

CRS Report for Congress

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Legislative Branch: FY2007 Appropriations

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The annual consideration of appropriations bills (regular, continuing, and supplemental) by Congress is part of a complex set of budget processes that also encompasses the consideration of budget resolutions, revenue and debt-limit legislation, other spending measures, and reconciliation bills. In addition, the operation of programs and the spending of appropriated funds are subject to constraints established in authorizing statutes. Congressional action on the budget for a fiscal year usually begins following the submission of the President's budget at the beginning of each annual session of Congress. Congressional practices governing the consideration of appropriations and other budgetary measures are rooted in the Constitution, the standing rules of the House and Senate, and statutes, such as the Congressional Budget and Impoundment Control Act of 1974.

This report is a guide to the regular appropriations bills that Congress considers each year. It is designed to supplement the information provided by the House Committee on Appropriations and Senate Subcommittee on Legislative Branch of the Senate Committee on 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://beta.crs.gov/cli/level_2.aspx?PRDS_CLI_ITEM_ID=73].

Legislative Branch: FY2007 Appropriations

Summary

Legislative branch entities requested \$4.23 billion in new budget obligational authority for FY2007. This reflects a 12.3% increase over the \$3.77 billion approved by Congress for FY2006. By comparison, Congress approved a 4.5% increase in new budget authority for FY2006, which followed a 1.2% increase approved for FY2005. Funding requests allow for a 1.1% increase in FTEs (full-time equivalent employees).

The chairman of the full House Committee on Appropriations (Representative Jerry Lewis) and the chairman of the Senate Subcommittee on Legislative Branch, Committee on Appropriations (Senator Wayne Allard), have indicated the probability of another tight budget. Subsequently, the House Committee on Appropriations reported H.R. 5521 providing for a 3.7% increase in discretionary budget authority (excluding Senate items), or \$3.027 billion (excluding Senate items).

Among issues under consideration during discussions on the FY2007 budget are the

- priorities of the Architect of the Capitol in his requested 38.7% budget increase (reduced to 1.5%, excluding Senate items, by the House);
- temporary transfer of the Architects's authorities to the U.S. Comptroller General, or his designee, of the Government Accountability Office (added in House markup);
- request for an additional \$41.2 million for the Capitol Visitor Center (CVC) and oversight of its use (increased to \$46.2 million by the House);
- application of performance standards to the legislative branch, similar to those statutorily required of the executive branch;
- necessity of full funding of \$54.2 million for construction of storage facilities for the Library of Congress at Ft. Meade, MD (deleted by the House);
- increase of 108 FTEs for the Capitol Police force (reduced by the House to the current FTE level of 1,658 sworn officers, plus 10 FTEs for the Library of Congress, with 414 civilian employees);
- request of \$10.35 million to purchase land and provide vehicle storage for an alternative computer facility to serve the legislative branch;
- approval of an additional \$1.75 million for asbestos abatement and structural repairs in Capitol Complex tunnels (\$1.8 million has already been transferred for these purposes from FY2006 funds in other AOC accounts); and
- recently increased funding for chillers at the Capitol Power Plant versus savings derived from privatization.

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Legislative Branch: FY2007 Appropriations

Most Recent Developments

On June 1, 2006, the House Committee on Appropriations reported its version of the FY2007 bill, H.R. 5521, containing \$3.027 billion, excluding Senate items. H.R. 5521 is scheduled for floor consideration on June 7.

Introduction to the Legislative Branch Appropriations Bill

The annual legislative branch appropriations bill usually comprises two titles. Appropriations for legislative branch agencies are contained in Title I. These entities, as they appear in the annual appropriations bill, are the Senate; House of Representatives; Joint Items;¹ Capitol Police; Office of Compliance; Congressional Budget Office; Architect of the Capitol, including the Capitol Visitor Center (CVC); Library of Congress, including the Congressional Research Service; Government Printing Office; Government Accountability Office; and Open World Leadership Program.

Title II contains general administrative provisions and, from time to time, appropriations for legislative branch entities. For example, Title II of the FY2003 act contained funds for the John C. Stennis Center for Public Service Training and Development and the Congressional Award Act.

On occasion, the bill may include a third title for out-of-the-ordinary legislation. For example, the pending House-passed version of the FY2006 legislative branch appropriations bill contains language providing for the continuity of congressional representation in the event of an emergency.

¹ Funded within the Joint Items account are the Joint Economic Committee; the Joint Committee on Taxation; the Office of Attending Physician; the Capitol Guide Service and Special Services Office; and Statements of Appropriations. The Special Services Office, within the Capitol Guide Service, provides accessible and sign language guided tours of the Capitol. The Statement of Appropriations account funds preparation of appropriations statements for each calendar year. These statements contain appropriations enacted, indefinite appropriations, authorized contracts, and a history of regular appropriations required by law.

Changes in Structure of Legislative Branch Appropriations Bill Effective in FY2003

Congress changed the structure of the annual legislative branch appropriations bill effective in FY2003. Prior to that time, beginning with FY1978, the legislative branch appropriations bill was structured differently. Title I, Congressional Operations, contained budget authority for activities directly serving Congress. Included in this title were the budgets of the Senate; House of Representatives; Joint Items; Office of Compliance; Congressional Budget Office; Architect of the Capitol, except funds for Library of Congress buildings and grounds; Congressional Research Service (but not other funding for the Library of Congress); and congressional printing and binding activities of the Government Printing Office.

Title II, Related Agencies, contained budgets for activities considered by the Committee on Appropriations not to support directly Congress, including those for the Botanic Garden; Library of Congress (except the Congressional Research Service, which was funded in Title I); Library of Congress buildings and grounds maintained by the Architect of the Capitol; Government Printing Office (except congressional printing and binding costs, which was funded in Title I); and Government Accountability Office, formerly named the General Accounting Office. Periodically from FY1978 through FY2002 the annual legislative appropriations bill contained additional titles for such purposes as capital improvements and special one-time functions.

Activities and Programs Related to the Legislative Branch but Not Funded in the Legislative Branch Appropriations Bill

In addition to activities funded in the annual legislative branch appropriations bill, funds are contained in the legislative branch section of the *U.S. Budget* for other programs and entities. These include permanent budget authority for both federal and trust funds, and for non-legislative entities.

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 because they are not budget authority. They are included in the *U.S. Budget*, prepared by the Office of Management and Budget, either as budget receipts or offsetting collections.³

² FY2007 estimated legislative branch permanent federal fund authority is \$427 million, composed of House member pay (\$98 million), Senate member pay (\$23 million), House and Senate use of foreign currencies (for use of Members traveling in foreign countries) (\$19 million), and Library of Congress payments to copyright owners (\$287 million). Source is the *FY2007 U.S. Budget* (with figures rounded to the nearest million).

³ FY2007 estimated permanent trust fund authority is \$20 million, composed of Library of
(continued...)

The *U.S. Budget* also contains non-legislative entities within the legislative branch budget. They are funded in other appropriation bills but counted as legislative branch funds by the Office of Management and Budget for bookkeeping purposes.⁴

For a more accurate picture of the legislative branch budget as contained in the annual legislative branch appropriation bill, the total legislative branch request of \$4.693 billion in the *FY2007 U.S. Budget* must be adjusted. This is accomplished by subtracting permanent federal and trust funds, non-legislative entities' funds, intergovernmental funds, and including offsetting receipts and intrafund transactions. After making these adjustments, the request for entities funded in the pending regular annual appropriation bill is \$4.230 billion.⁵

Elimination of House Subcommittee on Legislative Branch in February 2005

Prior to the 109th Congress, the legislative branch appropriations bill was handled by the House Subcommittee on Legislative Branch, Committee on Appropriations. Under a House Appropriations Committee reorganization plan released on February 9, 2005, the subcommittee was abolished and its jurisdiction assumed by the full Appropriations Committee. Although changes were made in the structure of the Senate Committee on Appropriations, announced in March 2005, the Subcommittee on Legislative Branch was retained.

³ (...continued)

Congress gift and trust fund account (\$16 million); U.S. Tax Court trust fund (\$1 million); John Stennis Center (\$2 million); and "Other Legislative Branch Agencies" (\$1 million), which includes the U.S. Capitol Preservation Commission trust funds (\$1 million). The latter category does not contain \$14 million listed in the *U.S. Budget* for the Open World Leadership Center, because the center is to be funded in the FY2007 legislative branch appropriation bill. Sources are the *FY2007 U.S. Budget* (with figures rounded to the nearest million) and House Committee on Appropriations for confirmation of funding of Leadership Center in the FY2007 legislative branch appropriations bill.

⁴ The *FY2007 U.S. Budget* contains \$60 million in federal funds for non-legislative entities under two headings: (1) "U.S. Tax Court" (\$47 million) and (2) "Other Legislative Branch Agencies, Legislative Branch Boards and Commissions" (\$13 million), which includes the United States-China Economic and Security Review Commission (\$4 million), the Commission on International Religious Freedom (\$3 million), and other legislative branch boards and commissions (\$6 million). The \$60 million figure does not contain \$14 million listed in the *U.S. Budget* for the Open World Leadership Center, because the Center will be funded in the FY2007 legislative branch appropriation bill. Sources are the *FY2007 U.S. Budget* (with figures rounded to the nearest million) and House Committee on Appropriations for confirmation of funding in the legislative branch appropriations bill. Figures in the *FY2007 U.S. Budget* are rounded to the nearest million.

⁵ The figure was derived by (1) *subtracting* permanent federal funds (\$427 million), permanent trust funds (\$20 million), federal funds for non-legislative entities (\$60 million), and intergovernmental funds (\$6 million) and (2) *adding* intrafund transactions (\$14 million) and deductions made for offsetting receipts (\$34 million in federal funds and \$2 million in trust funds).

Status of FY2007 Appropriations

Table 1. Status of Legislative Branch Appropriations, FY2007

Committee Markup		House Report	House Passage	Senate Report	Senate Passage	Conf. Report	Conference Report Approval		Public Law
House	Senate						House	Senate	
5/25/06		06/01/06 (H.Rept. 109-485)							

Table 2. Legislative Branch Appropriations, FY1995-FY2006
(budget authority in billions of current dollars)^a

Fiscal Years											
1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006
2.378	2.184	2.203	2.288	2.581 ^b	2.486 ^c	2.730 ^d	3.252 ^e	3.461 ^f	3.528 ^g	3.640 ^h	3.765 ⁱ

- 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 each year.
- 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, 2000, 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 regular annual appropriations in P.L. 107-68; transfers from the legislative branch emergency response fund pursuant to P.L. 107-117; and FY2002 supplemental appropriations in P.L. 107-206.
- f. This figure contains regular annual appropriations in P.L. 108-7, FY2003 Omnibus Appropriations Act, and supplemental appropriations in P.L. 108-11.
- g. This figure contains regular annual appropriations in P.L. 108-83, FY2004 Legislative Branch Appropriations Act. Additional FY2004 provisions which did not contain appropriations were contained in P.L. 108-199, the FY2004 Consolidated Appropriations Act.
- h. This figure contains regular annual appropriations in P.L. 108-447, Consolidated Appropriations Act, FY2005 (adjusted by a 0.80% rescission also contained in P.L. 108-447), and P.L. 109-13, FY2005 Emergency Supplemental.
- i. This figure contains regular annual appropriations in P.L. 109-55, FY2006 Legislative Branch Appropriations Act, adjusted by a 1.0 % rescission contained in P.L. 109-148.

Action on the FY2007 Legislative Branch Appropriations Bill

Submission of FY2007 Budget Request on February 6, 2006. On February 5, 2006, the President submitted the FY2007 U.S. Budget containing \$4.23 billion in new obligational budget authority for legislative branch activities, a 12.3% increase. A substantial portion of the 12.3% increase requested by legislative branch entities is to meet (1) mandatory expenses, which include funding for annual salary adjustments required by law and related personnel expenses, such as increased government contributions to retirement based on increased pay, and (2) expenses related to increases in the costs of goods and services due to inflation.

Congressional Caps on FY2007 Legislative Branch Discretionary Funds. As required by law, both houses are considering separate 302(b) budget allocations for legislative branch discretionary and mandatory funds in FY2007. The House allocation of \$4.030 billion in discretionary budget authority for the legislative branch represents a 7.0% increase over the enacted FY2006 discretionary budget authority of \$3.765 billion.⁶ A Senate Appropriations Committee allocation report is pending.

Senate and House Hearings on FY2007 Budget. Hearings were held by the Senate Subcommittee on Legislative Branch, Committee on Appropriations, on March 1, 2006, on budgets of the Library of Congress, the Congressional Research Service, and the Open World Leadership Center. Hearings on budget requests were held on March 15 for the Secretary of the Senate, the Architect of the Capitol, and the Capitol Visitor Center; on April 5 for the Senate Sergeant at Arms, Capitol Police Board, and Capitol Guide Service; on April 26 for the Government Accountability Office; and on May 3 for the Government Printing Office, the Congressional Budget Office, and the Office of Compliance.

House hearings were held by the full Committee on Appropriations on March 10 on the budgets of the Government Printing Office, the Office of Compliance, the Library of Congress, the Congressional Research Service, the Open World Leadership Center, the Government Accountability Office, and on March 14 on the requests of the House of Representatives.

Action on Requested FY2006 Supplemental Appropriations: House of Representatives and Architect of the Capitol

Both the House and the Senate acted in March and May, respectively, to deny \$41.2 million in FY2006 supplemental funds requested by the House of Representatives (\$36.2 million) and the Architect of the Capitol (\$5.0 million). Funds were not provided in H.R. 4939, FY2006 emergency supplemental appropriations bill, which passed the House on March 16, 2006, and passed the Senate on May 4.

⁶ The figure reflects a revised budget allocation reported by the House Appropriations Committee on May 25, 2006.

After serious concerns over the safety of the utility tunnels surrounding the Capitol Complex were raised by the Office of Compliance, Senator Wayne Allard offered S.Amdt. 3701 on behalf of himself, Senator Durbin, and Senator Mikulski to the bill. This amendment provides \$27.6 million to the Architect of the Capitol “Capitol Power Plant” account for emergency repairs. The amendment was agreed to in the Senate on April 27, 2006, and awaits action by the conference committee, which is scheduled to meet on June 6.

House Markup and Report of FY2007 Bill (H.R. 5521)

The House Appropriations Committee met to mark up H.R. 5521, the FY2007 bill, on May 25, 2006, and during consideration adopted three amendments to the draft bill by voice vote:

- The first, a manager’s amendment, addressed funding for the John C. Stennis Center, the disposal of unwanted telecommunications equipment, the archiving of Members’ official records, the use of E-85 ethanol fuel, and support for the Library of Congress’s Newline program;
- Jim Moran of Virginia proposed a prohibition on the use of funds for the establishment or operation of a smoking area in the cafeteria of the Rayburn House Office Building; and
- Ranking Member David Obey of Wisconsin expressed his displeasure with the current Architect of the Capitol and proposed placing his office under receivership of the Comptroller General.

The cost of the bill (minus Senate expenses, which by tradition are determined by the other chamber) is \$3.03 billion, a 3.6% increase over last year.

Accounts are increased or reduced from current levels as follows: House of Representatives, +4.4%; Joint items, +25.5%; Capitol Police, +4.9%; Office of Compliance, +2.2%; Congressional Budget Office, +3.5%; Architect of the Capitol (excluding Senate items), +1.5%; Library of Congress, +2.8%; Congressional Research Service, +2.6%; Government Printing Office, +6.4%; Government Accountability Office, +2.2%; and Open World Leadership Center, -3.3%.

FY2007 Legislative Branch Funding Issues

Capitol Complex Security — U.S. Capitol Police

Funding Issues. The Committee on Appropriations has recommended \$259.1 million for the Capitol Police, \$36 million less than the \$295.08 million requested. The Capitol Police had requested an increase of 19.5%, or \$48.1 million, from \$246.96 million. Appropriations for the police are contained in two accounts:

- the *salaries account*, for which \$220.6 million was recommended and \$246.7 million requested. The recommended amount represents an increase of 2.5%, or \$5.3 million, over FY2006 funds, and
- the *general expenses account*, for which \$38.5 million was recommended and \$48.4 million requested. The recommended amount represents an increase of \$6.8 million, or 21.5%, over FY2006 funds.

This level of funding will support the current staffing level of a total of 1668 sworn FTEs, including 10 FTEs for the Library of Congress. Funding is also included to support 414 civilian FTEs. The Capitol Police had requested an additional 108 full-time equivalent employees (FTEs) from the FY2006 level, increasing the FTE level to 2,180.

The salaries account contains funds for the salaries of employees, including overtime, hazardous duty pay differential, and government contributions for employee health, retirement, social security, professional liability insurance, and other benefit programs.

The general expenses account contains funds for expenses of vehicles, communication equipment, security equipment and its installation, dignitary protection, intelligence analysis, hazardous material response, uniforms, weapons, training programs, medical, forensic, and communications services, travel, relocation of instructors for the Federal Law Enforcement Training Center, and other administrative and technical support, among other expenses.

A second appropriation relating to the Capitol Police appears within the Architect of the Capitol account for Capitol Police buildings and grounds. This appropriation funds the operations of the Capitol Police headquarters, leased space in government buildings, chemical and explosive storage facility, off-site delivery facility, canine facility, vehicle-maintenance and hazardous device facility, and leased space in government buildings. The pending request of \$20.2 million represents an increase of 37.0%, or \$5.5 million. Personnel costs (compensation and personnel benefits) account for 54.6% of the request.

Capitol Complex Security — Capitol Visitor Center (CVC)⁷

FY2007 Funding Request. The legislative branch budget request submitted for inclusion in the President's FY2007 budget contained an additional \$20.6 million for the Capitol Visitor Center project and \$20.575 million for CVC operational costs. The request included the following caveat: "That the Architect of the Capitol may not obligate any of the funds which are made available for the Capitol Visitor Center project without an obligation plan approved by the Committees on Appropriations

⁷ This section on the Capitol Visitor Center was contributed by Stephen W. Stathis, Specialist in American National Government, Government and Finance Division.

of the Senate and House of Representatives.”⁸ Also, the FY2007 legislative branch budget request contained \$3.41 million for “supplies, materials, and other costs relating to the House portion of expenses for the Capitol Visitor Center.”⁹

Senate Appropriations Oversight Hearings (February, April, and May 2006). On February 15, April 27, and May 24, 2006, the Senate Appropriations Subcommittee on the Legislative Branch held a series of hearings on the progress of the Capitol Visitor Center. These sessions focused primarily on factors affecting the project’s construction schedule and cost. At all three hearings, Architect of the Capitol Alan Hantman and CVC project director Bob Hixon told the Senate appropriators they anticipated that it would be completed by March 2007, with a formal opening a month later.¹⁰

At the February 2006 hearing, the Government Accountability Office indicated that it felt the CVC could “be opened to the public with [a] temporary cap on visitor occupancy in May 2007.” GAO felt the House and Senate expansion spaces could “be opened beginning in mid-August to early September 2007,” and Congress might even “be able to begin occupying the expansion spaces earlier if AOC implements a phased opening plan it is considering.” The center, however, could also be finished even later if “AOC experiences major problems completing construction, such as with installing interior stone or testing major building systems.” During the subsequent oversight hearings in April and May 2006, GAO expressed similar sentiments regarding a possible completion date for the CVC.¹¹

To date, GAO told the subcommittee in April and May 2006 about \$530 million had already been provided for the construction of the CVC. GAO estimated “that the

⁸ U.S. Office of Management and Budget, *Budget of the United States Government, Fiscal Year 2007*: Appendix (Washington: GPO, 2006), p. 24.

⁹ *Ibid.*, p. 16.

¹⁰ Testimony of Alan M. Hantman, Architect of the Capitol, U.S. Congress, Senate Committee on Appropriations, Subcommittee on the Legislative Branch, *Capitol Visitor Center*, hearings, 109th Cong., 2nd sess., Feb. 15, Apr. 27, and May 24, 2006 (not yet published).

¹¹ Testimonies of Bernard Ungar, director of Physical Infrastructure Issues, Government Accountability Office, and Terrell Dorn, assistant director of Physical Infrastructure Issues, Government Accountability Office, U.S. Congress, Senate Committee on Appropriations, Subcommittee on the Legislative Branch, *Capitol Visitors Center*, hearings, 109th Cong., 2nd sess., Feb. 15, Apr. 27, and May 24, 2006, (not yet published). See also U.S. Government Accountability Office, *Capitol Visitor Center: Results of Risk-based Analysis of Schedule and Cost*, GAO-06-440T (Washington: Feb. 15, 2006), p. 3; U.S. Government Accountability Office, *Capitol Visitor Center: Update on Status of Project’s Schedule and Cost as of April 27, 2006*, GAO-06-665T (Washington: Apr. 27, 2006), p. 2; U.S. Government Accountability Office, *Capitol Visitor Center: Update of Status of Project’s Schedule and Cost as of May 24, 2006*, GAO-06-803T (Washington: May 24, 2006), p. 2; John McArdle, “CVC Opening Pushed to 2007,” *Roll Call*, Feb. 16, 2006, pp. 1, 22.

total cost to complete the entire CVC project is about \$556 million without an allowance for risks and uncertainties and \$584 million with such an allowance.”¹²

Other aspects of the project arousing concern during all three of the subcommittee’s 2006 oversight hearings were:

- delays in the delivery and installation of the stone being used to complete the interior walls and floors of the CVC;
- “acceptance testing” of the CVC’s complex fire and life-safety systems (which includes more than 5,000 smoke detection and alarm devices, security systems, a smoke evacuation system, a state-of-the-art public address and warning system, and the full integration of these systems with emergency generators); and
- completion of the CVC’s new utility tunnel between East Capitol Street, which has been impacted by the contractor’s concerns with possible asbestos from the existing Second Street tunnel.¹³

House Appropriations Hearing (March 2006). During a March 14, 2006, House hearing on the FY2007 legislative branch appropriations bill, Representative David Obey, ranking minority member of the House Appropriations Committee, questioned Architect of the Capitol Alan Hantman at some length regarding the escalating cost of the center and frequent changes in its projected completion date. Despite having to overcome “significant hurdles,” Hantman told the committee “we’ve been making tremendous progress,” and predicted that the center should be ready for a formal opening in April 2007. Hantman went on to say that the House and Senate office spaces flanking the center would be unveiled during the summer of 2007. Obey countered by reiterating earlier concerns that even with its additional

¹² U.S. Government Accountability Office, *Capitol Visitor Center: Update on Status of Project’s Schedule and Cost as of April 27, 2006*, GAO-06-665T (Washington: April 27, 2006), p. 2; U.S. Government Accountability Office, *Capitol Visitor Center: Update of Status of Project’s Schedule and Cost as of May 24, 2006*, GAO-06-803T (Washington: May 24, 2006), p. 2. See also Testimony of Terrell Dorn, assistant director of Physical Infrastructure Issues, Government Accountability Office, U.S. Congress, Senate Committee on Appropriations, Subcommittee on the Legislative Branch, *Capitol Visitor Center*, hearings, 109th Cong., 2nd sess., Apr. 27, 2006 (not yet published).

¹³ U.S. Congress, Senate Committee on Appropriations, Subcommittee on the Legislative Branch, *Capitol Visitor Center*, hearings, 109th Cong., 2nd sess., Feb. 15, Apr. 27, and May 24, 2006 (not yet published). See also: U.S. Government Accountability Office, *Capitol Visitor Center: Results of Risk-based Analysis of Schedule and Cost*, GAO-06-440T (Washington: Feb. 15, 2006); U.S. Government Accountability Office, *Capitol Visitor Center: Update on Status of Project’s Schedule and Cost as of April 27, 2006*, GAO-06-665T (Washington: Apr. 27, 2006); and U.S. Government Accountability Office, *Capitol Visitor Center: Update of Status of Project’s Schedule and Cost as of May 24, 2006*, GAO-06-803T (Washington: May 24, 2006). See also: Jackie Kucinich, “It’s Deja Vu as CVC Costs Jump Again,” *The Hill*, Feb. 16, 2006, pp. 1, 5; John McArdle, “CVC Opening Pushed to 2007,” *Roll Call*, Feb. 16, 2006, pp. 1, 22; Daphne Retter, “Senators Grill Architect on Asbestos Exposure, Tunnel Repairs at Capitol,” *Roll Call*, Apr. 28, 2006, pp. 26-27; John McArdle, “CVC Watch,” *Roll Call*, May 2, 2006, p. 3; and John McArdle, “AOC Rapped for Poor Communications on Tunnels,” *Roll Call*, May 25, 2005, pp. 3, 24.

House and Senate office space, the center does not provide enough additional working space for Members and staff. Because of his overall concerns about the project, Obey said he would refuse to vote for another spending bill that included additional funds for the center, and was unwilling “to identify [himself] in any way with the mistakes associated with this boondoggle.”¹⁴

House Appropriations Committee Markup and Report (FY2007). On May 25, 2006, the House Appropriations Committee marked up and ordered reported its version of the FY2007 legislative branch funding bill. During the markup of the bill, the committee by a voice vote approved an amendment by Representative Obey to transfer “all authorities previously exercised by the Architect of the Capitol, including but not limited to the execution and supervision of contracts; and the hiring, supervising, training, and compensation of employees,” to the Comptroller General of the United States or his designee, effective October 1, 2006, until the “confirmation of a new Architect of the Capitol.” Obey’s amendment, to be included in the final FY2007 funding bill sent to the President, would have to be agreed to by Senate appropriators, and by a majority of both the House and Senate. The action was prompted by serious concerns about Hantman’s management of the Capitol Visitors Center project and worker safety issues.¹⁵

The bill reported by the House Appropriations Committee provides \$46,175,000 in additional funding for the Capitol Visitors Center project. This amount includes \$16,041,000 for CVC personal services and operations, \$4,534,000 for CVC fit-outs, and \$25,600,000 for construction. The total figure, which is \$5,000,000 more than the request, “reflects the Government Accountability Office’s estimate of the cost to complete which is higher than the Architect’s most current estimate.”¹⁶

In its report, the Committee explained that it was “becoming increasingly concerned about the project’s continuing schedule slippages and increasing costs being reported by the Government Accountability Office, the Architect of the Capitol’s inability to fix water leaks, and the late discovery of major security and life

¹⁴ U.S. Congress, House Committee on Appropriations, *Legislative Branch Appropriations for 2007*, hearings, 109th Cong., 2nd sess., March 14, 2006 (Washington: GPO, 2006), p. 502. See also Jackie Kucinich, “AoC Criticized for 2007 Spending Request,” *The Hill*, March 15, 2006, p. 6; and Jennifer Yachnin, “Architect Pressed On CVC Leak,” *Roll Call*, March 15, 2006, pp. 1, 25.

¹⁵ A more complete explanation of Representative Obey’s amendment is found in: U.S. Congress, House Committee on Appropriations, *Legislative Branch Appropriations Bill, 2007*, report to accompany H.R. 5521, 109th Cong., 2nd sess., H.Rept. 109-485 (Washington: GPO, 2006), pp. 50-51. See also: H.R. 5521, 109th Cong., 2nd sess., sec. 210; John McArdle, “Hantman Fight Overshadows Leg. Branch Bill,” *Roll Call*, May 30, 2006, pp. 3, 13; and Daphne Retter, “Vote to Strip Architect’s Office of Power Underscores Ire Over Visitor Center,” *CQToday*, May 26, 2006, p. 6.

¹⁶ U.S. Congress, House Committee on Appropriations, *Legislative Branch Appropriations Bill, 2007*, report to accompany H.R. 5521, 109th Cong., 2nd sess., H.Rept. 109-485 (Washington: GPO, 2006), p. 25.

safety issues affecting the project, including the recent disclosure that the new utility tunnel being constructed may not meet applicable life safety requirements.”¹⁷

Because of these concerns, the Architect was directed to provide by July 31, 2006, “a report to the Committee on the major schedule, cost, quality, and coordination issues affecting the CVC project and the steps being taken and planned to address these issues.” The Architect was told to include in the report: “(1) an assessment of the effects of recent schedule slippages on the Architect's proposed opening dates for the Capitol Visitor Center and the House and Senate expansion spaces and the steps being taken to prevent further schedule slippages, including the effectiveness of efforts being taken to address trade stacking, late completion of shop drawings, design and scope changes late in the project, and missed milestones; (2) an updated estimate by the Architect's construction management contractor of the cost to complete the project, reasons for cost increases to date, and steps being taken to prevent further cost increases and assure that adequate information is available on the causes of delays; and (3) steps being taken to coordinate with appropriate authorities to ensure that security and life safety issues that can affect the project's schedule, cost, functionality, security, and safety are identified and addressed expeditiously.” Also, the report was to “address the steps being taken regarding water leaks in the facility and life safety issues associated with the new utility tunnel being constructed to serve the Capitol Visitor Center.” In addition, the Committee requested the “GAO to continue to monitor these issues.”¹⁸

Senate Appropriations Committee Hearing (March 2006). A day after Architect of the Capitol Hantman appeared before House appropriators, he met with the Senate Appropriations Committee, which used the hearing to conduct its monthly review of the Capitol Visitor Center project. Once again, GAO officials, as they had at a committee oversight hearing a month earlier, expressed concerns over continuing delays in the project. They did concede, however, that some of those delays were prompted by “redesign resulting from the CVC team’s misunderstanding of congressional requirements for certain spaces” as well as “security-related” design changes. GAO Assistant Director of Physical Infrastructure Terrell Dorn reiterated earlier concerns that the AOC’s projected completion dates for the project were too “optimistic” and did not allow “enough time for several critical activities to take place, or for risk and uncertainties that continue to affect the project.” Hantman, however, remained convinced that the center, except for the House and Senate expansion spaces, would be completed in March 2007, with a formal opening a month later. At the hearing, GAO estimated that the final cost of the project would range from \$556 million to as much as \$584 million. Previously, the estimated range had been between \$555 million and \$584 million.¹⁹

¹⁷ Ibid, p. 25.

¹⁸ Ibid., pp. 25-26.

¹⁹ Testimonies of Alan M. Hantman, Architect of the Capitol, Bernard Ungar, director of Physical Infrastructure Issues, Government Accountability Office, and Terrell Dorn, assistant director of Physical Infrastructure Issues, Government Accountability Office, U.S. Congress, Senate Committee on Appropriations, Subcommittee on the Legislative Branch, *Capitol Visitor Center*, hearings, 109th Cong., 2nd sess., March 15, 2006 (not yet published).

(continued...)

Application of Performance Standards to Legislative Branch Agencies

During hearings on the FY2007, chairmen of the Senate Subcommittee on Legislative Branch, Committee on Appropriations, and the House Appropriations Committee advocated application of accountability and performance measurements to spending by legislative agencies.

Earlier, during hearings on the FY2006 legislative budget, Senate Subcommittee on Legislative Branch Chairman Wayne Allard advocated applying performance standards to legislative branch entities similar to those required of executive branch agencies.²⁰ He expressed his desire that some action be taken by agencies before his consideration of the FY2007 budget in early 2006.

Consequently, Senate report language on the FY2006 legislative funding bill reaffirms the Senate Appropriations Committee's support of the application to some degree of executive branch performance standards to legislative branch agencies. Language in the general statement section of the report reads:

The Committee supports the applicability of many Government Performance and Results Act [GPRA] principles to the Legislative Branch. GPRA encourages greater efficiency, effectiveness, and accountability in Federal spending, and requires agencies to set goals and use performance measures for management and budgeting. While most Legislative Branch agencies have developed strategic plans, several agencies have not effectively dealt with major management problems and lack reliable data to verify and validate performance. While Legislative Branch agencies are not required to comply with GPRA, the Committee believes the spirit and intent of the Results Act should be applied to these agencies. The Committee intends to monitor agencies' progress in developing and implementing meaningful performance measures, describing how such measures will be verified and validated, linking performance measures to day-to-day activities, and coordinating across "sister" agencies. The Committee directs all legislative branch agencies to submit their plans for achieving this goal within 90 days of enactment of this Act.²¹

Architect of the Capitol Operations

The AOC is responsible for the maintenance, operation, development, and preservation of the United States Capitol Complex, which includes the Capitol and

¹⁹ (...continued)

See also U.S. Government Accountability Office, *Capitol Visitor Center: Status of Project's Schedule and Cost as of March 15, 2006*, GAO-06-528T (Washington: March 15, 2006), pp. 1-3, 9-10.

²⁰ Remarks by Sen. Allard, Chairman Senate Subcommittee on Legislative Branch, Committee on Appropriations, *Legislative Branch Appropriations for Fiscal Year 2006*, hearings, 109th Cong., 1st sess, Apr. 19, 2005 (Washington: GPO, 2006), p. 162.

²¹ U.S. Congress, Senate Committee on Appropriations, *Legislative Branch Appropriations, 2006*, report to accompany H.R. 2985, 109th Cong., 1st sess., S.Rept. 109-89 (Washington: GPO, 2005), p. 3.

its grounds; House and Senate office buildings; Library of Congress buildings and grounds; Capitol Power Plant; Botanic Garden; Capitol Visitor Center (CVC); and Capitol Police buildings and grounds. The Architect is also responsible for the Supreme Court buildings and grounds, but appropriations for their expenses are not contained in the legislative branch appropriations bill.

Funding Levels. The Committee on Appropriations recommends \$363.1 million (not including funds for Senate buildings). The Architect requested new budget authority of \$588.3 million represented, an increase of \$164.2 million (38.7%) over FY2006 funds.

The House bill provides for general administration expenses of the Architect (\$89.4 million), the Capitol building (\$22.4 million), Capitol grounds (\$7.8 million), House office buildings (61.4 million), the Capitol Power Plant (\$87.3 million, offset with \$8 million in collections), Library buildings and grounds (\$36.4 million), Capitol police buildings and grounds (\$11.6 million), Botanic garden (\$8.6 million), and additional funds for the CVC (\$46.2 million, compared to \$41.2 million requested).

The requested \$41.2 million increase in CVC funding was an issue raised in both House and Senate hearings this year. Most concerns focused on the final cost of the project, realistic completion date, and design and use of space. Other issues of concern to appropriators are (1) costs of upgrading utility tunnels including \$1.8 million in reallocation of FY2006 funds and \$1.75 million in new budget authority for structural repairs and asbestos abatement; (2) the request of \$102 million for Library of Congress activities, primarily construction of a storage facility at Ft. Meade, MD; and (3) costs of the west refrigeration facility of the Capitol Power Plant, leading to questions on the recent expenses of upgrading chillers versus possible privatization that would have spared Congress expenses of the upgrade. Both Chairman Wayne Allard and ranking minority member Dick Durbin of the Senate Subcommittee on Legislative Branch directed the Architect to “get a plan in place quickly” to protect AOC employees from asbestos exposure.²²

Operations of the Architect are funded in the following 10 accounts: general administration, Capitol building; Capitol grounds, Senate office buildings, House office buildings, Capitol power plant, Library buildings and grounds, Capitol Police buildings and grounds, Capitol Visitor Center, and Botanic Garden.

During hearings held by the House Appropriations Committee, Representative Jim Moran questioned the cost of the current expansion of the west refrigeration plant (\$100 million) in the Capitol Power Plant, and possible savings that might have been derived by privatization in lieu. A major reason Congress approved the expansion was to provide services to the Capitol Visitor Center.

²² Statements of Chairman Allard and ranking minority member Durbin, Subcommittee on Legislative Branch, Senate Committee on Appropriations, *FY2007 Appropriations: Secretary of the Senate, Architect of the Capitol, and Capitol Visitor Center*, hearings, 109th Cong., 2nd sess., Mar. 15, 2006 (not yet published).

House of Representatives

Overall Funding. The committee has recommended \$1.138 billion. For its internal operations, the House requested \$1.156 billion, an increase of 6.1%. Most of the increase is needed to meet mandatory expenses for personnel costs. For example, the required House payment for employee benefits alone is a 4.6% increase. Included is \$24 million for emergency preparedness programs in the House.

During hearings on the FY2007 request of the Chief Administrative Office (CAO), both Chairman Jerry Lewis and ranking minority member David Obey of the House Appropriations Committee addressed their concern with the ability of the House to retain employees who might leave for better pay in the Senate or private sector. The CAO responded that he would make a study and report his findings to the committee.

House Committee Funding. Funding for House committees, for which \$151.3 million was recommended and \$152.7 million requested, is contained in the appropriation heading "committee employees" that comprises two subheadings.

The first subheading contains funds for personnel and nonpersonnel expenses of House committees, except the Appropriations Committee, as authorized by the House in a committee expense resolution. The FY2007 bill provides \$124.9 million (\$1.3 million less than the request of \$126.2 million), and includes funds for investigations.

The second subheading contains funds for the personnel and nonpersonnel expenses of the Committee on Appropriations, for which \$26.50 million is recommended, while \$26.56 million was requested.

Members' Representational Allowance. The House bill provides \$557.8 million for Members' representational allowances. This represents \$23.7 million over the FY2006 level, and \$1.8 million less than requested. The allowance includes funds for Members' clerk hire, official expenses, and official mail.

Senate

Overall Funding. The Senate's request of \$872.6 million for its internal operations reflects an increase of 12.2% over the prior year's funding level.

Among offices and activities, other than committees, receiving increases are those for

- official personnel and office expenses of individual Senators, including funds for mandatory increases (12.5%);
- salaries of officers and their employees (9.1%);
- Sergeant at Arms operations, including security and an upgrade of the Senate telecommunications system (13.7%); and
- Secretary of the Senate (5.5%), although the secretary noted that additional funds may be requested if changes in current law

regarding lobbying and campaign finance disclosure impose new requirements on her office.

Senate Committee Funding. Appropriations for Senate committees are contained in two accounts:

- the *inquiries and investigations account*, containing funds for all Senate committees except Appropriations, for which \$136.99 million is requested (a 14.5% increase), and
- the *Committee on Appropriations account*, for which \$14.4 million is requested, an increase of 4.6%.

During hearings on the Secretary of the Senate's budget request, the chairman asked Secretary of the Senate Emily Reynolds for a status report on a survey of staff salaries. Reynolds indicated that the report was in draft form and expressed her hope that it could be released within the month.²³

Support Agency Funding

Congressional Budget Office (CBO). CBO is a nonpartisan congressional agency created to provide objective economic and budgetary analyses requested by law and by members of the House and Senate Committees on Budget and Committees on Appropriations, House Committee on Ways and Means, and other committees, and by Members of Congress.

The committee recommends \$36.3 million, \$1.2 million over the FY2006 enacted bill and \$697,000 below the FY2007 budget request of \$37.0 million. Most of the funding was requested to meet mandatory pay and related costs. These expenses account for approximately 89% of CBO's budget. The request allowed CBO to maintain its current level of 235 FTEs.

Highlights of House Hearing on FY2007 Budget of the CBO. Acting Director Donald Marron testified that CBO has increased the number of its publications by approximately 50% over the last three years. He also responded to questions concerning how CBO's employee compensation compares to the private sector and how the agency attempts to hire and retain employees given the discrepancy.²⁴

²³ Testimony of Emily Reynolds, Secretary of the Senate, Subcommittee on the Legislative Branch, Senate Committee on Appropriations, *FY2007 Appropriations: Secretary of the Senate, Architect of the Capitol, and Capitol Visitor Center*, hearings, 109th Cong., 2nd sess., Mar. 15, 2006 (not yet published).

²⁴ Testimony of Donald Marron, Acting Director, Congressional Budget Office, House Committee on Appropriations, *FY2007 Appropriations: Library of Congress, Open World Leadership Center, Government Printing Office, Government Accountability Office, and Congressional Budget Office*, hearings, 109th Cong., 2nd sess., Mar. 10, 2006.

Library of Congress (LOC). LOC provides research support for Congress through a wide range of services, from research on public policy issues to general information. It also serves as the de facto national library of the United States. Among the major programs supporting both of the Library's major roles are acquisitions, preservation, legal research for Congress and other federal entities, administration of U.S. copyright laws by the Copyright Office, research and analyses of policy issues by the Congressional Research Service, and administration of a national program to provide reading material to the blind and physically handicapped. The Library also maintains a number of collections and provides a range of services to libraries in the United States and abroad.

The House bill contains \$570.2 million, an increase of \$15.3 million over the FY2006 funding level of \$554.9 million and a reduction of \$18.0 million from the request, and supports 4,200 FTEs, a net decrease of 102 from the FY2006 level. The Library had requested (1) a net appropriation of \$588.1 million, an increase of \$33.2 million (6.0%), and (2) authority to use \$40.3 million in funds generated from receipts received by the Library.²⁵ Most of the increase meets mandatory pay and price level increases necessary to maintain current services. The request also included \$4.9 million in program increases, offset by \$4.0 million in nonrecurring costs.

The total of the FY2007 request for net appropriation and authority to use receipts is \$628.5 million, an increase of 4.1% over the FY2006 total.

FY2007 new budget authorities for the Library's accounts include

- salaries and expenses — \$389.7 (not including authority to spend \$6.4 million in receipts), compared to \$402.9 million (not including authority to spend \$6.4 million in receipts) requested;
- Copyright Office — \$24.1 million (not including authority to spend \$35 million in receipts), compared to \$25.2 million (not including authority to spend an \$34.0 million in receipts) requested;
- Congressional Research Service — \$102.5 million, compared to \$104.3 million requested; and
- Books for the Blind and Physically Handicapped — \$54 million, compared to \$55.7 million requested.

The Library sought language that would enhance employment options for Library employees, including those of CRS, who receive RIF notices. This provision would confer competitive status on them, allowing their federal service as legislative branch employees to be counted when applying for positions in the executive branch. In effect, they would be given preference over applicants with no federal service. Currently, legislative branch employees are treated as if they have had no federal service when applying for executive branch positions. The Committee on Appropriations has not included language to this affect, but suggested that the Library continue to work with its authorizing committees to address these and other issues.

²⁵ An example of receipts are fees paid to the LOC for copyright registration.

An additional \$102.2 million was contained in the budget request for the Architect of the Capitol Library Buildings and Grounds account. Of this amount, \$62.3 million supports projects requested by the Library, including \$54.2 million for construction of a 166,000 square-foot logistics warehouse at Ft. Meade, MD, to replace facilities currently leased. The House bill contains \$36.4 million for this account, but does not provide the \$54.2 million for the Ft. Meade project.

Congressional Research Service (CRS). CRS works exclusively for Members and committees of Congress to support their legislative and oversight functions by providing nonpartisan and confidential research and policy analysis.

The House Committee on Appropriations has recommended \$102.46 million to support 700 FTE's, a reduction of 29 FTE's from the FY2006 level. The agency's request of \$104.3 million represented a 4.4%, or \$4.37 million, increase, and was designed to cover mandatory pay and related costs (\$3.765 million) and price level changes (\$607,000).

Responding to questions from members of the Subcommittee on the Legislative Branch of the Senate Appropriations Committee on a recent staff downsizing, Daniel P. Mulhollan, CRS director, testified that CRS had completed a long-term study of the impact of technology advancements on the agency's work, and a 2005 study on the impact on production and technical staff and audio-visual functions. Faced with constraints in the FY2006 budget requiring CRS to reduce its workforce by 30 FTEs (full time equivalent employees), CRS made the decision to eliminate 59 staff, or 8.4% of its workforce, "whose functions are not critical to the accomplishment of the Service's mission." Mulhollan noted that in the past, CRS, without the current constraints, was able to achieve downsizing through attrition.²⁶

Government Accountability Office (GAO). The GAO works for Congress by responding to requests for studies of federal government programs and expenditures. The agency also conducts audits and evaluations of executive branch programs at the request of the executive branch. Formerly styled the General Accounting Office, the agency was renamed the Government Accountability Office, effective July 7, 2004.

The committee recommends \$488.2 million, \$14.1 million less than GAO's total budget request of \$502.4 million and \$10.7 million more than in FY2006. These figures reflect a reduction of \$6.99 million from offsetting collections. The agency's request and the committee bill support 3,267 FTEs (full-time equivalent employees), an increase of 50 FTEs over the FY2006 level.

Highlights of House Hearing on FY2007 Budget of GAO. Comptroller General David Walker discussed the agency's pay system (GAO does not participate in the General Schedule), requested funds for a presence in Baghdad, and answered

²⁶ Testimony of Daniel P. Mulhollan, director, Congressional Research Service, Subcommittee on the Legislative Branch, Senate Committee on Appropriations, *FY2007 Appropriations: Library of Congress, Open World Leadership Center, and Government Accountability Office*, hearings, 109th Cong., 2nd sess., Mar. 1, 2006 (not yet published).

questions about the agency's work this past year, including its efforts after Hurricane Katrina.²⁷

Government Printing Office (GPO). The House bill provides \$130.5 million for the Government Printing Office, \$21 million less than the agency's FY2007 request of \$151.5 million and \$8.3 million more than enacted for FY2006. GPO's budget authority is contained in three accounts: (1) congressional printing and binding, (2) Office of Superintendent of Documents (salaries and expenses), and (3) the revolving fund.

Amounts recommended by the House Committee on Appropriations as compared to the FY2007 requests for these accounts are:

- Congressional printing and binding — \$95.2 million, compared to \$100.3 million requested,
- Office of Superintendent of Documents (salaries and expenses) — \$35.3 million, compared to \$43 million requested, and
- Revolving Fund — no funds, compared to \$8.2 million requested.

The congressional printing and binding account pays for expenses of printing and binding required for congressional use, and for statutorily authorized printing, binding, and distribution of government publications for specified recipients at no charge. Included within these publications are the *Congressional Record*; *Congressional Directory*; Senate and House Journals; memorial addresses of Members; nominations; *U.S. Code* and supplements; serial sets; publications printed without a document or report number (e.g., laws and treaties); envelopes provided to Members of Congress for the mailing of documents; House and Senate business and committee calendars; bills, resolutions and amendments; committee reports and prints; hearings; and other documents.

The Office of Superintendent of Documents account funds the mailing of government documents for Members of Congress and federal agencies, as statutorily authorized; the compilation of catalogs and indexes of government publications; and the cataloging, indexing, and distribution of government publications to the Federal Depository and International Exchange libraries, and other individuals and entities, as authorized by law.

The committee recommendation does not provide any funding for the Government Printing Office Revolving Fund. GPO's had requested \$8.2 million in funds for the agency's acquisition of information technology infrastructure and security enhancements, implementation of a Government Performance and Results Act (GPRA) compliance system, and a continuation of efforts initiated in FY2006

²⁷ Testimony of David Walker, comptroller general, Government Accountability Office, House Committee on Appropriations, *FY2007 Appropriations: Library of Congress, Open World Leadership Center, Government Printing Office, Government Accountability Office, and Congressional Budget Office*, hearings, 109th Cong., 2nd sess., Mar. 10, 2006 (not yet published).

to define workforce needs, assess current workforce capabilities, identify the agency's needs, and establish training programs to meet those needs.

Highlights of House Hearing on FY2007 Budget of GPO. Public Printer of the United States Bruce James emphasized his agency's desire for a new production facility. He expressed his belief that a modern plant would facilitate more efficient service to Congress and other clients. He also addressed the need for enhanced computer technology and for adapting the Federal Depository Library system to the information age.²⁸

Other Funding

Office of Compliance. The Office of Compliance is an independent and nonpartisan agency within the legislative branch, established to administer and enforce the Congressional Accountability Act enacted in 1995 (P.L. 104-1, 109 Stat. 3).²⁹ The act applies business and federal government employment and workplace safety laws to Congress and certain legislative branch entities.³⁰

The bill as reported by the House Appropriations Committee provides \$3.15 million. The FY2007 budget request for operations of the Office of Compliance was \$3.4 million, a \$337,100 (10.9%) increase from last year's appropriation of \$3.08 million. The proposed new budget authority covers mandatory pay and price level changes, allows for an increase in FTEs from the FY2006 level of 17 to 20, and provides for additional travel, printing, and technology procurement costs. Included is \$35,000 for safety and health inspections of the Capitol Visitor Center.

Open World Leadership Center. The center administers a program that supports democratic changes in other countries by giving their leaders opportunity to observe democracy and free enterprise in the United States. The first program was authorized by Congress in 1999 to support the relationship between Russia and United States. The program encouraged young federal and local Russian leaders to visit the United States and observe its government and society.

²⁸ Testimony of Bruce James, Public Printer, Government Printing Office, House Committee on Appropriations, *FY2007 Appropriations: Library of Congress, Open World Leadership Center, Government Printing Office, Government Accountability Office, and Congressional Budget Office*, hearings, 109th Cong., 2nd sess., Mar. 10, 2006 (not yet published).

²⁹ The act applies 12 civil rights, labor, and workplace safety laws to Congress and certain legislative branch agencies. These laws include Age Discrimination in Employment Act; Americans with Disabilities Act; Title VII of the Civil Rights Act of 1964; Employee Polygraph Protection Act; Fair Labor Standards Act; Family and Medical Leave Act; Federal Services Labor-Management Relations Act; Occupational Safety and Health Act of 1970; Rehabilitation Act of 1970; Veterans' employment and reemployment rights at Chapter 43 of Title 38 of the U.S. Code; Worker Adjustment and Retraining Act; and Veterans Employment Opportunities Act.

³⁰ Among the office's activities are administration of a dispute resolution process; investigation and enforcement of occupational safety and health and disability provisions of the act; investigation of labor relations and enforcement of applicable provisions; and development of educational programs regarding the act's provisions.

A permanent center, named the Center for Russian Leadership Development, was established at the Library of Congress in 2000, and renamed the Open World Leadership Center in 2003, when the program was expanded to include eleven other countries and three Baltic republics. In 2004, Congress further extended the program's eligibility to other countries designated by the center's Board of Trustees, subject to congressional consideration. The center is housed in the Library of Congress and receives services from the library through an inter-agency agreement.

The bill as reported by the House Appropriations Committee includes the provision of a \$13.4 million payment to the Open World Leadership Center Trust Fund. This is \$1 million less than requested. Last year, both the House and Senate Committees on Appropriations approved the center's request of \$14.0 million for its FY2006 operations budget, which was reduced to \$13.86 million with the across-the-board rescission.

John B. Stennis Center for Public Service Training and Development. The center was created by Congress in 1988 to encourage public service by congressional staff through training and development programs. Senate language providing \$430,000 was agreed to by conferees on the FY2006 bill. There is no pending request for the FY2007 budget. The bill as reported by the House Appropriations Committee, however, includes the provision of a \$430,000 payment to the John C. Stennis Center for Public Service Development Trust Fund.

Table 3. Legislative Branch Appropriations, FY2007 (H.R. 5521)
(in thousands of dollars)

Entity	FY2006 Enacted (with 1.0% rescission) ^a	FY2007 Request	FY2007 House Bill As Reported	FY2007 Senate Bill	FY2007 Conference
Title 1: Legislative Branch Appropriations					
Senate	777,605	872,552	— ^d		
House of Representatives	1,089,898	1,156,322	1,137,806	— ^g	
Joint Items	19,617	24,683	24,624		
Capitol Police ^b	246,961	295,083	259,100		
Office of Compliance	3,081	3,418	3,149		
Congressional Budget Office	35,096	37,026	36,329		
Architect of the Capitol	424,193	588,349	363,134 ^e	— ^h	
Library of Congress, Including CRS	554,893	588,131	570,177		
Congressional Research Service, Lib. of Cong.	(99,907)	(104,279)	(102,462)		
Congressional Printing Office	122,193	151,516	130,520		
Government Accountability Office	477,571	502,370	488,234		
Open World Leadership Center ^c	13,860	14,400	13,400		
Stennis Center for Public Service	430	0	430		
Title II: General Provisions	0	0	0		
Total Legislative Branch (Titles I and II)	3,765,398	4,233,850	3,026,903^f	— ⁱ	

Source: House Committee on Appropriations

- a. FY2006 funds are contained in P.L. 109-55, FY2006 Legislative Branch Appropriations Act, and reflect a 1.0% rescission in P.L. 109-148.
- b. This account was effective with the FY2003 Legislative Branch Appropriations Act. Previously, Capitol Police funds were contained under the joint items account.
- c. The center was named the Russian Leadership Program prior to FY2004. Appropriations represent payments to the center's trust fund.
- d. The House does not consider appropriations for internal Senate operations.
- e. The House does not consider appropriations for Senate office buildings contained in the budget of the Architect of the Capitol.
- f. This figure will contain funds for internal Senate operations, which are funded in a separate account, or for Senate office buildings, which are contained in the budget of the Architect of the Capitol. The Senate determines funding levels of these two accounts.
- g. Although the Senate does not consider appropriations for internal House operations, the House budget, as passed by the House, will be counted in the Senate bill.
- h. Although the Senate does not consider appropriations for House office buildings, which are contained in the budget of the Architect of the Capitol, the House figure, as passed by the House, is counted in the Senate bill. The Senate does not consider appropriations for House Office buildings.
- i. Although the Senate does not consider funds for internal House operations, which are funded in a separate account, or for House office buildings, which are contained in the budget of the Architect of the Capitol, these funds are counted in the Senate bill. The House determines the funding levels of these two accounts.

Table 4. Capitol Police Appropriations, FY2007 (H.R. 5521)
(in thousands of dollars)

Accounts	FY2006 Enacted (with 1.0% rescission) ^a	FY2007 Request	FY2007 House Bill As Reported	FY2007 Senate Bill	FY2007 Conference
Salaries, Capitol Police	215,281	246,700	220,600		
General Expenses	31,680	48,383	38,500		
Total, Capitol Police	246,961	295,083	259,100		

Source: House Committee on Appropriations.

- a. FY2006 funds are contained in P.L. 109-55, FY2006 Legislative Branch Appropriations Act, and reflect a 1.0% rescission in P.L. 109-148.

Table 5. Architect of the Capitol Appropriations, FY2007 (H.R. 5521)
(in thousands of dollars)

Accounts	FY2006 Enacted (with 1.0% rescission) ^a	FY2007 Request	FY2007 House Bill As Reported	FY2007 Senate Bill	FY2007 Conference
General administration	76,044	103,474	89,413		
Capitol building	23,118	31,207	22,396		
Capitol grounds	7,436	9,400	7,806		
Senate office buildings	66,334	110,723	— ^b		
House office buildings	59,020	78,941	61,383	— ^d	
Capitol power plant	58,098	81,710	79,327		
Library buildings and grounds	68,075	102,237	36,401		
Capitol Police buildings and grounds	14,753	20,218	11,621		
Botanic Garden	7,557	9,264	8,612		
Capitol Visitor Center	43,758	41,175	46,175		
Project — Cost to complete	(41,481)	(20,600)	(25,600)		
Project — Fit Out	(0)	(4,534)	(4,534)		
Operations	(2,277)	(16,041)	(16,041)		
Total, Architect of the Capitol	424,193	588,349	363,134^c	— ^e	

Source: House Committee on Appropriations.

- a. FY2006 funds are contained in P.L. 109-55, FY2006 Legislative Branch Appropriations Act, and reflect a 1.0% rescission in P.L. 109-148.
- b. The House does not consider appropriations for Senate office buildings.
- c. Although the House does not consider the appropriation for Senate office buildings, the appropriation will be counted in the Senate bill. The Senate determines the level of funding.
- d. The Senate does not consider appropriations for House office buildings.
- e. Although the Senate does not consider the appropriation for House office buildings, the appropriation will be counted in the House bill. The House determines the level of funding.

Table 6. Senate Appropriations, FY2007
(in thousands of dollars)

Accounts^a	FY2006 Enacted (with 1.0% rescission)^a	FY2007 Request	FY2007 House Bill	FY2007 Senate Bill	FY2007 Conference
Expense Allowances and Representation	225	225	—		
Salaries, Officers, and Employees	147,120	160,434	—		
Office of Legislative Counsel	5,437	5,939	—		
Office of Legal Counsel	1,306	1,391	—		
Expense Allowances for Secretary of Senate, et al.	24	24	—		
Contingent Expenses (subtotal)	623,493	704,539	—		
Inquiries and Investigations	119,637	136,989	—		
Senate Intl. Narcotics Caucus	520	520	—		
Secretary of the Senate ^c	1,980	1,900	—		
Sergeant at Arms / Doorkeeper ^d	142,000	161,439	—		
Miscellaneous Items	17,000	18,737	—		
Senators' Official Personnel and Office Expense Account	342,056	384,654	—		
Official Mail Costs	300	300	—		
Total, Senate	777,605	872,552	—		

Source: House Committee on Appropriations

a. The Senate account contains seven appropriations headings, which are highlighted in bold.

b. FY2006 funds are contained in P.L. 109-55, FY2006 Legislative Branch Appropriations Act, and reflect a 1.0% rescission in P.L. 109-148.

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

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

Table 7. House of Representatives Appropriations, FY2007
(in thousands of dollars)

Accounts ^a	FY2006 Enacted (with 1.0% rescission) ^b	FY2007 Request	FY2007 House Bill As Reported	FY2007 Senate Bill	FY2007 Conference
Payments — Heirs of Deceased Members of Congress	0	0	0		
Salaries and Expenses, Total	1,089,898	1,156,322	1,137,806		
House Leadership Offices	19,844	20,766	21,092		
Members' Representational Allowances^c	534,109	559,628	557,796		
Committee Employees (subtotal)^d	142,572	152,733	151,348		
Standing Committees, Special and Select, except Appropriations	116,904	126,178	124,851		
Appropriations Committee	25,668	26,555	26,497		
Salaries, Officers, and Employees (subtotal)	171,249	166,848	159,581		
Office of the Clerk	21,911	22,820	21,505		
Office of the Sergeant at Arms	6,284	6,256	6,240		
Office of Chief Administrative Officer	121,471	114,192	109,301		
Office of Inspector General	3,991	4,212	4,204		
Office for Emergency Planning, Preparedness, and Operations	4,000	5,000	3,997		
Office of General Counsel	962	962	959		
Office of the Chaplain	161	164	164		
Office of the Parliamentarian	1,767	1,767	1,762		
Office of the Law Revision Counsel	2,453	2,527	2,521		

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Accounts ^a	FY2006 Enacted (with 1.0% rescission) ^b	FY2007 Request	FY2007 House Bill As Reported	FY2007 Senate Bill	FY2007 Conference
Office of the Legislative Counsel	6,963	7,425	7,406		
Office of Interparliamentary Affairs	720	738	737		
Other Authorized Employees: Technical Assistants, Office of Attending Physician	161	285	285		
Office of Historian	405	500	500		
Allowances and Expenses (subtotal)	222,124	256,347	247,989		
Supplies, Materials, Administrative Costs and Federal Tort Claims	4,179	4,554	4,554		
Official Mail for committees, leadership, administrative and legislative offices	410	410	410		
Government Contributions	213,422	223,252	217,253		
Capitol Visitor Center	3,410	3,410	3,410		
Miscellaneous Items	703	703	703		
Business Continuity and Disaster Recovery	0	24,018	21,659		
House of Representatives, Total	1,089,898	1,156,322	1,137,806		

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. FY2006 funds are contained in P.L. 109-55, FY2006 Legislative Branch Appropriations Act, and reflect a 1.0% rescission in P.L. 109-148.
- 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).

For Additional Reading

CRS Report

CRS Report RL32819, *Legislative Branch: FY2006 Appropriations*, by Paul Dwyer.

Selected Websites

These sites contain information on the FY2005 and FY2006 legislative branch appropriations requests and legislation, and the appropriations process.

House Committee on Appropriations
[<http://appropriations.house.gov/>]

Senate Committee on Appropriations
[<http://appropriations.senate.gov/>]

CRS Appropriations Products Guide
[<http://www.crs.gov/products/appropriations/apppage.shtml>]

Congressional Budget Office
[<http://www.cbo.gov>]

Government Accountability Office
[<http://www.gao.gov>]

Office of Management and Budget
[<http://www.whitehouse.gov/omb/>]

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