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# Legislative Branch: FY2018 Appropriations

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## Summary

The legislative branch appropriations bill provides funding for the Senate; House of Representatives; Joint Items; Capitol Police; Office of Compliance; Congressional Budget Office (CBO); Architect of the Capitol (AOC); Library of Congress (LOC), including the Congressional Research Service (CRS); Government Publishing Office (GPO); Government Accountability Office (GAO); Open World Leadership Center; and the John C. Stennis Center.

The FY2018 legislative branch budget request of \$4.865 billion was submitted on May 23, 2017. In general, FY2018 legislative branch budget requests were developed and submitted to the Office of Management and Budget (OMB) prior to the enactment of FY2017 funding. By law, the President includes the legislative branch request in the annual budget submission without change.

On June 23, 2017, the House Appropriations Committee Legislative Branch Subcommittee held a markup of the draft bill. The bill was ordered reported to the full committee by voice vote. On June 29, the House Appropriations Committee held a markup of the bill. The bill was ordered reported by voice vote. It would have provided \$3.580 billion, not including Senate items (H.R. 3162, H.Rept. 115-199). On July 18, the text of H.R. 3162 was included in a print issued by the House Rules Committee entitled, “Text of the Defense, Military Construction, Veterans Affairs, Legislative Branch, and Energy And Water Development National Security Appropriations Act, 2018” (Committee Print 115-30, which also contained the text of H.R. 3219, H.R. 2998, and H.R. 3266). On July 24 and 25, the House Rules Committee met to consider a special rule for the consideration of H.R. 3219, which included legislative branch funding as Division B. A total of 34 proposed amendments were considered by the committee (including 7 the committee considered late or late revised). Ten amendments to Division B were made in order. The rule for consideration (H.Res. 473, H.Rept. 115-259) was agreed to in the House on July 26, 2017. On July 26, the House proceeded to consideration of H.R. 3219. Of the 10 amendments to Division B made in order by H.Res. 473, 9 were offered (4 agreed to by voice vote, 2 failed by voice vote, and 3 failed by roll call vote). H.R. 3219 was passed in the House the next day.

On July 27, the Senate Appropriations Committee reported S. 1648 (S.Rept. 115-137), which would have provided \$3.171 billion, not including House items.

On September 8, a continuing appropriations resolution providing funding for legislative branch activities through December 8, 2017, was enacted (P.L. 115-56). Additional continuing appropriations resolutions (P.L. 115-90, through December 22, 2017; P.L. 115-96, through January 19, 2018; P.L. 115-120, through February 8, 2018; and P.L. 115-123, through March 23, 2018) provided funding until the enactment of the FY2018 Consolidated Appropriations Act (P.L. 115-141). The act provides \$4.700 billion for FY2018, an increase of \$260.0 million (5.9%) from FY2017.

The FY2017 level of \$4.440 billion was an increase of \$77.0 million (+1.7%) from FY2016. The FY2016 level of \$4.363 billion represented an increase of \$63 million (+1.5%) from the FY2015 level of \$4.300 billion, and the FY2015 level represented an increase of \$41.7 million (+1.0%) from the FY2014 funding level of \$4.259 billion. The FY2013 act funded legislative branch accounts at the FY2012 enacted level, with some exceptions (also known as “anomalies”), less across-the-board rescissions that applied to all appropriations in the act, and not including sequestration reductions implemented on March 1. The FY2012 level of \$4.307 billion represented a decrease of \$236.9 million (-5.2%) from the FY2011 level, which itself represented a decrease of \$125.1 million (-2.7%) from FY2010.

The smallest of the appropriations bills, the legislative branch comprises approximately 0.4% of total discretionary budget authority.

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## FY2018 Consideration: Overview of Actions

The first section of this report provides an overview of the consideration of FY2018 legislative branch appropriations, with subsections covering each action, including

- the initial submission of the request on May 23, 2017;
- hearings held by the House and Senate Legislative Branch Subcommittees in May and June, 2017;
- the House subcommittee markup on June 23, 2017;
- the House full committee markup on June 29, 2017;
- the July 18, 2017, inclusion of the text of the legislative branch bill, H.R. 3162, in a print issued by the House Rules Committee;
- the meeting of the House Rules Committee on July 24 and 25, 2017, to consider a special rule for consideration of H.R. 3219, which included legislative branch funding as Division B;
- consideration of H.R. 3219 in the House on July 26 and passage on July 27;
- the markup and reporting by the Senate Appropriations Committee of its version of the legislative branch appropriations bill on July 27 (S. 1648);
- the enactment on September 8, of a continuing resolution providing funding through December 8, 2017;
- the agreement in the House on September 14 to H.Res. 500, which included the text of Rules Committee Print 115-31, as amended, in an amendment in the nature of a substitute for H.R. 3354. The text of the legislative branch bill, as agreed to in H.R. 3219, was unchanged. H.R. 3354, which then includes text for all 12 appropriations bills, was agreed to in the House on September 14, 2017. H.R. 3354 was placed on the Senate Legislative Calendar but no further action was taken;
- the enactment of additional continuing appropriations resolutions (P.L. 115-90, through December 22, 2017; P.L. 115-96, through January 19, 2018; P.L. 115-120, through February 8, 2018; and P.L. 115-123, through March 23, 2018); and
- the enactment of the FY2018 Consolidated Appropriations Act (P.L. 115-141) on March 23, 2018, which provides \$4.700 billion for FY2018, an increase of \$260.0 million (5.9%) from FY2017.

It is followed by a section on prior year actions and funding, which contains a historical table and figure.

The report then provides an overview of the FY2018 budget requests of individual legislative branch agencies and entities.

**Table 5** through **Table 9** list enacted funding levels for FY2017 and the requested and reported levels for FY2018, while the **Appendix** lists House, Senate, and conference bills and reports; public law numbers; and enactment dates since FY1998.

## Security Funding Following the June 14, 2017, Shooting at a Congressional Baseball Game Practice

A shooting on June 14, 2017, at a practice for the Congressional Baseball Game, which wounded one Member of Congress, two U.S. Capitol Police (USCP) officers, and two members of the public in Alexandria, Virginia, had an impact on consideration of the FY2018 legislative branch bill.

In particular, according to the House report, H.R. 3162 “provides additional resources to the USCP in the amount of \$7,500,000 and House Sergeant at Arms in the amount of \$5,000,000 to enhance security for Members both in Washington D.C. and in Congressional districts.”<sup>1</sup>

The report also indicates that the “Committee has provided resources necessary to support the Committee on House Administration’s plan to increase Member’s Representational Allowance (MRA) by \$25,000 per account this year for the purpose of providing Member security when away from the Capitol complex.”<sup>2</sup> Between the subcommittee and full committee markup sessions, on June 27, 2017, the House approved the MRA authorization increases when it agreed to H.Res. 411, by unanimous consent.

The report also refers to a request to the Federal Election Commission (FEC) to issue guidance on the allowance of all Members to use campaign funds for security improvements to their residences. The advisory opinion was issued on July 13, 2017.<sup>3</sup>

Subsequently, on July 28, 2017, House Sergeant at Arms Paul D. Irving issued a “Dear Colleague” letter announcing that his office “will assume the cost of and oversee future District Office security upgrades, maintenance, and monthly monitoring fees.”<sup>4</sup>

On August 15, 2017, the Committee on House Administration issued a “Dear Colleague” letter announcing updates to the *Members’ Congressional Handbook* incorporating these and other changes.<sup>5</sup> The MRA remains available for security measures necessitated by official duties as discussed in the letter and the *Handbook*.

The FY2018 act and explanatory statement further address security for Members, staff, and visitors, stating,<sup>6</sup>

This agreement provides additional resources to the United States Capitol Police and the Sergeants at Arms of both chambers to enhance security for Members of Congress, their staff, and office visitors. Over the past year there have been humbling reminders of the threats Members of Congress and their staff face as public servants. The Congressional community has also been reminded of the heroic capabilities of the men and women of

<sup>1</sup> U.S. Congress, House Committee on Appropriations, Subcommittee on Legislative Branch, *Legislative Branch, 2018*, report to accompany H.R. 3162, 115<sup>th</sup> Cong., 1<sup>st</sup> sess., July 6, 2017, H.Rept. 115-199 (Washington: GPO, 2017), p. 3.

<sup>2</sup> *Ibid.* See also the *Members’ Congressional Handbook*, <https://cha.house.gov/handbooks/members-congressional-handbook#Members-Handbook-Office-Expenses-DO-Security>.

<sup>3</sup> Federal Election Commission, Advisory Opinion 2017-07, July 13, 2017, <https://www.fec.gov/files/legal/aos/83386.pdf>.

<sup>4</sup> Available to House offices at <https://e-dearcolleague.house.gov/>.

<sup>5</sup> Available at <https://cha.house.gov/handbooks/members-congressional-handbook>.

<sup>6</sup> *Congressional Record*, daily edition, “Explanatory Statement Submitted by Mr. Frelinghuysen, Chairman of the House Committee on Appropriations, Regarding the House Amendment to Senate Amendment on H.R. 1625,” March 22, 2018, pp. H2784- H2799. Available at <https://www.gpo.gov/fdsys/pkg/CREC-2018-03-22/pdf/CREC-2018-03-22-house-bk3.pdf>.

the United States Capitol Police. There is no higher priority in this agreement than providing adequate resources for the physical security of Members and their staff as well as constituents and visitors to the Capitol campus.

...

The agreement includes \$7,500,000 to enhance Member protection, including funds for increased training, equipment and technology-related support items. The men and women of the Capitol Police have an increasingly difficult mission of protecting Members of Congress and the overall Capitol complex. Their mission can, at times, put them in harm's way. Ensuring these officers have the best tools and resources to carry out their duties is of the utmost importance to Congress.

## Status of FY2018 Appropriations: Dates and Documents

**Table 1. Status of Legislative Branch Appropriations, FY2018**

Committee Markup		Conference Report Approval							
House	Senate	House Report	House Passage	Senate Report	Senate Passage	Conference Report	House	Senate	Public Law
6/29/17		7/6/2017 H.Rept. 115-199; H.R. 3162	7/27/2017 H.R. 3219	7/27/2017 S.Rept. 115-137 S. 1648					3/23/2018 H.R. 1625 P.L. 115-141

**Source:** Congressional Research Service examination of congress.gov data.

**Notes:** In recent years, the House has held a subcommittee markup prior to the full committee markup. The House subcommittee held its markup on June 23, 2017.

## Submission of FY2018 Budget Request on May 23, 2017

The *Budget for Fiscal Year 2018* was submitted on May 23, 2017. It contains a request for \$4.865 billion in new budget authority for legislative branch activities.<sup>7</sup> By law, the legislative branch request is submitted to the President and included in the budget without change.<sup>8</sup>

In general, FY2018 legislative branch budget requests had already been developed and submitted to the Office of Management and Budget (OMB) prior to the enactment of funding for FY2017, which occurred on May 5. Accounts in the *Budget* therefore include the following disclaimer:<sup>9</sup>

Note.—A full-year 2017 appropriation for this account was not enacted at the time the budget was prepared; therefore, the budget assumes this account is operating under the

<sup>7</sup> Office of Management and Budget, *Appendix, Budget of the United States Government, FY2018* (Washington: GPO, 2017), pp. 13-44, available at <https://www.whitehouse.gov/sites/default/files/omb/budget/fy2017/assets/leg.pdf>.

<sup>8</sup> 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.” Division C of the FY2012 Consolidated Appropriations Act (P.L. 112-74) added language to 31 U.S.C. 1107 relating to budget amendments, 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.”

<sup>9</sup> Office of Management and Budget, *Appendix, Budget of the United States Government, FY2018* (Washington: GPO, 2017), pp. 13-44, available at <https://www.whitehouse.gov/sites/default/files/omb/budget/fy2017/assets/leg.pdf>.



**The House of Representatives and Senate Explained**

# Congressional Procedure

**A Practical Guide to the Legislative Process in the U.S. Congress**

**Richard A. Arenberg**

Foreword by Alan S. Frumin

 **TheCapitolNet**

Further Continuing Appropriations Act, 2017 (P.L. 114–254). The amounts included for 2017 reflect the annualized level provided by the continuing resolution.

## Senate and House Hearings on the FY2018 Budget Requests

**Table 2** lists the dates of hearings of the legislative branch subcommittees in 2017. Prepared statements of witnesses were posted on the subcommittee websites.

**Table 2. Dates of House and Senate Hearings on Legislative Branch Requests**

	House of Representatives	Senate
Senate	—	June 29, 2017
House of Representatives	May 17, 2017	—
U.S. Capitol Police	May 18, 2017	June 29, 2017 <sup>a</sup>
Office of Compliance	—	—
Congressional Budget Office	— <sup>b</sup>	June 21, 2017
Architect of the Capitol	May 17, 2017	June 7, 2017
Library of Congress, including the Congressional Research Service	May 18, 2017	June 7, 2017
Government Publishing Office	—	—
Government Accountability Office	—	June 21, 2017
Members/Public Witnesses	May 3, 2017 <sup>c</sup>	—

**Sources:** CRS examination of House and Senate Appropriations Committee websites.

**Notes:**

- a. The Capitol Police hearing had originally been scheduled for June 14, 2017, the date of a shooting at a practice for the Congressional Baseball Game.
- b. A submitted “Statement for the Record Regarding CBO’s Appropriation Request for Fiscal Year 2018” is available at <https://www.cbo.gov/system/files/115th-congress-2017-2018/reports/52798-fy18appropriationsstatement.pdf>.
- c. The House subcommittee announced that it would accept programmatic and language submissions from Members through May 30, 2017.

## House Appropriations Committee Subcommittee on Legislative Branch Markup

On June 23, 2017, the House Appropriations Committee Subcommittee on Legislative Branch held a markup of the FY2018 bill.

The subcommittee recommended \$3.58 billion (a \$100 million increase, or +2.8%, from the comparable FY2017 enacted level), not including Senate items, which are historically considered by the Senate.

No amendments were offered.

## House Appropriations Committee Legislative Branch Markup and Reporting

On June 29, 2017, the House Appropriations Committee met to mark up the FY2018 bill reported from its legislative branch subcommittee. The following amendments were considered:

- a manager’s amendment, offered by Chairman Yoder of Kansas, with technical changes, which was agreed to by voice vote;
- an amendment offered by Representative McCollum of Minnesota, related to the public release of CRS reports, which was not agreed to by voice vote;
- an amendment offered by Representative Lee of California, related to House staff diversity and addressing bias in hiring and promotion, which was agreed to by voice vote;
- an amendment offered by Representative Wasserman Schultz of Florida, related to the House historic buildings revitalization trust fund, which was withdrawn.

The bill was reported out of committee by voice vote (H.R. 3162, H.Rept. 115-199).

## House Rules Committee Consideration of a Special Rule

On July 18, 2017, the text of H.R. 3162 was included in a print issued by the House Rules Committee referred to as the Make America Secure Appropriations Act, 2018, and short titled the “Defense, Military Construction, Veterans Affairs, Legislative Branch, and Energy and Water Development National Security Appropriations Act, 2018” (Committee Print 115-30).<sup>10</sup> An announcement regarding the amendment process was issued.<sup>11</sup>

The House Rules Committee met on July 24 and 25, 2017, to consider a special rule for consideration of this bill, H.R. 3219, which included legislative branch funding as Division B. A total of 34 amendments were considered by the committee for Division B (including 7 the committee considered late or late revised).<sup>12</sup>

Ten amendments to Division B were made in order under the rule reported by the House Rules Committee (H.Res. 473, amendments printed in H.Rept. 115-259).

H.Res. 473 was agreed to in the House on July 26, 2017 (232 – 192, Roll no. 415; see also H.Res. 478).

## House Floor Consideration and Passage

The House proceeded to consideration of H.R. 3219 on July 26. Of the 10 amendments to Division B made in order, 9 were offered.

Four were agreed to by voice vote:

- H.Amdt. 214, relating to the use of the Members’ Representational Allowance for Member security;

<sup>10</sup> Available at <http://docs.house.gov/billsthisweek/20170724/BILLS%20-115HR3219HR3162HR2998HR3266-RCP115-30.pdf>.

<sup>11</sup> Available at <https://rules.house.gov/news/announcement/amendment-process-hr-3219>.

<sup>12</sup> For a list and a link to text of the proposed amendments, see <https://rules.house.gov/bill/115/hr-3219>.

- H.Amdt. 215, increasing funding for the House Wounded Warrior Program by \$250,000 (offset by a decrease in funding for the Architect of the Capitol);
- H.Amdt. 218, providing designated baby changing stations in the Capitol Complex; and
- H.Amdt. 221, prohibiting the delivery of printed copies of the *Federal Register* to Representatives unless specifically requested.

Two failed by voice vote:

- H.Amdt. 213, increasing funding for the Government Accountability Office, offset by a reduction in the Members' Representational Allowance; and
- H.Amdt. 220, limiting mass mailings to the size of a standard postcard.

Three failed by roll call vote:

- H.Amdt. 216 and H.Amdt. 217, which would have reduced funding for the Congressional Budget Office; and
- H.Amdt. 219, which would have provided funding for the reestablishment of the Office of Technology Assessment, offset from funds from the Architect of the Capitol's Capital Construction and Operations Account.

H.R. 3219 was passed in the House the next day (235 – 192, Roll no. 435).

## Senate Appropriations Committee Legislative Branch Markup and Reporting

On July 27, the Senate Appropriations Committee met to mark up its version of the FY2018 legislative branch appropriations bill. It reported the bill on the same day (by recorded vote, 31–0; S. 1648, S.Rept. 115-137).

S. 1648 would have provided \$3.171 billion, not including House items, an increase of \$122.4 million (+4.0%) from the comparable FY2017 enacted level.

## Continuing Appropriations Resolution Enacted

A continuing appropriations resolution (CR) providing funding for legislative branch activities through December 8, 2017, was enacted on September 8, 2017 (H.R. 601, P.L. 115-56).

Two provisions in the CR related to the legislative branch.

Section 140 allowed for amounts made available for salaries for employees in the Office of the Senate Sergeant at Arms and Doorkeeper to be apportioned at rates necessary to maintain current Senate cybersecurity capabilities. In general, 2 U.S.C. §4577 prohibits spending more than one-quarter of the total amount available for employees covered by this line-item in the first quarter of a fiscal year.

P.L. 115-56 also contained a provision continuing “section 175 of Public Law 114-223, as amended by division A of Public Law 114-254.” This provision prohibited a Member pay adjustment in FY2017. The continuance of this provision prohibited the Member pay adjustment for the duration of the CR, and it was extended in the subsequent FY2018 CRs. Member pay was then frozen for the remainder of the fiscal year in Section 7 of the FY2018 Consolidated Appropriations Act.

## Inclusion of Text of H.R. 3219 in H.R. 3354

On September 14, the House agreed to H.Res. 500, providing for consideration of the bill (H.R. 3354) making appropriations for the Department of the Interior, environment, and related agencies for the fiscal year ending September 30, 2018, and for other purposes.

The resolution also provided for the inclusion of the text of Rules Committee Print 115-31, modified by Rules Committee Print 115-32 and the amendment printed in part A of the report of the Committee on Rules accompanying the resolution, in an amendment in the nature of a substitute for H.R.3354 (Roll no. 443). The text of the legislative branch bill, as agreed to in H.R. 3219, was unchanged.

H.R. 3354, as amended to include text for all 12 appropriations bills, was agreed to in the House on September 14, 2017 (Roll no. 528). No further action was taken.

## Enactment of Further Continuing Appropriations Resolutions and the FY2018 Consolidated Appropriations Act

Additional continuing appropriations resolutions provided funding through

- December 22, 2017 (P.L. 115-90);
- January 19, 2018 (P.L. 115-96);
- February 8, 2018 (P.L. 115-120). This law also amended Title 44 of the *U.S. Code* to restrict the distribution of free printed copies of *Federal Register* to Members of Congress and federal employees; and
- March 23, 2018 (P.L. 115-123). Title IX of Division B also provided \$14.0 million to the Government Accountability Office “for audits and investigations relating to Hurricanes Harvey, Irma, and Maria and the 2017 wildfires.”

On March 22, 2018, a rule for the consideration of H.R. 1625, consisting of the text of Rules Committee Print 115-66, was reported by the House Committee on Rules.<sup>13</sup> The committee print contained the text of the FY2018 Consolidated Appropriations Act. The rule, H.Res. 796, was agreed to (211-207, Roll no. 124). The House then agreed to H.R. 1625 (256-167, Roll no. 127). The following day, the Senate invoked cloture (67-30, Record Vote Number 62) and then agreed to H.R. 1625 (65-32, Record Vote Number 63).

Division I of the FY2018 Consolidated Appropriations Act (P.L. 115-141) provides \$4.700 billion for legislative branch activities, an increase of \$260.0 million (5.9%) from the FY2017 level.

## Funding in Prior Years: Brief Overview and Trends

### *Legislative Branch: Historic Percentage of Total Discretionary Budget Authority*

The percentage of total discretionary budget authority provided to the legislative branch has remained relatively stable at approximately 0.4% since at least FY1976.<sup>14</sup> The maximum level, 0.48%, was in FY1995, and the minimum, 0.31%, was in FY2009.

<sup>13</sup> For additional information, see <https://rules.house.gov/bill/115/hr-1625-sa>.

<sup>14</sup> Calculations by CRS with data from Office of Management and Budget (OMB), Historical Tables, *Budget of the* (continued...)

**FY2017**

FY2017 funding was provided in Division I of the Consolidated Appropriations Act, 2017 (P.L. 115-31), which was enacted on May 5, 2017. The \$4.440 billion provided by the act represented a \$77.0 million increase (+1.7%) from the FY2016 enacted level.

**FY2016**

FY2016 funding was provided in Division I of the Consolidated Appropriations Act, 2016 (P.L. 114-113), which was enacted on December 18, 2015. The \$4.363 billion provided by the act represented a \$63.0 million increase (+1.5%) from the FY2015 enacted level.

**FY2015**

FY2015 funding was provided in Division H of the Consolidated and Further Continuing Appropriations Act, 2015 (P.L. 113-235), which was enacted on December 16, 2014. The \$4.300 billion provided by the act represented an increase of \$41.7 million (+1.0%) from FY2014.

**FY2014**

Neither a legislative branch appropriations bill nor a continuing appropriations resolution (CR) containing FY2014 funding was enacted prior to the beginning of the fiscal year on October 1, 2013. A funding gap, which resulted in a partial government shutdown, ensued for 16 days. The funding gap was terminated by the enactment of a CR (P.L. 113-46) on October 17, 2013. The CR provided funding through January 15, 2014.<sup>15</sup> Following enactment of a temporary continuing resolution on January 15, 2014 (P.L. 113-73), a consolidated appropriations bill was enacted on January 17 (P.L. 113-76), providing \$4.259 billion for the legislative branch for FY2014.

**FY2013**

FY2013 funding of approximately \$4.061 billion was provided by P.L. 113-6, which was signed into law on March 26, 2013.<sup>16</sup> The act funded legislative branch accounts at the FY2012 enacted level, with some exceptions (also known as “anomalies”), not including across-the-board rescissions required by Section 3004 of P.L. 113-6. Section 3004 was intended to eliminate any

(...continued)

*United States Government*, FY2018, Table 5.4—Discretionary Budget Authority By Agency: 1976–2022, available at <http://www.whitehouse.gov/omb/budget/Historicals>. The calculations have some limitations, since the OMB data do not completely align with items funded in the annual and supplemental legislative branch appropriations acts. The differences may be partially traced to the definition of “legislative branch” in the OMB Public Budget Database user’s guide. Some entities regularly included with the legislative branch in many OMB budget documents, like the United States Tax Court and some Legislative Branch Boards and Commissions, are not funded through the annual legislative branch appropriations acts. Consequently, an examination of the discretionary budget authority listed in the *Historical Tables* reveals some differences with the reported total budget authority provided in the annual legislative branch appropriations acts. The difference in legislative branch budget authority resulting from the different definitions of the legislative branch in the OMB budget documents and in the appropriations acts, however, does not represent a significant difference in the proportion of total discretionary budget authority.

<sup>15</sup> The legislative branch previously experienced a funding gap in FY1996 (November 14-18, 1995).

<sup>16</sup> FY2013 level from the CBO cost estimate for “Continuing Appropriations Resolution, 2014 (H.J.Res. 59), Including the Amendment Reported by the House Committee on Rules on September 18, 2013 (H.Res. 352)” at <http://www.cbo.gov/sites/default/files/cbofiles/attachments/hjres59amendment.pdf>, which lists a total for legislative branch budget authority of \$4.061 billion, noting that it “includes effects of the 2013 sequestration.” This bill contained a small anomaly for the legislative branch.

amount by which the new budget authority provided in the act exceeded the FY2013 discretionary spending limits in Section 251(c)(2) of the Balanced Budget and Emergency Deficit Control Act, as amended by the Budget Control Act of 2011 (P.L. 112-25) and the American Taxpayer Relief Act of 2012 (P.L. 112-240). Subsequent to the enactment of P.L. 113-6, OMB calculated that additional rescissions of 0.032% of security budget authority and 0.2% of nonsecurity budget authority would be required. The act did not alter the sequestration reductions implemented on March 1, which reduced most legislative branch accounts by 5.0%.<sup>17</sup> The accompanying OMB report indicated a dollar amount of budget authority to be canceled in each account containing nonexempt funds.<sup>18</sup>

**FY2012 and Prior**

Division G of the FY2012 Consolidated Appropriations Act (P.L. 112-74) provided \$4.307 billion for the legislative branch. This level was \$236.9 million below (-5.2%) the FY2011 enacted level. P.L. 112-10 provided \$4.543 billion for legislative branch operations in FY2011. This level represented a \$125.1 million decrease from the \$4.668 billion provided in the FY2010 Legislative Branch Appropriations Act (P.L. 111-68) and the FY2010 Supplemental Appropriations Act (P.L. 111-212). The FY2009 Omnibus Appropriations Act provided \$4.402 billion. In FY2009, an additional \$25.0 million was provided for the Government Accountability Office (GAO) in the American Recovery and Reinvestment Act of 2009.<sup>19</sup> P.L. 111-32, the FY2009 Supplemental Appropriations Act, also contained funding for a new Capitol Police radio system (\$71.6 million) and additional funding for the Congressional Budget Office (CBO) (\$2.0 million).<sup>20</sup>

As seen in **Table 3**, the FY2017 legislative branch budget, adjusted for inflation, remained below the FY2007 level. When compared to FY2010, which was the peak of legislative branch funding, the FY2017 level decreased 4.9% when not adjusted for inflation and 14.9% when adjusted for inflation.

**Figure 1** shows the same information graphically, while also demonstrating the division of budget authority across the legislative branch in FY2017.

**Table 3. Legislative Branch Funding, FY2007-FY2017: Current and Constant Dollars**  
(in billions of dollars)

Fiscal Year	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
Current Dollars	3.852 <sup>a</sup>	3.970	4.501 <sup>b</sup>	4.669 <sup>c</sup>	4.543 <sup>d</sup>	4.307	4.061 <sup>e</sup>	4.259	4.300	4.363	4.440

<sup>17</sup> White House, President Obama, Sequestration Order for Fiscal Year 2013 Pursuant to Section 251A of the Balanced Budget and Emergency Deficit Control Act, As Amended, March 1, 2013, available at <http://www.whitehouse.gov/sites/default/files/2013sequestration-order-rel.pdf>.

<sup>18</sup> Executive Office of the President, Office of Management and Budget, *OMB Report to the Congress on the Joint Committee Sequestration for Fiscal Year 2013*, March 1, 2013, [http://www.whitehouse.gov/sites/default/files/omb/assets/legislative\\_reports/fy13ombjcssequestrationreport.pdf](http://www.whitehouse.gov/sites/default/files/omb/assets/legislative_reports/fy13ombjcssequestrationreport.pdf).

<sup>19</sup> P.L. 111-5, February 17, 2009, 123 Stat. 191.

<sup>20</sup> 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, 111<sup>th</sup> Cong., 1<sup>st</sup> sess., H.Rept. 111-151 (Washington: GPO, 2009), p. 117.

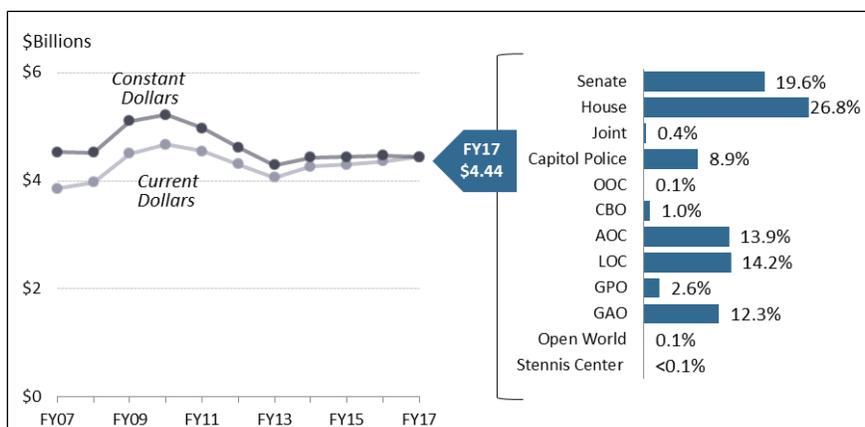
Fiscal Year	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
Constant Dollars (2017)	4.532	4.517	5.106	5.218	4.969	4.613	4.287	4.430	4.441	4.467	4.440

**Source:** CRS analysis of legislative branch appropriations acts and related budget documents.

**Notes:** These figures exclude permanent budget authorities, including funding for Member pay, that are not included in the annual legislative branch appropriations bill. Totals include supplementals and rescissions. Constant 2017 dollars calculated using the “Total Non-Defense” deflator in *Table 10.1—Gross Domestic Product and Deflators Used in the Historical Tables: 1940–2022* in the President’s FY2018 budget request.

- This number contains appropriations provided by P.L. 110-5 (the Revised Continuing Appropriations Resolution, 2007), and funding for the House of Representatives, Government Accountability Office, U.S. Capitol Police, Architect of the Capitol, and gratuity payments provided in P.L. 110-28 (the U.S. Troop Readiness, Veterans’ Care, Katrina Recovery, and Iraq Accountability Appropriations Act, 2007).
- This number contains appropriations provided by P.L. 110-161 (the FY2009 Omnibus Appropriations Act), \$25.0 million for the Government Accountability Office provided by P.L. 111-5 (the American Recovery and Reinvestment Act of 2009), and \$73.6 million provided by P.L. 111-32 (the Supplemental Appropriations Act, 2009) for the U.S. Capitol Police and the Congressional Budget Office.
- This number contains appropriations provided by P.L. 111-68 (the FY2010 Legislative Branch Appropriations Act), and \$12.96 million in supplemental appropriations provided for the U.S. Capitol Police in P.L. 111-212 (the Supplemental Appropriations Act, 2010).
- This number does not include scorekeeping adjustment.
- FY2013 level obtained from the CBO cost estimate for “Continuing Appropriations Resolution, 2014 (H.J.Res. 59), Including the Amendment Reported by the House Committee on Rules on September 18, 2013 (H.Res. 352) Discretionary spending (in millions of dollars)”, which lists a total for legislative branch budget authority of \$4.061 billion, noting that it “includes effects of the 2013 sequestration.” This bill contained a small anomaly for the legislative branch.

**Figure I. Legislative Branch Funding FY2007-FY2017: Current and Constant 2017 Dollars**  
(and distribution in FY2017)



**Source:** CRS analysis of legislative branch appropriations acts and related budget documents.

**Notes:** These figures exclude permanent budget authorities and contain supplementals and rescissions. Total does not include permanent budget authorities, including funding for Member pay, that are not included in the annual legislative branch appropriations bill. Total also excludes offsetting collections and authority to spend receipts. Constant 2017 dollars calculated using the “Total Non-Defense” deflator in *Table 10.1—Gross Domestic Product and Deflators Used in the Historical Tables: 1940–2022* in the President’s FY2018 budget request.

*Legislative Series*

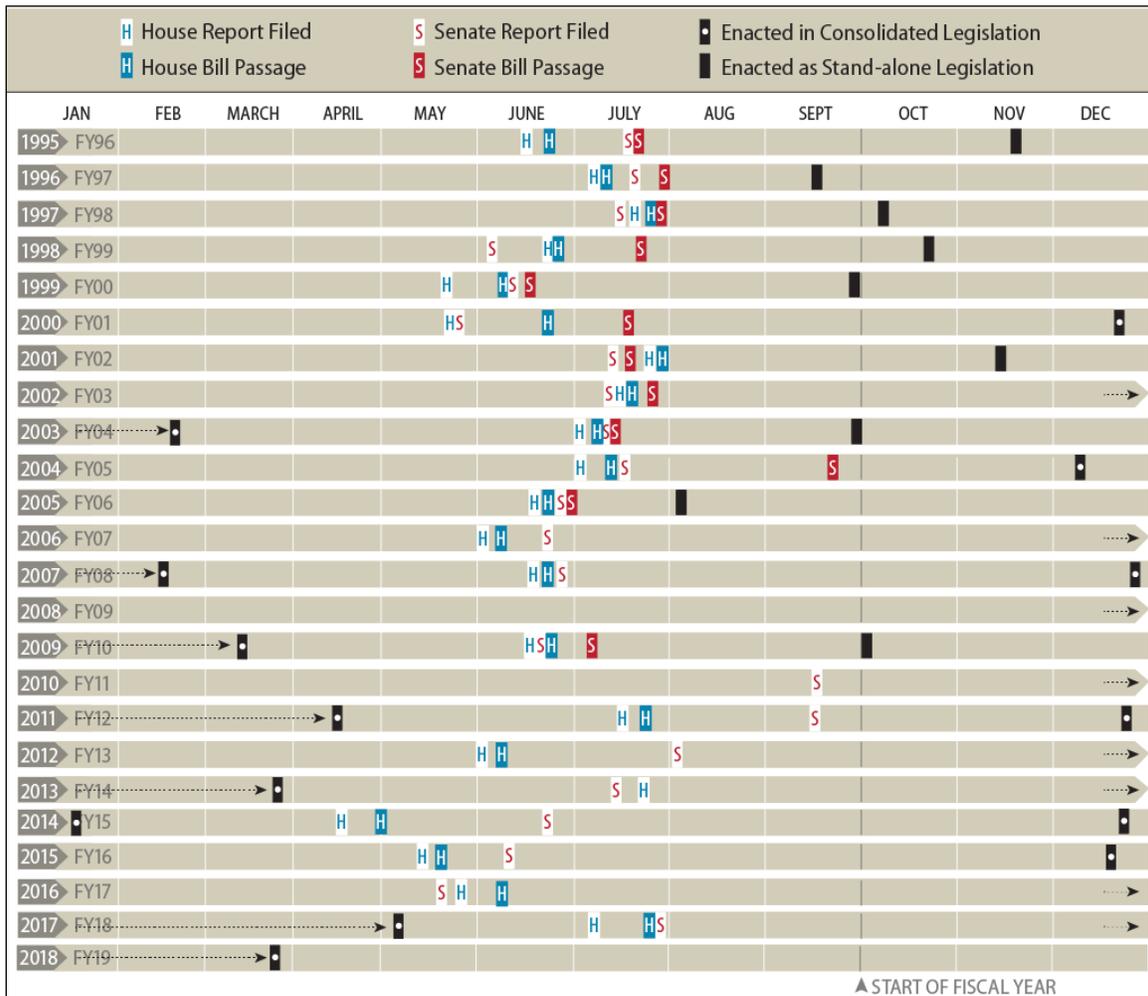
**Legislative  
Drafter's Deskbook**  
*A Practical Guide*

By Tobias A. Dorsey



**Figure 2** shows the timing of legislative branch appropriations actions, including the issuance of House and Senate reports, bill passage, and enactment, from FY1996 through FY2018. It shows that fiscal year funding for the legislative branch has been determined on or before October 1 five times during this period (FY1997, FY2000, FY2004, FY2006, and FY2010), with another two bills enacted during the first month of the fiscal year (FY1998 and FY1999), two in November (FY1996 and FY2002), six in December (FY2001, FY2005, FY2008, FY2012, FY2015, and FY2016), and eight in the next calendar year (FY2003, FY2007, FY2009, FY2011, FY2013, FY2014, FY2017, and FY2018). FY2017 funding, enacted on May 5, 2017, represented the latest date of enactment during this period.

**Figure 2. Timing of Legislative Branch Appropriations Consideration FY1996-FY2018**  
(fiscal year consideration during the calendar year)



**Source:** CRS analysis of data found on <http://www.congress.gov>.

**Notes:** Each row represents consideration during the calendar year of the subsequent fiscal year spending bill (i.e., the calendar year 1992 row shows the timeline of consideration and passage of the FY1993 act). Arrows in the December column indicate consideration continued until the next calendar year. The figure shows when the committee report was filed, which may be later than the date the bill was ordered reported. When House and Senate action occurs on the same date, the House is shown first. The FY2010 Legislative Branch Appropriations Act (P.L. 111-68) is listed in this figure as stand-alone legislation (Division A), although it was also the vehicle for a continuing appropriations resolution (Division B).

## FY2018 Legislative Branch Funding Issues

The following sections discuss the various legislative branch accounts.

During consideration of the legislative branch bills, the House and Senate conform to a “longstanding practice under which each body of Congress determines its own housekeeping requirements and the other concurs without intervention.”<sup>21</sup>

As stated above, FY2018 legislative branch budget requests were generally developed and submitted to OMB prior to the determination of FY2017 funding, which was enacted on May 5, 2017.

### Senate

#### Overall Funding

The Senate requested \$948.3 million for FY2018, an 8.8% increase over the \$871.2 million provided in FY2017. The Senate-reported bill would have provided \$899.8 million (+3.3%), and the FY2018 act provides \$919.9 million (+5.6%).

Additional information on the Senate account is presented in **Table 6**.

#### Senate Committee Funding

Appropriations for Senate committees are contained in two accounts.

- The *inquiries and investigations account* contains funds for all Senate committees except Appropriations. The Senate-reported and FY2018 enacted level of \$133.3 million continues the level provided since FY2015. The Senate had requested \$135.8 million (+1.9%).
- The *Committee on Appropriations account* contains funds for the Senate Appropriations Committee. The Senate-requested and -reported level of \$15.1 million, which was provided in the FY2018 act, is equivalent to the level provided since FY2015.

#### Senators’ Official Personnel and Office Expense Account<sup>22</sup>

The Senators’ Official Personnel and Office Expense Account (SOPOEA) 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 requested \$452.6 million, \$62.6 million above (+16.1%) the \$390.0 million provided each year since FY2014. The Senate-reported bill would have provided \$404.0 million (+3.6%), and the FY2018 act provides \$424.0 million (+8.7%).

<sup>21</sup> For example: U.S. Congress, Senate Committee on Appropriations, Subcommittee on Legislative Branch, *Legislative Branch, 2016*, report to accompany H.R. 2250, 114<sup>th</sup> Cong., 1<sup>st</sup> sess., June 11, 2015, S.Rept. 114-64 (Washington: GPO, 2015), p. 4.

<sup>22</sup> For additional information, see CRS Report R44399, *Senators’ Official Personnel and Office Expense Account (SOPOEA): History and Usage*, by Ida A. Brudnick.

## ***Administrative Provisions***

The Senate-reported bill contained five administrative provisions:

1. One provision, which was first included in FY2016, requires amounts remaining in the Senators' Official Personnel and Office Expense Account (SOPOEA) to be used for deficit reduction or to reduce the federal debt. This provision was included in the FY2018 act.
2. One provision related to Senate procurements, which was included in the FY2018 act.
3. One provision which would continue the freeze on Member salaries at the 2009 level. Member salaries are funded in a permanent appropriations account, and the legislative branch bill does not contain language funding or increasing Member pay. A provision prohibiting the automatic Member pay adjustments could be included in any bill, or be introduced as a separate bill. The FY2018 Consolidated Appropriations Act froze Member salaries in Section 7.
4. One provision which would address student loan repayment for employees of departing Senators and Vice Presidents.<sup>23</sup> This provision was included in the FY2018 act.
5. One provision would require Senate political committees to file campaign finance disclosure reports electronically and directly with the Federal Election Commission.<sup>24</sup> This provision was not included in the FY2018 act.

## **House of Representatives**

### **Overall Funding**

The House requested \$1.223 billion for FY2018, a 2.9% increase from the FY2017 enacted level of \$1.189 billion. The House-passed level of \$1.194 billion would have provided a \$4.8 million increase (+0.4%). The FY2018 Consolidated Appropriations Act provides \$1.200 billion, a \$10.95 million increase (+0.9%).

Additional information on headings in the House of Representatives account is presented in **Table 7**.

### **House Committee Funding**

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 requested \$129.1 million (+1.6%). The House-passed bill and the FY2018 act provided \$127.1 million, a continuation of the FY2017 level and an increase of 2.5% from the level provided in FY2014, FY2015, and FY2016.

<sup>23</sup> In 2016, GAO had issued "Use of Senate Appropriations for Student Loan Repayment Agreements," B-327922: May 12, 2016, <http://www.gao.gov/products/D13347>.

<sup>24</sup> For additional information, see CRS Report R41542, *The State of Campaign Finance Policy: Recent Developments and Issues for Congress*, by R. Sam Garrett.

The second subheading contained funds for the personnel and nonpersonnel expenses of the Committee on Appropriations. The House-passed bill and the FY2018 act provided \$23.2 million, a slight decrease (\$45,000) from the level provided in FY2014, FY2015, and FY2016.

### **Members' Representational Allowance<sup>25</sup>**

The Members' Representational Allowance is available to support Members in their official and representational duties.

The \$562.6 million in the House-passed bill and the FY2018 act is a continuation of the FY2017 level and an increase of \$8.3 million (+1.5%) from the level provided in FY2014, FY2015, and FY2016.

The House committee report indicates that the recommended "level of funding will allow the MRAs to operate at authorized levels as approved by the Committee on House Administration."<sup>26</sup>

### ***Administrative Provisions***

The House requested the continuation of administrative provisions from prior years related to

1. unexpended balances from the MRA;
2. limiting amounts available from the MRA for leased vehicles; and
3. limiting or prohibiting the delivery of copies of bills and resolutions, the *Congressional Record*, the *U.S. Code*, the *Statement of Disbursements*, the *Daily Calendar*, and the *Congressional Pictorial Directory*.

These provisions, as well as a new provision amending the House Services Revolving Fund to allow for the collection of a fee from vendors for failure to abide by and maintain House security policies, were all included in the House-passed bill. These provisions, with the exception of the vendors' fee provision, were included in the FY2018 act.

The House-passed bill also contained an administrative provision which would freeze Member salaries at the 2009 level. The provision was included in the bill as reported by the House Appropriations Committee, and no separate vote was taken on the pay adjustment. The FY2018 Consolidated Appropriations Act froze Member salaries in Section 7.

## **Support Agency Funding**

### **U.S. Capitol Police**

The U.S. Capitol Police (USCP) are responsible for the security of the Capitol Complex, including, for example, 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 requested \$422.3 million for FY2018, an increase of \$29.0 million (+7.4%) from the \$393.3 million the USCP received for FY2017.

<sup>25</sup> For additional information, see CRS Report R40962, *Members' Representational Allowance: History and Usage*, by Ida A. Brudnick.

<sup>26</sup> U.S. Congress, House Committee on Appropriations, Subcommittee on Legislative Branch, *Legislative Branch, 2018*, report to accompany H.R. 3162, 115<sup>th</sup> Cong., 1<sup>st</sup> sess., July 6, 2017, H.Rept. 115-199 (Washington: GPO, 2017), p. 5.

The House-passed and Senate-reported bills would have provided \$422.5 million (+7.4%). The FY2018 act provides \$426.5 million, an increase of \$33.2 million (+8.4%).

Additional information on the USCP is presented in **Table 8**.

Appropriations for the police are contained in two accounts—a *salaries account* and a *general expenses account*.

- Salaries—the Capitol Police requested \$347.1 million for salaries, an increase of \$21.8 million (+6.7%) from the \$325.3 million provided in FY2017. The House-passed and Senate-reported bills would have provided \$347.7 million (+6.9%). The FY2018 act provides \$351.7 million (+8.1%).
- General Expenses—the Capitol Police requested \$75.2 million for general expenses, an increase of \$7.2 million (+10.6%) from the \$68.0 million provided in FY2017. The House-passed and Senate-reported bills, and the FY2018 act, provide \$74.8 million (+10.0%).

Another appropriation relating to the Capitol Police appears within the Architect of the Capitol account for Capitol Police buildings and grounds. USCP requested \$54.2 million, an increase of \$34.1 million (+170.4%) from the \$20.0 million provided in FY2017. The House-passed bill would have provided \$33.2 million (+66.0%) and the Senate-reported bill would have provided \$30.8 million (+53.9%). The FY2018 act provides \$34.2 million (+71.0%).

For additional discussion of FY2018 funding, see the section on “Security Funding Following the June 14, 2017, Shooting at a Congressional Baseball Game Practice.”

### *Administrative Provision*

The Capitol Police requested one administrative provision, which would amend language in the United States Capitol Police Administrative Technical Corrections Act regarding terminations from employment (2 U.S.C. 1907(e)(1)). The House-passed and Senate-reported bills did not include this provision, nor did the FY2018 act.

### **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.<sup>27</sup> The act applies various employment and workplace safety laws to Congress and certain legislative branch entities.<sup>28</sup>

The Office of Compliance requested \$4.1 million for FY2018, an increase of \$97,000 (+2.5%). The House-passed and Senate-reported bills would have provided \$3.96 million, a continuation of

<sup>27</sup> 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.

<sup>28</sup> 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.

the level provided each year since FY2015. The FY2018 act provides \$4.959 million, an increase of \$1.0 million (+25.3%).

### ***Sexual Harassment and the Congressional Accountability Act***

Following increased attention beginning in late 2017 to sexual harassment policies in Congress, the House passed the Congressional Accountability Act of 1995 Reform Act (H.R. 4924) on February 6, 2018. The bill was referred to the Senate Committee on Homeland Security and Governmental Affairs.

In addition, the House agreed to H.Res. 630 on November 29, 2017, requiring a training program on workplace rights and responsibilities for all House Members, officers, and employees.

Since then, discussions related to potential future changes to the Congressional Accountability Act have continued. The FY2018 explanatory statement further addressed this:<sup>29</sup>

Ensuring and protecting workplace rights of employees is imperative and the funds provided in this act support that effort. Processes to protect workplace rights have been in place for many years but they are not perfect. As Congress considers changes to the Congressional Accountability Act of 1995, which will impact the Office of Compliance's operations, there is a need to strengthen the agency's overall capacity, including the quality of its training and information technology processes.

The FY2018 explanatory statement also addressed efforts and funding implications specific to the House:<sup>30</sup>

This agreement provides \$5,000,000 to the CAO for workplace rights initiatives. The funds will support mandatory training requirements for all Members and staff included in House Resolution 630, as well as the establishment of the Office of Employee Advocacy created in House Resolution 724. Mandatory training is an important first step to ensure that every Member, staff, intern, fellow and detailee is fully aware of the laws that apply to them and their right to a harassment-free workplace under the Congressional Accountability Act. The Office of Employee Advocacy will provide House employees with immediate access to a dedicated advocate who will provide legal consultation, representation, and assistance on allegations, claims, and complaints under the Congressional Accountability Act in proceedings before the Office of Compliance and Committee on Ethics.

### **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.<sup>31</sup>

CBO requested \$49.9 million, an increase of \$3.4 million (+7.4%) from the \$46.5 million provided in FY2017. The House-passed bill would have provided \$48.5 million (+4.3%). The

<sup>29</sup> *Congressional Record*, daily edition, "Explanatory Statement Submitted by Mr. Frelinghuysen, Chairman of the House Committee on Appropriations, Regarding the House Amendment to Senate Amendment on H.R. 1625," March 22, 2018, pp. H2785. Available at <https://www.gpo.gov/fdsys/pkg/CREC-2018-03-22/pdf/CREC-2018-03-22-house-bk3.pdf>.

<sup>30</sup> *Ibid.*, p. 2784.

<sup>31</sup> 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.).

Senate-reported bill would have provided \$48.1 million (+3.4%). The FY2018 act provides \$49.9 million (+7.4%).

### *Administrative Provision*

The FY2018 act includes one administrative provision, also included in the FY2019 budget request (submitted prior to the enactment of the FY2018 act), which applies certain Federal Acquisition Regulations (FAR) to CBO.

### **Architect of the Capitol**

The Architect of the Capitol (AOC) is responsible for the maintenance, operation, development, and preservation of the U.S. 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: capital construction and operations, 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 requested \$782.96 million for FY2018, an increase of \$165.1 million (+26.7%) from the FY2017 level of \$617.9 million.

The House Appropriations Committee Legislative Branch Subcommittee recommended \$577.8 million, not including funding for the Senate office buildings. A manager's amendment adopted at the full committee markup (voice vote) increased this amount by \$4.0 million (adjusting the House office buildings account).

The House-passed level of \$581.6 million represented a \$52.1 million increase (+9.8%) from the \$529.5 million provided for similar items in FY2017. This level includes H.Amdt. 215, which increased funding for the House Wounded Warrior Program by \$250,000, offset by a reduction in the AOC Capital construction and operations account.

The Senate-reported bill would have provided \$454.0 million, not including funding for the House office buildings or the House Historic Buildings Revitalization Fund. This represents an increase of \$38.9 million (+9.4%) from the \$415.2 million provided for similar items in FY2017.

The FY2018 act provides \$712.1 million, an increase of \$94.2 million (+15.2%).

Additional funding information on the individual AOC accounts is presented in **Table 9**.

### *Administrative Provisions*

The AOC also requested two administrative provisions, which were included in the House-passed and Senate-reported bills and the FY2018 act:

1. a provision prohibiting the use of funds for bonuses for contractors behind schedule or over budget, first included in FY2015; and

2. a provision prohibiting scrim containing photographs of building facades during restoration or construction projects performed by the Architect of the Capitol, first included in FY2015.

## 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 162.5 million analog items;<sup>32</sup> 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 nonpartisan 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.

The Library requested \$703.4 million for FY2018,<sup>33</sup> an increase of \$71.5 million (+11.3%) from the \$631.96 million provided in FY2017.

The House-passed bill would have provided \$648.0 million, an increase of \$16.1 million (+2.5%).

The Senate-reported bill would have provided \$638.9 million, an increase of \$6.9 million (+1.1%).

The FY2018 act provides \$669.9 million, an increase of \$37.9 million (+6.0%).

These figures do not include additional authority to spend receipts.<sup>34</sup>

The FY2018 budget contains the following headings:

- Salaries and expenses—The Library requested \$497.9 million, an increase of \$47.2 million (+10.5%) from the \$450.7 million provided for FY2017. The House-passed bill would have provided \$457.9 million (+1.6%), while the Senate-reported bill would continue the FY2017 enacted level. The FY2018 act provides \$470.7 million (+4.4%). These figures do not include \$6.35 million in authority to spend receipts.
- Copyright Office—The Library requested \$31.4 million, an increase of \$8.3 million (+36.0%) from the \$23.1 million provided for FY2017. The FY2018 act provides the House-passed level of \$28.4 million (+23.2%). The Senate-reported bill would have provided \$25.3 million (+9.4%). These levels do not include authority to spend receipts and prior year unobligated balances (\$45.7 million in FY2017; \$46.3 million in the request; \$43.6 million in the House-passed and Senate-reported bills and the FY2018 act). Total budget authority, including receipts and balances, is \$68.8 million in FY2017; \$77.7 million in the request;

<sup>32</sup> Figure obtained from the *Annual Report of the Librarian of Congress for Fiscal Year 2015*, Library of Congress, Washington, DC, 2015, p. 9. Available at <https://www.loc.gov/portals/static/about/reports-and-budgets/documents/annual-reports/fy2015.pdf>.

<sup>33</sup> Total includes a CBO estimate of a requested administrative provision related to the copyright office.

<sup>34</sup> An example of receipts is fees paid to the LOC for copyright registration.

- \$72.0 million in the FY2018 act and the House-passed bill; and \$68.8 million in the Senate-reported bill.
- Congressional Research Service—The Library requested \$119.3 million for FY2018, an increase of \$11.3 million (+10.5%) from the FY2017 level of \$107.9 million. The House-passed bill would have provided \$111.5 million (+3.3%), and the Senate-reported bill would have provided \$112.7 million (+4.4%). The FY2018 act provides the requested level of \$119.3 million (+10.5%).
  - Books for the Blind and Physically Handicapped—The Library requested \$52.8 million, a \$2.6 million (+5.1) increase from the \$50.2 million provided in FY2015, FY2016, and FY2017. The House-passed and Senate-reported FY2018 bills would have continued the prior-year level. The FY2018 act provides \$51.5 million (+2.5%).

The Architect's budget also contains funds for the Library buildings and grounds. For FY2018, \$121.2 million was requested, an increase of \$74.1 million (+157.4%) from the \$47.1 million provided for FY2017. The House-passed bill would have provided \$76.1 million (+61.6%). Of this total, \$45.0 million would be allocated for a collection storage module at Ft. Meade, MD. The Senate-reported bill would have provided \$27.4 million (-41.7%). The FY2018 act provides \$74.9 million (+59.0%), including the funding for the storage module.

### *Administrative Provisions*

The Library requested

1. authority to obligate funds for reimbursable and revolving fund activities (\$190.6 million);
2. an amendment to its gifts authorities; and
3. language related to the operations of the Copyright Office in the event of a lapse in annual appropriations.

Due to timing, the budget request also included a provision establishing the Library of Congress National Collection Stewardship Fund, although this was included in the FY2017 act.

The House-passed bill included the reimbursable and revolving fund language.

The Senate-reported bill included the reimbursable and revolving fund authority as well as provisions to (1) update the revolving fund language, (2) amend gift authorities, (3) apply certain aspects of the Congressional Accountability Act to the Library of Congress, and (4) provide for the availability of CRS reports through the Government Publishing Office website.

The FY2018 act includes

1. the reimbursable and revolving fund authorization language;
2. the update to the revolving funds;
3. the amendment to gifts authorities;
4. a provision to apply certain aspects of the Congressional Accountability Act to the Library of Congress; and
5. a provision to provide for public access to the Congressional Research Service reports.

## Government Publishing Office (GPO)<sup>35</sup>

GPO requested, and the House-passed and Senate-reported bills and the FY2018 act provide, \$117.1 million, the same level as provided in FY2017 and FY2016 and below the levels provided in FY2014 and FY2015.

GPO's budget authority is contained in three accounts.<sup>36</sup>

1. Congressional publishing—GPO requested, and the House-passed and Senate-reported bills and the FY2018 act provide, \$79.5 million, a decrease of \$208,000 (-0.3%).
2. Public Information Programs of the Superintendent of Documents (salaries and expenses)—GPO requested, and the House-passed and Senate-reported bills and the FY2018 act provide, \$29.0 million, a decrease of \$500,000 (-1.7%).
3. Government Publishing Office Business Operations Revolving Fund—the revolving fund supports the operation and maintenance of the Government Publishing Office.<sup>37</sup> GPO requested, and the House-passed and Senate-reported bills and the FY2018 act provide \$8.5 million, an increase of \$708,000 (+9.0%).

## Government Accountability Office (GAO)

GAO responds to requests for studies of federal government programs and expenditures. GAO may also initiate its own work.<sup>38</sup>

GAO requested \$590.7 million, an increase of \$46.2 million (+8.5%) from the \$544.5 million provided in FY2017. The House-passed bill would have continued the FY2017 level, and the Senate-reported bill would have provided \$562.8 million (+3.4%). The FY2018 act provides \$578.9 million (+6.3%).

These levels do not include offsetting collections (\$23.4 million in FY2017; \$23.8 million in the request, the House-passed and Senate-reported bills, and the FY2018 act).<sup>39</sup>

## 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.

<sup>35</sup> Formerly known as the Government Printing Office. For additional information on GPO, see CRS Report R40897, *Congressional Printing: Background and Issues for Congress*, by R. Eric Petersen and Amber Hope Wilhelm.

<sup>36</sup> The FY2015 act renamed these accounts: (1) the former congressional printing and binding account was renamed congressional publishing, (2) the former Office of Superintendent of Documents (salaries and expenses) account was renamed Public Information Programs of the Superintendent of Documents (salaries and expenses), and (3) the revolving fund was renamed the Government Publishing Office Business Operations Revolving Fund.

<sup>37</sup> For additional information, see CRS Report R40939, *Legislative Branch Revolving Funds*, by Ida A. Brudnick and Sarah J. Eckman.

<sup>38</sup> 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>.

<sup>39</sup> Offsetting collections include funds derived from reimbursable audits and rental of space in the GAO building.

# Pocket Constitution



The Declaration of Independence  
The Constitution of the United States  
The Bill of Rights  
Amendments XI–XXVII



**TheCapitol!Net**

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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.<sup>40</sup> In 2004, Congress further extended the program's eligibility to other countries designated by the center's board of trustees, subject to congressional consideration.<sup>41</sup> The center is housed in the Library and receives services from the Library through an interagency agreement.

The legislative branch bills, including the House-passed and Senate-reported FY2018 bills, have included a provision since FY2016 stating

That funds made available to support Russian participants shall only be used for those engaging in free market development, humanitarian activities, and civic engagement, and shall not be used for officials of the central government of Russia.

Open World requested \$5.8 million for FY2018, an increase of \$200,000 (+3.6%) from the FY2017 enacted level. The House-passed and Senate-reported bills, and the FY2018 act, continue the FY2017 enacted level of \$5.6 million.

### ***Prior Year Discussion of Location and Funding of Open World***

The location and future of Open World, attempts to assess its effectiveness, and its inclusion in the legislative branch budget have been discussed at appropriations hearings and in report language for more than a decade. The funding level for Open World has also varied greatly during this period.

In FY2017, the House Appropriations Committee recommended \$1.0 million (-82.1%) for expenses associated with shutting down the program. During full committee consideration, an amendment was offered and withdrawn to increase funding for this program. The committee report stated,<sup>42</sup>

For many years the Committee has had concern with the placement of the Open World Leadership Center (OWLC) in the Legislative Branch with it mirroring numerous similar or nearly identical programs administered by other Federal agencies. In this fiscal environment where our national debt exceeds \$19 trillion, it is important to eliminate duplicative programs. The Committee has provided \$1,000,000 to cover the cost associated with the shutdown of the OWLC. The Committee directs the Director to retain any necessary prior year funds in the Trust to cover any cost in excess of the \$1,000,000 provided in this bill to be utilized for the orderly shutdown. The Director is further directed that the program termination is to be finalized within one year of enactment of the Legislative Branch fiscal year 2017 appropriation bill.

The Senate-reported FY2017 bill would have continued funding at the FY2016 level, and this level was continued in the FY2017 act.<sup>43</sup>

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<sup>40</sup> 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.

<sup>41</sup> P.L. 108-447, 118 Stat. 3192, December 8, 2004.

<sup>42</sup> U.S. Congress, House Committee on Appropriations, *Legislative Branch Appropriations, 2017*, report to accompany H.R. 5325, 114<sup>th</sup> Cong., 2<sup>nd</sup> sess., May 25, 2016, H.Rept. 114-594 (Washington: GPO, 2016).

<sup>43</sup> Additionally, a budget amendment submitted by Open World on April 5, 2016, would have added "language inadvertently omitted" in the budget request, which would "add senior immediately before 'officials'." Neither the (continued...)

For FY2016, the House subcommittee mark proposed \$1.0 million for an orderly shutdown of Open World. Language in the full committee print, released prior to the markup of the FY2016 bill, stated,<sup>44</sup>

The Committee believes given our current fiscal environment, and in light of both the lack of quantifiable results from the Open World Leadership Center and its duplication of programs more appropriately offered by the State Department, the program has long outlived its short-term intent. The Committee has provided an allocation to be used for the orderly shutdown during fiscal year 2016 of the Open World Leadership Center.

An amendment offered by Representative Fortenberry at the FY2016 full committee markup proposed to add \$4.7 million for Open World, offset from funding for the “Architect of the Capitol, Capitol Power Plant” budget. The operations of Open World, including assessments of its impact, were discussed prior to the adoption (by voice vote) of the amendment. An amendment made in order by the House Rules Committee proposed the elimination of the \$5.7 million included in the House-reported bill for Open World and would have applied the savings to the spending reduction account. The amendment, H.Amdt. 239, was agreed to (224-199). Open World was also the subject of two amendments proposed but not made in order by the House Rules Committee: (1) one amendment submitted would have redirected the \$4.7 million added to Open World during the full committee markup back to the “Architect of the Capitol, Capitol Power Plant”; and (2) one amendment would have redirected \$2.5 million from Open World to reinstitute the Office of Technology Assessment (OTA). The Senate-reported FY2016 bill would have provided \$5.7 million, equivalent to the FY2015 level, and the FY2016 Consolidated Appropriations Act provided \$5.6 million.

For FY2015, the House committee recommended \$3.4 million, while the Senate committee recommended \$5.7 million. Both reports discussed the conflict in Ukraine and Open World’s activities in the region. The FY2015 act provided \$5.7 million.

For FY2014, the House subcommittee mark would have provided \$1.0 million. An amendment to restore funding for Open World to the FY2013 post-sequester level was debated and withdrawn during the full committee markup. The House committee report stated,

For many years the Committee has had concern with the placement of the Open World Leadership Center (OWLC) in the Legislative Branch. The Committee understands the program has some strong champions on the Committee. However, with further reductions being made to every program within the Legislative Branch, the Committee has provided \$1,000,000 to cover the cost associated with the shutdown of the OWLC. The Committee directs the Executive Director of the OWLC to retain any necessary prior year funds in the Trust to cover any cost in excess of the \$1,000,000 provided in this bill [to] be utilized for the orderly shutdown. The Executive Director is further directed that the program termination is to be finalized within one year of enactment of the Legislative Branch fiscal year 2014 appropriation bill.<sup>45</sup>

The FY2014 Senate-reported bill would have provided \$4.0 million, as well as a provision allowing the Librarian of Congress to transfer up to \$6.0 million in nonappropriated funds to Open World. The final enacted FY2014 level was \$6.0 million.

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(...continued)

FY2017 act, nor the House-passed and Senate-reported bills, included this change.

<sup>44</sup> Available at <http://appropriations.house.gov/uploadedfiles/hrpt-114-hr-fy2016-legbranch.pdf>.

<sup>45</sup> U.S. Congress, House Committee on Appropriations, *FY2014 Legislative Branch Appropriations Bill*, H.Rept. 113-173, report to accompany H.R. 2792 (Washington: GPO, 2013), p. 20.

The FY2013 House-reported bill would have provided \$1.0 million, a decrease of \$9.0 million (-90.0%), from the \$10.0 million provided in FY2012 and requested for FY2013. The House report stated that this funding level would “cover the cost associated with the shutdown” and directed that “the program termination is to be finalized within one year of enactment of the Legislative Branch fiscal year 2013 appropriations bill.”<sup>46</sup> H.Amdt. 1281, agreed to by recorded vote (204-203, Roll no. 373), eliminated this funding. At the Senate FY2013 budget request hearing on March 1, 2012, the subcommittee discussed potential options for increasing private funding, including the hire of a development professional. The Senate-reported bill would have provided \$10.0 million. The FY2013 act provided \$8.0 million, not including sequestration or the across-the-board rescission.<sup>47</sup>

The House-passed FY2012 bill (H.R. 2551) would have provided \$1.0 million, a decrease of 91.2% from FY2011. The House report stated, “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.”<sup>48</sup> The Senate-reported bill, in contrast, would have provided \$10.0 million (-12.1%). The Senate report stated that “despite the fiscal constraints of the budget this program is necessary for the promotion of democratic principles in countries with historically oppressive rule.”<sup>49</sup> The FY2012 act contained the Senate-reported level.

The FY2011 level of \$11.4 million represented a decrease of \$623,000 (-5.2%) from the \$12.0 million provided for FY2010.

The FY2010 level represented a decrease of \$1.9 million (-13.7%) from FY2009. Additionally, the FY2010 House Appropriations Committee report stated 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.”<sup>50</sup> This sentiment was also expressed in the conference report, which stated

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.<sup>51</sup>

The FY2009 level of \$13.9 million was a \$4.92 million increase (+54.8%) from FY2008. The location within the legislative branch was discussed 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

<sup>46</sup> U.S. Congress, House Committee on Appropriations, *FY2013 Legislative Branch Appropriations Bill*, H.Rept. 112-511, report to accompany H.R. 5882 (Washington: GPO, 2012), p. 42.

<sup>47</sup> The rescission equaled 0.032% for security programs, as defined by 250(c)(4)(B) of the Balanced Budget and Emergency Deficit Control Act of 1985.

<sup>48</sup> 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.

<sup>49</sup> 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.

<sup>50</sup> U.S. House of Representatives, Committee on Appropriations, *Legislative Branch Appropriations Bill, 2010*, H.Rept. 111-160, (Washington: GPO, 2009), p. 29.

<sup>51</sup> U.S. Congress, *Legislative Branch Appropriations, 2010*, H.Rept. 111-265, conference report to accompany H.R. 2918 (Washington: GPO, 2009), p. 42.

Congress, which may be seen as more neutral and nonpartisan.<sup>52</sup> 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.<sup>53</sup>

The \$8.98 million provided in FY2008 represented a decrease of \$4.88 million (-35.2%) from the \$13.86 million provided in FY2007 and FY2006. The location of Open World was also discussed during the FY2008 appropriations cycle,<sup>54</sup> 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.”<sup>55</sup>

In 2004, GAO issued a report on the Open World program, examining program participation, purpose, and accountability.<sup>56</sup>

### 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.<sup>57</sup> The FY2018 budget request and the House-passed and Senate-reported bills and the FY2018 act contain \$430,000, approximately the same level provided since FY2006.

## General Provisions

As in past years, Congress considered a number of general provisions related to the legislative branch. **Table 4** lists the provisions considered, the stage originally proposed, and final disposition.

**Table 4. General Provisions**  
(and stage of inclusion or status)

Provision to	Enacted in FY2017	Included in FY2018 Request	Included in House-Passed Bill	Included in Senate-Reported Bill	Enacted in FY2018
prohibit appropriated funds for the maintenance and care of private vehicles	Yes	Yes	Yes	Yes	Yes

<sup>52</sup> 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, 110<sup>th</sup> Cong., 2<sup>nd</sup> sess., March 12, 2008 (Washington: GPO, 2008), pp. 359-420.

<sup>53</sup> *Congressional Record*, February 23, 2009, p. H2398.

<sup>54</sup> In H.R. 2771 (110<sup>th</sup> Cong.), the House-passed version of the FY2008 appropriations bill, the House Appropriations Committee recommended \$6.0 million for Open World. The committee report stated that an additional \$6.0 million would be provided for transfer to Open World 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, 110<sup>th</sup> Cong.) would have provided \$13.5 million in new budget authority for Open World.

<sup>55</sup> P.L. 110-161, 121 Stat. 2251, December 26, 2007.

<sup>56</sup> Available at <http://gao.gov/assets/250/241737.pdf>.

<sup>57</sup> 2 U.S.C. 1105. See also <http://www.stennis.gov/>.

Provision to	Enacted in FY2017	Included in FY2018 Request	Included in House-Passed Bill	Included in Senate-Reported Bill	Enacted in FY2018
limit funds to the fiscal year unless otherwise expressly provided	Yes	Yes	Yes	Yes	Yes
make any changes in rates of compensation and designation permanent	Yes	Yes	Yes	Yes	Yes
make consulting services contracts a matter of public record	Yes	Yes	Yes	Yes	Yes
authorize the costs of Legislative Branch Financial Managers Council (LBFMC)	Yes	Yes	Yes	Yes	Yes
limit transfers to those authorized by law	Yes	Yes	Yes	Yes	Yes
prohibit restrictions on guided staff tours of the Capitol with limited exceptions	Yes	Yes	Yes	Yes	Yes
prohibit a cost of living adjustment for Members of Congress <sup>a</sup>	Yes <sup>a</sup> (by P.L. 114-254)	No <sup>a</sup>	Yes <sup>a</sup> (as House administrative provision)	Yes <sup>a</sup> (as Senate administrative provision)	Yes <sup>a</sup> (Sec. 7 of P.L. 115-141)
require computer networks to block the viewing, downloading, and exchanging of pornography	Yes	No	No	No	No

**Source:** P.L. 115-31, the *Budget for Fiscal Year 2018*, H.Rept. 115-199, S.Rept. 115-137, and CRS analysis.

**Notes:**

- a. Members of Congress last received a pay adjustment in January 2009. Pursuant to the pay adjustment formula, Members of Congress were scheduled to receive a maximum adjustment of 1.8%, or \$3,100, in January 2018. The 2018 GS base pay adjustment was 1.4%, automatically limiting any Member pay adjustment to \$2,400. The FY2017 Member pay adjustment prohibition was continued in a series of FY2018 continuing appropriations resolutions and then prohibited in Section 7 of the FY2018 Consolidated Appropriations Act (P.L. 115-141). The legislative branch bill does not contain language funding or increasing Member pay, and a provision prohibiting the automatic Member pay adjustments could be included in any bill, or be introduced as a separate bill.

## Introduction to Summary Tables and Appendix

**Table 5** through **Table 9** provide information on funding levels for the legislative branch overall, the Senate, the House of Representatives, the Capitol Police, and the Architect of the Capitol.

The tables are followed by an **Appendix**, which lists House, Senate, and conference bills and reports; public law numbers; and enactment dates since FY1998.

**Table 5. Legislative Branch Appropriations: Funding Levels by Agency or Entity**  
(in thousands of dollars)

Entity	FY2017 Enacted	FY2018 Requested	FY2018 House-Passed	FY2018 Senate-Reported	FY2018 Enacted
Title I: Legislative Branch Appropriations					
Senate	\$871,177	\$948,258	— <sup>a</sup>	\$899,774	\$919,932
House of Representatives	1,189,223 <sup>b</sup>	1,223,187	1,194,299 <sup>c</sup>	— <sup>a</sup>	1,200,173 <sup>b</sup>
Joint Items	19,565	20,654 <sup>d</sup>	19,940	19,565	20,654
Capitol Police	393,300	422,307	422,500	422,500	426,500
Office of Compliance	3,959	4,056	3,959	3,959	4,959
Congressional Budget Office	46,500	49,945	48,500	48,100	49,945
Architect of the Capitol	617,887	782,956	581,587 <sup>ac</sup>	454,015 <sup>a</sup>	712,105
Library of Congress, Including CRS	631,958	703,420	648,027	638,873	669,890
CRS (non-add)	107,945	119,279	111,474	112,698	119,279
Government Publishing Office	117,068	117,068	117,068	117,068	117,068
Government Accountability Office	544,506	590,678	544,506	562,772	578,917
Open World Leadership Center	5,600	5,800	5,600	5,600	5,600
Stennis Center for Public Service	430	430	430	430	430
Administrative Provisions	-1,000	0	-2,000	-2,000	-2,000
Other <sup>e</sup>	0	-4,000	-4,000	0	-4,000
<b>Legislative Branch, Total</b>	<b>\$4,440,173</b>	<b>\$4,864,759</b>	<b>\$3,580,416<sup>a</sup></b>	<b>\$3,170,656<sup>a</sup></b>	<b>\$4,700,173</b>

**Source:** P.L. 115-31, the *Budget for Fiscal Year 2018*, H.Rept. 115-199, S.Rept. 115-137, P.L. 115-141, and CRS calculations.

**Notes:**

- By tradition, the House does not consider appropriations for Senate operations or Senate office buildings and the Senate does not consider appropriations for House operations or House office buildings.
- This total includes one gratuity payment of \$174,000.
- Includes H.Amdt. 215, which increased funding for the House Wounded Warrior Program by \$250,000, offset by a reduction in the AOC Capital construction and operations account.
- The FY2018 request contains the following under “Joint Items”: the Joint Economic Committee, the Joint Committee on Taxation, the Office of the Attending Physician, and the Office of Congressional Accessibility Services.
- Includes, for example, scorekeeping adjustments or prior year outlays.

By Bradford Fitch

Includes  
U.S. Constitution and  
Declaration of Independence



# Citizen's Handbook

## To Influencing Elected Officials

Citizen Advocacy in  
State Legislatures and Congress

**Table 6. Senate Appropriations**  
(in thousands of dollars)

Accounts	FY2017 Enacted	FY2018 Requested	FY2018 House <sup>a</sup>	FY2018 Senate- Reported	FY2018 Enacted
Payments—Heirs of Deceased Members of Congress	\$0	\$0	—	\$0	\$0
Expense Allowances and Representation	205	205	—	220	220
Salaries, Officers, and Employees	182,287	190,530	—	194,709	194,867
Office of Legislative Counsel	5,809	6,115	—	6,115	6,115
Office of Legal Counsel	1,120	1,147	—	1,147	1,147
Expense Allowances for Secretary of Senate et al.	28	28	—	28	28
Contingent Expenses (subtotal)	681,728	750,233	—	697,555	717,555
Inquiries and Investigations	133,265	135,799	—	133,265	133,265
Senate Intl. Narcotics Caucus	508	520	—	508	508
Secretary of the Senate <sup>b</sup>	10,250	10,536	—	10,536	7,036
Financial Management Information System Modernization	—	—	—	—	3,500
Sergeant at Arms/Doorkeeper <sup>c</sup>	126,535	131,573	—	130,076	130,076
Miscellaneous Items	20,870	18,870	—	18,870	18,870
Senators' Official Personnel and Office Expense Account	390,000	452,635	—	404,000	424,000
Official Mail Costs	300	300	—	300	300
<b>Senate, Total</b>	<b>\$871,177</b>	<b>\$948,258</b>	<b>—</b>	<b>\$899,774</b>	<b>\$919,932</b>

**Source:** P.L. 115-31, the *Budget for Fiscal Year 2018*, S.Rept. 115-137, P.L. 115-141, and CRS calculations.

**Notes:**

- By tradition, the House does not consider appropriations for Senate operations.
- Office operations of the Office of the Secretary of the Senate are also funded under “Salaries, Officers, and Employees.”
- Office operations of the Office of Sergeant at Arms and Doorkeeper are also funded under “Salaries, Officers, and Employees.”

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

<b>Accounts</b>	<b>FY2017 Enacted</b>	<b>FY2018 Requested</b>	<b>FY2018 House- Passed</b>	<b>FY2018 Senate- Reported<sup>a</sup></b>	<b>FY2018 Enacted</b>
Payments—Heirs of Deceased Members of Congress <sup>b</sup>	\$174 <sup>b</sup>	—	—	—	174
House Leadership Offices	22,278	22,278	22,278	—	22,278
Members' Representational Allowance	562,632	567,000	562,632	—	562,632
Committee Employees (subtotal)	150,324	152,288	150,279	—	150,279
Standing Committees, Special and Select, except Appropriations	127,053	129,062	127,053	—	127,053
Appropriations Committee	23,271	23,226	23,226	—	23,226
Salaries, Officers, and Employees (subtotal)	181,487	202,796	198,156	—	204,356
Office of the Clerk	26,268	28,421	27,945	—	27,945
Office of the Sergeant at Arms	15,505	18,076	20,505	—	20,505
Office of Chief Administrative Officer	117,165	133,635	127,165	—	132,865
Office of Inspector General	4,963	5,037	4,968	—	4,968
Office of General Counsel	1,444	1,492	1,492	—	1,492
Office of the Parliamentarian	1,999	2,037	2,037	—	2,037
Office of the Law Revision Counsel	3,167	3,261	3,209	—	3,209
Office of the Legislative Counsel	8,979	9,437	9,437	—	9,937
Office of Interparliamentary Affairs	814	816	814	—	814
Other Authorized Employees	1,183	584	584	—	584
Allowances and Expenses (subtotal)	272,328	278,825	260,954	—	260,454
Supplies, Materials, Administrative Costs	3,625	3,625	3,625	—	3,625

Accounts	FY2017 Enacted	FY2018 Requested	FY2018 House- Passed	FY2018 Senate- Reported <sup>a</sup>	FY2018 Enacted
and Federal Tort Claims					
Official Mail for committees, leadership, administrative and legislative offices	190	190	190	—	190
Government Contributions	245,334	251,630	233,540	—	233,040
Business Continuity and Disaster Recovery Emergency Appropriations	16,217	16,186	16,186	—	16,186
Transition Activities	2,084	2,273	2,273	—	2,273
Wounded Warrior Program <sup>c</sup>	2,500	2,500	2,750 <sup>d</sup>	—	2,750
Office of Congressional Ethics	1,658	1,699	1,670	—	1,670
Miscellaneous Items	720	722	720	—	720
<b>House of Representatives, Total</b>	<b>\$1,189,223<sup>e</sup></b>	<b>\$1,223,187</b>	<b>\$1,194,299<sup>d</sup></b>	<b>—</b>	<b>\$1,200,173<sup>e</sup></b>

**Sources:** P.L. 115-31, the *Budget for Fiscal Year 2018*, H.Rept. 115-199, S.Rept. 115-137, P.L. 115-141, and CRS calculations.

**Notes:** Numbers may not sum due to rounding.

- By tradition, the Senate does not consider appropriations for House operations.
- The FY2017 gratuity payment was provided in P.L. 114-223.
- The House Wounded Warrior Program, which is operated through the House of Representatives Chief Administrative Officer's office, provides two-year paid fellowships within the House of Representatives for disabled veterans. Fellows are eligible for the benefits of other House employees. The program has received funding since FY2009. Additional information is available at <http://cao.house.gov/wounded-warrior>.
- The House-reported bill would have provided \$2.5 million for the House Wounded Warrior Program, and a total of \$1,194,049,000 for the House. H.Amdt. 215 increased this amount by \$250,000, offset by a reduction in the AOC Capital construction and operations account.
- Total including the "Payments—Heirs of Deceased Members of Congress."

**Table 8. Capitol Police Appropriations**  
(in thousands of dollars)

Accounts	FY2017 Enacted	FY2018 Requested	FY2018 House- Passed	FY2018 Senate- Reported	FY2018 Enacted
Salaries, Capitol Police	\$325,300	\$347,096	\$347,700	\$347,700	\$351,700
	68,000	75,211	74,800	74,800	74,800
General Expenses					
<b>Capitol Police, Total</b>	<b>\$393,300</b>	<b>\$422,307</b>	<b>\$422,500</b>	<b>\$422,500</b>	<b>\$426,500</b>

**Source:** P.L. 115-31, the *Budget for Fiscal Year 2018*, H.Rept. 115-199, S.Rept. 115-137, P.L. 115-141, and CRS calculations.

**Table 9. Architect of the Capitol Appropriations**

(in thousands of dollars)

Accounts	FY2017 Enacted	FY2018 Requested	FY2018 House- Passed	FY2018 Senate- Reported	FY2018 Enacted
Capital construction and operations	\$92,957	\$98,360	\$92,750 <sup>a</sup>	\$91,589	\$93,478
Capitol building	32,584	54,898	45,300	46,125	45,300
Capitol grounds	12,826	14,279	13,333	11,880	13,333
Senate office buildings	88,406	110,037	— <sup>b</sup>	110,346	101,614
House of Representatives					
House office buildings	185,731	176,948	169,294	— <sup>c</sup>	197,294
House Historic Buildings Revitalization Fund	17,000	10,000	10,000	— <sup>c</sup>	10,000
Capitol Power Plant <sup>d</sup>	86,646	108,205	106,694	102,629	106,694
Library buildings and grounds	47,080	121,182	76,097	27,443	74,873
Capitol Police buildings and grounds	20,033	54,177	33,249	30,833	34,249
Botanic garden	14,067	13,400	13,400	12,613	13,800
Capitol Visitor Center	20,557	21,470	21,470	20,557	21,470
<b>Architect of the Capitol, Total</b>	<b>\$617,887</b>	<b>\$782,956</b>	<b>\$581,587<sup>a</sup></b>	<b>\$454,015</b>	<b>\$712,105</b>

**Source:** P.L. 115-31, the *Budget for Fiscal Year 2018*, H.Rept. 115-199, S.Rept. 115-137, P.L. 115-141, and CRS calculations.

**Notes:**

- The House-reported bill would have provided \$93.0 million for AOC Capital construction and operations. H.Amdt. 215 decreased this amount by \$250,000 to provide an equal increase to the House Wounded Warrior program.
- The House does not consider appropriations for Senate office buildings.
- The Senate does not consider appropriations for House office buildings.
- Not including offsetting collections.

## Appendix. Fiscal Year Information and Resources

**Table A-I. Overview of Legislative Branch Appropriations: FY1998-FY2017**

House, Senate, Conference, and CRS Reports and Related Legislative Vehicles

Fiscal Year	House	Senate	Conference	Enactment Date and Public Law	Enactment Vehicle Title	CRS Report
2017	H.Rept. 114-594 (H.R. 5325) (H.Res. 771)	S.Rept. 114-258 (S. 2955)	explanatory materials inserted into the <i>Congressional Record</i> (H.R. 244)	5/5/2017 (P.L. 115-31)	Consolidated Appropriations Act, 2017	CRS Report R44515, <i>Legislative Branch: FY2017 Appropriations</i>
2016	H.Rept. 114-110 (H.R. 2250) (H.Res. 271)	S.Rept. 114-64 (H.R. 2250)	explanatory materials inserted into the <i>Congressional Record</i>	12/18/2015 (P.L. 114-113)	Consolidated Appropriations Act, 2016	CRS Report R44029, <i>Legislative Branch: FY2016 Appropriations</i>
2015	H.Rept. 113-417 (H.R. 4487) (H.Res. 557)	S.Rept. 113-196 (H.R. 4487)	explanatory materials inserted into the <i>Congressional Record</i> (H.R. 83)	12/16/2014 (P.L. 113-235)	Consolidated and Further Continuing Appropriations Act, 2015	CRS Report R43557, <i>Legislative Branch: FY2015 Appropriations</i>
2014	H.Rept. 113-173 (H.R. 2792)	S.Rept. 113-70 (S. 1283)	explanatory materials inserted into the <i>Congressional Record</i> (H.R. 3547)	1/17/2014 (P.L. 113-76)	Consolidated Appropriations Act, 2014	CRS Report R43151, <i>Legislative Branch: FY2014 Appropriations</i>
2013	H.Rept. 112-511 (H.R. 5882) (H.Res. 679)	S.Rept. 112-197 (H.R. 5882)	—	3/26/2013 (P.L. 113-6)	Consolidated and Further Continuing Appropriations Act, 2013	CRS Report R42500, <i>Legislative Branch: FY2013 Appropriations</i>
2012	H.Rept. 112-148 (H.R. 2551)	S.Rept. 112-80 (H.R. 2551)	H.Rept. 112-331 (H.R. 2055)	12/23/2011 (P.L. 112-74)	Consolidated Appropriations Act, 2012	CRS Report R41870, <i>Legislative Branch: FY2012 Appropriations</i>
2011	—	S.Rept. 111-294 (S. 3799)	—	4/15/2011 (P.L. 112-10)	Department of Defense and Full-Year Continuing Appropriations Act, 2011	CRS Report R41214, <i>Legislative Branch: FY2011 Appropriations</i>

Fiscal Year	House	Senate	Conference	Enactment Date and Public Law	Enactment Vehicle Title	CRS Report
2010	H.Rept. 111-160 (H.R. 2918)	S.Rept. 111-29 (S. 1294)	H.Rept. 111-265 (H.R. 2918)	10/11/2009 (P.L. 111-68)	Legislative Branch Appropriations Act, 2010	CRS Report R40617, <i>Legislative Branch: FY2010 Appropriations</i>
2009	—	—	explanatory materials inserted into the <i>Congressional Record</i> and issued in a committee print (H.R. 1105)	3/11/2009 (P.L. 111-8)	Omnibus Appropriations Act, 2009	CRS Report RL34490, <i>Legislative Branch: FY2009 Appropriations</i>
2008	H.Rept. 110-198 (H.R. 2771)	S.Rept. 110-89 (S. 1686)	explanatory materials inserted into the <i>Congressional Record</i> (H.R. 2764)	12/26/2007 (P.L. 110-161)	Consolidated Appropriations Act, 2008	CRS Report RL34031, <i>Legislative Branch: FY2008 Appropriations</i>
2007	H.Rept. 109-485 (H.R. 5521)	S.Rept. 109-267 (H.R. 5521)	—	2/15/2007 (P.L. 110-5)	Revised Continuing Appropriations Resolution, 2007	CRS Report RL33379, <i>Legislative Branch: FY2007 Appropriations</i>
2006	H.Rept. 109-139 (H.R. 2985)	S.Rept. 109-89 (H.R. 2985)	H.Rept. 109-189 (H.R. 2985)	8/02/2005 (P.L. 109-55)	FY2006 Legislative Branch Appropriations Act	CRS Report RL32819, <i>Legislative Branch: FY2006 Appropriations</i>
2005	H.Rept. 108-577 (H.R. 4755)	S.Rept. 108-307 (S. 2666)	H.Rept. 108-792 (H.R. 4818)	12/8/2004 (P.L. 108-447)	Consolidated Appropriations Act, 2005	CRS Report RL32312, <i>Appropriations for FY2005: Legislative Branch</i>
2004	H.Rept. 108-186 (H.R. 2657)	S.Rept. 108-88 (S. 1383)	H.Rept. 108-279 (H.R. 2657)	9/30/2003 (P.L. 108-83)	Legislative Branch Appropriations Act, 2004	CRS Report RL31812, <i>Appropriations for FY2004: Legislative Branch</i>
2003	H.Rept. 107-576 (H.R. 5121)	S.Rept. 107-209 (S. 2720)	—	2/20/2003 (P.L. 108-7)	Consolidated Appropriations Resolution, 2003	CRS Report RL31312, <i>Appropriations for FY2003: Legislative Branch</i>
2002	H.Rept. 107-169 (H.R. 2647)	S.Rept. 107-37 (S. 1172)	H.Rept. 107-259 (H.R. 2647)	11/12/2001 (P.L. 107-68)	Legislative Branch Appropriations Act, 2002	CRS Report RL31012, <i>Appropriations for FY2002: Legislative Branch</i>

Fiscal Year	House	Senate	Conference	Enactment Date and Public Law	Enactment Vehicle Title	CRS Report
2001	H.Rept. 106-635 (H.R. 4516)	S.Rept. 106-304 (S. 2603)	H.Rept. 106-796 (H.R. 4516, incorporated into H.R. 4577)	12/21/2000 (P.L. 106-554)	Consolidated Appropriations Act, 2001	CRS Report RL30512, <i>Appropriations for FY2001: Legislative Branch</i>
2000	H.Rept. 106-156 (H.R. 1905)	S.Rept. 106-75 (S. 1206)	H.Rept. 106-290 (H.R. 1905)	9/29/1999 (P.L. 106-57)	Legislative Branch Appropriations Act, 2000	CRS Report RL30212, <i>Appropriations for FY2000: Legislative Branch</i>
1999	H.Rept. 105-595 (H.R. 4112)	S.Rept. 105-204 (S. 2137)	H.Rept. 105-734 (H.R. 4112)	10/21/1998 (P.L. 105-275)	Legislative Branch Appropriations Act, 1999	CRS Report 98-212, <i>Appropriations for FY1999: Legislative Branch</i>
1998	H.Rept. 105-196 (H.R. 2209)	S.Rept. 105-47 (S. 1019)	H.Rept. 105-254 (H.R. 2209)	10/7/1997 (P.L. 105-55)	Legislative Branch Appropriations Act, 1998	CRS Report 97-212, <i>Appropriations for FY1998: Legislative Branch</i>

**Source:** Congressional Research Service examination of LIS.

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