



Trump Administration's FY18 Proposed Budget

Apocalypse Now or Groundhog Day?

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6/7/2017

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INTRODUCTION

“No government ever voluntarily reduces itself in size. So governments’ programs, once launched, never disappear. Actually, a government bureau is the nearest thing to eternal life we’ll ever see on this earth.”—**Ronald Reagan, A Time For Choosing, October 27, 1964**¹

Seventeen years after giving the speech that thrust him into the national political spotlight, Ronald Reagan set about the task of proving himself wrong. In his first fiscal year budget request to Congress, he proposed slashing the budgets of federal history and archival programs. According to my predecessor, Dr. Page Putnam Miller, this had a galvanizing effect for the history and archival communities. “President Reagan’s budget requests in 1981, recommending zero funding for the National Historical Publications and Records Commission’s (NHPRC) grants program and a fifty percent cut for the National Endowment for the Humanities provided the impetus for the formation of a permanent historical advocacy office.”²

Fast forward to 2017 and we see a Republican president saying he is going to “drain the swamp” and his top political advisor is ominously threatening to “deconstruct the administrative state.” It’s been an annual cliché for congressional leaders to declare a president’s budget as “dead on arrival.” However, the Trump budget request provoked not just the predictable ire from Democrats in Congress, but skepticism from many senior Republicans. Sen. John Cornyn, the second ranking Republican in the Senate, said, “Almost every president’s budget proposal is basically dead on arrival, including President Obama’s,” making the point that such proposals are more statements of priorities than legislation. He added that Trump’s budget “may find a similar fate.”³

Despite the initial chilling headlines and dire prognoses the Trump budget evoked, now that the dust has settled it’s possible to take a more sober look at what likely lies ahead for federal history, archival and education programs.

FDR once said, “It is the duty of the President to propose and it is the privilege of the Congress to dispose.”⁴ Congress just returned from a week-long Memorial Day recess and the month of June will be a busy one for appropriators. While few expect the draconian Trump cuts to be enacted as proposed, that does not by any means imply that continued funding for history programs will occur without an aggressive lobbying effort on our part. The general mood in Congress still trends towards reducing funding for discretionary domestic programs. While our community should and will fight vigorously against these proposed cuts, I cannot stress enough that there is no need to panic.

For a frame of reference, Congress recently passed a FY 17 budget seven months AFTER the fiscal year started. The president usually submits a budget to the Hill in February or March.

¹ <https://reaganlibrary.gov/major-speeches-index/10-archives/reference/73-timechoosing>

² <https://www.h-net.org/~nch/advocacy-history.html>

³ <http://www.nbcnews.com/politics/congress/lawmakers-declare-president-trump-s-budget-proposal-dead-arrival-n763306>

⁴ <http://www.presidency.ucsb.edu/ws/?pid=15439>

Congress is already months behind in what has always proven to be a protracted process. With Congress out the month of August for summer recess, there is no chance the FY 18 budget will be in place by October 1.

This is a war of attrition that will be fought through the appropriations maze in both houses of Congress. We will need to focus our attention, as we always have, on the appropriations subcommittees with jurisdiction over the programs that affect our constituents. Over the years we have built lasting relationships in Congress that we can draw upon. In addition, the Congressional History Caucus that we helped found will play a vital role in educating House members about the services these federal history programs provide to their constituents.

You can expect that NCH will be issuing a number of legislative alerts in the coming weeks and months as the FY18 budget moves forward. We will try, as always, not to overwhelm you with these requests to contact the Hill and be assured we will only ask for your help at the appropriate time.

What follows is an assessment of funding for the agencies and programs of interest to our constituencies. Please note that the summaries of the budget request in each section are either direct quotes or paraphrases of the text in that agency's budget justification to Congress.

Trump Administration FY 18 Budget Request

National Archives & Records Administration—Operating Expenses (OE)

FY18 Budget Request: <https://www.archives.gov/files/about/plans-reports/performance-budget/fy-2018-performance-budget.pdf>

FY16	FY17	FY18 Request	Request vs. FY 17
\$372,300,000	\$380,600,000	\$364,000,000	-\$16,600,000; -4.7%

After two years of moderate increases, the operating expenses budget for the National Archives would be reduced 4.7 percent under the Trump proposal. This share of the budget reflects the agency’s core mission. Other smaller accounts for the inspector general (\$4 million) and repairs and renovation of NARA facilities (\$7.5 million) remain relatively constant. The OE account does not reflect the proposed cuts to the NHPRC (see below).

National Historical Publications and Records Commission (NHPRC)

FY18 Budget Request: <https://www.archives.gov/files/about/plans-reports/performance-budget/fy-2018-performance-budget.pdf>

FY16	FY17	FY18 Request	Request vs. FY 17
\$5,000,000	6,000,000	\$0	-\$6,000,000; -100%

Program Description: The National Historical Publications and Records Commission (NHPRC) grants program provides funding to preserve and publish non-Federal records that document American history. This appropriation supports core programs and initiatives in the form of grants that publish, preserve, and make accessible important historical documents. The Commission also provides national leadership in addressing core challenges, developing and promoting best practices, and building partnerships among the nation’s vast network of archives.

Summary of the Request: “NARA requests no new funding in the FY 2018 budget for the National Historical Publications and Records Commission (NHPRC). Appropriations to the NHPRC Grants Program provide for grants only; an additional \$1,641 thousand in the NARA Operating Expenses appropriation provides for the salaries and expenses of administering the NHPRC grants program. This funding and the associated full time equivalents (FTEs) will be needed in FY 2018 to administer grants awarded in previous years.”

Outlook: The NHPRC has been a perennial target for elimination by Republican administrations dating back to 1982. President Reagan zeroed out the NHPRC in all of his budget requests to Congress. President George W. Bush proposed defunding the NHPRC from FYs 2006-2009. Since FY 12, the budget for the NHPRC has remained fairly constant, averaging \$5,000,000 per-fiscal year.

Since 2010, the NHPRC has been operating without a congressional authorization. House Oversight and Government Reform Committee Chairman Jason Chaffetz (R-UT) has introduced legislation numerous times to abolish the NHPRC, but the bills have never gained traction in the House. Chaffetz has announced he is leaving Congress on June 30.

At a recent meeting of the NHPRC the two congressional representatives to the panel, Congressman Mark Meadows (R-NC) and Senator Dan Sullivan (R-AK) expressed their support for the NHPRC and optimism that it will not be abolished. They did however stress the importance of supporters taking their message to Congress about the important work done by the NHPRC.

Jurisdiction: Financial Services and General Government Subcommittees

House Appropriations:

<https://appropriations.house.gov/subcommittees/subcommittee/?IssueID=34780>

Senate Appropriations: <https://www.appropriations.senate.gov/subcommittees/financial-services-and-general-government>

National Endowment for the Humanities (NEH)

FY 18 Budget Request: https://www.neh.gov/files/2018_appropriations_request.pdf

FY16	FY17	FY18 Request	Request vs. FY 17
\$147,900,000	\$149,800,000	\$42,300,000	-\$107,500,000; -72%

Summary of the Request: “The Administration has proposed terminating funding for the National Endowment for the Humanities (NEH) in FY18. Toward this end, the FY 2018 budget requests \$42.307 million to begin the orderly closure of the agency. . .The NEH will fulfill its Federal responsibilities for grants and matching offers awarded prior to FY 2018. While no new grants or matching offers will be made beginning in FY18, NEH will require funding to support a reduced staffing level and administrative costs needed to effectively shut down operations.”

Outlook: The NEH has not faced a budget crisis this dire since FY 1982 when President Reagan proposed a 44 percent cut to the agency’s budget. Congress rejected Reagan’s attempt to cripple the NEH although it did cut the agency’s budget by 14 percent. Since FY12, the budget for the NEH has remained fairly constant, averaging \$146,000,000 per-year. The NEH suffered a blow on May 22, when its chairman, William D. “Bro” Adams, announced his resignation.

Not even during the turbulent “culture wars” period in the late 1980s and 1990s did a Republican president propose eliminating the NEH as President Trump has done. The NEH has traditionally enjoyed broad bi-partisan support in Congress despite the fact that the agency’s budget has remained essentially flat for the past six years.

The NEH has posted a “Frequently Asked Questions” page on its website about its operating status during the upcoming FY18 appropriations process. <https://www.neh.gov/news/press-release/2017-05-26>. It states in part, “Is NEH closed? No. NEH is not closed. NEH is not in the process of shutting down. Using funds appropriated for the current fiscal year, NEH is continuing its normal operations and intends to award additional grants following the meeting of the National Council on the Humanities in July 2017.”

The National Humanities Alliance has already begun an advocacy campaign on behalf of continued robust funding for the NEH. NCH will be joining this effort shortly. For more information visit: http://www.nhalliance.org/take_action

Jurisdiction: Interior, Environment and Related Agencies Subcommittees

House Appropriations:

<https://appropriations.house.gov/subcommittees/subcommittee/?IssueID=34778>

Senate Appropriations: <https://www.appropriations.senate.gov/subcommittees/interior-environment-and-related-agencies>

Department of Education

FY 18 Budget Request:

<https://www2.ed.gov/about/overview/budget/budget18/justifications/index.html>

K-12 American History and Civics Education Programs

Program	FY16	FY17	FY18 Request	Request vs. FY17
History & Civics Academies	\$1,800,000	1,800,000	\$0	-\$1,800,000 or - 100%
History & Civics Grants	\$0	\$1,700,000	\$0	-\$1,700,00 or -- 100%
TOTAL	\$1,800,000	\$3,500,000	\$0	-\$3,500,000 or - 100%

Program Description: American History and Civics Education programs are designed to improve the quality of teaching and learning in American history, civics, and government education. Funds support Presidential Academies for teachers, Congressional Academies for students, and National Activities to promote innovative instruction and professional development for teachers and school leaders.

Summary of the Request:

American History and Civics Academies: The American History and Civics Academies program supports efforts to improve the quality of American history and civics education by providing intensive workshops for teachers and students. The Presidential Academies for the Teaching of American History and Civics offer workshops of at least 2 weeks to elementary and secondary school teachers to strengthen their knowledge through instruction and interaction with primary scholars and accomplished teachers in these fields. The Congressional Academies for Students of American History and Civics offer similar workshops to secondary school students to enrich their understanding of American history and civics.

National Activities grants promote evidence-based instructional methods and professional development programs in American history, civics and government, and geography, particularly those methods and programs that benefit students from low-income families and underserved student populations. The Department makes competitive grants to institutions of higher education and other nonprofit or for-profit organizations with demonstrated expertise for an initial period of up to 3 years, and may renew grants for an additional 2 years.

Summary of the Request: “The Administration does not request funding for American History and Civics Education for fiscal year 2018. This program, which received \$3.5 million under the Department of Education Appropriations Act, 2017, supports only a few awards, and American History and Civics Academies grants reach a very limited number of teachers and students each year. Since, under the statute, an academy may select no more than 300 teachers or students for participation annually. The Administration believes that small, narrowly targeted programs such as this do not reflect an appropriate Federal role and are more appropriately supported with State, local, or private funding sources. In addition, local educational agencies (LEAs) can use funds from other Federal programs to improve instruction in American history and civics, including Title I Grants to LEAs.”

Outlook: These two programs were created in the “Every Student Succeeds Act” (ESSA) K-12 reauthorization bill that Congress enacted in 2015. FY17 was the first year that both programs were funded albeit at a level well below their authorized level of \$6,564,000. There is support in the House for both these programs. Senator Lamar Alexander (R-TN), chairman of the Senate Health, Education, Labor and Pensions (HELP) Committee created the concept of the two academies so those programs have a highly-placed supporter.

International Education and Foreign Language Studies

Program	FY16	FY17	FY18 Request	Request vs. FY17
Title VI A&B (Domestic)	\$65,000,000	\$65,000,000	\$0	-\$65,000,000 or -100%
Fulbright--Hays (Overseas)	\$7,000,000	\$7,000,000	\$0	-\$7,000,000 or -100%
TOTAL	\$72,000,000	\$72,000,000	\$0	-\$72,000,000 or -100%

Program Description:

International Education and Foreign Language Studies (IEFLS) Domestic Programs (commonly known as Title VI), are designed to strengthen the capability and performance of American education in foreign languages and in area and international studies. The IEFLS programs originated in the National Defense Education Act of 1958, as a response to the need to strengthen instruction in the areas of international studies and foreign languages that were insufficiently taught in the United States.

International Education and Foreign Language Studies (IEFLS) Overseas Programs, (commonly known as the Fulbright-Hays Act), provide participants with first-hand experience overseas that is designed to improve elementary, secondary, and postsecondary teaching and research concerning other cultures and languages, the training of language and area studies

specialists, and the American public's general understanding of current international issues and problems. Four major Overseas Programs in foreign languages and in area and international studies are authorized under the Mutual Educational and Cultural Exchange Act of 1961.

Summary of the Request:

Title VI

“The Administration’s fiscal year 2018 budget request includes no funding for the Title VI Domestic Programs. The Department of Education Appropriations Act, 2017, provided \$65.1 million for this program. While the Administration recognizes the critical need for our Nation to have a readily available pool of international area and advanced language experts for economic, foreign affairs, and national security purposes, it is unclear that this goal is consistent with the Department’s core mission. Other Federal agencies whose primary mission is national security implement similar programs and are better equipped to support this critical objective. Therefore, the request proposes to eliminate these duplicative programs. . . Under the Administration’s request, the Department would provide existing Domestic Program grantees a reasonable period of time to close out existing projects and draw down grant funds already awarded in prior years.”

Fulbright-Hays

“The Administration’s fiscal year 2018 budget request includes no funding for the Overseas Programs. The Department of Education Appropriations Act, 2017, provided \$7.1 million for this program. While the Administration recognizes the critical need for our Nation to have a readily available pool of international area and advanced language experts for economic, foreign affairs, and national security purposes, it is unclear that this goal is consistent with the Department’s core mission. Other Federal agencies whose primary mission is national security implement similar programs, and are better equipped to support this critical objective. Therefore, the request proposes to eliminate these duplicative programs.”

Outlook: NCH is a member of a broad coalition of education groups dedicated to ensuring funding for these two programs. They have set up an advocacy alert that you can access at <http://p2a.co/azz6GdR>. A more robust and focused advocacy effort will soon be underway.

Jurisdiction: Labor, HHS, Education and Related Agencies Subcommittees:

House: <https://appropriations.house.gov/subcommittees/subcommittee/?IssueID=34777>

Senate: <https://www.appropriations.senate.gov/subcommittees/labor-health-and-human-services-education-and-related-agencies>

Library of Congress (LOC)

FY18 Budget Request: <https://www.loc.gov/portals/static/about/reports-and-budgets/documents/budgets/fy2018.pdf>

FY16	FY17	FY18 Request	Request vs. FY17
\$600,000,000	\$632,000,000	\$688,000,000	+\$56,000,000 or +8.8%

Program Description: The Library of Congress has the largest and most wide-ranging collection of the world’s recorded knowledge ever assembled by any one institution. It was created and has been sustained for 217 years by the Congress of the United States. The Library has encouraged, protected, and preserved America’s creativity through the work of the Copyright Office since 1871, served the Congress directly for nearly 200 years with the nation’s largest law library, and acted as the Congress’ primary research arm for 100 years with the Congressional Research Service.

Outlook: Since FY 15, the budget for the Library of Congress has steadily increased from \$591 million in FY 15 up to \$632 million in FY17. The Library is one of the few history-related agencies or programs that would receive a boost under the Trump budget.

Jurisdiction: Legislative Branch Subcommittees

House: <https://appropriations.house.gov/subcommittees/subcommittee/?IssueID=34776>

Senate: <https://www.appropriations.senate.gov/subcommittees/legislative-branch>

National Park Service (NPS)

FY 18 Budget Request: <https://www.nps.gov/aboutus/upload/FY-2018-NPS-Greenbook.pdf>

Program	FY16	FY17	FY18 Request	Request vs. FY17
National Recreation and Preservation	\$63,000,000	\$62,500,000	\$37,000,000	-\$25,500,000 or -41%
Heritage Partnerships Program	\$19,800,000	\$19,800,000	\$1,000,000	-\$18,800,000 or -95%
Historic Preservation Programs	\$65,400,000	\$81,000,000	\$51,000,000	-\$30,000,000 or -37%
American Battlefield Protection Program	\$10,000,000	\$10,000,000	\$8,500,000	-\$1,500,000 or -15%

Program Descriptions/Summary of the Request:

National Recreation and Preservation: This appropriation, which funds programs supporting local efforts to preserve natural and cultural resources, is proposed to be funded at \$37 million in FY 2018, a net reduction of -\$25.5 million from the FY17 . Within the Cultural Programs activity, the NPS manages the National Register of Historic Places; reviews and certifies applications for Federal Tax Credits for Historic Preservation as a reimbursable activity; conducts cultural resources management planning through the National Historic Landmarks program, the Historic American Buildings Survey, the Historic American Engineering Record, and the Historic American Landscapes Survey programs.

Heritage Partnership Programs: The National Park Service proposes to eliminate funding for Heritage Partnership Programs Commissions and Grants in FY 2018. The program provides financial and technical assistance to Congressionally designated national heritage areas, managed by private or State organizations to promote the conservation of natural, historic, scenic, and cultural resources. The proposed funding elimination would allow the NPS to focus its remaining resources on park and program operations.

Historic Preservation Fund: The Historic Preservation Fund appropriation includes grant programs to facilitate the preservation of the nation’s historic and cultural resources. This program supports Historic Preservation Offices in states, territories, and tribal lands for the preservation of historically and culturally significant sites. The administration is proposing a funding level of \$51 million in FY 2018, a decrease of -\$30 million from the FY 2017 level. The request includes a -\$4.7 million reduction to Grants-in-Aid to States and Territories and a -\$1.0 million reduction to Grants-in-Aid to Indian Tribes.

The National Park Service proposes to eliminate funding for Competitive Grants in FY 2018. The proposed program elimination would allow the NPS to balance remaining resources between park operations and program investments. The grant program supports the preservation, documentation, and interpretation of the sites and stories of the Civil Rights Movement and the African-American experience.

American Battlefield Protection Program Acquisition Grants: The National Park Service proposes to reduce funding for land acquisition grants through the American Battlefield Protection Program in FY 2018 by \$1.5 million. The proposed program reduction would allow the NPS to balance remaining resources between park operations and program investments. This reduction would limit the Service's capacity to support protection of battlefield lands associated with the Revolutionary War, the Civil War, and the War of 1812. The number and dollar value of grants would decrease, and the selection process would be more competitive given that the range of eligible projects has increased in recent years.

Jurisdiction: Interior, Environment & Related Agencies Subcommittees

House Appropriations:

<https://appropriations.house.gov/subcommittees/subcommittee/?IssueID=34778>

Senate Appropriations: <https://www.appropriations.senate.gov/subcommittees/interior-environment-and-related-agencies>

Institute of Museum and Library Service (IMLS)

FY18 Budget Request: <https://www.ims.gov/sites/default/files/ims-faqs-fy2018-budget-release.pdf>

Program	FY16	FY17	FY18 Request	Request vs. FY17
Library Programs	\$182,944,200	\$183,572,000	\$0	-183,572,000 or -100%
Museum Programs	\$31,343,000	\$31,715,000	\$0	-\$31,715,000
TOTAL	\$230,000,000	\$231,000,000	\$23,000,000	-\$208,000,000 or -90%

Program Description: The Institute of Museum and Library Services is the primary source of federal support for the nation's approximately 123,000 libraries and 35,000 museums. IMLS grant making, policy development, and research help libraries and museums deliver valuable services to the public.

Summary of Request: The President's FY 2018 Budget proposes to eliminate regular program-related funding for IMLS. The Budget requests funding only for IMLS's administrative expenses in order to conduct an orderly winding down of agency operations beginning in FY 2018 (October 1, 2017). IMLS will continue to make FY 2017 grant awards and contracts, as well as honor all obligated awards made to-date.

Outlook: NCH has also reached out to form alliances with the American Alliance of Museums and the American Library Association to coordinate advocacy efforts on behalf of the IMLS. NCH is also working with the National Humanities Alliance on this issue. Few believe that Congress will support the elimination of the IMLS since its programs reach into every congressional district in the country.

Jurisdiction: Labor, HHS, Education and Related Agencies Subcommittees:

House: <https://appropriations.house.gov/subcommittees/subcommittee/?IssueID=34777>

Senate: <https://www.appropriations.senate.gov/subcommittees/labor-health-and-human-services-education-and-related-agencies>

Smithsonian Institution

FY18 Budget Request:

https://www.si.edu/sites/default/files/about/fy_2018_cjb_linked_table_of_contents.pdf

Program	FY16	FY17	FY18 Request	Request vs. FY17
Salaries and Expenses	\$696,000,000	\$729,000,000	\$719,000,000	-\$10,000,000 or -1.3%
Facilities Capital	\$144,000,000	\$134,000,000	\$228,000,000	+\$94,000,000 or +70%
TOTAL	\$840,000,000	\$863,000,000	\$947,000,000	+\$84,000,000 or +9.7%

Summary of Request: The administration's fiscal year 2018 budget request to Congress for the Smithsonian is \$947 million, an increase of \$84 million from the FY 2017 continuing resolution (CR) level. Much of the increase will be directed to the National Air and Space Museum's multiyear revitalization project: \$90 million for the museum itself and \$10 million to complete the storage facility in Chantilly, Va., that will be used to house artifacts during the project. Note: the funding is designated for the original museum on the National Mall, not the newer Udvar-Hazy facility near Dulles Airport.

Salaries and Expenses: The S&E account request for FY 2018 is \$719 million, a -\$10million decrease from the FY 2017 CR level.

Facilities Capital: This account, which funds renovations and repairs of some of the oldest and most visited museums, is \$228 million in FY 18. Nearly half of this amount will go toward the renovation of the National Air and Space Museum (\$100 million), which is scheduled to begin in spring 2018. An additional \$27 million will be used for planning and design of future projects.

Jurisdiction: Interior, Environment & Related Agencies Subcommittees

House Appropriations:

<https://appropriations.house.gov/subcommittees/subcommittee/?IssueID=34778>

Senate Appropriations: <https://www.appropriations.senate.gov/subcommittees/interior-environment-and-related-agencies>

Woodrow Wilson Center for International Scholars

FY18 Budget Request: <https://www.wilsoncenter.org/article/wilson-center-statement-fy2018-budget-plan>

Summary of Request: “The Woodrow Wilson Center facilitates scholarship in the social sciences and humanities and communicates that scholarship to a wide audience within and beyond Washington, D.C. This is accomplished through a resident body of fellowship awardees, conferences, publication, and dialogue. The administration proposes to eliminate funding for the Woodrow Wilson Center. The Budget provides \$7.5 million in FY 2018 to support an orderly transition to privately-funded operations.”

FY16	FY17	FY18 Request	Request vs. FY17
\$10,500,000	\$10,500,000	\$7,500,000	-\$3,500,000 or -33%

Outlook: Uncertain

Jurisdiction: Interior, Environment & Related Agencies Subcommittees

House Appropriations:

<https://appropriations.house.gov/subcommittees/subcommittee/?IssueID=34778>

Senate Appropriations: <https://www.appropriations.senate.gov/subcommittees/interior-environment-and-related-agencies>