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Apaches Struggle for Identity

Tribe Learns to Adapt But Won't Be Bullied

By CAROL ANN BASSETT
Special to The Denver Post

WHITE MOUNTAIN APACHE RESERVATION, Ariz. — The narrow road leading through Salt River Canyon cuts through deep gorges into the heart of the White Mountains. It passes through small villages where grazing horses roam freely across the reservation's grasslands. In the distance, Baldy Peak rises white with snow.

It is said that this peak is the quiet abode of the gaan, the mountain spirits of the White Mountain Apaches who make a yearly pilgrimage to the mountain top to pray. Nearby, two different worlds converge, bringing the tribe into modern times.

About three miles away on a lower peak, the machines of modern technology lift skiers to the summit of Sunrise Peak, a ski resort that this year has attracted visitors from as far away as Pennsylvania, Illinois and Europe who are traveling in the West.

Apache Sunrise Ski Resort, owned and operated by the White Mountain Apache Tribe, was conceived as a way of generating tribal income with minimal damage to the environment. Built with an federal economic-development grant in 1970, Sunrise since has expanded to become the most successful ski resort in Arizona.

"We must take the best of the white man's world and blend it with our own without losing our Apache identity," says Ronnie Lupe, tribal chairman of the reservation's 8,000 Apaches. "We envision many diversified developments, but there is no easy road to economic success."

To Lupe, the free enterprise system in America means "hog it all, or someone else will." This is one reason why the tribe has set a goal of using modern technology to develop the reservation's resources, but shuns white man's control.

Sunrise is perhaps the most obvious example of this philosophy. Last month, the tribe opened a second slope, called Apache Peak, which doubled the resort's skiable terrain. The tribe plans to open a third peak late this year.

"We're becoming more favorably compared with Purgatory and Telluride. We are now competing with them for the Arizona market," said Ron Malfara, general manager of the resort. Purgatory and Telluride are major ski areas in southwestern Colorado.

Sunrise is only one of the many industries developed by the White Mountain Apaches in their drive for self-sufficiency. Timber has brought the tribe its greatest wealth. Cattle, fishing lakes, hunting and camping also have turned this resource-rich terrain into profit.

The rugged Apache highlands in east-central Arizona are blanketed with 1,000 square miles of ponderosa pine, fir and spruce, but there has been ravaging of the environment to support a timber industry. Strict conservation allows recutting only every 120 years, and the tribe maintains greenhouses for reforestation, as well as fire-fighting crews.

The Fort Apache Timber Company, nicknamed FATCO, was begun in 1961 with \$2 million of borrowed money. Today, the tribe owns an extensive sawmill operation, where annual lumber sales exceed \$20 million, providing employment for more than 300 White Mountain Apaches.

Evidence of progress abounds. At Whiteriver, the tribal headquarters 40 miles southwest of the ski area, there are new homes, new office buildings, a new shopping center, a movie theater and bowling alley, and a \$14 million hospital with solar heating and cooling.

"We blend in quite well with the so-called economic changes that are taking place," Lupe said in interview. "But Apache philosophy is diametrically opposed to greed, getting rich. We want our people to realize an advantage over and above what we call the white man's measuring stick. We are being measured in terms of dollars and wealth. But are you really measuring us as human beings?"

Despite the tribe's apparent economic success, problems remain. The reservation's unemployment rate last year reached 40 percent. Much of the housing still is substandard, and alcoholism is widespread.

"The illiteracy rate here is very high," said Phil Stago, director of the White Mountain Recreation Enterprise. "We have people here who have never been off the reservation. Some have never heard of Sunrise."

Stago, 35, who ran against Lupe in the election to become tribal chairman last April, was defeated.

Please See APACHE on 10-B

Arizona Apaches Adapt, Retain Indian Control

APACHE From 7-B

by fewer than 100 votes as Lupe moved into a fourth four-year term. Stago said he disagrees with the tribe's position on self-sufficiency and sovereignty, claiming these terms are being used to impress the public.

"The tribal leadership deep inside doesn't want self-sufficiency," said Stago. "Federal grants have flowed like water onto the reservation. That didn't help us become self-sufficient. Instead, we became more dependent on the federal government.

"Now all the federal funds are gone and people are really hurting. Reaganomics is not doing this. We are doing this to ourselves."

In the field of outdoor recreation on the reservation, Stago persuaded the tribal council to assume control of wildlife in 1974. The Arizona Game and Fish Department was ordered off the reservation and Stago, as director of Recreation Enterprise, took over the job of manager for hunting, fishing, camping and other forms of outdoor recreation.

At Stago's urging, the tribal council agreed that game quotas and fees would be set by the tribe, not the state. He also convinced the council to limit the number of non-tribal elk permits to an average of 30. With such a permit, a person can hunt for elk on the reservation for five to seven days with Apache guides. This year an elk permit costs between \$7,000 and \$10,000.

With 400 miles of trout streams, 26 lakes and 1,000 campsites, the tribe brought in \$2.2 million in its five-month recreation season last year. But Stago said the bulk of that was spent on patrolling the reservation and protecting its resources.

"The United States government has guaranteed us sov-

eighty," he said. "Now we are using it."

Most Apaches say that sovereignty always was part of their culture, at least before the white man began meddling in their lifestyle. It is something they are desperately striving to recover.

Related to Canada's Athapaskan tribes, the Apaches reached the Southwest in the 1400s. A semi-nomadic tribe that calls itself Indeeh, the People, they divided into separate groups, roaming the mountains and the deserts.

Unlike other Apache bands, who suffered devastation and plunder in the last century, the White Mountain tribe managed to hold onto this part of their homeland.

The 20th century brought a different battle to Apache country, the struggle to prosper in the face of an encroaching alien society. In the fight to retain their identity, however, the White Mountain Apaches repeatedly have refused to be bullied.

Compared to other Arizona Indian tribes, the potential for self-determination among the White Mountain Apaches is high. A wide range of minerals lies untapped beneath the earth: iron ore, manganese, asbestos, uranium and low-grade coal. There may also be deposits of natural gas and oil.

So far the tribe has done little to initiate exploration. "The tribe has no desire to screw up the reservation just to be self-sufficient," said Charlie O'Hara, administrative aide to Lupe. "Gas and oil companies have wanted to come here. The tribe's attitude is, if our minerals are valuable now, they'll be even more valuable later."

Chairman Lupe admits that the 1.6 million-acre White Mountain Apache reservation gives his tribe an advantage over others,

including non-Indians.

"We have a piece of ground that other people don't have," he said. "We have the high ground. The man who has the high ground wins in a battle."

This so-called "high ground" not only offers resources to the skiing and timber industries. It also contains rich grasslands, fostering another Apache enterprise, cattle.

Hundreds of Apache cattle owners run 18,000 head of Hereford cattle in nine livestock cooperatives across the reservation. Apache cowboys are hired by each cooperative to look after the members' livestock. The industry attracts beef-buyers from all over the country, but the Apaches have repeatedly refused to lease their rangeland to white ranchers.

In Navajo Country, into which the reservation extends, the main industries are tourism and ranching. Anglo residents of the county have complained that Apache prosperity is the result of too many federal grants.

"The attitude of neighboring communities is one of bitterness because the tribe has a beautiful piece of land," said Cliff Anable, program director at the Bureau of Indian Affairs in Whiteriver. "The local people perceive that the Indians are getting a big hand-out from the government. That just isn't true."

At Sunrise, 70 percent of the resort's 300 employees are Apaches, according to Malfara, the Canadian who was brought in to manage the resort. The majority of these are ski lift operators and maintenance people, he said.

"The tribe is optimistic about moving more Apaches into top-level management. Skiing is a completely foreign sport to them, but they're definitely getting more open in their dealings with whites," Malfara said.



Carol Ann Bassett

Ski lift carries skiers up mountain at Sunrise ski resort.

A common question asked by non-Indians about the visible progress here is, Who is running the show?

According to Stago, director of the revenue-producing recreation operation, most of those in top-level management positions with the tribe are non-Indians. "The majority of Apaches in management have no formal or professional training. There's usually an Anglo in the background pulling the strings."

Lupe's aide O'Hara insists, however, "There's never any doubt in your mind who's managing the tribe. It's the tribal council. They're willing to accept white expertise, but not white control."

Besides the reservation's timber and unexplored minerals, it is Sunrise Ski Resort that holds the greatest potential for profit, according to Malfara. Last year the resort brought \$3 million to the \$5 million Arizona ski industry.

Sunrise now accommodates 8,500 skiers a day. Malfara said when the resort's third peak opens later this year, "Sunrise would be ahead of Purgatory by 25 percent in uphill capacity as well as skiable terrain. It will become the biggest in the Southwest, bigger than Telluride, Purgatory or anything in southern Nevada, southern Utah or New Mexico."

Tribal Chairman Lupe is proud of Sunrise. He named it after the Apache Sunrise Ceremony, or Changing Woman Ceremony, a puberty rite. And while he points proudly to the progress on the reservation, Lupe holds fast to his Apache identity.

"You have to rise with the reality of the morning and not get lost in the fantasies that many people offer about the promised land. We're so close to this Mother Earth we live upon. We are amongst this vast creation. We try not to get lost on the Hallelujah Trail."



Sierra Club

530 Bush Street
San Francisco
California 94108
(415) 981-8634

copy 1 of 2
font

Confidential

MEMORANDUM

TO: Chapter Chairs
Chapter Conservation Chairs
Chapter Council Delegates
Regional Vice Presidents

cc: Board of Directors
Steering Committee Chairs
Issue Committee Chairs
Field Offices
Chapter Staff

FROM: Joe Fontaine
Doug Scott

RE: Plans for National Presentation of the "Replace Watt" Petitions

During the July retreat of the Board of Directors, a plan for national presentation of the "Replace Watt" petitions was discussed and given Board approval. We are now asking the top leaders of each Chapter to go over this plan carefully and confidentially to discuss it among yourselves in order to generate additional ideas, and to give us a response -- using the enclosed form -- just as quickly as you can.

Note

It is vital that this plan remain absolutely confidential and that you remain sensitive to that point as you pursue it with your Chapter leadership. For maximum impact, what we are planning must remain closely guarded until we are ready to launch it -- and that means confidential from everyone outside your top leadership circle. If word of this plan and its timing gets out, it will be possible for Watt and his supporters to take counter-action which could seriously blunt the political and media impact we are seeking!

This plan has been developed by Doug Scott and the Conservation staff, on the basis of careful political soundings and "inside" advice from Capitol Hill. It has been thoroughly reviewed by the Board of Directors. We are anxious that each Chapter participate in this effort as fully as possible. We ask to help by adding your own ideas for filling out the plan to maximum advantage.

When we try to pick out anything by itself, we find it hitched to everything else in the universe. —JOHN MUIR



Petition

Presentation

Plan

CONFIDENTIAL



The Plan

PRESENTING THE PETITIONS

1. Goals:

These are the three co-equal and closely related goals for the presentation effort:

- ◆ MAXIMUM POLITICAL IMPACT: the primary targets are the members of the house and Senate, but this effort should also impact governors, state Republican and Democratic Party chairs, and other appropriate political figures (both elected officials and party officials).
- ◆ MAXIMUM MEDIA IMPACT: We foresee media opportunities on two levels. First, the local story ("Sierra Club leader Jane Doe presents a zillion anti-Watt signatures"); second, the national story: ("Congress receives zillions of anti-Watt signatures").
- ◆ MAXIMUM EXPOSURE FOR SIERRA CLUB AS A STRONG GRASSROOTS VOLUNTEER ORGANIZATION: The petition is ideal for deliberately pushing our image as a grassroots political force.

2. The Basic Plan:

The basic idea of this plan is to have each Chapter send a volunteer representative (one of your most politically experienced top leaders) to Washington, D.C. in October, carrying the petitions from your state. Actual presentation of the petitions to Members of Congress will occur in Washington, D.C., as each Chapter's representative meets personally with that state's congressional delegation. All Chapter representatives will come to Washington for this purpose during the same one-week period in late October. Each Chapter representative will be presenting the petitions to his/her congressional delegation separately. BUT, as a group the representatives from all Chapters will participate in a series of events planned to achieve maximum political and media impact during the special "Watt Petition Week" in the nation's capital.

For planning purposes, we are now targeting the week of October 19th as the week we are asking each Chapter to send its representative to Washington.

THE SCALE OF THIS OPERATION--AND WHY WE WANT TO DO IT THIS WAY

This is obviously an ambitious and large-scale plan. To put it all together in the few short months between now and October

will be a challenge for Chapter leaders and for our staff.

We have decided to present the petitions in this way, in Washington, for both practical and political reasons. Because there is no way to assemble your congressional delegation together in your state, and because it is wholly impractical to sort the petitions out by individual congressional district, it is simply not possible to design a way to present the petitions out in the states in a fashion which will impact every Representative and both Senators and will also gain effective, nationwide political and media impact.

Politically, this kind of national gathering of political activists from each Chapter in Washington, D.C., will be a first for the Sierra Club. It can have major lobbying impact. It is an unparalleled opportunity to cap the existing impact of our "Replace Watt" campaign with a major push in Washington, D.C., heavily emphasizing the unique grassroots political strength of the Sierra Club!

In short, the potential for political and media impact -- on a national scale and with each individual Member of Congress -- is virtually unlimited. It will ultimately depend on the degree of enthusiasm, effort and cleverness exercised by each Chapter in making this whole plan work!

ANNOUNCING A MILLION SIGNATURES

We may achieve our originally announced goal of 1 million signatures before mid-October. If so, we will hold a San Francisco Press conference at that time (with prior alerts by mail, telephone or mailgram to each Chapter so you can pursue local, correlated media work on this event. This will allow us to gain maximum publicity, with the strong TV "visual" of the actual million signatures in a huge heap -- (it's a lot of paper)!

It is vitally important that Chapter leaders continue to press local petition circulating activities, so that we meet this target timetable!

The rate of petition returns is quite variable -- now averaging about 40,000-50,000 signatures per week. We must sustain the effort out where petitions are in circulation to assure that we can carry out these plans. Please help ensure that petitions are sent in just as rapidly as each page is filled! We ask you to think now about things you can do in September to help push our signature total over the million mark.

SENDING THE PETITIONS TO EACH CHAPTER

In late September, we will ship all of the actual signed petitions from each state to the designated person from each Chapter (see enclosed form). We will ship them by Federal Express or U.P.S. to assure fast delivery. You will thus have a period of about three weeks in October to handle the petitions from your state in any way you see fit, before they are to be sent on to Washington, D.C. with your Chapter representative.

You may wish to review the petitions to pull out local "VIP's" who have joined the anti-Watt campaign. You may wish to pull out names of selected signers to assist with important organizing targets in certain areas of your chapter territory. In most cases, you will not find it practical to consider copying the entire set of petitions-- a truly massive and expensive proposition. (NOTE: All those who have checked-off the box on the petition indicating interest in joining the Sierra Club are being sent a special membership and follow-up package from San Francisco, and should not be separately contacted about membership at this time. After this mail recruitment process has been completed, these names (which are being kept on file by the Membership Department) may be made available when we figure out a practical way to sort them by state-- they're not computerized.)

There are a series of specific things we recommend that you consider doing with the petitions while you have them in-hand in your state in September:

1. Private meeting with the State Republican Party Chairman or Chairwoman. The enclosed form gives the name and address of your state party chairs. We strongly recommend that you make an appointment to visit the Republican Party chair, privately, simply to discuss Watt and environmental policy issues, and to show him/her the stack of anti-Watt petitions gathered in your state. This should be an off-the-record visit to convey the message that we are a bipartisan group, but that there is very strong grassroots sentiment against Mr. Watt and the policies of the Reagan Administration he symbolizes.
2. Private meeting with the State Democratic Party Chairman or Chairwoman. Ditto.
3. Private meetings with other political party leaders or candidates-- especially likely candidates for Congress. You may identify other political figures who would also benefit from such a meeting and from seeing the tangible petitions.
4. Private meeting with your Governor. You will want to make your own judgment, given the circumstances in your state. In many cases Governors (of either party) should also be shown the petitions and this will have a ripple-down political impact.

All of these meetings are proposed as a kind of "courtesy call," in which the stack of petitions offers you a kind of "crutch" as the excuse for meetings in which you can deliver the message of grassroots opposition to Watt-style policies. We urge that these meetings be off-the-record (not discussed at the time with the press) both to avoid premature revelation of our later plans for presentation of the petitions, and to demonstrate that you are taking the petitions to these leaders to have a candid and private discussion-- which should enhance the impact of what you have to say about Watt and his policies.

5. Meetings with the press, particularly editorial writers, local environmental writers, and local political columnists. We suggest you arrange for a "deep background"/off-the-record meeting with these folks to show them the petitions and to brief them, in advance, on what you are going to do with the petitions. We hope to provide glossy photos (and perhaps also taped footage for TV) of what the whole million look like in a heap. You can allow the local

press to take still and film pictures of you and the petitions-- not to be used until you actually release the story formally.

In summary, during the period you have the signed petitions in your state there will be numerous ways to use them to "set the stage" for maximum political and media impact. Doubtlessly you and other Chapter leaders will think up numerous variations and additional ideas as well.

GETTING READY TO SEND THE PETITIONS TO WASHINGTON, D.C.

You should select a Chapter representative to send with the petitions to Washington during the week of October 19th. For the roles we are planning in Washington, it is important that each Chapter representative be carefully selected. This should be the kind of person you would want meeting with and developing a continuing relationship with your members of Congress and their staffs and, in the name of your Chapter, being interviewed by the media representatives of your newspapers and television stations in Washington. We urge you to select a politically experienced Chapter leader, as the work in Washington will require political skills, good "presence" and effectiveness with the media, and the like. You should also consider choosing an individual who is likely to remain in your state Club leadership, or to advance to a top position-- so that the trip to Washington is an "investment" in political experience from which your Chapter will continue to benefit in the future. Of course, your choice will also be influenced by the practical necessity of finding someone who can be away from home and from work for as much as a week-long period in late October.*

We will plan a detailed orientation and planning session for all Chapter representatives on Sunday, October 18th in Washington. Thus, Chapter representatives should plan to travel to Washington on Saturday, October 17th.

AIRPORT RALLY, SEND OFF FOR PETITIONS

On that Saturday, we recommend that your Chapter plan a large-scale airport rally to "send off" the petitions to Washington, D.C. This would be the first open press announcement of what you have done and are about to do with the petitions. In most states, this will play as a very BIG story. Your airport rally can comprise several actual events, but can be staged to assure maximum coverage-- especially for television cameras!

We recommend that you plan a breakfast or lunch meeting (in a meeting room at the airport) or coffee session with local press-- including not only reporters, but also the camera and radio technicians. This would include informal discussion of the whole Watt policy situation and our petition efforts. Immediately after your breakfast or lunch meeting, you should move to a pre-scheduled formal press conference to announce (for the cameras) that "Joe Doaks is going to Washington with XX,000 petition signatures from your state urging the removal of James Watt and repudiating his policies." This should be held in conjunction with your highly-photographable rally (placards, balloons, etc., etc.), at which

*At a minimum, your Chapter representative should be able to be in Washington from Sunday morning, October 17th, through Thursday morning, October 21st.

you turn out a nice big throng of Club folks and others to cheer at every anti-Watt statement and to conduct a kind of "pep rally" for your Chapter representative as he/she departs.

This timing of your press announcement should guarantee big play in Saturday evening papers and on Saturday evening television, as a continuing story on radio throughout the weekend, and in Sunday papers. It also "sends a signal," through the media coverage, to your congressional delegation that you are coming-- and that the story of your presentation of the petitions in Washington, D.C., will be getting significant press coverage at home, as a follow-up to the airport rally story.

PRIOR ARRANGEMENTS TO SEE YOUR CONGRESSIONAL DELEGATION IN WASHINGTON

Prior to the airport send-off, the Club's Conservation Department staff will be working with each Chapter representative to make arrangements for the actual presentation of the petitions to members of your congressional delegation. The actual format for making the petition presentation will be tailor-made to best suit the character of your own congressional delegation.

In general, we hope to have a maximum number of petition presentations occur in public, with media coverage, with the members of your congressional delegation assembled as a group (i.e., on the U.S. Capitol steps!). Where that is not desirable, the option will be for your Chapter representative to visit each member of Congress's office, one-at-a-time, with an appointment to see the Member of Congress to display the great heap of petitions and discuss Watt policies. We will have prepared various accompanying materials about Watt for their use.

In the final weeks of preparations, your Chapter representative will have an assigned staff or volunteer contact person in Washington, working directly with him/her on setting up these Washington-end arrangements.

ARRIVAL IN WASHINGTON -- GETTING READY

Our purpose in having all the Chapter representatives come to Washington simultaneously-- but with individual press conferences at home as they leave-- is to gain maximum press coverage, both on a local basis ("hometown folks send petition to Washington") and, then, on a national basis ("mighty nationwide Sierra Club assembles volunteer leaders in Washington with 1 million-plus petitions against Watt policies").

Working with the Washington-area Sierra Club volunteers, we will try to arrange local housing (if your Chapter representative does not have friends or relatives to stay with at low cost). On Sunday, October 18th, we will conduct a day-long private meeting with all Chapter representatives to lay our final plans for the week-long activities, and also have briefings on the key substantive lobbying issues we will want to be raising in your meetings with members of Congress, their staffs, and the media. We will also try to organize a group pot-luck dinner (pot-luck provided by the Washington-area Sierra Club folks) and a square dance Sunday night, just for fun!

Part of the day on Sunday will consist of small-group meetings in which Chapter representatives meet with their assigned staff or volunteer assistant to go over individualized schedules and plans for the petition presentation process.

THE WEEK'S EVENTS IN WASHINGTON

During the week, we will have several key objectives we'll seek to accomplish with each Chapter representative:

1. Breakfast or lunch meeting with the Washington-based press people who report for papers and radio-and-television stations in your state or region. This will be not only to brief them on the Watt/petition story and details, but also on other important national and local conservation issues with a Washington angle.
2. A group session with your congressional delegation to formally present the petitions, in front of the press-- if this can be arranged.
3. Appointments to meet individually with each member of your congressional delegation about Watt, about Reagan policies, and to lobby on particular Sierra Club issues important at that time in the Congress (notably the Clean Air Act!). We'll seek these individual lobbying meetings even if your representative is presenting the petitions to your congressional delegation as a group.
4. Follow-up meetings (where appropriate) to go into greater detail on these matters with staff of your Representatives or Senators-- and to build up your Chapter representative's personal relationship with those staff members for continuing future contacts.
5. Other, individualized projects developed with each Chapter representative to make maximum use of the time in Washington, D.C. As the Conservation Department staff works with each Chapter to tailor-make the most effective plan for your Chapter's representative during his/her time in Washington, we'll want to help make what amounts to individual "lobbying plans" for each member of your congressional delegation who is a key player on Club issues or on a key committee handling our issues.

In addition to these individualized events for each Chapter representative, we are deliberately planning to do all this in a simultaneous fashion so we can have a number of group events, both for political impact in Washington and to equip Chapter representatives with important experiences, training and information to take back home for each Chapter:

1. Group meetings for issue briefing, and to hear from key speakers. In addition to the Sunday group briefing on the Watt issues and plans, we will schedule specific periods during the week for group meetings for discussions, briefings (for example, a good briefing on the issues and politics of the Clean Air Act campaign) and for presentations by key speakers (for example, possibly a talk by Rep. Morris Udall, a talk by Senator Robert Stafford, a talk by some Reagan Administration official (really!), a meeting with Speaker O'Neill, a

talk by a major environmental reporter, meetings with activist union leaders we're working with on our issues, etc.).

2. We will schedule a special joint session to meet informally with leaders and Washington officials of other environmental groups.

3. We will particularly emphasize a special training session under the aegis of SCOPE (Sierra Club Committee on Political Education) concerning political campaign involvement. We will seek help from our own experts as well as Washington-based campaign consultants and folks from the League of Conservation Voters, to equip each Chapter representative with ideas and materials he/she can take back to each chapter to help us all organize for maximum impact in the 1982 congressional elections-- which are of absolutely critical environmental importance.

THE BIG WASHINGTON RECEPTION

During the week, we will schedule a big room on Capitol Hill for a Sierra Club-hosted reception for ALL members of Congress, and for people from other environmental groups. The Chapter representatives will be the featured "guests" at this reception-- pushing the basic theme of our unique politically-active grassroots volunteer system. Invitations to members of Congress will be sent (thanks to our automatic typewriter) in the name of each state's Chapter representative. A large crowd will be gathered by also inviting Washington-area Sierra Club members and Washington personnel of other environmental groups.

The reception may feature the presentation of a special Sierra Club award to a highly prominent political figure. There will also be whatever events we can dream up to further dramatize the Watt issue-- buttons, balloons, etc.

THE SEND OFF BACK HOME FOR CHAPTER REPRESENTATIVES

At the conclusion of the week, we will hold group sessions to evaluate our work, and to go over plans for how to most effectively follow-up the week's work when Chapter representatives return home.

HANDLING THE EXPENSES

The national Club will arrange and pay for the facilities in Washington, D.C. (meeting rooms, the reception, and the like). In addition, national volunteer leaders (Board, RCC and others) who will attend will be covered by their own budgets. Staff participation will be covered as a part of the regular individual budgets of the various staff offices involved. Materials, including fancy materials for each Chapter representative to present as part of their lobbying and media visits in Washington, will be provided by the national Club.

There simply is no available budget to cover the basic travel and housing costs for each Chapter representative. However, in consultation with a number of volunteer leaders, we believe that this special project offers Chapters an unusually attractive focus for local fund raising: "To send the petitions to Washington." Such special fund raising can supplement other funds which may be available to Chapters. Advance air reservations can take advantage of cheapest possible air fares. The selected Chapter representatives may well have friends or relatives in Washington, D.C., with whom they can stay during the week, avoiding hotel costs. We will endeavor to seek a block of lowest possible cost accommodations for those Chapter representatives who do not have their own arrangements. We will also ask the local Sierra Club leaders to seek hospitality for Chapter representatives with Washington-area Club members.

This is a major political and media opportunity for the Club-- and an opportunity for really sophisticated political impact on each member of your Congressional delegation, not only about Watt's policies but about other national and local conservation issues as well. We have reaped enormous political, media and public attention and goodwill with the "Replace Watt" petition campaign; in a sense this plan for bringing it all to a focus in Washington, D.C., this fall simply culminates and pays-off on all that earlier effort and impact. If your Chapter really gets enthusiastic about this effort, and wishes to send more than one Chapter representative to Washington, they will be entirely welcome!

The national Club will be coordinating this effort, under the overall direction of Doug Scott, Director of Federal Affairs, working directly with President Fontaine, RCC Forum chair Jim Clarke, and other national Club leaders. We will have a working committee to handle the Washington, D.C., arrangements, made up of local Club volunteers in that area, working with Larry Williams, a temporary addition to our Washington Office staff.

REPLY FORM

◆ Please complete and return this page no later than Sept. 15, 1981

Fold and Mail

Fold in additional sheets if you have comments or ideas

◆ NOTE: The confidential plan for this project has been mailed to your Chapter Chair, Chapter Conservation Chair, and Chapter Council Delegate, as well as to your RCC Chair, Field Office (if any) and Chapter Staff (if any). We hope you will all discuss this plan and then submit one response form for your Chapter.

PLEASE TYPE OR PRINT

1

- Yes, our Chapter does wish to participate in the national plan for presenting our "Replace Watt" petitions to our congressional delegation in Washington, D.C. this fall.
- No, we do not feel we can participate in this plan. Please contact me to work out alternative plans for the petitions from our state.

Your key contact with our Chapter about this project should be:

Name _____
Address _____

Phone Work() Home()

2

All future correspondence and phone contact will be made through this one Chapter contact person, unless you specify that others should be contacted directly about specific parts of the plan. It is understood that the Chapter contact is not necessarily the person who will be our Chapter Representative going to Washington. Contact with Chapters in areas served by Field Offices will be made primarily from Field Staff. In other regions, contact will be from Doug Scott or a member of the San Francisco Conservation Staff.

When the petitions are shipped they should be addressed to:

3

Name _____
Address _____

Phone: Work() Home()

NOTE: We presently plan to ship the petitions to each Chapter about September 30.



First Class

URGENT

Douglas Scott
Director of Federal Affairs
SIERRA CLUB
530 Bush Street
San Francisco, CA 94108

Reply Form Part 2

Please try to select your Chapter Representative(s) by mid-September. This form should be returned to San Francisco by September 30.

Our Chapter Representative who will go to Washington, D.C. for the Petition Presentation will be:

Name _____
Address _____

Phone: Work() Home()

4

Ideally the Chapter Representative should be in Washington from Saturday evening, October 17, through the day of Friday October 23. The briefing and planning session for all Club Representatives on Sunday October 17 is very important. All scheduled events will occur on Monday, Tuesday, and Wednesday (with our major reception tentatively set for Wednesday evening), but we encourage staying the last two days of the week, for additional lobbying work on national, regional and state issues. Chapters wishing to send more than one Representative are welcome to do so. Enclose their names, addresses, phone numbers, on an additional sheet.

Tentative Presentation Plans

(Get tickets early to assure lowest round trip fare)

5

Our Chapter Representative:

- Can travel to Washington, D.C. on Saturday, October 17, and will attend the Sunday briefing session.
- Can stay in Washington, D.C. through the entire week.
- Can stay in Washington, D.C. only through Wednesday evening, October 21 (the evening of our big reception).
- Has special travel circumstances. Describe:

Housing:

Our Chapter Representative:

6

- Can stay with relations or friends in Washington, D.C. area.
 - Can stay with local Sierra Club volunteer in Washington, D.C. area (Please have the Hospitality Committee contact him/her about this.)
 - Will need to stay in a Hotel and --
 - will arrange lodging personally
 - would like help arranging lodging.
-



First Class

URGENT

Douglas Scott
Director of Federal Affairs
SIERRA CLUB
530 Bush Street
San Francisco, CA 94108

SIERRA
CLUB



530 Bush Street San Francisco, California 94108 (415) 981-8634

A SPECIAL NOTE TO CALIFORNIA CHAPTERS

FROM: Liz Meyer, and Mark Palmer

About thirty percent of the petitions signatures we have now are from California. It is not practical for us to sort them by individual congressional district or Chapter territory. It is not necessary that each of the thirteen California Chapters send its own individual representative to Washington -- though they would be welcome. and this would be an excellent occasion to lobby on our Wilderness Bill!

Our present thought is that we could select several RCC representatives to represent the Sierra Club of California in Washington, D.C. with all of the California signatures.

Your thoughts on this would be appreciated, please call us. We will also be in contact with each other by phone.

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DEPARTMENT of the INTERIOR

news release

BUREAU OF LAND MANAGEMENT

For Release December 17, 1981

Reed (202) 343-5717

INTERIOR TAKES STEPS TO ALLOW SETTLEMENT, MINERAL LEASING AND MINING IN ALASKA

Lands north of Lake Minchumina, Alaska, will be opened to certain settlement actions, oil and gas leasing, and mining under a public land order published in the December 17, 1981, Federal Register and announced today by Assistant Secretary for Land and Water Resources Garrey E. Carruthers of the Department of the Interior.

To permit settlement for trade and manufacturing, headquarters, or homesites, 10,880 acres will be opened on February 19, 1982; 9,600 acres will be opened on December 31, 1982, and 9,600 acres will be opened on December 31, 1983. None of these lands are believed to be valuable for minerals other than oil and gas, which would be reserved to the United States.

Approximately 276,480 acres will be opened to oil and gas leasing on February 19, 1982, and 950,000 acres will be opened to general mining on that date. Most of the lands to be opened under the mining laws have been open to metalliferous mining since enactment of the Alaska Native Claims Settlement Act (ANCSA) in 1971.

Opening the land to settlement in three stages will keep the impact of filings at a level to allow quick processing and prevent a backlog of cases waiting clearance.

No lands opened by the public land order will be within the Nowitna National Wildlife Refuge or Denali National Park and Preserve.

For lands opened for oil and gas leasing, applications received at the Bureau of Land Management Alaska State Office, 701 C Street, Post Office Box 70, Anchorage, Alaska 99513 from February 19, 1982, through March 5, 1982, will be considered as having been filed simultaneously and, if more than one application is received for a tract, a drawing will be held to determine to whom a lease will be issued.

An increase in filing fees for mineral leases is under consideration by the Secretary of the Interior. The decision may affect the filing of applications under this opening order. If there is a change, it will be published in the Federal Register and posted in the public room of the BLM Alaska State Office.

* * *



United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

February 10, 1982

Dear Friend:

I'm delighted to provide you with the enclosed report to the President, which briefly describes the extraordinary achievements of our first year in office.

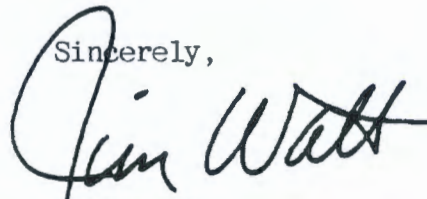
The report is aptly titled "**A Year of Change: To Restore America's Greatness.**" During our first 12 months at Interior, we moved decisively to carry out the mandate of the American people for a change in leadership and direction. Among our most notable accomplishments, we:

- Brought balance and a common sense approach to the task of managing the Nation's federally-owned lands and their natural resource treasures;
- Focused the country's attention on the role our public lands can play in reducing our excessive dependence on unreliable foreign sources for oil and strategic minerals;
- Eliminated policies and programs that no longer served the purpose for which they were established;
- Rescinded or modified rules and regulations that were unnecessary, counterproductive, or needlessly burdensome; and,
- Reaffirmed the States' rightful role in the federal system of government envisioned in the Constitution.

Much has been accomplished in the first phase of the President's "New Beginning," but a great deal still remains to be done. Thus, while taking this opportunity to express my sincere gratitude for your past efforts, I am enlisting your continued support and cooperation in the days ahead. Together we shall see that the federal estate is managed for the benefit and security of all Americans, now and in the future.

Best personal regards.

Sincerely,



SECRETARY

Enclosure

**A Year of Change:
To Restore
America's Greatness**



A Year of Change: To Restore America's Greatness

Department of the Interior
JANUARY 20, 1981-JANUARY 20, 1982





United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

Dear Mr. President:

The first year of your "New Beginning" has been for the Department of the Interior "A Year of Change: To Restore America's Greatness."

America's greatness, any Nation's greatness, is determined by two factors—how it manages its human resources and how it manages its natural resources.

Unfortunately, as a people, we had not been doing well enough in caring for and managing the great wealth of our land. As we took office in January 1981, there was too much air and water pollution, the national parks had been allowed to deteriorate, our wildlife ranges and refuges had been neglected, and our multiple-use lands had not been managed properly for the taxpayers and consumers of this generation and those yet to come. Even though our public lands have tremendous potential for meeting our people's energy and strategic minerals needs, we were importing from foreign sources almost 40 percent of our crude oil needs and the majority of the strategic minerals needed for military might and industrial strength.

Change was needed!

On the day you asked me to join your Administration, we outlined the changes that must be made to manage our natural resources for the benefit of the American people.

You asked me, as Secretary of the Department of the Interior with stewardship responsibility for one-third of the land in America, to bring change in six areas:

1. Enhance America's ability to meet our energy and minerals needs with *domestic* resources;
2. Restore, improve, and preserve our National Park, Wilderness, and Wildlife Refuge Systems;
3. Increase the supply and improve the management of quality water resources in an effort to avert a water crisis in the next decade;
4. Improve State and local relationships with the federal government through a "good neighbor" policy;
5. Promote the development of the economic and social resources of Indian tribes and island territories under U.S. administration; and,

6. Bring better government through good management and decisive leadership.

Extraordinary success has been realized in bringing about the change that can lead to the restoration of America's greatness.

Congress has been very supportive of the change of policy and direction we have initiated. Not a single vote of a subcommittee, full committee, or chamber has been recorded to reject or alter the thrust of the major changes we have initiated. In fact, Congress has helped us by reducing our controllable appropriation levels for fiscal year 1982 to 9 percent below the 1981 levels and 17 percent below the previous Administration's 1982 request.

The "war on the West" has been terminated, and the Sagebrush Rebellion has been defused. Our "good neighbor" policy for dealing with the States has received the endorsement of all but possibly one of the western governors. They have given tremendous support as changes have been made in the management of lands and waters within their respective States.

Every decision made in the Department has been made in an effort to improve our national security, to protect the environment, and to create jobs in the private sector.

As you review this report, you will be impressed with the magnitude of the change brought to the Interior Department. The significant change is one of direction. In January 1981, we found the pendulum in far left field. As we move the pendulum to the center of the mainstream of the environmental movement, we will find the balance that is necessary for a strong and vibrant America.

It is with pride and satisfaction that I present to you this report—"A Year of Change: To Restore America's Greatness"—setting forth the significant progress we have made in "A New Beginning."

Sincerely,



SECRETARY

TABLE OF CONTENTS

| A YEAR OF CHANGE: | PAGE |
|--|-------------|
| To Enhance America's Ability to Meet its Energy and Minerals Needs with Domestic Resources | 1 |
| To Restore, Improve and Preserve Our National Park, Wilderness and Wildlife Refuge Systems | 6 |
| To Increase the Supply and Improve the Management of Quality Water Resources in an Effort to Avert a Water Crisis in the Next Decade | 10 |
| To Improve State and Local Relationships with the Federal Government Through a "Good Neighbor" Policy | 12 |
| To Promote Development of the Economic and Social Resources of Indian Tribes and Island Territories Under U.S. Administration | 14 |
| To Bring Better Government Through Good Management and Decisive Leadership | 16 |

A YEAR OF CHANGE: TO ENHANCE AMERICA'S ABILITY TO MEET ITS ENERGY AND MINERALS NEEDS WITH DOMESTIC RESOURCES

When we assumed responsibility, the United States was dependent on foreign sources for about 40 percent of its oil. In 1981, our oil import bill was approximately \$83 billion—nearly 17 times what it was in 1972. Our reliance on foreign sources for essential minerals is even more disturbing. We must look to other countries—some unfriendly, some unstable—for 22 of 36 strategically critical minerals.

Yet the energy resources on federal lands which are owned by the American people could meet our needs for centuries if properly managed. Eighty-five percent of the crude oil yet to be discovered in America is likely to come from public lands, as will 40 percent of the natural gas, 35 percent of the coal, 80 percent of the oil shale, nearly all of the tar sands, and substantial portions of uranium and geothermal energy. Our vast hardrock-mineral wealth includes untapped deposits of essential elements we now import, such as chromium, copper, platinum, and cobalt.

The obvious question is, if these abundant resources can help to revitalize our economic strength and to preserve our national security, why aren't we using them to better advantage? To a large extent, the answer can be found in past decisions to restrict public access to the federal estate, thus deferring to us or our successors the tough decisions that flow from Congress' mandate to provide

Offshore drilling rig.



for environmentally responsible development of America's energy and mineral treasures. Here is the legacy this Administration inherited:

In January 1981, 7 years after the onset of the Mideast oil embargo:

- Less than 15 percent of federal onshore lands were under lease for oil and gas development;
- No oil and gas leases had been issued in Alaska for 15 years;
- Only 4 percent of the entire Outer Continental Shelf (OCS) had been made available for oil and gas exploration, and less than 2 percent had been leased;
- Less than 1 percent of federal coal lands were under lease and new leasing had been at a virtual standstill since 1971;
- No tar sands leases had been issued since 1965; and,
- Geothermal energy development had been stifled by administratively imposed delays and a Department apparently unwilling to issue new leases.

In January 1981, 11 years after adoption of the Mining and Minerals Policy Act, with its directive to "foster and encourage" the domestic mining and minerals industry:

- Nearly 90 percent of the federally owned land had some government restrictions on mineral exploration and development;
- The strategic and critical materials stockpile remained woefully short of national defense goals; and,
- The federal government had yet to establish a national minerals policy.

Change was needed in public land policy. Orderly development of our energy and mineral resources is essential not only to the country's economic stability and mineral security, but also to the protection of the environment as well. Development in a crisis situation could have ecologically devastating consequences. A phased and orderly development of our resources with proper environmental safeguards is needed. To help achieve the Administration's stewardship goals for federal lands, we took decisive action during our first year.

Energy Resources

In 1981, energy production from lands under federal leases included:

- More than 470 million barrels of oil, as compared to 427 million barrels in 1980;

- Over 5.8 trillion cubic feet of natural gas, 0.2 trillion cubic feet more than the year before; and,
- About 94.6 million tons of coal, 31 percent ahead of the 1980 total.

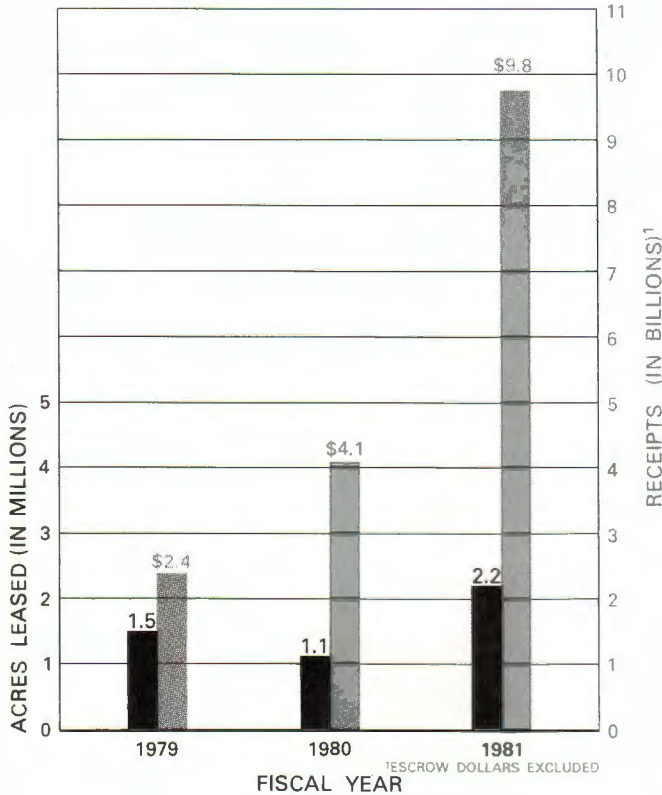
To facilitate the orderly exploration and development of previously unavailable or underutilized domestic energy resources, we have taken the following initiatives:

Offshore Oil and Gas

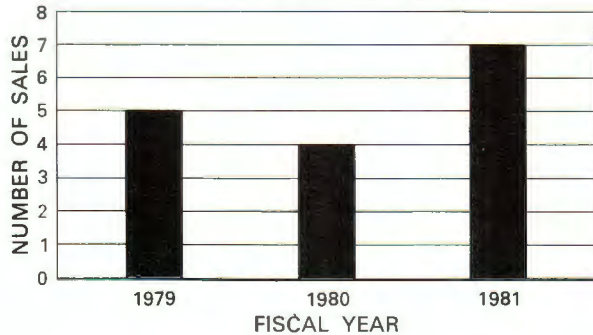
- Developed procedures to reduce by one-half the 42-month government process required to offer leases in high-potential frontier areas.

- Offered for lease 7.68 million acres, compared to 2.56 million in 1980.
- Developed a streamlined 5-year program for leasing the energy reserves of the Outer Continental Shelf (OCS) under federal territorial waters. The accelerated schedule will ensure the availability for leasing of about 1 billion acres, compared to an estimated 58 million acres under the past Administration's schedule.

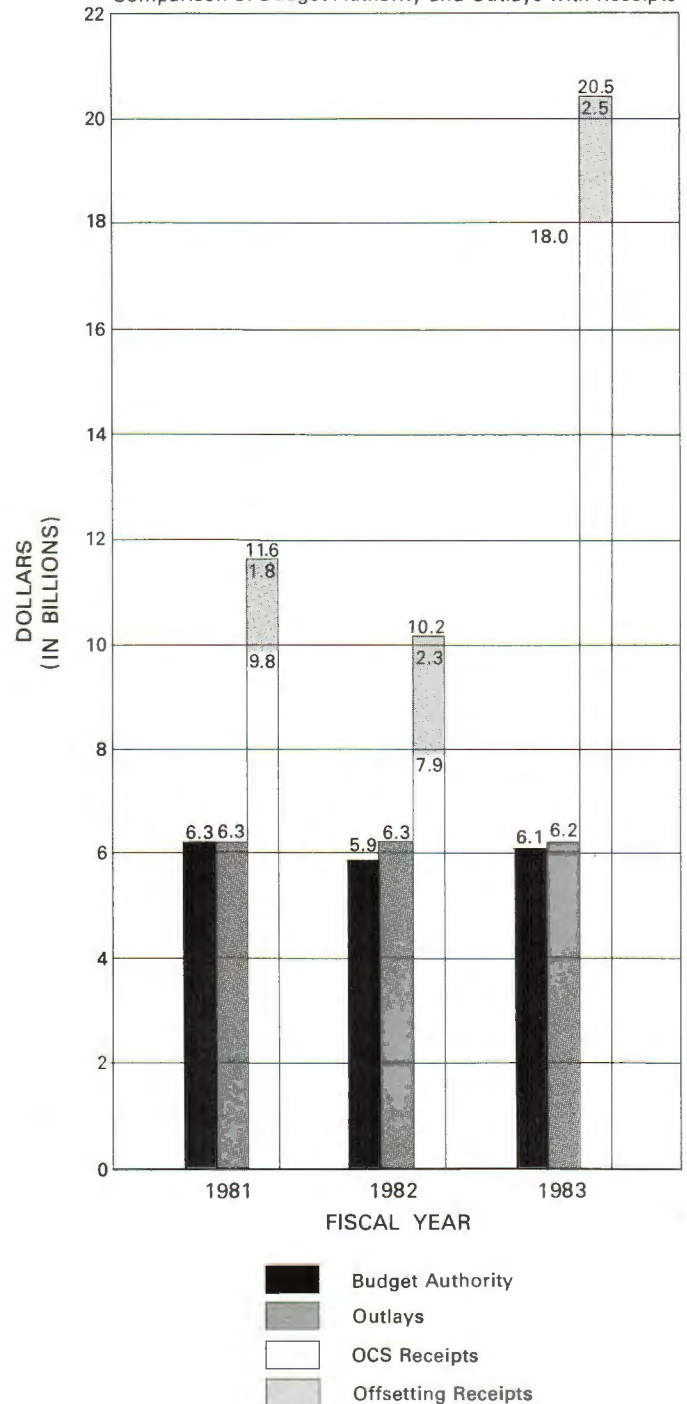
OCS LEASE SALES
ACRES AND DOLLARS BY FISCAL YEAR



Number of OCS Lease Sales



SPENDING VERSUS INCOME
Comparison of Budget Authority and Outlays with Receipts

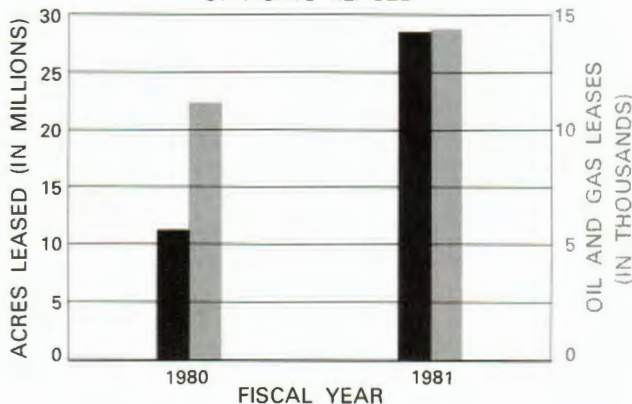


- Leased 424 tracts on 2.23 million acres—marking the first time in the 27-year history of the offshore leasing program that more than 2 million acres were leased. The 1981 figures were 96 percent higher than the 218 tracts and 1.13 million acres recorded in 1980.
- Received total revenues of approximately \$9.8 billion, compared to \$6.3 billion the year before. Thus, the OCS leasing program has contributed substantially to the Administration's economic recovery efforts this year as well as continuing to add to its outstanding environmental record.

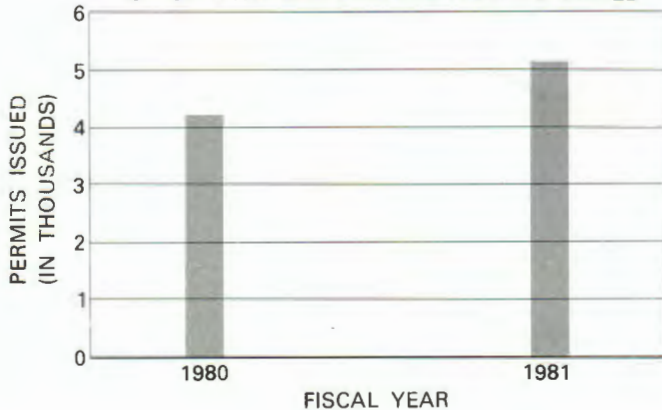
Onshore Oil and Gas

- Increased by 36 percent the number of oil and gas leases issued in fiscal year 1981 as compared to fiscal year 1980, and increased by 152 percent the number of acres leased. We issued 14,394 leases on 28,479,258 acres in fiscal year 1981, compared to 10,569 leases on 11,256,574 acres in fiscal year 1980.

36 PERCENT INCREASE IN NUMBER OF OIL AND GAS LEASES ISSUED
152 PERCENT INCREASE IN NUMBER OF ACRES LEASED



22 PERCENT INCREASE IN NUMBER OF OIL AND GAS DRILLING PERMITS ISSUED

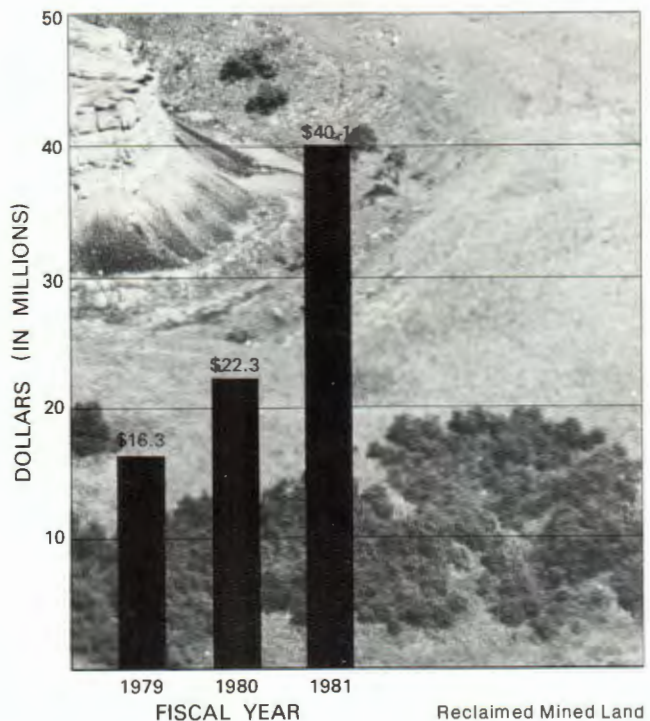


- Issued 5,177 onshore oil and gas drilling permits in 1981, compared to 4,236 in 1980, a 22 percent increase.
- Opened for geophysical exploration more than 100 million acres in Alaska that had been unavailable since 1966.
- Offered for oil and gas leasing 1.5 million acres of the National Petroleum Reserve in Alaska—the largest onshore lease offering in history.
- Ended the oil and gas leasing moratorium imposed by the previous Administration on more than 6.6 million acres of acquired military lands.
- Revamped regulations to speed the processing by the U.S. Geological Survey of oil and gas drilling permits on 110 million acres under federal leases.
- Advocated a 20-year extension of the exploration provision of the Wilderness Act of 1964 to ensure a complete inventory of the Nation's energy and mineral resources as mandated by law.

Coal

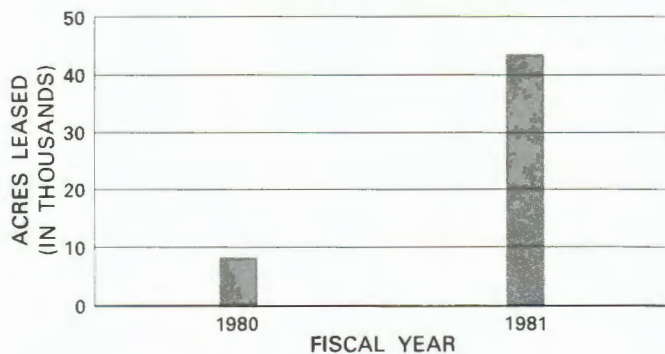
- Increased the acreage leased for coal by 420 percent, from 8,465 acres in fiscal year 1980 to 43,857 in fiscal year 1981.
- Increased the coal tonnage sold by 275 percent, from 100 million tons in fiscal year 1980 to 375 million tons in fiscal year 1981.

COAL LEASING REVENUES IN MILLIONS OF DOLLARS

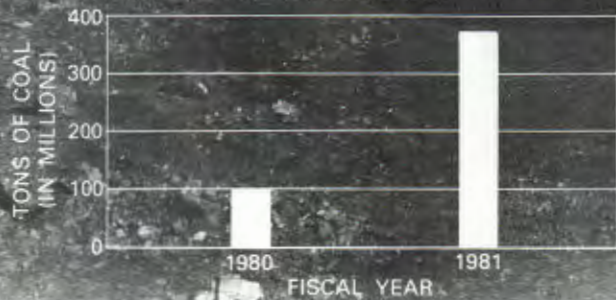


- Revised significantly coal leasing and mining regulations, reducing regulatory volume by 35 percent. This resulted in budget savings of \$10 million per year for the Bureau of Land Management alone and ensured market orientation of the leasing program by setting leasing levels to meet the market demand for coal reserves rather than the bureaucratically established demand for coal production.

420 PERCENT INCREASE IN ACREAGE LEASED FOR COAL



275 PERCENT INCREASE IN COAL TONNAGE SOLD



- Issued the first coal lease for new mines in the West in 10 years and increased the tonnages to be offered for lease in all federal coal regions. We plan to offer for lease 5 billion tons over the next 2 years.
- Revised or in process of revising 60 percent of the Office of Surface Mining's permanent program regulations.
- Approved rights-of-way over federal lands for the Nation's longest coal slurry pipeline, stretching from Wyoming's coal fields to electric utilities in Arkansas, Louisiana, and Oklahoma.

Oil Shale

- Aggressively pursued legislative authority to permit offsite disposal and facility siting authority for oil shale leases to assure maximum environmentally sound resource recovery.
- Initiated environmental assessments, rulemaking, and land-use planning to establish a permanent oil shale leasing program. These steps also will facilitate continued leasing for technological tests, such as multimineral development, under the prototype leasing program.

Geothermal Energy

- Expedited geothermal leasing and development by processing and reducing backlogs of leasing applications; developed a 1982 lease schedule that will offer over 700,000 acres in seven western States; accelerated competitive lease offerings; streamlined environmental assessment procedures; and actively supported legislative initiatives, particularly those providing for increases in the acreage limit per State.

Geothermal powerplant and cooling tower at The Geysers, California.



Tar Sands

- Supported legislation, recently signed by the President, to free up Utah's rich tar sands deposits for exploration and to test mining and retorting technology. The energy potential of the Nation's tar sands deposits is estimated at 2 billion barrels of oil.

Mineral Resources

We face a hidden crisis caused by past failures to provide for a domestic supply of strategic minerals for defense and industry. Today, the United States depends on foreign sources for virtually all of its cobalt (a vital hardener of steel and essential to the aerospace industry), about nine-tenths of its chromium (a critical element in the production of stainless steel), and 100 percent of its manganese (also essential in making steel). Of the 62 basic minerals we stockpile, only 21 meet national security requirements.

To correct these serious imbalances and to reduce our dependence on unreliable foreign sources for essential minerals and materials, we:

- Developed the first national strategic minerals policy to guide this Administration's and Congress' minerals policy decisions.
- Removed other land-use restrictions, in the form of "classifications" dating to the mid-1950's, on 117 million acres of public lands in the West, allowing greater use of the surface estate for exploration, pipelines, and other minerals support functions.
- Increased Departmental emphasis on strategic and critical mineral research and development activities by redirection of \$5.8 million in the U.S. Bureau of Mines' budget.
- Developed a new OCS hardrock-mineral leasing program to allow, for the first time, market testing and development of offshore strategic and critical mineral resources, including manganese nodules in the Blake Plateau and sand and gravel in the Alaskan Arctic.



Research to increase the recovery of strategic and critical minerals from domestic sources is being reemphasized. Here, cobalt and nickel are being recovered from ores.

A YEAR OF CHANGE: TO RESTORE, IMPROVE, AND PRESERVE OUR NATIONAL PARK, WILDERNESS, AND WILDLIFE REFUGE SYSTEMS

As the Nation's principal conservation agency, the Interior Department is responsible for preserving the ecological and scenic values of our national parks and wilderness areas and for protecting and sustaining critical habitats in the refuges set aside on federal lands for migratory birds and other wildlife. Contrary to often-repeated inaccuracies, we pledged that the national parks are inviolate and will be protected from mining, drilling, and logging. In recent years, the funding and manpower resources of the Department have not been adequately directed to fulfilling proper stewardship responsibilities. As a result, in January 1981, we found our national park and wildlife refuge systems in serious need of restoration. The deterioration of our parks was so severe that a General Accounting Office (GAO) study estimated it would cost \$1.6 billion to correct the safety and health hazards to park visitors.



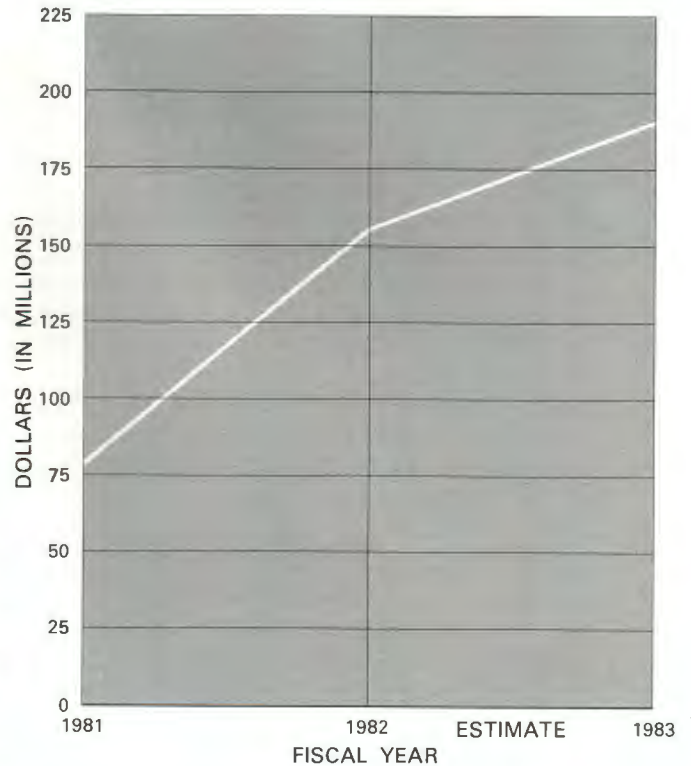
Olympic National Park in Washington State.

National Park and Wilderness Systems

To remedy the deplorable state of our national parks and to enhance the Nation's wilderness system, in our first 12 months we:

- Doubled the funding level requested by the previous Administration for the National Park System to begin correcting the serious health and safety violations cited in the GAO report. We pledged to seek \$1 billion over the next 5 years to restore and improve the national parks. Congress is supporting the initiative; they granted most of the increases in funding requested for this restoration effort.

National Park Service
PARK RESTORATION AND IMPROVEMENT ACTIVITIES



- Instituted a near-moratorium on adding new units to the park system until needed work in existing parks can be accomplished. (We asked for a 90 percent reduction in funding; Congress cut acquisition funding by 70 percent.) Good stewardship means taking care of what we have rather than continuing to reach out for more land than the government can properly manage.

- Encouraged a new partnership with the private sector to improve visitor service. At our major national parks, most visitor services have always been provided by concessioners. This year we developed innovative concessions contracts for the Denali (Mount McKinley, Alaska) and Yellowstone National Parks, requiring the concessioners to contribute a major share of their earnings to improve visitor facilities according to standards and management requirements of the park professionals.



Mount McKinley.

- Formulated a national land protection policy to govern the use of the Land and Water Conservation Fund to protect nationally significant resources by using creative alternatives to full-fee federal government acquisition and purchase. Easements, leases, donations, bargain sales, and other protection techniques are being effectively used in eight case studies.
- Developed a new national historic preservation agenda for the 1980's that includes a 25 percent tax credit for historic rehabilitation to encourage private preservation of historic American buildings and greater State and local responsibilities for the National Register of Historic Places.
- Consolidated the Heritage Conservation and Recreation Service with the National Park Service to halt duplication of funding and management for historic preservation and recreation resources programs. Over \$5 million in administrative costs alone have already been saved as a result of the merger.
- During this International Year of the Disabled, issued the Golden Access Passport which allows the physically disabled or blind to enter the national parks, monuments, historic sites, and recreation areas free and receive 50 percent discounts on recreational use fees.



A Historic Preservation Priority—Restoration of Ellis Island, part of the Statue of Liberty National Monument.



National parks are being made more accessible to handicapped visitors.

- Enlarged the National Park System by adding over 6,000 acres around scenic Kurupa Lake to the Gates of the Arctic National Park in Alaska through a land exchange.
- Issued new regulations for the vast new national parks and wildlife refuges in Alaska. The regulations provide for resource protection but are sufficiently flexible to allow traditional Alaskan activities to continue.
- Added two national parks—Olympic National Park in Washington and Mammoth Cave National Park in Kentucky—to the World Heritage List, thereby according them the international recognition they deserve.

- Moved to expand the Nation's wilderness system by proposing to the President wilderness status for Arizona's Aravaipa Canyon.
- Agreed with Congress to withdraw the Bob Marshall Wilderness Area from leasing activity. Contrary to considerable misinformation, when the House Interior Committee voted to withdraw the Bob Marshall from leasing activity, we readily agreed because we had not even considered leasing the wilderness area. In fact, no lease can be considered until an Environmental Impact Statement is prepared by the U.S. Forest Service, a task still not completed. Therefore, no leasing was possible, nor initiated, nor even contemplated.



The Badlands wilderness area, South Dakota.

National Wildlife Refuge System and Wildlife Protection

To be better stewards of the National Wildlife Refuge System and our wildlife heritage, we:

- Purchased 24,349 acres of wetland habitat for ducks, geese, and other migratory birds in the continuation of a national wetlands acquisition program funded by the sale of Migratory Bird Hunting and Conservation Stamps.
- Initiated acquisition of two new national wildlife refuges: 16,000 acres were acquired for Bogue Chitto on the Louisiana-Mississippi border and 1,500 acres for Bon Secour along the Gulf Coast of Alabama. A third refuge, Big Boggy on the Texas Gulf Coast, was approved for acquisition when funds become available.



National Wildlife Refuges provide breeding, wintering, and resting areas for millions of migratory birds. Here, thousands of pintails migrating from their breeding grounds stop at the Sacramento National Wildlife Refuge near Willows, California.

- Approved the purchase of 14 private inholdings from willing sellers of 947 acres in Barnegat National Wildlife Refuge in New Jersey, 312 acres in Humboldt Bay National Wildlife Refuge in California, and 25 acres in Rachel Carson National Wildlife Refuge in Maine.
- Initiated recovery plans for 168 endangered species, 65 more than in 1980; nearly doubled the number of plans completed; and continued listing plant and animal species.
- Completed an ecological map inventory of fish and wildlife resources on the Pacific Coast and initiated the map inventory in the coastal areas of the Gulf of Mexico.
- Approved plans for Kansas, Colorado, and Wyoming, giving those States more independence in the use of federal excise tax funds apportioned to them for fish and wildlife restoration activities under the Dingell-Johnson and Pittman-Robertson Acts. Apportioned to the 50 States \$107 million in federal funds for fish and wildlife restoration and improvement projects and hunter safety education programs.

- Conducted a successful “sting” operation, uncovering a multimillion dollar black market traffic that dealt in thousands of endangered and protected American and foreign reptiles. Agents seized more than 1,000 live animals and arrested 27 people.
- Implemented a plan to provide greater protection to endangered humpback whales in their summering ground in Glacier Bay, Alaska.
- Approved a comprehensive land use plan for 12 million acres of public lands within the California Desert Conservation Area. We assured that various uses and competing demands will be balanced with protection of unique public values. Included in the action was approval of the East Mojave National Scenic Area—the Bureau of Land Management’s first such designation.

Grizzly bear at Yellowstone National Park in Wyoming.



A YEAR OF CHANGE: TO INCREASE THE SUPPLY AND IMPROVE THE MANAGEMENT OF QUALITY WATER RESOURCES IN AN EFFORT TO AVERT A WATER CRISIS IN THE NEXT DECADE

Just as energy was the critical resource issue of the 1970's and strategic minerals are critical in the 1980's, looming on the horizon is the likelihood of a water crisis in the 1990's.

Although fiscal constraints and a lack of adequate planning precluded new starts for water development projects in 1981, we moved aggressively to speed completion of ongoing projects. By 1985, our current programs should yield about 381,000 acre-feet of new water supplies for municipal, industrial, and agricultural uses, plus approximately 700,000 kilowatts of additional power generation from new and upgraded powerplants.

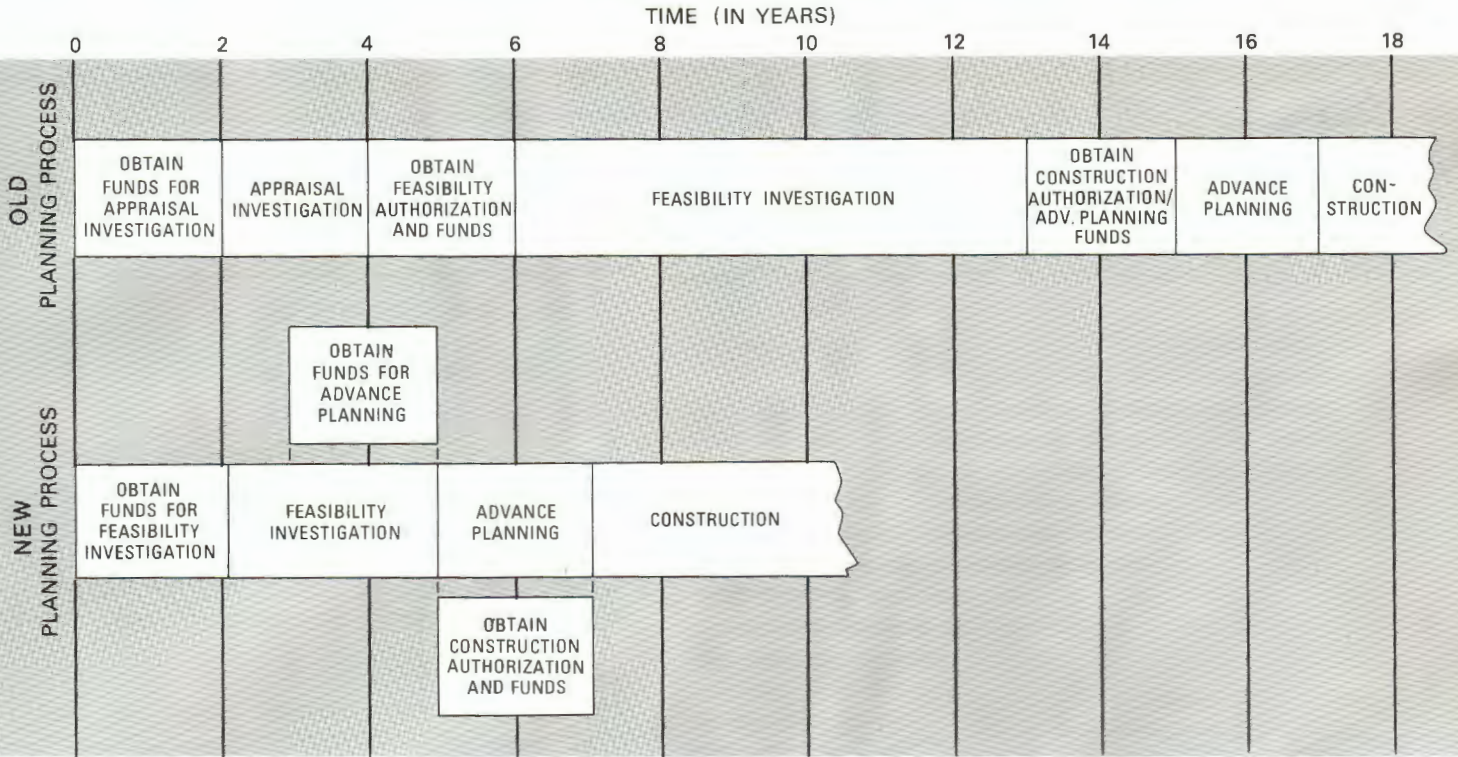


Glen Canyon Dam, Utah-Arizona.

The major water-related achievement of the past year was the development of policies to ensure long-range water availability. By making the tough decisions, we have taken the essential first steps to avert a water crisis in America's future. Among the most notable achievements in our first 12 months, we:

- Accelerated the Bureau of Reclamation's ongoing construction program with progress on 70 water development projects. In addition, 13 new investigations in 11 States were proposed to explore surface- and ground-water development, conservation, and management. State and local financing is being explored as a means of reducing the level of federal investment required for these projects.
- Established an Office of Water Policy to provide policy analysis on water issues and liaison to the States and water groups. The Office will emphasize the primacy of State water law and increased State responsibility in managing, planning, and financing water projects.
- Encouraged non-federal hydroelectric development at federal facilities. Joint participation with non-federal entities can bring power on line sooner for meeting local needs, reduce federal expenditures, lower consumer utility costs, and enhance the development potential and economic base of local communities.
- Streamlined the federal water project planning process, reducing by one-half to two-thirds the time traditionally required—an average of 17 years—to complete planning activities prior to water project construction.
- Moved to replace the cumbersome Principles and Standards for the review and evaluation of federal water projects with more flexible and less time-consuming guidelines that assure prudent public investment in environmentally and economically sound water development projects.
- Coordinated new legislation to reform the 1902 Reclamation Act by increasing the acreage eligible for low-cost federal irrigation water from 160 to 960 acres per farm. Interior supported other amendments to the law which would repeal the residency requirements to qualify for federal water, would exempt from the law certain Corps of Engineers projects and districts which have completed their repayment obligation, and would authorize adjustment of the acreage limit for areas where growing seasons are shorter.
- Returned to multiple use more than 50,000 acres of project lands not needed for water project purposes.

COMPARISON OF PLANNING PROCESSES
BUREAU OF RECLAMATION



- Took prompt corrective action to repair major structural damage to the San Luis Dam in California, restored lost power at the Grand Coulee Dam, and resolved a long dispute over the New Melones reservoir on the Stanislaus River, California, by ordering it to be filled to the congressionally authorized storage capacity.
- Put on line the Mount Elbert pumped-storage hydroelectric powerplant, part of the Fryingpan-Arkansas Project which diverts water from Colorado's West Slope to the eastern plains.
- Cleared the way for licensing the Terror Lake hydropower project in the Kodiak Wildlife Refuge in Alaska—the first hydro project constructed in a refuge. A cooperative wildlife mitigation agreement among the Department, the State, the project applicant, and three national environmental organizations led to issuance of the required Federal Energy Regulatory Commission license.
- Made decisions, pending for 13 years, on the Central Arizona Project, dealing with water allocations, flood control involving Orme Dam or alternatives, and construction of the proposed Tucson Aqueduct. By choosing an alternative to construction of Orme Dam, we precluded flooding of the Fort McDowell Indian Reservation in Arizona.

Irrigation project, Solano County, California.



A YEAR OF CHANGE: TO IMPROVE STATE AND LOCAL RELATIONSHIPS WITH THE FEDERAL GOVERNMENT THROUGH A "GOOD NEIGHBOR" POLICY

A year ago, federal-State relations concerning public land matters were at the lowest ebb in decades. In the western States particularly, where 3 of every 5 acres are controlled by the federal government, Washington's dominance in resource-management decisions was widely viewed as arrogant and heavy-handed. State and local governments were more often than not left out of important decisionmaking processes or were brought in at the last minute for "consultation."

It was this high tide of federal intrusion, the war on the West, that fomented the turbulent popular uprising known as the "Sagebrush Rebellion."

Today that tide has turned.

Recognizing that those officials closest to their constituents are in a better position to understand local needs and concerns, the Department has changed many policies and procedures to reflect a revitalization of the federal system of government envisioned in the Constitution. Additionally, we have given the keys of access to this Administration to all Americans. Our land managing agencies now do more listening and less talking. Our field officials have greater authority to make decisions in consultation with governors, county commissioners, and the various elected or appointed local governing bodies. Washington sets the broad policies, but implementation is done in cooperation with State and local governments.

To enhance this renewed partnership and to open the doors of government, we:

- Met often with western governors collectively and individually in the West and in Washington to get their advice and solve their problems.
- Met with State legislators, county commissioners, and water, public land, and park officials from State and local governments in order to be responsive to their needs.
- Met with special interest groups and private citizens upon their request in Washington and in their States.
- Hosted breakfast meetings with 184 Members of Congress, 63 congressional staff members, and 160 individuals representing national, regional, and State organizations with interests in matters under Interior's jurisdiction.

Illustrating the open-door policy of this Administration, these sessions were designed to provide opportunities for representatives of the people and interest groups to talk and for Interior officials

to listen in order to make the changes needed to restore America's greatness.

Water Resources

- Returned to the States primary authority to allocate water resources. In reversing a 1979 legal opinion on so-called "nonreserved" federal water rights, we reaffirmed that, unless otherwise directed by Congress, the individual States shall govern how Interior agencies acquire new water sources.
- Reorganized the entire structure of federal water policy, which was outdated, confusing, and without specific direction. We have disbanded the inefficient and scattered river basin commissions and greatly reduced the Water Resources Council's role in policymaking, thereby returning to the States major water planning functions.

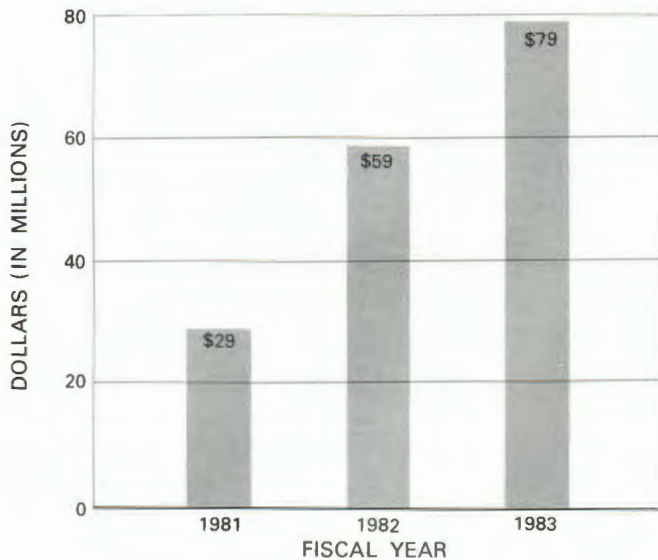
Public Lands

- Authorized the transfer, exchange or sale of nearly 9,000 acres of federal lands to State and local governments. This was in response to a request we made to western governors to identify small parcels of federally owned land that could be put to better use locally for beneficial public purposes. Requests covering another 950,000 acres are being reviewed and processed.
- Enhanced public access to federal lands by simplifying rights-of-way regulations, streamlining energy facility siting processes, and cutting in half the time it takes to complete a land-use plan.
- Revitalized efforts to honor States' rightful claims for the federal lands they were granted upon entering the Union. Alaska received 7 million acres in 1981; budget and administrative actions taken last year will permit the conveyance of an additional 12 million acres in 1982. In the Lower 48, Arizona was deeded 58,825 acres, compared to 168 acres over the past 4 years, and Idaho received the 19,200 acres it was due because that State had not received any land over the past 4 years. Efforts are underway in several other States to substantially complete their entitlements by the end of the current fiscal year.

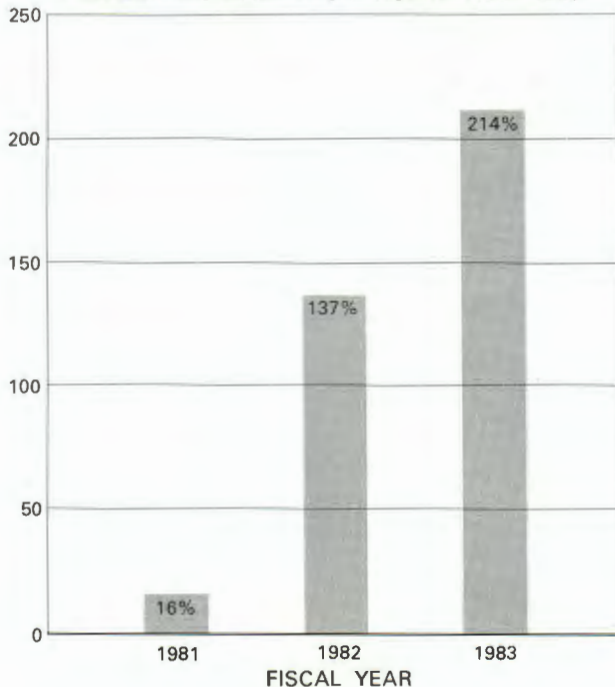
Energy Resources

- Reorganized the Office of Surface Mining (OSM) to ensure that coal-producing States will have primary authority for enforcing surface mining regulations, as Congress intended. The new structure will enhance OSM's oversight role but will reserve to the States actual implementation of environmental and reclamation standards.

RECLAMATION OF ABANDONED MINE LAND
STATE RECLAMATION PROGRAM GRANTS



PERCENT INCREASE FROM FISCAL YEAR 1980



Wildlife Habitats and Rangelands

- Established a more effective program to reduce losses of domestic livestock to predators. In response to numerous requests from State and local governments and agricultural groups, we took steps to change overly restrictive policies to allow selective methods for controlling excessive coyote populations.
- Reaffirmed and strengthened the traditional separation of federal and State roles in wildlife management. In connection with our ongoing development of a National Fish and Wildlife Policy, we issued interim guidance to reflect a greater concern for the role of each State in managing various species while federal agencies cooperate in managing the habitat.
- Implemented a new range management policy which, together with reform of grazing and land-use planning regulations, puts taxpayer dollars into those categories of rangeland where the need is greatest and the return to the public is highest.



The public lands provide forage for millions of sheep and cattle.

Revenue Sharing

- Made record payments of \$539 million to State and local governments in the form of shared revenues from energy production, sales of public land resources, and direct appropriations to counties as compensation in lieu of the taxes they forego on federal lands within their boundaries. These payments exceeded those of 1980 by 15 percent.
- Established the first Departmental program to collect delinquent oil and gas royalties and to share them on a timely basis with the States in which they were earned from federal lands. Wyoming received the first check—over \$400,000.

A YEAR OF CHANGE: TO PROMOTE DEVELOPMENT OF THE ECONOMIC AND SOCIAL RESOURCES OF INDIAN TRIBES AND ISLAND TERRITORIES UNDER U.S. ADMINISTRATION

Although most of the Interior Department's activities pertain to the management, protection, and development of natural resources, it also is charged with major responsibilities in the area of *human* resources. As the federal administrative agency for most Indian-owned lands and numerous island territories under U.S. protection, the Department is directly concerned with the people of those areas. Our principal aim is to help them achieve a better livelihood through economic self-reliance and governmental self-determination.

Indian Communities

Interior's Bureau of Indian Affairs (BIA) has the Nation's primary responsibility for approximately 700,000 Indians residing on or near more than 50 million acres of reservation lands. The scope of this relationship extends beyond protection of the trust property. We also provide social, medical, and educational services and preserve and enhance tribal self-government. During our first 12 months, we have worked closely with tribal groups and their elected leadership to provide Indian peoples with adequate means to conduct their own affairs to *their* satisfaction. We:

- For the first time in history, appointed an Indian from a reservation to direct Interior's Indian Affairs program.
- Initiated several pilot projects to increase tribal control over local programs. We proposed and Congress provided that several BIA programs be consolidated into one budget item to provide more direct funding and to give both the tribes and the BIA more flexibility to meet unforeseen needs as they arise. Each tribe would have the option of selecting, within an overall budget, the funding amounts and types of programs it wants to consolidate.
- Proposed reform of BIA rules under the Indian Self Determination Act which requires tribes to receive certain government assistance through contracts. The proposal will permit wider use of grants and cooperative agreements.
- Cushioned the effects of budget reductions on direct services to Indians by cutting overhead costs. Expenses for management and administrative services accounted for more than 10

percent of the BIA's total funding in fiscal year 1981. Over the next 2 fiscal years, the Bureau's overhead will be reduced by approximately 30 percent.

- Stepped up efforts to protect Indian water rights. We conducted 47 water resources planning studies on 32 reservations to provide tribes with the technical information and planning documentation needed to obtain favorable settlements of their pending water rights claims. The studies also will enable the tribes to pursue the orderly development and beneficial use of their water resources.
- Created and selected an alternative to construction of Orme Dam to preclude flooding of the Fort McDowell reservation in Arizona as well as to achieve other objectives. We also gave an Indian allocation of 255,000 acre-feet of water for the Central Arizona Project, with the tribes sharing first priority with municipal and industrial users.



Navajo lumber mill.

- Pursued key negotiations on behalf of tribal groups to ensure continued Indian fishing rights, including:
 - Development of a basis for settlement of litigation between Michigan and three Chippewa tribes over Indian treaty fishing rights on the Great Lakes;
 - Initiation of a comprehensive fishery management plan for the Klamath River basin to halt the illegal sale of salmon; and,
 - Development of cooperative agreements with the tribes and the Department of Commerce enabling the Indian treaty share of the Fraser River salmon fishery to approach the tribes' legal entitlement of 50 percent of the U.S. harvestable surplus.
- Rehabilitated 24 Indian schools—4 more than in 1980—to improve safety, to enhance the classroom environment, and to promote energy efficiency.
- Created and implemented an agreement with the College of Santa Fe (New Mexico) to provide space for the Institute of American Indian Art and housing for its students and transferred students from the Albuquerque Indian School to new facilities in Santa Fe.
- Established a reservation for the Skagit Indian Tribe in the State of Washington.
- Accelerated the conveyance of land pursuant to the Alaska Native Claims Settlement Act. Cumulative transfers to native Alaskans had reached 20 million acres by year end. Budget and reorganization decisions made in 1981 will permit conveyance of an additional 6 million acres to native corporations in 1982.

Island Territories

The Interior Department also has administrative responsibilities for the U.S. flag territories of Guam, American Samoa, the Virgin Islands, and the trust territories of the Northern Mariana Islands and the Pacific Islands (Micronesia). Our basic objective in all these areas is to aid in the development of educational, economic, social, and political programs that will enable the people to have greater local control of their affairs.

- Joined the Departments of State and Defense in concluding a comprehensive analysis of U.S. policy toward the Micronesian future political status negotiations. We resumed negotiations with Micronesian governments to develop a relationship of free association between them and the United States. Once these negotiations are completed, the United States will have defense responsibility in the region, but the islanders will have full internal self-government.
- Played a leading role in supporting proposals to the Federal Communications Commission (FCC) for satellite earth stations in the new political entities of the Trust Territory of the Pacific Islands. Because of the vast distances between governmental centers and the sparse, widely distributed population, a reliable communications system is imperative. The FCC recently approved a filing by Comsat for a terminal on Palau and will be reviewing filings for six other terminals in the Trust Territory.



Secretary Watt visits Navajo Nation, Arizona.

A YEAR OF CHANGE: TO BRING BETTER GOVERNMENT THROUGH GOOD MANAGEMENT AND DECISIVE LEADERSHIP

Over the past two decades, Congress has passed a host of laws to protect the environment and to provide for balanced economic development of our natural resources. Because these laws provide a more than adequate statutory framework to accomplish the Nation's goals, we saw no need at Interior for an extensive legislative agenda. We *did* see a need for good management to enable us to administer properly the laws already on the books.

During the Year of Change, we moved decisively to implement sound management concepts and practices throughout the Department. The result is a more effective, responsive, and flexible agency. The following is representative of our accomplishments.

Management

- Appointed to all senior line political positions individuals with previous federal, State, local, or tribal government experience. The Secretary and Under Secretary together brought 21 years of federal experience to the Department. The U.S. Geological Survey, U.S. Fish and Wildlife Service, and National Park Service were put under professional career government leadership.
- Supported the recommendations of Interior's professional career resource managers, who rely on the best available scientific data. For example, their recommendations figured prominently in our efforts to protect endangered species, to control livestock losses due to predators, to accelerate the OCS leasing activities, and to revise extensively the rangeland-management programs. No major programmatic decisions were made without the full support of the professional career managers.
- Established a comprehensive management-by-objectives program (MBO). MBO has given the Department an effective mechanism for managing progress and achieving goals. It pinpoints responsibility under a clearly defined timetable and invites broader employee participation in the decisionmaking process. More importantly, it has focused attention throughout the Department on the need to:
 - Plan all activities carefully, from inception through completion;
 - Integrate goals among bureaus and offices;
 - Set intermediate goals and accomplishment dates; and,
 - Meet scheduled deadlines.

Internal Control

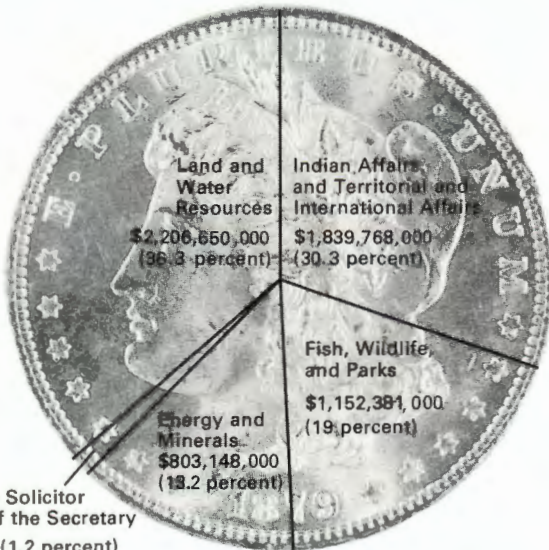
- Completed a major investigation into allegations of waste and revenue loss resulting from improper management of oil and gas royalties. These allegations have been of concern since 1959 to the Congress, the GAO, the State governments and Indian communities which share the revenues, and the Nation's taxpayers. One of our first official actions was to form a joint working group with the western governors to address the problem head on.

We then established a special Commission on Fiscal Accountability of the Nation's Energy Resources headed by David F. Linowes, an internationally recognized authority on accounting and auditing. In its final report, issued at the close of our first 12 months, the commission made and we adopted numerous recommendations to improve internal control and on-site security; implementation of the recommendations is now underway.

- Created a Minerals Management Service by reassigning the Conservation Division from the USGS to a three-man executive group in the Secretary's office. By separating the regulatory functions of the Conservation Division from the scientific information responsibilities of the USGS, we will improve management of the oil and gas royalties accounting and collection system.
- Began overseeing audits of the 25 largest lessees of oil and gas on federal and Indian lands, which together account for about 85 percent of all royalties.
- Took aggressive action to recover funds or to collect payment for the improper use of government money and property. As of April 1, 1981, the Inspector General had 193 open audits concerning questioned costs of about \$46 million. By January 20, 1982, all but 19 of the open audits were resolved, and the amount of questioned costs had been reduced to \$203,000.

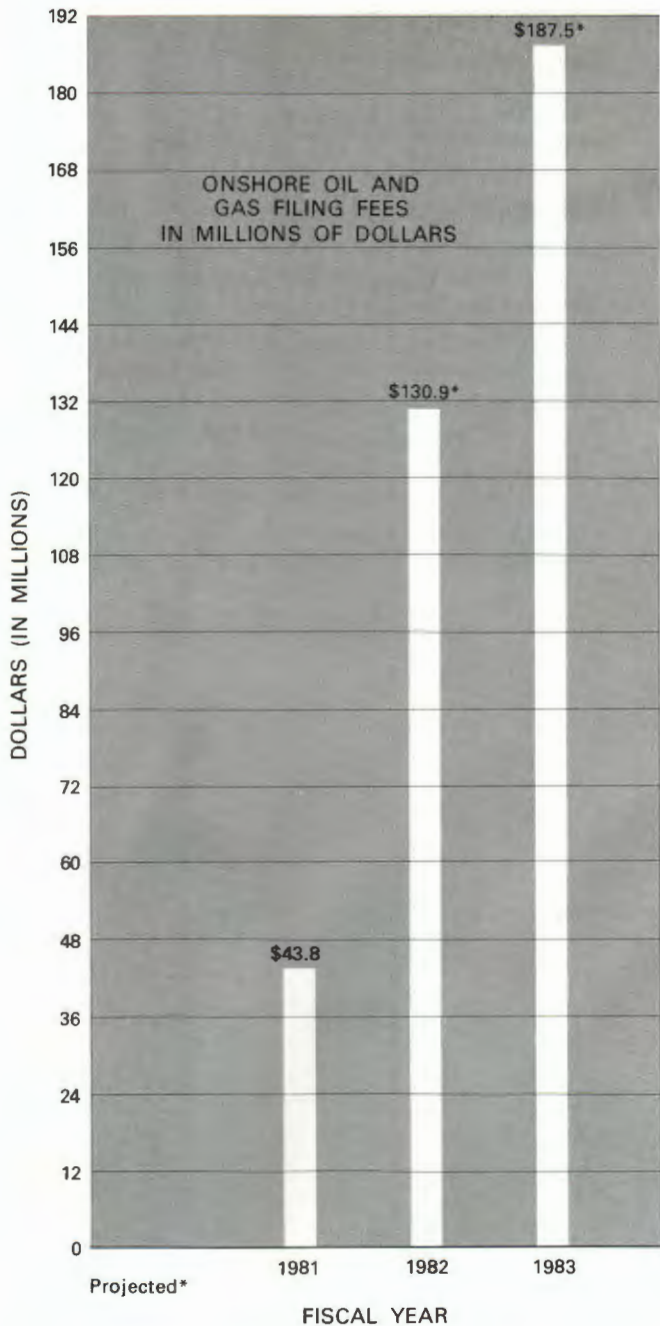
Efficiency and Economy

- Worked with Congress to reduce the previous Administration's 1981 and 1982 budget requests by \$130 million and \$850 million, respectively. Thus, our 1982 controllable appropriation was 9 percent below the 1981 appropriation and 17 percent below the previous Administration's budget request for 1982.



Office of the Solicitor and Office of the Secretary
\$74,628,000 (1.2 percent)

- Reduced administrative expense by reorganizing the OSM, eliminating other Departmental functions that were no longer needed, and sharply cutting back the immediate staffs of the Secretary and Assistant Secretaries.
- Merged the Heritage Conservation and Recreation Service with the National Park Service, thereby eliminating duplicative functions.
- Reduced the previous Administration's Departmental employment ceiling in fiscal year 1981 by 2,048 positions and cut 7,143 staff-years from the original fiscal year 1982 ceiling of 86,386. From January through November 1981, total staff was reduced by 3,721, a reduction of approximately 5 percent.
- Increased user fees where payments were not commensurate with benefits received. For example, we raised the oil and gas lease filing fee last year, first from \$10 to \$25 and then to \$75. As a result, we expect revenues from this source to quadruple, bringing in an additional \$140 million to the federal treasury.



Red Tape Reduction

- Experienced a 30 percent reduction in the number of lawsuits filed against the Department of the Interior. In 1981, 138 cases were filed, compared to 197 filed in 1980.
- Took steps to streamline Interior's energy and mineral leasing procedures, water development planning, and the Environmental Impact Statement process. Our overriding objective is to ensure that the cost of these processes and the documents they generate do not exceed their value relative to the decisions being made. Currently, some 20,000 environmental documents are prepared annually. Of these, fewer than 100 per year evolve into Environmental Impact Statements; the remainder generate findings of no significant impact.
- Undertook a major program of regulatory reform. In response to our call for comments on Interior Department regulations that are unnecessary, needlessly burdensome, or counterproductive, we received more than 300 responses from federal, State, and local governments, from industry and private sector groups, and from environmental and conservation organizations. From these suggestions, we established a set of 55 high-priority regulatory reform projects and then developed a detailed management system to achieve them. To date, action has been completed on 22 sets of regulations.



