

CRS Report for Congress

Legislative Branch: FY2008 Appropriations

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**Prepared for Members and
Committees of Congress**

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: FY2008 Appropriations

Summary

Legislative branch entities requested \$4.33 billion in new budget authority for FY2008. This amount reflects a 14.4% increase over the \$3.785 billion approved by Congress for FY2007. By comparison, in FY2007, overall legislative branch budget authority was held close to the prior-year level, which had followed a 4.2% increase in new budget authority for FY2006 and a 3.1% increase approved for FY2005.

Among issues that may be considered during discussions on the FY2008 budget are the following:

- completion of the Capitol Visitor Center and consideration of the Architect of the Capitol's request for an additional \$20 million for this project;
- repair of the Capitol Power Plant tunnels and the role of the Office of Compliance in monitoring progress on this effort;
- the merger of the U.S. Capitol Police and the Library of Congress Police;
- the Library's request for a logistics center in Ft. Meade, MD;
- funding for the acquisition of new technology for the "Books for the Blind" program; and
- the application of Government Performance and Results Act (GPRA) principles to the legislative branch.

This report will be updated to reflect major congressional action.

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Legislative Branch: FY2008 Appropriations

Most Recent Developments

On February 5, 2007, the President submitted the FY2008 *U.S. Budget* containing \$4.3 billion in new budget authority for legislative branch activities.¹ The House and Senate Subcommittees on Legislative Branch have each completed a series of hearings to consider the requests of the various legislative branch agencies and entities.

Introduction to the Legislative Branch Appropriations Bill

Since FY2003, the annual legislative branch appropriations bill has usually contained two titles. Appropriations for legislative branch agencies are contained in Title I. These entities, as they have appeared in the annual appropriations bill, are the Senate; House of Representatives; Joint Items;² Capitol Police; Office of Compliance; Congressional Budget Office; Architect of the Capitol, including the Capitol Visitor Center; 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, P.L. 108-7, contained funds for the John C. Stennis Center for Public Service Training and Development and for the Congressional Award Act.

On occasion the bill may contain a third title for other legislation. For example, Title III of the FY2006 legislative branch appropriations act, P.L. 109-55, contained language providing for the continuity of House representation in “extraordinary circumstances.”

¹ Available at [<http://www.gpoaccess.gov/usbudget/fy08/pdf/appendix/leg.pdf>].

² Funded within the Joint Items account are the Joint Economic Committee, Joint Committee on Taxation, Office of the Attending Physician, 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 enacted appropriations, indefinite appropriations, authorized contracts, and a history of annual appropriations required by law.

Changes in Structure of Legislative Branch Appropriations Effective in FY2003

Prior to enactment of the FY2003 bill, and effective in 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, within the Library of Congress; and congressional printing and binding activities of the Government Printing Office.

Title II, Related Agencies, contained budget authority for activities considered by the Committee on Appropriations not directly supporting 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 were funded in Title I); and Government Accountability Office, formerly named the General Accounting Office. Occasionally, 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 funds and trust funds and for non-legislative entities.

Permanent federal funds and permanent trust funds are available as the result of previously enacted legislation and do not require annual action.³ Permanent federal funds and trust funds are included in the *U.S. Budget*, prepared by the Office of Management and Budget. The *U.S. Budget* also contains non-legislative entities within the legislative branch budget. They are funded in other appropriation bills, but

³ Estimated FY2008 permanent federal funding authority in the legislative branch section of the *U.S. Budget* is \$461 million, and comprises 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) (\$25 million); Judiciary office building development and operations fund (\$-2 million); and Library of Congress payments to copyright owners (\$317 million). FY2008 estimated permanent trust fund authority is \$18 million, comprising the Library of Congress gift and trust fund account (\$14 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). Source: *Analytical Perspectives, Budget of the United States Government, FY2008*, Table 28 — Federal Programs by Agency and Account, (Washington: GPO, 2007), pp. 3-8. (Figures are rounded to the nearest million).

are counted as legislative branch funds by the Office of Management and Budget for bookkeeping purposes.⁴

For another picture of the legislative branch budget, the total legislative branch request of \$4.82 billion in the *FY2008 U.S. Budget* must be adjusted. When reflecting only items contained in the annual legislative branch appropriation bill, the funding request for the legislative branch is \$4.33 billion.

Reestablishment of House Subcommittee on Legislative Branch for the 110th Congress

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. Under a reorganization plan announced by the House Appropriations Committee on January 4, 2007, the House Subcommittee on Legislative Branch was reestablished for the 110th Congress.⁵

⁴ The *FY2008 U.S. Budget* contains \$57 million in federal funds for non-legislative entities under two headings: (1) “U.S. Tax Court” (\$45 million); and (2) “Other Legislative Branch Agencies, Legislative Branch Boards and Commissions” (\$12 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 (\$5 million). The \$57 million figure does not contain \$14 million listed in the *U.S. Budget* for the Open World Leadership Center, since the center will be funded in the FY2008 legislative branch appropriation bill. Source: *Analytical Perspectives, Budget of the United States Government, FY2008*, Table 28 — Federal Programs by Agency and Account, (Washington: GPO, 2007), pp. 3-8. (Figures are rounded to the nearest million).

⁵ “Senate, House Appropriations Set Subcommittee Plans for New Congress,” House Appropriations Committee press release, January 4, 2007, available at [http://appropriations.house.gov/press_releases.aspx]. For additional information on subcommittee history, see CRS Report RL31572, *Appropriations Subcommittee Structure: History of Changes from 1920-2007*, by James V. Saturno.

Table 1. Legislative Branch Appropriations, FY1995 - FY2007
(budget authority in billions of current dollars)^a

1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007
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	3.793 ⁱ	3.785 ^j

- 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 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 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 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 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 appropriations in P.L. 108-7, FY2003 Omnibus Appropriations Act, and supplemental appropriations in P.L. 108-11.
- g. This figure contains 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 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 appropriations in P.L. 109-55, FY2006 Legislative Branch Appropriations Act (adjusted by a 1.0 % rescission contained in P.L. 109-148) and the FY2006 Emergency Supplemental Appropriations Act (P.L. 109 — 234)
- j. This figure contains appropriations in P.L. 110-5, the Revised Continuing Appropriations Resolution, 2007. Total does not yet include appropriations from P.L. 110-28, the U.S. Troop Readiness, Veterans' Care, Katrina Recovery, and Iraq Accountability Appropriations Act, 2007. Total will be updated once final FY2007 figures are available.

Status of FY2008 Appropriations

Table 2. Status of Legislative Branch Appropriations, FY2008

Committee Markup		House Report	House Passage	Senate Report	Senate Passage	Conference Report	Conference Report Approval		Public Law
House	Senate						House	Senate	

Action on the FY2008 Legislative Branch Appropriations Bill

Submission of FY2008 Budget Request on February 5, 2007. The FY2008 U.S. Budget contains \$4.3 billion in new budget authority for legislative

branch activities, an increase of 14% from FY2007 levels.⁶ A substantial portion of the 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.

Senate and House Hearings on FY2008 Budget. The House Subcommittee on Legislative Branch held budget hearings on March 1 for the Architect of the Capitol, on March 8 for the U.S. Capitol Police, on March 22 for the Library of Congress and the Open World Leadership Program, on March 27 for the Government Printing Office, on March 29 for the House of Representatives, on April 19 for the Government Accountability Office, and on April 26 for the Office of Compliance and Congressional Budget Office. Public witnesses were heard from on May 1. The subcommittee also held additional hearings during these months to conduct oversight and discuss long-range planning requirements and challenges.

The Senate Subcommittee on Legislative Branch held hearings on the FY2008 budget requests on March 2 for the Architect of the Capitol; on March 16 for the Government Accountability Office, the Government Printing Office, the Congressional Budget Office, and the Office of Compliance; on March 30 for the Office of the Senate Sergeant at Arms and Doorkeeper and the U.S. Capitol Police; and on May 3 for the Secretary of the Senate and the Library of Congress.

Action on FY2007 Supplemental Appropriations

H.R. 1591 was reported as an original measure by the House Appropriations Committee on March 20, 2007.⁷ S. 965 was introduced as an original measure by the Senate Appropriations Committee on March 22, 2007. The House passed its bill on March 23 by a vote of 218-212. The Senate then called up the House-passed bill, inserted the text of the Senate Appropriations Committee version of the bill, amended it, and passed it March 29 by a vote of 51-47. As agreed to by the House and Senate, the legislative branch chapters of the bill included \$6.4 million in new budget authority for the House of Representatives for business continuity and disaster recovery, an additional \$374,000 for the Government Accountability Office, a gratuity payment to the widow of a deceased Member, and \$50 million for Capitol Power Plant repairs. The President vetoed H.R. 1591 on May 1, 2007, and a veto override attempt in the House failed on a 222-203 vote.

A new supplemental appropriations measure, H.R. 2206, was introduced in the House on May 8. The House passed the bill two days later by a roll-call vote of 221

⁶ FY2007 total includes levels enacted in the Revised Continuing Appropriations Resolution, 2007 (P.L. 110-5; February 15, 2007; 121 Stat. 8).

⁷ For additional information on the supplemental appropriations bill, see CRS Report RL33900: *FY2007 Supplemental Appropriations for Defense, Foreign Affairs, and Other Purposes*, by Stephen Daggett, Amy Belasco, Pat Towell, Susan B. Epstein, Connie Veillette, Curt Tarnoff, and Rhoda Margesson.

— 205.⁸ The Senate amended and passed the measure with an amendment by voice vote on May 17, 2007.⁹ After the House and Senate resolved their differences through amendments between the houses, the bill was signed into law by the President on May 25, 2007.¹⁰ In addition to the appropriations proposed in H.R. 1591, as passed by both chambers, P.L. 110-28 contained \$10 million for a radio modernization program for the U.S. Capitol Police. The measure also contained two gratuity payments for the surviving spouses of two Representatives. The measure also established within the Office of the Architect of the Capitol the position of Chief Executive Officer for Visitor Services. The official, who will be appointed by the Architect and compensated at the rate of the Chief Operating Officer of the Office of the Architect, will be responsible for the operation and management of the Capitol Visitor Center.

FY2008 Legislative Branch Funding Issues

Capitol Complex Security — U.S. Capitol Police

Funding Issues. The U.S. Capitol Police request was \$299.1 million, an increase of 17%, or \$43.4 million, from the FY2007 level of \$255.6 million. In contrast to last year, when appropriations for the police were contained in two accounts — a *salaries account* and a *general expenses account* — FY2008 contained one combined total for Capitol Police salaries and expenses.

In the past, the salaries account contained funds for the salaries of employee; 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 contained funds for expenses of vehicles; communications 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. The pending request of \$18.8 million is an increase of 60%, or \$7 million from the FY2007 level. In comparison, conferees on the FY2007 revised continuing resolution agreed to \$11.8 million, which was below the \$14.8 million provided in FY2006. The conference agreement was in lieu of the \$11.6 million included in the House-passed version of the FY2007 legislative branch appropriations bill (H.R. 5521), the \$12.5 million included in the Senate-reported bill, and the \$20.2 million requested.

⁸ Roll Call No. 333, *Congressional Record*, daily edition, vol. 153, May 10, 2007, pp. H4866-H4867.

⁹ *Congressional Record*, daily edition, vol. 153, May 17, 2007, p. S6219.

¹⁰ P.L. 110-28; May 25, 2007; 121 Stat. 112.

The Capitol Police request allows for an additional 30 civilian FTEs (full-time equivalent employees), increasing the civilian level to 444 FTEs and the total department FTE level to 2,125.

Architect of the Capitol

The AOC is responsible for the maintenance, operation, development, and preservation of the United States Capitol Complex, which includes the Capitol and its grounds, House and Senate office buildings, Library of Congress buildings and grounds, Capitol Power Plant, Botanic Garden, Capitol Visitors Center, and Capitol Police buildings and grounds. The Architect is responsible for the Supreme Court buildings and grounds, but appropriations for their expenses are not contained in the legislative branch appropriations bill.

Overall Funding Levels. The Architect's requested new budget authority of \$481.7 million represents an increase of \$81.8 million (20%). Increases included requests for general administration expenses of the Architect (\$87.7 million, from \$77.1 million), Senate office buildings (\$87.2 million, from \$67.2 million), and Library buildings and grounds (\$42.8 million, from \$27.7 million).

Operations of the Architect are funded in the following ten 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.

Capitol Visitor Center (CVC).¹¹ The Architect's FY2008 budget request includes \$20.0 million for the CVC project. An additional \$13.9 million was requested for Capitol Visitor Center operational costs. The requested funding was an issue in both House and Senate hearings this year. Concerns have included the final cost of the project, its estimated completion and occupancy date, and the center's daily administration after it is opened to the public.

House of Representatives

Overall Funding. For its internal operations, the House requested \$1.2 billion, an increase of 8.5% from FY2007 levels.

House Committee Funding. Funding for House committees, for which \$156.8 million is requested, is contained in the appropriation heading "committee employees," which comprises two subheadings.¹²

The first subheading contains funds for personnel and nonpersonnel expenses of House committees, except the Appropriations Committee, as authorized by the

¹¹ For additional information on the Capitol Visitor Center, see CRS Report RL31121, *The Capitol Visitor Center: An Overview*, by Stephen W. Stathis.

¹² For additional information on committee funding, see CRS Report RS22616, *House Committee Funding, 110th Congress*, by R. Eric Petersen.

House in a committee expense resolution. The FY2008 request of \$129.7 million, an increase of 4.2%, includes funds for investigations.

The second subheading contains funds for the personnel and nonpersonnel expenses of the Committee on Appropriations, for which \$27.1 million is requested, a 4.8% increase.

Senate

Overall Funding. The Senate's request of \$869.3 million for its internal operations reflects an increase of 8.1% over the prior year's funding level.

Among offices and activities receiving increases are those for

- official personnel and office expenses of individual Senators, including funds for mandatory increases (\$31 million, or 8.5%); and
- salaries of officers and their employees (\$6.5 million, or 4.3%).

Senate Committee Funding. Appropriations for Senate committees are contained in two accounts:¹³

- the *inquiries and investigations account*, containing funds for all Senate committees except Appropriations, for which \$138.6 million is requested, a 14.9% increase; and
- the *Committee on Appropriations account*, for which \$14.1 million is requested, an increase of 2%.

Support Agency Funding

Congressional Budget Office (CBO). CBO is a nonpartisan congressional agency created to provide objective economic and budgetary analyses required 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.

CBO requested \$37.97 million, an increase of \$2.8 million (7.9%), most of which would meet mandatory pay and related costs. The request would allow CBO to maintain its current level of 235 FTEs and increase its investment in information technology.

Highlights of House and Senate Hearings on FY2008 Budget of the CBO. CBO Director Peter R. Orszag testified before the House legislative branch subcommittee that personnel expenses account for approximately 91% of CBO's

¹³ For additional information on committee funding, see CRS Report RL33905, *Senate Committee Expenditures Resolutions, 110th Congress, and Funding Authorizations, 104th - 110th Congresses*, by R. Eric Petersen.

budget.¹⁴ He indicated his desire to expand CBO's capacity in the area of health economics.

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. Among its major programs 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 Library requested (1) a net appropriation of \$661.6 million, an increase of \$102.5 million (18%), and (2) authority to use \$41.7 million in funds generated from Library receipts.¹⁵ Most of the increase, \$45.9 million, meets mandatory pay and price level increases to maintain current services. Also included in the request is \$28.1 million in program increases. The request supports a staff level of 4,244 FTEs, a net decrease of 58 FTEs from the FY2007 level of 4,302.¹⁶

FY2008 new budget authorities for the Library's accounts are

- salaries and expenses — \$461.1 million (not including authority to spend \$6.35 million in receipts);
- Copyright Office — \$16.2 million (not including authority to spend \$35.4 million in receipts);
- Congressional Research Service — \$108.7 million; and
- Books for the Blind and Physically Handicapped — \$75.6 million.

The FY2008 request also includes two proposed changes to legislative language:

- The first confers competitive status to Library employees who have successfully completed their probationary period at the Library. This language, which was also requested in FY2007, would allow Library employees to compete with executive branch employees for competitive service positions.
- The second addresses the timing of the Cooperative Acquisitions Program Revolving Fund (CAP) audit.

¹⁴ Testimony of James H. Billington, Librarian of Congress, U.S. Congress, House Committee on Appropriations, Subcommittee on the Legislative Branch, *Legislative Branch Appropriations for 2008*, hearings, 110th Cong., 1st sess., April 26, 2007 (not yet published).

¹⁵ An example of receipts are fees paid to the LOC for copyright registration.

¹⁶ Submitted testimony of Director of the Congressional Budget Office, U.S. Congress, House Committee on Appropriations, Subcommittee on the Legislative Branch, *Legislative Branch Appropriations for 2008*, hearings, 110th Cong., 1st sess., March 22, 2007 (not yet published), p. 1.

The total includes \$43.9 million, to be transferred to the Architect of the Capitol, for the construction of the Library of Congress Ft. Meade Logistics Center. In FY2007, \$54.2 million was requested, but not provided, for this project in the Architect's Library Buildings and Grounds account. An additional \$42.8 million is contained in the Architect's FY2008 request for Library Buildings and Grounds.

Highlights of the House and Senate Hearings on FY2008 Budget of the LOC. The Library's concern over the rescission of just under \$50 million in funding in the FY2007 appropriations act was discussed at both the House and Senate hearings. Both hearings also discussed funding for the Books for the Blind program and efforts to update the technology that the "talking book" program currently uses. The House subcommittee also discussed reasons for the inclusion of the funds for the Ft. Meade Logistics Center in the Library request and not that of the Architect of the Capitol. Librarian of Congress James H. Billington expressed his desire to prioritize this 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 agency's request of \$108.7 million represents a 7.85%, or \$7.9 million, increase, which covers only mandatory pay and related costs and price level changes. The request does not contain funds to support program growth.

Government Accountability Office (GAO). 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 the General Accounting Office, the agency was renamed the Government Accountability Office effective July 7, 2004.

GAO's total budget request of \$523.8 million, not including authority to use \$7.5 million in offsetting collections,¹⁷ represents a 9% increase from the \$480.7 million made available for FY2007. This increase covers mandatory pay (\$19.8 million) and price level (\$5.1 million) increases, and supports 3,217 FTEs (full-time equivalent employees), an increase of 58 FTEs over the FY2007 level.¹⁸

Highlights of House and Senate Hearings on FY2008 Budget of the GAO. The issue of GAO's possible role in providing technology assessments was addressed during Senate hearings this year. In response to a question, Comptroller General David M. Walker testified before the Senate that GAO could assume this role, formerly handled by the Office of Technology Assessment, and indicated that, in his opinion, such action would be more cost-effective than establishing a new

¹⁷ Offsetting collections are derived from rent income and reimbursable audit work.

¹⁸ Submitted testimony of David M. Walker, Comptroller General of the United States, U.S. Congress, Senate Committee on Appropriations, Subcommittee on the Legislative Branch, *Legislative Branch Appropriations for 2008*, hearings, 110th Cong., 1st sess., March 16, 2007 (not yet published). Available at [<http://www.gao.gov/new.items/d07547t.pdf>], p. 18.

agency. The implementation of GAO's pay plan system also has been an area of interest to Congress in FY2007.¹⁹

Government Printing Office (GPO). The agency's FY2008 request of \$181.98 million represents a 49% increase over the \$122.1 million made available for FY2007. 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. FY2008 requests for these accounts are

- congressional printing and binding — \$109.5 million;
- Office of Superintendent of Documents (salaries and expenses) — \$45.6 million; and
- revolving fund — \$26.8 million.

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, for example, 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 to other individuals and entities, as authorized by law.

GPO requested \$26.8 million for its revolving fund to support the agency's acquisition of information technology infrastructure and security enhancements, workforce retraining and restructuring efforts, and facilities maintenance and repairs. This is an increase of \$25.8 million over the \$1 million provided in FY2007. Of the requested amount, \$10.5 million was proposed for the completion of the development of GPO's Future Digital System, while \$9.4 million would cover the replacement of a 30-year-old automated composition system.²⁰

¹⁹ Testimony of David M. Walker, Comptroller General of the United States, U.S. Congress, Senate Committee on Appropriations, Subcommittee on the Legislative Branch, *Legislative Branch Appropriations for 2008*, hearings, 110th Cong., 1st sess., March 16, 2007 (not yet published).

²⁰ Testimony of William H. Turri, Acting Public Printer of the United States, U.S. Congress, Senate Committee on Appropriations, Subcommittee on the Legislative Branch, *Legislative Branch Appropriations for 2008*, hearings, 110th Cong., 1st sess., March 16, 2007 (not yet published).

Highlights of House and Senate Hearings on FY2008 Budget of the GPO. Acting Public Printer William H. Turri, in his written testimony, discussed recent efforts to transform GPO's operations for the digital age.²¹ GPO's production of U.S. passports to meet new standards and increased demand has also been of interest to appropriators.

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).²² The act applies business and federal government employment and workplace safety laws to Congress and certain legislative branch entities.²³

The FY2008 budget request for operations of the Office of Compliance is \$4.1 million, a \$1 million (32%) increase from the FY2007 appropriation of \$3.1 million. In her prepared testimony, Tamara E. Chrisler, the acting executive director, stated that \$280,000 of this increase is proposed for the office's required monitoring of asbestos abatement in the Capitol Power Plant utility tunnels.²⁴

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 the United States. The program encouraged young federal and local Russian leaders to visit the United States and observe its government and society.

A permanent center, named the Center for Russian Leadership Development, was established at the Library of Congress in 2000, and renamed the Open World

²¹ Bruce James retired as Public Printer in January 2007. On May 24, 2007, the President nominated Robert C. Tapella to be Public Printer. The nomination, which requires Senate confirmation, was referred to the Senate Committee on Rules and Administration.

²² The act, as amended, applies twelve 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.

²³ 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.

²⁴ Testimony of Tamara E. Chrisler, Acting Executive Director of the Office of Compliance, U.S. Congress, House Committee on Appropriations, Subcommittee on the Legislative Branch, *Legislative Branch Appropriations for 2008*, hearings, 110th Cong., 1st sess., April 26, 2007 (not yet published).

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 and receives services from the Library through an inter-agency agreement.

The FY2008 request for Open World is \$14.4 million, which is equal to the amount requested in FY2007 and represents an increase of 3.9% from the \$13.86 million approved.

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. The FY2008 request for the center was \$430,000, the same as provided in FY2007.

Table 3. Legislative Branch Appropriations, FY2008
(in thousands of dollars)

Entity	FY2007 Enacted ^a	FY2008 Request	FY2008 House Bill	FY2008 Senate Bill	FY2008 Conference
Title 1: Legislative Branch Appropriations					
Senate	803,514	869,262	— ^d		
House of Representatives	1,137,719	1,235,042		— ^g	
Joint Items	24,155	21,112			
Capitol Police ^b	255,635	299,070			
Office of Compliance	3,103	4,106			
Congressional Budget Office	35,204	37,972			
Architect of the Capitol	399,917	481,709	— ^e	— ^h	
Library of Congress, Including CRS	558,694	661,616			
Congressional Research Service, Lib. of Cong.	(100,786)	(108,702)			
Government Printing Office	122,050	181,979			
Government Accountability Office	480,696	523,753			
Open World Leadership Center ^c	13,860	14,400			
Stennis Center for Public Service	430	430			
Title II: General Provisions	0	0			
Total Legislative Branch (Titles I and II)	3,785,043	4,330,451	— ^f	— ⁱ	

Source: House Committee on Appropriations

- a. FY2007 funds are contained in P.L. 110-5, the Revised Continuing Appropriations Resolution, 2007. Total does not yet include appropriations from P.L. 110-28, the U.S. Troop Readiness, Veterans' Care, Katrina Recovery, and Iraq Accountability Appropriations Act, 2007. Total will be updated once final FY2007 figures are available.
- b. This account was effective with the FY2003 Legislative Branch Appropriation 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 not 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, FY2008
(in thousands of dollars)

Accounts	FY2007 Enacted ^a	FY2008 Requested ^b	FY2008 House Bill	FY2007 Senate Bill	FY2007 Conference
Salaries, Capitol Police	217,135	—			
General Expenses	38,500	—			
Total, Capitol Police	255,635	299,070			

Source: House Committee on Appropriations

- a. FY2007 funds are contained in P.L. 110-5, the Revised Continuing Appropriations Resolution, 2007. Total does not yet include appropriations from P.L. 110-28, the U.S. Troop Readiness, Veterans' Care, Katrina Recovery, and Iraq Accountability Appropriations Act, 2007. Total will be updated once final FY2007 figures are available.
- b. The FY2008 request did not contain separate funding for salaries and general expenses.

Table 5. Architect of the Capitol Appropriations, FY2008
(in thousands of dollars)

Accounts	FY2007 Enacted ^a	FY2008 Requested	FY2008 House Bill	FY2008 Senate Bill	FY2008 Conference
Architect of the Capitol					
General administration	77,128	87,714			
Capitol building	23,886	29,480			
Capitol Grounds	7,577	10,225			
Senate office buildings	67,202	87,248	— ^b		
House office buildings	59,896	50,621		— ^d	
Capitol power plant	73,313	111,226			
Library buildings and grounds	27,692	42,788			
Capitol Police buildings and grounds	11,768	18,816			
Botanic garden	7,697	9,707			
Capitol Visitor Center	43,758	33,884			
Project - Cost to complete		(20,000)			
Project - Fit Out					
Operations		(13,884)			
Total, Architect of the Capitol	399,917	481,709	— ^c	— ^e	

Source: House Committee on Appropriations

- a. FY2007 funds are contained in P.L. 110-5, the Revised Continuing Appropriations Resolution, 2007. Total does not yet include appropriations from P.L. 110-28, the U.S. Troop Readiness, Veterans' Care, Katrina Recovery, and Iraq Accountability Appropriations Act, 2007. Total will be updated once final FY2007 figures are available.
- 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, FY2008
(in thousands of dollars)

Accounts^a	FY2007 Enacted^d	FY2008 Request	FY2008 House	FY2008 Senate	FY2008 Conference
Expense Allowances and Representation	225	225	—		
Salaries, Officers, and Employees	148,512	154,973	—		
Office of Legislative Counsel	5,491	5,390	—		
Office of Legal Counsel	1,317	1,309	—		
Expense Allowances for Secretary of Senate, et al.	24	24	—		
Contingent Expenses (subtotal)	647,945	707,341	—		
Inquiries and Investigations	120,692	138,644	—		
Senate Intl. Narcotics Caucus	520	520	—		
Secretary of the Senate ^b	1,980	1,900	—		
Sergeant at Arms/Doorkeeper ^c	142,000	150,576	—		
Miscellaneous Items	17,000	18,737	—		
Senators' Official Personnel and Office Expense Account	365,453	396,664	—		
Official Mail Costs	300	300	—		
Total, Senate	803,514	869,262	—		

Source: House Committee on Appropriations

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

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

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

d. FY2007 funds are contained in P.L. 110-5, the Revised Continuing Appropriations Resolution, 2007.

Table 7. House of Representatives Appropriations, FY2008

(in thousands of dollars)

Accounts^a	FY2007 Enacted^b	FY2008 Request	FY2008 House	FY2008 Senate	FY2008 Conference
Payments — Heirs of Deceased Members of Congress					
Salaries and Expenses, Total	1,137,719	1,235,042			
House Leadership Offices	22,822	23,648			
Members' Representational Allowances^c	554,716	610,616			
Committee Employees (subtotal)^d	150,272	156,775			
Standing Committees, Special and Select, except Appropriations	124,406	129,662			
Appropriations Committee	25,866	27,113			
Salaries, Officers, and Employees (subtotal)	156,147	174,382			
Office of the Clerk	21,676	22,881			
Office of the Sergeant at Arms	6,295	7,024			
Office of Chief Administrative Officer	106,064	120,612			
Office of Inspector General	4,016	4,457			
Office for Emergency Planning, Preparedness, and Operations	4,010	4,242			
Office of General Counsel	968	1,202			
Office of the Chaplain	163	166			
Office of the Parliamentarian	1,778	1,828			
Office of the Law Revision Counsel	2,472	3,046			
Office of the Legislative Counsel	7,025	7,406			

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Accounts^a	FY2007 Enacted^b	FY2008 Request	FY2008 House	FY2008 Senate	FY2008 Conference
Office of Interparliamentary Affairs	724	752			
Other Authorized Employees: Technical Assistants, Office of Attending Physician	548	170			
Office of Historian	408	596			
Allowances and Expenses (subtotal)	253,762	269,621			
Supplies, Materials, Administrative Costs and Federal Tort Claims	4,704	3,688			
Official Mail for committees, leadership, administrative and legislative offices	410	410			
Government Contributions	226,904	239,447			
Capitol Visitor Center	3,410	2,308			
Business Continuity and Disaster Recovery	17,631	23,065			
Miscellaneous Items	703	703			
House of Representatives, Total	1,137,719	1,235,042			

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. FY2007 funds are contained in P.L. 110-5, the Revised Continuing Appropriations Resolution, 2007. Total does not yet include appropriations from P.L. 110-28, the U.S. Troop Readiness, Veterans' Care, Katrina Recovery, and Iraq Accountability Appropriations Act, 2007. Total will be updated once final FY2007 figures are available.
- 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 RL33379, *Legislative Branch: FY2007 Appropriations*, by Paul E. Dwyer and Ida A. Brudnick.

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

Selected Websites

These sites contain information on the FY2007 and FY2008 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 & Budget
[<http://www.whitehouse.gov/omb/>]