

Report for Congress

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Appropriations for FY2004: Legislative Branch

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Appropriations are one part of a complex federal budget process that includes budget resolutions, appropriations (regular, supplemental, and continuing) bills, rescissions, and budget reconciliation bills. The process begins with the President's budget request and is bounded by the rules of the House and Senate, the Congressional Budget and Impoundment Control Act of 1974 (as amended), the Budget Enforcement Act of 1990, and current program authorizations.

This report is a guide to one of the 13 regular appropriations bills that Congress considers each year. It is designed to supplement the information provided by the House and Senate Appropriations Subcommittees on Legislative Branch Appropriations. It summarizes the current legislative status of the bill, its scope, major issues, funding levels, and related legislative activity. The report lists the key CRS staff relevant to the issues covered and related CRS products.

This report is updated as soon as possible after major legislative developments, especially following legislative action in the committees and on the floor of the House and Senate.

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Appropriations for FY2004: Legislative Branch

Summary

The pending FY2004 request for legislative branch activities is \$3.78 billion, an increase of 9.1% (\$315.5 million) over the FY2003 appropriation of \$3.46 billion. A substantial part of the increase will meet mandatory expenses required by law, including additional funding for salaries, and related expenses, and increased costs of goods and services for internal operations of legislative branch agencies.

The request also reflects additional funds for Capitol complex security enhancements including a 14.7% increase for the Capitol Police, and funds for the Architect of the Capitol, including \$61 million for an alternate computer facility as a backup during an emergency. The Capitol Police revised request of \$275.5 million is a \$35.3 million increase over FY2003, and reflects an increase of 25.1% in the salaries (and related expenses) account and a decrease of 12.9% in the general expenses account.

The request of the Architect of the Capitol is \$513.9 million, an increase of \$57.1 million (12.5%) from FY2003. Most of the increase is for general administration of activities of the Architect (+169.0%), maintenance of the Capitol building (+58.8%), and enhancements to the Botanic Garden (+80.1%). The pending budget also reflects a significant decrease for the Capitol police buildings and grounds appropriation (-95.4%), primarily due to a FY2003 supplemental of \$40.1 million for a new police headquarters. Other reductions would be made in funds for the Capitol power plant (-17.8%) and maintenance of the Capitol grounds (-15.9%).

Discussions on the FY2004 budget may include, among other elements, determination of:

- the level of additional federal funds that might be necessary to complete construction and furnishing of the Capitol Visitors' Center;
- additional security enhancements within and around the Capitol complex;
- the level of additional appropriations for activities of the Capitol Police;
- the number of additional sworn and civilian Capitol Police personnel;
- requests of the Capitol Police to expand their physical jurisdiction, establish a mounted police unit, authorize officers to carry guns (other than those used for official duty) when off-duty, and expand the law enforcement duties of officers outside the physical jurisdiction of the Capitol Police, including Members' home districts and states; and,
- approval of request for \$61.0 million for an alternative computer facility to be shared by all legislative branch agencies.

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Contents

Most Recent Developments	1
Introduction to the Legislative Branch Appropriations Bill	1
Status of FY2004 Appropriations	3
Action on the FY2004 Legislative Branch Appropriations Bill	3
Submission of FY2004 Budget Request by the President	3
Action on FY2003 Legislative Branch Supplemental Appropriations (H.R. 1559; P.L. 108-11)	4
Capitol Complex Security — U.S. Capitol Police	4
Funding Issues	4
Capitol Complex Security — Capitol Visitors' Center	5
Architect of the Capitol Operations	6
Funding Issues	6
Structure of Appropriations	6
House of Representatives	7
Overall Funding	7
House Committee Funding	7
Senate	8
Overall Senate	8
Senate Committee Funding	8
Support Agency Funding	9
Congressional Budget Office	9
General Accounting Office	9
Library of Congress	10
Congressional Research Service	10
Government Printing Office	10
For Additional Reading	24
CRS Reports	24
Selected Web Sites	24

List of Tables

Table 1. Legislative Branch Appropriations, FY1995 to FY2003	3
Table 2. Status of Legislative Branch Appropriations, FY2004	3
Table 3. Legislative Branch Appropriations, FY2004	12
Table 4. Capitol Police Appropriations, FY200	14
Table 5. Architect of the Capitol Appropriations, FY2004	15
Table 6. Senate Appropriations, FY2004	16
Table 7. House of Representatives Appropriations, FY2004 (108 th Congress, 1 st Session)	17
Table 8. Legislative Branch Budget Authority Contained in Appropriations Acts, FY1995-2002	19
Table 9. Legislative Branch Budget Authority Contained in Appropriations Acts, FY1995-FY2002	22

Appropriations for FY2004: Legislative Branch

Most Recent Developments

The House and Senate Committees on Appropriations held most of their hearings on FY2004 legislative branch agency requests in March, April, and May 2003. Additional hearings, the chairman of the House Subcommittee on Legislative, Committee on Appropriations indicated on May 20, 2003, may be held on funding of the Capitol Visitors' Center. The most recent hearings were held May 20 and 21, 2003, by the House Subcommittee on Legislative during which Members heard testimony and questioned the Capitol Police Board and Architect of the Capitol.

Introduction to the Legislative Branch Appropriations Bill

The annual legislative branch appropriations bill contains two titles. Appropriations for legislative branch agencies are contained in Title I. Title II contains general administrative provisions, and in FY2003 appropriations for two activities, the John C. Stennis Center for Public Service Training and Development and the Congressional Award Act.

Congress changed the structure of the annual legislative branch appropriations bill effective in FY2003. Prior to enactment of the FY2003 bill, and effective in FY1978, the legislative branch appropriations bill was divided into two titles. Title I, Congressional Operations, contained budget authorities for activities directly serving Congress. Included in this title were the budgets of the House, the Senate, Joint Items (joint House and Senate activities), the Office of Compliance, the Congressional Budget Office (CBO), the Architect of the Capitol (AOC) (except the Library of Congress (LOC) buildings and grounds), the Congressional Research Service (CRS) within the Library of Congress, and congressional printing and binding activities of the Government Printing Office (GPO).

Title II, Related Agencies, contained budgets for activities not directly supporting Congress. Included in this title were budgets of the Botanic Garden, the Library of Congress (except the Congressional Research Service), the Library buildings and grounds maintained by the Architect of the Capitol, the Government Printing Office (except congressional printing and binding costs), and the General Accounting Office (GAO). Periodically since FY1978, the bill contained additional titles for such purposes as capital improvements and special one-time functions.

In addition to activities funded in the annual legislative branch appropriations bill, there are legislative budget authorities that include permanent budget authority for both federal funds and trust funds, and non-legislative entities.

Permanent federal funds are available as the result of previously enacted legislation and do not require annual action.¹

Permanent trust funds are monies held in accounts credited with collections from specific sources earmarked by law for a defined purpose. Trust funds do not appear in the annual legislative bill since they are not budget authority. They are included in the *U.S. Budget* either as budget receipts or offsetting collections.²

The *Budget* also contains non-legislative entities within the legislative branch budget. They are funded in other appropriation bills, but are placed in the legislative section by the Office of Management and Budget for bookkeeping purposes.³

¹ FY2004 estimated legislative branch permanent federal fund authority is \$351 million, comprised of House and Senate Member pay (\$109 million); House and Senate use of foreign currencies (\$8 million); and Library of Congress payments to copyright owners (\$234 million). Source is the FY2004 *U.S. Budget* (with figures rounded to the nearest million).

² FY2004 estimated permanent trust fund authority is \$37 million, comprised of Library of Congress gift and trust fund accounts (\$16 million); U.S. Capitol Preservation Commission trust funds (\$1 million); Architect of the Capitol, U.S. Botanic Garden, gifts and donations (\$2 million); John C. Stennis Center for Public Service Training and Development trust funds (\$3 million), and the Russian Leadership Development trust funds (\$15 million). Source is the FY2004 *U.S. Budget* (which contains figures rounded to the nearest million).

³ The FY2004 *U.S. Budget* contains \$80 million in federal funds for non-legislative entities, with one exception, under two headings: (1) "U.S. Tax Court" (\$40 million), and (2) "other legislative branch agencies - legislative branch boards and commissions" (\$19 million), which includes the U.S. Commission on International Religious Freedom (\$3 million); a subcategory titled "other legislative branch boards and commissions" (\$3 million); and payment to the Russian Leadership Development Center trust fund (\$15 million).

For a more accurate picture of the legislative branch budget, as contained in the annual legislative branch appropriations bill, the total FY2004 legislative branch appropriation figure in the FY2004 *U.S. Budget* must be adjusted. This is accomplished by subtracting non-legislative funds and permanent federal and trust funds. Non-legislative funds are those for entities that are funded in other appropriations bills, but for bookkeeping purposes are counted as legislative branch funds by the Office of Management and Budget. The FY2004 *U.S. Budget* contains a legislative budget authority request of \$4.2 billion. After subtracting non-legislative entities (\$80 million), permanent federal funds (\$351 million), and permanent trust funds (\$37 million), the total is \$3.7 billion.

Table 1. Legislative Branch Appropriations, FY1995 to FY2003
(budget authority in billions of current dollars)^a

FY1995	FY1996	FY1997	FY1998	FY1999	FY2000	FY2001	FY2002	FY2003
2.378	2.184	2.203	2.288	2.581 ^b	2.486 ^c	2.730 ^d	3.252 ^e	\$3.461

- a. These figures represent current dollars, exclude permanent budget authorities, and contain supplementals and rescissions. Permanent budget authorities are not included in the annual legislative branch appropriations bill but, rather, are automatically funded annually.
- b. Includes budget authority contained in the FY1999 regular annual Legislative Branch Appropriations Act (P.L. 105-275), the FY1999 emergency supplemental appropriation (P.L. 105-277), and the FY1999 supplemental appropriation (P.L. 106-31).
- c. Includes budget authority contained in the FY2000 regular annual Legislative Branch Appropriations Act (P.L. 106-57); a supplemental and a 0.38% rescission in P.L. 106-113; and supplementals in P.L. 106-246 and P.L. 106-554.
- d. This figure contains: (1) FY2001 regular annual appropriations contained in H.R. 5657, legislative branch appropriations bill; (2) FY2001 supplemental appropriations of \$118 million and a 0.22% across-the-board rescission contained in H.R. 5666, miscellaneous appropriations bill; and (3) FY2001 supplemental appropriations of \$79.5 million contained in H.R. 2216 (P.L. 107-20). H.R. 5657 and H.R. 5666 were incorporated by reference in P.L. 106-554, FY2001 Consolidated Appropriations Act. The first FY2001 legislative branch appropriations bill, H.R. 4516, was vetoed Oct. 30, 2000. The second legislative branch appropriations bill, H.R. 5657, was introduced Dec. 14 and incorporated in P.L. 106-554. in P.L. 106-554. This figure does not reflect any terrorism supplementals funds released pursuant to P.L. 107-38.
- e. This figure contains regular annual appropriations in P.L. 107-68; transfers from the legislative branch emergency response fund pursuant to P.L. 107-117; and FY2002 supplemental appropriations in P.L. 107-206.

Status of FY2004 Appropriations

Table 2. Status of Legislative Branch Appropriations, FY2004

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

Action on the FY2004 Legislative Branch Appropriations Bill

Submission of FY2004 Budget Request by the President. On February 3, 2003, President Bush issued the FY2004 *U.S. Budget* containing an estimate of \$3.76 billion for operations of the legislative branch. Subsequently, the request was first revised to \$3.78 billion (the latest official figure), and later changed due to additional modifications by legislative branch agencies. The latest revised agency requests will be described in this report as they become available.

Action on FY2003 Legislative Branch Supplemental Appropriations (H.R. 1559; P.L. 108-11)

Soon after approving the FY2003 regular annual legislative branch appropriations (P.L. 108-7), Congress cleared an FY2003 supplemental (H.R. 1559, P.L. 108-11) containing \$125 million for the legislative branch emergency response fund.⁴ Appropriations were made available as follows:

- \$11.0 million — House of Representatives, committee employees (standing committees, special and select), for salaries and expenses;
- \$37.8 million — Capitol Police, general expenses, “for increasing emergency costs of the security requirements for the United States Capitol Complex related to protecting the occupants and visitors;”
- \$111,000 — Office of Compliance, salaries and expenses, “to cover contracted services of hearings officers and mediators for the increasing number of hearings;”
- \$63.9 million — Architect of the Capitol, Capitol police buildings and grounds, “for the property purchase, design, and the beginning of construction for a new Capitol Police headquarters;”
- \$5.5 million — Library of Congress, salaries and expenses, “to implement a public address system for the Library’s buildings to assure effective communications in all emergency situations;”
- \$1.9 million — Library of Congress, Congressional Research Service, “to support the planning, design, and implementation of the Congressional Research Service portion of the alternate computer facilities;”
- \$4.9 million — General Accounting Office, salaries and expenses, “to support the implementation of important security enhancements required within the GAO facility.”⁵

Capitol Complex Security — U.S. Capitol Police

Funding Issues. The U.S. Capitol Police are responsible for Capitol complex security, under the direction of the Capitol Police Board. In recent years, Congress has undertaken to strengthen the capabilities of the Capitol Police by providing increased funding. The FY2002 budget was increased by 47.1%, and the FY2003 budget by 38.6%.⁶ The FY2004 request contains a 14.7% increase of \$35.3 million, to \$275.5 million⁷ from \$240.2 million in FY2003.

⁴ P.L. 108-11, 117 Stat. 586, April 16, 2003.

⁵ U.S. Congress, Conference Committees, 2003, *Making Supplemental Appropriations for the Fiscal Year Ending September 30, 2003*, conference report to accompany H.R. 1559, H.Rept. 108-55, 108th Cong., 1st sess. (Washington: GPO, 2003), pp. 38-39.

⁶ The FY2003 appropriation contains the regular annual appropriation (P.L. 108-7) and a supplemental of \$37.8 million (P.L. 108-11).

⁷ The revised request differs slightly from the agency’s request listed in the FY2004 table at the end of this report for all legislative branch agencies.

The Capitol Police are funded in an appropriation containing two accounts:⁸

- the *salaries account*, which would increase in FY2004 by \$43.7 million (25.1%), to \$218.3 million from \$174.5 million; and
- the *general expenses account*, which would decrease by \$8.4 million (-12.9%), to \$57.2 million from \$65.7 million.

A separate appropriation under the account for the Architect of the Capitol contains \$3.0 million for Capitol Police buildings and grounds. This represents a significant decrease from the FY2003 appropriation of \$63.9 million, which reflects a FY2003 supplemental appropriation of \$40.1 million for a new police headquarters.

The salaries account contains funds for a requested 301 additional sworn officers and 346 professionals to “staff all law enforcement areas around the Capitol complex” and “provide sufficient intelligence capabilities, robust physical security and response functions as well as adequate administrative and logistical support services within the Police Department.”⁹

Capitol Complex Security — Capitol Visitors’ Center

Interest in the construction of the Capitol Visitors’ Center reflects a heightened interest by some Members of Congress in making the necessary appropriations available so that construction of the center can be completed in 2005.¹⁰ Congressional leadership broke ground for the center on June 20, 2000, and construction began in early 2002. Although the FY2004 request does not contain additional funds for the center, some in Congress are currently reviewing revised construction cost estimates, which have increased the original budget of \$265 million to \$373.5 million.¹¹ A total of \$308.5 million in federal appropriations have been made for the center’s construction, and an additional \$65 million in private funds is reportedly available.

⁸ Effective in FY2003, appropriations for Capitol Police salaries and expenses account in the annual legislative branch appropriation bill are contained in a stand-alone account. Previously, the appropriation was contained within the joint items account. Also effective in FY2003, a new account was created for Capitol Police buildings and grounds within the appropriation for the Architect of the Capitol.

⁹ Written testimony of Terrance Gainer, Chief, U.S. Capitol Police, U.S. Congress, Senate Committee on Appropriations, Subcommittee on Legislative Branch, *Legislative Branch Appropriations for FY2004*, hearings, 108th Cong., 1st sess., May 1, 2003 (not yet published).

¹⁰ For a more detailed discussion on costs of and background on the center see CRS Report RL31121, *The Capitol Visitors’ Center: An Overview*, by Stephen Stathis.

¹¹ Testimony of Alan M. Hantman, Architect of the Capitol, U.S. Congress, Senate Committee on Rules and Administration, *Oversight of the Operations of the Secretary of the Senate, and Architect of the Capitol*, hearing, 108th Cong., 1st sess., March 19, 2003 (not yet published).

Architect of the Capitol Operations

Funding Issues. The pending FY2004 budget proposal for the Architect of the Capitol (AOC) is \$513.9 million, an increase of \$57.1 million (12.5%) from \$456.8 million in FY2003, including a FY2003 supplemental of \$63.9 million. In addition, the Architect is authorized to use \$4.4 million in reimbursements made to his office for utilities provided to non-legislative branch agencies.¹²

In testimony before the Senate Appropriations Committee in May 2003, the Architect stated that the most significant factor in the FY2004 budget increase is the purchase of an alternate computer facility to be shared by legislative branch agencies (\$61.0 million).¹³

Other major projects funded in the FY2004 request include:

- expansion of the west refrigeration plant project, \$40.8 million;
- design of phase II of the U.S. Capitol building master plan, \$26.5 million;
- replacement of high-voltage switchgear in nine buildings, \$18.7 million;
- design of new facilities for the Library of Congress and a condition assessment of Library buildings and grounds, \$18.7 million;
- improvement of Capitol power plant operations, \$6.5 million;
- replacement of steam humidifiers in the Hart Senate office building, \$4.7 million;
- refurbishment of Bartholdi Park, \$4.3 million;
- preparation of the U.S. Capitol complex master plan, \$4.2 million;
- construction of an underground fuel storage tank for the Capitol power plant, \$4.2 million; and,
- installation of a fire protection water tank at Fort Meade, Maryland, \$4.1 million.

Structure of Appropriations. Operations of the Architect of the Capitol are funded in nine accounts. The FY2004 requests for these accounts, and the percentage changes from FY2003¹⁴ are:

- general administration — \$158.6 million (+169.0%);
- Capitol building — \$52.4 million (+58.8%);
- Capitol grounds — \$7.0 million (-15.9%);
- Senate office buildings — \$66.1 million (+2.5%);

¹² Written testimony of Alan Hantman, Architect of the Capitol, U.S. Congress, Senate Committee on Appropriations, Subcommittee on Legislative Branch, *Legislative Branch Appropriations for FY2004*, hearings, 108th Cong., 1st sess., May 1, 2003 (not yet published).

¹³ The Architect was authorized to acquire buildings and facilities for a back-up computer center, subject to availability of appropriations, in P.L. 107-206, sec. 905(a).

¹⁴ The FY2003 figure contains a \$63.9 million supplemental contained in P.L. 108-11, 117 Stat. 586, April 16, 2003, FY2003 emergency wartime supplemental appropriation act.

- House office buildings — \$66.8 million (+10.1%);
- Capitol power plant — \$102.2 million (-17.8%);
- Library buildings and grounds — \$47.1 million (+26.4%);
- Capitol Police buildings and grounds — \$3.0 million (-95.4%), and,
- Botanic gardens — \$10.9 million (+80.1%).

The significant reduction in funds for Capitol Police buildings and grounds reflects FY2003 partial funding for a new police headquarters, the cost of leasing temporary space until completion of the headquarters, and construction of a tactical training facility in Cheltenham, Maryland for sole use of the Capitol Police.¹⁵

From time to time, other projects of the Architect may be funded in separate accounts, as was the case in FY2002, when a separate account contained \$70.0 million for the Capitol Visitors' Center and a second separate account contained \$1.3 million for the Congressional Cemetery.

House of Representatives

Overall Funding. The pending FY2004 request of \$1.04 billion for the House of Representatives represents an increase of \$78.8 million (8.2%) over the FY2003 funding level of \$960.9 million.¹⁶ Among increases are those for:

- Members' representational allowances to assist Members in their official duties, an increase of \$46.9 million (9.9%);
- Office of the Chief Administrative Officer of the House, an increase of \$17.7 million (16.8%); and,
- allowances and expenses heading, an increase of \$18.2 million (10.3%).

House Committee Funding. The pending FY2004 appropriation for House committee operations is \$132.5 million, a decrease of \$6.1 million (4.5%) from the FY2003 appropriation of \$138.6 million (containing an \$11 million FY2003 supplemental).

Funding for House committees is contained in the appropriation heading, committee employees, that comprises two subheadings. The first subheading contains funds for personnel and non-personnel expenses of House committees, except the Appropriations Committee, as authorized by the House in a committee expense resolution. The FY2004 request is \$107.6 million, a decrease of \$6.9 million from \$114,421 million.

¹⁵ U.S. Congress, Conference Committees, 2003, *Making emergency wartime supplemental appropriations for the fiscal year 2003, and for other purposes*, conference report to accompany H.R. 1559, H.Rept. 108-76, 108th Cong., 1st sess. (Washington: GPO, 2003), pp. 87-88.

¹⁶ The FY2003 figure contains an \$11 million supplemental for standing committees (P.L. 108-11, 117 Stat. 586, April 16, 2003, FY2003 emergency wartime supplemental appropriation act).

The second subheading contains funds for the personnel and non-personnel expenses of the Committee on Appropriations. The FY2004 pending appropriation is \$24.9 million, an increase of \$726,000 (3.0%) from \$24.2 million in FY2002.

Senate

Overall Senate. As proposed, the Senate's FY2004 appropriation of \$691.3 million is a 4.1% increase over FY2003 (\$663.5 million). Most of the increase funds mandatory expenses, primarily increased personnel costs required by law. Among increases are those for:

- Senators' official personnel and office expense account, to assist Senators in their official duties, an increase of \$17.8 million (6.1%);
- all activities of the Sergeant at Arms, an increase of \$40.7 million (25.8%). Of this amount, \$13.5 million would fund a new mail processing and warehouse facility, and \$9.2 million would fund relocation of the Senate recording studio and furnishings for Senate space in the Capitol Visitors' Center. Both appropriations would pay for one-time expenses associated with three projects.
- salaries of officers and employees, an increase of \$6.5 million (5.6%).¹⁷

Other expenses are \$5.9 million for a year's maintenance of recent security enhancements to the alternate computing facility and temporary assistance in processing of packages to the Senate until the new mail processing facility off the Capitol Complex is completed. An additional \$4.7 million would support the Senate's computer infrastructure.¹⁸

Senate Committee Funding.

Appropriations for Senate committees are contained in two Senate accounts:

- the *inquiries and investigations account* which contains funds for all Senate committees, except Appropriations (\$113.5 million requested for FY2004); and,
- the *Committee on Appropriations account* (\$11.7 million requested for FY2004).

¹⁷ Written testimony of William H. Pickle, Senate Sergeant at Arms, U.S. Congress, Senate Committee on Appropriations, Subcommittee on Legislative Branch, *Legislative Branch Appropriations for FY2004*, hearings, 108th Cong., 1st sess., May 1, 2003 (not yet published).

¹⁸ Ibid.

Support Agency Funding

Congressional Budget Office. The revised FY2004 request¹⁹ of the Congressional Budget Office (CBO) is \$33.6 million, an increase of 5.5%.²⁰ The request contains funds to allow for 236 positions, including three new positions to enhance CBO's "ability to make economic forecasts and project tax receipts;" continue the agency's visiting scholars' program for post doctoral fellows and academics with specialized expertise; and allow staff promotions and merit increases and performance-based pay increases for managers and senior analysts who do not receive annual across the board pay adjustments.

General Accounting Office. The FY2004 revised request²¹ of the General Accounting Office (GAO) is \$466.6 million in direct appropriations, an increase of \$18.4 million (4.1%) over the FY2003 direct appropriation of \$448.2 million. The original request contained \$4.8 million for security enhancements at GAO facilities, which was approved as a FY2003 supplemental after GAO had submitted its original request.²² GAO also requested authority to use an additional estimated \$6 million in revenues.

The director of GAO noted during his recent hearings that the increase primarily funds mandatory pay and uncontrollable costs of goods. The agency's request, if enacted, will allow it to maintain an authorized FTE level of 3,269. According to the director, the FY2004 budget places major emphasis on workforce development, including additional employee training and development programs to ensure "the ability to attract, retain and reward high-quality staff." The budget also contains a recommendation that Congress pass legislation to "facilitate GAO's continuing efforts to recruit and retain top talent, develop a more performance-based compensation system, realign our workforce, and facilitate our succession planning and knowledge transfer efforts."²³

¹⁹ The revised request differs slightly from the agency's request listed in the FY2004 table at the end of this report for all legislative branch agencies.

²⁰ Written testimony of Douglas Holtz-Eakin, Director, Congressional Budget Office, U.S. Congress, House Committee on Appropriations, Subcommittee on Legislative, *Legislative Branch Appropriations for FY2004*, hearings, 108th Cong., 1st sess., April 9, 2003 (not yet published). The director noted the request contained \$365,000 (1.1% of the request) for the agency's required contribution to the Federal Accounting Standards Board. This amount, however, is expected to be offset by cost reductions for other federal agencies contributing to the Board, whose contributions will decrease because of CBO's contribution.

²¹ The revised request differs slightly from the agency's request listed in the FY2004 table at the end of this report for all legislative branch agencies.

²² The \$4.8 million appropriation was contained in P.L. 108-11, 117 Stat. 586, April 16, 2003, FY2003 emergency wartime supplemental appropriations.

²³ Written testimony of David Walker, Comptroller General, General Accounting Office, U.S. Congress, House Committee on Appropriations, Subcommittee on Legislative, *Legislative Branch Appropriations for FY2004*, hearings, 108th Cong., 1st sess., April 9, 2003 (not yet published).

Library of Congress. The FY2004 request of the Librarian of Congress is \$540.1 million, an increase of \$36.9 million (7.3%) from the FY2003 appropriation of \$503.2 million.²⁴ In addition, the Librarian requested congressional authorization to use \$36.5 million in FY2004 from receipts collected by the Copyright Office. The new budget contains \$23.6 million for mandatory personnel and price increase costs and \$48.3 million for program increases (to be offset by \$27.4 million for nonrecurring costs). According to the Librarian, the request is “to improve physical security and support collections security and management (including the construction of the national Audio-Visual Conservation Center at Culpeper, VA); to support the Copyright Office’s reengineering efforts; and to enhance access to Congressional Research Service (CRS) products and increase CRS research capacity in critical areas.”²⁵

An additional 124 FTE staff positions are requested, increasing FTE staff to 4,365 from 4,241, primarily to support security and collections.

Congressional Research Service. The FY2004 request of the Congressional Research Service (CRS) is \$96.6 million, an \$8.4 million increase (9.5%) over FY2003’s appropriation of \$88.3 million.²⁶ According to the CRS director, the request, if enacted, would allow the agency to provide continuity of operations in the event of an emergency through a “secure technical infrastructure;” to enhance its “research capability to procure, create, maintain and manipulate the large data sets upon which CRS analysts rely to conduct their public policy assessments of legislative proposals and specific program implementation;” and to make available to managers the means and incentives to “encourage staff retention.”²⁷

To meet these goals, the FY2004 proposed budget contains \$3 million to establish a CRS alternative computing facility, (and related support for continuity of operations and security of data), \$759,000 to establish a “formal structure for data base management activities,” and \$535,000 “to establish incentives to encourage staff retention.”

Government Printing Office. The FY2004 Government Printing Office (GAO) request of \$135.6 million is an increase of \$16.5 million (13.9%) over the FY2003 appropriation of \$119.0 million. Funds are appropriated in three accounts

²⁴ The FY2003 appropriation contains \$495.8 million in regular annual appropriations and \$88.3 million in FY2003 supplemental appropriations.

²⁵ Written testimony of James Billington, Librarian of Congress, U.S. Congress, Senate Committee on Appropriations, Subcommittee on Legislative Branch, *Legislative Branch Appropriations for FY2004*, hearings, 108th Cong., 1st sess., April 10, 2003 (not yet published).

²⁶ The FY2003 appropriation contains \$86.4 million in regular annual appropriations and \$1.9 million in FY2003 supplemental appropriations.

²⁷ Written testimony of Daniel Mulhollan, Director, Congressional Research Service, U.S. Congress, Senate Committee on Appropriations, Subcommittee on Legislative Branch, *Legislative Branch Appropriations for FY2004*, hearings, 108th Cong., 1st sess., April 10, 2003 (not yet published).

— congressional printing and binding, Office of Superintendent of Documents, and the revolving fund. The agency's FY2004 budget request follows:

- *Congressional printing and binding* - \$91.1 million, an increase of \$1.6 million (1.7%) over the FY2003 appropriation of \$89.6 million;
- *Office of Superintendent of Documents (salaries and expenses)* - \$34.5 million, an increase of \$5.0 million (16.9%) over the appropriation of \$29.5 million;²⁸
- *Government Printing Office Revolving Fund* — \$10.0 million.²⁹

The additional \$10.0 million is a one-time expense to meet the expenses of a retirement separation incentive program which the agency implemented in April 2003. The public printer estimated the resulting savings to be \$18.0 million per year after the investment is made.³⁰

²⁸ Of this amount, \$4.1 million is requested for upgrades to technology used by *GPO Access*.

²⁹ Congress last transferred money (\$4 million) to the fund in FY2002.

³⁰ Testimony of Bruce R. James, Public Printer, Government Printing Office, U.S. Congress, House Committee on Appropriations, Subcommittee on Legislative, *Legislative Branch Appropriations for FY2004*, hearings, 108th Cong., 1st sess., May 20, 2003 (not yet published).

Table 3. Legislative Branch Appropriations, FY2004
(in thousands of current dollars)

Note: FY2004 requested figures are the original requests and do not reflect subsequent modifications by legislative branch agencies. These figures will be revised in an upcoming issue of this report upon their official release.

Entity	FY2003 Enacted ^a	FY2004 Requested	FY2004 House Bill, As Passed	FY2004 Senate Bill, As Passed	FY2004 Conference
Title 1: Legislative Branch					
Senate	\$663,450	\$691,333			
House of Representatives	960,871	1,039,638			
Joint Items	17,297	17,063			
Capitol Police ^b	240,208	290,510			
Office of Compliance	2,157	2,518			
Congressional Budget Office	31,892	33,450			
Architect of the Capitol	456,782	513,920			
Library of Congress, Including Congressional Research Service	503,175	569,371			
Congressional Printing Office	119,025	135,567			
General Accounting Office	453,051	468,158			
Open World Leadership Center	12,915	—			
Center for Russian Leadership Development	—	14,815			
Subtotal, Title 1	3,460,823	3,776,343			

CRS-13

Entity	FY2003 Enacted ^a	FY2004 Requested	FY2004 House Bill, As Passed	FY2004 Senate Bill, As Passed	FY2004 Conference
Title II: General Provisions					
John Stennis Center	298	0			
Congressional Award Act	248	0			
Subtotal, Title II	546	0			
Total , Legislative Branch	3,461,369	3,776,343			

Source: House Committee on Appropriations, and P.L. 108-11, 117 Stat. 585, April 16, 2003, FY2003 emergency wartime supplemental appropriations act.

Notes:

- a. FY2003 funds are contained in (1) P.L. 108-8, FY2003 Legislative Branch Appropriations Act, and (2) P.L. 108-11, FY2003 emergency wartime supplemental appropriations act.
- b. This is a new account, effective with the FY2003 legislative branch appropriation bill. Previously, Capitol Police appropriations were contained in the Joint Items account of the bill.

Table 4. Capitol Police Appropriations, FY200

(in thousands of dollars)

Accounts	FY2003 Enacted^a	FY2004 Request	FY2004 House Bill, As Passed	FY2004 Senate Bill, As Passed	FY2004 Conf.
Salaries, Capitol Police	174,533	218,268			
General Expenses, Total	65,675	72,242			
Total, Capitol Police	240,208	290,510			

Source: House Committee on Appropriations, and P.L. 108-11, 117 Stat. 585, April 16, 2003, FY2003 emergency wartime supplemental appropriations act.

Notes:

a. FY2003 funds are contained in (1) P.L. 108-8, FY2003 Legislative Branch Appropriations Act, and (2) P.L. 108-11, FY2003 emergency wartime supplemental appropriations act.

Table 5. Architect of the Capitol Appropriations, FY2004

(in thousands of current dollars)

Accounts	FY2003 Enacted^a	FY2004 Request	FY2004 House Bill, As Passed	FY2004 Senate Bill, As Passed	FY2004 Conf.
Architect of the Capitol					
General administration	\$58,957	\$158,570			
Capitol building	32,985	52,368			
Capitol Grounds	8,302	6,986			
Senate office buildings	64,449	66,063			
House office buildings	60,564	66,779			
Capitol power plant	128,671	106,557			
Library buildings and grounds	37,277	47,108			
Capitol Police buildings and grounds	63,885	2,970			
Botanic garden	6,063	10,919			
Total, Architect of the Capitol	456,782	513,920			

Source: House Committee on Appropriations, and P.L. 108-11, 117 Stat. 585, April 16, 2003, FY2003 emergency wartime supplemental appropriations act.

Notes:

a. FY2003 funds are contained in (1) P.L. 108-8, FY2003 Legislative Branch Appropriations Act, and (2) P.L. 108-11, FY2003 emergency wartime supplemental appropriations act.

Table 6. Senate Appropriations, FY2004

(in thousands of current dollars)

Accounts^a	Enacted FY2003^b	FY2004 Request	FY2004 House, As Passed	FY2004 Senate, As Passed	FY2003 Conf.
Payment - Heirs of Deceased Members	150	0			
Expense Allowances and Representation	158	150			
Salaries, Officers, and Employees	116,281	122,751			
Office of Legislative Counsel	4,551	4,744			
Office of Legal Counsel	1,168	1,221			
Expense Allowances for Secretary of Senate, et al.	12	12			
Contingent Expenses (subtotal)	541,130	562,455			
Inquiries and Investigations	108,739	113,465			
Senate Intl. Narcotics Caucus	517	520			
Secretary of the Senate ^c	7,031	2,077			
Sgt. at Arms/Doorkeeper ^d	113,679	117,133			
Miscellaneous Items	18,236	18,513			
Senators' Official Personnel and Office Expense Account	292,630	310,447			
Official Mail Costs	298	300			
Total, Senate	663,450	691,333			

Source: House Committee on Appropriations, and P.L. 108-11, 117 Stat. 585, April 16, 2003, FY2003 emergency wartime supplemental appropriations act.

Notes:

- a. The Senate account contains seven appropriations headings, which are highlighted in bold.
b. FY2003 funds are contained in (1) P.L. 108-8, FY2003 Legislative Branch Appropriations Act, and (2) P.L. 108-11, FY2003 Emergency wartime supplemental appropriations act.
c. Office operations of the Office of the Secretary of the Senate are also funded under "Salaries, Officers, and Employees."
d. Activities of the Office of Sergeant at Arms and Doorkeeper are also funded under "Salaries, Officers, and Employees."

Table 7. House of Representatives Appropriations, FY2004
(108th Congress, 1st Session)
(in thousands of dollars)

Accounts^a	FY2003 Enacted^b	FY2004 Request	FY2004 House, As Passed	FY2004 Senate, As Passed	FY2004 Conference
Payments to Widows and Heirs of Deceased Members of Congress	0	0			
Salaries and Expenses, Total	960,871	1,039,638			
House Leadership Offices	16,530	17,094			
Members' Representational Allowances^c	476,536	523,454			
Committee Employees (subtotal)^d	138,621	132,484			
Standing Committees, Special and Select, except Appropriations	103,421	107,558			
Standing Committees, Special and Select, except Appropriations, FY2003 supplemental	11,000	—			
Appropriations Committee	24,200	24,926			
Salaries, Officers, and Employees (subtotal)	152,027	171,291			
Office of the Clerk	20,032	19,387			
Office of the Sergeant at Arms	5,097	6,471			
Office of Chief Administrative Officer	105,363	123,053			
Office of Inspector General	3,947	4,147			
Office for Emergency Planning, Preparedness, and Operations	6,000	6,000			
Office of General Counsel	894	926			
Office of the Chaplain	149	153			
Office of the Parliamentarian (subtotal)	1,464	1,560			

CRS-18

Accounts^a	FY2003 Enacted^b	FY2004 Request	FY2004 House, As Passed	FY2004 Senate, As Passed	FY2004 Conference
Office of the Parliamentarian	(1,279)	(1,363)			
Compilation of House Precedents	(185)	(197)			
Office of the Law Revision Counsel	2,168	2,263			
Office of the Legislative Counsel	5,852	6,233			
Corrections Calendar Office	915	948			
Other Authorized Employees: Technical Assistants, Office of Attending Physician	146	150			
Allowances and Expenses (subtotal)	177,157	195,315			
Supplies, Materials, Administrative Costs and Federal Tort Claims	3,384	3,975			
Official Mail for committees, leadership, administrative and legislative offices	410	410			
Government Contributions	172,673	190,240			
Miscellaneous Items	690	690			
House of Representatives, Total	960,871	1,039,638			

Sources: House Committee on Appropriations, and P.L. 108-11, 117 Stat. 585, April 16, 2003, FY2003 emergency wartime supplemental appropriations act.

- 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. FY2003 funds are contained in (1) P.L. 108-8, FY2003 Legislative Branch Appropriations Act, and (2) P.L. 108-11, FY2003 Emergency wartime supplemental appropriations act.
- 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).

CRS-20

	FY1995	F Y1996 ^b	FY1997	FY1998	FY1999 ^c	FY2000 ^j	FY2001 ^k	FY2002
Government Printing Office, except Congressional Printing and Binding	31,607	30,307	29,077	29,077	29,264	29,872	33,893	33,639
General Accounting Office	446,743	374,406	332,520	339,499	359,268 ⁱ	377,561	384,020	429,444
Center for Russian Leadership Development	-	-	-	-	-	-	-	8,000
Total, Title II	756,929	684,810	676,869	665,474	701,771	754,108	875,466	977,441
Grand Total	2,378,054	2,183,856	2,202,881	2,287,952	2,581,152	2,486,319	2,729,527	3,252,423

Sources: Budget authorities for FY1995-FY2002 are from the House Appropriations Committee. FY1995 budget authorities reflect rescissions and a supplemental contained in P.L. 104-19, 109 Stat. 219-221, July 27, 1995, FY1995 Supplemental and Rescissions Act (H.R. 1944). FY1996 budget authorities reflect rescissions contained in P.L. 104-208, 110 Stat. 3009-510-511, Sept. 30, 1996, FY1997 Omnibus Consolidated Appropriations Act (H.R. 3610). FY1998 budget authorities represent supplementals contained in P.L. 105-174, May 1, 1998, and an \$11 million transfer to the Government Printing Office (GPO) from the GPO revolving fund. FY1999 budget authorities contain emergency supplemental appropriations in P.L. 105-277, and supplemental appropriations in P.L. 106-31. FY2000 budget authorities contain a supplemental and a 0.38% rescission in P.L. 106-113. Totals reflect rounding. FY1999 budget authority contains \$223.7 million in emergency supplemental appropriations (P.L. 105-277), and \$3.8 million for expenses of a House page dormitory and \$1.8 million for expenses of life safety renovations to the O'Neill House Office Building (P.L. 106-31). The FY1999 appropriation also contains a rescission of \$3.5 million, and a supplemental for the same amount in P.L. 106-31.

The legislative branch appropriations acts do not contain permanent federal funds or permanent trust funds. Permanent federal funds were: FY1995, \$343,000; FY1996, \$302,000; FY1997, \$325,000; FY1998, \$333,000; FY1999, \$358,000; and FY2000, \$279,000. Permanent trust funds were: FY1995, \$16,000; FY1996, \$31,000; FY1997, \$29,000; FY1998, \$29,999; FY1999, \$47,000; and FY2000, \$51,000. Sources are the *U.S. Budget* and the House and Senate Committees on Appropriations.

The formula for conversion to constant dollars is as follows: 2001 Consumer Price Index (CPI) number divided by each year's CPI number multiplied by that year's budget authority. Source for 1995-2000 index figures is the Bureau of Labor Statistics. Source for 2001 estimate is the Congressional Budget Office.

Notes:

- Prior to FY1978, the legislative branch appropriations act contained numerous titles. Effective in FY1978, Congress restructured the legislative bill so that it would "more adequately reflect actual costs of operating the U.S. Congress than has been true in the past years" (H.Rept. 95-450, FY1978 Legislative Appropriations). As a result, the act was divided into two titles. Title I, Congressional Operations, was established to contain appropriations for the actual operation of Congress. Title II, Related Agencies, was established to contain the budgets for activities not considered as providing direct support to Congress. Periodically, the act has contained additional titles for such purposes as capital improvements and special one-time functions.
- FY1996 figures contain rescissions in the Omnibus Consolidated Appropriations Act, FY1997 (P.L. 104-208, Sept. 28, 1996). Provisions applicable to legislative branch budget authority in P.L. 104-208 appear in *Congressional Record*, daily edition, vol. 142, Sept. 28, 1996, pp. H11778-H11779.
- Includes budget authority contained in the FY1999 regular annual Legislative Branch Appropriations Act (P.L. 105-275), \$223.7 million in FY1999 emergency supplemental appropriations in P.L. 105-277, and \$5.6 million in FY1999 supplemental appropriations in P.L. 106-31.
- Includes \$5.5 million in emergency supplementals under the sergeant at arms for completion of Year-2000 computer conversion (P.L. 105-277).

CRS-21

- e. Includes \$6.373 million in emergency supplementals under the chief administrative officer for completion of Year — 2000 computer conversion (P.L. 105-277), and includes a rescission of \$3.5 million from the House heading “salaries, officers, and employees” and a supplemental appropriation of \$3.5 million for the chief administrative officer for replacement of the House payroll system (P.L. 106-31).
- f. Includes \$106,782,000 for emergency security enhancements funded under the Capitol Police Board’s general expenses account (P.L. 105-277). The total Joint Items figure also includes \$2 million for the Trade Deficit Review Commission.
- g. This figure includes \$100 million for design and construction of a Capitol visitors’ center, funded under the Architect of the Capitol’s Capitol buildings account, in “salaries and expenses” (P.L. 105-277), and includes \$3.8 million for expenses of a House page dormitory and \$1.8 million for expenses for life safety renovations to the O’Neill House Office Building (P.L. 106-31).
- h. Includes \$1 million for the Congressional Cemetery.
- i. Includes \$5 million in emergency supplemental appropriations under the salaries and expenses account of the General Accounting Office for completion of the Year-2000 computer conversion (P.L. 105-277).
- j. Includes regular annual appropriations (P.L. 106-57) and a 0.38% rescission and supplemental in P.L. 106-113.
- k. This column contains: (1) FY2001 regular annual appropriations contained in H.R. 5657, legislative branch appropriations bill; FY2001 supplemental appropriations of \$118 million and a 0.22% across-the-board rescission contained in H.R. 5666, miscellaneous appropriations bill; and (3) FY2001 supplemental appropriations of \$79.5 million contained in H.R. 2216 (P.L. 107-20). H.R. 5657 and H.R. 5666 were incorporated by reference in P.L. 106-554, FY2001 Consolidated Appropriations Act. The first FY2001 legislative branch appropriations bill, H.R. 4516, was vetoed Oct. 30, 2000.

CRS-23

	FY1995	FY1996 ^b	FY1997	FY1998	FY1999 ^c	FY2000 ^j	FY2001 ^k	FY2002
Architect, Cong. Cemetery	-	-	-	-	-	-	-	1,250
Government Printing Office, except Congressional Printing and Binding	37,707	35,096	32,915	32,421	31,927	31,515	34,775	33,639
General Accounting Office	532,964	433,562	376,413	378,542	391,962	398,327	394,005	429,444
Center for Russian Leadership Development		-	-	-	-	-	-	8,000
Total, Title II	903,016	793,010	766,216	742,005	765,635	795,585	898,231	977,441
Grand Total	2,837,018	2,528,906	2,493,662	2,551,069	2,816,040	2,622,926	2,800,503	3,252,423

See notes at end of Table 8.

For Additional Reading

CRS Reports

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

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

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

Selected Web Sites

These sites contain information on the FY2003 and/or FY2004 legislative branch appropriations requests and legislation, and the appropriations process.

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

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

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

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

General Accounting Office
[<http://www.gao.gov>]

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