

CRS Report for Congress

Legislative Branch: FY2008 Appropriations

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Prepared for Members and
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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: FY2008 Appropriations

Summary

Since the beginning of the fiscal year on October 1, 2007, funding for the legislative branch has been provided through two interim continuing appropriations measures. The first, which was signed by the President on September 29, 2007, provided funding at FY2007 levels through November 16, 2007. The second measure, enacted on November 13, continues this funding through December 14, 2007.

Legislative branch entities requested \$4.3 billion in new budget authority for FY2008. The House version of the FY2008 Legislative Branch Appropriations Bill, H.R. 2771, was introduced on June 19, 2007. The bill proposes \$3.1 billion in new budget authority for the legislative branch for FY2008, not including Senate items. This amount reflects a 4.1% increase over the \$2.98 billion (including the FY2007 supplemental but not including Senate items) approved by Congress for FY2007 and less than the 13% increase requested.

The Senate version of the FY2008 Legislative Branch Appropriations Bill, S. 1686, was reported to the Senate on June 25, 2007. The bill provides approximately \$2.78 billion in new budget authority, not including House items. This amount reflects an increase of 5.2% over the nearly \$2.65 billion (including the FY2007 supplemental but not including House items) approved by Congress for FY2007 and less than the 16% increase requested.

By comparison, in FY2007, overall legislative branch budget authority was increased by approximately 1.5% (including supplemental appropriations), which had followed a 4.2% increase in new budget authority for FY2006 and a 3.1% increase approved for FY2005.

Among issues that have been 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;
- the renaming of the "Great Hall" of the Capitol Visitor Center;
- repair of the Capitol Power Plant tunnels and the role of the Office of Compliance in monitoring progress on this effort;
- funds requested to support the "Greening of the Capitol" initiative and the use of alternative fuels;
- the merger of the U.S. Capitol Police and the Library of Congress Police;
- funding for the acquisition of new technology for the "Books for the Blind" program; and
- the future of the Open World Leadership Program.

This report will be updated to reflect major congressional action.

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Legislative Branch: FY2008 Appropriations

Most Recent Developments

On September 29, 2007, the President signed into law P.L. 110-92.¹ The law provides for continued funding for most federal activities, including the legislative branch, at FY2007 levels through November 16, 2007. P.L. 110-116, which was enacted on November 13, continues this funding through December 14, 2007. The first law also provides gratuity payments to the widows of two deceased Members, while the second provides one such payment.

Both the Senate and House of Representatives had previously considered separate legislation funding the legislative branch for FY2008. S. 1686, the Senate version of the FY2008 Legislative Branch Appropriations Bill, was reported to the Senate on June 25, 2007. The bill, which provides nearly \$2.78 billion in new budget authority (not including House items) had been marked up by the Senate Committee on Appropriations on June 21. At the markup, the committee voted unanimously to report the bill without amendment.

H.R. 2771, the House version of the FY2008 Legislative Branch Appropriations Bill, was introduced on June 19, 2007, following the House Committee on Appropriations markup on June 12 and the subcommittee markup on June 6. The House bill provides \$3.1 billion in new budget authority (not including Senate items). The bill, with two amendments, passed the House on June 22 with a roll call vote of 216-176.

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

¹ P.L. 110-92; Sept. 29, 2007; 121 Stat. 989.

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
(continued...)

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 provisions. For example, Title III of the FY2006 legislative branch appropriations act, P.L. 109-55, contained language providing for the continuity of representation in the House of Representatives in “extraordinary circumstances.”

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

² (...continued)

calendar year. These statements contain enacted appropriations, indefinite appropriations, authorized contracts, and a history of annual appropriations required by law.

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 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 \$4.8 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 \$4.3 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

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).

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. 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).

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

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	3.852 ^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 and P.L. 110-28, the U.S. Troop Readiness, Veterans' Care, Katrina Recovery, and Iraq Accountability Appropriations Act, 2007.

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.

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	
06/12/07	06/21/07	06/19/07 H.R. 2771 (H.Rept. 110-198)	06/22/07 (216-176)	06/25/07 S. 1686 (S.Rept. 110-89)					

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. Amendments to the request were transmitted to Congress by the President on June 8, 2007.⁷

Congressional Caps on FY2008 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 FY2008. The House has allocated \$4.150 billion in total budget authority for the legislative branch, and the Senate allocation is \$4.177 billion.⁸

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

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

⁷ The President's letter transmitting the changes to the budget request is available at [http://www.whitehouse.gov/omb/budget/amendments/amendment_6_8_07.pdf].

⁸ U.S. Congress, House Committee on Appropriations, *Report on the Revised Suballocation of Budget Allocations for Fiscal Year 2008*, 110th Cong., 1st sess., H.Rept. 110-236 (Washington: GPO, 2007); U.S. Congress, Senate Committee on Appropriations, *Further Revised Allocation to Subcommittees of Budget Totals from the Concurrent Resolution for Fiscal Year 2008*, 110th Cong., 1st sess., S. Rept. 110-133 (Washington: GPO, 2007).

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.

House Appropriations Committee Markup and Report (FY2008). The House Subcommittee on Legislative Branch held a markup on the FY2008 bill on June 6, and the full committee marked up and reported the FY2008 bill on June 12. Major issues considered at both markups included efforts to rename the Great Hall of the Capitol Visitor Center “Emancipation Hall,” the future of the Open World Leadership Program, and the use of funds to renovate an FDA building proposed for use as swing space for House offices. The House Committee on Appropriations issued its report (H.Rept. 110-198) on June 19, 2007.

House Passage of the FY2008 Bill (H.R. 2771). On June 22, the House passed H.R. 2771 by a vote of 216-176 (Roll call #548).⁹ Floor consideration followed adoption of the rule on the bill, H.Res. 502 (H.Rept. 110-201), earlier that day by a vote of 222-179 (Roll call #544).¹⁰ The rule waived all points of order against the bill and made in order only those amendments specified in the committee report, which included

- an amendment to be offered by Representative Jane Harman of California preventing the funds made available in the act from being used to purchase light bulbs unless the light bulbs have an “energy star” or “Federal Energy Management Program” designation,
- an amendment to be offered by Representative Jeff Flake of Arizona reducing the amount available for the Government Printing Office (GPO) Congressional Printing and Binding account by \$3.2 million, and
- an amendment to be offered by Representative Jim Jordan requiring an across-the-board reduction of 4% for funds appropriated in this act.

During floor consideration of the bill on June 22, the first amendment was agreed to, although some Members expressed concerns about adapting this provision to account for the historical lighting in the Capitol Complex.¹¹

⁹ *Congressional Record*, daily edition, vol. 153, June 22, 2007, pp. H6969-6999.

¹⁰ *Congressional Record*, daily edition, vol. 153, June 22, 2007, pp. H6960-H6969.

¹¹ *Congressional Record*, daily edition, vol. 153, June 22, 2007, pp. H6992-6993.

The second amendment, which reduced the House committee's recommended appropriation for the Government Printing Office by \$3.2 million, was agreed to with a roll call vote of 218-191.¹² Supporters argued that this amendment would reduce the number of copies of the *Congressional Record* printed for Congress each day, while opponents argued this would add to the GPO budgetary shortfall and that any reduction in copies should be achieved through the authorizing committee.

The House voted against the third amendment in a roll call vote of 177-231.¹³

Senate Markup and Report of FY2008 Bill (S. 1686). The Senate Appropriations Committee marked up and reported its version of the legislative branch appropriations bill on June 21. Senator Mary Landrieu, chairman of the Subcommittee on the Legislative Branch during the 110th Congress, noted that the committee's bill provides nearly \$2.8 billion in new budget authority (not including House items), a 5% increase (\$138.65 million) over the current budget and \$289 million below agency requests.

Both Senator Landrieu and Senator Wayne Allard, the ranking minority member of the Subcommittee on the Legislative Branch, voiced their concern over using this bill to change the name of the main hall of the Capitol Visitor Center, as proposed by the House, and noted that the Senate version of the bill contains language to effectuate the merger between the U.S. Capitol Police and the Library of Congress Police.

No amendments were considered, and the committee voted 29-0 to report the bill. Senator Landrieu reported an original measure (S. 1686) to the Senate on June 25, with a report (S.Rept. 110-89).

Action on FY2007 Supplemental Appropriations

H.R. 1591 was reported as an original measure by the House Appropriations Committee on March 20, 2007.¹⁴ 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

¹² Roll call no. 545, *Congressional Record*, daily edition, vol. 153, June 22, 2007, p. H6996.

¹³ Roll call no. 546, *Congressional Record*, daily edition, vol. 153, June 22, 2007, p. H6996.

¹⁴ 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.

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 — 205.¹⁵ The Senate amended and passed the measure with an amendment by voice vote on May 17, 2007.¹⁶ 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, 2007.¹⁷ 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 House bill, as passed on June 22, provides \$286 million for the U.S. Capitol Police (USCP). This amount is \$20.4 million (7.7%) more than the FY2007 level of \$265.6 million (including supplemental appropriations) and \$13.07 million less than the USCP request of \$299.07 million. The Senate bill, as reported by the Committee on Appropriations, provides \$284 million in new budget authority, an increase of nearly 7% over FY2007.

Appropriations for the police are contained in two accounts — a *salaries account* and a *general expenses account*. The House-passed bill provides \$224.5 million for Capitol Police salaries and \$61.5 million for general expenses. The Senate Committee on Appropriations has recommended \$225.9 million for salaries and \$58 million for general expenses.

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; communications equipment; security equipment and its installation; dignitary protection; intelligence analysis; hazardous material response; uniforms; weapons; training programs; medical, forensic, and communications services; travel;

¹⁵ Roll Call No. 333, *Congressional Record*, daily edition, vol. 153, May 10, 2007, pp. H4866-H4867.

¹⁶ *Congressional Record*, daily edition, vol. 153, May 17, 2007, p. S6219.

¹⁷ P.L. 110-28; May 25, 2007; 121 Stat. 112.

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 House-passed bill provides \$16.1 million, or \$2.7 million less than the \$18.8 million requested and \$9.1 million more than the \$7 million provided in FY2007. The Senate-reported bill proposes \$15.1 million in new budget authority. 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.

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 2,125.¹⁸ The House Appropriations Committee, in its report, stated that its recommendation supports a total of 1681 sworn and 439 civilian FTEs. The Senate report states that the level recommended by the Senate Appropriations Committee will support the “current sworn staffing of 1,681 officers, and 10 new officers associated with Library of Congress police attrition” and “new positions in financial management, security service, information system and facilities management.”¹⁹

Administrative Issues. Both the House and Senate reports address the merger of the U.S. Capitol Police and Library of Congress Police, an issue which has been addressed in hearings in both chambers this session. Language requiring the merger was contained in the FY2003 Consolidated Appropriations Resolution.²⁰ A separate bill implementing the merger, H.R. 3690, was introduced in the House on September 27, 2007. The House Administration Committee held a markup and ordered the bill reported on November 7, 2007.

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

¹⁸ *Justification of Budget Estimates*, U.S. Congress, House Committee on Appropriations, Subcommittee on the Legislative Branch, *Legislative Branch Appropriations for 2008*, hearings, part 1, 110th Cong., 1st sess., (Washington: GPO, 2007), p. 229.

¹⁹ U.S. Congress, Senate Committee on Appropriations, *Legislative Branch Appropriations, 2008*, report to accompany S. 1686, 110th Cong., 1st sess., S.Rept. 110-89 (Washington: GPO, 2007), p. 25.

²⁰ P.L. 108-7; February 20, 2003; 117 Stat. 362-364.

buildings and grounds, but appropriations for their expenses are not contained in the legislative branch appropriations bill.

Overall Funding Levels. 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. The Architect's requested new budget authority of \$481.7 million represents an increase of \$81.8 million (20%).

The House-passed bill (H.R. 2771) provides \$348.38 million (not including Senate items) in new budget authority. The Senate bill (S. 1686), as reported from the Committee on Appropriations, provides \$352.5 million (not including House items).

Capitol Visitor Center (CVC).²¹ 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. The House-passed bill contains \$27.5 million in new budget authority for the CVC, while the Senate-reported bill contains \$28.75 million in new budget authority.

Capitol Power Plant Utility Tunnels. The condition of the Capitol Power Plant utility tunnels, and the funds necessary to repair them, have been of interest to appropriators during the FY2006, FY2007, and FY2008 appropriations cycles. The funding for repairs follows a complaint issued February 28, 2006, by the Office of Compliance regarding health and safety violations in the tunnels. The Office of Compliance had previously issued a citation due to the condition of the tunnels on December 7, 2000. On November 16, 2006, the Government Accountability Office (GAO) wrote a letter to the Chair and Ranking Minority Members of the Senate Committee on Appropriations, Subcommittee on the Legislative Branch, and the House Committee on Appropriations, examining the conditions of the tunnels, plans for improving conditions, and efforts to address workers' concerns.²² Potential hazards identified by the Office of Compliance and GAO include excessive heat, asbestos, falling concrete, lack of adequate egress, and insufficient communication systems. In May, the Architect of the Capitol and the Office of Compliance announced a settlement agreement for the complaint and citations.

Actions necessary to remedy the situation, as well as the actions and roles of the Architect of the Capitol and the Office of Compliance, have been discussed at multiple hearings of the House and Senate Appropriations Committees in 2006 and 2007. Most recently, the House Appropriations Committee held a hearing on August

²¹ For additional information on the Capitol Visitor Center, see CRS Report RL31121, *The Capitol Visitor Center: An Overview*, by Stephen W. Stathis.

²² U.S. Government Accountability Office, *Capitol Power Plant Utility Tunnels*, GAO-07-227R, Nov. 16, 2006, available at [<http://www.gao.gov/new.items/d07227r.pdf>].

1, 2007. Other committees have also expressed concern about the utility tunnels and allegations of unsafe working conditions. For example, the Senate Committee on Health, Education, Labor and Pensions, Subcommittee on Employment and Workplace Safety, heard testimony on tunnel safety during a March 1, 2007, hearing on the effects of asbestos.

Following the complaint by the Office of Compliance, Congress provided \$27.6 million in FY2006 emergency supplemental appropriations to the Architect of the Capitol for Capitol Power Plant repairs,²³ and an additional \$50 million was provided in emergency supplemental appropriations for FY2007.²⁴ The Architect of the Capitol had requested \$24.77 million for FY2008.²⁵ This request, which was submitted prior to the provision of funds in the May 2007 emergency supplemental appropriations act, was not supported by either the House or Senate Appropriations Committee.²⁶

Administrative Provisions. Both the House-passed and the Senate-reported bills contain language establishing a statutory Office of the Inspector General within the Architect's office. The House-passed bill also includes language designating the main hall of the CVC "Emancipation Hall."

Separate legislation changing the name has also been introduced in the Senate (S. 1679) on June 21, 2007, and in the House (H.R. 3315) on August 2, 2007. The Subcommittee on Economic Development, Public Buildings and Emergency Management of the House Committee on Transportation and Infrastructure held a hearing on the House bill on September 25, 2007. The bill was reported by the committee, before being considered in the House under suspension of the rules, where it was agreed to by a vote of 398-6 on November 13, 2007.²⁷ The Senate passed its bill renaming the space by unanimous consent on November 15, 2007.²⁸

²³ P.L. 109-234; June 15, 2006; 120 Stat. 48. The funding was included as an amendment (S.Amdt. 3701) offered during Senate floor consideration of H.R. 4939, the emergency supplemental appropriations bill. The amendment was agreed to in the Senate by voice vote on April 27, 2006. The language was retained by conferees, whose report was agreed to by the House on June 13, and the Senate on June 15, 2006.

²⁴ P.L. 110-28; May 25, 2007; 121 Stat. 112.

²⁵ *Justification of Budget Estimates*, U.S. Congress, House Committee on Appropriations, Subcommittee on the Legislative Branch, Legislative Branch Appropriations for 2008, hearings, part 1, 110th Cong., 1st sess., (Washington: GPO, 2007), p. 521.

²⁶ U.S. Congress, Senate Committee on Appropriations, *Legislative Branch Appropriations, 2008*, report to accompany S. 1686, 110th Cong., 1st sess., S.Rept. 110-89 (Washington: GPO, 2007), p. 30; U.S. Congress, House Committee on Appropriations, *Legislative Branch Appropriations, 2008*, report to accompany H.R. 2771, 110th Cong., 1st sess., H.Rept. 110-198 (Washington: GPO, 2007), p. 20.

²⁷ *Congressional Record*, daily edition, vol. 153, Nov. 13, 2007, pp. H13529-H13535, and Roll call no. 1082, pp. H13822-H13823.

²⁸ *Congressional Record*, daily edition, vol. 153, Nov. 15, 2007, p. S14568.

House of Representatives

Overall Funding. For its internal operations, the House requested \$1.2 billion, an increase of 8.5% from FY2007 levels. The House-passed bill provides \$1.199 billion in new budget authority.

House Committee Funding. Funding for House committees, for which \$156.8 million is requested and \$162.8 million was agreed to by the House, is contained in the appropriation heading “committee employees,” which comprises two subheadings.²⁹

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 FY2008 request of \$129.7 million, an increase of 4.2%, includes funds for investigations. The House-passed bill provides \$133 million in new budget authority for this subheading.

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. The House-passed bill contains \$29.8 million in new budget authority.

Senate

Overall Funding. The Senate’s request of \$893.3 million for its internal operations reflects an increase of 11% over the prior year funding level.³⁰

Senate Committee Funding. Appropriations for Senate committees are contained in two accounts:³¹

- 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 \$129 million recommended (a 6.9% increase); and
- the *Committee on Appropriations account*, for which \$14.9 million is requested (an increase of 7.5%) and \$14.6 recommended (an increase of 5.2%).

²⁹ For additional information on committee funding, see CRS Report RS22616, *House Committee Funding, 110th Congress*, by R. Eric Petersen.

³⁰ Figure includes the revised budget requests transmitted by the President on June 8, 2007.

³¹ 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.

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%) over its FY2007 funding, 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. The House-passed bill contains \$37.8 million, and the Senate-reported bill recommends \$38.5 million.

The Senate report states that the committee “has included \$538,000 for CBO to expand its ability to assist the Congress in identifying and analyzing potential ways to address projected growth in health care spending”; and the House Appropriations Committee, in its report, stated that its recommendation provides for one additional full-time equivalent employee (FTE) in this area.³²

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 budget.³³ 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 House-passed bill contains \$572.5 million for the Library of Congress. The Senate-reported bill proposes \$576.9 million in new budget authority.

³² U.S. Congress, Senate Committee on Appropriations, *Legislative Branch Appropriations, 2008*, report to accompany S. 1686, 110th Cong., 1st sess., S.Rept. 110-89 (Washington: GPO, 2007), p. 26; U.S. Congress, House Committee on Appropriations, *Legislative Branch Appropriations, 2008*, report to accompany H.R. 2771, 110th Cong., 1st sess., H.Rept. 110-198 (Washington: GPO, 2007), p. 16.

³³ Testimony of Peter R. Orszag, Director of the Congressional Budget Office, U.S. Congress, House Committee on Appropriations, Subcommittee on the Legislative Branch, *Legislative Branch Appropriations for 2008*, hearings, part 3, 110th Cong., 1st sess., Apr. 26, 2007 (Washington: GPO, 2007), p 359.

The Library had 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.³⁴ Most of the increase, \$45.9 million, was requested to meet mandatory pay and price level increases to maintain current services. Also included in the request is \$28.1 million in program increases. The request would support a staff level of 4,244 FTEs, a net decrease of 58 FTEs from the FY2007 level of 4,302.³⁵

FY2008 new budget authorities for the Library's accounts are

- salaries and expenses — \$394.65 million in the House-passed bill; \$401.5 million in the Senate-reported bill; and \$461.1 million requested (not including authority to spend \$6.35 million in receipts);
- Copyright Office — \$5.6 million (not including authority to spend \$44.2 million in receipts) in the House-passed bill; \$4.9 million in the Senate-reported bill (not including authority to spend \$45.2 million in receipts); and \$16.2 million requested (not including authority to spend \$35.4 million in receipts);
- Congressional Research Service — \$104.5 million in the House-passed bill; \$102.9 million in the Senate-reported bill; and \$108.7 million requested; and
- Books for the Blind and Physically Handicapped — \$67.7 million in the House-passed bill; \$67.7 million in the Senate-reported bill; and \$75.6 million requested.

The total request included \$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. The House-passed bill contains \$31.6 million in new budget authority and does not provide for the construction of the Ft. Meade Logistics Center. The Senate-reported bill recommends \$28.06 million in new budget authority 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

³⁴ An example of receipts are fees paid to the LOC for copyright registration.

³⁵ Submitted 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, part 2, 110th Cong., 1st sess., March 22, 2007 (Washington: GPO, 2007), p. 442.

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. The House-passed bill contains \$104.5 million in new budget authority and the Senate-reported bill recommends \$102.89 million.

Government Accountability Office (GAO). GAO works for Congress by responding to requests for studies of federal government programs and expenditures. GAO may also initiate its own work.³⁶ Formerly the General Accounting Office, the agency was renamed the Government Accountability Office effective July 7, 2004.

GAO requested \$522.8 million in new budget authority for FY2008. 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.³⁷

The House-passed bill contains \$503.3 million in new budget authority for GAO (not including authority to use \$7.5 million in offsetting collections),³⁸ an increase of 4.6% over FY2007 funding. GAO had requested \$522.8 million. The House Appropriations Committee, in its report, states that this amount provides for 3,217 FTEs, an increase of 57 FTEs above the current levels.³⁹ The Senate-reported bill recommends \$510.3 million in new budget authority. The Senate Appropriations Committee, in its report, states that this amount will allow for 3,221 FTEs and "recommends \$750,000 and four full-time equivalent employees to establish a permanent technology assessment function in the Government Accountability Office."⁴⁰

³⁶ GAO's guidelines for initiating studies are contained in: U.S. Government Accountability Office, *GAO's Congressional Protocols*, GAO-04-310G (Washington: GAO, 2004). Posted on the website of the Government Accountability Office at [<http://www.gao.gov/special.pubs/d04310g.pdf>].

³⁷ Submitted testimony of David M. Walker, Comptroller General of the United States, U.S. Congress, House Committee on Appropriations, Subcommittee on the Legislative Branch, *Legislative Branch Appropriations for 2008*, hearings, part 3, 110th Cong., 1st sess., Apr. 19, 2007 (Washington: GPO, 2007), p. 198.

³⁸ Offsetting collections are derived from rent income and reimbursable audit work.

³⁹ U.S. Congress, House Committee on Appropriations, *Legislative Branch Appropriations, 2008*, report to accompany H.R. 2771, 110th Cong., 1st sess., H.Rept. 110-198 (Washington: GPO, 2007), p. 29.

⁴⁰ U.S. Congress, Senate Committee on Appropriations, *Legislative Branch Appropriations*, (continued...)

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 agency.⁴¹ The implementation of GAO's pay plan system also has been an area of interest to Congress in FY2007.

Government Printing Office (GPO). GPO had requested \$181.98 million, or an increase of 49% over the \$122.1 million made available for FY2007. The House Committee on Appropriations, in its report, expressed its concern about possible security lapses at the GPO facilities and required a report on security staffing plans.

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 — \$87.89 recommended by the House Appropriations Committee and reduced by \$3.2 million through an amendment adopted on the Houses floor; \$95.37 recommended by the Senate Appropriations Committee; and \$109.5 million requested;
- Office of Superintendent of Documents (salaries and expenses) — \$35.4 million in the House-passed bill; \$38.2 million in the Senate-reported bill; and \$45.6 million requested; and
- revolving fund — \$2.45 million in the House-passed bill; \$5 million recommended by the Senate Appropriations Committee; and \$26.8 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, 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.

⁴⁰ (...continued)

2008, report to accompany S. 1686, 110th Cong., 1st sess., S.Rept. 110-89 (Washington: GPO, 2007), p. 42.

⁴¹ 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).

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.⁴² The House committee report stated that the recommended level of \$2.45 million will provide funds for elevator repairs, the GPO fire alarm systems, and workforce retraining.⁴³ The Senate committee report stated that the recommended level of \$5 million would support "Release 2 of the 'Future Digital System' [FDSys]."⁴⁴

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.⁴⁵ 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.

⁴² 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).

⁴³ U.S. Congress, House Committee on Appropriations, *Legislative Branch Appropriations, 2008*, report to accompany H.R. 2771, 110th Cong., 1st sess., H.Rept. 110-198 (Washington: GPO, 2007), p. 29.

⁴⁴ U.S. Congress, Senate Committee on Appropriations, *Legislative Branch Appropriations, 2008*, report to accompany S. 1686, 110th Cong., 1st sess., S.Rept. 110-89 (Washington: GPO, 2007), p. 42.

⁴⁵ 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, which reported it favorably on September 26, 2007.

3).⁴⁶ The act applies business and federal government employment and workplace safety laws to Congress and certain legislative branch entities.⁴⁷

The House-passed bill (H.R. 2771) provides for \$3.8 million, an increase of nearly 23% over the \$3.1 million made available in FY2007. The Senate-reported bill (S. 1686) also provides \$3.8 million in new budget authority for this office.

The Office of Compliance had requested \$4.1 million. In her prepared testimony, Tamara E. Chrisler, the acting executive director, stated that \$280,000 of the requested increase is proposed for the office's required monitoring of asbestos abatement in the Capitol Power Plant utility tunnels.⁴⁸

The House-passed bill contains language concerning lump-sum payments to reward exceptional performance and authorizes an employee training and development program. The House bill also contains a provision requiring legislative agencies to reimburse the Treasury, from existing funds, for the payment of an award or settlement under the Congressional Accountability Act. Since the passage of the act in 1995, "only funds which are appropriated to an account of the Office in the Treasury of the United States for the payment of awards and settlements may be used for the payment of awards and settlements."⁴⁹ In response to a question for the record posed during the House Appropriations Committee hearing on the budget request of the Office of Compliance, the Office provided a list of amounts paid on behalf of each legislative branch agency from this account since FY1997, and indicated that the total equals slightly less than \$7.5 million.⁵⁰ In its report, the House Appropriations Committee stated its belief that the administrative provision "will enhance accountability, encourage issues to be solved at a lower level, encourage work place fairness, and require periodic training of managers regarding their

⁴⁶ 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.

⁴⁷ 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.

⁴⁸ 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, part 3, 110th Cong., 1st sess., Apr. 26, 2007 (Washington: GPO, 2007), p. 379.

⁴⁹ Congressional Accountability Act, P.L. 104-1, Jan. 23, 1995, 109 Stat. 38; 2 U.S.C. 1415.

⁵⁰ U.S. Congress, House Committee on Appropriations, Subcommittee on the Legislative Branch, *Legislative Branch Appropriations for 2008*, hearings, part 3, 110th Cong., 1st sess. (Washington: GPO, 2007), p. 400.

responsibility under the Congressional Accountability Act.”⁵¹ The Senate-reported bill does not contain this provision.

The Senate-reported bill includes language that would allow an employee of the Office of Compliance to be appointed to the positions of Executive Director or General Counsel and it would authorize an increase in the statutory pay cap for these positions. Under current law, these positions may not be held by most individuals who have held positions within the legislative branch during the previous four years.⁵² This provision precludes certain promotions from within the office, for example, from deputy executive director to executive director. In a statement, the office’s Board of Directors indicated that “since the Board could be actively contemplating such a promotion, we have an immediate interest in changing the prohibitive section of the CAA.”⁵³ The support of the Board for language permitting internal promotions was voiced at the Senate budget request hearing on March 16, 2007, by Barbara Camens, who represented the Board.⁵⁴ Separate legislation permitting individuals who have served as employees of the Office of Compliance to serve in appointed positions in the office was introduced in the House on September 18, 2007. The House agreed to the bill, H.R. 3571, by voice vote on October 2, 2007.

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 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.

Following discussion at both the subcommittee and full committee levels regarding the funding and location of this program, the House Appropriations Committee recommended \$6 million for Open World. The committee report states

⁵¹ U.S. Congress, House Committee on Appropriations, *Legislative Branch Appropriations, 2008*, report to accompany H.R. 2771, 110th Cong., 1st sess., H.Rept. 110-198 (Washington: GPO, 2007), p. 16.

⁵² P.L. 104-1, 109 Stat. 26, Jan. 23, 1995; 2 U.S.C. 1381(d)(2) and 1382.

⁵³ Statement of Board of Directors, Office of Compliance [March 16, 2007].

⁵⁴ Testimony of Barbara L. Camens, Member, Board of Directors of the Office of Compliance, 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).

that an additional \$6 million would be provided for transfer to the program in the FY2008 State, Foreign Operations, and Related Programs appropriation. The House-passed bill, which retained the committee-recommended funding level, also contains an administrative provision transferring the Open World Leadership Center to the Department of State effective October 1, 2008.

The Senate-reported bill provides \$13.5 million in new budget authority for Open World.

Open World had requested \$14.4 million for FY2007. The request 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 House-passed bill and the Senate-reported bill both provide \$430,000 for the center, which is equal to the FY2008 request and the same as provided in FY2007.

Table 3. Legislative Branch Appropriations, FY2008

(in thousands of dollars)

Entity	FY2007 Enacted ^a	FY2008 Request ^j	FY2008 House-Passed Bill (H.R. 2771)	FY2008 Senate-Reported Bill (S. 1686)	FY2008 Conference
Title 1: Legislative Branch Appropriations					
Senate	803,514	893,335 ^j	— ^d	842,031	
House of Representatives	1,144,486 ^a	1,235,042	1,198,560	— ^g	
Joint Items	24,155	27,540 ^{ik}	21,112 ^k	25,778 ^k	
Capitol Police ^b	265,635 ^a	299,070	286,000	284,000	
Office of Compliance	3,103	4,106	3,806	3,806	
Congressional Budget Office	35,204	37,972	37,805	38,510	
Architect of the Capitol	449,917 ^a	481,709	348,380 ^e	352,534 ^h	
Library of Congress, Including CRS	508,760 ^a	661,616	572,512	576,949	
Congressional Research Service, Lib. of Cong.	(100,786)	(108,702)	(104,518)	(102,892)	
Government Printing Office	122,050	181,979	122,576 ^l	138,596	
Government Accountability Office	481,070 ^a	522,804 ^j	503,328	510,320	
Open World Leadership Center ^c	13,860	14,400	6,000	13,500	
Stennis Center for Public Service	430	430	430	430	
Title II: General Provisions	0	0	0	0	
Total Legislative Branch (Titles I and II)	3,852,184	4,360,003	3,100,509^f	2,786,454ⁱ	

Source: House Committee on Appropriations, the *U.S. Budget*, H.Rept. 110-198, and S.Rept. 110-89.

- a. FY2007 funds are contained in P.L. 110-5, the Revised Continuing Appropriations Resolution, 2007 and P.L. 110-28, the U.S. Troop Readiness, Veterans' Care, Katrina Recovery, and Iraq Accountability Appropriations Act, 2007. Library of Congress total includes the \$49.55 million rescission included in P.L.110-5.
- 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. The Senate does not consider appropriations for internal House operations.
- h. This figure will not contain 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. The House determines funding levels of these two accounts.
- i. This figure will not contain 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. The House determines funding levels of these two accounts.
- j. Budget requests include revised figures contained in the President's letter of June 8, 2007.
- k. The Senate has considered a request for and proposed \$1.25 million in budget authority for the Joint Congressional Committee on Inaugural Ceremonies, while the House-passed bill has not specifically designated funding for this purpose in its bill.
- l. The House Appropriations Committee had recommended \$125.776 million for the Government Printing Office (GPO). A vote on the House floor reduced the budget authority for the Congressional Printing and Binding component of GPO's overall budget authority, and H.R. 2771, as referred to the Senate, states that the appropriation for Congressional Printing and Binding is "\$87,892,000 (reduced by \$3,200,000)."

Table 4. Capitol Police Appropriations, FY2008
(in thousands of dollars)

Accounts	FY2007 Enacted^a	FY2008 Requested^b	FY2008 House Passed Bill (H.R. 2771)	FY2008 Senate Reported Bill (S. 1686)	FY2008 Conference
Salaries, Capitol Police	217,135	—	224,500	225,930	
General Expenses	38,500	—	61,500	58,070	
Emergency Appropriations	10,000	—	—	—	
Total, Capitol Police	265,635	299,070	286,000	284,000	

Source: House Committee on Appropriations, the *U.S. Budget*, H.Rept. 110-198, and S.Rept. 110-89.

a. FY2007 funds are contained in P.L. 110-5, the Revised Continuing Appropriations Resolution, 2007 and P.L. 110-28, the U.S. Troop Readiness, Veterans' Care, Katrina Recovery, and Iraq Accountability Appropriations Act, 2007.

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 ^f	FY2008 House-Passed Bill (H.R. 2771)	FY2008 Senate-Reported Bill (S. 1686)	FY2008 Conference
Architect of the Capitol					
General administration	77,128	87,714	81,733	81,584	
Capitol building	23,886	29,480	24,567	25,247	
Capitol Grounds	7,577	10,225	9,310	9,915	
Senate office buildings	67,202	87,248	— ^b	71,048	
House office buildings	59,896	50,621	66,151	— ^d	
Capitol power plant P.L. 110-5 Emergency Appropriations	123,313 (73,313) (50,000)	111,226	83,017	83,447	
Library buildings and grounds	27,692	42,788	31,638	28,061	
Capitol Police buildings and grounds	11,768	18,816	16,109	15,116	
Botanic garden	7,697	9,707	8,310	9,363	
Capitol Visitor Center	43,758	33,884	27,545	28,753	
Project - Cost to complete		(20,000)	(20,000)		
Operations		(13,884)	(7,545)		
Total, Architect of the Capitol	449,917	481,709	348,380^c	352,534^e	

Source: House Committee on Appropriations, the *U.S. Budget*, H.Rept. 110-198, and Senate Report 110-89.

- a. FY2007 funds are contained in P.L. 110-5, the Revised Continuing Appropriations Resolution, 2007 and P.L. 110-28, the U.S. Troop Readiness, Veterans' Care, Katrina Recovery, and Iraq Accountability Appropriations Act, 2007.
- 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.
- f. Budget requests include revised figures contained in the President's letter of June 8, 2007.

Table 6. Senate Appropriations, FY2008
(in thousands of dollars)

Accounts^a	FY2007 Enacted^d	FY2008 Request^e	FY2008 House (H.R. 2771)	FY2008 Senate- Reported Bill (S. 1686)	FY2008 Conference
Payments — Heirs of Deceased Members of Congress	0	0	—	165	
Expense Allowances and Representation	225	225	—	225	
Salaries, Officers, and Employees	148,512	166,651	—	160,296	
Office of Legislative Counsel	5,491	6,280	—	6,280	
Office of Legal Counsel	1,317	1,439	—	1,439	
Expense Allowances for Secretary of Senate, et al.	24	24	—	24	
Contingent Expenses (subtotal)	647,945	718,716	—	673,602	
Inquiries and Investigations	120,692	138,644	—	129,000	
Senate Intl. Narcotics Caucus	520	520	—	520	
Secretary of the Senate ^b	1,980	2,000	—	2,000	
Sergeant at Arms/Doorkeeper ^c	142,000	162,450	—	145,189	
Miscellaneous Items	17,000	18,737	—	17,528	
Senators' Official Personnel and Office Expense Account	365,453	396,065	—	379,065	
Official Mail Costs	300	300	—	300	
Total, Senate	803,514	893,335	—	842,031	

Source: House Committee on Appropriations, the *U.S. Budget*, revised FY2008 requests, and S.Rept. 110-89.

- 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.
- e. Budget requests include revised figures contained in the President's letter of June 8, 2007.

Table 7. House of Representatives Appropriations, FY2008
(in thousands of dollars)

Accounts ^a	FY2007 Enacted ^b	FY2008 Request	FY2008 House-Passed Bill (H.R. 2771)	FY2008 Senate (S. 1686)	FY2008 Conference
Payments — Heirs of Deceased Members of Congress	330	0	0	—	
Salaries and Expenses, Total	1,144,486	1,235,042	1,198,560	—	
House Leadership Offices	22,822	23,648	23,648	—	
Members' Representational Allowances^c	554,716	610,616	581,000	—	
Committee Employees (subtotal)^d	150,272	156,775	162,800	—	
Standing Committees, Special and Select, except Appropriations	124,406	129,662	133,000	—	
Appropriations Committee	25,866	27,113	29,800	—	
Salaries, Officers, and Employees (subtotal)	156,147	174,382	169,393	—	
Office of the Clerk	21,676	22,881	22,881	—	
Office of the Sergeant at Arms	6,295	7,024	7,024	—	
Office of Chief Administrative Officer	106,064	120,612	116,891	—	
Office of Inspector General	4,016	4,457	4,457	—	
Office for Emergency Planning, Preparedness, and Operations	4,010	4,242	3,111	—	
Office of General Counsel	968	1,202	1,202	—	
Office of the Chaplain	163	166	166	—	
Office of the Parliamentarian	1,778	1,828	1,828	—	
Office of the Law Revision Counsel	2,472	3,046	3,046	—	

Accounts ^a	FY2007 Enacted ^b	FY2008 Request	FY2008 House-Passed Bill (H.R. 2771)	FY2008 Senate (S. 1686)	FY2008 Conference
Office of the Legislative Counsel	7,025	7,406	7,406	—	
Office of Interparliamentary Affairs	724	752	752	—	
Other Authorized Employees: Technical Assistants, Office of Attending Physician	548	170	170	—	
Office of Historian	408	596	459	—	
Allowances and Expenses (subtotal)	260,199	269,621	261,719	—	
Supplies, Materials, Administrative Costs and Federal Tort Claims	4,704	3,688	3,688	—	
Official Mail for committees, leadership, administrative and legislative offices	410	410	410	—	
Government Contributions	226,904	239,447	237,410	—	
Capitol Visitor Center	3,410	2,308	2,308	—	
Business Continuity and Disaster Recovery Emergency Appropriations	17,631 6,437	23,065	17,200	—	
Miscellaneous Items	703	703	703	—	
House of Representatives, Total	1,144,486	1,235,042	1,198,560	—	

Sources: House Committee on Appropriations, the *U.S. Budget*, and H.Rept. 110-198

- 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 and P.L. 110-28, the U.S. Troop Readiness, Veterans' Care, Katrina Recovery, and Iraq Accountability Appropriations Act, 2007.
- 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/>]