



## DEPARTMENT OF THE INTERIOR

Often referred as the “Department of Everything Else,” the United States Department of the Interior (DOI) administers one of the most diverse set of programs in the federal government.<sup>1</sup> While most Americans know the Department for its vast land holdings-- it manages one of every five acres in the nation<sup>2</sup>-- Interior is involved in the construction and management of hundreds of dams and aqueducts in the West, Indian affairs, related schools and universities, conservation programs, prisons, scientific research, arts and museums, climate change, archaeology, wildlife management, energy resource management, offshore drilling, mining, historic preservation, parks and tourism, emergency management, and the management of external American territories and protectorates. At various points throughout its long history, the agency has even overseen pensions and patents for the federal government.<sup>3</sup>

In FY 2011, Congress appropriated \$12.2 billion for Interior programs. In addition, it receives millions in annual “permanent appropriations” not subject to further congressional action (\$7.6 billion, FY 2011). In total, the agency will spend \$19.8 billion this fiscal year.<sup>4</sup>

As the Department struggles to maintain its vast land holdings, meet our commitment to Native Americans, and manage critical natural resources, it is important that it operate at peak efficiency, focused on its core missions, and eliminate any unnecessary, wasteful, and duplicative programs.

**Reducing Excessive Overhead Costs and Unnecessary Bureaucracy.** There are a number of simple cost controls the Department could implement to save tens of millions of dollars without reducing or compromising its core mission.

*Administrative Overhead*—The administration has proposed cutting \$99 million in Interior’s administrative budget next year. The Office of Management and Budget (OMB) notes “the Federal Government spends extensive amounts on services or products that may be characterized as administrative or overhead. Over the past five years, spending on certain of these activities has grown substantially.” The administration has directed each agency to cut unnecessary spending and, according to OMB, “agencies are busy putting in place the processes and policies

<sup>1</sup> Utley, Robert and Barry Mackintosh, *The Department of Everything Else*, 1989, [http://www.cr.nps.gov/history/online\\_books/utley-mackintosh/index.htm](http://www.cr.nps.gov/history/online_books/utley-mackintosh/index.htm).

<sup>2</sup> Statement of Secretary Ken Salazar, Senate Energy and Natural Resources Committee, “President’s 2011 Budget Request, March 3, 2010, [http://www.doi.gov/news/speeches/2010\\_03\\_03\\_speechA.cfm/index.cfm](http://www.doi.gov/news/speeches/2010_03_03_speechA.cfm/index.cfm).

<sup>3</sup> Department of Interior Website, “History of Interior,” <http://www.doi.gov/whoweare/history.cfm>, accessed July 14<sup>th</sup>, 2011.

<sup>4</sup> Department of the Interior, “Fiscal Year 2012, The Interior Budget in Brief,” Page DO-9, [http://www.doi.gov/budget/2012/12Hilites/2012\\_Highlights\\_Book.pdf](http://www.doi.gov/budget/2012/12Hilites/2012_Highlights_Book.pdf).

during 2011 that will enable them to realize these savings in 2012.”<sup>5</sup> This will result in \$1.01 billion in savings over ten years.

*Excessive Bureaucracy*— With more than 75,000 employees and a payroll exceeding \$4.5 billion, the Department is one of the larger civilian agencies in the federal government.<sup>6 7</sup> Though the agency has employees in thousands of locations, approximately 10 percent of its employees and 13.5 percent of agency payroll are located in the Washington, D.C metropolitan area.<sup>8</sup> By applying the recommendations of the National Commission on Fiscal Responsibility and Reform to reduce overall agency staffing by 15 percent (through attrition), Interior could reduce its overall staffing levels by an estimated 11,000 employees over time.

*Office Space*— With employees in more than 2,400 locations around the world, the Department owns or leases more than 14 million square feet of rentable building space.<sup>9 10</sup> Despite an unfunded repair and maintenance backlog of between \$13-19.2 billion, the Administration’s FY 2012 budget estimates it will increase its building space to nearly 15 million square feet in the next fiscal year.<sup>11 12</sup>

Also, the Department is now in its tenth year of renovations on its main headquarters building in Washington, D.C. having already spent more than \$225 million to complete 4 of 6 wings on the “limestone and granite clad” building. Though the project received more than \$63 million in stimulus funds, the Administration is requesting \$50.4 million in FY 2012.<sup>13</sup> Given the nation’s imminent fiscal crisis and continued slow economic recovery, these renovations should be put on hold.



<sup>5</sup> “REDUCTION: ADMINISTRATIVE EFFICIENCY INITIATIVE,” Fiscal Year 2012 Terminations, Reductions, and Savings; Budget of the U.S. Government, Office of Management and Budget, page 88;

<http://www.whitehouse.gov/sites/default/files/omb/budget/fy2012/assets/trs.pdf>.

<sup>6</sup> Office of Personnel Management, “Employment and Trends, September 2010,”

<http://www.opm.gov/feddata/html/2009/September/table2.asp>.

<sup>7</sup> Office of Personnel Management, “Employment and Trends, September 2010,”

<http://www.opm.gov/feddata/html/2009/September/table9.asp>.

<sup>8</sup> Office of Personnel Management, “Employment and Trends, September 2010,”

<http://www.opm.gov/feddata/html/2009/September/table2.asp>.

<sup>9</sup> Department of the Interior, “Employees,” <http://www.doi.gov/employees/index.cfm>.

<sup>10</sup> General Services Administration, FY 2012 Congressional Justification, Page FBF-13,

[http://www.gsa.gov/graphics/staffoffices/FY2012\\_CONGRESSIONAL\\_JUSTIFICATION.pdf](http://www.gsa.gov/graphics/staffoffices/FY2012_CONGRESSIONAL_JUSTIFICATION.pdf).

<sup>11</sup> General Services Administration, FY 2012 Congressional Justification, Page FBF-13,

[http://www.gsa.gov/graphics/staffoffices/FY2012\\_CONGRESSIONAL\\_JUSTIFICATION.pdf](http://www.gsa.gov/graphics/staffoffices/FY2012_CONGRESSIONAL_JUSTIFICATION.pdf).

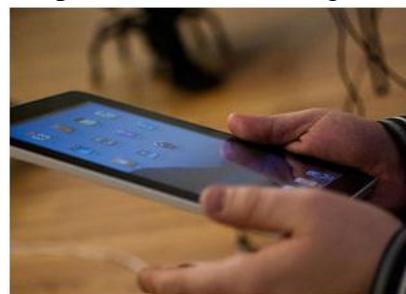
<sup>12</sup> Department of the Interior, Office of Inspector General, “Statement Summarizing the Major Management and Performance Challenges Facing the Department of the Interior,” <http://www.doiig.gov/images/stories/reports/pdf/X-SP-MOI-0008-2010%20Performance%20Challenges.pdf>.

<sup>13</sup> General Services Administration, “Fact Sheet-Alteration Main Interior Building, Washington, DC,”

[http://gsa.gov/graphics/pbs/Main\\_Interior\\_Building\\_Fact\\_Sheet\\_Washington\\_DC.pdf](http://gsa.gov/graphics/pbs/Main_Interior_Building_Fact_Sheet_Washington_DC.pdf), Last Accessed on July 12, 2011.

*Information Technology (IT) Programs*—In FY 2010, the Department spent nearly \$1 billion on IT programs (\$995 million), an important feature for an agency with 75,000 employees and one that is responsible for \$9-25 billion in energy lease revenues and billions more in Indian trust accounts.<sup>14</sup> Unfortunately, analysis by the agency’s Inspector General (IG) suggests that these expenditures are redundant, poorly coordinated, and wasteful. The IG found that despite a mandate for all sub-agencies to transition Interior’s shared remote access system by 2007, “many bureaus still operate their own separate, remote access systems.” The IG further discovered IT asset inventory errors; “duplicative IT functions;” and “inadequate departmental oversight.”<sup>15</sup> Most concerning, the Department’s Financial and Business Management System (FBMS), which has been in the works for ten years, continues to face serious implementation challenges. The system was scheduled to be complete by last year, but “to date only three bureaus/offices have transitioned.”<sup>16</sup>

Recent news reports also indicate that at least two offices of the Department are investing heavily in new I-Pads for employees as a replacement for blackberries and laptops. Currently, the U.S. Geological Survey (USGS) is “testing” 1,000 units while the Office of the Secretary has also purchased units for senior staff.<sup>17</sup> The Bureau of Land Management issued a request for proposals for “Apple Brand Products.”<sup>18</sup>



Given the serious concerns raised by the IG, and the particularly difficult fiscal crisis faced by the federal government, the Department should rein in its undisciplined IT spending by ten percent immediately. This will result in \$995 million in savings over the next ten years.

### Reclaiming Unspent Funds

It might surprise some to learn that the Department of the Interior maintains billions of dollars in unobligated funds—“the amounts of budget authority that have not yet been committed by contract or other legally binding action by the government.”<sup>19</sup> The administration estimated Interior has remaining unspent and unobligated funds of \$8.12 billion in FY 2011, up from \$7.6 billion in FY 2010.

<sup>14</sup> Department of the Interior, Office of Inspector General, “Statement Summarizing the Major Management and Performance Challenges Facing the Department of the Interior,” <http://www.doioig.gov/images/stories/reports/pdf/X-SP-MOI-0008-2010%20Performance%20Challenges.pdf>.

<sup>15</sup> Department of the Interior, Office of Inspector General, “Statement Summarizing the Major Management and Performance Challenges Facing the Department of the Interior,” Page 3, <http://www.doioig.gov/images/stories/reports/pdf/X-SP-MOI-0008-2010%20Performance%20Challenges.pdf>.

<sup>16</sup> Department of the Interior, Office of Inspector General, “Statement Summarizing the Major Management and Performance Challenges Facing the Department of the Interior,” Page 3, <http://www.doioig.gov/images/stories/reports/pdf/X-SP-MOI-0008-2010%20Performance%20Challenges.pdf>.

<sup>17</sup> TPM Idea Lab, “Interior Department Tests I-Pads Despite Security Concerns,” February 4, 2011, <http://idealab.talkingpointsmemo.com/2011/02/interior-department-agencies-test-ipads-despite-security-concerns.php>.

<sup>18</sup> FedBizOpps.gov, “70--The U.S. Department of the Interior IT Hardware (Apple Brand Products),” January 29, 2011, <https://www.fbo.gov/index?s=opportunity&mode=form&id=d8d89732f041d6d53d96d34180227e26&tab=core&tabmode=list&>.

<sup>19</sup> Office of Management and Budget, “Balances of Budget Authority, FY 2012,” <http://www.whitehouse.gov/sites/default/files/omb/budget/fy2012/assets/balances.pdf>.

As the budget deficit is now our most urgent priority, this report proposes that half of these funds, or \$4.06 billion should be eliminated.

### **Duplicative Departmental Initiatives Wasting Scarce Resources**

*Climate change research and response--* Over the past decade, the federal commitment to climate change research has grown significantly, rising to \$23.5 billion in FY 2010.<sup>20</sup> More than a dozen agencies and departments are now engaged in some form of climate change research with very little coordination among federal agencies. Related research and programs in the Department of the Interior and its sub agencies have mirrored this growth. In FY 2010, the Interior agencies (U.S. Geological Survey, Bureau of Land Management, National Park Service, and the Bureau of Indian Affairs) spent at least \$131.2 million on climate change initiatives, including the creation of eight climate science centers and more than twenty landscape conservation cooperatives.<sup>21</sup>

The federal government must better coordinate its climate change efforts, consolidating its programs under the one primary climate research at the National Science Foundation (NSF). If the Department and Congress believe that climate change requires land management changes, those efforts should be made priorities within the Department's operations budget. This will save approximately \$1.31 billion over the next ten years.

*Invasive Species--* While overlapping programs make it difficult to pinpoint total federal spending on invasive species activities, agency documents obtained by the Congressional Research Service reveal at least \$1.4 billion in spending in FY10,<sup>22</sup> which nearly doubles total invasive species spending in 2002.<sup>23</sup> While agencies including the Department of Agriculture, NOAA, the Defense Department, the Environmental Protection Agency, and the National Science Foundation operate multiple invasive species programs, agencies of the Department of the Interior also operate dozens of invasive species programs. The U.S. Fish and Wildlife Service administers eight programs with an invasive species component.<sup>24</sup> In total, the Department spent \$101.3 million in FY 2010 on programs.<sup>25</sup>

While the land management agencies of the Department have a legitimate need for funds to prevent and control costly invasive species on public lands, it does not need its own research,

<sup>20</sup> Council on Environmental Quality, "Federal Climate Change Expenditures Report to Congress," June 2012.

<sup>21</sup> Department of Interior, "Fiscal Year 2012 The Interior Budget in Brief," February, 2011, [http://www.doi.gov/budget/2012/12Hilites/2012\\_Highlights\\_Book.pdf](http://www.doi.gov/budget/2012/12Hilites/2012_Highlights_Book.pdf).

<sup>22</sup> Congressional Research Service request, documents include cross-cutting tables from the Departments of Agriculture, Interior, and Commerce, January 15, 2010.

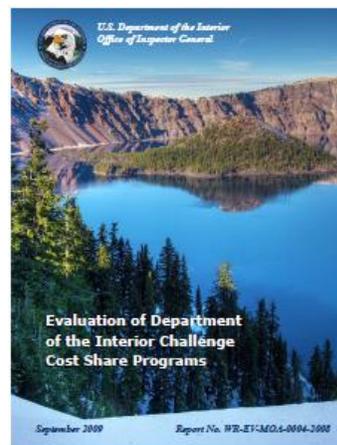
<sup>23</sup> National Invasive Species Council Website, "National Invasive Species Council: Fiscal Year 2007 Interagency Invasive Species Performance Budget," [http://www.invasivespecies.gov/global/org\\_collab\\_budget/org\\_collab\\_budget\\_documents/NISC%20FY2007%20Crosscut%20Budget%20Summary.pdf](http://www.invasivespecies.gov/global/org_collab_budget/org_collab_budget_documents/NISC%20FY2007%20Crosscut%20Budget%20Summary.pdf), accessed July 14.

<sup>24</sup> National Invasive Species Council, "FY 2007 Interagency Invasive Species Performance Budget," <http://www.fws.gov/INVASIVES/partnerships.html>, Last Accessed on July 12, 2011.

<sup>25</sup> Department of the Interior, "Fiscal Year 2012, The Interior Budget in Brief," Page L-2, [http://www.doi.gov/budget/2012/12Hilites/2012\\_Highlights\\_Book.pdf](http://www.doi.gov/budget/2012/12Hilites/2012_Highlights_Book.pdf).

leadership and international cooperation programs. These are all activities more appropriately handled by other federal agencies and should be eliminated. Further, each of the eight Interior agencies receiving invasive species funds do not need separate bureaucracies for prevention, management, and restoration. Interior must consolidate these efforts and eliminate duplicative functions. A reduction of one-third will force the agency to better manage and coordinate invasive species activities. This will result in ten year savings of more than \$330 million.

*WaterSmart*-- The WaterSmart Initiative was launched in 2010 by Secretary of the Interior Ken Salazar as “a new water sustainability strategy” to assist state and local government and others with water sustainability and conservation projects and to reduce the overall “water footprint” of “industrial, landscaping, and agricultural” users.<sup>26</sup> In only two years, the program has gone from \$42.7 million to \$71.8 million.<sup>27</sup>



WaterSmart grants for local water projects overlap with other federal loan and grant programs that assist such projects.<sup>28</sup> Likewise, the Initiative’s focus on dealing with the impacts of climate change duplicates other Department programs, as well as those of other federal agencies.

The Bureau of Reclamation, which administers the majority of new WaterSmart programs, cannot afford to take on these duplicative functions. It is already responsible for 58 hydroelectric power plants, more than 476 dams (including the Hoover Dam), 348 reservoirs, and 2,659 buildings.<sup>29</sup> The WaterSmart Initiative should end in favor of its better funded, proven federal counterparts. This will result in an estimated \$700 million in savings over ten years.

### **Department Leveraging Initiative Failing Taxpayers**

In an attempt to leverage existing Interior programs and resources, the Department created the multi-agency Challenge Cost Share Program in 1985. What began as a small (\$300,000) Bureau of Land Management initiative has grown into a three agency, \$18.4 million program that is failing the purpose for which it was created.<sup>30</sup>

<sup>26</sup> Department of the Interior, “Interior Launches WaterSmart Initiative,” February 22, 2010, [http://www.doi.gov/news/pressreleases/2010\\_02\\_22\\_release.cfm](http://www.doi.gov/news/pressreleases/2010_02_22_release.cfm).

<sup>27</sup> Department of the Interior, “Fiscal Year 2012, The Interior Budget in Brief,” Page D-1, [http://www.doi.gov/budget/2012/12Hilites/2012\\_Highlights\\_Book.pdf](http://www.doi.gov/budget/2012/12Hilites/2012_Highlights_Book.pdf).

<sup>28</sup> The Environmental Protection Agency, U.S. Corps of Engineers and the United States Department of Agriculture all have similar programs.

<sup>29</sup> Bureau of Reclamation, “Fact Sheet,” <http://www.usbr.gov/facts.html>, Last Accessed July 11, 2011.

<sup>30</sup> Department of the Interior, “Office of Inspector General, “Evaluation of Department of the Interior Challenge Cost Share Programs, September 2009,” <http://www.doioig.gov/images/stories/reports/pdf/2009-I-00231.pdf>.

A scathing 2009 report of the Inspector General found that the “bureaus are not requiring, enforcing, or monitoring partners’ contributions.” When the IG analyzed program transactions it could only verify 12 cents in contributions for every federal dollar allocated, far below the stated one to one goal. The program’s success “cannot be measured” according to the IG. The IG further explained that program’s “continual metamorphosis...has resulted in a lack of Program oversight and uniform policies and procedures.”<sup>31</sup>

The program funds non-core functions of the agency, is poorly conceived and managed, and should be eliminated. This will result in at least \$204.25 million in savings over ten years.

### **The Federal Government Has a Stronger Appetite for Buying New Land than Maintaining What It Already Owns**

The federal government now owns so much land that experts can only provide rough estimates of the total acreage under federal control. The Congressional Research Service, which estimates a total of 650 million acres, notes, “The total federal land in the United States is not definitively known, and this figure is an estimate based on several government sources.”<sup>32</sup> This total acreage translates into the federal government owning about one of every three acres nationwide, and nearly one of every two acres in the western United States.<sup>33</sup>

With so much land in inventory, it is little wonder its maintenance costs are soaring. In fact, the government is struggling to meet some of the most basic and urgent upkeep needs on public lands. According to the Government Accountability Office (GAO), the nation’s largest land management administrator, the Department of the Interior, faces a maintenance backlog estimated to range from \$13.5 billion to \$19.9 billion.<sup>34</sup>

Yet, in an era of record budget deficits and soaring maintenance costs the federal government continues to purchases *more* land, costing taxpayers billions of dollars. Since the start of the most recent recession, the federal government has spent more than \$430 million to purchase additional land, and over the past ten years, it has spent more \$2.3 billion to acquire more land.<sup>35 36</sup>



Department of Inspector General, “Evaluation of Department of the Interior Challenge Cost Share Programs, September 2009,” <http://www.doi.gov/images/stories/reports/pdf/2009-I-00231.pdf>.

<sup>32</sup> Congressional Research Service, “Federal Land Ownership: Current Acquisition and Disposal Authorities,” December 16, 2010, <http://www.crs.gov/Products/RL/PDF/RL34273.pdf>.

<sup>33</sup> Congressional Research Service, “Federal Land Ownership: Current Acquisition and Disposal Authorities,” December 16, 2010, <http://www.crs.gov/Products/RL/PDF/RL34273.pdf>.

<sup>34</sup> Government Accountability Office, “Department of the Interior: Major Management Challenges,” March 1, 2011, <http://www.gao.gov/new.items/d11424t.pdf>.

<sup>35</sup> Congressional Research Service, “Land and Water Conservation Fund: Overview, Funding History and Issues,” August 13, 2010, <http://www.crs.gov/Products/RL/PDF/RL33531.pdf>.

<sup>36</sup> Congressional Research Service, “Interior, Environment and Related Agencies: FY 2011 Appropriations,” May 12, 2011, <http://www.crs.gov/Products/R/PDF/R41258.pdf>.

The pace of land purchases is extraordinary. Between 1997 and 2004, the latest years for which reliable information is available, federal land ownership is estimated to have increased from 563.3 million acres to 653.3 million.<sup>37</sup> That is an increase of more than 90 million acres, or a 16 percent increase in just seven years.



Most of these purchases are made possible by the Land and Water Conservation Fund (LWCF), a self supporting mechanism established by Congress in 1965. In a classic example of the short term thinking that dominates Congress, the funds can be used for land purchases, but not for maintenance of those same lands. This has allowed land management agencies to swell their land holdings with no consideration for how best to care for the lands once they are purchased.

After more than forty years of uninterrupted land purchases and a corresponding jump in maintenance backlogs of the Department, Congress must halt land purchases for the next decade (except for the portion committed to states). This budget proposal recommends using the recently appropriated amounts within the LWCF for land acquisition and “other purposes” exclusively for maintenance of current land and property holdings. This transfer will result in a corresponding decrease in overall DOI appropriations, translating in savings of \$410 million annually and \$4.1 billion over ten years.

### **Poor Management of Wildland Fire Protection Efforts Consuming Agency Budgets**

Funding for wildland fire management activities have tripled since FY 1999 to about \$3 billion annually, while the number of acres burned have doubled.<sup>38</sup> While much of this activity occurs within the USDA Forest Service, the Department of Interior received \$855 million in FY 2011 for its own extensive land holdings, with more than 4,000 full time employee equivalents.<sup>39</sup>

After a review of federal wildland fire management practices GAO noted, “we continue to believe that wildland fire management is a major management challenge for Interior.”<sup>40</sup> Specifically, GAO auditors found that “the agencies (Interior and USDA) have not yet established clear goals and a strategy to help contain wildland fire costs.”<sup>41</sup>

<sup>37</sup> General Service Administration: “Federal Real Property Report,” See 1997 and 2004 Reports, <http://www.gsa.gov/portal/content/102880>.

<sup>38</sup> Government Accountability Office, “Department of the Interior: Major Management Challenges,” March 1, 2011, <http://www.gao.gov/new.items/d11424t.pdf>.

<sup>39</sup> Department of the Interior, Budget Justifications, 2012: Wildland Fire Management,” [http://www.doi.gov/budget/2012/data/greenbook/FY2012\\_WFM\\_Greenbook.pdf](http://www.doi.gov/budget/2012/data/greenbook/FY2012_WFM_Greenbook.pdf).

<sup>40</sup> Government Accountability Office, “Department of the Interior: Major Management Challenges,” March 1, 2011, <http://www.gao.gov/new.items/d11424t.pdf>.

<sup>41</sup> Government Accountability Office, “Department of the Interior: Major Management Challenges,” March 1, 2011, <http://www.gao.gov/new.items/d11424t.pdf>.

For instance, both agencies have duplicative “Preparedness,” “Fire Suppression Operations,” “FLAME,” “Hazardous Fuels Reduction,” and “Burned Area Rehabilitation” accounts. Ironically, they both have “Joint Fire Science” research accounts.

Another component of the program, the *Rural Fire Assistance Program*, assists rural fire departments with the purchase of “equipment and tools, communications devices, wildland fire training, and community wildfire prevention and education activities.” This is duplicative of programs administered by the Department of Homeland Security (DHS) and the Department of Agriculture (USDA). Since 2001, DHS fire assistance programs have provided more than \$7.3 billion, including \$810 million in FY 2011.<sup>42</sup> Similarly, USDA programs offer substantial assistance as well including roughly \$100 million annually from the Forest Service for its rural fire protection program, \$5.3 million in FY 2010 for volunteer fire department assistance grants, and \$545 million for Rural Development Community Facilities grants and loans.<sup>43 44 45</sup>

In proposing its plan to control spending for wildland fire programs, the administration recently cited scientific analysis indicating that costs can be contained in part by more effective and focused reduction in fire fuel loads in areas near human development.<sup>46</sup> Inattention and poorly focused efforts to control fuel load has also been cited by the GAO.<sup>47</sup>

By better coordinating research and prevention efforts, and by eliminating duplicative programs, the Department should be compelled to reduce wildland fire spending by 20 percent. This will result in \$156 million in one year and \$1.73 billion over ten years.

### **National Park Service: Misplaced Priorities Threaten Treasured Public Lands and Memorials**

The most prominent of Interior agencies, the National Park Service (NPS) manages 392 park units covering more than 84 million acres.<sup>48</sup> New land acquisitions and misplaced priorities have exploded the park service’s maintenance backlog, threatening the entire parks system. The

<sup>42</sup> Kruger, Lennard, Congressional Research Service, “Assistance to Firefighter Programs: Distribution of Fire Grant Funding,” June 3, 2011, <http://www.crs.gov/Products/RL/PDF/RL32341.pdf>.

<sup>43</sup> Kruger, Lennard, Congressional Research Service, “Assistance to Firefighter Programs: Distribution of Fire Grant Funding,” June 3, 2011, <http://www.crs.gov/Products/RL/PDF/RL32341.pdf>.

<sup>44</sup> Forest Service, “Budget Justification, 2012,” <http://www.fs.fed.us/aboutus/budget/2012/justification/FY2012-USDA-Forest-Service-budget-justification.pdf>.

<sup>45</sup> United States Department of Agriculture, “FY 2012 Budget Summary and Annual Performance Plan,” <http://www.obpa.usda.gov/budsum/FY12budsum.pdf>.

<sup>46</sup> Office of Management and Budget, “Fiscal Year 2012 Terminations, Reductions, and Savings; Budget of the U.S. Government, Office of Management and Budget,” page 153, <http://www.whitehouse.gov/sites/default/files/omb/budget/fy2012/assets/trs.pdf>.

<sup>47</sup> Government Accountability Office, “Department of the Interior: Major Management Challenges,” March 1, 2011, <http://www.gao.gov/new.items/d11424t.pdf>.

<sup>48</sup> Vincent, Carol Hardy, Congressional; Research Service Report, “National Park System, Establishing New Units,” July 22, 2010, <http://www.crs.gov/pages/Reports.aspx?PRODCODE=RS20158&Source=search>.

agency's estimated \$8-10 billion maintenance backlog keeps the parks' more 285 million visitors each from truly enjoying their public lands.<sup>49</sup>

These urgent needs are system-wide and include the Statue of Liberty, the Grand Canyon, and the USS Arizona Memorial. Even the World War II Memorial in Washington, D.C., the newest memorial on the National Mall has developed significant water leaks to a "225KV transformer and main electrical distribution panel" so severe the National Park Service cannot rule out "catastrophic failure."<sup>50</sup>

With these urgent needs it is especially important for the NPS to eliminate program and activities that divert resources from the mission at hand.

*Historic Preservation Programs*— NPS spends millions each year for private, non-profit, and local government historic preservation efforts. Though each individual project has merit to its respective community, historic preservation funding for non-federal projects further erodes the agency's ability to handle its core responsibilities. For instance:

- *Route 66 Corridor Preservation Program*— In 1999, Congress created a temporary program to jumpstart historic preservation efforts along historic Route 66, the last sections of which had been decommissioned in 1985. The program "collaborates with private property owners; non-profit organizations; and local, state, federal, and tribal governments to identify, prioritize, and address Route 66 preservation needs."<sup>51</sup> It also assists with preservation of familiar "gas, eat, sleep"-related businesses, cultural landscapes, the all-important road segments themselves" and "for research, planning, oral history, interpretation, and education/outreach projects related to Route 66."<sup>52</sup> Grants have been awarded to restore gas stations, roadside motels, and other roadside attractions. The program was originally "scheduled to legislatively terminate" and be transferred to non-federal partners.<sup>53</sup> It duplicates existing, well-funded Department of Transportation programs, including the National Scenic By-Way program and should be terminated immediately.<sup>54</sup> Termination of the program will result in \$2.9 million in savings.
- *Save America's Treasures/Preserve America*—The Save America's Treasures (SAT) program was created in 1999 "as a two year initiative to commemorate the Millennium,"

<sup>49</sup>Vincent, Carol Hardy, Congressional; Research Service Report, "National Park Management," August 15, 2008, <http://www.crs.gov/pages/Reports.aspx?PRODCODE=RL33484&Source=search>.

<sup>50</sup> Department of the Interior, National Park Service, "Budget Justification, 2012," [http://www.doi.gov/budget/2012/data/greenbook/FY2012\\_NPS\\_Greenbook.pdf](http://www.doi.gov/budget/2012/data/greenbook/FY2012_NPS_Greenbook.pdf).

<sup>51</sup> National Park Service, Route 66 Corridor Preservation Program, "Program Description," <http://www.cr.nps.gov/rt66/prgrm/index.htm>. Last accessed on May 4, 2011.

<sup>52</sup> National Park Service, Route 66 Corridor Preservation Program, "Program Description," <http://www.cr.nps.gov/rt66/prgrm/index.htm>. Last accessed on May 4, 2011.

<sup>53</sup> National Park Service, Route 66 Corridor Preservation Program, "Program Description," <http://www.cr.nps.gov/rt66/prgrm/index.htm>. Last accessed on May 4, 2011.

<sup>54</sup> U.S. Department of Transportation, America's By-Ways, "Historic Route 66-Oklahoma," <http://www.byways.org/explore/byways/6335/>.

but has continued to fund local historic preservation efforts.”<sup>55</sup> Preserve America, which came four years later as a compliment to SAT, funds “heritage tourism” and related planning efforts. The programs have become a pool of funds for politicians to reward local preservation and tourism efforts. In proposing the termination of both programs, President Obama has noted they “provide mostly local benefits.”<sup>56</sup> Ending these programs will save \$300 million over ten years.

- *National Heritage Areas (NHA)*- NHA’s are “partnerships among the National Park Service (NPS), states, and local communities, where the NPS supports state and local conservation through federal recognition, seed money, and technical assistance.”<sup>57</sup> None of the areas are owned or managed by the National Park Service, but Congress has rapidly increased the number of such areas, including one that covers the entire State of Tennessee.<sup>58</sup> According to the Congressional Research Service, the number of NHA’s has grown to 49 over the past 25 years.<sup>59</sup> One observer of NHA’s notes they are “perhaps best regarded as a clever combination of pork-barrel spending and land-use regulations.”<sup>60</sup> President Obama, who himself has consistently made the case for reducing federal NHA contributions, said: “State and local managers of NHAs continue to rely heavily on Federal funding, even though the program was not intended as a pathway to long-term Federal funding.” Federal funding private and local heritage tourism and planning should be eliminated. This will result in savings of at least \$174 million over the next ten years.<sup>61</sup>

*Park Partnership grants*-- The 100<sup>th</sup> anniversary of our national parks system is still five years away (2016), but for the past five years Congress and the Park Service have spent tens of millions of dollars preparing to mark the occasion. Park Partnership grants were intended to leverage private sector contributions to complete projects within national parks. However, as the Administration has noted “the projects funded have generally not been among the NPS's highest priorities.”<sup>62</sup> Eliminating this program will save taxpayers a minimum of \$5 million in the first year and \$30 million through 2016, the agency’s actual 100<sup>th</sup> anniversary.

<sup>55</sup> Office of Management and Budget, “Fiscal Year 2012 Terminations, Reductions, and Savings; Budget of the U.S. Government, Office of Management and Budget,” page 64, <http://www.whitehouse.gov/sites/default/files/omb/budget/fy2012/assets/trs.pdf>.

<sup>56</sup> Office of Management and Budget, “Fiscal Year 2012 Terminations, Reductions, and Savings; Budget of the U.S. Government, Office of Management and Budget,” page 64, <http://www.whitehouse.gov/sites/default/files/omb/budget/fy2012/assets/trs.pdf>.

<sup>57</sup> Vincent, Carol Hardy, Congressional; Research Service Report, “Heritage Areas: Background, Proposals, and Current Issues,” June 9, 2011, <http://www.crs.gov/pages/Reports.aspx?PRODCODE=RL33462&Source=search>.

<sup>58</sup> Vincent, Carol Hardy, Congressional; Research Service Report, “Heritage Areas: Background, Proposals, and Current Issues,” June 9, 2011, <http://www.crs.gov/pages/Reports.aspx?PRODCODE=RL33462&Source=search>.

<sup>59</sup> Vincent, Carol Hardy, Congressional; Research Service Report, “Heritage Areas: Background, Proposals, and Current Issues,” June 9, 2011, <http://www.crs.gov/pages/Reports.aspx?PRODCODE=RL33462&Source=search>.

<sup>60</sup> John J. Miller. “An Ugly Heritage,” National Review, January 28, 2008, pages 28-29, <http://www.heymliller.com/2009/09/an-ugly-heritage/>, accessed July 14, 2011.

<sup>61</sup> Office of Management and Budget, “Fiscal Year 2012 Terminations, Reductions, and Savings; Budget of the U.S. Government, Office of Management and Budget,” page 54, <http://www.whitehouse.gov/sites/default/files/omb/budget/fy2012/assets/trs.pdf>.

<sup>62</sup> Office of Management and Budget, “Fiscal Year 2012 Terminations, Reductions, and Savings; Budget of the U.S. Government, Office of Management and Budget,” page 54, <http://www.whitehouse.gov/sites/default/files/omb/budget/fy2012/assets/trs.pdf>.

*Natural Resource Stewardship programs*—Aside from the active day-to-day management of our national parks system, the NPS also engages in multiple natural resource stewardship initiatives that are not central to parks’ management and are duplicative of other federal programs. While invasive species, geologic resource management, and environmental damage research directly benefit the national parks system, it is much more difficult to justify cave research, duplicative climate change research, “natural sounds” monitoring, social science programs, and 20 research learning centers (RLC) that overlap with existing university, private, and non-profit initiatives. For instance, a recent report from the NPS supported Urban Ecology Research and Learning Alliance based in the Washington, D.C. metropolitan region highlights the organization’s fellowships in writing and web design and a joint research project that “[assessed] effects of visitor harvesting on wild morels.”<sup>63</sup>

Natural resource stewardship programs should be reduced by 30 percent, forcing the agency to prioritize research into areas that directly and uniquely protect our national parks for future generations. This will save taxpayers an estimated \$76.1 million annually or \$761 million over the next ten years, while ensuring that NPS research dollars are properly prioritized.<sup>64</sup>

### **Poorly Managed, Ineffective Wild Horse and Burro Program Costing Millions of Dollars**

Since 1971, BLM has been charged with primary responsibility for protecting and managing the wild horse and burro population found on approximately 50 million acres of public land.



Despite a threefold increase in spending over the past decade, BLM has never been able to maintain herd levels below those established by law and the horse population on public lands has exploded, now doubling in size every four years.<sup>65 66</sup> Due to constraints placed on it by Congress, BLM has resorted to an ineffective fertility control vaccine that costs \$2,200 per mare, and, in most instances, an expensive relocation plan that sends horses to private ranches and accounts for nearly three-quarters of all program costs.<sup>67 68</sup> Further,

<sup>63</sup> National Park Service, “Research Learning Center Links Science and Education to Parks,” [http://www.nature.nps.gov/learningcenters/urban/UERLA\\_poster2005.pdf](http://www.nature.nps.gov/learningcenters/urban/UERLA_poster2005.pdf), Last Accessed on July 12, 2011.

<sup>64</sup> Department of the Interior, National Park Service, “Budget Justification, 2012,” (page 42), [http://www.doi.gov/budget/2012/data/greenbook/FY2012\\_NPS\\_Greenbook.pdf](http://www.doi.gov/budget/2012/data/greenbook/FY2012_NPS_Greenbook.pdf).

<sup>65</sup> Vincent, Carol Hardy, Congressional Research Service, “Wild Horses and Burros: Issues and Background,” <http://www.crs.gov/pages/Reports.aspx?PRODCODE=RL34690&Source=search>, last updated on May 10, 2010.

<sup>66</sup> Inspector General, Department of the Interior, “Bureau of Land Management Wild Horse and Burro Program,” December 2010, <http://www.doi.gov/images/stories/reports/pdf/BLM%20Wild%20Horse%20and%20Burro%20Program%20Public.pdf>

<sup>67</sup> Department of Interior “Bureau of Land Management Fiscal Year 2011 Budget Justification,” [http://www.doi.gov/budget/2011/data/greenbook/FY2011\\_BLM\\_Greenbook.pdf](http://www.doi.gov/budget/2011/data/greenbook/FY2011_BLM_Greenbook.pdf).

<sup>68</sup> Vincent, Carol Hardy, Congressional Research Service, “Wild Horses and Burros: Issues and Background,” <http://www.crs.gov/pages/Reports.aspx?PRODCODE=RL34690&Source=search>, last updated on May 10, 2010.

despite a substantial increase in funds allocated for adoption programs (\$2,210 per horse), adoptions have plummeted by 46 percent since 2005.<sup>69</sup>

Even with this significant funding, more “wild” horses and burros exist on private land today, than in the wild on the designated federal lands.<sup>70</sup> The Secretary of the Interior has called the current program “not sustainable for the animals, the environment, or the taxpayer.”<sup>71</sup>

Congressional appropriators declared that “the costs for gathering and holding equines to control populations on public lands have risen beyond sustainable levels.”<sup>72</sup>

Though Congress embarked on an ambitious plan over a decade ago to temporarily boost funding to bring horse herd levels to manageable levels, the problem has only grown worse by ineffective solutions and poor management. Congress should acknowledge that increased spending is not the answer and return it to previous spending levels (\$20.4 million) over the next three years. Proven, less costly means for controlling herd levels should be enforced. This will result in first year savings of \$20 million and \$320 million over the next ten years.

### **Abandoned Mine Restoration Program Continues To Make Payments to States Who Have Completed Clean-Up Efforts**

As the National Commission on Fiscal Responsibility and Reform has previously noted, Congress is continuing to authorize and appropriate payments (Office of Surface) intended for the clean-up of abandoned coal mines to states and tribes that have already been certified as completing their restoration efforts.<sup>73</sup> These grants account for at least \$140 million annually, and the funds are “unrestricted,” meaning they can be used for any purpose the state or tribe chooses. Media reports have documented the use of these funds for university programs, highways and hospitals.<sup>74</sup>

The law should be amended to terminate payments to certified states and tribes, per the recommendation of the current administration. This will result in savings of \$140 million in the first year and \$1.23 billion through 2021.<sup>75</sup>

<sup>69</sup> Vincent, Carol Hardy, Congressional Research Service, “Wild Horses and Burros: Issues and Background,” <http://www.crs.gov/pages/Reports.aspx?PRODCODE=RL34690&Source=search>, last updated on May 10, 2010.

<sup>70</sup> Bureau of Land Management, “Wild Horse and Burro Quick Facts,” [http://www.blm.gov/wo/st/en/prog/wild\\_horse\\_and\\_burro/wh\\_b\\_information\\_center/Fact\\_Sheet.html](http://www.blm.gov/wo/st/en/prog/wild_horse_and_burro/wh_b_information_center/Fact_Sheet.html)

<sup>71</sup> Salazar, Secretary Ken, United States Department of the Interior, “Secretary Salazar Seeks Congressional Support for Strategy to Manage Iconic Wild Horses,” October 7, 2009, [http://www.blm.gov/wo/st/en/info/newsroom/2009/october/salazar\\_seeks\\_congressional.html](http://www.blm.gov/wo/st/en/info/newsroom/2009/october/salazar_seeks_congressional.html).

<sup>72</sup> Vincent, Carol Hardy, Congressional Research Service, “Wild Horses and Burros: Issues and Background,” <http://www.crs.gov/pages/Reports.aspx?PRODCODE=RL34690&Source=search>, last updated on May 10, 2010.

<sup>73</sup> National Commission on Fiscal Responsibility and Reform, “The Moment of Truth,” December 2010, [http://www.fiscalcommission.gov/sites/fiscalcommission.gov/files/documents/TheMomentofTruth12\\_1\\_2010.pdf](http://www.fiscalcommission.gov/sites/fiscalcommission.gov/files/documents/TheMomentofTruth12_1_2010.pdf)

<sup>74</sup> Pelzer, Jeremy, Star-Tribune, “Wyoming Gets \$133M in AML Money,” December 16, 2010, Ward, Ken, Charleston Gazette, “Obama and Abandoned Coal Mines,” February 6, 2009, [http://trib.com/news/state-and-regional/article\\_e90def16-8f15-55c9-af97-60fdaca2e8cd.html](http://trib.com/news/state-and-regional/article_e90def16-8f15-55c9-af97-60fdaca2e8cd.html).

<sup>75</sup> Office of Management and Budget, “Fiscal Year 2012 Terminations, Reductions, and Savings; Budget of the U.S. Government, Office of Management and Budget,” Page 81, <http://www.whitehouse.gov/sites/default/files/omb/budget/fy2012/assets/trs.pdf>.

## State and Tribal Wildlife Spending Not a Federal Priority

Funded at \$90 million in FY 2010 and \$62 million in the FY 2011 Continuing Resolution, the state and tribal wildlife grant program assists state and tribal wildlife agencies “develop and implement programs for the benefit of fish and wildlife and their habitat, including species that are not hunted or fished.”<sup>76</sup> The funds can be used for a variety of state and local activities including education, administrative duties, and habitat protection.

While there has been relatively little attention paid to program evaluation, an administration analysis in 2005 indicated that the largest program (Wildlife and Sport Fish Restoration-WR/SFR) that includes this grant was unable to “demonstrate results.” At that time, evaluators said: “[t]he program does not currently have long-term performance measures.” It further remarked: “The program currently lacks annual performance goals that accurately reflect the purpose of the WR/SFR program.”<sup>77</sup>

While the grant often funds legitimate projects, they are primarily of state and local benefit. The Fish and Wildlife Service (FWS) faces its own wildlife management challenges and should be left to focus on areas within its jurisdiction. If the respective state wildlife agencies believe the projects are local priorities, they should bear the true costs. Any federal funds currently used should be reallocated toward deficit reduction.

Using FY 2011 data, this will result in \$620 million in savings over ten years.<sup>78</sup>

## Congress Funding Interior Programs and Projects That It No Longer Authorizes

The Congressional Budget Office (CBO) estimates that federal agencies were allocated nearly \$300 billion in FY 2010 on programs that were no longer authorized by law.<sup>79</sup> CBO estimates that an additional 53 laws or programs will expire before the end of FY 2011.<sup>80</sup> This is an unsettling indication that Congress: a) is failing to review expiring provisions in a timely manner, 2) is bypassing the Congressional committees charged with oversight and measuring program results, thus undermining Congress’ primary vehicle for holding agencies accountable; and 3) is deferring to an elite group of appropriators and staff at the expense of representative government and accountability.

<sup>76</sup> United States Fish and Wildlife Service, “Budget Justifications, 2012,” [http://www.doi.gov/budget/2012/data/greenbook/FY2012\\_FWS\\_Greenbook.pdf](http://www.doi.gov/budget/2012/data/greenbook/FY2012_FWS_Greenbook.pdf).

<sup>77</sup> United States Fish and Wildlife Service, “Wildlife and Sport Fish Restoration,” <http://www.fws.gov/Planning/Documents/PART/Wildlife%20and%20Sport%20Fish%20Restoration.pdf>, Last Accessed on July 12, 2011.

<sup>78</sup> United States Fish and Wildlife Service, “Budget Justifications, 2012,” [http://www.doi.gov/budget/2012/data/greenbook/FY2012\\_FWS\\_Greenbook.pdf](http://www.doi.gov/budget/2012/data/greenbook/FY2012_FWS_Greenbook.pdf).

<sup>79</sup> Congressional Budget Office, “Unauthorized Appropriations and Expiring Authorizations,” January 2010, [http://www.cbo.gov/ftpdocs/108xx/doc10882/01-19-UAEA\\_Senate.pdf](http://www.cbo.gov/ftpdocs/108xx/doc10882/01-19-UAEA_Senate.pdf).

<sup>80</sup> Congressional Budget Office, “Unauthorized Appropriations and Expiring Authorizations,” January 2010, [http://www.cbo.gov/ftpdocs/108xx/doc10882/01-19-UAEA\\_Senate.pdf](http://www.cbo.gov/ftpdocs/108xx/doc10882/01-19-UAEA_Senate.pdf).

According to CBO, expiring provisions in 2011 to be funded under the “Interior, Environment, and Related Agencies” will total more than \$765 million.<sup>81</sup> The Department of the Interior accounts for roughly one-third of the total “Interior, Environment, and Related Agencies” spending measure. This includes \$75 million for the Partners for Fish and Wildlife program, which provides financial assistance to private landowners to restore or improve wildlife habitats—a function that should be left entirely to private landowners and one that is already heavily subsidized by Department of Agriculture programs.<sup>82</sup>

All funding for unauthorized programs or projects should be terminated until Congress can decide whether to renew the expired provisions. This is roughly estimated to save \$255 million in FY 2012 Interior spending, and if carried out over ten years, \$2.55 billion.

### **Indian programs**

The Bureau of Indian Affairs (BIA) was established in 1824 to carry out certain compensatory services, arranged through a series of treaties, for the inhumane treatment of Native Americans by the early settlers and later Americans. This fiduciary duty of the U.S. government is broadly coined as its “trust responsibility,” which has broadened considerably in recent years through various statutes.

In addition to its fundamental role of managing certain Indian lands and their resources, BIA further provides a variety of Native American-specific programs that include law enforcement, forestry services, social and welfare programs, infrastructure construction and repair, economic development, employment assistance, land and water settlement implementation, and a network of Indian schools through the Bureau of Indian Education.

While Indian country benefits from a dedicated federal agency that attempts to serve the needs of Indian country exclusively, Native Americans and Indian tribes are typically neither excluded nor discouraged from participating in the programs and benefits that other federal agencies provide to the general public. According to BIA, “There are over 20 federal departments and agencies that collectively provide a full range of federal programs to Native Americans similar to those provided to the general public.”<sup>83</sup>

Despite years of federal assistance, Native Americans and Alaska Natives have continued to experience economic hardships for various reasons. To achieve BIA’s mission to enhance the quality of life, promote economic opportunity, and to carry out the responsibility to protect and improve the trust assets of American Indians, Congress must ensure BIA is succeeding in its role as administrator of public funds and properly managing the interests and assets of our nation’s first

---

<sup>81</sup> Congressional Budget Office, “Unauthorized Appropriations and Expiring Authorizations,” January 2011, [http://www.cbo.gov/ftpdocs/120xx/doc12046/01-14-UAEA\\_Senate.pdf](http://www.cbo.gov/ftpdocs/120xx/doc12046/01-14-UAEA_Senate.pdf).

<sup>82</sup> Congressional Budget Office, “Unauthorized Appropriations and Expiring Authorizations,” January 2011, [http://www.cbo.gov/ftpdocs/120xx/doc12046/01-14-UAEA\\_Senate.pdf](http://www.cbo.gov/ftpdocs/120xx/doc12046/01-14-UAEA_Senate.pdf).

<sup>83</sup> Department of Interior, “Budget Justifications and Performance Information Fiscal Year 2012: Indian Affairs” <http://www.bia.gov/idc/groups/public/documents/text/idc013161.pdf>.

inhabitants.<sup>84</sup> To do this, BIA's responsibilities that overlap or are no longer necessary should be ended, so federal resources for Native Americans can be streamlined and put towards their highest and best uses.

### **Reduce Division of Real Estate Services**

This program manages Indian trust lands to ensure they are protected, accounted for, developed, and efficiently utilized. It is found under the Office of Trust Services that together account for the land, record keeping, natural resources, and infrastructure of trust lands.

BIA has proven a poor steward of these resources and responsibility as evidenced in the class action lawsuit *Cobell v. Salazar*, in which it was shown that the federal government directly violated its trust responsibilities. This 1996 court case was filed on behalf of over 300,000 former and current Indian trust beneficiaries for damages caused by BIA's mismanagement of land and natural resources records and accounting claims relating to individual landowners. In 2010, a settlement was reached in 2010 at the cost of \$3.4 billion to taxpayers.<sup>85</sup>

As the President's FY 2012 *Terminations, Reductions, and Savings* recommended, this proposal will to reduce funding for BIA's Real Estate Services program by \$27 million.<sup>86</sup> This will save \$27 million annually and \$300 million over ten years.

### **Reduce the Indian Guaranteed Loan Program**

The President's FY 2012 *Terminations, Reductions, and Savings* list proposes to reduce funding by \$5 million, because the program has been mismanaged and has failed to effectively serve its intended recipients. Nearly \$7 million of the \$10 million this program received from the American Recovery and Reinvestment Act (ARRA) was rescinded, because program administrators failed to allocate it properly.<sup>87</sup> The Small Business Administration and the Department of Agriculture's Rural Development agency maintain multiple credit programs. While they do not exclusively serve Native Americans, like most federal programs, they also do not exclude them from participating.<sup>88</sup>

This consolidation will save \$5 million annually and \$55.5 million over ten years

### **Eliminate the Bureau of Indian Affairs Office of Corrections**

---

<sup>84</sup>Bureau of Indian Affairs <http://www.bia.gov/WhoWeAre/index.htm>

<sup>85</sup>Indian Trust Settlement, Official Cobell v. Salazar Settlement Website; <http://www.indiantrust.com/prdoi.php>

<sup>86</sup>Office of Management and Budget, Fiscal Year 2012, Terminations, Reductions, and Savings, Budget of the U.S. Government; <http://www.whitehouse.gov/sites/default/files/omb/budget/fy2012/assets/trs.pdf>

<sup>87</sup>Office of Management and Budget, Fiscal Year 2012, Terminations, Reductions, and Savings, Budget of the U.S. Government; <http://www.whitehouse.gov/sites/default/files/omb/budget/fy2012/assets/trs.pdf>

<sup>88</sup>Office of Management and Budget, Fiscal Year 2012, Terminations, Reductions, and Savings, Budget of the U.S. Government; <http://www.whitehouse.gov/sites/default/files/omb/budget/fy2012/assets/trs.pdf>

There are 94 detention facilities throughout Indian country. Twenty-three of these are directly operated by BIA while the remaining 61 are overseen by BIA.<sup>89</sup>

Tribal correction facilities have repeatedly been both unsanitary and unsafe. In its 2004 report, the U.S. Department of Interior Inspector General (IG) found detention facilities throughout Indian country were unsafe and that BIA had poorly managed its funding for managing the facilities. A 2011 follow-up report by the IG revealed little progress has been made. Since the 2004 report, BIA has failed to address staffing shortages, despite a 48 percent increase in funding from \$43.8 million in 2005 to \$64.7 million in 2009. In one instance, BIA mismanaged a \$1 million contract with the National Native American Law Enforcement Association intended to improve hiring but was eventually terminated, exhausting nearly the entire amount of the contract without results to show for it.<sup>90</sup>

Foremost, these shortages leave inmates and staff vulnerable to security threats. Understaffing has led to attacks on correctional officers and even the death of individual in custody. Further, these shortages can cause current staff to forego vacation days, sick days, or even maternity leave. In cases where funding was not used for hiring, staff spend the money, in some instances, on non-jail police staff, benefits, training, and equipment.<sup>91</sup>

Tribes should assume the primary role of operating prison facilities on their own lands. For any shortcomings, the U.S. Department of Justice's Bureau of Prisons (BOP) can fill in the gaps. BOP already maintains 2 percent of its budget for Native American populations or approximately over 4,000 out of 200,000.<sup>92</sup> This termination will save \$837.37 million over ten years.

**\*Transfer \$358 million for Elementary and Secondary Education to States or Tribes at Reduced Rates and Eliminate Funding for Tribal Colleges and Universities and \$26.528 million for Education IT**

BIE funds elementary-secondary school system and higher education programs. The network of schools is comprised of 184 schools and dormitories, including over 2,000 structures and 44,000 students in 23 states. Tribes operated 123 of the schools themselves during the 2006-2007 school year while BIE operated the rest.<sup>93</sup>

<sup>89</sup> U.S. Department of the Interior, Office of Inspector General, Bureau of Indian Affairs' Detention Facilities, March 2011, Report No.: WR-EV-BIA-0005-2010; <http://www.doioig.gov/images/stories/reports/pdf/01%20WR-EV-BIA-0005-2010Public.pdf>. Social Capital Review, Matt Rosenberg, "Audit: Bureau of Indian Affairs Jails Still Mismanaged," May 26, 2011; <http://socialcapitalreview.org/audit-bureau-of-indian-affairs-jails-still-mismanaged/>

<sup>90</sup> U.S. Department of the Interior, Office of Inspector General, Bureau of Indian Affairs' Detention Facilities, March 2011, Report No.: WR-EV-BIA-0005-2010; <http://www.doioig.gov/images/stories/reports/pdf/01%20WR-EV-BIA-0005-2010Public.pdf>. Social Capital Review, Matt Rosenberg, "Audit: Bureau of Indian Affairs Jails Still Mismanaged," May 26, 2011; <http://socialcapitalreview.org/audit-bureau-of-indian-affairs-jails-still-mismanaged/>

<sup>91</sup> U.S. Department of the Interior, Office of Inspector General, Bureau of Indian Affairs' Detention Facilities, March 2011, Report No.: WR-EV-BIA-0005-2010; <http://www.doioig.gov/images/stories/reports/pdf/01%20WR-EV-BIA-0005-2010Public.pdf>. Social Capital Review, Matt Rosenberg, "Audit: Bureau of Indian Affairs Jails Still Mismanaged," May 26, 2011; <http://socialcapitalreview.org/audit-bureau-of-indian-affairs-jails-still-mismanaged/>

<sup>92</sup> <http://www.ojp.gov/programs/aiana.htm>

<sup>93</sup> Congressional Research Service, Interior, Environment, and Related Agencies: FY2009 Appropriations [http://www.crs.gov/pages/Reports.aspx?PRODCODE=RL34461&Source=search#\\_Toc231376198](http://www.crs.gov/pages/Reports.aspx?PRODCODE=RL34461&Source=search#_Toc231376198)

One of the primary purposes of Indian-specific education is to provide cultural and historical education for Indian students in the classroom. The statute creating BIE directed the agency to take into consideration the spiritual, mental, physical, and cultural aspects of the student and his or her tribal backgrounds.<sup>94</sup> While historical education curriculum can be provided by the public school system, cultural education can and should be provided through tribal organization and families themselves rather than subsidized separate schools. This proposal recommends the U.S. Department of Education block grant their education funding to states or willing tribes and reducing funding by half. This agency provides funding for Indian education and will be sufficient in the absence of the Bureau of Indian Affairs.

Currently, the majority of Indian students attend public schools. BIE schools consistently produce low student achievement, and a high number of schools fail to make Adequate Yearly Progress (AYP).<sup>95</sup> However, it is understandable and worthwhile that tribes prefer to pursue activities that preserve their rich culture and educate students about their unique history. However, this should not come at the cost of substandard education. Cultural and historical learning experiences can also be achieved in public school classrooms and, most importantly, supplemented tribal and community input.

Under this proposal, BIE's elementary and secondary education funding is transferred under the jurisdiction of the U.S. Department of Education<sup>96</sup> where funding will be consolidated, reduced by 50 percent, and given to states and willing tribes that would have complete authority over the remaining half of the funding. The total cost and savings for BIA reflects the absence of BIE funding.

### **BIE Funding for tribal colleges and universities should be eliminated**

There are currently over thirty tribal colleges and universities throughout the U.S., servicing approximately 30,000 students.<sup>97</sup>

Often times, a primary distinction of curricula among tribal colleges and public universities is that tribal colleges provide cultural-based degrees to enhance self-esteem and cultural identity that many postsecondary institutions in the general population may not offer.<sup>98</sup> While this can be a valuable resource and learning tool, it does not merit the taxpayer funding it requires to maintain the existing network of facilities. Other tribal college degrees include topics, such as Indigenous Leadership<sup>99</sup> and Tribal Casino Management.<sup>100</sup>

<sup>94</sup>25 CFR Part 32.3;

<sup>95</sup>Congressional Research Service, Interior, Environment, and Related Agencies: FY2009 Appropriations [http://www.crs.gov/pages/Reports.aspx?PRODCODE=RL34461&Source=search#\\_Toc231376198](http://www.crs.gov/pages/Reports.aspx?PRODCODE=RL34461&Source=search#_Toc231376198)

<sup>96</sup>The U.S. Department of Education currently administers the Office of Indian Education, which currently administers the Even Start Literacy Grants for Indian Tribes and Tribal Organizations, Demonstration Grants for Indian Children, Indian Education Formula Grants, and Indian Education Professional Development Program <http://www2.ed.gov/about/offices/list/oese/programs.html>

<sup>97</sup>American Indian College Fund, Tribal Colleges, Key Facts; [http://www.collegefund.org/content/tribal\\_colleges](http://www.collegefund.org/content/tribal_colleges)

<sup>98</sup>American Indian College Fund, Tribal Colleges, Key Facts; [http://www.collegefund.org/content/tribal\\_colleges](http://www.collegefund.org/content/tribal_colleges)

<sup>99</sup>Leechlake Tribal College, Degree Programs, Indigenous Leadership; <http://lltc.edu/academics/degreeprograms/indigenousleadership.htm>

<sup>100</sup>Northwest Indian College, Cooperative Extension, Tribal Casino Management Program; <http://www.nwic.edu/content/casino-executive-training>

These schools have consistently failed to meet established standards and are not achieving the results that students deserve. Overall, the outcomes at these schools have been substandard. In 2009, the average graduation rate for tribal colleges was 24 percent with most schools falling far below this average.<sup>101</sup> Seven of the schools' graduation rates are in single digits while two are 0 percent for 2009.<sup>102</sup> Subsidizing tribal education for the benefit of unique cultural perspectives at the cost of substandard education is not the best use of taxpayer dollars.

Member tuition, association dues, philanthropic donations, and tribal government investment (in some cases from casino revenues) should be the cornerstones of any continuation of these institutions. For example, the Walmart Foundation has given scholarship grants over the years to the American Indian College Fund, which is the nation's largest scholarship provider for Indian students.<sup>103</sup> Other recent donors include MetLife, Hilton, and Hersheys.<sup>104</sup> The current cost to attend one of these schools is approximately \$2,399.<sup>105</sup>

### **Eliminate the Job Placement and Training and Economic and Community Development**

BIA provides a range of services to enhance economic activity in Indian country and job training for Native Americans. The impacts of these initiatives are unclear as Indian country continues to experience higher levels of unemployment than the general population, as high as 80 percent in some areas.<sup>106</sup>

The lack of jobs in Indian country, however, cannot be attributed to the lack of available federal job training assistance. There are nine federal agencies that spend \$18 billion annually to administer 47 employment and job training programs.<sup>107</sup> Most existing federal job training programs do not exclude Native Americans from participating.

Some are dedicated entirely or in part to serving Indian country:

- The U.S. Department of Health and Human Services administers the Administration for Native Americans, which services all Indians regardless of federal acknowledgement for social and economic initiatives, including economic development to promote self-sufficiency and cultural preservation.<sup>108</sup>

<sup>101</sup>U.S. Department of Education, Institute of Education Sciences, data compiled by IPEDS Data Center, average calculated by Senate staff; <http://nces.ed.gov/ipeds/datacenter/cdsfinal.aspx> <http://nces.ed.gov/ipeds/datacenter/Statistics.aspx>

<sup>102</sup>U.S. Department of Education, Institute of Education Sciences, data compiled by IPEDS Data Center, <http://nces.ed.gov/ipeds/datacenter/Snapshotx.aspx>

<sup>103</sup>United Business Media, PR Newswire, The Wal-Mart Foundation Grants \$100,000 to American Indian College Fund for Scholarships, July 12, 2011; <http://www.prnewswire.com/news-releases/the-walmart-foundation-grants-100000-to-american-indian-college-fund-for-scholarships-125402533.html>

<sup>104</sup>American Indian College Fund, American Indian College Fund News; <http://www.collegefund.org/press>

<sup>105</sup>American Indian College Fund, Facts About American Indian Education PDF;

[http://www.collegefund.org/userfiles/2011\\_FactSheet.pdf](http://www.collegefund.org/userfiles/2011_FactSheet.pdf)

<sup>106</sup>CNN, "Obama Pledges New Relationship with Native Americans," November 5, 2009, [http://articles.cnn.com/2009-11-05/politics/obama.tribal.conference\\_1\\_tribal-leaders-native-americans-tribes?\\_s=PM:POLITICS](http://articles.cnn.com/2009-11-05/politics/obama.tribal.conference_1_tribal-leaders-native-americans-tribes?_s=PM:POLITICS).

<sup>107</sup>Government Accountability Office (GAO-11-92), "Multiple Employment and Training Programs: Providing Information on Co-Locating and Consolidating Administrative Structures Could Promote Efficiencies," January 2011, See Appendix I.

<sup>108</sup>U.S. Department of Health and Human Services Website, "About ANA," <http://www.acf.hhs.gov/programs/ana/about/about.html>, accessed July 15, 2011.

- The U.S. Department of Commerce administers a Native American Affairs program, which provides grants for economic development activities in economically distressed communities and regions.<sup>109</sup>
- The U.S. Commerce Department administers the Minority Business Development Agency to promote private investments in minority businesses.<sup>110</sup>
- The Small Business Administration maintains the Office of Native American Affairs and Native American Outreach to encourage Native Americans to create their own businesses.<sup>111</sup>
- The U.S. Department of Agriculture's Rural Development agency maintains multiple credit programs as mentioned previously.<sup>112</sup>
- The U.S. Department of Education administers the Career and Technical Education—Indian Set-aside program that provides grants to tribes.<sup>113</sup>
- The U.S. Department of Education administers the American Indian Vocational Rehabilitation Services, which provides services for Native Americans with disabilities.<sup>114</sup>
- BIA currently funds two tribal technical schools that are able to centrally train students in various trade skills

This will result in \$15.3 million in savings next year and \$153 million over ten years.

## Environmental Quality

This program seeks to improve and manage land and natural resources and ensure compliance with environmental guidelines. Other federal agencies are already operating programs to provide the same benefits. For example, the U.S. Environmental Protection Agency (EPA) administers the Clean Water State Revolving Fund and the Drinking Water State Revolving Fund. Tribes are not discouraged from applying for these grants. Additionally, the U.S. Fish and Wildlife administers State and Tribal Wildlife Grants.<sup>115</sup> The U.S. Department of Agriculture administers the Water and Environmental Programs<sup>116</sup> that service Indian tribes and include loans and grants and specifically targets Indian tribes for assistance.<sup>117</sup> Finally, the Bureau of Reclamation carries

<sup>109</sup> Department of Commerce Website, "Native American Affairs," <http://www.commerce.gov/office-secretary/native-american-affairs>, accessed July 15, 2011.

<sup>110</sup> Minority Business Development Agency Website, "Programs," <http://www.mbda.gov/main/programs>, accessed July 15, 2011.

<sup>111</sup> Small Business Administration Website, "Office of Native American Affairs," <http://www.sba.gov/about-offices-content/1/2960>, accessed July 15, 2011.

<sup>112</sup> U.S. Department of Agriculture Rural Development Website, "About RD," <http://www.rurdev.usda.gov/Home.html>, accessed July 15, 2011.

<sup>113</sup> U.S. Department of Education Website, "Fiscal Year 2012 Budget Summary — February 14, 2011" <http://www2.ed.gov/about/overview/budget/budget12/summary/edlite-section2e.html>, accessed July 15, 2011

<sup>114</sup> U.S. Department of Education Website, "Fiscal Year 2012 Budget Summary — February 14, 2011" <http://www2.ed.gov/about/overview/budget/budget12/summary/edlite-section2b.html>, accessed July 15, 2011

<sup>115</sup> U.S. Department of the Interior, Partnership Success Stories, State and Tribal Wildlife Grants, June 2004. <http://www.doi.gov/partnerships/state.html>

<sup>116</sup> U.S. Department of Agriculture, Rural Development, Utilities, Water and Environmental Programs; [http://www.rurdev.usda.gov/UWEP\\_HomePage.html](http://www.rurdev.usda.gov/UWEP_HomePage.html)

<sup>117</sup> U.S. Department of Agriculture, Rural Development, Utilities, Water and Environmental Programs, Native American Tribes; [http://www.rurdev.usda.gov/WEP\\_Native\\_American\\_Tribes.html](http://www.rurdev.usda.gov/WEP_Native_American_Tribes.html)

out a number of programs and activities in its relationship with tribes.<sup>118</sup> This will result in ten year savings of \$163.34 million.

### **Eliminate funding for Endangered and Invasive Species**

BIA's program for both initiatives coordinates compliance with the Endangered Species Act and environmental improvement work on trust lands and pest management. Both of these purposes for adequately served by the U.S. Fish and Wildlife Service<sup>119</sup> and the U.S. Department of Agriculture<sup>120</sup> that play a prominent role in coordinating and conducting endangered species and invasive species management. BIA's program adds an unnecessary layer of administration that duplicates existing efforts. This will save \$47.41 million over ten years.

### **Eliminate Forestry Programs at BIA**

This program assists Tribes with the management of forests located on Indian lands, which cover approximately 18 million acres. The U.S. Forest Service is the lead agency to address forestry issues. While the Forest Service's jurisdiction typically includes public lands, it administers a number of grant programs. Indian tribes are already eligible to participate in several of these forestry programs. They are explicitly included as eligible participants in the Forest Land Enhancement Program, the Community Forest and open Space Conservation Program, the Rural Fire Prevention and Control program, and Competitive Allocation of Funds for Cooperative Forest Innovation Partnership Projects.<sup>121</sup> This will save \$485 million over ten years.

### **Eliminate the Office of Federal Acknowledgement Over the Next Five Years**

BIA established a multi-step process so Indian groups can apply for federal recognition status. There are several benefits of being federally recognized as an Indian tribe.

Since BIA began providing federal acknowledgement to Native Americans in the 1970s, Indian tribes have grown in number to 564.<sup>122</sup> There are already approximately 56.2 million acres now held in trust by the federal government for tribes and individuals, of which 326 portions are Indian reservations.<sup>123</sup> Still there are over 350 petitioners from across the state seeking federal acknowledgment.<sup>124</sup> The federal acknowledgement process, while appropriately thorough, is notoriously lengthy. The process is intended to last over a twenty-five month period, yet, it is not unheard of for a petitioning group to wait decades to learn whether they will be recognized.

<sup>118</sup>U.S. Department of the Interior, Bureau of Reclamation, Indian Policy of the Bureau of Reclamation; <http://www.usbr.gov/native/naao/policies/policy.html>

<sup>119</sup>U.S. Fish and Wildlife Service, Endangered Species Program, July 13, 2011; <http://www.fws.gov/Endangered/>. U.S. Fish and Wildlife Service, Invasive Species Program, August 14, 2009; <http://www.fws.gov/invasives/>.

<sup>120</sup>U.S. Department of Agriculture, National Agricultural Library, National Invasive Species Information Center, July 6, 2011; <http://www.invasivespeciesinfo.gov/>.

<sup>121</sup>U.S. Code Title 16 Chapter 41, Cornell University Law School; [http://www.law.cornell.edu/uscode/usc\\_sup\\_01\\_16\\_10\\_41.html](http://www.law.cornell.edu/uscode/usc_sup_01_16_10_41.html)

<sup>122</sup>Federal Register/Vol. 75, No. 190/ Department of the Interior, Bureau of Indian Affairs, Indian Entities Recognized and Eligible to Receive Services from the United States Bureau of Indian Affairs, October 1, 2010; <http://www.bia.gov/idc/groups/xofa/documents/document/idc012038.pdf>

<sup>123</sup>U.S. Department of the Interior, Indian Affairs, Frequently Asked Questions, <http://www.bia.gov/FAQs/index.htm>

<sup>124</sup>U.S. Department of the Interior, Bureau of Indian Affairs, Office of Federal Acknowledgment, Number of Petitions by State as of April 29, 2011; <http://www.bia.gov/idc/groups/xofa/documents/text/idc013621.pdf>

Foremost, federally recognized tribes are eligible to have lands taken into trust, securing sole jurisdiction of the land's resources and economic development for the inhabiting tribe and removing the parcels from state regulatory oversight. BIA regulations exempt trust land from local zoning regulations, preventing local governments from carrying out city zoning plans or complying with health and safety goals. Additionally, state sales taxes and local property taxes are not paid on transactions made on trust lands.<sup>125</sup> Trust land removes the supervision of justice enforcement in surrounding communities and transitions it to tribes and, in some cases, the federal government. Additionally, federally recognized tribes are eligible for billions of dollars in federal assistance programs that come from both BIA and various federal agencies as mentioned previously in this report. While this proposal would save \$2.1 million annually in congressional appropriations, the foregone costs of federal assistance to newly recognized tribes will be substantial.

After three decades of providing recognized status for hundreds of petitioning Indian groups, it is time for the federal acknowledgement process to end. This program will save \$2.1 million annually and \$ 23.31million over ten years. It will also generate significant savings by limiting future expansion of existing financial services (savings not reflected in this proposal).

### **Eliminate the Office of Navajo and Hopi Indian Relocation**

The Office of Navajo and Hopi Indian Relocation (ONHIR) was created in 1974 to resolve a land dispute between the Navajo and Hopi Indian Tribes. The Hopi tribe had maintained its land base in Arizona for years and disputed the establishment of Navajo reservation land in their territory. When the Hopis disputed the action, a federal judge directed Congress to solve the dispute, and the Office of Navajo and Hopi Indian Relocation was then created to assist the Navajos in moving to new lands and to build homes for them there.

The Office received was created with \$40 million to build houses and transport the Navajo people over a five-year time period to construct approximately 1,000 homes. Over thirty years later, the office still exists and continues to go over budget. Reports have shown the Office has spent over \$500 million and constructed over 3,400 homes at \$120,000 per house. In 2005, ONHIR reported to the Senate Committee on Indian Affairs that its mission would be completed on September 30, 2010.<sup>126</sup> Disputes from the Navajo people continue to extend the life of this independent agency over individual tribal members who may have been overlooked for one reason or another, or who may have lived elsewhere when they became head of the household.<sup>127</sup> After nearly four decades, this office should be eliminated. This will save \$88.81 million over ten years.

---

<sup>125</sup>U.S. Department of the Interior, Indian Affairs, Frequently Asked Questions, <http://www.bia.gov/FAQs/index.htm>

<sup>126</sup> U.S. Senate Committee on Indian Affairs, S. Hrg. 109-183, Hearing on the Navajo-Hopi Land Settlement, July 21, 2005.

<sup>127</sup> Republic Flagstaff Bureau, Mark Shaffer, "Relocation office lives on as its tab tops \$500 million, July 6, 2006; <http://www.azcentral.com/arizonarepublic/news/articles/0707navajohopi0707side.html?&wired>.

**SAVINGS:** This plan will result in first year savings of \$5.7 billion and at least \$26.44 billion.

**PROGRAMS ELIMINATED**

Ending Failed Cost Share Leveraging Program  
Terminating select historic preservation programs  
End funding for National Parks 100<sup>th</sup> birthday commemoration  
Eliminate mine clean up funds for state who have completed work  
Terminate state and tribal wildlife grants

**ADDITIONAL SAVINGS/PROGRAM REDUCTIONS**

Adopt President Obama's administrative savings proposal  
Fifteen percent reduction in staff through attrition  
Elimination/consolidation of duplicative programs  
Halt Renovations of Agency Headquarters)  
Information Technology Efficiencies  
Shift focus from land acquisition to maintenance  
Consolidating duplicative wildland fire programs  
Reduction in non-essential Park Service stewardship grants  
Wild horse and burro program savings  
Rescind 50 percent of unobligated balances  
Prohibit funding for expired programs  
Reform of Bureau of Indian Affairs programs

**DEPARTMENT OF THE INTERIOR TEN YEAR SAVINGS**

Discretionary: \$26.44 billion

Total: \$26.44 billion