

CRS Report for Congress

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Appropriations for FY2001: Treasury, Postal Service, Executive Office of the President, and General Government

Updated September 21, 2000

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

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

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

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Appropriations for FY2001: Treasury, Postal Service, Executive Office of the President, and General Government

Summary

As the House and Senate returned from the August recess, there were three versions of the Treasury, Postal Service and General Government FY2001 appropriations pending action. The House had passed, on July 20, H.R. 4871. The Senate had reported, on July 20, S. 2900 and, on July 26, had voted to invoke cloture to proceed with debate on H.R. 4871. The third version, H.R. 4985, was introduced on July 26 as a new bill and reported from the Legislative Branch (H.R. 4516) appropriations conference committee as Division B of that conference. The Legislative Branch conference version of the Treasury measure would fund the accounts at a substantially higher rate than the funding in the House-passed or Senate-reported bills. On July 27, the rule for House consideration of the conference version was adopted, by a narrow margin. However, the measure was not considered by the House before adjournment. The House agreed to the conference report on H.R. 4516 September 14. The Senate rejected the conference agreement on a 28-69 vote September 20. The future disposition of a funding measure for these accounts is uncertain.

The FY2001 budget, submitted to Congress on February 7, 2000, requests \$31.2 billion to fund the accounts covered through the Treasury, Postal Service, Executive Office of the President, and General Government appropriations. The FY2000 funding totals \$28.257 billion, including mandatory funding (reflecting scorekeeping by the Congressional Budget Office (CBO)). Incorporating the CBO scorekeeping for FY2001, the budget would have mandatory accounts funded at \$14.68 billion and discretionary funding set at \$16.5 billion. This is in comparison to the FY2000 funding at \$14.5 billion and \$13.7 billion, respectively.

The House and Senate Appropriations Committees approved allocations to the various appropriations. For the covered accounts, the House has approved discretionary budget authority at \$14.402 billion with outlays at \$14.751 billion. The Senate allocated \$14.3 billion for budget authority and \$14.566 billion for outlays. While the congressional allocations are in disagreement with one another, they are consistently lower than the requested funding. The conference (H.R. 4516/H.R. 4985) measure would fund the discretionary accounts at \$15.630 billion, significantly beyond the allocations.

The House passed the Treasury/Postal Service bill on July 20, 2000. Under that version, the total funding (using CBO scorekeeping tallies) would be \$29.1 billion, of which \$14.4 billion would be for discretionary accounts. On July 20, the Senate Appropriations Committee reported out a Treasury/Postal Service bill which would total \$29.2 billion, with \$14.5 billion in discretionary funding.

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Division abbreviations: G&F = Government and Finance; DSP = Domestic Social Policy; RSI=Resources, Science, and Industry.

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Appropriations for FY2001: Treasury, Postal Service, Executive Office of the President, and General Government

Most Recent Developments

On September 20, the Senate rejected the conference report on H.R. 4516, which the House agreed to on September 14. On July 26, H.R. 4985 was introduced as a new bill for the purpose of funding the Treasury, Postal Service, and General Government appropriations accounts and it was appended to the conference report on Legislative Branch funding (H.R. 4516), as Division, B, Section 1001. A rule for consideration in the House was adopted by a narrow margin, July 27. The conference report was not debated and was held over until after the August break.

On July 24, 2000, a cloture motion was filed against H.R. 4871, to limit debate on the Treasury, Postal Service, and General Government appropriations bill. On July 26, cloture was invoked by a vote of 97-0 and the Senate began debate.

On July 20, 2000, the House passed H.R. 4871, the Treasury, Postal Service, and General Government appropriations bill. On that same date, the Senate Committee on Appropriations ordered S. 2900 to be reported.

On May 4, 2000, the Senate Appropriations Committee approved funding allocations which are expected to govern the funding decisions on the part of the appropriators as they approach mark up on the appropriations proposals. The House Appropriations Committee approved revised allocations July 19.

On February 7, 2000, President William J. Clinton submitted the Budget of the United States Government for FY2000.

Introduction

The President, through the Office of Management and Budget (OMB) is required to submit to Congress, annually, the Budget of the United States Government. On February 7, 2000, the budget for FY2001 was submitted.¹

¹ U.S. Executive Office of the President, Office of Management and Budget, *Budget of the United States Government, Fiscal Year 2001* (Washington: GPO, 2000). Hereafter referred to as Budget, with specific budget document cited.

Congress has established a procedure by which it passes a concurrent resolution establishing the congressional budget for the government and setting forth budgetary levels for several years in the future.² The House and Senate Appropriations Committees then allocate the discretionary funding levels (302(b)) allocations to each of the subcommittees. See the section of this report entitled “Major Funding Trends” for a discussion of the FY2001 allocations for Treasury and General Government appropriations.

Appropriations for the Department of the Treasury, in addition to funding the operations of the department, fund the work of a group of law enforcement organizations, which include the Bureau of Alcohol, Tobacco, and Firearms; the Customs Service; the Secret Service; the Financial Crimes Enforcement Network; and the Federal Law Enforcement Training Center. Treasury appropriations also cover the Internal Revenue Service, the Financial Management Service, and the Bureau of the Public Debt.

For the most part, the U. S. Postal Service has become self-supporting. Federal contributions are limited to payments to the Postal Service Fund to compensate for revenues foregone (*e.g.*, free postal service for the blind.)

Appropriations for the Executive Office of the President provide salaries and expenses for the White House Office, operations of the residences of the President and Vice President, and most other agencies within the Executive Office of the President (EOP). Organizations such as the Council of Economic Advisers, the National Security Council, the Office of Management and Budget, and the Office of National Drug Control Policy (ONDCP) are funded through these provisions. Specific funding for drug control initiatives is appropriated for distribution to other entities by the ONDCP.

Among the independent agencies financed through this appropriation are the Federal Election Commission, the General Services Administration, the National Archives and Records Administration, the Office of Personnel Management, the Office of Special Counsel, and the United States Tax Court.

The Treasury and General Government appropriation always has at least two titles in addition to the four covering the funding for specific agencies. These general titles apply restrictions or “rules of the road” governmentwide and, quite often, contain authority for defined actions. For example, each year, there is standard language which prohibits the use of any appropriated funds for the purpose of employing individuals who are not U.S. citizens or citizens of nations either specified in that section of the act or on the State Department list of nations covered by treaties; which requires that all agencies, and contractors working with agencies, maintain drug-free workplaces; and which authorizes the expenditure of funds appropriated under any act to be used to pay the travel expenses of immediate family members if a federal employee serving overseas has died or has a life-threatening

² H. Con. Res.290, 106th Cong., 2nd sess. versions, which differed, agreed to by the House March 24, 2000 and by the Senate Apr. 7, 2000. A conference report (H. Rept. 106-577) was agreed to by both chambers Apr. 13, 2000.

illness. An example of language defining action is section 643 of P.L. 106-58 (FY2000 Treasury and General Government appropriations), which permits the use of executive branch agency funds to provide child care services for low-income federal employees.

FY2000 Net Funding

Subsequent to passage of FY2000 Treasury and General Government appropriations,³ the FY2000 Consolidated Appropriations Act⁴ provided for a so-called across-the-board rescission of 0.38%. As part of the FY2001 budget submission, the Office of Management and Budget (OMB) reported specific reductions in the accounts.⁵

OMB issued a fact sheet (2000-01-10 OMB Fact Sheet, January 10, 2000) in which the administration stated that the law stipulated that 0.38% in savings was to be realized by each and every department. However, within each department, it provided latitude to protect high-priority programs as long as the dollar figure amounting to 0.38% was achieved and certain other conditions were met. OMB provided guidance regarding general principles the agencies should use to identify cuts:

- ! The 0.38% cut must not be imposed across the board, but targeted to reflect areas of higher and lower priority;
- ! Reductions should come from least critical funding;
- ! Reductions should be considered from funding that Congress enacted above the President's request; and
- ! Wherever possible, no personnel reductions should occur.

According to OMB, the law also imposed the condition that no reduction in any single program could exceed 15% of its total. In other words, the law did not permit an entire program to be eliminated in order to count toward the savings necessary for a given department. At least 85% of the funding total for the program had to remain intact. Among those accounts identified as being fully protected are ATF Youth Gun Initiatives and Secret Service Salaries and Expenses.

The FY2001 Military Construction Appropriations Act is the vehicle for the FY2000 Supplemental funding provisions.⁶ Some of the accounts covered by the Treasury/Postal Service measure are affected by that language. For example, section 6 provides that the pay date for federal civilian personnel which had been pushed into FY2001, will revert to the original scheduled date in FY2000. That will alter the "enacted" funding level for FY2000.

³ P.L. 106-58; Sept. 29, 1999; 113 Stat. 430.

⁴ P.L. 106-113, section 1000(a)(5), section 301; Nov. 29, 1999. For a guide to that statute, see CRS Report RS20403, *FY2000 Consolidated Appropriations Act: Reference Guide*, by Robert Keith.

⁵ Budget, *Analytical Perspectives*, p. 393.

⁶ P.L. 106-246; July 13, 2000; H.R. 4425/S. 2521.

When the term “net,” is used in this report, it means the appropriated levels reduced by the rescinded amount as reported by OMB and the supplemental. Table 4 is designed to provide summary information for FY2000 enacted funding, for House and Senate reported or passed funding, and for FY2001 enacted, as appropriate. Although not all accounts are represented, those with significant funding levels or subject to critical discussion can be found in the table. The FY2000 enacted levels reflect the application of the rescissions and the supplemental.

The funding levels in the tables in this report are provided by the House Appropriations Committee. The funding levels in the text are, unless otherwise noted, also provided by the House committee. The Senate documentation is noted if there are differences between the two versions. Also, in some instances, the account totals may differ between the budget, as submitted by the President, and the requested funding levels calculated by the House and Senate committees. Any significant differences will be discussed in the text. The committee data are more current, and represent the amounts used by Members in considering various funding alternatives.

The Budget documents provided by the Office of Management and Budget and the appropriations bills do not necessarily follow the same organization of accounts. For example, not all of the agencies which are organizationally within the Executive Office of the President, as found in the budget, are funded through the Treasury, Postal Service, and General Government appropriations legislation. Also, the FY2001 and FY2000 individual account data in this report do not reflect scorekeeping by the Congressional Budget Office.

See the glossary for definitions of discretionary and mandatory spending. In some instances, the mandatory levels drive up the percent of increase represented in the appropriation. The appropriators are bound by those entitlements under permanent law and control only the discretionary spending levels. The data in the tables and the funding levels provided in the text, unless otherwise noted, reflect the mandatory and discretionary funding combined.

FTE, or full-time equivalent, is a budgetary term and does not represent the number of personnel employed by, or the number of actual positions allowed in, a department or agency. The FTE number is calculated by dividing the total number of staff hours worked in a given 12-month period (usually the fiscal year) by the total number of hours in a workyear (2087). The number of on-board personnel at any given time and the total number of people working in the organization during the course of the year are two entirely different statistical results. Seasonal employment and part-time employment are two factors which serve to make the FTE and actual employment figures differ.

Status and Legislative History

On September 14, 2000, the House agreed to the conference report for H.R. 4516 (FY2001 legislative branch funding), which has become this cycle's vehicle for funding the Treasury and General Government accounts.⁷ The House vote (Roll No. 476) was 212 yeas to 209 nays, with 13 not voting.⁸ On September 20, the Senate rejected the conference report, by a vote of 28 to 69 (Vote No. 253).⁹ The disposition of a funding measure covering the Treasury and General Government accounts is uncertain.

When the House and Senate adjourned for the August recess, there were three versions of the Treasury, Postal Service and General Government FY2001 appropriations pending action. The House had passed, on July 20, H.R. 4871. The Senate had reported, on July 20, S. 2900 and, on July 26, had voted to invoke cloture to proceed with debate on H.R. 4871. The third version, H.R. 4985, was introduced on July 26 as a new bill and reported from the Legislative Branch (H.R. 4516) appropriations conference committee as section 1001 of Division B of that conference. On July 27, the rule for House consideration of the conference version was adopted, by a narrow margin. However, the measure was not considered by the House before recess. See below for a discussion of the funding levels in H.R. 4985.

The House Committee on Appropriations Subcommittee on Treasury, Postal Service, and General Government held 10 days of hearings during March and April 2000. The Subcommittee markup was July 11, with the full Appropriations Committee reporting H.R. 4871 on July 18, H. Rept. 106-756.¹⁰ The bill was approved in committee through a voice vote.

⁷ Conference Report on H.R. 4516, Legislative Branch Appropriations Act, 2001, *Congressional Record*, vol. 146, September 14, 2000, p. H7608-7626. Chart showing Treasury and General Government accounts in detail appears on H7609-7611.

⁸ Note: The Daily Digest shows the vote as Roll No. 477, however the body of the *Congressional Record* (p. H7626) shows it as Roll No. 476.

⁹ Legislative Branch Appropriations Act, 2001—Conference Report, *Congressional Record*, vol. 146, September 20, 2000, p. S8788-8800. Note, the *Record* does not reflect the passage of hours while there were quorum calls interspersed with floor comments, as negotiations continued. Nor does it reflect the shifting of votes. The voting on this measure extended to over one hour.

¹⁰ U.S. Congress, House Committee on Appropriations, *Treasury, Postal Service, and General Government Appropriations Bill, 2001*, report to accompany H.R. 4871, 106th Cong., 2nd sess., H.Rept. 106-756 (Washington: GPO, 2000), p. 75. (Hereafter referred to as H.Rept. 106-756.)

The House passed H.R. 4871, amended, July 20, 2000, by a vote of 216-202.¹¹ H.R. 4871 was considered under an open rule, H. Res. 560.¹²

The Senate Committee on Appropriations Subcommittee on Treasury, Postal Service, and General Government held five days of hearings during February, March, and April. The subcommittee sent the bill to the full Appropriations Committee on July 19. The full committee ordered S. 2900 to be reported, without written report, on July 20. On July 24, 2000, the Senate Majority Leader requested that a cloture motion be filed against H.R. 4871, Treasury, Postal Service, and General Government appropriations bill.¹³ On July 26, cloture was invoked by a vote of 97-0 (Rollcall Vote No. 277) and the Senate began consideration of the measure.¹⁴ Debate on H.R. 4871 was pending at the time the Senate adjourned, July 27, for the August recess/work period.

On July 26, 2000, Treasury Appropriations Subcommittee Chairman, Jim Kolbe, introduced H.R. 4985, "Making appropriations for the Treasury Department, the United States Postal Service, the Executive Office of the President, and certain Independent Agencies, for the fiscal year ending September 30, 2001, and for other purposes."¹⁵ That same day, the conference report to accompany the Legislative Branch FY2001 appropriations bill (H.R. 4516, H. Rept. 106-796) was filed.¹⁶ On July 27, 2000, H. Rept. 797 was filed, to accompany H. Res. 565, waiving points of order against the conference report to accompany H.R. 4516.¹⁷ The House agreed to the rule, subsequent to debate, by a recorded vote of 214 ayes to 210 noes, with

¹¹ Treasury and General Government Appropriations Act, 2001, *Congressional Record*, vol. 146, July 20, 2000, p. H6622-6710.

¹² Providing for Consideration of H.R. 4871, Treasury and General Government Appropriations Act, 2001, *Congressional Record*, vol. 146, July 20, 2000, p. H6618-6622. See also: U.S. Congress, House Committee on Rules, *Providing for the Consideration of H.R. 4871, The Treasury and General Government Appropriations Act, 2001*, report to accompany H. Res. 560, 106th Cong., 2nd sess., H. Rept. 106-767 (Washington: GPO, 2000).

¹³ Treasury and General Government Appropriations Act, 2001—Motion to Proceed, *Congressional Record*, vol. 146, July 24, 2000, p. S7468-69.

¹⁴ Treasury and General Government Appropriations Act, 2001—Motion to Proceed—Resumed, *Congressional Record*, daily edition, vol. 146, July 26, 2000, p. S7590-7619, S7624-29.

¹⁵ *Congressional Record*, daily edition, vol. 146, July 26, 2000, p. H7128.

¹⁶ Conference Report on H.R. 4516, Legislative Branch Appropriations Act, 2001, *Congressional Record*, daily edition, vol. 146, July 26, 2000, pp. H7095-H7126. The conference report (H. Rept. 106-796) is divided into two parts. Division A is the text of the Legislative Branch bill, as reported out of conference, and the accompanying explanations (pp. H7095-H7107). Division B, Section 1001 is the text of the Treasury bill, H.R. 4985, as introduced, and the accompanying explanations (H7107-H7126). Section 1003 of Division B is the repeal of the telephone excise tax.

¹⁷ *Congressional Record*, daily edition, vol. 146, July 27, 2000, p. H7131.

one voting “present” (Roll No. 448).¹⁸ Prior to adjourning, for the August recess/work period, there was no further debate on the issue.

Table 1. Status of FY2000 Appropriations for the Treasury, Postal Service, Executive Office of the President, and General Government

Subcommittee Markup		House Report	House Passage	Senate Report	Senate Passage	Conf.	Conference Report Approval		Public Law
House	Senate						House	Senate	
July 11	July 19	July 18 H.R. 4871 H.Rept. 106-756	July 20 H.R. 4871 vote: 216-202	July 19 S. 2900 no written report	—	July 26 H.R. 4516/H.R. 4985 H.Rept. 106-796	Adopted Sept. 14 vote: 212-209	Rejected Sept. 20 69-28	—

Legislative Branch Conference Report

Inclusion of the Treasury, Postal Service and General Government funding provisions in the legislative branch appropriations¹⁹ caught many by surprise. There are no minority signatures on the conference report. The text of the floor debate on the rule would indicate that some knew about the strategy and others were caught unaware.²⁰ The debate on the rule, agreed to in the House July 27, seemed to focus more on the protocol than on the substance of the provisions of H.R. 4985, as introduced and as included in the conference report. The House had passed H.R. 4871 and the Senate had begun debate on that measure, as well as having reported their own version, S. 2900. H.R. 4985 has received no stand-alone committee or floor action by either chamber. The House, having already agreed to the rule, proceeded to debate the conference report, and subsequently agreed to the report, on September 14, 2000. The Senate rejected the conference report on September 20.

There remains a question as to what form a funding measure, covering the Treasury and General Government accounts, will take. It could be that the Senate will take up H.R. 4871 and deal with it as a stand alone measure. The Senate may once again consider a combined conference report, possibly a redo of accounts which would also have to gain House approval. The accounts may remain unfunded at the September 30 close of the fiscal year, which would then place them in a continuing resolution. They may ultimately become part of an omnibus funding bill.

¹⁸ Waiving Points of Order Against Conference Report on H.R. 4516, Legislative Branch Appropriations Act, 2001, *Congressional Record*, daily edition, vol. 146, July 27, 2000, pp. H7143-H7152.

¹⁹ For tracking of the legislative branch funding bill, see CRS Report RL30512: *Appropriations for FY2001: Legislative Branch*, by Paul Dwyer.

²⁰ Waiving Points of Order Against Conference Report on H.R. 4516, Legislative Branch Appropriations Act, 2001, *Congressional Record*, daily edition, vol. 146, July 27, 2000, pp. H7143-H7152.

There has been a great deal of objection to the procedural protocol of bringing into a conference report, provisions of a bill which had been introduced the legislative day before it became part of the report and which contained spending levels considerably in excess of the House-passed and Senate-reported versions. There continues to be contention with regard to the adequacy of the funding levels for IRS accounts and for courthouse construction. Although there was not a formal press release nor a Statement of Administration Policy threatening a veto, the probability of a veto was suggested by both administration representatives and Democratic Members.

The funding levels in H.R. 4985, as introduced and as section 1001 of Division B of the H.R. 4516 conference report, are markedly different than those in the House-passed and Senate-reported versions. Table 4 provides the details by account. In summary, the conference version would fund the accounts at \$30,309.5 million. The FY2001 request was for \$31,208.4 million. The House approved \$29,081.6 million and the Senate Appropriations Committee reported their bill at \$29,180.6 million. There are four accounts which would exceed the President's request as well as both the House and Senate versions (Federal Law Enforcement Training Center, Financial Management Service and the Bureau of Alcohol, Tobacco and Firearms, and the U.S. Secret Service, all in the Department of the Treasury). There are two accounts which would exceed the President's request and would be equal to, or lower than, either the House or Senate versions (Financial Crimes Enforcement Network in the Department of the Treasury and the National Historical Publications and Records Commission Grants Program in the National Archives and Records Administration). There are 17 accounts in which the conference version would exceed both the House and Senate versions, but would be equal to (two), or below the President's request. There are 26 accounts in which the conference version would exceed the funding level proposed by either the House or the Senate. In most of those instances, the funding level would match the President's request and whichever congressional version was higher. Other than the mandatory accounts, there are eight accounts in which the conference funding level is in agreement with the President's request and both the House-passed and Senate-reported versions.

The text below, as it discusses particular accounts, will refer to H.R. 4871 by number or as "House-passed," to S. 2900 by number or as "Senate-reported." H.R. 4985 will be identified by number or referenced as conferees or as conference report or version. Please note that, until a printed version of the conference report is available, it is presumed that no further changes took place in the funding levels since the July 27 text was published in the *Congressional Record*.

The repeal of the telephone excise tax is Section 1003 of Division B, H.R. 4516. For a discussion of that issue, see CRS Report RS20119, *Telephone Excise Tax*, by Louis Alan Talley.

Budget and Key Policy Issues

Department of the Treasury

The Department of the Treasury has both financial and law enforcement functions. The financial functions are carried out by the Financial Management Service; the Mint; and the Bureau of Public Debt. The law enforcement functions are carried out by the Customs Service; the Secret Service; the Bureau of Alcohol, Tobacco and Firearms (ATF); the Financial Crimes Enforcement Network; and the Federal Law Enforcement Training Center. The Internal Revenue Service has both a financial function—to determine and audit tax obligations—and a law enforcement function—to enforce collection of tax revenue.

The single largest account within the Department of Treasury appropriation is that for the Internal Revenue Service (IRS). The department's FY2000 net funding is \$12.352 billion, with the IRS funded at \$8.217 billion, or 66.7% of the total.

The FY2001 budget request is \$14.520 for the department. The request would more than double the account for department-wide systems and capital investments, add funding for the Money Laundering Strategy; increase interagency crime and drug enforcement by 40%; eliminate funding for the Violent Crime Reduction Program as previously defined; and increase Secret Service, ATF, and Customs Service funding. The increase for the IRS would be just under 10%.

Five FY2001 key priorities are identified in the department's budget justification:

- ! Support continued IRS reform;
- ! Strengthen the department's ability to fight drugs and crime;
- ! Enhance financial reporting and resource accountability;
- ! Invest in community development and economic growth; and
- ! Maintain support for management operations.

The House Appropriations committee reported H.R. 4871, providing \$13.225 billion for the department. As passed by the House, H.R. 4871 would reduce the Office of the Treasury Inspector General for Tax Administration by \$950,000 in order to fund a pilot project to check for radioactive materials in scrap metal imported into the United States. It also would offset an additional \$25 million for the High Intensity Drug Trafficking Areas program by reducing the IRS Processing Assistance and Management Account.

S. 2900, as reported by the Senate Committee on Appropriations, would provide a total of \$13.161 billion for the department.

H.R. 4985 would fund the Department at \$13.598 billion. The IRS would be funded at \$8.639 billion, or 63% of the departmental total.

Bureau of Alcohol, Tobacco, and Firearms (ATF). The ATF is a law enforcement agency that monitors compliance with federal laws related to the manufacture, importation, and distribution of alcohol, tobacco, firearms, and

explosives. While these laws prohibit certain illegal activities, they also regulate legal activities related to these commodities. The ATF also enforces federal laws related to arson. In enforcing federal law, ATF officers often work closely with other federal, state, and local law enforcement officers. ATF's mission is focused on three goals: 1) reducing crime, 2) collecting revenue, and 3) protecting the public.

For FY2001, the administration requests \$760,051,000 for the ATF (this amount includes \$4,148,000 for counter-terrorism included in the Administration's budget amendment dated May 18, 2000). The Administration's request is \$155,478,000 more than the amount appropriated for ATF last year. P.L. 106-58 provided ATF with \$606,879,000 in total appropriated funding for FY2000. Of this amount, \$40,920,000 was appropriated for the Violent Crime Reduction Trust Fund. P.L. 106-58 also rescinded \$2,306,000 from ATF's appropriated funding due to the .38% across the board budget cut, resulting in a final appropriation of \$604,573,000 for FY2000.

For FY2001, the Senate-reported measure would provide the ATF with \$724,937,000, and the House-passed measure would provide \$731,325,000 – fully funding the administration's gun control initiatives. The conference report, however, would provide \$768,695,000 for ATF. This amount is \$43,758,000 more than the Senate-reported measure, \$37,370,000 more than the House-passed bill, and \$8,644,000 more than the Administration's request. In addition to fully funding the administration's gun control initiatives, the conference report would also provide \$13,000,000 for the Gang Resistance Education and Training program, an amount that was included in the Senate-reported measure. On the other hand, the conference report does not include the \$5,521,000 for the tobacco compliance initiative. In addition, the conferees dropped from the Department of the Treasury general provisions language prohibiting preferential treatment of gun manufacturers who enter into agreements similar to the Smith & Wesson agreement.

The administration's FY2001 request includes \$105,298,000 in program budget increases to expand ongoing initiatives, such as the Integrated Violence Reduction Strategy (\$41,322,000), the Youth Crime Gun Interdiction Initiative (\$19,078,000), expanded gun tracing (\$9,990,000), enhanced ballistic imaging (\$23,361,000), tobacco compliance (\$5,521,000), and the national laboratory center transition (\$6,026,000). In addition, the Administration also requests funding to relocate the ATF headquarters (\$7,290,000).

The House-passed measure would fully fund the administration's requests for the Integrated Violence Reduction Strategy, the Youth Crime Gun Interdiction Initiative, and the expanded gun tracing initiative. The measure would also fully fund the enhanced ballistic imaging initiative with \$19,057,000 in funding from the Super Surplus and \$4,304,000 in a direct appropriation. On the other hand, the recommendation would not fund the tobacco compliance initiative.

To expand the Integrated Violence Reduction Strategy (IVRS), the administration is requesting \$41,322,000 to fund 224 agents, 112 inspectors, and 59 support staff. With these additional resources, ATF would:

- ! intensify local firearm initiatives, like Boston's Ceasefire and Richmond's Project Exile;
- ! review all Federal Bureau of Investigation (FBI) referrals where Brady law background checks indicate that a prohibited person received firearms as result of a delayed denial;
- ! investigate cases where intelligence data indicate that prohibited persons are engaging in multiple attempts to purchase firearms from different federal firearm licensees;
- ! investigate cases where prohibited persons with a history of violent crime are known to have acquired firearms through legitimate or illegal markets; and
- ! review the records of federal firearm licensees to ensure that instant checks are being performed on all firearm transfers and that the required records are being maintained.

The House-passed measure would fully fund IVRS, bringing total funding for this initiative to \$62,200,000.

To expand the Youth Crime Gun Interdiction Initiative (YCGII) to 12 additional cities, the administration is requesting \$19,078,000 to hire 72 agents and 98 inspectors. The objective of the YCGII is to reduce youth firearm violence and firearms trafficking among youth by making federal resources like ATF's firearms tracing and ballistics technology available to state and local law enforcement agencies, and by providing coordination of these efforts. The House-passed measure would fully fund the Administration's YCGII request, bringing total funding for this program to \$76,400,000.

To continue the Comprehensive Crime Gun Tracing Initiative, the administration is requesting \$9,990,000 and 20 positions. This initiative provides nationwide, comprehensive tracing capability for state and local law enforcement. The additional resources will provide for faster trace results and indexing of gun identification information from business records. The House-passed measure would fully fund the Administration's gun tracing initiative request, bringing total funding for this program to \$25,000,000.

For the Expanded Ballistics Identification Initiative, the administration is requesting \$23,361,000 and 20 positions. On December 2, 1999, the ATF and FBI signed a memorandum of understanding that will provide for the further development of the Integrated Ballistics Identification System (IBIS) as the federal system that will compare images of ballistic evidence (projectiles and cartridge casings). From 1993 to 1997, the ATF and FBI operated two parallel, but incompatible, systems. Through funding from the Super Surplus and a direct appropriation, the House-passed measure would fully fund the Administration's request for the Expanded Ballistics Identification Initiative, bringing total funding for this initiative to \$26,400,000.

For Tobacco Compliance/Diversion, the administration is requesting \$5,521,000 and 88 positions. These resources, according to ATF, are needed to monitor new permit and revenue requirements for importers of tobacco products that were enacted as part of the Balanced Budget Act of 1997. The House-passed measure does not include funding for this initiative, nor does it include funding for the relocation of the

ATF headquarters. On the other hand, the House Appropriations Committee recommends in report language that the Department of the Treasury allocate \$3,023,000 from the Super Surplus for the Laboratory/Fire Research Center Maintenance, partially funding the administration's request of \$6,026,000 for this purpose.

Among ATF's activities, the regulation and enforcement of laws related to firearms commerce and possession have been the most controversial. Both the House-passed and the Senate-reported measures include language that would prohibit the Department of the Treasury from giving preferences regarding the acquisition of firearms to any manufacturer or vendor that enters into agreements with any federal department or agency that set out codes of conduct, operating practices, product design specifications, and other requirements related to the importation, manufacture, or dealing in firearms that are greater than what is currently required under federal statute. The Smith & Wesson Corporation entered into such an agreement with the Department of Housing and Urban Development (HUD). Shortly thereafter, HUD announced that 411 governments around the nation had joined the Communities for Safer Guns Coalition, and had pledged to give preferences to manufacturers who enter into agreements similar to the one with Smith & Wesson. This language, however, was dropped from the conference version. For further information on gun control-related legislation and issues, see CRS Issue Brief IB10014, *Gun Control*.

Customs Service. The U.S. Customs Service, the federal government's oldest regulatory/revenue collecting agency, is responsible for monitoring the movement of persons, carriers, merchandise, and commodities between the United States and other countries. In 1999, Customs collected \$22,405,800,000 in trade-related duties, taxes, and fees.

For FY2001, the administration requests \$1,887,866,000 for the Customs Service (this amount includes \$28,934,000 for counter-terrorism requested by the administration in a budget amendment dated May 18, 2000). For the same year, the Senate-reported measure would provide \$1,804,687,000 for the Customs Service, while the House-passed measure would provide \$1,822,365,000. For FY2001, the conference report would provide the Customs Service with \$1,863,725,000. This amount is \$59,038,000 more than the Senate-reported measure, \$41,360,000 more than the House-passed measure, and is \$24,141,000 less than the Administration's FY2001 request.

For the air and marine interdiction account, for FY2001, the administration requests \$156,875,000. By contrast, the Senate Appropriations Committee recommends \$128,228,000, while the House-passed measure would provide \$125,778,000. The conference report would provide Customs with \$133,228,000 for this account.

For FY2000, P.L. 106-58 provided the Customs Service with \$1,759,227,000 (this amount reflects a rescission of \$7,137,000 and includes a transfer of \$61,000,000 for the Violent Crime Reduction Trust Fund). For the air and marine interdiction account, P.L. 106-58 provided \$108,688,000. Furthermore, the FY2000 supplemental appropriations act (P.L. 106-246) provided an additional \$68,000,000

to upgrade P-3 aircraft radar systems to enhance the agency's drug interdiction efforts.

The administration's FY2001 budget request for Customs salaries and expenses account includes \$41,517,000 in program budget enhancements. These enhancements include: (1) \$25,000,000 for the drug investigations initiative, (2) \$10,000,000 for the narcotics illicit proceeds strategy initiative, (3) \$5,000,000 for the forced child labor initiative, and (4) \$1,517,000 for Customs' airborne support for the United States Secret Service. The remaining \$119,188,000 in increased funding for the salaries and expenses account is requested for various budget adjustments that, according to the administration, would allow Customs to maintain current levels of service associated with various initiatives and budget increases in the agency's FY1999 and FY2000 budgets.

Regarding these initiatives, the House-passed measure would provide \$9,500,000 for the drug investigations initiative and \$2,000,000 for the forced child labor initiative. It would not fund the illicit proceeds strategy (money laundering), nor would it fund Customs airborne support for the Secret Service. By comparison, the conference report would provide \$13,700,000 for the Southwest border initiative, \$10,000,000 for security enhancement on the northern border, \$11,000,000 for vehicle replacement, \$3,700,000 for money laundering, \$9,500,000 for drug investigations, and an additional \$5,000,000 for the forced child labor initiative.

In addition, the administration's FY2001 request includes a new Customs budget account for automation modernization, for which the administration is requesting \$338,000,000. Of this amount, \$123,000,000 is requested for the operations and maintenance of the Automated Commercial Systems (ACS); \$5,400,000 is requested for the International Trade Data System (ITDS); and \$210,000,000 is requested for the development of the Automated Commercial Environment (ACE).

To offset the ACE developmental costs, the administration's request includes a user fee proposal. A similar fee proposal in the administration's FY2000 budget request was rejected last year by both the House and Senate. In recent years, ACS, the system Customs uses to track, control, and process all commercial goods imported into the United States, has proven inadequate and has suffered from "brownouts" that inhibit international commerce. To upgrade the old system and continue development of its replacement, Congress provided Customs with \$35,000,000 for FY2000. It has been estimated that it will cost \$1,300,000,000 over four years to develop the ACE system. In the FY2000 conference report, Congress directed Customs to provide a revised blueprint, schedule, and budget for ACE. For FY2001, the House and Senate Appropriations Committees, and the conferees rejected the administration's fee proposal. In lieu of a fee, however, the House-passed measure would provide an appropriation of \$223,400,000 for modernization of Customs' automated systems, the Senate-reported measure, \$128,400,000, and the conference report, \$258,400,000.

Internal Revenue Service (IRS). The FY2001 request for IRS is \$8,986,084,000. The request represents a 9.36% increase over the net funding for FY2000 of \$8,216,489,000. The net funding takes into account the 0.38% rescission in the IRS Processing, Assistance, and Management account required by Congress in

the consolidated funding act. The request for that account is 12.78% higher than the net funding for FY2000. The IRS budget increases focus on maintaining current operations and modernization. IRS Commissioner Charles O. Rossotti has testified that the maintenance of operations will require additional staffing for enforcement and customer service. He has explained that refers particularly to the need for a state-of-the-art computer system to replace 1960s era computers.

As passed by the House, H.R. 4871 would fund the IRS programs at \$8.453 billion. This would represent a net increase of \$236.5 million. There would be \$140 million which would continue to be available for organizational modernization. Prior to passage, amendments were adopted which would reduce funding for the IRS Processing Assistance and Management account by \$25 million (to offset \$25 for the High Intensity Drug Trafficking Areas (HIDTA) program) and funding for the Office of Treasury Inspector General for Tax Administration by \$950,000 (to create a pilot project to check for radioactive materials in scrap metal imported into the United States.)

As reported by the Senate Appropriations Committee, IRS funding would total \$8.535 billion. With the exception of the Earned Income Tax Credit Compliance Initiative account (\$145 million in all versions), the Senate would fund the IRS accounts at levels higher than passed by the House.

The conference version, with that same exception, would fund the IRS accounts at levels higher than both the House or Senate versions, at a total of \$8.639 billion. Processing, Assistance and Management would receive \$3,567.0 million. Tax Law Enforcement would be funded at \$3,382.4 million and Information Systems at \$1,545 million.

IRS is proposing the establishment of a Staffing Tax Administration for Balance and Equity (STABLE) initiative. The STABLE initiative, which is a collective effort within IRS to improve service to the taxpayers while carrying out statutory mandates, would include staff increases throughout IRS. One of the most significant increases requested is in the Tax Law Enforcement account, an increase of full-time equivalent (FTE) staffing by 158 (41.6%) over the FY1999 actual level. IRS staff have described the initiative as being an organizing plan to ensure that additional staff (new hires) would be placed in IRS where they are most needed—in auditing, enforcement, and customer relations. H.R. 4985 would provide no funding for the STABLE initiative. However, the conferees agreed to fully fund the Tax Law Enforcement account with respect to adjustments required to maintain current levels of service and operational contract support. While higher than both the House and Senate versions, the conference version is lower than the President's request.

Secret Service. For FY2001, the President has requested \$829.5 million for the Secret Service. Of this total, \$824.5 is for salaries and expenses related to protective functions, research and development, and the purchase of vehicles; and \$5 million for acquisition and construction costs. FY2000 net funding for the Secret Service was \$691.5 million. The rescission was \$738,000 from the acquisition and construction account.

H.R. 4871, as reported by the House Appropriations Committee and as passed by the House, would fund the agency's salaries and expenses account at \$823.8 million. This total is \$156.5 million above the amount appropriated in FY2000, and \$700,000 below the President's budget request. Of this amount, \$36,266,000 would fund activities previously funded elsewhere. Included would be \$1,767,000 for support of the National Threat Assessment Center, that was not requested in the President's budget request. Also included in H.R. 4871, as passed, was \$24.2 million for additional protective requirements of the Secret Service during the Presidential election and transition period. S. 2900, as reported, would fund the salaries and expenses account at \$778.3 million. The conferees would fund the account at the same level as H.R. 4871, as passed. Both the President's request and H.R. 4871 would fund the Acquisition, Construction, Improvements, and Related Expenses account at \$5 million. The Senate would fund it at \$4.3 million. However, the conferees would fund it at \$8.9 million. The conference version would provide the \$5 million and would add \$3.9 million for security enhancements at the Vice President's residence.

U.S. Postal Service

The U.S. Postal Service (USPS) generates most of the funding through the sale of products and services. It also receives an appropriation from the federal government to pay for revenue foregone on free and reduced rate mail (for the blind and visually impaired and overseas voting). To fund payment to the Postal Service Fund for revenue foregone during FY2001, the President is requesting \$96.1 million, of which \$67.1 million would not be available until October 1, 2001. P. L. 106-58 provided funding for revenue foregone at \$93.4 million for FY2000, with only \$29 million to be available during FY2000. The FY2000 appropriation, however, was subsequently reduced by .38% (\$380,000) due to the across-the-board cut mandated by the Consolidated Appropriations Act of FY2000. Accordingly, the appropriation for the fiscal year was \$93.1 million

H.R. 4871, as reported and passed, would be in accord with the request, holding \$67.1 million for FY2002. S. 2900, as reported, however, would fund the Postal Service at a total of \$67.1 million. The conferees agreed to provide \$96.1 million, as proposed by the House. Of this amount, \$67.1 million would be held as an advance appropriations for free and reduced-rate mail and \$29 million would be for reimbursement in FY2001 to the Postal Service for prior year losses.

All versions would continue the general provision requiring the Postal Service to use appropriated funds to make available sufficient funds to cover the employment of guards for all properties and areas owned, occupied, controlled, or in charge of by the agency. The guards would be granted the same powers as those granted special policemen by the Act of June 1, 1948, amended (62. Stat. 281; 20 U.S.C. 318a and 318b), attaching thereto penal consequences under that authority and within the limits provided in the act.

Executive Office of the President and Funds Appropriated to the President

The Treasury and General Government appropriations act funds all but three offices in the Executive Office of the President (EOP). Of the three exceptions, the Council on Environmental Quality (including Office of Environmental Quality) and the Office of Science and Technology are funded under the Veterans Affairs, Housing and Urban Development, and Independent Agencies appropriations act; and the Office of the United States Trade Representative is funded under the Commerce, Justice, State, and the Judiciary and Related Agencies appropriations act.

The President's FY2001 budget proposes an appropriation of \$702,245,000 for the EOP, an 7.3% increase over the \$654,422,000 appropriated in FY2000. Almost 70 % of these appropriations would be for accounts in the Office of National Drug Control Policy, and for Federal Drug Control Programs, and unanticipated needs, and would be transferred to agencies outside of the EOP, and to state and local entities. The FY2001 appropriation request for these "transfer accounts" amounts to \$474,900,000 (67.6%); for FY2000 it amounted to \$441,250,000 (68%).

The specific accounts are discussed below. In those cases in which there are no differences between the FY2001 request, H.R. 4985, and S. 2900, only the request is noted.

Compensation of the President. The FY2001 budget proposes an appropriation of \$390,000 for compensation of the President, including an expense allowance of \$50,000. This amount is a 56% increase over the \$250,000 appropriated in FY2000. The increase is due to the raise in presidential salary from \$200,000 to \$400,000 per year, effective January 20, 2001.

White House Office. The FY2001 budget proposes an appropriation of \$53,288,000 for salaries and expenses in the White House Office, an increase of 2% over the \$52,443,000 appropriated in FY2000, of which \$201,000 was subsequently rescinded. The H.R. 4871 would provide \$52,135,000, which is \$1,153,000 below the President's request. The House denied the requests to restore the \$201,000 rescinded in FY 2000, \$450,000 for anticipated severance payments, \$500,000 for costs associated with replacing equipment during the transition, and \$2,000 in unspecified increases for other services. The House also assumed a transfer of \$500,000 to the Office of Administration for costs associated with upgrading the web page of the Executive Office of the President. S. 2900, as reported, and the conferees would fund the White House Office at the requested level.

Executive Residence (White House). The FY2001 budget proposes an appropriation of \$10,900,000 for operating expenses, an 17.7% increase over the \$9,258,000 appropriated in FY2000, from which \$33,000 was subsequently rescinded, and also proposes an appropriation of \$5,510,000 for repairs and restoration, an 581.2% increase over the \$808,000 appropriated in FY2000. H.R. 4985 would appropriate \$10,286,470 for operating expenses, and would deny several requests, including \$300,050 for an additional 4 FTE; and \$658,000 for repairs and restoration. The House Appropriation Committee recommended denying \$4,542,000

for renovation and replacement of the concrete raceway containing communication lines, while expressing concern over the total estimated costs of the project. S. 2900, as reported, would fund the accounts at the requested level. The conferees would fund the operating expenses account at the requested level, but would limit the repairs and restoration account to \$968,000, of which \$458,000 would be for the concrete raceway.

Maintenance and repair costs for the White House are also funded by the National Park Service as part of that agency's responsibility for national monuments. Entertainment costs for state functions are funded by the Department of State. Reimbursable political events in the Executive Residence are to be paid for in advance by the sponsor, and all such advance payments are to be credited to a Reimbursable Expenses account. The political party of the President is to deposit \$25,000 to be available for expenses relating to reimbursable political events during the fiscal year.

Special Assistance to the President (Office of the Vice President) and Official Residence of the Vice President. The FY2001 budget proposes an appropriation of \$3,673,000 for salaries and expenses, an increase of 1.5% over the \$3,609,000 appropriated in FY2000, and also proposes an appropriation of \$354,000 for the Official Residence of the Vice President, a 2.6% increase over the \$345,000 appropriated in FY2000, from which \$15,000 was rescinded. The House would appropriate \$3,664,000 for salaries and expenses, and \$354,000 for operating expenses. S. 2900, as reported, would fund the accounts at the requested level. The conferees would fund the salaries and expenses and the operating expenses accounts at the requested level.

Council of Economic Advisers. The FY2001 budget proposes an appropriation of \$4,110,000, an increase of 7% over the \$3,840,000 appropriated in FY2000; of which \$15,000 was subsequently rescinded. The House approved an appropriation of \$3,997,000, denying the request of \$106,000 for two additional FTE and \$7,000 for increased travel expenses. Both S. 2900, as reported, and the conferees would fund the account at the requested level.

Office of Policy Development. The FY2001 budget proposes an appropriation of \$4,032,000, the same as appropriated in FY2000; \$15,000 was rescinded from the FY2000 appropriation. The House approved an appropriation of \$4,030,000, and denying the request of \$2,000 for increased travel expenses. Both S. 2900, as reported, and the conferees would fund the account at the requested level.

National Security Council. The FY2001 budget proposes an appropriation of \$7,165,000, an increase of 2.4% over the \$6,997,000 appropriated in FY2000, of which \$27,000 was rescinded. The House approved an appropriation of \$7,148,000, denying the request \$17,000 to partially restore the \$27,000 rescinded in FY2000. Both S. 2900, as reported, and the conferees would fund the account at the requested level.

Office of Administration. The FY2001 budget proposes an appropriation of \$43,737,000, an increase of 11.6% over the \$39,198,000 appropriated in FY2000, of which \$148,000 was rescinded. The House approved an appropriation of \$41,185,000, denying several funding requests, including \$406,000 and five FTE for

additional information technology staff, \$360,000 in new money for upgrading the EOP web page, \$660,000 and five FTE for implementation of the Chief Financial Officers Act. The House also would delay the implementation of the Chief Financial Officers Act from January 20, 2001 to May 1, 2001. Both S. 2900, as reported, and the conferees would fund the account at the requested level.

Office of Management and Budget. The FY2001 budget proposes an appropriation of \$68,786,000, an increase of 8.3% over the \$63,495,000 appropriated in FY2000, of which \$239,000 was rescinded. The House approved an appropriation of \$67,143,000, denying the request of \$613,000 for an additional nine FTE as well as the request of \$1,030,000 for information technology enhancements. S. 2900, as reported, would fund OMB at \$67,935,000. The conferees would fund the account at the requested level. Under Sec. 624 of the general provisions of Title VI, the conferees agreed to continue and make permanent the provision directing OMB to provide a yearly accounting statement and report on the costs and benefits of Federal regulatory programs.

Office of National Drug Control Policy. For salaries and expenses, the FY2001 budget proposes an appropriation of \$25,400,000, a 10.7% increase over the \$22,951,000 appropriated in FY2000, of which \$128,000 was rescinded. The House approved an appropriation of \$24,759,000, denying the request of \$641,000 for communications, equipment, and other services. S. 2900, as reported, would fund the account at \$24,312,000. The conferees would fund the account at \$24,759,000.

For the Counterdrug Technology Assessment Center, the FY2001 budget proposes \$20,400,000, a 37.6% decrease from the \$32,052,000 appropriated in FY2000, of which \$198,000 was rescinded. The House approved an appropriation of \$29,750,000. This would include \$13,050,000 to maintain the current level of funding for the counterdrug technology transfer program, \$16,000,000 to support CTAC's core research programs, and \$700,000 to continue support for the U.S. Olympic Committee's anti-doping program. S. 2900, as reported, would fund the account at \$29,052,000. The conferees would fund the account at \$29,053,000, of which \$15,803,000 would be for the counterdrug research and development projects, and \$13,250,000 for the continued operation of the technology transfer program.

Federal Drug Control Programs. For the High Intensity Drug Trafficking Areas Program, the FY2001 budget proposes \$192,000,000, the same amount as appropriated for FY2000, from which \$730,000 was rescinded. No less than 51% of the FY2001 appropriation would be required to be transferred to state and local entities for drug control activities. Up to 49% could be transferred to federal agencies and departments. The House Appropriations Committee stated that given F2001 resource constraints, it is best not to earmark the funds and expects that ONDCP will make its designation and funding decisions based on performance measures of effectiveness. The House appropriated \$217,000,000, and the Senate, in reporting S.2900, would fund the account at \$196,000,000. The conferees would fund the account at \$206,500,000, of which 51% would be for transfer to state and local entities and 49% for federal agencies and departments.

For the Special Forfeiture Fund, the FY2001 budget proposes \$259,000,000, a 19.9% increase over the \$216,000,000 appropriated for FY2000, of which \$703,000

was rescinded. The House approved an appropriation of \$219,000,000. This would include \$185,000,000 for the National Youth Anti-Drug Media Campaign; \$30,000,000 to carry out the Drug Free Communities Act (DCFA); \$1,000,000 for the National Drug Court Institute; and \$3,000,000 for the costs of space and operations of the counter drug intelligence executive secretariat established as part of the General Counterdrug Intelligence Plan. The House Appropriations Committee, in reporting H.R. 4871, would deny \$10,000,000 for increased funding for the Youth Media Campaign, \$5,000,000 for the DCFA, and \$25,000,000 for additional funding for a national criminal justice treatment demonstration project. S. 2900, as reported, would fund the account at \$144,300,000, of which \$90,700,000 would be for the anti-drug media campaign, and \$40,000,000 would be for the DCFA. The conferees would fund the account at \$233,600,000, of which \$185,000,000 would be for the anti-drug media campaign, \$40,000,000 to carry out the DCFA, \$3,000,000 for the counter drug intelligence executive secretariat, \$3,300,000 for the U.S. Olympic Committee's anti-doping efforts, \$1,300,000 for the Metro Intelligence Support and Technical Investigative Center, and \$1,000,000 for the National Drug Court Institute.

Unanticipated Needs. The FY2001 budget proposes \$1,000,000, the same as was appropriated for FY2000, of which \$4,000 was rescinded, for expenses necessary to enable the President to meet unanticipated needs, in furtherance of the national interest, security, or defense, which might arise at home or abroad. The FY2001 budget also proposes \$2,500,000 to be provided to the Elections Commission of the Commonwealth of Puerto Rico as a transfer to be used for citizens' education and a choice by voters regarding the island's future status. H.R. 4871, as passed by the House provides no appropriation for Unanticipated Needs of the President. The Appropriation Committee cites the December 13, 1998 political status plebiscite in Puerto Rico, which yielded inconclusive results, and urges the people of Puerto Rico to continue working to develop a consensus on what the island's future status should be. Both S. 2900, as reported, and the conferees provide no funding for this account.

Independent Agencies

Federal Election Commission (FEC). The FEC administers federal campaign finance law; oversees disclosure requirements, limits on contributions and expenditures, and the presidential election public funding system; and retains civil enforcement authority.

The FY2000 appropriation of \$38,152,000 for the FEC was subject to an across-the-board .38% government rescission under the Consolidated Appropriations Act, reducing the appropriation by \$144,000, to \$38,008,000.

For FY2001, the President's budget requested an appropriation of \$40,500,000, allowing for 352 full-time equivalents (FTEs). This reflected a 6.6% increase, or \$2,492,000, above the FY2000 level. As a concurrent submission agency, the FEC submitted its own request to Congress, calling for a funding level of \$40,960,000 and for 356 FTEs.

The House adopted its Appropriations Committee's recommendation for an appropriation of \$40,240,000, a reduction of \$260,000 from the Administration's request and \$720,000 from the FEC's request. Specifically, the committee refused

the agency's requests of \$100,000 for legal document imaging, \$100,000 for completion of Voting Systems Standards, \$60,000 for a national conference on the standards, and \$460,000 for an additional 4 FTEs within the Commissioners' offices. The committee stipulated that no less than \$4,689,500 be used for internal automated data processing systems and no more than \$5,000 be used for reception and representation expenses.

The House bill (H.R. 4871, section 637), as passed, included certain clarifications of federal election law, largely based on FEC recommendations: requiring election cycle-based reporting of certain expenditures; allowing 24-hour notices of large contributions or independent expenditures in the last 20 days of an election to be filed by FAX or electronic mail; allowing candidates to use lines of credit for campaign funds if made under commercially reasonable terms by lenders in the normal course of business; changing the deadline for submitting notices of large contributions in the last 20 days of an election from 48 to 24 hours after receipt, and requiring the receipt, rather than the filing, of late independent expenditure notices within 24 hours of being made. Finally, the House bill included a committee amendment requiring House and Senate candidates who use federal aircraft to travel to a campaign event to report to the FEC the type of aircraft used, the number of individuals who used the aircraft, and the amount the candidate paid to reimburse the federal government for the aircraft's use (together with the methodology used to determine such amount). These provisions would take effect in 2001.

The Senate accepted its Appropriations Committee's recommendation for an FEC appropriation of \$39,755,000, \$745,000, or 1.8%, less than the Administration proposed and \$485,000, or 1.2%, less than the House approved. The Senate bill included the same stipulations as the House bill regarding internal automated data processing systems and reception and representation expenses. No legislative provisions concerning FEC operations were contained in the Senate measure.

The conference bill would appropriate \$40,500,000 for the FEC, the same figure as recommended by the Administration and more than in either the House or Senate bills. The conference measure would include the stipulation that no less than \$4,689,500 be used for internal automated data processing systems and no more than \$5,000 be used for reception and representation expenses. No legislative provisions concerning FEC operations or candidate use of government aircraft are contained in the conference measure.

Federal Labor Relations Authority (FLRA). The conference report would appropriate \$25,058,000 for FLRA. This matches the amount recommended by the House Appropriations Committee, passed by the House, recommended by the Senate Appropriations Committee, and requested by the President in his FY 2001 budget. The agency serves as a neutral party in the settlement of disputes that arise between unions, employees, and agencies on matters outlined in the Federal Service Labor Management Relations Statute; decides major policy issues; prescribes regulations; and disseminates information appropriate to the needs of agencies, labor organizations, and the public. The agency's FY 2000 appropriation was \$23,828,000. P.L. 106-113 mandated a

0.38% or \$91,000 recission in the FY 2000 funding.²¹ According to the FLRA, the cut will be absorbed by postponing an office move and managing positions that are vacant by filling them more slowly and at lower grade levels. After the reduction, the FY 2000 funding was \$23,737,000. The conference recommendation is 5.6% above this amount.

General Services Administration (GSA). On July 20, 2000, the House passed H.R. 4871, which largely reflects the July 18, 2000 recommendations of the Appropriations Committee. H.R. 4871, as passed, would appropriate \$152,471,000 to the GSA accounts. The Senate-reported version (S. 2900) would total \$167,557. The conference version (H.R. 4985) would fund GSA at \$632,211—the only version to appropriate funds to the Federal Buildings Fund.

For policy and operations, the House would appropriate \$115,434,000, which is a decrease of \$4,089,000 less than the amount appropriated in FY2000, and a decrease of \$21,546,000 less than the amount in the President's budget request. S. 2900, as reported, would provide \$123,420,000. The conferees would provide the policy and operations account with \$123,920,000.

H.R. 4871, as passed, would provide \$5,502,333,000 in new obligational authority for the Federal Buildings Fund. S. 2900, as reported, would authorize \$5,502,333,000. The conferees would provide \$5,971,509,000 in new obligational authority, and directly appropriate \$464,154,000 into the Fund to cover a portion of the Fund's new obligational needs.

An appropriation of \$34,520,000 was passed in the House for the Office of Inspector General, an increase of \$1,203,000 above the enacted FY2000 amount, and the same as the President's budget request. S. 2900, as reported, and the conference version would fund the account at the same level.

H.R. 4871, as passed, would appropriate \$2,517,000 for allowances and office staff for former Presidents, an increase of \$276,000 above the FY2000 enacted level and the same as the President's budget request. S. 2900, as reported, and the conference version would also fund that account at \$2,517,000. In addition, while the House did not provide funding for presidential transition, S. 2900 would provide \$7,100,000, the amount requested. The conferees would fund this account at the same level.

Under H.R. 4871, no funds would be appropriated to the Federal Buildings Fund for FY2001. In addition, there would be no provision for the \$477,484,000 in the President's budget request for advanced appropriations. The Committee specifically stated that there would not be any appropriations for reimbursing the Federal Buildings Fund for moving costs incurred by GSA associated with relocating the FCC to a new location in Washington, D.C. The Committee stated that these expenses are the responsibility of the agency being moved.²² S. 2900, as reported, would not provide direct appropriations to the Fund but would provide \$374,345,000 in advance appropriations. The conference report is silent on the moving costs but would provide \$276,400,000 advance appropriations.

²¹ Budget, *Analytical Perspectives*, p. 395.

²² H. Rept. 106-756, p. 61.

The House committee also recommended no new obligational authority for construction and acquisition, which is a decrease of \$54,197,000 from FY2000, and a decrease of \$779,788,000 from the President's budget request. The committee stated that it is essential for GSA to maintain, to the greatest extent possible, the inventory of existing federal properties. The Senate version would allow an obligational authority of \$3,000,000 for construction and acquisition. The conferees determined that there would be a obligational authority of \$472,176,000 and stipulated that the authority was to be directed to nine projects. GSA would be required to provide a written report to the Appropriations Committees showing the proposed allocations. \$3,500,000 would be earmarked for the design and site acquisition of a combined law enforcement facility in Saint Petersburg, Florida.

With regard to new courthouse construction, the House committee noted, with disappointment, that it is not able to provide any funds for this effort. The Committee expressed concerned about aspects of the President's budget's submission, since it so greatly differs from the initial request of GSA and the Judicial Conference in both funding amounts and new construction priorities.²³ In addition, H.R. 4871, as passed, has a provision requiring the judicial and executive branches to reach an agreement on new courthouse construction before GSA formally submits its budget request. S. 2900, as reported, would authorized \$671,193,000 to be made available from the Federal Buildings Fund for repairs and alterations (including three courthouse projects); and an additional amount of \$374,345,000 to be deposited into the Fund for construction of additional projects (including four courthouse projects). The conferees would have provided \$472,176,000 for nine new construction projects (including four courthouse projects); and \$276,400,000 in advance funding for courthouse construction projects.

The House committee recommended a limitation of \$490,592,000 for repairs and alterations, a decrease of \$108,082,000 below the enacted limitation level for FY2000 and a decrease of \$230,601,000 below the President's budget request. S. 2900, as reported, and the conferees would authorize obligation authority for the repairs and alternations account at \$671,193,000. The House and Senate committees, as well as the conferees, recommended a limitation of \$2,944,905,000 for rental of space, which is an increase of \$162,719,000 above the enacted limitation level for FY2000, and the same as the budget estimate. A limitation of \$1,580,909,000 would be provided, under H.R. 4871, as passed the House, for FY2001 building operations, which is the same level as provided for FY2000, and a decrease of \$43,862,000 below the budget estimate. The Senate version, as reported, and the conferees, would limit obligations to the same level as the requested \$1,624,771,000.

Merit Systems Protection Board (MSPB). The conference report would appropriate \$29,437 for the MSPB. In addition, \$2,430,000 would be transferred from the Civil Service Retirement and Disability trust fund to provide for administrative expenses to adjudicate retirement appeals. This was the amount recommended by the Senate Appropriations Committee and requested by the President in his FY 2001 budget proposal and in a June 5, 2000 request for an additional \$580,000. The House Appropriations Committee recommended and the House passed an appropriation of \$28,857,000 for the MSPB, including the additional \$2,430,000 for administrative expenses. The MSPB assists federal agencies in running a merit-based civil service

²³ *Ibid.*, pp. 61-62.

system. The agency's FY 2000 appropriation, not including the trust fund transfer, was \$27,586,000. P.L. 106-113 mandated a 0.38% or \$105,000 rescission in the FY 2000 funding.²⁴ The reduction will be absorbed, said the MSPB, by reducing the funding dedicated to its 5-year information technology improvement plan which includes establishment of a system for filing cases electronically. After the reduction, the FY 2000 funding was \$27,481,000. The conference version, not including the trust fund transfer, is 7.1% above this amount. The House-passed funding, not including the trust fund transfer, is 5% above this amount.

National Archives and Records Administration (NARA). The custodian of the historically valuable records of the federal government since its establishment in 1934, NARA also prescribes policy and provides both guidance and management assistance concerning the entire life cycle of federal records. It also administers the presidential libraries system; publishes the laws, regulations, and presidential and other documents; and assists the Information Security Oversight Office (ISOO), which manages federal security classification and declassification policy; and the National Historical Publications and Records Commission (NHPRC), which makes grants nationwide to help nonprofit organizations identify, preserve, and provide access to materials that document American history.

The President's FY2001 budget requested \$209,393,000 for NARA operating expenses, which was \$28,995,000 greater than the \$180,398,000 appropriated for FY2000. (With the FY2000 rescission applied, the net funding for operating expenses was \$179,674,000.) H.R. 4871, as passed by the House, would have provided \$195,119,000. The Senate bill, as reported, and the conference version would provide the requested amount. The conference report (H.R. 4516/H.R. 4985) stipulates that up to \$5 million may be used for the Implementation of the Nazi War Crimes Disclosure Act (112 Stat. 1859; 5 U.S.C. 552 note), including preservation and restoration of declassified records, public access and dissemination activities, and necessary support services for the Nazi War Criminal Records Interagency Working Group.²⁵

In addition, \$99,560,000 was sought for repairs and restoration of NARA facilities, an increase of \$77,264,000 over the \$22,418,000 appropriated for the current fiscal year. (The FY2000 rescission in this account resulted in net funding of \$22,296,000.) H.R. 4871, as passed by the House, would have appropriated \$5,650,000, with the Senate bill recommending \$92,950,000, with \$4,950,000 to be available in FY2001 and \$88,000,000 to be available in FY2002. The conference version would fund the account at \$95,150,000 in FY2001. The conference report stipulates that \$4,950,000 would be for the general repairs and restoration program and \$88,000,000 "for the major repair and restoration project at the main Archives building, \$1,500,000 for the construction of a new Southeast Regional Archives facility, and \$700,000 for the design of a 10,000-square-foot extension to the Gerald R. Ford museum."²⁶

²⁴ Budget, *Analytical Perspectives*, p. 395.

²⁵ Conference Report on H.R. 4516, Legislative Branch Appropriations Act, 2001, *Congressional Record*, daily edition, vol. 146, July 27, 2000, p. H7124.

²⁶ *Ibid.*

The \$6,000,000 requested for the National Historical Publications and Records Commission (NHPRC) for FY2001 was \$250,000 less than the amount appropriated for FY2000. H.R. 4871, as passed the House, would appropriate \$6,000,000. The Senate bill and the conference version would appropriate \$6,450,000.

No new funding was sought for the NARA Records Center Revolving Fund, which was initially capitalized with a \$22 million appropriation in FY2000.

Office of Government Ethics (OGE). The Office of Government Ethics, a small agency within the executive branch, was established by the Ethics in Government Act of 1978. Originally part of the Office of Personnel Management, OGE became a separate agency on October 1, 1989, as part of the Office of Government Ethics Reorganization Act of 1988. The Office of Government Ethics exercises leadership in the executive branch to prevent conflicts of interest on the part of government employees, and to resolve those conflicts of interest that do occur. In partnership with executive branch agencies and departments, OGE fosters high ethical standards for employees and strengthens the public's confidence that the Government's business is conducted with impartiality and integrity. For FY2001, the budget request is \$9,684,000, a 6.25% (\$570,000) increase from the \$9,114,000 originally appropriated for FY2000. However, the appropriation for FY2000 was subsequently reduced by .038% (\$34,000), the across the board cut mandated by the consolidated appropriations act of FY2000. Accordingly, the FY2000 net funding for OGE was \$9,080,000, and the FY2001 request of \$9,684,000 is an actual increase of \$604,000 (6.6%) over the FY2000 appropriations. H.R. 4871, as passed the House, S. 2900, as reported, and the conference version would all fund OGE at the requested level.

Office of Personnel Management (OPM). The budget for OPM is comprised of budget authority for both permanent and current appropriations. This report discusses the budget authority for current appropriations. The conference version would appropriate \$14,497,672,000 for the agency, which is responsible for administering personnel management functions. This total includes discretionary funding of \$94,095,000 for salaries and expenses and \$1,360,000 for the Office of Inspector General (OIG). It also includes mandatory funding of \$5,427,166,000 for the government payment for annuitants of the employees health benefits program, \$35,000,000 for the government payment for annuitants of the employee life insurance program, and \$8,940,051,000 for payment to the civil service retirement and disability fund. Not included in this total are proposed trust fund transfers of \$101,986,000 for salaries and expenses and \$9,745,000 for OIG salaries and expenses. (In FY 2000, \$95,486,000 for salaries and expenses and \$9,645,000 for OIG salaries and expenses were transferred from trust funds.) The House Appropriations Committee recommended, and the House passed, an appropriation of \$14,497,048,000 for the agency. This total includes discretionary funding of \$93,471,000 for salaries and expenses and the amounts stated above for the OIG, health benefits, life insurance, and retirement accounts. Not included in this total are proposed trust fund transfers of \$101,986,000 for salaries and expenses and \$9,745,000 for OIG salaries and expenses.

The House-passed amount is \$7,087,000 below the \$14,504,135,000 proposed by the President in his FY2001 budget; the reduction applies to the salaries and expenses account (the President proposed \$100,558,000). The House Appropriations Committee report states that "the Committee denies without prejudice the President's request of

\$6,150,000 for the Federal Cyber-Service program; \$300,000 to develop a workforce planning model; \$300,000 for improvements in setting compensation rates; and \$100,000 to research best practices in compensation systems.”¹³ The President’s budget also requested a one million dollar supplemental to “help agencies meet a critical need for highly trained information security personnel.”¹⁴ The House Appropriations Committee did not address this issue.

The Senate Appropriations Committee recommended an appropriation of \$14,497,668,000. This total includes discretionary funding of \$94,095,000 for salaries and expenses; \$1,356,000 for the OIG; and the amounts stated above for health benefits, life insurance, and retirement accounts. Not included in this total are proposed trust fund transfers of \$99,624,000 for salaries and expenses and \$9,708,000 for OIG salaries and expenses. The Senate recommendation is \$6,467,000 below the \$14,504,135,000 proposed by the President in his FY 2001 budget.

OPM’s FY2000 appropriation, not including the trust fund transfers, was \$14,354,105,000. P.L. 106-113 mandated a 0.38% or \$756,000 rescission in the FY2000 funding.¹⁵ OPM did not provide details as to how the cut would be absorbed. After the reduction, the FY 2000 funding was \$14,353,349,000. The conference version, the House-passed funding and the Senate recommended funding, not including the trust fund transfers, would be 1% above this amount.

As stated in the House Appropriations Committee report, the recommended appropriation includes \$237,000 for expanded oversight of non-Title 5 agency merit systems; \$400,000 for new qualification standards to simplify hiring and assessment; \$313,000 to maintain current levels; \$800,000 for on-going information technology support; \$700,000 for agency wide information technology architecture; \$181,000 for NARA (National Archives and Records Administration) costs; and \$1,900,000 for administrative financial systems support to ensure an unqualified audit opinion.¹⁶

The House Appropriations Committee report “directs OPM to provide a report on options for addressing federal employees’ elder care needs, including any legislative recommendations that may be appropriate, to the Committee no later than March 1, 2001.”¹⁷

The conference report would direct OPM to conduct a study to develop one or more alternative means for providing federal employees with at least six weeks of paid parental leave in connection with the birth or adoption of a child (apart from any other paid leave). OPM would report its findings and recommendations to Congress by September 30, 2001. This was an amendment to H.R. 4871 (Section 650) which was offered by Representative Carolyn Maloney and agreed to by the House by voice vote.

¹³ H. Rept. 106-756, p. 75.

¹⁴ Budget, *Appendix*, p. 1240.

¹⁵ Budget, *Analytical Perspectives*, p. 393.

¹⁶ H.Rept. 106-756, p. 75.

¹⁷ *Ibid.*, p. 76.

Section 516 conference report would provide that OPM may accept and utilize funds made available to the agency pursuant to court approval to resolve litigation and implement any settlement agreements for the nonforeign area cost-of-living allowance program. This is section 513 of S. 2900, as reported.

President Clinton proposed a 3.7% pay adjustment for federal employees in his FY 2001 budget. This amount is the overall average increase, including locality pay adjustments. The conference report, H.R. 4871, as passed by the House, and S. 2900, as reported, are silent on this issue. However, the program funding in the legislation assumes a 3.7% pay adjustment in January 2001 for federal employees.

Section 637 of the conference report includes “a new provision authorizing the President’s Pay Agent to use appropriate data from sources other than the Bureau of Labor Statistics in making new locality pay designations” and “directs the President’s Pay Agent to report on the status of efforts to resolve the methodological concerns with the NCS (National Compensation Survey) program and on the efficacy of utilizing non-BLS (Bureau of Labor Statistics) data in making comparability payment recommendations.”¹⁸ The report would be required to be submitted to the Senate and House Committees on Appropriations, the Senate Committee on Governmental Affairs, and the House Committee on Government Reform by May 1, 2001. This is section 639 of H.R. 4871, as passed by the House.

Section 645 of the conference report includes a provision which would make the compensation of administrative appeals judges and administrative law judges comparable. This was an amendment to H.R. 4871 (Section 647) offered by Representative Constance Morella and agreed to by the House by voice vote. Section 641 of the conference report (Section 642, H.R. 4871, as passed) would provide that overtime pay for a firefighter for hours in a regular tour of duty would be included in any computation of pay under 5 U.S.C. 8114 related to compensation for work injuries. Section 642 of the conference report (Section 643, H.R. 4871, as passed) would also provide that the minimum charge for military leave (without loss in pay or time) for the reserves and National Guardsmen under 5 U.S.C. 6323(a) would be one hour and additional charges would be in multiples thereof.

Office of Special Counsel (OSC). The conference version would appropriate \$11,147,000 for the OSC. This was the amount requested by the President in his FY 2001 budget proposal. The House Appropriations Committee recommended, and the House passed, an appropriation of \$10,319,000 for the OSC. The Senate Appropriations Committee recommended an appropriation of \$10,733,000. The House amount is \$828,000 below, and the Senate amount is \$414,000 below, the conference recommendation and the President’s request. The agency investigates federal employee allegations of prohibited personnel practices and, when appropriate, prosecutes before the Merit Systems Protection Board; provides a channel for whistle blowing by federal employees; and enforces the Hatch Act. The agency’s FY2000 appropriation was \$9,740,000. P.L. 106-113 mandated a 0.38% or \$37,000 rescission in the FY2000

¹⁸ *Ibid.*

funding.¹⁹ The OSC said that it will absorb the reduction by delaying the scope of the planned reconstruction of office space which would have provided the agency's lawyers and investigators with private offices. After the reduction, the FY 2000 funding was \$9,703,000. The conference recommendation is 14.9% above this amount. The House-passed funding is 6.3% above this amount. The Senate recommended funding is 10.6% above this amount.

The President's budget stated that, "The request will enable OSC to reduce its long-standing case-processing backlogs, and will ensure that OSC's customers receive prompt and timely service in accordance with the time frames laid out in [law] ... (240 days to process prohibited practice complaints) and ... (15 days to make initial determination on whistleblower disclosure)."²⁰ The House Appropriations Committee report states that "the Committee denies without prejudice the President's request of \$772,000 for additional personnel to reduce case backlog, and \$56,000 for related equipment, travel, and training."²¹

Federal Personnel Issues

Pay

Under the Federal Pay Comparability Act of 1990 (FEPCA), federal white collar employees, paid under the General Schedule and related salary systems, are to receive annual adjustments based on two separate mechanisms. The first is the adjustment to base pay which is based on changes in private sector salaries as reflected in the Employment Cost Index (ECI). The rate of pay adjustment is supposed to be the percentage rate of change in that element of the ECI, minus .5. For January 2001, the base pay adjustment should be 2.7%. At this time there are no legislative proposals to change that rate. Since the President sent no alternative plan to Congress by the end of August, the base pay adjustment will be 2.7%

Since the budget recommendation is for 3.7% and since the assumption in this legislation is that the programs are funded to accommodate that rate, it follows that the second tier of the adjustment would be 1%. Locality-based payments are calculated based on the results of surveys of occupations in specific localities within the continental United States. [See discussion under OPM above with regard to the designation of those localities.] The surveys show that locality-based payments would have to average about 16% in order to meet the expectations of FEPCA. Since that rate of adjustment is not likely, and since Congress has not specifically addressed the rates of adjustment, it will be necessary for the President to send to Congress an alternative plan by the end of November. It is expected that such a plan will be forthcoming and that the locality-based payments will average 1%.

¹⁹ *Budget, Analytical Perspectives*, p. 396.

²⁰ *Budget, Appendix*, p. 1192.

²¹ H.Rept. 106-756, p. 78.

Under the Ethics Reform Act of 1989, as amended, pay adjustments for federal officials, including Members of Congress and judges, is also based on ECI calculations, but for a different 12-month period. The ECI calculations would dictate a pay adjustment in January 2001 of 3%. However, the statute limits those adjustments to the rate of adjustment for base pay of the General Schedule. Therefore, if General Schedule base pay is adjusted at the rate of 2.7%, that will be the maximum rate of adjustment in salaries of federal officials.

Pursuant to the Treasury and General Government Appropriations Act, 2000 (P.L. 106-58), the incoming President will receive a salary of \$400,000 *per annum*. Since 1969, Presidents have been paid a salary of \$200,000.

Federal Employees Health Benefits Program

Section 631 of H.R. 4871, as passed the House, would require health insurance plans participating in the Federal Employees Health Benefits Program (FEHBP) to include coverage of prescription contraceptives under their prescription drug benefit. It would exempt from this requirement 3 specific health maintenance organizations for religious reasons as well as “any existing or future plan [participating in the FEHBP] if the carrier for the plan objects to such coverage on the basis of religious beliefs.” It also would prohibit discrimination against “any individual who refuses to prescribe or otherwise provide for contraceptives because such activity would be contrary to the individual’s religious beliefs or moral convictions.” A requirement that FEHBP plan cover prescription contraceptives was first included in the FY1999 appropriations legislation. The provision in the FY2001 bill is similar to that included in the FY2000 Treasury and General Government appropriations act. Section 630 of the conference version contains the same provision.

As reported, S. 2900 contains a similar provision. It would exempt 2 additional plans from the program.

Federal Retirement

Repeal of Temporary Increase in Retirement Contributions. The Balanced Budget Act of 1997 (BBA, P.L. 105-33) mandated a temporary increase of 0.5% in employee contributions under both Civil Service Retirement System (CSRS) and Federal Employee Retirement System (FERS), which was to be phased in over 3 years. Employee contributions increased by 0.25% on January 1, 1999; by a further 0.15% on January 1, 2000; and are scheduled to rise by another 0.1% on January 1, 2001. Employee contributions will revert to their previous levels on January 1, 2003. The higher contributions will not increase the benefit accruals of federal employees under either CSRS or FERS. The President’s proposed budget for FY2001 includes a legislative initiative to repeal the increase in employee contributions required by the BBA and two bills have been introduced in the 106th Congress for that purpose (H.R. 2631/S. 1472).

As reported from the House Appropriations Committee, and as passed by the House, the repeal would be provided by H.R. 4871. Current provisions related to contributions by Members of Congress would not be repealed under that bill. However,

the rate repeal would apply to Members under S. 2900, as reported and under the conference version.

Law Enforcement—Washington Area Airport Authority. Section 638 of H.R. 4871, as passed the House, and section 636 of the H.R. 4516/H.R. 4985 conference version, would designate qualified members of the Metropolitan Washington Airports Authority as eligible to be treated as law enforcement officer under CSRS or FERS, as applicable. Federal law enforcement officers are permitted under both CSRS and FERS to receive an immediate, unreduced retirement annuity at age 50 with 20 years of service. Under FERS, employees in these positions are authorized to receive a retirement annuity at any age after 25 years of service. Law enforcement officers must retire upon reaching age 57 or after completing 20 years of service, if later. Federal law enforcement officers earn a larger retirement benefit for each year of service than regular federal employees. Under both CSRS and FERS, law enforcement officers contribute an additional 0.5% of pay over the amount contributed by regular federal employees.

Federal Child Care

The provisions in H.R. 4871 pertaining to federal child care resemble those included in last year's House version of the FY2000 Treasury, Postal, and General Government appropriations bill (H.R. 2490), and ultimately in law (P.L. 106-58). H.R. 4871, as passed by the House on July 20, 2000, includes a provision (Sec. 634) that would continue to permit executive branch agencies (not including the General Accounting Office) to use agency funds (otherwise available for agency salaries and expenses) to provide child care services, in a Federal or leased facility, or through contract, for civilian employees of the agency. These funds would be used to improve the affordability of child care for lower income federal employees using or seeking to use the child care services offered by the agency facility or contractor. The bill stipulates that amounts paid to licensed or regulated child care providers may be paid in advance of child care services rendered, covering agreed upon periods as appropriate. The House also agreed to an amendment (H.Amdt.1019) which would require that all current and newly hired workers in all child care centers located in federally owned or leased facilities undergo criminal background checks in compliance with the Crime Control Act of 1990.

The Senate's bill (S. 2900), as approved by the Senate Appropriations Committee on July 20, 2000, includes language identical to H.R. 4871 with respect to the use of funds for improving affordability of child care for lower income federal employees (Sec. 634), but does not include the H.R. 4871 provision regarding the timing of payments to child care providers, nor the House amendment language requiring that current and newly hired child care workers in federal child care centers undergo criminal background checks.

The Legislative Branch Appropriations conference report included federal child care provisions (H.R. 4985, Sec. 633 and 643) identical to those in H.R. 4871, as passed, with respect to using funds to improve affordability of federal child care and requiring criminal background checks of child care workers. However, unlike H.R. 4871, the conference version (H.R. 4516/H.R. 4985) would not provide for advance payment of salaries to providers.

Major Funding Trends

The House and Senate Appropriations Committees have approved the allocations to the various appropriations. The House, on May 9, 2000, approved discretionary budget authority at \$14.088 billion, with outlays at \$14.563 billion. On July 19, the House Appropriations Committee reported a revised allocation (H.Rept. 106-761) of \$14.402 billion in budget authority and \$14.751 in outlays. The Senate, on May 4, 2000, allocated \$14.3 billion for budget authority and \$14.566 billion for outlays. While the congressional numbers are in disagreement with one another, they are consistently lower than the requested funding. The administration's request for discretionary funding was for \$14.678 billion in budget authority (according to CBO calculations). The H.R. 4516/H.R. 4985 conference version would fund the accounts under the Treasury, Postal Service, and General Government division at \$30.31 billion. The mandatory accounts would be funded at \$14.68 billion and the discretionary accounts at \$15.63 billion.

The sum of mandatory and discretionary funding requested, before CBO scorekeeping, is \$30.8 billion. CBO calculates that total at \$31.2 billion.

Table 2. Appropriations for the Treasury, Postal Service, Executive Office of the President, and General Government, FY1996 to FY2000
(in billions of current dollars)^a

FY1996	FY1997	FY1998	FY1999	FY2000
23.164	24.102	25.585	27.122	28.257

Source for FY2000: U.S. Congress, House, Committee on Appropriations, as of July 26 2000.

^a These figures, in current dollars, **include CBO adjustments** for permanent budget authorities, rescissions, and supplementals, as well as other elements factored into the CBO scorekeeping process. For a brief presentation on CBO scorekeeping see: U.S. Congressional Budget Office, *Maintaining Budgetary Discipline: Spending and Revenue Options* (Washington: GPO, 1999). The appendix beginning on p. 281 provides the "Scorekeeping Guidelines," as found in the conference report to the Balanced Budget Act of 1997. Also available at [<http://www.cbo.gov/>].

Table 3. Treasury, Postal Service, Executive Office of the President, and General Government Appropriations, FY2000, by Title
(In millions, without CBO scorekeeping)

Title	FY2000 Enacted	FY2001 Request	House Passed	Senate Reported	Conf. Report H.R. 4516/ H.R. 4985
I. Treasury	12,317.5	14,520.7	13,200.9	13,161.4	13,597.7
II. USPS	93.1	96.1	96.1	67.1	96.1
III. EOP	654.4	702.2	681.5	594.8	691.3
IV. Agencies	14,969.1	16,437.8	15,123.7	15,610.3	15,986.4
Total	28,069.1	31,756.8	29,102.3	29,433.6	30,371.5

Source: Conference Report on H.R. 4516, Legislative Branch Appropriations Act, 2001, *Congressional Record*, vol. 146, September 14, 2000, p. H7608-7626. Chart showing Treasury and General Government accounts in detail appears on H7609-7611.

Table 4. Department of the Treasury, Postal Service, Executive Office of the President, and General Government Appropriations
(in thousands of dollars)

Bureau or Agency	FY2000 Enacted ^a	FY2001 Request	House Passed H.R. 4871	Senate Reported S. 2900	Conf. Report H.R. 4516/H.R. 4985
Title I: Department of the Treasury, Selected Accounts					
Department Offices	134,034	161,006	149,437	150,112	156,315
Department-wide Systems and capital Investments Programs	*43,448	99,279	41,787	37,279	47,287
Treasury Building Repair and Restoration	*22,700	31,000	31,000	22,700	31,000
Office of Inspector General	*30,599	33,608	31,940	32,899	32,889
Inspector General for Tax Administration	*111,781	118,427	115,477	118,427	118,247
Expanded Access to Financial Services	—	30,000	2,000	400	2,000
Money Laundering Strategy	—	15,000	—	—	—
Financial Crimes Enforcement Network	27,818	34,694	34,694	37,596	37,576
Counterterrorism Fund (emergency funding)	—	55,000	—	55,000	55,000
Federal Law Enforcement Training Center	*105,202	110,814	110,814	122,403	123,688
Interagency Crime and Drug Enforcement	*60,502	103,476	103,476	90,976	103,476
Financial Management Service	*200,555	202,851	198,736	202,851	206,851
Bureau of Alcohol, Tobacco, and Firearms	*564,773	760,051	731,325	724,937	768,695
U.S. Customs Service	*1,809,915	2,386,141	2,184,543	2,064,315	2,258,393
Bureau of the Public Debt	*177,133	182,901	182,901	182,901	182,901
Internal Revenue Service, Total	*8,216,489	8,943,674	8,452,998	8,535,069	8,639,493
<i>Processing, Assistance, and Management</i>	*3,280,250	3,699,499	3,487,232	3,506,939	3,567,001
<i>Earned Income Tax Credit Compliance Initiative</i>	144,000	145,000	145,000	145,000	145,000
<i>Tax Law Enforcement</i>	3,336,838	3,443,859	3,332,676	3,378,040	3,382,402

Bureau or Agency	FY2000 Enacted ^a	FY2001 Request	House Passed H.R. 4871	Senate Reported S. 2900	Conf. Report H.R. 4516/ H.R. 4985
<i>Information Systems</i>	1,455,401	1,583,565	1,488,090	1,505,090	1,545,090
<i>Information Technology Investments</i>	--	71,751	--	--	--
U.S. Secret Service	*691,497	829,521	828,821	782,562	832,741
Violent Crime Reduction Program (Crime Control Trust Fund)	*130,081	--	--	--	--
<i>Bureau of Alcohol, Tobacco and Firearms</i>	27,920	--	--	--	--
<i>Financial Crimes Enforcement Network</i>	*1,750	--	--	--	--
<i>Interagency Crime and Drug Enforcement</i>	*14,761	--	--	--	--
<i>U.S. Secret Service</i>	*3,570	--	--	--	--
<i>ONDCP-HIDTA</i>	--	--	--	--	--
<i>Gang Resistance Education and Training: Grants</i>	*11,880	--	--	--	--
<i>U.S. Customs Service</i>	61,000	--	--	--	--
<i>Federal Law Enforce- ment Training Center</i>	9,200	--	--	--	--
<i>Federal Drug Control Programs: Special Forfeiture Fund</i>	--	--	--	--	--
Total, Treasury	12,352,437	14,520,692	13,225,949	13,161,407	13,597,742
<i>Current Year, FY2001</i>	12,352,437	14,098,443	13,200,949	13,161,407	13,597,742
<i>Appropriations</i>	(12,317,537)	(14,043,443)	(13,200,949)	(13,105,905)	(13,542,742)
<i>Rescission</i>	--	--	--	--	--
<i>Emergency Funding</i>	(34,900)	(55,000)	--	(55,502)	(55,000)
<i>Advance Approp., FY2002</i>	--	422,249	--	--	--
Title II: U.S. Postal Service					
Payments to Postal Service Fund	*28,620	29,000	29,000	--	29,000
Advance Appropriation	64,436	67,093	67,093	67,093	67,093
Total, Postal Service	*93,056	96,093	96,093	67,093	96,093

Bureau or Agency	FY2000 Enacted ^a	FY2001 Request	House Passed H.R. 4871	Senate Reported S. 2900	Conf. Report H.R. 4516/ H.R. 4985
Title III: Executive Office of the President (EOP) ^m and Funds Appropriated to the President					
Compensation of the President	250	390	390	390	390
The White House Office (salaries and expenses)	*52,243	53,288	52,135	53,288	53,288
Executive Residence at the White House (operating expenses)	*9,225	10,900	10,286	10,900	10,900
White House Repair and Restoration	*808	5,510	658	5,510	968
Office of the Vice President (salaries and expenses)	*3,609	3,673	3,664	3,673	3,673
Official Residence of the Vice President (operating expenses)	*330	354	354	354	354
Council of Economic Advisers	*3,825	4,110	3,997	4,110	4,110
Office of Policy Development	4,017	4,032	4,030	4,032	4,032
National Security Council	6,970	7,165	7,148	7,165	7,165
Office of Administration <i>Contingent Emergency Supplemental</i>	39,050 8,400	43,737	41,185	43,737	43,737
Office of Management and Budget	63,256	68,786	67,143	67,935	68,786
Office of National Drug Control Policy (ONDCP) Salaries and Expenses <i>Title II, P.L. 106-113</i>	22,823 3,000	25,400	24,759	24,312	24,759
ONDCP Counterdrug Technology Assessment Center	29,052	20,400	29,750	29,052	29,053
<i>Federal Drug Control Program, High Intensity Drug Trafficking Areas Program (HIDTA)</i>	191,271	192,000	217,000	196,000	206,500
<i>Federal Drug Control Program, Special Forfeiture Fund</i>	215,297	259,000	219,000	144,300	233,600
Funds Appropriated to the President - Unanticipated Needs	996	1,000	-	-	-
<i>Elections Commission - Puerto Rico</i>	-	2,500	-	-	-

Bureau or Agency	FY2000 Enacted ^a	FY2001 Request	House Passed H.R. 4871	Senate Reported S. 2900	Conf. Report H.R. 4516/ H.R. 4985
Total, EOP and Funds Appropriated to the President	654,422	702,245	681,499	594,758	691,315
Title IV: Independent Agencies					
Committee for Purchase from People Who Are Blind or Severely Disabled	2,664	4,158	4,158	4,158	4,158
Federal Election Commission	38,008	40,500	40,240	39,755	40,500
Federal Labor Relations Authority	23,737	25,058	25,058	25,058	25,058
General Services Administration	137,059	870,988	152,471	167,557	632,211
<i>Federal Buildings Fund</i>	<i>(-20,022)</i>	<i>681,871</i>	<i>-</i>	<i>-</i>	<i>464,154</i>
<i>Policy and Operations</i>	<i>116,223</i>	<i>136,980</i>	<i>115,434</i>	<i>123,420</i>	<i>123,920</i>
<i>Office of Inspector General</i>	<i>33,317</i>	<i>34,520</i>	<i>34,520</i>	<i>34,520</i>	<i>34,520</i>
<i>Allowances and Office Staff for Former Presidents</i>	<i>2,241</i>	<i>2,517</i>	<i>2,517</i>	<i>2,517</i>	<i>2,517</i>
<i>Expenses, Presidential Transition</i>	<i>--</i>	<i>7,100</i>	<i>-</i>	<i>7,100</i>	<i>7,100</i>
Merit Systems Protection Board (salaries and expenses)	27,481	29,437	28,857	29,437	29,437
Morris K. Udall Scholarship and Excellence in National Environmental Policy Foundation	1,992	3,000	2,000	1,000	2,000
<i>Environmental Dispute Resolution Fund</i>	<i>1,245</i>	<i>1,250</i>	<i>1,250</i>	<i>500</i>	<i>1,250</i>
National Archives and Records Administration	222,622	309,355	201,171	220,793	305,395
<i>Operating Expenses</i>	<i>179,674</i>	<i>209,393</i>	<i>195,119</i>	<i>209,393</i>	<i>209,393</i>
<i>Reduction of Debt</i>	<i>-5,598</i>	<i>-5,598</i>	<i>-5,598</i>	<i>-5,598</i>	<i>-5,598</i>
<i>Repairs and Restoration</i>	<i>22,296</i>	<i>99,560</i>	<i>5,650</i>	<i>4,950</i>	<i>95,150</i>
<i>National Historical Publications and Records Commission: Grants Program</i>	<i>*4,250</i>	<i>6,000</i>	<i>6,000</i>	<i>6,450</i>	<i>6,450</i>
<i>Records Center Revolving Fund</i>	<i>22,000</i>	<i>--</i>	<i>-</i>	<i>-</i>	<i>-</i>

Bureau or Agency	FY2000 Enacted ^a	FY2001 Request	House Passed H.R. 4871	Senate Reported S. 2900	Conf. Report H.R. 4516/ H.R. 4985
Office of Government Ethics	9,080	9,684	9,684	9,684	9,684
Office of Personnel Management	14,458,081	14,615,866	14,608,779	14,607,000	14,609,403
<i>Salaries and Expenses</i>	90,240	100,558	93,471	94,095	94,095
<i>Office of Inspector General</i>	956	1,360	1,360	1,356	1,360
<i>Government Payment for Annuitants, Employees Health Benefits</i>	5,105,395	5,427,166	5,427,166	5,427,166	5,427,166
<i>Government Payment for Annuitants, Employees Life Insurance</i>	36,200	35,000	35,000	35,000	35,000
<i>Payment to Civil Service Retirement and Disability Fund</i>	9,120,558	8,940,051	8,940,051	8,940,051	8,940,051
Office of Special Counsel	9,703	11,147	10,319	10,733	11,147
United States Tax Court	35,045	37,439	37,305	35,474	37,305
Total, Independent Agencies	14,969,147	16,437,796	15,123,722	15,610,326	15,986,378
<i>Current Year, FY2001</i>	14,969,147	15,960,312	15,123,722	15,610,326	15,709,978
<i>Appropriations</i>	(14,967,847)	(15,960,312)	(15,123,722)	(15,147,981)	(15,709,978)
<i>Rescissions</i>	(-2,000)	--	-	-	-
<i>Advanced Approp., FY2002-2004</i>	-	477,484	-	462,345	276,400

Source: Conference Report on H.R. 4516, Legislative Branch Appropriations Act, 2001, *Congressional Record*, vol. 146, September 14, 2000, p. H7608-7626. Chart showing Treasury and General Government accounts in detail appears on H7609-7611.

Table 4 Notes:

^a The totals provided include the funding reductions pursuant to the 0.38% rescission required by P.L. 106-113. Those individual accounts noted with "*" reflect the appropriated sum reduced by the rescission. Not all of the rescissions are at the .38% rate, because agencies had discretion as to how to apply the reductions.

Glossary of Budget Process Terms

The following definitions are selected from the “Glossary of Budgetary Terms,” as found in *Manual on the Federal Budget Process*, a CRS report (98-720) by Robert Keith in consultation with Alan Schick.

Account. A control and reporting unit for budgeting and accounting.

Appropriation. A provision of law providing budget authority that permits federal agencies to incur obligations and to make payments, of the Treasury for specified purposes. Annual appropriations are provided in appropriations acts; most permanent appropriations are provided in substantive law.

Authorization. A provision in law that authorizes appropriations for a program or agency.

Budget Authority. Authority provided by law to enter into obligations that normally result in outlays. The main forms of budget authority are appropriations, borrowing authority, and contract authority.

Budget Resolution. A concurrent resolution passed by both Houses of Congress, but not requiring the signature of the President, setting forth the congressional budget for at least the next five fiscal years. The budget resolution sets forth various budget totals and functional allocations, and may include reconciliation instructions, to designated House or Senate committees.

Continuing Resolution. An act (in the form of a joint resolution) that provides budget authority to agencies or programs whose regular appropriation has not been enacted after the new fiscal year has started. A continuing resolution usually is a temporary measure that expires on a specified date or is superseded by enactment of the regular appropriations act. Some continuing resolutions, however, are in effect for the remainder of the fiscal year and are the means of enacting regular appropriations.

Direct Spending. Budget authority, and the resulting outlays, provided in laws other than annual appropriations acts. Appropriated entitlements are classified as direct spending. Direct spending is distinguished by the Budget Enforcement Act from discretionary spending and is subject to the PAGO rules. It is also referred to as “mandatory spending.”

Discretionary Spending. Budget authority, and the resulting outlays, provided in annual appropriations acts, but not including appropriated entitlements.

Federal Funds. All monies collected and spent by the federal government other than those designated as trust funds. Federal funds include general, special, public enterprise, and intragovernmental funds.

Mandatory Spending. See “Direct Spending.”

Obligation. A binding agreement (such as through a contract or purchase order) that will require payment.

Outlays. Payments made (generally through the issuance of checks or disbursement of cash) to liquidate obligations. Outlays during a fiscal year may be for payment of obligations incurred in prior years or in the same year.

PAGO (Pay-as-You-Go) Process. The procedure established by the Budget Enforcement Act to ensure that revenue and direct spending legislation does not add to the deficit or reduce the surplus. PAGO requires that any increase in the deficit or reduction in the surplus due to legislation be offset by other legislation or sequestration. PAGO is enforced by estimating the five-year budgetary effects of all new revenue and direct spending laws.

Reconciliation Process. A process established in the Congressional Budget Act by which Congress changes existing laws to conform tax and spending levels to the levels set in a budget resolution. Changes recommended by committees pursuant to a reconciliation instruction are incorporated into a reconciliation bill.

Revolving Fund. An account or fund in which all income derived from its operations is available to finance the fund's continuing operations without fiscal year limitation.

Scorekeeping. Procedures for tracking and reporting on the status of congressional budgetary actions affecting budget authority, receipts, outlays, the surplus or deficit, and the public debt limit.

Supplemental Appropriation. Budget authority provided in an appropriations act in addition to regular or continuing appropriations already provided. Supplemental appropriations acts sometimes include items not included in regular appropriations acts for lack of timely authorization.

Trust Funds. Accounts designated by law as trust funds for receipts and expenditures earmarked for specific purposes.

User Fees. Fees charged to users of goods or services provided by the federal government. In levying or authorizing these fees, Congress determines whether the revenue should go into the U.S. Treasury or should be available to the agency providing the goods or services.

For Additional Reading

CRS Issue Briefs

CRS Issue Brief IB10024, *Federal Employees and the FY2000 Budget*, by Sharon S. Gressle.

CRS Issue Brief IB10053, *Federal Employees and the FY2001 Budget*, by Sharon S. Gressle.

CRS Issue Brief IB95035, *Federal Regulatory Reform: An Overview*, by Roger Garcia.

CRS Issue Brief IB10014, *Gun Control*, by William J. Krouse.

CRS Issue Brief IB89148, *Item Veto and Expanded Impoundment Proposals*, by Virginia A. McMurtry.

CRS Issue Brief IB95083, *Postal Service's Mail Monopoly: Is It Time for Change?*, by Bernevia McCalip.

CRS Info Packs

CRS Info Pack 517G, *Government Performance and Results Act: Implementing the Results*.

CRS Reports

CRS Report 98-648, *Appropriations Bills: What Are "General Provisions?"*, by Sandy Streeter.

CRS Report 98-558, *Appropriations Bills: What is report language?* by Sandy Streeter.

CRS Report RL30202, *Appropriations for FY2000: Treasury, Postal Service, Executive Office of the President, and General Government*, coordinated by Sharon S. Gressle.

CRS Report RL30512, *Appropriations for FY2001: Legislative Branch*, by Paul Dwyer.

CRS Report 97-635, *The Balanced Budget Act of 1997: Retirement and Health Insurance Provisions for Postal and Federal Personnel*, by Carolyn L. Merck.

CRS Report RL30458, *The Budget Reconciliation Process: Timing of Legislative Action*, by Robert Keith.

CRS Report RL30353, *Discretionary Spending Limits and Social Security Surplus*, by Robert Keith.

CRS Report RS20255, *Civil Service Retirement Bills in the 106th Congress*, by Patrick J. Purcell.

CRS Report RL30023, *Civil Service Retirement Programs: Financing and Budget Status*, by Patrick Purcell.

CRS Report 97-684, *The Congressional Appropriations Process: An Introduction*, by Sandy Streeter.

CRS Report 97-892, *Continuing Appropriations Acts: Brief Overview of Recent Practices*, by Sandy Streeter.

CRS Report 96-329, *Federal Civilian Employment Reduction*, by Barbara L. Schwemle.

CRS Report RL30336, *The Federal Employees Health Benefits Program*, by Carolyn L. Merck.

CRS Report RS20482, *Federal Employees' Overtime Pay: 106th Congress Legislation*, by Barbara L. Schwemle.

CRS Report 98-956, *Federal Pay: FY2000 Salary Adjustment*, by Barbara L. Schwemle.

CRS Report RL30359, *Federal Pay: FY2001 Salary Adjustment*, by Barbara L. Schwemle.

CRS Report 98-558, *Government Performance and Results Act and the Appropriations Process*, by Sandy Streeter.

CRS Report RS20257, *Government Performance and Results Act: Brief History and Implementation Activities During the First Session of the 106th Congress*, by Genevieve J. Knezo.

CRS Report 97-382, *Government Performance and Results Act: Implications for Congressional Oversight*, by Frederick M. Kaiser and Virginia A. McMurtry.

CRS Report 98-4, *Implementation of P.L. 105-206: Personnel Management Flexibility for the Internal Revenue Service*, by Barbara L. Schwemle.

CRS Report 98-721, *Introduction to the Federal Budget Process*, by Robert Keith.

CRS Report RL30536, *IRS Restructuring and Tax Law Compliance*, by Sylvia Morrison.

CRS Report RS20278, *Judicial Salaries: Current Situation*, by Sharon S. Gressle.

CRS Report RS20153, *Long-term Care Insurance for Federal Personnel*, by Carolyn L. Merck.

CRS Report RL30254, *Long-term Care: The President's FY2001 Budget Proposals and Related Legislation*, by Carol V. O'Shaughnessy, Bob Lyke, and Carolyn L. Merck.

CRS Report 98-720, *Manual on the Federal Budget Process*, by Robert Keith.

CRS Report RL30194, *Merit Systems Protection Board: Background, Strategic and Performance Plans, and Congressional Oversight*, by Barbara L. Schwemle.

CRS Report 98-773, *Office of Personnel Management: Background, Strategic and Performance Plans, and Congressional Oversight*, by Barbara L. Schwemle.

CRS Report 94-971, *Pay and Retirement Benefits for Federal Civil Service and Military Personnel: Increases from 1969 to 2000*, by Patrick Purcell.

CRS Report RS20212, *Restructuring of the IRS: Where Does It Stand?*, by Sylvia Morrison.

CRS Report 98-53, *Salaries of Federal Officials*, by Sharon S. Gressle.

CRS Report RL30014, *Salaries of Members of Congress: Current Procedures and Recent Adjustments*, by Paul E. Dwyer.

CRS Report 97-1011, *Salaries of Members of Congress: Payable Rates and Effective Dates, 1789-1999*, by Paul E. Dwyer.

CRS Report RS20388, *Salary Linkage: Members of Congress and Other Federal Officials*, by Sharon S. Gressle.

CRS Report RS20114, *Salary of the President Compared with That of Other Federal Officials*, by Sharon S. Gressle.

CRS Report RS20115, *Salary of the President: Process for Change*, by Sharon S. Gressle.

CRS Report RL30363, *The Sequestration Process and Across-the-Board Spending Cuts for FY2000*, by Robert Keith.

CRS Report 98-844, *Shutdown of the Federal Government: Causes, Effects, and Process*, by Sharon S. Gressle.

CRS Report RL30443, *The 0.38 Percent Across-the-Board Cut in FY2000 Appropriations*, by Robert Keith.

CRS Report RS20111, *Travel Costs of the President, Vice President, and First Lady*, by Rogelio Garcia.

CRS Report 98-202, *Treasury, Postal Service, Executive Office of the President, and General Government: Appropriations for FY1999*, by Sylvia Morrison and Sharon S. Gressle.

CRS Report RL30450, *United States Office of Special Counsel: Background, Strategic and Performance Plans, and Congressional Oversight*, by Barbara L. Schwemle.

Other Readings

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- U.S. Congress, Senate, Committee on Appropriations, *Treasury and General Government Appropriation Bill, 2000*, report to accompany S. 1282, 106th Cong., 1st sess., S.Rept. 106-5887 (Washington: GPO, 1999).
- U.S. Congressional Budget Office, *Maintaining Budgetary Discipline: Spending and Revenue Options* (Washington: GPO, 1999). [Available on CBO Web site.]
- U.S. Department of the Treasury, U.S. Customs Service, *U.S. Customs Service Strategic Plan (FY97-02)*, by Commissioner of Customs George Weiss, (Washington: U.S. Customs Service, August 1, 1997).
- U.S. General Accounting Office, High Risk Series, *IRS Management*, GAO Report HR 97-8 (Washington: February 1997).
- , *Customs Service: Comments on Strategic Plan and Resource Allocation Process*, GAO Report GGD-98-15, (Washington: October 16, 1998).
- , *Major Management Challenges and Program Risks: Department of the Treasury*, GAO report OCG-99-14, (Washington: October 21, 1998).

Selected World Wide Web Sites

Important information regarding current and past budgets (including budget documents), the federal budget process, and duties and functions are available at the following web sites.

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

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

National Commission on Restructuring the Internal Revenue Service
[<http://www.house.gov/natcommirs/main.htm>]

Office of Government Ethics
[<http://www.usoge.gov>]

Office of Management and Budget (OMB)
[<http://www.whitehouse.Gov/WH/EOP/OMB/html/ombhome.html>]

Office of Management and Budget, Statements of Administration Policy (SAPS)
[<http://www.whitehouse.Gov/WH/EOP/OMB/SAP>]