

Report for Congress

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Appropriations for FY2003: Legislative Branch

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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.

**NOTE: A Web version of this document with active links is available to congressional staff at:
[<http://www.crs.gov/products/appropriations/apppage.shtml>].**

Appropriations for FY2003: Legislative Branch

Summary

The FY2003 legislative branch appropriations bill has passed both houses and is pending conference consideration. Since a FY2003 bill was not enacted by October 1, Congress passed four FY2003 continuing resolutions that together extended funding generally at the FY2002 level from October 1, 2002, through November 22, 2002. On November 13, the House adopted H.J.Res. 124, which continues funding through January 11, 2003.

On July 18, 2002, the House passed its version of the FY2003 legislative funding bill, H.R. 5121, containing \$2.67 billion (excluding Senate items) for legislative branch activities. The appropriation is a \$128.2 million (5.0%) increase over the FY2002 appropriation of \$2.54 billion (excluding Senate items).

The Senate passed its version of the FY2003 bill (H.R. 5121, amended to contain the language of S. 2720) on July 25. It contains \$2.42 billion (excluding House items), an increase of \$163.8 million (7.3%) over the FY2002 level of \$2.25 billion (excluding House items).

In July, both houses agreed to a FY2002 supplemental appropriations bill, H.R. 4775, signed into P.L. 107-206 by the President on August 2, 2002. Among legislative branch appropriations and administrative provisions, the Act contains \$16.1 million for the Capitol Police to meet expenses of computer equipment and services, training, communications, uniforms, weapons, and reimbursement for expenses related to anthrax detection and treatment to the Hazardous Substance Superfund of the Environmental Protection Agency; and language establishing a Capitol Police Buildings and Grounds account for the Architect of the Capitol in the U.S. Treasury.

Among the elements that Congress considered during discussions on the FY2003 bill are:

- ! funding increase for the activities of the Capitol Police;
- ! security enhancements within and around the Capitol complex;
- ! recruitment and retention of Capitol Police personnel;
- ! salary disbursing authority for Capitol Police officers;
- ! Library of Congress Police merger with Capitol Police; and
- ! construction of a new Capitol Police command center.

This report will be updated to reflect congressional action.

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Division abbreviations: GOV/FIN = Government and Finance

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Appropriations for FY2003: Legislative Branch

Most Recent Developments

Since a FY2003 legislative funding bill was not enacted by October 1, Congress passed four FY2003 continuing resolutions that together extended funding generally at the FY2002 level from October 1, 2002, through November 22, 2002 (P.L. 107-229, P.L. 107-235, P.L. 107-240, and P.L. 107-244). On November 13, the House adopted H.J.Res. 124, which continues funding through January 11, 2003.

On July 23, the Senate passed its version of the FY2003 bill, H.R. 5121, amended to contain the language of S. 2720. The bill contains \$2.42 billion (excluding House items), an increase of \$163.8 million (7.3%) over the FY2002 level of \$2.25 billion (excluding House items).

The House and Senate versions of the FY2003 legislative branch appropriations bill are pending conference consideration. The House passed its version, H.R. 5121, on July 18, 2002, which contains \$2.67 billion (excluding Senate items) for legislative branch activities and programs. The FY2003 appropriation is an increase of \$128.2 million (5.0%) over the FY2002 appropriation of \$2.54 billion (excluding Senate items).

Also, in July, both houses agreed to the conference report on the FY2002 supplemental legislative branch appropriations bill (H.R. 4775; H.Rept. 107-593) containing \$16.1 million for the Capitol Police, \$1.6 million for House committees, \$7.5 million for the Copyright Office of the Library of Congress, and language that establishes a Capitol Police Buildings and Grounds account for the Architect of the Capitol in the U.S. Treasury.

Introduction

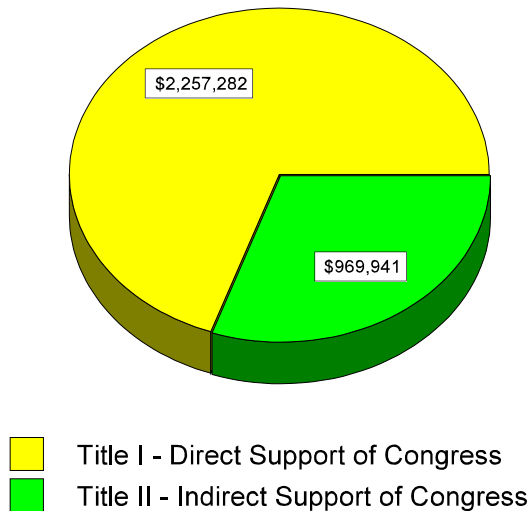
Effective in FY1978, the legislative branch appropriations bill was divided into two titles. Title I, Congressional Operations, contains budget authorities for activities directly serving Congress. Included in this title are the budgets of the House, the Senate, Joint Items (joint House and Senate activities), 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.

As **Figure 1** illustrates, in FY2002, Title I budget authority was 69.9% of the total appropriation of \$3.23 billion, including regular annual funds in P.L. 107-68 and emergency response funds pursuant to P.L. 107-117. Title II budget authority was 30.1% of the total appropriation. In addition, there was legislative budget authority that was not included in the annual legislative branch appropriations act. It included permanent budget authority for both federal funds and trust funds, and other budget authority.¹

Figure 1. Title I and Title II of the FY2002 Legislative Branch Appropriations Act

(in thousands of current dollars)



Note: Includes P.L. 107-68 and Emergency Response Funds pursuant to P.L. 107-117.

¹ Other budget authorities are those of some non-legislative entities within the legislative branch budget as presented in the *U.S. Budget* that are actually funded in other appropriations bills.

Permanent federal funds are available as the result of previously enacted legislation and do not require annual action.²

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.³

The *Budget* also contains 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.⁴

² FY2003 estimated legislative branch permanent federal fund authority is \$338 million, comprised of House and Senate Member pay (\$105 million); House and Senate use of foreign currencies (\$7 million); and Library of Congress payments to copyright owners (\$226 million). Source is the FY2003 *U.S. Budget* (with figures rounded to the nearest million).

³ FY2003 estimated permanent trust fund authority is \$38 million, comprised of Library of Congress gift and trust fund accounts (\$22 million); U.S. Capitol Preservation Commission trust funds (\$2 million); Architect of the Capitol, U.S. Botanic Garden, gifts and donations (\$2 million); John C. Stennis Center for Public Service Training and Development trust funds (\$2 million), and the Russian Leadership Development trust funds (\$12 million). After deducting \$2 million in offsetting receipts from the public, the total trust funds are \$38 million. Source is the FY2003 *U.S. Budget* (which contains figures rounded to the nearest million).

⁴ The FY2003 *U.S. Budget* contains \$54 million in federal funds for non-legislative entities, with one exception, under two headings: (1) "U.S. Tax Court" (\$38 million), and (2) "other legislative branch agencies - legislative branch boards and commissions" (\$16 million), which includes the U.S. Commission on International Religious Freedom (\$3 million); a subcategory titled "other legislative branch boards and commissions" (\$3 million); and payment to the Russian Leadership Development Center trust fund (\$10 million). The one exception is the payment to the Russian Leadership Development Center, which was contained in the FY2002 Legislative Branch Appropriations Act (P.L. 107-68).

For a more accurate picture of the legislative branch budget, as contained in the annual legislative branch appropriations bill, the total FY2003 legislative branch appropriation figure in the FY2003 *U.S. Budget* must be adjusted. This is accomplished by subtracting non-legislative funds and permanent federal and trust funds. Non-legislative funds are those for entities that are funded in other appropriations bills, but for bookkeeping purposes are counted as legislative branch funds by the Office of Management and Budget. The FY2003 *U.S. Budget* contains an FY2003 total legislative budget authority request of \$3.9 billion. After subtracting non-legislative entities (\$54 million), permanent federal funds (\$338 million), and permanent trust funds (\$38 million), the total is \$3.48 billion (rounded).

Figure 2. Legislative Branch Appropriations, FY1995-FY2002

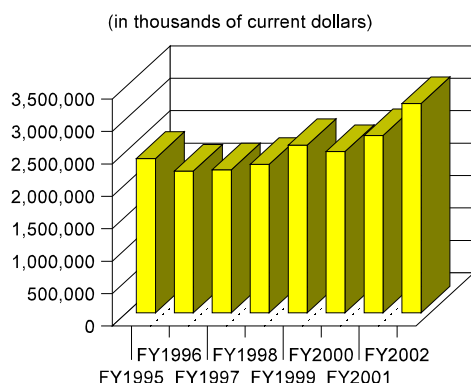


Figure 3. Legislative Branch Appropriations, FY1995-FY2002

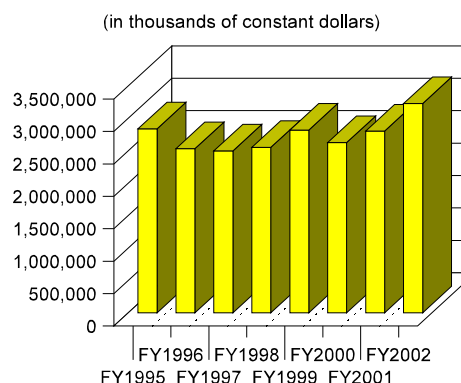


Table 1. Legislative Branch Appropriations, FY1995 to FY2002
(budget authority in billions of current dollars)^a

FY1995	FY1996	FY1997	FY1998	FY1999	FY2000	FY2001	FY2002
2.378	2.184	2.203	2.288	2.581 ^b	2.486 ^c	2.730 ^d	3.227 ^e

- 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.
- d. This figure contains: (1) FY2001 regular annual appropriations contained in H.R. 5657, legislative branch appropriations bill; (2) FY2001 supplemental appropriations of \$118 million and a 0.22% across-the-board rescission contained in H.R. 5666, miscellaneous appropriations bill; and (3) FY2001 supplemental appropriations of \$79.5 million contained in H.R. 2216 (P.L. 107-20). H.R. 5657 and H.R. 5666 were incorporated by reference in P.L. 106-554, FY2001 Consolidated Appropriations Act. The first FY2001 legislative 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. This figure does not reflect any terrorism supplementals funds released pursuant to P.L. 107-38.
- e. This figure contains appropriations in the regular annual FY2002 Legislative Branch Appropriations Act (P.L. 107-68; 115 Stat. 560; Nov. 15, 2001), and transfers to the Legislative Branch Emergency Response Fund pursuant to P.L. 107-117.

Status of FY2003 Appropriations

Table 2. Status of Legislative Branch Appropriations, FY2003

Committee Markup		House Report	House Passage	Senate Report	Senate Passage	Conference Report	Conference Report Approval		Public Law
House	Senate						House	Senate	
7/11/02	7/11/02	H.R. 5121 H.Rept. 107-576	7/18/02 (365-49)	S. 2720 S.Rept. 107-209	7/25/02 (85-14)	a	—	—	—

a. Since a FY2003 legislative funding bill was not enacted by October 1, Congress passed four FY2003 continuing resolutions that together extended funding generally at the FY2002 level from October 1, 2002, through November 22, 2002 (P.L. 107-229, P.L. 107-235, P.L. 107-240, and P.L. 107-244). On November 13, the House adopted H.J.Res. 124, which continues funding through January 11, 2003.

Action on the FY2003 Legislative Branch Appropriations Bill

Passage of House Version, H.R. 5121. The House version of the FY2003 bill, H.R. 5121, contains \$2.67 billion (excluding Senate items), an increase of \$128.2 million (5.0%) over FY2002's appropriation of \$2.54 million (excluding Senate items).

Among issues raised during House floor consideration was language in an amendment offered by Representative James Moran to reduce the appropriation for the Joint Committee on Taxation by \$590,000 until the Committee released a report on tax evasion by expatriates. The House rejected the amendment, 206-213.

Also, during consideration, a point of order was raised and sustained by the chair against language that would have consolidated the Capitol Police payrolls, replacing the current method by which some personnel are paid from the House payroll and others from the Senate payroll.

Among provisions of H.R. 5121, as passed by the House, are those to:

- ! increase funds for the Capitol Police by \$99.0 million (63.0%), from \$157.2 million to \$256.2 million;
- ! increase the pay of Capitol Police by 9.1%, including a 4.1% annual adjustment, and an additional 5% pay raise;
- ! increase Capitol Police personnel positions by 318, to 1,477;
- ! make the Capitol Police chief an ex-officio member of the Capitol Police Board. Currently, the Board is comprised of the House and Senate Sergeants at Arms and the Architect of the Capitol;
- ! provide an annual pay adjustment of 4.1% to House employees;

- ! fund the House at \$960.4 million; Capitol Police at \$256.2 million; Congressional Research Service at \$86.2 million; Congressional Budget Office at \$32.4 million; Library of Congress at \$422.2 million; General Accounting Office at \$453.5 million; and the Government Printing Office at \$119.8 million; and

- ! fund the activities of the Architect of the Capitol at \$303.1 million.

Limitation on Transfer of Appropriations. The House bill, as reported by the House Appropriations Committee, and passed by the House, contains a new provision to limit the transfer of appropriations in anticipation of the enactment of the proposed Department of Homeland Security. While the impact of the provision is not entirely clear, it appears to have been included due to concerns about potential transfers of appropriations without additional approved in an appropriations act. Similar language is included in FY2003 House appropriations bills for other departments and agencies.

A transfer, a shifting of funds between appropriations, is not allowed without statutory authority (31 U.S.C. §1532). Section 308 of H.R. 5121 prohibits the transferring of any funds appropriated in the Act to any department, agency, or instrumentality of the United States government, except pursuant to a transfer made by, or transfer authority provided in, the Act or any other appropriation act. This provision appears prospectively to prohibit any transfer of funds pursuant to authority made by, or transfer authority provided in, any act other than an appropriation act such as an authorization act.

This prohibition also may have the effect of denying transfer of funds made available in the Legislative Branch Appropriations Act, FY2003, pursuant to authority currently granted by the Economy Act because it is not an appropriation act. Codified at sections 1535 and 1536 of Title 31 of the *United States Code*, the Economy Act now allows an agency to transfer funds to another agency to acquire goods or services if an agency filling an order is able to provide or get by contract those goods or services and if they cannot be provided by contract as conveniently or as cheaply by a commercial enterprise. This language does not appear in the Senate version of H.R. 5121.

Passage of Senate Version, H.R. 5121, Amended to Contain the Language of S. 2720. On July 25, the Senate passed H.R. 5121, amended to contain the provisions of S. 2720 (S.Rept. 107-209). The bill contains \$2.42 billion (excluding House items), an increase of \$163.8 million (7.3%) over the FY2002 level of \$2.253 billion (excluding House items). Among its provisions are those to:

- ! increase funds for the Capitol Police by \$52.6 million (33.5%), from \$157.2 million to \$209.8 million;
- ! increase the pay of Capitol Police by 9.1%, including a 4.1% annual adjustment, and an additional 5% pay raise;
- ! increase Capitol Police personnel by 269 FTEs, to a total of 1,839 FTEs;

- ! merge the Library of Congress police with the Capitol police over 3 years;
- ! create the position of Deputy Architect of the Capitol as the chief operating officer for the Capitol complex;
- ! make up to \$50 million available for an alternative computing facility for the House, Senate and other legislative branch entities, subject to a study by the Architect of the Capitol and approval by the Senate and House Appropriations Committees;
- ! direct the General Accounting Office to review printing and dissemination of Federal government information, particularly with respect to congressional printing and binding services of the Government Printing Office, the Federal Depository Library Program, and contracting of printing by the executive branch;
- ! fund the Senate at \$672.6 million (with a \$31.2 million increase primarily to fund a new security system, enhanced mail handling, and a new Office of Emergency Preparedness); Congressional Research Service at \$87.0 million; Congressional Budget Office at \$32.4 million; Library of Congress (excluding CRS) at \$410.0 million; General Accounting Office \$454.5 million; and the Government Printing Office at \$122.5 million; and
- ! fund the Architect of the Capitol at \$388.0 million (including renovations of the Capitol Power Plant).

Submission of FY2003 Budget Request. On February 4, 2002, the President submitted his FY2003 *U.S. Budget*, which contained a request prepared by legislative branch entities of \$3.48 billion for activities funded in the annual legislative branch appropriations bill. Subsequently, the FY2003 request was revised by the legislative branch to \$3.41 billion, a 5.7% increase over the FY2002 budget authority of \$3.23 billion.⁵

Hearings on FY2002 Budget Requests. The House Subcommittee on Legislative, Committee on Appropriations, held hearings on April 25, 2002, on FY2003 requests of the House of Representatives, Library of Congress, including Congressional Research Service, Government Printing Office, and General Accounting Office. Hearings continued on April 25 on requests of the Architect of the Capitol and the Congressional Budget Office.

The Senate Subcommittee on Legislative Branch, Committee on Appropriations, held hearings on March 13 on FY2003 requests of the Library of Congress, including Congressional Research Service; on April 17 on requests of the Secretary of the

⁵ FY2002 appropriations contain regular annual funds in the FY2002 Legislative Branch Appropriations Act, P.L. 107-68, and emergency response funds (\$256.1 million) transferred pursuant to P.L. 107-117, the FY2002 Emergency Supplemental Appropriations for Recovery from and Response to Terrorist Attacks (in Division B, chapter 9).

Senate and Architect of the Senate; on May 1 on requests of the Senate Sergeant at Arms and Capitol Police; and on May 8 on budgets of the Government Printing Office, Congressional Budget Office, and General Accounting Office.

Action on Second FY2002 Legislative Branch Supplemental Appropriation (H.R. 4775; S. 2551; P.L. 107-206)

In July, both houses agreed to a FY2002 supplemental appropriations bill, H.R. 4775, signed into P.L. 107-206 by the President on August 2, 2002, containing \$25.2 million for the legislative branch and administrative provisions as follows:

- ! \$16.1 million for the Capitol Police to meet expenses of computer equipment and services, training, communications, uniforms, weapons, and reimbursement for expenses related to anthrax detection and treatment to the Hazardous Substance Superfund of the Environmental Protection Agency;
- ! \$1.6 million for the House of Representatives account "Salaries and expenses" in subaccount "Standing committees, special and select" to remain available through December 31, 2002; and
- ! \$7.5 million for the Library of Congress account "Copyright Office, salaries and expenses" to meet a shortfall in copyright registration receipts due to delays in the receiving mail subsequent to the discovery of anthrax; the appropriation was contained in a request transmitted by the President to Congress on March 21, 2002; and

Among administrative provisions in the conference report are those to:

- ! increase a Senator's Official Personnel and Office Expense Account by up to \$20,000 to meet expenses directly related to the September 11 terrorist attacks, or to displacement due to anthrax detection, subject to certification by the Senator in a written request to the Secretary of the Senate no later than September 30, 2002;
- ! authorize the Architect of the Capitol to acquire buildings and facilities for use as computer backup facilities for legislative branch offices, subject to approval of the House Office Building Commission or the Senate Committee on Rules and Administration, or both if a joint facility; such property is to be considered part of the Capitol grounds and subject to regulations governing use of the grounds;
- ! establish a new account in the Treasury for the Architect of the Capitol titled, "Capitol police buildings," for maintenance, care, and operation of buildings of the Capitol Police; and
- ! authorize the Architect of the Capitol to acquire real property for use by the Capitol Police, subject to approval of the House Office

Building Commission and the Senate Committee on Rules and Administration; such property is to be considered part of the Capitol grounds and subject to regulations governing use of the grounds.

House Version, H.R. 4775. The House passed H.R. 4775 (H.Rept. 107-480) on May 24, 2002, containing \$25.2 million for the legislative branch in Chapter 9 as follows:

- ! \$1.6 million for House committees;
- ! \$7.5 million for the Copyright Office of the Library of Congress; and
- ! \$16.1 million for the Capitol Police Board account in subaccount "General expenses" for computer equipment, training, communications, uniforms, weapons, and including \$12.5 million for reimbursement to the Environmental Protection Agency, Hazardous Substance Superfund, for expenses of anthrax investigation and cleanup. However, availability of the \$16.1 million appropriations was contingent upon the amount being included in an official budget request transmitted by the President to Congress. Further, the budget request must be designated by the President as an emergency requirement, as defined in the Balanced Budget and Emergency Deficit Control Act of 1985. Congress so designated the \$16.1 million in H.R. 4775.

Among administrative provisions in H.R. 4775, as passed by the House, are those to:

- ! establish a new account in the Treasury for the Architect of the Capitol titled, "Capitol police buildings," for maintenance, care, and operation of buildings of the Capitol Police;
- ! authorize the Architect of the Capitol to acquire real property for use by the Capitol Police, subject to approval of the House Office Building Commission and the Senate Committee on Rules and Administration; such property is to be considered part of the Capitol grounds and subject to regulations governing use of the grounds;
- ! authorize federal, state, and local government political leaders to participate in an exchange program with Russia to study Russian politics, business and other operations;
- ! direct the Librarian of Congress and the Director of the Congressional Research Service (CRS) to ensure that all CRS materials, including materials provided through electronic means, be provided to Members and congressional employees as currently provided at all other locations where Members and employees carry out official duties; and
- ! authorize the Architect of the Capitol to acquire buildings and facilities for use as computer backup facilities for legislative branch offices, subject to approval of the House Office Building

Commission or the Senate Committee on Rules and Administration, or both if a joint facility; such property is to be considered part of the Capitol grounds and subject to regulations governing use of the grounds.

Senate Version, S. 2551. On June 7, the Senate passed H.R. 4775, amended to contain the language of S. 2551. The Senate version contained \$11.1 million for the legislative branch in Chapter 9 as follows:

- ! \$3.6 million for the Capitol Police Board subaccount “General expenses” for security equipment and installation, supplies, materials and contract services, to be disbursed by the Board or their designee; and
- ! \$7.5 million for the Library of Congress account “Copyright Office, salaries and expenses.”

Among general provisions in S. 2551, as passed, are those to:

- ! increase a Senator’s Official Personnel and Office Expense Account by up to \$20,000 to meet expenses directly related to the September 11 terrorist attacks, or to displacement due to anthrax detection, subject to certification by the Senator in a written request to the Secretary of the Senate no later than September 30, 2002;
- ! grant the Capitol Police Board sole discretion in determining if employee bonuses will assist the Capitol Police in recruitment;
- ! authorize the Capitol Police to pay tuition allowances for payment or reimbursement of education expenses; and
- ! authorize the Architect of the Capitol to acquire buildings and facilities for use as computer backup facilities for legislative branch offices, subject to approval of the House Office Building Committee or the Senate Committee on Rules and Administration or both if a joint facility; such property is to be considered part of the Capitol grounds and subject to regulations governing use of the grounds.

Elements That Congress Considered During Discussions on the FY2003 Bill

Discussions on the FY2003 bill have included the following:

- ! funding increase for the activities of the Capitol Police;
- ! security enhancements within and around the Capitol complex;
- ! recruitment and retention of Capitol Police personnel;
- ! salary disbursing authority for Capitol Police officers;
- ! Library of Congress Police merger with Capitol Police; and

- ! construction of a new Capitol Police command center.

Capitol Complex Security – U.S. Capitol Police⁶

Funding Issues. The U.S. Capitol Police is responsible for Capitol complex security, under the direction of the Capitol Police Board. The September 11, 2001 terrorist attacks and the subsequent discovery of anthrax in Capitol office buildings prompted enhanced security within and around the Capitol complex, and Congress has undertaken to strengthen the capabilities of the U.S. Capitol Police. Last year, Congress increased spending for the Capitol Police by \$50.3 million, or 47.1%, over the FY2001 level for a total appropriations of \$157.2 million for FY2002.⁷ In addition, Congress authorized an additional 348 FTEs for a total of 1,750 FTEs for FY2002.

For FY2003, the Capitol Police requested \$212.6 million, an increase of 35.3% over the FY2002 level, and an additional 60 FTEs. Of the \$212.6 million, \$184.5 million⁸ was requested for Capitol Police salaries, an increase of 63.3% over the FY2002 level of \$113.0 million. The increase largely is intended for additional officers and civilian personnel and a pay raise for sworn officers. In addition, during FY2003, the Capitol Police anticipate the need to replace approximately 100 officers who normally leave the force each year through attrition.⁹ According to the Capitol Police, the increased FTE level would allow for:

- ! two officers at each post - one to operate and monitor security equipment and one to act as an observer;
- ! staff of the new Office of Emergency Management;
- ! staff of a chemical/biological strike team;
- ! additional sworn and civilian personnel for uniformed services, intelligence, and dignitary protection; and
- ! administrative support for increased Capitol Police personnel.¹⁰

The U.S. Capitol Police requested \$28.1 million for general expenses, a reduction of 36.4% from the FY2002 level of \$44.2 million. The FY2002 appropriations includes a transfer of \$31 million from the emergency response fund

⁶ This section was contributed by Bill Heniff, Government and Finance Division, Congressional Research Service.

⁷ The FY2002 appropriation of \$157.2 million contains \$126.2 million appropriated in the FY2002 annual Legislative Branch Appropriations Act (P.L. 107-69), and \$31 million transferred from the legislative branch emergency response fund, pursuant to P.L. 107-117.

⁸ This figure does not contain the \$7.8 million included in the President's budget request to cover the fully accrued costs related to retirement benefits of Civil Service Retirement System employees and retiree health benefits of all U.S. Capitol Police.

⁹ Budget submission of the U.S. Capitol Police, U.S. Congress, House Committee on Appropriations, Subcommittee on Legislative, *Legislative Branch Appropriations Act for 2003, Justification of the Budget Estimates*, part 1, hearings, 107th Cong., 2nd sess., Feb. 2002 (Washington: GPO, 2002), p. 244.

¹⁰ Ibid., pp. 244-245.

(P.L. 107-38) for immediate security enhancements undertaken by the Capitol Police in the aftermath of the September 11, 2001 terrorist attacks. Without the \$31 million supplemental, the FY2003 request for general expenses would be an increase of 113.8% over the base level of \$13.2 million. The increase is largely intended for:

- ! additional training programs for police and civilian personnel;
- ! implementation of a response strike force for a chemical, biological, or radiological incident;
- ! increases in protective service travel;
- ! a new mobile command center;
- ! expansion of the information technology infrastructure;
- ! staff recruitment, including incentives and promotional testing;
- ! additional requirements for weapons, ammunition, and range facilities; and
- ! additional cell phones, workstations and other communications equipment.¹¹

New Account Structure for the Capitol Police in the FY2003 Bills.

Both houses moved the Capitol Police account for (1) salaries and (2) general expenses from the Joint Items account to a stand-alone Capitol Police account in Title I of the bill.

Additionally, both houses authorized a new account for Capitol Police buildings and grounds for the Architect of the Capitol within the U.S. Treasury. H.R. 5121 shows this appropriation (for “Capitol Police buildings and grounds”) under the Capitol Police account, while S. 2720 shows this appropriation (for “Capitol Police buildings”) under the Architect of the Capitol account.

House and Senate FY2003 Appropriations for the Police. Both bills contain three appropriations for activities of the Capitol Police: (1) salaries, (2) general expenses, and (3) Capitol Police buildings and grounds. The total appropriation for all three appropriations in the House bill is \$256.2 million, an increase of \$99.0 million (63.0%) over the FY2002 appropriations of \$157.2 million. The Senate total is \$209.8 million, an increase of \$52.6 million (33.5%). The major differences are funding levels for (1) general expenses (\$43.0 million in the House bill; \$33.6 million in the Senate version) and (2) Capitol Police buildings and grounds (\$37.5 million in the House bill; \$1.5 million in the Senate version).

H.R. 5121 contains \$175.7 million, an increase of 55.5%, for the salaries of 1,454 sworn officers and 326 civilians. This reflects an increase of 288 sworn officers and 30 civilians over current levels.

The Senate-adopted bill (H.R. 5121, amended to contain the language of S. 2720) contains \$176.6 million, an increase of 56.3%, for the salaries of a total of

¹¹ Budget submission of the U.S. Capitol Police, U.S. Congress, House Committee on Appropriations, Subcommittee on Legislative, *Legislative Branch Appropriations Act for 2003, Justification of the Budget Estimates*, part 1, hearings, 107th Cong., 2nd sess., Feb. 2002 (Washington: GPO, 2002), p. 245.

1,839 FTEs. This is an increase of 269 FTEs over the FY2002 level. Both appropriations measures accommodate a 9.1% pay raise for U.S. Capitol Police officers, which includes a cost-of-living-adjustment of 4.1% and a comparability pay adjustment of 5.0%.

For general expenses of the Capitol Police, the House approved \$43 million for FY2003, which represents an increase of 225.8% over the FY2002 base level of \$13.2 million.¹² In contrast, the Senate approved \$33.2 million for general expenses. This figure represents an increase of 151.5% from the FY2002 base level. The committee report accompanying the Senate bill states: “The amount recommended is needed primarily to support the significant increase in staffing as well as an increase in training.”¹³

For Capitol Police buildings and grounds, the House approved \$37.5 million, and the Senate approved \$1.5 million.

Policy Issues. According to the U.S. Capitol Police, the recruitment and retention of qualified personnel to meet the additional demands has been a tremendous challenge. During a hearing before the Senate Appropriations Subcommittee on Legislative Branch on May 1, 2002, Acting Chief Robert R. Howe testified that the Capitol Police “are losing officers to other law enforcement agencies at an increasing rate. Likewise, we are competing against those same agencies to attract qualified personnel to increase the staffing level and overcome attrition.”

Recognizing these challenges, Congress last year authorized the Capitol Police to institute a number of recruitment and retention incentives. Section 909 of the Emergency Supplemental Act, 2002 (Division B of P.L. 107-117, 115 Stat. 2320-2322) authorizes the Capitol Police Board and the Capitol Police Chief to provide several types of financial incentives for the recruitment and retention of officers and employees of the Capitol Police.

The House and Senate versions of the FY2003 legislative branch appropriations bill, H.R. 5121, contain several administrative provisions related to such incentives.¹⁴ First, both bills include similar provisions that would give the Capitol Police chief

¹² The base level does not contain the one-time FY2002 supplemental appropriation of \$31.0 million in emergency response funds.

¹³ U.S. Congress, Senate Committee on Appropriations, *Legislative Branch Appropriations Bill, 2003*, report to accompany S. 2720, 107th Congress, 2nd sess., S.Rept. 107-209, July 11, 2002 (Washington: GPO, 2002), p. 27.

¹⁴ The Senate Appropriations Committee-reported legislative branch appropriations bill (S. 2720) included provisions that would authorize the Capitol Police chief to pay additional compensation for specialty positions and compensate newly-appointed officers at a rate above the minimum base rate. A manager’s amendment (S.AMDT 4320), adopted by unanimous consent on July 25, added provisions to give the Capitol Police chief the sole discretion in determining recruitment and retention bonuses; the authority to offer tuition allowances for education expenses; and the authority to provide availability pay to officers. This manager’s amendment also added a provision to require the chief to recruit personnel for the Capitol Police without regard to age.

the sole discretion in determining recruitment and retention bonuses and add a tuition reimbursement program to the types of incentives the chief could offer.

Second, both bills contain similar provisions that would provide the chief with other tools that are intended to augment personnel recruitment and retention. Some of these include the authority to establish specialty positions and pay, provide availability pay to officers, and compensate newly-appointed officers at a rate above the minimum base rate. The House bill also would authorize the chief to establish a program to recruit former military and law enforcement personnel without regard to age and provide overtime compensation to officers at ranks above lieutenant. The Senate bill would require the chief to recruit personnel for the Capitol Police without regard to age.

The House Appropriations Committee-reported measure contained a provision (Section 110 of H.R. 5121) transferring the disbursing authority for salaries of the Capitol Police to the chief. Currently, salaries of Capitol Police officers assigned to the House are disbursed by the House Chief Administrative Officer, and salaries of officers assigned to the Senate are disbursed by the Secretary of the Senate. The Committee-reported provision would have consolidated these payrolls. However, during consideration of the bill on the House floor on July 18, 2002, Representative Robert Ney raised a point of order against the provision on the grounds that it violated clause 2 of House Rule XXI by changing existing law.¹⁵ After the chair sustained the point of order, the provision was stricken from the bill.¹⁶

Identical language consolidating the Capitol Police payrolls was added to the Senate version of the legislative branch appropriations bill by a manager's amendment (S.Amdt. 4320), approved by unanimous consent on July 25, 2002.

Finally, the Senate bill contains an administrative provision (Section 108 of S. 2720) to transfer the personnel and functions of the Library of Congress Police to the U.S. Capitol Police. Last year, the Senate Appropriations Committee requested the General Accounting Office (GAO) to conduct an evaluation on the feasibility of consolidating the Library of Congress Police and/or the Government Printing Office Police with the Capitol Police.¹⁷ On July 5, 2002, the GAO issued its completed evaluation, *U.S. Capitol Police Merger Review* (GAO-02-792R), finding that a merger of the police forces would be feasible.

Capitol Complex Security – Status of Funds for the Capitol Visitors' Center

Although the FY2003 request does not contain funds for the Capitol visitors' center, the center will play an important role in Capitol security. Conferees on the

¹⁵ Clause 2 of House Rule XXI prohibits legislation in a general appropriations bill.

¹⁶ See *Congressional Record*, daily edition, vol. 148, July 18, 2002, pp. H4904-H4905.

¹⁷ U.S. Congress, Senate Committee on Appropriations, *Legislative Branch Appropriations Bill, 2002*, report to accompany S. 1172, 107th Congress, 1st sess., S.Rept. 107-37, July 12, 2001 (Washington: GPO, 2001), p. 25.

FY2002 legislative branch appropriations bill agreed to add \$70 million for the Capitol visitors' center, reflecting a heightened interest by some Members of Congress in making the necessary appropriations available so that construction on the center could begin in early calendar year 2002. During mark up of the FY2002 bill by the Senate Appropriations Committee, committee members agreed to an amendment containing \$1 million for the "planning, engineering, design, and construction" of the center the purpose of which is "to provide greater security for all persons working in or visiting the United States Capitol and to enhance the educational experience of those who have come to learn about the Capitol building and Congress." The funds were to remain available until expended. The mark up of the House Subcommittee on Legislative did not contain funds for the center.

Subsequent to congressional approval of \$70 million for the center in November 2001, the President released additional funds for construction of the center in the FY2001 emergency terrorism funds contained (P.L. 107-38.) The construction funds were contained in \$211.1 million released to the Architect of the Capitol. The amount of funds available for construction was not provided in the release.¹⁸

Congressional leadership broke ground for the center on June 20, 2000. Construction began in early 2002 and is expected to be completed in 2005.¹⁹

Architect of the Capitol Operations

Architect of the Capitol Funding. Operations of the Architect of the Capitol are funded in Titles I and II of the legislative branch appropriations bill.

Title I contains funds for general administration, salaries and expenses; Capitol buildings; Capitol grounds; Senate office buildings; House office buildings; Capitol power plant; and in the Senate FY2003 bill a new account, Capitol Police Buildings.²⁰

Title II contains funds for structural and mechanical care of buildings and grounds of the Library of Congress (LOC). From time to time, other projects of the Architect are funded in Title II, as was the case in FY2002, which included \$70.0 million for the Capitol Visitors' Center and \$1.3 million for the Congressional Cemetery.

Appropriations in Titles I and II Combined. H.R. 5121 contains a total appropriation for the Architect of \$303.1 million (excluding funds for Senate office

¹⁸ Office of Management and Budget, *President Bush Announces \$699 Million in Emergency Funds Assistance for Defense, Northern Virginia, Secret Service and Congress*, news release 2001-62, Dec. 3, 2001.

¹⁹ Spokesperson for the Office of the Architect of the Capitol, Apr. 9, 2002.

²⁰ Funds for "Capitol Police buildings and grounds" are scored under a new Capitol Police account, but are administered by the Architect of the Capitol.

buildings), a decrease of \$117.5 million (-27.9%) over the FY2002 appropriation of \$420.6 million.²¹

S. 2720 contains \$388.0 million (excluding funds for House office buildings), a decrease of \$32.6 million (-7.8%) from the FY2002 appropriation of \$420.6 million.²²

The FY2003 request for activities in Titles I and II is \$390.3 million, a decrease of \$30.3 million (-7.2%) from FY2002. The FY2003 request did not include \$12.6 million requested by President Bush to transfer full costs of retirement and health benefits to the agency.

Appropriations in Title I. H.R. 5121 contains \$267.8 million (excluding funds for Senate office buildings), a decrease of \$59.9 million (-18.3%) from the FY2002 appropriation of \$327.6 million.²³

S. 2720 contains \$349.9 million (excluding funds for House office buildings), an increase of \$22.3 million (6.8%) over FY2002. The Senate bill contains more funds than the House for salaries and expenses and the Capitol Power Plant.

Funds requested for Title I are \$363.4 million, an increase of \$35.8 million (10.9%) over FY2002.

Appropriations in Title II. H.R. 5121 contains \$35.3 million, and S. 2720 contains \$38.1 million, both reflecting decreases from the FY2002 appropriation of \$93.0 million, due to one-time FY2002 funding for the Capitol Visitors' Center and the Congressional Cemetery. The House bill reflects a 62.4% increase, and the Senate bill an increase of 75.3%.

Among the Architect's requests were funds for 43 currently unfunded FTEs (\$3.2 million), and a total FTE level of 1,958; and 115 projects that were contained in the Architect's "capital budget," which primarily funds maintenance projects. Seven projects account for \$67 million, or 65%, of the request. These include funds for repair of the Capitol dome (\$42.5 million); purchase of property for an off-site delivery and screening center for the Capitol police (\$6.8 million); constructing a new Library of Congress audio visual conservation center in Culpepper Virginia (\$5 million); renovations to the Rayburn office building cafeteria (\$3.5 million); designing and purchasing land for a vehicle maintenance facility for the Capitol police (\$3.3 million); modernizing House building elevators (\$3 million); and

²¹ The FY2002 appropriation contains one-time appropriations for the Capitol Visitors' Center and Congressional Cemetery, and \$106.3 million in FY2002 emergency response funds transferred pursuant to P.L. 107-117, the FY2002 Emergency Supplemental Appropriations for Recovery from and Response to Terrorist Attacks (in Division B, chapter 9).

²² Ibid.

²³ The FY2002 appropriation contains \$106.3 million in FY2002 emergency response funds transferred pursuant to P.L. 107-117, the FY2002 Emergency Supplemental Appropriations

preparing construction drawings for a garage adjacent to Capitol police headquarters (\$3 million).

Botanic Garden. H.R. 5121 contains \$5.9 million, and S. 2720 contains \$6.1 million, increases of 5.1% and 7.7%, respectively.

House and Senate Committee Funding

House Committee Funding. H.R. 5121 contains \$132.9 million for committee operations, the same amount requested for FY2003. The funding level is an increase of \$5.4 million (4.3%) over the FY2002 appropriation of \$127.5 million.

Funding for House committees is contained in the appropriation 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. H.R. 5121 contains \$108.7 million, the same as the budget request, an increase of \$4.2 million (4.0%) over the FY2002 appropriation of \$104.5 million.

The second subheading contains funds for the personnel and non-personnel expenses of the Committee on Appropriations. The FY2003 recommended level is the same as requested, \$24.2 million, an increase of \$1.2 million (5.2%) over the FY2002 appropriation of \$23.0 million.

Senate Committee Funding. S. 2720 contains \$120.7 million for committee operations, an increase of \$2.6 million (2.2%) over the FY2002 appropriation of \$118.1 million. The amount requested for FY2003 was \$120.7 million.

Appropriations for Senate committees are contained in two Senate accounts. The first account is the Senate “Committee on Appropriations,” which is funded at \$11.3 million, the same as requested. This reflects an increase of \$441,000 (4.1%) over the FY2002 funding level of \$10.8 million.

The second account is “Inquiries and Investigations,” which contains funds for all other Senate committees, with a recommended funding level of \$109.5 million, an increase of \$2.2 million (2.0%) over the FY2002 appropriation of \$107.3 million.

Support Agency Funding

Congressional Budget Office. Both H.R. 5121 and S. 2720 contain \$32.4 million, the same as requested. This amount is an increase of \$1.6 million, or 5.2%, over the FY2002 funding level of \$30.8 million.

Language in the House bill authorizes CBO employees to work for other government agencies on detail and other temporary assignments for purposes of study that will benefit future work at the agency. The agency requested changes in its legislative authority in order to offer advanced staff training through study and work

experiences in both government and private sectors, in subject areas in which the agency has difficulty in recruiting.

The agency's request contained authorization for four additional FTE positions, which, if approved, would increase the FTE level to 236. These additional positions would permit CBO to expand its visiting scholars' program.²⁴

According to the director of CBO in recent testimony, the agency's budget "continues to be driven by the need to be competitive in a specialists labor market, with nearly all of the increase going to mandatory increases in personnel costs."

Neither bill contains \$1.4 million requested by President Bush to transfer full costs of retirement and health benefits to the agency.

General Accounting Office. H.R. 5121 contains \$453.5 million, a 5.6% or \$24.1 million increase over the FY2002 appropriation of \$429.4 million. The Senate bill contains \$454.5 million, a 5.8% or \$25.1 million increase.

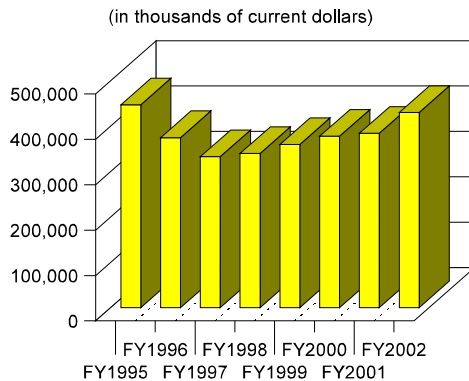
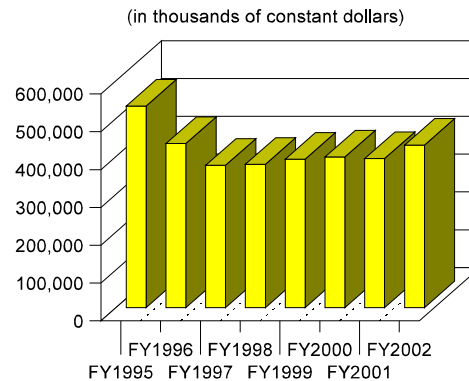
For FY2003, the General Accounting Office (GAO) requested \$454.8 million, an increase of \$25.4 million (5.9%) over FY2002. Funding for FY2002 is \$429.4 million, which includes \$7.6 million in FY2002 emergency response funds transferred pursuant to P.L. 107-117, the FY2002 Emergency Supplemental Appropriations for Recovery from and Response to Terrorist Attacks (in Division B, chapter 9).

FY2003's request does not include \$21.3 million requested by President Bush to transfer full costs of retirement and health benefits to the agency.

The agency's request would allow it to maintain its authorized FTE level of 3,269. According to GAO, 80% of its FY2003 budget request is for pay and related benefits, with emphasis on staff training, recruiting, and retention, including mass transit subsidies and a new student loan repayment program.²⁵

²⁴ Written testimony of the director, Dan Crippen, Congressional Budget Office, U.S. Congress, House Committee on Appropriations, Subcommittee on Legislative, *Legislative Branch Appropriations for FY2003*, hearings, 107th Cong., 2nd sess., Apr. 25, 2002 (Washington: GPO, 2002), p. 441.

²⁵ Written testimony of the Comptroller General, David Walker, General Accounting Office, U.S. Congress, House Committee on Appropriations, Subcommittee on Legislative, *Legislative Branch Appropriations for FY2003*, hearings, 107th Cong., 2nd sess., Apr. 24, 2002 (Washington: GPO, 2002), p. 333.

Figure 4. Appropriations for GAO, FY1995-FY2002**Figure 5. Appropriations for GAO, FY1995-FY2002**

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

H.R. 5121 contains \$508.5 million for LOC activities in both titles, an increase of \$26.8 million (5.6%) over the FY2002 appropriation of \$481.7 million.²⁶ S. 2720 contains \$496.9 million, an increase of \$15.3 million (3.2%) over FY2002. The agency's FY2003 request was \$511.7 million, an increase of \$29.9 million (6.2%) over FY2002.

The FY2003 request does not include \$24.6 million requested by President Bush to transfer full costs of retirement and health benefits to the agency, \$4.8 million for CRS and \$19.7 million for the Library, excluding CRS.

Library of Congress, Except CRS (in Title II). H.R. 5121 contains \$422.2 million, an increase of \$22.0 million (5.5%) over the FY2002 appropriation of \$400.2 million. S. 2720 contains \$410.0 million, an increase of \$9.8 million (2.4%).²⁷ Additional funds are available to the Library through congressional authorization to use receipts collected by the Copyright Office, including \$27.9 million in FY2002 and \$29.7 million in FY2003.

The FY2003 Library of Congress request was \$423.9 million, an increase of \$23.7 million (5.9%) over the FY2002 level of \$400.2 million. Included among major elements of the Library's request are mandatory increases in pay and related expenses and price-level increases (\$21.6 million); an increase for the Library's

²⁶ The FY2002 funding level contains \$29.6 million in FY2002 emergency response funds transferred pursuant to P.L. 107-117, the FY2002 Emergency Supplemental Appropriations for Recovery from and Response to Terrorist Attacks (in Division B, chapter 9).

²⁷ The FY2002 appropriation contains \$29.6 million in FY2002 emergency response funds transferred pursuant to P.L. 107-117, the FY2002 Emergency Supplemental Appropriations for Recovery from and Response to Terrorist Attacks (in Division B, chapter 9).

digital futures initiatives (\$16.5 million); an increase in collections access, preservation, and security (\$8.7 million); and an increase in infrastructure support (\$5.3 million). The Library requested 169 additional FTE positions, as follows: 35 for digital futures, 118 for collections access, preservation and security, 4 for infrastructure support, and 12 for CRS. The new authorized FTE level would be 4,358.²⁸

The Librarian of Congress also requested an additional \$7.5 million in FY2002 funds for the Copyright Office to meet the shortfall in copyright registration receipts due to delays in the receiving mail. These funds are contained in the FY2002 supplemental (H.R. 4775) recently approved by conferees.

Figure 6. Appropriations for LOC, Excluding CRS, FY1995-FY2002

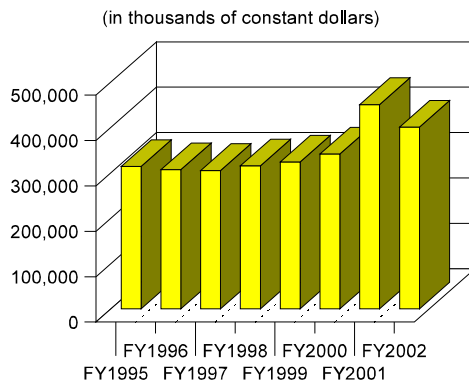
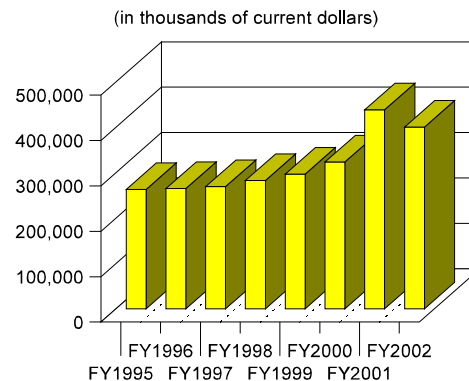
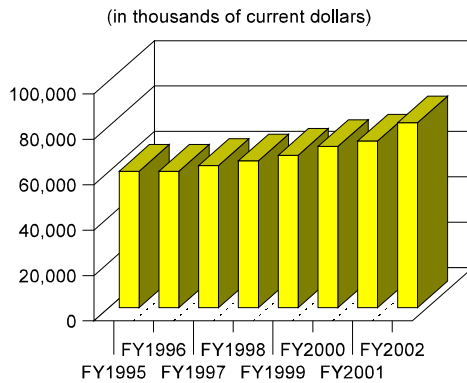
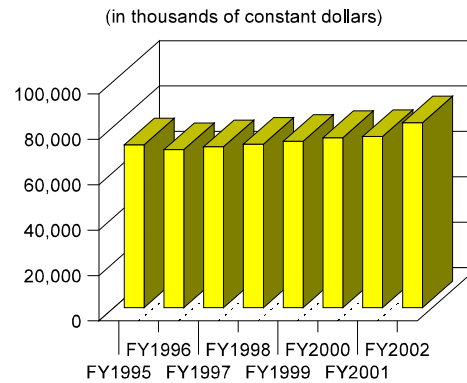


Figure 7. Appropriations for LOC, Excluding CRS, FY1995-FY2002



Congressional Research Service (in Title I). The House approved \$86.2 million for the Congressional Research Service (CRS), an increase of \$4.8 million (5.9%) over the FY2002 appropriation of \$81.5 million. The Senate bill contains \$87.0 million, an increase of \$5.5 million (6.8%). Both figures are lower than the agency's FY2003 request of \$87.7 million. Most of the additional funds would meet increases in salaries (and related personnel costs) and in the costs of goods and services due to inflation.

²⁸ Written testimony of the Librarian of Congress, James Billington, U.S. Congress, Senate Committee on Appropriations, Subcommittee on Legislative Branch, *Legislative Branch Appropriations for FY2003*, hearings, 107th Cong., 2nd sess., Mar. 13, 2002 (Washington: GPO, 2002), p. 2.

Figure 8. Appropriations for CRS, FY1995-FY2002**Figure 9. Appropriations for CRS, FY1995-FY2002**

Government Printing Office. The House approved \$119.8 million for the Government Printing Office (GPO) for FY2003, an increase of \$5.2 million (4.5%) from the FY2002 funding level of \$114.6 million.²⁹ The Senate bill contains \$122.5 million, an increase of \$7.8 million (6.8%) from the FY2002 level. The agency's FY2003 request in both titles is \$122.5 million, an increase of \$7.8 million (6.8%) over FY2002.

Neither the House nor Senate includes \$6.9 million requested by President Bush to transfer full costs of retirement and health benefits to the agency as follows: \$5.1 million for congressional printing and binding in Title I and \$1.8 million for the Office of Superintendent of Documents in Title II.

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.

For Title I, congressional printing and binding, both the House and Senate bills contain the amount requested, \$90.1 million, an increase of \$9.1 million (11.3%) over the FY2002 budget of \$81.0 million. For Title II, Office of Superintendent of Documents, the House approved \$29.7 million, a decrease of \$4.0 million (11.8%) from FY2002's budget of \$33.6 million. The Senate approved \$32.3 million, a decrease of \$1.3 million (4%) from FY2002.

²⁹ The FY2002 funding level of \$114.6 million contains \$4.0 million in FY2002 emergency response funds transferred pursuant to P.L. 107-117, the FY2002 Emergency Supplemental Appropriations for Recovery from and Response to Terrorist Attacks (in Division B, chapter 9).

Figure 10. Appropriations for GPO, FY1995-FY2002

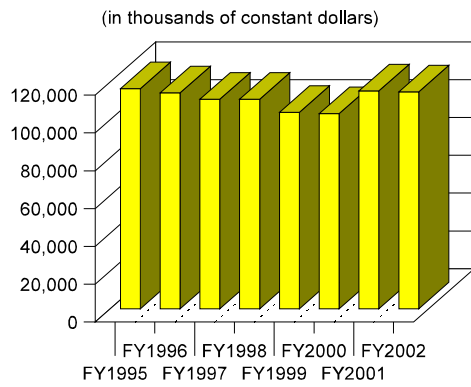


Figure 11. Appropriations for GPO, FY1995-FY2002

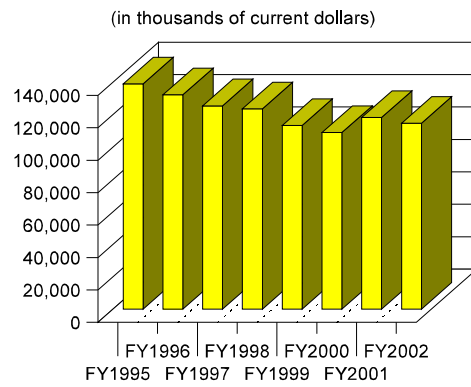


Table 3. Legislative Branch Appropriations, FY2003
(H.R. 5121; S. 2720)
(in thousands of current dollars)

Entity	FY2002 Enacted ^a	FY2003 Requested ^c	House Bill, As Passed	Senate Bill, As Passed	Conf.	Total
Title I: Congressional Operations						
Senate	\$641,385	\$703,321	0	672,593	–	–
House of Representatives	919,907	949,642	960,406	–	–	–
Joint Items	14,914	15,993	17,046	17,046	–	–
Capitol Police ^b	157,190	212,626	256,175	209,803	–	–
Office of Compliance	2,059	2,224	2,059	2,224	–	–
Congressional Budget Office	30,780	32,390	32,390	32,390	–	–
Architect of the Capitol, excluding Library Buildings and Grounds, Congressional Cemetery, and Capitol Visitors' Center	327,593	363,407 ^c	267,747 ^d	349,849 ^e	–	–
Congressional Research Service, Library of Congress	81,454	87,646	86,241	86,952	–	–
Congressional Printing and Binding, Government Printing Office	81,000	90,143	90,143	90,143	–	–
U.S. Capitol Historical Society	1,000	0	0	0	–	–
Subtotal, Title I	2,257,282	2,457,715	1,712,207^d	1,461,000^e	–	–
Title II: Other Legislative Agencies						
Botanic Garden	5,646	5,361	5,936	6,083	–	–
Library of Congress, except Congressional Research Service	400,209	424,088	422,243	409,968	–	–
Architect of the Capitol, Library Buildings and Grounds	21,753	26,880	35,319	38,121	–	–
Architect of the Capitol, Congressional Cemetery	1,250	0	0	0	–	–
Architect of the Capitol, Capitol Visitor's Center	70,000	0	0	0	–	–
Government Printing Office, except Congressional Printing and Binding	33,639	32,302	29,661	32,302	–	–
General Accounting Office	429,444	454,802	453,534	454,534	–	–
Center for Russian Leadership Development	8,000	10,000	13,000	13,000	–	–
US-China Trade Review Comm.	–	–	–	1,800	–	–
Stennis Center for Public Service	–	–	–	300	–	–
Subtotal, Title II	969,941	953,433	959,693	956,108	–	–
Grand Total	3,227,223	3,411,148	2,671,900^d	2,417,108^e	–	–

Sources: House and Senate Committees on Appropriations.

Notes:

- a. FY2002 funds are those in the FY2002 Legislative Branch Appropriations Act (P.L. 107-68; 115 Stat. 560; Nov. 15, 2001), and transfers to the Legislative Branch Emergency Response Fund, pursuant to P.L.107-117, the FY2002 Emergency Supplemental Appropriations for Recovery from and Response to Terrorist Attacks (in Division B, chapter 9).
- b. This is a new account, effective with the FY2003 legislative branch appropriation bill. Previously, Capitol Police appropriations were contained in the Joint Items account of the bill.
- c. Source is the House Committee on Appropriations.
- d. This figure does not contain appropriations for Senate office buildings.
- e. This figure does not contain appropriations for House office buildings.

Table 4. Capitol Police Appropriations, FY2003 (H.R. 5121; S. 2720)
(in thousands of dollars)

Accounts	FY2002 Enacted^a	FY2003 Requested^b	House, As Passed	Senate, As Passed	Conf.	Final
Salaries (subtotal)	113,044	184,526	175,675	176,636	—	—
Sergeant at Arms of the House	55,239	—	—	—	—	—
Sergeant at Arms of the Senate	57,805	—	—	—	—	—
Capitol Police Salaries	—	184,526	175,675	176,636	—	—
General Expenses (subtotal)	44,146	28,100	43,000	33,167	—	—
General Expenses	13,146	28,100	43,000	33,167	—	—
By transfer - Legislative Branch Emergency Response Funds (P.L. 107-117)	31,000	0	0	0	—	—
Capitol Police Buildings and Grounds, Architect of the Capitol	—	—	37,500	— ^c	—	—
Total, Capitol Police	157,190	212,626	256,175	209,803	—	—

Sources: House and Senate Committees on Appropriations.

- a. FY2002 funds are those in the FY2002 Legislative Branch Appropriations Act (P.L. 107-68; 115 Stat. 560; November 15, 2001), and transfers to the Legislative Branch Emergency Response Fund, pursuant to P.L.107-117, the FY2002 Emergency Supplemental Appropriations for Recovery from and Response to Terrorist Attacks (in Division B, chapter 9.)
- b. Source is the House Committee on Appropriations.
- c. The Senate bill, S. 2720, provides \$1.5 million for Capitol Police Buildings contained in the account of the Architect of the Capitol in Title I.

Table 5. Architect of the Capitol Appropriations, FY2003
(H.R. 5121; S. 2720)
(in thousands of current dollars)

Accounts	FY2002 Enacted ^a	FY2003 Requested ^b	House, As Passed	Senate, As Passed	Conf.	Total
Title I - Capitol Buildings and Grounds						
General Administration, Salaries and Expenses	51,371	63,951	61,927	108,743	–	–
Capitol Buildings (subtotal)	121,498	46,789	32,062	28,729	–	–
Capitol Buildings	15,194	46,789	32,062	28,729	–	–
Capitol Buildings by transfer from the legislative branch emergency response fund pursuant to P.L. 107- 117	106,304	0	0	0	–	–
Capitol Grounds	6,009	7,711	8,125	7,155	–	–
Senate Office Buildings	42,126	55,103	–	60,075	–	–
House Office Buildings	54,006	46,250	58,460	–	–	–
Capitol Power Plant	52,583	143,603	107,173	143,647	–	–
Capitol Police Buildings	0	0	– ^c	1,500	–	–
Total Title I	327,593	363,407	267,747	349,849	–	–
Title II - Library of Congress Buildings and Grounds and Other						
Library Buildings and Grounds, Structural and Mechanical Care	21,753	26,880	35,319	38,121	–	–
Capitol Visitors Center	70,000	0	0	0	–	–
Congressional Cemetery	1,250	0	0	0	–	–
Total Title II	93,003	26,880	35,319	38,120	–	–
Total, Architect of the Capitol	420,596	390,287	303,066	387,969	–	–

Sources: House and Senate Committees on Appropriations.

- a. FY2002 funds are those in the FY2002 Legislative Branch Appropriations Act (P.L. 107-68; 115 Stat. 560; November 15, 2001), and transfers to the Legislative Branch Emergency Response Fund, pursuant to P.L. 107-117, the FY2002 Emergency Supplemental Appropriations for Recovery from and Response to Terrorist Attacks (in Division B, chapter 9).
- b. Source is the House Committee on Appropriations.
- c. The House bill, H.R. 5121, provides \$37.5 million for Capitol Police Buildings and Grounds contained in the new Capitol Police account in Title I.

Table 6. Senate Appropriations, FY2003 (S. 2720)
(in thousands of current dollars)

Accounts^a	Enacted FY2002^b	FY2003 Request	House, As Passed	Senate, As Passed	Conf.	Total
Payments to Widows and Heirs of Deceased Members of Congress	0	0	–	0	–	–
Expense Allowances and Representation	\$92	\$92	–	140	–	–
Salaries, Officers, and Employees	104,039	119,671	–	118,391	–	–
Office of Legislative Counsel	4,306	4,581	–	4,581	–	–
Office of Legal Counsel	1,109	1,176	–	1,176	–	–
Expense Allowances for Secretary of Senate, et al.	12	12	–	12	–	–
Contingent Expenses (subtotal)	497,327	572,990	–	548,293	–	–
Inquiries and Investigations	107,264	109,450	–	109,450	–	–
Senate Intl. Narcotics Control Caucus	520	520	–	520	–	–
Secretary of the Senate ^c	8,571	7,077	–	7,077	–	–
Sergeant at Arms and Doorkeeper ^d	95,904	117,133	–	117,433	–	–
Sergeant at Arms and Doorkeeper, Emergency Supplemental	34,500	0	–	0	–	–
Miscellaneous Items	14,274	19,409	–	18,513	–	–
Senators' Official Personnel and Office Expense Account	270,494	303,879	–	295,000	–	–
Official Mail Costs	300	300	–	300	–	–
Total, Senate	641,385	683,300	–	672,593	–	–

Sources: Senate Committee on Appropriations.

- a. There are seven Senate appropriations headings; they are indicated in bold print.
- b. FY2002 funds are those in the FY2002 Legislative Branch Appropriations Act (P.L. 107-68; 115 Stat. 560; November 15, 2001), and transfers to the Legislative Branch Emergency Response Fund, pursuant to P.L. 107-117, the FY2002 Emergency Supplemental Appropriations for Recovery from and Response to Terrorist Attacks (in Division B, chapter 9).
- c. Office operations of the Office of the Secretary of the Senate are also funded under "Salaries, Officers, and Employees."
- d. Activities of the Office of Sergeant at Arms and Doorkeeper are also funded under "Salaries, Officers, and Employees."

**Table 7. House of Representatives Appropriations, FY2003
(H.R. 5121)**

(in thousands of current dollars)

Accounts^a	Enacted FY2002^b	FY2003 Request	House, As Passed	Senate, As Passed	Conf.	Total
Payments to Widows and Heirs of Deceased Members of Congress	\$145	—	—	—	—	—
Salaries and Expenses, Total	919,762	949,642	960,406	—	—	—
House Leadership Offices	15,910	16,530	16,530	—	—	—
Members' Representational Allowances^c	479,472	483,536	476,536	—	—	—
Committee Employees (subtotal)^d	127,516	132,941	132,941	—	—	—
Standing Committees, Special and Select, except Appropriations	104,514)	108,741	108,741	—	—	—
Appropriations Committee	23,002	24,200	24,200	—	—	—
Salaries, Officers, and Employees (subtotal)	143,478	140,263	151,027	—	—	—
Office of the Clerk	15,408	17,530	20,032	—	—	—
Office of the Sergeant at Arms	4,139	4,732	5,097	—	—	—
Office of the Chief Administrative Officer	67,495	99,863	104,363	—	—	—
Office of the Chief Administrative Officer by transfer from the Legislative Branch Emergency Response Fund (P.L. 107-117)	41,712	0	0	—	—	—
Office of Inspector General	3,756	3,947	3,947	—	—	—
Office for Emergency Planning, Preparedness and Operations	—	2,603	6,000	—	—	—
Office of General Counsel	894	894	894	—	—	—
Office of the Chaplain	144	149	149	—	—	—
Office of the Parliamentarian (subtotal)	1,344	1,464	1,464	—	—	—
Office of the Parliamentarian	(1,168)	(1,279)	(1,279)	—	—	—
Compilation of House Precedents	(176)	(185)	(185)	—	—	—
Office of the Law Revision Counsel	2,107	2,168	2,168	—	—	—
Office of the Legislative Counsel	5,456	5,852	5,852	—	—	—
Corrections Calendar Office	883	915	915	—	—	—
Other Authorized Employees	140	146	146	—	—	—
Allowances and Expenses (subtotal)	157,436	176,372	183,372	—	—	—
Supplies, Materials, Administrative Costs and Federal Tort Claims	3,379	3,384	3,384	—	—	—
Official Mail for committees, leadership, administrative and legislative offices	410	410	410	—	—	—
Government Contributions	152,957	171,888	178,888	—	—	—
Miscellaneous Items	690	690	690	—	—	—
Undistributed Reduction	-4,050	0	0	—	—	—
House of Representatives, Total	919,907	949,642	960,406	—	—	—

Sources: House Committee on Appropriations.

- a. The appropriations bill contains two House accounts: (1) payments to widows and heirs of deceased Members of Congress and (2) salaries and expenses.
- b. FY2002 funds are those in the FY2002 Legislative Branch Appropriations Act (P.L. 107-68; 115 Stat. 560; Nov. 15, 2001), and transfers to the Legislative Branch Emergency Response Fund, pursuant to P.L.107-117).
- c. 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.
- d. 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 8. Legislative Branch Budget Authority Contained in
Appropriations Acts, FY1995-2002**

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

	FY1995	F Y1996 ^b	FY1997	FY1998	FY1999 ^e	FY2000 ^j	FY2001 ^k	FY2002
Title I: Congressional Operations^a								
Senate	460,581	426,919	441,208	461,055	474,891 ^d	487,370	522,023	641,385
House of Representatives	728,736	670,561	684,098	709,008	740,481 ^e	757,993	830,449	919,907
Joint Items	85,489	81,839	88,581	86,711	204,916 ^f	100,854	121,860	172,104
Office of Compliance	0	2,500	2,609	2,479	2,086	1,992	1,851	2,059
Office of Technology Assessment	21,320	6,115	-	-	-	-	-	-
Congressional Budget Office	23,001	24,288	24,532	24,797	25,671	26,121	28,430	30,780
Architect of the Capitol, except Library Buildings and Grounds	157,190	142,970	140,674	192,156	289,746 ^g	213,474	194,813	327,593
Congressional Research Service, Library of Congress	60,084	60,084	62,641	64,603	67,124	70,973	73,430	81,454
Congressional Printing and Binding, Government Printing Office	84,724	83,770	81,669	81,669	74,465	73,297	81,205	81,000
U.S. Capitol Historical Society	-	-	-	-	-	-	-	1,000
Total, Title I	1,621,125	1,499,046	1,526,012	1,622,478	1,879,380	1,732,211	1,854,061	2,257,282
Title II: Other Agencies^a								
Botanic Garden	3,230	3,053	36,402	3,016	3,052	3,438	3,321	5,646
Library of Congress, except CRS	262,866	264,616	269,117	282,309	296,516	323,380	438,297	400,209
Architect, Library Buildings and Grounds	12,483	12,428	9,753	11,573	13,672 ^h	19,857	15,935	21,753
Architect, Capitol Visitors Center	-	-	-	-	-	-	-	70,000
Architect, Cong. Cemetery	-	-	-	-	-	-	-	1,250
Government Printing Office, except Congressional Printing and Binding	31,607	30,307	29,077	29,077	29,264	29,872	33,893	33,639

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	FY1995	F Y1996 ^b	FY1997	FY1998	FY1999 ^c	FY2000 ^j	FY2001 ^k	FY2002
General Accounting Office	446,743	374,406	332,520	339,499	359,268 ⁱ	377,561	384,020	429,444
Center for Russian Leadership Development	-	-	-	-	-	-	-	8,000
Total, Title II	756,929	684,810	676,869	665,474	701,771	754,108	875,466	969,941
Grand Total	2,378,054	2,183,856	2,202,881	2,287,952	2,581,152	2,486,319	2,729,527	3,227,223

Sources: Budget authorities for FY1995-FY2001 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 rescission of \$3.5 million, and a supplemental for the same amount in P.L. 106-31.

The legislative branch appropriations acts do not contain permanent federal funds or permanent trust funds. Permanent federal funds were: FY1995, \$343,000; FY1996, \$302,000; FY1997, \$325,000; FY1998, \$333,000; FY1999, \$358,000; and FY2000, \$279,000. Permanent trust funds were: 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: 2001 Consumer Price Index (CPI) number divided by each year's CPI number multiplied by that year's budget authority. Source for 1995-2000 index figures is the Bureau of Labor Statistics. Source for 2001 estimate is the Congressional Budget Office.

- a. 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.
- b. 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.
- c. Includes budget 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.
- 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. 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).

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- f. 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.
- g. This figure includes \$100 million 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 for life safety renovations to the O'Neill House Office Building (P.L. 106-31).
- h. Includes \$1 million for the Congressional Cemetery.
- i. 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).
- j. Includes regular annual appropriations (P.L. 106-57) and a 0.38% rescission and supplemental in P.L. 106-113.
- k. This column contains: (1) FY2001 regular annual appropriations contained in H.R. 5657, legislative branch appropriations bill; FY2001 supplemental appropriations of \$118 million and a 0.22% across-the-board rescission contained in H.R. 5666, miscellaneous appropriations bill; and (3) FY2001 supplemental appropriations of \$79.5 million contained in H.R. 2216 (P.L. 107-20). H.R. 5657 and H.R. 5666 were incorporated by reference in P.L. 106-554, FY2001 Consolidated Appropriations Act. The first FY2001 legislative branch appropriations bill, H.R. 4516, was vetoed Oct. 30, 2000.

Table 9. Legislative Branch Budget Authority Contained in Appropriations Acts, FY1995-FY2002

(Does not include permanent budget authority; in thousands of constant 2002 (est.) dollars)

[illegible]

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	FY1995	FY1996 ^b	FY1997	FY1998	FY1999 ^c	FY2000 ^j	FY2001 ^k	FY2002
Government Printing Office, except Congressional Printing and Binding	37,707	35,096	32,915	32,421	31,927	31,515	34,775	33,639
General Accounting Office	532,964	433,562	376,413	378,542	391,962	398,327	394,005	429,444
Center for Russian Leadership Development		-	-	-	-	-	-	8,000
Total, Title II	903,016	793,010	766,216	742,005	765,635	795,585	898,231	969,941
Grand Total	2,837,018	2,528,906	2,493,662	2,551,069	2,816,040	2,622,926	2,800,503	3,227,223

See notes at end of Table 8.

For Additional Reading

CRS Reports

CRS Report RL31012. Legislative Branch Appropriations for FY2002, by Paul Dwyer.

CRS Report RL30212. *Legislative Branch Appropriations for FY2001*, by Paul Dwyer.

CRS Report 98-212. *Legislative Branch Appropriations for FY2000*, by Paul Dwyer.

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/>]