATIONS SPECIFIC TO THE NATIONAL PARK SERVICE

NPS managers must be familiar with authorities specific to the programs they manage. A comprehensive listing of spending authorities and restrictions would be very difficult to assemble and would require regular updates. Presented below are the relevant spending authorities managers should review.

Authorities to Obligate and Spend Funds

U.S. Constitution, article I, section 9, clause 7: states "no money shall be drawn from the Treasury but in consequence of appropriations made by law."

31 USC 1105 provides for the president to submit a budget to Congress during the first 15 days of each regular session.

31 USC 1301 provides that "appropriations shall be applied only to the objects for which the appropriations were made except as otherwise provided by law."

31 USC 1517 prohibits obligations or expenditures in excess of apportionments made by the OMB.

31 USC 1535 and 1536 (known as the Economy Act) allows federal agencies to purchase supplies, equipment, or services from other federal agencies on a reimbursable basis.

2 USC 681-688 provides impoundment control.

16 USC provides a number of special authorities for the National Park Service.

The above laws are implemented by the OMB and the General Accounting Office (GAO) through circulars, bulletins, etc. including

OMB Circular A-11, *Preparation and Submission of Budget Estimates*

OMB Circular A-34, *Instructions on Budget Execution*

GAO *Policies and Procedures Manual for Guidance of Federal Agencies*

Principles of Federal Appropriations Law, issued by the GAO

The NPS portion of the Department of the Interior and Related Agencies Appropriations Act establishes the Service's spending authority each year. Included in this act are the• program authorizations contained in the various substantive laws that deal with the National Park Service. The budget justifications and the appropriations act and related committee reports should be reviewed annually by managers to note changes that could affect their programs.

Authorities for the Operation of the National Park System Appropriation Account Symbol — 14-1036

16 USC 1, lb, lc, 7a-e, 17j2, 18f, 594 provides for the creation of the National Park Service and describes it functions.

5 USC 5901-5903 provides a uniform allowance for certain employees of the National Park Service.

16 USC 3 provides for granting privileges, leases, and permits for use of land for the accommodation of visitors in the various parks, monuments, or other reservations.

16 USC 8b, 8d provides for maintenance of national park approach roads.

16 USC 18g provides for recruitment, training, and acceptance of volunteers for visitor services in NPS areas.

16 USC 431-433 provides for the president to declare historic landmarks, structures, and other objects as national monuments by public proclamation.

16 USC 461-467 allows the secretary of the interior to acquire property and to restore, reconstruct, rehabilitate, preserve, and maintain historic or prehistoric sites, buildings, and objects of national historical or archeological significance.

16 USC 1281c provides for any component of the national wild and scenic rivers system that is administered by the National Park Service to become part of the national park system.

PL 91-378 (as amended by P.L. 93-408) allows the National Park Service to employ American youth to further the development and maintenance of the natural resources and to prepare them for the responsibility of maintaining and managing these resources.

Authorities for the National Recreation and Preservation Appropriation Account Symbol: 14-1042

16 USC 4601-1-4601-3 authorizes the secretary of the interior to carry out certain activities that provide outdoor recreation resources for the nation. These include (1) inventory and evaluation of needs and resources, (2) classification of resources, (3) formulation, maintenance, and revision of a comprehensive nationwide plan, (4) technical assistance to nonfederal entities, (5) encouragement of interstate and regional cooperation, (6) research and education, and (7) federal interdepartmental cooperation and coordination.

16 USC 4601-6a requires reports to Congress on federal admission and recreation use fees and authorizes fee program administration.

40 USC 484(k) (2) (3) authorizes disposal of federal surplus real property for use as public park or recreation areas and requires determination and enforcement of compliance with terms of disposal.

16 USC la-5 directs the secretary of the interior to provide certain information to Congress regarding registry of natural landmarks.

16 USC 1244 (b)-(c) requires national trails studies.

16 USC 1275-1276 requires wild and scenic rivers studies.

16 USC 461-467 authorizes the secretary of the interior to carry out certain activities to preserve historic sites, buildings, and objects of national significance for public use and expressly authorizes appropriation of funds for this purpose.

16 USC 469-469c establishes a program for preservation of historical and archeological data that might otherwise be lost or destroyed as the result of a federal or federally assisted or licensed project, activity, or program and authorizes appropriation of specific amounts for this purpose.

42 USC 4332 requires writing and reviewing of outdoor recreational aspects of environmental impact statements.

49 USC 1653(f) requires review of proposed Department of Transportation projects that could have an adverse impact on public park and recreation facilities.

16 USC 470, PL 102-575 established the National Center for Preservation Technology and Training within the Department of the Interior at Northwestern State University in Natchitoches, Louisiana.

25 USC 3001, PL 101-601, the Native American Graves Protection and Repatriation Act, section 10, authorizes the secretary of the interior to provide grants to Indian tribes, native Hawaiian organizations, and museums to assist in carrying out requirements of the act.

Authority for the Historic Preservation Fund Appropriation
Account Symbol: 14-5140

PL 89-665, dated October 15, 1986, 80 Stat. 915, popularly known as the National Historic Preservation Act of 1966.

Authority for the Construction Appropriation
Account Symbol: 14X1039

16 USC 1, the legislation that established the national park system provides the authority to construct, improve, repair, or replace facilities in parks.

Authority for Land Acquisition and State Assistance Appropriation
Account Symbol: 14X5035

16 USC 4601-4-11, the Land and Water Conservation Act of 1965, as amended, established the specific authority for the National Park Service to acquire lands and grant funds to states for purposes specified.

MISCELLANEOUS AUTHORITIES

Special Fund Accounts

16 USC 4601-5-11 — Land and Water Conservation Fund (receipts only) (Account Symbol: 145005.2, 145005.4, etc.)

PL 98-473, approved October 12, 1984 (98 Stat. 1874) — Maintenance and Operations of Quarters (available receipts) (Account Symbol: 14X5049)

PL 98-63, approved July 30, 1983 (97 Stat. 329) — Delaware Water Gap, Route 209 Operations (available receipts) (Account Symbol: 14X5076)

16 USC 40c — Education Expenses, Children of Employees, Yellowstone National Park (available receipts) (Account Symbol: 14X5663)

16 USC 406d-3 — Payment for Tax Losses on Land Acquired for Grand Teton National Park (available receipts) (Account Symbol: 14X5666)

16 USC 407s — Operation, Management, Maintenance, and Demolition of Federally Acquired Properties, Independence National Historical Park (available receipts) (Account Symbol: 14X5667)

Trust Fund Accounts

16 USC 6 — Donations, National Park Service (available receipts) (Account Symbol: 14X8037)

16 USC 212 — Preservation, Birthplace of Abraham Lincoln (available receipts) (Account Symbol: 14X8052)

Interior Appropriation Act, and 93 Stat. 960 — Construction (trust fund) (Account Symbol: 14X8215)

REIMBURSABLE AUTHORITIES

Reimbursable income must be authorized by law and apportioned by the OMB in order to be obligated or expended. Income is normally recorded within regular appropriations. Refer, to chapter 14 for a list of those authorities.

STATUTORY OR CONTRACTUAL AID

The National Park Service participates in the funding for the operation and maintenance of areas and facilities administered by others. These programs are listed in the budget under "Statutory or Contractual Aid for Other Activities." Some of the areas currently authorized are:

Roosevelt Campobello International Park Commission (PL 88-363)
Ice Age National Scientific Reserve (PL 88-655, 91-483)
Lowell Historic Preservation Commission (PL 95-290)
Martin Luther King, Jr., Center for Non-Violent Social Change (PL 96-428)
Blackstone River Valley National Heritage Corridor Commission (PL 99-607)
Delaware and Lehigh Navigational Canal Commission (PL 100-692)
Dayton Aviation Heritage Commission (PL 102-419)

In the annual appropriation, Congress may also choose to direct financial assistance to other entities that do not have specific authorizing legislation.

The authorities listed above cover nearly all funds spent by the Service in any given year. Laws, especially those relating to appropriations, can change rapidly. Review the NPS budget justifications and appropriation languages annually for changes in spending authorities.

In addition to granting authority, Congress sets spending limits and precludes federal funding for some activities. Many park areas have ceilings on construction and/or land acquisition.

The WASO Budget Office maintains current data on land acquisition and construction limitation balances, and issues a report each year listing ceilings for all areas, cumulative amount appropriated, and remaining balance. When an area nears its development or land acquisition ceiling, and anticipates additional development or land acquisition, WASO Budget Division, the associate director, planning and development, and the WASO Land Resources Division will work with the WASO Division of Legislation to ensure that future legislation should include a provision to raise the ceiling(s). The National Park Service may not request -funds in a budget that would exceed any of these ceilings; Congress may add funding that would cause an area to exceed its ceiling, however, which also becomes a *de facto* raising of the ceiling.

FUND SOURCES IN THE NATIONAL PARK SERVICE

GENERAL DESCRIPTION

As NPS operations have grown more complex, so have the financing mechanisms developed to address the basic needs and special programs and issues. A fund source is money that has been earmarked to accomplish specific objectives. Each fund source is managed by a specific NPS organization.

The most basic fund source in the National Park Service is the park operating base. In a park the superintendent distributes funds among the park divisions and managers to accomplish approved operations, projects, or tasks. At the central or regional office level, funds are allocated by the regional director to regional office divisions and to parks to accomplish approved operations, projects, or tasks. This usually follows a formal process in which funding proposals are evaluated based on approved criteria. Examples of central or regionwide fund sources include the natural resources preservation program (servicewide) and the repair and rehabilitation (regionwide) program.

A fund source can be an entire budget activity (general management plans), a program element (rivers and trails conservation programs), or a special authority (emergency law and order). Most commonly, however, a fund source is a discreet organization or program listed in thP budget justifications in the park and program summary (Yellowstone National Park, cultural resources preservation program, regional cyclic maintenance, drug enforcement initiative, etc.). For the purpose of this guideline, a fund source is considered to be a subdivision of appropriations managed by a particular organization, dedicated to a common purpose, and for which competition exists.

Fund sources may be managed at the park, regional office, service center, or WASO level. The FFS tracks obligations and expenditures via assigned program PWE.

DEFINITION OF AND CRITERIA FOR THE TERM FUND SOURCE

A fund source is dedicated to a common purpose and as such has program integrity. Every fund source has program criteria, which indicates what the fund should be used for (or not used for), and this is communicated to Congress as part of the NPS budget request. It is critical that the program criteria be followed and that the funds be used for their intended purposes. For example, a park or regional office's project funding varies considerably and may not be renewed each year, so permanent personnel cannot be paid with project funds.

The following list is intended to clarify the purpose and scope of approved NPS fund sources.

NOTE: There are a number of sources of income that are generally considered fund sources but are actually reimbursements, which are covered in chapter 14.

OPERATION OF THE NATIONAL PARK SYSTEM APPROPRIATION

Operating Base Budgets

Name: Park Base
Managed by: Park Superintendent
Budget Activity/Subactivity: Park Management/All Subactivities
Description: This is the primary source of operational funding for park units. It provides recurring base funds for the management, interpretation, visitor services, maintenance, and resource protection in NPS areas. The specific amount is determined by each region annually for parks under their administrative direction. Internal reallocations of base funding from park to park that are greater than 10% from the prior fiscal year are prohibited unless a formal reprogramming is requested. The park managers determine how the park base will be spread among the various subactivities of the park management activity.

The OFS is used to request a permanent increase to the park base by the superintendent during the budget formulation process.

Name: Regional Base
Managed by: Regional Director
Budget Activity/Subactivity: Park Management/All Subactivities
Description: This is the primary source of funding for regional office staff, regional directorate, program administrators, and administrative support staff. Funds are allocated to and managed by associate regional directors, division chiefs, and the regional directorate. Regional office personnel provide assistance and guidance to parks, and represent park concerns and additional requirements to WASO. Regional cultural resource centers and the U.S. Park Police are also included.

Increases to the base are requested by the regional director via the OFS during the budget formulation process.

Name: Washington Office Base
Managed by: Director, Deputy Director, and Associate Directors
Budget Activity/Subactivity: Park Management/All Subactivities
Description: This fund source provides salary and support costs for WASO personnel. Base funds cover the program and administrative staff in the Washington Office, as well as certain support units such as the Mining and Minerals Branch in Denver, Colorado, and the Water Resources Division in Fort Collins, Colorado.

As with parks and regions, requests for a base increase must be documented and submitted by the associate directors and WASO directorate via the OFS during the regular budget formulation process.

Regionwide Programs

Name: Cyclic Maintenance (Includes Cyclic Maintenance for Historic Properties)
Managed by: Regional Director
Budget Activity/Subactivity: Park Management/Maintenance
Description: This program funds maintenance on park roads, trails, buildings, utility systems, and other facilities on a fixed periodic basis when the work is predictable and the cycle is longer than one year but not longer than 10 years. Also included is funding for cyclic maintenance activities on cultural landscapes, sites, structures, and collections. Programs for cyclic maintenance are based on functional inventories and accumulated project lists developed on a park-by-park basis and maintained in a 10-year data file. The work may require the preparation of simple designs and specifications and is performed by contract or day labor under the supervision of park staff.

Funds budgeted for cyclic maintenance may not be used for new construction- of any kind unless formally reprogrammed for that purpose. The appropriate clearance must be obtained consistent with Special Directive 80-6. Cyclic maintenance is a park project program, and the funding should not be used to increase park or regional office staff, even if they help to design, contract, or supervise the projects. Park and regional office staffs are base funded, and project funds should be reserved exclusively for projects.

This fund source is managed at the regional office level to ensure more efficient use of limited budgets. The region annually conducts a programming exercise to determine which park projects will be accommodated within the amount allotted. Parks maintain a 10-year file of cyclic maintenance projects and submit detailed project data (updated cost estimate, detailed project description, method of accomplishment, etc.) for each project as it comes due.

Increases to the regionwide base are requested by the regional office via the OFS during the regular budget formulation process. Increase requests are based on the region's total requirements, supported by the parks' current multiyear file of projects.

Name: Equipment Replacement Account
Managed by: Regional Director
Budget Activity/Subactivity: Park Management/Maintenance
Description: This program provides for the purchase of capital equipment and other property. Multiyear equipment replacement schedules are maintained by each park and regional office and are based on the estimated useful life of the property. Once minimal replacement standards for a particular type of equipment have been met (i.e., age, condition, and/or number of miles, if applicable), the equipment is eligible to be replaced from this account. The regional office determines which eligible items are to be included in any given year through a park and regional priority-setting process that weighs the urgency of the requirement and the level of funding available. In addition to the appropriated funds, equipment replacement may also be funded from reimbursables derived from the sale of equipment to be replaced.

Increases to the regionwide base for equipment replacement are requested by the regional office via the OFS during the regular budget formulation process, and should be based on the park and regional backlog of needs as supported by the park and regional multiyear equipment replacement schedules.

Name: Incidental Personnel Costs
Managed by: Regional Director
Budget Activity/Subactivity: Park Management/Park Support
Description: This program provides funding for lump sum leave, incentive awards, severance pay, and employee transfer expenses for permanent employees in park areas. These costs for other than park employees are charged to the benefiting account. Funds are managed•by the regional office and are available on a "first-come, first-served" basis until the funding is exhausted.

Increases are requested via the OFS based on historical and expected shortfalls.

Name: National Capital Region Performing Arts Program
Managed by: Regional Director, National Capital Region
Budget Activity/Subactivity: Park Management/Visitor Services
Description: This program provides for the National Capital Region's support of various performing arts activities in the national capital area. Increases are requested via the operating formulation system during the annual budget call.

Name: Repair and Rehabilitation
Managed by: Regional Director
Budget Activity/Subactivity: Park Management/Maintenance
Description: This program funds the cost of repair or rehabilitation of existing facilities and utility systems. Repair and rehabilitation of cultural structures, sites, or landscapes are also included. Construction of new replacement facilities is also permitted consistent with Special Directive 80-6. Activities covered under this fund source must be one-time projects or on a cycle of greater than 10 years, and should not require a significant planning and design phase. Large-scale projects that require a significant preconstruction planning, design, or approval phase should be funded from the construction appropriation, as should those projects that cannot be obligated in a single year or those that provide for new capacity or new development, rather than replacement or repair of facilities.

Each region annually conducts a programming exercise to determine which projects will be funded within the base amount allocated each year. As with cyclic maintenance, parks maintain a multiyear data base of projects. Unlike cyclic maintenance where the projects are scheduled in the year the work is expected to be needed with no overall priority assigned, there is one parkwide priority listing for repair/rehabilitation projects. Also, as with cyclic maintenance, repair/rehabilitation funds are for projects only and should not be used for regional office or park permanent staff.

Increases to the regionwide base may be requested by the regional office via the OFS during the regular budget formulation process. Increases should be based on the total requirements as supported by the park-by-park current multiyear file of projects.

Servicewide Programs

Only programs with formally established criteria, recognized in the budget justifications, and managed as a singular fund source in budget execution, are listed here. WASO and regional program managers sometimes have available operating or other funds that are allocated on a one-time basis to regions or parks. These allocations depend on .fund availability, are not in substantial amounts, usually do not have established program criteria or an annually recurring call for projects, are considered more as "windfalls" than official programs, and are not included here.

Unless noted otherwise, increases to servicewide programs are requested by the appropriate associate director during the annual budget formulation process and are supported by park and regional data bases.

Name: Air Quality
Managed by: Associate Director, Natural Resources
Budget Activity/Subactivity: Park Management/Resource Stewardship
Description: Funds provided from this source support park, regional, and Washington Office air quality project activities. These activities include monitoring, visibility studies, PSD (prevention of significant deterioration) permit reviews, and air quality impact assessments on natural resources. The project or study must provide data needed and usable for decision making and must be cost effective. Most of the servicewide air quality funds are earmarked for ongoing monitoring and data, analysis at those parks classified as class I or class II to carry out responsibilities mandated underi the Clean Air Act.

The visibility monitoring network is operational but is currently funded as research, because, related protocols and quality control methods continue to be improved through research. As, measuring visibility becomes more routine, the program will be operated by resource management personnel.

Name: Archeological Resource Protection Act
Managed by: Associate Director, Cultural Resources
Budget Activity/Subactivity: Park Management/Resource Stewardship
Description: This provides for the protection of archeological sites in parks through increased monitoring and law enforcement activities in accordance with the provisions of the Archeological Resources Protection Act (ARPA). Project funds are also used for interagency coordination, education, law enforcement training, and development of improved means for protection of archeological resources.

Name: Challenge Cost-Share
Managed by: Associate Director, Management Systems
Budget Activity/Subactivity: Park Management/Park Support
Description: This program provides a maximum 50% cost-share grant to expedite and complete mutually beneficial projects with outside sources. The purpose is to increase awareness and participation by both neighboring communities and the public at large in the preservation and improvement of NPS recreational, cultural, and natural resources. Park partners (outside

resources) include individuals, groups, companies, corporations, state and local agencies, and other nonfederal entities that will donate funds, equipment, supplies, or in-kind labor to complete a park project. Projects are generally intended to be small, able to be completed in one year, and consistent with park planning documents.

Projects are nominated for funding each year by parks and regions, ˙and WASO approves those meeting established project criteria.

Name: Collections Management
Managed by: Associate Director, Cultural Resources
Budget Activity/Subactivity: Park Management/Resource Stewardship
Description: Cataloging, preservation, and protection of the backlog of uncataloged museum objects. Cataloging provides accountability and facilitates public access to objects through exhibits, interpretation, and research.

Collections management is an operational activity, but due to the enormous backlog of uncataloged objects, additional funding was made available by Congress to eliminate or reduce the backlog. Until the backlog is eliminated or reduced to an acceptable level, the additional funding is retained by WASO and allocated annually to regions and parks according to the size of the backlog and approved collections management plans. When the cataloging is brought to standard, the funds will be permanently allocated to parks and regions for operational collections management in order to preclude another backlog of uncataloged objects.

Name: Cultural Resources Preservation Program
Managed by: Associate Director, Cultural Resources
Budget Activitv/Subaotivity: Park Management/Resource Stewardship
Description: This program provides funds for archeological, ethnographic, and historical research; the preparation of management studies; object cataloging; historic structure and cultural landscape reports and other research; planning and data collection activities necessary for the nominations to the National Register of Historic Places; preparation of administrative histories; and historic resource studies. It also provides funds for a national maritime initiative to identify and help protect historic maritime resources.

Urgent stabilization and preservation work on archeological and historic sites, historic and prehistoric structures, cultural landscapes, and museum objects; control of environmental security; and other cultural resources concerns are also funded here.

Parks maintain a multiyear database of eligible projects, and annually submit project proposals in priority order, using Form 10-238 --- Development/Study Package Proposal, to the regional offices. There they are reviewed, assigned a regional priority and forwarded to the associate director, cultural resources. After a tentative selection of the recommended projects by WASO cultural staff, final concurrence for the annual program is given by the associate director, cultural resources, the director, and regional directors.

Name: Dam Safety
Managed by: Associate Director, Park Operations
Budget Activity/Subactivity: Park Management/Maintenance
Description: PL 92-367, the National Dam Inspection Program Act, mandates the inventory.and inspection of dams located in or adjacent to national park system units. Program funds are for inventory and inspection, the development of emergency action plans, and to outline management responsibilities for the preservation, maintenance, operation, and safety of dams and to effect minor repairs. Only very minor repairs are funded from dam safety; most repairs are funded from repair/rehabilitation or line item construction programs. Also, through an z.greement with the Bureau of Reclamation, dams under NPS management receive formal safety inspections every five years.

Regional offices submit a proposed project list with supporting material to the WASO dam safety coordinator each year. Funds are distributed to regions and parks on the basis of the hazard rating of the dam in question.

Name: Drug Enforcement
Managed by: Associate Director, Park Operations
Budget Activity/Subactivity: Park Management/Visitor Services
Description: The elimination of drug cultivation, sale, distribution, and use within the national park system. Activity is targeted to those parks located near urban population centers or those parks. which, because of isolation or easy marine accessibility, are prime candidates for illegal drug trafficking.

Increases are requested via the OFS during the annual budget call.

Name: Emergencies; Storms, Floods and Structural Fires
Managed by: WASO Budget Division
Budget Activity/Subactivity: Park Management/Maintenance
Description: This small contingency fund provides for emergency repairs to park facilities damaged by rain storms, flooding, hurricanes, and other acts of nature, and structural fires. Requests are submitted as needed through the regional office to WASO Budget Division. Funding is provided on a first-come-first-served basis until all available funds are allocated. In the case of a catastrophic event, such as a hurricane with widespread damage, supplemental appropriations are requested.

Name: Employee Development (Servicewide Training) Program
Managed by: Associate Director, Budget and Administration
Budget Activity/Subactivity: Park Management/Park Support
Description: This program includes operating costs for the Horace M. Albright and Stephen T. Mather training centers, the Service's share of costs at the federal law enforcement training center, salaries and support costs for the WASO Employee Development Division, the servicewide intake program, and actual course expenses for training in law enforcement, resources management, maintenance, administration, historic preservation, and other subject

areas relevant to park operations. Relatively small portions of this fund are base allocated to regions for the development and presentation of region or park-specific employee development.

Most of this fund is consumed by salaries and support costs (there is a small amount of discretionary funding allocated for regional and servicewide annual training plans); the competition is more for provision of and attendance at training courses and other employee development opportunities. Parks and regions indicate how the park and regional training funds will be used and what servicewide employee development is needed to improve field knowledge, skills, and abilities.

Name: Ethnography Program
Managed by: Associate Director, Cultural Resources
Budget Activity/Subactivity: Park Management/Resource Stewardship
Description: Many national park system units encompass resources important to the traditional values and belief systems of Native Americans and other ethnic communities. The applied ethnography program responds to mandates for consultations and assistance to Native Americans and other ethnic communities and planning, management, and operations affecting such resources. Ethnographic resources are those natural and cultural resources of continuing significance to contemporary groups with traditional ties to areas now within park boundaries.

Name: External Administrative Costs
Managed by: Associate Director, Budget and Administration
Budget Activity/Subactivity: External Administrative Costs/No Subactivities
Description: This fund source was created in FY 1994 to provide and maintain services for key administrative support functions whose costs are largely charged by organizations outside the National Park Service, are essentially fixed, and are most effectively managed on a centralized basis. Costs covered in the FY 1994 budget justifications were employee compensation payments for job related injuries), unemployment compensation payments, Park Police pension payments, external ADP charges, printing (GPO), telephone (GSA-FTS), postage, and GSA space rental. This fund also pays for departmentwide programs that are charged back to the participating bureaus, such as Drug-Free Workplace, Take Pride In America, and departmental program charges (library, information center, etc.).

All of these funds are held in central accounts, but charges are created by park, region, and WASO. Parks and regions should continually advise WASO Budget Division of actions that would affect charges to these central accounts, especially GSA space rental (new, changed, or terminated leases).

Name: Graves (Native American) Protection and Repatriation
Managed by: Associate Director, Cultural Resources
Budget Activity/Subactivity: Park Management/Resource Stewardship
Description: The implementation of PL 101-601, the Native American Grave Protection and Repatriation Act of 1990, on park lands. Responsibilities include the inventory of human remains and associated funerary objects, identification of cultural affiliation, and notification of Indian tribes

and Native Hawaiian organizations possibly affiliated with them. The National Park Service will work with the affected groups and provide opportunity for repatriation.

Name: HFC-Exhibit Rehabilitation and Preservation
Managed by: Manager, Harpers Ferry Center
Budget Activity/Subactivity: Park ManagementNisitor Services
Description: This program, commonly referred to as the "major rehab" program, provides for the repair and rehabilitation of visitor center and wayside exhibits, audiovisual installations, and preservation of artifacts and museum specimens. Project proposals," in park and regional priority order, are maintained in a multiyear database and are documented on a form 10-238. Project funding requests, supported by 10-238s, are submitted to the Harpers Ferry Center by each region in response to an annual call. Projects eligible for inclusion in this program include those that redesign or replace entire exhibits or those that provide for the production of new exhibits. Funds are for the acquisition of historic furnishings and interim exhibits for neW areas are also included in this account.

Name: HFC-Museum Exhibit Maintenance
Managed by: Manager, Harpers Ferry Center
Budget Activity/Subactivity: Park Management/Visitor Services
Description: This fund covers emergency repair and minor rehabilitation or refurbishing of exhibits and waysides. Minor rehabilitation may be described as a touch-up service for exhibits, not a redesign or replacement of damaged or worn displays. Examples would include replacement of faded or outdated photographs; worn touch points such as push buttons or scratched plexiglas; content changes in labels, maps, or graphics; small improvements in lighting, signs, or furnishings; and emergency needs due to vandalism, mechanical breakdown, smoke damage, or theft.

While emergency repairs are handled as they become necessary and as funding permits, an annual call is also issued by Harpers Ferry Center to identify small scale rehabilitation work. Parks submit project requests to the regional office for review, priority assignment, and forwarding to Harpers Ferry Center. Projects that fall within the scope of the program will be provided with an HFC cost estimate and will be done when funding allows.

Name: HFC Audiovisual Exhibits
Managed by: Manager, Harpers Ferry Center
Budget Activity/Subactivity: Park ManagementNisitor Services
Description: A portion of this account provides for the maintenance, replacement, or minor rehabilitation of audiovisual equipment that is not included as part of the major rehabilitation program. Requests are transmitted as needed through the regional office and handled as funding allows. Requests for assistance are also generated through intermittent inspections by HFC staff of park audiovisual equipment that identify where maintenance, minor repair, or possible replacement are required.

Name: Hazardous Waste
Managed by: Associate Director, Park Operations
Budget Activity/Subactivity: Park Management/Maintenance
Description: This provides staff and project funding for hazardous waste cleanup and related compliance activities, including the oversight and management of identified and potential hazardous waste sites in NPS areas. The Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (CERCLA) requires the identification, assessment, inspection, and investigation of NPS areas with potential for hazardous materials that could cause environmental damage. A major activity under this program is the inspection and removal or replacement of underground storage tanks.

Parks, with regional and WASO assistance, identify hazardous waste sites and recommend compliance action. Regions compile park requests, assign priorities, make preliminary estimates, and submit funding requests to WASO.

Name: Informational Publications Program
Managed by: Manager, Harpers Ferry Center
Budget Activity/Subactivity: Park ManagementNisitor Services
Description: Park folders, handbooks, posters and other publications are prepared by Harpers Ferry Center for park areas and funded from this account. The number of park brochures provided annually to each park is determined by Publications Division staff based on estimated annual usage, the amount of folders currently on hand at the park, and the level of funding available. A semiannual inventory report submitted by the parks in April and September. The final determining factor as to the number of folders provided is the level of program funding available. Parks do not compete for funding; they equitably split what is available based on assessments of the current inventory.

Each park is ensured a minimum number of brochures for their heaviest visitor season. This servicewide funding for folders is frequently supplemented by park-based funding if a shortfall is likely to occur or if more than a normal supply of folders is needed for a particular year.

A very small number of handbooks and posters are printed annually through Harpers Ferry Center from this source. Handbooks are chosen from priority lists submitted by the regional offices. Development and printing of posters are often timed to coincide with special events and requirements associated with a particular site.

Name: Inventory and Monitoring
Managed by: Associate Director, Natural Resources
Budget Activity/Subactivity: Park Management/Resource Stewardship
Description: This is a central fund created for comprehensive natural resource inventory and monitoring to detect changes that may signal problems. This program funds a systematic effort to meet natural resource inventory and monitoring needs at approximately 250 parks. Park and regional scientists and resource managers work with WASO to determine specific inventory and monitoring activities to be funded.

Name: National Trail System Development
Managed by: Associate Director, Planning and Development
Budget Activity/Subactivity: Park Management/Park Support
Description: This program gives NPS management responsibility for congressionally established long-distance trails in the national trails system. Activities include resource inventory, planning, coordination, onsite certification, and interpretation of trails, some of which are designated units of the national park system.

Name: Natural Resources Preservation Program
Managed by: Associate Director, Natural Resources
Budget Activity/Subactivity: Park Management/Resource Stewardship
Description: Resource management projects funded from this source are those that involve natural resources of national significance, require funding beyond the capability of existing park or regional bases, are nonrecurring, are of relatively short duration (three years or less), and address problems that may be either park-specific, multipark or multiregional in nature. If park specific, the item must be contained in an approved resource management plan. Regional offices submit listings of projects by priority annually to the associate director, natural resources, supported by a form 10-238 for each project. The program is formulated and projects approved in consultation with regional science personnel at an annual meeting. Final concurrence for the annual program is given by the director and the regional directors.

Name: Parks as Classrooms
Managed by: Associate Director, Park Operations
Budget Activity/Subactivity: Park Management/Visitor Services
Description: This program supplements other park interpretive activities and funds (1) in-park, resource-based activities for school children, adult groups, and teachers using park study areas and other facilities to enhance understanding of critical resource issues; and (2) offsite programs given at schools and community organization facilities near parks. Funds are also used to develop educational curricula for parks to use with local schools and to transport children from local schools into the parks for special programs.

Funds are allocated by the WASO Division of Interpretation, based on projects submitted by parks and regional offices.

Name: Student Conservation Association (SCA)
Managed by: Associate Director, Park Operations
Budget Activity/Subactivity: Park Management/Park Support
Description: SCA is a nonprofit nationwide organization that recruits and places high school and college age student volunteers in NPS_areas. The students undertake conservation projects or assist park staffs in a variety of resources management, visitor services, and maintenance work. Parks and regions annually propose opportunities for SCA volunteers, and the WASO SCA coordinator recommends assignments to the associate director, park operations.

Name: Volunteers-in-Parks
Managed by: Associate Director, Park Operations
Budget Activity/Subactiyity: Park Management/Park Support
Description: This program operates with interested citizens who are willing to donate their time and expertise to perform a variety of activities in the parks. The authorizing legislation prohibits the displacement of permanent and seasonal employees by volunteers. By law, volunteers are reimbursed only for incidental expenses such as the out-of-pocket costs of local transportation, uniforms, supplies, lodging, and meals. The fund also provides for the training of volunteers.

The funds are currently distributed by the WASO Division of Interpretation following an annual call for funding requirements at the start of the fiscal year. The funds are allocated based on past performance in the program, primarily the worth of voluntary work for each dollar spent.

Name: Water Resources
Managed by: Associate Director, Natural Resources
Budget Activity/Subactivity: Park Management/Resource Stewardship
Description: The water resource program assists parks in implementation of servicewide and park-specific wetlands protection programs; floodplain management; surface water hydrology and groundwater protection and development; watershed and stream management; water rights; and other water resource management activities.

Projects are submitted by parks in priority order on form 10-238 to the regional office, where they are reviewed and regional priorities assigned. All project requests are maintained in a multiyear data base. The regional priority lists are submitted to the WASO Water Resources Division. Working with each region's water program coordinator, they develop a proposed annual program allocation, which is approved by the associate director, natural resources, and the director.

NATIONAL RECREATION AND PRESERVATION APPROPRIATION

Operating Base Budgets

Name: Regional Office and WASO Base
Managed by: Regional Director and Associate Directors, Cultural Resources and Planning and Development
Budget Activity (Subactivity): Recreation Programs, Natural Programs (Rivers and Trails Conservation and National Natural Landmarks), Cultural Programs (National Register and National Center for Preservation Technology), Environmental Compliance and Review, Grants Administration (Urban Park and Recreation Recovery Administration, Historic Preservation Fund Administration, and Native American Graves Protection Act Grants Administration), and International Park Affairs
Description: This source provides operating funds for regional and WASQ staff to administer national recreation and preservation programs, base funded at WASO more than at the regional office level. The National Center for Preservation Technology (1) develops and distributes preservation and conservation skills and technologies for the identification, evaluation, conservation, and interpretation of prehistoric and historic resources, (2) facilitates the transfer

of preservation technology, (3) carries out a preservation technology training program, and (4) applies preservation technology benefits from ongoing research by others.

The OFS is used to request increases to base during the annual budget formulation process.

Servicewide Programs

Name: Statutory or Contractual Aid for Other Activities
Managed by: WASO Budget Division .
Budget Activity/Subactivity: Statutory or Contractual Aid/Each entity receiving statutory or contractual aid is a subactivity; they are listed in the annual budget justifications and can change from year to year
Description: This program provides "pass-through" funding to Canada (Roosevelt Campobello International Park Commission), state and local governments, and commissions, associations, and centers for financial support of partnership agreements, national heritage areas, and other nonfederal entities.

Name: River and Trail Studies
Managed by: Associate Director, Planning and Development
Budget Activity/Subactivity: Natural Programs/Rivers and Trails Studies
Description: This program funds the studies of rivers and trail routes for possible inclusion in the national scenic and historic trails or wild and scenic river systems. Studies may either be the responsibility of the Department of the Interior, Department of Agriculture, or the joint responsibility of both departments. River and trail studies are mandated by Congress and proposed by other organizations, and are usually accomplished in-house with WASO and regional staff. Funds are distributed for approved studies annually by the assistant director,' national recreation programs, according to regional and servicewide priorities.

Name: Native American Graves Protection Act Grants
Managed by: Associate Director, Cultural Resources
Budget Activity/Subactivity: Cultural Programs/No Subactivity
Description: Section 10 of the Native American Graves Protection and Repatriation Act of 1990 (PL 101-601, 25 USC 3001) authorizes the secretary of the interior to provide grants to Indian tribes, Native Hawaiian organizations, and museums to assist in carrying out requirements of the act to summarize, inventory, and repatriate Native American and Native Hawaiian human remains and other cultural items. Summaries of collections and detailed inventories are to be completed, and eligible tribes and museums may apply for grants according to guidelines and eligibility criteria.

HISTORIC PRESERVATION FUND APPROPRIATION

Name: Grants-in-Aid to the National Trust
Managed by: Associate Director, Cultural Resources
Budget Activity/Subactivity: Grants-in-Aid/No Subactivity
Description: This fund provides matching grant funds to the national trust for historic preservation. Grants are intended to support the ongoing activities of the national trust to provide for the preservation of historic American sites, buildings, and significant objects, to facilitate public participation in the preservation of such sites, and to support the historic preservation work of local communities.

Name: Grants-in-Aid to States and Territories
Managed by: Associate Director, Cultural Resources
Budget Activity/Subactivity: Grants-in-Aid/No Subactivity
Description: This fund provides matching grants (60% matching share required, waived for Micronesia) to states, territories, and the freely associated states (Micronesia) for the operation and administration of historic preservation programs. The program is administered by the state historic preservation officers, whose responsibilities are to implement and maintain a comprehensive statewide historic preservation plan; survey, inventory and nominate to the National Register of Historic Places historic resources within the state; advise and assist state and local governments and federal agencies in carrying out their historic preservation responsibilities; provide public information, education and training related to state and federal preservation programs; conduct reviews of projects for federal tax incentives; assist public and private owners to preserve historic structures; and participate in the federal section 106 compliance process.

States carry out program purposes directly and through subgrants and .contracts with public and private agencies and organizations, higher educational institutions, and private individuals. Ten percent of each state's annual apportionment must be transferred to local governments certified eligible under program regulations.

Name: Grants-in-Aid to Indian Tribes
Managed by: Associate Director, Cultural Resources
Budget Activity/Subactivity: Grants-in-Aid/No Subactivity
Description: This provides grants to Indian tribes, in consultation with appropriate state historic preservation officers, for the preservation of their cultural heritage. A matching share is not required. The grants support tribal resource management planning; development of cultural committees or tribal heritage programs; preservation of endangered or vanishing tribal languages, dialects, and cultural practices; creation and maintenance of museums and cultural heritage centers; and development of ordinances to protect cultural artifacts on tribal lands.

CONSTRUCTION APPROPRIATION (See Chapter 8)

LAND ACQUISITION AND STATE ASSISTANCE APPROPRIATION (See Chapter 9)

URBAN PARK AND RECREATION RECOVERY APPROPRIATION

Name: Urban Park and Recreation Fund
Managed by: Associate Director, Planning and Development
Budget Activity/Subactivity: Urban Park and Recreation Fund/no subactivity.
Description: Encourages urban jurisdictions to improve recreational opportunities for their residents with incentives to increase investments in planning, revitalization, operation, and maintenance of existing recreation systems. Grants are to local governments to rehabilitate existing indoor and outdoor recreation facilities and to communities to demonstrate innovative and cost-effective ways to enhance park and recreation opportunities at the neighborhood level, including development and testing of new approaches to facility and program operations.

ILLINOIS AND MICHIGAN CANAL NATIONAL HERITAGE CORRIDOR COMMISSION APPROPRIATION

Name: Illinois and Michigan Canal National Heritage Corridor Commission
Managed by: Regional Director, Midwest Region
Budget Activity/Subactivity: Illinois and Michigan Canal National Heritage Corridor Commission/no subactivity
Description: This funds the activities of the commission created by the Illinois and Michigan Canal National Heritage Corridor Act of 1984. The commission's duties are to begin management, planning, and development of the canal, and to assist the state of Illinois and any local government or private organization in the restoration of historic structures along the 100-mile corridor.

MISCELLANEOUS PERMANENT APPROPRIATIONS

Name: Educational Expenses, Yellowstone National Park Employees' Children
Managed by: Superintendent, Yellowstone National Park
Budget Activity/Subactivity: Miscellaneous Permanent Appropriations/Educational Expenses, Yellowstone National Park Employees' Children
Description: The National Park Service is authorized to use visitor fees collected at Yellowstone National Park to defray the additional costs of educating children at this remote location. Funds are used to augment teachers' salaries, to buy school equipment and supplies, to offset students' transportation costs, and to maintain school .facilities.

Name: Payment of Tax Losses on Land Acquired for Grand Teton National Park ,
Managed by: Regional Director, Rocky Mountain Region
Budget Activity/Subactivity: Miscellaneous Permanent Appropriations/Payment of Tax Losses on Land Acquired for Grand Teton National Park
Description: Fee revenues collected at Grand Teton and Yellowstone national parks are used in part to compensate Wyoming for tax revenues lost because of the expansion of Grand Teton National Park. Amounts vary because of tax rate changes, withdrawal of additional lands from the tax rolls, and the gradual reduction of the amount due.

Name: Operation, Management, Maintenance, and Demolition of Federally Acquired Properties, Independence National Historical Park
Managed by: Superintendent, Independence National Historical Park
Budget Activity/Subactivity: Miscellaneous Permanent Appropriations/Operation, Management, Maintenance, and Demolition of Federally Acquired Properties, Independence National Historical Park
Description: Revenues received from the rental of office space and parking lot fees are used at Independence to manage, operate, maintain, and in some instances, to demolish and replace real property acquired through purchase or donation.

Name: Operating Expenses for Route 209, Delaware Water Gap National Recreation Area
Managed by: Superintendent, Delaware Water Gap National Recreation Area -
Budget Activity/Subactivity: Miscellaneous Permanent Appropriations/Operating Expenses for Route 209, Delaware Water Gap National Recreation Area
Description: This allows for authorization to establish fees for commercial vehicles using Route 209 within the boundaries of Delaware Water Gap National Recreation Area and to set aside the revenue in a special account for the management, operation, and maintenance of Route 209 within the boundaries of the national recreation area.

OTHER MISCELLANEOUS FUND SOURCES

Name: Abraham Lincoln, Preservation of Birthplace
Managed by: Superintendent, Abraham Lincoln Birthplace National Historic Site
Budget Activity/Subactivity: Miscellaneous Trust Funds/Preservation, Birthplace of Abraham Lincoln
Description: The Lincoln Farm Association established an endowment, the proceeds of which are used to help preserve the Abraham Lincoln Birthplace National Historic Site

Name: NPS Donations
Managed by: WASO Budget
Budget Activity/Subactivity: Miscellaneous Trust Funds/National Park Service Donations
Description: The secretary of the interior is authorized to accept and use donated funds to meet the purposes of the national park system. Use of these funds is strictly controlled, must be consistent with legislative authority, and must meet with the approval of the grantor. Individual park accounts are established and are available within the restrictions of NPS criteria. A general donation account, not park specific in nature, is also available. The act of June 5, 1920 (41 Stat. 917, 16 USC 6) provides the service with the basic authority to accept, record, and disburse donated funds to improve conditions at specified parks or the national park system as a whole consistent with NPS goals and objectives.

Name: Emergency Search and Rescue
Managed by: WASO Budget Division
Budget Activity/Subactivity: Not a funded program, only an authority
Description: The administrative provisions of the NPS portion of the annual appropriations act states, "any funds available to the National Park Service may be used, with the approval of the Secretary, to maintain law and order in emergency and other unforeseen law enforcement situations, and conduct emergency search and rescue operations in the National Park System." To be eligible for funding, the cost of an individual emergency search and rescue operation must exceed $500. The cost of emergency operations that do not exceed $500, as well as routine search and rescue activities associated with nonemergency operations, are borne by the individual parks. Funding requests are submittod quarterly from the regional offices to the Washington Office.

Name: Emergency Law and Order
Managed by: WASO Budget Division/VVASO Ranger Activities Division
Budget Activity/Subactivity: Not a funded program, only an authority
Description: This fund source is covered by the same administrative provisions language as emergency search and rescue. Funds to cover these needs must be reprogrammed from another activities and projects, usually construction or land acquisition. Special Directive 86-6 establishes the policy and criteria for use of the law and order authority. There is considerable congressional interest and oversight of this authority. Summaries are submitted quarterly through the regional office to WASO where they are reviewed by the Ranger Activities Division. Approved incidents are funded at the end of year.

Name: Emergency Relief, Federally Owned (ERFO)
Managed by: Associate Director, Park Operations
Budget Activity/Subactivity: Not a funded program
Description: This fund provides for emergency repairs to park roads and bridges damaged by floods, earthquakes, and other catastrophic events. Reports of the damage and estimated costs are submitted by the park through the regional, office to their local FHVVA office and to the WASO Engineering and Safety Services Division, which will review for eligibility for ERFO funding. If the damage appears to be eligible, the requests are forwarded to the FHVVA. If FHWA staff agrees that the work is eligible for ERFO funding, funds are transferred to the National Park Service. The funds remain available until expended.

Name: Federal Lands Highway Program
Managed by: Associate Director, Park Operations
Budget Activity/Subactivity: Highway Trust Fund via Federal Highways Administration ,
Description: The NPS portion of the Federal Lands Highway Program (FLHP) provides for the repair, rehabilitation, and reconstruction of park roads, parkways, and bridges. Basic work involves the planning, research, engineering, and construction. Work also eligible includes (1) transportation planning for tourism and recreational travel, (2) adjacent parking areas, (3) interpretive signs, (4) acquisition of necessary easements and scenic or historic sites, (5) provisions for pedestrians and bicycles, (6) construction and reconstruction of roadside areas

including sanitary and water facilities, (7) revegetation work associated with road construction and reconstruction, and (8) other appropriate public road facilities such as visitor centers.

Park, regional, and servicewide construction priorities are assigned to each FLHP package, and maintained in the multiyear construction formulation system. The authorization and reauthorizations of the federal lands highway program establishes an amount the National Park Service receives each year, and the WASO Division of Engineering and Safety Services works with FHWA officials to determine activities and projects to be funded, guided by servicewide priorities and other considerations. Funds are transferred from FHWA to the National Park Service and are available until expended or withdrawn by FHWA.

Name: Fire Protection
Managed by: Associate Director, Park Operations -
Budget Activity/Subactivity: Departmental funds managed by the Bureau of Land Management
Description: NPS fire management activities are funded by the Department of the Interior's fire protection and emergency firefighting appropriation, which is managed by the Bureau of Land Management. Appropriations are transferred each year, and are a combination of annual and no-year funds. Fire protection activities are national and regional, and include park overhead staffing, prescribed natural fire management, fire information management systems, interagency shared resources, national and regional support activities, fire effects monitoring, initial attack firefighter preparedness, training, and hazard fuels reduction.

Fire protection is base funded, as it covers salaries, support costs, and other typically base-funded operational activities. Increases are requested in response to annual calls from the associate director, park operations, and consolidated increases requested via the OFS.

Name: Emergency DOI Firefighting
Managed by: Associate Director, Park Operations
Budget Activity/Subactivity: Departmental funds managed by the Bureau of Land Management
Description: This source provides funding for wildfire suppression, emergency presuppression, and emergency wildfire rehabilitation.

Name: Historic Property Leasing Program
Managed by: Associate Director, Cultural Resources
Budget Activity/Subactivity: Not funded, only an authority
Description: This fund provides for the leasing of historic properties, with the proceeds used to maintain, repair, and rehabilitate the historic property.

Name: Operation and Maintenance of Quarters
Managed by: Park Superintendent
Budget Activity/Subactivity: Operation and Maintenance of Quarters
Description: PL 98-473 authorized the deposit of revenues derived from the rental of NPS-owned quarters into a special no-year fund to be used for the operation and maintenance of quarters in a safe and habitable condition for NPS employees and their families. These funds are available to the park where the revenue is generated. Reconstruction, replacement, and the construction of new quarters is funded from the construction appropriation's emergency, unscheduled, and housing projects and line item construction programs.

FORMULATION OF THE NPS OPERATING BUDGET

THE BUDGET CALL

The NPS budget call is issued annually by the WASO Budget Division and serves to establish the policy guidance, priorities, and information requirements necessary to assemble and develop the Service's annual budget request to Congress for the operation of the national park system, national recreation and preservation, and the John F. Kennedy Center appropriations. A different procedure• is followed for the construction and land acquisition appropriations as outlined in following chapters.

In simple terms, the call memorandum prescribes the procedure and time frames for submitting requests for additional annual operating funds, consistent with the program priorities of the Director, the broad policies established by the secretary, and the overall dollar and FTE target levels set by OMB for the particular fiscal year.

Timing of Budget Submissions

The call memorandum is issued following receipt of the budget target levels from OMB and the annual budget guidance memorandum from the secretary of the interior to the bureaus. The secretary's guidance memorandum outlines the broad policies and principles for developing budget estimates for the fiscal year that will begin in approximately 20 months. In addition to the broad policy concerns articulated by the secretary, the memorandum communicates the director's priorities, proposed new initiatives, and any special requirements for budget submissions. The timing of the NPS budget call can vary from one year to the next, but is optimally transmitted to all NPS organizations by the end of March. Requested budget submissions are due to WASO in April or early May.

Procedures and Forms

The guidelines and instructions included in the budget call may be supplemented by more specific directions from each regional office. The field areas and offices then pr3pare the requisite forms and any other summaries requested by either WASO or the regional office.

OPERATING FORMULATION SYSTEM

The Operating Formulation System (OFS) replaced Form 10-237 — Detail of Annual Operating Requirements, which had been in use since 1971 as the mechanism for requesting budget increases. OFS is a PC-based system, operated by parks, regional offices, service centers, and WASO, with the capability of electronically transmitting information from park to regional office to WASO. Using OFS, the needs of the National Park Service are identified. OFS is the standing database of unfunded operational requirements, may be used for any number of purposes, and plays a key role in the annual budget formulation process.

PARK PROCESS FOR DEVELOPING BUDGET INCREASE REQUESTS

The process for identifying and requesting budget increases varies from unit to unit. However, the steps outlined below should be common to most areas.

In general, as a first step the park staff should meet and discuss general program and budgeting strategies. In view of the goals and objectives identified in the budget call memorandum and any supplemental instructions from the regional office, what are the parks operating priorities and what are the sources of funding available to meet these needs? Is the park making the best use of available funds? Are there any issues reflecting political or other local interests that must be addressed? Answering these questions is an ongoing process at the park level, but the annual budget call provides the opportunity to articulate specific responses to these questions in the form of budget increase requests.

There are several key sources of information that should be reviewed to determine if the park is making the best possible use of its current base budget, and what additional program requirements need to be met:

- Park authorizing legislation and any other similar site-specific documents relating to the park's authorized purpose
- Park planning documents (e.g., statement for management, general management plan, development concept plans, resource management plans, interpretive prospectuses)
- Operations evaluations reports, audit reports, safety inspections, and other similar studies
- NPS guidelines and directives, Management policies, *Departmental Manual* releases:and other official guidance

In developing increase requests, park areas should address the following issues:

- Is funding for this activity essential? Why?
- What will happen if the additional funding is not received? Do we have contingency plans?
- What alternatives are available for accomplishing the activity?
- Can the activity be contracted to or performed by the private sector?
- Have alternatives to using appropriated funds beers explored (e.g., donations, cooperative agreements)?

These same questions are posed by individuals in the department and OMB who review the National Park Service's budget request. To the extent possible they should be answered in the narrative description section of each OFS request. With budget allowances extremely tight, proposed increases that do not reflect careful consideration of the above factors will stand little chance of being funded.

Initial OFS requests are prepared at the subdivision, division, district or other organizational level in the park. The responsible manager in the park (administrative officer, management assistant, etc.) reviews all proposed increases for conformance with instructions and guidelines as well as completeness, clarity, basic grammar, and spelling. The park staff meet with the superintendent and assign park priorities to those increases that will be forwarded to the regional office for consideration and further prioritization. A sample OFS request is'included as exhibit 7-1.

In addition to preparing material for park operating requests, parks also develop or update their project requirements and enter them in the multiyear database for regionwide programs (cyclic maintenance, repair/rehabilitation, etc.) that will be used by the regional offices to request increases in those programs.

REGIONAL OFFICE REQUESTS, REVIEW, RANKING AND CONSOLIDATION OF BUDGET MATERIAL

Each associate regional director and other members of the regional directorate prepare OFS staff and support costs increase requests for their organization. The associate regional directors review the requests from the division chiefs, and prepare one priority listing for their organization.

The regional office program managers also prepare OFS increase requests for regionwide programs, such as cyclic maintenance, repair/rehabilitation, and equipment replacement ; using a standard multiyear database such as CFS. If the multiyear database for repair/rehabilitation, for example, averages $5 million over a 5-10 year period, and only $3 million is currently available in repair/rehabilitation, depending on the budget climate for a particular year, up to $2 million could be requested and supported.

In addition to preparing OFS requests for regionwide base funded programs, parks and regional program managers also develop or update project requirements for servicewide programs (cultural and natural resources preservation programs, etc.), and enter the data in a project formulation system.

The regional budget office reviews each OFS request for completeness, accuracy, clarity, and appropriateness given the policies and priorities delineated in the call memorandum. At its simplest level, this process ensures that those requests that are forwarded to WASO are technically correct. More importantly, the regional office review attempts to meld the director's priorities and initiatives with the critical needs of the parks and region, as well as political and other local interests.

The actual method used to review and rank park and regional office OFS requests varies from region to region. In most cases the Regional Budget Office serves as the coordinating organization for

- technical review of OFS budget requests
- dissemination of park requests to appropriate regional office staff for program review and comment

review of OFS requests prepared in the regional office for regionwide programs

facilitating and working with regional director and appropriate staff (which could include park personnel as well) to discuss requests and determine regional priorities and budget strategy

The outcome of the regional office process is an integrated priority listing of proposed increases for park areas, regional office operations, and regionwide programs. All park and regional office OFS requests may not receive regional priorities, but they may be included in the database transmitted to WASO for "universe of needs" data. In addition to the electronically transmitted OFS material, the regional director submits a memorandum to the direCtor summarizing the regional submission, highlighting critical shortfalls, how political considerations influenced the submission, and other information that would help the director and WASO staff in their consideration of the regional requests.

WASHINGTON OFFICE REVIEW, RANKING, AND CONSOLIDATION OF BUDGET MATERIAL

As with regional offices, in addition to reviewing park and regional submissions, the WASO directorate adds increase requests for WASO staff and support costs, and servicewide programs such as cultural and natural resource preservation programs. Servicewide program increases are supported by a multiyear database containing park, regionwide, and servicewide project requests.

The WASO Budget Division is responsible for estimating the servicewide "fixed cost" requirements such as GSA space, postage, and employee compensation payments. Other adjustments, termed "uncontrollable" in the budget justifications, such as pay increase costs and administrative streamlining, are calculated servicewide by the WASO Budget Division.

The WASO Budget Division reviews all OFS requests for accuracy, clarity, and consistency with the previously issued secretarial and directorate guidance. Increase requests that are inappropriate are removed from consideration, after consultation with the associate director or the regional office. If additional information or clarification is needed for the remaining requests, data are gathered by the WASO Budget Division staff working through the regional budget offices or WASO program divisions. The qualities of a good operating increase can be characterized as follows:

The problem or issue to be addressed should be clearly defined in terms of its impact on the operating programs of the park or office. What is the effect on-the park if the activity is not funded or continues to be underfunded? The information provided should be as specific as possible. If hours of operation are inadequate or are to be curtailed, the present hours and potential reductions should be indicated. The number of visitors that would be affected by continued lack of funding should be given. For protection activities, law enforcement statistics should be cited if they are available. An explanation of exactly what is and is not being accomplished within present funding levels and what this means in terms of operations should be included.

The reason that funding is required should be clearly stated. Appropriate examples might include land or facilities acquired through an active land acquisition program, recent capital developments, recent operational initiatives such as the park restoration and preservation

program, authorization of new areas or the inadequate establishment of base funding at time of authorization, the acquisition of new responsibilities due to cooperative agreements or legislative mandate, and the effects of inflation.

The alternatives considered before requesting the particular increase should be described. The rationale why the need is best accommodated through the budget process must be clearly stated.

The impact on park operations if the funding increase is not approved should be concisely explained. How many visitors will be affected? Will hours of operations be reduced? What needs will go unmet if this high priority item is not accommodated. The manner in which the park would operate in the absence of such an increase should be addressed.

The accomplishments that can be expected to be derived from the additional funding should be specifically stated. Exactly how the funding will be used should be clearly indicated. As an example, the proper output of a requested action is not best stated by saying that a problem will be averted and the park will operate at an acceptable standard. A more correct response would be that six additional staff members will be hired to perform interpretive duties. These duties should be explicitly described and might include the initiation of a twice-nightly campfire program, increased roving contacts with about 500 visitors daily, extension of the hours of operation of the visitor center by three hours daily affecting .an additional 200 visitors, or the reintroduction of a popular living history program on weekends that had been previously eliminated.

After reviewing all of the individual OFS requests and the various summaries OFS provides, a preliminary analysis of the requests is undertaken, generally grouping the requests by regional priority, budget activity/subactivity, or planned initiative. A summary of each regional request is developed, along with a summary of WASO-based requests, to facilitate further review by the directorate. Within the allowance level provided by OMB, an option paper is developed for the director's consideration. It lays out, usually by broad budget categories, the alternatives available and the increases recommended for consideration. Increases recommended do not generally differ from the priorities established at the regional office level unless certain high priority requests are judged to be inappropriate. At a minimum, a listing giving a concise description and amount required for each proposed increase request is provided, and, in some cases, a descriptive summary paragraph on individual requests is also included. The director is briefed on the alternatives available, and decides, by broad category, what will be included in the budget proposal submitted to the department.

SAMPLE OPERATING FORMULATION SYSTEM REQUEST

RG PARK 2

Request Detail
BLANK National Park

Report date: 08/20/93
(all $ in thousands)

Staff, Improve Visitor Services

Total $: 269
FTEs: 8.0

Region:
Region priority: 10.0
Park priority: 1.0

Original date: 04/02/92
Revised: 07/24/92

SW init: Basic park operations*
Driver: New facilities*

Regional flags: 1*
WASO flags: 1*

Item	Description	PWE	FTE	Pers	Other	Total	Recur	Flag
1	Staff interpretive centers	IZI	1.0	33	3	36	R	
2	Staff visitor protect. facility	VZZ	1.0	25	0	25	R	
3	Rehabilitate use areas	PZN	1.2	27	10	37	R	
4	Bear monitoring and warning	PZB	0.3	13	0	13	R	
5	West Side resource protection	PZN	1.0	45	30	75	R	
6	Backcountry rehabilitation	PZN	2.0	35	0	35	R	
7	Custodial services	MZB	0.5	11	5	16	R	
8	Garbage and roadside cleanup	MZR	0.5	16	0	16	R	
9	Trails and sign maintenance	MZT	0.5	11	5	16	R	

Funding will support staffing for visitor information services and interpretive activities, visitor and resource protection functions, rehabilitation of sites affected by construction and past uses, and provide basic maintenance services to this highly visible, increasingly popular destination. New facilities and services were designed to accommodate increasing day use, minimize resource damage, and facilitate access to the backcountry.

The renovation of the day use area accompanied the reroute and reconstruction of the road. Minimal facilities had outlived their utility as visitation and resource impacts grew. The new facilities corrected parking, visitor concentration and flow, growing resource damage, and facility overload problems.

This funding request puts additional staff in place to serve the visitor using the new facility, or using the facility as a threshold to other experiences such as backcountry camping, as an access point to travel across the park into the remote western section, and for a stimulating day-use experience that could include walking and hiking, picnicking, biking, a boat ride across the lake, and to procure supplies and information necessary to camp in the adjacent campground. As a point of heavy visitor concentration, safety messages about and monitoring of bears is essential.

* Identifiers available may change with annual budget call.

FORMULATION OF THE CONSTRUCTION BUDGET

The construction appropriation funds four budget activities: planning; line item construction; emergency, unscheduled, and housing projects; and general management plans, which were described in detail in chapter 4. Budget formulation differs for the four activities. Planning and line item construction projects are interdependent, and are formulated concurrently; general management plans are formulated separately (there is a separate servicewide priority list for general management plans), but many are a prerequisite to line item construction projects and must be scheduled and funded accordingly. Emergency, unscheduled, and housing projects are formulated independently from line item construction, and a different formulation process is used for emergency and unscheduled projects than for housing projects.

Since FY 1983 road and bridge repair, rehabilitation, reconstruction, and new construction have been met through the FLHP. Even though the FLHP fund is separate from construction, projects for both programs come from the same program formulation system and the same servicewide construction project priority listing.

CONSTRUCTION PROGRAM FORMULATION OVERVIEW

This guideline picks up where *NPS-2, Planning Process Guideline* leaves off. NPS-2 covers the planning process, the outline of planning requirements, and preparation of Form 10-238 — Development/Study Package Proposal (see exhibit 8-1), which initiates the program and budget formulation process. Parks originate 10-238 packages, which receive park, regional, and (unlike operating increase requests) servicewide priorities. The packages are entered in the construction formulation system (CFS), a multiyear database that contains all information pertinent to each project, and, along with work completed or underway, is used to select line item packages submitted for funding each fiscal year.

The tentative line item construction program for a given year is ultimately composed of those servicewide priority construction projects that have advanced to a stage that ensures that construction cost estimates are accurate and that the project can be obligated in the year for which funds are requested. Within these constraints, the director of the National Park Service is responsible for final review, and selection of the individual projects comprising the Service's line item construction program. The Service's final budget year line item request is subsequently reviewed and approved by the Department of the Interior and the Office of Management and Budget before presentation to the Congress in the January preceding the beginning of the fiscal year for which funds are being requested.

The emergency, unscheduled, and housing projects and the general management plan budget activities are formulated differently (as explained later).

Construction funding differs from operating funding in many ways; the more significant aspects are noted below.

Nonbase Funding

Each fiscal year 100% of the construction appropriation must be requested and justified in lump sum amounts for planning; emergency, unscheduled, and housing projects; and general management plans; and project-by-project for line item construction. Operating appropriations only require justification for increases or decreases to the previous year's base funding. Funding each year is based on the assessment of greatest needs (servicewide priorities). One region or one park could theoretically receive 100% of the available funding in a given fiscal year.

As a consequence of being nonbase funded, and with no assurances of new appropriations from year to year, no ongoing operational expenses or permanent employee salaries should be charged to any activity under construction appropriations. (Exceptions to this rule are service center expenses and personnel compensation, which are directly funded from this appropriation.) No ongoing activities or permanent staff of the park, regional, or WASO should_antioipate funding from this appropriation.

No-Year Funding

Funds appropriated each year are nonexpiring, or no-year funds that are available until expended. The need for no-year funds essentially defines the type of work the construction appropriation represents — i.e., the work is of a size and complexity that requires a number of years to complete, making the use of annually expiring funds impractical. This work is characterized by long-term planning followed by construction that could extend over several fiscal years. Full funding of the proposed project is required by law before entering the advertising and award stage, even though the eventual outlays of appropriated funds could extend over several years.

Interdependent Process

Line item construction and planning (and to a lesser extent, the general management plan) budget activities of the construction appropriation are sequentially dependent steps in the planning/design/construction process. Given this interdependence, the various phases of planning, design, and construction are identified as separate components (project types) of work, but pulled together in a package concept in such a way that all components share the same package number and servicewide priority.

Line Item Program

A line item program means that there is a line item in the budget justification for each construction project requested. Funds appropriated for specific line item projects must be spent exclusively on those projects. Any redirection of funds to or from a line item must comply with congressional committee reprogramming procedures.

Lump Sum Program

Planning; emergency, unscheduled, and housing projects; and general management plan budget activities are lump sum programs, whereby a specific amount of money is requested in the budget justification to accomplish a number of projects. Each project is not identified in the budget justification, but each lump sum request is supported by a list of projects that would be funded, as congressional committees quite often ask for such a listing. Most lists are labeled as tentative or proposed and are not subject to line item restrictions.

Package Concept

Form 10-238 describes a proposed package, which usually involves a number of different components or project types (exhibit 8-3 lists project types with definitions) . The package could describe the need for a visitor center; however, to accomplish the package, other components would be required. For example, the visitor center could require (project type numbers in parentheses) a survey (05), an interpretive prospectus (04), comprehensive design (06), project planning (07), exhibit planning and design (51), and specific line item construction (91).

The terms package and project are often used synonymously (and sometimes a 10-238 package is just one project), but the form 10-238 should propose/justify the overall final product. The final objective is to ensure that each portion of the project has an objective. Different organizations (Denver Service Center, Harpers Ferry Center, regional office, park, etc.) are responsible for the various components of work, and the package pulls all the elements together for scheduling, budget requests, and project tracking. 55 •

THE PLANNING/DESIGN/CONSTRUCTION CYCLE

Advance planning, project planning (including design), and construction are the necessary and sequentially dependent steps involved in the execution of any construction project. The sequence-dependent nature of the planning and construction process mandates a multiyear program formulation that schedules and funds the steps 'as they are needed and maintains the same servicewide priority for all elements of work. The process is shown below:

Advance Planning	Project Planning	Construction
Development Concept Plan and Interpretive Prospectus* 1-3 years		
Comprehensive Design 1-2 years		
	Construction Drawings and Specifications 1-2 years	
		Construction and Post-Construction Activities 2-4 years

*Development concept plans, interpretive prospectuses, and other studies are sometimes programmed independent of a construction package, as when they are essentially preliminary studies of alternatives for future development. They are then referred to as "independent advance planning" or "nonconstruction-related" advance planning.

10-238s, PRIORITIES, AND THE CONSTRUCTION FORMULATION SYSTEM

The actions described below are necessary for a package to be included in the CFS and to be eligible for planning and line item construction programs.

Initiation of a 10-238

The parks request funding for general management plans, housing rehabilitation, planning and construction, reconstruction and repair, or preservation. The 10-238 requests for **FLHP** road and bridge projects also originate in the parks. All requests should be consistent with the park's management documents (general management plan, statement for management, development concept plan, and interpretive prospectus), as well as servicewide guidelines and directives.

Separate park priorities are assigned by the superintendent to line item construction, housing, and general management plan packages. A blank form 10-238 and instructions for completing the form are included as exhibits 8-1 and 8-2, respectively. The 10-238 should be as complete as possible, but quite often information is incomplete when the 10-238 is drafted. However, the 10-238 must represent a definitive product, and not merely intend general or disconnected improvements. Attention should be given to stating the problem (and not necessarily the solution) and to supplying as much planning and management requirements information as possible. The role and function of the 10-238 is to state the problem, secure a priority, and begin to fund planning and design. The results of planning and design will identify alternatives and various solutions and will provide better cost estimates.

Regional Review

Regional personnel review 10-238s to check conformance with policy and planning documents, operations evaluations, audits, safety inspections, recommendations, and alternative ways (such as repair/rehabilitation funding in lieu of construction) to accomplish the work. The statement of the problem must be easily understood by readers not familiar-with the park. If the package is to be considered for funding from one of the construction program budget activities, the regional director approves the 10-238 and assigns a priority. This process varies from region to region but usually involves a priority-setting committee consisting of regional office and occasionally park staff. All park requests are reviewed and regional priorities are recommended to the regional director. Some regional directors actively participate in the committee meeting and personally assign regional priorities.

Packages Entered in the Construction Formulation System

Regional priorities are entered even if the package does not yet have a servicewide priority. Regional project type determinations and cost estimates are used until the package receives a servicewide priority and a DSC and/or HFC cost estimate. Those packages that do not have servicewide priorities in the system provide a backlog of requirements database that is useful in responding to GAO and other investigations. It also assists theWASO Budget Division in securing additional budget authority from OMB.

10-238s to the Service Centers

The service centers review the **10-238s** with servicewide priorities and return them to the region if insufficient information is available for estimating, or provide preliminary estimates, project types required, and multiyear scheduling recommendations for all components necessary to accomplish the package. The service centers also list any differences they have regarding feasibility and adherence to policy, guidelines and directives, the general management plan, etc. Form 10-802 — Package Estimating Detail (exhibit 8-4), is completed by the service center and returned to the region. It furnishes cost estimates for each planning and design project type needed to accomplish the project as well as a net cost estimate for actual construction and proposed multiyear scheduling of all package components (project types). This net construction estimate is increased by 31% in the budget request submitted to Congress, to provide for project supervision (15%) and contingencies (16%). For a more detailed explanation, see chapter 14, pp. land 2.

The service centers provide cost estimates for only line item construction (including planning) and general management plan 10-238s; park and regional estimates are used for emergency, unscheduled, and housing projects.

Package Project Types and Cost Estimates Entered into the System

If the regional and park staffs agree with the service center scope of the package, project types required, multiyear scheduling recommendations, and cost estimates, the package is entered into the system. Regional budget offices maintain a local PC-based CFS database, which is also furnished to parks, the WASO Budget Division, and WASO program managers. Exhibit 8-5 is a sample CFS record.

Updated Cost Estimates and Project Type Scheduling

As more information is acquired and the servicewide priority for a package is sufficient to begin funding of preliminary planning, updates are done. Scheduling information and cost estimates are periodically updated through program review meetings between the service center and the region, and the review, updating (if needed), and resubmission of the 10-238 to the service center.

Emergency and unscheduled project requests are submitted on 10-238s as the need arises, and WASO funds them on a first-come, first-served basis. Park and regional priorities are assigned to each project because requests usually exceed the limited funding for this program.

PLANNING AND CONSTRUCTION PROJECTS, PRIORITY SETTING ACTIVITIES

Priorities (park, regional, and servicewide) play an important role in the formulation of the construction program.

Park Priority Setting

Parks have various construction requirements. The superintendent has to decide which projects are more important and assign park priorities; and to decide whether to build new or rehabilitate, reconstruct, or replace existing roads, bridges, trails, visitor facilities, administrative facilities, and park infrastructure. Due to the relatively long (three-year) planning, design, and construction cycle, priorities are difficult to change in the construction program, so they must be consistent with the basic planning and management documents of the park and based in sound management decisions. Construction priorities at the park level should always reflect actual park needs. Conformance to higher level thrusts and initiatives (which often change) can be handled by regional and WASO budget offices during the budget formulation process.

Regional Priority Setting

The regional priority-setting procedure varies from region to region, but the overall process is essentially the same. The regional director, with regional (and sometimes park) staff, reviews each park's priorities and assigns regional priorities. The regional budget office, facilitates the process and contributes to the priority assignment discussions. The regional priority order should represent true requirements and not be influenced by current (or anticipated) higher level thrusts and initiatives. The annual budget formulation process accommodates directives from the department and OMB.

Servicewide Priority Setting

Servicewide priorities have been assigned to the Line Item Construction Program since 1980. Beginning FY 1995 separate lists are maintained for Line Item Construction and Federal Lands Highway Program. At this writing the process of setting Servicewide priorities for Line Item Construction is being changed. This guideline will be revised when the new system is implemented.

ACTUAL FORMULATION OF ANNUAL BUDGET REQUESTS

The method of determining what will be requested in each year's budget differs for each budget activity.

General Management Plans

The lump sum requested each year is based on historical funding and anticipated future year requirements. Increases are requested when a number of new areas are authorized that will require general management plans or when the backlog of general management plans for existing areas grows beyond acceptable standards.

Emergency, Unscheduled, and Housing Projects

The emergency and unscheduled portion of this lump sum request is based on historical demand, and increases are requested when past experience demonstrates that annual demands on the program consistently exceed available funding.

Housing project requests each year are determined by the servicewide requirements as expressed by park employee housing management plans; additional funding is requested if historical levels do not eliminate the backlog of work as scheduled.

Planning

This is also a lump sum request, and the amount requested each year is based on the planning and design requirements of line item projects already appropriated, and anticipated program levels for the line item budget activity for the next one to three years. Servicewide priorities determine the individual line item projects that would be funded at various program levels in future years, and planning and design requirements can be estimated for the projects that would be funded.

Line Item Construction

The construction formulation system is the database from which packages are selected for inclusion in the budget request to the department, OMB, and Congress each fiscal year. Package selection is determined by the following:

- Servicewide priority — those packages with the highest servicewide priority will be chosen first.

- Status of the package — even if the package has a high priority, all other indicators are favorable, and it would stand an excellent chance of being funded, a package should not be submitted to Congress until the prerequisite planning, design, and other actions would allow award of the contract or day labor accomplishment in the fiscal year requested.

- Continuation of effort — a package that has previously received funding (due to higher program levels in prior years, etc.) for ono or more phases of construction would receive serious consideration even though it might not otherwise have been selected on the basis of its servicewide priority.

- Political considerations — the president's budget sometimes contains national initiatives that elevate construction packages with low or no servicewide priorities to inclusion in the budget request to Congress.

Before a construction package can be included in the budget request for a given fiscal year, a, number of conditions must be met:

- Has the planning progressed to the point where there is confidence in the scope of work and the latest construction cost estimate?

- Do the technical experts responsible for completion of the plans, specifications, and bidding documents concur that the proposed project can be advertised and awarded during the fiscal year in which the funds are being requested?

- Does the park area have a development or land acquisition ceiling? Does the proposed project stay within these ceilings? Many NPS areas contain capital construction spending limitations. If the area is closely approaching the development ceiling, new legislation to raise the, ceiling should be requested in advance of a budget request that would unilaterally violate the established ceiling.

- If land acquisition is involved, will it be accomplished in time?

The following is an example of package scheduling by fiscal year within a framework of servicewide priorities and other factors.

SWP	Park/Package/Title	94	95	96	97	98
01.0	PARK A 113, Construct information station	AP/PP	C			
02.0	PARK B 321, Remove dams	None	AP	PP	C	
03.0	PARK C 107, Construct visitor center	AP		PP	C	
04.0	PARK D 166, Relocate HQ campground	AP	OP	C		
04.5	PARK E 201, Reconstruct visitor center	AP/PP	C			
05.0	PARK F 122, Construct entrance station	None	AP	AP	PP	C
06.0	PARK G 234, Construct park housing	None	AP	PP	C	
07.0	PARK H 108, Rehabilitate utilities	None	AP	PP	C	
08.0	PARK I 222, Relocate maintenance area	None		AP	PP	C
09.0	PARK J 321, Reconstruct canals	None	AP	AP	PP	

(SWP = Servicewide Priority, AP = Advance Planning, PP = Project Planning, C = Construction)

Comments by SWP:

01.0	Normal sequence, AP completed and PP well underway in 94.
02.0	Priority would fund AP in 94 and PP in 95, but need to update GMP first pushed each back one year.
03.0	Land acquisition delay caused. PP and C to be in 96 and 97 instead of 95 and 96.
04.0	Normal sequence.
04.5	SWP between 54 and 55 as hurricane destroyed previDus visitor center, and package was urgent insert to existing list of servicewide priorities. AP and PP given high priority so could be completed in 94, allowing C in 95 with emergency supplemental appropriations funding.
05.0	Normal sequence; two years of AP were deemed necessary for soils and water source testing before comprehensive design.
06.0	Normal sequence; straight-forward project,- have approved DCP.
07.0	Normal sequence.
08.0	Normal sequence.
09.0	Normal sequence; two years of AP deemed necessary for National Historic Preservation Act compliance.

The end result is a year-by-year scheduling of construction. Initially the schedules are done by priority but are adjusted to meet the prerequisite planning, design, land acquisition, and , compliance requirements. One factor not depicted in the above example is adherence to the - target level established by OMB each year for construction requests. For example, the target for line item construction for a particular year may be $150 million; SWP through 100.0 have been selected and total $145 million; SWP 101.0 estimate is $15 million, which if selected (assuming the work could not be phased) would result in a $160 million list, over target by $10 million; so SWP 101.0 is bypassed for a lower SWP with an estimate that would keep the total list within the target.

A final list of packages is assembled for, inclusion in the annual budget request to Congress. Unlike other budget activities, which request additional funding in lump sum amounts supported by narrative justifications, line item construction requires individuaF justification sheets for each package. A sample budget justification sheet is included as exhibit 8-6. A project background fact sheet (exhibit 8-7), which pulls together all data pertinent to the project, is also prepared for NPS officials meeting with the department and OMB and testifying at- the congressional budget hearings.

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UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

DEVELOPMENT/STUDY PACKAGE PROPOSAL

PAGE ___ OF ___
FOR THIS PACKAGE

PACKAGE NO
REVISION NO.

ORG NU	PAR OR OTHER ONiGi...ATUR.	DEVELOPED AREA INAME,	GA CODE REGION
STATE	1STATE CODE	COUNTY.si	CONGRESSIONAL DISTRICT(SI

PACKAGE TITLE. 1111111111111111111111111111

STUDY PACKAGE -
NEW CONSTRUCTION B :-.
REHABILITATION A =

NEW PACKAGE
REVISION 0

CRITERIA
'INSERT

PARK PRIORITY	DATE	REGN PRIORITY	DATE

PROGRAM THRU T,STATUS AND OTHER INFORMATION

WILL ADDITIONAL OPERATING FUNDS AND POS•TIONS BE NEEDED UPON COMPLETION OF THIS PACKAGE' YES
IIF 'YES EXPLAIN NEEDS IN SECTION XI OUTLINE Or PLANNING AND MANAGEMENT REQUIREMENTS. NO .7

FULL PACKAGE DESCRIPTION

PACKAGE JUSTIFICATION CONSEQUENCES

PLANNING AND MANAGEMENT REQUIREMENTS *(Follow instructions and outline provided in Program Formulation Guideline) '*

ORGINATOR (Signature and 'Niel	DATE	CONCURRENCE (Signature ol Superintendent or Equivalent Official.)	DATE

APPROVAL (Signature of Regional Director or Equivalent Official | DATE

INSTRUCTIONS FOR COMPLETING FORM 10-238 (DEVELOPMENT/STUDY PACKAGE PROPOSAL)

Package No.: For new planning, study, or development proposals not previously supported by a form 10-238, enter the next available unused package number from the current program formulation package listing. Once assigned, package numbers are never reused. Revised proposals carry the same package number as the original proposal.

Revision No.: Leave blank for original proposal. Enter 1, 2, 3, etc., for subsequent revisions that add, delete, or change data on the original 10-238.

Org. No.: Enter the organizational code of the requesting park or office from the NPS organization listing.

Park: Enter the name of the requesting park or office.

Developed Area: Enter the name of the area from the developed area listing. When the proposal is not area specific or will take place in more than one area, enter park general.

D.A. Code: Enter the code for the area from the developed area listing.

Region: Enter the abbreviation for the park's regional office.

State: Enter the state where the development or study will occur. When more than one state is involved in the proposal, they should be listed in descending order of involvement. This instruction also applies to the three following sections of the form.

State Code: Enter the two-letter abbreviation for the state(s).

County: Enter the county(ies), parish(es), or borough(s) where the development or study will occur.

Conqr. Dist.: Enter the number(s) of the congressional district(s) where the development or study will occur. Enter AL for at large.

Package Title: Enter the descriptive title from the park's outline of planning requirements for this proposal. Titles for development packages must start with verbs. Print titles in prominent block letters. Use abbreviations only when the title will not fit in the 48 spaces provided. Line 2 is a continuation of line 1, so hyphens do not need to be used at the end of line 1. When the park is in more than one state, the last spaces on line 2 should be used to enter the two-letter state abbreviation(s) in parentheses.

Study Package: Enter X when the proposal is restricted to a study. Leave blank when the study is part of a. construction project.

New Construction: Enter X for new facilities. Leave blank for work on existing facilities. A new facility that is designed to replace a deteriorated one should be listed under rehabilitation (see below).

Rehabilitation: Enter X if the proposal is for any type of rehabilitation, reconstruction, restoration, expansion, or replacement of existing facilities or associated equipment.

New Package/Revision: Enter X in appropriate box.

Criteria, Program Thrust, Status, and Other Information: These change from year to year, and the budget calls will advise what information should be entered in this field.

Park/Region Priority and Date: Enter the park priority number for new packages on the first line. Decimal points may be used when the priority assigned to the package falls between two existing priorities. Use the additional lines for priority changes and dates of change. Leave the regional priority section blank.

Additional Operating Needs: If additional operating funds will be needed for the package, an X is placed in the yes block, and the annual funding and manpower requirements are estimated and discussed as described in the "Planning and Management Requirements" section of these instructions.

Full Package Description: Enter the facilities or products that must be completed to fulfill the requirements given in the "Planning and Management Requirements" section.

Package Justification/Consequences: Enter a concise statement of the problem to be solved, the benefits to be gained, and what will happen if the proposal is not carried out.

Planning and Management Requirements: This is the longest section of the 10-238 gnd normally requires the use of sequentially numbered supplemental pages. The information is used to prepare preliminary cost estimates and suggest compliance actions that may be required. All subject headings in the following outline must be addressed. When a heading is not appropriate to the package, state the reason in a single sentence.

OUTLINE FOR PLANNING AND MANAGEMENT REQUIREMENTS SECTION

Significant Issues and Influences

If timing is critical, give the completion month and year required and an explanation of why this deadline must be met. The package priority given on the face of the 10-238 must be consistent with the urgency of the package. The planning, design, and budgeting cycle will, of course, eventually determine the time period required to complete a project.

List any land acquisition factors that might affect the progress or completion of the project.

Discuss any legislative development ceiling and how this proposal will affect it. Indicate if the limitation will need to be raised before this project can proceed.

Carefully describe any significant public or political interest in the project.

Discuss any concessioner interest in this proposal and the reasons for it. Identify any concession contracts or permits related to the project.

Describe any unusual natural conditions relating to climate, geology, soils, wetlands, floodplains, flora, and fauna that must be considered in completing the project.

Discuss any significant or unusual operating and maintenance requirements that are anticipated for the completed project.

Discuss any high energy use involved in developing, completing, and operating any facility. Describe any opportunity to significantly conserve energy for all facilities.

Describe any significant actions that must be funded with the proposal to place it in compliance with the statutory and executive requirements listed in the "Status and Needs" portion of this outline.

Use additional headings to describe any other major issues or influences that may affect completion of the project.

Status and Needs

Sufficient information should be given under each of the following headings so that the tasks required to complete the project can be readily identified. Where applicable, give document pegs:, numbers that relate to this proposal.

Statement for Management. Give the most recent approval date and the issue or objective this proposal addresses.

Outline of Planning Requirements. Give the most recent approval date or status if being reviewed or updated.

Related 10-238s. Where this proposal relates to other completed or planned package proposals, indicate the relationships and their importance. Cite the numbers of related or affected packages and discuss any timing considerations.

General Management Plan. Provide the approval date and the numbers of the pages which affect this proposal, if any. If this package proposes a new facility or development, specifically state whether it is approved in the general management plan (or master plan) for the area.

Related Implementing Plans. List the implementing plans that relate to this proposal, their approval dates or status, and the numbers of pages that affect this proposal. Implementing plans may include the resource management plan, visitor use plan, development concept plan, interpretive prospectus, concessions management plan, and others as appropriate.

Related Studies. Cite the title, dates, and authors of any cultural resource reports that apply to this proposal, including any important specific page references. State how these reports affect or are affected by the proposal. List any cultural resource studies that are necessary before the project can be initiated or completed. For natural resource reports and other related reports that affect or are affected by the proposal, the same instructions should be followed.

Statutory and Executive Requirements. For each of the following, give the name and approval date of the compliance document or other agency letter that specifically clears the proposal, cite the reason why compliance is not required, or give the actions that have already been taken and those remaining to be taken to secure compliance. This information is necessary to fund necessary compliance actions with the project.

National Environmental Policy Act of 1969 (42 USC 4321 et seq.)

Section 106 of the National Historic Preservation Act of 1966 as amended (16 USC 470 et seq.)

Section 7 of the Endangered Species Act of 1973 as amended (16 USC 1531 et seq.)

Section 118 of the Clean Air Act (42 USC 7401 et seq.) (for facilities only)

Section 1447 of the Safe Drinking Water Act (42 USC 300 f-j) (for water systems only)

Section 307(c) of the Coastal Zone Management Act of 1972 (16 USC 1451 et seq.) (coastal parks only)

Section 4(f) of the Department of Transportation Act of 1966 (49 USC 1653(0) (DOT-supported highways on park lands only)

E.O. 11988, "Floodplain Management"

E.O. 11990, "Protection of Wetlands"

DOI-ES 803, "Prime and Unique Agricultural Lands" (45 FR 59189)

OMB Circular A-18 (for new housing only)

OMB Circular A-25 (for new housing only)

The 10-238 should document that the task is a categorical exclusion from NEPA and why, that NEPA documentation has already been done, or that an environmental impact statement or an. environmental assessment will be done. While an environmental assessment may lead to the preparation of an environmental impact statement, the intent here is to determine, based on the issues and probable impacts, the type of environmental documentation needed.

Water Resources. Provides a short narrative of needs and submit a form 10-250 for all water resource investigations such as test wells. The 10-250 must carry the package number of the 10-238 for reference.

Archeology and History. Discuss any archeological and historical considerations that should **be** addressed prior to or with the project that have not already been described under statutory and executive requirements.

Historic Architecture. If the project involves a historic structure, the structure must be included on the park's List of Classified Structures and may be on or eligible for inclusion on the National Register of Historic Places. The listing of the structure should be given here, as well as in the justification section on the face of the 10-238, for stabilization, restoration, or reconstruction packages.

Museum Exhibit and Audiovisual Needs. Give type, size, number, and location for new wayside and museum exhibits or for those that need to be rehabilitated. Discuss any curatorial services or audiovisuals needed for this proposal. Discuss any need to acquire historic furnishings or artifacts.

Design and Construction. If this is a development proposal, give as many details as possible regarding buildings, utilities, roads, and trails so that preliminary cost estimates can be developed. Cite specific planning documents and drawings wherever possible.

Public Participation. Discuss the levels of public participation that will be required or desirable during the completion of the project and any required compliance actions or documentation:

Additional Operating Needs. Explain, where known, any additional operating funds or staff requirements needed to place facilities in operation or carry out programs once this proposal is completed. The requirements should be given by operating function (i.e., management, interpretation, resource protection, maintenance, etc.), and requested via the operating formulation system when the construction is included in a budget request to Congress.

Other Needs for this Package. As required.

Signature Blocks. Space is provided at the end of the 10-238 title sheet for the titles and signatures of the submitting and approving managers and for the date approved.

PROJECT TYPE LISTING AND DEFINITIONS

Project Type	Project Type Name/Description
01	New Area Study — Conducted to obtain background information on areas being considered for inclusion in the national park system. Completed study provides decision-making information concerning national significance of area; natural, social, economic, and environmental concerns; management methods; and estimated cost of acquisition, development, and operation. Frequently accomplished under congressional mandate.
02	General Management Plan — Parkwide plan for meeting the management objectives of the park. It charts a long-range strategy for resources management, visitor use, development, and other aspects of park operations at a level of detail that will facilitate implementation of proposed actions. It also defines what is required to ensure compliance with relevant legislation and management policies and procedures.
03	Development Concept Plan — Conceptual plan that describes proposed approach to development in park areas. Complete plan prescribes specific land use areas and space allocations, schematically locates buildings, roads, trails, transportation routes, utility networks, and other elements of development within the area.
04	Interpretive Prospectus — Conceptual plan that describes interpretive needs in park areas and recommends interpretive methods to satisfy those needs. The complete plan describes themes and features to be interpreted, and includes recommendations for museum and wayside exhibits, audiovisual programs, historic furnishings, and publications for the park.
05	Survey — Aerial and topographic surveys to ascertain the suitability of an area for development. Also includes test borings and soil sampling in support of development plans.
06	Comprehensive Design — Preliminary design activities that provide comprehensive background information for production of architectural and engineering drawings and specifications in support of specific development or construction needs. Includes preliminary architectural design details, relationship of facilities, location of roads, parking areas, utilities, other facilities, and natural features.
07	Construction Drawings and Specifications (Project Planning) — Architectural, landscape architectural, and engineering activities that produce final design and construction drawings and specifications for construction or rehabilitation of specific buildings utility systems, roads, parking areas, or other facilities. Programmed funds should cover all activities through contract award. (Also includes NPS coordination of design work by the Federal Highway Administration. Water supply/quality studies and test wells should be programmed in PT 81.)
12	NPS Coordination — FHWA-Administered Projects — Landscape architectural supervision, inspection, and coordination with Federal Highway Administration related to NPS road and parkway construction projects accomplished by the Federal Highway Administration.
14	Utility Planning and Negotiation — Utility negotiation activities required to obtain major utility (power, sewer, water, gas, steam, telephone) services for NPS areas from suppliers of utility services. (Does not include routine day-to-day utility services, e.g., office telephone moves and installations.)

15 Special Studies — Studies conducted to resolve or identify management problems associated with development or operation of park areas. Studies can be park or regional in scope (e.g., visitor services, ecological studies, transportation studies, radio studies, soil tests). Water supply/quality studies and test wells should be programmed in PT 81.

17 Servicewide Projects — Project oriented professional service tasks, whose product is applicable to Servicewide operations (e.g., remote sensing research, radio communications studies, interagency wildfire and communications studies).

21 Construction Supervision — Construction layout, onsite supervision, and inspection activities related to NPS construction projects. Programmed funds should cover from contract award to final inspection.

26 Post-Construction Program — Includes preparation ' of as-constructed architectural and engineering drawings and follow-through inspection and evaluation of newly -constructed or restored facilities for up to one year following construction. Purpose als6 is to identify and correct construction deficiencies and help develop information for use in making long-range improvements in planning, design, and construction.

31 Archeological Investigations — Archeological research (surveys and excavations) carried out to gain or add to archeology and history information base of a park area. Information gained is used to guide interpretive activities within the park or for preparation of historic resources base maps. Museum specimens may be recovered during archeological investigations. (Studies and investigations associated with this project type are for research and are not related to development.)

32 Historic Resource Study — Areawide study to identify and evaluate archeological and historic resources within a proposed or existing area. Study results and recommendations may be used to develop general management plans, determine national significance of area, assign land classifications, establish List of Classified Structures, and/or identify and recommend solutions to historic resources preservation and use problems.

35 Historic Structures Report — Report prepared to provide historic, archeological, and architectural information that describes a historic structure and its historical environment. Information provided is used to determine the level and guidance of subsequent treatment (preservation, restoration, reconstruction) and factors affecting management and operation. This report also serves as a source of information for preliminary designs, ' drawings, and other design documents.

36 Historic Structures Construction Drawing —Architectural and engineering working drawings and specifications for the preservation, restoration, or reconstruction of a historic structure include a record of conditions prior to construction activity, list of materials to be used, statement of craftsmanship required to restore historic fabric, description of modifications or changes required to preserve and operate the structure, and other design or engineering conditions that must be met to preserve and protect the structure and its historical setting.

37 Historic Structures Construction Supervision — Specialized architectural, engineering, and historical supervision and inspection activities related to NPS construction projects that involve historic archeological structures extending from the time of contract award through final inspection.

39 Operation and Maintenance Manual/Historic Preservation Guide — Preparation of operation and maintenance manuals for complex activities such as water and sewer treatment plants. Also may be a reference document tailored to the individual needs of a restored or reconstructed structure from which park management may obtain guidance for continuing normal maintenance and minor repairs. Either document may be prepared at the conclusion of construction supervision, but for completed projects lacking such a document, a separate project may be programmed to produce one. (Note: Preservation guides are not prepared for historic buildings that have not received either restoration or reconstruction.)

42 Archeological Research — Development-related archeological investigations in park areas. Research may be related to new area studies, general management planning, and historic structure reports. Also includes surveys (with testing as necessary) of specific development project areas to obtain information for project planning purposes.

43 Archeological Salvage — Archeological data recovery in park areas in advance of construction activities conducted to preserve archeological materials and relevant data that would otherwise be destroyed or become inaccessible because of construction. Includes site excavation and recovery of artifactual remains and museum cataloging when there are no other alternatives for protection or preservation of sites and for excavation of historical remains, including interim stabilization and curatorial care as needed.

45 National Wild and Scenic Rivers Planning — Authorization was established by passage of the Wild and Scenic Rivers Act (PL 90-542) in 1968. In addition to determining eligibility and.an evaluation of significance, these studies determine land and water uses that would be enhanced, curtailed, or foreclosed by river designation. Costs, interests in lands required, and other information are also produced. Study reports and (in most cases) environmental impact statements, are required and must be provided to Congress within specified deadlines.

46 National Trails System Projects — Authorization was established by passage of the National Trails System Act, PL 90-543 in 1968, amended by PL 94-527, October 1976. Study projects are intended to determine national significance. These types of studies may be conducted jointly with other federal, state, and local government agencies. Study reports and environmental impact statements are required by Congress. The study report is to be printed as a house document.

51 Museum Exhibit Design — Project-related planning, design, and specification preparation activities associated with construction or rehabilitation of indoor museum exhibits. Complete, production-ready planning, design, and specification packages contain all documentation and original materials required to successfully produce finished exhibits.

• 52 Museum Exhibit Production — Project oriented production activities associated with production of new or rehabilitation of museum exhibits. Activities may include production of final bid package — including drawings, specifications, and associated documentation — preparation of scope of work, criteria, government estimate, preproduction site visits, plan review and evaluation, and project-related delivery and installation.

53 Museum Services — Project-oriented museum service activities. Includes preservation treatment of single significant historical specimen or entire collections of historic artifacts or natural history specimens. Services may include, but are not limited to the following: preservation treatment of museum objects; planning and provision of proper storage conditions and facilities; planning and provision of suitable security systems for catalogued artifacts; and preservation and
• cataloging assistance to parks.

54 Wayside Exhibit Design — Project-related planning, design, and specifications preparation activities associated with construction or rehabilitation of wayside exhibit projects. Scope of such projects may range from a single interpretive device (signs, plaques, markers) to .major integrated facilities that interpret the total historical, natural, and cultural environment of the park area.

55 Wayside Exhibit Production — Project-oriented production activities of interpretive devices or facilities. Wayside exhibit projects may range from single interpretive devices (signs, plaques, markers) to major, integrated interpretive facilities that interpret the total historical, natural, and cultural environment of a park area. (Does not include park entrance, traffic control, and similar signs, or major architectural wayside shelters.)

56 Historic Furnishings Report — Report prepared to document the historical use and interior furnishings of historic structures. Information provided is used to interpret historic scenes and to prescribe treatment of furnishings collections. Reports should also provide production plans for implementing historic furnishings exhibits when such exhibits are a prescribed interpretive treatment.

57 Historic Furnishings Production — Project-oriented furnishings (antique or reproduction) acquisition and installation operations for historic structures, buildings, and museums. Also includes acquisition and installation of graphic, artifactual, and natural specimens required for major museum exhibits.

Audiovisual Design — Project-oriented planning, design, and specification preparation activities associated with installation and renovation of new or existing audiovisual facilities. Includes location searches, research, scripting, casting, and preparation of filming schedules.

62 Audiovisual Production — Project-oriented activities associated with production, rehabilitation, and installation of new/existing audiovisual facilities. Includes production, rehabilitation, and installation of motion pictures, sound-slide programs, audio tape duplication, audiovisual equipment upgrade, and other audiovisual equipment maintenance activities.

63 Audiovisual Arts Maintenance — Project-oriented emergency maintenance services on audiovisual equipment and facilities. Includes testing, slide and tape orders, audio tape duplication, audiovisual equipment upgrade, and other audiovisual equipment maintenance.

71 Free Folders — Research, writing, layout, editing, printing, and distribution of free interpretive and information brochures and folders. Includes production of new folders and rewriting of existing folders.

72 Sales Folders — Research, writing,.layout, editing, printing, and distribution of interpretive and information brochures and folders for sale to the public. Includes production of new folders and updating of existing folders.

73 Books — Research, writing, layout, editing, and printing of books authorized by the National Park Service and distributed by the Government Printing Office.

74 Archeological Publications — Multidisciplinary research, writing, editing, and printing of specialized brochures or folders on archeological subjects.

75 General Information Booklets — Multidisciplinary research, writing, layout, editing, printing, and distribution of general purpose references.

76 Interpretive Posters — Research, design, layout, and production of interpretive posters distributed by the Government Printing Office.

78 Natural Science Study — Project-oriented studies involving water resources, natural resources, air quality, or acid rain research intended for accomplishment through the natural resource preservation program.

79 Mitigating Measures (Natural Science) — Project-oriented activities involving natural resources, water resources, air quality, or acid rain that are intended to actively protect or restore a threatened natural resource or eliminate a particular threat to the natural resources. Reserved for natural resource preservation program projects.

80 Monitoring (Natural Science) —Project-oriented activities involving monitoring and data collecting relating to a natural resource, water resource, air quality, or acid rain problems. To be used for natural resource preservation program funded projects.

81 Water Resources Project — Studies conducted to determine surface/subsurface water quality, quantity, flow, source, ownership, and factors (weather, geographic, etc.) affecting water supply. Also, action taken to acquire or protect water rights, test well drillings, and collect engineering data for development planning.

82 Cultural Resources Preservation — Project work directly associated with the acquisition, synthesis, and reporting of data concerning archeological, architectural, anthropological, and historical resources and the stabilization and preservation of archeological and historical sites, cultural landscapes, and historic structures and objects, These projects are funded from the cultural resources preservation fund.

83 Natural Landmarks and NPS System Plan — Studies conducted to support and promote formal recognition of natural landmarks of national significance. Studies conducted to identify gaps and inadequacies of those areas not represented in the system and which reflect our natural heritage in such a way as to warrant consideration for inclusion in the national park system.

84 Natural Science Study — Park- or region-based studies conducted to obtain data on natural ecological relationships of whole ecosystems or parts of ecosystems. Studies conducted to ascertain effects on ecosystems of planned/actual resource management operations that affect the environment (e.g., population dynamics of plants, animals, birds, insects, reptiles, and fish).

85 Historic American Engineering Record (HAER) — Architectural and engineering studies conducted to record and preserve architectural and engineering data for historic structures (including factories, utilities, and transportation facilities) of national value.

86 Historic Sites Survey — Studies undertaken specifically for the purpose of identifying nationally significant historic properties.

87 Historic American Buildings Survey (HABS) — Studies undertaken to identify and document buildings of national historic or architectural value.

88 Archeological Investigations and Salvage (Out of Park) — Archeological investigations and salvage operations conducted in nonpark areas in accordance with Interagency Archeological Salvage Program objectives. Investigation and salvage operations are mainly related to major federal public works projects such as reservoir areas and other federal water resource development projects.

91 Net Construction — Structure, facility, or utility construction, preservation, restoration, or reconstruction projects carried out to provide new or rehabilitated facilities to support approved park objectives. Currently reserved for NPS line item construction appropriation projects as opposed to Federal Lands Highways Program projects, project types 94-98.

92 Utility Contract — Major construction by contract (with private utility companies) of major utility (power, light, sewer, water, gas, telephone, steam) facilities to support approved park operating objectives. (Does not include routine day-to-day utility services such as office telephone moves and installation.) Primarily used to earmark funding for utility contracts separate from construction bid packages.

94 New Road or Bridge Construction (FLHP-funded) — The net amount for new road or bridge construction (as opposed to replacement or reconstruction) when such work is funded through the Federal Lands Highway Program.

95 Roadway Reconstruction Projects (FLHP-funded) — The net amount for road or tunnel major reconstruction projects (typically includes removal and replacement of all road surface and repair of base material, new drainage structures, etc.) when such work is funded through the Federal Lands Highway Program.

96 Roadway Rehabilitation or Restoration Projects (FLHP-funded).— The net amount for road or tunnel rehabilitation or restoration work when the work is funded through the Federal Lands Highway Program. The scope of these projects is less than full reconstruction but more than resurfacing (typically reworking portions of the base, adding or replacing drainage structures, etc.)

97 Roadway Resurfacing Projects (FLHP-funded) — The net amount for road, tunnel, or bridge deck resurfacing work funded through the Federal Lands Highway Program. Resurfacing is defined as the placement of additional pavement over an existing road surface to improve strength and serviceable life.

98 Bridge Repair or Replacement Projects (FLHP-funded) — The net construction amount associated with any bridge-related repair work or the complete replacement of an obsolete bridge. (New bridge construction that is part of a new road project should be shown as a project type 94 as listed above.)

99 Special Emphasis Project Work — This project type is for use as designated by WASO to highlight and track certain programmatic initiatives. For example, from fiscal 1983 through 1986, this project type has been defined as"health and safety" repair/rehabilitation projects.

DSC-HFC
Form 802

Page __ af--
for this package

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

PACKAGE ESTIMATING DETAIL

REalort	PARK
PACKAGENUMSER 123	PACKAGE TITLE Construct Wharf and Vessel Exhibit Structures and Maintenance Facility

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ITEM	QUANTITY	COST
PHASE I: BUILDINGS AND UTILITIES		
1. Wharf Warehouse Exhibit Structures	LS	$2,000,000
2. Wharf Utilities	LS	$ 31,000
3. Vessel Exhibit Structure	LS	$4,200,000
4. Docking (Berthing) Facilities	LS	$ 450,000
5. Rehabilitate Social Club	LS	$2,800,000
B&U TOTAL		$9,481,000
PHASE II: BUILDINGS AND UTILITIES		
1. Complete Wharf Site Improvements	LS	$1,000,000
2. Underground Utilities at Street	LS	$ .500,000
3. Complete Street Site Improvements	LS	$ 500,000
B&U TOTAL		$2,000,000
This Estimate is valid until October 1995 Charles E. Banks III, 12/13/93		

SUMMARY OF CONSTRUCTION ESTIMATES	CLASSowiLsTimATE A	B	C
	12 rtZ.	12 lz.1J=1~,	a :..itlfi..
Proj.- Type		Totals from Above 3&U	A T
52	Museum Exhibits		XXXXT
55	Wayside Exhibits		XXXXX
62	Audio-Visual -		XXXXX
89	Ruins Stabilization		XXXXX
91	Construction (Net)	$11,481,000	
92	Utility Contracts		XXXXX
itsT 131/MaNimM	(Mk)	pIIaNO	

- POST PROFESSIONAL SERVICES ESTIMATES AND SCHEDULING ON BACK OF Obfini

SCHEDULING OF DEVELOPMENT RELATED PROJECT TYPES

	DEVELOPMENT RELATED PROJECT TYPES (Add on to line item)	C-3 YEARS	C-2 YEARS	C-1 YEAR	C: YEAR OF CONSTRUCTION	Init.
07	Construction Drawings B&U			800 ,000	50,000	
07	Construction Drawings R&T					
38	Historic Structures Const. Drawings					
43	Archeological Salvage B&U				100,000	
43	Archeolockal Salvage R6iT					
51	Museum Exhibit Design					
55	Wayside Exhibit Design					
61	Audiovisual Design					
	(Advance Planning)					
05	Surveys	50,000				
06	Comprehensive Design (Prel. Design)		500,000			
14	Utility Negotiations					
15	Special Studies					
34	Historic Furnishings Report					
35	Historic Structures Report (HIST)	LOU ,UUU				
35	Historic Structures Report (ARCH1T)		50,000			
42	Archeological Research		100 ,000	bU ,000		

DISTRIBUTION OF ESTIMATED FUNDING REQUIREMENTS BY YEARS

	ALL OTHER PROJECT TYPES	1st Year	2nd Year	3rd Year	4th Year	
01	New Area Study					
02	Existing Area Study					
03	Development Concept Plan					
04	Interpretive Prospectus					
15	Special Studies (Non-Develop. Related)					
18	E.I .S.					
17	Service-wide Projects					
18	Wilderness Studies					
31	Archeological Investigations					
32	Park History Study					
33	Special History Report					
53	Museum Exhibit Operations					
54	Curatorial Services					
63	Audiovisual Maintenance					
71	Free Folder					
72	Sales Folders					
73	Books					
74	Archeological Publication					
75	Gen. Information Booklet					
76	Posters					
77	Special Publications					
	Other					
	Other					

CONSTRUCTION FORMULATION SYSTEM RECORD

Detailed Package Report and Schedule
Report by Specific Park/Package

03/03/94

Region:	BLANK Region	Service priority:	10.0
Park:	BLANK National Park	Capability stmt?	NO
Package:	100	Date of Form 10-238	10/2492
Developed area:	PG	Date of last est:	01/01/93
Objective:	Visitor services	Type of est:	
Regional priority:	1.0	Source of est:	
Park priority:	1.0	Type of work:	Bldgs/struc
New or rehab?	New	Health/safety?	No
Housing amt:		Health/safety priority:	

Title: Construct visitor center

Project type	Resp oro.	Funded year	Programmed year 93	94	95	96	Out
05 A Survey	2,000			100			
06 A Comprehensive design	2,000				150		
07 A Const. drawings & specs	2,000					200	
91 A Net construction	8,888						2.000
Package total				100	150	200	2,000

The gross construction estimate for PARK 100 is $2,620 thousand.

Total planning is $450 thousand, excluding any projects already funded.

Construction supervision is funded from the "gross up" and is not considered in the CFS.

BUDGET JUSTIFICATION LINE ITEM
CONSTRUCTION PROJECT SUPPORT STATEMENT

Fiscal Year 1994 National Park Service Construction Program

PARK: BLANK National Park

REGION: BLANK Region

PROJECT TITLE: (999) Rehabilitate Water and Sewer Systems, Phase II

DEVELOPMENT LIMITATION AMOUNT REMAINING: N/A

PROJECT DETAIL:

	$(000) -- -		
	Total BA Through 1993	1994 Request	Future Estimate
Rehabilitate Water and Sewer Systems	3,613	1,230*	0

FY 1994 PROJECT SCHEDULE:

	QUARTER				
	Ist	2nd	3rd	4th	FY 1995
Construction Start:				X	
Construction Completion:					X

PROJECT JUSTIFICATION:

Project Description: This is the second and final phase of the wastewater treatment plant upgrade, which will include installation of tankage and equipment to increase the capacity of the secondary and tertiary equipment and enhance reliability of the plant. Tankage for secondary clarification, with a superstructure for complete enclosure to withstand severe winter snow loads, will be included. Equipment to be installed includes a packages advanced treatment unit (with floCculators, tube settlers, and filter) duplicating an existing unit, clarifier drive and sludge removal equipment, and a larger, improved grease removal mechanism to be constructed on the sewer lateral serving the inn. The work will also include additional repair or replacement of portions of existing sewer and water lines.

Need/Benefit: These additional plant improvements are needed to provide the necessary capacity and reliability required by the pending National Pollutant Discharge elimination system permit. The grease removal mechanism is needed to prevent plugging problems in the collection system and to alleviate organic overloads at the sewage treatment plant.

*Estimate based on project planning underway.

PROJECT BACKGROUND FACT SHEET
FY 1995 LINE ITEM CONSTRUCTION PROGRAM

Park: _____ State: _____

Project Name: _____

Package Number: _____ Servicewide Priority: _____

Is the project on DOI-owned land? YES NO NA

If not, how much is required for land acquisition: _____

'Is proposed amount under the development ceiling: YES NO _____ NA _____

Planning

Is the NEPA work done? YES _____ NO _____ NA _____

If necessary, has the General Management Plan/Development Concept Plan covering this work been done?
YES _____ NO _____ **NA** _____

Is this project consistent with the General Management Plan? YES _____ NO _____ NA _____

How much planning has been programmed this year (FY 1993)? For what project types? _____

At what phase will planning be at the end of this (FY 1993) fiscal year? _____

At what phase will planning be at the end of FY 1994? _____

How much money will be needed post-FY 1994 to complete planning for the proposal to point of IFB?

How many months' time will be needed (from start of FY 1994 to complete planning for the proposal to point of IFB? _____

Aside from planning required to construct proposed phase, will any planning be required post-FY 1994 to finish the total package? YES NO _____

Estimated additional costs: _____

How many months' time? _____

Construction Details

Recent Previous Appropriations (if any):

FY	($000) Appropriations	Purpose	% Obligated
1990			
1991			
1992			
1993			
1994			

What's our gross estimate for this FY 1995 construction job? _____

What's our net construction estimate for FY 1995? _____

This estimate is based on what stage of planning? _____

When was this estimate made? _____

Estimate was made by whom? _____

The estimate for this phase includes what major construction components? _____

In what quarter will construction be awarded? 1st ; 2nd ; 3rd ; 4th ; FY 1996

Can the proposed project be further phased? YES NO NA

In what way? _____

What are the dollar costs of each phase, if further divided, and how much extra is it anticipated to cost to further phase? _____

What is current gross estimate for all phases of this job beyond that proposed (outyears)? _____

What are major construction components of these future phases? _____

This FY 1995 Construction Fact Sheet prepared by: _____
Date: _____

FORMULATION OF THE LAND ACQUISITION AND STATE ASSISTANCE BUDGET

Land acquisition and state assistance is funded from the Land and Water Conservation Fund (L&WCF), enacted in 1965 to (1) provide federal assistance and funds to the states for the planning, acquisition, and development of land and water areas, and .(2) provide funds for federal acquisition of lands. The fund consists of revenues derived from several "user" sources — among others, receipts from the sale of surplus federal property, and the motorboat fuel tax. In 1968, these sources were expanded to include receipts from the Outer Continental Shelf Lands Act. Annual L&WCF funds are appropriated by Congress to the National Park Service, and remain available until expended.

The land acquisition appropriation is composed of two major programs for which budget formulation is rather different: the NPS land acquisition program and the state assistance (grants) program.

LAND ACQUISITION

Land acquisition has two components: land acquisition and acquisition management. There are two categories of actual land acquisition: (1) park specific (line item), and (2) general – inholdings, deficiencies, relocation costs, and emergencies and hardships. Land acquisition and acquisition management are funded solely from the Land and Water Conservation Fund.

Formulation for acquisition management or administration is a function of the size and complexity of the actual land protection program. There are specialists in the regional offices and frequently in parks with major ongoing land acquisition programs. Consequently, the administrative management portion is the sum of staffing and support needs for the realty specialist, appraisers, cartographers, conveyance examiners, and technical staff involved in land acquisition. Increases in acquisition management are submitted by regions and the WASO program manager via OFS.

Formulation of the actual land acquisition budget request is approached by the WASO Land Resources Division in two different ways.

Park Specific

Formulation of the park-specific land acquisition budget is based on a computerized prioritized listing of tracts, acres, and estimated costs. These tracts have been identified for acquisition in the land use protection plan for each individual park. Priority considerations for acquiring land include threats to'resources, initial acquisition for new areas, and land needed for administrative sites.

General

Lump sum (individual parks not identified) budget requests are prepared for this category using historical data, professional judgement, and NPS capability to accomplish the program. For

deficiency payments, the number of areas filed for is known, and an estimate can be made as to which are likely to come to a court settlement in the program budget year. Using estimated land values, a reasonably accurate deficiency payment can be estimated.

The ultimate size of the program request each year determines the number and size of individual project requests, and amounts requested for lump sum programs. While a recommendation is made by National Park Service as to the desired size of the land acquisition program, the ultimate decision is generally made by the department after weighing competing budget priorities in operations and construction, and the land acquisition needs of the other three land-managing agencies (U.S. Fish and Wildlife Service, Bureau of Land Management, and U.S. Forest Service).

STATE ASSISTANCE (GRANTS)

In addition to the above-stated objective of this fund the Land and Water Conservation Fund, the state assistance program also was intended to stimulate greater nonfederal and private investments in the provision and maintenance of outdoor recreation facilities. Part of each year's appropriation is apportioned equally to the 56 "states," and part is apportioned according to need. For the purposes of the act, the 56 states consist of all 50 states, Guam, American Samoa, Puerto Rico, Virgin Islands, Northern Mariana Islands, and the District of Columbia. The governor of each state is represented by a state liaison officer, who is the primary liaison channel between the National Park Service, the state, and the local government.

Fifty percent matching grants are available to the states, and through the states to local units of government, for acquisition and/or development of outdoor recreation areas in locations ranging from densely populated areas to wilderness sites. Projects vary widely, including bicycle paths, sport fields, roadside picnic grounds, swimming complexes, improvement of park landscapes, and construction of boating facilities. Section 6(f)(3) of the Land and Water Conservation Fund Act protects areas acquired or developed with L&WCF appropriations from conversion to other than public outdoor recreation use.

To be eligible for grants for themselves and their localities, states must do the following:

Develop a five-year statewide comprehensive outdoor recreation plan (SCORP) and an implementing action plan indicating priorities for the accomplishment of the various elements of the SCORP.

Develop an open project selection system (which must be reviewed and approved by the National Park Service), where the public participates in both the establishment of the selection system, and in actual project selection. The system also creates a public process including rules, schedules and documentation of grant competitions, aimed at increasing citizen awareness of and participation in, the states planning and priority setting, and ensuring that all interested parties, including local governments, have fair access to each opportunity for funding.

Agree to help the National Park Service in administering L&WCF grants within their borders. This involves not only the .planning and project selection activities, but also supervising

implementation of grants on the ground and ensuring compliance with all federal laws and regulations both during and after the grant.

When the budget call allows for the formulation of a grants program, it is based essentially on the ratio of unfunded (but eligible state projects) to funded projects, which provides a good indicator of the need for this program, and the states' obligation and outlay rates that indicate the capability of the states to accomplish a larger program. The decision to seek increases in the budgeted level for the grants program is a question of budget policy that is made by WASO at the time the budget is formulated. When increases are requested, they are submitted via OFS.

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FORMAL BUDGET SUBMISSIONS (BUDGET PRESENTATION)

Working under the guidance and directives of the annual budget call, superintendents, regional directors, and WASO program managers have proposed program activities and dollar and FTE increases as described in chapters 7, 8, and 9. The WASO Budget Division is the clearinghouse for all budget requests, program restructuring, etc., and when all the budget year submissions for the various programs have been made, the WASO Budget Division begins to condense the separate requests into one NPS budget proposal. The process involves the following:

WASO Budget Division preparation of summaries and analysis of all requests, forwarding appropriate portions to associate directors for review and comment, and translating what the sum of all requests would be in terms of the total NPS budget.

Preparation of option papers and alternative levels of funding for the director's review.

A series of discussions are held with the director, deputy director, and associate directors as to what will be requested.

The end result is a "within target" budget request; should the target level not allow inclusion of all items the director considers top priority, an "over-target" (or series of incremental over-target requests) request is prepared.

The National Park Service now has a budget ready for submittal to the department.

BUDGET SUBMISSION TO THE SECRETARY OF THE INTERIOR

Budget requests prepared and submitted following the procedures outlined in chapters 7, 8, and 9, and approved by the director and the assistant secretary for fish and wildlife and parks, are consolidated by the WASO Budget Division into the budget submission to the secretary of the interior. The format for this request follows instructions issued by the Departmental Budget Office. The presentation is less formal than the budget estimates submission to OMB and the budget justifications submitted to Congress.

Ad hoc requests for additional information on specific increases proposed by the National Park Service are often made by staff of the Departmental Budget Office during their review of the National Park Service's submission. To the extent possible these requests are handled at the WASO level. Occasionally information from the regional offices and/or parks will be required. There is no standard format or timetable for such requests.

The department transmits a passback to the National Park Service, advising what funding and FTE levels are authorized, as well as policy directives affecting NPS programs and activities. The secretary's final decisions form the basis for the budget estimates submitted by the National Park Service to OMB.

SUBMISSION OF BUDGET ESTIMATES TO OMB

It is the responsibility of the NPS director to prepare a budget request supporting the budgetary decisions, policies, and guidelines of the secretary of the interior. This responsibility is carried out by the WASO Budget Division. Technical requirements for the Park Service's budget submission to OMB are outlined in OMB Circular A-11. The format of the budget estimates has been similar to the congressional budget justifications in the past. Currently, the need for a formal, printed budget book in under review, and may be subject to change.

The budget estimates are generally submitted to OMB in September. During the normal course of its review and evaluation of the Park Service's request, OMB will schedule hearings with the assistant secretary for fish and wildlife and parks, the NPS director, and other NPS officials to review budget proposals and policy concerns. These hearings are less formal than congressional appropriations committee hearings and are not documented in a printed record.

Regional offices and parks may be asked to provide information in preparation for the hearings with OMB, or in response to particular questions raised by OMB budget examiners. WASO associate directors are generally asked to appear at the informal OMB hearings. Requests for such information are made on an as-needed basis with deadlines and formats established at the time of the request.

In late November OMB provides to the secretary and the various bureaus the administration's budget allowances for the Interior portion of the president's budget to Congress. The allowances for the National Park Service and all other bureaus are communicated in the form of a passback document. The passback includes both specific funding allowances and policy directives to be implemented in the budget year.

If, in the National Park Service's estimation, the terms of the OMB passback would have a significant adverse effect on NPS programs and activities, appeals are prepared and submitted to OMB.

SUBMISSION OF CONGRESSIONAL BUDGET JUSTIFICATIONS

By law, the president must submit his budget, including the NPS portion, to the Congress by the first week of February. Following the formal submission of the president's budget request, the National Park Service submits detailed congressional budget justifications providing complete budgetary data and narrative justification statements for all NPS appropriations. The format is established by the appropriations committees. Material is presented both programmatic (construction, land acquisition, ONPS, 'NR&P, etc.) and organizational (amounts for each park, regional office, WASO, etc.).

Shortly after receiving the president's budget request, House and Senate committees schedule hearings to examine in detail the president's proposals and economic assumptions. Authorizing committees hold oversight hearings to examine the overall spending proposals and the policy issues implicit in the budget request. The authorizing committees having responsibility for the National Park Service are listed below:

House Authorizing Committees

Full Committee — Natural Resources
Subcommittee — National Parks, Forests and Public Lands
(Covers all NPS programs except as noted below.)

Full Committee — Public Works and Transportation
Subcommittee — Public Buildings and Grounds
(Covers the John F. Kennedy Center for the Performing Arts
and National Park Service Parkways)

Senate Authorizing Committees

Full Committee — Energy and Natural Resources
Subcommittee — Public Lands, National Parks and Forests
(Covers all NPS programs except as noted below.)

Full Committee — Environment and Public Works
Subcommittee — Water Resources, Transportation, Public Buildings, and Economic Development
(Covers the John F. Kennedy Center for the Performing Arts)

The authorizing committees report their recommendations on funding levels to the appropriations) committee. The appropriations committee is not bound by this recommendation, but it may serve as a guideline.

APPROPRIATIONS COMMITTEE REVIEW

Congress can and does act as it wishes on the president's budget proposals. It can change funding levels, eliminate programs or add new ones, or propose an alternative budget. Overall funding targets are set by a Budget Reconciliation Bill, passed by the full Congress. The broad parameters of this budget act form the basis for action by the individual appropriations committees.

Both House and Senate appropriations committees conduct an in-depth inquiry into the National Park Service's budget request. This inquiry is both formal, in hearings at which the director, regional directors, and various other NPS officials testify, and informal through staff questions and requests for follow-up information, capability statements, and other material.

PREPARATION FOR APPROPRIATIONS HEARINGS

NPS officials who testify at appropriation hearings should be able to provide immediate answers to substantive questions. To ensure that current information is available for the director and deputy director on issues that are likely to be discussed at the hearings, the WASO .Budget Division will issue a call for briefing statements at least six weeks prior to the scheduled date of

the hearings. This call may be supplemented by a request from the regional director for additional material.

A briefing statement is intended to provide a clear, succinct discussion of a particular issue. Statements should be free of jargon and technical language, and effectively communicate the key points. In general, statements should not exceed two pages, and must include the following sections:

REGION/OFFICE:	Name of region or office.
PROJECT/ISSUE:	Descriptive title of subject/topic covered by this briefing statement.
BACKGROUND: S	Background information should be brief, factual, and contain sufficient testimony to allow for an intelligent exchange on the issue being addressed.
CURRENT STATUS:	The current status of the issue; state whether an action (court, regulatory, policy, or other) is pending, and from what source, which could affect the National Park Service or influence an NPS response.
SERVICE POSITION:	The NPS position on the issue, indicating if this position is based in law, the general management plan, NPS or legislative mandate, etc. Also identify any factors that influenced the NPS position (e.g., research data, legislative mandate, etc.)
POSITION SUPPORTED BY:	List organizations, congressional representatives, and others who have expressed support of the NPS position.
POSITION OPPOSED BY:	List organizations, congressional representatives, and others who have expressed opposition to the NPS position.
FUNDING REQUIREMENTS:	State history of funding and if additional, continued, or no funding is required. Show the base funding, current year funding request, Sand the change from base.
CONTACT:	The contact for questions, including mailing address and telephone number.

BRIEFING STATEMENTS

At a minimum, briefing statements must be prepared for the following subjects:

Status of all congressional add-ons or reductions in the budget for the pilor fiscal year. One summary statement should be prepared by each affected region or WASO directorate.

Status of all directives included in either the House, Senate, or conference reports on the appropriation bill for the prior fiscal year (compiled by the WASO Budget Division).

Issues that have been the subject of formal and informal congressional inquiries, issues that have received extensive media coverage, and issues that have come up frequently in prior hearings.

Statements may be prepared on other topics at the discretion of the park or region. Bear in mind, however, that the preparation time for the hearings is limited. The number of statements should, thus, be held to a minimum.

A sample briefing statement is included as exhibit 10-1.

STANDARD DATA REQUESTS FROM COMMITTEES

The appropriation subcommittee staff often request additional background material on the National Park Service's budget request prior to the actual hearings. To the extent possible these requests will be handled by the WASO Budget Division. However, certain standard information is requested each year by the House appropriations subcommittee that does require field input. The WASO Budget Division will issue a call for this information as soon as possible after the president's budget is sent to Congress. Regional offices must ensure that the required information is available.

POST-HEARINGS REQUIREMENTS

Hearings Transcripts and Inserts. After the hearing the WASO Budget Division will review the hearings transcript to correct any errors before the hearing record is printed. Witnesses are given the opportunity to review their testimony. If, during the hearings, the director, regional directors or other NPS witnesses are being asked by the committee to provide additional information "for the record," these inserts will also be prepared in final form by the WASO Budget Division. However, regional offices and park areas may be requested on an as-needed basis to prepare initial drafts or provide specific background information. The format and timing of such submissions will be established at the time of the request.

Questions and Answers for the Record. Following the hearings the National Park Service may be asked to respond in writing to questions from individual committee members that were not covered during the actual testimony. The WASO Budget Division is responsible for the preparation of the final submission. Most questions will be referred to WASO program managers and regional offices for initial response. Answers should be concise, accurate, and to the point. Only the requested information should be provided and respondents should strive to stay clear of extraneous information. Final editing is done by the WASO Budget Division. Requests for information generally have tight deadlines. Exhibit 10-2 shows the format required by the appropriations committees.

CAPABILITY STATEMENTS

Members of Congress and special interest groups provide oral or written testimony on the NPS proposed budget, often recommending adjustments in the budget for a particular park or program. Adjustments generally involve increases over the Park Service's request. For each such recommendation the National Park Service is asked by the appropriations committees to prepare a capability statement (also referred to as a fact sheet). A capability statement is a congressional document that describes the Park Service's capability to implement the proposed budgetary increase. The statements are used by House and Senate staff to assess the merit and impact of proposed adjustments to the budget request.

Capability statements must be concise, factual, and complete. The statements are not intended as a justification of the increase, but rather as a factual explanation of how the additional funds would be spent without noting the requirement for an offsetting decrease. Problems relating to the expenditure of proposed funding should be noted. Statements should not be used to advocate increases over the Park Service's budget request.

Three different formats (exhibits 10-3, 10-4, and 10-5), depending on the type of funding proposed, are required.

HOUSE AND SENATE MARK-UP

After the hearings, evaluation of questions and answers, and review of capability statements, the . House appropriations subcommittee meets to mark-up the Service's budget request to reflect its own recommendations. The rationale for proposed changes is documented in a committee report that accompanies the appropriation bill. Changes can be made to this bill by either the full committee or during debate on the House floor when the bill is brought up for vote. After passage in the House the bill is sent to the Senate where the same process is followed.

The Service submits effect statements to the Senate to document impacts of the changes to the NPS budget proposed by the House. The WASO Budget Division is responsible for the preparation of all effect statements. After the Senate has passed its version of the appropriations bill another round of effect statements are prepared on items on which the House and Senate disagree. These statements establish the Service's recommendations for action by the conference committee and again are prepared by the WASO Budget Division. A sample effect statement is included as exhibit 10-6.

When the conference committee reaches agreement on the final appropriations bill, a conference report is prepared detailing all approved compromises. The report must then be approved by both the House and Senate, after which it is sent to the president for his signature. Once the appropriation bill is signed into law, the execution phase of the NPS budget process begins.

BRIEFING STATEMENT
Department of the Interior
National Park Service

March 19, 1993

Region/Office: Everglades National Park

Project/Issue: Everglades Restoration—Water Delivery System (P.L. 101-229), Construction Package #193.

Issue Background: Public Law 101-229, the Everglades Expansion Act of 1989, authorized the addition of the East Everglades to the park and further authorized the U.S. Army Corps of Engineers, in conjunction with the South Florida Water Management District, to modify the present water delivery system for ecosystem restoration.

Current Status: The congressionally mandated East Everglades Expansion added the critical eastern half of the Shark River Slough to the park. The act also authorized the Corps of Engineers to acquire land and to modify the water management structures to allow the restoration of sheetflow of water and extend the hydroperiod to more closely resemble the historic Everglades. Hydrological data indicate that historically the park received 55% of its water through the productive eastern Shark River Slough and only 45% of it through the western side.

The Northeast Shark River Slough General Design Memorandum (GDM), the Corps' plan for design and construction of the project, was approved June 1992. The approval of this plan defines the final easternmost boundary by the design of the levee and canal to be constructed to mitigate impacts on the 81/2-mile residential area adjacent to the expansion area. It is also the blueprint for modifications of other levees, canals, and pump stations to accomplish the restoration project.

Service Position: The restoration project is critical to the survival of the greater Everglades ecosystem and Everglades National Park itself. The Service supports the approval and implementation of the Corps' Design Memorandum for Modified Water Deliveries to Everglades National Park as a first step in ecosystem restoration.

Position Supported By: The U.S. Army Corps of Engineers, the South Florida Water Management District, Florida Department of Natural Resources, and national, state, and local conservation organizations.

Position Opposed By: Agriculture — particularly sugarcane interests who deny both the existence of a problem and any responsibility for degradation of water quality, and property owners who purchased land at greatly inflated prices. Although special interest groups (hunters, fishermen, and ORV enthusiasts) generally support protection and restoration, they do so only to the extent that it does not alter their customary use and enjoyment of the area.

Funding Requirements $(000):	FY 1993	FY 1994 Request	+/- Change
Construction (USCOE)	$22,795	$4,500	

Carry-over balance $12.2 million plus request for $4.5 million in FY 1994 will provide •$2.5 million for engineering for design, $8.0 million for acquisition of levee rights-of-way, and $6.2 million for construction. Future year construction requirements to complete – $70.6 million. Costs of acquisition and modification of water delivery system will be shared with the state of Florida, with the state's share not less than 20%.

Contact: Superintendent, Everglades National Park, P.O. Box 279, Homestead, FL 33030. Phone: 305/242-7710.

QUESTIONS AND ANSWERS STATEMENT

Big Bend National Park

28a. Question: What law enforcement problems does Big Bend National Park encounter, especially having such a long border with Mexico?

Answer: Big Bend National Park is over 801,000 acres in size. It ranges in elevation from below 1,800 feet along the Rio Grande to nearly 8,000 feet in the Chisos Mountains. The topography is complex and varied. In addition to 161 miles of paved roads, the park contains over 256 miles of backcountry dirt roads and numerous backcountry campsites. In addition to the 107 miles of the Rio Grande that constitute the park boundary, Big Bend National Park also administers the Rio Grande Wild and Scenic River. In all, the park administers 245 miles or 13 percent of the international boundary with Mexico.

Common law enforcement and resource degradation problems include vehicle break-ins, trespass livestock, illegal transport of commercial goods, drug trafficking, theft and vandalism of archeological resources, reptile poaching, and resource impacts from off road travel and illegal camping.

28b. Question: Would an airplane be useful in law enforcement?

Answer: We believe so. The use of a fixed-wing aircraft is a cost-effective means of drastically increasing patrol coverage within the park and along the border. Efficiency will be increased by directing field rangers into areas where ongoing problems are observed. The mere presence of a patrol aircraft will serve as a strong deterrent for some crimes along the border, including drug trafficking, trespass livestock, and long-distance travel for car break-ins. Other federal law enforcement agencies and surrounding land management areas, including Amistad National Recreation Area, Big Bend Ranch State Natural Area, and Black Gap State Wildlife Management Area would also benefit.

28c. Question: Would it be possible for the park to rent an airplane?

Answer: No. All aircraft requirements for the National Park Service are provided by the Department of the Interior's Office of Aircraft Services (OAS). Currently, there are no aircraft rentals that meet OAS standards and NPS needs within the Big Bend National Park area.

28d. Question: Is there a vacant aircraft slot within the Park Service? How was it created?

Answer: Yes. Glen Canyon National Recreation Area, Arizona, is in the process of selling an aircraft that has become surplus to their needs. In so doing, the park has created a "vacant" slot within the National Park Service's official aircraft allotment. However, approval for aircraft use at Big Bend is contingent upon OAS approval.

28e Question: Can the proceeds from the sale of the Glen Canyon aircraft be used to purchase a plane for Big Bend?

Answer: Yes, the proceeds could be used to purchase a plane for Big Bend.

28f. Question: What sort of aircraft would be best suited for Big Bend? How would this aircraft be used?

Answer: Our analysis shows that a single-engine, high-wing, four-seater in the Cessna 182, 185, or 206 class would be best suited for the park. The park would expect to use the plane On a constant basis to make regular patrols of backcountry areas and to fly the length of the Rio Grande, for which the National

FY 1994 CAPABILITY STATEMENT - LAND ACQUISITION
Department of the Interior
National Park Service

350
Senate

General Information

Area/Park/Project: _____

State/County/Congressional District: _____

Priorities: Bureau: _____ of _____ Department: _____ of _____

Requester's Name: _____

Requester's $: _____

Proposed Amendment: _____

Authorization

Is acquisition authorized? _____ Public Law _____

Is proposal within authorized ceiling? _____

Is acquisition within the boundary? _____

Funding

Statutory Ceiling: _____ Appropriations to date: _____

Current Unobligated Balance as of: _____

Plans to use unobligated balances: _____

President's Budget Request: _____

Is Budget amount for same purpose as request? _____

Acquisition Status

	Tracts	Acres	Cost	Cost per acre
Purchased thru FY 1992:	____	____	_____	_____
Scheduled for FY 1993:	____	____	_____	_____
Budget Request FY 1994:	____	____	_____	_____
Proposed Amendment FY 1994:	____	____	_____	_____
Remaining to be Acquired:	____	____	_____	_____

. Purpose/Program:

FY 1994 CONSTRUCTION FACT SHEET
Department of the Interior
National Park Service

Attachment 3
(Number)
(House/Senate)

General Information

Project Name: _____

Park/Region: _____

State/County/Congressional District: _____

Servicewide Priority: _____

Requesting House/Senate Member: _____

House/Senate Member's $ Request: _____

Purpose/Program: (Information should include answers to the following questions)

Describe what the funds requested would be used for. Describe the facility being constructed. Include type of construction, rehab, replacement, or new. Indicate the ownership of the land required for construction site and its availability, if it is not on DOI-owned land. Identify problem the construction is meant to address. Identify the ability to obligate the funds appropriated in the budget fiscal year. Include estimates of annual operating and maintenance costs and FTEs associated with the construction and whether these costs will be met using current resources or not. Include the administration's position.

Authorization

Is the project on DOI-owned land? YES NO NA

If not, how much is required for land acquisition: _____

Is proposed amount under the development ceiling: YES _____ NO NA

Is facility national landmark, historic structure on national register, etc.? What exactly? _____

If not a DOI facility, what is significance of facility? _____

If not a DOI project, what authority does the bureau have to make the award? _____

Is bill language needed? If so, please provide recommended language: _____

Planning

Will the National Park Service do the planning? YES **NO** **NA**

Is the NEPA work done? YES _____ NO _____ **NA** _____

If necessary, has the General Management Plan/Development Concept Plan covering this work been done?
YES _____ NO _____ **NA** _____

Is this project cOnsistent with the General Management Plan? YES NO **NA**

DOUNPS FY 1994 Construction Fact Sheet

Are there any preconditions for the beginning of planning (such as an EIS, the determining or purchasing of site, or finishing prior phase)? YES _____ NO _____ NA _____

If so, what are they? _____

Is initial design work for the proposal completed? YES _____ NO NA _____

At what stage is project planning? _____

How much money will be needed post FY 1994 to complete planning for the proposal to point of IFB?

Is money for required planning included in proposal? YES NO _____ NA _____

How much time is needed to complete planning for the proposal to point of IFB? _____

Should only planning be funded in FY 1994? YES NO _____ NA

Aside from planning required to construct proposed phase, will any planning be required post FY 1994 to finish total job? YES NO _____ NA _____

Estimate of how much? _____

Construction

If not a **DOI** project, can any statement be made as to the feasibility of the proposal? _____

If not a DOI project, who would be the recipient of the funds? _____

Is cost-sharing planned with nonfederal entities? YES NO **NA**

Amount, for what phase, and with whom? _____

Previous Appropriations:

FY	($000) Appropriations	Purpose	`)/0 Obligated

If DOI project, what is our gross estimate for the phase of construction now proposed? _____

This estimate is based on what stage of planning? _____

When was this estimate made? _____

Estimate was made by whom? _____

The estimate for this phase includes what major components? _____

Considering planning needs, construction could be awarded how long, in months, after appropriation is made? _____

DOI/NPS FY 1994 Construction Fact Sheet Page 3

Can the proposed project be further phased? YES NO _____ NA _____

In what way? _____

What are the dollar costs of each phase, if further divided, and how much extra is it anticipated to cost to further phase? _____

What is current gross estimate for all phases of this job beyond that proposed (outyears)? _____

What are major* construction components of these future phases? _____

**Examples include: roads, utilities, visitor centers, maintenance buildings, housing, sewer systems or lines, landscaping, concession work, etc.*

Operations and Maintenance

Include a statement on the future operations and maintenance impacts. _____

What will the additional operating costs and **FTE** requirements be when complete? _____

NOTE: The president's 1994 budget proposes increases in a number of programs within the Department of the Interior. Any increase above the president's budget request must be offset by corresponding reductions in other projects or programs so that discretionary funding targets can be met.

Park Service is responsible. Additional anticipated use includes search and rescue, fire management, and administrative support.

28g. Question: How much would be needed to support the airplane and the pilot? What would this provide?

Answer: The Service estimates that $125,000 per year will be needed to support this program. This will provide a dual-function ranger/pilot, fuel, maintenance and repairs for the aircraft, and miscellaneous support costs including airport use fees, required training for pilot recertifications, physical examinations, land-based equipment, and a vehicle.

28h. Question: Who else would benefit from this aircraft?

Answer: The National Park Service cooperates very closely with several other federal law enforcement agencies including the U.S. Border Patrol, U.S. Customs Service, and the U.S. Drug Enforcement Agency. This aircraft will supplement the efforts of all of these agencies in the Big Bend area. Additionally, Amistad National Recreation Area is just downstream from the lower end of the Rio Grande Wild and Scenic River. Big Bend Ranch State Natural Area lies just west of Big Bend, and the Black Gap State Wildlife Management Area lies just to the northeast. Periodically, and upon request, we would patrol these areas and respond to requests for emergency assistance.

FY 1994 CAPABILITY STATEMENT - OPERATING FUNDS

Department of the Interior
National Park Service

111
House

Proposal: Additional Funding for Rivers and Trails Conservation Program

Proposed Amount: $5,147,000

Park or Program:

Appropriation: National Recreation and Preservation

Activity: Recreation Programs

Amount Enacted for this Purpose in FY 1993 Budget: The amount enacted for additional funding for the Rivers and Trails Conservation Program in FY 1993 is $6.966 million.

Description of FY 1993 Program: These funds are used primarily for some 130 technical assistance projects that assist state and local governments and nonprofit organizations in trails planning and development; rivers planning, conservation, and assistance on energy development projects; establishment of greenways and greenway networks, including rails-to-trails conversions. Funds also are used to coordinate the National Wild and Scenic Rivers System and development of a National Trails Inventory and Plan.

Amount Requested for this Purpose in FY 1993 Budget: The FY 1994 budget request for rivers and trails conservation programs is $6.853 million; $113,000 less than in FY 1993. The proposed amendment, an increase of $5.147 million would provide a total of $12 million for rivers and trails conservation programs in FY 1994.

Purpose of the Proposed Amendment: The proposed amendment would allow the Service to undertake an additional 70 projects in FY 1994 as well as special initiatives in metropolitan river resource restoration and statewide conservation/greenway systems. The Service has a backlog of over 300, projects.

Feasibility of the Proposed Amendment: The funds will be used to increase NPS staff capability and develop cooperative agreements with other provider& of technical assistance. The significant portion of these funds will become a permanent base increase for these programs. The National Park Service could effectively obligate the funds in FY 1994.

Outlay Effect: FY 1994: $3,860,000
FY 1995: $1,287,000

Proposed By: Representative Bernard Sanders

NOTE: The president's 1994 budget proposes increases in a number of programs within the Department of the Interior. Any increase above the president's budget request must be offset by corresponding reductions in other projects or programs so that discretionary funding targets can be met.

FY 1994 INTERIOR APPROPRIATIONS BILL
EFFECT OF HOUSE AND SENATE ACTION
Department of the Interior

Bureau/Office: National Park Service
Appropriation: Urban Park and Recreation Fund (UPARR)
Activity/Subactivity: Urban Park and Recreation Fund

(Dollars in Thousands)

Item	FY 1993 Enacted	Pres. Request	House Level	Senate Level	Compared to Request House	Compared to Request Senate
UPARR	0	5,000	5,000	0	0	-5,000

House Action: The House concurs with the administration's request of $5,000,000.

House Report Statement: The House action does not affect the administration's request.

Senate Action: The Senate eliminated funding of $5,000,000 for UPARR.

Senate Report Statement: "The Committee recommends no appropriation for the Urban Park and Recreation Fund, a decrease of $5,000,000 below the budget estimate and the House allowance." (p. 37)

Effect of Senate Action: UPARR grants will no longer be available for stimulating local efforts to revitalize critical urban recreation systems, particularly in economically and socially distressed neighborhoods. Since 1979 these grants have provided means for restoring more than 1,200 key recreation facilities to full use, from swimming pools to basketball courts. Complete elimination of these funds reduces opportunities for inner city and other urban residents to experience quality recreation in their neighborhoods.

Preferred Action: The department prefers restoration of president's $5 million request in order to provide economic and recreational benefits to urban citizens. Just as importantly, the availability of federal incentive funding for recreational purposes encourages the over 350 communities comprising 100 million residents to commit their own resources to restoration of deteriorated park and recreation systems. This partnership with the limited federal dollars provides significant recreational opportunities to those who cannot experience the Yellowstones and Grand Canyons of our national park system.

ADMINISTRATIVE CONTROL OF FUNDS

An administrative control of funds system is a management system designed to control the allocation, obligation, and expenditure of appropriated funds in order to prevent obligations and expenditures from exceeding the allocated (or authorized) amounts. The system should also ensure that programs are executed and funds spent in accordance with the intent of the Congress in making authorizations and appropriations.

All federal entities are required to have an administrative system documented and approved by the General Accounting Office. The Department of the Interior must also approve the NPS system before submittal to the General Accounting Office. While many of its components are presented in more detail elsewhere, the National Park Service's approved system is presented below and will serve as a consolidated source of the policy and regulations That drive the Service's budget execution process.

LEGISLATION PERTAINING TO FUND CONTROL

The director of the National Park Service is required to establish and maintain a system for the control of obligations and expenditures to avoid violations of section 3679 of the revised statutes, as amended (the Anti-Deficiency Act 31: USC 1341-1342, 1349-1351, and 1511-1519), to determine responsibility for any overobligation or overdisbursement of appropriations or legal or administrative subdivisions thereof, and to implement OMB Circular A-34. The NPS system for administrative control of funds is part of the Department of the Interior system, which has been approved by the Office of Management and Budget.

Section 3679 was intended to bring about the most effective and economic use of appropriations and funds and to ensure that obligations are not incurred unless appropriations or fund balances are available at the time an obligation is to be created.

Funds must be applied solely for the purposes for which they were made available. Obligations will be identified with the applicable appropriation or fund at the time they are incurred. However, any appropriation made to an agency in which funds are available may be charged temporarily as long as such charges are cleared during and as of the close of each fiscal year (31 U.S.C. 1534). NPS policy regarding temporary charges is that all such accounts will be cleared by the end of each month.

Recording and reporting of obligations is required to be supported by documentary evidences specified in section 1311 of the Supplemental Appropriations Act, 1950 (31 USC 1501).

Other U.S. Code references under Title 31 are section 112, Fiscal, Budget, and Program Information; section 1531, Transfer of Functions and Activities; and section 3511-3512, Establishment and Maintenance of Accounting Systems.

RESPONSIBILITIES

Comptroller, National Park Service (WASO)

The comptroller (assistant director) has the overall budget and Inicincial management responsibility for the National Park Service, supervising the WASO Budget Division and the Accounting Operations Division.

Chief, Budget Execution Branch, Budget Division (WASO)

The chief, budget execution branch, is responsible for determining that the allotment and subsque.nt allocation (via funding advices) of appropriated funds are not in excess of budget activity and apportionment ceilings, which are approved for the National Park Service by the department and OMB. The branch requests all appropriation warrant, apportionments, reapportionments, and within the allotment to the director, issues funding advices for all funds based on approved programs, and monitors rates of funds utilization against established ceilings. The branch is also responsible for input of appropriations, apportionments, and allocations into the FFS at the allottee and appropriation level by budget activity and apportionment period.

The chief, budget execution branch, is responsible for certifying servicewide fund status on the monthly **SF-133** — Report on Budget Execution and the annual **TFS-2108** — Year-End Closing Statement. Such certifications must be supported by appropriate documentation or subcertifications.

Chief, Planning and Construction Branch, Budget Division (WASO)

This section is responsible for the day-to-day financial management of the construction, appropriation activities. Activities include construction budget formulation via the CFS, preparation of line item project statements and narrative for the budget justifications, issuance of funding advices, and review and approval of project change proposals.

Chief, Accounting Operations Division (ADD)

The chief, accounting operations division, is responsible for providing that a servicewide accounting system is in place to (1) ensure that obligations and expenditures do not exceed amounts appropriated, apportioned, allotted, allocated, or otherwise subdivided, and (2) provide program and object class cost reporting to managers at all levels of the organization. The system provides all organizations allocated funds with status of funds reporting to enable them to ensure that obligations are incurred as authorized without overobligation.

AOD is also responsible for the development and maintenance of the accounting system file structure and database, the provision of those functions necessary for the central receipt and processing of data, and the transmission of processed data, in report form, to inputing organizations.

Primary Allocation Managers (PAM)

Primary allocation managers (prior to the centralization of regional finance offices into ADD they were allottees), receive the first subdivision of funds via funding advices. While the list is subject to change, they are as follows: regional drectors; mnagers, Harpers Ferry Center and Denver Service Center; and the director for the Washington Office. Each PAM is responsible for the following:

The approved programs issued by the PAM do not exceed the funding advive total. Obligations and expenditures do not exceed funding advices or other legal limitations and are used for the purpose appropriated.

Obligations against funding advices of reimbursable authority, recoveries of prior year obligations, income from sales or other income, or income to available receipt accounts are restricted so as not to exceed the amount of collections actually realized.

Adequate procedures are in force to ensure that no obligation or expenditure shall be incurred until the appropriate documentation has been cleared by designated officials who have been delegated obligational authority.

Adequate procedures are in place in conjunction with AOD to ensure that charges in "business and clearing accounts" are cleared/distributed on a monthly basis and reflect a plus or zero balance at the end of the fiscal year.

PAMs may delegate certain duties, as mentioned above, to designated subordinate officials within their respective area of total responsibility. Duties so delegated will be clearly defined and be provided in writing to affected individuals. Accordingly, in all cases, the ultimate responsibility for fund control rests with the PAM.

Fund Control Below the Primary Allocation Manager

Depending on the organizational level, the fund sOurce, and the type of program, Form 10-550 — Program Authorization or memorandum listing are used to inform organizations and program managers of the funds (obligational authority) available to them in fixed amounts for the accomplishments of approved programs. For example, superintendents receive a program authorization for the park's operating funds for the year, as does the regional chief of maintenance for cyclic maintenance funds, but the approved cyclic maintenance project listing is issued via a memorandum listing or similar means. The fixed amount of an approved program may not be changed without prior approval of the PAM.

Monthly reports on the use of funds are provided for management information and to facilitate control through comparison of the planned versus actual rates of obligation through each reporting period, and the remaining unobligated balance for the year. As with the PAMs, subordinate fund managers are responsible for ensuring that obligations and expenditures are within authorized funding. Officials who incur obligations for disbursement in excess of their budget without prior approval may be subject to administrative disciplinary actions, as circumstances warrant, or possible penalties under the Anti-Deficiency Act.

SYSTEM FOR ADMINISTRATIVE CONTROL OF FUNDS

The term funds is commonly used to refer to appropriations. Before authority is available to the National Park Service to incur obligations in most fund sources, spending authority is received from Congress through appropriation acts, warrants from the Treasury, and apportionment authority from OMB through the Department of Interior. Spending authority is also received from donations by nongovernment sources, transfers from other government bureaus, or special legislative authority that may or may not be subject to apportionment control.

The system for administrative control of funds is exercised through the 'control of allocations, obligations and expenditures. The amount shown on the allotment advice and funding advice is the control for both obligations and expenditures. Where it is necessary to establish controls for special limitations within budget activity, a program work element is assigned — for example, within the ONPS-park management budget activity, appropriation language limits "transportation for children in nearby communities to and from any unit of the National Park System" to $100,000, and PWE IZT was assigned. The amount available for each special limitation will be specifically listed by program work element on the funding Advice. Funds listed by program work element on funding advices represent control ceilings that cannot be exceeded. The total of all funding advices allocating appropriated funds will not exceed the amount appropriated and apportioned for the fiscal year.

Except for highway trust funds, funding authorizations reflected in FFS are controls on both obligations and expenditures. For the highway trust fund, there are separate controls for obligational authority (reflected in FFS) and expenditure authority (not reflected in FFS).

OPERATIONS IN ADVANCE OF ALLOTMENT OF FUNDS

While allotments and resulting funding advices and program authorizations are processed as soon as possible after the president has signed the Appropriation Act, organizations need not delay operations under the new appropriations while waiting for the actual receipt of the funding advice or program authorization. Rather, each organization should proceed immediately to operate in accordance with their previous base, and increases or decreases they can expect to receive based on information received from the WASO and regional budget offices, and, in years that appropriations are not passed before October 1, any continuing resolution authority.

REPORTING VIOLATIONS OF THE ANTI-DEFICIENCY ACT

If violations occur, agencies are responsible for preparing reports to the president and the Congress and for making necessary improvements in accounting, financial management, and administrative control systems as required to prevent further violations. The requirements for reporting violations are detailed in part VII of OMB Circular A-34. Anyone who suspects that a violation has occurred within the National Park Service will report this to the chief, Budget Division, immediately through appropriate channels. If it is determined that an actual violation has occurred, a report will be prepared according to the instruction in Circular A-34.

BUDGET EXECUTION PROCESS

OVERVIEW

The purpose of the budget execution function is to ensure that funds appropriated are spent in accordance with the budget as approved by Congress and within the legal authorities granted the Service. The budget execution phase of the budget cycle begins prior to the October 1 start of the fiscal year with the establishment of the high level accounts in the accounting system, issuance of operating financial plans and other program plan instructions, and ends well after the September 30 end of the fiscal year with the closing and balancing of the fiscal records.

Ensuring appropriate use of funds and staff requires control processes and systems that often vary with the type and nature of programs. The level of control is established_ in the NPS budget justifications document and is provided to each responsible official early in the fiscal year by Form 10-244 — Funding Advice and supporting documentation.

Flexibility in the system is provided by reprogramming and supplemental funding request procedure and contingency programs for accommodating unforeseen problems and emergencies.

Several fundamentals of budget execution are important for all managers to understand, as • described below: '

Budget execution is the final phase of a process that begins many months earlier. Details presented in the budget justifications document establish the Service's plan for expending resources in the current fiscal year. While Congress reviews and may modify this plan, the final version is essentially as requested.

While refinements are made in this phase of the cycle, major revisions from the plans developed in budget formulation are not easily accommodated. Accordingly, the time to make major revisions to your budget and surface new requirements is in the formulation phase, not during budget execution.

In addition to the congressional budget, there are a number of laws and regulations that both grants and limits spending authority. The more relevant of these laws and regulations are detailed in this document.

The Service has in place an accounting structure that closes the budget cycle loop by relating planned to actual obligations and expenditures. Accounting records help to provide the basis for future budget estimates at the local and national levels. Direct use of the NPS accounting structure is therefore a management imperative.

The most basic of managerial responsibilities is to operate within budget. Irresponsible fiscal management by one manager can lead to a violation of the Anti-Deficiency Act and do irreparable harm to the credibility of the National Park Service.

This *Budget and Programming Guideline* details the salient legal responsibilities of designated NPS officials. However, all NPS managers have the explicit responsibility to know and understand

the spending limits and authorities available to them and to properly account for funds within their control.

Congressional deliberations each year result in a series of appropriations being passed together in a bill from which the National Park Service derives its funding. The legal authority for each NPS appropriation is discussed in chapter 5, and full descriptions of each appropriation are contained in the NPS budget justifications document. If the budget process remainson schedule, Congress passes, and the president signs, the appropriations bill prior to the October 1 beginning of the fiscal year. Should the appropriations bill not be signed into law by midnight September 30, EST, the new fiscal begins under a "continuing resolution" (if one is passed by the..Congress), or under a "period of lapsed appropriations."

OPERATING WITHOUT APPROPRIATIONS AND UNDER CONTINUING RESOLUTIONS

Operating Without Appropriations

In recent years, because of an attorney general decision, the rules for operating in absence of appropriations have changed. Before, agencies continued to operate normally with no disruptions. Now, when there is failure to enact appropriations or a continuing resolution, agencies must suspend all nonessential activities, i.e., no mission-related work can be performed.

Each agency is required to have a contingency closedown procedure to be implemented in the event appropriations lapse. None of the steps listed below are to be taken until specified by instructions to do so by the director. Also, instructions issued by WASO at the time closedown is initiated may override some or all of the instructions listed below.

Closedown contingency plans usually call for the following actions:

• Identify personnel that are performing excepted activities; that is, activities that are needed to:

Provide for the national security, including the conduct of foreign relations, essential to the national security or the safety of life and property.

Provide for benefit payments and the performance of contract obligations under no-year or multiyear or other funds remaining available for those purposes.

Conduct essential activities to the extent that they protect life and property, including:

medical care of inpatients and emergency outpatient care

activities essential to ensure continued public health and safety, including safe use of food and drugs and safe use of hazardous materials

the continuance of air traffic control and other transportation safety functions and the protection of transport property

border and coastal protection and surveillance

protection of federal lands, buildings, waterways, equipment, and other property owned by the United States

care of prisoners and other persons in the custody of the United States

law enforcement and criminal investigations

emergency and disaster assistance

activities essential to the preservation of the essential elements of the money and banking system of the United States, including borrowing and tax collection activities of the Treasury

activities that ensure production of power and maintenance of the power distribution system

activities necessary to maintain protection of research property.

- Through appropriate media, notify public of closing of all national parks.
- Close and secure all park facilities. Day use visitors should be directed to leave the park.
- Only staff involved in excepted or phasedown activities may be on duty. This rule applies regardless of the fund source of the employee.

It is unlikely that steps beyond those presented above should ever be required. However, should a prolonged lapse in appropriations occur (i.e., greater than 24 hours), it will be necessary to take the following additional steps.

- Request visitors in NPS-owned and operated overnight accommodations to leave within 48 hours.
- Prepare personnel furlough and termination papers for all nonessential employees and employees not needed for closedown operations. Take all necessary actions to assure all employees are accorded all due personnel rights. When unions have exclusive recognition, advise the union president of impending required actions before general discussion with employees.
- Return to duty station all employees in travel status.
- Process payroll for abbreviated pay period.
- Begin securing files and documents for transfer to Federal Records Center.
- Establish special accounts in accounting systems to accumulate all obligations incurred in both "closing down" and "life and property protection" activities.

- Emplace signs in park areas to advise of park closing and of hazards of area. Place barriers to prevent visitors from entering park.

- Make necessary transfer of files, documents, and property to GSA.

Upon completion of phasedown activities, prepare furlough papers for all personnel involved in the phasedown. All parks should be in the mode of conducting no mission-related work, performing only the excepted activities listed above.

Caution and good judgment must be used in taking any of the above listed actions. Also, media reports will provide instructions during this period.

Operating Under Continuing Resolutions

When appropriations have not been enacted prior to the beginning of the fiscal year, a continuing resolution may be passed by Congress and approved by the president providing for operations during the interim period. The terms of the resolution govern the level of funding for the specified period. While the level prescribed in the continuing resolution may vary from year-to-year, they generally set it as the lower of the House or Senate versions of the budget request pending before Congress, or the prior fiscal year. Normally, no new projects or programs may be undertaken. Budget offices should be consulted for guidance on the continuing resolution.

After the continuing resolution has been apportioned by the OMB and warranted by Treasury, primary allocation managers will be notified of authorized obligation levels by funding advices, thereby providing authority for obligations and for the certifying officer to approve expenditures. Between the time the continuing resolution is signed and allocations are formally issued, operations should continue at the level authorized in the continuing resolution.

APPROPRIATIONS ACT

The appropriations bill, which becomes public law, defines authorized funding by Treasury account and budget activity. The rationale for the amounts authorized in the act are given in the accompanying "conference report", which also provides directives applicable to NPS programs and activities. The conference report is usually based on differences from the House report, which must be used to understand the conference report. As an example, for FY 1994, exhibits are included for the House report (exhibit 12-1), Senate report (exhibit 12-2), conference report (exhibit 12-3), and the appropriations act (exhibit 12-4).

The conditions attached by Congress, in turn, establish the level of fund control required of offices authorized to expend the appropriated monies. Some of the appropriated funds will be limited in availability to one fiscal year (e.g., ONPS funds) and others to remain available until expended (e.g., construction funds). The appropriation language will also indicate activities for which special reporting methods may have to be developed, as in the case of expenditures for projects that will be accomplished by Youth Conservation Corps members.

TREASURY WARRANTS

The passage of an appropriation bill into public law is actually just the first step in the process of funds being authorized and available for use. Following bill enactment, the U.S. Treasury receives information on the appropriations as to agency, fund type, and dollar amounts. Treasury then must issue one or more warrants to the agencies involved, identifying the appropriations and attendant funding limits. The warrants are, in effect, authorizations to draw upon certain Treasury accounts (see exhibit 12-5).

OMB APPORTIONMENTS

At the same time Treasury is preparing the necessary warrants, the agency (in our case, the NPS Washington Budget Office) has prepared and forwarded through the Department of the Interior to the OMB an SF-132 — Apportionment and Reapportionment Schedule. Exceeding an apportionment is a legal violation that carries penalties such as administrative discipline, fines, or imprisonment. The apportionment process was initially established as a provision of the Anti-Deficiency Act to prevent the need for supplemental appropriations and to force federal agencies to plan for the effective and orderly use of funds.

OMB has the legal responsibility for apportionment and reapportionment control of all agency appropriations. The apportionment requests that each agency submits must be based on:the agency's overall financial plan for the year, through a careful forecast of obligations to be incurred under work programs or operations planned for the year. This request must also comply with any limitations imposed in the appropriations or by Congress.

During the course of any given year, reapportionment requests may be submitted to OMB when changes occur in dollar amounts available, program requirements, or other factors. The importance of establishing viable apportionments can be realized from the consequences. If apportionments are violated through overobligation, there are legal penalties. If apportionments are underobligated to a significant extent, OMB may take this fact into account in establishing future apportionments or it may rescind budget authority through the Impoundment Control Act.

OMB is required to act upon an agency's apportionment request within 10 calendar days of receipt. Following OMB approval of such a request, the WASO Budget Office enters the apportionment levels in the FFS.

It may take two to three months from the time an appropriations bill is enacted into law until an agency receives the necessary Treasury warrants. However, as soon as the OMB apportionment approvals to allocate funds are received, the WASO Budget Office will issue funding advices to the PAMs. Thus, it is not unusual for it to be January or February until the allotment advice, funding advices, and program authorizations are issued to the director, regional directors, and superintendents.

DEVELOPMENT OF FINANCIAL PLAN/OPERATING PROGRAMS

To the point in the budget execution cycle where funds are apportioned by OMB, there is no difference in processes among the various NPS funding sources. From then on the processes differ considerably.

For line item construction, land acquisition, and grant programs, no financial planning detail is required. Specific construction and land acquisition projects are approved by Congress, and grant programs are apportioned to states in accordance with legislated formulas. Execution of .these programs are dealt with in other sections of the guideline. For all other (operating) programs, the next phase in the cycle involves developing detailed financial plans.

During the months preceding the beginning of each fiscal year, increased emphasis is placed on finalizing funding priorities within the anticipated appropriations' limits. While there can be little significant deviation from the figures provided to Congress based on the budget formulation process that began more than 20 months prior to the beginning of the actual fiscal year, refinements are needed as to the specific projects, studies, and activities to be accomplished within particular programs and their attendant staffing requirements. In the National Park Service, this information is requested by the Washington Budget Office in an annual memorandum to finalize the base spending programs of all organizations, and to request regional input to formulate the project type programs involving planning, studies, rehabilitation, maintenance and other nonrecurring projects.

BASE OPERATING FINANCIAL PLAN

Developing annual operating financial plans is a process that begins well in advance of the start of the fiscal year. The level of detail differs for each organizational level. Managers at the field level (park, office or division) require multidimensional spending plans that budget resources by cost component, time frame, primary work element, and object class. Intermediate management levels generally require summary budgetary data for subordinate organizations that includes object class and primary work element totals and staffing. WASO Budget requires only organizational funding and FTE totals in the "exhibit B" format. When the appropriations bill has passed and final appropriations are known, WASO Budget transmits to each region and service center approved funding and FTE levels for ONPS and NR&P in lump sum amounts by budget activity, and requests a spread of the funding and FTEs by organization (park, regional office division, etc.) and project program (cyclic maintenance, incidental personnel costs, etc.). The exhibit B base distribution of the new fiscal year funding is used for park and program summary displays in the next year's budget justifications.

The WASO directorate is requested to submit a Form 10-561 — Financial Plan/Operating Program for each division reflecting the funding and FTE distribution within their organizations. These plans are submitted in accordance with the funding and FTE ceilings that are allocated by the Budget Division. These allocation ceilings reflect that which is contained in the president's budget as adjusted by congressional actions and internal adjustments.

SERVICEWIDE PROJECT PROGRAMS

The National Park Service has several programs and fund sources that provide for nonrecurring project type needs. The project detail for these programs is finalized on a servicewide basis soon after the beginning of each fiscal year. The programs formulated in this manner are listed in chapter 6, "Fund Sources," under servicewide programs. The process used to formulate the construction funded programs differs considerably, and is discussed in detail in chapter 8 of this guideline.

The servicewide project type program requirements are maintained in a servicewide multiyear database formulated in accordance with the criteria for each program (see chapter 6). As discussed in budget formulation, this database is the foundation for future year increase requests, and is used with the annual memorandum mentioned below in the selection of specific projects to be funded each fiscal year. The Washington Budget Office coordinates the _annual formulation of these programs with the WASO directorate. Generally, there will be annual calls for refining the multiyear estimates and updating the project lists and regional priorities to reflect current conditions.

Using regional and servicewide priorities, the WASO program official, often working with regional counterparts, recommends to the appropriate associate director and the director specific projects to be funded each year. Regions are then notified in a joint communication from the WASO program manager and WASO Budget of approved projects and funding advices are issued.

ALLOTMENTS, FUNDING ADVICES, AND PROGRAM AUTHORIZATIONS

Having received OMB apportionments and specific program information from the regional offices, the Washington Budget Office has the information needed to distribute funds. Form 10-243 —" Allotment Advice is prepared for the National Park Service's one "allottee", the director, stating the appropriation, budget activity, apportionment level, authorized dollar amounts, and remarks advising of the reason (initial allotment, distributing supplemental appropriations, etc.) for the allotment.

Following the allotment, the allocation of funds to regions, service centers, and WASO is accomplished via Form 10-244 — Funding Advice (exhibit 12-6). Information on the funding advice is essentially the same as that on the allotment advice, but with more narrative in the remarks and on attachments to describe the origin, conditions that apply, programs being funded, and other information clarifying and/or qualifying the amounts allocated. While there are few allotment advices during the fiscal year, there are many funding advices, for the initial allocation, later releases of funding from WASO program managers, transfers of funding between regions for assistance rendered or other purposes, and other "housekeeping" actions. WASO Budget is responsible for assuring that the total of all funding advices does not exceed the allotment advice for each appropriation and budget activity.

The suballocation of funds below the funding advice allocation is accomplished in each regional office with Form 550 — Program Authorization (see exhibit 12-7), or equivalent form, that reallocates the funding advice's authority to incur obligations to the parks or regional office organizations. As with funding advices, the regional budget offices are responsible for assuring

that the total of each region's program authorizations does not exceed the funding advice for each appropriation and budget activity. In the administrative control of funds process, the program authorization is one of the most important controls. There are numerous program managers at the WASO and regional level who have control and recommend allocation of funding, . and tentative project lists, proposed levels of funding, and other information pertaining to fund allocations are transmitted to regions and parks. Funding is not actually available, however, until the funding advice (for regions) and program authorization (for parks) has been received. There are sometimes delays in the issuance of funding advices and program authorizations, so preliminary work can begin upon receipt of an "approved projects" memorandum or similar notification, but the funding advice or program authorization should be issued shortly thereafter.

103D CONGRESS
1st Session

HOUSE OF REPRESENTATIVES

REPORT
103-158

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS BILL, 1994

JUNE 24, 1993.—Committed to *the* Committee of the Whole House on the State of the Union and ordered to be printed

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

REPORT

ITo accompany H.R. 25201

The Committee on Appropriations submits the following report in explanation of the accompanying bill making appropriations for the Department of the Interior and Related Agencies for the fiscal year ending September 30, 1994. The bill provides regular annual appropriations for the Department of the Interior (except the Bureau of Reclamation) and for other related agencies, including the Forest Service, the Department of Energy, the Indian Health Service, the Smithsonian Institution, and the National Foundation on the Arts and the Humanities.

CONTENTS

	Page
Department of the Interior	
Bureau of Land Management	2
US. Fish and Wildlife Service	9
National Biological Survey	14
National Park Service	15
U.S. Geological Survey	20
Minerals Management Service	22
Bureau of Mines	23
Office of Surface Mining Reclamation and Enforcement	24
Bureau of Indian Affairs	26
Territorial and International Affairs	35
Departmental Offices	SS
General Provisions	40
Related Agencies:	
Forest Service, USDA	67
Department of Energy-.	
Clean Coal Technology	85
Fossil Energy Research and Development	85
Alternative Fuels Production	90
Naval Petroleum and Oil Shale Reserves	90
Energy Conservation	91
Economic Regulation	96

69-689

with a five-year plan for future expenditures of the nonnative aquatic nuisance funds, particularly with respect to the zebra mussel.

The Committee has deleted bill language which would have transferred the Patuxent NWR, MD to the National Biological Survey. Research will remain the primary function of the Patuxent facility and as such the Patuxent research director shall have program control. A memorandum of understanding should be developed to make this concept formal.

The Committee has also deleted proposed bill language to allow the Survey to provide non-monetary awards of nominal value to individuals and organizations that promote National Biological Survey programs This authority already exists for. Department of the Interior agencies.

NATIONAL PARK SERVICE

The world has witnessed a staggering level and pace of change since the first national park was created at Yellowstone over 100 years ago. But the parks endure and continue to grow in importance, especially for the contrast they provide to that change. Noting this rapid change, Frederick Law Olmsted long ago observed that were there no place like national parks, there would be nothing against which to measure change. Today the complexity and speed of this change is mirrored in the National Park System which is now comprised of 367 areas, encompassing more than 80 million acres, in 49 States and the District of Columbia. The areas range in size and character from the immense roadless wilderness of Gates of the Arctic National Park in Alaska to the small Federal Hall National Memorial in lower Manhattan. Visitation exceeded 273 million in 1992.

OPERATION OF THE NATIONAL PARK SYSTEM

Appropriation enacted, 1993	$971,655,000
Budget estimate, 1994	1,12E1,667,000
Recommended, 1994	1,059,333,000
Comparison:	
Appropriation, 1993	+87,678,000
Budget estimate, 1994	—69,334,000

The Committee has recommended an increase of $107,732,000 over the fiscal year 1993 level adjusted for the transfer to the National Biological Survey. Limited funding availability in recent years has led to reduced hours of operation, a deterioriated overall appearance of some facilities and resources, and a lessening of resource protection. Most parks have had to cut back on seasonal programs, have deferred maintenance and have reduced patrols due to reasons varying from absorption of pay, across-the-board reductions and limited operational increases. The increase provided with this appropriation, while not as generous as that requested by the President, will help to alleviate the financial strain caused by increased visitation and expanded seasons which place additional burdens on park interpretation, resource management, visitor protection and maintenance activities.

25

The amount recommended by the Committee for fiscal year 1994 compared with the 1994 budget estimates by activity is shown in the following table:

	F7 1912 tweeted	~~fle theycentle~~ 114.4pet Estimates	of dotterel Ceoulttee 1111A	Estimate.
Aoseere. •temardehle	141.113	211.011	110.041	-.93.175
Visit.' wrote..	210.364	237.452	227.271	-10.373
Sainte...ea	314.750	426.300	317.134	..211.414
Perk support	141.11141	154.014	151.3141	-4.701
External edelnletretlee Pets	72.712	11.403	04.400	
IllsceLtsmoeus		---	-411	-1111
Opeeetten of the Motional Perk !put...—.	1171.111	1.124.147	1,0111.313	-1111.334

Resource stewardship.—For resource stewardship, the Committee recommends an appropriation of $190,041,000, an increase of $28,272,000 over the fiscal year 1993 level adjusted for the transfer to the National Biological Survey. The.following table displays the changes to the budget as proposed in the different categories:

	Raul per—		
	1993	1994	01111191
Natural Resources Applied Research	14,017	13,199	—818
Natural Resources management	60,945	71,718	+10,973
Cultural Resources Applied research	20.532	24,425	+3,893
Cultural resources management	50234	59.681	+9,447
Resmeres protiction	16,041	19,258	+3217
Park specific		1.760	+1.760
Total	161,769	190.041	+28272

In addition to these amounts, the Committee recommends park specific increases of $150,000 for Carlsbad Caverns NP, NM, $750,000 for Everglades NP, FL, $200,000 for Saint Croix NSR for zebra mussel control, $250,000 for San Francisco Maritime NHP, CA and $310,000 for Santa Monica Mountains NRA, CA. At Carlsbad Caverns NP, NM, additional money is needed for Lechuguilla Cave which is still being explored. The additional money for the Everglades will complement a similar proposal within the National Biological Survey. $310,000 is provided to continue the cultural resource study of the Santa Monica Mountains National Recreation Area currently being conducted by the Service and the Santa Monica Mountains and Seashore Foundation. Such study shall include, but not be limited to, the preparation of a historic preservation plan, a public participation plan, and cultural resource and vegetation maps covering lands within the Santa Monica Mountains Zone.

Visitor services.—The Committee proposes an appropriation of $227,279,000 for visitor services, an increase of $16,835,000 over the fiscal year 1993 level. The table below details the Committee's changes to the request by category:

	Fecal yew-		
	1993	1944	
Interpretation and education	92,159	97,511	' +4,652
Law enforcement and protection	31,379	34.912	+3,533
Visibx use management	27.861	28,891	+1,030

26

	Fecal rat-		Owe
	IIP33	1184	
Coacassrms tuna/ward	6,095	8,023	+1528
Haatth and Wet/	8,842	11,082	+2.240
U.S. Park Poke	43,408	44,808	+1,400
Park apcifo:		2.052	+2.052
Total	210,444	227279	+16.835

Several parks have new requirements or long-term unmet needs which the Committee has tried to address. For Adams NHS, MA which has expanded in recent years there is a proposed increase of $250,000; for Big Bend NP, TX there is $125,000 for airplane operations which will help patrol this expansive park, especially the long border which the park shares with Mexico; and $370,000 for Guadalupe Mountains fP, TX and $132,000 for Chamizal NMEM, TX New facilities at Cuyahoga Valley NRA, OH such as the environmental education center and the popular tow path require an increase of $600,000. Three parks in Pennsylvania have expanded operations and require an increase of $500,000. They are Allegheny Portage RR ($150,000), Pt. Necessity., NB ($250,000) and Jo ns-town Flood NMEM ($100,000). There 18 also an increase of $75,000 for a Fent to Ford's Theatre.

Maintenance.—The Committee recommends a total of $397,834,000 for maintenance, an increase of $41,084,000 over the fiscal year 1993 appropriation. Of this increase, $28,104,000 is for operational maintenance and $11,622,000 is for the regional maintenance program.

Park support.—This category is included at a total of $159,398,000. Among the changes is a reduction of $8,251,000 to the requested increase for management and administration which allows a $7,000,000 increase. The Committee has agreed to half of the requested $3,000,000 increase for the Challenge Cost Share program. The amount available will be $3,370,000. From this amount, at least one-third should be devoted to projects which benefit the National Trails System. In addition, the Committee recommends an increase of $750,000 for the National Trails System which has received only minimal support from the National Park Service.

An increase of $300,000 is also proposed for the developing New Jersey Coastal Heritage Trail.

Miscellaneous.—A total of $819,000 in other reductions is recommended. This includes elimination of the Take Pride in America program ($307,000); elimination of funding for Poverty Point NM, LA which has not been turned over to the National Park Service by the State of Louisiana ($212,000); and elimination of funding for the Keeweenaw NHP, MI for which $300,000 was requested to initiate operations at this newly authorized park.

The Committee notes that the Volunteers-in-the-Park mounted-horse patrol in the Manassas National Battlefield Park has been effective in deterring illegal activities in the park as well as serving park visitors in various ways. Because this program has proven successful and is consistent with the historical scene of the park, the Committee supports the continuation of the program with three Park Service-dvrned horses. Also the Committee requests that a

thorough review of the equestrian program be submitted to the Committee.

The *Committee* has become concerned about rising costs of the United States Park Police. In part, this is because of large overtime payments. To help control the situation in some measure the Committee has included bill language which limits overtime payments for any one Park Police officer to $20,000.

Testimony before the Committee indicated that the Family History Center would be a welcome addition at Ellis Island. Although there are no funds in this bill for that purpose, the Committee encourages the Department to work with the Statue of Liberty-Ellis Island Foundation to make funds available.-- -

The Committee has made a number of Park specific increases. General program reductions which were made to conform to budget targets, should not be applied to these parks.

Should the Department of Defense determine that the Presidio's crucial life safety equipment is not excess to Defense needs, and therefore will not be transferred to the National Park Service for future management and operations of the Presidio, the Service's share of common operating funds can be used by the Service for these capital purchases and their installation costs. This would include equipment required for emergency medical response, structural firefighting, and public safety related communications and dispatch.

The Committee recognizes and supports the activities of the Claude Moore Farm at Turkey Run Park and the *work* they have done to support and stimulate educational programs which foster public understanding and appreciation of the importance of *agriculture* in the development of American society. These programs involve active public participation in the rudimentary operation and life style of a low-income, 18th Century family farm. The Committee recognizes the work of the Friends of Turkey Run in keeping this valuable program operating and supports their efforts to expand the educational programs at the Claude Moore Farm.

NATIONAL RECREATION AND PRESERVATION

Appropriation enacted, 1993	05,903,000
Budget estimate, 1994	42,929,000
Recommended, 1994	35,606,000
Comparison:	
Appropriation, 1993	— 297,000
Budget estimate, 1994	—7,323,000

The National Recreation and Preservation appropriation within the National Park Service provides for the outdoor recreation planning, preservation of cultural and national heritage resources, technical assistance to Federal, State and local agencies, administration of Historic Preservation Fund grants and statutory and contractual aid.

The amount recommended by the Committee for fiscal year 1994 compared with the 1994 budget estimates by the activity is shown in the following table:

28

	FY 1113 Enacted	fin thousands Cl dollars) Iludeet Estimate.	Committee lilt	Clew,. fr.: Estimate*
Recreation •rograma	414	414	414	-.-
Natural p•og•ama	6.716	6.644	4.444	---
Cultural programa	14.647	*21.444*	17.431	-4.066
internationsl seek affairs	144	6.40	1.140	•200
Environmental *ar4* compliance review	447	434	436	---
Orient odeinistration	1.522	1.761	1.661	-100
Birmingham Horitapo Corridor. AL	244	244		-244
Blackstone River Corriaor	347	350	aid	--,
s:=14.xatten 7:::Lt..1 ord..i.n	so	so	so	— — —
	347	347	147	
Florseerow Curve alil	246	244		-244
ice *Aso* National Scion c Observe	664	646	$14	
Jonnstemn *Arse* Heritage Awlociation	171	176	110	-41
Lomat Historic Preservation Canal Commission	726	733	733	
Rains Acadian Cultural Preservation Commission	26	25		-26
Martin Luther King. Jr. Center	136	636	435	---
Ni ssssss 101 River Corridor Neritees Commission	140	141	1411	---
National Constitution Center. PA	244	*244*	241	---
Native Hawaiian culture and art. Praire.	1.143	1.563	1103	,r1.000
Roosevelt Campobello intornatioaat Pa.* Commission	6116	410	610	;. ---
Southwestern Pow" Writable Proservotion Ommaiesion	347	347	4711	.1121
Itheeling Hationel Horitsee Area	2.304	2.304,		
William 0. Douglas Outdoor Education Cantor; CA	244	244	*2411*	
.• Total. Notional Recreation *and* Preeervetion	36.1103	42.1121	36.406	-7.323

Cultural programs.—*The* Committee recommends a total of $17,431,000 for cultural programs, a reduction of $4,058,000 from the budget request. The largest reduction is to the request to establish the National Center for Preservation Technology for which $4,350,000 was requested. From this amount, the Committee recommends a reduction of $3,600,000. The amount remaining will allow a good start in establishing the center and give it a chance to have adequate plsnning.

For the Native American Graves Protection Act grants, the Committee recommends an appropriation of $2,300,000, a reduction of $450,000 from the request. These grants will go to Indian tribes, Native Hawaiian organizations and museums to assist in carrying out requirements of the act to summarize, inventory, and repatriate Native American & Native Hawaiian human remains and other cultural items.

There is also an increase of $248,000 for the HABS-HAER Birmingham District Recording Project and an increase of $140,000 for HABS/HAER activities in southeastern Pennsylvania in addition to the $10,000 included in the request. Within available funds there is $90,000 for the Muscle Shoals recording project.

The Committee has eliminated the budget request of $198,000 for the Pennsylvania Heritage Affairs Commission and the requested $198,000 for the Pennsylvania History and Museum Commission.

The Committee endorses the budget request to continue support for the National Institute for the Conservation of Cultural Property at a level of $768,000. This money is to be used to implement the comprehensive preservation education and training program as authorized in Public Law 102-575.

International Park Affairs.—*There* is an increase of $200,000 proposed for the Mexican Affairs office of the National Park Service. The National Park Service has many miles of common border with Mexico and many parks in the Southwest have common ties with Mexico and its people. The Committee is pleased that the budget includes $100,000 for USICOMOS activities.

Grant administration.—The Committee has made a slight reduction of $100,000 in the requested increase of $250,000 for grant administration.

Statutory or Contractual Aid.—The Committee recoraraends $5,796,000 for statutory or contractual aid as follows, a reduction of $3,365,000 to the request.

Blackstone River Corridor	**$350,000**
Dayton Aviation Heritage Commission	**50,000**
Delaware & Lehigh Navigation Canal	**347,000**
Ice Age National Sden.b5c Reserve	**558,000**
Johnstown Area Heritage Association	**110,000**
Lowell Historic Preservation Commission	**733,000**
Martin Luther King, Jr. Center	**535,000**
Mississippi River Corridor Heritage Commission	**149,000**
National Constitution Center	**248,000**
Native Hawaiian culture & arts program	**' 983,000**
Roosevelt Campobello International Park Commission	**610,000**
Southwestern Pennsylvania Heritage Preservation Commission	**875,000**
William 0. Douglas Outdoor Education Center	**248,000**
Total	**5,796,000**

$500,000 is made available to continue the Chicago River demonstration project. These funds shall be used to transfer the project database to the public sector, formulate a community-based action plan, and initiate innovative resource enhancement projects, to include an environmental education component which engages inner city youth in corridor improvement and wetland restoration efforts.

HISTORIC PRESERVATION FUND

Appropriation enacted, 1993	**$36,617,000**
Budget estimate, 1994	**40,000,000**
Recommended, 1994	**40,000,000**
Comparison:	
Appropriation, 1993	**+3,383,000**
Budget estimate, 1994	

The Historic Preservation Fund supports the State historic preservation offices to perform a variety of functions, including: State management and administration of existing grant obligations, review and advice on Federal projects and actions, determinations, and nominations to the National Register, Tax Act certifications and technical preservation services. The States also review properties within States to develop data for planning use.

The Committee recommends an appropriation of $40,000,000, the budget request, as detailed in the following table:

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*fonts-to-old	30.473	33.000	33.000
Natt000L troot foe hi•toeic weeseroolloo	1.141	7.000	7.000
Nistorto Orsoofvetloo Food	34.017	40.003	40.030

CONSTRUCTION

Appropriation enacted, 1993	**$229,831,000**
Budget estimate, 1994	**185,700,000**
Recommended, 1994	**184,699,000**

30

eompanaon
Appropriation, 1993 .....—45,132,000
Budget estimate, 1994 .....—1,001,00o

The recommendation of $184,699,000, a decrease of — $1,001,000 below the fiscal year 1994 budget request includes the following areas and activities:

Pet wgt	Dwaltion	imegt rivmst	Carew ow-sowertiatie
Acadia P. ME	Restore carriage loads	$1,327,000	1,327,000
Alaska Parks, *AK*	Employee housing	6,377,000	6,377.000
Do	Communication system	2,560,000	2,560,030
Allegheny Portage Railroad, PA	Lemon Mouse Rehabilitation	0	1,930,000
Biscayne P. FL	Equip, *ibits*, trails	4,855.000	3.355,000
Blue Ridge Partway VA	Here Mill Pond darn	450,000	450,000
Boston *NP, WA*	Old South Meeting Houu		2.700,000
Do	Dorchester Heights		700,000.
Boston Public Library, MA	Ranabilitstion		2,000,000
Chemise *NIA*, TX	Landscape, lighting		840,000
Chickamauga—Chattering* *MAP, GA*	Road relocation		5,030,000
Colonial Mr, VA	lanes Mill Pond darn	1,000,000	1,000,000
Coulee Dam NRA, WA	Bost launch		416,000
Cuyahoga Valley MIA, OH	• Kregi tosic waste cleanup	5,055,000	1,125,000
	Amiington dam safety mods	400,030	125,000
	Rehabilitate historic structures	0	1.264.000
	Railroad track and bridges	0	2,000,000
	Boston General Store	0	2.500,000
Delaware Water Gap NRA, PA	Raymondskill Falls Derek/ Mint	450,000	450,000
	Bushkin keen	2,500,000	2,500,000
	Trail Development	0	195,000
	Pahaquarry Copper Mines	1250,000	0
Detail PPP, AX	Mountain rescue center	1,487,000	0
	Teklinika restrowns	2200,000	0
Everglades W. FL	Water diversion ...	4,500,000	4,500,000
Gateway NRA, NY	Great101Is Bathhouse	13,030,000	6,600,000
Do		0	5200,000
	Technical assistance	0	103,000
Glacier W, MT		0	600,000
Grand Carryon W, AZ	Employee housing	6,447,000	6,447,000
Great Basin W, W	Water system	0	250,000
Great Stray Mtnt P. NC	Visitor Center intrastnichire	5,000,000	0
Ice Age Scientific Reserve, WI	Exhibits	0 •	500,03
Independence NP, PA	Rehabilitate utility system	15,100,000	15,100,000
Indiana Dunes NI_114	Long Lake Wetlands Overkok	0	125,003
James A. Garfield NKS, OH	*Site,* building restoration	0	1211,000
Jun Lett NP, LA	Barataria levee recreation plan	0	100.000
John D. Rockefeller Parkway, WY	Relocate Flagg Ranch	2,859,000	700,000
1(londile Gold Rush NH', AK	Restore Skagvny Historic District	1,015,000	0
Lackawanna Heritage Park, PA	Technicsl assists	0	670,000
Ircoln Research Center, It	Regis construction	0	3,000,000
Lincoln Home PUS R.	Dubois House rehabilitation	0	709,000
Do	Morse House rehabilitation	0	707.000
Lill Ranch NILS, IX		1,300,000	1,400,000
Martin Lutiwr POng, *h.* NHS, GA	Restore birth home block	1,800,030	800,000
Do	Visitor facilities	9,982,000	0
Mount Rainier P. WA	Paradise water/sewer system	1230,000	1230.000
Mount Vernon Bicycle Trail, VA	Correct safety hazards	0	450,000
Natchez Trace Partway,	Partway construction	0	4,000,000
National Capital Parks, DC	Renovate White House utilities	4200,000	4200,000
Co	Restore Wash. Mon. grounds	3,100,000	0
Do	tiro:M/Omm Memorials	5,218,000	5,218,000
New Jersey Coastal Heritage Trail, Ni	SignageAnterprative plan	0	255,000
birth Cascades W. WA	Sterling Munro Nature Trail	0	40,000
Northwest Alaska Parks, AK	interagency headquarters facility	1,684,000	1,614.000
Port Chicago NM, CA	Memorial fabricstioniconst	0	308,000
Salem Allaritime Nil', IAA	Various projects	0	1,300,000

31

hrs wet		Budrat moat	Carelse roc-sueststim
San Antonio Missions NH', TX	Exhibitions	0	1,405,000
Sequoia le, CA	Replace Giant Forest facilities	6.825,000	6.125,030
Stones River f16,	Trail connector	0	700,000
Thomas Stone NHS, MD	Main *Num restoration*	0	1,170,000
U ses S. Grant IRS, MO	Restore historic structures	0	150,000
Upper Delaware Scenic Rec *Ares* PA	Towpaths, trunkwalls	3,500,000	3.500,000
Upper Susquetunna Heritage, PA	Technical assistance	0	50,000
War in the Pacific, GU	Monument	0	500,000
Weir Farm MIS, CT	Restore historic structures	0	395,030
Yosemite NP, CA	Itiintwunceirraratiouse	4,890,000	090.000
Do	Employee housing	7,595.000	7,595,000
Do	Sign plan implementation	1214,000	0
Do	Rehab electrical system	5.100,000	- 0
Do	Burka installation	0	- 250,000
Emergency and Unscheduled		2.000,000	2,750,000
Housing rehttilitatim		12.000.000	12.000,000
Planning		28000,000	28,000,000
General Management Plans		6,600,000	6,600000
*dal resource studies		1,200,000	1200.000
Strategic Planning Office		400,000	400,000
Total		115.700.000	184.699.000

The reduction to the Biscayne NP, FL construction project defers the trails portion for a subsequent appropriation.

The Committee has not included any money in this appropriation for the Prisoner of War Museum at Andersonville NI-7, GA. Until there is more certainty with the non-Federal cost-sharing, the Committee is reluctant to proceed to actual construction.

A total of $1,000,000 has been provided to bring National Historic Landmark chalets at Glacier National Park into compliance with Montana and Federal health and safety standards. In providing this appropriation the Committee expects the National Park Service to continue providing a valued visitor experience; to assure a safe, efficient, and cost effective operating plan; and to provide appropriate disposal systems that will ensure the long term capability of these facilities to operate in an environmentally responsible manner

For the Natchez Trace Parkway, the Committee recommends a total of $9,500,000. Of this amount, $5,500,000 is through the Federal Lands Highway Program and $4,000,000 is within this construction appropriation.

The Committee is concerned about the slow rate of obligation on many National Park Service construction projects. Every effort should be mde to move these projects along in a timely manner to help provide employment and so that the public may receive the benefit of the completed work. Particularly disturbing is the slow rate at which Natchez Trace Parkway money is being put to use.

The Committee has strong concern about the construction program of the National Park Service. Cost estimates are unreliable; projects expand and become overly expensive with little regard to the budgetary situation; and the priority system is undecipherable. The Committee believes that stronger internal management control needs to be exerted over the whole construction program within the National Park Service. In. addition, the Committee has recommended an independent review team within the office of Con-

struction Management in the Secretary's office to review both the scope of projects and the costs associated with them.

Within the amount recommended is $3,000,000 for the Lincoln Center to be devekoed in Springfield, Illinois in conjunction with the Lincoln Home National Historic Site. The National Park Service should not use this money until the appropriate authorization *is* in place which sets out the overall scope of the project.

The general management plan for Great B11/3111 National Park designates that administrative, maintenance, housing and visitor contact facilities be placed on the 80-acre administrative site adjacent to Baker, NV. These new facilities will require construction of adequate water and wastewater services. The new administrative site will hook into the joint National Park Service/Bakes water and sewer system. The Committee has provided $250;000 to the Baker Water and Sewer General Improvement District to cover the additional cost for oversizing the system to serve Service facilities in addition to the community of Baker, NV.

Within the amount provided for planning the Committee recommends the following:

Baton NW, *MA*	Old South Meeting House	315.030
.*Cuphop* Ulf' NRk, **OH** ---....—	Riverbank Stabilkiton	115,000
	Railroad mairibmance facility	200.000
	Snineville and Dam Is:taros	50,000
	Thin Creak Am:edict	110,030
Fort Necessity NB PA	*lark Stria:biro Report: chant plane aretwohoe-kat reseemh.	775,003
Glacier FE, MT	bhabiktate Maids	403,000
James *k* Garfield NHS, OH	Site, Wilding reseal* '	210.000
011ifelic IC WA	Bona dam removal	2.800,001
Them Stone NHS, MD	Main home restoration	150,003
Zion MP, UT	Transportation smiam	360,000

Funds provided to implement the Elwha River Ecosystem and Fisheries Restoration Act (P.L. 102-495) shall • also allow for baseline studies to be conducted to consider potential impacts on water quality that would occur from the removal of the Elwha dams

The Committee is pleased that the following amounts are included within the request for general management plans. .

Brown v. Board of Education	80,000
Great Egg Harbor, NJ	81,000
Presidio, CA	800,000
Stones River NB, TN	107,000

In addition the Committee recommends $125,000 within the general management plan budget for Salt River NHP, VI.

The following studies are included within the special resources category for feasibility studies:

Boston Harbor Islands, MA	$250,000
Camino Real, 'TX, NM	150,000
El Paso Missions, TX	150,000
Golden Gate NRA (Pacific)	10,000
Hudson Valley Greenway	200,000
Rutherford B. Hayes	100,000
Toledo Urban Riverfront	150,000
Virginia City, MT	150,000

The National Park Service is expected to receive $83,000,000 through the Federal Highway Lands Program. The following table

shows how these funds will be allocated by National Park Service unit:

Acadia NP	$1,650,000
Amistad RA	522,000
Big Bend NP	2,800,000
Bryce Canyon NP	6,700,000
Catoctin Mtn Pk	1,800,000
Crater Lake NP	1,037,000
Gateway NRA	2,500,000
Gettysburg NMP	1,320,000
Glen Canyon NRA	2,672,000
Golden Gate NRA	7,000,000
Grand Teton NP	3,300,000
Lake Meredith RA	3,300,000
Midwest Region	250,000
North Atlantic Region	100,000
Natchez Trace Pkwy	5,500,000
NCP-Central	4,400,000
Pacific Northwest Region	. -- 600,000
Rocky Mountain Region	900,000
Southeastern Region	500,000
Shenandoah NP	3,300,000
Vanderbilt Mansion	1,540,000
Voyageurs NP	3,300,000
Western Region	500,000
Yellowstone NP	9,900,000
Subtotal, Construction Projects	65,391,000
Advance and project planning/ Compliance Engineering/ Administration	17,609,000
Total	83,000,000

The Committee is pleased that the budget request includes $370,000 for planning associated with employee housing needs at Death Valley NM, CA

The Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) authorized $112 million for the Foothills Parkway between Pittman Center and Cosby, Tennessee. It is the Committee's understanding that additional funds are not needed for this project at this time, but if additional funds do become necessary to complete construction the Park Service is urged to give this project priority for funding through the Federal Highway Lands Program.

URBAN PARK AND RECREATION FUND

Appropriation enacted, 1993	
Budget estimate, 1994	5,000,000
Recommended, 1994	5,000,000
Comparison:	
Appropriation 1993	+5,000,000
Budget estimate 1994	

The Committee recommends the bud et request of $5,000,000 for the Urban Park and Recreation Fund. Through this fund cities may improve recreation opportunities for their residents by giving them incentive to increase investments in planning, rrmitalization, operation and maintenance of existing recreation systems.

LAND AND WATER CONSERVATION FUND

(RESCISSION OF CONTRACT AUTHORITY)

Appropriation enacted, 1993	-$30,000,000

69-583 0 - 93 - 2

Budget estimate, 1994	30,000,000
Recommended, 1994	—30,000,000
Corn	
propriation, 1993	
Budget estimate, 1994	

The Committee recommends rescission of $30,000,000 in annual contract authority provided by 16 U.S.C. 460I-10a. This authority has not been used in years and there are no plans to use it in fiscal *year* 1994.

LAND ACQUISITION AND STATE ASSISTANCE

Appropriation enacted, 1993	$117,900,000
Budget estimate, 1994	•77,600,000
Recommended, 1994	89,460,000
Comparison:	
Appropriation, 1993	—28,440,000
Budget estimate, 1994	+11,860,000

For land acquisition and State assistance, the Committee recommends $89,460,000 as follows:

LAND ACQUISMON. AND STATE ASSISTANCE

	Real per 1814 repast	Careartun ic mmeendetlem	Caws
Alaska Mahout Park Ann	$1.500,000	0	—$1.500.000
Appalachian Trail	7,000400	85,030,000	—2,800,000
Dig Crass tr. Ft	5,000,000	3,000,030	—2400,000
CANINX8 Vary WA. at	0	1,000,000	+1,000,000
EWs Landing III, WA	0 •	710,000	710.000
Evmgadss W, FL	3,000,000	2,000,000	—1.000,000
Gettysburg WM, PA	0	1,000,000	+1,000.003
Golden Gate NIA CA (Mew/	0	5250,000	+5,250,000
Hopson Culture Mr, ON	1,500,000	0	— 1,500,000
Indiana Dunes NON	0	2400,000	+2,000,000
Wimps tit, II	600,000	600,030	0
Ulna Rim Canyon NP, AL	2,000,000	7,000,000 •	+5,000,000
Marlin hear lartg, Jr ICS, GA	0	1,000,000	+1,000,000
Mary Dietzel Bethune House NHS, DC	635,003	635,000	• 0
Monocaty NB, 110	5,000.000	0	—5,000,000
National Park of Samoa	300,000	300,000	0
14sz Peat *IP, OR	0	300,003	+300,003
Oftwrde W. WA	0	1,000400	. +1,000,000
Palo Alt VW, TX	0	1,000,000	+1,000,800
Peeve* WA NM	4265,000	1,000,030	—3,265,000
Saguaro NU, AZ	6,000,003	8,500,000	+2.500.000
Salt River Bay NW, 11	0	4,000,030	+4400,000
Santa Nonim Mtn: NM, CA	0	4,000.000	+4,000,000
inholdinp, Einergencies, Hardships	4,500,000	3,865,000,000	—635,000
Acquisition Management 00	8247,003	11247.000	0
Subtotal, Federal acquisitices	49,547,000	61,407,003	+11,860,000
Assistance to Stabs:			
Matching pants	24,750,000 •	24,750,000	
Adminishative sperms	3,303.000	3.303.000	0
Subtatal, assistance Is States	21,053.000	21,053,000	
Total, National Part Seem	77,600,000	89,460,080	+11,860,000

Acquisitions for the Appalachian Trail may be made in Sterling Forest as long as it *is in accord with* the Appalachian Trail plan.

The Nez Perce NHP, OR acquisition is for the Old Chief Joseph Gravesite. An offsetting reduction is made in the Forest Service land acquisition account.

JOHN F. KENNEDY CENTER FOR THE PERFORMING ARTS

Appropriation enacted, 1993	$20,629,000
Budget estimate, 1994	20,260,000
Recommended, 1994	20,629,000
Comparison:	
Appropriation, 1993	
Budget estimate, 1993	+369,000

The Committee recommends an appropriation of $20,629,000, the fiscal year 1993 level for the John F. Kennedy Center for the.Performing Arta. This amount includes $7,932,000 for operations at the Center and $12,697,000 for repair and rehabilitation.

The John F. Kennedy Center is designated as the National Cultural Center and living Memorial to the late President. Visitor services, including interpretation, security and visitor information, are available year round.

With money available through the 1993 appropriation, planning is underway for repairs to increase accessibility, for correction of marble and facade deficiencies, for upgrade of mechanical systems and structures. The appropriation for fiscal year 1994 will be used to ensure that timely and necessary improvements to accessibility and upgrading theater safety and technical operations can be accomplished.

ILLINOIS AND MICHIGAN CANAL NATIONAL HERITAGE CORRIDOR COMMISSION

Appropriation enacted, 1993	$248,000
Budget estimate, 1994	250,000
Recommended, 1994	250,000
Comparison:	
Appropriation, 1992	+2,000
Budget estimate, 1993	

The Committee recommends an appropriation of $250,000, the budget request, to continue the activities of the Illinois and Michigan Canal National Heritage Corridor Commission. An additional $153,000 is provided in the operation of the National Park System account to enable the National Park Service to meet its responsibilities to the National Heritage Corridor.

ADMINLSTRATIVE PROVISIONS

The Committee has again included a provision requiring the National Park Service to submit its plans for development of Ellis Island to Congress before implementation.

The Committee expects the Service and the Department to report to the Committee within ten days after use of the transfer authority contained in the administrative provisions. The report should include the purpose for which the funds were transferred and the source of the transfer.

Calendar No. 166

103D CONGRESS } SENATE REPORT
/ St Session 103-114

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS BILL, 1994

JULY 28 (legislative day, JUNE 30), 1993.—Ordered to be printed

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

REPORT

[To accompany H.R. 2520]

The Committee on Appropriations, to which was referred the bill (H.R. 2520) making appropriations for the Department of the Interior and related agencies for the fiscal year ending September 30, 1994, and for other purposes, reports the same to the Senate with various amendments and presents herewith information relative to the changes recommended:

AMOUNTS IN NEW BUDGET (OBLIGATIONAL) AUTHORITY, FISCAL YEAR 1994

Amount of bill passed by House	$12,685,169,000
Amount of increase by Senate	662,541,000
Total of bill as reported to Senate	13,347,710,000
Estimates considered by House	13,617,688,000
Estimates considered by Senate	13,617,688,000
Below the budget estimate, 1994	-269,978,000
Over appropriations, 1993	+1,200,171,000

70-736 ec

NBS, but has consolidated all of the funding for the functions at this location under the NBS. The Patuxent research director is to have responsibility for all programs, including research, land management, and public use. The funds provided are to be used for operation of the environmental education center and the land management and public use programs. .

General administration.—The Committee has proposed a reduction of $3,000,000, which leaves an increase of $2,796,000, or 27 percent, above the comparable fiscal year 1993 level. The Committee is concerned about the potential for a burgeoning administrative structure for the NBS, particularly at a time when the President is directing reductions in staffing and administrative overhead. Because of the many different alternatives being considered for how to actually structure the NBS, the Committee believes it appropriate to limit the administrative funding initially. In addition, any changes from the organizational structure and reporting relationships identified in the budget justification for the NBS remain subject to the Committee's reprogramming guidelines. The Committee is particularly concerned that the NBS not duplicate any survey or data base work conducted by other agencies.

General reduction.—The Committee also recommends a decrease of $2,188,000, which reflects the transfer of Alaska programs from the NBS back to the Fish and Wildlife Service.

General.—Within the funding for the NBS, it is the Committee's understanding that the budget includes $168,000 for the Monell Chemical Senses Center. In addition, there is approximately $2,650,000 for nonindigenous aquatic nuisance species research.

NATIONAL PARK SERVICE

OPERATION OF THE NATIONAL PARK SYSTEM

Appropriations, 1993	$971,655,000
Budget estimate, 1994	1,128,667,000
House allowance	1,059,333,000
Committee recommendation	1,063,335,000

The Committee recommends an appropriation of $1,063,335,000. This is a decrease of $65,332,000 below the budget estimate and an increase of $91,680,000 above the fiscal year 1993 level. The following table provides a comparison of Committee recommendations to the budget estimate:

	Budget estimate	Committee recommendation	Change
Park management			
Resource stewardship	**$211,016,000**	**$188,610,000**	**—$22,406,000**
Visitor services	**237,652,000**	**227,213,000**	**—10,439,000**
Maintenance	**42E090,000**	**441,01,000 •**	**24,819,000**
Park support	**114999,000**	**162,7311,000**	**—5,361,000**
Subtotal, part management	1,041067,000	9812.44/4,000	**—63,025,000**
Wilmal administrative costs	**115,600,000**	**83,293,000**	**—2,307,000**
Total, operation of the National Park System	**1,128,667,000**	**1,063,335,000**	**—65,332,000**

Introduction.—The Committee recommendation of $1,063,335,000 represents an increase of $91,680,000 or over 9 percent, above the fiscal *year* 1993 enacted level. When a comparison is -made taking into consideration the funds transferred to the National Biological Survey, the increase is actually 12 percent. The Committee has attempted as much as possible to maintain those increases directed at park level operations. These funds will help parks address some of the program reductions and restrictions that have occurred in recent years as a result of pay absorptions, across-the-board decreases, and limited operational increases. The Committee's recommendations should help parks to begin to address their seasonal requirements and maintenance deferrals, as well as provide targeted assistance for those parks experiencing significant increases--in visitation and expanded seasons.

The budget request included funding for several significant initiatives, which affect more than one budget activity. While the details are discussed in each appropriate section, the Committee notes that the following increases are provided above the amounts available in fiscal year 1993: $27,554,000 for a 5-percent across-the-board park unit operating base increase; $19,400,000 for special focus and new parks, so that attention can be paid to both resource and visitor demands; $22,875,000 for the NPS share of the operating and management costs at the Presidio, which by statute becomes a part of the Golden Gate National Recreation Area when the 6th Army departs; and $7,000,000 to begin to address the recommendations of the 75th anniversary report dealing with the need for greater technical and scientific skills to protect our park resources.

In applying the reductions for these initiatives below the subactivity level, the Committee applied the amounts on a pro rata basis reflective of each program element's share of the total included in the budget request. Rather than identifying each of these pieces discretely, the following narrative will describe the reductions for the subactivity. The Park Service may reprogram amongst the various program elements consistent with the Committee's reprogramming guidelines. Upon completion of conference action, the Park Service should identify its proposed fiscal year 1994 distributions by program element and report to the Committee. Any reductions are not to be applied against the funding levels resulting for park units identified specifically in the report.

Resource stewardship.—The Committee recommends a decrease of $22,406,000. Included are reductions of $2,257,000 for the 5-percent base increase, $5,004,000 for special focus/new parks, $101,000 for the Presidio, and $7,000,000 for work force professionalization. In addition, the Committee recommends the following:

—within natural resources applied research, reductions of $100,000 for prototype monitoring, $500,000 for system-level research, and $98,000 for oilspill pollution act activities;

—within natural resource management, reductions of $1,500,000 for natural resource --inventory, leaving an increase of $1,000,000 after the transfer to NBS, $215,000 each for air quality monitoring and the natural resource preservation program, leaving an increase of $350,000 for each element, and increases of $300,000 for Pinelands monitoring, $200,000 for St.

Croix National Scenic River zebra mussel control, and $300,000 for Lake Mead burro control and revegetation;

--within cultural resources applied research, decreases of $125,000 for the museum property program, leaving an increase of an equal amount, $441,000 for collections management, leaving an increase of $500,000, $359,000 for native American graves repatriation, leaving an increase of $520,000, $537,000 for archeological inventories, leaving an increase of $900,000, $250,000 for applied ethnography, leaving an increase of an amount equal to the reduction, $500,000 for historic resource studies, leaving an increase of $700,000, and $151,000 for historic structures and landscapes, leaving an increase of $280,000;

—within cultural resources management, reductions of $125,000 for the museum property program, providing one-half of the requested increase, $120,000 for native American graves repatriation, leaving an increase of $180,000 in this element, and a total increase of $700,000, $250,000 for applied ethnography, which when combined with the cultural resources applied research funding allows an increase of $500,000, $280,000 for historic structures and landscapes, leaving $520,000 and a total increase of $800,000, $2,500,000 for cyclic maintenance, which allows for an increase of $3,000,000 above the fiscal year 1993 level, $328,000 for the cultural resources preservation program, which allows an increase of $500,000; and

—within resources protection, a decrease of $250,000 for the servicewide archeological resources protection program, which will allow an increase of $650,000, with $250,000 for the start-up of a west coast unit and the balance to be divided equally between the existing units in the Southeast and Southwest.

Funding for the Spanish Colonial Research Center should continue to be provided based on the specific projects worked on by the center for the individual parks.

Within the funds provided for cultural resources, the Committee expects the Park Service to take into consideration the needs for a historic structure report at Fort Smith National Historic Site when allocating these funds.

Visitor services.—The Committee recommends a decrease of $10,439,000. Included are reductions of $2,595,000 for the 5-percent park base increase funding level, $5,645,000 for special focus and new parks, and $557,000 for the Presidio. Additional reductions include $442,000 for drug interdiction enhancement, $700,000, which leaves one-half the requested increase for Park Police equipment replacement, and $1,000,000 for concessions management, which leaves an increase of $1,000,000. The Committee has also included increases of $250,000 each for Grand Teton National Park and Adams National Historic Site.

Maintenance.—The Committee recommends $401,481,000, a decrease of $24,819,000 below the budget, and an increase of $44,731,000, or 12.5 percent above the fiscal year 1993 level. The recommended level includes reductions in operational maintenance of $4,246,000 for the 5-percent park level funding proposal, $8,523,000 for special focus/new parks, and $1,550,000 for the Presidio. In addition, the recommendation includes reductions of

$5,000,000 in the regional cyclic- maintenance program, which leaves an increase of $5,240,000; $3,000,000 for the regional repair and rehabilitation program, allowing for an increase of $5,984,000; and a reduction of $2,500,000 for regional equipment replacement, which leaves one-half of the requested increase. Within the total, an increase of $100,000 is provided for Stehekin road maintenance at Lake Chelan National Recreation Area and an additional $300,000 is recommended for maintenance at Hot Springs National Park.

The Committee believes that the Park Service should consider the use of calcium magnesium acetate as a road deicer which may allow for wider use of Park Service facilities and vehicle safety during the winter compared to other environmentally sound road clearing methods. Evaluation of the potential use of this material should include consideration of the cost differences and environmental consequences as compared to alternative methods.

Park support.—The Committee recommends a reduction of $5,361,000, which includes decreases in management and administration of $1,798,000 for the 5-percent base- increase, $828,000 for special focus/new parks, and $292,000 for the Presidio. In addition, there is a decrease of $793,000 for the restoration of funds associated with the fiscal year 1993 reprogramming, leaving an increase of $2,500,000; and a reduction of $400,000 for management capabilities and material weaknesses, allowing one-half of the requested increase. Within park support, the Committee agrees with the increase of $750,000 for the National Trails System, as proposed by the House, with $150,000 of this amount to be provided for the Santa Fe Trail. In addition, within available funds, $300,000 is to *be* provided for the New Jersey coastal heritage trail. The Committee understands that the budget includes $200,000 to continue NPS technical assistance with the Blackstone Valley Corridor National Heritage Commission. For cooperative programs, the Committee recommends a decrease of $2,000,000 for the challenge cost share program, leaving an increase of $1,000,000, or 50 percent, above the fiscal year 1993 level.

External administrative costs.—The Committee recommends $83,293,000, a decrease of $2,307,000 from the budget estimate. This reduction includes $2,000,000 from GSA space and $307,000 for the Take Pride in America Program which is discontinued. Many of the initiatives from the Take Pride Program can be addressed within the context of better support for park operations, as well as through the challenge cost share program. The Park Service had requested program space increases at an additional cost of $6,872,000 in fiscal year 1994. The Committee recommendation leaves sufficient funding to address the highest priority space requirements.

Other.—The Committee has included bill language, as passed by the House, providing for a lump-sum payment of $38,400 to the widow of Park Service employee James A. Hudson, who died recently and had served for a number of years with distinction as an employee of the National Park Service in the Washington, DC area, most notably at the Lincoln Memorial. While recognizing that seasonal employment is a necessity within the Park Service, the Committee is troubled by reports of the number of Park Service (and

other Department of the Interior) employees who are categorized as temporary, but who have been employed for an extended period of time. The Department should begin to evaluate such practices on a Departmentvvide basis so that abuses of the personnel system do not occur.

The Committee has continued bill language provided in prior years and proposed by the administration directing that 1.2 Park Service not enter into concessionaire contracts that do not include a termination for cause clause.

NATIONAL RECREATION AND PRESERVATION

Appropriations, 1993	$35,903,000
Budget estimate, 1994	**42,929,000**
}louse allowance	**35,606,000**
Committee recommendation	**43,844,000**

The Committee recommends **an appropriation** of $43,844,000 for **the** National **Recreation and Preservation** Program in fiscal year 1994, an increase of $915,000 above the budget and $8,238,000 above the House allowance. The following table shows the recommended distribution:

NATIONAL RECREATION AND PRESERVATION

	Budget estimate	Comm ittee recommendation	Change
Recreation programs	**$496,000**		
Natural Programs	8,646,000		
Cultural programs	21,489,000	19,575,000	-$1,914,000
International park affairs	940,000	1,440,000	+500,000
Environmental and compliance review	438,000	438,000	
Grant administration	1,759,000	1,609,000	-150,000
Statutory a contractual aid for other activities:			
Birmingham heritage corridor, AL	248,000		-248,000
Blackstone River corridor	350,000	350,000	
Dayton Aviation Heritage Commission	50,000	50,000	
Delaware and Lehigh Navigation Canal	347,000		-347,000
Horseshoe Curve NHL	248,000		-248,000
Ice Age National Scientific Reserve	558,000	558,000	
Johnstown *Area* Heritage Association	178,000		-178,000
Lomeli Historic Preservation Canal Commission	733,000	733,000	
Maine Acadian Cultural Preservation Commission	25,000	25,000	
Martin Luther !Ong, Jr. Center	535,000	535,000	
Mississippi River Corridor Heritage Commission	149,000	149,000	
National Constitution Center	248,000	248,000	
Native Hawaiian culture and arts program	1,983,000	1,983,000	
Roosevelt Campobello International Park Commission	610,000	610,000	
Southwestern Pennsylvania Heritage Preservation Commission	347,000	347,000	
Steel inditsby heritage		500,000	+500,000
Wheeling National Heritage area	2,304,000	5,304,000	+3,000,000
William 0. Douglas Outdoor Education Center, California	248,000	248,000	

30

NATIONAL RECREATION AND PRESERVATION—Continued

	Budget estimate	Committee recommendation	Change
Subtotal, statutory or contractual aid	9,161,000	11,640,000	+2,479,000
Total, national recreation and preservation	42,929,000	43,844,000	+915,000

Natural programs.—The Committee recommends $8,646,000, the same as the budget estimate and the House allowance. Within the amount recommended, the Committee includes the following amounts to continue these ongoing programs: $250,000 for the Lake Champlain Program, $250,000 for the Connecticut River Valley, and $125,000 for the Bay Area Ridge Trail.

Cultural programs.—The Committee recommends $19,575,000, a decrease of $1,914,000 from the budget estimate. Included are the following decreases: $750,000 for native American graves repatriation, which leaves an increase of $2,000,000 to initiate this effort, in conjunction with funds in the Park Service operating account; $768,000 for the National Institute for the Conservation of Cultural Property; and $198,000 each for the Pennsylvania Heritage Affairs Cominission and the Pennsylvania History and Museum Commission.

The Committee recommendation includes the full amount recommended by the administration for the National Center for Historic Preservation Technology and Training, which by statute is located at Northwestern State University in Natchitoches, LA.. The Secretary is encouraged to move as expeditiously as possible to complete the Advisory Board selection process, and to select an executive director for the Center, who along with other personnel, is to be located in Natchitoches.

The Committee is also concerned about reports that the Department plans to establish regional or affiliated centers and notes that there is no specific authorization for such centers or affiliated centers in Public Law 102-575. Given the priority need of establishing the authorized national center in Natchitoches, the Committee expects the Department to use the funds provided for activities in Natchitoches only. Any request to fund facilities or activities outside of Natchitoches, other than those which are specifically authorized, should be submitted to the Committee for approval consistent with the Committee's reprogramming guidelines. Any such activities are to be proposed only after consultation and coordination with the Center.

The Committee is aware of the community support for interpretation of the significance of the Civil War battlefield at Corinth, MS. The Committee understands that the Corinth battlefield is located in close proximity to Shiloh National Military Park. The Park Service should work to coordinate interpretation of these areas so that visitors to Shiloh are aware of the resources at Corinth. Corinth Battlefield has been identified as one of the 25 battlefields to be included in the American battlefields initiative. The Service has completed the necessary surveys and studies and plans for an in-

terpretive center at Corinth. The Service is encouraged to make this center a high priority.

Grants administration.—The Committee recommends a decrease of $150,000, which includes a decrease of $100,000 for adrninistration of historic preservation grants and a decrease of $50,000 for native American graves repatriation.

International programs.—The Committee has included an increase of $500,000 for international park activities, of which $300,000 is for cooperative efforts associated with the sister park along the Arizona-Mexico border. To the extent possible, the Park Service should use the skills already available at the cooperative park study unit at the University of Arizona and to coordinate with the Organ Pipe Cactus National Monument. The balance of $200,000 is for other international programs, including the Office of Mexican Affairs at New Mexico State University.

Statutory and contractual aid.—Within the total amount recommended for Wheeling are sufficient funds to complete the work on the Artisan's Center.

HISTORIC PRESERVATION FUND

Appropriations, 1993	$36,617,000
Budget estimate, 1994	40,000,000
House allowance	40,000,000
Committee recommendation	40,000,000

The Committee recommends an appropriation of $40,000,000 for the historic preservation fund in fiscal year 1994, the same as the budget estimate and the House allowance.

The recommended amount provides increases over *fiscal* year 1993 as follows: $856,000 for the National Trust for Historic Preservation, $2,014,000 for grants to States and territories, and $513,000 for grants to Indian tribes.

CONSTRUCTION

Appropriations, 1993	$229,831,000
Budget estimate, 1994	185,700,000
House allowance	183,949,000
Committee recommendation	191,136,000

The Committee recommends an appropriation of $191,136,000, an increase of $5,436,000 over the budget and an increase of $7,187,000 above the House allowance.

The following table shows projects contained in the budget estimate, the House allowance, and the Committee recommendation:

NATIONAL PARK SERVICE CONSTRUCTION

	Budget estimate	House allowance	Committee recommendation
Acadia National Park, OE (carriage roads)	$1,327,000	$1,327,0130	$1,327,000
Alaska National Parks, AK:			
Empicryee housing	6,377,000	6,377,000	5,433,000
Commmunications system rehab	2,560,000	2,560,000	1,567,000
Allegheny Portage Railroad, PA (Lemon House rehabilitation)		1,930,000	

32

NATIONAL PARK SERVICE CONSTRUCTION—Continued

	Budget estimate	House aliewencv	Committee recommendation
Big South Fork National Recreation Area, TN (traits)			350,000
Bighorn Canyon National Recreation Area, WY (picnic shelters)			50,000
Biscayne National Park, FL (equipment, ethibits, and trails)	4,855,000	3,355,000	3,355,000
Blackstone River Valley NHC, kWRI		.....	1,000,000
Blue Ridge Parkway, NC: Hare Mill Pond Dam	450,000	450,000	450,000
Boston National Historic Park, MA:			
Old South Meeting House			
Dorchester Heights	.....	700,000	.....
U.S.S. *Constitution* Museum	.....	.....	1,9-0000-
Boston Public Library, MA (rehabilitation)		2,000,000	.....
Buffalo National River, AR (employee housing)			2,300,000
Chamizal National Monument, TX (landscape, lighting)	.....	840,000	.....
Chickamauga/Chatancoga National Military Park, GA (road relocation)	.....	5,000,000	.....
Chickasaw National Recreation Area, OK (campground)			1,420,000
Colonial National Historic Park, VA (Jones Mill Pond	1,000,000	1,000,000	1,000,000
Coulee Dam National Recreation Area, WA (boat launch)		416,000	.....
Crater Lake National Park, OR (campground mansion)			150,000
Cuyahoga Valley National Recreation *Area,* OH:			
Krejci Site to:do waste cleanup	5,055,000	1,125,000	
Armington Dam No.), safety mod	400,000	125,000	.....
Rehabilitate historic structures	.....	1,264,000	
Railroad track and bridges	.....	2,000,000	.....
Boston General Store		2,500,000	.....
Delaware Water Gap National Recreation Area, PA (Route 209):			
Raymondskill Falls development	450,000	450,000	.....
Bushkin access	2,500,000	2,500,000	.....
Trail development		195,000	.....
Pahaquarry copper mines	1,250,000	.....	
Denali National Park, AX:			
Talkeetna rescue center	1,487,000	.....	1,487,000
Teldanika restmoms	2,200,000	.....	2,200,000
Everglades National Park, FL (water diversion)	4,500,000	4,500,000	4,500,000
Franklin Delano Roosevelt Memorial, DC			11,000,000
Gateway National Recreation Area, NY/NJ:			
Great Kills Bathhouse, NY	13,030,000	6.600,000	13,030,000
Reis Pa*	.....	5,200,000	5,200,000
Sandy Hook			225;000
Gettysburg National Military Park, PA (technical assistance)		100,000	100,000
Glacier National Park, MT (rehabilitate chalets)		600,000	.....
Grand Canyon National Park, AZ: Employee housing	6,447,000	6,447,000	6,447,000
Great Basin National Park, NV (water system)		250,000	250,000
Great Smokey Mountains National Park, NC: Oconaluftee visitor center	5,000,000	.....	

33

NATIONAL PARK SERVICE CONSTRUCTION—Continued

	Budget estimate	House allows =	Committee recommendation
Gulf Islands National Seashore, MS (Fort Massachusetts)			500,000
Harpers Ferry National Historic Park, WV (lower town)			2,637,000
Hat Springs, AR ((Iced control)			450,000
Ice Age Scientific Reserve, WI (exhibits)		500,000	- 500,000.
Independence Hall National Historic Site, Pk Rehabilitate utility system	15,100,000	15,100,000	15,100,000
Indiana Dunes National Lakeshore, IN (Long Lake Wetlands overlook)	.....	125,000	.....
James A. Garfield National Historic Site, OH (site/building restoration)		1,311,000	"-....:.
Jean Lafitte National Historic Park, LA		100,000	925,003
John D. Rockefeller, Jr., Memorial Parkway, ***WY:*** Relocate Flagg Ranch	2,859,000	700,000	700,000
Kalaupapa National Historic Park, HI			525,000
Klondike Gold Rush National Historic Park, AK Restore Skagway Historic District	1,015,000	.....	1,015,000
Lackawanna Heritage Park, PA (technical assistance)		175,000	670,000
Lincoln Research Center, IL (begin construction) .		3,000,000	.....
Lincoln Home National Historic Site, IL			
Dubois House rehabilitation		709,000	
Morse House rehabilitation	.....	707,000	.....
Lyndon B. Johnson National Historic Park, TX: Visitor center exhibits	1,300,000	1,400,000	.....
Martin Luther King National Historic Site, ***Gk***			
Restore birth home block	1,800,000	800,000	1,800,000
Visitor facilities	9,982,000	.....	9,982,000
Monocacy National Battlefield, MD (Gambrill Mansion)			1,100,000
Mount Rainier National Park, WA: Paradise Valley water and sewer system	1,230,000	1,230,000	1,230,000
Mount Vernon Bicycle Trail, VA (correct safety haz)		450,000	
Natchez Trace Parkway, MS (parkway construction)		4,000,000	. .....
Natchez National Historic Park, MS:			
William Johnson House			467,000
Melrose			702,000
National Capital Region, DC:			
Lincoln/Jefferson Memorial	5,218,000	5,218,000	5218,000
Washington Monument Grounds	3,100,000		
White House utilities	4,200,000	4,200,000	4200,000
New England Conservatory, MA (Jordan Hall)			3,000,000
New Jersey Coastal Heritage Trail, NJ (signs/plan)			355,000
New River Gorge National River, WV			830,000
North Cascades National Park, WA (Sterling Munro nature trail)		40,000	.....
Northwest Alaska Areas (interagency building) —	1,684,000	1,684,000	1,684,000
Olympic National Park, WA (Elwha Dam)			2,800,000
Penn Center, SC			850,000
Pat Chicago National Monument, CA (memorial fabrication/construction)		308,000	. . ....
Salem Maritime National Historic Park, **MA** (various PliNects) .		1,300,000	2,850,000
San Antonio Missions National Historic Park, TX (inhibitions)			

34

NATIONAL PARK SERVICE CONSTRUCTION—Continued

	Budget estimate	House allowance	Committee recommendation
Sequoia National Park, CA: Replace Giant Forest facilities	6,825,000	6,825,000	6,825,000
Stones River National Battlefield, rti (trail connector)		700,000	
Thomas Stone National Historic Site, MD (main house restoration)		1,170,000	
Ulysses S. Grant National Historic Site, MO (restore historic structure)		150,000	
Upper Delaware Scenic and Rec River, Pk Towpaths, trunkwalls	3,500,000	3,500,000	
Upper Susquehanna Heritage, PA (technical assistance)		50,000	
War in the Pacific, GU (monument)		500,000	500,000
Weir Farms National Historic Site, CT (restore historic structures)		395,000	395,000.
Yosemite National Park, CA:			
Rehabilitation of electrical system	5,100,000		
El Portal employee housing, phase 4	7,595,000	7,595,000	7,595,000
Maintence facility at El Portal, phase 3	4,890,000	4,890,000	4,890,000
Sign plan implementation	1214,000		
Bearbx installation		250,000	
Emergency and unscheduled projects	2,000,000	2,750,000	2,000,000
Housing rehabilitation	12,000,000	12000,000	12,000,000
Planning	28,000,000	28,000,000	28,000,000
General management planning	6,600,000	6,600,000	6,600,000
Special resource studies	1,200,000	1,200,000	1,200,000
Strategic planning office	400,000	400,000	400,000
Offsets			—4,100,000
Tal	185,700,000	183,949,000	191,136,000

General management plans.-!-The Committee recommends $6,600,000 for general management planning, the same amount as requested in the budget. Within this total the Committee recommends the following amounts for projects proposed to receive funding in the budget: $125,000 to complete the GM? for Weir Farm National Historic Site, $100,000 for Organ Pipe National Monument, $80,000 for ***Brown*** vs. ***Board of Education*** National Historic Site, $81,000 for Great Egg Harbor, NJ, and $107,000 for Stones River National Battlefield.

Special resource studies.—The Committee recommendation includes $1,200,000, the same as the budget request, for special resource studies. Included in this amount are funds for ongoing studies at Cedar Valley and along Route 66. In addition, the Committee recommends $25,000 to complete the Atchafalaya basin study and $250,000 for the Boston Harbor Islands study. Because of budgetary constraints, the Committee is unable to add funding for any new study areas.

Lump-sum planning.—The Committee concurs with the requested level of $28,000,000. Within this amount, the Committee includes $1,200,000 for continued planning at Crater Lake; $400,000 for assessment of how best to deal with the sewage problems at the remote mountain chalets in Glacier National Park;

$100,000 for completion of the Barataria levee recreation plan at Jean Lafitte National Park and Preserve; and $360,000 for completion of the Zion transportation system planning. The Committee understands that the planning work at Zion includes assessment of possible *use* of BLM lands as a location for the staging areas, maintenance facilities, and related improvements.

The funds provided for Crater Lake, together with funds provided previously, will allow for completion of the work related to the removal of facilities from the rim, as well as to proceed with the work associated with the employee dorm, which needs to get underway in conjunction with the scheduled completion of the rehabilitation of the historic lodge and its reopening in 1995.

The Committee understands that the Park Service has been working with the Forest Products Laboratory to determine the best alternatives for preservation of the U.S.S. *Cairo* at Vicksburg National Military Park, and expects this cooperative effort to continue.

With funds available for the continued work on the Natchez Trace Parkway, the Service should give consideration to the need for a bicycle/mixed use trail as part of the parkway construction in the Jackson, MS area.. If such a trail can be included without significantly increasing the cost of construction, the Service should include this component which will receive widespread public use.

The Committee requests that the Park Service provide a report by April 1, 1994, on the condition of the facilities at the Home of Franklin D. Roosevelt National Historic Site, NY.

The Committee is aware of increased visitation at Dinosaur National Monument and Flaming Gorge National Recreation Area in northeastern Utah, which has contributed to increased public use of two roads adjacent to these areas. The Committee requests that the Park Service evaluate these two roads, Blue Mountain Road in Uintah County and Brown's Park Road in Daggett County, for their safety issues, as a result of their greater use and report back to the Committee by May 1, 1994. The Committee's concern is with the safety of the roads, and the report should address only those recommendations associated with improving the road for safety purposes, while protecting the resources of the park.

Line-item construction.—The Committee has included funds for continued work on the sewer system at Baker and Great Basin National Park. The Park Service should work with the community to enter into a cooperative agreement similar, to the one in place for fiscal year 1993 in order to allow for completion of this work.

The Committee has included bill language to continue the work on the Hot Springs flood protection study, which is a joint effort between the park, the community, and the Army Corps of Engineers. These funds should complete this study effort.

The funding allocated for Olympic National Park should be distributed by the Park Service to parties associated with the implementation of, in a manner consistent with the intent of, the Elwha River Ecosystem and Fisheries Restoration Act of 1992.

The funding provided for *Jean* Lafitte National Park and Preserve includes $700,000 for headquarters structural stabilization, $100,000 for the Barataria Preserve, and $125,000 for the Chalmette unit.

The Committee recommendation includes $11,000,000 to complete the Federal share of the cost of construction for the Franklin Delano Roosevelt Memorial, DC. With this appropriation, a total of $36,500,000 in Federal funds will have been provided for this project. The balance of the costs for construction, estimated to be $10,000,000, are to be raised privately.

General.—The Committee does not concur with the House proposal to involve the Department's Office of Construction Management in the oversight of the National Park Service construction program. However, as noted in the House report, there are many concerns with the construction program and the associated costs. While in some instances, estimated costs have increased from one year to the next, the Committee attributes this to many different factors. Among these are that preliminary planning efforts are put forth without any actual onsite assessment or engineering work, so the magnitude of the estimated repairs may increase. More frequently, and more troubling, are the changes in project scope. The credibility of the Park Service is brought into question when projects are described as entailing certain components, only to discover later that numerous other elements were added, all of which contribute to higher cost estimates. The Committee is rarely informed if projects come in at a less than expected amount.

While the Committee appreciates the Park Service's commitment to quality and high standards, the American public is also demanding spending cuts. Competition for discretionary spending dollars will grow even more constrained in future years. It is incumbent upon every Park Service employee, but particularly the line managers and regional directors, to control costs wherever possible. The Service as a whole needs to recognize that funding for construction projects will likely be limited for the foreseeable future, and that proposing extremely large, multiyear projects will have the effect of postponing almost indefmitely needed projects in other park areas.

The Committee has attempted to provide significant operating increases for the parks this year, while also allowing for limited progress on a few of the many meritorious projects within the system. The Service's backlog of infrastructure needs exceeds $2,000,000,000. A significant boost to help address some of these requirements would have been provided in the President's economic stimulus package, had it passed. The Committee's recommendations for year 1994 attempt to provide needed resources in the areas where dollars have been limited in recent years.

The Park Service planning and construction program depends on the commitment of the entire system for it to function fairly. While the Committee has no desire to inhibit the exchange of information about individual park units, it is imperative that each unit maintain some perspective about the system as a whole. The Committee expects the Park Service to conduct a rigorous review of the costs and scope of construction projects on a regular basis, with particular attention to those of sufficient priority to be likely to receive funding within the next 5 years. All project components should be eYilmined to determine where savings can be achieved, while still maintaining the integrity of the project. The Committee expects that any project included in future budget requests will have un-

dergone a thorough analysis of its cost and scope. The Committee expects to be briefed on a regular basis on the progress of this review and expects this review process to become an integral part of the Service's construction program. The Committee will expect to receive a biannual report on the status of the construction program, which will include, among other items, an indication of the Funds appropriated for the discrete components (packages) of a particular project, the status and schedule of obligations, and a summary of directed changes to the project.

URBAN PARKS AND RECREATION FUND

Appropriations, 1993	
Budget estimate, 1994	$5,000,000
House allowance	5,000,000
Committee recommendation	—

The Committee recommends no appropriation for the urban park and recreation fund, a decrease of $5,000,000 below the budget estimate and the House allowance. No funds were appropriated for this program in fiscal year 1993 and budget constraints preclude a meaningful funding level this year.

LAND AND WATER CONSERVATION FUND

(RESCISSION)

The Committee recommends a rescission of $30,000,000 in annual contract authority provided by 16 U.S.C. 4601-10a. This authority has not been used in recent years and there are no plans to use it in fiscal year 1994.

LAND ACQUISITION AND STATE ASSISTANCE

Appropriations, 1993	$117,900,000
Budget estimate, 1994	77,600,000
House allowance	89,460,000
Committee recommendation	95,587,000

The Committee recommends *an* appropriation of $95,587,000, an increase of $17,987,000 above the budget and an increase of $6,127,000 when compared to the House allowance.

The following table shows the budget estimate, the House allowance, and Committee recommendation:

	Budget request	!Muse allows	Committee ree-ommendation
Acadia National Park, ME			$5,500,000
Alaskan Areas (administration sites), AK	$1,500,000		1,500,000
Appalachian National Scenic Trail	7,000,000	$5,000,000	7,000,000
Big Cypress National Park, FL	5,000,000	3,000,000	4,000,000
Big South Fort Wild Scenic River TIT			3,000,000
Brown vs. Board of Education National Historic Site,			175,000
Cape Cod ivtional Seashore, MA			825,000
Cuyahoga Valley National Receation Area, OH		1,000,000	
Ebey's landing, WA		710,000	
Everglades National Park, FL	3,000,000	2,000,003	3,000,000
Gettysburg National Military Park, PA		1,000,000	1,000,000
Golden Gate National Receation Area, CA (Phlegm)		5,250,000	5,250,000

38

	Budget request	Hama allowance	Committee nvc-omrnendati3n
Hopewell Culture National Hisbxic Park, OH	1,500,000		
Indiana Dunes National Lakeshore, IN		2,000,000	
Kalaupapa National Historic Park, HI	600,000	600,000	600,000
Little River Canyon National Park, AL	2,000,000	7,000,000	.....
Martin Luther !Ong Jr. National Historic Site, GA	.....	1,000,000	.....
Mary M. Bethune House National Historic Site, DC	635,000	635,000	635,000
tionococy National Battlefield, MD	5,000,000		5,000,000
Nez Perm National Historic Park, OR	.....	300,000	300,000
NP of American Samoa	300,000	300,000 •	300,000
Olympic National Park, WA	.....	1,000,000	.....
Palo Alto National Battlefield, CA		1,000,000	.....
Pecos National Historic Park, NM		.....	1 000 000
Petroglyph National Monument, NM	4,265,000	1,000,000	4265,000
Pinelands National Reserve, NJ			2,500,000
Saguaro National Monument, AZ	6,000,000	8,500,000	4,1300,000
Salt River Bay National Historic Part, '11	..... –	4,000,000	.....
Santa Monica Mountains, National Receation Area, CA		4,000,000	4,000,000
Women's Rights National Historic Sill, NY		.....	137,000
Acquisition Management	8,247,000	8,247,000	8247,000
Inholdings, emergencies, hardships, deficiencies	4,500,000	3,885,000	4,500,000
Subtotal, federal acquisitions	49,547,000	61,407,000	67,534,000
Assistance to States:			
Matching grants	• 24,750,000	24,750,000	24,750,000
Administrative expenses	3,303,000	3,303,000	3,303,000
Subtotal, assistance to States	28,053,000	28,053,000	28,053,000
Total, National Park Service	77,600,000	89,460,000	95,587,000

•The Committee concurs with the House that acquisitions for the Appalachian Trail may be made in Sterling Forest as long as it is in accord with the revised Appalachian Trail plan.

The Committee agrees with the House that the Nez Perce National Historic Park acquisition in Oregon is for the Old Chief Joseph Gravesite. The Committee has also made an offsetting reduction for this acquisition in the Forest Service "Land acquisition" account.

The Committee's recommendation includes $4,000,000 for acquisitions in the Santa Monica Mountains National Recreation Area. It is the Committee's intent that these funds be limited only to acquisitions for Paramount Ranch.

The Committee is aware of the longstanding concerns of the residents of the village of Stehekin regarding the National Park Service land acquisition policy in the Lake Chelan National Recreation Area in the North Cascades National Park in Washington State. Recent developments in the relationship between the National Park Service and local residents suggest a more positive relationship is developing. Given the clear legislative intent of the legislation creating the park regarding the continued existence of the village, the Committee remains concerned about the National Park Service's land acquisition policy. Therefore, the Committee expects the National Park Service to refrain from purchasing additional

land for inclusion into the Lake Chelan National Recreation Area, other than to address threats to the resource or for hardship cases.

The Committee strongly supports the effort of the National Park Service to acquire the property privately held within the boundaries of Kaloko-Honokohau National Historic Park. The Committee understands that the acquisition of this 18.08 acre parcel of land is a regional acquisition priority. The Committee encourages the National Park Service to proceed expeditiously with the appraisal so that acquisition of this parcel may be considered to ensure the cultural heritage and natural beauty of the park is preserved.

JOHN F. KENNEDY CENTER FOR THE PERFORMING ARTS

Appropriations, 1993	$20,629,000
Budget estimate, 1994	20,260,000
House allowance	20,629,000
Committee recommendation	20,629,000

The Committee recommends an appropriation of $20,629,000 an increase of $369,000 above the budget request and the same as the House allowance. The Committee encourages the Department, the National Park Service, the administration, and the Kennedy Center to continue working cooperatively so that the repairs and improvements funded in this, and prior appropriations, are completed in a timely and cost-effective manner within the authorities available.

ILLINOIS AND MICHIGAN CANAL NATIONAL HERITAGE CORRIDOR

Appropriations, 1993	$248,000
Budget estimate, 1994	250,000
House allowance	250,000
Committee recommendation	250,000

The Committee recommends an appropriation of $250,000 for the Illinois and Michigan Canal National Heritage Corridor, the same as the budget estimate and the House allowance.

ADMINISTRATIVE PROVISIONS

The Committee has restored language carried in prior *years* and proposed by the administration that allows the Service to recover all costs of providing necessary services associated with special use permits.

The Committee has deleted bill language proposed by the House which would limit the amount of overtime payable to any individual employee of the Park Police to $20,000 per year. The Committee understands that just a handful of employees have exceeded this threshold recently. The Committee is concerned, however,. about the escalating costs associated with Park Police pay, and expects the Service to implement measures to monitor controllable costs, such as overtime, more carefully.

103D CONGRESS
1st Session

HOUSE OF REPRESENTATIVES

REPORT
103-299

MAKING APPROPRIATIONS FOR THE DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES, FOR THE FISCAL YEAR ENDING SEPTEMBER 30, 1994, AND FOR OTHER PURPOSES

OCTOBER 16, 1993.-Ordered *to be* printed

Mr. YATES, from the committee of conference, submitted the following

CONFERENCE REPORT

[To accompany H.R. 2520]

The committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H.R. 2520) "making appropriations for the Department of the Interior and Related Agencies, for the fiscal year ending September 30, 1994, and for other purposes," having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its amendments numbered 6, 7, 8, 20, 21, 25, 29, 37, 40, 45, 48, 56, 60, 61, 63, 79, 83, 86, 92, 103, 104, 112, 119, 122.

That the House recede from its disagreement to the amendments of the Senate numbered 28, 31, 34, 36, 57, 58, 59, 64, 68, 70, 80, 91, 93, 96, 105, 106, 107, 108, 109, 110, 113, 114, 115, 116, and agree to the same.

The committee of conference report in disagreement amendments numbered 1, 2, 4, 10, 12, 18, 23, 24, 27, 38, 39, 41, 42, 43, 49, 50, 51, 54, 62, 67, 69, 71, 72, 73, 74, 75, 76, 77, 81, 82, 84, 90, 95, 100, 101, 102, 111, 118, 120, 121, 123, 124, 125.

Amendment numbered 3:

That the House recede from its disagreement to the amendment of the Senate numbered 3, and agree to the same with an amendment, as follows:

In lieu of the sum proposed by said amendment insert: *$ 12,122,000;* and the Senate agree to the same.

Amendment numbered 5:

That the House recede from its disagreement to the amendment of the Senate numbered 5, and agree to the same with an amendment, as follows:

In lieu of the sum proposed by said amendment insert: *$484,313,000;* and the Senate agree to the same.

73-163

the managers will reexamine at the end of 1994 whether the Laboratory should be located in the National Biological Survey or if the unique research mandate and mission of the Laboratory might be better served by moving the Laboratory to the Fish and Wildlife Service's Fishery Operations or to the Department of Agriculture.

Amendment No. 17: Earmarks $162,092,000 to remain available until September 30, 1995 instead of $162,177,000 as proposed by the House and $155,410,000 as proposed by the Senate.

Amendment No. 18: Reported in technical disagreement. The managers on the part of the House will offer a motion to recede and concur in the amendment of the Senate with an amendment as follows: : *Provided, That none of the funds under this head shall be used to conduct new surveys on private property unless specifically authorized in writing by the property owner*

The managers on the part of the Senate will move to concur in the amendment of the House to the amendment of the Senate.

The managers agree that funding for the National Biological Survey is provided only to the extent authorized by law and shall be used to continue ongoing research activities of the Department previously carried out by a variety of separate agencies within the Department. This provision is not intended to create or diminish any activity or power, whether express or implied. The funding is specifically limited in kind and scope to. research and other activities expressly authorized by law.

While the managers support the goals outlined by the Secretary When he proposed creation of this new agency, i.e. to consolidate the collection and dissemination of biological information, concerns have been raised about the authorities of the new agency, particularly with respect to private property rights and the use of volunteers which should rightly be addressed through the authorizing process which is currently ongoing. The managers encourage the appropriate authorizing committees to act promptly to clarify the mission and responsibilities of this new agency. Language is also included requiring written permission of the property owner before conducting any new surveys on private property.

The amendment also deletes Senate language regarding use of volunteers and acceptance of lands, buildings, or equipment from public and private sources.

NATIONAL PARK SERVICE

OPERATION OF THE NATIONAL PARK SYSTEM

Amendment No. 19: Appropriates $1,061,823,000 for operation of the National park system instead of $1,059,033,000 as proposed by the House and $1,063,335,000 as proposed by the Senate.

Changes to the Senate distribution of funds is as follows:

Increases:	
Resource stewardship:	
Special focus/new parks	1,007,000
Work force professionalization	900,000
Prototype monitoring	100,000
System level research	100,000
Carlsbad Caverns NP, NM	150,000
Everglades NP, FL	500,000
San Francisco Maritime NHP, CA	350,000
Santa Monica Mountains NRA, CA	310,000

73-163 0 - 93 - 2

Visitor services:	
Big Bend NP, TX (airplane operations)	125,000
Guadalupe Mountains NP, TX	370,000
Chamizal NMEM, TX	132,000
Cuyahoga Valley NRA, OH	1,200.000
Allegheny Pm-taga RR, PA	150,000
Ft. Necessity NB, PA	250,000
Johnstown Flood NMEM, PA	100,000
Fords Theatre	75,000
Special Focus/New Parks	136,000
Maintenance: Special focus/new parks	714,000
Park Support: Special focus/new parks	155,000
Decreases:	
Cultural resources cyclic maintenance	844,000
Regional cyclic maintenance	2,474,000
Regional repair and rehabilitation	2,906,000
Base increase (Park support)	600,000
Challenge Cost Share	1,000;000
Poverty Point NM, LA	212,000
Keweenaw NH?, MI	300,000

The managers agree that there is no specific- earmark for the Santa Fe Trail within the increase for the National Trail System and there is no earmark for the New Jersey Coastal Heritage Trail.

Within the amounts provided are the following:

1. $350,000 for trails at Big South Fork NRA, TN.

2. $50,000 for picnic shelters at Bighorn Canyon NRA, WY, and

3. $40,000 for the Sterling Munro nature trail at North Cascades, NP, WA.

The managers are aware of the National • Park Service's decision to remove the underground commercial concession operated facilities from the concessions contract at Carlsbad Caverns National Park. The managers encourage the Secretary to revisit this issue and to ensure that adequate opportunity will continue to be provided for public input on this decision. Among the factors that should be...covered upon further review are: whether the lunchroom has a negative impact on the environmental integrity of the caverns, impact on the visitor experience, and consistency with 16 U.S.C. 20.

The managers agree to review funding for Keweenaw NH?, MI during consideration of the fiscal year 1995 appropriation.

Amendment No. 20: Strikes Senate language prohibiting the National Park Service from entering into concessionaire contracts that do not include a termination for cause clause. The House had no similar provision.

Amendment No. 21: Deletes Senate provision which reallocates two natural resource management positions for wolf reintroduction to improvement of the physical infrastructure of Yellowstone NP.

The managers expect that Yellowstone National Park will receive fair consideration in the allocation of the increased funds provided for park operations in fiscal year 1994. In allocating these resources, the Park Service should address the need for balance between funds for natural resource protection and visitor services. Any increases provided for natural resource activities should be targeted towards the protection and preservation of the significant natural resources which draw so many visitors to the first established national park, and not be used for activities associated with wolf reintroduction. At the same time, the park should seek to

maximize the provisions of the recently enacted Budget Reconciliation legislation related to funding for fee collection activities.

NATIONAL RECREATION AND PRESERVATION

Amendment No. 22: Appropriates $42,585,000 for national recreation and preservation instead of $35,606,000 as proposed by the House and $43,844,000 as proposed by the Senate. The agreement also deletes the Senate earmark of $610,000 for the Roosevelt Campobello International Park Commission. Deleting this language in no way reduces the amount available to the Roosevelt Campobello International Park Commission.

Changes to the House position include increases of $250,000 for the National Center for Preservation Technology, $300-,000 for International Park Affairs, $25,000 for the Maine Acadian Cultural Preservation Commission, $750,000 for the Native Hawaiian culture and arts program, $5,304,000 for the Wheeling National Heritage area, $400,000 for Steel Heritage Industry technical assistance and a decrease of $50,000 in grant administration.

The funding level includes $5,304,000 as proposed by the Senate, for the Wheeling project. These funds are made available subject to the passage of authorizing legislation, however, in the event authorizing legislation is not enacted prior to March 30, 1994, these funds will become available at that time. In the interim period, the Park Service may provide technical assistance funds only for the Wheeling project.

CONSTRUCTION

Amendment No. 23: Reported in technical disagreement. The managers on the part of the House will offer a motion to recede and concur in the amendment of the Senate with an amendment which appropriates $201,724,000 for construction instead of $183,949,000 as proposed by the House and $191,136,000 as proposed by the Senate.

The managers on the part of the Senate will move to concur in the amendment of the House to the amendment of the Senate.

The managers agree to the following distribution:

Acadia NP. ME	Restore carriage roads	1.327000
Alaska Parks	Employee housing	5.433.000
Alaska Parks	Communication system	2.560.000
Allegheny Portage Railroad. PA	Lemon House Rehabilitation	1.930.000
Biscayne NP, FL	Equipment. Exhibits, trails	3.355.000
Blackstone River Valley NHC	Massachusetts/Rhode Island	500.000
Blue Ridge Parkway. VA	Hare Mill Pond dam	450,000
Boston NHP. MA	Old South Meeting House	2.400.000
Boston NHP. MA	Dorchester Heights	700.000
Boston NHP, MA	U.S.S. Constitution Museum	1.900.000
Boston Public Library, MA	Rehabilitation	2.000.000
Chamizal NM. TX	Landscape, lighting •	840.000
Chickamauga-Chattanooga NMP	Road relocation	3,600.000
Chickasaw NRA. OK	Campground rehabilitation	1.420.000
Colonial NHP, VA	Jones Mill Pond dam	1.000.000
Coulee Dam NRA. WA	Boat launch	416.000
Crater Lake National Park, OR	Campground expansion	150.000
Cuyahoga Valley NRA, OH	Krejci toxic waste cleanup	3.800,000
	Armington dam safety mods	200.000
	Rehabilitate historic structures	1.000.000

20

	Railroad track and bridges	2,000,000
Delaware Water Gap NRA. PA	Raymondskill Falls Development	450,000
	Bushkill Access	1.300,000
	Trail Development	195.000
Denali NPP. AK	Mountain rescue center	1,487,000
	Teklinika restroorns	2,200,000
Franklin D. Roosevelt Memorial. DC		11,000,000
Gateway NRA. NY	Great Kills Bathhouse	7.150,000
Gateway NRA, NY	Reis Park	5,200,000
Gettysburg NMP, PA	Technical assistance	100,000
Grand Canyon NP, AZ	Employee housing	6,447.000
Great Basin NP. NV	Water system	250,000
Harpers Ferry National Historic Pant	Lower town	2.637,000
Hot. Springs, AR	Flood Control	350,000
Ice Age Scientific Reserve, Wi	Exhibits	.500000
Independence NHP, PA	Rehabilitate utility system	—15,100.000
Indiana Dunes NL, IN	Long Lake Wetlands Overlook	125,000
James A. Garfield NHS. OH	Site. building restoration	1.311,000
Jean Lafitte NHP, LA	Various projects	925,000
John D. Rockefeller Parkway. WY	Relccate.Flagg Ranch	700,000
Kalaupapa NHP, HI		525.000
Lackawanna Heritage Park, PA	Technical assistance	670,000
Lincoln Research Center, IL	Begin construction	3.000,000
Lincoln Home NHS. IL	Dubois House rehabilitation	709,000
LBJ Ranch NHS, TX	Exhibits	1,400.000
Martin Luther King, Jr. NHS. GA	Visitor facilities	9.982.000
Mount Rainier NP, WA	Paradise water/sewer system	1,230,000
Mount Vernon Bicycle Trail, VA	Correct safety hazards	250,000
Natchez Trace Parkway, MS	Parkway construction	4,000,000
Natchez NHP, MS	Melrose	702,000
National Capital Parks, DC	Renovate White House utilities	4,200,000
National Capital Parks. DC	Lincoln/Jefferson Memorials	5.218.000
National Center for Preservation Technology, LA	Building rehabilitation	3,350,000
New England Conservatory, MA	Jordan Hall	1,500,000
New River Gorge NR. WV		830.000
Northwest Alaska Parks	Interagency headquarters facility	1,684.000
Pacific Northwest Region	Rehabilitation projects	1,844.000
Penn Center	Rehabilitation	500,000
Port Chicago NM. CA	Memorial fabrication/construction	308,000
Salem Maritime NHS, MA	Various projects	2,120,000
Sequoia NP, CA	Replace Giant Forest facilities	6,825.000
Stones River NB, TN	Trail connector	700,000
Thomas Stone NHS, MD	Main House restoration	1,000,000
Ulysses S. Grant NHS, MO	Restore historic structures	150.000
Upper Delaware Scenic & Rec Area	Towpaths, trunkwa Ils	1,310.000
Upper Susquehanna Heritage, PA	Technical assistance	50,000
War in the Pacific, GU	Monument	500.000
Weir Farm NHS, CT	Restore historic structures	395,000
Yosemite NP, CA	Maintenance/warehouse	4,890,000
Yosemite NP, CA	Employee housing	7,595,000
Emergency and Unscheduled		2,000,000
Housing rehabilitation		12,000,000
Planning		28,000,000
General Management Plans		6,600,000
Special resource studies		1,200.000
Strategic Planning Office		400,000
Offsets		—10,321,000
Total		201,724,000

For general management plans, the managers have provided $800,000 for the Presidio, CA as requested, $125,000 for Weir Farms NHS, CT, $100,000 for Organ Pipe NM, AZ, $80,000 for Brown v. Board of Education, KS, $81,000 for Great Egg Harbor,. NJ, and $107,000 for Stones River NB, TN.

21

In the category special resources studies, the managers expect the following studies to be carried out: Southwestern Camino Real and Colonial Missions, TX, NM, Golden Gate NRA (Pacifica), Hudson Valley Greenway, Rutherford B. Hayes, Virginia City, MT, Atchafalaya Basin, LA, Underground Railroad, Route 66 and Cedar Valley. No Specific dollar amount is assigned to any one special resource study in this list. Priority should be given to completion of ongoing studies before initiating new studies proposed in thebudget and not identified herein. Where the House and Senate have identified the same amount for a study, the conference agreement includes the amount as provided by both Houses.

Within the planning amount, the managers agree to:

Boston NHP, MA	15,000
Carter Lake NP, OR	1,200,000
Glacier NP, MT (Chalet)	400,000
Jean Lafitte NPP, LA (Barataria levee)	100,000
Zion NP, UT (transportation plan)	360,000
Olympic NP, WA (Elwha dam)	2,800,000
Buffalo River, AR (Boundary study)	200,000
Fort Necessity NB, PA	775,000
James A. Garfield NHS, OH	210,000
Thomas Stone NHS, MD	150,000
Cuyahoga Valley NRA, OH	515,000
San Antonio Missions NHP, TX (exhibits)	30,000

Within the money set aside for emergencies, $300,000 is for emergency repairs at the Glacier NP, MT chalets.

The managers are concerned about cost estimates in excess of $150,000,000 related to the removal of the Elwha dam. The Department of the Interior is urged to look at the ultimate benefits from removal of the dam to determine whether the money spent removing the dam would result in a better return for natural systems that spending the same amount of money on other natural resource restoration projects.

The managers understand that a land acquisition program for the San Antonio Missions National Historical Park is currently underway, and that the Park's visitor center is scheduled to be completed in July 1995. The managers urge the National Park Service to request funding for exhibits and media production at the Visitor Center as as part of its fiscal year 1995 budget request.

The offset of $10,321,000 includes $4,100,000 from the Denali NP, AK hotel, $4,377,000 from the Keith Albee Theater restoration and $1,844,000 from A Walk on the Mountain.

The amount provided for Salem Maritime NHS, MA includes the following:

Central wharf site improvements	$1,360,000
St. Joseph's Polish Club rehabilitation	250,000
Armory visitor center audio visual equipment	235,000
Education programs outreach	75,000
Project administration/archeology	125,000
Technical assistance	75,000
Total	$2,120,000

The managers are aware of a commitment by the Lassen Volcanic National Foundation to provide a 50% match of Federal funds for a visitors center at Lassen Volcanic National Park and will give

22

every consideration to providing the Federal share in fiscal year 1995.

The managers request that the Park Service give consideration to the visitor facility needs at Fort Necessity NB, PA in the development of the fiscal year 1995 budget request.

The construction program of the National Park Service is of particular concern. Cost estimates continue to be unreliable. Projects seem to develop and expand with no thought given tO the budget climate or their relationship to the overall mission within the National Park system. The priority system for rating park development projects is undecipherable and of no use to decisionmakers in weighing the merits of one project against another. The National Park Service needs to reconfigure its priority-system so that more objective criteria are used and the overall needs of the system are taken into account. Further, while the managers appreciate the Park Service's commitment to high quality standards, these standards must be maintained within realistic fiscal constraints. The Park Service must begin looking at construction projects as we would our own budgets, i.e. is there a lower cost alternative that will serve the mission of the agency as well as the individual park unit. This issue is also addressed in Amendment No. 55.

Amendment No. 24: Reported in technical disagreement. The managers on the part of the House will offer a motion to recede and concur in the amendment of the Senate with an amendment as follows:

In lieu of the matter stricken and inserted by said amendment insert: *$4,377,000 to be derived from amounts made available under this head in Public Law 101-512 as a grant for the restoration of the Keith Albee Theatre in Huntington, West Virginia, and $1,844,000 to be derived from amounts made available under this head in Public Law 102-381 for a pedestrian walkway and interpretive park (A Walk on the Mountain): Provided, That $2,000,000 for the Boston Public Library and $500,000 for the Penn Center shall be derived from the Historic Preservation Fund pursuant to 16 U.S.C. 470a: Provided further, That of the funds provided under this heading, not to exceed $350,000 shall be mode available to the City of Hot Springs, Arkansas, to be used as part of the non-Federal share of a cost-shared feasibility study of flood protection for the downtown area which contains a significant amount of National Park Service property and improvements: Provided further, That notwithstanding any other provision of law a single procurement for the construction of the Franklin Delano Roosevelt Memorial may be issued which includes the full scope of the project: Provided further, That the solicitation and the contract shall contain the clause "availability of funds" found at 48 CFR 52.323.18: Provided further, That for the purpose of performing an environmental impact statement (EIS) on the Paseo del Norte alignment, the National Park Service's proposed Calabacillas alternative road alignment, and any other alternative routes in association with the Petroglyph National Monument in Albuquerque, New Mexico $400,000 are to be allocated to the City of Albuquerque to perform the EIS, only in the event that the City of Albuquerque and the National Park Service reach mutual agreement, within 75 days of the date of enactment*

of this Act, on the conditions that must be met for the study, such funds to be derived by transfer from balances available in the "Land acquisition and State assistance" account, National Park Service: Provided further, That $1,500,000 for the New England Conservatory shall be derived from the Historic Preservation Fund pursuant to 16 U.S.C. 470a upon designation as a National Historic Landmark

The managers on the part of the Senate will move to concur in the amendment of the House to the amendment of the Senate.

The amendment restores House language stricken by the Senate regarding the Boston Public Library, derives money for Penn Center from the Historic Preservation Fund, inserts a Senate provision regarding a Hot Springs, Arkansas flood study amended to include $350,000 rather than $450,000 as proposed by the Senate. and inserts a Senate provision providing for a single procurement for the construction of the Franklin Delano Roosevelt Memorial.

The amendment also offsets the construction appropriation by $4,377,000 with funds appropriated in P.L. 101-512 for the Keith Albee Theatre, provides $1,500,000 for the New England Conservatory if it is designated a National Landmark and establishes conditions for transfer of $400,000 to the City of Albuquerque for an environmental impact statement for a road either through or in the vicinity of Petroglyph, NM.

URBAN PARK AND RECREATION FUND

Amendment No. 25: Appropriates $5,000,000 for the Urban park and recreation fund as proposed by the House. The Senate had no similar provisions.

LAND ACQUISITION AND STATE ASSISTANCE

Amendment No. 26: Appropriates $95,250,000 for land acquisition and State assistance instead of $89,460,000 as proposed by the House and $95,587,000 as proposed by the Senate.

The managers agree to the following distribution:

Acadia NP, ME	3,500,000
Alaska National Park Areas	1,500,000
Appalachian Trail	6,000,000
Big Cypress NP, FL	3,000,000
Big South Fork WSR, TN	1,500,000
Brown V. Board of Education NHS, KS	175,000
Cape Cod NS, MA	825,000
Everglades NP, FL	3,000,000
Gettysburg NMP, PA	1,000,000
Golden Gate NRA (Phleger), CA	5,250,000
Indiana Dunes NL, IN	1,000,000
Kalaupapa NHP, HI	600,000
Little River Canyon NP, AL	6,000,000
Martin Luther King Jr NHS, GA	1,000,000
Mary McLeod Bethune House NHS, DC	635,000
Monocacy NB, MD	2,000,000
National Park of Samoa	300,000
Nez Perce NHP, OR	300,000
Palo Alto NB, TX	500,000
Pecos NM, NM	500,000
Petroglyph NM, NM	3,500,000
Saguaro NM, AZ	6,000,000
Salt River Bay NHP, VI	3,000,000
Santa Monica Mtns NRA, CA	4,000,000

Inholdings, Emergencies, Hardships	3,865,000
Acquisition Management	8,247,000.
Subtotal, Federal acquisitions	67,197,000
Assistance to States:	
Matching grants	24,750,000
Administrative expenses	3,303,000
Subtotal, Assistance to States	28,053,000
Total, National Park Service	95,250,000

Money for the Appalachian Trail may be used for acquisitions in the Sterling Forest as long as it is in accord with the revised Appalachian Trail plan.

Paramount Ranch, Broome Ranch and properties in Zuma and Trancas Canyons, along the Backbone Trail and in Upper Topango Canyon are the only areas to which the $4,000,000 for Santa Monica Mountains NRA is to be applied.

ADMINISTRATIVE PROVISIONS

Amendment No. 27: Reported in technical disagreement. The managers on the part of the House will offer a motion to recede and concur in the amendment of the Senate which allows the National Park Service to recover all costs of providing necessary services associated with special use permits, such reimbursements to be credited to the appropriation current at that time. The House had no such provision.

Amendment No. 28: Deletes House provision which limits overtime pay to any one individual employee of the United States Park Police to no more than $20,000 per year. The managers will continue to monitor overtime to assure that it is not excessive.

UNITED STATES GEOLOGICAL SURVEY

SURVEYS, INVESTIGATIONS, AND RESEARCH

With regard to the coastal program, the managers recommend $10,900,000. The differences from the House amounts are increases of $100,000 for Lake Pontchartrain pollution studies and $300,000 for coastal erosion and pollution studies in Hawaii, and decreases of $100,000 for fundamental studies and $300,000 for _west central Florida erosion studies.

In addition to the funds specified in the coastal program for San Francisco Bay and the Florida Keys, the managers understand that funds from the marine portion of the program have also been allotted in support of these coastal studies for a total program of $1,600,000 in San Francisco Bay and $650,000 in the Florida Keys. These studies should be carried out according to the National Coastal Geology Program plan submitted to Congress earlier this year.

MINERALS MANAGEMENT SERVICE

LEASING AND ROYALTY MANAGEMENT

Amendment No. 29: Appropriates $193,197,000 for leasing and royalty management as proposed by the House instead of

One tundred hird (Zongrcs5 of the United tates of afficrica

AT THE FIRST SESSION

Begun and held at the City of.Washingtott on Tuesday, the fifth day of January, one thousand nine hundred and ninety-three

An Act

Making appropriations for the Department of the Interior and related agencies for the fiscal year ending September 30, 1994, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the following sums are appropriated, out of any money in the Treasury not otherwise appropriated, for the Department of the Interior and related agencies for the fiscal year ending September 30, 1994, and for other purposes, namely:

TITLE I—DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

MANAGEMENT OF LANDS AND RESOURCES

For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, and performance of other functions, including maintenance of facilities, as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau of Land Management, $599,860,000, of which the following amounts.shall remain available until expended: $1,462,000 to be derived from the special receipt account established by section 4 of the Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 4601-6a(i)), and $69,418,000 for the Automated Land and Mineral Record System Project: *Provided,* That appropriations herein made shall not be available for the destruction of healthy, unadopted, wild horses and burros in the care of the Bureau of Land Management or its contractors; and in addition, $15,300,000 for Mining Law Administration program operations to remain available through September 30, 1994, to be reduced by amounts collected by the Bureau of Land Management and credited to this appropriation from annual mining claim fees so as to result in a final fiscal year 1994 appropriation estimated at not more than $599,860,000: *Provided further,* That- in addition to funds otherwise available, not to exceed $5,000,000 from annual mining claim fees shall be credited to this account for the costs of administering the mining claim fee program, and shall remain available until expended.

FIRE PROTECTION

For necessary expenses for fire management, emergency rehabilitation, fire presuppression and preparedness, and other

H. R. 2520-2

related emergency actions by the Department of the Interior, $117,143,000, to remain available until expended.

EMERGENCY DEPARTMENT OF THE INTERIOR FIREFIGHTING FUND

For emergency rehabilitation, •severity presuppression, and wildfire suppression activities of the Department of the Interior, $116,674,000, to remain available until expended: *Provided,* That such funds also are available for repayment of advances to other appropriation accounts from which funds were previously transferred for such purposes: *Provided further,* That nOtwithitanding any other provision of law, persons hired pursuant to 43 U.S.C. 1469 may be furnished subsistence and lodging without cost from funds available from this appropriation: *Provided further,* That only amounts for emergency rehabilitation and wildfire suppression activities that are in excess of the average of such costs for the previous ten years shall be considered "emergency requirements" pursuant to section 251(b)(2)(D) of the Balanced Budget and Emergency Deficit Control Act of 1985.

CONSTRUCTION AND ACCESS

For acquisition of lands and interests therein, and construction of buildings, recreation facilities, roads, trails, and appurtenant facilities, $10,817,000, to remain available until expended.

PAYMENTS IN LIEU OF TAXES

For expenses necessary to implement the Act of October 20, 1976 (31 U.S.C. 6901-07), $104,108,000, of which not to exceed $400,000 shall be available for administrative expenses.

LAND ACQUISITION

For expenses necessary to carry out the provisions of sections 205, 206, and 318(d) of Public Law 94-579 including administrative expenses and acquisition of lands or waters, or interests therein, $12,122,000, to be derived from the Land and Water Conservation Fund, to remain available until expended.

OREGON AND CALIFORNIA GRANT LANDS

For expenses necessary for management, protection, and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way; and acquisition of lands or interests therein including existing connecting roads on or adjacent to such grant lands; $83,052,000, to remain available until expended: *Provided,* That 25 per centum of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grarit lands is hereby made a charge against the Oregon and California landgrant fund and shall be transferred to the General Fund in the Treasury in accordance with the provisions of the second paragraph of subsection (b) of title II of the Act of August 28, 1937 (50 Stat. 876).

H. R. 2520-7

NATIONAL PARK SERVICE

OPERATION OF THE NATIONAL PARK SYSTEM

For expenses necessary for the management, operation, and maintenance of areas and facilities administered by the National Park Service (including special road maintenance service to trucking permittees on a reimbursable basis), and for the general administration of the National Park Service, including not to exceed $1,599,000 for the Volunteers-in-Parks program, $38,400 for a lump-sum payment to Marlene Anita Hudson of Washington, District of Columbia, which payment shall be in addition to any other amount that is otherwise payable under any other provision of law based on the death of James A. Hudson, and not less than $1,000,000 for high priority projects within the scope of the approved budget which shall be carried out by Youth Conservation Corps as authorized by the Act of August 13, 1970, as amended by Public Law 93-408, $1,061,823,000, without regard to the Act of August 24, 1912, as amended (16 U.S.C. 451), of which not to exceed $78,559,000 to remain available until expended is to be derived from the special fee account established pursuant to title V, section 5201, of Public Law 100-203.

NATIONAL RECREATION AND PRESERVATION

For expenses necessary to carry out recreation programs, natural programs, cultural programs, environmental compliance and review, international park affairs, statutory or contractual aid for other activities, and grant administration, not otherwise provided for, $42,585,000.

HISTORIC PRESERVATION FUND

For expenses necessary in carrying out the provisions of the Historic Preservation Act of 1966 (80 Stat. 915), as amended (16 U.S.C. 470), $40,000,000 to be derived from the Historic Preservation Fund, established by section 108 of that Act, as amended, to remain available for obligation until September 30, 1995.

CONSTRUCTION

For construction, improvements, repair or replacement of physical facilities, $201,724,000, to remain available until expended, $4,377,000 to be derived from amounts made available under this head in Public Law 101-512 as a grant for the restoration of the Keith Albee Theatre in Huntington, West Virginia, and $1,844,000 to be derived from amounts made available under this head in Public Law 102-381 for a pedestrian- walkway and interpretive park (A Walk on the Mountain): *Provided,* That $2,000,000 for the Boston Public Library and $500,000 for the Penn Center shall be derived from the Historic Preservation Fund pursuant to 16 U.S.C. 470a: *Provided further,* That of the funds provided under this heading, not to exceed $350,000 shall be made available to the City of Hot Springs, Arkansas, to be used as part of the non-Federal share of a cost-shared feasibility study of flood protection for the downtown area which contains a significant amount of National Park Service property and improvements: *Provided further,* That notwithstanding any other provision of law a single procurement for the construction of the Franklin Delano Roosevelt

H. R. 2520-8

Memorial may be issued which includes the full scope of the project: *Provided further,* That the solicitation and the contract shall contain the clause "availability of funds" found at 48 CFR 52.323.18: *Provided further,* That for the purpose of performing an environmental impact statement (EIS) on the Paseo del Norte alignment, the National Park Service's proposed Calabacillas alternative road alignment, and any other alternative routes in association with the Petroglyph National Monument in Albuquerque, New.. Mexico $400,000 are to be allocated to the City of Albuquerque to perform the EIS, only in the event that the City of Albuquerque and the National Park Service reach mutual agreement, within 75 days of the date of enactment of this Act, on the conditions that must be met for the study, such funds to be derived by transfer from balances available in the "Land acquisition and State assistanae" account, National Park Service: *Provided further,* That $1,500,000 for the New England Conservatory shall be derived from the Historic Preservation Fund pursuant to 16 U.S.C. 470a upon designation as a National Historic Landmark.

URBAN PARK AND RECREATION FUND

For expenses necessary to carry out the provisions of the Urban Park and Recreation Recovery Act of 1978 (16 U.S.C. 2501-2514), $5,000,000, to remain available until expended.

LAND AND WATER CONSERVATION FUND

(RESCISSION)

The contract authority provided for fiscal year 1994 by 16 U.S.C. 4601-10a is rescinded.

LAND ACQUISITION AND STATE ASSISTANCE

For expenses necessary to carry out the provisions of the Land and Water Conservation Fund Act of 1965; as amended (16 U.S.C. 4601-4-11), including administrative expenses, and for acquisition of lands or waters, or interest therein, in accordance with statutory authority applicable to the National Park Service, $95,250,000 to be derived from the Land and Water Conservation Fund, to remain available until expended, of which $28,053,000 is for the State assistance program including $3,303,000 to administer the State assistance program: *Provided,* That of the amounts previously appropriated to the Secretary's contingency fund for grants to States $9,000 shall be available in 1994 for administrative expenses of the State grant program.

JOHN F. KENNEDY CENTER FOR THE PERFORMING ARTS

For expenses necessary for operating and maintaining the John F. Kennedy Center for the Performing Arts, $20,629,000, of which $12,697,000 shall remain available until expended.

ILLINOIS AND MICHIGAN CANAL NATIONAL HERITAGE CORRIDOR COMMISSION

For operation of the Illinois and Michigan Canal Nationalllerit-age Corridor Commission, $250,000.

H. R. 2520-9

ADMINISTRATIVE PROVISIONS

Appropriations for the National Park Service shall be available for the purchase of not to exceed 447 passenger motor vehicles, of which 323 shall be for replacement only, including not to exceed 345 for police-type use, 12 buses, and 5 ambulances: *Provided,* That none of the funds in this Act may be used to upgrade the Burr Trail National Rural Scenic Road in Utah except to meet health, safety and environmental concerns: *Provided further,* That none of the funds appropriated to the National Park Service may be used to process any grant or contract, documents which do not include the text of 18 U.S.C. *1913:2rovided further,* That notwithstanding any other provision of law, the National Park Service may hereafter recover all costs of providing necessary services associated with special use permits, such reimbursements to be credited to the appropriation current at that *tirae Provided further,* That none of the funds appropriated to the National. Park Service may be used to implement an agreement for the redevelopment of the southern end of Ellis Island until such agreement has been submitted to the Congress and shall not be implemented prior to the expiration of 30 calendar days" (not including any day in which either House of Congress is not in session because of adjournment of more than three calendar days to a day certain) from the receipt by the Speaker of the House of Representatives and the President of the Senate of a full and comprehensive report on the development of the southern end of Ellis Island, including the facts and circumstances relied upon in support of the proposed project.

UNITED STATES GEOLOGICAL SURVEY

SURVEYS, INVESTIGATIONS, AND RESEARCH

For expenses necessary for the United States Geological Survey to perform surveys, investigations, and research covering topography, geology, hydrology, and the mineral and water resources of the United States, its Territories and possessions, and other areas as authorized by law (43 U.S.C. 31, 1332 and 1340); classify lands as to their mineral and water resources; give engineering supervision to power permittees and Federal Energy Regulatory Commission licensees; administer the minerals exploration program (30 U.S.C. 641); and publish and disseminate data relative to the foregoing activities; $584,685,000, of which $63,488,000 shall be available only for cooperation with States or municipalities for water resources investigations: *Provided,* That no part of this appropriation shall be used to pay more than one-half the cost of any topographic mapping or water resources investigations carried on in cooperation with any State or municipality: *Provided further,* That notwithstanding any other provision of law a single procurement for the construction of an addition to the EROS Data Center in Sioux Falls, South Dakota may be issued which includes the full scope of the project: *Provided further,* That the solicitation and the contract shall contain the clause "availability of funds" found at 48 CFR 52.323.18.

ADMINISTRATIVE PROVISIONS

The amount appropriated for the United States Geological Survey shall be available for purchase of not to exceed 22 passenger

H. R. 2520-19

purchase or through available excess surplus property: *Provided,* That notwithstanding any other provision of law, existing aircraft being replaced may be sold, with proceeds derived or trade-in value used to offset the purchase price for the replacement aircraft: *Provided further,* That no programs funded with appropriated funds in the "Office of the Secretary", "Office of the Solicitor", and "Office of Inspector General" may be augmented through the Working Capital Fund or the Consolidated Working Fund.

GENERAL PROVISIONS, DEPARTMENT OF THE INTERIOR

SEC. 101. Appropriations made in this title shall be available for expenditure or transfer (within each bureau or office), with the approval of the Secretary, for the emergency reconstruction, replacement, or repair of aircraft; buildings, utilities, or other facilities or equipment damaged or destroyed by fire, flood, storm, or other unavoidable causes: *Provided,* That no funds shall be made available under this authority until funds specifically made available to the Department of the Interior for emergencies shall have been exhausted: *Provided further,* That all funds used pursuant to this section are hereby designated by Congress to be "emergency requirements" pursuant to section 251(bX2XD) of the Balanced Budget and Emergency. Deficit Control Act of 1985 and must be replenished by a supplemental appropriation which must be requested as promptly as possible.

SEC. 102. The Secretary may authorize the expenditure or transfer of any no year appropriation in this title, in addition to the amounts included in the budget programs of the several agencies, for the suppression or emergency prevention of forest or range fires on or threatening lands under the jurisdiction of the Department of the Interior; for the emergency rehabilitation of burned-over lands under its jurisdiction; for emergency actions related to potential or actual earthquakes, floods, volcanoes, storms, or other unavoidable causes; for contingency planning subsequent to actual oilspills; response and natural resource damage assessment activities related to actual oilspills; for the prevention, suppression, and control of actual or potential grasshopper and Mormon cricket outbreaks on lands under the jurisdiction of the Secretary, pursuant to the authority in section 1773(b) of Public Law 99-198 (99 Stat. 1658); for emergency reclamation projects under section 410 of Public Law 95-87; and shall transfer, from any no year funds available to the Office of Surface Mining Reclamation and Enforcement, such funds as may be necessary to permit assumption of regulatory authority in the event a primacy State is not carrying out the regulatory provisions of the Surface Mining Act: *Provided,* That appropriations made in this title for fire suppression purposes shall be available for the payment of obligations incurred during the preceding fiscal year, and for reimbursement to other Federal agencies for destruction of vehicles, aircraft, or other equipment in connection with their use for fire suppression purposes, such reimbursement to be credited to appropriations currently available at the time of receipt thereof: *Provided further,* That for emergency rehabilitation and wildfire suppression activities, no funds shall be made available under this authority until funds appropriated to the "Emergency Department of the Interior Firefighting Fund" shall have been exhausted: *Provided further,* That all funds used pursuant to this section are hereby designated

H. R. 2520-20

by Congress to be "emergency requirements" pursuant to section 251(b)(2)(D) of the Balanced Budget and Emergency Deficit Control Act of 1985 and must be replenished by a supplemental appropriation which must be requested as promptly as possible: *Provided further,* That such replenishment funds shall be used to reimburse, on a pro rata basis, accounts from which emergency funds were transferred.

SEC. 103. Appropriations made in this title shall be available for operation of warehouses, garages, shops, and similarlacilities, wherever consolidation of activities will contribute to efficiency or economy, and said appropriations shall be reimbursed for services rendered to any other activity in the same manner as authorized by sections 1535 and 1536 of title 31, U.S.C.: *Provided,* That reimbursements for costs and supplies, materials, equipment, and for services rendered may be credited to the appropriation current at the time such reimbursements are received.

SEC. 104. Appropriations made to the Department of the Interior in this title shall be available for services as authorized by 5 U.S.C. 3109, when authorized by the Secretary, in total amount not to exceed $500,000; hire, maintenance, and operation of aircraft; hire of passenger motor vehicles; purchase of reprints; payment for telephone service in private residences in the field, when authorized under regulations approved by the Secretary; and the payment of dues, when authorized by the Secretary, for library membership in societies or associations which issue publications to members only or at a price to members lower than to subscribers who are not members.

SEC. 105. Appropriations available to the Department of the Interior for salaries and expenses shall be available for uniforms or allowances therefor, as authorized by law (5 U.S.C. 5901-5902 and D.C. Code 4-204).

SEC. 106. Appropriations made in this title shall be available for obligation in connection with contracts issued by the General Services Administration for services or rentals for periods not in excess of twelve months beginning at any time during the fiscal year.

SEC. 107. No funds provided in this title may be expended by the Department of the Interior for the conduct of offshore leasing and related activities placed under restriction in the President's moratorium statement of June 26, 1990, in the areas of Northern, Central, and Southern California; the North Atlantic; Washington and Oregon; and the Eastern Gulf of Mexico south of 26 degrees north latitude and east of 86 degrees west longitude.

SEC. 108. No funds provided in this title may be expended by the Department of the Interior for the conduct of leasing,. or the approval or permitting of any drilling or other exploration activity, on lands within the North Aleutian Basin planning area.

SEC. 109. No funds provided in this title may be expended by the Department of the Interior for the conduct of preleasing and leasing activities in the Eastern Gulf of Mexico for Outer Continental Shelf Lease Sale 137 or for Sale 151 in the April 1992 proposal for the Outer Continental Shelf Natural Gas and Oil Resource Management Comprehensive Program, 1992-1997.

SEC. 110. No funds provided in this title may be expended by the Department of the Interior for the conduct of preleasing and leasing activities in the Atlantic for Outer Continental Shelf Lease Sale 164 in the April 1992 proposal for the Outer Continental

H. R. 2520-21

Shelf Natural Gas and Oil Resource Management Comprehensive Program, 1992-1997.

SEC. 111. None of the funds in this Act may be used to publish a National final rule defining the term "valid existing rights" for purposes of section 522(e) of the Surface Mining Control and Reclamation Act of 1977 or to publish a final rule disapproving any existing State definition of valid existing rights.

SEC. 112. In implementing Section 1307 of Public Law 96–487 (94 Stat. 2479), the Secretary shall deem the holder of entry permit LP–GLBA005-93 to be a person who, on or before January 1, 1979, was engaged in adequately providing visitor services of the type authorized in said permit within Glacier Bay National Park.

TITLE II—RELATED AGENCIES

DEPARTMENT OF AGRICULTURE

FOREST SERVICE

FOREST RESEARCH

For necessary expenses of forest research as authorized by law, $193,083,000, to remain available until September 30, 1995.

STATE AND PRIVATE FORESTRY

For necessary expenses of cooperating with, and providing technical and financial assistance to States, Territories, possessions, and others; and for forest pest management activities, $168,107,000, to remain available until expended, as authorized by law: *Provided,* That of the funds previously appropriated under this head as a grant to the National Tree Trust Foundation, $2,500,000 shall be provided as a grant to the Texas Reforestation Foundation.

EMERGENCY PEST SUPPRESSION FUND

For necessary expenses for emergency suppression of pests, $15,000,000, to remain available until expended: *Provided,* That these funds, or any portion * thereof, shall be available in fiscal year 1994 only to the extent that .the President notifies the Congress of his designation of any or all of these amounts as emergency requirements under section 251(b)(2)(D) of -the Balanced Budget and Emergency Deficit Control Act of 1985: *Provided further,* That Congress hereby designates these amounts as emergency requirements pursuant to section 251(b)(2)(D) of the Balanced Budget and Emergency Deficit Control Act of 1985.

INTERNATIONAL FORESTRY

For necessary expenses of international forestry as authorized **by Public** Laws 101-513 and 101-624, $6,996,000, to remain available until September 30, 1995.

NATIONAL FOREST SYSTEM

For necessary expenses of the Forest Service, not otherwise provided for, for management, protection, improvement, and utilization of the National Forest System, and for administrative expenses associated with the management of funds provided under the-heads

H. R. 2520-37

PENNSYLVANIA AVENUE DEVELOPMENT CORPORATION

SALARIES AND EXPENSES

For necessary expenses, as authorized by section 17(a) of Public Law 92-578, as amended, $2,738,000 for operating and administrative expenses of the Corporation.

PUBLIC DEVELOPMENT

For public development activities and projects in accordance with the development plan as authorized by section 17(b) of Public Law 92-578, as amended, $4,289,000, to remain available until expended.

LAND ACQUISITION AND DEVELOPMENT FUND

The Pennsylvania Avenue Development Corporation is authorized to borrow from the Treasury of the United States $7,193,000, pursuant to the terms and conditions in paragraph 10, section 6, of Public Law 92-576, as amended.

UNITED STATES HOLOCAUST MEMORIAL COUNCIL

HOLOCAUST MEMORIAL COUNCIL

For expenses of the Holocaust Memorial Council, as authorized by Public Law 96-388, as amended, $21,679,000.

TITLE III—GENERAL PROVISIONS

SEC. 301. The expenditure of any appropriation under this Act for any consulting service through procurement contract, pursuant to 5 U.S.C. 3109, shall be limited to those contracts where such expenditures are a matter of public record and available for public inspection, except where otherwise provided under existing law, or under existing Executive order issued pursuant to existing law.

SEC. 302. No part of any appropriation under this Act shall be available to the Secretary of the Interior or the Secretary of Agriculture for the leasing of oil and natural *gas* by noncompetitive bidding on publicly owned lands within the boundaries of the Shawnee National Forest, Illinois: *Provided,* That nothing herein is intended to inhibit or otherwise affect the sale, lease, or right to access to minerals owned by private individuals.

SEC. 303. No part of any appropriation contained in this Act shall be available for any activity or the publication or distribution of literature that in any way tends to promote public support or opposition to any legislative proposal on which congressional action is not complete.

SEC. 304. No part of any appropriation contained in this Act shall remain available for obligation beyond the current fiscal year unless expressly so provided herein.

SEC. 305. None of the funds provided in this Act to any department or agency shall be obligated or expended to provide a personal cook, chauffeur, or other personal servants to any officer or employee of such department or agency except as otherwise provided by law.

H. R. 2520-38

SEC. 306. None of the funds provided in this Act shall be used to evaluate, consider, process, or award oil, gas, or geothermal leases on Federal lands in the Mount Baker-Snoqualmie National Forest, State of Washington, within the hydrographic boundaries of the Cedar River municipal watershed upstream of river mile 21.6, the Green River municipal watershed upstream of river mile 61.0, the North Fork of the Tolt River proposed municipal watershed upstream of river mile 11.7, and the South Fork Tolt River municipal watershed upstream of river mile 8.4.

SEc. 307. No assessments may be levied against any pregram, budget activity, subactivity, or project funded by this Act unless notice of such assessments and the basis therefor are presented to the Committees on Appropriations and are approved by such Committees.

SEC. 308. Section 314 of Public Law 101-512 (104 Stat. 1959--1960) is amended by striking the words "cooperative agreement" and inserting in lieu thereof: "any other agreement or compact".

SEC. 309. Section 1405, subsection (a) of title 36, United States Code, is amended by striking all of the first sentence through the words "confirmation of the Council and who" and inserting in lieu thereof: "There shall be an Executive Director of the Holocaust Memorial Museum who shall be appointed by the Chairperson of the Council, subject to confirmation of the Council, who may be paid with nonappropriated funds, and who, if paid with appropriated funds,".

SEC. 310. (a) COMPLIANCE WITH BUY AMERICAN ACT.—None of the funds made available in this Act may be expended by an entity unless the entity agrees that in expending the funds the entity will comply with sections 2 through 4 of the Act of March 3, 1933 (41 U.S.C. 10a-10c: popularly known as the "Buy American Act").

(b) SENSE OF CONGRESS; REQUIREMENT REGARDING NOTICE.—

(1) PURCHASE OF AMERICAN-MADE EQUIPMENT AND PRODUCTS.—In the case of any equipment or product that may be authorized to be purchased with financial assistance provided using funds made available in this Act, it is the sense of the Congress that entities receiving the assistance should, in expending the assistance, purchase only American-made equipment and products.

(2) NOTICE TO RECIPIENTS OF ASSISTANCE.—In providing financial assistance using funds made available in this Act, the head of each Federal agency shall provide to each recipient of the assistance a notice describing the statement made in paragraph (1) by the Congress.

(c) PROHIBITION OF CONTRACTS WITH PERSONS FALSELY LABELING PRODUCTS AS MADE IN AMERICA.—If it has been finally determined by a court or Federal agency that any person intentionally affixed a label bearing a "Made in America" inscription, or any inscription with the same meaning, to any product sold in or shipped to the United States that is not made in the United States, the person shall be ineligible to receive any contract or subcontract made with funds made available in this Act, pursuant to the debarment, suspension, and ineligibility procedures described in sections 9.400 through 9.409 of title 48, Code of Federal Regulations.

SEC. 311. The Forest Service and Bureau of Land Management may offer for sale salvageable timber in the Pacific Northwest in fiscal year 1994: *Provided,* That for public lands known to contain

H. R. 2520-39

the Northern spotted owl, such salvage sales may be offered as long as the offering of such sale will not render the area unsuitable as habitat for the Northern spotted owl: *Provided further,* That timber salvage activity in spotted owl habitat is to be done- in full compliance with all existing environmental and forest management laws.

SEC. 312. None of the funds in this Act may be used to plan, prepare, or offer for sale timber from trees classified as giant sequoia (sequoiadendron giganteum) which are located on National Forest System or Bureau of Land Management lands until an environmental assessment has been completed and the giant sequoia management implementation plan is approved. In any event, timber harvest within the identified groves will be done only to enhance and perpetuate giant sequoia. There will be no harvesting of giant sequoia specimen trees. Removal of hazard, insect, disease and fire killed giant sequoia other than specimen trees is permitted.

SEC. 313. None of the funds appropriated in this Act may be used to implement any increase in government housing rental rates in excess of 10 per centum more than the rental rates which were in effect on September 1, 1993, for such housing.

SEC. 314. None of the funds provided in this Act may be used to implement the Bureau of Land Management/United States Forest Service comprehensive strategy for Pacific salmon and steelhead habitat (PACFISH) or to impose interim guidelines for such strategy in the Tongass National Forest: *Provided,* That nothing in this section shall be construed to enlarge or diminish minimum timber no harvest buffer zones required by the Tongass Timber Reform Act or to enlarge or diminish site-specific management prescriptions which increase no harvest fish stream buffer zones applied under the Tongass Liand Management Plan and existing standards and guidelines of the Tongass National Forest. •

This Act may be cited as the "Department of the Interior and Related Agencies Appropriations Act, 1994".

4/10.0•Xed S. Foley

Speaker of the House of Representatives.

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President of the SenaterAl Tempore.

DEPARTMENT OF THE TREASURY APPROPRIATION WARRANT

Warrant No. 446-14-12-1
Accounting Date October 1, 1993
STAR NO Date

National Park Service

APPROPRIATION SYMBOL	AMOUNT
Public Law 103-138, 103rd Congress	Approved November 11, 1993
1441036 (Operation of the National Park System)	$1,061,823,000.00
14X1031 (Urban Park and Recreation)	5,000,600t0
14X1038 (J.F. Kennedy Center - no year)	12,697,000.00
1441038 (J.F. Kennedy Center - annual)	7,932,000.00
14X1039 (Construction)	201,724,000.00
1441042 (National Recreation and Preservation)	42,585,000.00
1441043 (Illinois and Michigan Canal National Heritage Corridor Commission)	250,000.00

TFS FORM 6201

FORM 10-244 (9/90)

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL. PARK SERVICE

FUNDING ADVICE

RESPONSIBLE OFFICIAL: assommassemssissamssa Regional Director

MUAOROFFICEAFFECMW
1011111111111110REGION — Regional Director

APPROPRIATION OR FUND SYMBOL AND TITLE				AMMER
1441036 OPERATION OF THE NATIONAL PARK SYSTEM				4111.0110 002
ACTIVITY / ACCOUNT AFFECTED	PRIOR STATUS	INCREASE	DECREASE	NOW STANDS
PGM CLASS: 0110				
PARK MANAGEMENT	23,000,000	16,062,000		39,062,000

REPAARAS

ALLOCA770N OF FY 1994 FUNDS (SEE ATTACHED)

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Fts ee 4/th

RECOMMENDED	(Signature and Title)	DATE
	CHIEF, BUDGET EXVCUTI N BRANCH	2/3/94
APPROVED	(Signature and Title)	DATE
	C IEE BUDGET DIVISION	2/3/94

REGION
ONPS:PARK MANAGEMENT
FA# 1 , 11O 002

PROGRAM	AMOUNT ALLOCATED
PARK AREAS	29,206,000
RESOURCE STEWARDSHIP *	1,109,000
VISITOR SERVICES	
MAINTENAN CE *	616,000
PARK SUPPORT	2,923,000
CYCLIC MAINTENANCE	1,731,000
CYCLIC MAINTENANCE - HISTORIC PROPERTIES	380,000
REPAIR/REHAB PROGRAM	2,919,000
PROPERTY REPLACEMENT	713,000
INCIDENTAL EMPLOYEE COST	614,000
HAZARDOUS WASTE PROGRAM (PWE MHM)	359,000
CULTURAL RESOURCES PRESERVATION PROGRAM	571,000
DAM SAFETY PROGRAM (11111-0001-MDW)	7,000
DRUG ENFORCEMENT PROGRAM	324,500
COLLECTIONS MANAGEMENT PROGRAM	317,000
CHALLENGE COST-SHARE PROGRAM (USE PWE SCC)	67,000
VIP PROGRAM (PWE SVC)	76,500
	42,563,000
111 1 1 11111111. 11 - 1111111 .11O/ 1 11111111111	*WIRSIMINIS*
UNIFORM ASSESSMENT	-206,000
NO-YEAR FEE FUNDS	-3,295,000
TOTAL ALLOCATION	1 111111.11116 39,062,000

* Regional Office

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE
PACIFIC NORTHWEST REGION

No. 94-01P
Date 3/02/94

PROGRAM AUTHORIZATION

APPROPRIATION SYMBOL AND TITLE:	ACTIVITY NUMBER AND TITLE:
1441036, Operation of the National Park System	Park Management

AREA/OFFICE OR ORGANIZATION	PRIOR PGRM AUTHORIZATION	+/-	CURRENT PRGM AUTHORIZATION
REGION			
FUNDING ADVICE - 4REG 0110 002			39,062,000
REGIONAL FUNDS			13,135,750
AREA FUNDS			25,926,250
PARK A			196,000
PARK B			2,360,500
PARK C			2,350,100
PARK D			532,800
•PARK E			124;000
PARK F			494,500-
PARK G			630,800
PARK H			222,700
PARK I			613,100
PARK J.			251,300
PARK K			5,836,550
PARK L			1,027,000
PARK M			3,701,300
PARK N			6,544,600
PARK 0			319,300
PARK P			15,000
PARK Q			375,000
PARK R			331,700

Copies To:	Remarks:

Recommended by:	Date	Concurred by:	Date
Regional Budget Officer			
Concurred by:	Date	Approved by:	Date
Assoc. Reg. Dir., Administration		Regional Director	

No. 94-01P
Date 3/02/94

PROGRAM AUTHORIZATION

APPROPRIATION SYMBOL AND TITLE:	ACTIVITY NUMBER AND TITLE:
1441036, Operation of the National Park System	Park Management

AREA/OFFICE OR ORGANIZATION		PRIOR PGRM AUTHORIZATION	+/-	CURRENT PRGM AUTHORIZATION
REGIONAL FUNDS				13,135,750
MAINTENANCE				
0000-HYS	SAFETY			88,200
0000-MYZ	MAINTENANCE			527,000
PARK SUPPORT				
0000-SYM	REGIONAL DIRECTOR			182,700
0000-SYM	DEPUTY REG'L DIRECTOR			154,500
0000-SYZ	OPERATIONS EVALUATIONS			9,300
0000-SYM	LEGISLATIVE SPECIALIST			75,100
0000-SYM	EQUAL OPPORTUNITY			93,900
0000-SYM	PUBLIC AFFAIRS			67,300
0000-SYP	OFFICE OF PLANNING			256,300
0000-SYM	ARD OPERATIONS			121,200
0000-SYZ	LANDS PARK ASSISTANCE			3,400
0000-SYA	ARD, ADMIN			103,700
0000-SYZ	COMMON OFFICE COSTS			114,700
0000-SYA	INFORMATION MGMT			405,000
0000-SYA	EMPLOYEE DEVEL. SPEC.			94,900
0000-SDT	TRAINING (REGIONAL)			50,400
0000-LYY	TRAINING (LAW ENF)			0
0000-SYA	PERSONNEL			520,800
0000-SYA	BUDGET AND FINANCE			257,400
0000-SYA	CONTRACTING/PROCUREMENT			430,300
0000-SYA	ARD, RECREATION RES.			139,000
UNALLOCATED BASE FUNDS				115,000
RESOURCE STEWARDSHIP				
0000-NYY	RESOURCES MGMT			104,400
0000-NPZ	NAT RESOURCE PROJECTS			267,600
0000-CYY	CULTURAL RESOURCES			456,500
0000-NY?	SCIENCE & TECHNOLOGY			188,500
0000-RYY	NATURAL SCIENCE PROJECTS			43,700
0000-RPZ	NATURAL RESOURCES RESEARCH			25,500

No. 94-01P
Date 3/02/94

PROGRAM AUTHORIZATION

APPROPRIATION SYMBOL AND TITLE:	ACTIVITY NUMBER AND TITLE:
1441036, Operation of the National Park System	Park Management

AREA/OFFICE OR ORGANIZATION		PRIOR PGRM AUTHORIZATION	CURRENT PRGM AUTHORIZATION
VISITOR SERVICES .			
0000-IYR	REGIONAL LIBRARY		90,700
0000-IYY	INTERPRETATION		170,800
0000-IYE	AUDIOVISUAL MAINT		20,000
0000-VYY	VISITOR PROTECTION		166,600
0000-VYY	FEE COLLECTION		11,900
0000-0YC	CONCESSION MANAGEMENT		173,000
REGIONWIDE PROGRAMS			
0000-SCC	CHALLENGE COST SHARE		67,000
0000-SVC	VOLUNTEER IN PARKS		76,500
0000-LDD	DRUG ENFORCEMENT PROGRAM		60,300
0000-MHM	HAZARDOUS WASTE INITIATIVE		50,000
0000-MHM	HAZARDOUS WASTE DISPOSAL		67,000
0000-MHM	UNDERGROUND STORAGE TANK REMOVAL		198,000
0000-MHM	SOLID WASTE MANAGEMENT		44,000
0000-MDW	DAM SAFETY PROGRAM		7,000
0000-MCZ	CYCLIC MTCE., REG.		1,731,000
0000-MRZ	REPAIR/REHAB.		2,710,450
0000-CMZ	CYCLIC MTCE., CULTURAL		380,000
0000-MOM	EQUIPMENT REPLACEMENT		713,000
0000-UOC	BACKLOG CATALOGING		166,000
0000-COC	MUSEUM COLLECTIONS PRES		151,000
0000-CYZ	CULTURAL RES PRES PGM		499,000
0000-CYY	CULTURAL RES PGM SUPPORT		72,000
0000-NAZ	AIR QUALITY		0
0000-NNZ	SRVCE-WIDE NAT RESOURCE PRESERVATION PROGRAM		0
0000-NPG	GIS		0
0000-SPL	LUMP SUM LVE & SEV PAY		95,000
0000-SPE	EMPLOYEE TRANSFER COSTS		519,000

FINANCIAL PLANS AND OPERATING PROGRAMS

In virtually every park unit and office in the National Park Service, the months preceding the beginning of a new fiscal year include budget planning activities. Unlike the budget formulation effort for the pending fiscal year that took place a year or more previously, the park and regional planning efforts are focused on the most efficient use of anticipated funding for operating activities (e.g., interpretation, resources management, maintenance) and projects, consistent with the congressional intent of the appropriation. At the regional level, this planning focuses on financial planning for regional staff operations and regionwide programs, such as the distribution of cyclic maintenance, natural resource and preservation program funds. While some flexibility is permitted to meet changing requirements, the programs, projects and activities funded in the new fiscal year should be essentially the same as those requested of the department, OMB, and Congress during budget formulation and presentation.

Chapter 12 discussed the "exhibit B" report, which regions prepare to show the organizational and program distribution of funding and FTEs for the new fiscal year; this is the only "financial plan" that WASO Budget requires of regions, other than the entering of authorized amounts by organization in the FFS accounting system. Parks, however, after receipt of their authorized funding level for the new fiscal year, are required to submit Form 10-561 — Financial Plan–Operating Program to the regional office. The reason for this and details of the 10-561 are covered later in this chapter.

New year financial plans are prepared in different ways for project programs as compared to operating programs.

PROJECT PROGRAMS

Projects approved for funding each year were selected from the servicewide multiyear database; each with a preliminary cost estimate. When program managers announce a tentative funded project list for the new year, they ask the region and park to supply additional information for each project, including the following:

> Is the scope of the project still essentially the same as when first requested?
>
> Can the project be obligated in the fiscal year, preferably before the last quarter?
>
> Will the work be accomplished by contract, day labor, or a combination of both? This is necessary to determine FTE requirements if by day labor.
>
> An updated cost estimate is requested, on Form 10-577 — Job Order Request, or as directed by the respective program manager.

This project detail is also requested for a few projects "below the cut line," should the program receive additional funding or if projects that were previously approved are cancelled or deferred to future years.

With this information the program manager adds or deletes projects, adjusts cost estimates, and recommends a final list to the respective associate director (for servicewide programs) or regional director (for regionwide programs).

There are two types of accountability for project programs: project accountability, and program accountability.

> Project accountability rests mainly with superintendents, as they receive the funding (or a project account if the funding is retained in the regional office) for the project, prepare the financial plan, approve all charges, budget and account for the FTEs, schedule the work, and are responsible for final accomplishment. Even though the regional office or other organization accomplishes the work (in-house, or via a contract), the project is for the benefit of the park and the superintendent is still the responsible official.
>
> Program accountability is with the servicewide or regional program manager, who after project funding is approved, is responsible more for the total program than the details of each project. These responsibilities include assuring that all work stays within the program's criteria, approved project funding (and ultimate obligations and expenditures) do not exceed the total available, status of projects is monitored for slippage or potential "no gos," and funds are reprogrammed as necessary for full use of available funds.

OPERATING PROGRAMS

Operating programs require a great deal more financial planning detail than project programs, as described below:

> Operating programs have many elements of cost (salaries, travel, utilities, supplies, materials, etc.), whereas projects only have one (contract cost), unless performed by day labor.
>
> Operating programs charge numerous cost accounts, whereas most projects are charged to one account.
>
> Funding for operating programs can increase or decrease during the year, and internal reprogramming among the various activities is continuous, whereas project funding normally remains constant.

The automated Administrative Financial System (AFS) may be used to prepare the operating program financial plan; along with other capabilities, AFS produces Form 10-575 —Financial Plan for Current Operating Program, Form 10-561 — Financial Plan-Operating Program, and the projection by pay period of FTE use for the year.

> Form 10-575 is used for the first level of financial plans, by parks, regional offices, and WASO, and are used in the earliest financial planning for the new year. The annual work plan is first developed, guided by the unit's goals and objectives, and division chiefs and other organizational managers estimate what permanent and temporary personnel and other costs will be needed to accomplish their portion of the unit's work plan. A 10-575 is

prepared for each account, with salaries and benefits scheduled by pay period, and travel, supplies and materials, contracts, utilities, etc. estimated by month. Since the 10-575 has been computerized, it is very useful for "what if" financial planning; salary and other costs can be scheduled for various levels of performance for certain activities (keeping the visitor center open two more hours a day, for example), to see what the total cost would be; and when final allocations are known, the 10-575s are revised to reflect what actually can be accomplished within fund availability.

AFS also produces a summary of the individual account 10-575s, which provides the total operating program for the park or organization, and a projection by pay period of FTE use— - for the year.

Form 10-561 (exhibit 13-1) is also produced by AFS, and is the summary document for the total of the 10-575s prepared for each account. Parks prepare 10-561s for each budget activity, usually ONPS-park management, quarters, and reimbursables. Unlike the detailed. 10-575, the 10-561 is a comprehensive document for the sum of all operating accounts of" the park, listing annual (instead of by pay period or month) dollar and FTE amounts for salaries, benefits, and premium pay, and other costs by object class (travel, utilities, supplies and materials, etc.), with an FTE and dollar total for each account on form 10-561b.

The 10-561 is required by regional (and park) managers for review and analysis of the park's total financial plan. Information and trends that can be gleaned from the 10-561 include:

Permanent (full and part time), temporary and seasonal staffing funded, by grade and step, and premium pay anticipated.

Ratio of personnel services to all other costs, which is an indicator of fixed versus discretionary elements of the park's budget. Organizations with a high ratio of permanent personnel costs to all other costs have a very "predetermined" operating program, and find it difficult to react to changed operating conditions and/or years of reduced budgets.

Amounts programmed for each object class, which proves useful when OMB or the department proposes (or mandates) reductions in specific object classes (travel, printing, etc.).

Dollar and FTE totals by primary work element; a park can run a number of interpretation, maintenance, etc. accounts, but the 10-561b summarizes by PWE. Relative amounts programmed for each PWE (activity) can be observed from year to year, and information is available for budget formulation, responding to inquires as to how much the park programs for administration, road and trail maintenance, etc.

ESTABLISHMENT OF COST ACCOUNTS IN THE FFS ACCOUNTING SYSTEM

The next phase of the budget execution cycle involves creating accounting records that bridge the gap between the planned amounts that appear in the approved budget and on financial plans, and the actual obligations and expenditures incurred. Creation of the new budget structure for ONPS and NR&P in FY 1994 more closely aligns the NPS account structure and program work elements with the budget as presented to Congress.

NPS cost accounts should be established each year to capture costs for (1) programs, activities, and organizations as presented in the budget justifications submitted to Congress, and (2) operating and project financial plans prepared by NPS managers.

"NPS-79 — Financial and Accounting Guideline" (in draft) describes in detail the establishment of cost accounts in FFS.

QUARTERS FINANCIAL PLANS

Quarters accounts are established in accordance with section 320 of the fiscal 1985 Continuing Appropriations Act, P.L. 98-473 (98 Stat. 1874), approved October 12, 1984, under special available receipt account 14X5049, operations and maintenance of quarters. Income from quarters rental (for houses and trailers), by payroll deduction or other collection, is posted to accounts in this appropriation. The law provides that up to 10", of funds collected in a park may be transferred to .other parks within the national park system.

At the end of the fiscal year, any income in 14X5049 in excess of obligations may be carried over into the new fiscal year. However, if obligations exceed amounts available, they must be absorbed by the park's base operating funds.

Authorized funds may be programmed to reflect unexpended balances brought forward from the prior fiscal year. (Unexpended balances are the sum of unobligated balances plus undelivered orders.) Current year receipts and current year obligations are recorded in these accounts, and the curreht unobligated balance is computed.

Income from quarters rental is computed on the basis of cash receipts under the 14X5049 available receipt account. Outstanding unpaid bills for quarters rental must be recorded as accounts receivable under the construction–business and clearing appropriation. When bills are paid, these entries are reversed, and the cash receipts recorded under 14X5049 as indicated above.

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UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

FINANCIAL PLAN - OPERATING PROGRAM

NUMERIC CODE
0000

DATE
03/02/94

AREA	FINANCE OFFICE	FISCAL YEAR
PARK F	AOD	1994

APPROPRIATION SYMBOL & TITLE	ACTIVITY	ACCOUNT NO
1441036 Operation of NPS	Park Management	

COMPONENTS OF COST BY OBJECT CLASSIFICATION	ORIGINAL PLAN	NET TOTAL OF CHANGES	CURRENT PLAN
11-13 PERSONNEL COMP & BENEFITS	449937		
21 TRAVEL & TRANS OF PERSONS	7282		
211R VEHICLE RENTAL	0		
22 TRANSPORTATION OF THINGS	0		
222E GSA TRUCKS	8374		
23 RENT, COMMUNICATIONS UTIL, PRINTING AND REPRODUCTION	155546		
25 OTHER SERVICES	1000		
26 SUPPLIES & MATERIALS	12318		
31 EQUIPMENT (CAPITAL ACQUISITIONS)			
32 FIXED ASSETS	0		
CLEARING OPERATIONS	0		
OTHER	0		
TOTAL AUTHORIZED PLAN	494500		

RECOMMENDED DATE		APPROVED	DA1 E	APPROVED	DA1E
ADMIN OFFICER	3-1-94			SUPT.	3-1-94

G5561RP2 VER.2.4
10-561a
PAGE NO: 1

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

NUMERIC CODE
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FINANCIAL PLAN - OPERATING PROGRAM

DETAIL OF PERSONNEL COMPENSATION AND BENEFITS

DATE
03/02/94

AREA	FINANCE OFFICE	FISCAL YEAR
PARK F	AOD	1994

APPROPRIATION SYMBOL & TITLE	ACTIVITY	ACCOUNT NO
_1441036 .Operation of NPS	Park Management	

POSITION NUMBER	TITLE	NAME	SERIES/GRADE	NO.	FTE •	ORIGINAL PLAN AMOUNT
	PERMANENT APPOINTMENTS - CSRS					
0000-001-	MANAGER		GS-0025-12/03	1	1.0	43,986
0000-005-	CH RANGER		GS-0025-09/09	1	1.0	36,015
0000-008-	PRK RANGER		GS-0025-07107	1	1.0	27,027
0000-013-	MAINT FOR		WS-4749-06/03	1	1.0	37,063
0000-015-	MAINT WKR		WS-4749-08/05	1	1.0	32,592
		SUBTOTAL		5	5.0	176,683
	PERMANENT APPOINTMENTS - FERS					
0000-007-	INTERP SP		GS-0025-07/01	1	1.0	21,784
0000-011-	ADMIN AST		GS-0303-07/04	1	1.0	- 25,460
0000-016-	LABORER		WG-3502-03/03	1	1.0	22,597
0000-020-	CLERK		GS-0203-05/05	1	1.0	21,278
0000-021-	RES MGT		GS-0401-09/01	1	.9	26,051
0000-501-	MAINT WKR		WG-4749-05/03	1	.5	13 703
		SUBTOTAL		6	5.4	130,873
		TOTAL PERMANENTS		11	10.4	307,556
	TEMPORARY/OTHER APPOINTMENTS					
0000-203-	PRK RNGR		GS-0025-04/01	0	2	2,952
0000-205-	PRK RNGR		GS-0025-05/01	1	.6	11,681
0000-207-	PRK RNGR		GS-0025-04/01	1	.0	504
0000-208-	PRK RNGR		GS-0025-05/01	1	.5	8,590
0000-210-	PRK RNGR		GS-0025-04/01	1	.5	7,847
0000-211-	PRK RNGR		GS-0025-04/01	1	.6	9,579
0000-214-	BIO-TECH		GS-0404-01/01	0	.0	202
0000-216-	LABORER		WG-3502-03/03	0	.1	1,946
		TOTAL OTHER		5	2.5	. 43,301

G5561RP2 VER A2.4
PAGE NO: 2

POSITION NUMBER	TITLE	NAME	SERIES/GRADE	NO.	FTE	ORIGINAL PLAN AMOUNT
	OTHER PERSONNEL COMPENSATION					
	OVERTIME PAY					6,061
	HOLIDAY PAY					4,564
	NIGHT DIFFERENTIAL					58
	SUNDAY DIFFERENTIAL					3,613
	LUMP SUM LEAVE					0
	MISC AMOUNT					7,760
		TOTAL OTHER PERSONNEL COMPENSATION				22,056
	BENEFITS (Actual benefit ratio used)					
	PERMANENT CSRS					32,325
	PERMANENT FERS					41,410
	TEMPORARY					3 312
		TOTAL PERSONNEL BENEFITS				77,047
	TOTAL COST OF LIVING ADJUSTMENT (COLA)					0
	TOTAL PERSONNEL COMPENSATION AND BENEFITS				12.9	449,960

(Cover sheet may be different due to rounding)

G5561RP3 VER 2.4
10-561a
PAGE NO: 1

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

FINANCIAL PLAN - OPERATING PROGRAM

NUMERIC CODE
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DETAIL OF PERSONNEL COMPENSATION AND BENEFITS

ONPS

DATE
03/02/94

AREA	FINANCE OFFICE	FISCAL YEAR
PARK F	AOD	1994

APPROPRIATION SYMBOL 7 TITLE	ACTIVITY	ACCOUNT NO
1441036 Operation of NPS	Park Management	

INFORMATION ENTRIES FOR WAGE BOARD, CPI AND FERS INCREASES TO BECOME EFFECTIVE DURING FY 1994

	WAGE GRADE	CLASSIFIED
1. FULL-TIME COST OF WAGE GRADE AND CLASSIFIED PAY INCREASES	2,500	8,900
2. CURRENT FISCAL YEAR COSTS OF WAGE GRADE AND CLASSIFIED PAY INCREASES	1,700	6,300
3. BALANCE OF FULL YEAR COST THAT WILL BE NEEDED AS INCREASES IN FY 1995 ALLOWANCES	800	2,600
4. INCREASED BENEFIT COST DUE TO ' FERS RETIREMENT (BENEFIT COST BEYOND 12.75%)	6,200	18,600

G5561RP4 VER 2.4
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UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

FINANCIAL PLAN - OPERATING PROGRAM

DETAIL BY COST ESTIMATE

NUMERIC CODE
0000 •

DATE
03/02/94

AREA	FINANCE OFFICE	FISCAL YEAR
PARK F	AOD	1994

APPROPRIATION SYMBOL 7 TITLE	ACTIVITY	ACCOUNT NO
1441036 Operation of NPS	Park Management	

ORGAN CODE	PWE	FULL TIME POS	STF POS	PARK TIME POS	TEMP POS	DOLLAR AMOUNT	INFO ENTRIES FOR W.B.& CPI 1994 PORTION	INFO ENTRIES FOR W.B. & CPI 1995 PORTION
0000	713	.0	.0	.0	.0	0	0	0
0000	IZZ	2.0	.0	.0	.8	96,800	1,700	900
0000	LZZ	1.0	.0	.0	.0	38,000	700	300
0000	MZR	.0	.5	.0	.0	18,000	300	300
0000	MZZ	3.0	.1	.0	.1	142,500	1,400	500
0000	NZZ	.9	.0	.0	.2	38,000	700	400
0000	SZI	.0	.0	.0	.0	7,800	0	0
0000	SZM	3.0	.0	.0	.0	127,400	2,500	900
0000	VZF	.0	.0	.0	1.4	26,000	700	100
SUBTOTAL		9.9	.6	.0	2.5	494,500	8,000	3,400
		9.9	.6	.0	2.5	494,500	8,000	3,400

PROGRAM CONTROL – PROJECT AND SPECIAL FUNDS

CONSTRUCTION

General

The construction appropriation contains four budget activities: line item construction; emergency, unscheduled, and housing projects; planning; and general management plans. Program control for each is handled in a different fashion. As these are no-year funds, the total available for the fiscal year includes unobligated carryover balances brought forward plus the newly appropriated amounts.

Line item projects cannot be advertised or awarded until the .appropriation that contains the projects is signed into law. If a continuing resolution is in effect and it permits obligations at the same rate as the prior fiscal year, as is usually the case, ongoing project work in the planning and general management plan activities may be continued prior to enactment of the appropriation. Although projects in emergency, unscheduled, and housing projects are categorized "lump sum," they must still await enactment of the appropriation as they represent new starts for the fiscal year.

The individual components of a construction project are almost always accomplished by, and funds are allocated to, more than one organization; DSC does the planning, design, contracting, and project supervision; HFC does the exhibits, waysides, and audiovisual; and actual construction allocations go to regional offices. Accounting reports normally do not allow one organization (a park) to see another organization's (DSC) account status, so to enable park and project managers to view the status of all components of a package in one reporting, the FFS "installation-wide project account" capability is used.

Line Item Construction

Each year's appropriation lists each line item construction project by title and gross amount, so there can be no question as to which projects are funded each fiscal year. WASO Budget nevertheless transmits a project list to the regions, as each year the Congress adds (and occasionally deletes) projects to those requested in the budget submission, and regions and parks might not be aware of final congressional action.

As explained in chapter 8, "Construction Program Formulation," the "net to gross" procedure generates project supervision and contingency funds in addition to the net construction amounts. The appropriated total for each project is in the gross amount, and the amounts for project supervision and contingencies are separated from the gross totals at the beginning of the fiscal year and are controlled as separate funds.

Project Supervision (15% of Net Construction). Project supervision <u>averages</u> 15% per project, small projects usually cost less, and big projects cost more. Efficiencies can also be achieved — e.g., if two projects are in the same park and are of the scale that one supervisor can handle both, it would cost less than 15% of the combined net construction. For these reasons, all project

supervision funding (carryover amounts and new appropriations) is pooled at the beginning of the fiscal year, and managed by the associate director, planning and development, and the WASO Budget Division. The amount generated by each project does not necessarily "belong" to that project.

Project supervision estimates are prepared by the organization (which is usually the Denver Service Center) responsible for the project supervision of contract work continuing into, and expected to start in, the new fiscal year. the associate director, planning and development, and the WASO Budget Division review all requests and issue an approved project listing. Since it is unlikely that a contract would proceed without supervision, and the 15% still generates sufficient funding, all requests are normally approved. When base funded organizations, such as regional offices and parks, are responsible for the project supervision, only costs above those already base funded are authorized. Park and regional office permanent salaries are not normally eligible costs.

WASO Budget issues funding advices for approved projects, and regional offices and service centers are responsible for establishing PCAS project accounts in the FFS accounting system.

Contingencies (16% of Net Construction). The total contingency availability is held by the WASO Budget Division and is allocated as needed for contract awards and day labor obligations in excess of the net availability, and for change orders, claims and other unanticipated requirements, subject to fund clearance procedure as explained below. As with construction supervision, the 16% each project generates is pooled, and does not belong to the project. Contingency funds are distributed via funding advices by the WASO Budget Division.

Net Construction Projects. The total net construction availability is held by the WASO Budget Division until the time of contract award, and only the amount of the award is allocated to the region. For day labor projects, periodic allocations are made when work begins, in accordance with estimated obligations by fiscal quarter. Allocations are made via funding advices by the WASO Budget Division.

Fund Clearances. Form 10-56, fund clearance request for initial awards, modifications to contracts, and day labor projects (exhibit 14-1), must be completed and transmitted by the regional offices to the WASO Budget Division to clear modifications for construction contracts and increased project estimates for day labor projects. The fund clearances procedure applies mainly to projects in the line item construction activity.

Reprogramming Restrictions. Congress has established certain reprogramming restrictions for line item construction projects. Committee approval must be obtained to

drop or defer appropriated funding for a project

add (fund) a project from line item construction appropriations that was not in the budget request submitted to Congress, or added by Congress during their deliberations

increase or decrease the appropriated (gross amount) funding for a project by more than 25%

Reprogramming requests are drafted by WASO Budget, with justification from parks and regional offices, and must be approved by the comptroller, associate director, planning and development, the director, the department, and OMB before transmittal to Congress. Reprogrammings take some time before approval, and many are rejected (by anyone from the comptroller to Congress), so actions should not be taken nor commitments made assuming a reprogramming will be approved.

When reprogrammings are approved, allotment advices, funding advices, program authorizations are issued reallocating the funding, and authorized amounts in FFS project accounts are revised.

Emergency, Unscheduled, and Housing Projects

Emergency and unscheduled is a first-come, first-served fund, and requests are submitted by parks, through the regional office, to the WASO Budget Division as the need arises. Form 10-238 — Development/Study Package Proposal is used but with an abbreviated (or omitted) planning and management requirements section, since the work is short term, requiring little if any planning and design, and urgent. Regional priorities are assigned to each project, as the "first wave" of requests usually exceeds the very limited funding, and WASO Budget needs to know the regional order of importance.

Approved project funding is allocated by WASO Budget via funding advices to the regional offices.

Housing projects funding was added to this budget activity by Congress when the generally poor condition of park employee housing became more widely known. Repair and rehabilitation of existing housing and replacement of trailers is funded here, while replacement and construction of new housing is funded in line item construction.

A servicewide database of all park employee housing rehabilitation projects is maintained by the NPS housing officer, developed from park housing management plans. No specific servicewide priority list is maintained; rather funds are allocated to regions each year based on number of housing units, age and general condition, environmental factors, and other criteria.

Planning (Advance and Project Planning)

Project Selection. Projects are selected for funding each fiscal year from the CFS multiyear database. A few projects represent "stand-alone" or independent advance planning projects, but most of advance planning and all of project planning are directed to the construction components of servicewide priority construction packages. The WASO Budget Division, working with the associate director, planning and development, transmits to the service centers and regions the CFS-generated list of advance and project planning components scheduled for funding in the upcoming year. The regions and service centers update (only minor revisions are possible at this stage of the process) the list, prepare detailed cost estimates for each component (project type), and transmit the revised list to WASO Budget.

The associate director, planning and design, working with WASO Budget, determines what components will be funded. Even though planning is a "no-year" budget activity, unobligated

project balances do not necessarily carryover from year to year; unobligated balances are added to new appropriations for total availability each year, and projects that continue from the previous year must compete with new starts.

Criteria can change from year-to-year, but priority consideration is normally given in the following order:

1. Planning and design for previously appropriated line item construction projects.

2. Planning and design for line item construction projects appropriated in the current fiscal year.

3. Planning and design for congressionally added projects in the current fiscal year.

4. Components of servicewide priority construction projects scheduled for funding within the next two fiscal years.

5. Components (long-range advance planning required, such as development concept plans) of other high servicewide priority construction projects with the construction component scheduled for funding within the next three or four years.

6. Independent (not a component of a construction package) planning projects. Independent planning projects do not have servicewide priorities, but do have regional priorities, which are used by WASO when funds are available for independent advance planning.

Approved project fund allocations are made via funding advices by WASO Budget to the region or service center performing the work.

Program Adjustments. During the course of the year program adjustments are requested on Form 10-239 — Program Change Proposal (exhibit 14-2). PCPs are used to transfer funds between packages, or to request new or delete currently funded projects. The regional office submits the PCP to WASO Budget, who, working with the associate director, planning and design, reviews and approves or disapproves the request.

General Management Plans

A servicewide priority list of general management plans and special resource studies is maintained by the associate director, planning and development, and annual project funding is based on this list and any additional direction provided in appropriation acts or accompanying reports. During the annual project approval process, the following considerations are given:

Continuation of projects underway is usilally funded, although the introduction of new very high priority and urgent work could be funded at the expense of projects underway.

New starts are selected from the servicewide priority list.

GMPs for newly authorized areas, and for areas that may have potential for inclusion in the national park system (called special resource studies), are funded as part of this activity.

The associate director, planning and development, reviews and approves the list of projects to be funded each year, and WASO Budget allocates funding via funding advices to the organization responsible for the work, normally the Denver Service Center. As with other project funded programs, base funded permanent salaries cannot be charged to GMP project accounts

LAND ACQUISITION

NPS Land Acquisition Program

Execution of the enacted budget for land acquisition in the National Park Service is administered by the Land Resources Division. Each fiscal year's fund availability includes funds appropriated for the current fiscal year and unobligated funds carried forward from prior-year appropriations. Land acquisition funds are used for (1) the acquisition of land and interest in land, and (2) for costs associated with the acquisition of land appraisals, title evidence, mapPing, surveys, and relocation expenses. Land acquisition management funds are used for the payment of salaries and support costs associated with the acquisition of land and interest in land. Funds so appropriated can only be used for the unit or purpose specified in the Appropriations Act and accompanying congressional conferees' report, unless a formal reprogramming of funds is submitted .to and approved by Congress. The conferees's report specifies acquisition amounts by park by line item as well as providing lump sum amounts for certain types of acquisitions such as inholdings, emergency/hardship cases, and deficiencies and relocation. The appropriations act and congressional conferee's report frequently contain additional language that expresses congressional directive and restrictions regarding program management and execution of the enacted budget.

Annual Financial Plans

Upon enactment of the annual appropriations bill, each regional Land Resources Office submits to the Washington Land Resources Office a land acquisition schedule and Form 10-561 — Financial Plan/Operating Program. The land acquisition schedule is an estimate, by park, of obligations to be incurred in each quarter of the fiscal year, and the number of tracts and acres projected to be acquired within the same year. The quarterly schedules are used to develop the servicewide land acquisition apportionment schedule, submitted to the OMB for approval. The land acquisition schedule and the subsequent apportionment of funds for the Service's land acquisition program are estimates that take into account the uncertain timing of the land, acquisition process. The obtaining and approval of appraisals, the securing of title evidence, and the duration of negotiations must be considered in estimating when an obligation for land acquisition might be incurred. If negotiations with a land owner are unsuccessful, the Service may either defer plans to acquire the property or initiate condemnation proceedings to acquire title to the land. The uncertainty of success in the land acquisition process makes estimating the timing of obligations difficult. The quarterly obligation estimates included in the land acquisition schedule assume that negotiations will be timely and successful.

Fund Allocation

Following the submission and OMB approval of the Service's apportionment request, action is taken by the Land Resources Division in Washington to have the funds allocated to the field. This process begins with the WASO Budget Division preparation of funding advices (approved documents for allocating funds to support projects that carry specific fund limitations) to allocate funding, and the establishment of project accounts in the FFS accounting system by the WASO Land Resources Division. For regular land acquisition and for acquisition management, the allocations are based on the appropriated line item amounts and/or the approved financial plan/operating programs. For emergency/hardship cases, deficiencies -and relocations, and inholdings, allocations are based on regional requests which have been reviewed and approved. The Budget Division prepares and sends funding advices to the appropriate organization (WASO, regional office, service center), thereby giving it authority to obligate funds.

Funds appropriated for emergency and hardship cases and for the payment of deficiencies and relocation costs, are allocated on a case-by-case basis following a specific request from the region, and a determination of the eligibility of each case for funding. Funds appropriated for emergencies and Hardships are used to acquire tracts located in units for which specifically appropriated funds are not available. Funds appropriated specifically for the acquisition of inholdings can only be used to acquire tracts of land located in parks authorized prior to fiscal year 1960. Inholding acquisition funds are allocated to each of the inholding areas based on needs identified in the regional land acquisition schedules. When inholding funds are limited; however, funds are held by WASO Land Resources and allocated on a case-by-case basis following a review of each individual request for funds.

The Land Resources Division monitors and analyzes the land acquisition program on a monthly basis based on reports generated by the FFS accounting system and other management information systems, to ensure compliance with funding authorizations, statutory ceilings and acquisition authority.

STATE ASSISTANCE (GRANTS)

As mentioned in chapter 9, "Formulation of the Land Acquisition and State Assistance (Grants) Budget," to be eligible for grants states must have a statewide comprehensive outdoor recreation plan (SCORP) and action plan, and an open project selection system with public involvement and participation.

The Land Water Conservation Fund Act formula for distribution of grant funding is as follows:

> The portion of the appropriation to be equally (1/56 to each "state") apportioned is created by taking 40% of the first $225 million, 30% of the next $275 million, and 20% of all additional appropriations.'
>
> The remaining appropriation (60% of the first $225 million, etc.) is apportioned according to "need" in the judgment of the secretary of the interior, using criteria such as state population and use of each state's recreational resources.

Regional personnel and WASO Recreation Grants Division determine the state apportionments according to the above formula, and advise each state liaison officer of that state's apportionment. State liaison officers then prepare SF 10-902 — Land and Water Conservation Fund Project Agreement, and submit them through the respective regional office to the WASO Recreation Grants Division, who reviews for consistency with the state's SCORP and implementing action plan, and either approves the project or returns it to the state liaison officer not approved, or requesting more information.

State liaison officers are notified of approved projects, and states are given authority to draw on the Treasury of the United States up to the approved amount for each projeqt. Work progress and obligation rates are monitored throughout the year by the Recreation Grants Division and regional personnel.

Section 6(f)(3) of the L&WCF Act protects areas acquired or developed with L&WCF state grants from **conversion** to other than public outdoor recreation use.

DONATIONS

The Act of Congress approved June 5, 1920 (41 Stat. 917, 16 U.S.C. 6), provides that "The Secretary of the Interior in his administration of the National Park Service is authorized, in his discretion, to accept patented lands, rights-of-way over patented lands or other lands, buildings, or other property within the various national parks and national monuments, and moneys which may be donated for the purposes of the national park and monument system."

In accordance with this act, the Service has the authority to accept donations that are consistent with NPS goals and objectives. They have made possible the acquisition of lands, rehabilitation and improvement of park facilities, provision for protection, informational interpretive and related services and programs, etc., which could not have been accomplished within the limitations of available appropriated funds. The procedures for the acceptance and use of donations are contained in Staff Directive 84-1, dated May 10, 1984.

A highly visible portion of the donations fund source is the Cooperating Association Fund. It was established in 1960 under the same legislative authority as mentioned above. This fund represents voluntary contributions from the many cooperating associations to be used by the director of the National Park Service for purposes consistent with Staff Directive 84-1.

Donations are made mostly to parks, but occasionally are also made to regional or other central offices. A letter of tender usually accompanies the donation, specifying the purpose for which it should be used. The recipient of the donation issues a letter of acceptance to the donor, and deposits the donation with a Federal Reserve Bank, sending copies of the deposit slips to AOD. The recipient establishes a donation account in FFS and AOD adds the revenue to the account based on the deposit ticket. Donations are available until expended, and must be managed the same as any funded program, keeping obligations and expenditures with available funds.

REIMBURSEMENTS

The U.S. Constitution, Article I, Section 9, Clause 7, states that "No money shall be drawn from the Treasury, but in consequence of appropriations made by law." Also, 31 U.S.C. 3302 requires that all receipts must be deposited to the general fund of the Treasury as miscellaneous receipts unless otherwise authorized in law. To retain and credit an appropriation for income not so authorized would improperly augment the appropriation.

The two classes of receipts that may be retained in the appropriation are reimbursements and refunds.

> Reimbursements to appropriations are defined, in "Principles of Federal Appropriations Lay." issued in June 1982 by the Office of General Counsel, General Accounting-Office., as ',ha "amount collected from outside sources for non ¯¯.- dities or services fur he. or to be furnished, and which by la.w may be i.:reo!t,s1=...: apprr tionf3." The Service's reimbursable program is OME:4I.:):74c.x.4 obligations or .'vnendH
>
> Refunds to appropilet;c>ry: defined, 78r7;is p..: c:ton a 'arntints collected from outside Sources fp: ..,.;;ayrnents made in erroi , Ot di,ti trnents for previous amounts disbursild, including returns of authorized ricltianz.-.:," 13:7,:l "A rekind as used in this definition is supported by several Comptroller General decisions.'

OMB Circular A-25 discusses user charges and requires recovery of cost of SeiVinS to special beneficiaries. Proceeds from user fees are to be deposited to the general fund unless there is special authority for other disposition.

Some additional facts related to reimbursable accounts are as follows:

- Expenses in a reimbursable account are billed to the benefitting entity based on terms of the reimbursable agreement.
- The responsible organization will have to absorb (in its operating account) any portion of the reimbursable expenses that are not repaid by the benefitting entity.
- If a benefitting agency has a reimbursable related to a specific type of fund (annual, no-year, etc.), then the rules governing the specific type of fund will apply to the reimbursable account.
- All expenses that are directly or indirectly related to the reimbursable agreement should be charged to the reimbursable account.
- Annually, the National Park Service must request apportionment authority from OMB to perform reimbursable work. This establishes the maximum level of expenditures the Service is allowed to incur. A call is made to each region annually to determine the estimated level of reimbursements.

A servicewide policy is being developed to establish a "standard" administrative surcharge to be assessed against all reimbursable agreements. Managers must take into account estimated reimbursable overhead when developing their annual financial plans.

The National Park Service is authorized to collect reimbursements and credit the appropriation current for the following activities:

16 USC la-2(g), sale of products and services produced by living exhibits, interpretive demonstrations, etc. Next to utilities, these cost recoveries are the most widely used reimbursable authority in the National Park Service. The provision in 16 U.S.C. 1(a)(2)(g) states:

> In order to facatate the administration of the National Park System, the Secretary of the Interior is authorized, under such terms and conditions as he may deem advisable, to. . . sell at fair market value without regard to the requirements of the Federal Property and Administrative Services Act of 1949, as amended, products and services produced in the conduct of living exhibits and interpretive demonstrations in areas of the National Park System, to enter into contracts including cooperative arrangements with respect to such living exhibits and interpretive demonstrations and park programs, and to credit the proceeds therefrom to the appropriation bearing the cost of such exhibits and demonstrations.

P.L. 95-625 November 10, 1978 (92 Stat. 3486), rental of space in Haslett Warehouse, Cliff House Properties, and Louis' Restaurant, Golden Gate NRA

16 USC 14.B, meals for Government employees in the field and to cooperating agencies, the "mess account" authority. U.S.C., Title 16, Conservation, 14.b provides that: "Cash collections and payroll deductions made for meals and quarters furnished by the National Park Service to employees of the Government in the field and to cooperating agencies may be credited as a reimbursement to the current appropriation for the administration of the park or monument in which the accommodations are furnished." The provision for quarters has been superseded, but the remainder of this authority provides the basis for NPS mess operations.

16 USC 1b.5, furnishing supplies and rental of equipment to persons and agencies that render services or perform functions that facilitate or supplement the activities of the Department of the Interior. Use of this authority is particularly helpful in those park areas which maintain a pool of NPS-owned heavy equipment. Reimbursable agreements can be entered into with concessioners, permittees, or other parties for the rental of such equipment when its use by the other party would be of benefit to management of the park lands or operations.

41 CFR 101-46.404, the sale of equipment being replaced, with the proceeds used to help pay for the new equipment.

PL 96-515, December 12, 1980 (94 Stat. 2997), and NPS Guideline 38, the leasing of historic properties, with the proceeds used to maintain, repair, rehabilitate, etc. the historic property.

16 USC 113(4), the furnishing of government-produced utilities to concessioners, contractors, permittees, or other users. This authority states: "Furnishing, on a reimbursement of appropriation basis, all types of utility services to concessioners, contractors, permittees, or

other users of such services within the National Park System: Provided, that reimbursements for cost of such utility services may be credited to the appropriation current at the time reimbursements are received."

This authority is used to recover utility costs from park concessioners, permittees and other parties directly using government-provided utilities. For the purpose of this authority, the word "utilities" generally include water, sewage treatment, solid waste disposal, and electricity. Parks using--or proposing to use this reimbursable authority for utilities must also adhere to the current NPS policy on establishing rate structure for such utilities.

31 USC 1535 and 1536, providing supplies and services to other federal agencies on a reimbursable basis; the Economy Act, a much-used authority. These services can be as diverse as natural resource studies, engineering or architectural studies, computer software development, or maintenance of supply caches for emergency tools and equipment.

PL 90-577, October 16, 1968 (82 Stat. 1102) and 43 USC 1460, provision of specialized or technical services to state or local governments, and the furnishing of copies of records, documents, etc. to nonfederal entities.

16 USC 17, the government purchase of supplies, equipment and medical attention for employees of the NPS, with reimbursement by the employee from salary payments or other payments due the employee.

16 USC 12, aid to visitors in emergencies via the sale (at cost), when no other source is available, of food and supplies sufficient to enable them to reach safely a point where such food or supplies can be purchased. This authority is used by park areas where either the geographic location or timing of the emergency is such that needed goods are not readily available. In many cases, this equates to the maintenance of a cache of nonperishable goods (basic medical supplies, dehydrated or canned foods and beverages, etc.), distributed on an as-needed, cost-reimbursable basis, and replenished by use of the funds collected and deposited in visitor services accounts.

16 USC 17c provides similar authority to permittees and licensees.

16 USC 1b.8, provision of the operation, repair, maintenance and replacement of motor and other equipment on a reimbursable basis when such equipment is used on NPS projects, or on work of other federal agencies. Reimbursement will be made from appropriations applicable to the work on which the equipment is used, at rental rates established by the secretary, based on actual or estimated cost of operation, repair, maintenance, and depreciation.

The Secretary may also rent equipment for fire control purposes to state, county, private, or other nonfederal agencies that cooperate with the National Park Service in fire control, such rental to be under the terms of written cooperative agreements, and amounts collected for such rental to be credited to appropriations currently available at the time payment is received. This authority is used extensively in areas where it is not feasible or economical for several adjacent land management agencies to maintain separate inventories of equipment.

FY 1987 appropriations act (and must be included in each succeeding appropriations act to remain in effect), the recovery of unbudo eted costs associated with special use permits. The FY 1988 Appropriations Act expanded this authority to include all costs, budgeted and unbudgeted.

16 USC 3, the basic authority to charge a fee for special use permits; unlike the above FY 1987 and 1988 Appropriations Acts authority, the revenue here goes to the general fund.

16 USC 3, the issuance of commercial use licenses for grazing, guide service, etc., the revenue of which may be retained.

Before reimbursable accounts can be established, a reimbursable agreement must be prepared and signed by all parties. A reimbursable account is then established in the_FFS accounting system, and AOD periodically bills the benefitting organization.

HISTORIC PRESERVATION FUND GRANTS

Following appropriation of funds by the Congress, issuance of Treasury warrants, and approval of apportionments by the OMB, the following process is necessary to issue historic preservation fund (HPF) grants:

- Apportionment certificates with major terms and conditions are generated by NPS. Amounts to each state are based on an administrative formula.

- The secretary of the interior signs apportionment certificates, which notifies governors **and** states agency recipients (state historic preservation officers) of the amounts for which grant applications should be submitted.

- The assistant secretary for policy, budget and administration obtains "advice of allotment" for the total funds apportioned from OMB for obligation authority. Department's Office of the Budget transmits this advice of allotment through NPS Budget Division to the NPS Finance Division.

- States submit funding applications to NPS regional offices. (States may submit grant applications prior to the secretarial apportionment; application is not approved until the apportionment certificate is signed.) The grant agreement includes specific reference to elements of the annual appropriation, terms required by **OMB** for the apportionment, and program and financial management requirements compiled in manual form, issued as the *NPS-49, National Register Programs Guideline.*

- The regional office examines application for acceptability (allowable proposed activities and costs, completeness, eligible matching share, appropriate certifications and assurances, etc.), and then prepares grant award package (Standard Form 424 — Grant Agreement, and any changes/special conditions.)

- When the regional office completes review and judges application acceptable, it requests a certification of funds availability from the NPS Accounting Operations Division through the WASO Preservation Assistance Division (PAD).

- When AOD issues the certification of funds availability, PAD notifies the regional office to forward the grant award package to PAD.

- PAD prepares congressional notifications of grant award and transmits the SF-424 to AOD to officially record the obligation of funds. Until these steps occur, obligation is not official.

- PAD notifies the NPS regional office to release the grant agreement to the state historic preservation officer and to state single point of contact 48 hours after congressional notification has been made.

- Funds may be "drawn down" by grantees after these obligation steps are completed as evidenced by the state's receipt of the grant award package from the regional office.

Post-award monitoring involves both ongoing reviews of grant-related paperwork and onsite compliance evaluations. The latter is required by the National Historic Preservation Act, section 101(b)(2), which directs the secretary to evaluate each program "to determine whether or not it is in compliance with the requirements of the Act," not less frequently than every four years. This onsite review includes program-specific elements as well as financial management requirements of OMB Circular A-102 — Administrative Requirements and OMB Circular A-123 — Internal Control Standards as applicable to grants.

The former involves assessment and action on grant documents, including summary scopes of work and supporting budgets for subgrants and contracts which delegate funds to third party projects; amendments; billings; and Circular A-87 — Cost Principles elements requiring prior grantor approval. Other documents reviewed and monitored to evidence accountability are final project reports for third party agreements and the state's programwide end-of-year report.

URBAN PARK AND RECREATION FUND

Authorized by the Urban Park and Recreation Recovery (U PARR) Act of 1978, this grant program has been intermittently funded over the years. A list of eligible cities was prepared and published in the *Federal Register* shortly after passage of the act, and is still current. The program was established specifically to help focus local attention and commitments on needs to protect and enhance the billions of dollars worth of existing local parks by systematic planning and leveraged investments that can enhance local economies and environments while serving neighborhood recreation needs. Its efforts complement those of L&WCF grants, which tend to emphasize protection of open space, acquisition of parkland, and new developments. UPARR grants are provided to economically distressed cities and urban counties for system wide recreation revitalization planning, for rehabilitation of existing neighborhood recreation facilities (rehabilitation grants), and for demonstration of innovative and cost-effective approaches to the provision of recreation services (innovation grants). UPARR provides no grants for acquiring land, but is intended to complement L&WCF grants for new acquisition and development.

In years that UPARR appropriations are made, announcements are published in the *Federal Register* inviting eligible cities to submit grant requests, for innovative (program) activities, or restoration projects. Communities are required to prepare, and have approved by the National Park Service, an urban park and recovery plan (UPARP), from which specific Rr.6ititt requests are submitted for grant funding. Grants are to local governments to rehe5ilitara' sting indoor and outdoor recreation facilities, and to communities to demonstrate irc.rit "6.03--cost-effective ways to enhance park and recreation opportunities at the Vel, including development and testing of new approaches to facility and

Grant requests are submitted on SF 424 to the WASO Recreat!1;3 t5i: Division, who review and approve for eligibility the proposals that meet program nts are awarded on a nationally competitive basis.

Facsimile 9/87
NPS Form 10-56
(July 1987)

DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

FUND CLEARANCE REQUEST FOR MODIFICATIONS TO CONTRACTS AND DAY LABOR PROJECTS
(14X1039 Construction Appropriation)

I. GENERAL INFORMATION

Date _____ Park _____ Package No. _____

Project Title _____ FY Appropriated _____

SWP _____ Work Order No. _____ to which modif. applies.

Modification No. _____ Amount Requested $

Project Status _____ Requested by _____
(% Complete/Estimated Month/Year of Completion) (Person Responsible and Office)

II. PROJECT COST SUMMARY TO WHICH MODIFICATION APPLIES

Amount Appropriated $ _____
(Gross Availability) (Net Availability)

Obligated/Committed Programmed Components (Check one only for each line)			Work Order No.	Amount (Obligated[1] Committed[2])
1. Contract	Day Labor	Other	_____	_____
2. Contract	Day Labor	Other	_____	_____
3. Contract	Day Labor	Other	_____	_____

Total Obligations/Commitments to date: _____

Amount requested this date: _____

TOTAL _____

WOP Total contract modifications approved to date: _____
WOP Total increased in day labor costs to date: _____
WOP Total day labor obligations to date: _____

WASO use only

_____
Regional Office Approval (Date)

Form 10-239
(Rev. 11/86)

United States Department of theinterior
National Park **Service.**

PROGRAM CHANGE PROPOSAL

REF *it* ORG **FY**

Date:

PART I GENERAL INFORMATION

PROGRAM: _____ **TYPE OF ACTION:** **Add Project(s)** **Drop Project(s)** **Transfer Funds** **Adjust Funds**

PART II *(Continue on reverse if needed)*

PARK; Package; S/W Priority; Project Title Project ID Number FY - PT - PARK - UNIQUE e	Account Number XXXX - >00CX - XXX	Current Amount	FUNDING mt. Change	Proposed Amount
(1)				
(2)				
(3)				
(4)				
(5)				
(6)				

PART III JUSTIFICATION *(Continue on reverse if needed)*
(NOTE Justify need for adding new projects or increasing funding for approved projects. Describe impact on current and Mute programs of dropped, deferred or decreased projects)

PART IV APPROVAL

Regional Director: _____ **WASO BUDGET OFFICER:** _____

DSC or HFC Service Center Manager DIRECTOR: _____ **WASO PROGRAM COORDINATOR:** _____

FULL-TIME EQUIVALENT EMPLOYMENT CEILINGS

FULL-TIME EQUIVALENCIES AND BUDGETING

Federal employment was measured and controlled before full-time equivalencies (FTEs) by on-board strength (numbers of employees occupying permanent and other positions) at the end of the fiscal year. This "snapshot" approach was replaced by FTE controls, which measure total work years of employment, rather than a count of employees on the rolls at a par ular time. One FTE equals one work year of employment, 26 pay periods of 80 hours each, 260 paid days (including holidays), or 2,080 hours. This is not to be confused with the federal pay system, which uses 2,087 hours (annual salary rates are divided by 2,087 to get the hourly rate for which employees are actually, paid) for pay purposes, the number of hours in an "average" (depending on the calendar, the number of actual paid days in a fiscal year can vary) fiscal year.

FTE management is actually position management, as FTE use is generated by the number of permanent, temporary, and seasonal employees working, and since they are all getting paid, they consume budgetary resources.

> Salary and benefit costs represent the major portion (59% for ONPS park management in FY 1994 budget justifications) of the NPS operating budget.
>
> The percentage of discretionary funds in an organization's budget is reduced with the addition of each permanent position, unless there is an accompanying budget increase. Organizations with most of their budgets dedicated to permanent salary costs and benefits find it very difficult to meet changing conditions, and to cope with assessments and other budget reductions.

FULL-TIME EQUIVALENCY CEILINGS AND CONTROLS

FTE ceilings are established for the Department of the Interior by OMB during the annual budget formulation process. The department then allocates an annual ceiling to all bureaus, including the National Park Service, for the budget year. This ceiling may be adjusted following final congressional action on the Service's budget request, particularly if Congress adds funding above the level requested by the administration.

It is important to note that Congress does not issue FTE ceilings for the National Park Service. - In this sense, a dilemma is sometimes created when the Congress appropriates additional funding . for certain programs and activities, but OMB does not allow attendant increases in the FTE ceiling. A final ceiling for the National Park Service is negotiated with the department after the budget is enacted. A single ceiling is allocated and controlled for all appropriations and organizations. This ceiling is then allocated to each NPS organization, usually as part of the annual financial plan call. Each regional office/service center then has the responsibility of reallocating FTEs within the center or region.

ORGANIZATION CHARTS AND POSITION MANAGEMENT PLANS

Sound position management calls for current organization charts and position management plans. Organizational changes, when they result in additional positions and/or higher grades, should be "priced out" to determine in advance the impact on the budget. Employment included in annual financial plans should be consistent with the approved organization chart; in other words, additional positions should be proposed and approved via organization charts and position management plans, not via annual financial plans.

MANAGEMENT OF FTE EXPENDITURES

The directorate and the field directorate are the responsible and accountable officials for the prudent and effective management, control and reporting of the use of FTEs allocated to them. Once FTE allocations have been made, each organization's ceiling is entered in the PAY/PERS payroll system, and are included in the "1130, Report of Full-Time EquivalentNVork Year Civilian Employment" report. This report shows (1) the FTE ceiling allocated by organization, (2) the amount of FTEs used by employment category, and (3) the remaining FTE balance (see exhibit 15-1). FTE allocations are also shown on PAY/PERS "Table 10, Organization Description" which can be found in each Regional Personnel Office.

In order to manage the annual **FTE** ceiling, projected use by pay period must be determined. The AFS, using employment programmed in the 10-575 module, produces projected FTE expenditures by pay period for the organization. These projections are compared with the actual use reported on the 1130 report, and variances are noted for cumulative use through each pay period, and the remaining balance for the fiscal year.

Unlike dollar expenditures, FTE expenditures cannot be transferred to other organizations, even if the other organization is reimbursing the salary costs; FTE expenditures stay forever charged against the employing organization. FTE ceiling can be transferred, however, when lack of FTE ceiling may prevent one organization from doing reimbursable work for another.

WASO Budget Division is responsible for overall NPS management of FTEs, which involves the following:

- Formal allocation and documentation of the distribution of initial FTE ceilings to the WASO and field directorates, and subsequent ceiling increases and decreases.

- Monitor and report periodically to the director the projected and actual use of FTEs by the directorate and field directorate.

- Submit to the directorate and field directorate by November 30 of each year a report analyzing, evaluating, and summarizing WASO and regional management of FTEs for the previous fiscal year.

PAY/PERS PRIVACY DATA TO BE ACCESSED BY AUTHORIZED PERSONNEL ONLY

RUN DATE:02/11/93 01 R OF FULL-TIME EQUIVALENT/WORK-YEAR CI LIAN EM OYMENT

PROGRAM-ID:PMPO40 DEPT OF THE INTERIOR NATIONAL PARK SERVICE REPORT .pay flRicoos)9304-94

ORGANIZATION-CODE R9835 ORGANIZATION-TITLE SITKA NATIONAL HISTORICAL PARK LEVEL: 2 SUB-BUREAU: AK

EMPLOYMENT COVERAGE
(1) NONCITIZENS OVERSEAS
)6((2) AGENCYWIDE

REPORTING PERIOD (414.00,YY) FROM .01/24/93 02/06/93

No: OF PAY PERIODS COVERED THIS io Pigc

S rr ELAPSED 56

EMPLOYMENT/HOURS CATEGORY	THE EMPLOYMENT AND HOURS	CURRENT PERIOD FULL-TIME EQUIVALENT EMPLOYMENT	++++++WORK CURRENT PERIOD	YEARS++++++++++++++++ CUMULATIVE TO END OF CURRENT PAY PERIOD	CEILING	% CEILING EXPENDED	CUMULATIVE WORK HOURS PYEIY9N.PP/
1A. TOTAL PAID CEIL EMPL	7	7	0.27	2.83			
B. STRAIGHT TIME	560	7	0.27	2.76	9.0	30..67%	
C. OVERTIME	0	0	0.00	0.07			
2A. FULL-TIME/PERM. iPPT	6	6	0.23'	2.41			
B. STRAIGHT TIME	480	6	0.23	2.35	0.0		
C. OVERTIME	0	0	0.00	0.06			
3A. OTHER EMPLOYMENT	1	1	0.04	0.43			
B. STRAIGHT TIME	BO	1	0.04	0.42	O.O		+864
C. OVERTIME	0	0	0.00	0.01			
4A. PART-TIME/PERM. APPT.	0	•0	0A10	0.00			
B. STRAIGHT TIME	0	0	0.00	0.00	0; 0		+00
C. OVERTIME	0	0	0.00	0.00			
5A. PART-TIME/TEMP 6 INDF	0	0	0.00	0.00			
B. STRAIGHT TIME	0	0	0.00	0.00	O. O		+00
C. OVERTIME	0	0	0.00	0.00			
6A KOUL-fime/itmt a INDF		I	0.04	0.43			
B. STRAIGHT TIME	80	I	0.04	0.42	O. O		41184
C. OVERTIME	0	0	0.00	9.01			
7A. INTERMITTENT	0	0	0.00	0.00			
B. STRAIGHT TIME	0	0	0.00	0.00	O.O		+OW
C. OVERTIME	0	0	0.00	0.00			
BA. LINE 2A (WO SEASONAL)	5	5	0.19	2.06			
B. STRAIGHT TIME	400	5	0.19	2.00	O.O		+4,160
C. OVERTIME	0	0	0.00	0.06			
9A. NON-CEILING(NOT IN 1)	6	3	0.13	1.50			
B. STRAIGHT TIME	277	3	0.13	1.48	0. 0		+3,086
C. OVERTIME	0	0	0.00	0.02			

PROGRAM ADJUSTMENTS, CONTINGENCIES, AND EMERGENCIES

After funds are appropriated, operating financial plans and project type programs finalized and issued, and new year operations are underway, circumstances may still call for changes in appropriations. Increasing or decreasing appropriations provided by Congress requires essentially the same review and approval process as the original appropriations act. A reduction of appropriation requires either a rescission or deferral action. Rescissions and deferrals are usually initiated by the administration, but may be requested by the National Park Service when it is desirable to make programmatic adjustments between appropriations. Emergencies and unforeseen requirements also arise, which must be funded with additional appropriations or reprogrammings from available appropriations.

SUPPLEMENTAL APPROPRIATIONS

A supplemental appropriation is an act appropriating funds in addition to those in an annual appropriations act. Supplemental appropriations provide additional budget authority beyond original appropriations for programs or activities (including new programs authorized after the date of the original appropriation act) for which the need for funds is too urgent to be postponed until enactment of the next regular appropriation act.

The OMB guideline for supplementals is as follows:

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

The most frequent use of supplementals in the National Park Service in recent years is to request funding for emergency storm damage and natural disasters.

RESCISSIONS AND DEFERRALS

A <u>rescission</u> is the consequence of enacted legislation which cancels budget authority previously provided by Congress prior to the time when the authority would otherwise lapse (i.e., cease to be available for obligation). Section 1012 of the Impoundment Control Act of 1974 requires a special message from the president to the Congress reporting any proposed rescission of budget authority. These proposals may be accepted in whole or in part through the passage of a resciSsion bill by both houses of Congress. Unless Congress approves a rescission bill within 45

days of continuous session after receipt of the proposal, the budget authority must be made available for obligation.

A deferral is any action or inaction by any officer or employee of the United States that withholds, delays, or effectively precludes the obligation or expenditure of budget authority, including the establishment of reserves under the Anti-Deficiency Act, as amended by the Impoundment Control Act. Section 1013 of the Impoundment Control Act of 1974 requires a special message from the president to the Congress reporting a proposed deferral of budget authority. Deferrals may not extend beyond the end of the fiscal year in which the message reporting the deferral is transmitted and may be overturned by the passage of an impoundment resolUtion by either house of Congress.

REPROGRAMMINGS

A reprogramming is the shifting of funds within an appropriation account, generally from one project, program, activity, or organization to another, to use them for purposes other that those outlined in the NPS budget justifications and expressed as congressional intent in the appropriations bill and accompanying report. A reprogramming differs from a transfer, which shifts funds permanently between appropriation accounts and requires statutory authority.

Subcommittee Reprogramming Guidelines

Reprogramming procedures are usually guided by nonstatutory, informal arrangements between the Department of the Interior and the Appropriations• Subcommittees. The reprogramming guidelines have been provided in committee reports and recently in floor statements of the House and Senate subcommittee chairmen.

The Interior Appropriations Subcommittees consider as a reprogramming:

The reallocation of funds from one budget activity to another.

The reallocation of funds from one subactivity or program element to another when that lower level of detail is shown in either the House or Senate report accompanying the appropriations act or the NPS budget justifications.

The reallocation of funds from one construction project to another (see chapter 15, under the construction section).

Any significant departure from the program described in the NPS budget justifications, including reorganizations.

Other reprogramming criteria include the following:

A reprogramming should be made only when there arises an unforeseen situation that if not corrected before the next budget cycle would result in actual loss or damage.

For those activities deferred through reprogramming, the replacement of funds should not be made through another reprogramming, but through the regular appropriation process.

Reprogrammings Involving subcommittee concurrence:

Those where the amounts reprogrammed annually would result in a total increase or decrease of over $250,000 or more than 10% annually in the affected programs. (Exception: Any land purchase not exceeding $100,000.)

Reallocations from one construction project to another of an amount in excess (increase or decrease) of 25% of the total appropriated for the project. This provision applies to the project losing the funds as well as the gaining project.

Those reprogrammings that would initiate a new program or change_a specific allocation, increase or limitation in a House or Senate report or would support an allocation specifically denied by the Congress in an appropriation act or report.

Land to be acquired for more than the approved appraised value, except for condemnations and declaration of taking.

Proposals by the National Park Service funded by the L&WCF appropriation for inholding . acquisition purchases that exceed $150,000.

Filing declarations of taking by the National Park Service.

Assessment levied against any program, budget activity, subactivity, or project. The`use of funds assessed against various budget activities for contingency accounts must receive prior approval from Congress.

NOTE: Programs, projects, and amounts specifically written into appropriation law cannot be changed by reprogramming; only subsequent act of Congress can make such a change.

Quarterly Reprogramming Reports

All reprogrammings, of whatever amount and whether congressionally approved or not, must be reported quarterly to the subcommittees. These reports, prepared by the WASO Budget Division, must include cumulative totals. Each bureau prepares and submits two copies of the report to the Department of the Interior, Office of Programming and Budget, no later than the 20th of the month following the end of the quarter. The Office of Programming and Budget will compile these reports and send a departmentwide report to the subcommittees.

Reprogrammings Internal To National Park Service

When it is desirable to change an approved program within an appropriation, a reprogramming is required. The requirements for reprogramming vary with the appropriation and program.

Operation of the National Park System (ONPS). All reprogrammings between the two budget activities must be approved by the department, OMB, and congressional committee.

Reprogrammings of any organizational (park or other organization) or program (cultural resources Preservation, etc.) item listed in the NPS budget justifications or detailed in a House or Senate report, within the same budget activity, of less than 10% or $250,000, requires no formal approval.

Servicewide project type programs, such as natural resource preservation, cultural resource preservation, etc., have an internal reprogramming procedure for movement of funds between projects. Form 10-239 — Program Change Proposal is prepared by the requesting office, concurred with by the affected region or service center, and approved by the servicewide program manager and WASO Budget Division.

Construction. All reprogram mings between the four budget activities must be approved by the department, OMB and congressional committee.

For line item construction projects, reprogrammings of more than 25% of the gross construction amount require approval by the department, OMB, and congressional committee. See chapter 15 for additional details.

Reprogrammings between projects in the planning, general management plan, and emergency, unscheduled and housing projects budget activities are via the PCP described above.

CONTINGENCY FUNDS AND EMERGENCIES

The National Park Service maintains several programs and authorities to accommodate situations that are unforeseeable at the time of budget formulation. Some are funded programs, such as emergencies – storms, floods, and structural fires" (ONPS), and emergency, unscheduled (not the housing projects portion) and housing projects (construction), which have already been discussed, and some are only authorities, that carry no funding, but give authority to charge other available appropriations. The unfunded authorities are listed below.

Emergency Relief – Federally Owned (ERFO) for Federal Roads

If the storm-damaged facility is a road, bridge, etc., it may qualify for repair funding from ERFO. This fund source is controlled by the Federal Highway Administration (FHWA) of the Department of Transportation. It is a restricted fund source relating only to highways, roads, trails, and related facilities. In some cases, the FHWA may elect not only to fund the repair, but accomplish the work themselves. In such cases, no funds would be transferred to NPS. A park, through the region, requests by telephone the local ERFO coordinator to review the damaged facility. If the coordinator deems that it qualifies for ERFO funding, the regional director will notify, by letter, the FHWA Direct Federal Division engineer of the intention to apply for emergency relief and request that a finding be made. Complete instructions are contained in the "Emergency Relief Manual for Federal Roads" issued by FHWA. If funding/repair is not approved by FHWA, then the park may request, through the region, funding from WASO.

Sections 101 and 102 Authorities

Where the cost to reconstruct, repair, or replace aircraft, buildings, or other utilities damaged by flood, storms, fire, or other unavoidable causes exceeds the funds available to make such repairs, the National Park Service may request use of section 101 and/or 102 authorities. These authorities are granted to the secretary in sections 101 and 102 of the annual appropriation act. It allows for expenditure or transfer within the bureau of any available funds to cover the costs. These authorities are evoked only in extreme cases. The use of the authorities is determined by the WASO Budget Division after review of overall servicewide needs. The National Park Service can only request the use of the authorities after all funds specifically available for emergencies have been exhausted.

Emergency Law and Order Costs

The National Park Service may use, with the approval of the secretary of the interior, any funds available to maintain law and order in emergency and other unforeseen law enforcement situations in the national park system. This authority allows the National Park Service to reprogram and transfer funds available to it without prior congressional approval. It does not provide additional funding. Detailed instructions are contained in *NPS-9, Law Enforcement Guideline.*

Emergency Search and Rescue Costs

In FY 1982, because of increased costs associated with search and rescue operations, language was added to the appropriations act administrative provisions authorizing the National Park Service to use, with the approval of the secretary of the interior, 'any funds available to conduct emergency search and rescue operations in the national park system. This authority must be used prudently and with complete documentation for all costs associated with personnel, travel, equipment, supplies, and materials. Itemization is required by the WASO only for those items identified with an asterisk (*) on Form 10-347 — Search and Rescue Funding Report. All other itemized documentation, such as personnel compensation, travel, and transportation of things should be retained in the park file for a minimum of three calendar years following termination of the incident. When a park uses this authority, Form 10-347 -- Search and Rescue Funding Report (exhibit 16-1), and Form 10-343 — Case Incident Record (exhibit 16-2) will be completed.

Special accounting procedures are required for this authority and are described in the search and rescue PWE definitions. This authority is to be used only when the cost of the incident exceeds $500. Incidents costing less must be covered within park base.

No additional funds are appropriated for this activity. Just as with the emergency law and order authority, this authority allows for reprogramming and transfer of funds within the National Park Service.

FORM 10-347
(6-82)

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

SEARCH & RESCUE FUNDING REPORT

REGION	**PARK**	**DATE OF REPORT**
		ACCOUNT NUMBER
NATURE OF INCIDENT	**BEGINNING DATE**	**ENDING DATE**

COSTS:

Park employee's overtime ***(Except Seasonals)***	_____		
Seasonal employees:			
Regular	_____		
Overtime	_____		
Temporary duty employees:			
Regular	_____		
Overtime	_____		
Personnel Compensation			
Travel and Transportation of persons		_____	
Transportation of things		_____	
'Rent, communications, and utilities		_____	
'Other services		_____	
*SuPialies and materials		_____	
* Equipment		_____	
SUBTOTAL			_____

CLEAN-UP AND REPAIR COSTS:

Park employee's overtime ***(Except Seesonals)***	_____		
Seasor4I employees:			
Regular	_____		
Overtime	_____		
Temporary duty employees:			
Regular	_____		
Overtime	_____		
Personnel Compensation		$ _____	
Travel and Transportation of persons		_____	
Transportation of things		_____	
'Rent, communication, and utilities		_____	
'Other services		_____	
'Supplies and materials		_____	
'Equipment		_____	
SUBTOTAL			_____
TOTAL COSTS			_____

"Explain ***and*** itemize on additional page

Brief narrative of incident:

SIGNATURE OF SUPERINTENDENT	**DECISION AND SIGNATURE OF REGIONAL DIRECTOR**
	0 Approved
	0 Disapproved _____

FORM 10-343
Rs. (1/76)

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

CASE INCIDENT RECORD

1. ORGANIZATION CODE	2. ORGANIZATION (PARK) NAME	3 LOCATION CODE	4. CASE/INCIDENT NO.
1			

t LOCATION LF INCIDENT	6. WHEN DID IT OCCUR?	MO.	DAY	YR.	24 HOUR TIME	MIN.	7. DAY OF WEEK

it OFFENSE/INCIDENT CODE	9. NATURE OF INCIDENT	10. HOW	*PORTED

11 REPORTED BY	11. ADDRESS	13.. HOME PHONE { BUSINESS
14. RECEIVED BY	15. WHEN RECEIVED: DATE	N. UK DUBOW 17. WHEN INVESTIGATED DATE TIME
III INVESTIGATED BY	16. OFFICER/MANGER NO.	20. WHEN CLEARED DATE TIME DISPOSITION 21.

22. INVOLVED PERSONS	23. ADDRESS	24. PHONE	25. SEX	26. MACE	27. ACE	21. DATE OF BIRTH
I						
2						
3						
4						

29. DETAILS OF INCIDENT

30. QUANTITY	31. PROPERTY STOLEN OR DAMAGED	32. ESTIMATED VALUE	RECOVERED 33. DATE	RECOVERED 34. VALUE
35. PROPERTY CODE OF HIGHEST VALUE 7	36. TOTAL	00	37. TOTAL	00

INVESTIGATED BY (Signatur• and Date)	APPROVED BY (Signature and Oats)

FORMNO. 10-344
(Rev. 3.73)

U.S. DEPARTMENT OF THE **INTERIOR**
NATIONAL PARK SERVICE
SUPPLEMENTARY CASE/INCIDENT RECORD

ORGANIZATION (PARK) NAME	**CASE/INCIDENT NUMBER**
LOeATION OF INCIDENT	**DATE OF INCIDENT** MO DA YR
NATURE OF INCIDENT	

COMPLAINANTS NAME	**COMPLAINANT'S ADDRESS**

RESULTS OF INVESTIGATION

SUMMITEo BY trAGNATUNE AND DA/EI	**APPROVED BY (SIGNATURE AND DATE)**

%leaSe No. 1

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