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FEDERAL ENERGY ORGANIZATION

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AGENCY ACRONYMS

AEC	-- Atomic Energy Commission
BLM	-- Bureau of Land Management
BOM	-- Bureau of Mines
CEA	-- Council of Economic Advisers
CEQ	-- Council on Environmental Quality
CIA	-- Central Intelligence Agency
DOT	-- Department of Transportation
EPA	-- Environmental Protection Agency
EPO	-- Energy Policy Office
ERC	-- Energy Resources Council
ERDA	-- Energy Research and Development Administration
FEA	-- Federal Energy Administration
FEØ	-- Federal Energy Office
FPC	-- Federal Power Commission
HUD	-- Department of Housing and Urban Development
ICC	-- Interstate Commerce Commission
IEA	-- International Energy Agency
NASA	-- National Aeronautics and Space Administration
NOAA	-- National Oceanic and Atmospheric Administration
NRC	-- Nuclear Regulatory Commission
NSF	-- National Science Foundation
OMB	-- Office of Management and Budget
TVA	-- Tennessee Valley Authority
USGS	-- United States Geological Survey

The reorganization of the Federal Government for the handling of energy issues has been a continuing focus of congressional interest in coping with the Nation's energy problems. Since the energy crisis intensified in 1973, the President reorganized energy programs three times, and Congress established four new energy agencies by legislation in the 93rd Congress. Numerous energy programs are still dispersed among many different agencies, some with energy as their primary concern, and others with energy functions impacts related secondarily to their principal mandates in other areas.

This report summarizes the functions of the energy agencies in the Federal Government.

INDEPENDENT AGENCIES

Three independent energy agencies were established by the 93rd Congress: The Federal Energy Administration, the Energy Research and Development Administration, and the Nuclear Regulatory Commission. Other independent agencies with primary energy functions include the Federal Power Commission, the National Science Foundation and the Environmental Protection Agency.

The Federal Energy Administration (FEA)

The FEA was established in May, 1974, by P.L. 93-275 (15 U.S.C. 761-786). It was designed to deal with energy allocation and supply problems, and is the Federal agency with responsibility for allocation plans, possible rationing, and related programs. It deals with conservation measures which can be instituted through existing technologies. At its inception (as the Federal Energy Office, preceding its statutory authorization) it was designed to be the focal point for energy policy planning. However, this role has been passed on to the Energy Resources Council (see below) and to some extent has reverted to the Interior Department. The FEA

role is now largely data collection and analysis of supply/demand, including forecasting availability, and other policy inputs.

The FEA legislation evolved directly from other reorganization efforts of the Administration, which began with attempts to deal with the energy crisis of mid-1973. In April of that year, the President established a Special Committee on Energy composed of three of his advisers--John Ehrlichman, Henry Kissinger, and George Schultz (Executive Order 11712). On June 29, he established, by Executive Order 11726, the Energy Policy Office (EPO), which superseded the Committee and was headed by former Governor John Love of Colorado. This office was set up in the President's office, and given advisory functions only.

On December 4, 1973, President Nixon again reorganized to set up the Federal Energy Office (FEO) in place of the EPO; it was headed by Treasury Deputy Secretary William Simon (Executive Order 11748). The FEO was given the EPO's advisory policy role, and also responded to the worsening fuel shortages by assuming control over fuel allocation, rationing and prices, with additional duties in energy data collection and energy conservation. Functions of several offices were to be performed by the FEO. These included four offices from the Interior Department--Petroleum Allocation; Energy Conservation; Energy Data and Analysis; and Oil and Gas. Also transferred were the functions of the Energy Division of the Cost of Living Council.

Bills to establish the FEA were introduced with the objective of providing statutory authority for an independent agency with these functions, and officially transferring the offices named above to the new agency. This legislation passed the Senate December 19, 1973, and the House March 7, 1974; the Conference report was agreed to in the House on April 29, 1974, and in the Senate May 2, 1974. The bill was signed into law May 7, 1974. Executive Order 11790 effectuated the FEA, and superseded the earlier order establishing the FEO.

The FEA was created as an interim agency to meet the immediate energy crisis. It is due to expire June 30, 1976, with the expectation that its functions will revert to the Interior Department or its possible successor, the proposed Department of Energy and Natural Resources.

The Act authorizes an Administrator, two Deputy Administrators, and six Assistant Administrators, to be appointed by the President with the advice and consent of the Senate.

The FEA organization chart provides that the six assistant administrators are to be responsible for these six areas:

- Policy, and analysis: Operates the National Energy Information Center, which collects and disseminates data; this office also forecasts and analyzes shortages and impacts, and it coordinates energy policy processes and formulates alternatives;
- Operations Regulations and Compliance: Administration of petroleum and gas distribution and consumption programs;
- Management and Administration: Coordinates FEA's management and administrative programs;
- International Energy Affairs: Focuses on all international and national security factors that are specifically energy oriented, including coordination of policies with Department of State, Defense, and other agencies;
- Conservation and Environment: Responsible for actions to reduce demand for fuels and improving efficiencies, and analysis of environmental implications of energy initiatives;
- Energy Resources Development: Generally responsible for Project Independence planning and to insure maximum freedom from dependence on imported fuels by increasing fuels production.

Among the specific functions of the Administrator described in the Act are advising the President and Congress on a comprehensive national energy policy with respect to the energy matters within FEA's purview; assessing adequacy of energy resources in the immediate and long-range future; developing effective means for participation of State and local governments in energy decisions; developing plans and programs for dealing with energy production shortages; promoting stability in

energy prices; developing import and export policies on energy resources; assembling energy information and data; and administration of propane gas pricing regulations.

The Act officially transfers to FEA the four offices already functioning through the FEO from Interior--Petroleum Allocation, Energy Conservation, Energy Data and Analysis, and Oil and Gas--and the Energy Division of the Cost of Living Council.

The FEA is directed in the Act to submit numerous reports on phases of energy needs and energy organization in the Government.

The Energy Research and Development Administration (ERDA)

The ERDA was established in October, 1974, by the Energy Reorganization Act of 1974, P.L. 93-438 (88 Stat. 1233), which abolished the Atomic Energy Commission (AEC) and divided its functions between ERDA and the Nuclear Regulatory Commission (NRC). The NRC took over the AEC licensing and regulatory functions; all other AEC functions, including nuclear weapons development and production, were transferred to ERDA. The major objective of this legislation was the creation of a comprehensive, independent energy research and development agency which would play the leading Federal role in the balanced and speedy development of various energy production technologies. It was also an important purpose of the Act to separate the research and development functions of the AEC for nuclear power generation from the regulatory functions of that agency.

In addition to the R & D functions of the AEC, the Act also makes these transfers to ERDA in Section 104:

--from the Department of the Interior, all functions of the Office of Coal Research, all fossil fuel energy research and development programs of the Bureau of Mines "energy centers", and functions that relate to underground electric power transmission research;

--from the National Science Foundation, all functions relating to solar heating and cooling development, and geothermal power development;

--from the Environmental Protection Agency, those functions relating to research, development, and demonstration of alternative automotive systems--but not those relating to assessment or monitoring of automotive systems for regulatory purposes.

The ERDA is to be headed by an Administrator, appointed by the President, with the advice and consent of the Senate. The Act establishes six Assistant Administrators, each in charge of a specified area of responsibility; these delineate the six major organizational units in ERDA as follows:

- Fossil Energy;
- Nuclear Energy;
- Environment and Safety;
- Energy Conservation;
- Solar, Geothermal, and Advanced Energy Systems;
- National Security (weapons research)

In Section 103, under "Responsibilities of the Administrator", the general functions of the ERDA are spelled out as follows:

- (1) exercising central responsibility for policy planning, coordination, support, and management of research and development programs for all energy sources, including assessment of and policy planning for long-range energy research and development needs;
- (2) conducting and encouraging research and development of extraction, conversion, storage, transmission, and utilization phases of all energy sources;
- (3) supporting and conducting environmental, biomedical, physical, and safety research related to development of energy sources and utilization;
- (4) taking into account other public and private R & D activities in formulating its own R & D program;
- (5) supporting cooperative R & D programs with public or private persons or agencies;
- (6) developing, collecting, distributing, and making available for distribution, scientific and technical information on energy manufacture, development, extraction, conversion, transmission, and utilization;
- (7) disseminating of general energy information to the public;
- (8) encouraging and conducting R & D in energy conservation;

- (9) encouraging and participating in international cooperation in energy and related environmental R & D;
- (10) increasing supply of manpower for energy R & D through assistance to education and training programs;
- (11) encouraging and conducting R & D in clean and renewable energy sources.

Special entities of the AEC transferred to ERDA include the following:

- General Advisory Committee (established pursuant to section 26 of Atomic Energy Act--42 U.S.C. 2036)
- Patent Compensation Board (pursuant to section 157, Atomic Energy Act--42 U.S.C. 2187)
- Divisions of Military Application and Naval Reactors (pursuant to section 25, Atomic Energy Act--42 U.S.C. 2035)

ERDA was activated by Executive Order on January 19, 1975. In addition to the functions transferred in its originating legislation, other legislation mandates are given to ERDA--in keeping with its major purposes, described above--in the following acts:

- the Federal Nonnuclear Research and Development Act of 1974 (P.L. 93-577, approved December 31, 1974), which provides the major guidance to the ERDA Administrator as to the principles, authorities and duties to be carried out with respect to R & D in energy technologies other than nuclear.
- The Solar Heating and Cooling Demonstration Act of 1974 (P.L. 93-409);
- The Geothermal Energy Research, Development, and Demonstration Act of 1974 (P.L. 93-410);
- The Solar Energy Research, Development and Demonstration Act of 1974 (P.L. 93-473).

The Nuclear Regulatory Commission (NRC)

The Nuclear Regulatory Commission was established, with ERDA, in the Energy Reorganization Act of 1974 (P.L. 93-438, 88 Stat. 1233). It possesses all the regulatory and licensing authority and functions of the former AEC, which was abolished by this legislation, and is thus the Federal agency responsible for the regulation of nuclear power generation.

The basic format of the AEC was reconstituted in the NRC: five commissioners make up the Commission; they are to be selected by the President with the advice and consent of the Senate; the chairman, designated by the President, is to be the chief executive and administrative officer. A Director of Regulation is to be appointed to serve as coordinator for the functions of the three major offices of the Commission.

The NRC legislation describes the three major offices, which include functions which emphasize safety considerations explicitly. These offices comprise the major organizational components of the Commission:

- The Office of Nuclear Reactor Regulation will have responsibility for licensing and regulation involving all facilities and materials within nuclear powerplants; it will also review safety and safeguards of such facilities, including monitoring, testing and recommending changes in systems for safety purposes, and the recommendation of research necessary for discharge of the NRC's duties.
- The Office of Nuclear Materials Safety and Safeguards will have responsibility for licensing and regulation involving all facilities and materials related to nuclear materials outside nuclear reactors. This involves primarily processing, transport and handling of nuclear materials, and includes provisions for safeguards against threats, thefts, and sabotage of such licensed facilities and materials. This office also has safety and safeguards review responsibilities like those described for the Office of Nuclear Reactor Regulation.
- The Office of Nuclear Regulatory Research is to engage in or contract for research which the Commission deems necessary for performance of its licensing and related regulatory functions; it is also directed to develop recommendations for research deemed necessary for the Commission.

The director of each office has statutory authority to deal directly with the Commissioners.

The Federal Power Commission (FPC)

The Federal Power Commission is the primary Federal agency regulating interstate aspects of electric power utilities and natural gas industries. It is an independent regulatory agency operating under the Federal Power Act, as amended

(16 U.S.C. 791a-825r). The Act originated as the Federal Water Power Act of June 10, 1920 (41 Stat. 1063).

Its three major areas of concern are the regulation of electric power generating facilities; licensing and inventorying of hydroelectric power facilities; and the regulation of interstate natural gas activity and evaluation of this resource.

Electric power activities of the FPC include approval authority for rate changes by electric utilities; maintaining a continuing National Power Survey which analyzes issues, alternatives, and availability in electric power generation, including such things as evaluating effects of oil import curtailments on electric power production; regulating mergers and consolidation of certain utilities; and the issuances of certain utilities securities. Through its regulation authority, the FPC has responsibility for assuring just, reasonable, and non-discriminatory rates for electric power.

With respect to hydroelectric power regulation, the FPC licenses non-Federal hydroelectric power projects, and requires recreation facilities in connection with these. It maintains an inventory of all hydroelectric power resources in the U.S.

Natural gas activities of the FPC include stimulation of production and encouragement of high-priority utilization through pricing authorities. The FPC is the major Federal agency active in managing distribution and utilization of natural gas. Through its manipulation of rate structure it encourages research and development, the development of reserves, and the utilization of natural gas in activities high on its list of policy priorities. It issues pipeline certificates authorizing construction, regulates pipeline rates, and authorizes construction of liquified natural gas storage facilities.

The FPC recently completed the National Gas Survey, an evaluation of the total natural gas resource and studies of all phases of natural gas production, utilization,

distribution, supply and demand. This was the first independent, government-conducted appraisal of proven gas reserves. It was conducted under sole supervision of FPC and utilized the staffs of FPC; the U.S. Geological Survey of the Interior Department; the Office of Naval Petroleum and Oil Shale Reserves of the Navy; the Office of Management and Budget; Bureau of the Census; and the regulatory agencies of the major gas-producing states.

The National Science Foundation (NSF)

The NSF is an independent agency established by the National Science Foundation Act of 1950 (64 Stat. 149; 42 U.S.C. 1861-1875), as amended. It has as its principal objective direction of the capabilities and knowledge of the scientific community into development of useful knowledge and technology, applied to the needs of society. It has authority to fund research in many areas of concern. Its support is made available through grants, contracts, and cooperative agreements awarded to universities, nonprofit and other research organizations.

As a result of the "energy crisis", the number of NSF funded studies and reports on energy problems and issues has greatly increased. The director of the NSF serves as the President's Science Advisor, and NSF assists a number of offices and agencies by supplying information or contracting studies on energy issues which are of concern to them. Among offices receiving such assistance from NSF or collaborating with it, are the Office of Management Budget (OMB), the former Federal Energy Office (FEO), and the Council on Environmental Quality (CEQ).

The Research Applied to National Needs (RANN) program of the NSF includes energy projects among its major programs and has funded many energy study and research projects. The NSF has two offices concerned directly with energy: the Office of Energy Research and Development Policy, which generally does not fund basic research, and the Division of Advanced Energy Research Technology, which oversees basic research on energy issues.

Among the studies under way or completed by these offices are the following:

- Energy systems analysis--determining the interconnections between the resource base (supply) and the utilization modes (demand) at all levels;
- A cooperative study with Resources for the Future (RFF) titled "Energy and the Social Sciences: A Compendium of Research Needs";
- An analysis of manpower needs in energy industries, including evaluation of what is needed at the college level to prepare for future needs;
- A recently contracted "Annual Review of Energy" which will examine annually what is occurring across the board in all energy needs and problems;
- A critical path analysis on "Project Independence";
- A comprehensive analysis of all aspects of development of fuel resources in the Outer Continental Shelf;
- A "neutral" evaluation of fission reactor development strategies;
- A cost-benefit analysis of energy parks versus dispersed sites;
- A comprehensive energy inventory contracted with Oak Ridge National Laboratory.

Environmental Protection Agency (EPA)

The EPA was established as an independent regulatory agency by Reorganization Plan No. 3 of 1970. It enforces a wide range of pollution control laws, and carries out research and development on various pollution abatement techniques. Pollution control laws have been the focus of an environment-energy confrontation during the energy crisis, with exceptions being asked from pollution control requirements in order to lower costs of energy facilities and to permit uses of alternative fuels.

Among its functions, EPA has a significant research and development effort devoted to aspects of energy problems. It includes development of a sound technical and scientific basis for insuring adequate protection of human health, welfare, ecosystem and social goals in energy production systems; environmental protection necessary to facilitate the use of domestic energy supplies, with particular emphasis on coal and nuclear systems; assuring that energy system initiatives can be

implemented without delays caused by inadequate and insufficient environmental impact data; and development of pollutant control technologies along with emerging energy systems, to minimize control costs and environmental impacts.

EXECUTIVE OFFICE OF THE PRESIDENT

A number of advisory units in the Office of the President deal with aspects of energy issues. During 1973 and 1974 numerous reorganizations in the President's Office sought to establish a policy center for energy issues. In late 1974 Congress established the Energy Resources Council to serve this purpose; however, several other units continue to have energy-related functions. Listed below are descriptions of the Energy Resources Council and some of the other offices directly under the President which have important energy activities.

Energy Resources Council (ERC)

The Energy Resources Council was established in Section 108 of the Energy Reorganization Act of 1974 (P.L. 93-438; 42 U.S.C. 5818; 88 Stat. 1241). It is designed as an interim, interagency coordinating unit, and the Act designates these members:

- Secretary of the Interior
- Administrator of the Federal Energy Administration
- Administrator of the Energy Research and Development Administration
- Secretary of State
- Director of the Office of Management and Budget
- Such other officials of the Federal Government as the President shall designate.

On October 15, 1974, in Executive Order 11814, President Ford designated the Secretary of the Interior as Chairman, and added these officers to the Council in activating it:

- Assistant to the President for Economic Affairs
- Secretary of the Treasury
- Secretary of Defense
- The Attorney General
- Secretary of Commerce
- Secretary of Transportation
- Chairman of the Nuclear Regulatory Commission (successor to the Atomic Energy Commission)
- Chairman of the Council of Economic Advisers
- Administrator of the Environmental Protection Agency
- Chairman of the Council on Environmental Quality
- Director of the National Science Foundation
- Executive Director of the Domestic Council
- Administrator of the General Services Administration
- Special Assistant to the President for Consumer Affairs

The Council is to terminate upon establishment of a permanent department responsible for energy and natural resources, or two years after the Council becomes effective, whichever occurs first.

The Council's duties and functions are outlined as follows:

- (1) to insure communication and coordination among the agencies of the Federal Government which have responsibilities for development and implementation of energy policy or for management of energy resources;
- (2) to make recommendations to the President and to Congress for measures to improve implementation of Federal energy policies or management of energy resources;
- (3) to advise the President in preparation of reorganization recommendations for energy coordination required in Section 110 of the Act.

Office of Management and Budget (OMB)

The OMB was established by Reorganization Plan No. 2 of 1970. As the office in the President's office responsible for evaluating budget needs of all segments of the Federal Government, and thus responsible for fully comprehending the scope of existing programs, the OMB has a pivotal policy role. OMB also has a well-developed staff

capability in most major program areas, and by supplying analysis and many recommendations for energy policy, has become de facto a central energy agency. On April 18, 1973, the President established an Energy and Science Division in OMB, and the OMB staff provided a major portion of the staff work for the Energy Policy Office which preceded the FEO and FEA and which, unlike FEO, had very little staffing.

In the period preceding the current energy crisis, OMB had consistently played a central role in energy decisions. The amount of funding for energy R & D programs, whether to lease Federal lands for mineral exploitation, and similar policy issues which cumulatively shaped the piecemeal Federal energy policy, were largely and still are considerably shaped by OMB, using its budgetary powers for leverage. In mapping future energy R & D strategy and planning energy reorganization OMB continues to play an important role.

Thus, although energy is not specifically mentioned in its mandate, OMB must be counted among the significant energy units. This remains true largely as a result of the absence of a well-articulated organizational entity which can assume the central, comprehensive role.

Council on Environmental Quality (CEQ)

The CEQ was established by the National Environmental Quality Act of 1969 (83 Stat. 852; 42 U.S.C. 4321 et seq.). It consists of three members appointed by the President, with advice and consent of the Senate. Its purpose is to formulate and recommend national policies to promote improvement of the quality of the environment. It performs continuing analyses of changes or trends in the national environment, and of activities which have impacts on the environment.

The CEQ includes an Energy Programs Staff, which has been assigned to assess various aspects of energy questions as they impact upon environmental considerations.

CEQ has arranged with various Federal agencies, including National Science Foundation, and academic organizations to carry out a number of specific studies. These include:

- Environmental impact assessment of oil and gas operations in the Atlantic and Alaska Outer Continental Shelf;
- Offshore nuclear power plants and attendant environmental hazards;
- Study of siting and safety of liquid natural gas facilities;
- A general report on the environmental impacts of end uses of various types of energy;
- Effects of inter-fuels competition on environmental concerns;
- Environmental impacts of deepwater port development.

EXECUTIVE DEPARTMENTS

A number of the Cabinet Departments have important energy functions. However, the Department of the Interior is by far the primary energy department, having been historically the major energy resource management center of the Federal Government. It continues to play an important role along with the recently established independent energy agencies. Listed below are the Executive Departments with important energy functions, with the agencies within them that execute these functions.

Department of the Interior

The Interior Department serves as the general custodian of the Federal lands, and through the Bureau of Mines and the Geological Survey has been and continues to be a primary collector of data on the mineral resources of the Nation. Its responsibilities in energy are carried out by several offices within the Department, which are listed below.

Assistant Secretary for Energy and Minerals

Most of the Department's responsibilities concerning energy are carried out by several offices and bureaus which function under the Assistant Secretary for Energy and Minerals. These are the Geological Survey, Bureau of Mines, Mining Safety and Enforcement Administration, the four regional power administrations, and the Office of Minerals Policy Development.

In addition to the specific responsibilities delegated to these offices, which are described below under each one, the staff of the Assistant Secretary may be called upon to carry out comprehensive policy studies or suggest policy in issues which require an over-all perspective. The Assistant Secretary for Energy and Minerals is in a key energy policy position, and frequently must represent the energy positions of the Interior Department in interagency efforts and in hearings before the Congress.

Office of Minerals Policy Development

This office was established on April 17, 1974, by Secretarial Order 2964. It is charged with overseeing development of policies, programs, and legislative initiatives regarding minerals conservation, performs selective departmental-level analyses of policy options, and coordinates mineral policy analysis, minerals conservation, and mineral data analysis within the Department. This includes both energy and other minerals. The Office is the Assistant Secretary's staff in forecasting, evaluation, and appraisals of minerals plans and programs.

Bureau of Mines (BOM)

The BOM was established by the Organic Act of May 16, 1910 (36 Stat. 369; 30 U.S.C. 1, 3, 5-7), as amended. It is the major Federal agency for handling mineral extraction and processing issues and problems; in this connection it carries out data collection and statistical functions for all minerals and fuels

and it carries out research on coal mining technology. Additional functions in research and development on various types of energy resource development were transferred to the ERDA in the Energy Reorganization Act of 1974.

Mining research includes mine health and safety, more productive mining practices, recycling of solid wastes, more efficient extraction techniques.

The BOM collects, compiles, analyzes and publishes data on all phases of mineral resource development, including energy and fuel resources. It contributes to the FEA data collection programs. Among its programs in mineral data are the Mines, Energy, Resources, Information and Transportation (MERIT) program and the Minerals Availability System (MAS) program.

U.S. Geological Survey (USGS)

The USGS originated in the Act of March 3, 1879 (20 Stat. 394; 43 U.S.C. 31) which gave it the basic function of classifying all the public lands and the "examination of the geological structure, mineral resources, and products of the national domain."

Under its organic act, the Geological Survey has broad responsibilities for the gathering and evaluation of data on the Nation's mineral, fuel and water resources, both within and outside the national domain. It conducts geological surveys, including geophysical and geochemical studies to develop data and knowledge for use in evaluating the Nation's mineral resources; it classifies Federal lands as to their value for leasable minerals. The USGS regulates operations of private industry on mining and oil and gas leases on public domain, acquired, Indian, Outer Continental Shelf (OCS), and certain Naval Petroleum Reserve lands. Its objectives in carrying out this regulation are to ensure maximum utilization and prevent waste of mineral resources, to limit environmental damage, and to protect public health and safety. It grants permits for pre-lease exploration and post-lease drilling operations in the OCS, and carries out inspections to insure compliance.

Among its other energy-related duties, the Survey includes establishing maximum rates of production for producing oil wells on the OCS, maintaining production accounts and collecting mineral lease royalties, and it prepares and publishes maps and reports of mineral resources on the Federal lands. It maintains a Computerized Resources Information Bank (CRIB) which is designed to include both domestic and international entries on minerals and material resources.

Mining Enforcement and Safety Administration

This entity was established by Secretarial Order 2953 on May 7, 1973. This order gave to the new Administration the responsibilities of the Bureau of Mines under the Federal Metal and Nonmetallic Mine Safety Act (80 Stat. 772; 30 U.S.C. 721) and, except for certain research on mine safety, the functions under the Federal Coal Mine Health and Safety Act of 1969 (83 Stat. 742; 30 U.S.C. 801).

The Administration conducts programs to control health hazards and reduce injuries in the mineral extraction operations; it formulates standards for health and safety, and carries out inspection, investigations and other enforcement measures. Technical support is provided, along with education and training programs.

Regional Power Administrations

There are four major regional power administrations in the Interior Department, whose basic functions are to market and distribute electric power and energy from Federal hydroelectric projects, which are constructed and operated by either the Army Corps of Engineers or the Bureau of Reclamation. Each administration participates with other agencies and non-Federal groups to plan for the region's orderly development of electric power; each is responsible for these functions in a specific area. These are:

The Bonneville Power Administration for the Pacific Northwest, marketing power produced by the Federal Columbia River Power System; the Alaska Power Administration

for Alaska; The Southeastern Power Administration for the states of West Virginia, Virginia, North Carolina, South Carolina, Georgia, Florida, Alabama, Mississippi, Tennessee, and Kentucky; and the Southwestern Power Administration for the states of Kansas, Missouri, Oklahoma, Arkansas, Texas, and Louisiana.

Assistant Secretary for Land and Water Resources

Through his responsibilities for public land management and for land use and water resource planning, the Assistant Secretary for Land and Water Resources has charge of one major and one secondary energy function in the Bureau of Land Management and the Bureau of Reclamation, respectively.

Bureau of Land Management (BLM)

The BLM was created July 16, 1946 through the President's Reorganization Plan No. 3 of 1946 (5 U.S.C. 133y-16). The Bureau manages all the national resource lands and their resources, including the mineral resources of acquired lands and the Outer Continental Shelf (OCS). Its primary area of concern related to energy minerals is in its administration of mineral leasing authorities on public lands and the OCS. Large amounts of coal, oil shale, and petroleum are found in areas administered by the BLM.

It selects tracts to be leased for fuels exploration and production, and is responsible for issuing bid calls, administering leasing procedures, issuing leases, and setting lease requirements. Among its duties is the preparation of environmental impact statements for its leasing activities and for specific tracts of lands or tracts in the OCS.

Bureau of Reclamation

The Bureau was established by the Secretary to carry out the Reclamation Act of 1902 (43 U.S.C. 391 et seq.). Its primary function is the development of water and

related land resources throughout the 17 contiguous Western states. Among the projects it constructs and maintains in carrying out its mandate, the Bureau is responsible for numerous hydroelectric power generation plants. The power from these projects is marketed and distributed by the regional power administrations described above.

Department of Defense

Army Corps of Engineers

The Army Corps of Engineers serves as the major water resources development agency of the Federal Government, and is also charged with protecting navigability of the Nation's waterways. Through both of these responsibilities the Corps is involved in energy resource questions.

Water resource development involves the construction of dams, and in many cases the Corps constructs and operates hydroelectric power projects. The power is marketed through the regional power administrations in the Interior Department.

In protecting navigability of the Nation's coastal waters, the Corps has permit authorities for waters off a number of coastal states in areas where exploration or production of oil resources on the Outer Continental Shelf are being carried out. The Corps has responsibility for issuing permits certifying that no obstructions to navigation exists in the case of offshore oil rigs or other man-made structures.

Office of Naval Petroleum and Oil Shale Reserves

Within the office of the Assistant Secretary of the Navy for Installations and Logistics is the Office of Naval Petroleum and Oil Shale Reserves. It maintains four major petroleum reserves in California, Wyoming, and Alaska, and three Naval Oil Shale Reserves in Colorado and Utah. It administers these reserves under statute, 10 U.S.C. 7421-7438, with the principal mission of developing and maintaining the reserves for the production of oil when required for national defense.

The Office serves as principal Department of the Navy advisory office on crude petroleum and oil shale matters, both domestic and foreign.

Department of State

Bureau of Economic and Business Affairs, Office of Fuels and Energy

The Department of State is the lead U.S. agency in its dealings with international energy issues. Because imported oil is a crucial element in U.S. energy utilization, the State Department has been active in important international negotiations dealing with the questions of imports, and of international agreements on oil questions. The Office of Fuels and Energy provides the major staffing for these activities. The Department works closely with FEA and the Treasury Department in its negotiations in energy issues; in addition, it coordinates the work of other U.S. energy agencies in their work with international questions, for example the research and development questions in which ERDA participates directly with other governments.

The Office works closely with the Central Intelligence Agency, which through its economic research staff keeps statistics and other data on oil industries and activities in other nations.

A central effort over the past two years has been the U.S. participation in setting up the International Energy Agency (IEA), which is currently handled in the Office of Fuels and Energy in the State Department.

The IEA began functioning in November 1974 through an agreement among 18 major oil consuming nations. Members include the U.S., Canada, Japan, and 15 European nations. It is functioning under the auspices of the Organization of Economic Cooperation and Development (OECD), with offices in Paris, France. The IEA is dealing with a short-term response to energy problems through an oil-sharing agreement, and will work for long-term efforts through cooperation among the members to aid efforts to reduce dependence on imported energy sources.

Department of the Treasury

The Treasury Department through its responsibility for the Nation's monetary affairs, is active in energy policy as it involves balance of payments and trade issues.

Deputy Assistant Secretary for Energy Policy

This office operates under the Assistant Secretary for Trade, Energy, and Financial Resources Policy Coordination, which in turn is in the Office of the Under Secretary for Monetary Affairs. It is responsible for assisting in formulation and implementation of Treasury Department positions in issues of trade and energy policy, and is responsible for monetary aspects of relations with oil producing nations. Because this is a key aspect of oil negotiations, the Treasury Department works closely with the State Department in its energy negotiations with both oil consuming and oil producing nations.

OTHER AGENCIES AND DEPARTMENTS

Listed above are the Federal entities with direct energy mandates or activities. In addition to these, there are numerous agencies with important impacts on aspects of energy questions, or with more minor energy mandates attached to their major, non-energy missions.

Other independent agencies include the following:

Interstate Commerce Commission (ICC)

The ICC was established as an independent regulatory commission by the February 4, 1887, act to regulate commerce (24 Stat. 379, 383; 49 U.S.C. 1-22). The Commission regulates transportation economics and service. Its impact on energy utilization is through rate regulation that affects rail, truck, or water transport of fuel supplies.

National Aeronautics and Space Administration (NASA)

The NASA was established by the National Aeronautics and Space Act of 1958 (72 Stat. 426; 42 U.S.C. 2451), as amended. It has an Office of Energy Programs which is responsible for coordinating NASA's support of other Federal agencies conducting energy R & D. It manages existing NASA programs applying aeronautics and space technology to generation, transmission, storage, conservation, use, and management of energy applications. The NASA energy effort has concentrated on an Energy Conversion Alternatives Study which involves evaluation of alternative techniques for obtaining electric power from domestic coal. The NASA earth resources technology satellite, LANDSAT, obtains data and information which is relevant to solar and geothermal energy research, such as a Heat Capacity Mapping Mission, which locates potential sites for geothermal or solar resource development.

Tennessee Valley Authority (TVA)

The TVA is a corporation created by the Act of May 18, 1933 (48 Stat. 58; 16 U.S.C. 831-831dd). Its purpose is to conduct a unified program of resource conservation, development, and use in order to advance the economic development of the Tennessee Valley region. In connection with this, the TVA operates hydroelectric projects, fossil fuel-fired electric generation plants, and some atomic energy production facilities in order to provide electricity to the region. It is a major producer of electric power, and it is a major consumer of energy fuels.

Other entities of relevance to energy questions in the Office of the President include:

Central Intelligence Agency (CIA)

Central Intelligence Agency (CIA) collects information and data on energy industries and energy policies and issues from other nations, and is a primary source of information on these questions for the State Department. It collects this information as part of its general functions in economic research.

Council of Economic Advisers (CEA)

The Council of Economic Advisers (CEA) is a key policy group which provides important input into energy policy formation by advising the President on economic ramifications of various energy conservation, allocation, or other measures.

Other Executive Departments with energy activities include:

Department of Agriculture

The Department of Agriculture does some research on identification of energy requirements in the agricultural sector, the potential for conservation of energy in food fiber and wood production, and the impact of energy development in rural U.S. areas. Included is analysis of energy costs and alternative levels of energy development and the consequences for agriculture.

Department of Commerce

The Department of Commerce has several energy-related efforts within it. The Energy Programs Office is generally concerned with effects of energy problems on business and commerce; through inter-agency task forces and studies, the Department of Commerce contributes to Government-wide energy efforts. The National Bureau of Standards does some research and development related to energy. It has an energy conservation program with three major objectives: performance criteria and standards for insulating material to improve energy conservation in buildings; labeling and energy efficiency standards programs for household appliances and equipment; and instrumentation for measuring electrical parameters of extra-high-voltage transmission lines and for measuring electric power and energy in transmission and control systems. Some research in energy conversion is done to determine the properties and failure mechanisms of materials used in advanced energy conversion systems. The National Oceanic and Atmospheric Administration (NOAA) is involved to a minor degree in the mapping and surveying efforts of the Geological Survey in assessing mineral resources of the Outer Continental Shelf.

Department of Housing and Urban Development (HUD)

The Department of Housing and Urban Development (HUD) is responsible for developing energy conservation standards for model building codes, primarily for insulation. Section 814 of the Housing and Community Development Act of 1974 (P.L. 93-383) gives HUD authority to undertake demonstration projects to determine the economic and technical feasibility of utilizing solar energy for heating or cooling residential housing, including housing design or structures.

Department of Transportation (DOT)

The Department of Transportation (DOT) has general responsibility for research in transportation systems, and for urban mass transportation. Both of these activities of the Department have important consequences for over-all design of transportation in the Nation, and thus for fuel usage in transportation. DOT is carrying out energy R & D programs to improve fuel conservation, providing for evaluation of components and subsystems that appear to offer improvements in fuel economy of cars and trucks. These programs will also establish a data base and develop simulation models necessary for assessment of effects on energy conservation of present and projected automotive vehicles designed to improve fuel economy. The U.S. Coast Guard operates within the DOT, and has general responsibility for enforcing Federal laws in the nation's ocean waters. In this connection, the Coast Guard has permit authority for oil production facilities in the Outer Continental Shelf governing the safety of the man-made structures involved. It is also responsible for prevention and clean-up of oil spills.

APPENDICES: Examples of Agencies Involved
In Specific Energy Issues

I. Oil and Gas Leasing in the Outer Continental Shelf

II. Coal Production and Utilization Operations

APPENDIX I - AGENCIES INVOLVED IN OIL AND GAS LEASING IN
THE OUTER CONTINENTAL SHELF

The following Federal agencies play significant roles in the leasing of oil and gas production rights on the Outer Continental Shelf (OCS):

Interior Department: the U.S. Geological Survey (USGS):

- Does resource assessment surveys, which provide the basic information for decisions on selection of tracts for leasing. The USGS specifically advises the BLM on tract selection;
- Grants pre-leasing exploration permits, specifying requirements which must be followed to protect various safety and environmental variables;
- Grants post-lease drilling permits, specifying requirements which must be followed to protect safety and the environment;
- Carries out detailed inspections of production facilities to insure compliance to requirements in permits. This includes, for example, the presence of a USGS official during any bottom sampling or bottom coring activities, which are particularly important to environmental protection.

Interior Department: the Bureau of Land Management:

- Selects tracts to be leased, on basis of information and advice from USGS;
- Prepares environmental impact statements on tract selections and leasing;
- Issues bid calls, sets bidding requirements;
- Administers lease procedures and grants leases.

These activities make BLM the "lead agency" in the OCS leasing process.

Coast Guard:

- Sets safety requirements for marking offshore structures and for personnel on the structures, such as drilling rigs and any artificial islands; in this connection, grants safety permits;
- Monitors for pollution in the OCS and aids prevention and clean-up of oil spills.

Army Corps of Engineers:

- Has basic responsibility for maintaining the navigability of the Nation's waters. In this connection, in some states, the Army Corps grants permits for offshore structures to assure that no obstruction to navigation is created.

Environmental Protection Agency (EPA):

- Sets pollution standards for water in OCS, and issues discharge permits;
- Consults with other agencies on environmental pollution of OCS operations, and review environmental impact statements.

Department of Labor: Occupational Safety and Health Administration:

- Sets standards for and conducts inspections of the working environment of oil and gas production operations.

In addition to these direct functions, there are several cooperative agreements between USGS and other Federal agencies to insure that the issues within their purview are not threatened by OCS operations. Agreements for standards to protect their interests in the USGS permits are in effect with: the National Marine Fisheries Service of NOAA; the Bureau of Sports Fisheries and Wildlife in Interior, and BLM of Interior.

APPENDIX II - AGENCIES INVOLVED IN COAL PRODUCTION
AND UTILIZATION OPERATIONS

The following agencies play significant roles in the regulation of coal production and utilization:

Interior Department: the U.S. Geological Survey (USGS):

- Basic resource assessment, mapping, and location of coal resources on the public lands, and data repository for information on other coal resources. Information to BLM on tracts for leasing with respect to public lands.

Interior Department: the Bureau of Land Management (BLM):

- Selects tracts to be leased on public lands, and administers leasing procedures.
- Would do environmental impact statements on leases of public lands for coal mining.

Interior Department: Mining Enforcement and Safety Administration:

- This entity was established May 7, 1973, separating its functions from the Bureau of Mines where they were previously carried out. It administers the Federal Coal Mine Health and Safety Act of 1969 (83 Stat. 742; 30 U.S.C. 801). In this connection it sets standards for health and safety precautions required in coal mines. Inspection is carried out to insure compliance with these standards.

Energy Research and Development Administration (ERDA):

- The Office of Coal Research was transferred to ERDA, effective January 1975; this office does research and development on coal liquefaction and gasification--the synthetic fuels that can be derived from coal.

Interior Department: Bureau of Mines:

- Some work on coal mining technology improvements continues in the BOM.

Environmental Protection Agency (EPA):

- Through its air quality standards, the EPA has effectively reduced the usefulness and economic viability of high-sulphur coal as a fuel. Since this is a source of the very health-threatening sulphur oxides, high-sulfur coal (which is the case with most coal) has been abandoned until the very recent

energy crisis. The mandatory use of pollution abatement equipment in connection with this fuel also serves as a brake on its utilization.

--The EPA does some research on pollution abatement techniques for high-sulphur fuels.

--It would be an important review agency for environmental impact statements on strip mining.

The agencies listed above have the most direct functions affecting coal production and utilization. There are others with more peripheral operations. These include:

The Tennessee Valley Authority (TVA) is a major user and customer for coal for use in power generation; its policies on fuel utilization affect coal demand considerably.

Social Security Administration is now responsible for administering and paying benefits for miners disabled by black lung disease. The legislative intent of the black lung law was that these payments should be picked up by the miners themselves after a phase-out period. This is not yet occurring, but if it does, coal costs will go up.

The Interstate Commerce Commission regulates coal transportation by rail, pipeline and barge, affecting rates and schedules.

The Coast Guard has safety regulations in effect for barge movement of coal, and seacoast collier movement.

The Health, Education and Welfare Department (HEW) is involved in research on and treatment of black lung disease.

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