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8/2/14/116

APPROVED
JUL 14 1976

THE WHITE HOUSE
WASHINGTON
July 12, 1976

ACTION

Last Day: July 14

MEMORANDUM FOR

THE PRESIDENT

FROM:

JIM CANNON

SUBJECT:

H.R. 14239 - Departments of State, Justice and Commerce, the Judiciary, and Related Agencies Appropriation Act, 1977

Posted
7/14/76
archived
7/15/76

Attached for your consideration is H.R. 14239, sponsored by Representative Slack.

The enrolled bill appropriates a total of \$6,680,314,453 in 1977 budget authority for the activities of the Department of State, Justice and Commerce; the Judiciary; the Small Business Administration; the United States Information Agency and other related agencies and commissions. The budget authority provided in this bill is \$427.4 million above your requests for 1977 and \$190.7 million above amounts appropriated for 1976. The net effect of these increases on estimated outlays is to add \$231 million in 1977 and \$101 million in 1978 to budgeted outlays.

A detailed analysis of the provisions of the enrolled bill is provided in Jim Lynn's memorandum at Tab A.

OMB, Counsel's Office (Schmults) and Bill Seidman recommend that you disapprove H.R. 14239.

Bob Hartmann recommends that you sign H.R. 14239: "The total increase over budget is not large - every program that is increased is highly popular, veto override certain with bad psychological effect". Max Friedersdorf and I also recommend that you sign H.R. 14239. Max indicates that if vetoed, it is very unlikely that it can be sustained.



DECISION

Sign H.R. 14239 at Tab B.
(Friedersdorf, Hartmann, Cannon)

Approve GRF Disapprove _____

Disapprove H.R. 14239 and sign veto message at Tab C
which has been approved by Doug Smith.
(OMB, Seidman, Schmults)

Approve _____ Disapprove _____

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503

July 10, 1976

MEMORANDUM FOR THE PRESIDENT

Subject: Enrolled Bill H.R. 14239 - Departments of State,
Justice, and Commerce, the Judiciary, and
Related Agencies Appropriation Act, 1977
Sponsor - Rep. Slack (D), West Virginia

Last Day for Action

July 14, 1976 - Wednesday

Purpose

Appropriates a total of \$6,680,314,453 in 1977 budget authority for the activities of the Departments of State, Justice, and Commerce; the Judiciary; the Small Business Administration; the United States Information Agency; and other related agencies and commissions.

Agency Recommendations

Office of Management and Budget

Disapproval (draft veto message attached)

Affected agencies

Approval (informally)

Discussion

The total new budget authority provided in this bill, \$6,680.3 million, is \$427.4 million above your requests for 1977 and \$190.7 million above amounts appropriated for 1976. The net effect of these increases on estimated outlays is to add \$231 million in 1977 and \$101 million in 1978 to budgeted outlays.



The following table shows the effect of Congressional action on your 1977 budget requests for major agencies in the enrolled bill:

	1977 Budget Authority (in millions of dollars)		
	Amount provided in bill	Amount requested	Change from 1976 appropriation
Department of State....	1,048	-7	+207
Department of Justice..	2,237	+85	+58
Federal Bureau of Investigation.....	(494)	(+27)	(+8)
Law Enforcement Assistance Adminis- tration.....	(753)	(+45)	(-57)
Other.....	(990)	(+13)	(+107)
Department of Commerce.	1,516	+172	-470*
Economic Development Administration.....	(387)	(+138)	(+1)
Regional Action Planning Commissions.	(64)	(+21)	(-1)
National Oceanic and Atmospheric Adminis- tration.....	(585)	(+12)	(-4)
Other.....	(481)	(+1)	(-466)*
The Judiciary.....	376	-17	+31
Small Business Adminis- tration.....	781	+150	+363
Legal Services Corpora- tion.....	125	+45	+33
Other related agencies.	597	-1	-31
<u>Total.....</u>	<u>6,680</u>	<u>+427</u>	<u>+191</u>

*Includes effect of special 1976 appropriation of \$344 million for the job opportunities program neither requested nor considered in the 1977 appropriation.

It is worth noting that the 1977 amounts provided for economic development assistance activities restore the appropriations to the 1976 level.

It is impossible to directly compare amounts provided in the bill to targets established by the first concurrent resolution on the budget since the resolution does not provide a breakdown of recommended budget authority by appropriation bill. A comparison can be made, however, to House and Senate subcommittee allocations:

1977 BUDGET AUTHORITY (in millions of dollars)		
<u>House Target</u>	<u>Senate Target</u>	<u>Enrolled Bill</u>
7,293	7,000	6,680



Major Changes to Requested Amounts

The major changes made by the Congress to the amounts of budget authority requested for 1977 follow:

Major Increases

- An increase of \$150 million for the Business Loan and Investment Fund of the Small Business Administration. The increase is distributed as follows:
 - \$135 million to provide direct loans to small businesses.
 - \$15 million to establish a revolving fund to insure small business access to the industrial revenue bond market for financing pollution control facilities.

The Congressional add-on of \$135 million for direct assistance loans runs counter to your budget proposal to emphasize loan guarantees as a way to operate the business assistance program at limited cost to the taxpayer.

- An increase of \$159.2 million to your request for economic development assistance programs of the Department of Commerce. This is distributed between the Economic Development Administration (+\$137.9 million) and the Regional Action Planning Commissions (+\$21.3 million). These additional funds would provide for increases in various activities authorized by the Public Works and Economic Development Act of 1965, including public works grants and loans; business development loans and guarantees; technical assistance and research; and increased assistance for communities and business firms adversely affected by increased import competition. The Congressional add-on would increase the amounts you requested for these two components by more than 50 percent.
- A net increase of \$12 million for the National Oceanic and Atmospheric Administration. The most significant increase, for 200-mile fisheries management (+\$22 million), is partially offset by several small reductions.



- Increases for the Justice Department total \$84.9 million. The major increases are:

- Law Enforcement Assistance Administration (LEAA).

The enrolled bill provides \$753 million for LEAA, \$45 million more than your request of \$708 million. While your budget included no funds for the Law Enforcement Education Program (LEEP) or citizen's crime prevention programs, the conference report on the bill specifies that \$40 million and \$15 million, respectively, will be used for these programs. Similarly, while your budget requested \$10 million for juvenile justice and delinquency prevention programs, the conference report stipulates \$75 million for these purposes.

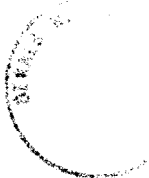
- Federal Bureau of Investigation (FBI)

The enrolled bill provides \$27.2 million more than your \$466.8 million request. Your proposed decreases in administratively uncontrollable overtime (\$8 million), State and local training (\$8 million), equipment (\$5 million), and personnel (\$6 million) have been restored by the Congress.

- Immigration and Naturalization Service

The enrolled bill provides \$12.4 million more than your \$221.6 million request. In addition to restoring decreases you had proposed (including administratively uncontrollable overtime), the Congress increased inspection, adjudication, and investigation activities.

- An increase of \$45 million to your \$80 million request for the Legal Services Corporation would support the hiring of additional attorneys and support staff for the program as well as strengthen and extend legal services projects in the South, Southwest, and Midwest.



Your budget request for the Corporation--\$80 million--would have decreased the level of funding from 1976 by \$12.3 million. Subsequent to the transmittal of your budget to the Congress, the Corporation formulated its own independent request (\$140.3 million), and transmitted it to the Congress. Our subsequent review of the Corporation's budget found little programmatic justification for increases beyond your budget request. Consequently, we believe that \$80 million is an appropriate level of funding for 1977 and do not support the increases contained in this bill.

General Provision

New to Title VI of the bill this year is the following general provision:

Sec. 606. None of the funds appropriated in this Act shall be made available for the collection and preparation of budgetary information which will not be available to the Committees on Appropriations of the Senate and House of Representatives.

Interpreted narrowly, the effect of this provision on the everyday workings of most agencies would be minimal. This interpretation is predicated, primarily, on construing the words "budgetary information" to mean the types of information many agencies of the Executive Branch have traditionally provided to the Congressional Appropriations Committees, such as detailed budget estimates, justifications, various back-up materials to the budget, and the like. Even this narrow interpretation would result in some changes for a few agencies like the Justice Department, whose refusal to provide some budget-related information to the Appropriations Subcommittee is the probable reason for insertion of this provision in the bill.

Interpreted broadly, Section 606 could have a significant--and undesirable--effect on the concept of a Presidential budget and the workings of the Executive Branch, particularly in the area of international programs. If "budgetary information" were construed to mean any information whatever related to budgetary matters--the "collection and preparation" of which were accomplished by one of the agencies receiving funds through this bill--then it would result, for example, in a budget analysis prepared for the Secretary of State by the State Department having to be made available, if requested, to the Congressional Appropriations Committees. Obviously, the ramifications of this provision--if interpreted broadly--are odious. The provision could constitute an unacceptable breach of the constitutional

doctrine of executive privilege and an unacceptable burden upon the executive function in that it could retard the free flow of information to you from those who administer the various departments and agencies covered by this bill and could threaten the necessary confidentiality surrounding certain of that information.

In the "recommendation" section below, I suggest that you include mention of this provision in your veto message. While the provision is objectionable, I do not believe that its presence in the bill constitutes sufficient grounds alone for vetoing the bill. If the provision becomes law, we will interpret it narrowly.

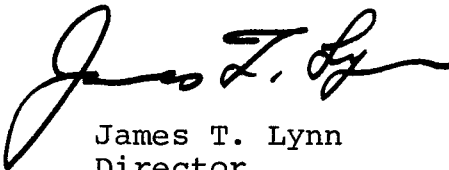
Recommendation

My recommendation that you veto the enrolled bill is based on the following considerations:

- The Congress has added \$159 million for economic development assistance programs, over 50 percent more than your budget request. As the economy has continued to improve, the need for these employment stimulus funds has decreased. Your budget request has taken that fact into account; the Congress has not.
- The Congress has added \$135 million for subsidized low interest direct loans to small businesses. We believe that guaranteed loans made to small businesses through the private sector represent a more efficient means of providing equal access to available capital. Direct loans, in contrast, place the government in the role of making private sector decisions and at a high subsidized cost to the taxpayer.
- The bill provides \$45 million more than your request for the Legal Services Corporation. This increase is unwarranted in view of the fact that other resources are available to provide legal services to the poor and that the Corporation received a 23 percent appropriation increase in 1976.
- Your request for the Law Enforcement Assistance Administration has been increased \$45 million. Your budget proposed a level of funding for LEAA programs consistent with our recognized need to solve problems of crime and juvenile delinquency while at the same time recognizing the need for thorough evaluation of LEAA programs to avoid duplication and waste.
- Section 606 of the enrolled bill is an objectionable general provision which could interfere with the willingness of agency officials to provide information to the Departments and to OMB.

Taken individually, none of these considerations would prompt my veto recommendation. My recommendation that you veto the enrolled bill is based, primarily, on the premise that you should veto any appropriation measure which is materially above your requests, regardless of the relationship of the funds provided to the prior year funding level.

You should be aware that a veto of this bill may be difficult to sustain. When the conference report was considered by the Congress, the vote to approve it was 208 to 9 in the House and 82-10 in the Senate. Several of the programs contained in the bill, such as economic development assistance and law enforcement assistance, enjoy widespread Congressional support. Nonetheless, I believe you should exercise the veto. Spending increases contained in the bill would raise Federal spending levels and significantly increase the difficulty of bringing the budget into balance by 1979.



James T. Lynn
Director



TO THE HOUSE OF REPRESENTATIVES:

I return without my approval H.R. 14239, the Departments of State, Justice, and Commerce, the Judiciary, and Related Agencies Appropriation Act, 1977.

The bill would add outlays of \$231 million to the fiscal year 1977 spending deficit and another \$101 million to the 1978 deficit. In total, this bill provides \$427 million more than the amounts requested in my budget proposals. This total is unacceptable if we are to restrain the growth of government, prevent inflation and concentrate government activities and expenditures in the areas of the greatest public need.

Many of the increases over my budget request are unwarranted and represent the imprudent use of funds. As I have repeatedly emphasized, effective restraint on the growth of government requires Federal funds be expended only to the extent that there is strong assurance that they can be effectively utilized to meet a demonstrated need. Several categories of the funds provided in this bill fail to meet this criterion. Here are some examples:

- An increase of \$135 million would be added for the Business Loan and Investment Fund of the Small Business Administration for subsidized, low-interest direct loans to small businesses. My budget already provided \$100 million for businesses in need of special help through low cost direct loans. In addition, I have proposed \$2 billion of loan guarantees -- a \$500 million (33 percent) increase in guaranteed loans to small businesses made through the private sector. I believe such guarantees represent a more efficient means of assuring that small businesses will have equal access

to available capital. In contrast, direct loans place the government in the inappropriate role of making private sector decisions and at a high subsidized cost to the taxpayer.

- An increase of \$138 million for the Economic Development Administration and of \$21 million for the Regional Action Planning Commissions. This represents more than a 50 percent increase over my budget request. The level of funding proposed for EDA in this appropriation bill is the same as that provided during the recession-plagued 1975-76 fiscal year. Now that the condition of the economy is much improved, the reduced levels of funding proposed in my fiscal year 1977 budget recognize the decreased need for economic development stimulation.
- An increase of \$45 million for the Law Enforcement Assistance Administration. My budget proposed a level of funding for LEAA programs consistent with both our recognized need to solve the problems of crime and juvenile delinquency and the need for thorough evaluation of LEAA programs to avoid duplication and waste.
- An increase of \$45 million for the Legal Services Corporation -- over 50 percent higher than my budget request. While I support legal assistance for the poor, it must be recognized that the Corporation is properly only one of many organizations, both public and private, which provide legal services for the poor. In addition to this bill's failure to take into account the current and potential resources available from these other organizations, it also ignores factors such as: (1) the previous 23 percent appropriation increase for the Corporation in 1976; (2) the one-time costs in 1976 which will not need funding in 1977; and (3) the better than 80 percent

rise in administrative overhead costs in only two years (as projected by the Corporation) at a time when I have urged a reduction in such costs for Federal agencies.

Furthermore, I object to section 606 of H.R. 14239, which provides that: "None of the funds appropriated in this Act shall be made available for the collection and preparation of budgetary information which will not be available to the Committees on Appropriations of the Senate and House of Representatives." I fully recognize that the Congress in performing its Constitutionally mandated legislative duties must have the necessary information regarding the programs and related financial activities of the departments and agencies covered by this bill. However, the proper performance of my Constitutional duties as Chief Executive requires that I obtain from the departments and agencies a free flow of budgetary advice and recommendations that sometimes cannot be made available to others. This has been the long established practice of this government. Accordingly, a provision of law that will have the effect of restricting the collection and preparation of information for my use is an unreasonable limitation on the Executive function. I ask the Congress to delete that provision from any subsequent measure that you may return to me.

For all of these reasons, I am compelled to withhold my signature from this bill. I cannot, in good conscience, approve a measure which adds significantly to deficits and provides for imprudent spending. I urge the Congress to send me a revised bill that exhibits more fiscal discipline.

THE WHITE HOUSE,

THE WHITE HOUSE

ACTION MEMORANDUM

WASHINGTON

LOG NO.:

Date: July 10

Time: 300pm

FOR ACTION:

NSC/S

Dick Parsons

Max Friedersdorf

Paul Leach

Ken Lazarus

Robert Hartmann

cc (for information):

Jack Markb

Jim Cavanaugh

Ed Schmults

FROM THE STAFF SECRETARY

No comment

sign

sign

veto

veto

sign comments

DUE: Date:

July 12

Time:

1000am

SUBJECT:

H.R. 14239-Depts. of State, Justice, and Commerce, Judiciary
add related agencies appropriation act

ACTION REQUESTED:

For Necessary Action

For Your Recommendations

Prepare Agenda and Brief

Draft Reply

For Your Comments

Draft Remarks

REMARKS:

please return to judy johnston, ground floor west wing

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately.

K. R. COLE, JR.
For the President

Date: July 10

Time: 300pm

FOR ACTION: NSC/S
Dick Parsons ✓
Max Friedersdorf
Paul Leach
Ken Lazarus
Robert Hartmann

cc (for information): Jack Marsh
Jim Cavanaugh
Ed Schmults

FROM THE STAFF SECRETARY

DUE: Date: July 12

Time: 1000am

SUBJECT:

H.R. 14239-Depts. of State, Justice, and Commerce, Judiciary and related agencies appropriation act

ACTION REQUESTED:

- For Necessary Action
- For Your Recommendations
- Prepare Agenda and Brief
- Draft Reply
- For Your Comments
- Draft Remarks

REMARKS:

please return to judy johnston, ground floor west wing

Strictly from The Department of Justice point of view, I recommend approval of the bill.

RQP

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately.

James M. Cannon
For the President

THE WHITE HOUSE
WASHINGTON

July 12, 1976

MEMORANDUM FOR: JIM CAVANAUGH
FROM: MAX L. FRIEDERSDOFF *MF*
SUBJECT: HR 14239 - Depts. of State, Justice and
Commerce, Judiciary and related agencies
appropriation act

The Office of Legislative Affairs concurs with the agencies
that the subject bill be signed. If vetoed, very unlikely that it can
be sustained.

Attachments

EXECUTIVE OFFICE OF THE PRESIDENT

OFFICE OF MANAGEMENT AND BUDGET

WASHINGTON, D.C. 20503

MEMORANDUM FOR THE PRESIDENT

Subject: Enrolled Bill H.R. 14239 - Departments of State, Justice, and Commerce, the Judiciary, and Related Agencies Appropriation Act, 1977
Sponsor - Rep. Slack (D), West Virginia

Last Day for Action

July 14, 1976 - Wednesday

Purpose

Appropriates a total of \$6,680,314,453 in 1977 budget authority for the activities of the Departments of State, Justice, and Commerce; the Judiciary; the Small Business Administration; the United States Information Agency; and other related agencies and commissions.

Agency Recommendations

Office of Management and Budget

Disapproval (draft veto message attached)

Affected agencies

Approval (informally)

Discussion

The total new budget authority provided in this bill, \$6,680.3 million, is \$427.4 million above your requests for 1977 and \$190.7 million above amounts appropriated for 1976. The net effect of these increases on estimated outlays is to add \$231 million in 1977 and \$101 million in 1978 to budgeted outlays.

*Strongly recommend signing -
Total increase over budget is
not large - every program that
is increased is highly popular,
veto override certain, with body
psychological effect.
PST*

Date: July 10

Time: 300pm

FOR ACTION: NSC/S
Dick Parsons
Max Friedersdorf
Paul Leach
Ken Lazarus
Robert Hartmann

cc (for information): Jack Marsh
Jim Cavanaugh
Ed Schmults
Bill Seidman ✓

FROM THE STAFF SECRETARY

DUE: Date: July 12

Time: 1000am

SUBJECT:

H.R. 14239-Depts. of State, Justice, and Commerce, Judiciary and related agencies appropriation act

ACTION REQUESTED:

- For Necessary Action
- For Your Recommendations
- Prepare Agenda and Brief
- Draft Reply
- For Your Comments
- Draft Remarks

REMARKS:

please return to judy johnston, ground floor west wing

Disapprove
JWS


PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately.

James M. Cannon
For the President

NATIONAL SECURITY COUNCIL

July 12, 1976

MEMORANDUM FOR: JAMES M. CANNON
FROM: Jeanne W. Davis 
SUBJECT: H. R. 14239

The NSC Staff perceives no national security implications in the proposed Enrolled Bill H. R. 14239 - Departments of State, Justice, and Commerce, the Judiciary, and Related Agencies Appropriation Act, 1977, and therefore has no comment.

Date: July 10

Time: 300pm

ACTION: NSC/S
Dick Parsons
Max Friedersdorf
Paul Leach
Ken Lazarus ✓
Robert Hartmann

or (for information): Jack Marsh
Jim Cavanaugh
Ed Schmults

FROM THE STAFF SECRETARY

DUE: Date: July 12

Time: 1000am

SUBJECT:

H.R. 14239-Depts. of State, Justice, and Commerce, Judiciary and related agencies appropriation act

ACTION REQUESTED:

- For Necessary Action
- For Your Recommendations
- Prepare Agenda and Brief
- Draft Reply
- For Your Comments
- Draft Remarks

REMARKS:

please return to judy johnston, ground floor west wing

Support OMB recommendation - etc

[Signature] 7/12/76

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately.

James M. Cannon
For the President

TO THE HOUSE OF REPRESENTATIVES:

I return without my approval H.R. 14239, the Departments of State, Justice, and Commerce, the Judiciary, and Related Agencies Appropriation Act, 1977.

The bill would add \$231 million to the fiscal year 1977 spending deficit and would make next year's deficit over \$100 million more than if my recommendations had been adopted. In total this bill provides \$427 million more than the amounts I requested. Effective restraint on the growth of government requires Federal funds be expended only to the extent that there is strong assurance that they can be effectively utilized to meet a demonstrated need. Several categories of the funds provided in this bill fail to meet this criterion.

Many of the increases over my budget request are unwarranted and represent the imprudent use of funds. Here are some examples:

- An increase of \$135 million would be added for the Business Loan and Investment Fund of the Small Business Administration. These funds would be used to provide subsidized low interest direct loans to small businesses. My budget provided \$100 million for businesses in need of special help through low cost direct loans. It additionally provided increases of \$500 million for guarantees of loans to businesses made through the private sector. I believe such guarantees represent a more efficient means of providing equal access to available capital for small businesses. Direct loans, in contrast, place the government

in the role of making private sector decisions ~~and~~ at a high subsidized cost to the taxpayer.

- An increase of \$138 million for the Economic Development Administration and of \$21 million for the Regional Action Planning Commissions. This represents more than a 50 percent increase over my budget request. The level of funding proposed for EDA is the same level as that provided in 1976 during the recession. Since then the economy has improved and the levels of funding proposed in my budget recognize that change. It is also important to note that even at the program levels proposed in my budget, outlays as a result of prior year obligations will increase from \$450 million in 1976 to \$529 million in 1977.
- An increase of \$45 million for the Law Enforcement Assistance Administration. My budget proposed a level of funding for LEAA programs consistent with our recognized need to solve problems of crime and juvenile delinquency while at the same time recognizing the need for thorough evaluation of LEAA programs to avoid duplication and waste.
- An increase of \$45 million for the Legal Services Corporation, over 50 percent higher than my budget request. While I support legal assistance for the poor, it must be recognized that the Corporation is properly only one of many organizations, both public and private, which provide legal services for the poor. In addition to this bill's failure

to take into account the current and potential resources available from these other organizations, it also ignores factors such as: (1) the previous 23 percent appropriation increase for the Corporation in 1976; (2) the one-time costs in 1976 which will not need funding in 1977; and (3) the over 80 percent rise in administrative overhead costs in only two years (as projected by the Corporation) at a time when I have urged a reduction in such costs for Federal agencies.

Furthermore, I object to section 606 of H.R. 14239. That section provides that: "None of the funds appropriated in this Act shall be made available for the collection and preparation of budgetary information which will not be available to the Committees on Appropriations of the Senate and House of Representatives." I fully recognize that the Congress must have the necessary information regarding the programs and related financial activities of the departments and agencies covered by this bill so that the Congress may perform its legislative duties as set forth in the Constitution. I also recognize that the proper performance of my Constitutional duties as Chief Executive requires that I obtain from those who administer those departments and agencies a free flow of information that sometimes cannot be made available to others. This has been the long established practice of this government. Accordingly, a provision of law prohibiting the availability of funds for the collection and preparation of information that does not recognize that practice is an unacceptable breach of the executive function.

I ask the Congress to delete that provision from any subsequent measure that you may return to me.

For all of these reasons, I am compelled to withhold my signature from this bill. I cannot, in good conscience, approve a measure which adds significantly to deficits and directs spending imprudently. I urge the Congress to send me a bill that exhibits more fiscal discipline.

THE WHITE HOUSE

TO THE HOUSE OF REPRESENTATIVES

OKAC
7/1/76

I return without my approval H.R. 14239, the Departments of State, Justice, and Commerce, the Judiciary, and Related Agencies Appropriation Act, 1977.

The bill would add outlays of \$231 million to the fiscal year 1977 spending deficit and another \$101 million to the 1978 deficit. In total, this bill provides \$427 million more than the amounts requested in my budget proposals. This total is unacceptable if we are to restrain the growth of government, prevent inflation and concentrate government activities and expenditures in the areas of the greatest public need.

Many of the increases over my budget request are unwarranted and represent the imprudent use of funds. As I have repeatedly emphasized, effective restraint on the growth of government requires Federal funds be expended only to the extent that there is strong assurance that they can be effectively utilized to meet a demonstrated need. Several categories of the funds provided in this bill fail to meet this criterion. Here are some examples:

- An increase of \$135 million would be added for the Business Loan and Investment Fund of the Small Business Administration for subsidized, low-interest direct loans to small businesses. My budget already provided \$100 million for businesses in need of special help through low cost direct loans. In addition, I have proposed \$2 billion of loan guarantees ---

a \$500 million (33 percent) increase in guaranteed loans to small businesses made through the private sector. I believe such guarantees represent a more efficient means of assuring that small businesses will have equal access to available capital. In contrast, direct loans place the government in the inappropriate role of making private sector decisions and at a high subsidized cost to the taxpayer.

- An increase of \$138 million for the Economic Development Administration and of \$21 million for the Regional Action Planning Commissions. This represents more than a 50 percent increase over my budget request. The level of funding proposed for EDA in this appropriation bill is the same as that provided during the recession-plagued 1975-76 fiscal year. Now that the condition of the economy is much improved, ~~and~~th reduced levels of funding proposed in my fiscal year 1977 budget recognize the decreased need for economic development stimulation. It is also important to note that even at the program levels proposed in my budget, outlays as a result of prior year obligations will increase from \$450 million in fiscal year 1976 to \$529 million in 1977.

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need for thorough evaluation of LEAA programs to avoid duplication and waste.

- An increase of \$45 million for the Legal Services Corporation --- over 50 percent higher than my budget request. While I support legal assistance for the poor, it must be recognized that the Corporation is properly only one of many organizations, both public and private, which provide legal services for the poor. In addition to this bill's failure to take into account the current and potential resources available from these other organizations, it also ignores factors such as: (1) the previous 23 percent appropriation increase for the Corporation in 1976; (2) the one-time costs in 1976 which will not need funding in 1977; and (3) the better than 80 percent rise in administrative overhead costs in only two years (as projected by the Corporation) at a time when I have urged a reduction in such costs for Federal agencies.

Furthermore, I object to section 606 of H.R. 14239, which provides that: "None of the funds appropriated in this Act shall be made available for the collection and preparation of budgetary information which will not be available to the Committees on Appropriations of the Senate and House of Representatives." I fully recognize that the Congress in performing its Constitutionally-

mandated legislative duties must have the necessary information regarding the programs and related financial activities of the departments and agencies covered by this bill. However, ~~I also recognize that~~ the proper performance of my Constitutional duties as Chief Executive requires that I obtain from ~~those who administer~~ ^{the} departments and agencies a free flow of information that sometimes cannot be made available to others. This has been the long established practice of this government. Accordingly, a provision of law restricting the collection and preparation of information ~~while not recognizing that established practice~~ --- is an ~~unacceptable~~ ^{unreasonable time taken} constraint on the executive function. I ask the Congress to delete that provision from any subsequent measure that you may return to me.

For all of these reasons, I am compelled to withhold my signature from this bill. I cannot, in good conscience, approve a measure which adds significantly to deficits and provides for imprudent spending. I urge the Congress to send me a revised bill that exhibits more fiscal discipline.

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503

J. Johnston
7/10/76
9:20 A

JUL 10 1976

MEMORANDUM FOR THE PRESIDENT

Subject: Enrolled Bill H.R. 14239 - Departments of State,
Justice, and Commerce, the Judiciary, and
Related Agencies Appropriation Act, 1977
Sponsor - Rep. Slack (D), West Virginia

Last Day for Action

July 14, 1976 - Wednesday

Purpose

Appropriates a total of \$6,680,314,453 in 1977 budget authority for the activities of the Departments of State, Justice, and Commerce; the Judiciary; the Small Business Administration; the United States Information Agency; and other related agencies and commissions.

Agency Recommendations

Office of Management and Budget

Disapproval (draft veto message attached)

Affected agencies

Approval (informally)

Discussion

The total new budget authority provided in this bill, \$6,680.3 million, is \$427.4 million above your requests for 1977 and \$190.7 million above amounts appropriated for 1976. The net effect of these increases on estimated outlays is to add \$231 million in 1977 and \$101 million in 1978 to budgeted outlays.

Why - This Is OK - go with it. Paul

TO THE HOUSE OF REPRESENTATIVES

I return without my approval H.R. 14239, the Departments of State, Justice, and Commerce, the Judiciary, and Related Agencies Appropriation Act, 1977.

The bill would add outlays of \$231 million to the fiscal year 1977 spending deficit and another \$101 million to the 1978 deficit. In total, this bill provides \$427 million more than the amounts requested in my budget proposals. This total is unacceptable if we are to restrain the growth of government, prevent inflation and concentrate government activities and

~~expenditures in the areas of the greatest public need.~~

Many of the increases over my budget request are unwarranted and represent the imprudent use of funds. As I have repeatedly emphasized, effective restraint on the growth of government

~~requires Federal funds be expended only to the extent that~~

~~there is strong assurance that they can be effectively utilized to meet a demonstrated need. Several categories of the funds~~

provided in this bill fail to meet this criterion. Here are some examples:

- An increase of \$135 million would be added for the Business Loan and Investment Fund of the Small Business Administration for subsidized, low-interest direct loans to small businesses. My budget already provided \$100 million for businesses in need of special help through low cost direct loans. In addition, I have proposed \$2 billion of loan guarantees ---

a \$500 million (33 percent) increase in guaranteed loans to small businesses made through the private sector. I believe such guarantees represent a more efficient means of assuring that small businesses will have equal access to available capital. In contrast, direct loans place the government in the inappropriate role of making private sector decisions and at a high subsidized cost to the taxpayer.

- An increase of \$138 million for the Economic Development Administration and of \$21 million for the Regional Action Planning Commissions. This represents more than a 50 percent increase over my budget request. The level of funding proposed for EDA in this appropriation bill is the same as that provided during the recession-plagued 1975-76 fiscal year.

Now that the condition of the economy is much improved, ~~the~~ **THE** reduced levels of funding proposed in my fiscal year 1977

budget recognize the decreased need for economic development stimulation. It is also important to note that even at the

program levels proposed in my budget, outlays as a result of prior year obligations will increase from \$450 million in fiscal year 1976 to \$529 million in 1977.

- An increase of \$45 million for the Law Enforcement Assistance Administration. My budget proposed a level of funding for LEAA programs consistent with both our recognized need to solve the problems of crime and juvenile delinquency and the

need for thorough evaluation of LEAA programs to avoid duplication and waste.

- An increase of \$45 million for the Legal Services Corporation --- over 50 percent higher than my budget request. While I support legal assistance for the poor, it must be recognized that the Corporation is properly only one of many organizations, both public and private, which provide legal services for the poor. In addition to this bill's failure to take into account the current and potential resources available from these other organizations, it also ignores factors such as: (1) the previous 23 percent appropriation increase for the Corporation in 1976; (2) the one-time costs in 1976 which will not need funding in 1977; and (3) the better than 80 percent³ rise in administrative overhead costs in only two years (as projected by the Corporation) at a time when I have urged a reduction in such costs for Federal agencies.

Furthermore, I object to section 606 of H.R. 14239, which provides that: "None of the funds appropriated in this Act shall be made available for the collection and preparation of budgetary information which will not be available to the Committees on Appropriations of the Senate and House of Representatives." I fully recognize that the Congress in performing its Constitutionally

mandated legislative duties must have the necessary information regarding the programs and related financial activities of the departments and agencies covered by this bill. However, ~~the~~

~~the~~ the proper performance of my Constitutional duties

as Chief Executive requires that I obtain from ~~the departments and agencies~~

THE departments and agencies a free flow of (BUDGETARY ADVICE AND RECOMMENDATIONS) that

sometimes cannot be made available to others. This has been the

long established practice of this government. Accordingly, a

THAT WILL HAVE THE EFFECT OF provision of law restricting the collection and preparation of

information FOR MY USE ~~while not recognizing that our~~

UNREASONABLE LIMITATION is an ~~unreasonable~~ on the executive function. I

ask the Congress to delete that provision from any subsequent

measure that you may return to me.

For all of these reasons, I am compelled to withhold my signature from this bill. I cannot, in good conscience, approve a measure which adds significantly to deficits and provides for imprudent spending. I urge the Congress to send me a revised bill that exhibits more fiscal discipline.

MAKING APPROPRIATIONS FOR THE DEPARTMENTS OF
STATE, JUSTICE, AND COMMERCE, THE JUDICIARY

JUNE 28, 1976.—Ordered to be printed

Mr. SLACK, from the committee of conference,
submitted the following

CONFERENCE REPORT

[To accompany H.R. 14239]

The committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H.R. 14239) "making appropriations for the Departments of State, Justice, and Commerce, the Judiciary, and related agencies for the fiscal year ending September 30, 1977, 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 9, 10, 11, 17, and 18.

That the House recede from its disagreement to the amendments of the Senate numbered 1, 2, 6, 22, and 23, and agree to the same.

Amendment numbered 4:

That the House recede from its disagreement to the amendment of the Senate numbered 4, and agree to the same with an amendment, as follows:

In lieu of the sum proposed by said amendment insert \$20,400,000; and the Senate agree to the same.

Amendment numbered 7:

That the House recede from its disagreement to the amendment of the Senate numbered 7, and agree to the same with an amendment, as follows:

In lieu of the sum proposed by said amendment insert \$160,890,000; and the Senate agree to the same.

Amendment numbered 8:

That the House recede from its disagreement to the amendment of the Senate numbered 8, and agree to the same with an amendment, as follows:

In lieu of the sum proposed by said amendment insert \$753,000,000; and the Senate agree to the same.

Amendment numbered 12:

That the House recede from its disagreement to the amendment of the Senate numbered 12, and agree to the same with an amendment, as follows:

In lieu of the sum proposed by said amendment insert \$360,000,000; and the Senate agree to the same.

Amendment numbered 13:

That the House recede from its disagreement to the amendment of the Senate numbered 13, and agree to the same with an amendment, as follows:

In lieu of the sum proposed by said amendment insert \$26,725,000; and the Senate agree to the same.

Amendment numbered 14:

That the House recede from its disagreement to the amendment of the Senate numbered 14, and agree to the same with an amendment, as follows:

In lieu of the sum proposed by said amendment insert \$63,500,000; and the Senate agree to the same.

Amendment numbered 15:

That the House recede from its disagreement to the amendment of the Senate numbered 15, and agree to the same with an amendment, as follows:

In lieu of the sum proposed by said amendment insert \$62,912,000; and the Senate agree to the same.

Amendment numbered 16:

That the House recede from its disagreement to the amendment of the Senate numbered 16, and agree to the same with an amendment, as follows:

In lieu of the sum proposed by said amendment insert \$14,470,000; and the Senate agree to the same.

Amendment numbered 19:

That the House recede from its disagreement to the amendment of the Senate numbered 19, and agree to the same with an amendment, as follows:

In lieu of the sum proposed by said amendment insert \$566,270,000; and the Senate agree to the same.

Amendment numbered 21:

That the House recede from its disagreement to the amendment of the Senate numbered 21, and agree to the same with an amendment, as follows:

In lieu of the sum proposed by said amendment insert \$12,239,000; and the Senate agree to the same.

Amendment numbered 25:

That the House recede from its disagreement to the amendment of the Senate numbered 25, and agree to the same with an amendment, as follows:

In lieu of the sum proposed by said amendment insert \$54,696,000; and the Senate agree to the same.

Amendment numbered 27:

That the House recede from its disagreement to the amendment of the Senate numbered 27, and agree to the same with an amendment, as follows:

In lieu of the sum proposed by said amendment insert \$11,350,000; and the Senate agree to the same.

Amendment numbered 28:

That the House recede from its disagreement to the amendment of the Senate numbered 28, and agree to the same with an amendment, as follows:

In lieu of the sum proposed by said amendment insert \$125,000,000; and the Senate agree to the same.

The committee of conference report in disagreement amendments numbered 3, 5, 20, 24, 26, and 29.

JOHN M. SLACK,
NEAL SMITH,
JOHN J. FLYNT, JR.,
BILL ALEXANDER,
YVONNE BRATHWAITE BURKE,
GEORGE MAHON,
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MARK ANDREWS,
Managers on the Part of the House.

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MARK O. HATFIELD,
TED STEVENS,
MILTON R. YOUNG,
JACOB K. JAVITS,
Managers on the Part of the Senate.

JOINT EXPLANATORY STATEMENT OF THE COMMITTEE OF CONFERENCE

The managers on the part of the House and Senate at the conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H.R. 14239) making appropriations for the Departments of State, Justice, and Commerce, the Judiciary, and related agencies for the fiscal year ending September 30, 1977, and for other purposes, submit the following joint statement to the House and Senate in explanation of the effect of the action agreed upon by the managers and recommended in the accompanying conference report:

TITLE I—DEPARTMENT OF STATE

ADMINISTRATION OF FOREIGN AFFAIRS

SALARIES AND EXPENSES

Amendment No. 1: Appropriates \$539,800,000 as proposed by the Senate instead of \$537,800,000 as proposed by the House.

It is the intent of the conferees that the reduction of \$2,000,000 from the budget estimate be accomplished by savings resulting from personnel reductions determined by the Department.

INTERNATIONAL ORGANIZATIONS AND CONFERENCES

CONTRIBUTIONS TO INTERNATIONAL ORGANIZATIONS

Amendment No. 2: Appropriates \$277,545,453 as proposed by the Senate instead of \$274,000,000 as proposed by the House.

GENERAL PROVISIONS—DEPARTMENT OF STATE

Amendment No. 3: 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 is as follows:

SEC. 105. The Congress, taking cognizance that—

(1) the Secretary of State on June 11 submitted a multi-point proposal to the Sixth General Assembly of the Organization of American States designed to restructure the membership qualifications, the policymaking organs, and the financial assessments for the members of that body, and

(2) the United States Government has been regularly contributing approximately two-thirds of the annual OAS budget, and

(3) the bureaucratic structure of the OAS has, according to the Secretary of State, assumed a "ponderous" and "cumbersome" nature, pre-empting some of the policymaking responsibilities of the General Assembly, and

(4) the several member-states of the OAS have sought a more active role for the organization in formulating common policy positions on such hemispheric issues as recognition of the Cuban Government, renegotiation of the Panama Canal Treaty, and protection of human rights in Chile, and

(5) the responsive structure and financial strength of the OAS will determine the relevance of that organization for meeting the challenges of the future, therefore expresses its support for the proposal presented to the Organization of American States General Assembly on June 11 by Secretary of State Henry A. Kissinger and urges the General Assembly to favorably consider and adopt the United States proposal at an early date.

TITLE II—DEPARTMENT OF JUSTICE

GENERAL ADMINISTRATION

SALARIES AND EXPENSES

Amendment No. 4: Appropriates \$20,400,000 instead of \$20,100,000 as proposed by the House and \$20,481,000 as proposed by the Senate. The amount allowed includes funds for 18 additional positions for the U.S. Parole Commission.

Amendment No. 5: 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 is as follows:

In addition to funds provided under this Act, unobligated balances from the amount appropriated for the Watergate Special Prosecution Force in 1976 shall remain available until September 30, 1977.

LEGAL ACTIVITIES

SALARIES AND EXPENSES, GENERAL LEGAL ACTIVITIES

Amendment No. 6: Appropriates \$64,090,000 as proposed by the Senate instead of \$63,565,000 as proposed by the House.

SALARIES AND EXPENSES, UNITED STATES ATTORNEYS AND MARSHALS

Amendment No. 7: Appropriates \$160,890,000 instead of \$158,850,000 as proposed by the House and \$161,905,000 as proposed by the Senate. The increase over the House amount will provide full-year funding for 100 new positions provided for United States attorneys in the Second Supplemental Appropriation Act for 1976, as well as funds for 51 additional positions.

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

SALARIES AND EXPENSES

Amendment No. 8: Appropriates \$753,000,000 instead of \$738,000,000 as proposed by the House and \$809,638,000 as proposed by the

Senate. Of the total amount appropriated, \$40,000,000 is to be made available for the Law Enforcement Education Program (LEEP), \$75,000,000 for the Juvenile Justice and Delinquency Prevention Program, and \$15,000,000 for encouraging community participation in crime prevention.

DEPARTMENT OF JUSTICE

GENERAL PROVISIONS

Amendment No. 9: Deletes proposal of the Senate which would prohibit the use of funds for the withdrawal or modification of the designation of the Department of the Treasury as the United States representative to INTERPOL.

TITLE III—DEPARTMENT OF COMMERCE

GENERAL ADMINISTRATION

SALARIES AND EXPENSES

Amendment No. 10: Appropriates \$13,595,000 as proposed by the House instead of \$14,410,000 as proposed by the Senate.

With respect to the Secretarial representatives in the 10 Federal regions, the Conferees would have no objection to the Secretary of Commerce continuing this program under present funding arrangements.

BUREAU OF THE CENSUS

SALARIES AND EXPENSES

Amendment No. 11: Appropriates \$43,245,000 as proposed by the House instead of \$43,924,000 as proposed by the Senate.

ECONOMIC DEVELOPMENT ADMINISTRATION

ECONOMIC DEVELOPMENT ASSISTANCE PROGRAMS

Amendment No. 12: Appropriates \$360,000,000 instead of \$300,000,000 as proposed by the House and \$453,500,000 as proposed by the Senate.

The conferees are agreed that the \$360,000,000 should be allocated among the various Economic Development Assistance Programs in the same amounts as in fiscal year 1976 except that \$3,000,000 should be allocated to the research program. In addition, the Section 304 program of supplemental grants to States should be maintained at a level of \$20,000,000.

ADMINISTRATION OF ECONOMIC DEVELOPMENT

ASSISTANCE PROGRAMS

Amendment No. 13: Appropriates \$26,725,000 instead of \$25,426,000 as proposed by the House and \$28,750,000 as proposed by the Senate.

REGIONAL ACTION PLANNING COMMISSIONS

REGIONAL DEVELOPMENT PROGRAMS

Amendment No. 14: Appropriates \$63,500,000 instead of \$42,200,000 as proposed by the House and \$85,068,000 as proposed by the Senate.

The conferees are agreed that \$1,000,000 of the total amount appropriated is to be allocated, before other fund distribution, to the Old West Regional Commission for the Mountain Plains Education and Economic Development Program.

The total amount appropriated also includes \$1,000,000 for the organization and operation of new regional commissions, authorized under Section 509 (d) (2) of the Public Works and Economic Development Act of 1965, as amended.

In addition, \$500,000 of the total amount appropriated is to be allocated to the New England Regional Commission for the Regional Economic Development Bank.

DOMESTIC AND INTERNATIONAL BUSINESS ADMINISTRATION

OPERATIONS AND ADMINISTRATION

Amendment No. 15: Appropriates \$62,912,000 instead of \$62,280,000 as proposed by the House and \$63,530,000 as proposed by the Senate.

The amount appropriated includes \$632,000 for keeping two trade centers open, which were proposed for closing in the budget request.

While the funds added by the Senate for the export administration program have been deleted, the conferees expect the Department to improve the management of the export administration program, and would have no objection to the submission of a reprogramming request in order to accomplish this objective.

UNITED STATES TRAVEL SERVICE

SALARIES AND EXPENSES

Amendment No. 16: Appropriates \$14,470,000 instead of \$12,220,000 as proposed by the House and \$16,720,000 as proposed by the Senate.

The amount appropriated includes \$12,970,000 for the international tourism promotion program and \$1,500,000 for the domestic tourism promotion program.

Amendment No. 17: Designates \$1,500,000 for the domestic tourism promotion program as proposed by the House instead of \$2,500,000 as proposed by the Senate.

NATIONAL OCEANIC AND ATMOSPHERIC ADMINISTRATION

OPERATIONS, RESEARCH, AND FACILITIES

Amendment No. 18: Permits expenses of an authorized strength of 388 commissioned officers on the active list as proposed by the House instead of expenses of 400 such officers as proposed by the Senate.

Amendment No. 19: Appropriates \$566,270,000 instead of \$558,200,000 as proposed by the House and \$574,490,000 as proposed by the Senate.

The amount appropriated includes \$22,000,000 for carrying out the Fisheries Conservation and Management Act of 1976; \$27,239,000 for the Sea Grant program; \$1,070,000 for evaluation of offshore dump sites; and a total of \$1,000,000 for replacing equipment and facilities on the Pribilof Islands and for improving forecasting services and water quality monitoring systems related to the safety and efficiency of the trans-Alaska pipeline marine leg and support of Outer Continental Shelf development.

The conferees have deleted funds added by the Senate for additional porpoise surveys (\$380,000); an economic assessment of marine recreational fisheries (\$670,000); a marine minerals program (\$495,000); and a program of testing and operation of aircraft in support of weather modification research (\$570,000). However, the conferees would have no objection if these programs were to be carried out within the total amount appropriated.

With respect to the Sea Grant program the conferees will expect that the major portion of the increase of \$4,000,000 will be used for marine education and the marine advisory services which are designed to put marine research into practice.

CONSTRUCTION

Amendment No. 20: 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:

CONSTRUCTION

For expenses necessary for the National Oceanic and Atmospheric Administration for planning the construction of facilities and construction of an access road and security fencing, \$970,000, to remain available until expended.

The managers on the part of the Senate will move to concur in the amendment of the House to the amendment of the Senate.

On June 10, 1976 the House Appropriations Committee completed an investigation of the proposed NOAA facility at Sand Point, Seattle, Washington. The investigation raised several issues concerning the Sand Point project and included several alternatives for meeting NOAA's facilities' needs in the Seattle area. The conferees are agreed that the Department of Commerce should address the issues raised in the investigative report and submit a detailed report to the House and Senate Appropriations Committees as soon as possible.

NATIONAL FIRE PREVENTION AND CONTROL ADMINISTRATION

OPERATIONS, RESEARCH, AND ADMINISTRATION

Amendment No. 21: Appropriates \$12,239,000 instead of \$10,178,000 as proposed by the House and \$14,300,000 as proposed by the Senate.

TITLE IV—THE JUDICIARY

COURT OF APPEALS, DISTRICT COURTS, AND OTHER JUDICIAL SERVICES

SALARIES AND EXPENSES OF UNITED STATES MAGISTRATES

Amendment No. 22: Appropriates \$12,341,000 as proposed by the Senate instead of \$11,862,000 as proposed by the House.

SALARIES AND EXPENSES OF REFEREES

Amendment No. 23: Appropriates \$30,201,000 as proposed by the Senate instead of \$29,824,000 as proposed by the House.

TITLE V—RELATED AGENCIES

COMMISSION ON SECURITY AND COOPERATION IN EUROPE

SALARIES AND EXPENSES

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 amended to read as follows:

\$340,000 for the period beginning July 1, 1976, and to remain available until expended.

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 House had proposed an appropriation of \$300,000 to be available on October 1, 1976, while the Senate had proposed an appropriation of \$375,000 to be available on July 1, 1976. The conference agreement provides \$340,000 to be available on July 1, 1976.

FEDERAL COMMUNICATIONS COMMISSION

SALARIES AND EXPENSES

Amendment No. 25: Appropriates \$54,696,000 instead of \$51,448,000 as proposed by the House and \$57,945,000 as proposed by the Senate.

FEDERAL TRADE COMMISSION

SALARIES AND EXPENSES

Amendment No. 26: 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 restores language designed to protect the privacy and security of data obtained in the Federal Trade Commission's line of business program.

INTERNATIONAL TRADE COMMISSION

SALARIES AND EXPENSES

Amendment No. 27: Appropriates \$11,350,000 instead of \$11,300,000 as proposed by the House and \$11,539,000 as proposed by the Senate.

LEGAL SERVICES CORPORATION

PAYMENT TO THE LEGAL SERVICES CORPORATION

Amendment No. 28: Appropriates \$125,000,000 instead of \$110,000,000 as proposed by the House and \$130,000,000 as proposed by the Senate.

TITLE VI—GENERAL PROVISIONS

Amendment No. 29: 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 amended to read as follows:

SEC. 606. None of the funds appropriated in this Act shall be made available for the collection and preparation of budgetary information which will not be available to the Committees on Appropriations of the Senate and House of Representatives.

The managers on the part of the Senate will move to concur in the amendment of the House to the amendment of the Senate.

CONFERENCE TOTAL—WITH COMPARISONS

The total new budget (obligational) authority for the fiscal year 1977 recommended by the Committee of Conference, with comparisons

to the fiscal year 1976 amount, the 1977 budget estimates, and the House and Senate bills for 1977 follows:

New budget (obligational) authority, fiscal year 1976.....	\$6, 489, 650, 000
Budget estimates of new (obligational) authority, fiscal year 1977	¹ 6, 313, 251, 453
House bill, fiscal year 1977.....	6, 541, 128, 000
Senate bill, fiscal year 1977.....	6, 880, 147, 453
Conference agreement.....	6, 680, 314, 453
Conference agreement compared with:	
New budget (obligational) authority, fiscal year 1976.....	+190, 664, 453
Budget estimates of new (obligational) authority, fiscal year 1977	+367, 063, 000
House bill, fiscal year 1977.....	+139, 186, 453
Senate bill, fiscal year 1977.....	-199, 833, 000

¹ Includes \$16,132,453 in budget estimates not considered by the House.

JOHN M. SLACK,
NEAL SMITH,
JOHN J. FLYNT, JR.,
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TED STEVENS,
MILTON R. YOUNG,
JACOB K. JAVITS,
Managers on the Part of the Senate.

○

Calendar No. 913

94TH CONGRESS }
2d Session }

SENATE

} REPORT
No. 94-964

DEPARTMENTS OF STATE, JUSTICE, AND COMMERCE, THE JUDICIARY, AND RELATED AGENCIES APPROPRIATION BILL, 1977

JUNE 21 (legislative day, JUNE 18), 1976.—Ordered to be printed

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

REPORT

[To accompany H.R. 14239]

The Committee on Appropriations, to which was referred the bill, (H.R. 14239) making appropriations for the Departments of State, Justice, and Commerce, the Judiciary, and related agencies for the fiscal year ending September 30, 1977, and for other purposes, reports the same to the Senate with various amendments and presents herewith information relative to the changes made.

AMOUNT IN NEW BUDGET (OBLIGATIONAL) AUTHORITY

Amount of bill as passed House.....	\$6, 541, 128, 000
Amount of Senate bill over comparable House bill..	329, 612, 000
Amount added by Senate for items not considered by House.....	7, 951, 453
Total bill as reported to Senate.....	<u>6, 878, 691, 453</u>
Amount of appropriations, 1976.....	6, 489, 650, 000
Amount of budget estimates, 1977, as revised.....	6, 312, 870, 453
The bill as reported to the Senate:	
Over the appropriations for 1976.....	+389, 041, 453
Over the estimates for 1977.....	+565, 821, 000

(1)

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SUMMARY OF ESTIMATES AND RECOMMENDATIONS

The estimates contained in the 1977 budget for the departments and agencies included in the accompanying bill have been amended by House Documents Numbered 94-396, 94-417, 94-423, and 94-441 and Senate Document Numbered 94-204. In addition, the Committee considered the following: House Documents 94-463, 94-475, and Senate Documents 94-192 and 94-214, which were not considered by the House.

The following table summarizes the amounts recommended in the bill compared with the budget estimates for fiscal year 1977 and the appropriations for fiscal year 1976.

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1976 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1977

Department or agency	New budget (obligational) authority fiscal year 1976 (enacted to date)	Budget estimates of new authority, fiscal year 1977	New budget (obligational) authority recommended in House bill	Committee recommendation	Increase (+) or decrease (-), Senate bill compared with—		
					New budget (obligational) authority fiscal year 1976 (enacted to date)	Budget estimates of new authority, fiscal year 1977	New budget (obligational) authority recommended in House bill
Department of State	860,679,000	\$1,064,679,453	\$1,042,134,000	\$1,047,679,453	+820,000,453	-87,000,000	+85,545,453
Department of Justice	2,179,077,000	2,151,928,000	2,219,356,000	2,294,574,000	+115,497,000	+142,646,000	+75,218,000
Department of Commerce	1,986,123,000	1,343,542,000	1,419,202,000	1,648,410,000	-337,713,000	+304,668,000	+229,208,000
The Judiciary	345,294,000	393,531,000	375,445,000	376,301,000	+31,067,000	-17,280,000	+858,000
Related Agencies:							
Arms Control and Disarmament Agency	11,680,000	12,200,000	12,000,000	12,000,000	+820,000	-200,000	
Board for International Broadcasting	64,500,000	53,385,000	53,385,000	53,385,000	-11,115,000		
Commission on Civil Rights	8,047,000	9,540,000	9,450,000	9,450,000	+1,403,000	-90,000	
Commission on Security and Cooperation in Europe	63,659,000	70,100,000	300,000	300,000	+300,000	+300,000	
Equal Employment Opportunity Commission	50,988,000	51,448,000	67,850,000	67,850,000	+4,191,000	-2,250,000	
Federal Communications Commission	8,040,000	8,369,000	51,448,000	57,945,000	+7,007,000	+6,497,000	+6,497,000
Federal Maritime Commission	47,199,000	53,073,000	8,300,000	8,300,000	+280,000	-9,000	
Federal Trade Commission	1,400,000	800,000	52,700,000	52,700,000	+5,501,000	-373,000	
Foreign Claims Settlement Commission	10,400,000	11,539,000	650,000	650,000	-750,000	-150,000	
International Trade Commission			11,300,000	11,539,000	+1,189,000		+289,000

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1976 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1977—Continued

4

Department or agency	New budget (obligational) authority, fiscal year 1976 (enacted to date)	Budget estimates of new (obligational) authority, fiscal year 1977	New budget (obligational) authority recommended in House bill	Committee recommendation	Increase (+) or decrease (-), Senate bill compared with—		
					New budget (obligational) authority, fiscal year 1976 (enacted to date)	Budget estimates of new (obligational) authority, fiscal year 1977	New budget (obligational) authority recommended in House bill
Related agencies—Continued							
Japan-United States Friendship Commission.....	30,000,000				-30,000,000		
Legal Services Corporation.....	92,330,000	140,300,000	110,000,000	180,000,000	+37,670,000	-10,300,000	+20,000,000
Marine Mammal Commission.....	900,000	1,000,000	1,000,000	1,000,000	+100,000		
National Commission For the Review of Federal and State Laws Relating to Wire-tapping and Electronic Surveillance.....	400,000				-400,000		
Office of the Special Representative for Trade Negotiations.....	2,020,000	2,370,000	2,250,000	2,250,000	+230,000	-120,000	
Privacy Protection Study Commission.....	800,000	750,000	750,000	750,000	-50,000		
Renegotiation Board.....	5,566,000	6,370,000	5,700,000	5,700,000	+134,000	-670,000	
Securities and Exchange Commission.....	49,231,000	53,098,000	53,000,000	53,000,000	+3,706,000	-98,000	
Small Business Administration.....	417,750,000	631,000,000	761,000,000	781,000,000	+363,250,000	+150,000,000	
United States Information Agency.....	273,617,000	263,906,000	263,906,000	263,906,000	-9,709,000		
Total.....	6,469,650,000	6,312,870,453	6,541,126,000	6,878,691,453	389,041,453	+565,821,000	+337,563,453

HIGHLIGHTS OF THE BILL

The Committee recommendations include four major items which constitute the principal change from the House bill.

First, the Committee has included an increase of \$71,638,000 over the House allowance for the programs of the Law Enforcement Assistance Administration. This increase would restore the overall program to the current level, with increased emphasis on the new and innovative programs authorized by the Juvenile Justice and Delinquency Prevention Act. Programs under that Act would be funded at the level of \$100 million. In addition, the Law Enforcement Education Program would be maintained at the current level of approximately \$40 million.

Second, the Committee has included an increase of \$198,692,000 over the House allowance for the programs authorized by the Public Works and Economic Development Act of 1965, as amended. This increase would restore these programs to the level approved by the Senate for the current fiscal year during consideration of the fiscal year 1976 Commerce Department budget.

Third, the Committee has included an increase of \$19,150,000 for the programs of the National Oceanic and Atmospheric Administration. The increase is related to the increased responsibilities of that agency under the recently enacted Fisheries Conservation and Management Act of 1976 which established the 200 mile fishing limit as well as increased funding for the Sea Grant program and other high priority items for which the agency appealed for restoration of House reductions.

Fourth, the Committee has included an increase of \$20,000,000 for the Legal Services Corporation. This increase would allow the Corporation to initiate new projects to provide legal services in non-criminal proceedings to low income individuals in areas not now served by the Corporation.

These are the four major changes in the Senate bill. These proposed changes from the House allowance and the other recommendations of the Committee are explained in detail in the body of the report.

REPROGRAMINGS, REORGANIZATIONS, AND RELOCATIONS

The Committee receives numerous requests during the fiscal year from the departments and agencies funded in the bill to "reprogram" funds away from the original purposes for which they were justified and appropriated. The process of "reprogramming" as used here involves those shifts of funds within the legal confines of an appropriation account which do not change either the total amount available in the account nor any of the purposes for which the appropriation is legally available.

Approval of such reprogramming requests is often justified because of a bona fide change in actual program requirements between the time of the original justification and the time funds are to be obligated. (Some typical examples in this regard are changes in operating conditions, technological breakthroughs, natural disasters, and new legislative initiatives enacted subsequent to the authorization and appropriation of funds.) However, reprogramming requests, at times,

have unfortunately been used to seek funding for the initiation of essentially new or controversial programs or policies and for the funding of appropriations requests previously rejected by the Committee or the Congress. In addition, some reprogramings have been carried out which, although outside of either agency or Committee reporting requirements, nevertheless have the effect of committing the agency, the Committee and the Congress to new or controversial programs. Finally, a review of the hearing record in recent years will reveal a few instances in which the Committee was not informed of significant reprogramings.

The Committee is aware of the problems inherent in long-range budget planning and does not desire to limit unnecessarily the flexibility of the departments and agencies in this bill in the timely redirection of resources necessary to good management practices. If, however, the Committee is to fulfill its responsibilities, it must be kept informed of all significant transfers of resources. Consequently, the Committee has established new reporting requirements which are designed to provide the Committee with full information concerning all significant changes without impairing the need for flexibility. This policy is as follows:

The Committee desires and expects that the Chairman of the Subcommittee on the Departments of State, Justice, and Commerce, the Judiciary, and Related Agencies be notified in writing a minimum of 15 days prior to—

(1) Reprograming of funds in excess of \$250,000 or 10 per cent, whichever is less, between programs or activities. The Committee desires to be notified of reprogramming actions which are less than these amounts if such actions would have the effect of committing the agency to significant funding requirements in future years.

(2) Increasing funds or personnel by any means for any project or activity for which funds have been denied or restricted.

(3) Creation of new programs or substantial augmentation of existing programs.

(4) Relocation of offices or employees.

(5) Reorganization of offices, programs, or activities.

TITLE I—DEPARTMENT OF STATE

SUMMARY

1976 appropriation.....	\$840,679,000
1977 revised budget estimate.....	1,054,679,453
House allowance.....	1,042,134,000
Committee recommendation.....	1,047,679,453

ADMINISTRATION OF FOREIGN AFFAIRS

SALARIES AND EXPENSES

1976 appropriation.....	\$432,400,000
1977 revised budget estimate (H. Doc. 94-475).....	541,800,000
House allowance.....	537,800,000
Committee recommendation.....	539,800,000

The Committee recommends an appropriation of \$539,800,000, an increase of \$109,400,000 over the 1976 adjusted appropriation and

\$2,000,000 below the budget estimate. The Committee recommendation is \$2,000,000 over the House allowance to provide for a 1977 Budget Amendment not considered by the House.

This appropriation provides funds for the formulation and execution of the foreign policy of the United States, including the conduct of diplomatic and consular relations with international organizations, and related activities.

The increase is primarily for annualization, within-grade salary increases, wage increases for foreign local employees, and price increases. Part of the increase arises from the initiation of a new inter-agency accounting system, the Foreign Affairs Administrative Support system (FAAS), which replaces the present Shared Administrative Support system (SAS).

Under this new system, which is based upon agreement between the Department of State and 24 other agencies, certain administrative costs previously funded in the budgets of these 24 agencies, but more properly carried in the budget of the State Department, are included for the first time in the fiscal year 1977 State Department appropriation bill. These costs are fixed and essential to State Department operations. The budgets of the 24 cooperating agencies have been reduced an equivalent amount. The FAAS system represents no increase in overall costs to the Government; it is a bookkeeping arrangement. The introduction of this new system accounts for \$69.9 million of the Department's fiscal year 1977 budget.

The Committee's increase of \$2,000,000 over the House Allowance relates to a budget amendment which was transmitted to the Congress by the President too late for consideration by the House. The funds are required to provide for a Travel Document and Issuance System (TDIS) and a files miniaturization project for the U.S. Passport Office.

The TDIS system will provide a more efficient and convenient service to the American traveling public. The files miniaturization project will establish a modern, efficient files storage and retrieval system to allow for more effective passport and related operations. The Committee would have no objection if the Department finds it necessary to expend resources during the transition quarter in order to facilitate preparation for those specific requirements to be undertaken within the appropriation. The Committee further recommends that it be advised of any reprogramming required for this purpose in the transition quarter.

The House has directed,

It is the intent of the Committee that the reduction of \$2,000,000 in budget authority for "Salaries and Expenses" for the Department of State be accomplished by not replacing at least 80 percent of the employees in positions over GS-6 and comparable Foreign Service grades presently filled or authorized whose employment is terminated as a result of voluntary retirement or resignation, and that none of the reduction be accomplished by involuntary reduction-in-force action. This formula permits the Secretary to have latitude to refill those positions which are most needed. The amount of the reduction is estimated as the amount which will be saved under the formula and it is expected that such formula be followed even if it results in larger savings.

The Committee notes the House reduction and intent, but does not believe it allows the Department sufficient flexibility to make this reduction in the most effective manner possible. Accordingly, it is the intent of the Committee that the House recommendation for a \$2,000,000 reduction in budget authority for Salaries and Expenses for the Department of State be accomplished by savings resulting from personnel reductions determined by the Department. This will permit the Department of State to reduce its personnel complement consistent with changing workloads and priorities.

The Committee recommends that, within the resources available for the administration of foreign affairs, an additional 10 positions should be made available for the Bureau of Oceans, International Environment and Scientific Affairs. These positions are intended to be used to augment the Bureau's ability to handle negotiations on international fishery agreements by adding needed professionals with expertise in fisheries matters. The additional positions will be needed for negotiations related to the enactment of 200 mile limit legislation.

REPRESENTATION ALLOWANCES

1976 appropriation.....	\$1,700,000
1977 budget estimate.....	2,000,000
House allowance.....	2,000,000
Committee recommendation.....	2,000,000

The Committee recommends an appropriation of \$2,000,000, an increase of \$300,000 over the 1976 appropriation, the same as the budget estimate and the House allowance.

This appropriation reimburses, in part, expenditures authorized by law which Foreign Service officers incur in an official capacity abroad in establishing and maintaining contacts with local government officials and prominent members of the local community.

ACQUISITION, OPERATION, AND MAINTENANCE OF BUILDINGS ABROAD

1976 appropriation.....	\$29,942,000
1977 budget estimate.....	67,200,000
House allowance.....	67,200,000
Committee recommendation.....	67,200,000

The Committee recommends an appropriation of \$67,200,000, an increase of \$37,258,000 over the 1976 appropriation, the same as the budget estimate and the House allowance.

The objective of the Foreign Service Building program is to construct or obtain by purchase or long-term lease, appropriate and efficient office space for the Foreign Service and other agencies of the U.S. Government abroad, and living quarters for American staff at diplomatic and consular posts where housing problems exist.

Within the amount recommended, \$30,000,000 will be used to initiate construction of a complex of buildings in Moscow, consisting of office, residential, and service facilities totalling approximately 635,000 gross square feet. The amount requested will provide for the construction of foundations and skeletal frames of the numerous buildings, plus four positions for project supervision, to assure compliance with contract requirements by the general contractor.

ACQUISITION, OPERATION, AND MAINTENANCE OF BUILDINGS ABROAD

(SPECIAL FOREIGN CURRENCY PROGRAM)

1976 appropriation.....	\$9,785,000
1977 budget estimate.....	5,535,000
House allowance.....	5,535,000
Committee recommendation.....	5,535,000

The Committee recommends an appropriation of \$5,535,000, a decrease of \$4,250,000 below the 1976 appropriation, the same as the budget estimate and the House allowance.

This appropriation provides for the use of excess foreign currencies in the Foreign Buildings program, pursuant to the authority contained in section 4 of the Foreign Service Buildings Act, as amended, and thereby reduces U.S. dollar expenditures.

EMERGENCIES IN THE DIPLOMATIC AND CONSULAR SERVICE

1976 appropriation.....	\$2,100,000
1977 budget estimate.....	2,100,000
House allowance.....	2,100,000
Committee recommendation.....	2,100,000

The Committee recommends an appropriation of \$2,100,000, the same as the 1976 appropriation, the budget estimate and the House allowance.

This appropriation provides funds for relief and repatriation loans to American citizens abroad and for other emergencies of the Department.

PAYMENT TO FOREIGN SERVICE RETIREMENT AND DISABILITY FUND

1976 appropriation.....	\$8,055,000
1977 budget estimate.....	8,055,000
House allowance.....	8,055,000
Committee recommendation.....	8,055,000

The Committee recommends an appropriation of \$8,055,000, the same as the 1976 appropriation, the budget estimate and the House allowance.

This appropriation request results from an amendment to the Foreign Service Act of 1946, section 865 (Public Law 91-201), which provides that any new statute which liberalizes benefits or extends benefits to new groups of employees, or increases salaries on which benefits are computed, requires appropriation to the Foreign Service Retirement and Disability Fund, to finance the unfunded liability created by the new statute, in 30 equal annual installments.

INTERNATIONAL ORGANIZATIONS AND CONFERENCES

CONTRIBUTIONS TO INTERNATIONAL ORGANIZATIONS

1976 appropriation.....	\$217,853,000
1977 revised budget estimate (H. Doc. 94-475).....	277,545,453
House allowance.....	274,000,000
Committee recommendation.....	277,545,453

The Committee recommends an appropriation of \$277,545,453, an increase of \$59,692,453 over the 1976 appropriation, the same as the budget estimate, and \$3,545,453 over the House allowance.

The Senate increase over the House allowance relates to a budget amendment which was transmitted to the Congress by the President too late for consideration by the House. This increase of \$3,545,453 for UNESCO primarily provides for completion of the \$18.5 million fiscal year 1975 U.S. contribution. This partial arrearage arose when the 92d Congress enacted a ceiling limiting the U.S. contribution to any international organization to 25 percent of that organization's total assessments; and organizations such as UNESCO, which operate on a multiyear assessment cycle, could not immediately comply. While Congress later authorized a 1-year exception to the 25 percent limitation, permitting payment of the fiscal year 1975 arrearages which had developed, such payment to UNESCO was not made because, by then, the issue of UNESCO policy toward Israel had arisen and Congress had legislated a total cut-off of U.S. payments to that organization. This recommended appropriation is consistent with the bill passed by the Senate to authorize fiscal year 1977 appropriations for the Department of State.

This appropriation provides the U.S. share of the costs of the United Nations, its 11 specialized agencies and the International Atomic Energy Agency; 6 Inter-American Organizations; 6 regional organizations; and 17 other international organizations. The U.S. membership in these organizations, which has been authorized by conventions, treaties or specific acts of Congress, constitutes an obligation for payment of its share of the assessed budgets.

The following table sets forth the amount provided for each of the organizations funded from this appropriation for fiscal year 1977:

United Nations and specialized agencies:	
United Nations	\$87, 185, 000
United Nations Educational, Scientific and Cultural Organization	3, 545, 453
International Civil Aviation Organization	5, 790, 000
World Health Organization	38, 155, 000
Food and Agriculture Organization	20, 798, 000
International Labor Organization	20, 260, 000
International Telecommunication Union	1, 470, 000
World Meteorological Organization	2, 295, 000
Intergovernmental Maritime Consultative Organization	259, 000
Universal Postal Union	316, 000
World Intellectual Property Organization	136, 000
World Tourism Organization	113, 000
International Atomic Energy Agency	11, 343, 000
Subtotal	191, 665, 453
Inter-American organizations:	
Inter-American Indian Institute	88, 000
Inter-American Institute of Agricultural Sciences	4, 758, 000
Pan American Institute of Geography and History	195, 000
Pan American Railway Congress Association	15, 000
Pan American Health Organization	19, 009, 000
Organization of American States	27, 005, 000
Subtotal	51, 070, 000

Regional organizations:	
South Pacific Commission	713, 000
North Atlantic Treaty Organization	13, 175, 000
North Atlantic Assembly	215, 000
Southeast Asia Treaty Organization	467, 000
Colombo Plan Council for Technical Cooperation	13, 000
Organization for Economic Cooperation and Development	15, 850, 000
Subtotal	30, 433, 000
Other international organizations:	
Interparliamentary Union	128, 000
International Bureau of the Permanent Court of Arbitration	3, 000
International Bureau of the Publication of Customs Tariffs	28, 000
International Bureau of Weights and Measures	209, 000
International Hydrographic Organization	25, 000
International Wheat Council	
International Coffee Organization	
International Institute for the Unification of Private Law	24, 000
Hague Conference on Private International Law	27, 000
Maintenance of certain lights in the Red Sea	6, 000
International Bureau of Exhibitions	17, 000
Customs Cooperation Council	896, 000
International Center for the Study of the Preservation and Restoration of Cultural Property	156, 000
International Organization for Legal Metrology	19, 000
International Agency for Research on Cancer	626, 000
General Agreement on Tariffs and Trade	2, 186, 000
International Office of Epizootics	27, 000
Subtotal	4, 377, 000
Total	277, 545, 453

CONTRIBUTIONS FOR INTERNATIONAL PEACEKEEPING ACTIVITIES

1976 appropriation	\$35, 000, 000
1977 budget estimate	45, 000, 000
House allowance	40, 000, 000
Committee recommendation	40, 000, 000

The Committee recommends an appropriation of \$40,000,000, an increase of \$5,000,000 over the 1976 appropriation, \$5,000,000 below the budget estimate, and the same as the House allowance.

This appropriation provides the U.S. share of the costs of the United Nations peacekeeping forces in the Middle East.

MISSIONS TO INTERNATIONAL ORGANIZATIONS

1976 appropriation	\$9, 139, 000
1977 budget estimate	9, 300, 000
House allowance	9, 350, 000
Committee recommendation	9, 350, 000

The Committee recommends an appropriation of \$9,350,000, an increase of \$211,000 over the 1976 appropriation, \$50,000 above the budget estimate and the same as the House allowance.

The House level allows \$50,000 for the funding of expenses that will occur when the U.S. group hosts the 22d annual session of the North Atlantic Assembly this fall. The annual meeting this year will

be held in the United States to coincide with the bicentennial year. U.S. participation in the Assembly was authorized in 1956, and since that date, the U.S. group has played a major role in the deliberations of that body.

This appropriation provides for the expenses of U.S. Missions to eight international organizations and the expenses of congressional delegations to four international parliamentary groups.

The following table shows the amounts included for each of the missions and parliamentary groups for fiscal year 1977:

U.S. Mission to:	Fiscal year 1977
United Nations.....	\$3,085,000
International Organizations, Geneva.....	3,600,000
International Organizations, Vienna.....	849,000
International Civil Aviation Organization.....	239,000
Organization of American States.....	725,000
United Nations Educational, Scientific and Cultural Organization.....	371,000
The Food and Agriculture Organization.....	166,000
United Nations Environment Program.....	110,000
Subtotal.....	9,145,000
U.S. congressional groups to:	
Interparliamentary Union.....	45,000
North Atlantic Assembly.....	100,000
Canada-United States Interparliamentary Group.....	30,000
Mexico-United States Interparliamentary Group.....	30,000
Subtotal.....	205,000
Total.....	9,350,000

INTERNATIONAL CONFERENCES AND CONTINGENCIES

1976 appropriation.....	\$7,140,000
1977 budget estimate.....	7,035,000
House allowance.....	7,035,000
Committee recommendation.....	7,035,000

The Committee recommends an appropriation of \$7,035,000, a decrease of \$105,000 below the 1976 appropriation, the same as the budget estimate and the House allowance.

This appropriation finances U.S. participation in multilateral intergovernmental conferences and contributions to new or provisional international organizations. The principal expenses of international conference participation are the travel, per diem, and support costs of the U.S. delegations and administrative costs when the United States serves as host for international conferences.

INTERNATIONAL TRADE NEGOTIATIONS

1976 appropriation.....	\$2,856,000
1977 budget estimate.....	3,540,000
House allowance.....	3,500,000
Committee recommendation.....	3,500,000

The Committee recommends an appropriation of \$3,500,000, an increase of \$644,000 over the 1976 appropriation, \$40,000 below the budget estimate, and the same as the House allowance.

This appropriation finances United States participation in multilateral international trade negotiations being conducted under the sponsorship of the Contracting Parties of the General Agreement on Tariffs and Trade (GATT).

INTERNATIONAL COMMISSIONS

INTERNATIONAL BOUNDARY AND WATER COMMISSION, UNITED STATES AND MEXICO: SALARIES AND EXPENSES

1976 appropriation.....	\$5,525,000
1977 budget estimate.....	5,810,000
House allowance.....	5,800,000
Committee recommendation.....	5,800,000

The Committee recommends an appropriation of \$5,800,000, an increase of \$275,000 over the 1976 appropriation, \$10,000 below the budget estimate, and the same as the House allowance.

The International Boundary and Water Commission, United States and Mexico, created by Treaty of March 1, 1889, between the Governments of the United States and Mexico, is charged by that and a series of subsequent treaties with the application of the provisions of those treaties, and the regulation and exercise of the rights and obligations which the two Governments have assumed thereunder for the solution of problems arising on the boundary requiring joint engineering action by the two Governments.

INTERNATIONAL BOUNDARY AND WATER COMMISSION, UNITED STATES AND MEXICO: CONSTRUCTION

1976 appropriation.....	\$8,365,000
1977 budget estimate.....	3,919,000
House allowance.....	3,919,000
Committee recommendation.....	3,919,000

The Committee recommends an appropriation of \$3,919,000, a decrease of \$4,446,000 below the 1976 appropriation, the same as the budget estimate and the House allowance.

This appropriation finances the construction activities of the U.S. section of the International Commission, in response to obligations established by treaties and other agreements between the United States and Mexico, and Acts of Congress.

The bill includes \$3,457,000 for settlement of boundary disputes, and \$462,000 for the Rio Grande canalization project.

AMERICAN SECTIONS, INTERNATIONAL COMMISSIONS

1976 appropriation.....	\$1,609,000
1977 budget estimate.....	1,840,000
House allowance.....	1,840,000
Committee recommendation.....	1,840,000

The Committee recommends an appropriation of \$1,840,000, an increase of \$231,000 over the 1976 appropriation, the same as the budget estimate and the House allowance.

INTERNATIONAL FISHERIES COMMISSIONS

1976 appropriation.....	\$4,760,000
1977 budget estimate.....	5,500,000
House allowance.....	5,500,000
Committee recommendation.....	5,500,000

The Committee recommends an appropriation of \$5,500,000, an increase of \$740,000 over the 1976 appropriation, the same as the budget estimate and the House allowance.

This appropriation provides funds for the United States share of the expenses of nine international fisheries commissions in which the United States participates. The commissions determine and undertake or recommend measures necessary for the preservation and expansion of fishery stocks.

The following table shows the amounts provided for each of the organizations for fiscal year 1977:

	<i>Fiscal year 1977</i>
International Pacific Halibut Commission.....	\$399,300
International Pacific Salmon Fisheries Commission.....	839,300
Inter-American Tropical Tuna Commission.....	1,071,800
International Commission for the Northwest Atlantic Fisheries.....	17,400
International Whaling Commission.....	7,000
International North Pacific Fisheries Commission.....	59,900
Great Lakes Fishery Commission.....	3,007,700
North Pacific Fur Seal Commission.....	5,000
International Commission for the Conservation of Atlantic Tunas...	41,500
International Council for the Exploration of the Sea.....	31,700
Expenses of the U.S. Commissioners.....	19,400
Total.....	5,500,000

EDUCATIONAL EXCHANGE

MUTUAL EDUCATIONAL AND CULTURAL EXCHANGE ACTIVITIES

1976 appropriation.....	\$55,325,000
1977 budget estimate.....	58,500,000
House allowance.....	58,500,000
Committee recommendation.....	58,500,000

The Committee recommends an appropriation of \$58,500,000, an increase of \$3,175,000 over the 1976 appropriation, the same as the budget estimate and the House allowance.

This appropriation includes all educational and cultural exchange programs carried out by the Department of State under authority of the Mutual Educational and Cultural Exchange Act of 1961 (75 Stat. 527).

In addition to the new obligational authority provided under this appropriation, financing is obtained from other sources, including foreign currency reserves on hand in binational educational foundations and commissions abroad, and other nonappropriated funds, principally contributions of foreign governments under cost-sharing arrangements. The amount estimated to be available from these other sources in fiscal year 1977 is \$4,209,142.

The Committee recommends that the Department of State provide \$250,000 for the planning of a program by a university in the District of Columbia that would establish an Indigenous Technical Assistance Corps for Latin America and the Near East.

CENTER FOR CULTURAL AND TECHNICAL INTERCHANGE BETWEEN EAST AND WEST

1976 appropriation.....	\$9,000,000
1977 budget estimate.....	10,000,000
House allowance.....	10,000,000
Committee recommendation.....	10,000,000

The Committee recommends an appropriation of \$10,000,000, an increase of \$1,000,000 over the 1976 appropriation, the same as the budget estimate and the House allowance.

This appropriation provides for development, maintenance and operation in Hawaii of a Center for Cultural and Technical Interchange Between East and West. The Center is a national educational institution now administered on behalf of the Department of State by a nonprofit educational corporation chartered by the State of Hawaii.

The Center will continue to carry out cooperative programs of research, study, and training, through grants to qualified individuals, in promoting better relations and understanding between the United States and the nations of Asia and the Pacific.

TITLE II—DEPARTMENT OF JUSTICE

SUMMARY

1976 appropriation.....	\$2,179,077,000
1977 revised budget estimate.....	2,151,928,000
House allowance.....	2,219,356,000
Committee recommendation.....	2,294,574,000

GENERAL ADMINISTRATION

SALARIES AND EXPENSES

1976 appropriation.....	\$21,612,000
1977 budget estimate.....	20,287,000
House allowance.....	20,100,000
Committee recommendation.....	20,100,000

The Committee recommends an appropriation of \$20,100,000, a decrease of \$1,512,000 below the 1976 appropriation, \$187,000 below the budget estimate, and the same as the House allowance.

The appropriation for General Administration includes expenses of program direction and policy coordination carried out by the offices of the Attorney General, the Deputy Attorney General, Policy and Planning, Public Information, Legislative Affairs, and Management and Finance. Funds are also included for the Office of the Pardon Attorney, the Board of Immigration Appeals, and the U.S. Parole Commission.

The request provided 16 additional positions for the U.S. Parole Commission, a program decrease of 20 positions for the Office of Management and Finance, and a 90 position decrease for the Watergate Special Prosecution Force. The latter decrease reflects the gradual phasing out of the Watergate Special Prosecution Force as it winds-up its work.

The House report supports the budget request except for the Office of Management and Finance where the House recommended an additional reduction of 10 positions and \$187,000. The Committee concurs in these reductions.

At the request of the Department, the Committee has added language to the bill that permits the activities of the Watergate Special Prosecution Force to continue into 1977. Funds earmarked in the 1976 appropriation for the Watergate Special Prosecution Force are proposed to remain available to complete remaining work.

LEGAL ACTIVITIES

SALARIES AND EXPENSES, GENERAL LEGAL ACTIVITIES

1976 appropriation.....	\$62,259,000
1977 revised budget estimate (S. Doc. 94-214).....	64,090,000
House allowance.....	63,565,000
Committee recommendation.....	64,090,000

The Committee recommends an appropriation of \$64,090,000, an increase of \$1,831,000 above the 1976 appropriation, the same amount as the revised request and \$525,000 over the House allowance.

The General Legal Activities appropriation supports the Attorney General through the conduct of litigation and other related responsibilities in these areas: conduct of Supreme Court proceedings and review of appellate matters; criminal matters; claims, customs, and general civil matters; land matters; legal opinions; and civil rights matters.

The allowance provides two additional positions for the Office of the Solicitor General and funding to participate in an Automated Caseload and Collection System (ACCSYS). The Committee increase over the House allowance consists entirely of a budget amendment, transmitted by the President too late for consideration by the House. This increase is to fund additional workload caused by the 1975 expansion of the Voting Rights Act of 1965 and the Overseas Citizens Voting Rights Act of 1975. The allowance provides for no additional permanent positions since the number of vacant positions is substantially larger than the additional number of work-years requested.

SALARIES AND EXPENSES, ANTITRUST DIVISION

1976 appropriation.....	\$22,239,000
1977 budget estimate.....	23,426,000
House allowance.....	24,000,000
Committee recommendation.....	24,000,000

The Committee recommends an appropriation of \$24,000,000, an increase of \$1,761,000 over the 1976 appropriation, and \$574,000 over the budget estimate, and the same as the House allowance.

The Antitrust Division administers and enforces the antitrust, consumer protection laws, and related statutes. This program involves primarily the investigation of suspected violations of the antitrust laws, and the conduct of civil and criminal proceedings in the Federal courts which are designed to deter and punish violations, and to maintain and restore competitive conditions.

The increase provided by the House contains 51 positions more than were authorized in 1976 and 31 positions more than were requested

in the 1977 budget. In addition, the recommendation provides increases for extraordinary litigating expenses and the implementation of the Automated Caseload and Collection System (ACCSYS). The Committee concurs with the funding level provided by the House, but is concerned with the number of additional positions proposed. Continued high vacancy levels indicate that resources provided in 1976 by the Congress are not being utilized as intended.

SALARIES AND EXPENSES, U.S. ATTORNEYS AND MARSHALS

1976 appropriation.....	\$146,532,000
1977 revised budget estimate (H. Doc. 94-463).....	161,101,000
House allowance.....	158,850,000
Committee recommendation.....	161,905,000

The Committee recommends an appropriation of \$161,905,000, an increase of \$15,373,000 over the 1976 appropriation, \$804,000 above the revised budget estimate, and \$3,055,000 over the House allowance.

The Government is represented in each of the 94 judicial districts by a U.S. attorney and a U.S. marshal.

1. *U.S. attorneys.*—The U.S. attorney is responsible for the Government's legal interests in his district.

2. *U.S. marshals.*—The marshal has custody of all Federal offenders until released by the courts or confined in prison, acts as agent of the court in the service of process, and provides protection services to the courts and to key Government witnesses.

The recommendation of the Committee would restore 91 positions and \$2,030,000 deleted from the budget request by the House for the U.S. attorneys. In addition, the Committee recommends approval of a \$1,025,000 budget amendment which was received too late for consideration by the House. This amendment is necessary to provide continued financial support of 100 additional positions approved for the U.S. attorneys in the Second Supplemental Appropriation Act, 1976.

For the U.S. marshals, the Committee concurs with the recommendations of the House which provided for the restoration of an administration proposed reduction of \$881,000 for administratively uncontrollable overtime and a reduction of \$77,000 and 27 positions from the additional resources requested for the witness security program.

FEES AND EXPENSES OF WITNESSES

1976 appropriation.....	\$16,830,000
1977 budget estimate.....	19,177,000
House allowance.....	19,177,000
Committee recommendation.....	19,177,000

The Committee recommends an appropriation of \$19,177,000, an increase of \$2,347,000 over the 1976 appropriation, the same as the budget estimate and the House allowance.

The funds are used to pay the fees and expenses of witnesses who appear on behalf of the Government in all cases to which the United States is a party. In addition, this account provides funds for the protection of witnesses in certain cases, as authorized by the Attorney General, and funds for the payment of land commissioners in condemnation cases.

The Committee concurs in the House action which includes an absorption of \$200,000 for compensation and expenses of land commissioners. The budget proposed deletion of language and funds under this account relating to land commissioners on the assumption that appropriate language and funds would be requested in the Judiciary budget. As presented to the Congress, the budget included no funds for land commissioners in either the Justice or the Judiciary budget. The Committee feels it is appropriate to continue providing funds for such commissioners under the "Fees and Expenses of Witnesses" account in 1977 and expects the Department of Justice and the Judiciary to resolve the matter of where and if such funding should be continued before presenting their budgets for 1978.

SALARIES AND EXPENSES, COMMUNITY RELATIONS SERVICE

1976 appropriation.....	\$4,034,000
1977 budget estimate.....	4,131,000
House allowance.....	4,500,000
Committee recommendation.....	4,500,000

The Committee recommends an appropriation of \$4,500,000, an increase of \$466,000 over the 1976 appropriation, \$369,000 above the budget estimate and the same as the House allowance.

The Service was established by title X of the Civil Rights Act of 1964, to provide assistance to communities in resolving disputes, disagreements, and difficulties arising from discriminatory practices which disrupt or threaten to disrupt peaceful relations among citizens.

The budget request for 1977 provided for no substantive increase in the program of the Community Relations Service. The Committee believes that the 33 additional positions proposed by the House are warranted by the success of the program in resolving problems arising out of school desegregation and other discriminatory practices.

FEDERAL BUREAU OF INVESTIGATION

SALARIES AND EXPENSES

1976 appropriation.....	\$485,950,000
1977 budget estimate.....	466,777,000
House allowance.....	493,977,000
Committee recommendation.....	493,977,000

The Committee recommends an appropriation of \$493,977,000, an increase of \$8,027,000 over the 1976 appropriation, \$27,200,000 over the budget estimate, and the same amount contained in the House allowance.

The Federal Bureau of Investigation, as the principal investigative branch of the Department of Justice, obtains evidence for use in civil litigation and prosecution of criminal violations of Federal law. It has primary responsibility for the internal security of the Nation. It assists other law enforcement agencies through the dissemination of information, location of fugitives, training, and identification and laboratory services.

The House, in recommending \$27,200,000 over the amount of the budget estimate, provided 202 additional positions for compliance with the Freedom of Information Act and the Privacy Act. Other increases were allowed for undercover operations and additional

within-grade pay increases. In addition, the House restored several items proposed for reduction from 1976 levels, e.g., administratively uncontrollable overtime and equipment replacement. The House also deleted appropriation language that would have required State and local governments to contribute 50 percent of the cost of training at the FBI Academy in Quantico, Va., and at the local level. This last reduction if approved would have resulted in a reduction in appropriated funding of \$7,872,000.

The Committee believes that the increases approved by the House are necessary to insure an adequate level of Federal law enforcement.

More specifically, the Committee has requested and received a detailed statement of the method by which the FBI presently administers the overtime payments to its special agents. The Committee agrees with the FBI's current policy with respect to administratively uncontrollable overtime payments, finding it cost effective and necessary. It is therefore the intent of this Committee that the Director of the FBI continue to administer overtime payments in the same efficient and effective manner as he now does, and that the other affected agencies of the Department shall do likewise.

The Committee continues to be alarmed by the continuation of the high incidence of crime in the United States threatening the peace, security, and general welfare of the Nation and its citizens. It is therefore the intent of the Committee that funds restored to the FBI's budget for fiscal year 1977 for the affording of training assistance, free of charge, to local and State law enforcement officers shall be utilized to continue to carry out the provisions of title I, section 404 of Public Law 90-351, better known as the Omnibus Crime Control and Safe Streets Act of 1968. This would include the training of approximately 1,000 officers annually in the advanced 11-week National Academy Course for command officers held at the FBI Academy, Quantico, Va., and to support the attendance of some 4,000 additional local and State law enforcement officers at that facility in specialized training courses of shorter duration. Funds were appropriated for the construction of the FBI Academy, completed in 1972, in order that the FBI might intensify and enlarge its assistance to local and State police in training matters. The FBI operates its Academy efficiently and the training received there is invaluable. It also is intended that portions of this funding shall be used to support FBI assistance efforts in law enforcement training schools organized and conducted on a local level, when such assistance is requested by a State or unit of local government. It is intended that the FBI shall continue to underwrite the travel and subsistence expenses of local and State law enforcement of officers attending training courses, seminars and symposia at the FBI Academy in accord with the spirit of the Omnibus Crime Control and Safe Streets Act of 1968 applied in a consistent fashion as in the preceding fiscal year.

IMMIGRATION AND NATURALIZATION SERVICE

SALARIES AND EXPENSES

1976 appropriation.....	\$214,609,000
1977 budget estimate.....	221,581,000
House allowance.....	234,000,000
Committee recommendation.....	234,000,000

The Committee recommends an appropriation of \$234,000,000, an increase of \$19,391,000 over the 1976 appropriation, \$12,419,000 over the budget estimate, and the same as the House allowance.

The Immigration and Naturalization Service is responsible for administering the immigration and naturalization laws relating to the admission, exclusion, deportation, and naturalization of aliens.

The House report expressed concern over the growth in workload and the increasing backlog of many of the Immigration and Naturalization Service programs. To meet these needs the House approved all increases requested, and added 730 positions and \$12,419,000. These included 330 positions and \$4,785,000 to restore proposed program reductions, \$2,133,000 to restore administratively uncontrollable overtime to the presently established level, and 400 positions and \$5,501,000 in new programs including 100 additional inspectors at ports of entry, 200 investigators, and 100 adjudicators. Additional vehicles for inspectors were also added to the bill.

The Committee concurs with the House recommendations. In addition, within the amounts recommended, the Committee believes that provision should be made for proper staffing of those offices with responsibility for answering congressional inquiries. Failure to respond to such inquiries in a timely manner has been a continuing problem. It should not take three weeks to respond to a request from the office of a United States Senator as has been the case too often. The Committee directs the Department to look into this matter and report back to the Committee as soon as possible indicating what measures will be taken to improve the processing of casework.

FEDERAL PRISON SYSTEM

SALARIES AND EXPENSES, BUREAU OF PRISONS

1976 appropriation	\$195,938,000
1977 budget estimate	208,160,000
House allowance	208,160,000
Committee recommendation	208,160,000

The Committee recommends an appropriation of \$208,160,000, an increase of \$12,222,000 over the 1976 appropriation, and the same amount as the budget request and the House allowance.

This appropriation provides for the custody, care, and treatment of prisoners, inmate education, maintenance and operation of institutions, medical services, narcotic addict treatment, technical assistance to State and local governments, and general administration. The increases for 1977 provide funds for the activation of new youth centers at Memphis, Tenn. and Bastrop, Tex.; for staffing a new farm dormitory at the Federal Correctional Institute in La Tuna, Tex.; for additional staff to expand the implementation of functional unit management; and for providing civil service medical personnel to replace commissioned officers of the Health Services Administration. In addition, the budget request and recommendation contain a number of increases related to food and utility cost increases, annualization of positions, and other services over which the Bureau has little or no control.

NATIONAL INSTITUTE OF CORRECTIONS

1976 appropriation	
1977 budget estimate	\$4,997,000
House allowance	4,997,000
Committee recommendation	4,997,000

The Committee recommends an appropriation of \$4,997,000, the same as the budget request and the House allowance.

The National Institute of Corrections was established under title V of the Juvenile Justice and Delinquency Prevention Act of 1974, as an organization within the Bureau of Prisons. Through contracts and grants to universities, correctional agencies and private and non-profit corporations, the Institute seeks to improve correctional practices and management through delivery of learning and skill development experiences; the testing and evaluation of correctional standards; research on new correctional programs, techniques, organizations and training; and the study of correctional policies, programs and practices from which standards will be formulated and policy guidelines will be developed.

The National Institute of Corrections will be funded for the first time in 1977 from a separate appropriation. During its developmental phase, the operation of the Institute was funded from "Salaries and Expenses, Bureau of Prisons" while grants were funded by the Law Enforcement Assistance Administration.

BUILDING AND FACILITIES

1976 appropriation	\$12,560,000
1977 budget estimate	59,095,000
House allowance	56,980,000
Committee recommendation	56,980,000

The Committee recommends an appropriation of \$56,980,000, an increase of \$44,420,000 above the 1976 appropriation, \$2,115,000 below the budget estimate, and the same as the House allowance.

This appropriation provides for planning, acquisition of sites and construction of new facilities and constructing, remodeling, and equipping necessary buildings and facilities at existing penal and correctional institutions.

The reduction from the budget request represents a downward adjustment in the price estimate of constructing a youth facility in Talladega, Alabama. The reduced estimate for constructing this facility was identified in hearings before the House.

The recommended amount provides \$16,535,000 for constructing a 400-bed youth facility in Talladega, Alabama, and \$21,700,000 for construction of a 500-bed adult facility at Otisville, New York. Planning, site acquisition, and design funds totalling \$5,500,000 are provided for metropolitan correctional centers in Phoenix, Arizona and Detroit, Michigan. The allowance also provides \$2,545,000 for rehabilitation of utility systems and \$10,700,000 for the renovation of existing structures to increase capacity and apply new institutional techniques.

For the past several years the Committee has wrestled with the question of construction of new penal facilities. Last year the Com-

mittee passed over without prejudice the budget request for new construction because there was some question about the capacities of Federal prison facilities and whether they were being fully utilized.

The Committee recognizes that the Bureau has no control over the number of inmates in the system. The Bureau has no option but to accept those individuals who have been sentenced by the Federal courts. The latest statistics, however, indicate that inmate population has now reached 27,039, an all-time high. During the past year, the population has increased by 3,708 and in recent months has been increasing at a rate of about 100 inmates per week. There can be no doubt, based on these latest figures, that the Federal Prison System is overcrowded. Moreover, the frequency of physical assaults by inmates against each other, as well as against staff members, is another form of evidence that additional facilities are needed. The Committee is convinced that further delay in the construction of the two facilities at issue could only lead to further overcrowding, increasingly inhumane treatment of prisoners and the increasing danger of violence. Consequently, the Committee concurs in the House allowance for the construction of two new facilities.

However, this should not be construed as an assurance that the Committee would favorably consider any future construction requests, or that the Committee has lost its interest in alternatives to present sentencing and correctional practices. Most emphatically, this should not be construed as a reason for the Justice Department to delay in bringing about the necessary reforms in the criminal justice system. To the contrary, the Committee admonishes the Department, in the strongest possible terms, to take whatever actions are necessary to promote such reforms.

There is no question that the Justice Department clearly could be doing more than it is now doing in this area to promote reform. For example, when a majority of criminal cases are disposed of by plea bargaining, and not by judicial process, the enormous role of the Department of Justice in sentencing policy cannot be ignored.

The Department of Justice is further admonished to seek legislation to assure greater uniformity and rationality in sentencing practice, if legislation is necessary. However, until legislation can be enacted, the Advisory Corrections Council authorized under 18 U.S.C. 5002 would be an appropriate forum to begin the search for workable reforms.

In its review of sentencing and correctional policy, the Department of Justice is directed to consider alternatives to incarceration for appropriate non-violent offenders, as well as steps that may be required to assure that those who commit violent acts receive adequate prison terms.

Intensive community supervision of parolees and probationers is one alternative that has been developed by the Law Enforcement Assistance Administration that the Department of Justice and the Advisory Council should examine. Another is restitution of losses to the victims of property crimes. The Committee is also aware that existing halfway houses and community treatment centers are not being as fully utilized as they might be.

The cost of constructing and operating new prison facilities is enormous, and the use of imprisonment is the most expensive sanction which can be imposed on a criminal offender. Because cost makes

imprisonment a scarce resource, it is essential that imprisonment only be used where necessary to assure the protection of society or the administration of just punishment. In those cases in which imprisonment is not necessary, the range of alternatives to incarceration currently available is clearly unsatisfactory.

This is only the beginning of policy questions which the Department of Justice and the Advisory Council should examine before coming back to the Committee for new funds for correctional institutions or agencies.

Although the Committee recommends the budget as approved by the House, it should be clear that the intent is that the additional facilities should be used to provide more humane treatment of prisoners and encourage rehabilitation. As the reforms proposed are implemented the Committee expects to see a downward trend in prison population that would accommodate the phase out of the large, antiquated penitentiaries. Continued use of such facilities by a prison system which prides itself on its ability to promote the use of new and innovative correctional methods is destructive to the stated objectives of the Federal Prison System and to the unfortunate inmates who are housed in these degrading institutions.

SUPPORT OF U.S. PRISONERS

1976 appropriation.....	\$31,875,000
1977 budget estimate.....	31,875,000
House allowance.....	31,875,000
Committee recommendation.....	31,875,000

The Committee recommends an appropriation of \$31,875,000, the same as the 1976 appropriation, the budget estimate and the House allowance.

The Bureau of Prisons contracts with some 900 approved State and local jails to board Federal prisoners for short periods of time. Such periods occur before and during trial, during commitments for short sentences, and while awaiting transfer to Federal institutions after sentencing. An average of 5,737 prisoners were boarded at an average cost of \$12.94 per workday in 1975. Estimates for 1976 and 1977 provide respectively for an average daily prisoner population of 6,243 and 6,260 at a cost of \$13.95 per day.

FEDERAL PRISON INDUSTRIES INCORPORATED

1976 appropriation.....	(\$7,185,000)
1977 budget estimate.....	(6,447,000)
House allowance.....	(6,447,000)
Committee recommendation.....	(6,447,000)

The bill carries the usual language concerning the budget of the Federal Prison Industries, Inc. and sets a limitation of \$1,618,000 on funds which may be used for administrative expenses and \$4,829,000 on funds which may be used for the vocational training of prisoners. These are the full amounts requested in the budget for fiscal year 1977.

This is a wholly owned Government corporation. A board of six directors appointed by the President controls its policies. Supervision is by the Director of the Bureau of Prisons who has jurisdiction over

all industrial enterprises and vocational training programs in all Federal penal and correctional institutions. Products manufactured by inmates are sold to Federal Prison System institutions and to other Government agencies. Earnings, in excess of operating requirements, are paid as dividends into the U.S. Treasury.

The Corporation is authorized, under the Attorney General, to establish and operate industries in Federal penal and correctional institutions and disciplinary barracks (18 U.S.C. 4121-4128). Its purposes are to provide employment for inmates, establish vocational training for qualified inmates in connection with regular institutional and industrial activities, and operate a placement service to assist released inmates to secure jobs.

LAW ENFORCEMENT ADMINISTRATION

SALARIES AND EXPENSES

1976 appropriation.....	\$809,638,000
1977 budget estimate.....	707,944,000
House allowance.....	738,000,000
Committee recommendation.....	809,638,000

The Committee recommends an appropriation of \$809,638,000, the same amount as the 1976 appropriation \$101,694,000 over the budget estimate, and \$71,638,000 over the House allowance. The Committee recommendation would provide \$40 million for the Law Enforcement Education Program (LEEP), and \$100 million for programs authorized by the Juvenile Justice and Delinquency Prevention Act of 1974.

The Committee has heard convincing testimony on the value of the programs funded under the Law Enforcement Assistance Program. Witnesses giving testimony in support of LEAA, LEEP, and Juvenile Justice included members of Congress and such diverse organizations as the American Correctional Association, the Conference of Chief Justices', the American Bar Association, the National Sheriffs' Association, the National Council of Organizations for Children and Youth, the National Association of Counties, the National Conference of State Criminal Justice Planning Administrators, the National District Attorneys Association, the National Governors' Conference, the International Association of Chiefs of Police, the National Conference of State Legislatures, the National League of Cities—U.S. Conference of Mayors, the National Council of Jewish Women (with a statement endorsed by 34 organizations) and others.

In addition, in the last 6 months, both House and Senate Judiciary Committees have held extensive hearings, inquiring into all aspects of the LEAA program. Its strengths and weaknesses were discussed in detail. Subsequently, both Committees moved forward to reauthorize and reform the LEAA program. In view of the critical analysis and reform being promoted by the authorizing Committees and the strong support for the LEAA program expressed in testimony before the Committee, the Committee is recommending a continuation of the overall LEAA program at the current level with increased emphasis on the new and innovative programs authorized by the Juvenile Justice and Delinquency Prevention Act.

The recommendation would permit LEAA to fund all programs proposed in the budget request, provide an increase over the budget request of \$90 million in Juvenile Justice Programs, reestablish the LEEP program at the same funding level provided in 1976 and allow LEAA to maintain other programs nearer their established levels.

The Committee is concerned about the plight of several states which have encountered administrative difficulties in the implementation of the provisions of the Juvenile Justice and Delinquency Prevention Act. The Committee is encouraged by the efforts of the authorizing committee to develop an agreement on a workable solution in cooperation with the Administrator of LEAA. The Committee will expect the LEAA to quickly implement the new agreement so that the funds can be released and the states can get about the business of providing needed delinquency prevention services.

The Committee is also aware of the need for staff for the National Advisory Committee for Juvenile Justice and Delinquency Prevention. To insure that this Advisory Committee can adequately perform its function of advising the LEAA Administrator with respect to Federal juvenile crime prevention programs, the Committee recommends that the Advisory Committee be assigned, at least, two full time staff positions: a professional and a clerical.

The Committee urges the continuing of the National Street Law Institute in the District of Columbia with funding in the amount of \$500,000 in Part C Discretionary Funds or Part E Discretionary funds, and the National program of the Interdisciplinary Criminal Justice Management Training project with funding of \$329,500 in Part C Discretionary Funds and the National Project on Plea Bargaining with funding of \$524,800 in Part D research funds. These national projects are successfully underway and should be continued in accordance with testimony provided before the Committee.

The Committee also urges that \$1 million be used for improved judicial processing of alcohol-related offenses. Funds should be made available to law enforcement agencies around the country for the purpose of providing badly-needed training and education in the implementation of new procedures required by the Uniform Alcoholism and Intoxication Treatment Act. More than half the States have now adopted the Act, or its basic provisions. At the same time, however, there has been created a large need for retraining and education of law enforcement officials, including judicial officers, in what the new act means and how to enforce it.

The Committee has received testimony on the provision of LEAA funds for the construction of a correctional facility in Jefferson Parish, Louisiana. The Committee understands that a commitment of \$2.5 million was made as long ago as August, 1972, though no funds have been made available to date because of unresolved design issues. The Committee urges the Administrator of LEAA to provide the committed funding in the amount of \$2.0 million for the Jefferson Parish, Louisiana facility.

Of the funds appropriated, the Administrator of LEAA is urged to consider utilizing up to \$2.5 million for an innovative project consolidating criminal justice activities in the Texarkana-Arkansas-Texas area.

DRUG ENFORCEMENT ADMINISTRATION

SALARIES AND EXPENSES

1976 appropriation.....	\$155,001,000
1977 budget estimate.....	159,287,000
House allowance.....	161,175,000
Committee recommendation.....	161,175,000

The Committee recommends an appropriation of \$161,175,000, an increase of \$6,174,000 over the 1976 appropriation, \$1,888,000 above the budget estimate, and the same as the House allowance.

The Drug Enforcement Administration is the investigative, intelligence, law enforcement, and regulatory agency responsible for suppression of illicit traffic in narcotics and dangerous drugs. It has sole responsibility to act for the Government in foreign countries in intelligence gathering activities and coordination with foreign government agencies to reduce the supply of illicit drugs entering the United States.

The Committee concurs with the House recommendation to restore \$1,888,000 for the administration's proposed reduction in administratively uncontrollable overtime.

SEC. 208.—LIMITATION ON INTERPOL PARTICIPATION

The Committee is disturbed that any transfer of the management of the National Central Bureau of INTERPOL from the Treasury Department would be detrimental to the interests of the United States and of law enforcement generally. The Committee feels that, in part as a result of extensive oversight hearings held under the auspices of not only this Committee, but its sister Committee in the House, any change in management of the U.S. INTERPOL function and operation would create unnecessary uncertainties and difficulties in this country's relations with foreign law enforcement agencies, as well as with State and local police departments.

The Subcommittee on Treasury, Postal Service, General Government has held extensive hearings on INTERPOL operations. These hearings were held to assure that the civil rights of American citizens were secured by United States participation in this organization. These hearings found no evidence that would justify the transfer of INTERPOL from the Department of the Treasury to the Department of Justice. The Committee believes a record of the U.S. National Central Bureau in this regard is due in no small part to the interest of the Department of the Treasury in assuring that these rights are not violated.

The Committee understands and has been assured by the Treasury Department, as United States Representative to INTERPOL, that active participation of all Justice Department enforcement agencies in the operational function of INTERPOL has been and will continue to be encouraged. Therefore, to maintain the successful operation of the National Central Bureau of INTERPOL as is, section 208 has been added to title II of the bill. This matter should be reconsidered at a later date.

TITLE III—DEPARTMENT OF COMMERCE

SUMMARY

1976 appropriation.....	\$1,986,123,000
1977 revised budget estimate.....	1,343,542,000
House allowance.....	1,419,202,000
Committee recommendation.....	1,648,410,000

GENERAL ADMINISTRATION

SALARIES AND EXPENSES

1976 appropriation.....	\$13,198,000
1977 budget estimate.....	14,412,000
House allowance.....	13,595,000
Committee recommendation.....	14,410,000

The Committee recommends an appropriation of \$14,410,000, an increase of \$1,212,000 over the 1976 appropriation, \$2,000 below the budget estimate, and \$815,000 over the House allowance.

The appropriation provides for the immediate Office of the Secretary and Assistant Secretaries, and the staff service offices which assist in formulation of policy and in general management and administration of the Department.

The Committee has included funds in the amount of \$815,000 over the House allowance for a system of Secretarial representatives in the 10 Federal regions, as requested in the budget estimates. These representatives will be expected to provide the Secretary with a direct, objective contact point with business, labor, consumers and State and local governments. They will be expected to provide balanced reports on problems and objective evaluations of the effectiveness of Commerce programs.

OFFICE OF ENERGY PROGRAMS

SALARIES AND EXPENSES

1976 appropriation.....	\$2,090,000
1977 budget estimate.....	2,162,000
House allowance.....	2,162,000
Committee recommendation.....	2,162,000

The Committee recommends an appropriation of \$2,162,000, an increase of \$72,000 over the 1976 appropriation and the same as the budget estimate and the House allowance.

The Office of Energy Programs was established in September of 1975. The Office develops and implements the Department's policy on energy and programs related to energy conservation in cooperation with business and industry.

BUREAU OF THE CENSUS

SALARIES AND EXPENSES

1976 appropriation.....	\$41,474,000
1977 budget estimate.....	44,278,000
House allowance.....	43,245,000
Committee recommendation.....	43,924,000

The Committee recommends an appropriation of \$43,924,000, an increase of \$2,450,000 over the 1976 appropriation, \$354,000 below the budget estimate, and \$679,000 over the House allowance.

The activities of this appropriation provide for the collection, compilation, and publication of a broad range of current statistics dealing with economic, demographic, and social data.

The increase over the House allowance is to fund the budget request for a new chartbook series which would bring together in a single, easily understood publication, important information on social and economic data now collected by the Federal Government.

PERIODIC CENSUSES AND PROGRAMS

1976 appropriation.....	\$33,853,000
1977 budget estimate.....	47,429,000
House allowance.....	47,400,000
Committee recommendation.....	47,400,000

The Committee recommends an appropriation of \$47,400,000, an increase of \$13,547,000 over the 1976 appropriation, \$29,000 below the budget estimate, and the same as the House allowance.

This appropriation provides for comprehensive and detailed information in several major economic and demographic areas once or twice each decade. It also funds geographic support activities required by the various censuses, the acquisition of large-scale data processing equipment and other major periodic activities which may be authorized.

Funds are included for the 1977 Economic census, 1977 census of governments, the 1978 census of agriculture, continued work on the 1980 decennial census, registration and voting surveys required by the 1975 amendments to The Voting Rights Act and for necessary data processing equipment.

BUREAU OF ECONOMIC ANALYSIS

SALARIES AND EXPENSES

1976 appropriation.....	\$11,759,000
1977 budget estimate.....	12,491,000
House allowance.....	12,300,000
Committee recommendation.....	12,300,000

The Committee recommends an appropriation of \$12,300,000, an increase of \$541,000 over the 1976 appropriation, a decrease of \$191,000 from the budget estimate, and the same as the House allowance.

The Bureau of Economic Analysis is responsible for providing a clear picture of the American economy through the preparation, development, and interpretation of the economic accounts of the United States. These accounts include the national income and product accounts; balance of payment accounts; and various other bureaus', industrial, and governmental accounts which provide a quantitative view of the Nation's economic processes.

ECONOMIC DEVELOPMENT ADMINISTRATION

ECONOMIC DEVELOPMENT ASSISTANCE PROGRAMS

1976 appropriation.....	\$360,000,000
1977 budget estimate.....	223,438,000
House allowance.....	300,000,000
Committee recommendation.....	453,500,000

The Committee recommends an appropriation of \$453,500,000, an increase of \$93,500,000 over the 1976 appropriation, \$230,062,000 over the budget estimate and \$153,500,000 over the House allowance and the same amount provided by the Senate for the EDA programs in fiscal year 1976.

The programs of the Economic Development Administration are designed to reduce the incidence of substantial and persistent unemployment in economically distressed areas throughout the Nation. They also improve the ability of State and local officials to resolve problems of economic adjustment and development by assisting in planning, coordination and implementation activities at all levels of government. Assistance will also be provided to help firms and communities adversely affected by imports.

The fiscal year 1977 budget request for this appropriation includes a net decrease of \$136,562,000 over the fiscal year 1976 level of \$360,000,000. This overall reduction includes decreases for all the various titles of EDA. It is disturbing to note that at a time of continuing economic stress and high unemployment, the basic public works programs authorized under titles I, II, and IV of the Public Works and Economic Development Act have been reduced in the President's budget request by \$67,450,000 below the fiscal year 1976 level, bringing the amount recommended in the President's budget for fiscal year 1977 to the lowest level since the Public Works and Economic Development Act was enacted by the Congress in 1965.

The Committee is aware that real GNP, one of the most comprehensive of the Nation's economic indicators, has continued to rise since the first quarter of calendar year 1975. Some have hailed this as the end of the current economic recession. Others feel that as long as the Nation is plagued with high unemployment, there is still an economic recession. It should be noted that, although real GNP has turned upward, the index is still below the 1973 level and well below the level the economy would be without this most recent recession. If the economy were operating at a level closer to capacity, those who are now unemployed and drawing Federal unemployment benefits would be working and paying taxes. This would contribute to closing the gap between revenues and expenditures and balancing the budget. The Committee's recommendations are intended to help accomplish this latter goal.

The Committee recognizes and respects the views of some who argue that increased funding to stimulate growth and reduce unemployment could possibly have some adverse effects on the economy. Nevertheless, the Committee is strongly persuaded that—at a time

when our real GNP is just returning to the 1973 levels, and unemployment rates are unacceptably high by all historic standards, particularly in the construction industry—now is not the time—if ever there is a time—to cut back the public works program to the lowest level since its inception a decade ago. This program is designed to stimulate growth in the private sector by investing funds to create an environment in which private enterprise may flourish. The effect of the Committee increases in this program will be to provide the seed money to stimulate short and long term economic growth in economically depressed areas—to put people who are unemployed back to work.

The Committee feels if the economy is to move into a pattern of sustained growth, the foundations for that growth cannot be eroded. Consequently, the Committee recommends an additional \$153,500,000 for Economic Development Assistance Programs. The funds are included because of the Committee's sense of commitment in providing increased job opportunities and investing more resources in long term economic development.

The Committee has provided additional appropriations to increase the level and effectiveness of activities of the Economic Development Administration which offer substantial employment potential. Of the increase provided: \$54,000,000 is for direct and supplementary grants for public works under title I of the PWEDA of 1965, as amended; \$33,700,000 is for business loans and guarantees under title II; \$22,000,000 is for Section 304 grants to States and technical assistance under title III; and \$29,500,000 is for title IX economic adjustment activities.

The following is a distribution of the Committee recommendation by title:

ECONOMIC DEVELOPMENT ASSISTANCE PROGRAMS

(In thousands of dollars)

	Fiscal year 1976	Fiscal year 1977 President's budget	House allowance	Committee- recommended increase	Total committee recommen- dation
Title I	146,000	97,750	146,000	54,000	200,000
Title II	36,000	23,700	31,300	33,700	65,000
Title III:					
District planning (301)	10,000	6,700	10,000		10,000
Indian and area planning (301)	4,000	4,000	4,000		4,000
Substate planning (302)	9,000	8,000	9,000		9,000
Technical assistance	11,000	5,000	9,000	2,000	11,000
Research	1,500	500	3,000		3,000
Grants to States (304)	20,000			20,000	20,000
Subtotal, title III	55,500	24,200	35,000	22,000	57,000
Title IV	25,500	18,600	26,000		26,000
Title IX	77,000	44,988	47,500	29,500	77,000
Subtotal, Public Works and Economic Development Act of 1965, as amended	340,000	209,238	285,800	139,200	425,000
Trade Act of 1974	20,000	14,200	14,200	14,300	28,000
Grand total	360,000	223,438	300,000	153,500	453,500

Title I grants will make possible Federal participation in the construction of needed public works projects which will offer employment potential and improve the capacity for economic growth through the development of a structure conducive to the location of commercial

and industrial enterprises. Cities and towns across the country have enormous need for community facilities. The additional funds can be used immediately by EDA by accelerating their fiscal year 1977 project pipeline. EDA should give appropriate attention to communities in areas of high unemployment which need assistance in providing municipal services necessary for economic recovery such as restoration of the city hall in East Providence, R.I. The \$54.0 million increase in the bill together with the \$146.0 million included in the House Bill will provide \$200 million for title I activities which will merely restore the program to the obligation level of fiscal year 1973. In view of the inflation in the economy since 1973 and the associated decline in purchasing power of the EDA dollar as well as the continuing unemployment in the economy, it becomes obvious that restoring this program to the 1973 obligation level is the minimum level needed to deal with the chronically high unemployment levels and promote continuing economic recovery.

The title II funds will enable EDA to finance business development projects including long-term low interest loans and loan guarantees for fixed assets, working capital loans and loan guarantees and guarantees of lease payments for buildings and equipment.

Testimony indicates that EDA has increasingly been receiving inquiries from companies seeking financing for expansion or to retain existing employment levels—mostly from established well-rated companies cut off from conventional sources during the tight money market. Moreover, the program is designed to alleviate problems of long-term unemployment and low income in designated areas. EDA feels that the guarantee programs can be a useful and successful method of generating jobs in eligible areas. To this extent, they assist in alleviating present unemployment problems. The \$33.7 million increase in the bill together with the \$31.3 million already recommended by the House will provide \$65 million which will merely restore the program to approximately the fiscal year 1971 level in terms of real dollars and level of effort—a minimum level needed to deal with the enormous unemployment problem and pave the way for economic recovery. The Committee suggests that EDA make every effort to help reestablish businesses in older urban areas which have had to close but for which there are future prospects of economic viability such as the center city of Providence, R.I.

Funds provided under title IX will provide immediate implementation of increased community assistance for areas adversely affected by increased import competition for the creation of job opportunities in the affected areas. It is also intended that the Economic Development Administration respond more quickly in award of assistance to alleviate economic distress caused by other types of economic dislocations, such as severe changes in economic conditions, base closings and disasters. Title IX funding can provide funds for a range of activities including public works, business loans and guarantees, planning, technical assistance, training and other appropriate assistance, especially in areas hard hit by such economic dislocations as the base closings in Rhode Island.

Based on EDA past performance, it is estimated that a \$54,000,000 public works increase would fund about 100 projects, ranging from cultural buildings and community centers on Indian reservations to

industrial parks, sewer and water improvements, public buildings and harbor facility improvements in other areas. EDA data indicate that for every \$2,400 invested in title I programs for such projects as industrial parks, one additional job opportunity will be created as the follow-on benefit. Consequently, the additional \$54 million for title I will result in the creation of approximately 22,500 additional job opportunities. The additional \$33.7 million made available under title II could be expected to assist about 20 businesses with direct loans and 30 or more with loan and lease guarantees. At an average of \$7,000 per job, the additional funds will provide an additional 4,000 job opportunities. With an additional \$29.5 million under title IX, EDA could assist as many as 30 communities for technical assistance activities or to develop economic adjustment plans and fund the implementation of the plans of approximately 7 communities. In each case, the funds are intended to be used to meet the original purpose of providing short to medium term employment opportunities while constructing facilities of lasting value to the community.

The Committee has been made aware of many smaller communities that are in desperate need of Federal assistance to cope with unusual and extraordinary circumstances. A prime example is the Greater Hermiston area in eastern Oregon, already a region of high unemployment. Faced with a rapidly diminishing, nonreplenishable source of domestic well water, the communities involved must construct facilities for pumping water from the nearby Columbia River to avoid serious health hazards and a critical loss of potential and existing jobs in plants that need water to operate. The Committee is hopeful that EDA will carefully evaluate such programs as the Hermiston project and make every effort to provide assistance. The Committee also urges EDA to give careful consideration to the proposed People's Lodge at the National Indian Cultural and Education Center in Seattle. The Committee notes that the Washington Legislature has expressed its commitment to the People's Lodge by appropriating \$1,000,000 for it.

Another potential aid in economic recovery brought to the Committee's attention is the development of centers for training disadvantaged people to become self-sufficient. These centers enjoy wide industry support and cooperation in funding, employment and program development. EDA should continue to support efforts such as the Opportunities Industrialization Centers of Seattle and expansion of this concept to areas such as Rhode Island.

ADMINISTRATION OF ECONOMIC DEVELOPMENT ASSISTANCE PROGRAMS

1976 appropriation.....	\$25,378,000
1977 budget estimate.....	25,426,000
House allowance.....	25,426,000
Committee recommendation.....	28,750,000

The Committee recommends an appropriation of \$28,750,000, an increase of \$3,372,000 over the 1976 appropriation, and \$3,324,000 over the budget estimate and the House allowance.

Salaries, support services rendered by other agencies, and other related administrative costs involved in operating Economic Development Administration programs are financed by this appropriation.

Additional funds and 110 positions are provided to cover cost of administration resulting from the Committee's recommendation for expanded Economic Development Assistance programs.

REGIONAL ACTION PLANNING COMMISSIONS

REGIONAL DEVELOPMENT PROGRAMS

1976 appropriation.....	\$64,068,000
1977 budget estimate.....	42,200,000
House allowance.....	42,200,000
Committee recommendation.....	84,068,000

The Committee recommends an appropriation of \$84,068,000, an increase of \$20,000,000 over the 1976 appropriation, and \$41,868,000 over the budget estimate and the House allowance and the same amount provided by the Senate for the Regional Commissions in Fiscal Year 1976.

The Regional Action Planning Commissions are authorized by title V of the Public Works and Economic Development Act of 1965, as amended, to assist in the solution of problems of economic dislocation and depressed areas on a multistate regional basis rather than a locality by locality basis. The program is a Federal-State partnership which jointly plans and executes development programs.

The seven existing title V Commissions have lists of projects in excess of the funds allowed. The Committee allowance, however, will enable the Commissions substantially to expand their activities in helping States and local bodies develop solutions to current and anticipated economic problems, stressing such important regional matters as energy conservation and development, transportation, and industrial development.

Not to exceed 10 per centum of the additional funds recommended by the Committee may be used for increased administrative expenses resulting from the expansion of the Regional Development Program. Each Federal CoChairman is authorized to employ no more than two additional persons to assist in the management of the expanded program.

The Regional Development Act Amendments of 1975, Public Law 94-188, directed and authorized establishment of several new Commissions. The Committee expects initial expenses of any new Commission so established to be provided within this allowance.

The allowance further provides \$2,000,000 to be allocated before other fund distribution, to the Old West Regional Commission to continue support of the Mountain Plains Education and Economic Development Program as a means of furthering economic development in that target area. This is to supplement funding provided by the Department of Labor and to insure continuity of activity into fiscal year 1978. The program is displaying outstanding characteristics as evidenced by the high rate at which families stay enrolled in the program, the high job placement rates, and most importantly, the resulting increases in income for participating families.

The Committee strongly reaffirms its directive that the Secretary of Commerce shall develop a workable plan for the continued Federal funding of the Mountain Plains project and directs that such a plan

shall be submitted to the Committee before sine die adjournment of the second session of the 94th Congress. In order to assure continuity of funding, the plan should include, but not be limited to, the forward funding of the Mountain Plains project on an annually budgeted basis. Such a request should be considered beginning with the Department of State, Justice, and Commerce, the Judiciary, and Related Agencies Appropriations Bill for Fiscal Year 1978.

Distribution of funds in this appropriation is expected to take into account the provisions of the Conference Report on the Regional Development Act Amendments of 1975 with respect to division of funds for the seven existing commissions.

Of the total amount appropriated, up to \$2,500,000 is to be available under authority of Section 509(d)(2) of the Public Works and Economic Development Act to support the organization and operation of new commissions. The Committee wishes to avoid any unnecessary delays, because of the lack of funds, in the designation of economic development regions and the establishment of regional commissions. The allocation recommended by the Committee will provide for the administrative and program expenses of three or four new commissions.

DOMESTIC AND INTERNATIONAL BUSINESS ADMINISTRATION

OPERATIONS AND ADMINISTRATION

1976 appropriation.....	\$60,527,000
1977 budget estimate.....	62,902,000
House allowance.....	62,280,000
Committee recommendation.....	63,530,000

The Committee recommends an appropriation of \$63,530,000 an increase of \$3,003,000 over the 1976 appropriation, \$628,000 over the budget estimate, and \$1,250,000 over the House allowance.

The activities of the Domestic and International Business Administration of the Department of Commerce seek to strengthen the economy of the United States by promoting the growth and competitive position of U.S. industry and products in domestic and in international markets in a manner consistent with national security and economic policy.

Funding over the House allowance is to restore export administration to the level of the budget estimate. The Committee is concerned that current delays in issuing export licenses may be losing export sales for the United States. The Commerce Department should eliminate unnecessary steps and paperwork activity and improve management practices in export administration.

The Committee concurs in the House instruction to keep open two trade centers proposed for closing and has included appropriate funding in the bill.

MINORITY BUSINESS ENTERPRISE

MINORITY BUSINESS DEVELOPMENT

1976 appropriation.....	\$49,850,000
1977 budget estimate.....	50,013,000
House allowance.....	50,000,000
Committee recommendation.....	50,000,000

The Committee recommends an appropriation of \$50,000,000, an increase of \$150,000 over the 1976 appropriation, \$13,000 below the budget estimate, and the same as the House allowance.

In accordance with the provisions of title 15, section 1512, of the United States Code, and under Executive Orders 11458 and 11625, the Office of Minority Business Enterprise (OMBE) is the focal point of the Federal minority business development effort. OMBE Executive Orders provide a mandate to (1) coordinate Federal activities designed to assist minority business, (2) stimulate private sector efforts in support of minority enterprise, and (3) provide financial assistance to private and public organizations that provide management and technical assistance to minority businessmen.

U.S. TRAVEL SERVICE

SALARIES AND EXPENSES

1976 appropriation.....	\$12,799,000
1977 budget estimate.....	12,220,000
House allowance.....	12,220,000
Committee recommendation.....	16,720,000

The Committee recommends an appropriation of \$16,720,000, an increase of \$3,921,000 over the 1976 appropriation, \$4,500,000 over the budget estimate and the House allowance.

The U.S. Travel Service develops plans and carries out programs to stimulate and encourage travel to the United States by residents of foreign countries. This program is concentrated in the six foreign countries—Canada, Mexico, the United Kingdom, France, West Germany, and Japan—which provide approximately three quarters of the total U.S. foreign tourism receipts. Testimony indicates that the Travel Service will continue to emphasize the development of economical tour packages in these major tourist markets.

The Committee believes that tourism is important to the National economy, and that the Travel Service makes a unique and significant contribution to the total promotional effort of the public and private tourism sectors of our economy.

The Committee's recommendation includes an increase of \$2,000,000 over the request for the international program. The Committee feels that there are several areas in which an increase may be effectively applied. The Committee notes that under the Service's matching grant program, applications for grants are likely to greatly exceed presently programmed funds, and that high inflation rates overseas are causing advertising and promotion costs to rise faster than the increase requested for this activity. Additionally, there are several European countries presently not covered by USTS promotional efforts, in which tourism has become increasingly important in the last few years.

The Committee has also recommended a total of \$2,500,000 for promotion of domestic tourism. The Committee does not share the administration's view that initial efforts in this area must be evaluated before proceeding further. The Committee believes that \$2,500,000 can be effectively used to encourage Americans to travel within the United States at a time when interest in Bicentennial events is extremely high and there is an heightened appreciation for our American heritage and institutions.

Tourism can be a major factor in economic recovery in areas economically disadvantaged, such as Rhode Island. The Travel Service should work with the Economic Development Administration and other agencies such as the New England Regional Commission to develop new economic activity in areas of high unemployment through the domestic tourism program.

NATIONAL OCEANIC AND ATMOSPHERIC ADMINISTRATION

OPERATIONS, RESEARCH, AND FACILITIES

1976 appropriation-----	\$505, 562, 000
1977 revised budget estimate (S. Doc. 94-204)-----	549, 708, 000
House allowance-----	558, 200, 000
Committee recommendation-----	574, 490, 000

The Committee recommends an appropriation of \$574,490,000, an increase of \$68,928,000 over the 1976 appropriation, \$24,782,000 over the budget estimate, and \$16,290,000 over the House allowance.

The National Oceanic and Atmospheric Administration was created on October 3, 1970, by Reorganization Plan No. 4 of 1970 to bring together many of the Nation's major civil programs involving the oceans and atmosphere.

NOAA's broad goals include: (1) the development and execution of a national program to insure the effective identification, management, and conservation of marine resources for the economic and social good of the Nation; (2) the development and operation of a national system to monitor and predict weather and environmental conditions for protecting life and property, and to increase the efficiency and productivity of government, industry, and the individual; (3) the preservation and development of the Nation's coastal resources by assisting the states and other public agencies in the wise management of the land and water resources of the coastal zone; and (4) the provision of the basic maps, charts, surveys, and specialized data required for safe navigation and accurate location.

Funds are provided for high priority items of increase for which the Department appealed for restoration; including porpoise population studies (\$380,000); surveys of marine recreational fishing (\$670,000); studies of the environmental effects of marine mining (\$495,000); offshore dump site evaluation (\$1,070,000); and research flight services (\$570,000).

Under the Marine Mammal Protection Act, NOAA has responsibility for both regulating the taking of marine mammals, and establishing the levels at which the different species must be maintained to retain viable population levels. An especially controversial area concerns the taking of porpoise incidental to harvesting tuna. Until safe levels for the different porpoise populations can be determined, the future of the tuna industry is directly threatened, especially in light of a recent Federal district court ruling on the subject. For both the future of the porpoise populations and the tuna industry, the Committee believes that it is imperative that the \$380,000 be restored.

The information provided by the proposed marine recreational fishing surveys and profiles is necessary for the development of a comprehensive fisheries management plan. Information that is currently available is incomplete. Until such information is developed,

few conclusions can be reached regarding the effect of recreational fishing on various fish stocks, the economic importance of this activity, and regulation that may be required. Consequently, the Committee has restored the \$670,000 reduction proposed by the House.

The marine minerals program was transferred from the Department of Interior to NOAA by the Executive Reorganization Plan No. 4 of 1970. This program will assist in research and development of deep seabed minerals, many of which are becoming scarce on the world market while demand is accelerating in this Nation and other industrialized countries. An amount of \$495,000 is recommended for this purpose.

Under the Marine Protection, Research, and Sanctuaries Act of 1972, NOAA is assigned responsibility for providing scientific research to enable EPA to carry out its regulatory function. Evaluation of ocean dump sites is essential for making decisions about the continued use of sites, as well as establishment of new ones. Otherwise, ocean dumping will become indiscriminate, in that little attention will be given to the effects, for example, on valuable fish stocks. The need for ocean dumping as a means of waste disposal will continue to grow until such time as the technology becomes available to recycle and reuse many of these wastes. The Committee has included \$1,070,000 in the bill for this purpose.

The development of weather modification technology offers the potential to significantly reduce the social and economic impact of hurricanes in our Nation. To try and achieve this potential, NOAA plans through its hurricane modification program (Project STORM-FURY) to conduct research on hurricanes occurring in the eastern Pacific and western Atlantic. The additional \$570,000 requested for 1977 would provide for the testing and operation of the aircraft needed to support this project.

The bill includes \$500,000 to continue the program established by the Committee last year designed to restore the economic viability of the Southern New England Fishery.

The Committee has included \$1,500,000, the same amount as included in the House bill to allow the Manned Undersea Science and Technology Office to support surveys, mission analyses, cost analyses, and initiation of design and engineering studies for an underwater ocean laboratory. Funds are also included for training, diver physiological analyses and continuation of ongoing programs in this area. The purpose of such a laboratory would be to provide a national underwater ocean habitat for research related to living and nonliving marine resources. Testimony reaching the Committee indicates that the Oceanlab as proposed by NOAA would be the focal point for programs to utilize diver-scientists to study and assess the fish stocks of the Continental Shelf. The waters adjacent to New England, some of the most prolific in terms of living resources in the world, have been seriously overfished in the past few years by foreign fisheries. With the adoption of the 200-mile jurisdiction zone, the United States must be prepared to assure that the remaining fish stocks are allowed to increase to levels that will sustain a maximum U.S. fishery production.

The Committee is seriously concerned with the failure of the budget estimates to consider a number of serious problems and areas of urgent need within the NOAA budget.

An additional \$1,500,000 is recommended for improving services related to the development and transportation of Alaskan oil. The Committee has received testimony expressing concern for the safety and efficiency of shipping operations, both in Alaskan waters and between Alaska and the contiguous 48 States; for the lack of adequate data and services to support Alaskan Outer Continental Shelf exploration and development; and for the need to improve monitoring and assessment of the water quality of the marine leg of the Trans-Alaska Pipeline system. The additional funds are provided for the development of detailed marine environmental forecasts for the affected areas, improvement of sea ice observation and forecasting for Alaskan waters, and development of water quality monitoring systems.

The Committee also recommends an additional \$605,000 for replacement or rehabilitation of badly deteriorated facilities and equipment on the Pribilof Islands. The Committee has received testimony indicating that continued commerce with the islands and the safety of its citizens requires that certain actions be taken immediately. Accordingly, funds are provided for the repair of hazardous shipping docks and airstrips and for the replacement of heavy equipment and fuel storage tanks.

The Committee also recommends an additional \$6,000,000 for the Sea Grant program which has been operating at a constant level of funding for several years. These funds will provide for additional research at Sea Grant colleges and other institutions which is needed by States and communities for management of their coastal zones, and by the 8 regional fishery management councils created by Public Law 94-265 for the development of fisheries management plans.

The President forwarded budget estimates for 1977 for implementation of the Fisheries Conservation and Management Act of 1976, Public Law 95-265, on June 2. The House included \$20,000,000 for this purpose during consideration of this measure on the House floor. The Administration request for \$7,800,000 is limited to more use and upgrading of existing vessels and funding for management and planning for implementing the 200-mile fishing limit. The Committee believes that additional funding must be made available for the Commerce Department to fully comply with the intent of the Act. Accordingly, \$25,000,000, the amount authorized for the Commerce Department in 1977, has been included in the bill. In addition to items included in the estimate, the Committee has provided funding for accelerated boundary surveys, construction and operation of two new fisheries vessels, additional resource studies, expanded enforcement and surveillance, and increased costs of administrative functions as a result of the 200-mile limit.

The Committee continues to believe that weather disaster warning systems should be implemented as expeditiously as possible on a nationwide basis. In particular, the Committee expects the Department, within the resources provided, to accord the highest priority to completion of the NOAA Weather Radio System.

The Committee also feels that it is highly desirable to complete nationwide coverage by the NOAA Weather Wire Service, and expects that this system will be extended to States not now covered to the maximum extent possible within the appropriation. Special attention should be given to the needs of North Dakota and Alaska in the implementation of these two programs.

COASTAL ZONE MANAGEMENT

1976 appropriation.....	\$18,032,000
1977 budget estimate.....	23,408,000
House allowance.....	18,050,000
Committee recommendation.....	18,050,000

The Committee recommends an appropriation of \$18,050,000, an increase of \$18,000 over the 1976 appropriation, \$5,358,000 below the budget estimate, and the same as the House allowance.

This appropriation provides for administration, management, beneficial use, protection, and development of the land and water resources of the Nation's coastal zone, by providing for developmental and administration grants to States for the planning and management of their coastal areas consistent with the Coastal Zone Management Act.

Although the amount recommended is \$5,358,000 below the budget request, a recent review of this program indicates that a projected uncommitted balance of \$4.1 million will be available at the end of fiscal year 1976 for Section 306 program management grants. The Committee believes that \$3,850,000 of this balance should be redirected to help finance the Coastal Zone Management program for fiscal year 1977. This action, together with the amount in the accompanying bill, would provide a total program level of \$21,900,000. This amount would provide resources for additional program administration grants to states and grants to purchase, develop and operate estuarine sanctuaries. If requirements for additional Section 306 program management grants develop during fiscal year 1977, supplemental budget estimates can be considered.

FISHERMEN'S GUARANTY FUND

1976 appropriation.....	\$61,000
1977 budget estimate.....	61,000
House allowance.....	61,000
Committee recommendation.....	61,000

The Committee recommends an appropriation of \$61,000, the same as the 1976 appropriation, the budget estimate and the House allowance.

The fund provides payment to vessel owners and crews for financial losses they sustain as a result of the seizure of fishing vessels by foreign governments. In addition to the amounts appropriated to the fund, resources are derived from fees paid by vessel owners.

CONSTRUCTION

1976 appropriation.....	\$1,000,000
1977 budget estimate.....
House allowance.....
Committee recommendation.....	2,860,000

The Committee recommends an appropriation of \$2,860,000, an increase of \$1,860,000 from the 1976 appropriation, and an increase of \$2,860,000 over the House allowance. A budget estimate for \$970,000 for this same purpose had been proposed in Operations, research, and facilities but denied by the House.

The addition to NOAA's budget of \$2,860,000 for fiscal year 1977 would continue full scale development of a 100 acre site at Sand Point in Seattle, Wash., for a consolidated NOAA facility. This site, formerly a Naval Air Station, was transferred to NOAA on December 12, 1974, following 2 years of discussion over the use of the property.

NOAA plans to consolidate most of its Seattle area activities at the Sand Point site. NOAA elements planned for consolidation at Sand Point now occupy seven separate locations, include 641 employees, and involve budget levels of approximately \$17 million. Benefits are expected to result from the consolidation including reduction of current annual lease costs; expansion of pier and warehouse space to accommodate all 12 vessels now assigned to Seattle and provision of adequate storage and staging space; and provision of ample contiguous space for future program expansion.

The Committee is convinced of the necessity for this project. Any further delay will only subject the project to increasing construction costs. Consequently, the Committee has included funds to continue the project through architectural and engineering studies, construction of an access road and security for the site, and initiation of dredging work.

In planning the Sand Point facility, NOAA is encouraged to provide for a consolidated activity to gather, process, and disseminate environmental and weather information for use of fisheries, maritime, recreational, and related activities.

NATIONAL FIRE PREVENTION AND CONTROL ADMINISTRATION

OPERATIONS, RESEARCH, AND ADMINISTRATION

1976 appropriation.....	\$8,718,000
1977 budget estimate.....	10,178,000
House allowance.....	10,178,000
Committee recommendation.....	14,300,000

The Committee recommends an appropriation of \$14,300,000, an increase of \$5,582,000 over the 1976 appropriation, and an increase of \$4,122,000 over the budget estimate and the House allowance.

The National Fire Prevention and Control Administration provides fire service education and training through the National Academy for Fire Prevention and Control; designs and conducts programs to educate the public on fire safety and prevention; operates the National Fire Data Center; provides for fire safety research at universities and nonprofit organizations; conducts a research and development program on fundamental aspects of fire; and conducts a fire technology research and development program.

Additional sums provided are: \$1,594,000 to expand education and training programs including preparation of additional academy courses, and development and dissemination of public education programs; \$682,000 to expand collection and analysis activities of the National Fire Data Center; \$787,000 for fire technology programs including initiation of a regulatory impact studies program; \$778,000 for additional research at the Fire Research Center and \$281,000 for administrative support.

The Committee is impressed with the Fire Research and Standards Program which has been developed at the National Bureau of Standards and directs that not less than \$4.0 million in the appropriations for the Department of Commerce research program be allocated to the Fire Research Center and with the understanding that the National Bureau of Standards will continue to assist in the development and adoption of uniform codes, test methods, and standards aimed at reducing fire losses and cost of fire protection.

PATENT AND TRADEMARK OFFICE

SALARIES AND EXPENSES

1976 appropriation.....	\$85,350,000
1977 budget estimate.....	86,406,000
House allowance.....	86,400,000
Committee recommendation.....	86,400,000

The Committee recommends an appropriation of \$86,400,000, an increase of \$1,050,000 over the 1976 appropriation, \$6,000 less than the budget estimate and the same as the House allowance.

The Patent and Trademark Office grants patents, registers trademarks, and provides information and services to the public in support of these functions. The amount in the bill will provide resources necessary in order to achieve the longstanding goal of an average 18 months pendency time during fiscal year 1977.

SCIENCE AND TECHNICAL RESEARCH

SCIENTIFIC AND TECHNICAL RESEARCH AND SERVICES

1976 appropriation.....	\$64,704,000
1977 budget estimate.....	68,785,000
House allowance.....	68,785,000
Committee recommendation.....	68,785,000

The Committee recommends an appropriation of \$68,785,000, an increase of \$4,081,000 over the 1976 appropriation, the same as the budget estimate and the House allowance.

The National Bureau of Standards is the Federal Government's lead agency for the development and maintenance of a system of measurements required to support the Nation's economy. The NBS Organic Act, subsequent legislation, and related delegations authorize the Bureau to address measurement problems which arise in the operations of Government agencies, commerce, industrial organizations, and scientific institutions. The National Technical Information Service collects and distributes scientific, technological, business, and demographic information generated by the Federal Government. The Office of Telecommunications performs research and analyses related to the efficient use of the frequency spectrum and for increasing the application of telecommunications technology.

MARITIME ADMINISTRATION

OPERATING-DIFFERENTIAL SUBSIDIES (LIQUIDATION OF CONTRACT AUTHORITY)

1976 appropriation.....	(\$315,936,000)
1977 budget estimate.....	(403,721,000)
House allowance.....	(388,000,000)
Committee recommendation.....	(388,000,000)

The Committee recommends an appropriation of \$388,000,000, an increase of \$72,064,000 over the 1976 appropriation, a decrease of \$15,721,000 from budget estimate and the same as the House allowance.

The Merchant Marine Act of 1936, as amended, provides that operating subsidies shall be paid to qualified operators of U.S.-flag vessels in order to promote the maintenance of a U.S. Merchant Marine capable of providing essential ocean-shipping services. Subsidies are designed to achieve a parity between certain American and foreign ship operating costs.

RESEARCH AND DEVELOPMENT

1976 appropriation.....	\$12,000,000
1977 budget estimate.....	19,500,000
House allowance.....	18,500,000
Committee recommendation.....	18,500,000

The Committee recommends an appropriation of \$18,500,000, an increase of \$6,500,000 over the 1976 appropriation, \$1,000,000 below the budget estimate and the same as the House allowance.

This appropriation provides funding for continuation of research and development efforts to reduce costs of constructing and operating U.S.-flag merchant ships. The program aims at improving designs of safer, more economical and efficient ships together with improving the productivity of U.S. shipyards, and making the U.S. maritime industry more competitive with foreign fleets. Industry cost-sharing of R. & D. projects are integral parts of many projects which increase the scope of research and development activities for the Government's portion of funding.

OPERATIONS AND TRAINING

1976 appropriation.....	\$45,900,000
1977 budget estimate.....	48,525,000
House allowance.....	48,200,000
Committee recommendation.....	48,200,000

The Committee recommends an appropriation of \$48,200,000, an increase of \$2,300,000 over the 1976 appropriation, \$325,000 below the budget estimate, and the same as the House allowance.

This appropriation item provides the necessary operating funds for the Maritime Administration, for maintenance of reserve fleets and for the Merchant Marine Academy and the six federally assisted state marine schools in California, Maine, Massachusetts, Michigan, New York, and Texas which are currently participating in the program. The funds recommended for fiscal year 1976 provide for continued modernization of the Academy at Kings Point, N. Y.

TITLE IV—THE JUDICIARY

SUMMARY

1976 appropriation.....	\$345,234,000
1977 revised budget estimate.....	393,531,000
House allowance.....	375,445,000
Committee recommendation.....	376,301,000

SUPREME COURT OF THE UNITED STATES

SUMMARY OF ITEMS

1976 appropriation.....	\$8,035,500
1977 budget estimate.....	8,371,000
House allowance.....	8,282,000
Committee allowance.....	8,282,000

The Committee recommends an appropriation of \$8,282,000, an increase of \$246,500 over the 1976 appropriation, \$89,000 below the budget estimate, and the same as the House allowance.

The amount provided includes \$800,000 for "Care of the Building and Grounds" and \$7,482,000 for "Salaries and Expenses", which

represents a consolidation of five separate appropriation accounts—Salaries, Printing and Binding Supreme Court Reports, Miscellaneous Expenses, Automobile for the Chief Justice, and Books for the Supreme Court. The decrease of \$89,000 from the 1977 request reflects a lapse of 25 percent in funds provided for 23 new positions.

COURT OF CUSTOMS AND PATENTS APPEALS

SALARIES AND EXPENSES

1976 appropriation.....	\$853,000
1977 budget estimate.....	898,000
House allowance.....	898,000
Committee recommendation.....	898,000

The Committee recommends an appropriation of \$898,000, an increase of \$45,000 over the 1976 appropriation, the same as the budget estimate and the House allowance.

The U.S. Court of Customs and Patent Appeals has exclusive jurisdiction in appeals from judgment of the U.S. Customs Court in all cases involving the construction of the law and facts respecting the classification of merchandise and the rate of duty imposed thereunder and all appealable questions as to the laws and regulations governing the collection of customs revenues. Its decisions are final unless taken to the Supreme Court on writs of certiorari.

CUSTOMS COURT

SALARIES AND EXPENSES

1976 appropriation.....	\$2,629,500
1977 budget estimate.....	2,705,000
House allowance.....	2,705,000
Committee recommendation.....	2,705,000

The Committee recommends an appropriation of \$2,705,000, an increase of \$75,500 over the 1976 appropriation, the same as the budget estimate and the House allowance.

The U.S. Customs Court with offices in New York City has exclusive jurisdiction, throughout the United States and its possessions, embracing 46 customs collection districts and 286 ports of entry into which merchandise is imported, over civil actions arising under the tariff laws, the internal revenue laws relating to imported merchandise, the several customs simplification acts, the proclamations of the President issued under reciprocal trade agreements, and other proclamations imposing taxes and/or quotas on imported goods.

COURT OF CLAIMS

SALARIES AND EXPENSES

1976 appropriation.....	\$2,454,000
1977 budget estimate.....	2,536,000
House allowance.....	2,536,000
Committee recommendation.....	2,536,000

The Committee recommends an appropriation of \$2,536,000, an increase of \$82,000 over the 1976 appropriation, the same as the budget estimate and the House allowance.

The U.S. Court of Claims has jurisdiction over all cases involving claims against the United States (except in pension suits) instituted upon constitutional grounds or under Federal law or regulations, all claims arising out of any contract with the Federal Government and its agencies, and claims for the refund of taxes. It also has general jurisdiction to hear and determine claims for damages other than tort actions, provided the claimants would have the right to sue in law or equity if the United States were not immune to such suits. It has jurisdiction in suits against the United States by contractors dissatisfied with the findings and decisions of contracting agencies under terminated war controls and jurisdiction concurrent with that of the courts of appeals to review district court decisions in cases involving tort actions. It has exclusive jurisdiction to review the decisions of the Indian Claims Commission on appeal from the Commission. It also has jurisdiction in special act cases referred to the Court by the Congress, and the commissioners of the Court have jurisdiction to render reports to the Congress on claims set forth in bills referred to the chief commissioner by either House of Congress.

COURTS OF APPEALS, DISTRICT COURTS, AND OTHER JUDICIAL SERVICES

SALARIES OF JUDGES

1976 appropriation.....	\$28,750,000
1977 budget estimate.....	30,182,000
House allowance.....	29,782,000
Committee recommendation.....	29,782,000

The Committee recommends an appropriation of \$29,782,000, an increase of \$1,032,000 over the 1976 appropriation, the same as the House allowance, and \$400,000 less than the amount requested.

The statutory salaries and benefits of all active U.S. circuit and district judges and all justices and judges who have retired or resigned in pursuance of law are payable from this appropriation. This item also includes the payment of annuities to widows of Supreme Court Justices.

The reduction of \$400,000 from the amount requested reflects a more recent estimate of the anticipated number of judges who will be in senior status in fiscal year 1977.

SALARIES OF SUPPORTING PERSONNEL

1976 appropriation.....	\$119,475,000
1977 budget estimate.....	138,145,000
House allowance.....	132,250,000
Committee recommendation.....	132,250,000

The Committee recommends an appropriation of \$132,250,000, an increase of \$12,775,000 over the 1976 appropriation, \$5,895,000 below the estimate, and the same as the House allowance.

The primary and appellate jurisdictions of the courts of the United States are vested in the 94 district courts and 11 courts of appeals. Provision for the salaries of the administrative and legal aides required to assist the judges in the conduct of hearings, trials, and other judicial functions and to man the component offices of the courts, including the Federal Probation System, is under this heading.

REPRESENTATION BY COURT-APPOINTED COUNSEL AND OPERATION OF DEFENDER ORGANIZATIONS

1976 appropriation.....	\$20,846,000
1977 budget estimate.....	20,686,000
House allowance.....	20,686,000
Committee recommendation.....	20,686,000

The Committee recommends an appropriation of \$20,686,000, which is \$160,000 less than the 1976 appropriation, the same as the budget estimate and the same as the House allowance.

Funds appropriated under this heading provide for furnishing representation for any person financially unable to obtain adequate representation: (1) who is charged with a felony or misdemeanor (other than a petty offense) or with juvenile delinquency by the commission of an act which if committed by an adult would be a felony or misdemeanor or with violation of probation; (2) who is under arrest, when such representation is required by law; (3) who is subject to revocation of parole, in custody as a material witness, or seeking collateral relief under sections 2241, 2254, or 2255 of title 28 or 4245 of title 18, United States Code; or (4) for whom the sixth amendment to the Constitution requires the appointment of counsel or for whom, in a case in which he faces loss of liberty, and Federal law requires the appointment of counsel. Representation shall include counsel and investigative, expert, and other services authorized pursuant to the Criminal Justice Act of 1964, as amended.

FEEES OF JURORS

1976 appropriation.....	\$20,000,000
1977 budget estimate.....	19,350,000
House allowance.....	19,350,000
Committee recommendation.....	19,350,000

The Committee recommends an appropriation of \$19,350,000, which is \$650,000 less than the 1976 appropriation, and the same as the budget estimate and the House allowance.

This appropriation provides for the statutory fees and allowances of jurors and fees of jury commissioners.

TRAVEL AND MISCELLANEOUS EXPENSES

1976 appropriation.....	\$20,040,000
1977 budget estimate.....	26,550,000
House allowance.....	24,380,000
Committee recommendation.....	24,380,000

The Committee recommends an appropriation of \$24,380,000, an increase of \$4,340,000 over the 1976 appropriation, \$2,170,000 below the budget estimate, and the same as the House allowance.

Funds appropriated under this heading are for expenses of travel and subsistence incurred by judges and supporting personnel in attending sessions of court or transacting other official business and for equipment, lawbooks, supplies, and other incidental expenses of operating the 11 courts of appeals and 94 district courts of the United States.

SALARIES AND EXPENSES OF U.S. MAGISTRATES

1976 appropriation.....	\$10,914,000
1977 revised budget estimate (S. Doc. 94-192).....	12,341,000
House allowance.....	11,862,000
Committee recommendation.....	12,341,000

The Committee recommends an appropriation of \$12,341,000, an increase of \$1,427,000 over the 1976 appropriation, the same as the revised budget estimate, and \$479,000 over the House allowance. The increase over the House allowance is for 21 additional magistrate positions as requested in a budget amendment transmitted to the Congress too late for consideration by the House. The additional magistrates will permit judges to free up their time for the actual trial of cases by delegating an increasing number of judicial duties in civil and criminal cases to the magistrates.

SALARIES AND EXPENSES OF REFEREES

1976 appropriation.....	\$26,671,000
1977 revised budget estimate (S. Doc. 94-192).....	33,446,000
House allowance.....	29,824,000
Committee recommendation.....	30,201,000

The Committee recommends an appropriation of \$30,201,000, an increase of \$3,530,000 over the 1976 appropriation, a decrease of \$3,245,000 from the revised budget estimate for fiscal year 1977, and \$377,000 over the House allowance. The increase over the House allowance is for 13 additional referee positions as requested in a budget amendment transmitted to the Congress too late for consideration by the House. The additional referees will be assigned to certain locations to cope with continuing excessive backlogs of bankruptcy cases.

The district courts of the United States are constituted courts of bankruptcy, vested with original jurisdiction at law and in equity in proceedings brought under the bankruptcy statutes. This jurisdiction primarily is exercised through referees appointed by the several district courts.

ADMINISTRATIVE OFFICE OF THE U.S. COURTS

SALARIES AND EXPENSES

1976 appropriation.....	\$7,431,000
1977 budget estimate.....	8,957,000
House allowance.....	8,320,000
Committee recommendation.....	8,320,000

The Committee recommends an appropriation of \$8,320,000, an increase of \$889,000 over the 1976 appropriation, \$637,000 below the budget estimate, and the same as the House allowance.

The office, pursuant to section 604 of title 28, United States Code, under the supervision and direction of the Judicial Conference of the United States, is responsible for the administration of the United States Courts, including the probation and bankruptcy system. The principal functions consist of providing staffs and services for the courts; conducting a continuous study of the Rules of Practice and Procedure in the Federal courts; examining the state of dockets of the various courts; compiling and publishing statistical data concerning the business transacted by the courts; and administering the Judicial Survivors Annuity System under title 28, United States Code, section 376. The office also is responsible for the preparation and submission of the annual budget estimates as well as supplemental and deficiency estimates; the disbursement of and accounting for moneys appropriated for the operation of the courts, the Public Defender System for the

District of Columbia and the Federal Judicial Center; the audit and examination of accounts; the purchase and distribution of supplies and equipment; and for securing adequate space for occupancy by the courts and for such other matters as may be assigned by the Supreme Court and the Judicial Conference of the United States.

FEDERAL JUDICIAL CENTER

SALARIES AND EXPENSES

1976 appropriation.....	\$6,565,000
1977 budget estimate.....	7,720,000
House allowance.....	7,650,000
Committee recommendation.....	7,650,000

The Committee recommends an appropriation of \$7,650,000, an increase of \$1,085,000 over the 1976 appropriation, \$70,000 below the budget estimate, and the same as the House allowance.

This appropriation is for the operation of the Federal Judicial Center which was established by the act of December 20, 1967, Public Law 90-219 (81 Stat. 664). The Center is charged with the responsibility for furthering the development and adoption of improved judicial administration in the courts of the United States.

SPACE AND FACILITIES, THE JUDICIARY

SPACE AND FACILITIES

1976 appropriation.....	\$64,000,000
1977 budget estimate.....	75,969,000
House allowance.....	71,980,000
Committee recommendation.....	71,980,000

The Committee recommends an appropriation of \$71,980,000, an increase of \$7,980,000 over the 1976 appropriation, \$3,989,000 below the budget estimate, and the same as the House allowance.

This appropriation is for the rental of space, utilities, alterations, maintenance, and other tenant services pursuant to Public Law 92-313, dated June 16, 1972.

The reduction reflects decreases due to the disallowance of certain personnel requested, an overestimate of funds requested due to inflation, and a saving of \$360,000 from the release of certain facilities, as well as a reduction of \$640,000 to be accomplished by the release of other excess or little used courtroom space.

The Committee reiterates the concerns stated in the report accompanying the 1976 appropriation bill concerning the amount of courtroom space not utilized or underutilized. The Administrative Office of the U.S. Courts is urged to continue its efforts with the General Services Administration to dispose of such excess property. If savings in excess of the \$640,000 can be accomplished, such funds should be returned to the Treasury.

EXPENSES, U.S. COURT FACILITIES

FURNITURE AND FURNISHINGS

1976 appropriation.....	\$4,570,000
1977 budget estimate.....	5,675,000
House allowance.....	4,940,000
Committee recommendation.....	4,940,000

The Committee recommends an appropriation of \$4,940,000, an increase of \$370,000 over the 1976 appropriation, \$735,000 below the budget estimate, and the same as the House allowance.

This appropriation provides for costs, not otherwise provided for, for furniture and furnishings of the U.S. Courts, including the Administrative Office of the U.S. Courts and the Federal Judicial Center.

TITLE V—RELATED AGENCIES

SUMMARY

1976 appropriation.....	\$1, 138, 537, 000
1977 revised budget estimate.....	1, 369, 190, 000
House allowance.....	1, 484, 991, 000
Committee recommendation.....	1, 511, 727, 000

ARMS CONTROL AND DISARMAMENT AGENCY

ARMS CONTROL AND DISARMAMENT ACTIVITIES

1976 appropriation.....	\$11, 680, 000
1977 revised budget estimate (H. Doc. 94-396).....	12, 200, 000
House allowance.....	12, 000, 000
Committee recommendation.....	12, 000, 000

The Committee recommends an appropriation of \$12,000,000, an increase of \$320,000 over the 1976 appropriation, \$200,000 below the budget estimate and the same as the House allowance.

The agency advises the President and the Secretary of State on arms control and disarmament policy and its implementation, conducts certain negotiations with other countries looking toward international agreements to control, reduce, or eliminate arms, and directs, as appropriate, U.S. participation in such control systems as may be adopted.

BOARD FOR INTERNATIONAL BROADCASTING

GRANTS AND EXPENSES

1976 appropriation.....	\$64, 500, 000
1977 budget estimate.....	53, 385, 000
House allowance.....	53, 385, 000
Committee recommendation.....	53, 385, 000

The Committee recommends an appropriation of \$53,385,000, a decrease of \$11,115,000 below the 1976 appropriation, and the same as the budget estimate and the House allowance.

The appropriation provides for the expenses of the Board for International Broadcasting. The Board oversees the operations of Radio Free Europe and Radio Liberty and administers Government grants to the radios.

COMMISSION ON CIVIL RIGHTS

SALARIES AND EXPENSES

1976 appropriation.....	\$8, 047, 000
1977 budget estimate.....	9, 540, 000
House allowance.....	9, 450, 000
Committee recommendation.....	9, 450, 000

The Committee recommends an appropriation of \$9,450,000, an increase of \$1,403,000 over the 1976 appropriation, \$90,000 below the budget estimate, and the same as the House allowance.

COMMISSION ON SECURITY AND COOPERATION IN EUROPE

SALARIES AND EXPENSES

1976 appropriation.....	-----
1977 budget estimate.....	-----
House allowance.....	\$300, 000
Committee recommendation.....	300, 000

The Committee recommends an appropriation of \$300,000, an increase of \$300,000 over the 1976 appropriation and the budget estimate and the same as the House allowance.

The appropriation will provide the necessary expenses for the Commission on Security and Cooperation in Europe, as authorized by Public Law 94-304, June 3, 1976. The bill provides that the funds shall remain available until expended.

EQUAL EMPLOYMENT OPPORTUNITY COMMISSION

SALARIES AND EXPENSES

1976 appropriation.....	\$63, 659, 000
1977 budget estimate.....	70, 100, 000
House allowance.....	67, 850, 000
Committee recommendation.....	67, 850, 000

The Committee recommends an appropriation of \$67,850,000, an increase of \$4,191,000 over the 1976 appropriation, \$2,250,000 below the budget estimate, and the same as the House allowance.

The Equal Employment Opportunity Commission carries out the provisions of title VII of the Civil Rights Act of 1964, as amended, designed to eliminate discrimination in employment based upon race, color, religion, sex, or national origin, and brings civil actions in Federal district courts to enforce title VII, as amended.

The Committee is still concerned about the backlog of cases and urges the Commission to endeavor to fill existing vacancies in order to cope with the workload.

The Committee concurs in the position of the House that the proposed relocation of the Washington, D.C. district office to Richmond, Va. and of the Denver, Colo. litigation center to Dallas, Tex. are not warranted and that funds available to the Commission are not to be used for that purpose.

FEDERAL COMMUNICATIONS COMMISSION

SALARIES AND EXPENSES

1976 appropriation.....	\$50, 938, 000
1977 budget estimate.....	51, 448, 000
House allowance.....	51, 448, 000
Committee recommendation.....	57, 945, 000

The Committee recommends an appropriation of \$57,945,000, an increase of \$7,007,000 over the 1976 appropriation, \$6,497,000 above the budget estimate, and the House allowance.

The Federal Communications Commission regulates interstate and foreign commerce in communications by wire and radio. The Communications Act requires the Commission to (1) attain and maintain maximum benefits for the people of the United States in the use of the radio spectrum and (2) regulate the rates and services of communications common carriers.

The Committee has approved an additional \$2,654,000 to meet mandatory personnel compensation and benefits costs. This amount will allow the Commission to fill an existing 147 vacancies which have been authorized by the Congress in prior years, and will provide for the complete annualization of the fiscal year 1976 pay increase, and promotions and within-grade costs in fiscal year 1977.

The Committee is aware of the major increase in workload the Commission has sustained as a result of the tremendous increase in Citizens Radio license applications. The Committee recommends an additional \$3,843,000 and 89 positions. This amount will provide for the timely processing of Citizens Radio applications as well as increasing the capability of the Commission to enforce essential rules in this fast-growing radio service.

The Committee is aware that the United States Supreme Court has held that the Commission may use only "value to the recipient" as a standard in setting license fees. In interpreting the Court's decision, the Commission determined that it could not consider its general budgetary costs in establishing a system of license fees, but could include only the direct cost of processing license applications. In fiscal year 1976 the recoveries from license fees, based on this standard, are estimated to be about one-third of the Commission's budget. Nevertheless, the resulting situation has been troublesome. Commission officials indicated that they have had difficulty in determining what the proper fees should be under the Supreme Court mandate, and that a great amount of litigation has ensued over the revised fee schedules.

The Committee believes that congressional guidance may be needed in the entire area of regulatory fee policy and urges the appropriate committees of the House and Senate to consider this matter. The Committee suggests that such an inquiry might include the following issues: (1) Whether any fees should be charged at all; (2) what costs such license fees should be designed to cover; and (3) whether the recipients of licenses, who presumably derive great benefits therefrom, should be expected to pay for this service provided by the regulatory agencies.

FEDERAL MARITIME COMMISSION

SALARIES AND EXPENSES

1976 appropriation.....	\$8,040,000
1977 budget estimate.....	8,309,000
House allowance.....	8,300,000
Committee recommendation.....	8,300,000

The Committee recommends an appropriation of \$8,300,000, an increase of \$260,000 over the 1976 appropriation, \$9,000 below the budget estimate, and the same as the House allowance.

The Federal Maritime Commission administers the shipping statutes which require regulation of the domestic offshore and international waterborne commerce of the United States.

FEDERAL TRADE COMMISSION

SALARIES AND EXPENSES

1976 appropriation.....	\$47,199,000
1977 revised budget estimate (H. Doc. 94-441).....	53,073,000
House allowance.....	52,700,000
Committee recommendation.....	52,700,000

The Committee recommends an appropriation of \$52,700,000, an increase of \$5,501,000 over the 1976 appropriation, \$373,000 below the budget estimate, and the same as the House allowance.

The Federal Trade Commission is charged by law with preserving the health of the free enterprise system by ensuring that competition is both free and fair. This is accomplished by enforcement of the anti-trust laws and by eliminating practices unfair or deceptive to consumers.

The Committee's recommendation will provide for 30 additional positions in the Maintaining Competition mission, primarily for the food and health care programs, and five additional positions for carrying out the Commission's energy efficiency disclosure activities for certain consumer products, authorized by the Energy Policy and Conservation Act of 1975. In addition, the total amount provided includes additional resources for a computerized document and data analysis system for the petroleum industry litigation and \$500,000, the full budget request, for representation of small business and public interest groups in rulemaking proceedings of the Commission.

The House, in its action on the bill, deleted, on a point of order, certain language which has been carried in the bill for a number of years and which is designed to protect the privacy and security of certain data collected by the Federal Trade Commission. The Committee recommends that the language be retained and has included it in the bill. The language reads as follows:

No part of these funds may be used to pay the salary of any employee, including Commissioners, of the Federal Trade Commission who—

- (1) makes any publication based on the line-of-business data furnished by individual firms without taking reasonable precautions to prevent disclosure of the line-of-business data furnished by any particular firm; or
- (2) permits anyone other than sworn officers and employees of the Federal Trade Commission to examine the line-of-business reports from individual firms; or

(3) uses the information provided in the line-of-business program for any purpose other than statistical purposes. Such information for carrying out specific law enforcement responsibilities of the Federal Trade Commission shall be obtained under existing practices and procedures or as changed by law.

FOREIGN CLAIMS SETTLEMENT COMMISSION

SALARIES AND EXPENSES

1976 appropriation.....	\$1,400,000
1977 budget estimate.....	800,000
House allowance.....	650,000
Committee recommendation.....	650,000

The Committee recommends an appropriation of \$650,000, a decrease of \$750,000 from the 1976 appropriation, \$150,000 below the budget estimate, and the same as the House allowance.

The Foreign Claims Settlement Commission is responsible for the settlement of claims of U.S. nationals against foreign nations and other claims programs as authorized by law.

INTERNATIONAL TRADE COMMISSION

SALARIES AND EXPENSES

1976 appropriation.....	\$10,400,000
1977 budget estimate.....	11,539,000
House allowance.....	11,300,000
Committee recommendation.....	11,539,000

The Committee recommends an appropriation of \$11,539,000, an increase of \$1,139,000 over the 1976 appropriation, the same as the budget estimate, and \$239,000 above the House allowance.

The Trade Act of 1974 renames the U.S. Tariff Commission the U.S. International Trade Commission and expands some of the Commission's responsibilities. The Tariff Act of 1930 empowers the Commission to investigate and provide reports to the President and Congress on the conditions, causes, and effects of competition between domestic and foreign industry.

The House reduction apparently was made in order that the amount appropriated would not exceed the House version of the authorization legislation. In contrast, the Senate version of the authorization legislation makes provision for the full budget request. Testimony before the Committee indicates that the Commission believes that the House reduction would unduly restrict the Commission's ability to carry out its responsibilities. Consequently, the Committee has restored the full amount of the budget request.

LEGAL SERVICES CORPORATION

PAYMENT TO THE LEGAL SERVICES CORPORATION

1976 appropriation.....	\$92,330,000
1977 budget estimate.....	140,300,000
House allowance.....	110,000,000
Committee recommendation.....	130,000,000

The Committee recommends an appropriation of \$130,000,000, an increase of \$37,670,000 over the 1976 appropriation, \$10,300,000 below the 1977 request submitted by the Corporation to the Congress on February 4, 1976, and \$20,000,000 over the House allowance.

Section 1005(d) of Public Law 93-355, the legislation which authorizes the Legal Services Corporation, states "Nothing in this title shall be construed as limiting the authority of the Office of Management and Budget to review and submit comments upon the Corporation's annual budget request at the time it is transmitted to the Congress." The President's budget for 1977 included \$80,000,000 for the Legal Services Corporation, while the Corporation's request to the Congress was \$140,300,000.

The Legal Services Corporation has the responsibility of providing economical and effective legal services to individuals who would be otherwise unable to afford adequate legal counsel.

Under the House allowance, existing legal service programs would be strengthened but no new projects would be initiated.

The additional \$20,000,000 recommended by the Committee would enable the Corporation to extend legal services to areas of the country where the poor are now without any legal assistance. The additional funds would enable the Corporation to provide access to legal services for 2.3 million additional poor persons, adding the equivalent of about 580 attorneys who could handle each year some 260,000 legal problems of individuals who would otherwise be unable

to afford adequate legal counsel. Priority for new projects would go to the South, Southwest, and Midwest because those regions of the country are now most underserved. The Committee recommendation and the House allowance would also provide for a significant strengthening of previously established legal services projects in those areas of the country, such as New England and the Pacific Northwest, where a network of legal services programs already exists including former section 221 programs previously funded by the Community Services Administration or ACTION.

The Legal Services Corporation is a private nonprofit corporation established by the Congress in Public Law 93-355 "to provide financial support for legal assistance in noncriminal proceedings or matters to persons financially unable to afford legal assistance." The appropriation for the Legal Services Corporation is made to the Department of the Treasury solely to provide a conduit of funds and in no way diminishes the Corporation's control over those funds under Public Law 93-355.

MARINE MAMMAL COMMISSION

SALARIES AND EXPENSES

1976 appropriation.....	\$900,000
1977 budget estimate.....	1,000,000
House allowance.....	1,000,000
Committee recommendation.....	1,000,000

The Committee recommends an appropriation of \$1,000,000, an increase of \$100,000 over the 1976 appropriation, the same as the budget estimate, and the House allowance.

The increase includes funds for additional research on decreasing the killing of porpoise incidental to the taking of yellowfin tuna and for studies of critical habitats for marine mammals.

The basic duties of the Commission are to conduct research and studies, to coordinate national marine mammal research activities, to make recommendations to responsible agencies concerning the issuance of permits for the taking of marine mammals, to review requests for waivers of the moratorium, and to assist agencies of the United States in developing international agreements for the conservation of marine mammals.

OFFICE OF THE SPECIAL REPRESENTATIVE FOR TRADE NEGOTIATIONS

SALARIES AND EXPENSES

1976 appropriation.....	\$2,020,000
1977 budget estimate.....	2,370,000
House allowance.....	2,250,000
Committee recommendation.....	2,250,000

The Committee recommends an appropriation of \$2,250,000, an increase of \$230,000 over the 1976 appropriation, \$120,000 below the budget estimate, and the same as the House allowance.

The Office of the Special Representative for Trade Negotiations supervises and coordinates important aspects of U.S. foreign trade policy in accordance with the Trade Act of 1974 and consistent with the overall international economic objectives. In particular, it administers the trade agreements program and directs U.S. participation in trade negotiations with other countries. It chairs the interagency trade organization and has the responsibility for administering most of the provisions of the Trade Act of 1974.

PRIVACY PROTECTION STUDY COMMISSION

SALARIES AND EXPENSES

1976 appropriation.....	\$800,000
1977 budget estimate.....	750,000
House allowance.....	750,000
Committee recommendations.....	750,000

The Committee recommends an appropriation of \$750,000, a decrease of \$50,000 below the 1976 appropriation, the same as the budget estimate and the House allowance.

Under the Privacy Act of 1974, the Commission is required—

(1) to make a study of the data banks, automated data-processing programs, and information systems of governmental, regional, and private organizations, in order to determine the standards and procedures now in force for the protection of personal information;

(2) to recommend to the President and to the Congress the extent, if any, to which the requirements and principles of Public Law 93-579 should be applied to organizations other than agencies of the Federal Executive branch; and

(3) to report on such legislative recommendations as the Commission may determine to be necessary to protect the privacy of individuals while meeting the legitimate needs of Government and society for information.

The funds recommended in the accompanying bill will enable the Commission to complete its work and file its final report by June 10, 1977, as required by the enabling legislation.

RENEGOTIATION BOARD

SALARIES AND EXPENSES

1976 appropriation.....	\$5,566,000
1977 budget estimate.....	6,370,000
House allowance.....	5,700,000
Committee recommendation.....	5,700,000

The Committee recommends an appropriation of \$5,700,000, an increase of \$134,000 over the 1976 appropriation, \$670,000 below the budget estimate, and the same as the House allowance.

The Board conducts renegotiation proceedings with contractors and subcontractors to determine and eliminate excessive profits on defense and space contracts and related subcontracts. Certain contracts are excluded from renegotiation. Among the mandatory exemptions in the act are those exempting contracts and subcontracts for raw materials or agricultural commodities, contracts and subcontracts with common carriers, public utilities, and tax-exempt organizations, competitively bid construction contracts, and prime contracts which the Board determines do not have a direct and immediate connection with the national defense. In addition to mandatory exemptions the Board itself is authorized to exempt certain contracts or subcontracts from renegotiation.

Funds are included to enable the Board to meet mandatory cost increases, primarily for pay and related costs. Funds are not included for 23 additional positions requested in the budget. Since legislation affecting the operation of the Board is pending in Congress, the Committee feels that it is not appropriate to increase the number of personnel at the present time.

SECURITIES AND EXCHANGE COMMISSION

SALARIES AND EXPENSES

1976 appropriation.....	\$49,291,000
1977 revised budget estimate (H. Doc. 94-417).....	53,098,000
House allowance.....	53,000,000
Committee recommendation.....	53,000,000

The Commission recommends an appropriation of \$53,000,000, an increase of \$3,709,000 over the 1976 appropriations, \$98,000 below the budget estimate, and the same as the House allowance. The increase includes funds for 57 additional positions and nondiscretionary cost increases.

The primary purpose of the Commission is to protect the interests of the investing public.

SMALL BUSINESS ADMINISTRATION

SUMMARY

1976 appropriation.....	\$417,750,000
1977 budget estimate.....	631,000,000
House allowance.....	781,000,000
Committee recommendation.....	781,000,000

The Committee recommends an appropriation of \$781,000,000, an increase of \$363,250,000 over the 1976 appropriation, \$150,000,000 over the budget estimate, and the same as the House allowance.

The Small Business Administration counsels, assists, and protects the interest of small business, and provides aid to business firms and homeowners who have suffered losses through disasters.

SALARIES AND EXPENSES

1976 appropriation.....	\$29,000,000
1977 budget estimate.....	35,400,000
House allowance.....	35,400,000
Committee recommendation.....	35,400,000

The Committee recommends an appropriation of \$35,400,000, an increase of \$6,400,000 over the 1976 appropriation, the same as the budget estimate, and the House allowance.

BUSINESS LOAN AND INVESTMENT FUND

1976 appropriation.....	\$278,750,000
1977 budget estimate.....	466,600,000
House allowance.....	601,600,000
Committee recommendation.....	601,600,000

The Committee recommends an appropriation of \$601,600,000, an increase of \$322,850,000 over the 1976 appropriation, \$135,000,000 over the budget estimate, and the same as the House allowance.

Business loans includes loans and financial counseling to business concerns, businesses displaced because of federally aided construction, businesses eligible under section 7(i) of the Small Business Act and those loans to the handicapped or nonprofit organizations hiring the handicapped under section 7(h) of the Small Business Act.

Investment company assistance and supervision is provided in order to stimulate and supplement the flow of private capital to small business concerns, the Small Business Administration is author-

ized to (a) license, regulate, and examine small business investment companies, and (b) provide funds to such companies for financing small business firms.

The increase of \$135,000,000 over the budget request is to be used for direct and immediate participation loan programs carried out under this Fund. This will enable SBA to carry out a total program of \$370,000,000 for direct and immediate participation loans.

The loan levels for fiscal years 1976, 1977 Budget estimate and 1977 Senate Committee recommendation for loans funded from the Business Loan and Investment Fund are as follows:

[Amounts in millions]

	1976	1977 budget	1977 committee recommenda- tion
7(a) business loans.....	\$1,612.5	\$2,100	\$2,195
Direct and immediate participation.....	112.5	100	195
Guaranteed.....	1,500.0	2,000	2,000
7(h) handicapped loans.....	40.0	40	50
Direct and immediate participation.....	10.0	10	20
Guaranteed.....	30.0	30	30
7(i) economic opportunity loans.....	109.0	129	134
Direct and immediate participation.....	55.0	55	60
Guaranteed.....	54.0	74	74
Development company loans.....	69.0	61	76
Direct and immediate participation.....	28.0	20	35
Guaranteed.....	41.0	41	41
Displaced business loans.....	26.2	32	42
Direct and immediate participation.....	24.2	30	40
Guaranteed.....	2.0	2	2
Investment company assistance.....	170.0	170	170
Direct.....	20.0	20	20
Guaranteed.....	150.0	150	150
Total business loan and investment fund.....	2,026.7	2,532	2,667
Direct and immediate participation.....	249.7	235	370
Guaranteed.....	1,777.0	2,297	2,297

The Committee is especially disturbed about the proposed cut-backs in the appropriations for the SBA's Section 502 Local Development Company program. This program has been very successful in helping hundreds of smaller towns and large cities by making long-term, low-interest loans to private companies to create and preserve jobs and help the communities grow.

1. *Jobs.*—Many large and medium sized cities such as Providence, R.I., have high unemployment rates, and the 502 program is very important in financing the growth of small and medium sized companies so that they expand and create new jobs where they are needed the most.

2. *Base closings.*—Cities like Newport, R.I., have suffered high unemployment due to base closings. The 502 program can be very

important in creating new jobs in these areas as well. A recent special effort in Pueblo, Colo., proved the importance of the 502 program to remedy the effects of base closings by financing businesses to create new jobs.

3. *Commercial revitalization.*—Older commercial areas in large cities, such as Federal Hill in Providence, are the centers of the ethnic communities for the area, yet suffer from the effects of "red-lining" as commercial banks are hesitant to invest in these areas. In Federal Hill, a Section 502 Local Development Company is being set up to finance the existing businesses to help them grow and better serve the community, yet the shortage of appropriated 502 funds will limit the effectiveness of this program to help these businesses unless the appropriations are increased.

Consequently the Committee has recommended a fiscal year 1977 funding level for direct and immediate participation development company loans of \$35 million, an increase of \$15 million over the budget request and \$7 million over the fiscal year 1976 funding level.

DISASTER LOAN FUND

1976 appropriation.....	\$100,000,000
1977 budget estimate.....	90,000,000
House allowance.....	90,000,000
Committee recommendation.....	90,000,000

The Committee recommends an appropriation of \$90,000,000, a decrease of \$10,000,000 below the 1976 appropriation, the same as the budget estimate, and the House allowance.

This appropriation provides financial assistance on favorable terms to victims of natural disasters for rehabilitation of property damaged or destroyed. Also included under this activity are loans to small firms to enable them to comply with new health and safety standards (involving changes in equipment, facilities, or methods of operation) imposed by a number of Federal statutes or State laws enacted in conformity therewith, such as the Federal Coal Mine Health and Safety Act of 1969, the Occupational Safety and Health Act of 1970, the Egg Products Inspection Act, the Wholesome Poultry Products Act, the Wholesome Meat Act of 1967, and the Federal Water Pollution Control Act. Similar loans are also authorized for any small firm likely to suffer substantial economic injury as the result of any international agreement limiting the development of strategic arms or the installation of strategic arms or strategic arms facilities.

LEASE GUARANTEES REVOLVING FUND

1976 appropriation.....	0
1977 budget estimate.....	\$3,000,000
House allowance.....	3,000,000
Committee recommendation.....	3,000,000

The Committee recommends an appropriation of \$3,000,000, an increase of \$3,000,000 over the 1976 appropriation, the same as the budget estimate and the House allowance.

These funds are needed to meet anticipated claims arising in 1977 from guarantees already made. No new commitments are planned for 1977 and the program is proposed to be terminated.

POLLUTION CONTROL EQUIPMENT CONTRACT GUARANTEES REVOLVING FUND

1976 appropriation.....	-----
1977 budget estimate.....	-----
House allowance.....	\$15,000,000
Committee recommendation.....	15,000,000

The Committee recommends an appropriation of \$15,000,000, an increase of \$15,000,000 over the 1976 appropriation and the budget estimate, and the same amount as the House allowance.

SURETY BOND GUARANTEES

1976 appropriation.....	\$10,000,000
1977 budget estimate.....	36,000,000
House allowance.....	36,000,000
Committee recommendation.....	36,000,000

The Committee recommends an appropriation of \$36,000,000, an increase of \$26,000,000 over the 1976 appropriation, the same as the budget estimate and the House allowance.

This program is designed to assist contractors in obtaining a larger share of municipal, State, Federal, and private contracts. This appropriation will enable SBA to place the fund on a complete obligational basis and to guarantee bonds in connection with 12,600 contracts totalling \$833 million.

UNITES STATES INFORMATION AGENCY

SUMMARY

1976 appropriation.....	\$273,617,000
1977 revised budget estimate.....	263,908,000
House allowance.....	263,908,000
Committee recommendation.....	263,908,000

A total of \$263,908,000 is provided in four separate appropriation items to carry out the activities of the U.S. Information Agency. This total is the full amount requested for 1977 and is \$9,709,000 less than the total amount appropriated for 1976.

SALARIES AND EXPENSES

1976 appropriation.....	\$247,300,000
1977 budget estimate.....	248,325,000
House allowance.....	248,325,000
Committee recommendation.....	248,325,000

The Committee recommends an appropriation of \$248,325,000, an increase of \$1,025,000 over the 1976 appropriation, and the same as the budget estimate and the House allowance.

The U.S. Information Agency seeks, by means of communication techniques, to influence public attitudes abroad to achieve U.S. foreign policy objectives. The Agency also advises those responsible for formulating and implementing foreign policies and programs of the probable impact of those policies on foreign opinion.

SALARIES AND EXPENSES (SPECIAL FOREIGN CURRENCY PROGRAM)

1976 appropriation.....	\$9,995,000
1977 budget estimate.....	8,600,000
House allowance.....	8,600,000
Committee recommendation.....	8,600,000

The Committee recommends an appropriation of \$8,600,000, a decrease of \$1,395,000 below the 1976 appropriation, the same as the budget estimate and the House allowance.

This appropriation finances local currency expenses of information activities with U.S.-owned currencies which are in excess of the normal requirements of the United States.

SPECIAL INTERNATIONAL EXHIBITIONS

1976 appropriation.....	\$6,187,000
1977 budget estimate.....	4,841,000
House allowance.....	4,841,000
Committee recommendation.....	4,841,000

The Committee recommends an appropriation of \$4,841,000, a decrease of \$1,346,000 below the 1976 appropriation, the same as the budget estimate and the House allowance.

The purpose of this program is to increase mutual understanding between the people of the United States and those of other lands through suitable U.S. exhibitions in international fairs and other demonstrations of American economic, social, industrial, scientific, and cultural attainments.

ACQUISITION AND CONSTRUCTION OF RADIO FACILITIES

1976 appropriation.....	\$10,135,000
1977 budget estimate.....	2,142,000
House allowance.....	2,142,000
Committee recommendation.....	2,142,000

The Committee recommends an appropriation of \$2,142,000, a decrease of \$7,993,000 below the 1976 appropriation, the same as the budget estimate and the House allowance.

LIMITATIONS AND LEGISLATIVE PROVISIONS

The following limitations and legislative provisions, all included in the House bill, and mentioned in the House report, are recommended:

On page 11, in connection with American Sections, International Commissions:

not to exceed \$1,500 for representation expenses, in accordance with such regulations as the President may prescribe, and official entertainment:

On page 19, in connection with the Immigration and Naturalization Service:

benefits in accordance with those provided under 22 U.S.C. 1136(9)-(11), under regulations prescribed by the Secretary of State;

On page 20, in connection with the National Institute of Corrections, Federal Prison System:

, to remain available until expended

On page 25, in connection with General Provisions—Department of Justice:

SEC. 207. Funds appropriated under this title shall be available for (1) expenses of primary and secondary school-

ing for dependents of personnel stationed outside the continental United States at costs not in excess of those authorized by the Department of Defense for the same area, when it is determined by the Attorney General that schools available in the locality are unable to provide adequately for the education of such dependents, and (2) transportation of said dependents between their places of residence and schools serving the area which they would normally attend when the Attorney General, under such regulations as he may prescribe, determines that such schools are not accessible by public means of transportation.

On page 30, in connection with the United States Travel Service:

, of which not less than \$2,500,000 shall be available for the domestic tourism promotion program

On page 31, in connection with the National Oceanic and Atmospheric Administration:

: Provided further, That of the amount herein appropriated, \$1,500,000 shall be available for studies (including surveys, mission analyses, cost analyses, and initiation of a design and engineering study) for an underwater ocean laboratory

On page 35, in connection with the Supreme Court of the United States:

not to exceed \$5,000 for official reception and representation expenses;

On pages 37 and 38, in connection with Salaries of Supporting Personnel:

post differential and allowances for employees stationed outside the continental United States and in Alaska

On page 39, in connection with Fees of Jurors:

, to remain available until expended

The Committee has also included a new general provision by adding language identical to language previously carried in the bill for a number of years under the heading "Special Representative for Trade Negotiations". The language reads as follows:

None of the funds appropriated in this Act shall be made available for the collection and preparation of information which will not be available to Committees of Congress in the regular discharge of their duties.

The Committee has included this provision because of the refusal of certain agency personnel to share budgetary information with the Committee, even though such information was shared with the Committee in previous years.

CHANGES IN THE APPLICATION OF EXISTING LAW

The following statements, also included in the House report, are submitted describing the effect of provisions in the accompanying bill which directly or indirectly change the application of existing law. Most of the language has been provided in previous appropriation measures for the departments and agencies carried in the accompanying bill.

The bill contains appropriations for a number of items for which authorizations for fiscal year 1977 have not yet been enacted. These include most of the items for the Department of State; the Law Enforcement Assistance Administration, Economic Development Assistance Programs; portions of the amounts provided for the National Oceanic and Atmospheric Administration, the Domestic and International Business Administration, and the Office of Minority Business Enterprise; the National Fire Prevention and Control Administration; the Maritime Administration; the Board for International Broadcasting; portions of the Federal Trade Commission, and the Small Business Administration; the International Trade Commission; and the United States Information Agency. Appropriations for these items in the absence of authorizations might be construed as changing the application of existing law.

The bill provides that a number of appropriations shall remain available for obligation beyond the current fiscal year. While this is not specifically authorized for all of the items, it is deemed desirable to carry such language in order to provide for the orderly administration of such programs and the effective use of funds.

On page 2 of the bill, language is provided in the Salaries and Expenses appropriation of the Department of State authorizing the use of funds for expenses of binational arbitrations arising under international air transport agreements. Language is also provided on that page authorizing the use of funds for care and transportation of prisoners and persons declared insane. Under the same appropriation item on page 3 of the bill, language is provided to permit the purchase of right hand drive vehicles without regard to any maximum price limitation otherwise established by law.

On page 14, under Department of Justice, General Administration, language is included limiting the amount for official reception and representation expenses to \$2,500. In addition, the language authorizes miscellaneous and emergency expenses authorized or approved by the Attorney General or the Assistant Attorney General for Administration.

On page 15 of the bill, under General Legal Activities, language is provided authorizing miscellaneous and emergency expenses authorized or approved by the Attorney General or the Assistant Attorney General for Administration. In addition, not to exceed \$30,000 for expenses of collecting evidence, to be expended under the direction of the Attorney General and accounted for solely on his certificate is provided.

On page 17 of the bill, under the Federal Bureau of Investigation, language has been included to permit the payment of certain travel expenses of employees serving abroad, thereby providing benefits similar to those authorized and provided for Foreign Service personnel.

On page 19, under Immigration and Naturalization Service, language is provided to permit the payment of certain travel expenses of employees serving abroad, thereby providing benefits similar to those authorized and provided for Foreign Service personnel.

On page 21 of the bill, under Salaries and Expenses, Bureau of Prisons, language is provided authorizing medals and other awards. This language is deemed desirable in order to encourage proficiency in the use of firearms. On page 23 of the bill, under Drug Enforcement Administration, language is provided to permit not to exceed

\$70,000 to be used for meeting unforeseen emergencies of a confidential character, to be expended under the direction of the Attorney General and to be accounted for solely on his certificate. Language is also provided under this item to permit the payment of certain travel expenses of employees of the Drug Enforcement Administration serving abroad, thereby providing benefits similar to those authorized and provided for Foreign Service personnel.

On page 24 of the bill, Section 203 provides that appropriations and authorizations for the Department of Justice available for expenses of attendance at meetings shall be expended for such purposes in accordance with regulations prescribed by the Attorney General.

On page 25 of the bill, Section 206 makes appropriations for the Department of Justice available for the purchase of insurance for motor vehicles operated on official government business in foreign countries.

Also on page 25 of the bill, Section 207 permits funds appropriated to the Department of Justice to be used for educational allowances for dependent children.

On page 26, under General Administration of the Department of Commerce, language is provided limiting the amount for official entertainment to \$1,500.

On pages 28 and 29 of the bill, under Domestic and International Business Administration, language is provided for full medical coverage for dependent members of immediate families of employees stationed overseas, purchase of commercial and trade reports, employment of aliens by contract for services abroad, and a limitation of \$4,200 for official representation expenses abroad.

On page 30 of the bill, under United States Travel Service, language is carried setting a limitation of \$3,500 for representation expenses abroad.

On page 30, under National Oceanic and Atmospheric Administration, the bill provides for expenses of an authorized strength of 400 active commissioned officers.

On page 32 of the bill, under Patent and Trademark Office, language is carried permitting the use of funds for defense of suits instituted against the Commissioner of Patents and Trademarks.

On pages 33 and 34 of the bill, under Maritime Administration, a limitation of \$2,000 is provided for entertainment of officials of other countries when specifically authorized by the Maritime Administrator, as well as a limitation of \$1,500 for representation allowances. Also provided is language indicating that reimbursement may be made to this appropriation for expenses and support of activities for National Maritime Research Centers, as well as language indicating that reimbursements may be made to this appropriation, from receipts to the "Federal ship financing fund" for administrative expenses and support of that program. Language is also provided under General Provisions of the Maritime Administration restricting the use of funds in the maritime construction fund to the appropriations and limitations contained in this Act.

On page 35 of the bill, under Supreme Court of the United States, a limitation of \$5,000 is provided for official reception and representation expenses.

Also on page 36, under the account for Care of the Supreme Court Building and Grounds, language is carried permitting the use of

temporary labor without reference to the Classification and Retirement Acts, as well as language permitting the use of funds for snow removal by hire of men and equipment or by contract without compliance with 41 U.S.C. 5.

On page 36, under Court of Customs and Patent Appeals, language is carried which gives the Chief Judge approving authority over travel expenses.

On pages 40 and 41, under the items for space and facilities and for furniture and furnishings for the Judiciary, language is provided making the appropriations available for transfer to GSA which shall be responsible for administering the programs in compliance with standards or guidelines prescribed by the Director of the Administrative Office of the United States Courts under the supervision and direction of the Judicial Conference of the United States.

On page 43 of the bill, under Federal Communications Commission, language is provided setting a limitation of \$1,500 for official reception and representation expenses. Also provided is language authorizing the use of funds for special counsel fees.

Also on page 44, under Federal Maritime Commission, language is provided setting the ceiling of \$1,500 for official reception and representation expenses.

On page 44 of the bill under Federal Trade Commission, a ceiling of \$1,500 is provided for official reception and representation expenses. Also provided under this heading is language designed to protect the privacy and security of data obtained in the line of business program.

On page 45 of the bill, under Foreign Claims Settlement Commission, language is provided permitting allowances and benefits similar to those provided by title IX of the Foreign Service Act of 1946, as amended, as determined by the Commission, as well as language providing for insurance on official motor vehicles abroad and for the employment of aliens.

On page 48 of the bill, under Securities and Exchange Commission, a limitation of \$2,000 is carried for official reception and representation expenses.

On page 48 of the bill, under Small Business Administration, language is provided setting a ceiling of \$1,500 for official reception and representation expenses.

On page 52 of the bill, under the United States Information Agency, language is provided to permit the purchase of right hand drive vehicles without regard to any maximum price limitation otherwise established by law.

BUDGETARY IMPACT OF H.R. 14239¹
(Dollars in millions)

	Budget authority		Outlays	
	Committee allocation	Amount in bill	Committee allocation	Amount in bill
I. Comparison of amounts in the bill with the Committee allocation to its subcommittees of amounts in the First Concurrent Resolution for 1977:				
SUBCOMMITTEE ON STATE, JUSTICE, COMMERCE, THE JUDICIARY AND RELATED AGENCIES	\$7,000	\$6,879 (under target)	² \$7,400	² \$7,219 (under target)
II. Summary by functional category of 1977 budget amounts recommended in the bill:				
050 - National Defense-----		6		26
150 - International Affairs-----		1,372		21,305
300 - Natural Resources, Environment, and Energy-----		616		2,574
400 - Commerce and Transportation-----		1,333		21,716
450 - Community and Regional Development-----		671		2,454
500 - Education, Training, Employment, and Social Services-----		---		2,222
750 - Law Enforcement and Justice-----		2,878		2,939
800 - General Government-----		3		23
III. Financial assistance to state and local governments for 1977 in the bill-----		1,028		3140
IV. Projections of outlays associated with budget authority recommended in the bill:				
1977-----				³ 4,688
1978-----				1,589
1979-----				474
1980-----				85
1981-----				42
Future year-----				---

¹ Prepared by the Congressional Budget Office pursuant to Section 308a, Public Law 93-344.

² Includes outlays from prior year budget authority.

³ Excludes outlays from prior year budget authority.

⁴ Excludes \$291 million in outlays for liquidation of contract authority by the Maritime Administration for operating differential subsidies.

**COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR
1976 AND THE BUDGET ESTIMATES FOR FISCAL YEAR 1977**

[Becomes available automatically under earlier, or "permanent" law without further, or annual, action by the Congress. Thus, these amounts are not included in the accompanying bill.]

Agency and item (1)	New budget (obligational) authority, 1976 (2)	Budget estimates of new (obligational) authority, 1977 (3)	Increase or decrease (4)
PERMANENT NEW BUDGET (OBLIGATIONAL) AUTHORITY FEDERAL FUNDS			
DEPARTMENT OF STATE			
Payment to Foreign Service Retirement and Disability Fund.....	\$ 30,900,000	\$ 39,800,000	\$ 8,900,000
Educational exchange permanent appropriations.....	352,000	352,000	---
International center, Washington, D.C.....	1,896,000	2,780,000	884,000
Payment to the Republic of Panama.....	2,328,000	2,328,000	---
Total.....	35,476,000	45,260,000	9,784,000
DEPARTMENT OF COMMERCE			
National Oceanic and Atmospheric Administration: Promote and develop fishery products and research pertaining to American fisheries.....	1,821,000	1,675,000	-2,071,000
Maritime Administration: Operating-differential subsidies.....	322,397,000	338,300,000	15,903,000
Total.....	331,218,000	345,050,000	13,832,000
SMALL BUSINESS ADMINISTRATION			
Payment of participation sales insufficiencies.....	1,212,000	1,189,000	-23,000
Total, FEDERAL FUNDS.....	367,906,000	391,499,000	23,593,000
PERMANENT NEW BUDGET (OBLIGATIONAL) AUTHORITY TRUST FUNDS			
DEPARTMENT OF STATE			
Foreign Service retirement and disability fund.....	93,956,000	106,249,000	12,293,000
Miscellaneous permanent appropriations.....	647,000	647,000	---
Gifts and bequests, National Commission on Educational, Scientific, and Cultural Cooperation.....	50,000	50,000	---
Educational exchange trust funds.....	325,000	225,000	-100,000
Total.....	94,978,000	107,171,000	12,193,000

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¹ Reflects correction of discrepancy in original budget estimate.

NOTE: Some items are indefinite in amount, and thus are subject to reestimation.

**COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR
1976 AND THE BUDGET ESTIMATES FOR FISCAL YEAR 1977**

[Becomes available automatically under earlier, or "permanent" law without further, or annual, action by the Congress. Thus, these amounts are not included in the accompanying bill.]

Agency and item (1)	New budget (obligational) authority, 1976 (2)	Budget estimates of new (obligational) authority, 1977 (3)	Increase or decrease (4)
DEPARTMENT OF COMMERCE			
General administration: Miscellaneous trust funds.....	505,000	500,000	-5,000
Bureau of the Census:			
Special studies, services, and projects.....	5,097,000	4,967,000	-130,000
Bureau of Economic Analysis:			
Special studies, services, and projects.....	64,000	64,000	---
Regional action planning commissions.....	59,529,000	25,254,000	-34,275,000
Domestic and International Business Administration:			
Miscellaneous trust funds.....	4,872,000	4,857,000	-15,000
National Oceanic and Atmospheric Administration:			
Miscellaneous trust funds.....	6,750,000	6,000,000	-750,000
Scientific and Technical Research: Information products and services.....	10,500,000	11,700,000	1,200,000
Maritime Administration: Special studies, services and projects.....	36,000	36,000	---
Total.....	87,353,000	53,378,000	-33,975,000

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THE JUDICIARY

Judicial survivor's annuity fund.....	2,620,000	2,775,000	155,000
Operation of the Public Defender Service for the District of Columbia.....	1,882,000	2,070,000	188,000
Total.....	4,502,000	4,845,000	343,000

RELATED AGENCIES

United States Information Agency: Trust funds.....	226,000	226,000	---
Total, TOTAL TRUST FUNDS.....	187,059,000	165,620,000	-21,439,000

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NOTE: Some items are indefinite in amount, and thus are subject to re-estimation.

**COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATION)
BUDGET ESTIMATES AND AMOUNTS RECOMMENDED**

Item	1976 Appropriation	Budget estimate	Increase (+) or decrease (-) compared with—		
			1976 Appropriation	Budget estimate	House allowance
TITLE I—DEPARTMENT OF STATE					
ADMINISTRATION OF FOREIGN AFFAIRS					
Salaries and expenses.....	\$432,400,000	\$541,800,000			
Representation allowances.....	1,700,000	2,000,000			
Acquisition, operation, and maintenance of buildings abroad.....	29,942,000	67,200,000			
Acquisition, operation, and maintenance of buildings abroad (special foreign currency program).....	9,785,000	5,535,000			
Emergencies in the diplomatic and consular service....	2,100,000	2,100,000			
Payment to Foreign Service retirement and disability fund.....	8,055,000	8,055,000			
Payment to conditional gift fund, general.....	125,000	---			
Total, Administration of Foreign Affairs.....	484,107,000	626,690,000			
INTERNATIONAL ORGANIZATIONS AND CONFERENCES					
Contributions to international organizations.....	217,853,000	277,545,453			
Contributions for international peacekeeping activities.....	35,000,000	45,000,000			
Missions to international organizations.....	9,139,000	9,300,000			
International conferences and contingencies.....	7,140,000	7,035,000			
International trade negotiations.....	2,856,000	3,540,000			
Total, Inter. Organizations and Conferences.....	271,988,000	342,420,453			
INTERNATIONAL COMMISSIONS					
International Boundary and Water Commission, United States and Mexico:					
Salaries and expenses.....	5,525,000	5,810,000			
Construction.....	8,365,000	3,919,000			
American sections, international commissions.....	1,609,000	1,840,000			
International fisheries commissions.....	4,760,000	5,500,000			
Total, International Commissions.....	20,259,000	17,069,000			
EDUCATIONAL EXCHANGE					
Mutual educational and cultural exchange activities... Center for cultural and technical interchange between East and West.....	55,325,000	58,500,000			
Total, Educational Exchange.....	64,325,000	68,500,000			
TOTAL, TITLE I.....	840,679,000	1,054,679,453			

**TIONAL) AUTHORITY FOR FISCAL YEAR 1976 AND
IN THE BILL FOR FISCAL YEAR 1977**

House allowance	Committee recommendation	Increase (+) or decrease (-) compared with—		
		1976 Appropriation	Budget estimate	House allowance
\$537,800,000	\$539,800,000	+\$107,400,000	-\$2,000,000	+\$2,000,000
2,000,000	2,000,000	+300,000	---	---
67,200,000	67,200,000	+37,258,000	---	---
5,535,000	5,535,000	-4,250,000	---	---
2,100,000	2,100,000	---	---	---
8,055,000	8,055,000	---	---	---
---	---	-125,000	---	---
622,690,000	624,690,000	+140,583,000	-2,000,000	+2,000,000
274,000,000	277,545,453	+59,692,453	---	+3,545,453
40,000,000	40,000,000	+5,000,000	-5,000,000	---
9,350,000	9,350,000	+211,000	+50,000	---
7,035,000	7,035,000	-105,000	---	---
3,500,000	3,500,000	+644,000	-40,000	---
333,885,000	337,430,453	+65,442,453	-4,990,000	*3,545,453
5,800,000	5,800,000	+275,000	-10,000	---
3,919,000	3,919,000	-4,446,000	---	---
1,840,000	1,840,000	+231,000	---	---
5,500,000	5,500,000	+740,000	---	---
17,059,000	17,059,000	-3,200,000	-10,000	---
58,500,000	58,500,000	+3,175,000	---	---
10,000,000	10,000,000	+1,000,000	---	---
68,500,000	68,500,000	+4,175,000	---	---
1,042,134,000	1,047,679,453	+207,000,453	-7,000,000	+5,545,453

**COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATION)
BUDGET ESTIMATES AND AMOUNTS RECOMMENDED**

Item	1976 Appropriation	Budget estimate
TITLE II-DEPARTMENT OF JUSTICE		
GENERAL ADMINISTRATION		
Salaries and expenses.....	\$21,612,000	\$20,287,000
LEGAL ACTIVITIES		
Salaries and expenses, general legal activities.....	62,259,000	64,090,000
Salaries and expenses, Antitrust Division.....	22,239,000	23,426,000
Salaries and expenses, U.S. attorneys and marshals....	146,532,000	161,101,000
Fees and expenses of witnesses.....	16,830,000	19,177,000
Salaries and expenses, Community Relations Service....	4,034,000	4,131,000
Total, Legal Activities.....	251,894,000	271,925,000
FEDERAL BUREAU OF INVESTIGATION		
Salaries and expenses.....	485,950,000	466,777,000
IMMIGRATION AND NATURALIZATION SERVICE		
Salaries and expenses.....	214,609,000	221,581,000
FEDERAL PRISON SYSTEM		
Salaries and expenses, Bureau of Prisons.....	195,938,000	208,160,000
National Institute of Corrections.....	---	4,997,000
Buildings and facilities.....	12,560,000	59,095,000
Support of U.S. prisoners.....	31,875,000	31,875,000
Federal Prison Industries, Incorporated: Limitation on administrative and vocational training expenses.....	(7,185,000)	(6,447,000)
Total, Federal Prison System.....	240,373,000	304,127,000
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION		
Salaries and expenses.....	809,638,000	707,944,000
DRUG ENFORCEMENT ADMINISTRATION		
Salaries and expenses.....	155,001,000	159,287,000
TOTAL, TITLE II.....	2,179,077,000	2,151,928,000
TITLE III-DEPARTMENT OF COMMERCE		
GENERAL ADMINISTRATION		
Salaries and expenses.....	13,198,000	14,412,000
Participation in United States expositions.....	530,000	---
Total, General Administration.....	13,728,000	14,412,000
OFFICE OF ENERGY PROGRAMS		
Salaries and expenses.....	2,090,000	2,162,000

**TIONAL) AUTHORITY FOR FISCAL YEAR 1976 AND
IN THE BILL FOR FISCAL YEAR 1977—Continued**

House allowance	Committee recommendation	Increase (+) or decrease (-) compared with—		
		1976 Appropriation	Budget estimate	House allowance
\$20,100,000	\$20,100,000	-\$1,512,000	-\$187,000	---
63,565,000	64,090,000	+1,831,000	---	+\$525,000
24,000,000	24,000,000	+1,761,000	+574,000	---
158,850,000	161,905,000	+15,373,000	+804,000	+3,055,000
19,177,000	19,177,000	+2,347,000	---	---
4,500,000	4,500,000	+466,000	+369,000	---
270,092,000	273,672,000	+21,778,000	+1,747,000	+3,580,000
493,977,000	493,977,000	+8,027,000	+27,200,000	---
234,000,000	234,000,000	+19,391,000	+12,419,000	---
208,160,000	208,160,000	+12,222,000	---	---
4,997,000	4,997,000	+4,997,000	---	---
56,980,000	56,980,000	+44,420,000	-2,115,000	---
31,875,000	31,875,000	---	---	---
(6,447,000)	(6,447,000)	(-738,000)	---	---
302,012,000	302,012,000	+61,639,000	-2,115,000	---
738,000,000	809,638,000	---	+101,694,000	+71,638,000
161,175,000	161,175,000	+6,174,000	+1,888,000	---
2,219,356,000	2,294,574,000	+115,497,000	+142,646,000	+75,218,000
13,595,000	14,410,000	+1,212,000	-2,000	+815,000
---	---	-530,000	---	---
13,595,000	14,410,000	+682,000	-2,000	+815,000
2,162,000	2,162,000	+72,000	---	---

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1976 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED

Item	1976 Appropriation	Budget estimate
Salaries and expenses.....	\$41,474,000	\$44,278,000
Periodic censuses and programs.....	33,853,000	47,429,000
	-----	-----
Total, Bureau of the Census.....	75,327,000	91,707,000
BUREAU OF ECONOMIC ANALYSIS		
Salaries and expenses.....	11,759,000	12,491,000
ECONOMIC DEVELOPMENT ADMINISTRATION		
Economic development assistance programs.....	360,000,000	223,438,000
Administration of economic development assistance programs.....	25,378,000	25,426,000
Job opportunities program.....	374,000,000	---
	-----	-----
Total, Economic Development Administration.....	759,378,000	248,864,000
REGIONAL ACTION PLANNING COMMISSIONS		
Regional development programs.....	64,068,000	42,200,000
DOMESTIC AND INTERNATIONAL BUSINESS ADMINISTRATION		
Operations and administration.....	60,527,000	62,902,000
MINORITY BUSINESS ENTERPRISE		
Minority business development.....	49,850,000	50,013,000
UNITED STATES TRAVEL SERVICE		
Salaries and expenses.....	12,799,000	12,220,000
NATIONAL OCEANIC AND ATMOSPHERIC ADMINISTRATION		
Operations, research, and facilities.....	505,562,000	549,708,000
Coastal zone management.....	18,032,000	23,408,000
Fishermen's Guaranty Fund.....	61,000	61,000
Construction.....	1,000,000	---
Offshore shrimp fisheries fund.....	270,000	---
	-----	-----
Total, Oceanic & Atmospheric Administration.....	524,925,000	573,177,000
NATIONAL FIRE PREVENTION AND CONTROL ADMINISTRATION		
Operations, research, and administration.....	8,718,000	10,178,000
PATENT AND TRADEMARK OFFICE		
Salaries and expenses.....	85,350,000	86,406,000

TIONAL) AUTHORITY FOR FISCAL YEAR 1976 AND IN THE BILL FOR FISCAL YEAR 1977—Continued

House allowance	Committee recommendation	Increase (+) or decrease (-) compared with—		
		1976 Appropriation	Budget estimate	House allowance
\$43,245,000	\$43,924,000	+\$2,450,000	-\$354,000	+\$679,000
47,400,000	47,400,000	+13,547,000	-29,000	---
	-----	-----	-----	-----
90,645,000	91,324,000	+15,997,000	-383,000	+679,000
12,300,000	12,300,000	+541,000	-191,000	---
300,000,000	453,500,000	+93,500,000	+230,062,000	+153,500,000
25,426,000	28,750,000	+3,372,000	+3,324,000	+3,324,000
---	---	-374,000,000	---	---
	-----	-----	-----	-----
325,426,000	482,250,000	-277,128,000	+233,386,000	+156,824,000
42,200,000	84,068,000	+20,000,000	+41,868,000	+41,868,000
62,280,000	63,530,000	+3,003,000	+628,000	+1,250,000
50,000,000	50,000,000	+150,000	-13,000	---
12,220,000	16,720,000	+3,921,000	+4,500,000	+4,500,000
558,200,000	574,490,000	+68,928,000	+24,782,000	+16,290,000
18,050,000	18,050,000	+18,000	-5,358,000	---
61,000	61,000	---	---	---
---	2,860,000	+1,860,000	+2,860,000	+2,860,000
---	---	-270,000	---	---
	-----	-----	-----	-----
576,311,000	595,461,000	+70,536,000	+22,284,000	+19,150,000
10,178,000	14,300,000	+5,582,000	+4,122,000	+4,122,000
86,400,000	86,400,000	+1,050,000	-6,000	---

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1976 AND IN THE BILL FOR FISCAL YEAR 1977—Continued

Item	Increase (+) or decrease (-) compared with—	
	1976 Appropriation	Budget estimate
SCIENCE AND TECHNICAL RESEARCH		
Scientific and technical research and services.....	\$64,704,000	\$68,785,000
MARITIME ADMINISTRATION		
Ship construction.....	195,000,000	---
Operating-differential subsidies (appropriation to liquidate contract authority).....	(315,936,000)	(403,721,000)
Research and development.....	12,000,000	19,500,000
Operations and training.....	45,900,000	48,525,000
Total, Maritime Administration.....	252,900,000	68,025,000
TOTAL, TITLE III.....	1,986,123,000	1,343,542,000
TITLE IV—THE JUDICIARY		
SUPREME COURT OF THE UNITED STATES		
Salaries and expenses.....	6,581,500	7,571,000
Care of the building and grounds.....	1,454,000	800,000
Total, Supreme Court of the U.S.....	8,035,500	8,371,000
COURT OF CUSTOMS AND PATENT APPEALS		
Salaries and expenses.....	853,000	898,000
CUSTOMS COURT		
Salaries and expenses.....	2,629,500	2,705,000
COURT OF CLAIMS		
Salaries and expenses.....	2,454,000	2,536,000
COURTS OF APPEALS, DISTRICT COURTS, AND OTHER JUDICIAL SERVICES		
Salaries of judges.....	28,750,000	30,182,000
Salaries of supporting personnel.....	119,475,000	138,145,000
Representation by court-appointed counsel and operation of defender organizations.....	20,846,000	20,686,000
Fees of jurors.....	20,000,000	19,350,000
Travel and miscellaneous expenses.....	20,040,000	26,550,000
Salaries and expenses of U.S. magistrates.....	10,914,000	12,341,000
Salaries and expenses of referees.....	26,671,000	33,446,000
Total, Courts of Appeals.....	246,696,000	280,700,000
ADMINISTRATIVE OFFICE OF THE UNITED STATES COURTS		
Salaries and expenses.....	7,431,000	8,957,000
FEDERAL JUDICIAL CENTER		
Salaries and expenses.....	6,565,000	7,720,000
SPACE AND FACILITIES, THE JUDICIARY		
Space and facilities.....	64,000,000	75,969,000

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1976 AND IN THE BILL FOR FISCAL YEAR 1977—Continued

House allowance	Committee recommendation	Increase (+) or decrease (-) compared with—		
		1976 Appropriation	Budget estimate	House allowance
\$68,785,000	\$68,785,000	+\$4,081,000	---	---
---	---	-195,000,000	---	---
(388,000,000)	(388,000,000)	(+72,064,000)	(-\$15,721,000)	---
18,500,000	18,500,000	+6,500,000	-1,000,000	---
48,200,000	48,200,000	+2,300,000	-325,000	---
66,700,000	66,700,000	-186,200,000	-1,325,000	---
1,419,202,000	1,648,410,000	-337,713,000	+304,868,000	+\$229,208,000
7,482,000	7,482,000	+900,500	-89,000	---
800,000	800,000	-654,000	---	---
8,282,000	8,282,000	+246,500	-89,000	---
898,000	898,000	+45,000	---	---
2,705,000	2,705,000	+75,500	---	---
2,536,000	2,536,000	+82,000	---	---
29,782,000	29,782,000	+1,032,000	-400,000	---
132,250,000	132,250,000	+12,775,000	-5,895,000	---
20,686,000	20,686,000	-160,000	---	---
19,350,000	19,350,000	-650,000	---	---
24,380,000	24,380,000	+4,340,000	-2,170,000	---
11,862,000	12,341,000	+1,427,000	---	+479,000
29,824,000	30,201,000	+3,530,000	-3,245,000	+377,000
268,134,000	268,990,000	+22,294,000	-11,710,000	+856,000
8,320,000	8,320,000	+889,000	-637,000	---
7,650,000	7,650,000	+1,085,000	-70,000	---
71,980,000	71,890,000	370,000	735,000	---

**COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONS)
BUDGET ESTIMATES AND AMOUNTS RECOMMENDED**

Item	Increase (+) or decrease (-) compared with—	
	1976 Appropriation	Budget estimate
EXPENSES, UNITED STATES COURT FACILITIES		
Furniture and furnishings.....	\$4,570,000	\$5,675,000
BICENTENNIAL EXPENSES, THE JUDICIARY		
Bicentennial activities.....	2,000,000	---
TOTAL, TITLE IV.....	345,234,000	393,531,000
TITLE V-RELATED AGENCIES		
ARMS CONTROL AND DISARMAMENT AGENCY		
Arms control and disarmament activities.....	11,680,000	12,200,000
BOARD FOR INTERNATIONAL BROADCASTING		
Grants and expenses.....	64,500,000	53,385,000
COMMISSION ON CIVIL RIGHTS		
Salaries and expenses.....	8,047,000	9,540,000
COMMISSION ON SECURITY AND COOPERATION IN EUROPE		
Salaries and expenses.....	---	---
EQUAL EMPLOYMENT OPPORTUNITY COMMISSION		
Salaries and expenses.....	63,659,000	70,100,000
FEDERAL COMMUNICATIONS COMMISSION		
Salaries and expenses.....	50,938,000	51,448,000
FEDERAL MARITIME COMMISSION		
Salaries and expenses.....	8,040,000	8,309,000
FEDERAL TRADE COMMISSION		
Salaries and expenses.....	47,199,000	53,073,000
FOREIGN CLAIMS SETTLEMENT COMMISSION		
Salaries and expenses.....	1,400,000	800,000
INTERNATIONAL TRADE COMMISSION		
Salaries and expenses.....	10,400,000	11,539,000
JAPAN-UNITED STATES FRIENDSHIP COMMISSION		
Japan-United States Friendship Commission Trust Fund	30,000,000	---
LEGAL SERVICES CORPORATION		
Payment to the Legal Services Corporation.....	92,330,000	140,300,000
MARINE MAMMAL COMMISSION		
Salaries and expenses.....	900,000	1,000,000

**TIONAL) AUTHORITY FOR FISCAL YEAR 1976 AND
IN THE BILL FOR FISCAL YEAR 1977—Continued**

House allowance	Committee recommendation	Increase (+) or decrease (-) compared with—		
		1976 Appropriation	Budget estimate	House allowance
\$4,940,000	\$4,940,000	+\$370,000	-\$735,000	---
---	---	-2,000,000	---	---
375,445,000	376,301,000	+31,067,000	-17,230,000	+\$856,000
12,000,000	12,000,000	+320,000	-200,000	---
53,385,000	53,385,000	-11,115,000	---	---
9,450,000	9,450,000	+1,403,000	-90,000	---
300,000	300,000	+300,000	+300,000	---
67,850,000	67,850,000	+4,191,000	-2,250,000	---
51,448,000	57,945,000	+7,007,000	+6,497,000	+6,497,000
8,300,000	8,300,000	+260,000	-9,000	---
52,700,000	52,700,000	+5,501,000	-373,000	---
650,000	650,000	-750,000	-150,000	---
11,300,000	11,539,000	+1,139,000	---	+239,000
---	---	-30,000,000	---	---
110,000,000	130,000,000	+37,670,000	-10,300,000	+20,000,000
1,000,000	1,000,000	+100,000	---	---

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1976 AND IN THE BILL FOR FISCAL YEAR 1977—Continued

Item	1976 Appropriation	Budget estimate	Increase (+) or decrease (-) compared with—		
			House allowance	Committee recommendation	House allowance
NATIONAL COMMISSION FOR THE REVIEW OF FEDERAL AND STATE LAWS RELATING TO WIRETAPPING AND ELECTRONIC SURVEILLANCE					
Salaries and expenses.....	\$400,000	---	---	---	---
OFFICE OF THE SPECIAL REPRESENTATIVE FOR TRADE NEGOTIATIONS					
Salaries and expenses.....	2,020,000	\$2,370,000	\$2,250,000	\$2,250,000	---
PRIVACY PROTECTION STUDY COMMISSION					
Salaries and expenses.....	800,000	750,000	750,000	750,000	---
RENEGOTIATION BOARD					
Salaries and expenses.....	5,566,000	6,370,000	5,700,000	5,700,000	---
SECURITIES AND EXCHANGE COMMISSION					
Salaries and expenses.....	49,291,000	53,098,000	53,000,000	53,000,000	---
SMALL BUSINESS ADMINISTRATION					
Salaries and expenses:					
Direct Appropriation.....	29,000,000	35,400,000	35,400,000	35,400,000	---
Transfer from revolving funds.....	(91,850,000)	(99,600,000)	(99,600,000)	(99,600,000)	---
Business loan and investment fund.....	278,750,000	466,600,000	601,600,000	601,600,000	---
Disaster loan fund.....	100,000,000	90,000,000	90,000,000	90,000,000	---
Lease guarantees revolving fund.....	---	3,000,000	3,000,000	3,000,000	---
Pollution control and equipment contract guarantees revolving fund.....	---	---	15,000,000	15,000,000	---
Surety bond guarantees revolving fund.....	10,000,000	36,000,000	36,000,000	36,000,000	---
Total, Small Business Administration.....	417,750,000	631,000,000	781,000,000	781,000,000	---
UNITED STATES INFORMATION AGENCY					
Salaries and expenses.....	247,300,000	248,325,000	248,325,000	248,325,000	---
Salaries and expenses (special foreign currency program).....	9,995,000	8,600,000	8,600,000	8,600,000	---
Special international exhibitions.....	6,187,000	4,841,000	4,841,000	4,841,000	---
Acquisition and construction of radio facilities.....	10,135,000	2,142,000	2,142,000	2,142,000	---
Total, U.S. Information Agency.....	273,617,000	263,908,000	263,908,000	263,908,000	---
TOTAL, TITLE V.....	1,138,537,000	1,369,190,000	1,484,991,000	1,511,727,000	---
TOTAL, New Budget Obligational Authority.....	6,489,650,000	6,312,870,453	6,541,128,000	6,878,691,453	---
Consisting of:					
Definite appropriations.....	6,489,650,000	6,312,870,453	6,541,128,000	6,878,691,453	---
Indefinite appropriations.....	(7,185,000)	(6,447,000)	(6,447,000)	(6,447,000)	---
Memoranda:					
Appropriation to liquidate contract authority.....	315,936,000	403,721,000	388,000,000	388,000,000	---
TOTAL APPROPRIATIONS, Including Appropriations to Liquidate Contract Authority.....	6,805,586,000	6,716,591,453	6,929,128,000	7,266,691,453	---

TIONAL) AUTHORITY FOR FISCAL YEAR 1976 AND IN THE BILL FOR FISCAL YEAR 1977—Continued

House allowance	Committee recommendation	Increase (+) or decrease (-) compared with—		
		1976 Appropriation	Budget estimate	House allowance
---	---	-\$400,000	---	---
\$2,250,000	\$2,250,000	+230,000	-\$120,000	---
750,000	750,000	-50,000	---	---
5,700,000	5,700,000	+134,000	-670,000	---
53,000,000	53,000,000	+3,709,000	-98,000	---
35,400,000	35,400,000	+6,400,000	---	---
(99,600,000)	(99,600,000)	(+7,750,000)	---	---
601,600,000	601,600,000	+322,850,000	+135,000,000	---
90,000,000	90,000,000	-10,000,000	---	---
3,000,000	3,000,000	+3,000,000	---	---
15,000,000	15,000,000	+15,000,000	+15,000,000	---
36,000,000	36,000,000	+26,000,000	---	---
781,000,000	781,000,000	+363,250,000	+150,000,000	---
248,325,000	248,325,000	+1,025,000	---	---
8,600,000	8,600,000	-1,395,000	---	---
4,841,000	4,841,000	-1,346,000	---	---
2,142,000	2,142,000	-7,993,000	---	---
263,908,000	263,908,000	-9,709,000	---	---
1,484,991,000	1,511,727,000	+373,190,000	+142,537,000	+\$26,736,000
6,541,128,000	6,878,691,453	+389,041,453	+565,821,000	+337,563,453
6,541,128,000	6,878,691,453	+389,041,453	+565,821,000	+337,563,453
(6,447,000)	(6,447,000)	(-738,000)	---	---
388,000,000	388,000,000	+72,064,000	-15,721,000	---
6,929,128,000	7,266,691,453	+461,105,453	+550,100,000	+337,563,453