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SENATE

{ REPORT
101-534

DEPARTMENT OF THE INTERIOR AND RELATED
AGENCIES APPROPRIATIONS BILL, 1991

OCTOBER 16 (legislative day OCTOBER 2), 1990.—Ordered to be printed

Mr. BYRD, from the Committee on Appropriations,
submitted the following

REPORT

[To accompany H.R. 5769]

The Committee on Appropriations, to which was referred the bill (H.R. 5769) making appropriations for the Department of the Interior and related agencies for the fiscal year ending September 30, 1991, and for other purposes, reports the same to the Senate with various amendments and presents herewith information relative to the changes recommended:

AMOUNTS IN NEW BUDGET (OBLIGATIONAL) AUTHORITY, FISCAL
YEAR 1991

Amount of bill passed by House	\$11,884,143,000
Amount of decrease by Senate.....	184,272,000
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Total of bill as reported to Senate.....	11,699,871,000
Estimates considered by House	9,856,902,000
Estimates considered by Senate	9,856,902,000
Over the budget estimate, 1991.....	1,842,969,000
Over appropriations, 1990	+290,273,000

As has been indicated on prior occasions, it is the Committee's expectation that funds for the development of the road infrastructure on the new lands will be requested in future budget submissions of the Office.

The Committee has no objection to the reprogramming of \$1,500,000 in fiscal year 1990 relocation funds (housing) for a joint effort with Dine Cooperative for the development of a major electronics assembly plant to be located in the new lands area. The facility will remain the property of the Office until after completion of relocation of the Navajo Tribe, and as such, the Office will collect a fair market rent on the facility. It is the Committee's expectation that these rents will be returned to the Office's general fund to reimburse the relocation funds from which the construction expenditure is borrowed against.

INSTITUTE OF AMERICAN INDIAN AND ALASKA NATIVE CULTURE AND ARTS DEVELOPMENT

PAYMENTS TO THE INSTITUTE

Appropriations, 1990	\$4,305,000
Budget estimate, 1991	4,347,000
House allowance	5,673,000
Committee recommendation.....	4,602,000

The Committee recommends an appropriation of \$4,602,000, an increase of \$255,000 above the budget estimate and a decrease of \$1,071,000 when compared to the House allowance.

Within the increased funds provided, the Institute is to pay the severance pay and accrued annual leave costs for former Bureau of Indian Affairs employees who elected not to be covered under the personnel system of the Institute of American Indian and Alaska Native Culture and Arts Development. The Committee concurs with the House recommendation of \$300,000 for the Federal contribution to the Institute's endowment fund. The Committee recommends that the \$50,000 removed from the endowment fund be used for operation of the Institute, in addition to the balance of the increased funds provided.

SMITHSONIAN INSTITUTION

SALARIES AND EXPENSES

Appropriations, 1990	\$225,480,000
Budget estimate, 1991	256,174,000
House allowance	274,342,000
Committee recommendation.....	270,595,000

The Committee recommends an appropriation of \$270,595,000, an increase of \$14,421,000 above the budget estimate and \$3,747,000 below the House allowance. The following table provides a comparison of the budget estimates with the Committee recommendation:

	Budget estimate	Committee recommendation	Change
Research	\$50,993,000	\$47,023,000	-\$3,970,000
Museums.....	105,471,000	106,185,000	+714,000

	Budget estimate	Committee recommendation	Change
Public service.....	4,775,000	4,775,000	
International activities.....	990,000	990,000	
Administration.....	23,611,000	23,603,000	-8,000
Office of Design and Construction.....	2,901,000	2,901,000	
Office of Protection Services.....	24,437,000	25,437,000	+1,000,000
Office of Plant Services.....	42,996,000	42,659,000	-337,000
John F. Kennedy Center.....		15,000,000	+15,000,000
Pay restoration.....		2,022,000	+2,022,000
Total.....	256,174,000	270,595,000	+12,993,000 +14,421,000

The Committee is increasingly concerned regarding the Smithsonian's inability to adequately plan for and manage the day-to-day operations of the Institution. Despite annual appropriations that the Committee has increased by an average of 7.4 percent since fiscal year 1981, the Smithsonian continues to complain about inadequate funding and persists with its threats to close galleries and limit public access to museum exhibit halls by restricting hours and/or charging entrance fees to displays.

The Committee reminds the Smithsonian that it is, first and foremost, a public institution. The Smithsonian's infrastructure, collections, and research activities continue to be supported primarily by Federal tax dollars. The Committee is confident, however, that the adequacy of the funds available is not the issue. What is at issue is the ability of Smithsonian officials to clearly identify management priorities needed to adequately maintain the operations of the Institution. The Committee believes that the Smithsonian's programmatic reach has been allowed to far exceed its ability to grasp. The Institution's management priorities have become submerged by a preoccupation with costly new initiatives. While the Committee has, and will continue to be supportive of future growth and expansion for the Smithsonian, the Committee cannot allow growth and expansion of the Institution if it is to be achieved at the expense of existing programs and infrastructure.

While the Committee proposes to fund the full level of the Smithsonian's fiscal year 1991 budget request, the Committee is recommending a number of significant changes to the Smithsonian's budget estimate. The Committee believes these changes are necessary to ensure adequate attention is paid to the priorities associated with sound management of the day-to-day operations of the Institution while simultaneously allowing some room for future growth.

In order to strike the proper balance between the Smithsonian's responsibility to reinvest in its existing resource base (that is, staff, equipment, buildings, collections, research resources, and administrative support resources) and its desire for new initiatives, the Committee believes it is necessary to postpone and/or slow the pace of some new program development. The Committee's recommendation redirects the savings derived from these changes in order to provide a firm base for existing programs and to provide for a level of security and maintenance necessary to prevent further deterioration of the Institution's existing collections and infrastructure.

The Committee fully expects that such a balance will be achieved starting in fiscal year 1991 without resorting to measures that would have the effect of limiting the public's access to Smithsonian facilities.

As a result, the Committee recommends an increase of \$8,472,000. The increase includes \$1,400,000 to the Smithsonian traveling exhibition service [SITES] to allow this outreach program to reduce its participation fees and offer affordable exhibitions to audiences in communities currently underserved; \$750,000 to allow the Freer Gallery of Art, which has been closed for renovation since 1988, to reopen as scheduled in 1992; \$1,000,000 for the Office of Protection Services to hire security personnel required to ensure adequate daytime coverage in, and public accessibility to, exhibit halls and galleries and to allow public visiting hours to be extended into the evenings during the summer months; \$300,000 to continue feasibility studies associated with the need to relocate Smithsonian mail order and other institutional fulfillment activities; \$2,022,000 to fund fully the 1991 pay raise; and \$3,000,000 to the "Repair and restoration of buildings" appropriation account to provide adequate funding for maintenance, repair, and preservation of Institution buildings.

The Committee recommends partially offsetting the proposed increases with reductions in the "Salaries and expenses" appropriation account. The decrease includes \$782,000 for the Smithsonian's Astrophysical Observatory to create 12 new positions associated with the submillimeter telescope array, and \$180,000 for atmospheric chemistry studies; \$106,000 for 2 new positions related to global change research at the Smithsonian Tropical Research Institute; \$150,000 for 1 new position for global change research in the Smithsonian Environmental Research Center; \$100,000 for 2 new positions to conduct global change research at the National Zoological Park; \$134,000 for 2 new positions in the international environmental science program; \$2,518,000 in major scientific instrumentation to continue design and begin construction of the submillimeter telescope array; \$100,000 in the Office of the Assistant Secretary for Museums to explore African-American programming; in the National Museum of Natural History, \$100,000 to create an associate director of public programs; \$125,000 for global change research; \$71,000 and 1 new position in the National Air and Space Museum for satellite data analysis of global scale environmental studies; \$95,000 for the National Museum of American History to fund an administrator and expand the Columbus quincentenary program; and \$945,000 for the National Museum of the American Indian, which leaves a total of ~~\$8,252,000~~, which was the proposed level contained in the Smithsonian's fiscal year 1991 request to the Office of Management and Budget. $\$10,673$

The Committee notes that the recommended reduction for global change research totals \$866,000 out of a requested increase for fiscal year 1991 of \$1,806,000. The Committee also notes that in excess of \$2,000,000,000 is included in the administration's fiscal year 1991 budget request for global change research across the Federal Government.

In administration, the Committee recommends a decrease of \$250,000 in the Office of the Treasurer for implementation of a new

financial accounting system and \$58,000 of the increase requested for expanding the hardware and software capacity of the bibliographic information system. In the Office of Plant Services, the Committee recommends a reduction of \$300,000 for utilities and \$37,000 for rent.

Within the available funds, the Committee directs the Office of Folklife Programs to provide \$300,000 for "The Family Farm: An American Tradition," which is to be presented in conjunction with the 25th anniversary of the American folklife festival in 1991.

The Committee, in agreement with the House, has included a one-time increase of \$15,000,000 for debt reduction for the John F. Kennedy Center for the Performing Arts, as requested by the administration.

The Committee agrees with bill language added by the House that allows the conversion of the American Institute for Indian Studies forward-funded reserve to an interest-bearing account, under the auspices of the American Embassy in India. The Committee also agrees with bill language added by the House that allows the Smithsonian to lease space for terms not to exceed 30 years.

CONSTRUCTION AND IMPROVEMENTS, NATIONAL ZOOLOGICAL PARK

Appropriations, 1990	\$6,424,000
Budget estimate, 1991	6,671,000
House allowance	6,671,000
Committee recommendation.....	6,671,000

The Committee recommends an appropriation of \$6,671,000, the same as the budget estimate and the House allowance. The recommendation includes \$3,000,000 for phase I of the Tropical Science and Global Environmental Science Gallery, which is part of the Amazonia exhibition; \$300,000 for design of the Hall of the Human-kind; and \$1,871,000 for improvements at the Rock Creek facility. The Committee has also included \$1,500,000 for necessary improvements at the Conservation and Research Center in Front Royal, VA.

REPAIR AND RESTORATION OF BUILDINGS

Appropriations, 1990	\$26,469,000
Budget estimate, 1991	28,656,000
House allowance	31,356,000
Committee recommendation.....	31,656,000

The Committee recommends an appropriation of \$31,656,000, an increase of \$3,000,000 above the budget estimate and \$300,000 above the House allowance. The increase above the budget estimate will allow the Smithsonian to expand its high-priority repair and restoration activities in fiscal year 1991.



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CONSTRUCTION

Appropriations, 1990	\$8,320,000
Budget estimate, 1991	16,189,000
House allowance	15,989,000
Committee recommendation.....	16,189,000

The Committee recommends an appropriation of \$16,189,000, the same as the budget estimate and \$200,000 above the House allowance. The recommendation includes \$8,130,000 for the National Museum of the American Indian; \$1,500,000 for the Natural History East Court building, with bill language limiting availability of these funds subject to authorization; \$1,550,000 for the Tropical Research Institute floating laboratory; \$1,000,000 for construction planning required for renovation of the General Post Office Building, the Air and Space Museum Extension, and the Collections Management Center at Suitland; and \$4,009,000 for minor construction, alterations, and modifications.

Regarding the Air and Space Museum extension, the Committee is concerned with the estimates of the total cost of this facility. As a result, the Committee expects the Smithsonian will accelerate and intensify its efforts to identify and obtain commitments from non-Federal sources of funds for the extension facility. The Committee expects that up to \$350,000 of the \$1,000,000 increase requested for construction planning will be applied to the Air and Space Museum extension. The Committee believes that this facility should be sited at a location that is within a reasonable proximity to the Mall exhibit in order to allow a reasonable traveling distance for visitors between the Air and Space Museum and the extension facility.

NATIONAL GALLERY OF ART

SALARIES AND EXPENSES

Appropriations, 1990	\$40,161,000
Budget estimate, 1991	46,098,000
House allowance	46,276,000
Committee recommendation.....	46,276,000

The Committee has provided an increase of \$178,000 over the budget estimate and the same as the House allowance.

In agreement with the House, the increase includes \$378,000 to fund fully the cost of the fiscal year 1991 pay raise and a decrease of \$200,000 in estimated savings in utility costs due to prior investment in energy efficient equipment by the gallery.

Within the allowance, the Committee expects the gallery to maintain full operation of summer hours.

REPAIR, RESTORATION, AND RENOVATION OF BUILDINGS

Appropriations, 1990	\$1,795,000
Budget estimate, 1991	2,805,000
House allowance	3,205,000
Committee recommendation.....	4,205,000

The Committee recommends an appropriation of \$4,205,000 for the repair and renovation of buildings, which is an increase of