

NATIONAL HISTORIC TRAILS INTERPRETIVE CENTER IN
CASPER, WYOMING

MARCH 24, 1998.—Committed to the Committee of the Whole House on the State
of the Union and ordered to be printed

Mr. YOUNG of Alaska, from the Committee on Resources,
submitted the following

REPORT

[To accompany H.R. 2186]

[Including cost estimate of the Congressional Budget Office]

The Committee on Resources, to whom was referred the bill (H.R. 2186) to authorize the Secretary of the Interior to provide assistance to the National Historic Trails Interpretive Center in Casper, Wyoming, having considered the same, report favorably thereon without amendment and recommend that the bill do pass.

PURPOSE OF THE BILL

The purpose of H.R. 2186 is to authorize the Secretary of the Interior to provide assistance to the National Historic Trails Interpretive Center in Casper, Wyoming.

BACKGROUND AND NEED FOR LEGISLATION

H.R. 2186 was introduced in an effort to preserve and interpret several historic trails which crossed Western America during the 1800s. These historic trails, including four Congressionally designated trails, form a distinctive part of our Nation's history and represent valuable historic and cultural themes which helped shaped the West.

This bill is the result of a cooperative partnership which began in 1992 between federal and non-federal interests to help fund, construct, operate, and maintain the Trails Center. The partnership includes the Bureau of Land Management (BLM), the City of Casper, Wyoming, and the non-profit National Historic Trails Foundation. Significant financial contributions have also been made by the State of Wyoming. The non-federal partners have made a clear

commitment to share approximately one-half of the total costs to construct, maintain, and operate the Trails Center. The cooperative agreement between the BLM and the other non-federal partners requires the establishment of a \$1 million endowment, the interest of which will be used to maintain the Trail Center exhibits.

Federal involvement is authorized by the Federal Land Policy and Management Act (Section 307(b)), the National Historic Preservation Act (Sections 1(b)(3), 2, and 302), and the National Trails System Act (Section 11(b)(1) and (2)). The BLM has already expended a considerable amount completing the design work and engineering blueprints for the Trails Center. With the design work done, the land available, and most of the non-federal funds accrued, the actual building needs to be constructed. H.R. 2186 authorizes the appropriation of funds to complete this construction.

COMMITTEE ACTION

H.R. 2186 was introduced on July 17, 1997, by Congresswoman Barbara Cubin (R-WY). H.R. 2186 was referred to the Committee on Resources, and within the Committee to the Subcommittee on National Parks and Public Lands. On October 9, 1997, the Subcommittee held a hearing on H.R. 2186. The Administration, represented by Matt Millenbach, Deputy Director of the BLM, endorsed the concept of the Trails Center; however, he stated that funds were currently unavailable for its construction. On October 30, 1997, the Subcommittee met to mark up H.R. 2186. No amendments to H.R. 2186 were offered and the bill was then ordered favorably reported to the Full Committee by voice vote. On March 11, 1998, the Full Resources Committee met to consider H.R. 2186. No amendments were offered. The bill was then ordered favorably reported to the House of Representatives by voice vote.

COMMITTEE OVERSIGHT FINDINGS AND RECOMMENDATIONS

With respect to the requirements of clause 2(1)(3) of rule XI of the Rules of the House of Representatives, and clause 2(b)(1) of rule X of the Rules of the House of Representatives, the Committee on Resources' oversight findings and recommendations are reflected in the body of this report.

CONSTITUTIONAL AUTHORITY STATEMENT

Article I, section 8 and article IV, section 3 of the Constitution of the United States grant Congress the authority to enact H.R. 2186.

COST OF THE LEGISLATION

Clause 7(a) of rule XIII of the Rules of the House of Representatives requires an estimate and a comparison by the Committee of the costs which would be incurred in carrying out H.R. 2186. However, clause 7(d) of that Rule provides that this requirement does not apply when the Committee has included in its report a timely submitted cost estimate of the bill prepared by the Director of the Congressional Budget Office under section 403 of the Congressional Budget Act of 1974.

COMPLIANCE WITH HOUSE RULE XI

1. With respect to the requirement of clause 2(1)(3)(B) of rule XI of the Rules of the House of Representatives and section 308(a) of the Congressional Budget Act of 1974, H.R. 2186 does not contain any new budget authority, spending authority, credit authority, or an increase or decrease in tax expenditures. According to the Congressional Budget Office, enactment of H.R. 2186 will increase offsetting receipts from concessions and visitor fees beginning in 2002, but the increase will be less than \$500,000 per year.

2. With respect to the requirement of clause 2(1)(3)(D) of rule XI of the Rules of the House of Representatives, the Committee has received no report of oversight findings and recommendations from the Committee on Government Reform and Oversight on the subject of H.R. 2186.

3. With respect to the requirement of clause 2(1)(3)(C) of rule XI of the Rules of the House of Representatives and section 403 of the Congressional Budget Act of 1974, the Committee has received the following cost estimate for H.R. 2186 from the Director of the Congressional Budget Office.

CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, DC, March 19, 1998.

Hon. DON YOUNG,
*Chairman, Committee on Resources,
House of Representatives, Washington, DC.*

DEAR MR. CHAIRMAN: The Congressional Budget Office has prepared the enclosed cost estimate for H.R. 2186, a bill to authorize the Secretary of the Interior to provide assistance to the National Historic Trails Interpretive Center in Casper, Wyoming.

If you wish further details on this estimate, we will be pleased to provide them. The CBO staff contact is Victoria V. Heid.

Sincerely,

JUNE E. O'NEILL, *Director.*

Enclosure.

H.R. 2186—A bill to authorize the Secretary of the Interior to provide assistance to the National Historic Trails Interpretive Center in Casper, Wyoming

Summary: H.R. 2186 would direct the Secretary of the Interior, acting through the Director of the Bureau of Land Management (BLM), to construct, operate, and maintain a National Historic Trails Interpretive Center in Casper, Wyoming. CBO estimates that implementing the bill would cost BLM about \$2 million in fiscal year 2000 and about \$6 million over the 2000–2003 period, assuming appropriation of the necessary amounts. Because enacting the bill would increase offsetting receipts beginning in fiscal year 2002, pay-as-you-go procedures would apply, but we estimate the increase would total less than \$500,000 per year beginning in fiscal year 2002.

H.R. 2186 contains no intergovernmental or private-sector mandates as defined in the Unfunded Mandates Reform Act of 1995

(UMRA) and would impose no costs on state, local, or tribal governments.

Estimated cost to the Federal Government: The estimated budgetary impact of H.R. 2186 is shown in the following table. The costs of this legislation fall within budget function 300 (natural resources and environment).

[By fiscal year, in millions of dollars]

	1998	1999	2000	2001	2002	2003
CHANGES IN SPENDING SUBJECT TO APPROPRIATION						
Estimated authorization level	0	0	5	0	(¹)	(¹)
Estimated outlays	0	0	2	3	(¹)	(¹)
Estimated budget authority	0	0	0	0	(¹)	(¹)
Estimated outlays	0	0	0	0	(¹)	(¹)

¹ Less than \$500,000.

Basis of estimate

Under H.R. 2186, BLM would construct, operate, and maintain a National Historic Trails Interpretive Center in Casper, Wyoming. BLM would build the center on land provided by the city of Casper, Wyoming. The agency would construct and operate the center in cooperation with the city and the National Historic Trails Interpretive Center Foundation, and in accordance with certain agreements made between the city, the foundation, and BLM.

Spending subject to appropriation

H.R. 2186 would authorize the appropriation of \$5 million to construct, operate, and maintain the National Historic Trails Interpretive Center. The bill also would authorize the Secretary to collect an entrance fee from visitors, to allow private concessionaires to operate at the center, and to use income from visitor fees, concession collections, and donations to develop and operate the center, subject to appropriation.

Based on information from BLM and the foundation, CBO estimates that total discretionary outlays to construct and operate the center would be about \$2 million in fiscal year 2000 and would total about \$6 million over the 1999–2003 period, assuming appropriation of the authorized amount for construction and the estimated amounts for annual operations beginning in 2002. We estimate BLM's outlays to construct the center would be about \$2 million in fiscal year 2000 and about \$3 million in fiscal year 2001. Once construction is complete, BLM's outlays to operate the center would total about \$300,000 per year. For purposes of this estimate, we assume that H.R. 2186 would be enacted by the beginning of fiscal year 1999 and that the Congress would appropriate funds to construct the center in fiscal year 2000.

Direct spending (including offsetting receipts)

Based on information from BLM and the foundation, CBO estimates that offsetting receipts from visitor fees and concessions would total about \$200,000 per year once construction is complete and the center opens in fiscal year 2002. The spending of such receipts would be subject to appropriation.

Pay-as-you-go considerations: Section 252 of the Balanced Budget and Emergency Deficit Control Act of 1985 sets up pay-as-you-go procedures for legislation affecting direct spending or receipts. H.R. 2186 would decrease direct spending because it would result in offsetting receipts from entrance fees and concessions at the National Historic Trails Interpretive Center. Hence, pay-as-you-go procedures apply to the bill, but we estimate that the increase in offsetting receipts would not be significant.

Estimated impact on State, local, and tribal governments: H.R. 2186 contains no intergovernmental mandates as defined in UMRA and would impose no costs on state, local, or tribal governments. The state of Wyoming and local governments within the state have already agreed to provide considerable support for the center, but this support is, and would continue to be, voluntary. These governments have committed over \$3 million towards the project, including land to be donated by the city of Casper.

Estimated Impact on the private sector: This bill would impose no new private-sector mandates as defined in UMRA.

Estimate prepared by: Federal costs: Victoria V. Heid; Impact on State, local, and tribal governments: Marjorie Miller.

Estimate approved by: Robert A. Sunshine, Deputy Assistant Director for Budget Analysis.

COMPLIANCE WITH PUBLIC LAW 104-4

H.R. 2186 contains no unfunded mandates.

CHANGES IN EXISTING LAW

If enacted, H.R. 2186 would make no changes in existing law.

