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SENATE

{ REPORT
104-283 }AUTHORIZING APPROPRIATIONS FOR THE
NATIONAL HISTORICAL PUBLICATIONS AND
RECORDS COMMISSION FOR FISCAL YEARS
1998, 1999, 2000, AND 2001

R E P O R T

OF THE

COMMITTEE ON GOVERNMENTAL AFFAIRS
UNITED STATES SENATE

TO ACCOMPANY

S. 1577

TO AUTHORIZE APPROPRIATIONS FOR THE NATIONAL HISTORICAL
PUBLICATIONS AND RECORDS COMMISSION FOR FISCAL YEARS
1998, 1999, 2000, AND 2001

JUNE 19, 1996.—Ordered to be printed

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Calendar No. 440

104TH CONGRESS }
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AUTHORIZING APPROPRIATIONS FOR THE NATIONAL HISTORICAL PUBLICATIONS AND RECORDS COMMISSION FOR FISCAL YEARS 1998, 1999, 2000, AND 2001

JUNE 19, 1996.—Ordered to be printed

Mr. STEVENS, from the Committee on Governmental Affairs,
submitted the following

REPORT

[To accompany S. 1577]

The Committee on Governmental Affairs, to which was referred the bill (S. 1577) to reauthorize appropriations for the National Historical Publications and Records Commission programs, having considered the same, reports favorably thereon and recommends that the bill do pass.

I. PURPOSE

The purpose of S. 1577, reauthorization of the National Historical Publication and Records Commission provides an authorization for appropriations up to \$10 million for each of the fiscal years 1998, 1999, 2000 and 2001 for the purpose of awarding grants in support of documenting, preserving, publishing and making accessible the heritage of the United States.

II. BACKGROUND

The National Historical Publications and Records Commission (NHPRC or Commission) is a statutory body affiliated with the National Archive and Records Administration.

The National Archives and Records Administration (NARA) has a history of its own. Originally created as the National Archives Establishment by an Act of June 19, 1934 (48 Stat. 1122), it was subsequently incorporated into the General Services Administration as the National Archives and Records Service by section 104 of the Federal Property and Administrative Services Act (63 Stat.

381), approved June 30, 1949. NARA, the successor agency to the National Archives and Records Service, was established by an act of October 19, 1984 (98 Stat. 2280; 44 U.S.C. 2101 et seq.), effective April 1, 1985 as an independent agency in the executive branch of the Government.

The National Historical Publications Commission was created with the original Archives in 1934, and subsequently authorized to make grants in 1964. In 1974, Congress enacted Public Law 93-536, which redesignated the National Historical Publications Commission as the National Historical Publications and Records Commission (NHPRC) and expanded its charter to permit NHPRC to undertake projects relating to the collection and preservation, as well as publication, of papers of historical significance to the nation. With the inception of the records program, the Commission's role was broadened to include assistance to State and local government archives and private document repositories in preserving and organizing materials they already possess and those being newly created.

Under the provisions of Public Law 100-365 (44 USC Chapter 25), the Commission is authorized to undertake a wide range of activities involving the preservation, publication, and use of documentary sources relating to the history of the United States, and to recommend the expenditure of funds, usually in the form of grants, to support state and local government agencies, nonprofit organizations and institutions, and individuals undertaking those activities.

The publications program provides grant money for printed and microfilm publications of the papers of famous American diplomats, politicians, reformers, and scientists among others. Since 1965, the Commission has awarded grants for numerous documentary works in American history. To date, 717 sponsored volumes have been published, as well as 8,280 reels of microfilm and 1,822 microfiches. There are 182 completed microfilm editions and 51 completed series, including the 69-volume edition of the Papers of Woodrow Wilson. Since the inception of the grant program, the Commission has subsidized and assisted more than 114 print series, such as the papers of Thomas Jefferson, Andrew Johnson, and Andrew Jackson, and the correspondence of James K. Polk. Microform publications have included the papers of political figures, military leaders, scientists, diplomats, and numerous organizational records.

Under the records program, the Commission has given grants to State and local institutions (historical societies, archives, libraries, associations) for the preservation, arrangement, and description of historical records and for a broad range of archival training and development programs. Since the inception of the records program, more than 650 institutions and organizations in 50 states, the District of Columbia, Puerto Rico, the Virgin Islands, and American Samoa have received grants.

The publication subvention program started in 1975 when the Commission began making small grants (none exceeding \$10,000 per volume) to university presses or other nonprofit publishers to defray expenses of publishing the NHPRC's documentary editions. The effect of this program has been to encourage presses to accept

and publish in a timely fashion volumes that are of national importance and which are frequently more difficult, time consuming, and expensive to print than standard monographs.

A condition of each subvention grant is that the nonprofit press must adhere to stringent paper and binding standards set by the Commission. These NPHRC standards have become widely recognized within the publishing industry as the most practicable guidelines for ensuring book longevity. Last year the Commission awarded \$152,000 in grants to 10 publishers in 10 different states to assist in the publication of 19 volumes.

NHPRC has also expended funds to address one of the newer challenges of the archival community requiring research and development, which is working out techniques to help documentary editors prepare for electronic publication, and help archivists at every level learn to cope with the special problems of preserving and providing access to electronic records.

As head of NARA, the Archivist of the United States is authorized to prescribe regulations necessary to administer the agency and its programs. Specific regulations for the NHPRC have been developed and can be found in the Code of Federal Regulations (36 CFR Part 1206). S. 1577 authorizes funds only for the Commission grant program. The Commission staff are employees of NARA, and the administrative costs of the Commission are allocated as part of the NARA budget. The annual authorization level of \$10 million is the amount currently authorized for fiscal year 1997. In recognition of budget constraints, the level is held constant through the fiscal year 2001 and is subject to appropriation.

The membership of the Commission is fixed by law at fifteen to include representation as follows: one member of the Federal Judiciary, one member each from the House of Representatives and the Senate, two Presidential appointees, the Librarian of Congress or an alternate, the Secretary of State or an alternate, the Secretary of Defense or an alternate, and one representative each from the American Historical Association, the Organization of American Historians, the Society of American Archivists, the American Association for State and Local History, the Association for Documentary Editing, the National Association of Government Archives and Records Administrators; and the Archivist of the United States serves as chairman of the Commission.

The Commission's grant program provides support for a wide spectrum of activities relating to historical records as outlined. This program is administered in accordance with Federal grant regulations promulgated by the Office of Management and Budget. In addition, the Commission has defined goals and priorities in a strategic plan.

III. NHPRC STRATEGIC PLAN

In 1993 the NHPRC spent considerable time and energy developing an ambitious five-year strategic plan. The plan detailed how the NHPRC intended to carry out its mission and improve service to its customers. The plan identified five goals with seventeen objectives in four levels of priority. To simplify the plan for grant applicants, and recognizing the limited appropriated funds, the Commission recently consolidated the plan into four grant-making cat-

egories, with just two prioritized objectives under each as summarized below.

1. GRANTS FOR STATE COLLABORATIVE DOCUMENTARY EFFORTS

Priority level one

To produce state plans through which state historical records coordinators and boards identify their documentary priorities, meet needs, and inform the Commission about them, individually and through NHPRC cooperative agreements with the Council of State Historical Records Coordinators.

Priority level two

To meet local documentary needs identified in state plans by providing grants to state historical records advisory boards for grants within their states and territories.

2. GRANTS FOR IMPROVEMENT OF CONDITIONS IN DOCUMENTARY FIELDS

Priority level one

To enable archivists, documentary editors, and related professionals to manage documentation in appropriate electronic forms and to utilize electronic technologies for disseminating documentary materials.

Priority level two

To advance documentary work in general by creating appropriate publications, techniques, tools, and training opportunities for archival administration, documentary editing, and such related professional activities as records management, and documentary dissemination through libraries.

3. GRANTS FOR DOCUMENTARY PRESERVATION, ACCESS, AND USE

Priority level one

To increase the preservation and accessibility of a wide range of important documentary materials.

Priority level two

To increase understanding and use of documentary materials by teachers, students, scholars, and the general public.

4. GRANTS FOR DOCUMENTARY PUBLICATION

Priority level one

To disseminate documentation of the formation of basic American political institutions by publishing editions of the papers of Adams, Franklin, Jefferson, Madison, and Washington and papers on the ratification of the Constitution, the First Federal Congress, the early Supreme Court, and the beginning of U.S. foreign relations.

Priority level two

To disseminate documentation of other aspects of American history by publishing on-going and new editions of papers and other materials documenting a wide range of subjects.

IV. LEGISLATIVE HISTORY

On June 19, 1934, Congress established the National Historical Publications Commission in the same act that created the National Archives (Public Law 73-432) for the purpose of promoting the collection and publication of “the papers of outstanding citizens of the United States and other documents as may be important for an understanding and appreciation of the history of the United States.”

On September 5, 1950, the Federal Records Act of 1950 (Public Law 81-754) authorized Commission staff, meetings, and a membership of 11 members. The Commission began a more active role in complying and preserving documentary source materials in 1964 when Public Law 84-383 first authorized annual appropriations for grants to Federal, State, and local agencies and to nonprofit organizations and institutions for collecting, describing, preserving and publishing documentary sources significant to the history of the United States.

President Gerald R. Ford created the records program in 1974, by signing Public Law 93-536. In addition, the NHPRC established a Historical Records Advisory Board in each State, a gubernatorially appointed group of archivists, historians, records managers, librarians, elected and appointed government officials, and other professionals. Since the role of the NHPRC is to foster awareness and preservation of historical records outside the confines of the Federal bureaucracy, this national network of state advisory boards represents an important Federal-State partnership.

The NHPRC programs have traditionally enjoyed bipartisan support and the grant program has been consistently reauthorized since 1964 with the exception of a two-year period 1981 to 1983. Despite the absence of authorizing legislation in those two years, Congress continued to fund the program by earmarking funds from the National Archives budget for the NHPRC.

On February 27, 1996, Senator Hatfield, for himself and Senator Sarbanes, introduced S. 1577. The legislation is a straight four-year reauthorization with no substantive statutory changes in law. No hearing was held. On April 18, 1996, the Governmental Affairs Committee by unanimous voice vote ordered the bill favorably reported.

V. ANALYSIS

This legislation authorizes appropriations to the National Historical Publications and Records Commission for the fiscal years 1998 through 2001 at \$10,000,000 each year.

VI. CHANGES TO EXISTING LEGISLATION

TITLE 44, UNITED STATES CODE

Section 2504. Duties; authorization of grants for historical publications and records programs; authorization for appropriations

(a) * * *

* * * * *

(f)(1) For the purposes specified in this section, there is hereby authorized to be appropriated to the National Historical Publications and Records Commission—

- (F) * * * 1996; **[and]**
- (G) \$10,000,000 for fiscal year 1997**[.];**
- (H) \$10,000,000 for fiscal year 1998;
- (I) \$10,000,000 for fiscal year 1999
- (J) \$10,000,000 for fiscal year 2000; and
- (K) \$10,000,000 for fiscal year 2001.

VII. REGULATORY IMPACT OF LEGISLATION

Paragraph 11(b)(1) of rule XXVI of the Standing Rules of the Senate requires that each report accompanying a bill evaluate “the regulatory impact which would be incurred in carrying out the bill.”

The enactment of this reauthorization legislation would not have a significant regulatory impact on the public, nor would it constitute an undue regulatory burden on the National Archives and Records Administration. The legislation is submitted to maintain an existing program by extending the authorization of appropriations for four years.

VIII. CBO COST ESTIMATE

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, DC, May 1, 1996.

Hon. TED STEVENS,
*Chairman, Committee on Governmental Affairs,
U.S. Senate, Washington, DC.*

DEAR MR. CHAIRMAN: The Congressional Budget Office has prepared the enclosed cost estimate for S. 1577, a bill to authorize appropriations for the National Historical Publications and Records Commission for fiscal years 1998, 1999, 2000, and 2001.

Because enacting this legislation would not affect direct spending, pay-as-you-go procedures would not apply.

If you wish further details on this estimate, we will be pleased to provide them.

Sincerely,

JAMES L. BLUM
(For June E. O’Neill, Director).

Enclosure.

CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

1. Bill number: S. 1577.
2. Bill title: A bill to authorize appropriations for the National Historical Publications and Records Commission for fiscal years 1998, 1999, 2000, and 2001.
3. Bill status: As ordered reported by the Senate Committee on Governmental Affairs on April 18, 1996.
4. Bill purpose: S. 1577 would authorize the appropriation of \$10 million—the amount authorized for fiscal year 1997—for each of fiscal years 1998, 1999, 2000, and 2001. The commission received

an appropriation of \$5 million in 1996, and the President's budget request is \$4 million for 1997.

5. Estimated Cost to the Federal Government: Enacting S. 1577 would affect discretionary spending, subject to appropriations of the authorized funds, as shown in the following table.

[By fiscal year, in millions of dollars]

	1996	1997	1998	1999	2000	2001	2002
Spending under current law:							
Authorization level ¹	5	10	.....	.....	.....	.....	.....
Estimated outlays	6	8	5	.....	.....	.....	.....
Proposed changes:							
Estimated authorization level .....	.....	.....	10	10	10	10	.....
Estimated outlays .....	.....	.....	5	10	10	10	6
Projected spending under S. 1577:							
Estimated authorization level ¹	5	10	10	10	10	10	.....
Estimated outlays	6	8	10	10	10	10	6

¹The 1996 level is the amount appropriated for that year.

The costs of this bill fall within budget function 800.

6. Basis of estimate: This estimate assumes that the amounts authorized will be appropriated and that spending will occur at historical rates.

7. Pay-as-you-go considerations: None.

8. Estimated impact on State, local, and tribal governments: S. 1577 contains no intergovernmental mandates as defined in Public Law 104-4 and would impose no direct costs on state, local, or tribal governments. By extending the authorization of appropriations for grants provided by the National Historical Publications and Records Commission, the bill would allow grants totaling up to \$10 million annually to continue to be distributed to states and localities for a variety of activities related to archives and the management of historical records.

9. Estimated impact on the private sector: The bill would impose no new private sector mandates, as defined in Public Law 104-4.

10. Previous CBO estimate: None.

11. Estimate prepared by: Federal Cost Estimate: John R. Righter; State and Local Government Impact: Theresa Gullo; and Private Sector Impact: Matthew Eyles.

12. Estimate approved by: Robert A. Sunshine, for Paul N. Van de Water, Assistant Director for Budget Analysis.