



Legislative Branch: FY2012 Appropriations

(name redacted)

Specialist on the Congress

January 31, 2012

Congressional Research Service

7-....

www.crs.gov

R41870

CRS Report for Congress

Prepared for Members and Committees of Congress

Summary

The legislative branch appropriations bill provides funding for the Senate; House of Representatives; Joint Items; Capitol Police; Office of Compliance; Congressional Budget Office; Architect of the Capitol; Library of Congress, including the Congressional Research Service; Government Printing Office; Government Accountability Office; and Open World.

The legislative branch budget request of \$4.857 billion, which is included in the President's budget, was submitted on February 14, 2011. This represents an approximately 7% increase over funds provided for FY2011, although the request was submitted prior to the enactment of the FY2011 appropriations act. The FY2011 act (P.L. 112-10, enacted on April 11, 2011) provided \$4.54 billion for legislative branch activities, which represented a decrease of nearly 3% from the \$4.66 billion provided for FY2010.

The House Appropriations Committee Subcommittee on the Legislative Branch held a markup on July 7, 2011, which was followed by a full committee markup on July 13. The full committee ordered reported a \$3.3 billion bill, H.R. 2551 (H.Rept. 112-148). This total represents a \$227 million, or 6.4%, reduction from the FY2011 level. The House agreed to a rule for consideration of the bill (H.Res. 359) on July 21, 2011. The House passed the bill, as amended, on July 22 (Roll no. 629, 252-159).

The Senate Appropriations Committee, by a vote of 28-2, ordered H.R. 2551 reported with amendments on September 15, 2011.

No further action was taken on H.R. 2551. The legislative branch operated under a series of continuing resolutions until the enactment of P.L. 112-74, the FY2012 Consolidated Appropriations Act, on December 23, 2011. Division G of that act provided \$4.3 billion for legislative branch activities for FY2012.

The Subcommittees on the Legislative Branch of the House and Senate Appropriations Committees both held hearings during which Members considered the FY2011 legislative branch requests. Among issues that were considered during hearings were the following:

- the potential for flat or reduced funding levels, including the effect on agency operations, plans for various budget scenarios, and potential efficiencies;
- security plans and costs, especially for Members and district offices;
- the role of the Government Printing Office in the digital age; and
- status of current Architect of the Capitol projects and timing of renovations.

Previously, P.L. 111-68 (enacted October 1, 2009) provided \$4.656 billion for FY2010. The FY2010 Supplemental Appropriations Act (P.L. 111-212) provided an additional \$12.96 million for the Capitol Police. The FY2009 Omnibus Appropriations Act (P.L. 111-8, enacted on March 11, 2009) provided \$4.4 billion for the legislative branch. In FY2009, the American Recovery and Reinvestment Act of 2009 (P.L. 111-5) provided an additional \$25 million for the Government Accountability Office, and the FY2009 Supplemental Appropriations Act (P.L. 111-32) provided \$71.6 million for the Capitol Police and \$2 million for the Congressional Budget Office.

Contents

Most Recent Developments	1
FY2011 Continuing Resolution, Related Actions, and Prior Year Funding	1
Status of FY2012 Appropriations	3
Action on the FY2012 Legislative Branch Appropriations Bill	3
Submission of FY2012 Budget Request on February 14, 2011	3
Senate and House Hearings on the FY2012 Budget	4
House Consideration of the FY2012 Bill	4
Senate Consideration of the FY2012 Bill	7
FY2012 Legislative Branch Funding Issues	7
Senate	7
Overall Funding	7
Senate Committee Funding	7
Senators' Official Personnel and Office Expense Account	8
House of Representatives	8
Overall Funding	8
House Committee Funding	9
Members' Representational Allowance	9
Support Agency Funding	10
U.S. Capitol Police	10
Architect of the Capitol	11
Congressional Budget Office (CBO)	12
Library of Congress (LOC)	13
Government Accountability Office (GAO)	16
Government Printing Office (GPO)	16
Office of Compliance	18
Open World Leadership Center	19
John C. Stennis Center for Public Service Training and Development	20
For Additional Reading	26
CRS Reports	26
Selected Websites	26

Tables

Table 1. Legislative Branch Appropriations, FY2000-FY2011	2
Table 2. Status of Legislative Branch Appropriations, FY2012	3
Table 3. Dates of House and Senate Hearings on Legislative Branch Requests	4
Table 4. Legislative Branch Appropriations	21
Table 5. Senate Appropriations	22
Table 6. House of Representatives Appropriations	23
Table 7. Capitol Police Appropriations	25
Table 8. Architect of the Capitol Appropriations	25

Contacts

Author Contact Information.....	26
Key Policy Staff.....	26

Most Recent Developments

Although the House passed and the Senate Appropriations Committee reported a separate legislative branch appropriations bill (H.R. 2551), no further action was taken before the beginning of FY2012. From October 1, 2011, until December 23, 2011, the legislative branch operated on a series of continuing appropriations resolutions (P.L. 112-33, through October 4; P.L. 112-36, through November 18; P.L. 112-55, through December 16; P.L. 112-67, through December 17; and P.L. 112-68, through December 23).

Division G of the FY2012 Consolidated Appropriations Act (H.R. 2055, P.L. 112-74), which was enacted on December 23, 2011, provided \$4.307 billion in discretionary funding for the legislative branch. This level is \$236.9 million (5.2%) below the FY2011 enacted level and \$549.6 million (11.3%) below the request. The legislative branch represents approximately 0.4% of the total discretionary appropriations provided in this act.

FY2011 Continuing Resolution, Related Actions, and Prior Year Funding

The Department of Defense and Full-Year Continuing Appropriations Act, 2011 (P.L. 112-10) provided \$4.54 billion for legislative branch activities for FY2011. This act continued funding and language contained in the FY2010 Legislative Branch Appropriations Act (P.L. 111-68), unless otherwise specified, and included an across-the-board rescission of 0.2%. The FY2011 level represented a decrease of nearly 3% from the \$4.66 billion provided for FY2010.

From October 1, 2010, until the enactment of this legislation on April 11, 2011, the legislative branch operated on continuing resolutions. These continuing resolutions included P.L. 111-242 (through December 3, 2010), P.L. 111-290 (through December 18, 2010), P.L. 111-317 (through December 21, 2010), P.L. 111-322 (through March 4, 2011), P.L. 112-4 (through March 18, 2011) and P.L. 112-6 (through April 8, 2011).

Additionally, both the House and Senate adopted language in the 112th Congress affecting spending within each chamber. H.Res. 22, adopted by the House on January 6, 2011, reduces the authorized amounts for the Members' Representational Allowances, House leadership offices, and all committees except the Committee on Appropriations by 5%, with a 9% reduction for the Committee on Appropriations. An amendment (S.Amdt. 182) offered by Senator Nelson (NE) to S. 493, the Small Business Innovation Research/Small Business Technology Transfer Reauthorization Act of 2011, stated, "It is the sense of the Senate, that it should lead by example and reduce the budget of the Senate by at least 5 percent." The amendment was adopted on March 16, 2011. No further action on this bill occurred as of the date of this report. Section 1902 of P.L. 112-10 also contained language reducing allowances for Senators' offices by 5%.

Previously, the FY2010 Legislative Branch Appropriations Act (P.L. 111-68) provided \$4.66 billion for FY2010 legislative branch operations, and the FY2009 Omnibus Appropriations Act provided \$4.40 billion.¹ In FY2009, an additional \$25 million was provided for the Government

¹ **Table 4** presents information on FY2011 and FY2012 appropriations for the legislative branch.

Accountability Office (GAO) in the American Recovery and Reinvestment Act of 2009.² P.L. 111-32, the FY2009 Supplemental Appropriations Act, also contained funding for the police radio system (\$71.6 million) and Congressional Budget Office (\$2 million).³

Table 1. Legislative Branch Appropriations, FY2000-FY2011

(budget authority in billions of dollars)

2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
2.486 ^a	2.730 ^b	3.252 ^c	3.461 ^d	3.528 ^e	3.640 ^f	3.793 ^g	3.852 ^h	3.970	4.501 ⁱ	4.669 ^j	4.543 ^k

Source: Congressional Research Service.

Notes: These figures represent current dollars, exclude permanent budget authorities, and contain supplementals and rescissions. Permanent budget authorities, including funding for Member pay, are not included in the annual legislative branch appropriations bill but are automatically funded each year.

- a. 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.
- b. 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 October 30, 2000. The second legislative branch appropriations bill, H.R. 5657, was introduced December 14, 2000, and incorporated in P.L. 106-554. This figure does not reflect any terrorism supplemental funds released pursuant to P.L. 107-38.
- c. 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.
- d. This figure contains appropriations in P.L. 108-7, FY2003 Omnibus Appropriations Act, and supplemental appropriations in P.L. 108-11.
- e. 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.
- f. 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.
- g. 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).
- h. 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.
- i. This figure contains the appropriations in P.L. 110-161, the FY2009 Omnibus Appropriations Act, \$25 million for the legislative branch contained in the American Recovery and Reinvestment Act of 2009 (P.L. 111-5), and \$73.6 million contained in P.L. 111-32.
- j. This figure contains the appropriations in P.L. 111-68, the FY2010 Legislative Branch Appropriations Act, and the \$12.96 million in supplemental appropriations provided for the U.S. Capitol Police in P.L. 111-212.

² P.L. 111-5, February 17, 2009, 123 Stat. 191.

³ U.S. Congress, conference committee, *Making Supplemental Appropriations For The Fiscal Year Ending September 30, 2009, And For Other Purposes*, report to accompany H.R. 2346, 111th Cong., 1st sess., H.Rept. 111-151 (Washington: GPO, 2009), p. 117.

k. Does not include scorekeeping adjustment.

Status of FY2012 Appropriations

Table 2. Status of Legislative Branch Appropriations, FY2012

Committee Markup							Conference Report Approval		
House	Senate	House Report	House Passage	Senate Report	Senate Passage	Conference Report	House	Senate	Public Law
7/13/11 (H.R. 2551)	9/15/11 (H.R. 2551)	H.Rept. 112-148 (H.R. 2551)	7/22/11 (H.R. 2551)	S.Rept. 112-80 (H.R. 2551)		H.Rept. 112-331 (H.R. 2055)	12/16/2011 296-121 (H.R. 2055)	12/17/2011 67-32 (H.R. 2055)	12/23/11 (P.L. 112-74)

Source: Congressional Research Service.

Note: In recent years, the House has had a subcommittee markup, while the Senate has held a markup for the legislative branch only at the full committee level. The House subcommittee markup was held on July 7, 2011.

Action on the FY2012 Legislative Branch Appropriations Bill

Submission of FY2012 Budget Request on February 14, 2011

The *FY2012 U.S. Budget* submitted on February 14, 2011, contained a request for \$4.857 billion in new budget authority for legislative branch activities, an increase of approximately 7% from the FY2011 enacted level.⁴ This request, however, preceded the enactment of the FY2011 appropriations law on April 11, 2011, which reduced FY2011 funding by nearly 3% from the FY2010 level.

By law, the legislative branch request is submitted to the President and included in the budget without change.⁵

A substantial portion of the increase requested by legislative branch entities was to meet (1) mandatory expenses, such as increased government contributions, and (2) expenses related to increases in the costs of goods and services due to inflation.

⁴ Office of Management and Budget, *Analytical Perspectives, Budget of the United States Government, FY2012*, Table 33-1—Federal Programs by Agency and Account (Washington: GPO, 2011), pp. 2-16; and Office of Management and Budget, *Appendix, Budget of the United States Government, FY2012*, (Washington: GPO, 2011), p. 15-46.

⁵ Pursuant to 31 U.S.C. 1105, “Estimated expenditures and proposed appropriations for the legislative branch and the judicial branch to be included in each budget ... shall be submitted to the President ... and included in the budget by the President without change.” The President is to submit the proposed budget to Congress by the first Monday in February. Division C of the FY2012 Consolidated Appropriations Act (P.L. 112-74) also added language relating to budget amendments to 31 U.S.C. 1107, stating: “The President shall transmit promptly to Congress without change, proposed deficiency and supplemental appropriations submitted to the President by the legislative branch and the judicial branch.”

Senate and House Hearings on the FY2012 Budget

Table 3 lists the dates of hearings of the Legislative Branch Subcommittees in 2011.

Table 3. Dates of House and Senate Hearings on Legislative Branch Requests

	House of Representatives	Senate
Senate	—	May 12, 2011
House of Representatives	May 12, 2011	—
Capitol Police	June 2, 2011	May 12, 2011
Office of Compliance	—	March 3, 2011
Congressional Budget Office	May 11, 2011	March 17, 2011
Architect of the Capitol	March 15, 2011	March 3, 2011
Library of Congress, including the Congressional Research Service	March 11, 2011	March 31, 2011
Government Printing Office	May 11, 2011	March 17, 2011
Government Accountability Office	March 11, 2011	March 17, 2011
Open World Leadership Center	—	March 31, 2011
Members/Public Witnesses	May 11, 2011	—

Source: Congressional Research Service.

House Consideration of the FY2012 Bill

The House Appropriations Committee released a subcommittee allocation containing \$4.314 billion in new budget authority for the legislative branch for FY2012.⁶ This level is \$227 million less than the FY2011 enacted level.

The House Appropriations Committee Subcommittee on the Legislative Branch held a markup on July 7, 2011, and reported the bill to the full committee with no amendments by voice vote.

The full committee held its markup on July 13, 2011. Two amendments were adopted by voice vote, including a manager's amendment with report language related to Open World and workforce diversity, and an amendment offered by Ranking Member Honda directing the House Chief Administrative Office to review and improve contracting controls.⁷ Three amendments were rejected, including (1) an amendment offered by Representative Flake prohibiting the use of the Members' Representational Allowance for online advertising (voice vote); (2) an amendment offered by Representative Moran prohibiting the use of funds for the purchase of polystyrene products for food service facilities in the House of Representatives (Roll no. 1, 18-26);⁸ and

⁶ U.S. Congress, House, Committee on Appropriations, *Report on the Suballocation of Budget Allocations for Fiscal Year 2012*, H.Rept. 112-96 (Washington, GPO: 2011).

⁷ For text, see http://appropriations.house.gov/UploadedFiles/Amendments_to_the_Legislative_Branch_Bill_FY_2012.pdf.

⁸ U.S. Congress, House, Committee on Appropriations, *Legislative Branch Appropriations Bill, 2012*, H.Rept. 112-148 (Washington, GPO: 2011), p. 37.

(3) an amendment offered by Representative Flake to prohibit the use of the Members' Representational Allowance for certain mailings not on a Member's stationery (voice vote). The full committee ordered reported a \$3.3 billion bill with a roll call vote of 28-19⁹ (H.R. 2551, H.Rept. 112-148).¹⁰ The total funding level represents a \$227 million, or 6.4%, reduction from the FY2011 level (not including Senate items).¹¹

The House Rules Committee met on July 20, 2011, to discuss a special rule for the legislative branch appropriations bill. A total of 33 amendments were submitted, and 16 were made in order under the rule for consideration of the bill (H.Res. 359, H.Rept. 112-173).¹² The House agreed to this rule on July 21, 2011 (Roll no. 613, 239-172).

Consideration of the bill began on July 21, 2011, and continued the next day. The following 16 amendments—the most offered on the legislative branch appropriations bill since at least FY1984—¹³were considered, and 7 were adopted:

1. H.Amdt. 697, offered by Mr. Honda, to transfer Member Transition Activities funds to increase the Capitol Police fund by \$1,000,000 in order to establish a Security Fund for Members' District Office Security Upgrades, which was agreed to by voice vote.
2. H.Amdt. 698, offered by Mr. Watt, to reduce funding for the Office of Congressional Ethics by 40% (\$619,200) and transfer the funds to the Spending Reduction Account, which failed by recorded vote (102-302).¹⁴
3. H.Amdt. 699, offered by Mr. Broun, to reduce funding for the Joint Economic Committee by \$1,050,750 (25%) and transfer those dollars to the spending reduction account, which failed by voice vote.
4. H.Amdt. 700, offered by Mr. Broun, to reduce funding for the Office of Compliance to the FY2008 level (\$467,000 reduction), which failed by voice vote.
5. H.Amdt. 701, offered by Ms. Hayworth, to reduce funding for the Botanic Garden by \$632,780, which was agreed to by recorded vote (299-112).
6. H.Amdt. 702, offered by Mr. Broun, to reduce funding for the Botanic Garden to the FY2008 level (a \$3,192,000 reduction), which failed by recorded vote (153-260).

⁹ Ibid., p. 38.

¹⁰ For votes, see http://appropriations.house.gov/UploadedFiles/Full_Committee_Roll_Call_Votes_Legislative_Branch_FY_2012.pdf.

¹¹ The draft bill and report were posted on <http://appropriations.house.gov/>.

¹² The text of the amendments were posted on <http://rules.house.gov/Legislation/legislationDetails.aspx?NewsID=404>.

¹³ Based on CRS examination of "Bill Status with Amendments" data in LIS for stand-alone legislative branch appropriations bills since FY1984. During consideration of the FY1993 and FY1995 bills, 12 amendments were offered in the House, and 13 amendments were offered to the FY1989 and FY1991 bills. Less than 10 amendments were considered on the House floor for other committee-reported legislative branch appropriations bills.

¹⁴ For additional information on this office, see CRS Report R40760, *House Office of Congressional Ethics: History, Authority, and Procedures*, by (name redacted).

7. H.Amdt. 703, offered by Mr. Altmire, to restore \$1 million in funding to the Thirty-Year Mass Deacidification Program with the Library of Congress's Salaries and Expenses Account, which was agreed to by voice vote.
8. H.Amdt. 704, offered by Mr. Stutzman, to reduce the GPO funding by \$4,946,140.80 by transferring \$3,414,150.29 from GPO, Congressional Printing and Binding and \$1,531,990.51 from GPO, Office of Superintendent of Documents, to the spending reduction account, which was agreed to by recorded vote (218-194).
9. H.Amdt. 705, offered by Mr. Paulsen, to prevent the distribution of printed legislation to Member offices unless a Member requests the legislation, which was agreed to by voice vote.
10. H.Amdt. 706, offered by Mr. Paulsen, to prevent use of funds to distribute printed copies of the *Congressional Record* to Member offices, which was agreed to by voice vote.
11. H.Amdt. 707, offered by Mr. Thompson, to prohibit use of funds to purchase, acquire, install, or use any medium screw base compact fluorescent lamp or light bulb (CFL), which failed by recorded vote (130-283).
12. H.Amdt. 708, offered by Mr. Hanna, to prohibit use of funds by the Chief Administrative Officer to make any payments from any MRA for the leasing of a vehicle in an amount that exceeds \$1,000 in any month, which was agreed to by voice vote.
13. H.Amdt. 709, offered by Mr. Flake, to require all mail funded by the Members' Representational Allowance (MRA) and from funds for official mail for committees and leadership offices of the House bear the official letterhead of the Member, committee, or office involved, which failed by voice vote.
14. H.Amdt. 710, offered by Mr. Flake, to prohibit use of funds by Members, committees, and leadership for purchase of online ads that link to a website maintained by Members, committees, and leadership offices, which failed by voice vote.¹⁵
15. H.Amdt. 711, offered by Mr. Holt, to provide \$2.5 million for the congressional Office of Technology Assessment¹⁶ and reduce funding for the House Historic Buildings Revitalization Trust Fund by the same amount, which failed by recorded vote (176-235).
16. H.Amdt. 712, offered by Mr. Moran, to prohibit the use of funds for polystyrene containers in the food service facilities of the House of Representatives, which failed by recorded vote (179-234).

The House passed the bill, as amended, on July 22 (Roll no. 629, 252-159).

¹⁵ For additional information on advertisements, see the Members' Congressional Handbook, available at http://www.cha.house.gov/index.php?option=com_content&view=article&id=25&Itemid=185#Members' Handbook Comm Advertisements.

¹⁶ For additional information, see the "Technology Assessments for Congress" section of CRS Report R41214, *Legislative Branch: FY2011 Appropriations*, by (name redacted).

Senate Consideration of the FY2012 Bill

On September 8, 2011, the Senate Appropriations Committee reported a subcommittee allocation of \$4.307 billion (S.Rept. 112-76).¹⁷ The committee reported its version of H.R. 2551, as amended, on September 15, 2011, by a recorded vote of 28–2 (S.Rept. 112-80).

FY2012 Legislative Branch Funding Issues

The following sections discuss the various legislative branch accounts as well as issues discussed during the hearings on the budget requests. Although a comparison of the FY2012 requests to the FY2011 enacted levels is provided, the budget requests were submitted prior to the enactment of the FY2011 appropriations act and the funding levels for FY2011 were unknown.

Senate

Overall Funding

The FY2012 Consolidated Appropriations Act (P.L. 112-74) provides \$868.59 million for Senate operations, a decrease of \$45.56 million (-5.0%) from the \$914.15 million provided in FY2011 and \$102.95 million (-10.6%) less than the requested level of \$971.55 million.

Previously, the FY2011 level represented a reduction of \$12.01 million (-1.3%) from the FY2010 level of \$926.16 million.

FY2012 requests and FY2011 funding levels for headings within the Senate account are presented in **Table 5**.

Senate Committee Funding

Appropriations for Senate committees are contained in two accounts:¹⁸

- The *inquiries and investigations account* contains funds for all Senate committees except Appropriations. The Senate had requested \$161.3 million for inquiries and investigations, an increase of \$21.1 million from the \$140.2 million provided in FY2011 and FY2010. The Senate-reported bill and the Consolidated Appropriations Act provided \$131.3 million, a decrease of \$8.9 million.
- The *Committee on Appropriations account* contains funds for the Senate Appropriations Committee. The Senate has requested \$15.8 million, which is equal to the FY2010 and FY2011 (not including a 0.2% rescission) funding level. The Senate-reported bill would have provided \$14.9 million, a decrease of \$948,000. This level was continued in the Consolidated Appropriations Act.

¹⁷ The Senate report on *Further Revised Allocation to Subcommittees of Budget Totals for Fiscal Year 2012* (S.Rept. 112-89), issued October 20, 2011, also lists a total discretionary budget authority of \$4.307 billion.

¹⁸ For additional information on committee funding, see CRS Report R40424, *Senate Committee Expenditures Resolutions, 112th Congress, and Funding Authorizations Since 1995*, by (name redacted) and (name redacted).

Senators' Official Personnel and Office Expense Account

The Senators' Official Personnel and Office Expense Account provides each Senator with funds to administer an office. It consists of an administrative and clerical assistance allowance, a legislative assistance allowance, and an official office expense allowance. The funds may be used for any category of expenses, subject to limitations on official mail.

The Senate-reported bill would have provided \$396.2 million, a level continued in the Consolidated Appropriations Act. This level represents a decrease of \$13.0 million (-3.2%) from the FY2011 level of \$409.2 million. Nearly \$447.0 million was requested for FY2012, an increase of \$37.8 million. The proposed FY2012 decrease follows a decrease in FY2011 of \$12.8 million (-3.0%) from the FY2010 level of \$422.0 million.¹⁹

Highlights of the Senate Hearing on the FY2012 Budget of the Senate

At a hearing on May 12, 2011, the Senate subcommittee discussed the transfer of the administration of subscription services from the office of the Sergeant at Arms to the Secretary of the Senate; the Senate payroll system; the cost of administering state offices; and attempts to balance security and personnel costs.

House of Representatives

Overall Funding

The House-passed version of H.R. 2551 would have provided \$1.226 billion for FY2012, a level continued in the Consolidated Appropriations Act (P.L. 112-74). This level represents a decrease of \$85.7 million (-6.5%) from the FY2011 level of \$1.311 billion.²⁰ The House had requested \$1.334 billion, an increase of \$22.3 million (1.7%) over the FY2011 level.

FY2012 requests and FY2011 funding levels for headings in the House of Representatives account are presented in **Table 6**.

The proposed FY2012 decrease follows a decrease in FY2011 of \$57.6 million (-4.2%) from the FY2010 level of \$1.369 billion.

Additionally, as stated above, on January 6, 2011, the House agreed to H.Res. 22, which reduces the authorized amounts for the Members' Representational Allowances, House leadership offices, and all committees except the Committee on Appropriations by 5%, with a 9% reduction for the Committee on Appropriations.

¹⁹ The FY2011 act (P.L. 112-10) also contained language stating, "each Senator's official personnel and office expense allowance (including the allowance for administrative and clerical assistance, the salaries allowance for legislative assistance to Senators, as authorized by the Legislative Branch Appropriation Act, 1978 (P.L. 95-94), and the office expense allowance for each Senator's office for each State) in effect immediately before the date of enactment of this section shall be reduced by 5 percent."

²⁰ As stated above, H.Amdt. 697, which was adopted by voice vote, transferred \$1 million from transition activities to the Capitol Police for district office security upgrades.

House Committee Funding²¹

Funding for House committees is contained in the appropriation heading “committee employees,” which comprises two subheadings.

The first subheading contains funds for personnel and nonpersonnel expenses of House committees, except the Appropriations Committee, as authorized by the House in a committee expense resolution. The House-passed bill would have provided nearly \$126.0 million, a decrease of \$8.6 million from the \$134.5 million requested for FY2012 and provided for FY2011. The FY2011 level was a decrease of \$5.3 million from the \$139.9 million provided in FY2010.

The second subheading contains funds for the personnel and nonpersonnel expenses of the Committee on Appropriations. The House-passed bill would have provided \$26.7 million. The House had requested \$28.5 million, which is equivalent to the FY2011 level and a decrease of \$2.8 million from the FY2010 level of \$31.3 million.

The Consolidated Appropriations Act (P.L. 112-74) provided funding at the levels contained in the House-passed version of H.R. 2551.

Members’ Representational Allowance²²

The Members’ Representational Allowance (MRA) is available to support Members in their official and representational duties. The Consolidated Appropriations Act provides \$573.9 million, the same level as the House-passed version of H.R. 2551. This level is \$59.9 million less than the \$633.8 million requested for FY2012 and \$39.1 million less than the \$613.1 million provided in FY2011. The FY2011 level was a decrease of nearly \$47 million from the \$660.0 million provided in FY2010.

Highlights of the House Hearing on the FY2012 Budget of the House of Representatives

At a hearing on May 12, 2011, the House subcommittee discussed Member and district office security, including costs; expenses for legal services related to the Defense of Marriage Act following Attorney General Eric Holder’s February 23, 2011, letter to Speaker John Boehner regarding the President’s determination that Section 3 of this act is unconstitutional and the Speaker’s March 9, 2011, announcement that the House General Counsel was directed to initiate a legal defense of this law; greening efforts, including functions of the Architect of the Capitol and the use of Styrofoam in the House cafeteria; and the House wounded warrior program and the experiences and long-term employment prospects of its alumni.

²¹ For additional information on committee funding, CRS Report RL32794, *House Committee Funding Requests and Authorizations, 104th-112th Congresses*, by (name redacted) and (name redacted).

²² For additional information, see CRS Report R40962, *Members’ Representational Allowance: History and Usage*, by (name redacted).

Support Agency Funding

U.S. Capitol Police

The U.S. Capitol Police (USCP) are responsible for the security of the Capitol Complex including the U.S. Capitol, the House and Senate office buildings, the U.S. Botanic Garden, and the Library of Congress buildings and adjacent grounds.

The USCP had requested \$387.6 million for FY2012, an increase of \$47.5 million (14.0%). The House-reported bill would have provided \$340.1 million, the same as provided in FY2011. H.Amdt. 697 increased this amount by \$1 million, transferred from transition activities, for district office security. The Senate-reported bill would have provided \$331.4 million, a decrease of \$8.7 million (-2.6%) from the FY2011 enacted level. The Consolidated Appropriations Act provides \$340.1 million, the same level as FY2011.

The USCP FY2012 request and FY2011 funding level are also presented in **Table 7**.

Previously, the FY2010 appropriations act provided \$328.3 million and P.L. 111-212 provided an additional \$12.96 million in supplemental appropriations. The USCP had requested \$15.956 million in FY2010 supplemental appropriations.²³

Appropriations for the police are contained in two accounts—a *salaries account* and a *general expenses account*. The salaries account contains funds for the salaries of employees; overtime pay; 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; relocation of instructors for the Federal Law Enforcement Training Center; and other administrative and technical support, among other expenses. The Capitol Police requested \$299.3 million for salaries (an increase of \$22.2 million, or 8%) and \$88.3 million (an increase of \$25.3 million, or 40.1%). The House-reported bill would have continued funding at the FY2011 level, and the district office security amendment increased this amount by \$1 million. The Senate-reported bill would have provided \$276.9 million, a decrease of \$203,000 (-0.1%), for salaries and \$54.5 million, a decrease of \$8.5 million (-13.5%), for general expenses. The Consolidated Appropriations Act continues funding at the same level as FY2011 for both salaries and general expenses.

Another appropriation relating to the Capitol Police appears within the Architect of the Capitol account for Capitol Police buildings and grounds. The Capitol Police had requested \$32.3 million, an increase of \$5.4 million (19.9%), over the FY2011 enacted level of nearly \$27.0 million. The House-passed bill would have provided \$21.5 million, a decrease of \$5.5 million (-20.2%). The

²³ Letter from President Barack Obama to Speaker Nancy Pelosi, April 5, 2010, 111th Cong., 2nd sess., H.Doc. 111-104 (Washington, GPO: 2010). Available at http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=111_cong_documents&docid=f:hd104.111.pdf; and Letter from President Barack Obama to Speaker Nancy Pelosi, June 18, 2010, 111th Cong., 2nd sess., H.Doc. 111-125 (Washington, GPO: 2010). Available at http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=111_cong_documents&docid=f:hd125.111.pdf.

Senate-reported bill would have provided \$18.2 million, a decrease of \$8.7 million (-32.4%). The Consolidated Appropriations Act continues funding at the same level as FY2011.

The conference agreement also contained administrative provisions related to the waiver of erroneous payments as well as the transfer of funds between the “salaries” and “general expenses” headings. The conferees also recommended no more than 634,667 hours of overtime and added reporting requirements.

Highlights of the House and Senate Hearings on the FY2012 Budget of the U.S. Capitol Police

At a hearing on May 12, 2011, the Senate subcommittee discussed the basis of the Capitol Police request for the 2012 presidential nominating conventions; the size of the Inspector General office and the request for three additional full-time equivalents (FTEs); the status of the radio modernization project; and potential cost savings, including savings from minimizing entry doors.

On June 2, 2011, the House subcommittee discussed the activities and budget request of the Capitol Police, including determinants of the Capitol Police mission; how the Capitol Police could adjust to a funding reduction; efforts to establish safe evacuation procedures, particularly for the disabled; the role of the Capitol Police Board; the status of racial and gender discrimination complaints and the hiring of a new diversity officer; and district office security assessments.

Architect of the Capitol

The Architect of the Capitol (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 Visitor 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

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

The Architect had requested \$706.1 million, an increase of \$120.3 million (20.5%) from the FY2011 level.

The House-reported bill (H.R. 2551) would have provided \$489.6 million, not including funding for Senate office buildings. H.Amdt. 701 reduced funding for the Botanic Garden account by \$632,780.

The Senate-reported version of H.R. 2551 would have provided \$506.6 million, a decrease of \$93.8 million (-15.6%). The Senate-reported bill also included a rescission of nearly \$17.5 million from prior year unobligated balances.

The Consolidated Appropriations Act provides \$567.5 million, a decrease of 5.5% from the FY2011 enacted level of \$600.4 million (not including rescissions).

Previously, the FY2011 level (\$585.8 million, including a \$14.6 million rescission for the Capitol Visitor Center), represented a decrease of \$15.8 million (2.6%) from the \$601.6 million provided in FY2010. The Architect had requested \$754.8 million, an increase of \$153.2 million (25.5%). In FY2010, a 21.7% increase (or \$644.6 million) was requested and a 13.6% increase was provided (\$601.6 million).²⁴ In FY2009, a 55.4% increase (\$642.7 million) was requested and a 28% increase (\$529.6 million) was provided. The FY2008 budget authority represented a decrease of 8.1% from the \$449.9 million (including supplemental appropriations) provided in FY2007.

The FY2012 request and FY2011 funding level for each of the AOC accounts is presented in **Table 8**.

Highlights of the House and Senate Hearings on the FY2012 Budget of the Architect of the Capitol

At a hearing on March 3, 2011, the Senate subcommittee discussed the timing of repairs to the Capitol dome; the completion of the tunnel project, scheduled for 2012; the completion of the radio project; potential savings from a unified legislative branch financial management system; Capitol Power Plant east chiller relocation project; and how the agency would operate under various potential funding cuts.

At a hearing on March 15, 2011, the House subcommittee discussed the project prioritization process, the Capitol dome project, the Cannon revitalization project, energy consumption and savings, and repairs to the House garages.

Administrative Provisions

The Consolidated Appropriations Act contains an administrative provision directing the Architect of the Capitol to transfer amounts made available for construction projects to the Capitol Police to reimburse them for overtime expenses related to these projects. The act also contains language transferring a parcel of land from the National Park Service to the Architect of the Capitol.

Congressional Budget Office (CBO)

CBO is a nonpartisan congressional agency created to provide objective economic and budgetary analysis to Congress. CBO cost estimates are required for any measure reported by a regular or conference committee that may vary revenues or expenditures.²⁵

CBO requested \$46.9 million for FY2012, less than \$100,000 more than the \$46.8 million provided for FY2011 in P.L. 112-10. The House-passed version of H.R. 2551 would have

²⁴ Under the Capitol Visitor Center Act of 2008 (P.L. 110-437), funding for the Capitol Guide Service was transferred to the Architect of the Capitol.

²⁵ The Congressional Budget Office is required to use estimates provided by the Joint Committee on Taxation for all revenue legislation (Balanced Budget and Emergency Deficit Control Act of 1985, P.L. 99-177, §273, 99 Stat.1098, December 12, 1985; 2 U.S.C. §621 (et seq.)).

provided \$43.8 million (a decrease of nearly \$3.0 million, or -6.4%). The Senate-reported version would have provided \$44.4 million (a decrease of \$2.4 million, or -5.1%). The Consolidated Appropriations Act provides \$43.8 million, a decrease of 6.4%.

Previously, \$45.2 million was provided for FY2010, \$44.1 million was provided in the FY2009 Omnibus Appropriations Act, and \$2.0 million, to remain available through FY2010, was provided in the FY2009 Supplemental Appropriations Act (P.L. 111-32).

Administrative Provisions

CBO requested two administrative provisions for FY2012, neither of which were included in the House-passed or Senate-reported versions of H.R. 2551 or the Consolidated Appropriations Act. The requested provisions would have

1. allowed unobligated balances of expired Congressional Budget Office appropriations for FY2012 and each fiscal year to remain available until expended for information technology security projects, and
2. allowed appropriations available to the Congressional Budget Office to be used to pay the compensation of certain employees with non-immigrant visas.

Highlights of the House and Senate Hearings on the FY2012 Budget of the CBO

At the House hearing on May 11, 2011, the subcommittee discussed CBO's workload, impetus for reports, protocols for determining priorities, process for making long-term projections, and potential consequences of budget cuts on CBO operations.

At a hearing on March 17, 2011, the Senate subcommittee discussed the prioritization of cost estimates; CBO's information technology request; its use of outside specialists; and plans for a tighter budget environment.

Library of Congress (LOC)

The Library of Congress serves simultaneously as Congress's parliamentary library and the de facto national library of the United States. Its broader services to the nation include the acquisition, maintenance, and preservation of a collection of more than 147 million items²⁶ in a wide range of traditional and new media; service to the general public and scholarly and library communities; administration of U.S. copyright laws by its Copyright Office; and administration of a national program to provide reading material to the blind and physically handicapped. Its direct services to Congress include the provision of legal research and law-related services by the Law Library of Congress, and a broad range of activities by the Congressional Research Service (CRS), including in-depth and non-partisan public policy research, analysis, and legislative assistance for Members and committees and their staff; congressional staff training; information and statistics retrieval; and continuing legal education for Members of both chambers and congressional staff.

²⁶ Figure obtained from the *Annual Report of the Librarian of Congress for Fiscal Year 2010*, Library of Congress, Washington, DC, 2011. Available at <http://www.loc.gov/about/reports/annualreports/fy2010.pdf>.

The Library requested \$666.7 million, an increase of \$38.1 million (6.1%) from the FY2011 level of \$628.7 million. The House-passed version of H.R. 2551 would have provided \$575.3 million, a decrease of \$53.4 million (-8.5%). The Senate-reported version would have provided \$579.2 million, a decrease of \$49.5 million (-7.9%). The Consolidated Appropriations Act provides \$587.3 million, a decrease of \$41.3 million (-6.6%).

Previously, the FY2011 level represented a decrease of \$14.7 million (-2.3%) from the \$643.3 million provided in FY2010. The FY2010 level represented an increase of 6.0% over the FY2009 level of \$607.1 million,²⁷ and the FY2009 level represented an increase of approximately 7.8% over the \$563.0 million provided in the FY2008 Consolidated Appropriations Act. These figures do not include additional authority to spend receipts.²⁸

The FY2012 budget contains the following headings:

- Salaries and expenses—The Consolidated Appropriations Act provides \$413.7 million, (not including \$6.35 million in authority to spend receipts), a decrease of \$18.0 million (-4.2%). The House-passed bill would have provided \$406.1 million (not including \$6.35 million in authority to spend receipts), a decrease of \$25.7 million (-5.9%) from the \$431.8 million provided for FY2011. The Senate-reported bill would have provided \$405.5 million (not including \$6.35 million in authority to spend receipts), a decrease of \$26.3 million (-6.1%). The Library had requested nearly \$456.0 million (not including \$6.35 million in authority to spend receipts), an increase of \$24.2 million (5.6%). The FY2011 level was an \$8.0 million decrease (1.8%) from the \$439.8 million provided for FY2010.
- Copyright Office—The Consolidated Appropriations Act provides \$16.1 million, a decrease of \$1.7 million (-9.5%), not including authority to spend \$35.5 million in receipts. The House-passed bill would have provided \$14.5 million, a decrease of \$3.4 million (-18.9%) from the \$17.8 million provided in FY2011. The Senate-reported bill would have provided \$16.99 million, a decrease of \$834,000 (-4.7%). The Library had requested \$21.7 million, an increase of \$3.9 million. The FY2011 level was a decrease of \$3.0 million (-14.6%) from the \$20.9 million provided for FY2010. These numbers do not include authority to spend receipts.
- Congressional Research Service—The Consolidated Appropriations Act provides \$106.8 million, a decrease of \$4.2 million (-3.8%). The House-passed bill would have provided \$104.1 million, a decrease of \$6.9 million (-6.2%) from the FY2011 level of \$111.0 million. The Senate-reported bill would have provided \$105.8 million, a decrease of \$5.2 million (-4.7%). \$117.1 million was requested for CRS, an increase of \$6.1 million (5.5%). The FY2011 level was a decrease of \$1.5 million (-1.3%) from the \$112.5 million provided for FY2010.
- Books for the Blind and Physically Handicapped—The Consolidated Appropriations Act provides \$50.7 million, a decrease of \$17.4 million (-25.5%) from the \$68.0 million provided for FY2011. The House-passed bill also would have provided \$50.7 million. The Senate-reported bill would have provided \$50.9

²⁷ This percentage is not adjusted for non-recurring costs, including the transfer of the Library of Congress Police to the Capitol Police.

²⁸ An example of receipts are fees paid to the LOC for copyright registration.

million, a decrease of \$17.2 million (-25.3%). The Library had requested \$71.9 million, an increase of \$3.9 million. The FY2011 level was a decrease of \$2.1 million (-3.0%) from the \$70.2 million provided for FY2010.

The Architect's budget also contains funds for the Library buildings and grounds. The Consolidated Appropriations Act provides \$46.9 million, an increase of \$1.2 million (2.6%) from the \$45.7 million provided for FY2011. The House-passed bill would have provided \$38.5 million, a decrease of \$7.2 million (-15.8%). The Senate-reported bill would have provided \$38.5 million, a decrease of \$17.9 million (-39.3%). A total of \$67.9 million was requested, an increase of \$22.2 million (48.5%). The FY2011 level represented a 0.2% reduction from the \$45.8 million provided for Library buildings and grounds in FY2010.

Administrative Provisions

The Library requested two recurring administrative provisions—related to authority to obligate funds for reimbursable and revolving fund activities and providing transfer authority—as well as two provisions also requested in FY2011, which would

1. make available balances of expired Library of Congress appropriations available for the purposes of making payments for employees of the Library of Congress under Section 8147 of Title 5, United States Code (relating to workers compensation payments); and
2. authorize the Librarian of Congress to dispose of surplus or obsolete personal property of the Library of Congress, with amounts received credited to funds available for the operations of the Library of Congress and available for the costs of acquiring similar property.

The House-passed bill contains the workers compensation provision but not the surplus property provision. The Senate-reported version of the bill contains both of these provisions as well as a provision amending the Library of Congress Fiscal Operations Improvement Act of 2000 related to the use of revolving funds.

The Consolidated Appropriations Act included the four provisions requested by the Library.

Highlights of the House and Senate Hearings on the FY2012 Budget of the Library of Congress

At a hearing on March 11, 2011, the House subcommittee examined Library operations at various potential funding levels; the use of overseas offices; the search for a chief of the Asia Division; the relationship between fees for copyright registrants and costs to process registrations; the requested information technology security funding; and telework.

At a hearing on March 31, 2011, the Senate subcommittee discussed the impact of funding cuts; the deferral of projects; and requests for additional staff and information technology security funding.

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.²⁹ Formerly the General Accounting Office, the agency was renamed the Government Accountability Office effective July 7, 2004.

The Consolidated Appropriations Act provides \$511.3 million (not including \$22.3 million in offsetting collections),³⁰ a decrease of \$34.96 million (-6.4%) from the \$546.3 million provided for FY2011. The House-passed bill (H.R. 2551) would have provided \$511.3 million (not including \$18.3 million in offsetting collections), a decrease of nearly \$35.0 million (-6.4%). The Senate-reported version of H.R. 2551 would have provided \$504.5 million (not including \$18.3 million in offsetting collections), a decrease of \$41.7 million (-7.6%). The act also contained one administrative provision, also included in the House-passed version of H.R. 2551, related to voluntary separation incentive payments.

GAO had requested \$556.8 million (not including \$18.3 million in offsetting collections), an increase of \$10.6 million (1.9%) from FY2011 and equal to the \$556.9 million (not including \$15.22 million in offsetting collections) provided in FY2010. GAO received \$531.0 million, not including offsetting collections, in the FY2009 Omnibus Appropriations Act and an additional \$25 million in P.L. 111-5 to cover responsibilities under the American Recovery and Reinvestment Act of 2009.

Highlights of House and Senate Hearings on the FY2012 Budget of the GAO

At a hearing on March 11, 2011, the House subcommittee discussed GAO's use of field offices; tenant use of excess space in GAO's headquarters; studies related to Member security; and funding for mandates, including work required under the American Recovery and Reinvestment Act of 2009.

At a hearing on March 17, 2011, the Senate subcommittee discussed the methodology used for GAO reports, and how the agency is responding to the budget environment.

Government Printing Office (GPO)³¹

The Consolidated Appropriations Act provides \$126.2 million, a decrease of \$8.9 million (-6.6%) from the \$135.1 million provided for FY2011 in P.L. 112-10. The House-reported bill (H.R. 2551) would have provided \$113.0 million, a decrease of \$22.1 million (-16.3%). H.Amdt. 704, offered by Mr. Stutzman and agreed to by recorded vote (218-194), further reduced this funding by \$4,946,140.80. The Senate-reported version of H.R. 2551 would have provided \$116.8 million, a decrease of \$18.3 million (-13.5%). GPO had requested \$148.5 million, an increase of \$13.4 million (9.9%).

²⁹ 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>.

³⁰ Offsetting collections include funds derived from reimbursable audits and rental of space in the GAO building.

³¹ For additional information on GPO, see CRS Report R40897, *Congressional Printing: Background and Issues for Congress*, by (name redacted) and (name redacted).

The FY2011 level represented a decrease of \$12.4 million (-8.4%) from the \$147.5 million for FY2010. The FY2010 level represented an increase of 4.9% over the \$140.6 million provided in the FY2009 Omnibus Appropriations Act. The FY2009 level represented an increase of 12.7% over the \$124.7 million provided in the FY2008 Consolidated Appropriations Act.

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. FY2009 levels for these accounts are as follows:

- Congressional printing and binding—The Consolidated Appropriations Act provides \$90.7 million, a decrease of \$2.9 million (-3.1%). The House-reported bill would have provided \$78.0 million. H.Amdt. 704 further reduced this level by \$3,414,150.29 (-20.3%, total). The Senate-reported bill would have provided \$81.3 million, a decrease of \$12.3 million (-13.1%). GPO had requested \$100.0 million, an increase of \$6.4 million (6.9%) over the \$93.6 million provided for FY2011. The FY2010 appropriations act had provided \$93.8 million.
- Office of Superintendent of Documents (salaries and expenses)—The Consolidated Appropriations Act provides \$35.0 million, a decrease of \$4.8 million (-12.1%). The House-reported bill also would have provided \$35.0 million, although H.Amdt. 704 reduced this level on the floor by \$1,531,990.51 (for a total decrease of 16.0%). The Senate-reported bill would have provided \$35.0 million, a decrease of \$4.8 million (-12.1%). GPO had requested \$42.2 million, an increase of \$2.3 million (5.9%) over the \$39.8 million provided for FY2011. The FY2010 appropriations act had provided \$40.9 million.
- Revolving fund—The revolving fund supports the operation and maintenance of the Government Printing Office.³² The Consolidated Appropriations Act provides \$500,000 for the revolving fund. The House-passed bill did not provide funding for the revolving fund. The Senate-reported bill would have provided \$500,000, a decrease of \$1.16 million (-69.8%) from the nearly \$1.66 million provided in FY2011. GPO had requested \$6.3 million, an increase of \$4.6 million. Previously, the FY2010 act provided \$12.8 million for the revolving fund.

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; committee 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

³² For additional information, see CRS Report R40939, *Legislative Branch Revolving Funds*, by (name redacted) and (name redacted).

government publications to the Federal Depository and International Exchange libraries, and to other individuals and entities, as authorized by law.

Highlights of House and Senate Hearings on the FY2012 Budget of the Government Printing Office

At a hearing in the House on May 11, 2011, the subcommittee discussed the cost of producing and delivering the *Congressional Record*; GPO's overhead, including the cost of maintaining unused space; security concerns; staffing issues, including the management structure and efforts to reduce discrimination complaints; the future of paper in digital age and the operation of FDsys (the *Federal Digital System*, which will replace *GPO Access*); and the timing of requested funding for the 2013 presidential inauguration.

At a hearing on March 17, 2011, the Senate subcommittee discussed the changing role of the GPO in the digital age; why GPO included in its request funding for the 2013 Presidential inauguration; use of GPO's revolving fund for capital improvements and possible alternatives; and plans for responding to the tight budget environment.

Office of Compliance

The Office of Compliance is an independent and nonpartisan agency within the legislative branch. It was established to administer and enforce the Congressional Accountability Act, which was enacted in 1995.³³ The act applies various employment and workplace safety laws to Congress and certain legislative branch entities.³⁴

The Consolidated Appropriations Act provides \$3.82 million, the same level as contained in the House-passed version of H.R. 2551. This level represents a decrease of \$260,000 (-6.4%) from the \$4.08 million provided in P.L. 112-10 for FY2011. The Senate-reported bill would have provided \$3.87 million, a decrease of \$207,000 (-5.1%). The office requested \$4.78 million, an increase of \$705,000 (17.3%).

The FY2011 level represented a decrease of \$300,000 (-6.9%) from the \$4.4 million provided in FY2010. The FY2010 level represented an increase of 7.5% from the \$4.1 million provided in the FY2009 Omnibus, which was an increase of 21.8% over the FY2008 level of \$3.3 million.

³³ P.L. 104-1, 109 Stat. 3, January 23, 1995. The act, as amended, applies 12 civil rights, labor, and workplace safety laws to Congress and certain legislative branch agencies. These laws are the 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.

³⁴ 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.

Highlights of the Senate Hearing on the FY2012 Budget of the Office of Compliance

At a hearing on March 3, 2011, the Senate subcommittee discussed actions to minimize costs; how the agency would operate under various potential funding cuts; and discussions with the Library of Congress regarding information technology concerns.

Open World Leadership Center

The Open World Leadership Center administers a program that supports democratic changes in other countries by inviting their leaders 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.

Established at the Library of Congress as the Center for Russian Leadership Development in 2000, the center was renamed the Open World Leadership Center in 2003, when the program was expanded to include specified additional countries.³⁵ In 2004, Congress further extended the program's eligibility to other countries designated by the center's board of trustees, subject to congressional consideration.³⁶ The center is housed in the Library and receives services from the Library through an inter-agency agreement.

Open World requested \$12.6 million for FY2012, an increase of \$1.2 million (10.7%) from the \$11.38 million provided in P.L. 112-10. The House-passed bill would have provided \$1.0 million, a decrease of 91.2%. The House report states, "The program has some strong champions on the Committee, but with reductions being made to most every program within the Federal budget the Committee has elected to shut down the program and recommends \$1,000,000 for shutdown expenses."³⁷ The Senate-reported bill, in contrast, would have provided \$10.0 million (-12.1%). The Senate report states that "despite the fiscal constraints of the budget this program is necessary for the promotion of democratic principles in countries with historically oppressive rule."³⁸ The Consolidated Appropriations Act provides the Senate-reported level of \$10.0 million.

The FY2011 level represented a decrease of \$623,000 (5.2%) from the \$12.0 million provided for FY2010, and the FY2010 level represented a decrease of 13.7% from the \$13.90 million provided in the FY2009 Omnibus. In FY2008, Open World received \$8.98 million in budget authority, a decrease of 35% from the \$13.86 million provided in FY2007 and FY2006.

³⁵ P.L. 106-554, 114 Stat. 2763, 2763A-120, December 21, 2000; P.L. 108-7, 117 Stat. 382, February 20, 2003. According to the 2003 act, the additional countries include "any country specified in §3 of the FREEDOM Support Act (22 U.S.C. 5801)," and "Estonia, Latvia, and Lithuania." The countries specified in 22 U.S.C. 5801 are Armenia, Azerbaijan, Belarus, Georgia, Kazakhstan, Kyrgyzstan, Moldova, Russia, Tajikistan, Turkmenistan, Ukraine, and Uzbekistan.

³⁶ P.L. 108-447, 118 Stat. 3192, December 8, 2004.

³⁷ U.S. Congress, House Appropriations Committee, *FY2012 Legislative Branch Appropriations Bill*, report to accompany H.R. 2551, H.Rept. 112-148 (Washington, GPO: 2011), p. 28.

³⁸ U.S. Congress, Senate Appropriations Committee, *FY2012 Legislative Branch Appropriations Bill*, report to accompany H.R. 2551, S.Rept. 112-80 (Washington, GPO: 2011), p. 45.

Ongoing Discussion of Location of Open World

The location of Open World at the Library of Congress, as well as its inclusion in the legislative branch budget, has been a topic of discussion at appropriations hearings in recent fiscal years.

The FY2010 House Appropriations Committee report states that “the Legislative Branch Subcommittee has been clear that it expects the Open World program to become financially independent of funding in this bill as soon as possible.”³⁹ This sentiment was also expressed in the conference report, which stated the following:

The conferees are fully supportive of expanded efforts of the Open World Center to raise private funding and expect this effort to reduce the requirements for funding from the Legislative Branch appropriations bill in future years. The Committees look forward to a report of progress being made by the Center’s fundraising program prior to hearings on its fiscal year 2011 budget request.⁴⁰

Previously, during a hearing on the FY2009 budget, Ambassador John O’Keefe, the executive director of Open World, testified that the program may attract different participants if associated with the executive branch rather than the Library of Congress.⁴¹ The FY2009 explanatory statement directed the Open World Leadership Center Board of Trustees to work with the State Department and the judiciary to establish a shared funding mechanism.⁴²

The subcommittee also had discussed this issue during the FY2008 appropriations cycle,⁴³ and language was included in the FY2008 Consolidated Appropriations Act requiring Open World to prepare a report by March 31, 2008, on “potential options for transfer of the Open World Leadership Center to a department or agency in the executive branch, establishment of the Center as an independent agency in the executive branch, or other appropriate options.”⁴⁴

John C. 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.⁴⁵ The House-passed bill did not provide funding for

³⁹ U.S. House of Representatives, Committee on Appropriations, *Legislative Branch Appropriations Bill, 2010*, H.Rept. 111-160, (Washington, GPO: 2009) p. 29.

⁴⁰ U.S. Congress, *Legislative Branch Appropriations, 2010*, H.Rept. 111-265, conference report to accompany H.R. 2918 (Washington, GPO: 2009) p. 42.

⁴¹ Testimony of Ambassador John O’Keefe, executive director, U.S. Congress, House Committee on Appropriations, Subcommittee on the Legislative Branch, *Legislative Branch Appropriations for 2009*, hearings, 110th Cong., 2nd sess., March 12, 2008 (Washington: GPO, 2008), pp. 359-420.

⁴² *Congressional Record*, February 23, 2009, p. H2398.

⁴³ In H.R. 2771 (110th Cong.), the House-passed version of the FY2008 appropriations bill, the House Appropriations Committee recommended \$6 million for Open World. The committee report stated 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 contained an administrative provision transferring the Open World Leadership Center to the Department of State effective October 1, 2008. The Senate-reported bill (S. 1686, 110th Cong.) would have provided \$13.5 million in new budget authority for Open World.

⁴⁴ P.L. 110-161, 121 Stat. 2251, December 26, 2007.

⁴⁵ 2 U.S.C. 1105. See also <http://www.stennis.gov/>.

FY2012. The Senate-reported bill and the Consolidated Appropriations Act include \$430,000, the same as requested.

Previously, P.L. 112-10 provided \$429,140 for FY2011 (including the 0.2% rescission), and \$430,000 was provided in FY2010 and FY2009.

Table 4. Legislative Branch Appropriations

(in thousands of dollars)

Entity	FY2011 Enacted	FY2012 Request	House Passed	Senate Reported	Enacted
Title I: Legislative Branch Appropriations					
Senate	914,153 ^a	971,546	— ^b	863,593	868,592
House of Representatives	1,311,396	1,333,708	1,225,680 ^c	1,225,680	1,225,680
Joint Items ^d	19,794	20,907	19,390	21,254	20,207
Capitol Police ^e	340,137	387,616	341,137 ^c	331,403	340,137
Office of Compliance	4,077	4,782	3,817	3,870	3,817
Congressional Budget Office	46,771	46,865	43,787	44,409	43,787
Architect of the Capitol	600,382	706,055	488,938 ^{bf}	506,613	567,509
Library of Congress, Including CRS	628,677	666,731	575,322	579,171	587,344
<i>Congressional Research Service, Lib. of Cong.</i>	<i>111,018</i>	<i>117,102</i>	<i>104,091</i>	<i>105,819</i>	<i>106,790</i>
Government Printing Office	135,067	148,474	108,054 ^g	116,814	126,200
Government Accountability Office	546,254	556,849	511,296	504,518	511,296
Open World Leadership Center ^h	11,377	12,600	1,000	10,000	10,000
Stennis Center for Public Service	429	430	0	430	430
Title II: General Provisions	-14,600	0	0	-17,482	0
CBO Scorekeeping Adjustment			2,000		2,000
Total Legislative Branch (Titles I and II)	4,543,914ⁱ	4,856,563	3,320,421^b	4,190,273	4,306,999

Source: The U.S. Budget, S.Rept. 111-294, P.L. 112-10, H.Rept. 112-148, S.Rept. 112-80, and H.Rept. 112-331.

- Section 1903 states, "Of the unobligated amounts appropriated for fiscal year 2009 under the heading 'Senate,' \$33,500,000 are rescinded."
- The Senate determines funding for itself and for the Senate Office Buildings portion of the Architect of the Capitol. The House-passed bill does not include funding for these accounts. Total following House amendments calculated by CRS.
- H.Amdt. 697 transferred \$1 million from the House of Representatives to the Capitol Police for district office security. Total following House amendments calculated by CRS.
- In addition to the "Joint Items" listed by both the House and Senate (the Joint Economic Committee, the Joint Committee on Taxation, the Office of Attending Physician, and the Office of Congressional Accessibility Services), S.Rept. 112-80 lists a FY2012 request and committee recommendation for the Joint Congressional Committee on Inaugural Ceremonies.
- This account was effective with the FY2003 Legislative Branch Appropriation Act. Previously, Capitol Police funds were contained under the joint items account.
- H.Amdt. 701 reduced the Botanic Garden account by \$632,780. Total following House amendments calculated by CRS.

- g. H.Amdt. 704 reduced the GPO by reduce the GPO funding by \$4,946,140.80. Total following House amendments calculated by CRS.
- h. The center was named the Russian Leadership Program prior to FY2004. Appropriations represent payments to the center's trust fund.
- i. Does not include CBO scorekeeping adjustment.

Table 5. Senate Appropriations

(in thousands of dollars)

Accounts	FY2011 Enacted^a	FY2012 Request	Senate Reported	FY2012 Enacted
Payments—Heirs of Deceased Members of Congress ^b	0	0	0	0
Expense Allowances and Representation	210	210	199	205
Salaries, Officers, and Employees	185,608	186,570	175,236	175,762
Office of Legislative Counsel	7,140	7,411	6,711	6,995
Office of Legal Counsel	1,541	1,544	1,448	1,449
Expense Allowances for Secretary of Senate, et al.	30	30	28	28
Contingent Expenses (subtotal)	719,624	775,781	679,971	684,153
Inquiries and Investigations	140,219	161,346	131,306	131,306
Senate Intl. Narcotics Caucus	519	520	488	488
Secretary of the Senate ^c	6,188	6,200	5,816	5,816
Sergeant at Arms/Doorkeeper ^d	142,116	141,588	131,040	130,722
Miscellaneous Items	21,103	18,860	14,860	19,360
Senators' Official Personnel and Office Expense Account	409,180	446,967	396,180	396,180
Official Mail Costs	299	300	281	281
Total, Senate	914,153	971,546	863,593	868,592

Source: The U.S. Budget, S.Rept. 111-294, P.L. 112-10, H.Rept. 112-148, S.Rept. 112-80, and H.Rept. 112-331.

- a. Additionally, Section 1903 states, "Of the unobligated amounts appropriated for fiscal year 2009 under the heading 'Senate,' \$33,500,000 are rescinded." Only column total reflects the rescission of 0.2%.
- b. A gratuity of \$193,000 was included in P.L. 111-242 (September 30, 2010, 124 Stat. 2613).
- c. Office operations of the Office of the Secretary of the Senate are also funded under "Salaries, Officers, and Employees."
- d. Office operations of the Office of Sergeant at Arms and Doorkeeper are also funded under "Salaries, Officers, and Employees."

Table 6. House of Representatives Appropriations

(in thousands of dollars)

Accounts^a	FY2011 Enacted	FY2012 Request	House Passed	FY2012 Enacted
Payments—Heirs of Deceased Members of Congress ^b	0	0	0	0
Salaries and Expenses, Total	1,311,396	1,333,708	1,225,680	1,225,680
House Leadership Offices	24,861	24,862	23,277	23,277
House Leadership Offices (transition quarter)	—	—	5,818	5,818
Members’ Representational Allowances	613,052	633,848	573,939	573,939
Committee Employees (subtotal)	163,032	163,032	152,631	152,631
Standing Committees, Special and Select, except Appropriations	134,549	134,549	125,965	125,965
Appropriations Committee	28,483	28,483	26,666	26,666
Salaries, Officers, and Employees (subtotal)	193,326	203,801	177,628	177,628
Office of the Clerk	28,589	30,516	26,114	26,114
Office of the Sergeant at Arms	9,034	15,009	8,140	8,140
Office of Emergency Management	—	4,445	4,445	4,445
Office of Chief Administrative Officer	127,782	130,782	116,782	116,782
Office of Inspector General	5,045	5,045	5,045	5,045
Office for Emergency Planning, Preparedness, and Operations	4,445	—	—	—
Office of General Counsel	1,415	1,415	1,415	1,415
Office of the Chaplain	179	179	179	179
Office of the Parliamentarian	2,060	2,060	2,060	2,060
Office of the Law Revision Counsel	3,258	3,258	3,258	3,258
Office of the Legislative Counsel	8,814	8,814	8,814	8,814

Accounts ^a	FY2011 Enacted	FY2012 Request	House Passed	FY2012 Enacted
Office of Interparliamentary Affairs	859	859	859	859
Other Authorized Employees	1,249	1,249	347	347
Office of Historian	597	170	170	170
Allowances and Expenses (subtotal)	317,125	308,165	292,387	292,387
Supplies, Materials, Administrative Costs and Federal Tort Claims	3,948	3,948	3,696	3,696
Official Mail for committees, leadership, administrative and legislative offices	201	201	201	201
Government Contributions	280,349	276,703	264,848	264,848
Business Continuity and Disaster Recovery Emergency Appropriations	22,912	17,098	17,112	17,112
Miscellaneous Items	760	760	760	760
Transition Activities	2,907	2,907	1,722 ^c	1,722 ^c
Wounded Warrior Program	2,000	2,500	2,500	2,500
Energy demonstration projects	2,500	2,500	—	—
Office of Congressional Ethics	1,548	1,548	1,548	1,548
House of Representatives, Total	1,311,396	1,333,708	1,225,680^c	1,225,680^c

Sources: The U.S. Budget, S.Rept. 111-294, P.L. 112-10, H.Rept. 112-148, S.Rept. 112-80, and H.Rept. 112-331.

- 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. A gratuity was contained in the FY2010 supplemental appropriations act (P.L. 111-212, July 29, 2010, 124 Stat. 2319).
- c. H.Amdt. 697 transferred \$1 million from the House of Representatives to the Capitol Police for district office security. Total following House amendments calculated by CRS.

Table 7. Capitol Police Appropriations

(in thousands of dollars)

Accounts	FY2011 Enacted ^a	FY2012 Request	House Passed	Senate Reported	FY2012 Enacted
Salaries, Capitol Police	277,133	299,343	278,133 ^b	276,930	277,133
General Expenses	63,004	88,273	63,004	54,473	63,004
Total, Capitol Police	340,137	387,616	341,137^b	331,403	340,137

Source: The U.S. Budget, S.Rept. 111-294, P.L. 112-10, H.Rept. 112-148, S.Rept. 112-80, and H.Rept. 112-331.

- a. Account funding levels in this column reflect the 0.2% across-the-board rescission, in accordance with Section 1119(a) of P.L. 112-10. May not add due to rounding.
- b. H.Amdt. 697 transferred \$1 million from the House of Representatives to the Capitol Police for district office security. Total calculated by CRS.

Table 8. Architect of the Capitol Appropriations

(in thousands of dollars)

Accounts	FY2011 Enacted ^a	FY2012 Request	House Passed	Senate Reported	FY2012 Enacted
General administration	106,569	119,150	104,790	94,980	101,340
Capitol building	33,116	41,545	35,354	29,056	36,154
Capitol grounds	10,952	10,799	9,852	8,837	9,852
Senate office buildings	74,243	87,253	— ^b	66,453	71,128
House of Representatives					
House office buildings	100,265	119,647	89,154	89,154	94,154
House Historic Buildings Revitalization Fund	49,900	50,000	30,000	30,000	30,000
Capitol power plant ^c	118,895	142,101	127,159	113,139	123,229
Library buildings and grounds	45,703	67,888	38,486	27,762	46,876
Capitol Police buildings and grounds	26,958	32,312	21,500	18,212	21,500
Botanic garden	11,367	12,344	11,367 ^d	9,582	12,000
Capitol Visitor Center	22,414	23,016	21,276	19,438	21,276
Total, Architect of the Capitol	600,382^e	706,055	488,938^d	506,613^f	567,509

Source: The U.S. Budget, S.Rept. 111-294, P.L. 112-10, H.Rept. 112-148, S.Rept. 112-80, and H.Rept. 112-331.

- a. Funding levels in this column reflect the 0.2% across-the-board rescission in Section 1119(a) of P.L. 112-10.
- b. The Senate determines the level for the Senate office buildings.
- c. Not including offsetting collections.
- d. H.Amdt. 701 reduced the Botanic Garden account by \$632,780 from the House-reported level.
- e. This does not include a rescission of \$14.600 million.
- f. This does not include a rescission of \$17.482 million.

For Additional Reading

CRS Reports

CRS Report R41214, *Legislative Branch: FY2011 Appropriations*, by (name redacted)

CRS Report R40617, *Legislative Branch: FY2010 Appropriations*, by (name redacted)

Selected Websites

These sites contain information on the FY2012 and FY2011 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/Pages/AppropriationsStatusTable.aspx?source=QuickLinks>

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

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

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

Author Contact Information

(name redacted)
Specialist on the Congress
#redacted#@crs.loc.gov, 7-....

Key Policy Staff

Area of Expertise	Name	CRS Division	Telephone and E-mail
Appropriations Process	Bill Heniff	G&F	7-.... /redacted/@crs.loc.gov
Legislative Branch Operations	Ida Brudnick	G&F	7-.... /redacted/@crs.loc.gov
Committee Funding and Staffing	Matthew Glassman	G&F	7-.... /redacted/@crs.loc.gov

Area of Expertise	Name	CRS Division	Telephone and E-mail
Franking	Matthew Glassman	G&F	7-.... /redacted/@crs.loc.gov
Legislative Branch Recycling	Jacob Straus	G&F	7-.... /redacted/@crs.loc.gov
Government Printing Office	(name redacted)	G&F	7-.... /redacted/@crs.loc.gov

Note: Division abbreviations: G&F = Government and Finance

EveryCRSReport.com

The Congressional Research Service (CRS) is a federal legislative branch agency, housed inside the Library of Congress, charged with providing the United States Congress non-partisan advice on issues that may come before Congress.

EveryCRSReport.com republishes CRS reports that are available to all Congressional staff. The reports are not classified, and Members of Congress routinely make individual reports available to the public.

Prior to our republication, we redacted names, phone numbers and email addresses of analysts who produced the reports. We also added this page to the report. We have not intentionally made any other changes to any report published on EveryCRSReport.com.

CRS reports, as a work of the United States government, are not subject to copyright protection in the United States. Any CRS report may be reproduced and distributed in its entirety without permission from CRS. However, as a CRS report may include copyrighted images or material from a third party, you may need to obtain permission of the copyright holder if you wish to copy or otherwise use copyrighted material.

Information in a CRS report should not be relied upon for purposes other than public understanding of information that has been provided by CRS to members of Congress in connection with CRS' institutional role.

EveryCRSReport.com is not a government website and is not affiliated with CRS. We do not claim copyright on any CRS report we have republished.