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Appropriations for FY2001: Legislative Branch

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CRS REPORT
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Committees of Congress

Appropriations are one part of a complex federal budget process that includes budget resolutions, appropriations (regular, supplemental, and continuing) bills, rescissions, and budget reconciliation bills. The process begins with the President's budget request and is bounded by the rules of the House and Senate, the Congressional Budget and Impoundment Control Act of 1974 (as amended), the Budget Enforcement Act of 1990, and current program authorizations.

This report is a guide to one of the 13 regular appropriations bills that Congress considers each year. It is designed to supplement the information provided by the House and Senate Appropriations Subcommittees on Legislative Branch Appropriations. It summarizes the current legislative status of the bill, its scope, major issues, funding levels, and related legislative activity. The report lists the key CRS staff relevant to the issues covered and related CRS products.

This report is updated as soon as possible after major legislative developments, especially following legislative action in the committees and on the floor of the House and Senate.

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Summary

Congress appropriated $2.649 billion for legislative branch operations in FY2001, a 6.6% increase over the FY2000 appropriation of $2.486 billion. The FY2001 funding level includes the appropriation in the regular annual legislative branch appropriations bill; a supplemental appropriation of $118 million in a miscellaneous appropriations bill; and a rescission of 0.22%.

Regular FY2001 Appropriations. The first regular FY2001 legislative branch appropriations bill (H.R. 4516) approved by Congress was vetoed by President Clinton in late October 2000. Seven weeks later, on December 14, a new legislative branch appropriations bill (H.R. 5657), which contained the funding levels as approved in the original bill, was introduced and incorporated by reference in the FY2001 Consolidated Appropriations Act (H.R. 4577). The latter act was signed into law (P.L. 106-554) on December 21, 2000.

During initial consideration of the regular legislative branch bill, the House Appropriations Committee, in compliance with budget allocation restrictions, established funding for FY2001 at 5.5% less than the level appropriated for FY2000. When the Senate took up the bill it approved an overall 3.7 % increase. The House later restored most of the funds cut at the committee level when it adopted a manager's amendment containing an additional $95.7 million in funding during floor consideration of the House bill. The compromise bill approved by the conference committee provided for a 2.1% over FY2000.

Among the major funding issues considered were actions to:

- increase funds for the Capitol Police to employ 100-115 additional officers to implement the Capitol Police Board's security plan;
- temporarily transfer administration of the Capitol Police to a chief administrative office under jurisdiction of the General Accounting Office;
- merge Library of Congress and Government Printing Office police with the Capitol Police;
- provide adequate funds for electronic document printing, the digital online program of the Library of Congress, and enhancements to the legislative information system;
- fund the support agency staff succession programs to replace employees eligible for retirement in the immediate future; and
- authorize GAO greater flexibility in reductions-in-force and early retirements and separation payments.

Additional Regular Appropriations and Rescission. A second bill (H.R. 5666), which contained an additional $118 million in regular FY2001 legislative branch appropriations funds, and a 0.22% across-the-broad cut in FY2001 appropriations, was also incorporated by reference into P.L. 106-554.

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Most Recent Developments

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Additional Regular Appropriations and Rescission. A second bill (H.R. 5666), which contained an additional $118 million in regular FY2001 legislative branch appropriations funds, and a 0.22% across-the-broad cut in FY2001 appropriations, was also incorporated by reference into P.L. 106-554.

From October 1, the beginning of FY2001, to December 21, 2000, the legislative branch was funded at its FY2000 level in continuing resolutions.

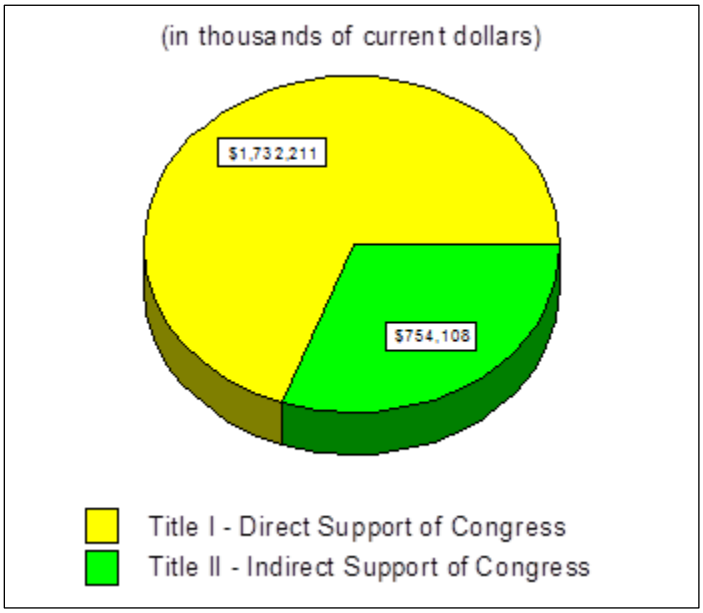
Introduction

Effective in FY1978, the legislative branch appropriations bill has been divided into two titles. Title I, Congressional Operations, contains budget authorities for activities directly serving Congress. Included in this title are the budgets of the House, the Senate, Joint Items (joint House and Senate activities), the Office of Compliance, the Congressional Budget Office (CBO), the Architect of the Capitol (AOC) (except the Library of Congress (LOC) buildings and grounds), the Congressional Research Service (CRS) within the Library of Congress, and congressional printing and binding activities of the Government Printing Office (GPO).

Title II, Related Agencies, contains budgets for activities not directly supporting Congress. Included in this title are the budgets of the Botanic Garden, the Library of Congress (except the Congressional Research Service), the Library buildings and grounds maintained by the Architect of the Capitol, the Government Printing Office (except congressional printing and binding costs), and the General Accounting Office (GAO). Periodically since FY1978, the legislative bill has contained additional titles for such purposes as capital improvements and special one-time functions.

In FY2000, Title I budget authority was 69.7% of the total appropriation of $2.486 billion, including a rescission and supplementals.[1] Title II budget authority was 30.3% of the total appropriation. In addition, there is legislative budget authority that is not included in the annual legislative branch appropriations act or supplemental appropriations acts. It includes permanent budget authority for both federal funds and trust funds, and other budget authority.[2]

Figure 1. Title I and Title II of the FY2000 Legislative Branch Appropriations Act (P.L. 106-57), including a Rescission and Supplemental (P.L. 106-113); a Second Supplemental (P.L. 106-246); and a Third Supplemental (P.L. 106-554)



Permanent federal funds are available as the result of previously enacted legislation and do not require annual action.[3]

Permanent trust funds are monies held in accounts credited with collections from specific sources earmarked by law for a defined purpose. Trust funds do not appear in the annual legislative bill since they are not budget authority. They are included in the *U.S. Budget* either as budget receipts or offsetting collections.[4]

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[1] The figure includes funds in the regular annual FY2000 Legislative Branch Appropriations Act (P.L. 106-57); a 0.38% rescission and supplemental of $10 million in P.L. 106-113; a supplemental of $17.5 million in P.L. 106-246; and a supplemental of $11.1 million in P.L. 106-554, which incorporated by reference the provisions of H,.R. 5666, miscellaneous appropriations bill.

[2] Other budget authorities are those of some non-legislative entities within the legislative branch budget that are actually funded in other appropriations bills.

[3] FY2000 total legislative branch permanent federal fund authority was $279 million, comprised of House and Senate Member pay ($95 million); House and Senate use of foreign currencies ($3 million); House and Senate international conferences and contingencies ($1 million); and LOC payments to copyright owners ($180 million). Sources for permanent federal funds are FY2001 U.S. Budget (for Senate items) and House Appropriations Committee. Figures in the U.S. Budget are rounded to the nearest million.

[4] FY2000 total legislative branch permanent trust fund authority was $51 million. This figure comprises the Library of

The *Budget* also contains some non-legislative entities within the legislative branch budget. They are funded in other appropriation bills, but are placed in the legislative section by the Office of Management and Budget for bookkeeping purposes.[5]

Congress gift and trust fund accounts ($41 million); the Library of Congress cooperative acquisitions revolving fund ($2 million); U.S. Capitol Preservation Commission trust funds ($1 million); Architect of the Capitol for the Botanic Garden, gifts and donations ($6 million); and John C. Stennis Center for Public Service Training and Development trust funds ($1 million). The source for permanent trust funds is the House Committee on Appropriations.

[5] The FY2001 U.S. Budget includes non-legislative entities under two headings: (1) "U.S. Tax Court" and (2) "other legislative branch agencies – legislative branch boards and commissions." Included in the latter category are the National Bipartisan Commission on the Future of Medicine; the Medicare Payment Advisory Commission; the Census Monitoring Board; the U.S. Commission on International Religious Freedom; the Gambling Impact Study Commission; and a subcategory titled "other legislative branch boards and commissions," with no indication of boards and commissions included.

For a more accurate picture of the legislative branch budget in FY2001, the budget authority for non–legislative entities should be subtracted from the total legislative budget authority provided in the U.S. Budget. The FY2001 U.S. Budget shows an FY2001 total legislative budget authority request of $3.082 billion, including permanent federal and permanent trust funds, non–legislative entities, and a deduction of $8 million in off-setting receipts from sales to the public. After removing non–legislative entities ($38 million), the total is $3.036 billion, still including permanent federal funds and permanent trust funds. Excluding permanent federal funds ($311 million) and permanent trust funds ($37 million), the total is $2.688 billion. The source for these figures is the FY2001 U.S. Budget. The pending legislative branch budget request before the House Appropriations Committee was $2.716 billion, which reflected a revision by the legislative branch of the President's request.

Status

Table 1. Status of Legislative Branch Appropriations, FY2001 (H.R. 4516) (S. 2603) (H.R. 5657 Which Was Incorporated by Reference in P.L. 106-554)

Subcommittee Markup							Conference Report Approval		
House	Senate	House Report	House Passage	Senate Report	Senate Passage	Conference Report[a]	House[b]	Senate	Public Law
5/3/00[c]	5/18/00[d]	5/23/00 H.Rept. 106-635	6/22/00 (373-50)	5/23/00 S.Rept. 106-304	7/17/00[e]	7/27/00 H.Rept. 106-796	9/14/00 212-209	10/12/00 58-37[f]	P.L. 106-5547 12/21/00[g]

a. Conference report appeared in the *Congressional Record* on July 27, p. H7095-7126.

b. On July 27, the House agreed to H. Res. 565, the rule waiving points of order against the conference report to accompany H.R. 4516 (214-210).

c. The subcommittee vote to report the measure was 6-3. The full House Appropriations Committee markup was May 9, 2000. The committee voted 31-23 to report the measure to the House.

d. The Senate version was marked up by the full Senate Appropriations Committee on May 18, 2000. The committee voted 28-0 to report the measure (S. 2603) to the Senate.

e. Passage was by unanimous consent. On May 25, 2000, by a vote of 98-2, the Senate agreed to the motion to advance S. 2603 to the third reading, and subsequently the bill was engrossed and returned to the Senate calendar. The Senate passed H.R. 4516, after incorporating the text of S. 2603, as amended.

f. Earlier, on Sept. 20, 2000, the Senate failed to approve the conference report (28-69).

g. The first FY2001 bill, H.R. 4516, was vetoed Oct. 30, 2000. The second bill, H.R. 5657, introduced Dec. 14, was incorporated by reference in H.R. 4577, FY2001 consolidated appropriations bill, signed by the President on Dec. 21 (P.L. 106-554).

Actions on the FY2001 Legislative Branch Appropriations Bill, H.R. 4577 (P.L. 106-554)

Submission of FY2001 Budget Estimates

On February 7, 2000, President Clinton released the FY2001 budget request of $2.688 billion for legislative activities funded in the legislative branch appropriations bill.[6] The revised budget estimate for the legislative branch was $2.716 billion,[7] and was an increase of $258.3 million, or 10.5%, over the FY2000 appropriation of $2.458 billion, before supplementals.

Actions on the House FY2001 Legislative Funding Bill (H.R. 4516)

On June 22, the House passed its version of the FY2001 legislative funding bill, H.R. 4516, which contained $1.914 billion (excluding Senate items). The FY2001 funding level was a decrease of $9.8 million, or 0.5%, from the FY2000 appropriation of $1.924 billion.[8] During floor consideration the House adopted a managers' amendment adding $95.7 million to the bill as it was reported by the House Appropriations Committee.

As reported earlier on May 23, H.R. 4516 contained a 5.5% reduction of $105.6 million, to $1.818 billion in FY2001 (excluding Senate items) from $1.924 billion in FY2000 (H.Rept. 106-635).[9]

The overall reduction was the result of compliance by the Subcommittee on Legislative and the House Appropriations Committee with the FY2001 House budget allocations made by the concurrent budget resolution passed by the House on March 23, 2000.[10] The reduction was based on maintaining the FY2000 budget authority, less $94 million.

As reported, the bill contained reductions that included -1.2% for the House of Representatives, -11.7% for the Capitol Police (including the pending FY2000 supplemental), -8.8% for the Office of Compliance, -17.9% for the Architect of the Capitol (including the pending FY2000 supplemental and excluding Senate items), -6.7% for the Congressional Research Service, -25.3% for the Government Printing Office, -6.9% for the General Accounting Office, and -3.9% for the Congressional Budget Office.

The House Appropriations Committee estimated that 1,720 full time equivalent positions (FTEs) would be eliminated in the legislative branch. Some agencies, however, would have had limited authority to make their budget reductions in some non-personal areas. Based on agency estimates, according to members expressing additional views, the bill possibly meant reductions of 438 from

[6] The source is the FY2001 U.S. Budget. This figure is not exact because the Office of Management and Budget (OMB), which prepares the U.S. Budget, rounds to the nearest millions of dollars.

[7] The source is the House Appropriations Committee. In December of each year, legislative agencies submit their budget requests for the upcoming fiscal year to OMB. The agencies' requests are prepared during the previous months. Subsequently, OMB incorporates the agencies' requests without change into the President's annual budget submitted to Congress early the following year. Legislative agencies may revise their budget requests at any time, and the $2.716 billion was a revision by the legislative branch of the amount included in the President's budget.

[8] The FY2000 appropriations base used by the House Appropriations Committee contained a $17.1 million supplemental appropriation in H.R. 3908, passed by the House on March 30, 2000.

[9] The FY2000 appropriations base used by the House Appropriations Committee contained a $17.1 million supplemental appropriation in H.R. 3908, passed by the House on March 30.

[10] The conference report on H.Con Res. 290 was adopted by the House and Senate on April 13, 2000.

the Capitol Police, 707 from the GAO, 114 from CRS, 31 from CBO, 156 from the AOC, 62 minimum from GPO, and 319 from the House of Representatives.

Earlier, on May 4, the House Appropriations Committee chairman released funding allocations (referred to as 302(b) allocations) of $2.355 billion in budget authority for the legislative branch in FY2001. The House allocation was $45 million less than the Senate allocation of $2.5 billion. On May 8, the House Appropriations Committee voted to report its version of the overall FY2001 legislative budget, agreeing without change to the bill reported by its Subcommittee on Legislative on May 3.

On June 20, in order for the manager's amendment of an additional $95.7 million to be adopted, the House Appropriations Committee reallocated an additional $113 million to the Subcommittee on Legislative from the Subcommittee on Transportation.

Hearings were held by the House Appropriations Subcommittee on Legislative on January 27 and February 1 and 2, 2000.

Actions on the Senate FY2001 Legislative Funding Bill (S. 2603)

On July 17, the Senate passed H.R. 4516 by unanimous consent, after incorporating the text of S. 2603, as amended. As passed, H.R. 4516 contained $1.721 billion (excluding House items), a 3.7% increase from $1.662 billion in FY2000 (excluding House items).[11] The FY2000 appropriation base used by the Senate did not include an FY2000 supplemental of $17.1 million in H.R. 3908, passed by the House on March 30 (S.Rept. 106-635).

Prior to Senate consideration, however, the Senate minority leader had stated his intention of seeking to postpone Senate passage until after the House considered its version.

Earlier, on May 24, the Senate began consideration of its version of the FY2001 legislative branch appropriations bill, S. 2603. On May 25, by a vote of 98-2, the Senate agreed to the motion to advance S. 2603 to the third reading (thereby ending the time to offer amendments), and subsequently the bill was engrossed and returned to the Senate calendar.

As passed by the Senate, H.R. 4516 contained a 3.9% increase for the Senate, a 29.1% increase for the Capitol Police, a 3.7% increase for the Office of Compliance, a 3.8% increase for the Congressional Budget Office, a 0.1% increase for the Architect of the Capitol (including Library buildings and grounds, but excluding House office buildings), a 1.0% increase for the Library of Congress, excluding the Congressional Research Service, a 3.4% increase for the Congressional Research Service, 3.7% increase for the Government Printing Office, and a 1.9% increase for the General Accounting Office. Discussion during the Senate Appropriations Committee markup indicated that the bill did not reduce FTE staff positions.

Earlier, on May 4, 2000, the Senate Appropriations Committee approved its FY2001 budget allocations for its subcommittees, with an allocation of $2.5 billion for the legislative branch. The Senate allocation was $145 million more than the House allocation of $2.355 billion.

Hearings were held by the Senate Subcommittee on Legislative Branch on February 8, 22, and 29, and March 21, 2000.

[11] The FY2000 appropriation base used by the Senate in the Senate Appropriations Committee report did not contain a $17.1 million FY2000 supplemental appropriation in H.R. 3908, as passed by the House on March 30, 2000. The House Appropriations Committee included the $17.1 million in its FY2000 appropriation base.

Actions on the FY2001 Conference Report on H.R. 4516

The conference report on H.R. 4516 was filed July 27, and approved by the House on September 14 (212-209). The Senate approved the report on October 12 (58-37), after having failed to approve it earlier on September 20 (28-69). The report contained $2.527 billion, a 2.1% increase over the FY2000 appropriation of $2.475 billion. The report also contained $51.1 million in emergency FY2000 supplemental appropriations for the legislative branch and the Department of Housing and Urban Development, Federal Housing Administration. Both the legislative branch and the FY2000 supplemental appropriations are contained in Division A of the bill. Division B contained provisions of the FY2001 treasury and postal service appropriations bill and a repeal of the excise tax on telephone and other communications services.

Of the $51.1 million in FY2000 emergency supplemental appropriations, $11.1 million was for legislative branch activities – $2.1 million for the Capitol Police Board for security enhancements, and $9 million for repairs to the garage of the Cannon House office building.

Veto of H.R. 4516 by the President

On October 30, 2000, the President vetoed H.R. 4516. In his veto message, the President criticized the bill for providing funds for operation of the Congress and White House before passing other appropriations measures affecting the public. His statement read in part:

I am returning herewith without my approval, H.R. 4516, the Legislative Branch and the Treasury and General Government Appropriations Act, 2001. This bill provides funds for the legislative branch and the White House at a time when the business of the American people remains unfinished.

> The Congress' continued refusal to focus on the priorities of the American people leaves me no alternative but to veto this bill. I cannot in good conscience sign a bill that funds the operations of the Congress and the White House before funding our classroom, fixing our schools, and protecting our workers."[12]

Until the FY2001 bill was enacted on December 21, the legislative branch was funded at its FY2000 level by continuing resolutions beginning on October 1, at the start of FY2001.

Enactment of FY2001 Legislative Branch Funds in

P.L. 106-544

Pursuant to the President's veto of H.R. 4516, FY2001 legislative branch funds were contained in H.R. 5657, introduced on December 14. H.R. 5657 was included by reference in P.L. 106-554, the FY2001 Consolidated Appropriations Act (H.R. 4577), signed by the President on December 21, 2000.

P.L. 106-554 also incorporated by reference the provisions of H.R. 5666, miscellaneous appropriations bill, which contained additional FY2001 legislative branch appropriations of $118 million[13] and a 0.22% across-the-board cut.

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[12] U.S. Congress, House, *Veto Message on H.R. 4516 - Message from the President of the United States*, H. Doc. 106-306, 106th Cong., 2nd sess., prepared by the House Committee on Appropriations (Washington: GPO, 2000), p. 1.

[13] This appropriation contained $423,900 for gratuity payments, $1,033,000 for the Architect of the Capitol, $100 million for the Library of Congress digital program, and an additional $16.5 million for the Senate subheading, Miscellaneous Items.

The total FY2001 legislative branch appropriation including the 0.22% cut is $2.649 billion.

Actions on FY2000 Supplemental Appropriations for the Legislative Branch

During 2000, Congress also approved the following FY2000 supplemental appropriations - $10 million for the Russian leadership program of the Library of Congress, $136,700 for a gratuity payment, and a 0.38% rescission (P.L. 106-113); $17.5 million for the Architect of the Capitol for fire safety (P.L. 106-246); $2.1 million for the Capitol police board for security and $9 million for the Architect of the Capitol for House office buildings (P.L. 106-554).

Action on a Rescission and Supplemental to FY2000 Legislative Branch Appropriations (P.L. 106-113)

During the last days of the 1999 session, Congress approved a 0.38% across-the-board rescission in the FY2000 appropriations acts, including that for the legislative branch. The provision was contained in H.R. 3194, the FY2000 Consolidated Appropriations Act, which was signed into law as P.L. 106-113 on November 29, 1999. P.L. 106-113 also contained a $10 million supplemental for the Library of Congress to continue operation of the Russian leadership program and $136,700 for a gratuity payment.

Action on a Second Bill Containing an FY2000 Supplemental for the Legislative Branch (H.R. 3908)

On March 30, the House passed an FY2000 supplemental appropriations measure, H.R. 3908, which contained $17 million for the legislative branch, as follows:[14]

- $1.9 million to the Capitol Police Board for additional costs of security enhancements to the Library of Congress buildings and grounds; and,
- $15.2 million to the Architect of the Capitol, for the account "Capitol buildings and grounds," for fire safety, as follows: Capitol buildings and grounds, "Capitol buildings - salaries and expenses," $7.0 million; House office buildings, $4.2 million; Capitol power plant, $3,000; Botanic garden, "salaries and expenses," $26,000; Architect of the Capitol, "Library buildings and grounds - structural and mechanical care," $3.9 million.

The Senate delayed further action on H.R. 3908 due in part to concerns over the rising costs of the supplemental and the desire of Senate Majority Leader Lott to attach a reduced supplemental to one of the first FY2001 regular annual appropriations bills.

Subsequently, the $17 million supplemental was added to S. 2536 (see below).

Action on a Third Bill Containing an FY2000 Supplemental for the Legislative Branch (S. 2536 and H.R. 4461)

The FY2000 legislative supplemental appropriation contained in H.R. 3908, as passed by the House on March 30 (see above), was subsequently incorporated in S. 2536, the FY2001 agriculture, rural development, food and drug administration, and related agencies appropriations bill. S. 2536, which was reported to the Senate on May 9 (S.Rept. 106-288), contained:

[14] Due to rounding, the following appropriations do not add exactly to $17.1 million.

- $11.9 million in emergency appropriations for the Capitol Police Board (under joint items) for additional security enhancement expenses including (1) $10 million for the initial implementation of the Capitol Police master plan, subject to approval of the Committees on Appropriations of the House and Senate, and (2) $1.9 million for security enhancements to the Library of Congress buildings and grounds to complete installation of a closed circuit television and to install bollards around the Madison building perimeter.
- $2.7 million in emergency appropriations for the Capitol Police, salaries (under joint items) for overtime expenses; and,
- $17.5 million in emergency appropriations for the Architect of the Capitol to implement identified fire safety upgrades as follows: "Capitol buildings and grounds, "Capitol buildings - salaries and expenses," $7.0 million; Senate office buildings, $2.3 million; House office buildings, $4.2 million; Capitol power plant, $3,000; Botanic garden, "salaries and expenses," $26,000; and Architect of the Capitol, "Library buildings and grounds - structural and mechanical care," $3.9 million;
- language regarding expenditure of funds received by the Architect as gifts for construction of the national garden associated with the Botanic Gardens.
- language that makes changes in funding and reporting requirements of the Trade Deficit Review Commission.

The $17.5 million appropriation for fire safety was subsequently deleted from S. 2536 and inserted in H.R. 4425, the FY2001 military construction appropriations, during conference (see discussion following). Also deleted from S. 2536 was language relating to the Trade Deficit Review Commission.

The other three legislative branch provisions (for $11.9 million, $2.7 million, and Architect of the Capitol language) were incorporated by the Senate in H.R. 4461, the House version of the FY2001 agriculture appropriations bill. H.R. 4461 was amended by the Senate to contain the language of S. 2536 and passed by the Senate on July 20. The three provisions were dropped during alter consideration of H.R. 4461.

Action on a Fourth Bill Containing an FY2000 Supplemental for the Legislative Branch, H.R. 4425 (P.L. 106-246)

Conferees on the FY2001 military construction appropriations bill, H.R. 4425, agreed to add a $17.5 million supplemental for the Architect of the Capitol for fire safety. H.R. 4425 was signed into law by the President on July 13 (P.L. 106-246).

The appropriations for fire safety upgrades were as follow: "Capitol buildings and grounds, "Capitol buildings - salaries and expenses," $7.0 million; Senate office buildings, $2.3 million; House office buildings, $4.2 million; Capitol power plant, $3,000; Botanic garden, "salaries and expenses," $26,000; and Architect of the Capitol, "Library buildings and grounds - structural and mechanical care," $3.9 million.

Action on Conference Report on H.R. 4475, FY2001 Department of Transportation appropriations bill (P.L. 106-346)

Conferees on H.R. 4475 (H.Rept. 106-940, October 5, 2000) added language relating to operations of the legislative branch which:

- provided additional funds to the Federal Law Enforcement Training Center to establish a Washington, D.C. area law enforcement training center for the Treasury Department, other federal agencies, the United States Capitol Police, and the Washington, D.C. Metropolitan Police Department, primarily for firearms and vehicle operations requalifications.
- included a new provision amending section 108 of the FY2001 legislative branch appropriations bill[15] to place the chief administrative officer (CAO) position for the U.S. Capitol Police under the direct control of the Capitol Police, in consultation with the Comptroller General of the United States. According to the conference report "The Comptroller General is to monitor the performance of the CAO and report to the chief of the Capitol Police, the Capitol Police Board, and the appropriations and authorizing committees of the Senate and House. The chief is to report the CAO's plans and progress made in resolving the several administrative problems of the Capitol Police to the appropriations and authorizing committees of the Senate and House of Representatives."

Action on Supplementals in H.R. 5666, Miscellaneous Appropriations Bill (P.L. 106-554)

H.R. 5666 contained an FY2000 supplemental of $11.1 million - $2.1 million for the Capitol Police Board for security and $9 million to the Architect of the Capitol for House office buildings. H.R. 5666 was incorporated by reference in P.L. 106-554, FY2001 Consolidated Appropriations Act.

Major Issues Driving Discussions on the FY2001 Bill

Among the major funding issues considered and resolved were actions to:

- increase funds for the Capitol Police for 100 - 115 additional officers to implement the Capitol Police Board's security plan; temporarily transfer administration of the Capitol Police to a chief administrative office, under jurisdiction of the General Accounting Office (subsequently changed to jurisdiction of the U.S. Capitol Police);
- merge the Library of Congress police and the Government Printing Office police with the Capitol Police (provision deleted in conference); provide adequate funds for electronic document printing, the digital online program of the Library of Congress, and enhancements to the legislative information system;
- fund the support agencies' staff succession programs to replace employees eligible for retirement in the immediate future; and authorize the comptroller general greater authority for flexibility in a reduction-in-force and for voluntary early retirement authority and separation payments (provision deleted in conference).

Overall Funding Level Issues

Each spring, as members of the House Subcommittee on Legislative and the Senate Subcommittee on Legislative Branch consider funding requests from legislative agencies, they are faced with three options on funding levels: to maintain a flat budget; to provide a modest increase; or to approve a budget decrease. Statements by subcommittee members during the

[15] At the time conferees reported H.R. 4475, the FY2001 legislative branch appropriations bill had been reported from conference and approved by the House.

January and February 2000 hearings suggested support for a fairly flat budget for FY2001. However, the FY2001 bill reported to the full Appropriations Committee, and subsequently reported to the House, represented a 5.5% reduction, or $105.6 million, from the current funding level for FY2000. The House subsequently added $95.7 million during floor consideration on June 22. As reported from conference, H.R. 4516 contained a 2.1% increase, to $2.527 billion in FY2001 from $2.475 billion in FY2000.

The legislative branch budget is 0.15% of the total federal budget.

Flat Budget

A "flat" budget typically provides new funds for mandatory cost increases, but denies additional funding requests.[16] A flat budget can be difficult to achieve due to a number of factors, such as ongoing and emergency maintenance and repair needs or an effort to keep operations current with recent technology developments. The FY2001 budget of $2.527 billion, as reported from conference in H.R. 4516, represented a flat budget, compared with $2.475 billion appropriated for FY2000 at that time.

This follows the trend of FY1999 and FY1998. The FY1999 regular annual Legislative Branch Appropriations Act (P.L. 105-275), *without the emergency supplementals*, contained a 2.8% increase over FY1998, to $2.352 billion from $2.288 billion (both figures in current dollars). The rate of inflation for the comparable period of time was 2.2%.

When including the FY1999 emergency supplementals, the FY1999 increase was higher, 12.8%, to $2.581 billion in FY1999 from $2.288 billion in FY1998. Allowing for inflation, the increase was 10.5%.

In the previous year, conferees on the FY1998 legislative funding bill also approved a fairly flat budget, or a 3.9% increase based on current dollars, to $2.288 billion in FY1998 from $2.203 billion in FY1997. Allowing for inflation, the FY1998 conference figure was actually a 2.2% increase, to $2.391 billion in FY1998 from $2.340 billion in FY1997 (in constant 1999 dollars).

Modest Increase

When including the FY1999 emergency supplemental appropriations in P.L. 105-277, the FY1999 total appropriation allowed for a modest increase, to $2.581 billion from $2.288 billion in FY1998, or a 12.9% increase. The emergency supplemental contained funds for security systems, a Capitol visitors' center, and Year-2000 compliance of software and other computer changes.

Budget Decrease

In FY1996 and FY2000, Congress reduced the legislative budget. For FY1996, Congress approved a budget that was an 8.2% reduction from the previous year. The FY1996 budget was $2.184 billion, down from the FY1995 budget of $2.378 billion. When accounting for inflation, the decrease was more, 12.4%, to $2.328 billion in FY1996 from $2.659 billion in FY1995.

The FY2000 appropriation of $2.475 billion (enacted at the time of the conference report on H.R. 4516) was a 4.1% reduction from the FY1999 appropriation of $2.581 billion. Allowing for inflation, the decrease was more, 6.3%.

[16] Mandatory costs are those required by statute. They include such items as annual pay adjustments and increases in the federal government's contribution to the federal employee retirement program.

Figure 2. Legislative Branch Appropriations, FY1995-FY2000

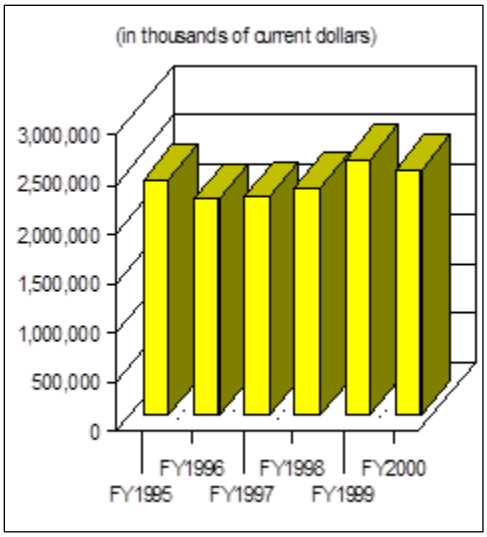
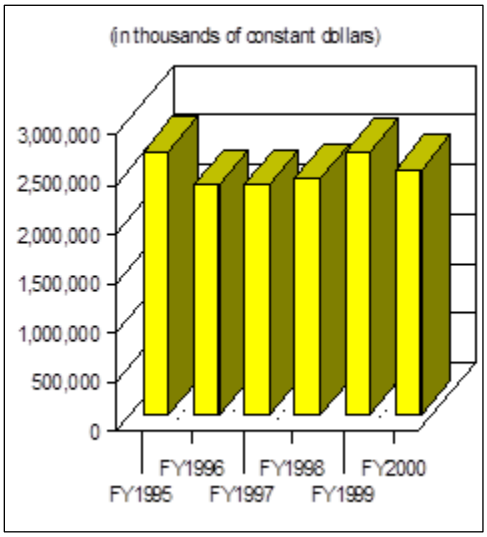


Figure 3. Legislative Branch Appropriations, FY1995-FY2000



Technology Issues

Security of Legislative Information

The House Appropriations Committee report on the FY2001 bill contained language expressing its concern for the security of electronically formatted legislative information. The House directed the clerk of the House, in consultation with the secretary of the Senate, to meet with legislative entities that electronically create or store legislative information, to prepare information security standards and procedures for these entities, and to establish a process to routinely evaluate security risks.

The clerk was required to submit proposed standards and procedures to the Committee on House Administration and the Senate Committee on Rules and Administration for approval. Upon approval, the clerk's plans were to be submitted to the House and Senate Appropriations Committees.

The Library of Congress and the Government Printing Office are directed to "work with the clerk and secretary of the Senate to test, develop, and implement, no later than January 3, 2001, systems that will enable them to confirm the authenticity of such legislative information."[17]

House and Senate Legislative Information Systems

Both houses continued to seek ways to reduce duplication of effort in tracking legislation and to upgrade legislative tracking and document management systems. Toward this end, both houses continue to develop information systems that create and manage legislative data files.

The House legislative information system is administered by the House clerk. The Senate system is administered by the secretary of the Senate. They report, respectively, to the House

[17] U.S. Congress, House Committee on Appropriations, *Legislative Branch Appropriations Bill, 2001*, report to accompany H.R. 4516, 106th Cong., 2nd sess., H.Rept. 106-635 (Washington: U.S. Govt. Print. Off., 2000), p. 8.

Administration Committee (formerly House Oversight) and the Senate Committee on Rules and Administration on their recommendations regarding the electronic transfer of legislative data between the two houses and among other legislative branch entities.

In support of the development of the House and Senate legislative information systems, both houses directed the Congressional Research Service in 1996 to develop a data retrieval system with the technical support of the Library of Congress and in collaboration with other legislative branch agencies, such as the Government Printing Office.[18] The House and Senate legislative information systems are expected to reduce duplication through the consolidation of existing legislative retrieval systems.

House System

In FY1996, the Committee on House Administration (formerly House Oversight) directed the clerk to study methods for increasing the capacity of the House to manage its documents electronically. The committee further directed that subsequent proposals of the clerk relating to printing be coordinated with GPO and all House entities requiring printing and storage of documents.

The clerk of the House requested $750,000 for FY2001 to continue development of the House document management system (DMS), which would provide a method for creating, tracking, editing, sharing, printing, and transmitting documents. Identical appropriations were made for the DMS in FY1998 and FY1999. According to the clerk, the goals of the DMS are "to improve the legislative document creation and revision process; to provide pro-active tracking, routing, and control of legislative documents; to improve information exchange with the Senate and other government entities in order to facilitate the legislative process; to enable the Office of the Clerk to become the repository for House legislation and related documents for current and future use, for the general public, legislative organizations, and the House of Representatives; [and] to allow the House of Representatives to become more independent for preparation, printing, and distribution of official House of Representatives documents."[19]

The DMS is designed to automate document preparation, using a system for print-on-demand and for electronic transmission to GPO. Although development of the DMS is costly, anticipated savings to the House in administrative and printing costs were estimated to be about $1 million annually.[20]

[18] In the FY1997 legislative branch appropriations bill, the Senate directed CRS and the Library to develop a retrieval system. The language was contained in an amendment that was deleted from the legislation, but maintained in the conference report. Subsequent to passage of the FY1997 bill, the chairman of the House Administration Committee (formerly House Oversight) directed CRS and the Library to ensure that the retrieval system being developed for the Senate would also meet the requirements of the House. The chairman's directive was contained in a letter to the CRS director dated Oct. 9, 1996.

[19] Testimony of the clerk of the House, Jeff Trandahl, before the House Subcommittee on Legislative, *Legislative Branch Appropriations for FY2000*, hearings, Feb. 2, 1999, pp. 34-35.

[20] Comments of the former clerk of the House, Robin Carle. U.S. Congress, House Committee on Appropriations, Subcommittee on Legislative, *Legislative Branch Appropriations for FY1998*, hearing, 105th Cong., 1st sess., Feb. 4, 1997. See also the clerk's testimony on the DMS before the House Subcommittee on Legislative, *Legislative Branch Appropriations for 1998*, hearings, part 2, Feb. 1997, p. 43.

Senate System

The FY1997 Legislative Branch Appropriations Act directed the secretary of the Senate to develop a legislative information system for the Senate.[21] The act directed that the secretary oversee the system's development and implementation, subject to the approval of the Senate Committee on Rules and Administration. Like the House, the Senate system provides a means for creating, tracking, editing, sharing, and transmitting documents.

The FY1997 Legislative Branch Appropriations Act funded the Senate system by authorizing the secretary to use unspent FY1995 monies previously appropriated for the Office of the Secretary of the Senate; they remained available until September 30, 1998. The secretary was also authorized to transfer to the development of the legislative information system, as he determined to be necessary, funds already appropriated to the secretary's office for the purpose of development of the Senate financial management system.

Access to additional funding was provided in the FY1997 supplemental appropriations bill signed into law (P.L. 105-18; H.R. 1871) on June 12, 1997. That act authorized the transfer of $5 million from other Senate accounts to the account, "Contingent Expenses of the Senate," under the subaccount, "Secretary of the Senate."[22] That money was made available through September 30, 2000. The transfer was made subject to the approval of the Senate Committee on Appropriations.

The FY1999 Senate report on S. 2137 also contained language directing the Congressional Research Service and the Library "to continue their development of the legislative retrieval system for the Senate and provide an annual report outlining the strategic objective of this initiative."[23]

Fire Safety in Congressional Buildings

In July 2000, Congress approved an FY2000 supplemental of $17.5 million to the Architect of the Capitol for fire safety in the Capitol and other congressional buildings. Conferees on the FY2001 military construction appropriations bill (H.R. 4425) added the supplemental to the bill, which was signed into law by the President on July 13 (P.L. 106-246). Congress made the appropriation subsequent to the release of a report by the Office of Compliance which identified 253 possible fire safety hazards or violations in Capitol Hill buildings.

Earlier, both houses had approved FY2000 fire safety supplemental appropriations in separate bills. First, the House passed H.R. 3908, an FY2000 supplemental appropriation bill, on March 30 containing $15.2 million for fire safety. Second, although the Senate delayed further action on H.R. 3908, the Senate added the House language, plus $2.3 million for fire safety upgrades in Senate office buildings, to S. 2536, the FY2001 agriculture, rural development, food and drug administration, and related agencies appropriations bill. As reported (S.Rept. 106-288), S. 2536 contained $17.5 million for fire safety upgrades. This appropriation was dropped from S. 2536 with conferees on the FY2001 military construction appropriations bill agreeing to add the funding to their bill.

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[21] P.L. 104-197, 110 Stat. 2398, Sept. 16, 1996, sec. 8, FY1996 Legislative Branch Appropriations Act.

[22] For language in H.R. 1871 that is relevant to the legislative branch, see Rep. Robert Livingston, remarks in the House, *Congressional Record*, daily edition, vol. 143, June 12, 1997, p. H3766. This provision was originally included in the earlier version of the FY1997 supplemental bill, H.R. 1469, which was vetoed by the President on June 9, 1997.

[23] U.S. Congress, Senate Committee on Appropriations, Subcommittee on Legislative Branch, *Legislative Branch Appropriations, 1999*, report to accompany S. 2137, 105th Cong., 2nd sess., S.Rept. 105-204 (Washington: U.S. Govt. Print. Off., 1999), p. 41.

House and Senate Committee Funding

House Committee Funding

The FY2001 request for committee operations was $121.8 million, an increase of $6.8 million, or 5.9%, over the FY2000 funding level of $115.0 million. The appropriation is contained in the appropriations heading "committee employees" that comprises two subheadings. The first subheading contains funds for personnel and non-personnel expenses of House committees, except the Appropriations Committee, as authorized by the House in a committee expense resolution. The request for this subheading was $99.2 million, which was an increase of $5.4 million, or 5.7%, over the FY2000 funding level of $93.9 million. The conference on H.R. 4516 contained $92.2 million, a reduction from FY2000 of 1.8%, or $1.7 million.

The second subheading contains funds for the personnel and non-personnel expenses of the Committee on Appropriations. The FY2001 request was $22.5 million, an increase of $1.4 million, or 6.8%, over the FY2000 level of $21.1 million. The conference on H.R. 4516 contained $20.6 million, a decrease of 2.2%, or $467,000.

Most of the requested increase for both subheadings was for personnel expenses pursuant to the January 2000 pay increase of 3.7%, and price level increases. The increase for House committees, other than Appropriations, was also to pay expenses for use of cell phones and pagers, use of which is growing, and to meet expenses incurred in providing greater flexibility by allowing staff to use their residential lines for official business, with reimbursement to them by the House. The Appropriations Committee request included funds for equipment and additional travel.

Senate Committee Funding

S. 2603 contained $79.9 million for Senate committees in FY2001, a 2.3% increase from $78.1 million in FY2000. The FY2001 appropriation is a total of committee appropriations contained in two separate Senate accounts. The first account is the Senate "Committee on Appropriations;" the second is "Inquiries and Investigations," which contains funds for all other Senate committees. The FY2001 appropriation for the Senate Appropriations Committee was $6.9 million, an increase of $392,000, or 6%, over the FY2000 level of $6.5 million. The FY2001 appropriation for all other Senate committees was $73.0 million, an increase of $1.4 million, or 2.0%, over the FY2000 appropriation of $71.6 million.

Security Issues

Capitol Complex Security Plan

The Office of the Architect of the Capitol (AOC) continued to develop a perimeter security plan for the Capitol, the Senate and House office buildings, and adjacent grounds. Congress approved $20 million for the perimeter plan as part of an FY1998 supplemental appropriations bill (P.L. 105-174). The relevant provision of the law reads:

> For necessary expenses for the design, installation and maintenance of the Capitol Square Perimeter Security Plan, $20,000,000 (of which not to exceed $4,000,000 shall be transferred upon request of the Capitol Police Board to the Capitol Police Board, "Capitol Police," "General Expenses," for physical security measures associated with the Capitol

> Square perimeter security plan) to remain available until expended, subject to the review and approval by the appropriate House and Senate authorities.[24]

The appropriation for the perimeter security plan was based on recommendations that a task force prepared for the U.S. Capitol Police Board. Of the $20 million, $4 million was made available to the Capitol Police Board for the design and installation of security systems that were to be part of the perimeter plan. The perimeter security plan has been approved by the four oversight and funding committees that responsible for its implementation.

Other Security Activities of the Capitol Police

Several current Capitol Police security projects are the result of a comprehensive security survey of the Capitol complex conducted by a task force in 1998. The task force was composed of security experts from five federal law enforcement agencies. Pursuant to the findings of the task force, the Capitol Police requested and received funding for 260 additional police officers and other personnel (including 215 authorized officers), upgraded police equipment, and new security technology.[25] For FY2001, the Capitol Police requested an additional 100 police officers in their FY2001 request to implement the task force recommendations.

In 1999, the Capitol Police Board and the police department developed a "Strategic Plan for the U.S. Capitol Police," primarily dealing with financial management of the police. The police requested funding for the first phase of the plan in the FY2001 bill. Additionally, the Architect of the Capitol, who was directed to study the facility needs of the Capitol Police, developed a master plan, which addresses major issues of police training facilities, a vehicle maintenance facility, and an off-site delivery center.

Funding for the Capitol Police Board

Conferees on H.R. 4516 agreed to $103.9 million for the Capitol Police Board, revised to $103.8 million pursuant to a rescission of 0.22%. The revised appropriation represents an increase of 22.3%, or $18.9 million, from the FY2000 funding level of $84.9 million.[26] This increase funded 1,481 FTEs, which was the number recommended by the Senate, and conferees directed that the Chief of Police obtain approval of the House and Senate Committees on Appropriations before filling positions above an FTE level of 1,402. Conferees also stated that they "intend that sufficient resources be allocated to implement the 'two officers per door' policy," and required the Capitol Police Board to study the requirements of each post and report to the House and Senate Appropriations Committee. The study and report were to be made before the Chief of Police could hire any employees over an FTE level of 1,402.

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[24] P.L. 105-174, 112 Stat. 89, May 1, 1998, Making Emergency Supplemental Appropriations for FY1998. See also U.S. Congress, House Committee on Appropriations, *Making Supplemental Appropriations and Rescissions for the Fiscal Year Ending September 30, 1998*, report to accompany H.R. 3580, 105th Cong., 2nd sess., H.Rept. 105-470 (Washington: GPO, 1998), pp. 11-12, and U.S. Congress, Senate Committee on Appropriations, *Making Emergency Supplemental Appropriations for Recovery from Natural Disasters, and for Overseas Peacekeeping Efforts, for the Fiscal Year Ending September 30, 1998*, report to accompany S. 1768, 105th Cong., 2nd sess., S.Rept. 105-168 (Washington: GPO, 1998), p. 22.

[25] Testimony of the sergeant at arms of the Senate, James W. Ziglar, before the House Subcommittee on Legislative, *Legislative Branch Appropriations for FY2000*, hearings, Feb. 3, 1999, p. 532.

[26] The FY2000 figure is the regular annual appropriation, and does not include a $2.1 million security enforcement supplemental appropriation contained in P.L. 106-544.

Conferees retained a House provision that created a new Office of Administration within the Capitol Police directed by a chief administrative officer (CAO) to be appointed by the comptroller general, after consultation with the Capitol Police Board. The CAO would be an employee of the General Accounting Office until October 1, 2002, when he would become an employee of the Capitol Police.

Conferees dropped a provision (section 310 of S. 2603) which contained administrative language transferring uniformed officers of the Library of Congress and Government Printing Office to the Capitol Police, effective October 1, 2000. Prior to the transfer, the General Accounting Office was to identity issues to be addressed before the transfer; the agency was to report its findings to the Senate Appropriations Committee and the Capitol Police Board by July 1, 2000.

The FY2001 request for the board was $110.9 million, an increase of $26 million, or 31%, over FY2000. Most of the requested increase was to fund 100 new FTE[27] police officers in FY2001, and to continue to fund the additional 260 FTEs (police officers and other personnel) hired in FY1999 and FY2000.[28] The total number of FTEs would increase to 1,611 from 1,511, which would allow the Capitol Police Board to staff each congressional entrance with two officers. The increased funds would allow the board to continue implementation of its strategic plan for training and other security enhancement programs.

The House bill, as reported, contained $76.7 million, a reduction of 9.7%, or $8.2 million, from the FY2000 level of $84.9 million, excluding a pending supplemental Capitol Police appropriation of $1.9 million for Library of Congress security. However, an amendment adopted on the House floor contained an additional $22.7 million, increasing the FY2001 appropriation to $99.3 million.

The Senate bill contained $109.6 million, an increase of $24.7 million, or 29.1% over the FY2000 appropriation of $84.9 million.

Funds for the Capitol Police Board are contained under two headings, “Capitol Police salaries,” and “Capitol Police, general expenses.” For Capitol Police salaries, the request was $106.0 million, an increase of $27.7 million,[29] or 35.4%, over the FY2000 appropriation of $78.4 million. The House bill contained $92.8 million; the Senate bill contained $102.7 million. Conferees agreed to $97.1 million.

For Capitol Police general expenses, $10.0 million was requested. This was an increase of $3.4 million, or 52.1%, over the FY2000 appropriation of $6.6 million. The House bill contained $6.6 million; the Senate bill contained $6.9 million. Conferees agreed to $6.8 million.

The accompanying House report language–

- Appropriated $4 million for overtime, equally divided between the House and Senate police details.
- Appropriated for 1,058 FTEs, 506 for the House and 552 for the Senate.
- Directed a policy shift by the Capitol Police from emphasis on manpower to security technology.

[27] FTE stands for full-time equivalent employee position. An FTE is determined by dividing the total number of hours worked by the number of hours in a work year (2,080).

[28] In FY2000, $16.5 million was transferred to the Capitol Police from the security enhancement fund, established pursuant to P.L. 105-277.

[29] The figure contains $8.0 million in a pending amended request for overtime expenses.

- Created a new Office of Administration within the Capitol Police directed by a chief administrative officer (CAO) to be appointed by the comptroller general, after consultation with the Capitol Police Board. The CAO would be an employee of the General Accounting Office until October 1, 2002, when he would become an employee of the Capitol Police. Upon transfer, the Capitol Police Board would assume the responsibilities previously held by the comptroller general. This language was changed in the conference report on H.R. 4475, the FY2001 Department of Transportation appropriations bill, to place the CAO under jurisdiction of the U.S. Capitol Police.
- Encouraged the Capitol Police to study the possible use of eye-view security technology, which permits real time surveillance and monitoring over the Internet through secure connections.

Administration of Security Enhancement Money

Besides administering funds from annual appropriations, the Capitol Police are responsible for administering the security enhancements fund and the physical security fund, both established for specific purposes. Transfer of money from either fund to the Capitol Police Board is subject to the approval of the police oversight and appropriations committees. Activities are coordinated by a memorandum of understanding among the Capitol Police, the Office of the Architect of the Capitol, and the Library of Congress.

Recent Appropriations for Security Enhancements

In FY1997, the Capitol Police Board received $3.25 million for the "design and installation of security systems for the Capitol buildings and grounds," and the Architect was given $250,000 for "architectural and engineering services related to the design and installation" of those systems.[30]

In addition, the FY1999 Omnibus Appropriations Act (P.L. 105-277) contained $106.8 million for the board to make "security enhancements to the Capitol complex, including the buildings and grounds of the Library of Congress."[31] The accompanying conference report (H.Rept. 105-825) identified 22 specific categories of priority security needs. The Omnibus Appropriations Act also transferred responsibility for the design, installation, and maintenance of the Library of Congress security system from the Architect of the Capitol to the Capitol Police Board.[32]

The supplemental allocations resulted from (1) a broad review of the existing security program by the Capitol Police, with assistance from other federal security agencies and private consultants. There were also hearings and discussions with congressional leaders, as well as the committees of jurisdiction; and (2) a personnel audit of security operations of the police. As a result of these and other studies, a comprehensive 10-year Capitol Police master plan was issued in August 1999.

Congress appropriated an FY1999 emergency supplemental appropriation for the Capitol Police Board as a result of recommendations for security upgrades made pursuant to a comprehensive security study of the Capitol complex. The Capitol Police Board mandated the study in 1998 by a

[30] P.L. 104-208; 110 Stat. 3009-510-511.

[31] P.L. 105-277; 112 Stat. 2681-570. The enhancements are subject to approval by the Committee on House Administration, Senate Committee on Rules and Administration, and House and Senate Committees on Appropriations.

[32] U.S. Congress, Conference Committee, Making Omnibus Consolidated and Emergency Supplemental Appropriations for Fiscal Year 1999, conference report to accompany H.R. 4328, H.Rept. 105-825, 105th Cong., 2nd sess. (Washington: U.S. Govt. Print. Off., 1998), pp. 1530-1531. (Hereafter cited as H.Rept. 105-825). The conference agreement included funds for 260 additional Capitol Police personnel over a 2-year period, and $12 million for overtime pay.

task force composed of security experts from federal law enforcement agencies and the private sector.

Language in the FY1999 emergency supplemental appropriation directed the Capitol Police Board to prepare an implementation plan for the use of the emergency supplemental to include necessary equipment upgrades and detailing the first phase of the security enhancements to the Capitol complex and Library of Congress buildings and grounds. The Capitol Police Board prepared a security enhancement implementation plan, now pending before the authorizing and appropriations committees. Parts of the plan have already been approved.

For FY2000, Congress appropriated a supplemental of $2.1 million to the Capitol Police Board for security enhancements contained in P.L. 106-554.

Capitol Visitors' Center

Although the FY2001 legislative budget request does not contain funds for a proposed Capitol visitors' center, several references were made to the center's development during House and Senate hearings on the FY2001 budget.

Current Status

Congressional leadership broke ground for the center on June 20, 2000.[33] Construction is scheduled to begin in late 2001 or early 2002 and is expected to be completed by December 2004.[34]

Appropriations and Other Funds Available

The current estimated cost of the center is $265.6 million.[35] Congress agreed to an FY1999 emergency supplemental appropriation of $100 million to the architect "for planning, engineering, design, and construction" of a Capitol visitors' center. The funding was added in the conference on H.R. 4328, the FY1999 Omnibus Consolidated and Emergency Supplemental Appropriations Act (P.L. 105-277).

The conference report on H.R. 4328 stipulated that appropriated funds for the project are to be supplemented by private funds, and the clerk of the House and the secretary of the Senate were directed by the Capitol Preservation Commission to develop a fund-raising plan. The clerk and secretary presented a plan on February 9, 2000, which the commission accepted, to authorize the Pew Charitable Trusts to establish a nonprofit 501(c)(3) foundation to seek private funds. The target for the foundation is $100,000.[36]

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[33] Ben Pershing, "Leaders Break New Ground: Actual Visitors Center Construction to Start in 2001," *Roll Call*, June 22, 2000, pp. 1, 33.

[34] Testimony of the Architect of the Capitol, Alan Hantman, U.S. Congress, House Committee on Appropriations, Subcommittee on Legislative, *Legislative Branch Appropriations for FY2001*, hearings, 106th Con., 2nd sess., Feb. 1, 2000, p.361.

[35] Testimony of the Architect of the Capitol, U.S. Congress, House Committee on Appropriations, Subcommittee on Legislative, Legislative Branch Appropriations for FY2001, hearings, 106th Cong., 2nd sess., Feb. 1, 2000, p. 360.

[36] Testimony of the secretary of the Senate, Gary Sisco. U.S. Congress, Senate Committee on Appropriations, Subcommittee on Legislative Branch, Legislative Branch Appropriations for FY2001, hearings, 106th Cong., 1st sess., March 21, 2000 (not yet printed).

In addition, $26.6 million in Capitol Preservation Commission funds are reportedly available for the center;[37] other funds will be available through the sale of a recently approved commemorative coin program marking the 200th anniversary of the convening of Congress in the Capitol.[38]

Discussions During FY2000 Hearings

The issue was also discussed during House and Senate hearings on the FY2000 budget of the Office of the Architect of the Capitol; several subcommittee members urged the architect to move expeditiously to construct a Capitol visitors' center. A sponsor of earlier legislation authorizing construction of the center, Representative John Mica, also spoke before the House subcommittee in favor of the project. He stated that "my concern is that this project may now be delayed, unduly putting off construction unnecessarily and adding costs to the project."[39]

Architect of the Capitol Issues

Architect of the Capitol Appropriation for FY2001

Conferees on H.R. 4516 agreed to $201.2 million for all activities of the Architect of the Capitol. When adding supplementals and adjusting for a 0.22% rescission, the total FY2001 figure is $210.9 million. This figure represents a decrease of 9.6%, or $22.4 million, from the FY2000 level of $233.3 million. The FY2001 budget proposal was $247.2 million.

H.R. 4516, as passed by the House, contained $137.2 million for the Architect in Title I and Title II, excluding funds for Senate office buildings in Title I.[40] The appropriation was a decrease of 13.3%, or $21 million, from the FY2000 funding level of $158.2 million. Previously, the House Committee on Appropriations reported $129.9 million, a decrease of 17.9% from the FY2000 appropriation of $158.2 million (excluding Senate items).

The Senate bill, S. 2603, as passed, contained $169.6 million, a decrease of 0.06% from the FY2000 appropriation of $169.7 million (excluding House activities).

During consideration of the FY2001 budget, Congress approved FY2000 supplemental appropriations of $17.5 million for fire safety, contained in P.L. 106-246) and $9 million to the Architect for House office buildings.

Appropriation Accounts of the Office of the Architect of the Capitol in the Annual Legislative Branch Appropriations Bill

The Office of the Architect of the Capitol's budget is contained in two places in a legislative branch appropriations bill, in Titles I and II. Title I contains funds for the Capitol buildings and grounds, the Senate office buildings, the House office buildings, and the Capitol power plant. Occasionally, funds for special projects are included in Title I. For example, in the FY1999

[37] Testimony of the secretary of the Senate, Gary Sisco, before the Senate Subcommittee on Legislative Branch, Legislative Branch Appropriations for FY2000, hearings, March 24, 1999, p. 222.

[38] P.L. 106-57; 113 Stat. 427.

[39] Statement of Rep. John Mica, before the House Subcommittee on Legislative, Legislative Branch Appropriations for FY2000, hearings, Feb. 10, 1999, p. 795.

[40] The House does not consider funds for Senate activities.

legislative branch appropriations act, Title I also contained the emergency supplemental of $100 million for a Capitol visitors' center.[41]

For Title I, the House and Senate consider separate requests because the House budget request does not include Senate office building funds (which are determined by the Senate), and the Senate budget request does not include House office building funds (determined by the House). For FY2001, the total Title I budget request, including funds for House and Senate office buildings, was $226.9 million, a $36 million increase, or 18.9%, over the FY2000 appropriation of $190.9 million.

Conferees on H.R. 4516 agreed to $185.2 million for Title I activities.

The House bill, as reported, contained $114.8 million in Title I, *excluding Senate items*. This was a reduction of 17.1%, or $23.6 million, from the FY2000 appropriation of $138.4 million, excluding Senate items and including pending supplemental appropriations. As passed, the House bill contained $121.4 million for Title I.

The Senate bill contained $153.2 million in Title I, *excluding House items*, a reduction of 0.4% from the FY2000 appropriation of $153.8 million, excluding House items and pending supplemental appropriations.

Title II contains funds for the architect to maintain the buildings and grounds of the Library of Congress (LOC). From time to time, other projects of the architect are funded in Title II. For example, the FY1999 legislative branch appropriations act contained a one-time appropriation of $1 million for the congressional cemetery in Title II.

For Title II activities conferees agreed to $16.0 million.

The FY2001 budget request for Title II activities was $20.3 million, an increase of $4.3 million, or 27%, over the appropriation of $16 million in FY2000. For Title II activities, the House bill, as reported, contained $15.1 million, a reduction of $4.7 million, or 23.8%, from the FY2000 appropriation of $19.9 million, including appropriations pending in the FY2000 supplemental, H.R. 3908. As passed, the House bill contained $15.8 million in Title II. S. 2603 contained $16.3 million, a 1.9% increase from the FY2000 appropriation of $16.0 million.

Title II also contains funds for the Botanic Garden, which are administered by the architect. In the legislative branch appropriations bill, funds for the Botanic Garden are contained in a separate account; for purposes of this report, they are not included within funding of the Office of the Architect of the Capitol.

[41] Congress provided the additional funding "for planning, engineering, design, and construction of a Capitol visitor center." The architect is "directed not to expend any funds for this project without an obligation plan approved by the House and Senate Committees on Appropriations which shall specify the purpose and amount of anticipated obligations."

Figure 4. Appropriations for the Architect, FY1995-FY2000

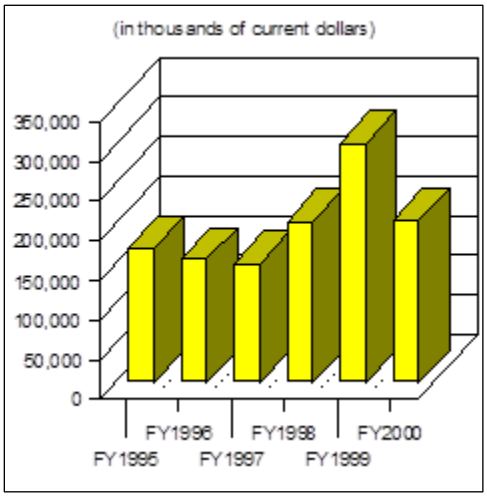
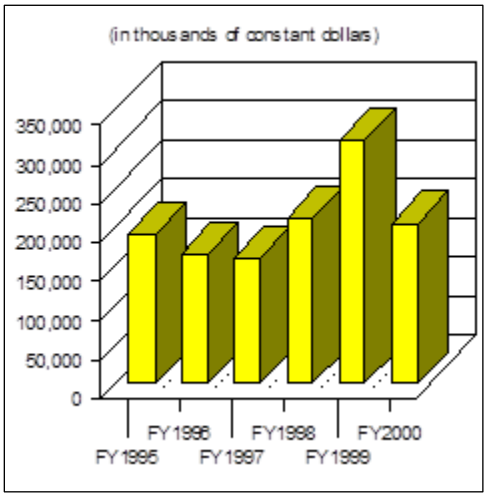


Figure 5. Appropriations for the Architect, FY1995-FY2000



Botanic Garden

Conferees agreed to $3.3 million. The FY2001 request of $4.9 million was an increase of $1.5 million, or 4.4%, over the FY2000 appropriation of $3.4 million. The request contained $200,000 for the design of the renovation and addition to the garden's administrative building. The House bill, as reported and passed, contained $3.2 million, a reduction of $222,000, or 6.5%, from the FY2000 level of $3.4 million, including appropriations in the pending supplemental, H.R. 3908. The Senate bill contained $3.7 million.

Funds were not requested for FY2001 for renovation of the conservatory, to be completed in September 2000. Most of the renovation funds were made available in the FY1997 Legislative Branch Appropriations Act (P.L. 104-197). A contract for renovation was awarded in September 1998, with the architect authorized to award contracts for additional garden projects if additional funds were available.[42] A privately funded national garden, a new addition to the Botanic Garden, will be located next to the conservatory.

Support Agency Funding

Congressional Budget Office Budget

Conferees on H.R. 4516 agreed to $28.5 million for the Congressional Budget Office (CBO), which was the same amount requested by CBO's director. The appropriation subsequently was adjusted to $28.4 million, pursuant to a 0.22% rescission. The FY2001 appropriation was an increase of $2.3 million, or 9.0%, over the FY2000 appropriation of $26.1 million. In his testimony before the Senate Subcommittee on Legislative Branch, the director said the increase was "largely necessitated by our need to compensate for a significant funding shortfall in 2000 - our appropriation increase for fiscal year 2000 was only 1.8 percent, or $450,000."[43] He stated

[42] Ibid.

[43] Remarks of the director of CBO, Dan Crippen, before the Senate Subcommittee on Legislative Branch, Legislative

that the $450,000 increase was less than the $1.5 million necessary to meet additional expenses of pay and benefits for its 232 FTEs, noting that the number of staff on payroll was 225.[44]

The additional FY2001 funds will also pay for mandatory pay and benefit increases in FY200l, for enhanced computer technology ($588,000), and for expenses of an increased workload, including a number of congressionally mandated reports and studies.

The director also expressed concern about the ability of CBO to offer the salaries necessary to attract and retain staff, noting that there was a loss of "very good analysts and managers in 1999," and that he expects "a significant number of senior staff to retire in the next 12 months." Approximately half of CBO managers and more than half of its top executive are currently eligible to retire, with several others becoming eligible to retire in the next three years.[45]

Figure 6. Appropriations for CBO, FY1995-FY2000

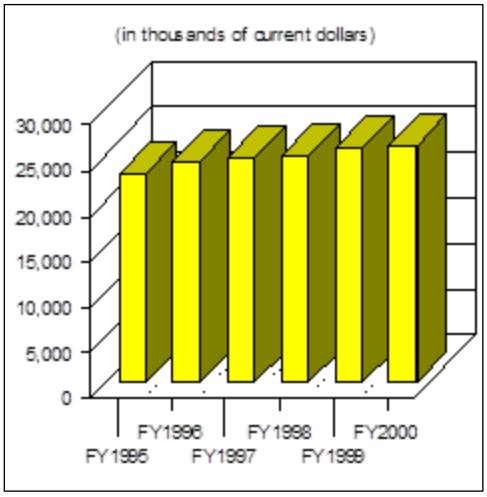
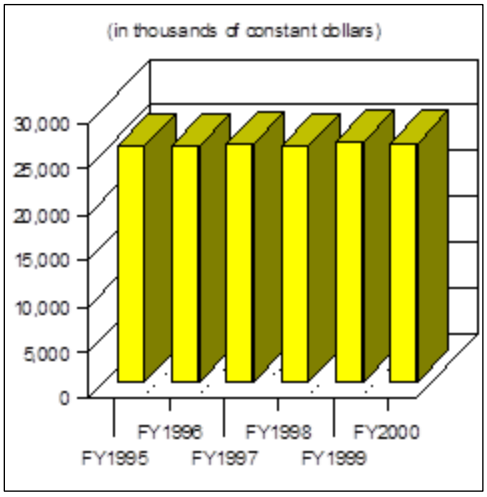


Figure 7. Appropriations for CBO, FY1995-FY2000



H.R. 4516, as reported, contained a $1.0 million, or 3.9%, reduction to $25.1 million from $26.1 million in FY2000. As passed, H.R. 4516 contained $27.4 million, an increase of 4.9%, or $1.3 million. S. 2603 contained $992,000, a 3.8% increase to $27.1 million.

General Accounting Office Budget

Conferees on H.R. 4516 agreed to $384.9 million for the General Accounting Office (GAO), which was subsequently reduced to $384.0 million, pursuant to a 0.22% rescission. This was an increase of $6.4 million, or 1.7%, over the FY2000 funding level of $377.6 million. The FY2001 budget request of the General Accounting Office (GAO) was $399.9 million,[46] an increase of

Appropriations for FY2001, hearing, Feb. 8, 2000 (not yet printed).

[44] FTE stands for full-time equivalent employee position. An FTE is determined by dividing the total number of hours worked by the number of hours in a work year (2,080).

[45] Ibid.

[46] This figure does not include $3 million available to GAO from collections.

$22.4 million, or 5.9%, over the FY2000 appropriation of $377.6 million.[47] Seventy-three percent of the increase, or $16.3 million, was requested for mandatory pay and related personnel costs.

In his testimony before the Senate Subcommittee on Legislative Branch, the Comptroller General said that major initiatives in the FY2001 budget were in the area of human resources.[48] He noted that the FY2001 budget request maintains the FY2000 FTE level of 3,275 (estimate), and that GAO would continue to use existing staff resources before requesting additional personnel. Funds requested would allow GAO to provide staff with enhanced training and rewards in line with those given in the executive branch. In order to make the best use of existing staff, GAO is currently revising its performance appraisal system in developing a new system for its evaluators to assist in retaining existing staff. He also said that GAO was "sparse" at the entry level due to the five-year freeze on hiring and downsizing since 1992.

The comptroller general discussed his request for legislative authority to allow the agency greater flexibility in personnel matters, including the ability to offer early-outs to selected individuals, to apply reductions-in-force so as to prevent an unbalanced workforce, and, in order to attract and retain staff, to compensate selected scientific and technical personnel at senior executive pay levels.

In his prepared testimony, the Comptroller General cited staff succession as a major issue, noting the percentages of staff eligible to retire by the end of FY2004 (September 30, 2003). Those eligible will be 34% of evaluators and related staff, 48% of management evaluators, and 55% of senior executives.

H.R. 4516, as reported, reduced the budget of GAO by $26 million, or 6.9%, to $351.5 million in FY2001 from $377.6 million in FY2000. The Appropriations Committee included language in the report that the level of FY2001 funding "support 2,698 FTEs, a decrease of 577 below the number currently expected to be utilized in fiscal 2000."[49]

As passed, H.R. 4516 contained $368.9 million, a decrease of 2.3%, or $8.7 million.

S. 2603 contained an increase of $7.3 million, or 1.9%, to $384.9 million from $377.6 million.

[47] This figure does not include $1.4 million available to GAO from collections.

[48] Testimony of Comptroller General of the United States David Walker, before the Senate Subcommittee on Legislative Branch, Legislative Branch Appropriations for FY2001, hearing, Feb. 29, 2000 (not yet published).

[49] House report, FY2001, p. 29.

Figure 8. Appropriations for GAO, FY1995-FY2000

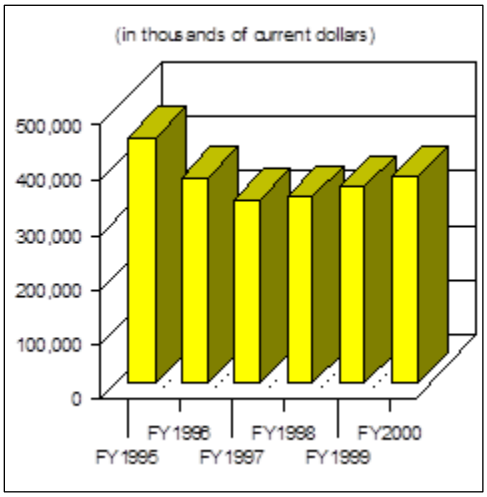
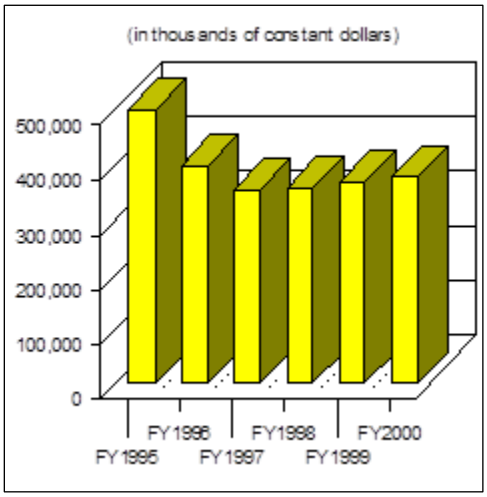


Figure 9. Appropriations for GAO, FY1995-FY2000



Library of Congress Budget

The budget of the Library of Congress is included in both Title I and Title II of the legislative appropriations bill. Title I contains funds for the Congressional Research Service (CRS); Title II contains funds for all other activities of the Library of Congress.

Conferees on H.R. 4516 agreed to an FY2001 funding level of $412.3 million, an increase of 4.6%, or $18.0 million, over the FY2000 level of $394.4 million.[50] Pursuant to a supplemental of $100 million for the digital preservation program and a 0.22% rescission, the revised FY2001 appropriation is $511.1 million. Appropriations for the Library, excluding CRS, are $437.7 million; the CRS appropriation is $73.4 million.

The FY2001 budget request for activities of the Library of Congress in both titles was $428.1 million, an 8.6% increase of $33.7 million from the FY2000 appropriation of $394.4 million.[51] Almost half of the increase, or $16.6 million, was to meet mandatory pay and related personnel costs, and price increases for goods and services.

Most of the remaining net increase of $27.1 million was to meet the costs of workload increases related to support for the digital futures initiative to create the National On-Line Library ($21.3 million); for additional domestic and international digital content ($7.6 million); for storage, maintenance, and preservation of collections ($3.2 million); for enhanced security of collections and facilities ($7 million); and for other activities. While increases total more than $27.1 million, they were offset by decreases and savings in other areas – for example, savings of $2 million by the integrated library system and completion of funding for other programs.

Another concern of the Librarian during his FY2001 budget testimony was continuation of a staff succession program. A recent risk assessment study of the Library's workforce showed that almost 45% of employees will be eligible to retire in 2004. The FY2001 request contained $2.6

[50] The figure for FY2000 is the regular annual appropriations and does not include $10 million appropriated for the Russian leadership program of the Library of Congress contained in P.L. 106-113.

[51] The FY2000 figure does not include an FY2000 supplemental appropriation of $10 million for the Library of Congress' Russian leadership program.

million for the plan, including development of a recruitment program and establishment of an internal career enhancement plan.

The Librarian requested an increase of 192 FTE positions, increasing staff to 4,268 from 4,076, which is 6.0% lower than the Library's staff in 1992. The primary need for additional staff is to meet a significantly increased internet activity workload.

Library of Congress, Except CRS (in Title II)

Conferees on H.R. 4516 agreed to $338.7 million for FY2001 for the Library of Congress, except the Congressional Research Service. The appropriation represented an increase of $15.4 million, or 4.8%, over the FY2000 appropriation of $323.4 million.

Both the FY2001 and FY2000 figures were subsequently adjusted to reflect supplementals and rescissions. When accounting for these adjustments, the FY2000 figure was adjusted to $394.4 million and the FY2001 figure to $437.7 million. The increase was $43.3 million, or 11.0%.

The Title II budget request was $352.5 million, an increase of $29.1 million, or 9.0%, above the FY2000 appropriation. H.R. 4516 contained $323.9 million, an increase of $523,000, or 0.2%, over FY2001. S. 2603 contained a 0.7% increase to $325.6 million.

Figure 10. Appropriations for LOC, Excluding CRS, FY1995-FY2000

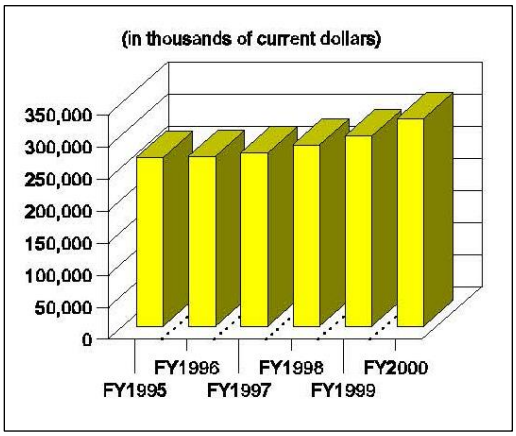
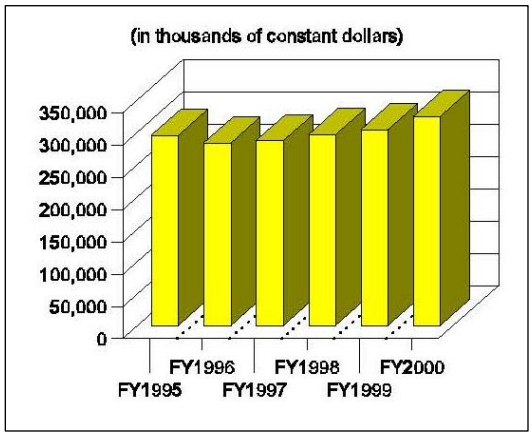


Figure 11. Appropriations for LOC, Excluding CRS, FY1995-FY2000



Congressional Research Service (in Title I)

Conferees on H.R. 4516 agreed to $73.6 million for the Congressional Research Service (CRS), revised to $73.4 million, pursuant to a rescission of 0.22%. The FY2001 funding level represents an increase of $2.5 million, or 3.5%, from the FY2000 level of $71 million. The FY2001 Title II request was $75.6 million, an increase of $4.7 million, or 6.6%, from the FY2000 funding level of $71.0 million. Most of the request, or 72.7%, was to fund mandatory pay and related personnel costs, and increases in prices due to inflation. The remaining $1.1 million was to fund the third year of the staff succession program. Of this amount, $860,045 was to fund the program in FY2001, and $279,727 to restore positions lost in the FY2000 rescission. Approximately half of all CRS staff will be eligible to retire by 2006.

H.R. 4516, as reported, reduced the budget of CRS by 6.7%, or $4.8 million, to $66.2 million from the FY2000 appropriation of $70.97 million. It was estimated that CRS staff would have been reduced by 114 FTE positions in FY2001.

As passed, H.R. 4516 contained $73.8 million, an increase of $2.8 million, or 4.0%. The Senate bill, S. 2603, contained $73.4 million, an increase of 3.4%, or $2.4 million.

Figure 12. Appropriations for CRS, FY1995-FY2000

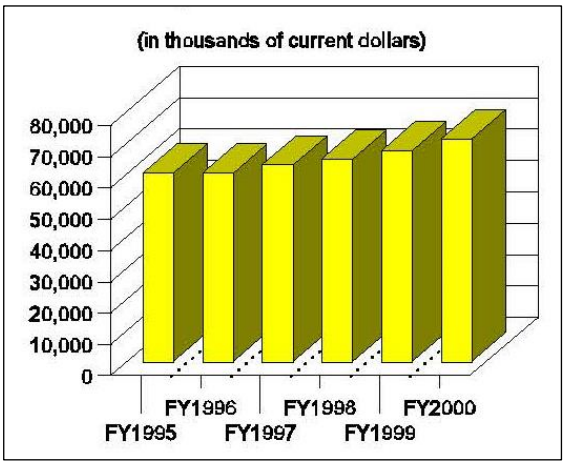
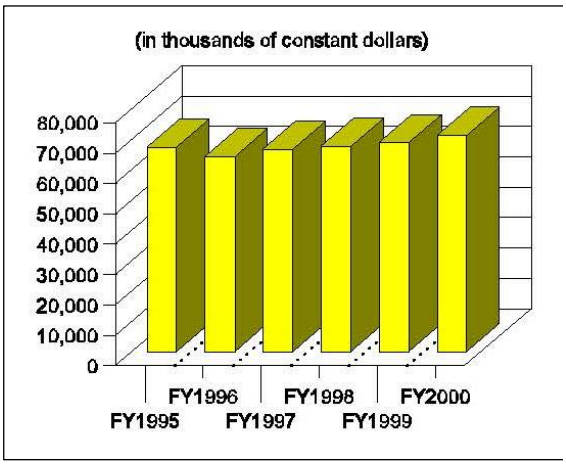


Figure 13. Appropriations for CRS, FY1995-FY2000



Government Printing Office (GPO) Budget

Conferees on H.R. 4516 agreed to $99.4 million for the Government Printing Office, revised to $99.2 million, pursuant to a 0.22% rescission. The FY2001 funding level is a decrease of 3.9%, or $4 million, from the FY2000 appropriation of $103.2 million. The FY2001 request was $121.3 million, an increase of $18.1 million, or 17.5%, over FY2000. The primary reasons the Public Printer requested the increase were expenses related to mandatory pay and related personnel benefits increases, and to price increases for services and supplies; expenses of making government documents electronically available through the Federal Depository Library program's electronic collection; and costs of an increased statutory workload requirement, including publication of a new edition of the *U.S. Code*. The FY2001 request included a direct appropriation of $6 million to the GPO revolving fund to replace the agency's air conditioning equipment.[52]

GPO is funded in Title I for congressional printing and binding, and in Title II for the Office of Superintendent of Documents. Title II also contains funding from time to time for the GPO revolving fund, as it does in the FY2001 request.

The FY2001 appropriation for Title I is $71.5 million. The request of $80.8 million was a 10.2% increase of $7.5 million over the FY2000 $73.3 million appropriation. H.R. 4516, as reported, contained $65.5 million, a reduction of $7.8 million, or 10.7%, over FY2000. As passed, H.R.

[52] The GPO revolving fund is an account which is funded by reimbursements from sales of publications and by appropriations. Appropriations are made for specific purposes. The three major operations of the revolving fund are (1) preparation of electronic databases of government publications; the procurement and production of printing, CD–ROMs, and electronic formats; (2) public sales of government documents through the Superintendent of Documents; and (3) public distribution of publications on behalf of federal government agencies on a reimbursable basis.

4516 contained $69.6 million, a reduction of $3.7 million, or 5.0%. The Senate's bill contained $73.3 million, the same as appropriated for FY2000.

The Title II appropriation in H.R. 4516 for FY2001 is $28.0 million, compared with the Public Printer's request of $40.5 million (including $6 million for the revolving fund). H.R. 4516, as reported, contained $11.6 million, a reduction of 61.1%, or $18.3 million, from the FY2000 appropriation. As passed by the House, H.R. 4516 contained $25.7 million, a reduction of 14.1%, or $4.2 million. S. 2603 contained $30.3 million, an increase of 1.3% over the FY2000 appropriation of $30.0 million.

The GPO budget reduction in H.R. 4516, as reported to the House, was 25.3% when combining Title I and Title II appropriations. As passed, the total budget reduction is 7.7%, or $7.9 million, to $95.3 million from $103.2 million in FY2000.

Figure 14. Appropriations for GPO, FY1995-FY2000

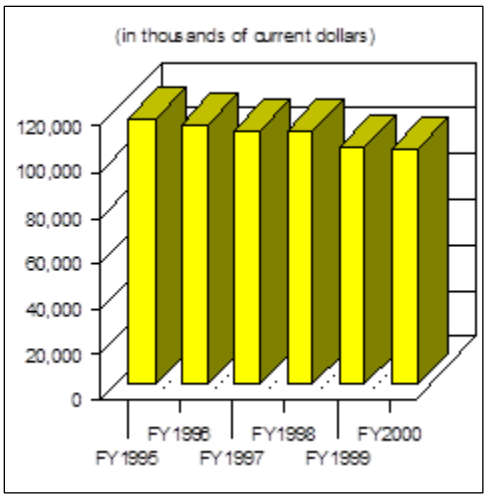
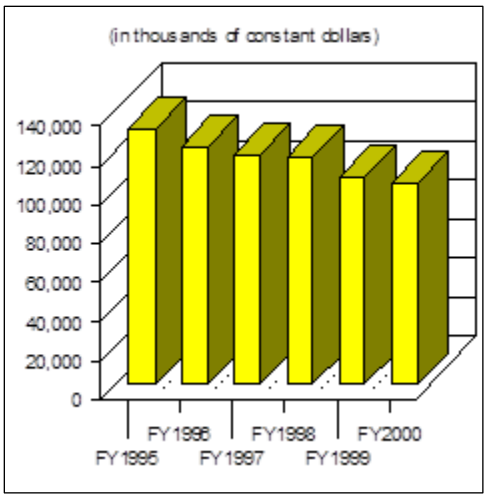


Figure 15. Appropriations for GPO, FY1995-FY2000



Major Funding Trends

Guide to Determining Legislative Budget Trends

Interpretation of budget trends is determined primarily by three factors: (1) selection of current or constant dollars to express budget authority (constant dollars reflecting the impact of inflation); (2) selection of budget authority contained in annual appropriations bills, with or without permanent budget authority (permanent budget authority not requiring annual approval by Congress); and (3) selection of fiscal years to be compared. **Note:** This discussion excludes FY2000 supplemental appropriations.

Selection of Current or Constant Dollars

Current-dollar data reflect actual budget authority appropriated each year. Constant-dollar data reflect the conversion of actual budget authority into equivalent 2000 dollars. For example, Congress appropriated budget authority of $41,793,000 for the Senate in FY1968, excluding permanent budget authority. Converted into 2000 dollars, $41,793,000 is $204,641,586.

When reviewing the 31-year growth of the Senate budget from FY1968-FY2000 in current dollars, the increase amounts to 830.8%. In constant dollars, the increase is 90.1%. The constant-dollar figure indicates budget growth after the effects of inflation are neutralized.

Selection of Fiscal Years

Differences also appear based on choice of fiscal years used to compare budgets. For example, a comparison of budget growth, FY1968 and FY2000, shows these changes in total legislative budgets *after adjustment for inflation:* FY1968-FY2000, +90.1%; FY1972-FY2000, +13.0%; and FY1978-FY2000, -8.8%.[53]

Changes in the 1970s significantly affected the congressional budget. Implementation by Congress of the 1970 Legislative Reorganization Act increased the budgets and staffs of congressional committees and support agencies from FY1971 through FY1978. For example, the increase in total legislative budget authority, adjusted for inflation, from FY1969 (pre-1970 Reorganization Act) through FY1973 (a year of significant implementation of the 1970 Act) was 64.5%.

The legislative budget during the 1970s also reflected implementation of the 1974 Congressional Budget and Impoundment Control Act, which created the House and Senate Budget Committees and the Congressional Budget Office. Also, Congress began to provide significant funding for its computer capabilities. This growth in the legislative budget stabilized by FY1978 and has remained fairly level since that time.

Current Legislative Budget Trends

Between FY1978 and FY2000, the total legislative budget, adjusted for inflation, decreased by 8.9%. Budget authority for direct congressional operations in Title I decreased by 4.1% over this time.

Throughout the 12 years following FY1978 (FY1979-FY1990), the legislative budget remained lower than the FY1978 budget authority, when adjusted for inflation. The first increase over the FY1978 budget occurred in FY1991, a 1.1% increase from the FY1978 level.

Compared to the FY1978 budget, funding increased again in FY1992, FY1995, FY1997, FY1998, and FY1999, and decreased in FY1993, FY1994, FY1996, and FY2000, when adjusted for inflation. If inflation is taken into account, the total legislative budget decreased by 5.9% between FY1994 and FY2000. Without allowing for inflation, the change between FY1994 and FY2000 was an increase of 8.2%.

[53] These figures are based on constant dollars and do not include permanent budget authority, which is not included in the annual legislative branch appropriations bill, but, rather, is automatically funded annually.

Table 2. Legislative Branch Appropriations, FY1995 to FY2000

(budget authority in billions of current dollars)[a]

FY1995	FY1996	FY1997	FY1998	FY1999	FY2000
2.378	2.184	2.203	2.288	2.581[b]	2.486[c]

a. These figures represent current dollars, exclude permanent budget authorities, and contain supplementals and rescissions. Permanent budget authorities are not included in the annual legislative branch appropriations bill but, rather, are automatically funded annually.

b. Includes budget authority contained in the FY1999 regular annual legislative branch appropriations act (P.L. 105-275), the FY1999 emergency supplemental appropriation (P.L. 105-277), and the FY1999 supplemental appropriation (P.L. 106-31).

c. Includes budget authority contained in the FY2000 regular annual legislative branch appropriations act (P.L. 106-57); a supplemental and a 0.38% rescission in P.L. 106-113; and supplementals in P.L. 106-246 and P.L. 106-554.

Table 3. Legislative Branch Appropriations, FY2001 (H.R. 4516) (S. 2603) H.R. 5657 Which Was Incorporated by Reference in P.L. 106-554

(in thousands of current dollars)

Entity	Enacted FY2000, 0.38% Rescission/ Supple-mentals[a]	FY2001 Request	House Bill, As Passed[d]	Senate Bill, As Passed[e]	Conf.	Enacted FY2001, 0.22% Rescission/Supplementals[f]
Title I: Congressional Operations						
Payments to Widows and Heirs of Deceased Members[b]	(137)	0	0	0	(141)	(565)
Senate	487,370	558,823	–	506,406	506,797	523,156
House of Representatives	757,993	800,738	769,551	–	769,766	768,073
Joint Items	100,854	134,078	112,629	124,821	118,895	120,850
Office of Compliance	1,992	2,095	1,816	2,066	1,820	1,816
Congressional Budget Office	26,121	28,493	27,403	27,113	28,493	28,430
Architect of the Capitol, excluding Library Buildings and Grounds	213,474	226,927	121,352	153,246.	185,190	194,954
Congressional Research Service, Library of Congress	70,973	75,640	73,810	73,374	73,592	73,430
Congressional Printing and Binding, Government Printing Office	73,297	80,800	69,626	73,297	71,462	71,305
Subtotal, Title I	1,732,211	1,907,594	1,176,187[d]	960,323[e]	1,756,015	1,782,014
Title II: Other Legislative Agencies						
Botanic Garden	3,438	4,916	3,216	3,653	3,328	3,321
Library of Congress, except Congressional Research Service	323,380[c]	352,447	323,903	325,632	338,729	437,697
Library Buildings and Grounds, Architect of the Capitol	19,857	20,278	15,837	16,347	15,970	15,935

Entity	Enacted FY2000, 0.38% Rescission/ Supple-mentals[a]	FY2001 Request	House Bill, As Passed[d]	Senate Bill, As Passed[e]	Conf.	Enacted FY2001, 0.22% Rescission/Supplementals[f]
Government Printing Office, except Congressional Printing and Binding	29,872	40,451	25,652	30,255	27,954	27,893
General Accounting Office	377,561	399,918	368,896	384,867	384,867	384,019
Subtotal, Title II	754,108	818,010	737,504	760,754	770,848	868,865
Total, Title I and Title II	2,486,319	2,725,604	1,913,691[d]	1,721,077[e]	2,526,863	2,650,879
Scorekeeping Adjustments for FY2001						-1,522[g]
GRAND TOTAL	2,486,319	2,725,604	1,913,691[d]	1,721,077[e]	2,526,863	2,649,357

Sources: House and Senate Appropriations Committees and public laws.

a. Includes budget authority contained in the FY2000 regular annual legislative branch appropriations act in P.L. 106-57; a $10 million supplemental for the Library of Congress' Russian leadership program, $136,700 supplemental for a gratuity payment, and a 0.38% rescission contained in P.L. 106-113; a supplemental of $17.5 million for the Architect of the Capitol contained in P.L. 106-246; and a supplemental of $11.1 million contained in provisions of H.R. 5666, miscellaneous appropriations, which were incorporated by reference in P.L. 106-554, Consolidated Appropriations Act, FY2001. The $11.1 million supplemental contained $2.1 million for the Capitol Police Board for security and $9 million for the Architect of the Capitol for House office buildings.

b. These figures do not contain appropriations for the Senate. The House does not consider appropriations in Title I for Senate internal activities and Senate activities funded under the Architect of the Capitol.

c. These figures do not contain appropriations for the House. The Senate does not consider appropriations in Title I for House internal activities and House activities funded under the Architect of the Capitol.

d. This column includes FY2001 regular annual appropriations contained in H.R. 5657, legislative branch appropriations bill, and additional FY2001 appropriations of $118 million and a 0.22% across-the-board rescission contained in H.R. 5666, miscellaneous appropriations bill. Both bills were incorporated by reference in P.L. 106-554, FY2001 Consolidated Appropriations Act. The first FY2001legislative branch appropriations bill, H.R. 4516, was vetoed Oct. 30, 2000. The second legislative branch appropriations bill, H.R. 5657, was introduced Dec. 14 and incorporated in P.L 106-554.

e. This account is non-discretionary; hence, appropriations for it are not counted in the total legislative branch appropriations figures in this table.

f. This figure includes a $10 million supplemental for the Russian leadership program contained in P.L. 106-113.

g. This figure represents scorekeeping adjustments in application of the 0.22% rescission to the House and Senate.

Table 4. Senate Items, FY2001

(in thousands of current dollars)

Accounts[a]	Enacted FY2000 in Regular Annual Act, a 0.38% Rescission, and Supplementals[d]	FY2001 Request	House Bill	Senate Bill	Conf.[g]
Expense Allowances/Representation	**86**	**86**	–	**92**	
Salaries, Officers, and Employees	**89,968**	**93,253**	–	**92,321**	**92,321**
Office of Legislative Counsel	**3,901**	**4,046**	–	**4,046**	**4,046**
Office of Legal Counsel	**1,035**	**1,069**	–	**1,069**	**1,069**
Expense Allowances for Secretary of Senate, et al.	**12**	**12**	–	**12**	**12**
Contingent Expenses, Subtotal	**394,404[e]**	**460,357**	–	**408,866**	**409,116**
Inquiries and Investigations	71,604	74,136	–	73,000	73,000
Senate Intl. Narcotics Control Caucus	370	370	–	370	370
Secretary of the Senate[b]	1,511	2,077	–	2,077	2,077
Sergeant at Arms and Doorkeeper[c]	66,261	101,228	–	71,261	71,511
Miscellaneous Items	8,655	8,655	–	8,655	25,155
Senators' Official Personnel and Office Expense Account	245,703	273,591	–	253,203	253,203
Official Mail Costs	300	300	–	300	300
Total, Senate	**487,370[f]**	**558,823**	**–**	**506,406**	**523,156**

Sources: House and Senate Appropriations Committees and public laws.

Note: FY2001 appropriations for the Senate do not contain a 0.22% rescission of $1 million. The final numbers that reflect the rescission are not yet available.

a. There are six Senate appropriations headings; they are indicated in bold print.

b. Includes budget authority contained in the FY2000 regular annual Legislative Branch Appropriations Act (P.L. 106-57) and a supplemental and rescission of 0.38% contained in P.L. 106-113.

c. Figures in this column do not contain the 0.22% rescission required in P.L. 106-554.

d. The contingent expenses appropriation heading is $392.4 million when including a 0.38% rescission of $2.036 million, pursuant to P.L. 106-113. The rescission was made in six of the seven accounts within the contingent expenses heading, with the exception of the official mail costs heading. Sources provide the revised FY2000 appropriation adjusted for the rescission for the contingent expenses heading (revising the appropriation from $394.404 million to $392.360 million), but do not provide the adjusted amounts for the six accounts. As a result, the seven headings add to $394.4 million, not to $392.4 million.

e. Office operations of the secretary of the Senate also are funded under "Salaries, Officers, and Employees."

f. Activities of the Office of Sergeant at Arms and Doorkeeper are also funded under "Salaries, Officers, and Employees."

g. This figure reflects a $2.036 million rescission in the appropriation subheading, Contingent Expenses.

Table 5. House of Representatives Items, FY2001

(in thousands of current dollars)

Accounts[a]	Enacted in FY2000 Regular Annual Act, a 0.38% Rescission, and Supplementals[d]	FY2001 Request	House Bill, As Passed	Senate Bill	Enacted[e]
Salaries and Expenses, Total	**757,993**	**800,738**	**769,551**		**769,766**
House Leadership Offices (subtotal)	**14,060**	**14,704**	**14,378**	—	**14,378**
Members' Representational Allowances (subtotal)[b]	**406,279**	**422,894**	**410,182**	—	**410,182**
Committee Employees (subtotal)[c]	**114,973**	**121,772**	**112,824**		**112,824**
Standing Committees, Special and Select (except Appropriations)	(93,878)	(99,242)	(92,196)	—	(92,196)
Appropriations Committee	(21,095)	22,530	(20,628)		(20,628)
Salaries, Officers, and Employees (subtotal)	**90,150**	**98,546**	**90,403**	—	**90,403**
Allowances and Expenses (subtotal)	**132,531**	**142,822**	**141,764**	—	**140,286**
Supplies, Materials, Administrative Costs and Federal Tort Claims	(2,741)	(3,381)	(2,235)	—	(2,235)
Official Mail (Committees, leadership, administrative and legislative offices)	(410)	(410)	(410)	—	(410)
Government Contributions	(128,704)	(138,355)	(138,726)	—	(137,033)
Miscellaneous Items	(676)	(676)	(393)	—	(393)
Total, House	**757,993**	**800,738**	**769,551**	**—**	**768,073**

Source: House Appropriations Committee.

a. The appropriations bill has two House accounts: (1) payments to widows and heirs of deceased Members of Congress and (2) salaries and expenses.

b. Includes budget authority contained in the FY2000 regular annual Legislative Branch Appropriations Act in P.L. 106-57, and a supplemental and a rescission of 0.38% contained in P.L. 106-113.

c. Includes FY2001 regular annual appropriations contained in H.R. 5657, legislative branch appropriations bill, and additional FY2001 appropriations of $101.5 million and a 0.22% across-the-board rescission contained in H.R. 5666, miscellaneous appropriations bill. Both bills were incorporated by reference in P.L. 106-554, FY2001 Consolidated Appropriations Act. The first FY2001legislative branch appropriations bill, H.R. 4516, was vetoed Oct. 30, 2000. The second legislative branch appropriations bill, H.R. 5657, was introduced Dec. 14 and incorporated in P.L 106-554.

d. This appropriation heading was new in the FY1996 bill. The heading represents a consolidation of (1) the former heading Members' clerk hire; (2) the former heading official mail costs; and (3) the former subheading official expenses of Members, under the heading allowances and expenses.

e. This appropriation heading was new in the FY1996 bill. The heading represents a consolidation of (1) the former heading committee employees; (2) the former heading standing committees, special and select; (3) the former heading Committee on Budget (studies); and (4) the former heading Committee on Appropriations (studies and investigations).

Table 6. Legislative Branch Budget Authority Contained in Appropriations Acts, FY1995-FY2000

(Does not include permanent budget authority; in thousands of current dollars)

	FY1995	FY1996	FY1997	FY1998	FY1999[d]	FY2000, Inclding Supplementals, and 0.38% Rescission[l]
Title I: Congressional Operations[a]						
Senate	460,581	426,919	441,208	461,055	474,891[e]	487,370
House of Representatives[b]	728,736	670,561	684,098	709,008	740,481[f]	757,993
Joint Items[b]	85,489	81,839	88,581	86,711	204,916[g]	100,854
Office of Compliance	0	2,500	2,609	2,479	2,086	1,992
Office of Technology Assessment	21,320	6,115	0	0	0	0
Congressional Budget Office	23,001	24,288	24,532	24,797	25,671	26,121
Architect of the Capitol, except Library Buildings and Grounds	157,190	142,970	140,674	192,156	289,746[h]	213,474
Congressional Research Service, Library of Congress	60,084	60,084	62,641	64,603	67,124	70,973
Congressional Printing and Binding, Government Printing Office	84,724	83,770	81,669	81,669	74,465	73,297
Total, Title I[b]	1,621,125	1,499,046	1,526,012	1,622,478	1,879,380	1,732,211
Title II: Other Agencies[a]						
Botanic Garden	3,230	3,053	36,402	3,016	3,052	3,438
Library of Congress, except CRS	262,866	264,616	269,117	282,309	296,516[i]	323,380[m]
Library Buildings and Grounds, Architect of the Capitol	12,483	12,428	9,753	11,573	13,672[j]	19,857
Government Printing Office, except Congressional Printing and Binding	31,607	30,307	29,077	29,077	29,264	29,872
General Accounting Office	446,743	374,406	332,520	339,499	359,268[k]	377,561
Total, Title II	756,929	684,810	676,869	665,474	701,771	754,108
Grand Total [b,c]	2,378,054	2,183,856	2,202,881	2,287,952	2,581,152	2,486,319[n]

See notes at end of Table 7.

Table 7. Legislative Branch Budget Authority Contained in Appropriations Acts, FY1995-FY2000

(Does not include permanent budget authority; in thousands of constant 2000 (est.) dollars)

	FY1995	FY1996	FY1997	FY1998	FY1999[d]	FY2000, Including Supple-mentals, and 0.38% Rescission[l]
Title I: Congressional Operations[a]						
Senate	514,930	455,096	468,563	481,803	485,814[e]	487,370
House of Representatives[b]	814,727	714,818	726,512	740,913	757,512[f]	757,993
Joint Items[b]	95,577	87,240	94,073	90,613	209,629[g]	100,854
Office of Compliance	0	2,665	2,770	2,591	2,134	1,992
Office of Technology Assessment	23,836	6,519	0	0	0	0
Congressional Budget Office	25,715	25,891	26,053	25,913	26,261	26,121
Arch. of the Capitol, except Library Buildings and Grounds	175,738	152,406	149,396	200,803	296,410[h]	213,474
Congressional Research Service, Library of Congress	67,174	64,050	66,525	67,510	68,668	70,973
Congressional Printing and Binding, Government Printing Office	94,721	89,299	86,733	85,344	76,178	73,297
TOTAL, Title I[b]	1,812,418	1,597,983	1,620,625	1,695,490	1,922,606	1,732,211
Title II: Other Agencies[a]						
Botanic Garden	3,611	3,255	38,659	3,152	3,122	3,438
Library of Congress, except CRS	293,884	282,081	285,802	295,013	303,336[i]	323,380[m]
Library Buildings and Grounds, Architect of the Capitol	13,956	13,248	10,358	12,094	13,987[j]	19,857
Government Printing Office, except Congressional Printing and Binding	35,337	32,307	30,880	30,386	29,937	29,872
General Accounting Office	499,459	399,117	353,136	354,777	367,531[k]	377,561
Total, Title II	846,247	730,008	718,835	695,420	717,912	754,108
Grand Total [b,c]	2,658,664	2,327,991	2,339,460	2,390,910	2,640,519	2,486,319[n]

Sources: Budget authorities for FY1994–FY2000 are from the House Appropriations Committee. FY1995 budget authorities reflect rescissions and a supplemental contained in P.L. 104-19, 109 Stat. 219-221, July 27, 1995, FY1995 Supplemental and Rescissions Act (H.R. 1944). FY1996 budget authorities reflect rescissions contained in P.L. 104-208, 110 Stat. 3009-510-511, Sept. 30, 1996, FY1997 Omnibus Consolidated Appropriations Act (H.R. 3610). FY1998 budget authorities represent supplementals contained in P.L. 105-174, May 1, 1998, and an $11 million transfer to the Government Printing Office (GPO) from the GPO revolving fund. FY1999 budget authorities contain emergency supplemental appropriations in P.L. 105-277, and supplemental appropriations in P.L. 106-31. FY2000 budget authorities contain a supplemental and a 0.38% rescission in P.L. 106-113. Totals reflect rounding.

FY1999 budget authority contains $223.7 million in emergency supplemental appropriations (P.L. 105-277), and $3.8 million for expenses of a House page dormitory and $1.8 million for expenses of life safety renovations to the O'Neill House Office Building (P.L. 106-31). The FY1999 appropriation also contains a recission of $3.5 million, and a supplemental for the same amount in P.L. 106-31.

Excludes permanent federal funds (in thousands of current dollars): FY1995, $343,000; FY1996, $302,000; FY1997, $325,000; FY1998, $333,000; FY1999, $358,000; and FY2000, $279,000. Sources are the *U.S. Budget* and the House and Senate Committees on Appropriations.

Excludes permanent trust funds (in current dollars, in thousands): FY1995, $16,000; FY1996, $31,000; FY1997, $29,000; FY1998, $29,999; FY1999, $47,000; and FY2000, $51,000. Sources are the *U.S. Budget* and the House and Senate Committees on Appropriations.

The formula for conversion to constant dollars is as follows: 2000 Consumer Price Index (CPI) number divided by each year's CPI number multiplied by that year's budget authority. The CPI index numbers used were 152.4 (1995), 156.9 (1996), 160.5 (1997), 163.0 (1998), 166.6 (1999), and 170.4 (2000 est.). Source for 1995-1999 index figures is the Bureau of Labor Statistics. Source for 2000 estimate is the Congressional Budget Office.

a. Includesbudget authority contained in the FY1999 regular annual Legislative Branch Appropriations Act (P.L. 105-275), $223.7 million in FY1999 emergency supplemental appropriations in P.L. 105-277, and $5.6 million in FY1999 supplemental appropriations in P.L. 106-31.

b. Includes regular annual appropriations and a 0.38% rescission and supplemental in P.L. 106-113. Figures do not contain appropriations pending in the FY2000 supplemental, H.R. 3908, passed by the House on March 30, 2000.

c. Prior to FY1978, the legislative branch appropriations act contained numerous titles. Effective in FY1978, Congress restructured the legislative bill so that it would "more adequately reflect actual costs of operating the U.S. Congress than has been true in the past years" (H.Rept. 95-450, FY1978 Legislative Appropriations). As a result, the act was divided into two titles. Title I, Congressional Operations, was established to contain appropriations for the actual operation of Congress. Title II, Related Agencies, was established to contain the budgets for activities not considered as providing direct support to Congress. Periodically, the act has contained additional titles for such purposes as capital improvements and special one-time functions.

d. Includes $5.5 million in emergency supplementals under the sergeant at arms for completion of Year-2000 computer conversion (P.L. 105-277).

e. FY1996 figures contain rescissions in the Omnibus Consolidated Appropriations Act, FY1997 (P.L. 104-208, Sept. 28, 1996). Provisions applicable to legislative branch budget authority in P.L. 104-208 appear in *Congressional Record*, daily edition, vol. 142, Sept. 28, 1996, pp. H11778-H11779.

f. Includes $6.373 million in emergency supplementals under the chief administrative officer for completion of Year–2000 computer conversion (P.L. 105-277), and includes a rescission of $3.5 million from the House heading "salaries, officers, and employees" and a supplemental appropriation of $3.5 million for the chief administrative officer for replacement of the House payroll system (P.L. 106-31).

g. Includes $106,782,000 for emergency security enhancements funded under the Capitol Police Board's general expenses account (P.L. 105-277). The total Joint Items figure also includes $2 million for the Trade Deficit Review Commission.

h. This figure includes $100,000,000 for design and construction of a Capitol visitors' center, funded under the Architect of the Capitol's Capitol buildings account, in "salaries and expenses" (P.L. 105-277), and includes $3.8 million for expenses of a House page dormitory and $1.8 million for expenses of life safety renovations to the O'Neill House Office Building (P.L. 106-31).

i. In FY1999, the Library had authority to spend $28 million in receipts.

j. In FY2000, the Library has authority to spend $33.1 million in receipts.

k. Includes $1 million for the Congressional Cemetery.

l. Includes $5 million in emergency supplemental appropriations under the salaries and expenses account of the General Accounting Office for completion of the Year-2000 computer conversion (P.L. 105-277).

m. Grand totals reflect rounding and, as a result, may differ slightly from totals obtained by adding Titles I and II in this table.

n. This figure also includes a gratuity payment of $136,700 contained in FY2000 supplemental appropriations in P.L. 106-113.

For Additional Reading

CRS Reports

CRS Report RL30212. *Legislative Branch Appropriations for FY2000*, by Paul Dwyer

CRS Report 98-212. *Legislative Branch Appropriations for FY1999*, by Paul Dwyer.

CRS Report RL30083. *Supplemental Appropriations and Rescissions for FY1999*, coordinated by Larry Nowels.

Selected World Wide Web Sites

These sites contain information on the FY2000 legislative branch appropriations request and legislation, and the appropriations process.

House Committee on Appropriations
http://www.house.gov/appropriations

Senate Committee on Appropriations
http://www.senate.gov/~appropriations/

CRS Appropriations Products Guide
http://www.crs.gov/products/appropriations/apppage.shtml

Congressional Budget Office
http://www.cbo.gov

General Accounting Office
http://www.gao.gov

Office of Management & Budget
http://www.whitehouse.gov/omb/

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Division abbreviations: GOV/FIN = Government and Finance

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