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BUDGETING IN THE UNITED STATES SENATE

A COMPILATION OF PAPERS

PREPARED FOR THE

COMMISSION ON THE OPERATION OF THE SENATE

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COMMISSION ON THE OPERATION OF THE SENATE

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NOTE

The conclusions and recommendations of the Commission on the Operation of the Senate are contained in the report "Toward a Modern Senate" (94th Congress, Sen. Doc. No. 94–278). The views and suggestions contained in the papers in this volume are those of the authors or the Commission staff, not necessarily those of the Commission or any member.

PREFACE

In this and companion volumes, the Commission on the Operation of the Senate is publishing studies prepared for the use of its members by a variety of specialists drawn from universities, congressional support agencies, Federal agencies, State government, and the Senate itself.

We extend thanks to these individual authors for the many contributions they have made to the Commission's work.

In addition, the Commission wishes to thank those members of its own staff who provided special assistance in this endeavor.

Ms. Gayle Condon of the General Accounting Office worked extensively on behalf of the Commission in the area of Senate budgeting.

HAROLD E. HUGHES, *Chairman.*

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Introduction

The several documents contained in this volume were written and compiled for the Commission on the Operation of the Senate as part of the analytical base for the Commission's report and recommendations contained in *Toward A Modern Senate* (Sen. Doc. No. 94–278). With the numerous other papers prepared by the Commission's staff and agency employees whose services were loaned to the Commission and compiled in other volumes, the studies contained in this volume constitute the most complete analysis of the Senate's operations which has ever been prepared.

The subject of this volume is the Senate budgeting process. The first paper, by Gayle Condon of the General Accounting Office, is a history of the Senate appropriation procedures for the Senate's own legislative expenses. A detailed compilation of statutory citations relating to Senate internal budgeting and spending is provided in the second paper. The next two reports, also by Ms. Condon, are close examinations of the funding provisions for the operation of Senators' offices and the Committees, respectively. The fifth paper, based on Ms. Condon's work, is a general summary and staff analysis of the budgeting process for the Senate.

HISTORY OF THE SENATE APPROPRIATIONS

By Gayle Condon

SUMMARY

The language and structure of the current appropriation of funds for Senate expenses has taken nearly two hundred years to evolve. While the legislation shows more detail in language and structure today than in the early acts, the broad categories of funding—Salaries and Contingencies—have not changed.

Funds for the Senate were first provided for in the 1789 act making appropriations for the entire Federal Government. The language providing the detail was included in a single paragraph. In 1853 separate sections in the act were devoted to appropriations for the legislative, executive, and judicial activities of the government. In 1923 separate approprations were provided for the three branches. It was in this year that the legislation began to assume its present structure. In 1948 three major appropriation categories began to be used in the legislation: Salaries, Mileage and Expenses of Senators; Salaries of Officers and Employees and Contingent Expenses of the Senate. In 1958 a new appropriation was approved for the Office of Legislative Counsel.

The use of Contingencies as a funding category began in 1791 as a lump-sum fund for operating expenses other than compensation of Senators. Over the years, funding was provided for additional activities. At times the funds were provided under the salary appropriation and at other times under contingencies as in the case of committee employees, where funding is currently provided from more than one source.

First appropriations

The first appropriations act for the Federal Government was approved September 22, 1789, as "An Act allowing compensation to members of the Senate and House of Representatives of the United States and to the Officers of both Houses." On September 29, 1789, "An Act making Appropriations for the Service of the present year" was approved. This Act provided for the civil functions of government, expenses of the Department of War, discharging warrants issued by the Treasury, and for the payment of pensions to invalids. Therefore, the first appropriations acts provided funding for both executive and legislative functions. The act of September 29, 1789, provided for the costs of government to be paid from "requisitions heretofore made upon the several states, or from duties on impost and tonnage."

EXHIBIT 1

STATUTE I.
Sept. 29, 1789.
[Expired.]

CHAP. XXIII.—*An Act making Appropriations for the Service of the present year.*

Specific appropriations of money for expenses of civil list and war department; also to discharge warrants of late board of treasury, and for pensions to invalids.

SECTION I. *Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That there be appropriated for the service of the present year, to be paid out of the monies which arise, either from the requisitions heretofore made upon the several states, or from the duties on imports and tonnage, the following sums, viz. A sum not exceeding two hundred and sixteen thousand dollars for defraying the expenses of the civil list, under the late and present government; a sum not exceeding one hundred and thirty-seven thousand dollars for defraying the expenses of the department of war a sum not exceeding one hundred and ninety thousand dollars for discharging the warrants issued by the latteboard of treasury, and remaining unsatisfied and a sum not exceeding ninety-six, thousand dollars for paying the pensions to invalids.

APPROVED, September 29, 1789.

The appropriations act for 1790, "An Act making appropriations for the support of the government for the year one thousand seven hundred and ninety," (March 26, 1790) "authorized" the President under section 7 to "empower" the Secretary of the Treasury to make loans to put "into effect the foregoing appropriations" to be repaid by collection of duties on imports and tonnage.

On July 16, 1790, "An Act establishing the temporary and permanent seat of the government of the United States" was approved. The permanent seat was to be Washington, D.C., with the temporary seat remaining in Philadelphia until the opening of the Capitol in 1800.

Contingencies

The appropriations act of 1791 contained nearly the same language as the first two acts, providing for executive and legislative functions, but it also contained the language "including the contingencies of the several exeutive officers, and of the two houses of Congress. . . ." This language was the beginning of the current "Contingent Expenses" Appropriation for the Senate.

In 1792 the appropriations act was divided into sections. Section 1 provided for compensation of the President, Vice President, judges, Attorney General, district judges, members of the Senate and House of Representatives (including travel expenses) and officers and attendants, Secretary and officers of the Treasury, the Secretary of State, War, etc. and contingent expenses of the two Houses. Section 2 provided for compensation of doorkeepers of the two Houses and Sections 3 to 5 provided for various expenses of the government.

EXHIBIT 2

STATUTE I.
Dec. 23, 1791.
[Obsolete.]
Specific appropriations for 1792.
Civil list.
Compensations to the President and Vice President, judges and attorney-general; District judges;

CHAP. III.—*An Act making Appropriations for the Support of Government for the year one thousand seven hundred and ninety-two.*

SECTION 1. *Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That for the service of the year one thousand seven hundred and ninety-two, and the support of the civil list of the United States, including the incidental and contingent expenses of the several departments and offices thereof, there shall be appropriated a sum of money not exceeding three hundred and

twenty-nine thousand, six hundred and fifty-three dollars, and fifty-six cents; that is to say:

Members of Senate and H. of representatives, officers and attendants;

For the compensations granted by law to the President of the United States, the Vice President, Chief Justice, Associate Judges, and Attorney General, fifty-three thousand dollars.

Secretary and officers of the treasury, clerks and attendants, and loan officers.

For the like compensations to the District Judges, nineteen thousand eight hundred dollars.

Compensations to Secretary of State and officers.

For the like compensations to the members of the Senate and House of Representatives, and the officers and attendants of the two Houses, estimated on a session of six months continuance, and including the travelling expenses of the members, one hundred and twenty-nine thousand, seven hundred and thirty dollars.

Secretary of War and officers,

For the like compensations to the Secretary and officers of the several departments of the Treasury of the United States, including clerks and attendants, and the salaries of the respective loan officers, sixty thousand three hundred dollars.

Board of commissioners, clerks, & c.

For the like compensations to the Secretary and officers of the department of State, six thousand three hundred dollars.

Governors, Judges and other officers of W. Territory.

For the like compensations to the Secretary and officers of the department of War, nine thousand six hundred dollars.

B. Steuben.

For the like compensations to the members of the Board of Commissioners, for the settlement of the accounts between the United States and the individual states, including clerks and attendants, thirteen thousand one hundred dollars.

Pensions.

For the like compensations to the Governors, Judges and other officers of the Western Territory of the United States, including contingencies, eleven thousand dollars.

Incidental expenses of civil list. &c. and the two Houses of Congress, &c.

For the payment of the annual grant to Baron Steuben, pursuant to an act of Congress, two thousand five-hundred dollars.

To the door-keepers.

For the payment of sundry pensions granted by the late government, two thousand seven hundred and sixty-seven dollars, and seventy-three cents.

For defraying all other incidental and contingent expenses of the civil list establishment, including firewood, stationery, together with the printing work, and all other contingent expenses of the two houses of Congress, rent and office expenses of the three several departments, namely, Treasury, State, War, and of the General Board of Commissioners, twenty-one thousand five hundred and fifty-five dollars, and eighty-three cents.

SEC. 2. *And be it further enacted*, That the compensation to the door-keepers of the two houses, for services which have been heretofore rendered or may be rendered in the recess of Congress for the year one thousand seven hundred and ninety-two, and certified by the President of the Senate or Speaker of the House of Representatives, in manner required by law, for like services during sessions, shall be discharged out of the money herein before appropriated for the contingent expenses of the two Houses of Congress.

SEC. 3. *And be it further enacted*, That for discharging certain liquidated claims upon the United States, for making good deficiencies in former appropriations for the support of the civil list establishment, and for aiding the fund appropriated for the payment of certain officers of the courts, jurors and witnesses, and for the establishment of ten cutters, there shall be appropriated a sum of money not exceeding one hundred and ninety-seven thousand, one hundred and nineteen dollars, and forty-nine cents; that is to say:

For military establishment for 1792.

For liquidated claims, deficiencies in civil list, payment of officers, &c. of courts, and ten cutters.

For discharging a balance due on a liquidated claim of his most Christian Majesty against the United States, for supplies during the late war, nine thousand and twenty dollars, and sixty-eight cents.

Balance due his Christian Majesty.

For payment of the principal and interest on a liquidated claim of Oliver Pollock, late commercial agent of the United States, at New Orleans, for supplies of clothing, arms, and

Claim of O. Pollock.

Deficiencies of civil list.

For sundry expenses.

military stores, during the late war, one hundred and eight thousand, six hundred and five dollars, and two cents: *Provided*, That the said monies be not paid to the said Oliver Pollock, without the consent of the agents of the court of Spain.

For making good deficiencies in the last appropriations for the compensations to sundry officers of the civil list establishment, five thousand four hundred and seventy-one dollars.

For defraying sundry authorized expenses to the commissioners of loans in the several states, twenty-one thousand dollars.

For defraying a balance of certain liquidated and contingent expenses in the treasury department, two thousand eight hundred dollars.

For defraying the additional expense of the enumeration of the inhabitants of the United States, nineteen thousand seven hundred and seventy-two dollars and seventy-nine cents.

For making good a deficiency in former appropriations, to discharge the expenses to clerks, jurors and witnesses in the courts of the United States, five thousand dollars.

For the maintenance and repair of light houses, beacons, piers, stakes and buoys, sixteen thousand dollars.

For the expense of keeping prisoners committed under the authority of the United States, four thousand dollars.

For the expense of clerks and books in arranging the public securities, two thousand for hundred and fifty dollars.

For the purchase of hydrometers for the use of the officers in the execution of the laws of revenue, one thousand dollars.

For the farther expense of building and equipping ten cutters, two thousand dollars.

SEC. 4. *And be it further enacted*, That for the support of the military establishment of the United States, in the year one thousand seven hundred and ninety-two, the payment of the annual allowances to the invalid pensioners of the United States, for defraying all expenses incident to the Indian department, and for defraying the expenses incurred in the defensive protection of the frontiers against the Indians, during the years one thousand seven hundred and ninety, and one thousand seven hundred and ninety-one, by virtue of the authority vested in the President of the United States, by the acts relative to the military establishment, passed the twenty-ninth of September, one thousand seven hundred and eighty-nine, and the thirtieth of April, one thousand seven hundred and ninety, and for which no appropriations have been made, there shall be appropriated a sum of money, not exceeding five hundred and thirty-two thousand, four hundred and forty-nine dollars, seventy-six cents, and two thirds of a cent; that is to say:

Compensation to sundry officers, &c.

For the pay of the troops, one hundred and two thousand six hundred and eighty-six dollars.

To invalid pensioners.

For subsistence, one hundred and nineteen thousand, six hundred and eighty-eight dollars, and ninety-seven cents.

Indian department.

For clothing, forty-eight thousand dollars.

Frontiers.

For forage, four thousand one hundred and fifty-two dollars.

The funds for the several appropriations. 1970, ch 34.

For the hospital department, six thousand dollars.

For the quartermaster's department, fifty thousand dollars.

For the ordnance department, seven thousand two hundred and four dollars and sixty-four cents.

For the contingent expenses of the war department, including maps, hire of expresses, allowances to officers for extra expenses, printing, loss of stores of all kinds, advertising and apprehending deserters, twenty thousand dollars.

For the discharge of certain sums due for pay and subsequent of sundry officers of the late army, and for pay of the late Maryland line, for which no appropriations have been made, ten thousand four hundred and ninety dollars, and thirty-six cents.

For the payment of the annual allowances to invalid pensioners, eighty-seven thousand four hundred and sixty-three dollars, sixty cents and two thirds of a cent.

For defraying all expenses incident to the Indian department, authorized by law, thirty-nine thousand four hundred and twenty-four dollars, and seventy-one cents.

For defraying the expenses incurred in the defensive protection of the frontiers, as before recited, thirty-seven thousand, three hundred and thirty-nine dollars, and forty-eight cents.

SEC. 5. *And be it further enacted*, That the several appropriations herein before made, shall be paid and discharged out of the funds following, to wit: first, out of the sum of six hundred thousand dollars which by the act, instituted "An act making provision for the debt of the United States," is reserved, yearly, for the support of the government of the United States, and their common defence; and secondly, out of such surplus as shall have accrued to the end of the present year, upon the revenues heretofore established, over and above the sums necessary for the payment of interest on the public debt during the same year, and for satisfying other prior appropriations.

APPROVED, December 23, 1791.

The appropriation act of 1793 provided for (in addition to the items specified in the 1792 act) compensation of assistant doorkeepers and "For the expenses of firewood, stationery, printing work, and all other contingent expenses of the two houses of Congress."

The current "contingent expenses" appropriation covers all items (including stationery and printing) other than compensation of officers and employees, compensation and mileage of the Vice President and Senators, and expense allowances of the Vice President and Leaders of the Senate. Thus, the practice of carrying basically all items other than salary in the contingency appropriation dates back to 1791, almost to the first appropriation act.

For the next several years the appropriations contained basically the same language. Occasionally there were separate acts approved for the legislative as opposed to the executive and judicial activities. In 1798 and 1799 it appears that the first supplemental appropriations were requested for these activities.

On May 13, 1800, a separate appropriation act was approved to provide an allowance for the Secretary of the Senate and Clerk of the House for "duties directed by the joint committee of the two Houses to do honour to the memory" of George Washington, the late President. This was the first time the language included a provision for funding of a joint committee.

In 1801, the appropriation act included the purchase of furniture as an item under contingencies, and in 1804 the purchase of books for both Houses was included.

In 1830 the appropriation act provided for "pay and mileage" rather than "compensation" of the members of Congress and, for the first time, for delegates' pay and mileage.

Line item format

In 1831 the appropriation act included four distinct line items:

For pay and mileage of members of Congress and delegates;

For pay of officers and clerks;

For stationery, fuel, printing and all other contingent expenses of the Senate; and

For stationery, fuel, printing and all other contingent expenses of the House of Representatives.

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Exhibit 3

Statute II.

March 2, 1831. [Obsolete.]

CHAP. LV.—*An Act making appropriations for the support of government for the year one thousand eight hundred and thirty-one.*

Be it enacted by the Senate and House of Representatives of the United States of America, in Congress assembled, That the following sums be, and the same are hereby, appropriated, to be paid out of any unappropriated money in the treasury, viz:

Congress. For pay and mileage of the members of Congress and delegates, three hundred and seven thousand nine hundred and sixty-eight dollars.

Clerks and officers of Congress. For pay of the officers and clerks of both Houses, thirty-four thousand three hundred dollars.

Fuel, &c. For stationery, fuel, printing, and all other incidental and contingent expenses of the Senate, twenty-nine thousand six hundred and eighty-five dollars.

Stationery and printing. For stationery, fuel, printing, and all other incidental and contingent expenses of the House of Representatives, one hundred thousand dollars. The said two sums last named to be applied to the payment of the ordinary expenses of the Senate and House of Representatives, severally, and to no other purpose.

Librarians. For salary of the principal and assistant librarians, two thousand three hundred dollars.

Library. For contingent expenses of the library, and pay of messenger, eight hundred dollars.

For the purchase of books for the library of Congress, five thousand dollars.

President and Vice President, and heads of departments. For compensation to the President and Vice President of the United States, the Secretary of State, the Secretary of the Treasury, the Secretary of War, the Secretary of the Navy, and the Postmaster General, sixty thousand dollars.

State Department. For clerks and messengers in the office of the Secretary of State, nineteen thousand four hundred dollars.

Patent office. For clerks, machinist, and messenger, in the patent office, five thousand four hundred dollars.

Contingent expenses. For incidental and contingent expenses of the Department of State, including the printing and packing the laws, twenty thousand dollars.

Biennial register. For compiling, printing, and binding the biennial register, to the thirtieth September, one thousand eight hundred and thirty-one, in pursuance of the resolution of Congress of twenty-seventh April, one thousand eight hundred and sixteen, one thousand dollars.

Storage. For storage of laws and documents, three hundred and forty dollars.

Expense of patent office. For contingent expenses of the patent office, to wit: books, parchment, stationery, and fuel, and including extra clerk hire, one thousand five hundred and thirty dollars.

Improvement of grounds. For repairs and improvements of grounds and buildings of the patent office, three hundred and sixty dollars.

N. E. executive building. For the compensation of the superintendent and watchmen of the north-east executive building, eight hundred and fifty dollars.

John Marshall. For satisfying the claim of John Marshall, later superintendent of the War and Navy buildings, one hundred and thirty-seven dollars.

N.E. - executive building. For contingent expenses of said building, including fuel, labour, oil, repairs of building, engines and buckets. and improvement of ground, three thousand three hundred and fifty dollars.

Treasury Department. For compensation to the clerks and messengers in the office of the Secretary of the Treasury, fifteen thousand four hundred dollars.

First comptroller. For compensation to the first comptroller of the treasury, three thousand five hundred dollars.

Clerks, &c.

For compensation to the clerks and messengers in the office of the first comptroller, nineteen thousand one hundred dollars.

Second comptroller.

For compensation to the second comptroller of the treasury, three thousand dollars.

Clerks, &c.

For compensation to the clerks and messenger in the office of the second comptroller, ten thousand four hundred and fifty dollars.

First auditor.

For compensation to the first auditor of the treasury, three thousand dollars.

Clerks, &c.

For compensation to the clerks and messenger in the office of the first auditor, thirteen thousand nine hundred dollars.

Second auditor.

For compensation to the second auditor of the treasury, three thousand dollars.

In 1835 the title of the appropriation act was changed to "An Act making appropriations for the civil and diplomatic expenses of the government." The title of the appropriations act varied each year from "civil and diplomatic expenses" to "for support of the government" until 1843 when "civil and diplomatic expenses" became used with consistency.

In 1839 a separate appropriation act was approved for the executive branch. However, in 1841, the four basic line items detailed above appeared in the language followed by executive branch items.

In 1843 the structure changed again. The line items were numbered, the first four being basically the same as above. The following items appeared:

No. 5 For printing and binding ordered by the Senate;

No. 6 For preparing, printing, and binding documents ordered by the President of the Senate;

No. 7 For deficiency appropriation for House contingencies;

No. 8 For salaries of a principal and two assistant librarians and a messenger for the library;

No. 9 For contingent expenses of carpet and repairs to library furniture; and

No. 10 For purchase of books for the Library of Congress.

EXHIBIT 4

STATUTE III.

CHAP. II.—*An Act making appropriations for the civil and diplomatic expenses of Government for the half calendar year ending the thirtieth day of June, eighteen hundred and forty-three.*

Dec. 24, 1842. [Obsolete.]

Appropriations for the half year ending 30th June 1843.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the following sums be, and hereby are, appropriated to the objects hereinafter expressed, for the half calendar year ending on thirtieth June, eighteen hundred and forty-three, to be paid out of any unappropriated money in the Treasury, namely:

Congress.

For compensation and mileage of Senators and members of the House of Representatives and Delegates from the Territories, three hundred and sixty-six thousand eight hundred and eighty-eight dollars.

Officers of the Senate and H. of Reps.

For compensation of the officers and clerks of the Senate and House of Representatives, twenty thousand two hundred and seventy-four dollars.

Expenses of Senate.

For stationery, fuel, printing, and all other incidental and contingent expenses of the Senate, thirty-five thousand dollars.

Expenses of H. of Reps.

For stationery, fuel, printing, and all other incidental and contingent expenses of the House of Representatives, one hundred and twenty-five thousand dollars.

Library of Congress.

For compensation of the principal and two assistant librarians, and messenger of the Library of Congress, two thousand two hundred and fifty dollars.

Contingent expenses.
Purchase of books.

For contingent expenses of said library, four hundred dollars.
For purchase of books of [for] said library, two thousand five hundred dollars.
For purchase of law books for said library, five hundred dollars.

President of United States.

For compensation of the President of the United States, twelve thousand five hundred dollars.

State Department.
Secretary, &c.

Department of State.—For compensation of the Secretary of State, and the clerks, messenger, and assistant messenger, in his department, thirteen thousand one hundred and fifty dollars.

Contingent expenses.
Laws.

For incidental and contingent expenses of said department, including publishing and distributing the laws, twelve thousand six hundred and fifty dollars.

N. E. executive building.

For compensation of the superintendent and three watchmen of the northeast executive building, six hundred and seventy-two dollars and fifty cents.

Contingent expenses.

For contingent expenses of said building, viz:
For labor, six hundred dollars;
For fuel and light, seven hundred dollars;
For miscellaneous items, three hundred and fifty dollars.

Treasury Department.
Secretary, &c.

Treasury Department.—For compensation of the Secretary of the Treasury, and the clerks, messenger, and assistant messenger, in his office, thirteen thousand nine hundred and twenty-five dollars.

First Comptroller, &c.

For compensation of the First Comptroller, and the clerks, messenger, and assistant messenger, in his office, eleven thousand four hundred and seventy-five dollars.

Second Comptroller, &c.

For compensation of the Second Comptroller, and the clerks and messenger in his office, seven thousand six hundred and twenty-five dollars.

1st Auditor, &c.

For compensation of the First Auditor, and the clerks and messenger in his office, nine thousand nine hundred and fifty dollars.

2d Auditor &c.

For compensation of the Second Auditor, and the clerks and messenger in his office, ten thousand seven hundred and five dollars and forty-nine cents.

3d Auditor, &c.

For compensation of the Third Auditor, and the clerks, messenger, and assistant messenger, in his office, nineteen thousand one hundred and seventy-five dollars.

4th Auditor, &c.

For compensation of the Fourth Auditor, and the clerks and messenger in his office, ten thousand and seventy-five dollars.

5th Auditor, &c.

For compensation of the Fifth Auditor, and the clerks and messenger in his office, seven thousand four hundred dollars.

Treasurer, &c.

For compensation of the Treasurer of the United States, and the clerks and messenger in his office, six thousand eight hundred and seventy-five dollars.

Register, &c.

For compensation of the Register of the Treasury, and the clerks, messenger, and assistant messenger, in his office, fourteen thousand three hundred dollars.

Commiss'rs of General Land Office, &c.

For compensation of the Commissioner of the General Land Office, and the recorder, solicitor, draughtsman, assistant draughtsman, clerks, messengers, and packers in his office, forty-nine thousand two hundred and fifty dollars.

Solicitor, &c.

For compensation of the Solicitor of the Treasury, and the clerks and messenger in his office, six thousand two hundred dollars.

Contingent expenses.

For the incidental and contingent expenses of the Treasury Department, viz.:

Office of the Secretary.

In the office of the Secretary of the Treasury:
For blank books, binding, and stationery, one thousand seven hundred and fifty dollars;
For newspapers and periodicals, fifty-dollars;
For labor, seventy-five dollars;
For extra clerk hire, seven hundred and fifty dollars;
For printing, (including the printing of the public accounts,) one thousand two hundred and seventy-five dollars;
For sealing ship registers, fifty dollars;

For miscellaneous items, three hundred and fifty dollars;
For translating foreign languages, seventy-five dollars;
In the office of the First Comptroller: First Comptroller.
For blank books, binding, and stationery, five hundred dollars;
For labor, two hundred and twenty-five dollars;
For extra clerk hire, two hundred and twenty-five dollars;
For miscellaneous items, one hundred and fifty dollars;
In the office of the Second Comptroller: Second Comptroller.
For blank books, binding, and stationery, three hundred and fifty dollars;
For labor, one hundred dollars;
For extra clerk hire, two hundred dollars;
For miscellaneous items, one hundred dollars;

Position titles

In 1843 the language began to reveal specific position or job titles in terms of funded items or work ("a principal and two assistant librarians"). Later the language would specify not only positions but also salaries.

There was no further detailing of positions in the language until around 1851. The items provided for in the appropriation acts remained basically the same (however, they were not always numbered and sometimes appeared in paragraph form) until 1853.

Authorization

On August 26, 1842, "An Act legalizing and making appropriations for such necessary objects as have been usually included in general appropriation bills without the authority of law and to fix and provide for certain incidental expenses of the Departments and offices of the government and for other purposes" was approved. This act provided authorizing authority for the appropriations. (See Exhibit 5.)

It is interesting to note that the 1845 appropriation act contained language requiring the Secretary of the Senate and Clerk of the House to make domestic rather than foreign purchases of goods and materials where such were available and of adequate quality.

STATUTE II.

Aug. 26, 1842.

CHAP. CCII.—*An Act legalizing and making appropriations for such necessary objects as have been usually included in the general appropriation bills without authority of law, and to fix and provide for certain incidental expenses of the Departments and offices of the Government, and for other purposes.*

Employment or appointment of officers and persons hereinafter mentioned, authorized.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That it shall be lawful for the respective heads of the Departments of the General Government to employ or appoint the officers and persons hereinafter mentioned, in addition to those already provided by law, in the offices, bureaus, and places connected with their several Departments, and at the following annual salaries, that is to say:

State Department.
Superintend't and watchmen.

1. *In the Department of State.*—One superintendent of the northeast Executive building, at two hundred and fifty dollars, and three watchmen, at three hundred and sixty-five dollars each.

Treasury Department.
Offices of the First Comptroller.

2. *In the Treasury Department.*—In the First Comptroller's office, one assistant messenger, at three hundred and fifty dollars.

1st Auditor.

In the First Auditor's office, one additional clerk, at one thousand dollars.

2d Auditor. Post, p. 650.

In the Second Auditor's office, one additional clerk, at one thousand dollars, until the second of April, eighteen hundred and forty-three.

3d Auditor.

In the Third Auditor's office, three additional clerks, two at one thousand one hundred and fifty dollars each, and one at one thousand dollars.

4th Auditor. In the Fourth Auditor's office, one clerk at twelve hundred dollars.

5th Auditor. July 7, 1838, ch. 169. In the Fifth Auditor's office, two clerks, under the act of seventh July, eighteen hundred and thirty-eight, at one thousand dollars each.

Treasurer. May 26, 1824, ch. 157. July 2, 1836, ch. 270. The compensation of the clerk authorized by the act of May twenty-six, eighteen hundred and twenty-four, in the Treasurer's office, is hereby increased to one thousand dollars; and the compensation of the clerk in the same office authorized by the act of July two, eighteen hundred and thirty-six, is hereby increased to one thousand two hundred dollars.

Register. In the office of the Register of the Treasury, one loan clerk, (to take effect from fifteenth April, eighteen hundred and forty-two,) at one thousand four hundred dollars.

Solicitor. In the office of the Solicitor of the Treasury, three additional clerks, at one thousand one hundred and fifty dollars each, and one law clerk, at fifteen hundred dollars.

Superintend't and watchmen. One superintendent of the southeast Executive building, at five hundred dollars, and eight watchmen, at three hundred and sixty-five dollars each.

War Department. 3. *In the War Department.*—In the office of the Commanding General, one messenger, at five hundred dollars.

Office of the Commanding General. In the office of the Adjutant General, one messenger, at five hundred dollars.

Adj. General. Comm'y Gen. of Subsistence. In the office of the Commissary General of Subsistence, one additional clerk, at one thousand dollars, one messenger, five hundred dollars.

Commissioner of Pensions. In the office of the Commissioner of Pensions, one messenger, at seven hundred dollars, until the first day of January next, after which time there shall be two messengers only in said office, at a compensation of five hundred dollars each.

Chief Engineer. In the office of the Chief Engineer, one messenger at five hundred dollars.

Surgeon General. In the office of the Surgeon General, one clerk, at one thousand one hundred and fifty dollars, and one messenger at five hundred dollars.

Colonel of Ordnance. In the office of the Colonel of Ordnance, one messenger at five hundred dollars.

Topographical Engineers. In the bureau of Topographical Engineers, two clerks, each one thousand, one at one thousand four hundred, and one messenger at five hundred dollars.

Superintendent and watchmen. One superintendent of the northwest Executive building, at two hundred and fifty dollars, and four watchmen, at three hundred and sixty-five dollars each.

Navy Department. Navy Commissioners. 4. *In the Navy Department.*—In the Navy Commissioners' office, two additional clerks, at one thousand four hundred dollars each.

Two additional clerks, at one thousand two hundred dollars each.

Superintendent and watchmen. One superintendent of the southwest Executive building, at two hundred and fifty dollars, and three watchmen, at three hundred and sixty-five dollars each.

Office of Sergeant-at-Arms, House of Representatives. 5. *In the office of the Sergeant-at-Arms of the House of Representatives.*—One messenger, at the daily compensation received by the other messengers of the House of Representatives, and in lieu of one of them.

Attorney General's office. 6. *In the office of the Attorney General.*—One messenger, five hundred dollars.

Reporter to Supreme Court to be appointed, &c. Proviso. SEC. 2. *And be it further enacted*, That in the Supreme Court of the United States one reporter shall be appointed by the court, with a salary of twelve hundred and fifty dollars: *Provided*, That he deliver to the Secretary of State, for distribution, one hundred and fifty copies of each volume of reports that he shall hereafter prepare and publish, immediately after the publication thereof, which publication shall be made annually, within four months after the adjournment of the court at which the decisions are made.

Salaries of assistant librarian of Congress, and messenger.

SEC. 3. *And be it further enacted*, That the assistant librarian of the library of Congress shall receive eleven hundred and fifty dollars, and the messenger seven hundred dollars, per annum, to take effect from the first day of January, eighteen hundred and forty-two, in lieu of their present compensation.

A clerk's salary in office of Sec. Navy increased.

Act of April 20, 1818, ch. 87.

SEC. 4. *And be it further enacted*, That the clerk in the office of the Secretary of the Navy, whose salary was fixed at eight hundred dollars by the act of the twentieth of April, eighteen hundred and eighteen, shall receive, in addition thereto, two hundred dollars.

Additional clerk in office of Sec. of Treas.

SEC. 5. *And be it further enacted*, That the Secretary of the Treasury be, and he is hereby, authorized to employ an additional clerk, as assistant in his office, at a salary of eighteen hundred dollars per annum; and the superintendent of Indian Affairs at St. Louis be, and he hereby is. authorized to employ one clerk, at a compensation of twelve hundred dollars, in lieu of the two clerks authorized by the act of May ninth, eighteen hundred and thirty-six; and so much of said last mentioned act as authorizes the employment of two clerks is hereby repealed.

Clerks to superintendent Indian affairs, St. Louis.

Act of May 9, 1836, ch. 60.

SEC. 6. *And be it further enacted*, That the several offices, and employments hereinbefore mentioned are hereby made and declared to be lawful, to all intents and purposes whatever; and the respective heads of Departments, under whom the same are held and exercised, are hereby authorized and empowered to fill the same, and to continue the exercise and discharge thereof, at the salaries aforesaid, until the first day of July, eighteen hundred and forty-four, except such as are otherwise limited in this act: *Provided*, That in all cases where any of the aforementioned officers, or other persons herein authorized to be employed, have already been employed, and are now in the discharge of their respective duties, or have been so since the first day of January last, under the authority of former appropriation bills, at a different rate of compensation than is hereby authorized and affixed to their respective places, they shall be entitled to receive the same rate of compensation heretofore allowed, asd at which they have been retained in employment, from the first day of January last to the time of the passage of this act.

Foregoing offices, &c. authorized until 1st July 1844, except those otherwise limited by this act.

Proviso.

Appropriation.

SEC. 7. *And be it further enacted*, That the sum of fifty thousand dollars, or so much thereof as may be found necessary, be, and the same is hereby, appropriated, for the year eighteen hundred and forty-two, out of any unappropriated moneys in the Treasury, to the objects hereinbefore specified.

Appropriation for the objects hereinbefore specified.

Salaries of dragoman at Constantinople, and consul at London, limited.

SEC. 8. *And be it further enacted*, That it shall not be lawful for the President of the United States to allow a dragoman at Constantinople, a salary of more than two thousand five hundred dollars; or a consul at London, a salary of more than two thousand dollars.

Salaries of ministers resident limited.

Proviso.

SEC. 9. *And be it further enacted*, That the President of the United States shall not allow to any minister resident a greater sum than at the rate of six thousand dollars per annum, as a compensation for all his personal services and expenses: *Provided*, That it shall be lawful for the President to allow to such minister resident, on going from the United States to any foreign country, an outfit, which shall in no case exceed one year's full salary of such minister resident.

Office of architect abolished.

SEC. 10. *And be it further enacted*, That the office of Architect of the Public Buildings be, and the same is hereby, discontinued and abolished.

Report of clerks, &c. to be made annually to Congress.

No allowance to be made for extra services.

Duty of chief clerks to supervise the duties of other clerks.

SEC. 11. *And be it further enacted*, That it shall be the duties of the Secretaries of State, of the Treasury, War, and Navy, of the Commissioners of the Navy, of the Postmaster General, of the Secretary of the Senate, and of the Clerk of the House of Representatives, to report to Congress, at the beginning of each year, the names of the clerks and other persons that have been employed, respectively, during the preceding year, or any part thereof, in their respective departments and offices, together with the

time that each clerk or other person was actually employed, and the sums paid to each; and, also, whether they have been usefully employed; whether the services of any of them can be dispensed with without detriment to the public service, and whether the removal of any individuals, and the appointment of others in their stead, is required for the better despatch of business; and no greater allowance shall be made to any such clerk, or other person, than is, or may be authorized by law, except to watchmen and messengers, for any labor or services required of them beyond the particular duties of their respective stations, rendered at such times as does not interfere with the performance of their regular duties.

SEC. 12. *And be it further enacted*, That no allowance or compensation shall be made to any clerk or other officer, by reason of the discharge of duties which belong to any other clerk or officer in the same or any other department; and no allowance or compensation shall be made for any extra services whatever, which any clerk or other officer may be required to perform.

SEC. 13. *And be it further enacted*, That it shall be the duty of each chief or principal clerk in the respective departments, bureaus, and other offices, to supervise, under the direction of his immediately superior officer, the duties of the other clerks therein, and to see that their duties are faithfully executed, and that such duties are distributed with equality and uniformity, according to the nature of the case. And such distribution shall be revised, from time to time, by the said chief or principal clerk, for the purpose of correcting any tendency to undue accumulation or reduction of duties, whether arising from individual negligence or incapacity, or from increase or diminution of particular kinds of business; and such chief for principal clerk shall report monthly to his superior officer any existing defect that he may be aware of in the arrangement or despatch of business; and such defect shall be amended by new arrangements of duties, dismissal of negligent or incompetent officers, or otherwise.

Manner in which estimates are to be communicated to Congress.

SEC. 14. *And be it further enacted*, That it shall be the duty of the several heads of Departments, in communicating estimates of expenditures and appropriations to Congress, and to any of the committees thereof, to specify, as nearly as may be convenient, the sources from which such estimates are derived, and the calculations upon which they are founded; and, in so doing, to discriminate between such estimates as are conjectural in their character, and such as are framed upon actual information and application from disbursing officers; and, in communicating the several estimates, reference shall be given to the laws and treaties by which they are authorized, the dates thereof, and the volume, page, and section, in which the necessary provisions are contained.

Employment of extra clerks.

SEC. 15. *And be it further enacted*, That no extra clerk shall be employed, in any department, bureau, or office, at the seat of Government, except during the session of Congress, or when indispensably necessary to enable such department, bureau, or office, to answer some call made by either House of Congress at one session, to be answered at another; and not then, except by order of the head of the department in which, or in some bureau or office of which, such extra clerk shall be employed; and no such extra clerk, for copying, shall receive more than three dollars per day, or for any other service more than four dollars per day, for the time actually and necessarily employed.

Employment of messengers, laborers, &c.

SEC. 16. *And be it further enacted*, That no messenger, assistant messenger, laborer, or other person, shall be employed in any department, bureau, or office at the seat of Government, or paid out of the contingent fund appropriated to such department, bureau, or office, unless such employment shall be authorized by law, or shall become necessary to carry into effect some object for which appropriations may be specifically made; and not exceeding one hundred dollars per annum shall be applied by each department (except the Department of State,) for the purchase

of newspapers for such department, and all the bureaus and offices connected therewith; and such papers shall be preserved as files for said department.

Purchase of newspapers.

SEC. 17. *And be it further enacted*, That all stationery, of every name and nature, for the use of the two Houses of Congress, and all stationery and job printing, of every name and nature, for the use of the several departments of Government, and for the bureaus and offices in those departments at Washington, including all stationery, blanks, wrapping paper, and twine, and mail bags, furnished the post offices and collectors' offices throughout the United States, shall hereafter be furnished and performed by contract, by the lowest bidder, as follows: the Secretary of the Senate, the Clerk of the House of Representatives, the head of each department, and such deputy postmasters in the Post Office establishment, and such collectors in the custom-house establishment, as the Postmaster General and the Secretary of the Treasury shall respectively designate for that purpose, shall respectively advertise, once a week, for at least four weeks, in one or more of the principal papers published in the places where such articles are to be furnished, or such printing done, for sealed proposals for furnishing such articles, or the whole of any particular class of articles, or for doing such printing, or the whole of any specified job thereof, to be done at such place, specifying in such advertisement the amount, quantity, and description of each kind of articles to be furnished, and, as near as may be, the nature, amount, and kind of printing to be done; and all such proposals shall be kept sealed until the day specified in such advertisement for opening the same, when they shall be opened, by or under the direction of the officer making such advertisement, in the presence of at least two persons; and the person offering to furnish any class of such articles, or to perform any specified portion or job of said work, and giving satisfactory security for the performance thereof, under a forfeiture not exceeding twice the contract price in case of failure, shall receive a contract for doing the same; and in case the lowest bidder shall fail to enter into such contract and give such security within a reasonable time, to be fixed in such advertisement, then the contract shall be given to the next lowest bidder who shall enter into such contract and give such security. And in case of a failure to supply the articles or to perform the work, by the person entering into such contract, he and his sureties shall be liable for the forfeiture specified in such contract, as liquidated damages, to be sued for in the name of the United States, in any court having jurisdiction thereof.

Stationery and job printing to be furnished and performed by contract.

SEC. 18. *And be it further enacted*, That all such bids or proposals shall be returned by the person authorized, as aforesaid, to receive the same, to the Executive Department from which such authority is derived, and shall be preserved in said Department, subject to such examination as Congress may at any time order and direct.

Bids and proposals to be preserved, &c.

SEC. 19. *And be it further enacted*, That no part of the contingent fund appropriated to any department, bureau, or office, shall be applied to the purchase of books, periodicals, pictures, or engravings, or other thing, except such books, periodicals, and maps, or other thing, as the head of such department shall deem necessary and proper to carry on the business of such department, and shall, by written order, direct to be produced for that purpose.

Relative to the purchase of books, &c.

SEC. 20. *And be it further enacted*, That it shall be the duty of the Secretary of the Senate, at the commencement of every regular session of Congress, to report to the Senate, and of the Clerk of the House of Representatives to report to the House, and of the head of each Department to report to Congress, a detailed statement of the manner in which the contingent fund for each House, and of their respective Departments, and for the bureaus and offices therein, has been expended, giving the names of every person to whom any portion thereof has been paid; and if for any thing furnished, the quantity and price; and if for any services ren-

Detailed statement of the manner in which the contingent funds have been expended, to be reported to Congress.

dered, the nature of such service, and the time employed, and the particular occasion or cause, in brief, that rendered such service necessary; and the amount of all former appropriations in each case on hand, either in the Treasury or in the hands of any disbursing officer or agent. And they shall require of the disbursing officers, acting under their direction or authority, the return of precise and analytical statements and receipts for all the moneys which may have been, from time to time during the next preceding year, expended by them; and the results of such returns and the sums total shall be communicated annually to Congress, by the said officers, respectively.

Act 20th Sept. 1818, ch. 80, requiring the laws to be published in the states and territories, repealed; and in lieu thereof, they shall be published in not less than two or more newspapers in Washington.

SEC. 21. *And be it further enacted*, That the act entitled "An act to provide for the publication of the laws of the United States, and for other purposes," approved April twentieth, eighteen hundred and eighteen, so far as the same authorizes or requires the laws, resolutions, treaties, and amendments of the Constitution of the United States, to be published in any paper or papers printed in the different States or Territories of the United States, is hereby repealed; and in lieu thereof, it shall be the duty of the Secretary of State to publish such laws, resolutions, treaties, and amendments, in not less than two nor more than four of the principal newspapers published in the city of Washington for country subscribers, giving the preference to such papers as have the greatest number of permanent subscribers and the most extensive circulation; for which the proprietor of each paper shall receive, as full compensation, at the rate of one dollar for each page of the laws, resolutions, treaties, and amendments, as published in pamphlet form. And if it shall appear, on the examination of any account, that there has been any unreasonable delay or intentional omission in the publication of the laws aforesaid, the proper accounting officer of the Treasury is hereby authorized and required to deduct from such account such sum as shall be charged therein for the publication of any laws which shall have been so unreasonably delayed or intentionally omitted; and, in any such case it shall be the duty of the Secretary of State to discontinue the publication of the laws in the newspaper belonging to such proprietors, and such newspaper shall in no event be again authorized, nor shall the proprietor thereof be again employed, to publish the laws of the United States.

Compensation for publishing.

In case of delay, &c. in the publication, a deduction to be made, &c.

Incidental and contingent appropriations.

SEC. 22. *And be it further enacted*, That, for the purpose of limiting the incidental and contingent appropriations for the necessary expenses of the Government to specific objects, as far as practicable, the following sums are hereby appropriated for the year eighteen hundred and forty-two, out of any unappropriated money in the Treasury, to the objects hereinafter specified, namely:

State Departartment.

Distributing census.

Department of State.—For distributing the aggregate returns of the sixth census, eight thousand dollars.

Purchasing and preparing indices.

For purchasing and preparing indices to the manuscript papers of the Congress of the Confederation, and to the Washington Papers, deposited in the department of State, one thousand dollars.

Navy Department.

Secretary's office.

Navy Department.—No. 1. In the Secretary's Office:

For blank books, binding, and stationery, six hundred dollars.

For extra clerk hire, four thousand two hundred and fifty dollars.

For printing, three hundred dollars.

For labor, three hundred and fifty dollars.

For miscellaneous items, four hundred dollars.

For newspapers and periodicals, one hundred dollars.

Navy Commiss'rs' office.

No. 2. In the Navy Commissioners' Office:

For blank books, binding, and stationery, five hundred dollars.

For extra clerk hire, two thousand one hundred and fifty dollars.

For labor, three hundred dollars.

For miscellaneous items, six hundred and fifty dollars.

S.W. executive building.

No. 3. For the southwest Executive building:
For labor, three hundred and twenty-five dollars.
For fuel and light, one thousand three hundred and fifty dollars.
For miscellaneous items, one thousand one hundred and fifty dollars.

N. E. executive building.

No. 4. For the northeast Executive building:
For labor, one thousand two hundred dollars.
For fuel and light, one thousand four hundred dollars.
For miscellaneous items, seven hundred dollars.

War Department.

War Department.—No. 5. In the office of the Secretary of War.

Office of Sec. of War.

For blank books, binding, and stationery, six hundred dollars.
For newspapers and periodicals, two hundred and fifty dollars.
For labor, three hundred dollars.
For printing, three hundred dollars.
For miscellaneous items, five hundred and fifty dollars.
For books, maps, and plans, one thousand dollars.
For extra clerk hire, three thousand dollars.

Commissioner of Ind. affairs.

No. 6. In the office of the Commissioner of Indian Affairs:
For blank books, binding, and stationery, six hundred dollars.
For labor, fifty dollars.
For miscellaneous items, eight hundred and fifty dollars.

Commissioner of Pensions.

No. 7. In the office of the Commissioner of Pensions:
For blank books, binding, and stationery, five hundred dollars.
For printing, four hundred dollars.
For fuel, one hundred and fifty dollars.
For miscellaneous items, four hundred and fifty dollars.

Commanding General.

No. 8. In the office of the Commanding General:
For miscellaneous items, three hundred dollars.

Adjutant General.

No. 9. In the office of the Adjutant General:
For blank books, binding, and stationery, two hundred dollars.
For miscellaneous items, three hundred dollars.

Quartermaster General.

No. 10. In the office of the Quartermaster General:
For blank books, binding, and stationery, three hundred dollars.
For labor, one hundred dollars.
For printing, one hundred dollars.
For miscellaneous items, four hundred dollars.

Comm'y Gen. of Purchases.

No. 11. In the office of the Commissary General of Purchases:
For blank books, binding, and stationery, one hundred dollars.
For miscellaneous items, five hundred dollars.

Comm'y Gen. of Subsistence.

No. 12. In th e office of the Commissary General of Subsistence:
For blank books, binding, and stationery, two hundred dollars.
For extra clerk hire, six hundred dollars.
For printing and advertising, twelve hundred dollars.
For labor, one hundred dollars.
For fuel, one hundred dollars.
For miscellaneous items, five hundred dollars.

Paymaster General.

No. 13. In the office of the Paymaster General:
For blank books, binding, and stationery, two hundred dollars.
For fuel, one hundred and twenty-five dollars.
For miscellaneous items, four hundred dollars.

Surgeon General.

No. 14. In the office of the Surgeon General:
For blank books, binding, and stationery, two hundred dollars.
For printing, fifty dollars.
For fuel, seventy-five dollars.
For miscellaneous items, one hundred and fifty dollars.

Chief Engineer.

No. 15. In the office of the Chief Engineer:
For blank books, binding, and stationery, six hundred dollars.
For printing, one hundred and five dollars.
For fuel, one hundred and fifty dollars.
For miscellaneous items, fifty dollars.

Colonel of Ordnance.

No. 16. In the office of the Colonel of Ordnance:
For blank books, binding, and stationery, four hundred dollars.
For printing, seventy-five dollars.
For fuel, one hundred and fifty dollars.

Topographical Engineers.
Light-house on Delaware breakwater.

For miscellaneous items, one hundred dollars.

No. 17. In the Bureau of Topographical Engineers:

For the support of the light-house on the Delaware breakwater, one thousand five hundred dollars.

For blank books, binding, and stationery, four hundred dollars.

For labor, one hundred dollars.

For fuel, two hundred and fifty dollars.

For miscellaneous items, five hundred dollars.

N.W. executive building.

No. 18. For the northwest Executive building:

For labor, four hundred dollars.

For fuel and light, two thousand dollars.

For miscellaneous items, one thousand six hundred and seventy dollars.

Treasury Department.
Office of the Secretary of the Treasury.

Treasury Department.—No. 19. In the office of the Secretary of the Treasury: For blank books, binding, and stationery, three thousand five hundred dollars.

For newspapers and periodicals, one hundred dollars.

For labor, one hundred and fifty dollars.

For extra clerk hire, one thousand five hundred dollars.

For printing (including the printing of the public accounts), two thousand five hundred and fifty dollars.

For sealing ships' registers, one hundred dollars.

For miscellaneous items, seven hundred dollars.

For translating foreign languages, one hundred and fifty dollars: *Provided*, That no part of said sum or sums be paid to any clerk, or other officer of the Government, beyond his salary, for taking charge of or transmitting passports or sea letters.

First Comptroller.

No. 20. In the office of the First Comptroller:

For blank books, binding, and stationery, one thousand dollars.

For labor, four hundred and fifty dollars.

For extra clerk hire, two hundred and fifty dollars.

For completing indices to public documents in the First Comptroller's office, three hundred dollars.

For miscellaneous items, three hundred dollars.

1st Auditor.

No. 21. In the office of the First Auditor:

For blank books, binding, and stationery, five hundred dollars.

For labor, two hundred dollars.

For extra clerk hire, two hundred dollars.

For miscellaneous items, one hundred dollars.

2d Auditor.

No. 22. In the office of the Second Auditor:

For blank books, binding, and stationery, three hundred dollars.

For labor, two hundred and fifty dollars.

For extra clerk hire, three hundred dollars.

For miscellaneous items, one hundred dollars.

4th Auditor.

No. 23. In the office of the Fourth Auditor:

For blank books, binding, and stationery, six hundred dollars.

For labor, fifty dollars.

For extra clerk hire, one hundred dollars.

For printing, forty dollars.

For miscellaneous items, two hundred dollars.

5th Auditor.

No. 24. In the office of the Fifth Auditor:

For blank books, binding, and stationery, two hundred and fifty dollars.

For labor, one hundred and twenty-five dollars.

For extra clerk hire, fifty dollars.

For miscellaneous items, one hundred and twenty-five dollars.

Treasurer.

No. 25. In the Treasurer's office:

For blank books, binding, and stationery, five hundred dollars.

For labor, three hundred and seventy-five dollars.

For printing, seven hundred dollars.

For miscellaneous items, three hundred and fifty dollars.

Solicitor.

No. 26. In the Solicitor's office:

For blank books, binding, and stationery, five hundred dollars.

For labor, one hundred dollars.

For extra clerk hire, four hundred dollars.

Register.

No. 27. In the Register's office:

For blank books, binding, and stationery, one thousand dollars.

For labor, three hundred and fifty dollars.

For printing, five hundred dollars.

For miscelleaneous items (including one thousand dollars for cases for the preservation of the records), two thousand dollars.

General Land Office.

No. 28. For the General Land Office:

For blank books, binding, and stationery, and parchments, twelve thousand dollars.

For labor, five hundred dollars.

For printing, four thousand dollars.

For miscellaneous items, one thousand dollars.

Arrearages.

For office of the Commissioner of the General Land Office, for arrearages, since eighteen hundred and thirty-four, of cost of printing patents, publishing proclamations, printing circulars and blank forms for the land offices, twenty-two thousand six hundred and twenty-eight dollars and seventeen cents, or so much thereof as may be found necessary, on auditing the accounts by the appropriate officer.

Extra clerks and draughtsmen in offices of surveyors general.

For compensation of extra clerks and draughtsmen in the offices of the surveyors general, to transcribe field notes of survey, for the purpose of preserving them at the seat of Government, in addition to the unexpended balances of former appropriations, fourteen thousand dollars, namely:

For office of surveyor general northwest of the Ohio, four thousand five hundred dollars.

For office of surveyor general of Wisconsin and Iowa, one thousand dollars.

For office of surveyor general of Illinois and Missouri, four thousand five hundred dollars.

For office of surveyor general of Arkansas, one thousand dollars.

For office of surveyor general of Louisiana, three thousand dollars.

Surveying in Louisiana.

For surveying in the State of Louisiana, to be expended at a rate not exceeding eight dollars a mile, required in part to pay deficiencies in existing appropriations, thirteen thousand dollars.

S. E. executive building.

No. 29. Southeast Executive building:

For labor, two thousand two hundred dollars.

For fuel and light, three thousand seven hundred dollars.

For miscellaneous items, one thousand nine hundred dollars.

Office of Auditor of the P. O. Department.

No. 30. In the Auditor's office of the Post Office Department:

For blank books, binding, and stationery, two thousand and seventy-six dollars and sixty-eight cents.

For printing blanks, eight hundred and eleven dollars and fifty cents.

For labor, one thousand one hundred and twenty dollars.

Sept 9, 1841, ch. 20.

For continuing fourteen temporary clerks to January first, eighteen hundred and forty-three, employed under the act of September ninth, eighteen hundred and forty-one, four thousand one hundred and eighty-two dollars and nineteen cents.

For miscellaneous items, four hundred dollars.

For blank books and printing, prior to May, eighteen hundred and forty-one, three thousand eight hundred and twenty-seven dollars and seventeen cents.

Post Office Department.

Post Office Department.—No. 31. For blank books, binding, and stationery, one thousand one hundred and ninety dollars.

For newspapers and periodicals, one hundred dollars.

For fuel and oil, including arrearages, three thousand six hundred dollars.

For miscellaneous items, one thousand two hundred and thirty-seven dollars.

For printing, four hundred and fifty-three dollars.

For labor, nine hundred and thirty-eight dollars.

For one day watchman, three hundred and sixty dollars.

For compensation of temporary clerks, thirty-five hundred dollars.

Mint and branches. Mint at Philadelphia.

United States Mint and Branches.—No. 32. For coinage expenses, including materials and implements, fuel, new machinery and repairs of old, die making, and wastage of gold and silver, at the Philadelphia mint, fifteen thousand two hundred dollars.

For house expenses, including water-rent and taxes, repairs, lighting, cleaning, and watching at the same, four thousand dollars.

For office expenses, including stationery and postage, six hundred dollars.

Branch mint at Charlotte.

No. 33. For coinage expenses, including materials and implements, fuel, repairs, and wastage of gold, at the Charlotte branch mint, one thousand two hundred dollars.

For house expenses, including repairs, lighting, and cleaning at the same, two hundred dollars.

For office expenses, including stationery and postage at the same, one hundred dollars.

Branch mint at Dahlonega.

No. 34. For coinage expenses, including materials and implements, fuel, repairs, and wastage of gold, at Dahlonega branch mint, six hundred dollars.

For house expenses, including repairs, lighting, and cleaning at the same, two hundred dollars.

For office expenses, including stationery and postage at the same, one hundred dollars.

Branch mint at N. Orleans.

No. 35. For coinage expenses, including materials and implements, fuel, repairs, and wastage of gold and silver, at the New Orleans branch mint, eleven thousand and fifty-two dollars.

For house expenses, including water-rent and taxes, repairs, lighting, cleaning, and watching, three thousand five hundred and ninety-eight dollars.

For office expenses, including stationery and postage, three hundred and fifty dollars.

Repairs of the capitol, &c. Proviso, gardener's salary limited.

No. 36. For annual repairs of the Capitol, attending furnaces and water-closets, lamp-lighting, oil, laborers on Capitol grounds, tools, keeping iron pipes and wooden fences in order, attending at the western gates, gardener's salary, and top-dressing for plants, seven thousand four hundred and fifty-eight dollars and fifty cents: *Provided*, That the salary of the public gardener shall not exceed the sum of one thousand two hundred dollars.

Repairs of the President's house, &c. Repairing fences.

For annual repairs of the President's house, gardener's salary, horse and cart, laborers, tools, and top-dressing for plants, two thousand five hundred and fifty dollars.

For repairs of fence on Pennsylvania avenue, fronting the War and State Departments, and fence of President's garden, two hundred dollars.

Furnaces beneath House of Reps., &c.

For taking down and removing the two furnaces beneath the Hall of the House of Representatives, and building three new ones on the floor below the crypt, excavating a coal vault, constructing additional flues for hot and cold air for better ventilation of the Hall and passages, nine thousand six hundred and thirty-four dollars.

Ground north of the General Post Office. Bridge across Pennsylvania avenue.

For purchase of ground north of the General Post Office, between seventh and eighth streets. or so much thereof as the Postmaster General may deem expedient, twenty-five thousand dollars.

For rebuilding the bridge across Pennsylvania avenue, at Second street, and extending the same over the present stone abutments on said Second street, and reimbursing the corporation of Washington the sum of seven hundred and fifty dollars, expended in erecting the present wooden structure, twelve thousand dollars.

Alterations, &c. over House of Reps.

For altering the two passages and doorways of the roof, new steps, new doors, covering the wood with copper, removing the circular horizontal sash, over the Hall of the House of Representatives, and substituting a permanent roof covered with copper, and repairing the copper work of the roof, six hundred dollars.

Alterations, &c. north wing of capitol.

For alterations and repairs, and fixtures of the north wing of the Capitol, one thousand eight hundred and fifty-three dollars and forty-five cents.

For new floor in the basement story of the President's house, for wooden partition and glass door, and for new caps to the chimneys, five hundred and fifty dollars.

Repairs, &c. of President's house.

For completing the Post Office building, and fixtures and furniture for the same, twenty-seven thousand and ninety-one dollars and seventy-one cents.

Completing P. O. Building.

For repairing the stone work which secures the iron pipes where they cross the Tiber, one hundred and fifty dollars.

For repairing the flag footways at the Capitol and President's house, and for repairing lamp posts and lamps at the Capitol, two hundred dollars.

Repairing footways and lampposts.

For expenses attending the negotiation of a treaty with the Wyandot Indians of Ohio, in addition to former appropriations, one thousand dollars.

Negotiation of treaty with Wyandots.

For compensation to a clerk in the office of Superintendent of Indian Affairs at St. Louis, authorized by a previous section of this act, twelve hundred dollars: *Provided*, That any sum heretofore appropriated for two clerks, now dispensed with, be not used or applied.

Clerks in office Superintendent Indian Affairs at St. Louis.

For compensation to two commissioners to examine claims under the treaty with the Cherokees of eighteen hundred and thiry-five, and pay of a secretary, and provisions for Indians during the session of the board, and for contingent expenses, thirteen thousand five hundred dollars; and for arrearages of the late board of commissioners under same treaty, one thousand five hundred and fifty-eight dollars.

Commission to examine claims under Cherokee treaty.

For compensation to two clerks, authorized to be continued by the Secretary of War in the office of the Commissioner of Indian Affairs, by joint resolution, approved May twenty, eighteen hundred and forty-two, in addition to former appropriations, fifteen hundred dollars.

Clerks in office Commissioner Indian Affairs.

Judiciary.—No. 37. For the contingent expenses of the Attorney General's office, five hundred dollars.

Judiciary. Attorney General's office.

SEC. 23. *And be it further enacted*, That in case the sum appropriated for any object shall be found more than sufficient to meet the expense thereby contemplated, the surplus may be applied, under the direction of the head of the proper department, to supply the deficiency of any other item in the same department or office: *Provided*, That the expenditure for newspapers and periodicals shall not exceed the amount specifically appropriated to that object by this act.

Surplus for one object may be appropriated to supply a deficiency for another, except newspapers and periodicals.

SEC. 24. *And be it further enacted*, That the following sums be, and hereby are, appropriated for the objects hereinafter mentioned, viz.

Appropriations for Congress.

For pay and mileage of the members of Congress and delegates from the Territories, in addition to the sum already appropriated to that object during the present session, one hundred and twenty-two thousand six hundred and thirty dollars.

Pay and mileage.

For stationery, printing, and all other incidental and contingent expenses of the Senate, in addition to the sum already appropriated to that object during the present session, seven thousand and fifty-eight dollars.

Expenses of Senate.

For stationery, printing, and all other incidental and contingent expenses of the House of Representatives, in addition to the sum already appropriated to that object during the present session, twenty-five thousand dollars.

Expenses of H. of Reps.

SEC. 25. *And be it further enacted*, That it shall not, at any time hereafter, be lawful for any accounting or disbursing officer of the Government to allow or pay any account or charge whatever, growing out of, or in any way connected with, any commission or inquiry, except courts martial or courts of inquiry in the military or naval service of the United States, until special appropriations shall have been made by law to pay such accounts and charges: *Provided*. That this shall not extend to the contingent fund connected with the foreign inntercourse of the Government placed at the disposal of the President of the United States.

Accounts of no commission or inquiry, except courts martial. &c. to be paid without a special appropriation.

Proviso.

Appropriations from the patent fund.

Digest of Patents.

Scientific books.

Agricultural statistics.

SEC. 26. *And be it further enacted*, That the following sums be appropriated from the patent fund, VIZ:

A sum not exceeding three hundred dollars, for printing a digest of patents from January first, eighteen hundred and thirty-nine.

For the purchase of such scientific books as are necessary for the use of the Patent Office, one thousand dollars.

For the collection of agricultural statistics and for other agricultural purposes, one thousand dollars.

APPROVED, August 26, 1842.

Detailing of contingent items

In 1852, the four basic line items were still in the language but the contingent items were presented in greater detail:

For stationery, fuel, printing, publishing proceedings of debates, and all other contingent expenses of the Senate; and

For printing, binding, engraving, stationery, furniture, salary of the librarian, four clerks of the House, messengers, pages, laborers, salary of extra clerks on index of claims, horses, mail carriages, etc., fuel oil, candles, newspapers, alterations, repairs and other miscellaneous, for Capitol police and other contingent expenses of the House of Representatives.

These items were followed by separate provisions for the Library of Congress, Public Buildings, and the Executive Branch.

EXHIBIT 6

CHAP. XXXII.—*An Act making Appropriations for the Civil and Diplomatic Expenses of Government for the Year ending the thirtieth of June, eighteen hundred and fifty-two, and for other Purposes.*

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the following sums be, and are hereby, appropriated, out of any money in the treasury not otherwise appropriated, for the objects hereafter expressed, for the fiscal year ending the thirtieth of June, eighteen hundred and fifty-two, namely:—

Compensation, &c., of officers and members of Congress.

For compensation and mileage of senators, members of the House of Representatives, and delegates, eight hundred and thirty-five thousand and forty dollars.

For compensation of the officers and clerks of both houses of Congress, forty-two thousand five hundred and sixty dollars and fifty cents.

Contingencies of Senate.

For stationery, fuel, printing, publishing proceedings and debates, and all other contingent expenses of the Senate, one hundred and fifty thousand dollars.

Contingencies of House of Representatives.

For printing, binding, engraving, stationery, furniture, salary of the librarian, four clerks of the house, messengers, pages, and laborers, salaries of extra clerks on index of claims, horses, mail carriages, &c., fuel, oil and candles, newspapers, alterations and repairs, and other miscellaneous items, for Capitol police, and other contingent expenses of the House of Representatives, two hundred and nine thousand nine hundred and seventy-one dollars.

Library of Congress and librarian.

Library of Congress.—For compensation of librarian, two assistant librarians, and messenger, four thousand five hundred dollars.

For contingent expenses of said library, eight hundred dollars.

For purchase of books for said library, five thousand dollars.

For purchase of law books for said library, two thousand dollars. . . .

Designation of funding

In 1853 the appropriation act included the separate designations "Legislative, Executive, and Judiciary." In this act there appeared a further break within the legislative category in that contingent expenses of the Senate and House were detailed separately. However, "Compensation and Mileage" were combined in a single line item for the Senate and House and compensation of officers and clerks of both Houses still appeared as a single line item.

EXHIBIT 7

CHAP. CVIII.—*An Act making Appropriations for the Civil and Diplomatic Expenses of the Government for the Year ending the thirtieth of June, eighteen hundred and fifty-three, and for other purposes.* August 31, 1852.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the following sums be and are hereby appropriated, out of any money in the treasury not otherwise appropriated, for the objects hereinafter expressed, for the fiscal year ending the thirtieth of June, eighteen hundred and fifty-three, namely: Appropriations.

Legislative.—For compensation and mileage of Senators, one hundred and ten thousand seven hundred and seventy-six dollars. Legislative. Members of Congress.

For compensation and mileage of members of the House of Representatives and Delegates from Territories, three hundred and thirty-five thousand three hundred and fifty-two dollars.

For compensation of Senators, members of the House of Representatives, and Delegates, fifty thousand dollars.

For compensation of the officers and clerks of both houses of Congress, forty-two thousand five hundred and fifty-seven dollars and fifty cents. Officers and clerks.

For the contingent expenses of the Senate, viz: Contingencies of the Senate.

For printing, thirty-five thousand dollars.

For binding, fifteen thousand dollars.

For lithographing, thirteen thousand five hundred dollars.

For books, twelve thousand dollars.

For stationery, five thousand dollars.

For newspapers, two thousand five hundred dollars

For Congressional Globe, six thousand dollars.

For reporting proceednigs, &c., twenty-two thousand dollars.

For messengers, pages, laborers, police, horses, and carryalls, twenty thousand dollars.

For miscellaneous items, nineteen thousand dollars.

For the contingent expenses of the House of Representatives, viz.: Contingencies of the House of Representatives.

For printing and binding, one hundred and twenty-five thousand dollars: *Provided*, That in settling the accounts of Thomas Ritchie, assignee of William M. Belt, for the printing of the thirty-first Congress, one half of the prices given by the joint resolution of eighteen hundred and nineteen, be allowed, not exceeding the amounts that would be paid under the respective contracts, if settled by the prices named in the act passed at the present session in regard to the public printing, estimating the paper at the actual cost thereof, to be paid out of any money in the treasury not otherwise appropriated: *Provided, further*, That the amount to be paid for said printing, over and above the amount which would be paid under the terms and at the rate of the controls for the same, shall not exceed fifty thousand dollars; and for printing the obituary notices of the decease of President Taylor, said contractor shall be paid the actual cost, with a profit of twenty per centum. Accounts of T. Ritchie, and W. M. Belt. Proviso.

For furniture and repairs, three thousand five hundred dollars.

For stationery, eighteen thousand dollars.

For salary of librarian, reading clerk of the House of Representatives, clerk to the Committee of Claims, messengers, pages, and laborers, thirty-eight thousand dollars.

For horses and mail carriages, two thousand five hundred and fifty dollars.

For fuel, oil, and candles, two thousand four hundred dollars.

For newspapers, five thousand dollars.

For engraving and lithographing, twenty-three thousand dollars.

For salary of the Capitol police, three thousand five hundred and sixty dollars.

For alterations, repairs, and other miscellaneous items, thirty thousand dollars.

Library of Congress.

Library of Congress.—For compensation of librarian, two assistant librarians, and messenger, four thousand five hundred dollars.

International exchanges.

1848, ch. 73.

Repealed.

To defray freight and other expenses incurred under the act to regulate the exchange of certain documents and other publications, approved June twenty-sixth, eighteen hundred and forty-eight, the sum of one thousand dollars, and that the said act is hereby repealed.

For purchase of books for said library, and for contingent expenses thereof, and for purchase of furniture for the same, seventy-five thousand dollars.

Exploring expedition.

Green-house.

Proviso.

For continuing the preparation and publication of the works of the Exploring Expedition, including the expenses of the green-house, and for the settlement of arrears due on the erection of said greenhouse, twenty-five thousand dollars: *Provided*, That no part of this appropriation shall be applied to the enlarging of the present or the erection of new buildings.

For purchase of law books for said library, two thousand dollars.

Publication of Jefferson papers.

1848, ch. 166.

For the publication of the Jefferson Papers, under the direction of the Library Committee, in addition to the balance of an unexpended appropriation, three thousand dollars.

Executive.

State Department.

Executive.—For compensation of the President of the United States, twenty-five thousand dollars.

Department of State.—For compensation of the Secretary of State, and the clerks, messenger, and assistant messenger in his office, thirty-three thousand seven hundred dollars.

For incidental and contingent expenses of said Department:

For publishing the laws in pamphlet form, and in the newspapers of the States and Territories, and in the city of Washington, twenty-two thousand three hundred and twenty-five dollars.

For proof-reading, packing, and distributing laws and documents, including cases, labor, and transportation, ten thousand dollars.

For the purchase of such works as are immediately required for the library of the Department of State, two thousand dollars.

For remodeling the library of the Department of State, arranging and classifying the collection, binding the pamphlets which are contained therein, and preparing a catalogue of the same, one thousand dollars.

For stationery, blank-books, binding, labor and attendance, furniture, fixtures, repairs, painting, and glazing, four thousand four hundred dollars.

For printing (letter-press and copper-plate) books and maps, two thousand dollars.

For newspapers, two hundred dollars.

For miscellaneous items, one thousand dollars.

Northeast Executive Building.—For compensation of the superintendent and four watchmen of the North-east Executive Building, two thousand two hundred and fifty dollars.

For contingent expenses of said building, viz.:

For fuel, labor, oil, and repairs, three thousand three hundred dollars. N. E. Executive Building.

Treasury Department.—For compensation of the Secretary of the Treasury and Assistant Secretary of the Treasury, clerks, messenger, and assistant messenger in his office, thirty-three thousand seven hundred and fifty dollars. Treasury Department.

For compensation of the First Comptroller, and the clerks and messenger in his office, twenty-two thousand one hundred and fifty dollars. 1st Comptroller's office.

In 1856, under the "Legislative" category, provision was made first for expenses of the Senate followed by expenses of the House. Under "compensation of others" (other than Senators) there was a designation of a salary for specific positions for the first time. The superintendent of the folding room appeared in the language for the first time as an official position, although the position and function appears to date to the beginning of the present government. Contingent items of the Senate included the following: lithographing and engraving, binding, stationery, newspapers, the Congressional Globe, clerks to committees, pages, Capitol police, heat, ventilation, lights and miscellaneous. This is the first time Capitol police appeared as an expense item for the Senate. The House contingency continued to provide for Capitol police in addition to the Senate.

EXHIBIT 8

CHAP. CLXXV.—*An Act making Appropriations for the Civil and Diplomatic Expenses of Government, for the year ending the thirtieth of June, eighteen hundred and fifty-six, and for other Purposes.*

Be it it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the following sums be, and the same are hereby, appropriated, out of any money in the treasury not otherwise appropriated, for the objects hereafter expressed, for the fiscal year ending the thirtieth of June, one thousand eight hundred and fifty-six, namely:— March 3, 1855.

Legislative.—For compensation and mileage of senators, one hundred and ninety-five thousand seven hundred and ten dollars. Legislative.

For compensation of the officers, clerks, messengers, and others, receiving an annual salary in the service of the Senate, viz: Secretary of the Senate, three thousand six hundred dollars; officer charged with the disbursements of the Senate, four hundred and eighty dollars; principal clerk and principal executive clerk in office of the Secretary of the Senate, at two thousand one hundred and sixty dollars each; eight clerks in office of the Secretary of the Senate, at one thousand eight hundred and fifty dollars each; keeper of the stationery, one thousand seven hundred and fifty-two dollars; two messengers, one at one thousand and eighty dollars, and one at seven hundred and fifty dollars; one page, at five hundred dollars; Sergeant-at-arms and doorkeeper, two thousand dollars; assistant door-keeper, one thousand seven hundred dollars; postmaster to the Senate, one thousand seven hundred and fifty dollars; assistant postmaster and mail-carrier, one thousand four hundred and fifty dollars; two mail-boys, at nine hundred dollars each; superintendent of the document-room, one thousand five hundred dollars; two assistants in document-room, at one thousand two hundred dollars each; superintendent of the folding-room, one thousand five hundred dollars; two messengers, acting as assistant door-keepers, at one thousand five hundred dollars each; fifteen messengers, at one thousand two hundred dollars each; superintendent in charge of Senate furnaces, one thousand and eighty dollars; assistant in charge of furnaces, six hundred dollars; laborer in private passage, six hundred dollars; two Senate officers.

laborers, at four hundred and eighty dollars each; clerk or secretary to the President of the Senate, one thousand seven hundred and fifty-two dollars; draughtsman, two thousand one hundred and sixty dollars; chaplain of Senate, seven hundred and fifty dollars;—making seventy thousand two hundred and eighty-four dollars.

Senate contingencies.

For the contingent expenses of the Senate, viz:

For binding, forty-five thousand dollars.

For lithographing and engraving, forty-five thousand dollars.

For books, five thousand dollars.

For stationery, twelve thousand dollars.

For newspapers, three thousand dollars.

For Congressional Globe, and binding the same, three thousand dollars.

For reporting proceedings, thirteen thousand dollars.

For clerks to committees, pages, police, horses and carryalls, forty-eight thousand dollars.

For miscellaneous iems, twenty thousand dollars.

House.

For compensation and mileage of members of the House of Representatives and delegates from Territories, six hundred and ninety-four thousand nine hundred and seventy-six dollars.

House officers.

For compensation of the officers, clerks, messengers, and others receiving an annual salary, in the service of the House of Representatives, viz: clerk of the House of Representatives, three thousand six hundred dollars; two clerks, at two thousand one hundred and sixty dollars each; seven clerks, at one thousand eight hundred dollars; Sergeant-at-arms, two thousand one hundred and sixty dollars; door-keeper, two thousand one hundred and sixty dollars; postmaster, two thousand one hundred and sixty dollars; messenger, at one thousand seven hundred and fifty-six dollars and eighthy cents; librarian, one thousand eight hundred dollars; reading clerk, one thousand eight hundred dollars; clerk to Committee of Claims, one thousand eight hundred dollars; clerk to Sergeant-at-arms, one thousand eight hundred dollars; five messengers, at one thousand four hundred and forty dollars each; chaplain, seven hundred and fifty dollars;—making forty-three thousand nine hundred and six dollars and eighty cents.

House contingencies.

For the contingent expenses of the House of Representatives, viz:

For binding documents, seventy thousand dollars.

For furniture and repairs, three thousand dollars.

For stationery for members, twelve thousand dollars.

For twenty-one messengers, including superintendent of folding and document rooms, twenty-eight thousand four hundred and thirten dollars and twenty cents.

For horses and carriages, four thousand five hundred dollars.

For fuel, oil, and candles, two thousand five hundred dollars.

For newspapers for members, twelve thousand five hundred dollars.

For engraving and lithographing, fifty thousand dollars.

For Capitol police, five thousand four hundred and ninety dollars.

For miscellaneous items, thirty thousand dollars.

For messenger in charge of hall, one thousand seven hundred and forty dollars.

For two messengers in Clerk's office, three thousand six hundred dollars.

For saddle horses, six hundred and fifty dollars.

For laborers, two thousand five hundred dollars.

For pages, five thousand nine hundred and thirty-six dollars.

For folding documents, including pay of folders, folding-paper, twine, and paste, twenty thousand dollars.

For compensation of draughtsman and clerks, per resolution of the fourth May, one thousand eight hundred and forty-eight, nine thousand dollars.

F. W. Lander.

For compensation to F. W. Lander, civil engineer, for furnishing report of his reconnaissance for a railroad route from Washington and Oregon Territory, by the way of Fort Hall, to Salt Lake, five thousand dollars.

Library of Congress.—For compensation of librarian, three assistant librarians, and messenger, nine thousand dollars.

For contingent expenses of said library, one thousand dollars.

For purchase of books for said library, five thousand dollars.

Library.

For purchase of law-books for said library, two thousand dollars.

Paper.

For paper required for the printing of the first session of the thirty-fourth Congress, one hundred and fifty-six thousand four hundred and eight dollars.

Printing.

For printing required for the first session of the thirty-fourth Congress, one hundred and fifteen thousand dollars: *Provided*, That the printed sheets for the finer description of books authorized by either house of Congress, shall be dry-pressed before being bound, whenever, in the opinion of the Joint Committee on Printing, it is deemed necessary; the cost thereof not to exceed the sum of fifty cents per ream medium.

Executive.

Executive. For compensation of the President of the United States, twenty-five thousand dollars.

For compensation to secretary to sign patents for lands, one thousand five hundred dollars.

State Department.

Department of State.—For compensation of the Secretary of State, and Assistant Secretary of State, clerks, messenger, assistant messenger, and laborers in his office, fifty-two thousand six hundred and ninety-two dollars.

For the Incidental and Contingent Expenses of said Department.—For publishing the laws in pamphlet form, and in the newspapers of the States and Territories and in the city of Washington, nineteen thousand seven hundred and twenty-five dollars.

For proof-reading, packing, additional compensation to packer, and distributing laws and documents, including cases, labor, and transportation, fifteen thousand two hundred dollars. * * *

Changes in funding

In 1860 the title of the appropriations act was changed to "An Act making appropriations for the Legislative, Executive, and Judicial Expenses of the Government." During the next few years changes in the appropriations language disclosed changes in funding or funding of new items. For example, in 1865 the "Capitol police" appeared as a Senate expense item under the category "compensation of officers, clerks, messengers and others" rather than under contingencies. Capitol police were listed under the Sergeant at Arms. In 1867 the Sergeant at Arms was given authority to make regulations necessary for protecting the Capitol and Senate Buildings. However, the appropriation act of 1867 again showed "Capitol police" as a funded item under contingencies, and the language under "compensation of officers . . ." designated a salary for a special policeman. Since 1878 the Sergeant at Arms has had responsibility for protecting the Senate side of the Capitol. In 1885 funding for the Capitol police was provided for under a separate heading.

An example of new funding is the provision for joint committee contracts for reporting debates included in the appropriations act of 1869.

Changes in structure

In 1870 there was a further break in the structure of the appropriations act. The "Legislative" category had separate sections entitled "Senate" and "House of Representatives." The Senate section provided funds for repairs to the Capitol which were to be made under the direction of the Architect.

In 1870 the contingency line item provided for clerks and in 1871 for both clerks and pages. In 1875 an amount of $25,000 was specified for clerks to committees but pages were specified to be fourteen in number.

EXHIBIT 9

CHAP. CXXI.—*An Act making Appropriations for the Legislative, Executive, and Judicial Expenses of the Government for the Year ending the thirtieth of June, eighteen hundred and seventy.*

Legislative, executive, and judicial expense appropriation.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the following sums be, and the same are hereby, appropriated, out of any money in the treasury not otherwise appropriated, for the objects hereinafter expressed, for the fiscal year ending the thirtieth of June, eighteen hundred and seventy, namely:

LEGISLATIVE.

Legislative. Pay and mileage of senators, officers, clerks, &c.

Senate.—For compensation and mileage of senators, four hun- thousand dollars in addition to any unexpended balance of appropriation for that purpose in the treasury.

For compensation of the officers, clerks, messengers, and others receiving an annual salary in the service of the Senate, viz: secretary of the Senate, four thousand three hundred and twenty dollars; officer charged with disbursements of the Senate, five hundred and seventy-six dollars; chief clerk, three thousand dollars; principal clerk and principal executive clerk in the office of secretary of the Senate, at two thousand five hundred and ninety-two dollars each; eight clerks in office of the secretary of the Senate at two thousand two hundred and twenty dollars each; keeper of the stationery, two thousand one hundred and two dollars and forty cents; two messengers, at one thousand two hundred and ninety-six dollars each; one page, at seven hundred and twenty dollars; sergeant-at-arms and doorkeeper, two thousand four hundred dollars; assistant doorkeeper, two thousand and forty dollars; postmaster to the Senate, two thousand one hundred dollars; assistant postmaster and mail-carrier, one thousand seven hundred and twenty-eight dollars; two mail boys at one thousand two hundred dollars each; superintendent of the document room, one thousand eight hundred dollars; two assistants in document room at one thousand four hundred and forty dollars each; superintendent of the folding room, one thousand eight hundred dollars; three messengers, acting as assistant doorkeepers, at one thousand eight hundred dollars each; seventeen messengers, at one thousand four hundred and forty dollars each; secretary to the President of the Senate, two thousand one hundred and two dollars and forty cents; clerk to the committee on finance, two thousand two hundred and twenty dollars; clerk to the committee on claims, two thousand two hundred and twenty dollars; clerk of printing records. two thousand two hundred and twenty dollars; clerk to committee on appropriations, two thousand two hundred and twenty dollars; superintendent in charge of the furnaces, one thousand four hundred and forty dollars; assistant in charge of furnaces, eight hundred and sixty-four dollars; laborer in charge of private passages, eight hundred and sixty-four dollars: two laborers at eight hundred and sixty-four dollars each; chaplain to the Senate, nine hundred dollars; one special policeman, one thousand dollars; making in all one hundred and one thousand and sixty dollars and eighty cents.

Contingent expenses.

For contingent expenses of the Senate, viz:

Stationery and newspaper.

For stationery and newspapers for seventy-four senators, at the rate of one hundred and twenty-five dollars each per annum, nine thousand two hundred and fifty dollars.

For stationery, eight thousand dollars.

Clerks to committees, &c.

For clerks to committees, pages, horses and carryalls, twenty-five thousand dollars.

Heating and ventilation.

For expenses of heating and ventilating apparatus, including coal, wood, and labor, twenty-five thousand dollars.

For plumbing, gas-fitting, and labor, five thousand dollars.

For furniture and repairs, ten thousand dollars.

For additional laborers and messengers, seven thousand five hundred dollars.

For folding documents and materials, twenty thousand dollars.

For miscellaneous items, thirty thousand dollars.

Additions, repairs, &c. of Capitol building to be made under whose supervision and how paid for.

Purchase of furniture and carpets.

For packing-boxes for the Senate, ten dollars' worth for each member, seven hundred and forty dollars: *Provided*, That all improvements, alterations, additions, and repairs of the Capitol building shall hereafter be made by the direction and under the supervision of the architect of the Capitol extensions, and the same shall be paid for out of the appropriations for the said extensions and from no other appropriation; and that no furniture or carpets for either house shall hereafter be purchased without the written order of the chairman of the committee to audit and control the contingent expenses of the Senate, for the Senate, or without the written order of the chairman of the committee on accounts of the House of Representatives, for the House.

Capitol police.

Capitol Police.—For one captain, two thousand and eighty-eight dollars; two lieutenants, at one thousand eight hundred dollars each; thirty privates, at one thousand five hundred and eighty-four dollars each; twelve watchmen, at one thousand dollars each; making, in all, sixty-five thousand one hundred and sixty dollars, one half to be paid into the contingent fund of the House of Representatives, and the other half to be paid into the contingent fund of the Senate.

Into what funds to be paid.

Pay and mileage of representatives, and delegates;

of officers, clerks, &c.

House of Representatives.—For compensation and mileage of members of the House of Representatives and delegates from Territories, one million five hundred thousand dollars.

For compensation of the officers, clerks, messengers, and others receiving an annual salary in the service of the House of Representatives, viz: clerk of the House of Representatives, four thousand three hundred and twenty dollars; chief clerk and one assistant clerk, at two thousand five hundred and ninety-two dollars each; twelve assistant clerks, librarian and assistant librarian, at two thousand one hundred and sixty dollars each; one chief messenger, and clerk to the speaker, at five dollars and seventy-six cents per day each; for three messengers, at one thousand four hundred and forty dollars each; one messenger in the House library, one thousand and ninety-five dollars; one engineer eighteen hundred dollars; three assistant engineers, at one thousand four hundred and forty dollars each; six firemen, at two dollars and forty cents each per day; for clerk to the committee of ways and means, two thousand five hundred and ninety-two dollars; clerk to committee on appropriations, two thousand five hundred and ninety-two dollars; clerk to committee on claims, two thousand one hundred and sixty dollars; sergeant-at-arms, two thousand five hundred and ninety-two dollars; clerk to sergeant-at-arms, two thousand five hundred dollars; clerk to committee on public lands, two thousand one hundred and sixty dollars; messenger to sergeant-at-arms, one thousand four hundred and forty dollars; doorkeeper, two thousand five hundred and ninety-two dollars: first assistant doorkeeper, two thousand five hundred and ninety-two dollars; postmaster, two thousand five hundred and ninety-two dollars; first assistant postmaster, two thousand and * * *

In 1874 the appropriation language appeared in paragraph form without structural breaks for legislative items. For example, Senate expenses appeared first, followed by compensation for the President,

Vice President, Chief Justice, and the Cabinet which was in turn followed by expense items for the House of Representatives.

In 1875 the appropriation act again showed structural breaks, Senate expenses were detailed by the following line items:

For compensation of Senators;
For mileage of Senators;
For compensation of officers, clerks, messengers and others; and
For contingencies.

Mlieage and compensation for Senators were treated as separate items.

The 1876 appropriation act specified that pages could be appointed and removed by the Sergeant at Arms with the approval of the Committee to Audit and Control the Contingent Expenses of the Senate.

Inquiries and investigations

In 1882 the contingency line item provided for (in addition to other items) expenses of special and select committees. In 1883 the contingency item provided for expenses of special and select committees and for Inquiries and Investigations.

In 1888 the appropriation language stipulated that contingent payments were to be sanctioned by the Committee on Audit and Control of the Contingent Expenses of the Senate. The Legislative Reorganization Act of 1946 gave the Committee on Rules and Administration authority over all matters relating to payments from the contingent fund of the Senate.

Change in line items

The 1886 appropriation act was the first to specify the Office of the Vice President as such. Prior to this the position of a Secretary to the Vice President was first specified in 1877, and in 1881 funding for a messenger to the Vice President's room was added. Under the Sergeant at Arms the detail included a Postmaster, Superintendent Document Room, and Superintendent Folding Room. Specifically, the appropriation structure for Senate expenses had six major categories or line items with some detailing.

For compensation of Senators;
For mileage of Senators;
For compensation of officers, clerks, messengers and others in the service of the Senate:
Office of the Vice President,
Chaplain,
Office of the Secretary (of the Senate),
Clerks to messengers and committees,
Office of the Sergeant at Arms and Doorkeeper,
Post Office,
Document Room,
Folding Room;
Clerks to committees;
Clerks to Senators who are not chairmen of committees,
Contingent expenses of the Senate

This appropriation structure remained basically the same through 1923.

EXHIBIT 10

CHAP. 343.—An act making appropriations for the legislative, executive, and judicial expenses of the Government for the fiscal year ending June thirtieth, eighteen hundred and eighty-six, and for other purposes. *March 3, 1885.*

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the following sums be, and the same are hereby, appropriaed, out of any money in the Treasury not otherwise appropriated, in full compensation for the service of the fiscal year ending June thirtieth, eighteen hundred and eighty-six for the objects hereinafter expressed, namely: Legislative, executive, and judicial appropriations for year ending June 30, 1886.

LEGISLATIVE

SENATE

For compensation of Senators, three hundred and eighty thousand dollars. Compensation of Senators.

For mileage of Senators, thirty-three thousand dollars. Mileage.

For compensation of the officers, clerks, messengers, and others in the service of the Senate, three hundred and forty-four thousand one hundred and thirteen dollars and ten cents. Compensation of officers, clerks, and others receiving annual salaries in service of Senate.

OFFICE OF THE VICE-PRESIDENT.—For secretary to the Vice-President, two thousand one hundred and two dollars and forty cents; for messenger, to be appointed by the Vice-President, one thousand four hundred and forty dollars; telegraph operator, one thousand two hundred dollars; in all, four thousand seven hundred and forty-two dollars and forty cents. Secretary to Vice-President.

For Chaplain of the Senate, nine hundred dollars. Chaplain.

OFFICE OF THE SECRETARY.—For secretary of the Senate, four thousand five hundred dollars, including compensation as disbursing officer of the contingent fund of the Senate, and for compensation as disbursing officer of salaries of Senators, three hundred and ninety-six dollars; hire of horse and wagon for the Secretary's office, one thousand two hundred dollars; chief clerk and financial clerk, at three thousand dollars each; principal executive clerk, principal clerk, minute and journal clerk, and enrolling clerk, two thousand five hundred and ninety-two dollars each; assistant financial clerk, two thousand four hundred dollars; librarian, two thousand two hundred and twenty dollars; assistant librarian, one thousand four hundred and forty dollars; five clerks, at two thousand two hundred and twenty dollars each; five clerks, at two thousand one hundred dollars each; keeper of stationery, two thousand one hundred and two dollars and forty cents; assistant keeper of stationery, one thousand eight hundred dollars; one assistant in the stationery room, one thousand dollars; two messengers, one thousand four hundred and forty dollars each; five laborers, seven hundred and twenty dollars each; one page, at two dollars and fifty cents per day; in all, sixty-two thousand four hundred and eighteen dollars and ninety cents. Scretary of the Senate, etc.

CLERKS AND MESSENGERS TO COMMITTEE.—For clerk of printing records, two thousand two hundred and twenty dollars: clerk to the Committee on Appropriations, three thousand dollars; assistant clerk to the Committee on Appropriations, one thousand six hundred dollars; messenger to the Committee on Appropriations, to be appointed by the committee one thousand four hundred and forty dollars; clerk and stenographer to the Committee on Finance, two thousand five hundred dollars; clerk to the Committee on Claims, clerk to the Committee on Commerce, clerk to the Committee on the Judiciary, clerk to the Committee on Private Land Claims, clerk to the Committee on Pensions, clerk to the Committee on Military Affairs, clerk to the Committee on Post-Offices and Post Roads, clerk to the Committee on the District of Columbia, clerk to the Committee on Naval Affairs, clerk to the Joint Committee clerks, etc.

Committee on the Library, clerk to the Committee on the Census, clerk to the Committee on Foreign Relations, clerk to the Committee on Public Lands, clerk to the Committee on Indian Affairs, clerk to the Committee to Audit and Control the Contingent Expenses of the Senate, at two thousand two hundred and twenty dollars each; assistant clerk to the Committee on Pensions, one thousand four hundred and forty dollars; and seven messengers, at the rate of one thousand four hundred and forty dollars per annum, for the following committees, namely: Finance, Post-Offices, and Post Roads, Pensions, Claims, District of Columbia, Judiciary, Engrossed Bills, and Military Affairs; in all, fifty-seven thousand and twenty dollars.

Sergeant-at-Arms.
Doorkeeper and assistants.

OFFICE OF SERGEANT-AT-ARMS AND DOORKEEPER.—For Sergeant-at-Arms and Doorkeeper, four thousand three hundred and twenty dollars; for one horse and wagon for his use, six hundred dollars; for clerk to Sergeant-at-Arms, two thousand dollars; assistant doorkeeper, two thousand five hundred and ninety-two dollars; acting assistant doorkeeper, two thousand five hundred and ninety-two dollars; three messengers, acting as assistant doorkeepers, one thousand eight hundred dollars each; one assistant messenger on the floor of the Senate, one thousand two hundred dollars; upholsterer and locksmith, one thousand four hundred and forty dollars; four riding pages, at nine hundred and twelve dollars and fifty cents each; Postmaster to the Senate, two thousand two hundred and fifty dollars; assistant postmaster and mail carrier, two thousand and eighty-eight dollars; one clerk in the post-office, one thousand eight hundred dollars; five mail carriers, at one thousand two hundred dollars each; superintendent of the document-room (Amzi Smith), two thousand five hundred and ninety-two dollars; two assistants in document-room, at one thousand four hundred and forty dollars each; one clerk to the superintendent of the document-room, one thousand four hundred and forty dollars; one page in the document-room, seven hundred and twenty dollars; superintendent of the folding-room, two thousand one hundred and sixty dollars; one assistant in the folding-room, one thousand two hundred dollars; one clerk in the folding-room, one thousand dollars; one foreman in the folding-room, one thousand two hundred dollars; six folders, at three dollars per day while actually employed, six thousand five hundred and seventy dollars; twenty-seven messengers, at one thousand four hundred and forty dollars each; messenger in charge of store-room, one thousand two hundred dollars; messenger to the official reporters' room, one thousand four hundred and forty dollars; chief engineer, two thousand one hundred and sixty dollars; three assistant engineers, at one thousand four hundred and forty dollars each; conductor of elevator, one thousand two hundred dollars; two firemen, at one thousand and ninety-five dollars each; one fireman, at one thousand and eighty dollars; three laborers in the engineer's department, at seven hundred and twenty dollars each; one laborer in charge of the private passage, eight hundred and forty dollars; female attendant in charge of ladies' retiring-room, seven hundred and twenty dollars; one telephone operator, seven hundred and twenty dollars; ten skilled laborers, at one thousand dollars each; fourteen laborers, at seven hundred and twenty dollars each; two janitors, at nine hundred dollars each; twelve laborers, during the session, at the rate of seven hundred and twenty dollars each per annum; for fifteen pages for the Senate Chamber, including one telephone page, at the rate of two dollars and fifty cents per day each during the session; in all, one hundred and forty seven thousand eight hundred and one dollars and eighty cents.

Postmaster, etc., to the Senate.

Clerks to committees.

For twenty-five clerks to committees, at six dollars per day during the session, thirty-one thousand eight hundred dollars.

Clerks to Senators.

For clerks to senators who are not chairmen of committees, at six dollars per day during the session, thirty-nine thousand four hundred and thirty-two dollars.

Contingent expenses. Items.

For contingent expenses of the Senate, namely:

For stationery and newspapers, including six thousand dollars for stationery for committees and officers of the Senate, fifteen thousand five hundred dollars.

For postage-stamps for the office of the Secretary of the Senate, one hundred dollars; for the office of the Sergeant-at-arms, one hundred dollars; in all, two hundred dollars.

Horses and mailwagons.

For expenses of maintaining and equipping horses and mail-wagons for carrying the mails, three thousand five hundred dollars.

Materials for folding.

For materials for folding, four thousand five hundred dollars.

Miscellaneous.

For folding speeches and pamphlets, at a rate not exceeding one dollar per thousand, two thousand five hundred dollars.

For fuel and oil and cotton-waste for the heating apparatus, eight thousand dollars; for furniture and repairs of furniture ten thousand dollars; for packing-boxes, seven hundred and seventy dollars; for miscellaneous items, exclusive of labor, including five thousand dollars for rent of Senate Committee rooms, fifteen thousand dollars; and for expenses of inquiries and investigations ordered by the Senate, including compensation to stenographers to committees, at such rate as may be fixed by the Committee to Audit and Control the Contingent Expenses of the Senate, but not exceeding one dollar and fifty cents per printed page, twenty-five thousand dollars; in all, fifty-eight thousand seven hundred and seventy dollars.

For reporting the debates and proceedings of the Senate, twenty-five thousand dollars, payable in equal monthly installments.

Clerical assistance to Senators

The 1886 act was the first to provide for clerks to Senators who were not chairmen of committees. This was in addition to clerks for committees which had been specified as to number or amount of funds in the appropriation language since the 1856 act. In 1886 the appropriation language provided for twenty-five clerks to committees and $39,432 for clerks to Senators who were not committee chairmen. The amount for clerks to Senators varied from year to year. For example, $23,232 was provided in 1887, $40,896 in 1888, $23,232 in 1889, $36,888 in 1890, and $21,788 in 1891. In 1892 the dollar amount was dropped and the language referred to thirty-nine clerks to Senators who were not chairmen of committees. This was in addition to the twenty-three clerks to committees specified for that year.

The 1910 appropriation language provided for assistant clerks authorized by Senate resolutions to be paid from "Miscellaneous items, Contingent Expenses of the Senate." The appropriation act of 1915 repealed this and all other "Senate resolutions passed prior to July 1, 1914 authorizing payment for clerical and messenger services from the contingent fund of the Senate.

In 1920 the appropriation act included an additional line item for "Clerical Assistance to Senators" who were not chairmen of committees under the heading "Compensation of officers, clerks, messengers and others in the service of the Senate" rather than under contingencies.

Separate appropriations

In 1923 there was a major change in the appropriation structure. Seperate appropriation acts were approved for the executive, legislative, and judicial branches. With this change the appropriation act

basically assumed its current form and title, "An Act making appropriations for the Legislative Branch. . ." Separate sections were devoted to expense items for the Senate, House of Representatives, Architect, etc.

Provision for allowances

The 1943 appropriation act included language providing for long-distance telephone calls to be paid for under Contingent Expenses according to regulations prescribed by the Committee to Audit and Control Contingent Expenses of the Senate. Ten calls per month were allowed from Washington, D.C., for each Senator. This was the beginning of the specification of allowances in the appropriations language.

The 1944 appropriation act included language under the item "clerical assistance to Senators" which allowed Senators to change the number of their employees and rearrange the schedule of basic salaries so long as the aggregate dollar total or the "not to exceed" levels were not exceeded.

The 1946 language provided (1) funds for long-distance phone calls, aggregating not more than 130 minutes, to and from Washington; and (2) $300 to each Senator for official long-distance telephone calls "originating and determining outside of Washington, D.C."

New provisions

The 1946 first supplemental appropriations act established the Majority and Minority Policy Committees and provided funds for the purchase, exchange, driving, maintenance, and operation of automobiles for the Majority and Minority Leaders under Contingent Expenses.

The 1948 appropriations act had some minor changes in structure. The first Senate appropriation category was titled "Salaries, Mileage and Expenses of Senators," the second was "Salaries, Officers and Employees." In this appropriation, compensation of the Vice President was included under the line item for Office of the Vice President. Conference Committee salaries were included as a separate line item. The third appropriation was "Contingent Expenses of the Senate." New items under this appropriation were funding for additional committee staff approved in the 1946 Legislative Reorganization Act and Salaries and Expenses of the Policy Committees.

EXHIBIT 11

July 17, 1947
[H. R. 3993]
[Public Law 197]

AN ACT Making appropriations for the Legislative Branch for the fiscal year ending June 30, 1948, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the following sums are appropriated, out of any money in the Treasury not otherwise appropriated, for the Legislative Branch for the fiscal year ending June 30, 1948, namely:

SENATE

SALARIES, MILEAGE, AND EXPENSES OF SENATORS

For compensation of Senators, $1,200,000.

For mileage of the President of the Senate and of Senators, $51,000.

For expense allowance of Senators, $240,000.

SALARIES, OFFICERS AND EMPLOYEES

For compensation of officers, employees, clerks to Senators, and others, as authorized by law, including increased and additional compensation provided by the "Federal Employees Pay Act of 1945", as amended by the "Federal Employees Pay Act of 1946", as follows:

OFFICE OF THE VICE PRESIDENT

For compensation of the Vice President of the United States, $20,000.

For clerical assistance to the Vice President, at rates of compensation to be fixed by him, $32,385.

CHAPLAIN

Chaplain of the Senate, $2,520.

OFFICE OF THE SECRETARY

For office of the Secretary, $306,815: *Provided*, That the basic lump sum for additional clerical assistance and readjustment of salaries in the disbursing office is increased by $2,520: *Provided further*, That the basic annual rates of compensation for the following positions shall be: Printing clerk, $5,000; keeper of stationery, $4,000; librarian, $4,000; clerk, $3,000 in lieu of clerk, $2,760; assistant at press door, $2,520 in lieu of $2,400; coordinator, joint recording facility, $6,660.

COMMITTEE EMPLOYEES

For professional and clerical assistance to standing committees, $1,335,785.

CONFERENCE COMMITTEES

For clerical assistance to the Conference of the Majority, at rates of compensation to be fixed by the chairman of said committee, $26,380.

For clerical assistance to the Conference of the Minority, at rates of compensation to be fixed by the chairman of said committee, $26,380.

ADMINISTRATIVE AND CLERICAL ASSISTANTS TO SENATORS

For administrative and clerical assistants and messenger service for Senators, $4,482,555.

OFFICE OF SERGEANT AT ARMS AND DOORKEEPER

For office of Sergeant at Arms and Doorkeeper, $775,850: *Provided*, That the salaries of pages shall cover the periods from July 1 to July 31, 1947, inclusive, and from January 1 to June 30, 1948, inclusive, at the basic salary rate of $1,800 per annum each: *Provided further*, That the following positions are abolished: Clerk on Journal work for Congressional Record to be selected by the Official Reporters, $3,360; messenger, $2,140; three female attendants in charge of ladies' retiring rooms, Senate Office Building, at $1,560 each; laborer in charge of Senate toilet rooms in old library space, $1.260; *Provided further*, That the rates of basic annual compensation for the following positions shall be: Clerk, $3,480 in lieu of clerk, $3,300; clerk, $3,300 in lieu of clerk, $3,120; superintendent, Periodical Press Gallery, $3,660; assistant postmaster, $4,140; messengers (acting as assistant doorkeepers)—four at $2.560 each in lieu of three at $2,560 each; cabinetmakers—chief, $3,080; two at $2,460 each; finisher, $2,460; upholsterer, $2,460; janitors—chief, $3,200; assistant, $1,860; female attendants in charge of ladies' retiring rooms—two at

$1,560 each in lieu of four at $1,560 each; laborers—twenty-seven at $1,320 each in lieu of twenty-six at $1,320 each; four at $540 each in lieu of three at $540 each.

OFFICES OF THE SECRETARIES FOR THE MAJORITY AND THE MINORITY

For the offices of the secretary for the majority and the secretary for the minority, heretofore included under the office of the Sergeant at Arms, $43,120.

CONTINGENT EXPENSES OF THE SENATE

Legislative reorganization: For salaries and expenses, legislative reorganization, including the objects specified in Public Law 663, Seventy-ninth Congress, $100,000.

Senate policy committees: For salaries and expenses of the Majority Policy Committee and Minority Policy Committee, $41,000 for each such committee; in all, $82,000.

Joint Committee on the Economic Report: For salaries and expenses of the Joint Committee on the Economic Report, as authorized by Public Law 304, Seventy-ninth Congress, $70,000.

Joint Committee on Atomic Energy: For salaries and expenses of the Joint Committee on Atomic Energy, including the objects specified in Pub'ic Law 20, Eightieth Congress, $150,000.

Joint Committee on Printing: For salaries for the Joint Committee on Printing, $19.710, and for expenses of compiling, preparing, and indexing the Congressional Directory, $1,600; in all, $21,310.

Vice President's Automobile: For purchase, exchange, driving, maintenance, and operation of an automobile for the Vice President, $5,000.

Automobiles for majority and minority leaders: For purchase, exchange, driving, maintenance, and operation of two automobiles, one for the majority leader of the Senate, and one for the minority leader of the Senate, $10,000.

Reporting Senate proceedings: For reporting the debates and proceedings of the Senate, payable in equal monthly installments, $100,260.

Furniture: For services in cleaning, repairing, and varnishing furniture, $2,760.

Furniture: For materials for furniture and repairs of same, exclusive of labor, and for the purchase of furniture, $12,000.

Inquiries and investigations: For expenses of inquiries and investigations ordered by the Senate or conducted pursuant to section 134 (a) of Public Law 601, Seventy-ninth Congress, including compensation for stenographic assistance of committees at such rates and in accordance with such regulations as may be prescribed by the Committee on Rules and Administration, but not exceeding the rate of 25 cents per hundred words for the original transcript of reported matter; and including $50,000 for the Committee on Appropriations for the purposes mentioned in Senate Resolution Numbered 193, agreed to October 14, 1943, and Public Law 20, Eightieth Congress, $650,000: *Provided*, That no part of this appropriation shall be expended for per diem and subsistence expenses, except in accordance with the provisions of the Subsistence Expense Act of 1926, approved June 3, 1926, as amended.

Folding documents: For folding speeches and pamphlets at a basic rate not exceeding $1 per thousand, $25,000.

Materials for folding: For materials for folding, $1,500.

Fuel, and so forth: For fuel, oil, cotton waste, and advertising, exclusive of labor, $2,000.

Senate restaurants: For payment to the Architect of the Capitol in accordance with the Act approved September 9, 1942 (Public Law 709, Seventy-seventh Congress), $45,000.

Motor vehicles: For maintaining, exchanging, and equipping

motor vehicles for carrying the mails and for official use of the offices of the Secretary and Sergeant at Arms, $9,560.

Miscellaneous items: For miscellaneous items, exclusive of labor, $626,765.

Packing boxes: For packing boxes, $3,000.

Postage stamps: For office of Secretary, $350; office of Sergeant at Arms, $150; in all, $500.

Air-mail and special-delivery stamps: For air-mail and special-delivery stamps for Senators and the President of the Senate as authorized by law, $10,250.

Stationery: For stationery for Senators and for the President pro tempore of the Senate, including $7,500 for stationery for committees and offices of the Senate, $46,300.

Rent: For rent of warehouse for storage of public documents from July 1 to November 30, 1947, $2,645.

Salaries or wages paid out of the foregoing items under "Contingent expenses of the Senate" shall be computed at basic rates as authorized by law, plus increased and additional compensation as provided by the "Federal Employees Pay Act of 1945", as amended by the "Federal Employees Pay Act of 1946".

HOUSE OF REPRESENTATIVES

Salaries, Mileage, and Expenses of Members

For compensation of Members of the House of Representatives, Delegates from Territories, and the Resident Commissioner from Puerto Rico, $5,482,500.

For mileage and expense allowance of Members of the House of Representatives. Delegates from Territories, and the Resident Commissioner from Puerto Rico, as authorized by law, $1,266,000.

Salaries, Officers and Employees

For compensation of officers and employees, as authorized by law, including increased and additional compensation provided by the "Federal Employees Pay Act of 1945", as amended by the "Federal Employees Pay Act of 1946", as follows:

OFFICE OF THE SPEAKER

For Office of the Speaker, $38,000.

THE SPEAKER'S TABLE

For the Speaker's table, including $1,000 for preparing Digest of the Rules, $24,120: *Provided*, That the salary of the Assistant Parliamentarian shall be at the basic rate of $4,000 and $3,000 additional so long as the position is held by the present incumbent.

CHAPLAIN

For the Chaplain, $3,750.

In 1950 the title of the first appropriation category was changed to "Salaries and Expense Allowances of Senators, Mileage of the President of the Senate and of Senators and Expense Allowances of the Vice President." Compensation of the Vice President was still paid from the "Salaries, Officers and Employees" appropriation under "Office of the Vice President." It was in this act that the Contingent Expenses Appropriation included language providing for an automobile for the President Pro Tempore.

Treatment of allowances in the language

During the 1950's and 1960's, the various allowances to Senators for telephone costs, state office expenses, travel, etc. appeared either in (1)

the language of the "Contingent Expenses" appropriation under the specific line item for which the funding was specified; or (2) in the Administrative Provisions. These was no consistent treatment of this in the language. When the allowances appeared in the Administrative Provisions, the formulas were often detailed. The 1977 appropriation act shows a deletion of all Administrative Provisions. These provisions have all been made law and now appear in title 2 of the U.S. Code.

In 1955 the title of the first appropriation was changed again to include "Expense Allowances for the Majority and Minority Leaders" along with the Senators' and Vice President's salary and allowances.

In 1956 the contingency appropriation was made available for reimbursement of mileage of 10 cents per mile. Senators were allowed one round-trip to their home state and two round-trips for employees. No contingency funds were to be spent on per diem or subsistence.

The Stationery Revolving Fund first appeared as a line item under Contingent Expenses in 1958. Separate dollar amounts were shown for Senators' and Committee Stationery. Since January 1, 1973, stationery for Senators has been included in their consolidated allowance.

Office of Legislative Counsel

The 1958 appropriation act included a new appropriation for the "Office of Legislative Counsel of the Senate." This appropriation provided funds for salaries and other expense items for the Legislative Counsel. Only such costs as telephone and stationery are funded from the contingency appropriation. Since 1958 this fourth appropriation has been included in the structure.

Commission on Art and Antiquities

The Commission on Art and Antiquities of the Senate appeared in the language for the first time in 1970. Funding was provided under "Miscellaneous" items in the contingency appropriation. Subsequent acts showed only total funds for "Miscellaneous" with no detail. The Secretary of the Senate appoints and pays the compensation of the Curator of Art and Antiquities from the "Salaries, Officers and Employees" Appropriation.

Benefits and longevity

Agency contributions for benefits and longevity compensation were provided for in the 1974 appropriation language as an additional line item in the "Salaries, Officers and Employees Appropriation." Prior to 1974 benefits and longevity compensation were paid from unused balances in the "Salaries" line items. In 1974 the 1/12 rule was applied to salary expenditures with the stipulation that monthly surpluses could be used in succeeding months. This change resulted in flexibility to Senators who are now able to use cumulative availabilities but resulted in a loss of flexibility to the Disbursing Office since surpluses could no longer be counted on to be available for payment of benefits and longevity.

Legislative assistance

The 1976 appropriation act included an additional line item in the "Salaries, Officers and Employees" appropriation for "Legislative Assistance to Senators." Under this item funding was provided for additional staff to Senators in support of Committee duties according to the requirements specified in Senate Resolution 60, 94th Congress, agreed to June 12, 1975.

CITATIONS OF STATUTORY AUTHORITY IN SUPPORT OF THE SENATE APPROPRIATION LANGUAGE IN THE 1976 BUDGET

By Gayle Condon

Until 1842 no legal authority for programs or funding existed outside the appropriations acts. On August 26, 1842, the Congress approved "An Act legalizing and making appropriations for such necessary objects as have usually been included in general appropriation bills without the authority of law. . . ." This act provided the first authorizing authority for the appropriations.

Authorizations supporting the Senate's appropriations are currently found in the U.S. Code, the Statutes, and Senate Resolutions. In some cases the appropriation language is not legally supported by authorizations, and the language is therefore the only authority.

The following paper pulls the authorizations together in a central reference document. Cited are the legal authorizations for the three distinct Senate appropriations: (1) Compensation and mileage of the Vice President, Senators and Leaders; (2) Salaries, Officers and Employees; and (3) Salaries and Expenses, Office of Legislative Counsel. The authorizations for the various Contingent Fund appropriations are also cited, and explanations are provided for the categories of funding within the Miscellaneous Items appropriation. Where legal citations could not be found, the historical background for the appropriation language is provided. No attempt was made to document authorizations for the jointly funded items.

In some cases the legal authority cited is no longer applicable, or there are duplicate authorities in the law. Where possible, these items are footnoted. Periodic reviews need to be made of the authorizations for Senate appropriations and activities and amendments to the laws legislated as appropriate.

Compensation and Mileage of the Vice President and Senators and Expense Allowances of the Vice President and Leaders of the Senate

Compensation and Mileage of the Vice President and Senators

For compensation and mileage of the Vice President and Senators of the United States,

3 U.S.C. 104—"The per annum rate as salary of the Vice President of the United States shall be $62,500 to be paid monthly." (83 Stat. 106)

Article I, Section 6, Constitution—"The Senators and Representatives shall receive a Compensation for their Services . . ."

2 U.S.C. 31—"Compensation of Senators . . . shall be at the rate of . . ."

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2 U.S.C. 33—"Senators elected, whose term of office begins on the 3rd day of January, and whose credentials in due form of law shall have been presented in the Senate, may receive their compensation monthly from the beginning of their term . . ."

2 U.S.C. 36—"Salaries of Senators appointed to fill vacancies in the Senate shall commence on the day of their appointment and continue until their successors are elected and qualified . . . when Senators have been elected during a sine die adournment . . . to succeed such appointees, the salaries of such Senators . . . shall commence on one day following their election . . ."

Article I, Section 3, of the Constitution—"The Senate shall chuse their other Officers, and also a President pro tempore, in the absence of the Vice President, or when he shall exercise the Office of the President of the United States." The first President pro tempore was elected on April 6, 1789.

2 U.S.C. 31—"The compensation of the President Pro Tempore of the Senate shall be at the rate of . . ."

2 U.S.C. 32—"Whenever there is no Vice President, the President Pro tempore of the Senate for the time being is entitled to the compensation provided by law for the Vice President."

2 U.S.C. 43—"Each Senator . . . shall receive mileage at the rate of . . . to be estimated by the nearest route usually traveled in going to and returning from each regular session."

2 U.S.C. 43a—". . . the President Pro Tempore of the Senate shall be paid mileage at the same rate and in the same manner as now allowed by law to the Senators . . ."

P.L. 79–601—"Legislative Reorganization Act of 1946," provided in Title VI for "Compensation and Retirement Pay" under the Civil Service Retirement Act of May 29, 1930 to be applicable to Senators upon their written request.

2 U.S.C. 40a—"Whenever a Senator . . . shall fail to pay sums due . . . the appropriate committee . . . shall certify such delinquent sum or sums . . . to the secretary of the Senate . . . (who is) authorized and directed . . . to deduct from any salary, mileage, or expense money due . . . such certified amounts . . . as the balances due such delinquent may cover . . ."

2 U.S.C. 48—Salary and mileage accounts of Senators shall be certified by the President of the Senate . . ."

Expense Allowances of the Vice President and Majority and Minority Leaders

For expense allowance of the Vice President;

3 U.S.C. 111—"There shall be paid to the Vice President in equal monthly installments an expense allowance of $10,000 per annum to assist in defraying expenses relating to or resulting from the discharge of his official duties, for which no accounting, other than for income tax purposes, shall be made by him." (65 Stat. 570; 63 Stat. 4)

Majority Leader of the Senate, . . . and Minority Leader of the Senate;

The Republican Conference elected its first chairman "and floor leader" on March 5, 1925. Since 1945 the Chairman of the Conference and the Majority Leader have been elected separately.

The Democratic Conference first called its Chairman the "minority leader" in 1920 and the first "Democratic leader" was elected at the meeting of March 5, 1921. In the Democratic Conference the Leader also serves as Chairman.

Salaries, Officers and Employees

For compensation, of officers, employees, clerks to Senators, and others as authorized by law,

2 U.S.C. 61–1(f)—"No officer or employee whose compensation is disbursed by the Secretary of the Senate shall be paid gross compensation at a rate less than . . ., or in excess of . . ., unless expressly authorized by law."

2 U.S.C. 60a—Gives the President Pro Tempore of the Senate authority (Section 4, P.L. 91–656, Jan. 8, 1971, 5 U.S.C. 5305–5308, Federal Pay Comparability Act of 1970) to establish annual rates of gross compensation for each officer or employee whose compensation is disbursed by the Secretary of the Senate.

> "(a) Each time the President adjusts the rates of pay of employees under section 5305 of Title 5 U.S.C., the President pro tempore of the Senate shall, as he considers appropriate—
>
> > "(1)(A) adjust the rates of personnel whose pay is disbursed by the Senate, and any minimum or maximum rate applicable to any such personnel; or
> >
> > "(B) in the case of such personnel whose rates of pay are fixed by or pursuant to law at specific rate, adjust such rates (including the adjustment of such specific rates to maximum pay rates) and, in the case of all other personnel whose pay is disbursed by the Secretary of the Senate, adjust only the minimum or maximum rates applicable to such other personnel; and
> >
> > (2) adjust any limitation or allowance applicable to such personnel . . ."

2 U.S.C. 61—"No officer or employee of the Senate shall receive pay for any services performed by him at any rate higher than that provided for the office or employment to which he has been regularly appointed."

2 U.S.C. 60–1(b)—"As used in this section, the term "officer of the Congress" means—

> (1) an elected officer of the Senate . . . who is not a member of the Senate . . ., and
>
> (2) the Architect of the Capitol."

2 U.S.C. 60–1(a)—"Each officer of the Congress having responsibility for the supervision of employees, including employees appointed upon recommendation of members of the Congress, shall have authority—

> (1) to determine, before the appointment of any individual as an employee under the supervision of that officer of the Congress, whether that individual possesses the qualifications necessary for the satisfactory performance of the duties and responsibilities assigned to him; and
>
> (2) to remove or otherwise discipline any employee under his supervision."

including agency contributions and longevity compensation as auth-

orized, which shall be paid from this appropriation without regard to . . . limitations . . .

2 U.S.C. 60j(a)—"This section shall apply to—

(1) Each employee of the Senate whose compensation is paid from the appropriation for Salaries, Officers and Employees, under the heading "Office of the Secretary," except the Assistant to the Majority and the Assistant to the Minority.

(2) Each employee of the Senate whose compensation is paid from such appropriation under the heading "Office of the Sergeant at Arms and Doorkeeper," except employees designated on the rolls as "special employees."

(3) Each employee of the Senate whose compensation is paid from such appropriation under the heading "Official Reporters of Debates."

(4) Each employee of the Senate whose compensation is paid from such appropriation under the heading "Offices of the Secretaries for the Majority and the Minority."

(5) Each employee of the Senate authorized by Senate resolution to be appointed by the Sergeant at Arms, except employees designated on the rolls as "special employees."

(6) Telephone operators, including the chief operator and assistant chief operators, on the United States Capitol telephone exchange.

(7) Members of the Capitol Police.

2 U.S.C. 60j(b)—"An employee to whom this section applies shall be paid during any period of continuous service as such an employee additional gross compensation (hereinafter referred to as "longevity compensation") at a rate of . . . per annum for each five years of service performed. . . . No employee shall receive more than four such increases . . ., and nothing in this section shall be construed to authorize the payment to any employee of total compensation, including longevity compensation, in excess of the maximum amount prescribed by law for employees generally . . ."

Office of the Vice President

For clerical assistance to the Vice President,

No statutory authority. The appropriation act of 1877 provided for a secretary to the Vice President and the 1886 appropriation act specified an office of the Vice President. Various clerical positions for the Vice President have been shown in appropriation acts from time to time since 1886.

Offices of the Majority and Minority Leaders

For offices of the Majority and Minority Leaders,

2 U.S.C. 31—"The compensation of the Majority Leader and the Minority Leader of the Senate shall be at a rate of . . ."

Provided, that effective July 1, 1975, the Majority and Minority Leaders may each appoint and fix the compensation of an executive secretary . . . and a clerical assistant . . .

2 U.S.C. 61h(1)—"Effective November 1, 1969, the Majority and Minority Leaders of the Senate may each appoint and fix the compensation of an administrative assistant . . ., a legislative assistant . . ., an executive secretary . . ., and a clerical assistant . . ." (P.L. 91–145, Sec. 101, Dec. 12, 1969, 83 Stat. 339)

Offices of the Majority and Minority Whips

For offices of the Majority and Minority Whips,

No statutory authority. This language first appeared in the appropriation act in 1956. On March 5, 1921, a Democratic Conference was called to elect its officers and on January 4, 1945 the Republican Conference proceeded to elect its officers. The title of the office "Whip" was changed to "Assistant Floor Leader" in the Republican Conference meeting on October 7, 1969.

Provided, that effective July 1, 1975, the Majority and Minority Whips may each appoint and fix the compensation of a legislative assistant . . .

2 U.S.C. 61j—"Effective November 1, 1969, the majority and minority whips of the Senate may each appoint and fix the compensation of an administrative assistant . . ., and an executive secretary . . ." (P.L. 91–145, Sec. 101, Dec. 12, 1969, 83 Stat. 339) (P.L. 94–59, Sec. 105, July 25, 1975, 89 Stat. 275)

Office of the Chaplain

For the Office of the Chaplain,

The First Continental Congress in 1774 authorized the offering of prayer at its opening session. In 1789 both the Senate and the House appointed Chaplains to open their daily sessions, treating them as among the "new officers" provided for in the Constitution. In 1816 statutory provision was made for these positions including annual salaries.

2 U.S.C. 61d—"Effective July 1, 1970 the compensation of the Chaplain of the Senate shall be . . . per annum and the compensation of the secretary of the Chaplain may be fixed at . . ." (P.L. 91–382 Sec. 101, Aug. 18, 1970, 84 Stat. 808).

Office of the Secretary

For the Office of the Secretary, including . . . required for the purpose specified and authorized by section 74b of Title 2, United States Code:

2 U.S.C. 612—"The compensation of the Secretary of the Senate shall be at the rate of . . ." (P.L. 88–426, Aug. 14, 1964, 78 Stat. 415).

2 U.S.C. 64—"The moneys which may be appropriated for the compensation of Members and officers, and for the contingent expenses of the Senate, shall be paid at the Treasury, on requisitions drawn by the Secretary of the Senate, and shall be kept, disbursed, and accounted for by him according to law, and the Secretary shall be deemed a disbursing officer." (R.S. Sec. 56)

2 U.S.C. 113—"The Secretary of the Senate shall report to Congress on the first day of each regular session, and at the expiration of their terms of service, a full and complete statement of all their receipts and expenditures as such officers, showing in detail the items of expense, classifying them under the proper appropriations, and also showing the aggregate thereof, and exhibiting in a clear and concise manner the exact condition of all public moneys by them received, paid out, and remaining in their possession as such officers. (R.S. Sec. 70.)

2 U.S.C. 64a—"In the event of death, resignation, or disability of the Secretary of the Senate, the Financial Clerk of the Senate shall

be deemed his successor as a disbursing officer . . .” (P.L. 91–382, Sec. 101, Aug. 18, 1970, 84 Stat. 810)

Provided, That, effective July 1, 1975, the Secretary may appoint and fix the compensation of a clerk, legislative information . . . five clerks stationery room . . . the editor, digest . . . a clerk, digest . . . a bill clerk . . . an assistant journal clerk . . . a special assistant . . . a deputy special assistant . . . seven clerks . . . a delivery clerk (office of the printing clerk) . . . an assistant messenger . . . and a chief reporter of debates,

2 U.S.C. 61c–1—“Any specific rate of compensation established by law, as such rate has been increased or may be hereafter increased by or pursuant to law, for any position under the jurisdiction of the Secretary shall be considered the maximum rate of compensation for that position, and the Secretary is authorized to adjust the rate of compensation of an individual occupying such a position to a rate not exceeding such maximum rate.”

2 U.S.C. 61a–3—“Effective November 1, 1969, the Secretary of the Senate may fix the compensation of the Assistant Secretary . . ., employ and fix compensation of a Special Assistant . . ., employ and fix the compensation of an Editor, Digest . . ., an Assistant Editor, Digest, and a Clerk, Digest . . .”

(P.L. 91–145, Sec. 101, Dec. 12, 1969, 83 Stat. 340)

2 U.S.C. 61a–6—“Effective August 1, 1970, the Secretary (of the Senate) may employ and fix the compensation of an administrative assistant . . ., an assistant legislative clerk . . ., a second assistant legislative clerk . . ., a special assistant . . ., a receptionist . . , and an assistant legislative analyst in the library . . .”

(P.L. 91–382, Sec. 101, Aug. 18, 1970, 84 Stat. 808)

2 U.S.C. 61b—“Effective July 1. 1956, the gross annual compensation of the parliamentarian of the Senate shall be . . ., and the basic annual compensation of the assistant parliamentarian of the Senate shall be . . .” (70 Stat. 356)

2 U.S.C. 61b–1—“Effective July 1, 1962, the Secretary of the Senate may appoint and fix the salary of a second assistant parliamentarian . . .”

(P.I. 87–730, Sec. 101, Oct. 2, 1962, 76 Stat. 680)

2 U.S.C. 61b–2—“The Secretary of the Senate may employ a Curator of the Art and Antiquities . . .”

P.L. 90–608, Ch. VII, Sec. 107, Oct. 21, 1968, 82 Stat. 1195)

2 U.S.C. 74b—“The Secretary of the Senate . . . (is) authorized to employ such administrative assistants as may be necessary in order to carry out the provisions of 60a (positions and rates of compensation), 72a (committee staffs), 88a (education of Congressional and Supreme Court pages), 261–270 (accounting of campaign contributions, etc.) and section 905 of Title 44 (preparation of the Congressional Record) . . .”

Committee Employees

For professional and clerical assistance to standing committees and the Select Committee on Small Business,

2 U.S.C. 61–1(e)

(1) "Subject to the provisions of paragraph (3), the professional staff member of standing committees of the Senate shall receive gross annual compensation to be fixed by the chairman . . ."

(2) "The rates of gross compensation of the clerical staff of each standing committee of the Senate shall be fixed by the chairman . . ."

2 U.S.C. 72a(a)—"Each standing committee of the Senate (other than the Committee on Appropriations) is authorized to appoint, by majority vote of the committee, nor more than six professional staff members in addition to the clerical staffs. . . . Services of professional members appointed by a majority vote of the committee may be terminated by a majority vote of the committee and services of professional staff members appointed pursuant to a request by the minority members of the committee shall be terminated by the committee when a majority of such minority members so request. Professional staff members authorized by this subsection shall be appointed on a permanent basis, without regard to political affiliation, and solely on the basis of fitness to perform the duties of their respective positions. Such professional staff members shall not engage in any work other than committee business and no other duties may be assigned to them."

(b) ". . . the Committee on Appropriations of each House is authorized to appoint such staff, in addition to the clerk thereof and assistant for the minority, as each such committee, by a majority vote, shall determine to be necessary, such personnel, other than the minority assistants, to possess such qualifications as the committees respectively may prescribe. . . ."

(c) "The clerical staff of each standing committee of the Senate (other than the Committee on Appropriations), which shall be appointed by a majority vote of the committee, shall consist of not more than six clerks to be attached to the office of the chairman, to the ranking minority member, and to the professional staff, as the committee may deem advisable, except that whenever a majority of the minority members of such committees so requests, one of the members of the clerical staff may be selected for appointment by majority vote of such minority members and the committee shall appoint any staff so selected. The clerical staff shall handle committee correspondence and stenographic work, both for the committee staff and for the chairman and ranking minority member on matters related to committee work, except that if a member of the clerical staff is appointed pursuant to a request by the minority members of the committee, such clerical staff member shall handle committee correspondence and stenographic work for the minority members of the committee and for any members of the committee staff appointed under subsection (a) of this section pursuant to request by such minority members, on matters related to committee work. Services of clerical staff members appointed by majority vote of the committee may be terminated by majority vote of the committee and services of clerical staff members appointed pursuant to a request by the minority members of the committee shall be terminated by the committee when a majority of such minority members so request.

(f) "No committee shall appoint to its staff any experts or other personnel detailed or assigned from any department or agency of the Government, except with the written permission of the Committee on

Rules and Administration of the Senate or the Committee on House Administration of the House of Representatives, as the case may be.

Conference committees are governed by parliamentary law as stated in Jefferson's Manual, Section XLVI. Article I, Section 7, of the Constitution suggests the need for conferences by virtue of the fact that bills must pass both Houses before they can be signed into law.

Conference Committees (Party Caucuses)

For clerical assistance to the Conference of the Majority and the Conference of the Minority, at rates of compensation to be fixed by the Chairman of each such committee,

No statutory authority. Clerical assistance for the "Conference Minority of the Senate" was first provided for in the appropriation act of 1895. Clerical assistance was not provided for the Conference on the Majority in the appropriation act until 1931.

According to Senate Document 94–66 (p. 3)—The minutes of the Democratic Conference date to 1903 and the Republican Conference to 1911. The parties elected their chairman who later became known as the Majority and Minority Leaders. Since 1945 the Chairmen and Leaders have been elected separately.

Administrative and Clerical Assistants to Senators

For adminstrative and clerical assistants to Senators,

2 U.S.C. 67—"A Senator entitled to receive his own salary may appoint the usual clerical assistants allowed Senators." (48 Stat. 1022)

2 U.S.C. 61–1(d)

(1) ". . . the aggregate of the per annum gross rates of compensation of the employees in the office of a Senator shall not at any time exceed . . ."

(2) "Within the limits of paragraph (1) of this subsection Senators may fix the rates of compensation of employees in their respective offices . . . A Senator may establish such titles for positions in his office as he may desire to designate, by written notification to the disbursing office of the Senate."

Legislative Assistance to Senators

For legislative assistance to Senators,

2 U.S.C. 72a–1c(a)—"Pursuant to section 2 of Senate Resolution 60, 94th Congress, agreed to June 12, 1975, and subject to the requirements of this section, each Senator serving on a committee is authorized to hire staff for the purpose of assisting him in connection with his membership on one or more committees on which he serves . . ."

For office of the Sergeant at Arms and Doorkeeper, Provided, That effective July 1, 1975, the Sergeant at Arms may appoint and fix compensation of the following positions: (a) in the computer center: a director . . . and three computer specialists . . .; (b) in the Senate post office: sixty-seven mail carriers . . .; (c) in the service department: twelve messengers . . .; (d) seven detectives, police force . . .; sixteen technicians, police force . . .; and 409 privates, police force . . .; (e) a clerk . . .; (f) in the janitor's department: five laborers . . .

2 U.S.C. 61c—"The compensation of the Sergeant at Arms of the Senate shall be at the rate of . . ." (P.L. 88–426, Aug. 14, 1964, 78 Stat. 415)

2 U.S.C. 61f–1—"Effective July 1, 1970, the Sergeant at Arms may employ a video engineer . . ., an assistant video engineer . . ., three automatic typewriter repairmen . . ., a driver-messenger for the attending physician . . ., eight laborers in the service department . . ., five additional sergeants, police force . . ., four additional pages . . ., a night foreman, duplicating department . . ., three additional offset press operators . . ., one additional mimeograph operator . . ., one additional inserting machine operator . . ."

This subsection also set salaries for the following positions: superintendent of press gallery, first superintendent of press gallery, second assistant superintendent of press gallery, third assistant superintendent of press gallery, fourth assistant superintendent of press gallery; secretary, press gallery; superintendent in radio press gallery; first assistant superintendent in radio press gallery; third assistant superintendent in radio press gallery; superintendent periodical press gallery; assistant superintendent, periodical press gallery; superintendent, press photographers' gallery; and assistant superintendent, press photographers' gallery.

2 U.S.C. 63—"The Doorkeeper of the Senate shall perform the usual services pertaining to his office during the session of Congress, and shall in the recess, under the direction of the Secretary of the Senate, take care of the apartments occupied by the Senate." (R.S. Sec. 73)

Offices of the Secretaries for the Majority and Minority

For offices of the Secretary for the Majority and the Secretary for the Minority,

Salaries for Secretaries and assistant secretaries for the Majority and Minority were first provided for under the Sergeant at Arms office in the Appropriation Act of 1931. On March 5, 1921 a Democratic conference was called to elect its officers and on January 4, 1945 the Republican conference proceeded to elect its officers (Sen. Doc. 94–66).

2 U.S.C. 61h—"Effective July 1, 1965, the basic per annum compensation of the Assistant Secretary for the Majority of the Senate and an Assistant Secretary for the Minority of the Secretary may be fixed by the respective Secretaries . . ." (P.L. 89–90, Sec. 101, July 27, 1965, 79 Stat. 266)

Provided, That, effective July 1, 1975, and each fiscal year thereafter, the Secretaries for the Majority and Minority may each appoint and fix the compensation of an assistant during emergencies . . .

No statutory authority. Language was provided in the 1976 Legislative Branch Appropriations Act, P.L. 94–59, approved July 25, 1975.

Agency Contributions for Longevity Compensation

For agency contributions for employee benefits and longevity compensation, as authorized by law,

Language first appeared in Appropriations Act of 1974.

2 U.S.C. 60j(a)—"This section shall apply to—

(1) Each employee of the Senate whose compensation is paid from the appropriation for Salaries, Officers and Employees under the heading "Office of the Secretary", except the Assistant to the Majority, and the Assistant to the Minority.

(2) Each employee of the Senate whose compensation is paid from such appropriation under the heading "Office of Sergeant at Arms and Doodkeeper," except employees designated on the rolls as "special employees."

(3) Each employee of the Senate whose compensation is paid from such appropriation under the heading "Official Reporters of Debates."

(4) Each employee of the Senate whose compensation is paid from such appropriation under the heading "Offices of the Secretaries for the Majority and the Minority."

(5) Each employee of the Senate authorized by Senate resolution to be appointed by the Secretary or Sergeant at Arms, except employees designated on the rolls as "special employees."

(6) Telephone operators, including the chief operator and assistant chief operators, on the United States Capitol telephone exchange.

(7) Members of the Capitol Police.

(8) The Chief Guide, Assistant Chief Guide, and each Guide of the Capitol Guide Service established under section 441 of the Legislative Reorganization Act of 1970.

2 U.S.C. 60j(b)—"An employee to whom this section applies shall be paid during any period of continuous service as such an employee an additional gross compensation (hereinafter referred to as "longevity compensation") at a rate of . . . per annum for each five gross years of service performed . . . No employee shall receive more than four such increases . . ., and nothing in this section shall be construed to authorize the payment to any employee of total compensation, including longevity compensation, in excess of the maximum amount prescribed by law for employees generally . . ."

5 U.S.C. 2105—"For the purpose of this title, 'employee' . . . means an officer or individual who is—

(1) appointed in the civil service by one of the following acting in official capacity—

A) the President;

B) a Member or Members of Congress, or the Congress . . .

(2) engaged in the performance of federal function under authority of law or Executive act; and

(3) subject to supervision of an individual named by paragraph (1) of this subsection while engaged in the performance of the duties of his position."

5 U.S.C. 8331–8348—Sets forth Definitions and the conditions of retirement in terms of Creditable service; Deductions; Contributions, and deposits; Mandatory separation; Immediate retirement; Disability retirement; Deferred retirement, Computation of annuity; Cost-of-living adjustment of annuities; Survivor annuities; Lump-sum benefits, designation of beneficiary; Additional annuities (voluntary contributions); Annuities and pay on reemployment; Payment of benefits (commencement, termination and waiver of annuity): Exemption from legal process (recovery of payments): Administration (regulations); and Civil Service Retirement and Disability Fund.

5 U.S.C. 8701–8716—Sets forth Definitions and the provisions for life insurance in terms of Automatic coverage; Benefit certificate; Group insurance (amounts); Death claims; Termination of insurance;

Employee deductions; Government contributions—"when the employee is an elected official the sum . . . is contributed from an appropriation or fund available for payment of other salaries of the same office or establishment . . ."; Insurance policies; Reinsurance; Basic tables of premium rates; Annual accounting; Advisory committee; Employee's Life Insurance Fund; Jurisdiction of Courts; and Regulations.

5 U.S.C. 8901–8913—Sets forth Definitions and provisions for health insurance in terms of Contracting authority; Health benefits plans; Types of benefits; Election of coverage; Contributions; Information to employees; Coverage of restored employee; Employees Health Benefit Fund; Studies, reports and audits; Advisory committee; Jurisdiction of courts; and Regulations.

Office of the Legislative Counsel of the Senate

For salaries and expenses of the Legislative Counsel of the Senate,

2 U.S.C. 271—"There shall be an office known as the office of the legislative counsel, and to be under the direction of two legislative counsels." (43 Stat. 353, June 2, 1924; 40 Stat 1411, Feb. 24, 1919)

P.L. 79–601, Title II, Sec. 204—"There is hereby authorized to be appropriated for the work of the Office of the Legislative Counsel the following sums . . ." (The Legislative Reorganization Act of 1946 provided funding beginning in fiscal 1947 for the office.)

2 U.S.C. 272—"One of the legislative counsel shall be appointed by the President pro tempore of the Senate . . . without reference to political affiliations and solely on the ground of fitness to perform the duties of the office." (55 Stat. 726)

2 U.S.C. 273—"The positions of legislative counsel shall be allocated from time to time by the President pro tempore of the Senate . . . , to the appropriate grade in the compensation schedules of section 1112 of Title 5 . . ." (78 Stat. 415) (The rate of compensation is currently fixed at $40,000 to be subject to increases under 5 U.S.C. 5316.)

2 U.S.C. 274—"The legislative counsel shall, subject to the approval of the President pro tempore of the Senate . . . employ and fix the compensation of such assistant counsel, clerks, and other employees, and purchase such furniture, office equipment, books, stationery, and other supplies, as may be necessary for the proper performance of the duties of the office and as may be appropriated by the Congress." (55 Stat. 726)

2 U.S.C.—"One-half of all appropriations for the office of the legislative counsel shall be disbursed by the Secretary of the Senate and one-half by the Clerk of the House of Representatives." (43 Stat. 353)[1]

2 U.S.C. 277—"The legislative counsel shall have the same privilege of free transmission of mail matter as other officers of the United States Government (43 Stat. 353)

Contingent Expenses of the Senate

2 U.S.C. 68—"No payment shall be made from the contingent fund of the Senate unless sanctioned by the Committee on Rules and Administration of the Senate . . . no payment shall be made from such contingent fund as additional salary or compensation to any officer or employee of the Senate." (88 Stat. 1776)

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[1] This is no longer applicable. The Senate has a separate appropriation for Salaries and Expenses of the Legislative Counsel.

2 U.S.C. 68–1—"The Committee on Rules and Administration may authorize its chairman to designate one committee employee to approve in his behalf, all vouchers making payments from the contingent fund of the Senate, such approval to be deemed and held to be approved by the Committee on Rules and Administration for all intents and purposes." (87 Stat. 529)

31 U.S.C. 671—"Appropriations made for contingent expenses of . . . the Senate shall not be used for the payment of personal services, except upon the express authorization of the . . . Senate in whose behalf the services are rendered. Nor shall such appropriations be used for any expenses not intimately and directly connected with the routine legislative business . . . , and the General Accounting Office shall apply the provisions of this section in the settlement of the accounts of expenditures from said appropriations incurred for services or materials." (42 Stat. 24)

Senate Policy Committees

For salaries and expenses of the Majority Policy Committee and the Minority Policy Committee,

No statutory authority. This item first appeared in the appropriation language for fiscal 1947; P.L. 79–663, Ch. 870 (additional appropriations) as follows:

For maintenance of a staff for a majority policy committee and a minority policy committee in the Senate, consisting of seven members each, for the formulation of over-all legislative policy of the respective parties, the members of such staffs to assist in study, analysis, and research on problems involved in policy determinations, and to be appointed, and their compensation fixed, by the policy committee concerned, at rates not to exceed . . .

Automobiles and Maintenance

For purchase, lease, exchange, maintenance, and operation of vehicles, one for the Vice President, one for the President pro tempore, one for the Majority Leader, one for the Minority Leader, one for the Majority Whip, one for the Minority Whip, for carrving the mails, and for official use of the Offices of the Secretary and Sergeant at Arms,

No Statutory authority. Language providing for the first automobile appeared in the Appropriations Act of 1915 under contingencies as follows:

For the purchase of two automobiles, including driving, maintenance, and care of same, one for the use of the Vice President and one for the use of the Speaker of the House of Representatives—$9.000, one half to be disbursed by the Secretary of the Senate, and one half by the Clerk of the House.

For expenses of maintaining and equipping motor vehicles for carrying the mails,

The 1947 Appropriation Act contained language providing for purchase, exchange, driving, maintenance and operation of two automobiles, one for the majority leader and one for the minority leader.

In 1950 language providing for purchase, exchange, driving, maintenance and operation of an automobile for the President pro tempore of the Senate was included in the appropriation act.

In 1963 the appropriation act combined the above language into a single line item for automobiles and maintenance.

Inquiries and Investigations

For expenses of inquiries and investigations ordered by the Senate, or conducted pursuant to section 134(a) of Public Law 601, Seventy-ninth Congress, as amended.

Expenses of inquiries and investigations as ordered by the Senate were first provided for in the Appropriation Act of 1883 as an item under contingencies. In the 1882 Appropriation Act, expenses of special and select committees were first provided for (under contingencies) and continued to appear in the language as a separate item after 1883.

P.L. 79–601—"Sec. 134. (a) Each standing committee of the Senate, including any subcommittee of any such committee, is authorized to hold such hearings, to sit and act at such times and places during the session's recesses, and adjourned periods of the Senate, to require by subpoena or otherwise the attendance of such witnesses and the production of such correspondence, books, papers, and documents, to take such testimony and to make such expenditures (not in excess of $10,000 for each committee during any Congress) as it deems advisable. Each such committee may make investigations into any matter within its jurisdiction, may report such hearings as may be had by it, and may employ stenographic assistance at a cost not exceeding 25 cents per hundred words. The expenses of the committee shall be paid from the contingent fund of the Senate upon vouchers approved by the chairman."

2 U.S.C. 68b—"No part of the appropriations made under the heading 'Contingent expenses of the Senate' hereafter may be expended for per diem and subsistence expenses (as defined in the Travel Expense Act of 1949, as amended) at rates in excess of $35 per day; except that (1) higher rates may be established by the Committee on Rules and Administration for travel beyond the limits of the continental United States, and (2) in accordance with regulations prescribed by the Committee on Rules and Administration of the Senate, reimbursement for such expenses may be made on an actual expense basis of not to exceed $50 per day in the case of travel within the continental limits of the United States." (June 27, 1956, ch. 453, 70 Stat. 360; Aug. 14, 1961, Pub. L. 87–139, Sec. 7, 75 Stat. 340; No. 10, 1969, Pub. L. 91–114, Sec. 3, 83 Stat. 190; May 19, 1975, Pub. L. 94–22, Sec. 8, 89 Stat. 86.)

2 U.S.C. 68c—Compensation for stenographic assistance of committees paid out of the items under "Contingent Expenses of the Senate" hereafter shall be computed at such rates and in accordance with such regulations as may be prescribed by the Committee on Rules and Administration, notwithstanding, and without regard to any other provision of law. (June 27, 1956, ch. 453, 70 Stat. 360.)

The 1911 Appropriation Act first provided for stenographers to committees and the 1916 Act specified that they were to be paid at rates fixed by the Committee to Audit and Control the Contingent Expenses of the Senate.

2 U.S.C. 72a(i)—"(1) Each standing committee of the Senate is authorized, with the approval of the Committee on Rules and Administration in the case of standing committees of the Senate, within the

limits of funds made available from the contingent funds . . . pursuant to resolutions which shall specify the maximum amounts which may be used for such purpose, approved . . . to procure the temporary services (not in excess of one year) or intermittent services of individual consultants, or organizations thereof, to make studies or advise the committee with respect to any matter within its jurisdiction.

2 U.S.C. 72a(i)—"(2) Such services in the case of individuals or organizations may be procured by contract as independent contractors, or in the case of individuals by employment at daily rates of compensation not in excess of the per diem equivalent of the highest gross rate of compensation which may be paid to a regular employee of the committee. Such contracts shall not be subject to the provisions of section 5 of title 41 or any other provision of law requiring advertising.

"(3) With respect to the standing committees of the Senate, any such consultant or organization shall be selected by the chairman and ranking minority member of the committee, acting jointly . . . The committee shall submit to the Committee on Rules and Administration in the case of standing committees of the Senate . . . information bearing on the qualifications of each consultant whose services are procured pursuant to this subsection, including organizations, and such information shall be retained by the committee and shall be made available for public inspection upon request."

2 U.S.C. 72a(j)—"(1) Each standing committee of the Senate . . . is authorized, with the approval of the Committee on Rules and Administration in the case of standing committees of the Senate . . . and within the limits of funds made available from the contingent funds . . . to provide assistance for members of its professional staff in obtaining specialized training, whenever that committee determines that such training will aid the committee in the discharge of its responsibilities. Any joint committee of the Congress whose expenses are paid out of funds disbursed by the Secretary of the Senate . . . the Committee on Appropriations of the Senate, and the Majority Policy Committee and Minority Policy Committee of the Senate are each authorized to expend, for the purpose of providing assistance in accordance with paragraphs (2), (3), and (4) of this subsection for members of its staff in obtaining such training, any part of amounts appropriated to that committee. . . ."

2 U.S.C. 58e—"In accordance with regulations prescribed by the Committee on Rules and Administration, an employee in a Senator's office, including employees authorized by Senate Resolution 60, 94th Congress . . . shall be reimbursed . . . for per diem and actual transportation expenses incurred . . . on official business. . . ."

Effective July 1, 1975 these employees are to be considered as Senator's staff when traveling on business for Senators and committee staff when traveling on committee business.

Including. . . for the Committee on Appropriations, to be available also for the purposes mentioned in Senate Resolution Numbered 193, agreed to October 14, 1943, and Senate Resolution Numbered 140, agreed to May 14, 1975.

Senate Res. 193—"Resolved, That for the purpose of obtaining and laying factual data and information before the Senate Committee on Appropriations, or any subcommittee thereof, for its consideration in the discharge of its functions, the chairman or acting chairman of said committee is hereby authorized and directed to appoint and employ such experts as he may deem necessary to obtain such data and infor-

mation, and such experts, upon the written authority of the chairman or acting chairman, shall have the right to examine the books, documents, papers, reports, or other records of any department, agency, or establishment of the Federal Government in the District of Columbia and elsewhere; be it further

Resolved, That the said committee through its chairman is hereby authorized to appoint additional clerical help and assistants; and be it further

Resolved, That the salaries and expenses of such experts, and of such additional clerical help and assistants, shall be paid out of the appropriation for expenses of inquiries and investigations, contingent fund of the Senate: Provided, That the total of such salaries and expenses for the remainder of the fiscal year 1944 shall not exceed $30,000."

Senate Res. 140—Resolved, That within the limit of funds appropriated for expenses of inquiries and investigations for the Committee on Appropriations, the committee may expend such sums as it deems appropriate and necessary for the procurement of the services of individual consultants or organizations. . . ."

Folding Documents

For the employment of personnel for folding speeches and pamphlets,

No statutory authority. The Appropriation Act of 1869 first provided funds for "folding" under Contingent Expenses. The 1875 Appropriation Act included language providing funds for "folding documents and materials therefor." In 1877 funds for folding were provided under three separate line items: (1) materials for folding, (2) four folders at not to exceed $3 per day, (3) specific prices to be paid for folding books, pamphlets, speeches and the Daily Record. In 1882 the language provided funds for the "folding room" and "materials" for folding. After that the language generally provided funds for "folding speeches, pamphlets," etc. as a contingent expense item.

Provision was made for folding outside of contingent expenses prior to and during this period. In the 1854 Appropriation language, folding appeared to be a responsibility of the Superintendent of Public Printing. In 1855 the position of Superintendent of the Folding Room was listed under the Sergeant at Arms. In 1889 "Folding Room" appeared as a separate line item under the "Salaries, Officers and Employees" appropriation.

There were several years in which the appropriation language did not specify "folding" under contingencies. The costs were probably funded from miscellaneous items in these years. The specific language "for employment of personnel" first appeared in the language in 1869; however, prior to this the language provided for folding at a specific price for a number of pieces or for a certain number of folders at a daily rate.

Miscellaneous Items

For miscellaneous items,[2]

Resolution and Reorganization Reserve

2 U.S.C. 72a(g)—"In any case in which a request for the appointment of a minority staff member under subsection (a) or subsection

[2] Line item detail is that provided by the Financial Clerk in the 1976 Legislative Branch Appropriations Hearngs, Part II, page 1420.

(c) of this section is made at any time when no vacancy exists to which the appointment requested may be made, the person appointed pursuant to such request may serve in addition to any other staff members authorized by such subsections and may be paid from the contingent fund of the Senate until such time as such vacancy occurs, at which time such person shall be considered to have been appointed to such vacancy.

Senatorial Consolidated Office Allowance

2 U.S.C. 58(a)—"Effective January 1, 1973, and thereafter, the contingent fund of the Senate is made available for payment to or on behalf of each Senator, upon certification of the Senator, or the following expenses incurred by the Senator and his staff:

(1) official telegrams and long-distance telephone calls and related services (in the manner authorized immediately prior to January 1, 1973, by the Committee on Rules and Administration, or as may be hereafter authorized by that committee;

(2) stationery and other office supplies procured through the Senate stationery room for use for official business;

(3) reimbursement to each Senator for air mail and special delivery postage for expenses incurred in the mailing of postal matters relating to official business;

(4) rental charges for office space at not more than three places designated by the Senator in the State he represents;

(5) reimbursement to each Senator for official office expenses incurred in his State (other than equipment and furniture);

(6) reimbursement to each Senator for telephone service charges officially incurred outside Washington, District of Columbia;

(7) reimbursement to each Senator for charges for subscriptions to magazines, periodicals, or clipping or similar services; and

(8) reimbursement of actual transportation expenses incurred by the Senator in traveling on official business by the nearest usual route between Washington, District of Columbia, and the State he represents and within such State, and travel expenses incurred by employees in that Senator's office subject to the provisions of subsection (e) of this section.

Reimbursement to a Senator and his employees under this section shall be made only upon presentation of itemized vouchers for expenses incurred.

(b)(1) "Except as otherwise provided in paragraph (2) of this subsection, the total amount of expenses authorized to be paid to or on behalf of a Senator under this section shall not exceed for calendar year 1973 or any calendar year thereafter the aggregate of the following, rounded to the next higher multiple of $12:

(A) the applicable amount authorized for official telegrams and long-distance telephone calls and related services under rules and regulations of the Committee on Rules and Administration in effect immediately prior to January 1, 1973, or such different amount as may be authorized for such purposes under rules and regulations hereafter prescribed by that committee;

(B) the applicable full fiscal year amount authorized by the proviso under the heading "Stationery (Revolving Fund)" appearing under the heading "SENATE" in chapter IV of the Supplemental Appropriation Act 1972 (2 U.S.C. 46a), as in effect immediately prior to January 1, 1973;

(C) the applicable full fiscal year amount authorized by the proviso under the heading "Postage Stamps" appearing under the heading "SENATE" in the Legislative Branch Appropriation Act, 1972, (2 U.S.C. 46a), as in effect immediately prior to January 1, 1973;

(D) the amount authorized a Senator for home offices and home office expenses for a full calendar year in the fourth sentence following the proviso in the second full paragraph under the following heading "Miscellaneous Items" appearing under the heading "SENATE" in chapter IV of the Supplemental Appropriations Act, 1972, (2 U.S.C. 53), as in effect immediately prior to January 1, 1973, and;

(E) the applicable full fiscal year amount authorized by the third paragraph, relating to reimbursement of transportation expenses to Senators and their staff, under the heading "administrative provisions" appearing under the heading "SENATE" in the Legislative Branch Appropriation Act, 1959, as amended (2 U.S.C. 43b), as in effect immediately prior to January 1, 1973.

(2) In any such calendar year in which a Senator does not hold the office of Senator at least part of each month of that year, the aggregate amount available to the Senator shall be in the aggregate amount computed under paragraph (1) of this subsection, divided by 12, and multiplied by the number of months the Senator holds such office during that year, counting any fraction of a month as a full month.

(c) The aggregate of payments made to or on behalf of a Senator under this section shall not exceed at any time during each calendar year one-twelfth of the amount computed under subsection (b)(1) of this section multiplied by the number of months (counting a fraction of a month as a month) elapsing from the first month in that calendar year in which the Senator holds the office of Senator through the date of payment. Payments for rentals due for office space occupied in the State which the Senator represents shall not exceed at any time during each calendar year $300 multiplied by the number of months (counting a fraction of a month as a month) elapsing from the first month in that calendar year in which the Senator holds the office of Senator through the month of payment.[3]

(e) In accordance with regulations prescribed by the Committee on Rules and Administration, an employee in a Senator's office including employees authorized by Senate Resolution 60, 94th Congress, agreed to June 12, 1975, and section 72a–1c of this title shall be reimbursed under this section for per diem and actual transportation expenses incurred, or actual travel expenses incurred, only for round trips made by the employee on official business by the usual route between Washington, District of Columbia, and the home State of

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[3] The limitation of $300 per month on the rental of state office space was superseded by 2 U.S.C. 59a.

the Senator involved, and in traveling within the State (other than transportation expenses incurred by an employee assigned to a Senator's office within that State (1) while traveling in the general vicinity of such office, (2) pursuant to a change of assignment within such State, or (3) in commuting between home and office). However, an employee shall not be reimbursed for any per diem expenses or actual travel expenses (other than actual transportation expenses) for any travel occurring during the sixty days immediately before the date of any primary or general election (whether regular, special, or runoff) in which the Senator, in whose office the employee is employed, is a candidate for public office, unless his candidacy in such election is uncontested. Reimbursement of per diem and actual travel expenses shall not exceed the rates established in accordance with section 68b of this title. No payment shall be made under this section to or on behalf of a newly appointed employee to travel to his place of employment. This section shall be effective July 1, 1975.

Effective July 1, 1975 the official travel regulations include an amendment providing that for purposes of travel S. Res. 60 staff will be considered as Senator's staff when traveling on business for a Senator and committee staff when traveling on committee business.

(f) "The amount available to each Senator during fiscal year 1973, (1) for air mail and special delivery postage by the proviso under the heading "postage stamps" appearing under the heading "SENATE" in the Legislative Branch Appropriation Act, 1972 (2 U.S.C. 42a), as in effect immediately prior to January 1, 1973, (2) for actual transportation expenses under the third paragraph under the heading "administrative provisions" appearing under the heading "SENATE" in the Legislative Branch Appropriation Act, 1959, as amended (2 U.S.C. 43b), as in effect immediately prior to January 1, 1973, and (3) for stationery by the proviso under the heading "stationery (revolving fund)" appearing under the heading "SENATE" in chapter IV of the Supplemental Appropriations Act, 1972 (2 U.S.C. 46a), as in effect immediately prior to January 1, 1973, shall be, notwithstanding such paragraph and provisos, reduced by 50 percent of the applicable amount made available to a Senator under such paragraph and provisos for the entire fiscal year. If, immediately prior to January 1, 1973, any Senator has expended any sum in excess of an amount made available as the result of the reduction made in clause (2) or (3) by this subsection, any such excess sum (but not more than the applicable amount of the reduction) shall be charged against the amount made available to that Senator under this section for calendar year 1973."

Consolidated Office Allowance (Stationery and Office Supplies)

2 U.S.C. 46—"Effective with the fiscal year 1970 and thereafter the allowance for stationery for each Senator and the President of the Senate shall be at the rate of. . . ." (P.L. 91–145, Dec. 12, 1969, Sec. 101, 83 Stat. 342)

2 U.S.C. 46a–1—"There is established within the Contingent Fund of the Senate a revolving fund, which shall consist of (1) the unexpended balance of the appropriation "Contingent Expenses, Senate, Stationery, fiscal year 1957." (2) any amounts hereafter appropriated for stationery allowances of the President of the Senate and Senators,

and for stationery for use of committees and Officers of the Senate, and (3) any undeposited amounts heretofor received, and any amounts hereafter received as proceeds of sales by the stationery room of the Senate. Any moneys in the fund shall be available until expended for use in the same manner and for the same purposes as funds heretofor appropriated to the Contingent Fund of the Senate for stationery, except that (1) the balance of any amount appropriated for stationery for use of committees and officers of the Senate which remains unexpended at the end of any fiscal year and (2) allowances which are not available for obligation due to vacancies or waiver of entitlement thereto, shall be withdrawn from the revolving fund." (P.L. 85–58, Ch. XL, Sec. 1101, June 21, 1957, 71 Stat. 188)

2 U.S.C. 46a–3—"The stationery allowance, as authorized by law for each Senator shall on and after July 23, 1968, be available only for (1) purchases made through the Senate stationery room of stationery and other office supplies for use on official business, and (2) reimbursement . . . for purchases elsewhere of stationery and other office supplies (excluding items not ordinarily available in the Senate stationery room) for use for official business in an office maintained by a Senator in his home state. Any part of the allowance for stationery which remains unobligated at the end of fiscal year 1969 or any subsequent fiscal year shall be withdrawn from the revolving fund established by 462–1 of this title and covered into the general fund of the Treasury." [4]

2 U.S.C. 46a–4—"Section 46a–3 of this title is hereby made applicable to the President of the Senate." (P.L. 91–145 Sec. 101, Dec. 12, 1969, 83 Stat. 342)

2 U.S.C. 110—"Papers, envelopes, and blank books required by the stationery rooms of the Senate and House of Representatives for sale to Senators and Members for official use may be purchased from the Public Printer at actual cost thereof and payment therefor shall be made before delivery." (41 Stat. 1036)

Consolidated Office Allowance (Postage)

2 U.S.C. 42a—"The Secretary of the Senate is authorized and directed to procure and furnish each fiscal year to each Senator and the President of the Senate, upon request from such person, United States air mail and special-delivery postage stamps in an amount not exceeding . . . for fiscal year 1970 and thereafter for the mailing of special matters arising in connection with his or her official business. Senators from states partially or wholly west of the Mississippi River shall be allowed an additional . . . each fiscal year. (P.L. 91–145, sec. 101, Dec. 12, 1969, 83 Stat. 342)

Consolidated Office Allowance—Communications—(telephone and telegraph)

2. U.S.C. 46d–3—"Effective January 1, 1967, and thereafter, the contingent fund of the Senate is made available for the reimbursement to each Senator of strictly official telephone service charges incurred outside the District of Columbia in each fiscal quarter not exceeding . . ., said payment to be made in accordance with regulations prom-

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[4] Items purchased outside the stationery room for use in state offices are paid for from the allowance for state office expenses.

ulgated by the Committee on Rules and Administration of the Senate." (P.L. 90–21, title I, Sec. 101, May 27, 1967, 81 Stat. 38)

2 U.S.C. 46d–4—"Effective January 1, 1968, and thereafter, there shall be paid from the contingent fund of the Senate charges on strictly official long distance telephone calls when so designated in accordance with rules and regulations prescribed by the Committee on Rules and Administration of the Senate." (P.L. 90–57, Sec. 101, July 28, 1967, 81 Stat. 130)

2 U.S.C. 46d–5—"Effective July 1, 1970, and thereafter, the contingent fund of the Senate is made available, in accordance with rules and regulations prescribed by the Committee on Rules and Administration of the Senate, for reimbursement to Senators and the President of the Senate of strictly official telephone and telegraph communications charges incurred by them or on their behalf. . . . (P.L. 91–382, Sec. 101, Aug. 18, 1970, 84 Stat. 810)

2 U.S.C. 46e—"There shall be paid from the continigent fund of the Senate charges on all official Government business paid and collect telegrams when so designated in accordance with the rules and regulations prescribed by the Committee on Rules and Administration of the Senate." (60 Stat. 814)

Consolidated Office Allowance (Travel)

2 U.S.C. 43—"Each Senator . . . shall receive mileage at the rate of 20 cents per mile, to be estimated by the nearest route usually traveled in going to and returning from each regular session." (14 Stat. 323)

(a) ". . . the President of the Senate shall be paid at the same rate and in the same manner as now allowed by law to the Senators. . . ." (49 Stat. 459)

(b) "The Contingent Fund of the Senate is hereafter made available for reimbursement of transportation expenses incurred by Senators in traveling, on official business, by the nearest usual route, between Washington, District of Columbia, and any point in their home States, for not to exceed twelve round trips . . . in each fiscal year . . ." (P.L. 91–145, Sec. 101, Dec. 12, 1969, 83 Stat. 343)

2 U.S.C. 68b—"No part of the appropriations made under the heading "Contingent Expenses of the Senate" on and after June 27, 1956 may be expended for per diem and subsistence expenses . . . at rates in excess of $35 per day; except that (1) higher rates may be established by the Committee on Rules and Administration for travel beyond the limits of the continental United States, and (2) in accordance with rules prescribed by the Committee on Rules and Administration of the Senate, reimbursement for expenses may be made on an actual expense basis not to exceed $50 per day in the case of travel within the continental limits of the United States."

Consolidated Office Allowance (Home State Office Expenses)

2 U.S.C. 53—"The Sergeant at Arms of the Senate on and after June 27, 1956, is authorized and directed to approve for payment from the contigent fund of the Senate to each Senator an amount not to exceed . . . quarterly, upon certification of each such Senator, for official office expenses incurred in his state, or incurred for subscriptions to newspapers, magazines, periodicals, or clipping or similar services . . ." (P.L. 91–145, Sec. 101, Dec. 12, 1969 83 Stat. 343)

Furniture

40 U.S.C. 107—"No furniture or carpets for (the Senate) shall be purchased without the written order of the chairman on Rules and Administration, for the Senate, . . . (60 Stat. 814, 822, 838)

The funds provided under this line item represent an allowance administered by the Sergeant at Arms for purchase of furniture and carpets for the West Wing of the Capitol.

Miscellaneous Items (Supplies, etc.)

2 U.S.C. 68a—"Payments from the contingent fund of the Senate for materials and supplies (including fuel) hereafter purchased through the Administrator of General Services shall be made by check upon vouchers approved by the Committee on Rules and Administration of the Senate." (63 Stat. 380)

2 U.S.C. 111—"Supplies for use of the Senate . . . may be purchased in accordance with the schedule of contract articles and prices of the Administrator of General Services." (63 Stat. 380)

Telephone and Telegraph—Local Service

This line item provides funds for costs of telephone and telegraph equipment, installation charges and monthly service charges.

2 U.S.C. 46d–4—"Effective January 1, 1968, and thereafter, there shall be paid from the contingent fund of the Senate charges on strictly official long distance telephone calls when so designated in accordance with rules and regulations prescribed by the Committee on Rules and Administration of the Senate." (P.L. 90–57, Sec. 101, July 28, 1967, 81 Stat. 130)

Senate Restaurant [5]

P.L. 87–82, July 6, 1961—the management of the Senate Restaurants was transferred to the Architect of the Capitol, subject to approval by the Committee on Rules and Administration as to matters of general policy. (75 Stat. 199; Rule XI, Rules for Regulation of the Senate Wing)

40 U.S.C. 174j–1—". . . Provided, That the management of the Senate Restaurant by the Architect of the Capitol shall cease and the restaurant revert from the jurisdiction of the Architect of the Capitol to the jurisdiction of the Senate Committee on Rules and Administration upon adoption by that committee of a resolution ordering such transfer of jurisdiction at any time hereafter. (P.L. 87–82, July 6, 1961; 75 Stat. 199)

40 U.S.C. 174j–4—"There is established with the Treasurer of the United States a special deposit account in the name of the Architect of the Capitol for the United States Senate Restaurants; into which shall be deposited all sums received pursuant to sections 174j–1 to 174j–7 of this title or any amendatory or supplementary resolutions hereafter adopted and from the operations thereunder and from which shall be disbursed the sums necessary in connection with the exercise of the duties required under section 174j–1 to 174j–7 of this title or any amendatory or supplementary resolutions and the operations thereunder. Any amounts appropriated for fiscal year 1973 and thereafter from the Treasury of the United States, which shall be part of a "Con-

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[5] See 1976 Appropriation Act (P.L. 94–59, July 25, 1975) for Architect of the Capitol, Senate Office Buildings authorization under 40 U.S.C. 174j–8.

tingent Expenses of the Senate" item for the particular fiscal year involved, shall be paid to the Architect of the Capitol by the Secretary of the Senate at such times and in such sums as the Senate Committee on Rules and Administration may approve. Any such payment shall be deposited by the Architect in full under such special deposit account. (July 6, 1961, P.L. 87–82, Sec. 4, 75 Stat. 199; July 9, 1971, P.L. 92–51, Sec. 101, 85 Stat. 129; July 10, 1972, P.L. 92–342, Sec. 101, 86 Stat. 435.)

2 U.S.C. 174j–5—"Deposits and disbursements under such deposit account (1) shall be made by the Architect, or, when directed by him, by such employees of the Architect as he may designate, and (2) shall be subject to audit by the General Accounting Office at such times and in such manner as the Comptroller General may direct; *Provided* That payments made by or under direction of the Architect of the Capitol from such special deposit account shall be conclusive upon all officers of the Government. (P.L. 87–82, Sec. 5, July 6, 1961, 75 Stat. 200.)

Emergency Reporting

2 U.S.C. 126b—"The Secretary of the Senate is on and after July 27, 1965, authorized to obtain, by contract or otherwise, emergency reporters and transcribers as may be necessary, payments therefor to be made from the contingent fund of the Senate." (P.L. 89–90, Sec. 101, July 27, 1965, 79 Stat. 266)

Employees Compensation Fund Reimbursement

5 U.S.C. 2105—"For the purpose of this title, 'employee' . . . means an officer or individual who is—

(1) appointed in the civil service by one of the following acting in an official capacity—

(A) the President

(B) a Member or Members of Congress, or the Congress . . .

(2) engaged in the performance of a Federal function under authority of law or an Executive act; and

(3) subject to the supervision of an individual named by paragraph (1) of this subsection while engaged in the performance of the duties of his position."

5 U.S.C. 8331–8348—Sets forth Definitions and the conditions of retirement in terms of Creditable service; Deductions, contributions, and deposits; Mandatory separation; Immediate retirement; disability retirement; Deferred retirement; Computation of annuity; Cost-of-living adjustment of annuities; Survivor annuities; Lump-sum benefits, designation of beneficiary; Additional annuities (voluntary contributions); Annuities and pay on reemployment; Payment of benefits (commencement, termination, and waiver of annuity); Exemption from legal process (recovery of payments); Administration (regulations); and Civil Service Retirement and Disability Fund.

5 U.S.C. 8701–8716—Sets forth Definitions and the provisions for life insurance in terms of Automatic Coverage; Benefit certificate; Group insurance (amounts); Death claims: Termination of insurance; Employee deductions; Government contributions; Insurance policies; Reinsurance; Basic tables of premium rates; Annual accounting; Advisory Committee; Employees Life Insurance Fund; Jurisdiction of Courts; and Regulations.

5 U.S.C. 8901–8913—Sets forth Definitions and provisions for health insurance in terms of Contracting authority; Health benefits plans; Types of benefits; Election of coverage; Contributions; Information to employees; coverage of restored employee; Employees Health Benefits Fund; Studies, reports, and audits; Advisory committee; Jurisdiction of courts; and Regulations.

Mechanical Equipment and Repair

This item includes funding for purchase and lease of equipment and repairs as ordered by the Sergeant at Arms and for payment to GSA under the State office furniture and furnishings allowance.

Commission on Arts and Antiquities

2 U.S.C. 61b–2—"The Secretary of the Senate may employ a Curator of the Arts and Antiquities . . ."

Sen. Resolution 382—90th Congress established the Commission on Art and Antiquities and the 1970 appropriation act provides funding for the Commission under miscellaneous items in the contingency appropriation.

Federal Election Act, Secretary

P.L. 92–342 (Administrative Provisions)—"For the purpose of carrying out his duties under the Federal Election Campaign Act of 1971, the Secretary of the Senate is authorized from and after July 1, 1972, (1) to procure technical support services, (2) to procure the temporary or intermittent services of individual technicians, experts, or consultants, . . . to the extent applicable, as a standing committee of the Senate may procure such services under Section 202(i) of the Legislative Reorganization Act of 1946, (3) with the prior consent of the Government department or agency concerned and the Committee on Rules and Administration, to use on a reimbursable basis the services of personnel of any such department or agency, and (4) to incur official travel expenses. Payments to carry out the provisions of this paragraph shall be made from funds included in the appropriation "Miscellaneous Items" under the heading "Contingent Expenses of the Senate" upon vouchers approved by the Secretary of the Senate.

P.L. 92–607, Sec. 504—The Secretary of the Senate may reimburse travel expenses at not to exceed $1,500 to employees assisting in his duties under the Federal Election Campaign Act of 1971. . . ."

GSA Space Reimbursement

No statutory authority. The 1959 appropriation act included language in the contingency fund under the hearing "Committee on Rules and Administration" providing for reimbursement to the General Services Administration for space furnished the United States Senate.

This line item provides funds for the lease of Federal space for State offices.

Postage Stamps

For postage stamps for the offices of the Secretaries of the Majority and and Minoritv . . .; Chaplain . . .; and for air mail and special delivery stamps for the office of the Secretary . . .; office of the Sergeant at Arms . . .; and the President of the Senate as authorized by law . . .

The Appropriation Act of 1876 was the first to contain language providing for postage stamps. Postage was specified only for the Secretary of the Senate and the Sergeant at Arms.

The Appropriation Act of of 1945 contained language, under contingent expenses, directing the Secretary of the Senate to procure postage stamps for the President Pro Tempore and Senators.

2 U.S.C. 42a—"The Secretary of the Senate is authorized and directed to procure and furnish each fiscal year to the President of the Senate . . . United States air mail and special delivery postage stamps . . . for the mailing of postal matters arising in connection with his or her official business." (P.L. 92–607, Sec. 506(h)(1), Oct. 31, 1972; 86 Stat. 1508)

Stationery (Revolving Fund)

For stationery of the President of the Senate . . . and for committees and offices of the Senate . . .

2 U.S.C. 46a–1—"There is established within the Contingent Fund of the Senate a revolving fund, which shall consist of (1) the unexpended balance of the appropriation "Contingent Expenses, Senate, Stationery, fiscal year 1957," (2) any amounts hereafter appropriated for stationery allowances of the President of the Senate and Senators, and for stationery for use of committees and officers of the Senate, and (3) any undeposited amounts heretofor received, and any amounts hereafter received as proceeds of sales by the stationery room of the Senate. Any moneys in the fund shall be available until expended for use in the same manner and for the same purposes as funds heretofor appropriated to the Contingent Fund of the Senate for stationery, except that (1) the balance of any amount appropriated for stationery for use of committees and officers of the Senate which remains unexpended at the end of any fiscal year and (2) allowances which are not available for obligation due to vacancies or waiver of entitlement thereto, shall be withdrawn from the revolving fund." (P.L. 85–58, Ch. XI, Sec. 1101, June 21, 1957, 71 Stat. 188)

2 U.S.C. 110—"Paper, envelopes, and blank books required by the stationery rooms of the Senate and House of Representatives for sale to Senators and Members for official use may be purchased from the Public Printer at actual cost thereof and payment therefor shall be made before delivery." (41 Stat. 1036)

2 U.S.C. 119—". . . the Committee on Rules and Administration of the Senate . . . shall make and issue regulations specifying the classes of articles which may be purchased by or through the stationery (room) of the . . . Senate." (60 Stat. 814, 822)

FUNDING PROVISIONS FOR SENATORS

By Gayle Condon

Introduction

Salaries and expenses of the Senators are funded from several separate appropriations. The Senators do not receive one total allotment of funds available for use in managing the work of their offices. Instead, most funding is provided to Senators through a series of allowances. In effect these allowances are limitations on expenditures for specific items such as staff salaries, furniture and equipment for Washington offices, furnishings for State offices, paper, envelopes, etc.

Some of the allowances are provided in terms of available funds, as in the case of salaries, with certain "not to exceed" restrictions built in, and other allowances are administered in terms of number, as in the case of office equipment and furniture.

Allowances are administered by the organizational unit with responsibility for furnishing the allowed items. For example, the Architect of the Capitol (Superintendent of Buildings) administers the allowance for furniture for the Senate Office Buildings, the Sergeant at Arms for office equipment in the Senate Office Buildings, and the General Services Administration for furniture and equipment in state offices. Other allowances are administered by the Disbursing Office, or personnel in the Sergeant at Arms office, as in the case of state office expenses and telephone and telegraph expenses in Washington respectively. (The accounting function is shared by the Disbursing Office and Sergeant at Arms office.)

This paper discusses the various allowances for Senators' offices and attempts to give the rationale or formula by which the allowances were determined. In some cases the formulas are based on more than one factor and components of some of the formulas were not available. The discussion will treat the various separate allowances first and the consolidated allowance last to avoid confusion with allowances for items similar to those in the consolidated allowance but which are for different purposes (for example, rental of state office space is not a "state office expense" and the paper allowance is separate from the stationery allowance).

Senate Staff Employment Allowance

Senators are provided two separate allowances for staff—the allowance for personal office staff and the allowance under Senate Resolution 60 (P.L. 94–59, Sec. 108) for additional staff to provide legislative assistance. These allowances are budgeted and administered separately and cannot be combined to provide a consolidated allowance for staffing.

A. PERSONAL OFFICE STAFF

Funding for employment of a Senator's staff is determined by a formula based on state population. The staff allowance is administered by the Disbursing Office on a calendar year basis. The allowance is cumulative and unused balances can be carried over to the next month. However, expenditures cannot exceed one-twelfth for the first month or two-twelfths for two months, etc.

Prior to 1974 the allowance was not cumulative. Unused balances were used to pay costs of longevity and benefits. A portion of unused clerk-hire funds could also be used to purchase additional equipment. Since 1974 the appropriation act has provided a separate line item for longevity and benefits, and clerk-hire funds can no longer be used to purchase equipment.

The formula for computation (and adjustment) of an employee's annual salary is currently a multiple of $159.00 (e.g., $159 x 60 multiples = $9450 per year). The employment allowance is provided on the basis of state population (as shown in the table below).

STATE POPULATION

At least—	And less than—	Total allowance	At least—	And less than—	Total allowance
---------	2,000,000	$413,082	11,000,000	12,000,000	$658,200
2,000,000	3,000,000	425,464	12,000,000	13,000,000	658,296
3,000,000	4,000,000	455,376	13,000,000	15,000,000	721,284
4,000,000	5,000,000	493,854	15,000,000	17,000,000	756,522
5,000,000	7,000,000	525,336	17,000,000	19,000,000	791,820
7,000,000	9,000,000	558,408	19,000,000	21,000,000	818,214
9,000,000	10,000,000	594,342	21,000,000	----------	844,608
10,000,000	11,000,000	622,008			

The staff employment allowance contains the following statutory limitations:

(1) Salary of:

One employee cannot exceed $39,909.00 per year;

Five employees cannot exceed $36,729.00 per year;

All other employees cannot exceed $25,440.00 per year.

(2) Minimum salary for employee is $1,113.00 per year.

Salary rate tables are maintained in the Disbursing Office. Retroactive increases or decreases in salary are permitted during the first 10 days of the month. An unlimited number of staff can be employed under the allowance within the statutory limitations. Senators may fix the rates of compensation and establish position titles for office employees. The allowance can be used only for salaries of employees in Washington, D.C., or state offices.

B. STAFF FOR LEGISLATIVE ASSISTANCE

Senators are allowed (under authority of section 2 of S. Res. 60, 94th Congress, agreed to June 12, 1975) additional funds to hire personnel to provide legislative assistance in conjunction with their committee duties.

The authorization is limited as follows:

(1) Senators serving on one or more "A" standing committees are authorized to receive $35,775 for each of up to two such committees to hire personnel for legislative assistance.

(2) Senators serving on one or more "B" standing committees, on more than two "A" standing committees, but no "B" committee, or on a select, special or joint committee are authorized to receive $35,775 for one such committee to hire personnel for legislative assistance.

The amount of base pay of any committee or subcommittee staff members whose appointment was made, recommended, or approved by a Senator is deducted from the S. Res. 60 allowance for this purpose.

Chairmen and ranking minority members of any committee, or of separately funded subcommittees will not be eligible for the additional staff because the permanent committee staff are available to them.

A Table listing "A", "B", and "C" committees follows:

"A"—"Major" standing committees

Aeronautical and Space Sciences
Agriculture and Forestry
Appropriations
Armed Services
Banking, Housing and Urban Affairs
Budget
Commerce
Finance
Foreign Relations
Government Operations
Interior and Insular Affairs
Judiciary
Labor and Public Welfare
Public Works

"B" Committees

Standing Committees:
- District of Columbia
- Post Office and Civil Service
- Rules and Administration
- Veterans' Affairs

Permanent, Select or Special Committees:
- Small Business
- Standards and Conduct

Permanent Joint Committees:
- Atomic Energy
- Economic
- Defense Production
- Internal Revenue
- Congressional Operations

"C" Committees

Temporary, Select or Special Committees:
- Nutrition and Human Needs
- Aging
- Committee on Committees

Permanent Joint Committees:
- Printing
- Library

Temporary Joint Committees: (none)

Washington Offices

A. Office Space in Senate Office Buildings

Assignment of office space in the Senate Office Buildings is made under regulations established by the Committee on Rules and Administration. Assignment of office space begins one week after the general election in November. Assignment lists are prepared on the basis of seniority and the Senator with the longest service is given the first choice of available office space.

The number of rooms assigned to a Senator is based on state population as follows:

Suites:	*Population*
8-room	More than 15,000,000.
7-room	9,000,000 to 15,000,000.
6-room	7,000,000 to 9,000,000.
5-room	Fewer than 7,000,000.

Within this assignment policy there is a further breakdown which applies to incoming Senators, not succeeding themselves in the Senate, who take office on the same date. These Senators are ranked according to the following formula:

1. Those who have formerly served in the Senate.
2. Those who have served as Vice President.
3. Those who have served in the House of Representatives.
4. Former cabinet officials.
5. Former Governors of States.
6. Preference based on the size of State population.
7. In the possible instance where all other factors are equal, according to the alphabetical order of their surnames.

Offices vacated during a Congress because of death are not reassigned for a period of 60 days. Offices vacated because of resignation or retirement are not reassigned for a period of 30 days. Assignment of offices vacated during a Congress is made by the same procedure as assignment at the beginning of a new Congress. Attic lockers are available from the Superintendent of Buildings (Architect of the Capitol) on the same basis as room assignments and are assigned, when possible, in the same building as the Senator's office.

No additional space was provided to Senators for housing additional staff (including S. Res. 60 appointees). In some cases Senators have reassigned case workers from Washington to state offices in order to accommodate the additional legislative staff in their personal offices.

B. Office Equipment

Office equipment is not provided to Senators on the basis of a dollar allowance. The Sergeant at Arms purchases or leases equipment from funds available for that purpose in the "Miscellaneous Items" appropriation of the Contingent Fund. Equipment is provided according to need, approval, and availability of funds.

Each Senator receives certain basic office equipment which is allocated on the basis of state population and other factors as stipulated by the Committee on Rules and Administration. All equipment must

be requested from the Sergeant at Arms in writing by the Senator's office. Since there is no standard requisition form for ordering equipment, the practice has been to prepare a memorandum requesting equipment when needed.

The following list includes the type and quantity of basic office equipment furnished upon request by the Sergeant at Arms.

Mechanical office equipment:	*Number of items generally furnished*
Electric and manual typewriters	1 per typist.
Adding machines or calculators	1–2 per office.
Recorders and transcribers	6–7 per office.
Signature signing machines	1 per office.
Noise suppressors for automatic equipment.	As necessary.
Copying machines (Xerox, A.B. Dick, Dennison or Saxon)	1 large ($135 to $150 per mo. rental) and 3 small ($60 to $90 per mo. rental)
Letter folders, sealers, openers	1 per office.
Electric staplers	Number not specified.
Time recorders	1 per office.

Special justification or approval by the Rules Committee is generally not required for this equipment.

A special request including a justification of need is required before the Sergeant at Arms will supply a Senator's office with automatic typing equipment (i.e. multiple copy, continuous process typewriters). The period of time for which this equipment will be needed must also be specified. The Rules Committee has provided the Sergeant at Arms with the following population-based formula which serves as an allowance or limitation on this equipment:

For Senators from States with:	*Number of pieces of equipment*
Less than 1,000,000	4
1,000,000 to 3,000,000	5
3,000,000 to 5,000,000	6
5,000,000 to 7,000,000	7
7,000,000 to 9,000,000	8
9,000,000 to 11,000,000	9
11,000,000 to 13,000,000	10
Over 13,000,000	11

In addition to the equipment items discussed above, requests for additional items, specialized equipment, or equipment of unusual expense must be approved by the Committee on Rules and Administration.

Upon approval by the Rules Committee, the Sergeant at Arms will lease additional copy machines for Senators if justified on the basis of need or excessive usage charges. (Costs of copy paper, chemicals, and excess usage are charged to the Senators' stationery allowances for *all* copy machines furnished.)

There is a basic usage allowance for each copy machine: 3,300 copies for large and 1,905 copies for small machines. Charges for usage in excess of 1,905 copies are applied as follows:

	Each
Over 1,905 copies	$0.0315
Over 7,500 copies	.0275
Over 11,350 copies	.0220

If an office has one small machine and exceeds the basic usage provided for, the cost of additional copies is chargeable to the stationery

allowance. If that office gets a second machine it also gets an additional usage allowance so the chances of having any overage charges are probably reduced. This arrangement could put offices with large staffs at a disadvantage since their paper usage could be high and space may not be available for an additional machine.

Since the small copiers rent at $60–$90 per month it is unlikely that the Rules Committee would approve lease of an additional machine unless excess usage ran over 2,000 copies ($.0315×2,000=$60.00).

C. Office Furnishings. Furnishings for Senators' Washington offices in the Senate Office Buildings are provided by the Superintendent of Senate Office Buildings (under the Architect of the Capitol) and furnishings for Senators' offices in the Capitol are provided by the Sergeant at Arms. Types and styles of furnishings vary. According to the Superintendent's Office, furniture is ordered from the General Services Administration (GSA) or from private suppliers. Basic furnishings provided include:

Executive desks
Secretary desks
Glass tops for desks
Executive swivel chairs
Secretary typing chairs
Leather lounge chairs
Leather couches
Occasional chairs
Conference tables
Table lamps
Rugs
Carpets
Metal file cabinets
Draperies (Senators' private offices only)
Bookcases
Coat trees
Refrigerators
Work tables
Venetian blinds
Smoking stands
Made-to-order bookcases, tables, etc., if approved
Coffee tables

However, Senators' office staffs feel that there is not enough variety in the choice of furniture available; certain types of furniture are used only in the Russell Office Building and other types are provided for use only in the Dirksen Office Building.

There is no limitation on the number of items provided. Requests for furniture must be made to the Superintendent of Buildings in writing. Items of furniture are purchased from the Architect's appropriation for Senate Office Buildings. There is an apparent discrepancy in the procedure for ordering furnishings for Washington offices. The Superintendent's Office advises that it makes the determination of what furniture will be provided to Senators. Title 20 of the U.S. Code (Sec. 170) states that no furniture or carpeting may be purchased for the Senate without approval of the Rules Committee. Such discrepancies make it difficult for Senators to understand and comply with procedures for ordering furnishings. This adds support to the Commission's recommendation that written uniform procedures be provided to Senate offices and organizations.

Exchanges of items of furniture can be made at any time depending on availability of the item desired. Special items will be purchased depending on cost, review of the request by the Superintendent, and Rules Committee approval. The Superintendent of Buildings maintains inventory records but does not keep reports on cost by Senator.

State Offices

There are no restrictions as to the number of offices a Senator may have in his state. Senators designate their choice of location for state offices and the Sergeant at Arms secures space suitable for their needs.

In addition to offices in Federal or private buildings, Senators are permitted to lease one mobile office for official use in their state.

The space provided for state offices (permanent and mobile) is determined by a population-based formula resulting in an aggregate square foot allowance.

The amount available for state office equipment and furnishings is based on the level of aggregate square feet of space.

A. STATE OFFICE SPACE ALLOWANCE

The Sergeant at Arms secures suitable space for the Senator's official use either in post offices or Federal buildings, or in private buildings if office space is unavailable in Federal buildings at locations specified by the Senators. Allocations are made in terms of aggregate square feet of office space determined on the basis of population. This is consistent with the use of population as a basis for determining staff allowances. However, since an unlimited number of staff can be employed by a Senator, so long as the dollar allowance for staff is not exceeded, the square footage allowance may or may not be appropriate.

The following example of inequity resulting from use of the current formula demonstrates this point. Under the formula shown, a Senator from a state with a population of 2,000,000 is entitled to 4,800 square feet of space in field offices. If one applied the standard of 140 square feet per employee in field offices (not counting parking, storage, or conference room space) used by some executive agencies, approximately 34 employees could be accommodated within the allocation. The resulting ratio of staff to population is around one to 60,000. Under the same formula, a Senator from a state with a population of 17,000,000 is entitled to 8,000 square feet of field office space. This means that 57 employees could be accommodated with a ratio of one staff person to a population of approximately 300,000.

The allocation for state office space is based on the following formula:

Population categories:	*Proposed aggregate square footage*[1]
Less than 2,000,000	4,800
2,000,000 to 3,000,000	5,000
3,000,000 to 4,000,000	5,200
4,000,000 to 5,000,000	5,400
5,000,000 to 7,000,000	5,800
7,000,000 to 9,000,000	6,200
9,000,000 to 10,000,000	6,400
10,000,000 to 11,000,000	6,600
11,000,000 to 12,000,000	6,800
12,000,000 to 13,000,000	7,000
13,000,000 to 15,000,000	7,400
15,000,000 to 17,000,000	7,800
17,000,000 or more	8,000

[1] The square footage allowance only applies to the actual office space assigned to a Senator and does not pertain to other items (e.g., parking space, storage space, conference rooms, etc.) that may be part of the billing by the General Services Administration.

Within allocation of square feet for state office space, a Senator can lease one mobile office for use in the state he represents. Payments for the rental and nonpersonnel operating costs are made from the Contingent Fund of the Senate. Payments for these costs are made only if the lease provisions for liability insurance in the amount of $1,000,000 and for the following inscription to be clearly visible on three sides of the mobile office in four-inch letters:

"Mobile Office of Senator ——."
"FOR OFFICIAL USE ONLY"

The above costs are not paid by the Senate if they are incurred during the 60-day period ending with the date of any primary, special, or general election in which the Senator is a candidate unless the election is uncontested.

B. STATE OFFICE EQUIPMENT AND FURNISHINGS

An aggregate Furniture and Furnishings Allowance [1] is provided for one or more state offices for acquisition of furniture, office equipment, and other furnishings. The aggregate allowance is in the amount of $20,500 and is available if the aggregate square feet does not exceed 4,800. For each additional increment of 200 square feet of space, the dollar allowance is increased by $500. (Therefore, the furnishings allowance ranges from $20,500 to $28,500 and is made available once for the entire length of a Senator's service.) Although replacement after the first six years can be arranged, this is often a difficult, time-consuming, and not always satisfactory process.

This allowance is administered by GSA. Requests for furniture, equipment, carpets, and other furnishings are made to the GSA Regional Administrator by the Senator. GSA provides with periodic reports on charges and balances available. The Disbursing Office reimburses GSA quarterly for the cost of items furnished to state offices.

Equipment and furniture provided by GSA include:

All items of furniture
Filing cabinets (not motorized)
Typewriters (not automatic)
Adding machines and calculators
Dictating-transcribing equipment

and the following items costing under $50.00:

U.S. flags for indoor display (no state flags)
Lamps
Smoking stands
Ashtrays
Waste baskets
Desk trays
Floor mats
Card files, single, double, 4-drawer only
Display racks
Book racks
Dictionary stands

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[1] Prior to 1974 there were separate allowances for equipment and furniture ($5,000 per office) and for carpeting and draperies ($1,500 per office).

Folding chairs
Transfer cases
Shelving

Supply or purchase of all office equipment, carpeting, and draperies must be made by the appropriate GSA regional office from established government supply sources. Reimbursement is not made for purchases by Senate staff.

The Sergeant at Arms will furnish appropriate equipment items not provided by GSA. For example, photocopiers are not supplied by GSA and the Sergeant at Arms provides 1 xerox 660 for use in state offices of each Senator. If usage or need justifies additional copiers, they will be provided. Other items of equipment such as additional typewriters might also provided if approved by the Sergeant at Arms or the Rules Committee. Additional items of office equipment for short-term use can be provided by GSA if available in stock.

ALLOWANCES FOR OTHER ITEMS

Additional allowances are provided for various supplies, reference materials, and postage.

The paper allowance is for envelopes and various types of paper, and the envelope allowance provides certain reference materials, committee reports, and public documents. Postage for official use is provided under the franking privilege.

The following description gives some detail on the items furnished under these allowances.

A. PAPER ALLOWANCE

Senators are provided stationery and paper from a "paper allowance" based on state population. The allowance is provided in terms of an amount of paper rather than a dollar allowance. The formula follows:

STATE POPULATION

More than—	Not more than—	Letterheads and envelopes each per month	Blank sheets per year (mimeo, offset paper) [1]
----------	3,000,000	15,000	----------
3,000,000	4,000,000	20,000	----------
4,000,000	5,000,000	25,000	----------
5,000,000	10,000,000	30,000	----------
10,000,000	----------	30,000	----------

[1] States with less than 1,200,000 adult constituents receive 1,200,000 sheets of paper year; all other States receive 1 sheet of paper per year per adult constituent.

The paper allowance is transferrable. Unused balances from prior years can be carried forward. Paper is supplied by the Printing Clerk who administers the allowance. Funding for the paper is provided in the Government Printing Office (GPO) appropriation for "Printing and Binding" for the Congress.

B. PUBLIC DOCUMENT ENVELOPE ALLOWANCE

Senators are furnished special sizes of envelopes and post cards. The allowance is established in terms of a quantity of items and is cumula-

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tive through the two sessions of Congress. The formula (which is also based on state population) is as follows:

More than—	Not more than—	Monthly envelope allowance
----------	4,000,000	50,000
4,000,000	5,000,000	60,000
5,000,000	7,500,000	70,000
7,500,000	10,000,000	80,000
10,000,000	----------	100,000

The Printing Clerk supplies envelopes and administers the allowance. Funds are provided in the GPO appropriation for "Printing and Binding" for the Congress. Unused balances can be carried forward for up to two years (for Senators only). For example, if the 1976 allowance is exhausted, unused balances from 1975 and then 1974 will be available.

C. PUBLICATIONS ALLOWANCE

The publications allowance is not a dollar allowance but an allowance for certain publications with a general limitation on the number of copies. The various publications are ordered from the publishing offices, which monitor the number of copies distributed against the allowance.

The cost of reprints of speeches and statements which have appeared in the Congressional Record may be purchased by the Senator. The costs cannot be paid through the Senator's Stationery Allowance because this account is for stationery and office supplies which are purchased through the Stationery Room. Reprints of items appearing in the Congressional Record can be either purchased from the Congressional Record Clerk or duplicated in the Service Department at no charge. Back issues of the Congressional Record can be purchased from the Congressional Record Clerk. Receipts accruing from charges by the Public Printer are deposited in the Treasury to the credit of GPO's revolving fund.

The Government Printing Office also provides an exchange account for official publications. This account is an allowance for official publications to be provided to Senators. Publications which are not needed by Senators can be returned to GPO. If these publications are on the list approved for exchange, the Senator's allowance will be credited and other publications can be ordered and charged against the allowance.

Senators may designate two libraries (as depository libraries) in their state to receive all GPO publications.

In addition, Senators may request that surplus books available from the Library of Congress be forwarded to qualified institutions.

D. FRANKING PRIVILEGE

The franking privilege was established to "expedite the conduct of the official business, activities, and duties of the Congress . . ." Use of the frank is a privilege and not an allowance. It is not funded from an appropriation to the Senate. Instead, the fees and charges for franked mail are paid to the Post Office from the joint item appropriation for

"Official Mail Costs" (per 39 U.S.C. 3216) and are not paid from the Senators' Postage Allowance. Disbursements are made by the Clerk of the House.

Senators are authorized by 39 U.S.C. 3210 to use the franking privilege for official mail matter, including but not limited to:

(A) mail matter to any person and to all agencies and officials of Federal, State, and local governments regarding programs, decisions, and other related matters of public concern or public service, including any matter relating to actions of a past or current Congress;

(B) the usual and customary congressional newsletter or press release which may deal with such matters as the impact of laws and decisions on State and local governments and individual citizens; reports on public and official actions taken by Members of Congress; and discussions of proposed or pending legislation or governmental actions and the positions of the Members of Congress on, and arguments for or against, such matters;

(C) the usual and customary congressional questionnaire seeking public opinion on any law, pending or proposed legislation, public issue, or subject;

(D) mail matter dispatched by a Member of Congress between his Washington office and any congressional district offices, or between his district offices;

(E) mail matter directed by one Member of Congress to another Member of Congress or to representatives of the legislative bodies of State and local governments;

(F) mail matter expressing condolences to a person who has suffered a loss or congratulations to a person who has achieved some personal or public distinction;

(G) mail matter, including general mass mailings, which consist of Federal laws, Federal regulations, other Federal publications, publications purchased with Federal funds, or publications containing items of general information;

(H) mail matter which consists of voter registration or election information or assistance prepared and mailed in a nonpartisan manner;

(I) mail matter which constitutes or includes a biography or autobiography of any Member of, or Member-elect to, Congress or any biographical or autobiographical material concerning such Member or Member-elect or the spouse or other members of the family of such Member or Member-elect, and which is so mailed as a part of a Federal publication or in response to a specific request therefor and is not included for publicity purposes in a newsletter or other general mass mailing of the Member or Member-elect under the franking privilege; or

(J) mail matter which contains a picture, sketch, or other likeness of any Member or Member-elect and which is so mailed as a part of a Federal publication or in response to a specific request therefor and, when contained in a newsletter or other general mass mailing or any Member or Member-elect, is not of such size, or does not occur with such frequency in the mail matter concerned, as to lead to the conclusion that the purpose of such picture, sketch, or likeness is to advertise the Member or Member-elect rather than to illustrate accompanying text.

Purposes for which the frank may not be used are also set forth in 39 U.S.C. 3210. The Select Committee on Standards and Conduct has the responsibility for reviewing complaints on violations of the use of the frank. The frank cannot be used for:

(A) mail matter which constitutes or includes any article, account, sketch, narration, or other text laudatory and complimentary of any Member of, or Member-elect to, Congress on a purely personal or political basis rather than on the basis of performance of official duties as a Member or on the basis of activities as a Member-elect;

(B) mail matter which constitutes or includes—

(i) greetings from the spouse or other members of the family of such Member or Member-elect;

(ii) reports of how or when such Member or Member-elect, or the spouse or any other member of the family of such Member or Member-elect, spends time other than in the performance of, or in connection with, the legislative, representative, and other official functions of such Member or the activities of such Member-elect as a Member-elect; or

(iii) any card expressing holiday greetings from such Member or Member-elect;

(C) mail matter which specifically solicits political support for the sender or any other person or any political party, or a vote or financial assistance for any candidate for any public office; or

(D) any mass mailing when the same is mailed at or delivered to any postal facility less than 28 days immediately before the date of any primary or general election (whether regular, special, or runoff) in which such Member or Member-elect is a candidate for public office.

Consolidated Allowance

The Consolidated Allowance was established on January 1, 1973. Allowances for the separate items of state office expenses, stationery, postage, telephone and telegraph, and travel were combined into a consolidated sum to be used for official expenses of the Senator with no limitation on the amount to be spent on any one of the items. Surpluses from one item can be used to pay additional costs incurred for another item within the Consolidated Allowance.

The amount of the consolidated allowance to be available to each Senator is still determined on the basis of separate formulas for each item. The total for all of the items is the amount of the Senator's consolidated allowance. This allowance is provided on a calendar year basis and is cumulative month to month.

The authorization for payment of items included in the consolidated allowance is found in 2 U.S.C. 58 as follows:

(a) Authorization for payments from contingent fund.

Effective January 1, 1973, and thereafter, the contingent fund of the Senate is made available for payment to or on behalf of each Senator, upon certification of the Senator, for the following expenses incurred by the Senator and his staff:

(1) official telegrams and long-distance telephone calls and related services. In the manner authorized immediately prior to January 1, 1973, by the Committee on Rules and Administration, or as may be hereafter authorized by that committee;

(2) stationery and other office supplies procured through the Senate stationery room for use for official business;

(3) reimbursement to each Senator for air mail and special delivery postage for expenses incurred in the mailing of postal matters relating to official business;

(4) rental charges for office space at not more than three places designated by the Senator in the State he represents;

(5) reimbursement to each Senator for official office expenses incurred in his State (other than equipment and furniture);

(6) reimbursement to each Senator for telephone service charges officially incurred outside Washington, District of Columbia:

(7) reimbursement to each Senator for charges for subscription to magazines, periodicals, or clipping or similar services; and

(8) Reimbursement of actual transportation expenses incurred by the Senater in traveling in official business by the nearest usual route between Washington, District of Columbia, and the State he represents and within such State, and travel expenses incurred by employees in that Senator's office subject to the provisions of subsection (e) of this section.

Reimbursement to a Senator and his employees under this section shall be made only upon presentation of itemized vouchers for expenses incurred.

A. STATE OFFICE EXPENSES

The allowance for state office expenses is administered by the Disbursing Office. This allowance is provided for state office expenses such as stationery, office supplies, and telephone service. In addition, the

allowancce is available for reimbursement of costs incurred for items such as subscriptions to newspapers, magazines and periodicals, and clipping services for any of a Senator's offices. This allowance, therefore, is available not only for state office expenses but also for items (subscriptions, etc.) which may be used in a Senator's Washington office.

The allowance provided is $7,800 per regular session; however, this is not a limitation. Reimbursements are made from the Contingent Fund under the "Miscellaneous Items" appropriation.

B. STATIONERY—OFFICE AND STATIONERY SUPPLIES

The stationery allowance is available only for stationery and other office supplies for official use in the Senators' Washington offices. Office supplies for use in Washingon which are not purchased from the Stationery Room are not reimbursable items.

The Senator's stationery allowance is charged for items purchased through the Stationery Room. Funds are transferred from the stationery allowance to the Stationery Revolving Fund as reimbursement for items purchased in the Stationery Room.

Authorization for Senate stationery allowances is found in 2 U.S.C. 46a–3 and authorization for the Stationery Revolving Fund is found in 2 U.S.C. 46a–2.

The formula for computing the Stationery Allowance is based on population as follows:

More than —	Not more than —	Amount of stationery allowance
----------	3,000,000	$3,600
3,000,000	5,000,000	3,800
5,000,000	9,000,000	4,000
9,000,000	11,000,000	4,200
11,000,000	13,000,000	4,500
13,000,000	17,000,000	4,800
17,000,000	----------	5,000

C. POSTAGE ALLOWANCE

In addition to authorized use of the franking privilege, discussed earlier, each Senator is provided $1,390 per regular session for postage stamps. An additional $350 is provided for each Senator from a state partially or wholly west of the Mississippi.

Postage stamps are used in lieu of the frank for mailing packages, foreign mail, special delivery mail, and constituent mail requiring "special attention" rather than a response which may appear routine.

Reimbursement for stamps used is made by the Disbursing Office upon receipt of an itemized voucher.

D. COMMUNICATIONS ALLOWANCE (TELEPHONE AND TELEGRAPH)

Allowances for telephone and telegraph are provided by the Committee on Rules and Administration and are determined by two separate formulas.

1. Telephone Allowance

The formula for computing telephone allowance is $2.200 plus the person-to-person long-distance telephone rate multiplied by the

number of calls allotted to a Senator. The telephone call allotments are based on population as follows:

a. 3,000 calls not exceeding 15,000 minutes (made to or from Washington) for Senators from states with a population of fewer than 10,000,000, or

b. 4,500 calls not exceeding 22,500 minutes for Senators from states with a population of more than 10,000,000, and

c. An additional allowance of $2,200 for:

Strictly official long-distance calls (A) originating and terminating outside of Washington, and (B) those to or from Washington in excess of the number authorized to be paid under (b) above.

Official calls originating or terminating outside the Washington area through the use of an official credit card.

Upon request to the Sergeant at Arms, use of one Federal Telecommunications System line between 5:00 p.m. and 9:00 a.m. weekdays, all day Saturday, Sunday, and holidays. (A charge of $30 per month will be assessed against the Senator's $2,200 allowance. Alternative arrangements can be made for Alaska and Hawaii which do not have regular FTS lines.)

d. Full-time private long-distance service (WATS) is available to a Senator upon surrender of 50 percent of his allowances under (a) and (b). (With WATS line service telephone calls can be made only one way and only from the Senator's office in Washington on a dialed station-to-station basis. The line can be used 24 hours a day, every day. WATS lines are not available to Alaska and Hawaii.)

On June 4, 1976, a pool of WATS lines was made available to Senators who can have one or two access lines to the WATS pool. This has not changed the allowance provided Senator for long-distance telephone service. The change was one of administration of the Service and was made to effect greater efficiency and economy. (WATS lines cost $1,600 each per month. Since all lines are not used simultaneously, it was found that adequate service could be provided through the "pool" arrangement at a lesser cost.)

This allowance does not provide for WATS service in state offices. However, some Senators have arranged for the service themselves and submit the charges to the Disbursing Office for payment as a state office communications expense.

e. An additional allowance is available (upon certification to the Sergeant at Arms) in the amount of $300 for strictly official long-distance telephone calls.

f. An additional $150 for communication expenses in addition to any and all allowances for telephone and telegraph is available upon certification to the Sergeant at Arms.

g. Balances remaining in the $2,200 account and balances under (a) and (b) may be used by a Senator to pay telegraph charges in excess of those authorized for that purpose.

Billing of telephone charges is made monthly by the Sergeant at Arms. The itemized bill designates official and personal calls and is

signed by the Senator and returned to the Sergeant at Arms for payment. (The telephone company bills the Senators for personal calls.) Monthly records of telephone usage are kept by the Sergeant at Arms and are furnished to a Senator on a monthly basis.

Local service which includes equipment costs, installation charges, and monthly service charges is paid for from the Contingent Fund, Miscellaneous appropriation.

2. Telegraph Allowances

Telegraph allowances are computed by the following formula:

a. $2,200 plus an amount based on state population and Western Union rates from Washington.

b. An additional $150 (as noted above under item f) for communication expenses in addition to any and all allowances for telephone and telegraph is available upon certification to the Sergeant at Arms.

c. Balances remaining in the $2,200 acount for official long-distance calls and balances in the numbers of phone calls allotted (as noted above under item g) may be used by a Senator to pay telegraph charges in excess of those authorized.

TWX printers can be installed in the Washington office and no more than three state offices. Telecopiers can be leased at a limit of one for the Washington office (plus an additional portable telecopier if justified) and one for each state office. Effective October 1, 1975, telecopiers were purchased rather than leased. The Sergeant at Arms pays these service and equipment costs and bills the Senators' telegraph allowance. Monthly telegram expenditures are recorded by the Sergeant at Arms, and information on usage is provided to Senators upon request.

E. TRAVEL ALLOWANCE

Travel allowances for Senators and staff members are administered by the Senate Disbursing Office. Travel allowances are provided as follows:

1. Cost of transportation for one round-trip between Washington, D.C., and a Senator's home are automatically paid to the Senator at the beginning of each session of Congress.

2. In addition, the Contingent Fund of the Senate is available for reimbursement of transportation costs incurred by Senators traveling on official business, and expenses incurred by Senators' personal staff when making round-trips on official business, by the nearest usual route, between Washington, D.C. and the home state of the Senator, or within that state during such travel. The travel allowance is based on the following round-trip allotment:

40 round-trips to offices of Senators from states with population of fewer than 10,000,000

44 round-trips to offices of Senators from states with population of more than 10,000,000

multiplied by the distance from home state to Washington, D.C., and multiplied by the mileage reimbursement rate as follows:

Distance in miles from home to Washington, D.C.		
More than—	Not more than—	Reimbursement rate per mile
-----	375	$0.14
375	750	.13
750	1,000	.12
1,000	1,750	.11
1,750	2,250	.10
2,250	2,500	.09
2,500	3,000	.08
3,000	-----	.07

A proration of the trip allowance is made for Senators occupying office for less than a year.

Reimbursement is also made for travel expenses of staff including per diem and actual transportation costs incurred, automobile mileage, and actual costs of parking fees, ferry fares, and bridge, road and tunnel tolls. The Travel Expense Amendments Act of 1975 (P.L. 94–22, May 19, 1975) increased the per diem rate for the Senate to $35 and the actual expense rate to $50 when authorized by the Committee on Rules and Administration.

It should be noted that Senators are not entitled to per diem or reimbursement for actual travel expenses, and personal staff are not reimbursed for local travel expenses incurred in the Washington, D.C., area.

In the case of staff personnel appointed under Senate Resolution 60, 94th Congress, agreed to June 12, 1975, the Rules Committee has determined that, for the purposes of travel they will be considered as Senators' staff when traveling on official business for the Senator and committee staff when traveling on committee business. This provision has been added to the Senate Travel Regulations and was made effective as of July 1, 1975. Funding for travel was not increased upon passage of the Travel Expense Amendments Act. Increased per diem payments are being absorbed. It was felt that surpluses from other items in the consolidated allowance could be used to cover the increased travel costs.

Summary

The provisions for Senator's funding as discussed in this paper have developed over the period of the last 100 years. There does not appear to be any policy statement on use of the allowances as a funding device, nor is there a written rationale supporting the use of allowances or explaining why this means of funding is currently used for Senators. The formulas for allowances are based on the constitutional intent that Senators would be equal in their responsibility for representing the states. However, the formulas provide for differences in state size (population) by allowing some additional funding for Senators from larger states.

Except for the Consolidated Allowance, this system of funding provides no flexibility to Senators for reprogramming surplus availabilities to other categories. In addition, the funds control (monitoring of expenditures) and reporting functions are fragmented. For example, several separate accounts are maintained for recording Senators' expenditures because each allowance category is tracked separately. The administration of the allowances is decentralized to a great extent and

this complicates the reporting function. For example, office supplies, equipment, and furniture for the Washington offices are provided for by the Stationery Room (Secretary's Office), Service Department (Sergeant at Arms Office), and Superintendent of Buildings (Architect's Office) respectively. Each of these organizational entities keeps separate records on items ordered, charges or allowance balances. Our overall review of the allowance process showed that some, but not all, of the administering organizations provide reports on the status of allowance balances. For example, the Disbursing Office provides reports on the Consolidated Allowance expenditures and balances on a periodic basis according to records maintained by the Sergeant at Arms and within the Disbursing Office itself. GSA provides reports on the state office furnishings account and the Printing Clerk provides reports on the status of the paper and envelope allowance. No consolidated reports are provided on funding, expenditures, or allowance balances.

Senators' staffs have found it necessary to maintain obligation ledgers to indicate committed funds. These ledgers provide a more up-to-date indication of available balances than reports maintained in the Disbursing Office because the Disbursing Office records expenditures when the bills are actually paid and keeps no record of committed funds.

THE COMMITTEE BUDGETING PROCESS

By Gayle Condon

Committee budgeting is a complex process involving several sources of funding, several separate procedures by which funds are requested and authorized, and the maintenance of several separate accounts from which funds are disbursed. The legal authority for committee activities and funding is found in the Legislative Reorganization Acts, Appropriation Acts, and Senate Resolutions. Funding is accomplished from more than one appropriation and, depending on the purpose or activity, by more than one budgeting process.

Funding for each of the 18 standing committees is a composite of the following:

(1) $10,000 per Congress for "routine" purposes, i.e., expenses and activities of the permanent staff;

(2) $376,512 [1] per year for the 12 permanent staff members' salaries;

(3) Annual funding approved for salaries of any permanent staff authorized in addition to the original 12 per committee;

(4) An amount for salaries and expenses requested annually by committees for inquiries and investigations performed by full or subcommittee staff;

(5) $300 per year (allocated semiannually in $150 amounts) for stationery supplies for the permanent staff; and

(6) Funding from various sources for goods and services provided to the committees (e.g., paper, furniture, equipment, etc.).

Supplemental funding can be requested for routine purposes (in addition to item 1 above), and amendments can be requested to authorize additional funds for inquiries and investigations (in addition to item 4 above).

The Senate is devoting approximately $32 million to committee funding for salaries and other readily identifiable expenses of permanent and investigative staff during fiscal 1977. This funding level does not include supplementals or amendments which, based on fiscal 1976 experience, could approximate an increase of around 10 percent. Expenses for items such as furniture, equipment, and utilities are also not included in the $32 million figure.

Additional funding of $6 million is budgeted for Senate Res. 60 staff. The purpose of this Resolution (approved June 12, 1975) was to provide Senators who had not previously been able to appoint or recommend staff for appointment to committees with additional staff for committee-related work. These staff are appointed by and are responsible to the Senators and sit in the Senators' personal offices. However, they have most of the rights to information and privileges of regular

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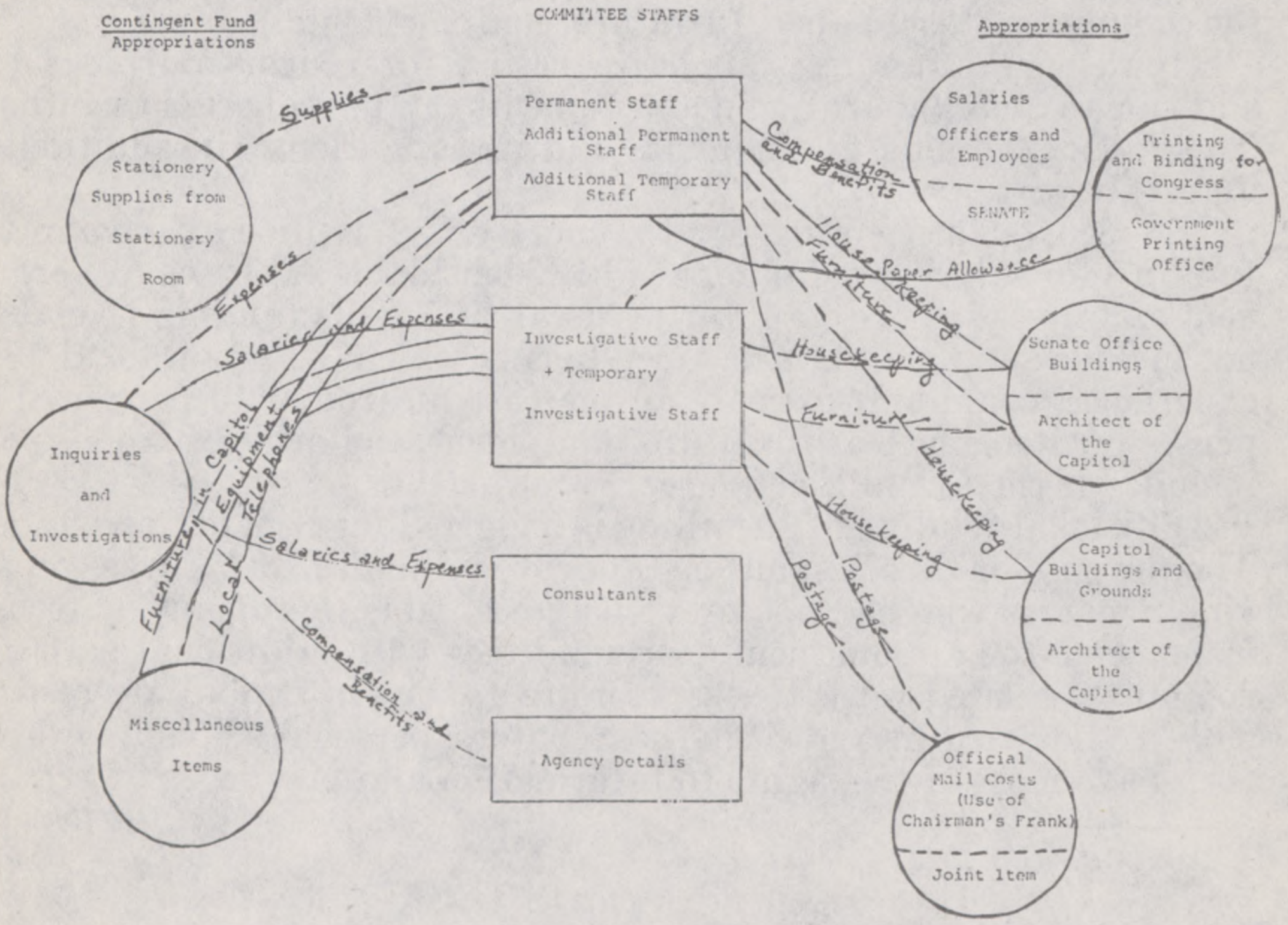
[1] As of October 2, 1975.

committee staff members. While these personnel are not committee staff, they are mentioned here because their purpose is to directly support the committee duties of their Senators and the additional $6 million in Senate funding can be directly related to committee work.

Authorizations for Funding and Activities

Although committee funding is provided from several sources or accounts, the bulk of the funding is included in two broad accounts: 1) the Salaries, Officers and Employees appropriation, and 2) the Contingent Fund.

In addition, the use of the terms "permanent," "investigative," and "temporary" do not clearly describe the staff of the committees. For the purpose of this paper the terminology used is that generally used by the standing committees. "Permanent" staff will be discussed as those positions authorized in the Legislative Reorganization Acts. "Additional Permanent Staff" are the 50 additional full committee staff members currently authorized for 10 of the committees by public law or Senate resolution. "Investigative" staff are also permanent in the nature of their assignment (and perform essentially the same functions as the "permanent" staff) but are authorized annually in the Inquiries and Investigations funding authorization resolutions. "Temporary" staff are seldom "temporary." Committees often use surplus funds from other categories to hire additional staff. These staff members are considered temporary but in many cases continue to be on the committee rolls indefinitely. Once included in the committee funding resolutions, these "temporary" positions become a part of the permanent investigative staff. The following exhibit shows the fragmented funding structure for committee salaries and expenses:



Permanent staff and activities

Each standing committee is provided $376,512 by formula to be available for salaries of the 12 permanent staff members. Additional funds are also provided for any additional permanent staff members (authorized by Public Law or Senate Resolution). This funding is included in the appropriation for Salaries of Officers and Employees, under the line item for Committee Employees.

The Legislative Reorganization Act of 1946 (Section 134(a)) authorized the standing committees to make expenditures of up to $10,000 per Congress for the purpose of holding hearings, subpoenaing witnesses, correspondence, books, papers and documents, and taking testimony. These funds are included in the "Inquiries and Investigations" appropriation of the Contingent Fund and can only be spent on activities of the permanent staff authorized in the LRAs and any additional permanent staff approved by public law or Senate Resolution.

Additional funds for activities of the permanent staff ("routine" purposes) are requested in the form of separate resolutions supplementing the statutory $10,000 per Congress. (These resolutions are exempted from the annual funding requirements which apply to the investigatory staff activities.)

Prior to 1971, the committees introduced simple resolutions to obtain increases to the $10,000 provided per Congress for their operating expenses. These resolutions were then agreed to by the Senate as a whole.

On October 11, 1971, Public Law 92–136 was approved, amending section 133(g) of the 1946 LRA to exempt "routine" funds resolutions from the above procedure. Since 1971, the statutory $10,000 has been automatically made available.

Request by committees for funds supplementing their $10,000 allotment are introduced by a resolution for authorization of additional or "supplemental" expenditures for "routine" purposes. Each supplemental must be submitted as a separate authorization resolution. The approval of separate authorizations does not require establishment of separate accounts because funding is specified in the resolutions for routine purposes to be available during a specific Congress. Routine purpose funds are recorded in a consolidated account for each committee.

In addition to routine purpose funds, the Contingent Fund includes a stationery allowance for the permanent staff of the standing committees in the amount of $300 per year. Technically, supplies purchased from this allowance can only be used for the permanent staff. Funds requested for supplies under the Inquiries and Investigations budget can be used for both the investigative and the permanent staff. This is done universally since the $300 provided under the stationery allowance is not sufficient for the permanent staff. Many committee personnel have commented to the Commission that the separate account for stationery is "more trouble than it's worth" since the funds have to be accounted for separately but are so small as to be of no significant value to the committees.

As commitee workloads expanded in the areas of legislation and oversight, several committees requested funds for additional permanent staff members. The "Additional Permanent Staff" were author-

ized in various appropriation acts and Senate Resolutions. Currently 50 additional staff members for ten of the standing committees have been authorized. The following table indicates these positions by committee.

Committee	Additional permanent staff members authorized	Authority: Resolution or public law	Congress	Date	Total maximum compensation
Aeronautical and Space Sciences	1 professional; 1 clerical	Public Law 92–136	92d	Oct. 11, 1974	$54,537
Armed Services	1 clerical	Public Law 92–136	92d	do	18,762
District of Columbia	1 clerical	Public Law 92–136	92d	do	18,762
Finance	6 professional	S. Res. 224	89th	Apr. 20, 1966	327,222
	6 clerical	S. Res. 66	91st	Feb. 17, 1969	
Foreign Relations	2 professional	S. Res. 30	86th	Feb. 2, 1959	163,611
	3 clerical				
	1 professional	S. Res. 247	87th	Feb. 7, 1962	
Government Operations	1 professional	S. Res. 355	85th	Aug. 18, 1958	54,537
	1 clerical	Public Law 92–136	92d	Oct. 14, 1974	
Judiciary	2 professional; 3 clerical	S. Res. 66	81st	Feb. 17, 1949	127,836
Labor	1 professional; 1 assistant chief clerk.	S. Res. 253	88th	Feb. 19, 1964	190,833
	7 professional; 9 clerical	S. Res. 74	90th	Feb. 20, 1967	
Post Office	1 clerical	S. Res. 14	89th	Feb. 8, 1955	18,762
Rules	1 professional	S. Res. 342	85th	July 28, 1958	74,550
	1 assistant chief clerk.	Public Law 93–145	93d	Nov. 1, 1973	
Total	50 staff members				1,346,442

The Appropriations Committee is authorized by Section 202(b) of the 1946 Legislative Reorganization Act, as amended, to appoint additional permanent staff as they determine necessary by majority vote.

Investigative staff and activities

The Legislative Reorganization Act of 1946 (as amended by Section 110(a) of the 1970 LRA) authorizes activities and funding for inquiries and investigations. This legislation provides authorization for activities of both the permanent and investigative staff. In the case of the investigative staff, salaries and operating costs are funded from the appropriation for "Inquiries and Investigations." This use of the same authorization raises the question of the need for separate funding resolutions and separate accounts, and the need to continue to distinguish between permanent and investigative staff since their work activities are the same in nature. Specification of the $10,000 limitation in the LRAs is at the root of the fragmented funding procedures.

Each committee usually submits one annual resolution for authorization of expenditures of the investigatory staff. Under the LRA of 1970 these resolutions are required to specify amounts of increase by subcommittee, although this is rarely done. This provision is explained by a recommendation of the Joint Committee on the Organization of the Congress, Final Report, Senate Report No. 1414, July 28, 1966. The report also gives the rationale for funding subcommittee activities (hearings, investigations, oversight) in addition to the activities of the full committees. The pertinent portions of this report follow (emphasis supplied):

Each standing committee shall be allowed to file *one annual* resolution to provide funds for staff in excess of the statutory limit. The resolution shall specify by *name and amount all subcommittees* to be funded for that year.

* * * * * * *

The committees have interpreted the language of this report and the 1970 LRA to mean only the separately funded subcommittees. In other cases committee funds are not designated by subcommittee.

Subcommittees are flexible and desirable devices for dividing the committee's workload. In order to insure that subcommittees do not gain a status equivalent to the full committee, however, specific procedures need to be adopted. The full committee is the appropriate judge of the merit of any subcommittee's proposed activities. The most practical means of exercising full committee supervision is in connection with annual requests for funds.

Since any substantial subcommittee activity normally requires funding in order to obtain staff beyond the statutory limits for the full committee, a single committee resolution for such funding—designating the subcommittees to be funded—furnishes the best annual mechanism for evaluating subcommittee operations. This method will insure that the full committee is aware of the activity and will thus minimize duplication of effort or unwarranted activities.

Full committees may be aware of the planned activities of their subcommittees. However, where funding is not designated for specific subcommittees, the Rules Committee may see activity as coming only from the committee as a whole and may not be aware of duplication by subcommittees. Additionally, in the case of autonomous subcommittees, the full committee may not exercise effective control. The task would then fall entirely upon the Rules Committee to minimize duplication in funding and activity requests.

The Rules Committee does not, of course, have the authority to set the legislative program for the Senate. Reductions effected by Rules on requests for funding may later be restored by compromise between Rules and the committee. A last option for change in the authorization would then be action of the Senate. The Appropriations Committee usually approves the full amount authorized; however, they have the authority to appropriate a lesser amount.

The provisions of Senate Report No. 1414 were implemented in the Supplemental Appropriations Act of 1971 (Public Law 92–136) with some changes as follows:

(1) Supplemental inquiries and investigations funding resolutions are treated as amendments to the original funding resolution, rather than separate resolutions. This negates the need to establish separate accounts for each resolution. A single resolution with amendments means that a single source of authority can be referred to for the purpose of making disbursements.

(2) The justification for additional funds must appear in the report accompanying the amended resolution. Prior to 1971, the justification appeared in the body of the resolution itself. The Rules Committee felt this had made the resolutions awkward since justifications varied greatly by committee and a uniform format for the resolutions could not be retained.

Resolutions supplementing expenditures for permanent staff activities ("routine" purposes) were exempted from these funding requirements.

These changes corrected the language of the 1970 LRA which would have precluded merging supplemental funds into one account and pro-

vided for the narrative justifications of the committee budget requests to appear in a report accompanying the resolution rather than in the text of the resolution itself.

Investigatory funding year

Unlike funding of salaries and activities of the permanent staff, which is done on a fiscal year basis, the expenditure year for inquiries and investigations runs from March 1 through the last day of February of the succeeding year. This timing was adopted to permit new Members of a committee to participate in the planning and budgeting sessions which take place early in January. The Committee on Rules and Administration has required that annual authorization resolutions of the committees be submitted for its review no later than January 31 of each year. (This practice was begun in January, 1971.) An extension of 30 days is allowed for standing committees acquiring new Members at a date later than January 20 during a first session of any Congress.

The difference in funding years for permanent and investigative staff are another cause of the fragmentation in the committee budgeting and accounting processes.

Temporary staff

Most committees augment their staff by the use of temporary employees. This can formally be accomplished in two ways:

(1) by requesting a supplemental expenditure authorization (or introducing a special resolution or Public Law provision) to augment the permanent staff, or

(2) by including funding for temporary staff in the annual expenditure authorization request for investigatory staff and activities.

Currently, only two committees have increased their permanent staff by the first method. The Government Operations Committee is authorized one additional temporary staff position by public law. The authority for this position will lapse on September 30, 1976. The Finance Committee is authorized four temporary staff positions by Senate Resolution (other than an expenditure-authorization resolution). These are actually permanent staff and should be included in the category for "Additional Permanent Staff."

Funding for the additional temporary staff for these committees is included in the total for Committee Employees in the "Salaries, Officers and Employees" appropriation. The following table shows the temporary positions for these committees:

Committee	Additional temporary staff members authorized	Authority			Total maximum compensation.
		Resolution or public law	Congress	Date	
Finance	2 professional 2 clerical	S. Res. 41	94th	July 22, 1975	$109,074
Government Operations	1 professional	Public Law 94–59	94th	July 25, 1975	35,775
Total	5 staff members				144,819

These five employees are included in the total number of committee employees.

Several committees augment their staff by hiring part-time or temporary staff members by the second method at salaries within their total allocation for investigatory staff. This method of providing temporary staff is more commonly used.

There are also informal methods by which committees add temporary staff to their rolls when funds are available. Some committees redirect (reprogram) funds from other expense categories to staffing and some committees hire staff at less than the budgeted rate and may therefore employ more staff than originally indicated in their funding requests. This can result in the on-board employment level exceeding the number of positions projected in the budget resolution. If the on-board level has exceeded the requested position level at year end, the Rules Committee questions the committee chairman about his employment pattern during the February budget hearings. The response generally indicates that the employees were hired on a temporary basis after determining that funds were available. Since no limitations or ceilings exist for employment, these "temporary" positions are often temporary on a "permanent" basis. Because there are no formal administrative controls, there is no way to limit the size of the investigative staff.

Consultants, contracts, and agency details

Committees can also supplement their staffs by using consultants or contracts and agency details. Additional personnel services made available to committees by these means are not generally added to the committees' rolls. However, committees must have funds available and Rules Committee approval to arrange for these services.

Consultants and contracts

The Legislative Reorganization Act of 1946 (Section 202(i)) authorized the committees to procure temporary or intermittent services of individual consultants or organizations for the purpose of making studies or providing advice. These services may be procured in three ways:

(1) By entering into a contract for a study or product to be provided by an independent contractor;

(2) By entering into a contract for employment of an individual at daily rates of compensation not in excess of the per diem equivalent of the highest paid employee of a committee; and

(3) By appointing individual consultants to committee rolls at daily rates of compensation not in excess of the per diem equivalent of the highest paid committee employee.

In order to procure consultant services, the committees must have an approved expenditure-authorization containing language providing for hire of consultants and including a dollar limitation for this purpose. All agreements between consultants and committees must have prior approval of the Rules Committee and cannot extend beyond the investigative year for which the authorization is approved.

The 1946 LRA provides that selection of contractors shall be made jointly by the chairman and ranking minority Member of a committee. A formal request for approval must be sent to the Committee on Rules and Administration and submitted at the time the contract is sent for approval. Information must be provided on the qualifications of each contractor and how they relate to the committee work

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to be performed. The time period for which contract services are required and the fee proposed to be paid must be stipulated. The Rules Committee has prescribed formats for two types of contracts: 1) fixed-fee product contracts, and 2) service contracts. Contracts require full committee approval by Rules.

In the case of proposals for appointment of individual consultants, the request is made by letter which must be submitted to the Rules Committee five days in advance of the appointment date. A copy of the letter is also sent to the Financial Clerk. If the requesting committee receives no notice of disapproval from Rules during the five-day period, it is understood that the appointment is approved. The Financial Clerk then swears the appointee in as a Senate employee.

There is a problem with the divided responsibility for this function. The letter requests can often take more than five days to work their way to the approving officer in the Rules Committee. In many cases the Financial Clerk has sworn in individual consultants before Rules has had a chance to review the request. When Rules determines a conflict of interest or other problem exists, a call is made to the Financial Clerk with a request to hold up the appointment (after-the-fact). This problem is further complicated when committees, due to pressing workload or time demands, back-date the appointment letters. In this case a consultant has performed work for which he cannot be paid. If approval is obtained at a later date, committees adjust the dates of work performed so that payment can then be authorized.

This process is not only cumbersome; it violates the letter of established laws and procedures. Approval and certification should not be performed separately. In addition, consideration should be given to the practicality of (1) the five-day time requirement, and (2) the practice of assuming requests to be approved unless advised otherwise.

Agency details

A less formal way to acquire temporary assistance and expertise is to use personnel from executive branch and legislative branch support agencies. These arrangements are favored by the committees because they can be accomplished informally and expeditiously by letter agreements and approvals rather than by formal contractual arrangements.

The authority for Senate committees to use services of personnel from other executive and legislative support agencies is provided in the following laws and resolutions:

(1) The Wherry Resolution (Section 2; S. Jour. 288, 79–1, June 28, 1945);

(2) The Legislative Reorganization Act of 1946 (Section 202(f)); and,

(3) Individual Senate Resolutions authorizing funds for committee inquiries and investigations.

Federal agencies must be reimbursed quarterly by the committees or subcommittees for the salaries of personnel while on detail. Reimbursement for agency details is accomplished from the Contingent Fund appropriation for "Inquiries and Investigations."

The Rules Committee has control over expenditures made from the Contingent Fund. A procedure has been established whereby the chairman of a committee wishing to secure the services of Federal agency

personnel requests advance written approval from the Rules Committee to expend committee funds for this purpose. The letter requesting approval generally advises the Rules Committee that the agency involved has agreed to the detail of the employee(s) and outlines the nature of the work to be performed and the time period involved (not to extend beyond the end of the succeeding February). For funding purposes, the letters provide the name, title, and annual salary of the employee(s) to be detailed and designate the available funds which will be allocated for payment to the agency.

Analysis of the Budgeting Process

This analysis of the committee budgeting process included the review of committee and subcommittee procedures for formulation of the estimates, submission of the estimates and supporting justification to the Rules Committee and the final review, hearings, and approval of the authorization by the Rules Committee. It appears that essential factors such as planning, policy determination, and evaluation of activities are missing from the process. In order to demonstrate these deficiencies examples have been cited, with no intent to single out any committee as being better or worse than the others but to show only that inconsistencies in presentation of budgetary data and the lack of planning and overall coordination of committee activities hampers both analysis of the requests and the development of a comprehensive legislative program.

Formulation of the requests

The committees generally begin their budget formulation process with a review of the status of funds approximately six months through the investigative year or, at the latest, in November. In November or December, committee "managers" begin to plan their activities and hearings for the coming year. The committee "managers" involved in this process may include any or all of the following individuals depending on the nature of the membership and the organizational structure: chairman, ranking majority Member, ranking minority Member, subcommittee chairmen, etc., staff director or chief counsel, and chief clerk.

Requests for increases are generally formulated from the information and records available from the previous year. The chief clerk and staff director of a committee (generally) review spending levels, hearing days in Washington and the field, and travel, salary and other categories of costs from the previous year. Increases are estimated for pay costs, increased travel costs, and inflationary increases in general. Some committees automatically request a 10 percent increase.

The costs of any additional hearings over the level of the previous year are estimated on the basis of past experience on costs of hearing days in Washington and the field and allowances for inflation. None of the committees surveyed provided a cost schedule or tabulation of hearing costs in prior years. The estimate for new or additional hearings is therefore likely to be a guess based on intuitive judgment.

Committees generally hold planning sessions in January. At this time the committee members consider, in addition to other matters, budget requests for the entire committee. The nature of the discussion and review differs among the committees.

In the case of the Public Works Committee there is little discussion of the estimates and the resolution presented by the chairman usually receives pro forma approval. This is a result both of prior consultation with subcommittee chairmen and the ranking minority Member during the initial formulation of the estimates and of prior determination of overall policy on hearings and budget increases by the chairman.

In contrast, the Judiciary Committee has 14 separately funded subcommittees. Each subcommittee prepares a separate funding resolution which is assembled in a "package" submission (which becomes the full committee resolution) with a covering letter from the chairman of the committee. Each subcommittee develops its part of the resolution independently and little or no guidance as to priorities or limitations is handed down by the chairman.

Each January the Rules Committee Chairman requests submission of Inquiries and and Investigations budget estimates from the committees. The committees do not request funds for salaries of the 12 permanent positions or the statutory $10,000. The 1976 letter to committee chairmen contained basic instructions such as the need to budget for cost-of-living salary increases. The letter also referred the committees to procedures and authorizations for Inquiries and Investigations funding contained in the Rules Committee Print "Expenditure Authorizations for Committees." This document presents guidelines for preparing investigative budget estimates, contracts and consultant agreements, etc. The text is unclear and cumbersome in places, and committee staffs have had difficulty understanding and interpreting formats and guidelines. A revision is planned.

In connection with preparation of the funding resolutions, committees and subcommittees are asked to complete a general questionnaire by the Rules Committee. The questionnaire solicits committee information in five categories: general information, previous year expenditure authorizations, rooms occupied by full committee staff, full committee staff, and Senate S. Res. 60 staff.

The information requested on expenditure authorizations discloses the estimated unobligated balance. This balance is often the basis on which Rules cuts the request for additional funding.

Information is requested by Rules on room assignments to assist in an administrative function outside the budget area. Ostensibly this information allows Rules to annually review space allocations for full and subcommittee staffs and to arbitrate disputes over room assignments.

Review of questionnaire responses by some committees indicates that the instructions are not always followed and, as a result, the date provided is not consistent or comprehensive for all committees. Some committees do not supply consistent information on staff within the sections of their own questionnaires. The questionnaire is therefore not always a useful tool or analysis of committee staffing or funding.

Structure of funding resolutions

Most committees prepare unified or consolidated funding requests without specifying by name and amount the subcommittees to be funded for the year. Funding resolutions are generally the same in structure with detail for any of the separately funded subcommittees paralleling the overall format.

The authorizations requests reported by the Rules Committee begin with a brief explanation by the Rules Committee Chairman. This is usually followed by the transmittal, justification letter from the particular committee chairman to the Rules Committee. The budget exhibits and tables follow the letter. Some committees provide tabulations of requested funds for the budget year only and others provide additional tabulations on the past year estimates and actual expenses. The exhibits are usually followed by the committees' narrative justification (or report). In the case of the Judiciary Committee each of the separately funded subcommittees include the narrative justification in the letter from the subcommittee chairman.

Funding justifications

Committees budget for increases over the prior year's base. No review or justification of the base is performed. Cuts in base funding or requests for funding at a reduced level are usually a result of decreases for nonrecurring costs—costs of computerizing a program or function would not recur once the change is effected; or a corresponding phase-out in an executive agency program—the Aeronautical and Space Sciences Committee received no funding authorization during the 92nd Congress at an offset of the cut-back in the NASA program.

While no specific review of the base is performed, the reports of the various committees often include a description of the past year's activities. Sometimes the information is specific as to the number of hearing days, number of bills reported, number of studies and oversight reviews. More often, committees or subcommittees list a particular piece of legislation introduced during the past year (or even several years before, if the review is extensive or on-going) and the report is devoted to a description of the provisions of the legislation rather than the committee's activities.

A good example of this type of "justification" is that of the Administrative Practices and Procedures Subcommittee of the Judiciary Committee prepared for 1976. Descriptions were given on provisions of legislation or considerations given in hearings on the following: Freedom of Information Act, Privacy Act, Administrative Procedure Act, Federal Energy Administration, CAB, FDA, CIA drug testing, Electronic Surveillance, and BIA. Results of these efforts were not discussed in terms of impact on the programs, and no statistics were provided to measure the effectiveness of the subcommittee's efforts. This is not to say the work of the subcommittee was not necessary or valuable, but that no assessment can be made from the information provided in the justification.

The report concludes with the point that "The Subcommittee expects that it will be involved in many other fields in 1976," and names some of these. In addition, the subcommittee testified to its own effectiveness in the statement, "The Subcommittee's budget last year represented a less than cost-of-living increase over that of the previous year, but both its activities and productivity increased substantially in the face of its increasingly important role in many areas of central concern to the Congress and the American people." Again, no statistics were provided to support the claim of increased activity or productivity. If the increase in productivity was a result of the in-

crease in the importance of the subcommittee's role, it was a relative increase and not necessarily an absolute increase.

Such statements are characteristic of most committees and subcommittees. The Government Operations Subcommittee on Permanent Investigations concludes its justification with the following statement: "I believe the positive results obtained from out (sic) inquiries, investigations, and hearings during the past year and the program we anticipate for this year supports the request we have made which we feel is realistic and will bring equally satisfactory results in the future."

Rules Committee review of funding requests

Because committee budget requests are supported by narrative generalizations rather than statistical justifications (such as cost benefit analysis or assessment of priorities), the Rules Committee has difficulty performing an analytical review of the authorization requests. The review, therefore, is somewhat mechanical. The Rules Committee attempts to determine whether the estimates are "reasonable." Estimates are checked to see if provisions were made for pay cost increases, increases in air fare and travel costs, and other inflationary items. However, no specific guidelines are issued by category for computing estimates. The increase requested for additional or expanded activities are also checked to see if they are "realistic."

Another step in the Rules Committee review is a check of the estimated unobligated balance. For example, in the 1975 investigatory fiscal year, the Armed Services Committee's Section 4 (general, or full committee) funding category showed an estimated unobligated balance of $54,000. The Rules Committee used this information in arriving at a cut of $55,000 in the increase requested for Section 4 in fiscal 1976.

While this method of arriving at a funding level may appear arbitrary on the surface, a more in-depth review of the request for increased funding provided rational support for considering the merit of reviewing the level of unobligated balances. The Armed Services Committee requested an increase of $139,700 for Section 4 in fiscal 1976. The unspent balance of $54,000 when added to the requested increase would have meant that a $193,700 increase over the previous year's level of expenditures would be available in fiscal 1976. In this case the Rules Committee evidently felt the base level was more than adequate for the Armed Services Committee's hearing program. However, the cut in authorization did not reflect an analysis of the "base program," but only the level of expenditures.

In other cases the basis for determining funding levels appears even less analytical. In fiscal 1976, the Aeronautical and Space Sciences Committee requested an increase for investigations of $112,000 over the fiscal 1975 level of $57,000. The Rules Committee felt the increase of nearly 200 percent was quite large. However, since the level of funding for this committee was far below that of the other standing committees (Post Office and Civil Service is next in the 1976 level of funding at $165,000), Rules felt a "catch-up increase" might be logical. They allowed an increase of $60,000 for the Aeronautical and Space Sciences Committee which brings the level of fiscal 1976 funding to $117,000 which is still below the funding level of the other committees.

THE SENATE BUDGETING PROCESS

(Based on Works of Gayle Condon)

Budgeting is an essential element of planning and policymaking. Objectives can be set and activities planned, but their implementation is dependent upon funding. Decisions as to which activities to fund and how much to appropriate in effect reflect policy preferences. The planning or decisionmaking function involves making comparisons among activities which may have different values and priorities for various individuals and interests. There is no common denominator for measuring or objectively judging priorities among activities. A variety of mechanisms are used to set priorities and establish funding levels. Improved planning and budgeting could result in fewer and more appropriate activity and funding changes and greater effectiveness.

Diversity of the Senate budgeting process

The budgeting process of the Senate is:

Historical—the broad categories of funding have not changed essentially in 200 years;

Specialized—standing committees prepare their own budget requests which are approved by the Committee on Rules and Administration; other budget requests for the Senate are prepared separately by the Financial Clerk who acts as the Budget Officer of the Senate;

Fragmented—funding for Senators' offices, committees, and service organizations is provided from several appropriations and funding categories;

Nonprogrammatic—final budgeting and legislative program decisions are not based on overall policy determinations and no systematic attempts are made to coordinate hearings among the several committees or review base programs in addition to requested increases; and

Repetitive—the process provides for annual increments to the base.

Description of Senate Appropriations

Much confusion surrounds Senate funding because the appropriation structure is fragmented and budgeting is nonprogrammatic. This renders an understanding of the process all but impossible to the casual observer and, one suspects, to the Senators themselves.

Funding for Senate activities is provided in three appropriations for salaries, a broad funding category for "contingencies" which includes several appropriations for salaries and operating costs of various activities, and other appropriations not specific to the Senate.

The three appropriations include the following: (1) Compensation and Mileage of the Vice President and Senators and Expense Allowances of the Vice President and Leaders of the Senate; (2) Salaries,

Officers and Employees; and (3) (salaries and expenses) Office of the Legislative Counsel of the Senate.

The title of the first appropriation adequately describes the purposes for which funds are provided. The second appropriation provides funds for salaries and, where applicable, employee benefits and longevity compensation for the following: Office of the Vice President, Offices of the Majority and Minority Leaders, Offices of the Majority and Minority Whips, Office of the Chaplain, Office of the Secretary, Committee Employees (permanent staff only), Conference Committees (Majority and Minority Caucuses), Administrative and Clerical Assistance to Senators (staff of Senators' personal offices), Legislative Assistance to Senators (S. Res. 60 staff), Office of Sergeant at Arms and Doorkeeper, and the Offices of the Secretaries for the Majority and Minority. Operating costs for these staff are funded from the Contingent Fund and other appropriations not specific to the Senate.

The Fund for Contingent Expenses of the Senate includes appropriations for: (1) salaries and expenses of the Senate Policy Committees; (2) purchase, lease, exchange, and maintenance of automobiles; (3) expenses (including salaries) for inquiries and investigations conducted by other than the permanent committee staff; (4) employment of personnel at hourly rates for folding documents; (5) miscellaneous items (including funding for some Senatorial allowances, rental of state office space, supplies, equipment and furniture, etc.); (6) postage stamps; and (7) stationery (allowance for stationery and office supplies purchased in the Senate Stationery Room by the President of the Senate, committees, and offices of the Senate).

In addition, the Senate is furnished with goods and services provided from other funding sources, for example, the Architect of the Capitol's appropriation for Senate Office Buildings. The Government Printing Office maintains an appropriation for printing and binding for the Congress. Funds from this appropriation are used to provide Senators with various publications and printed reports, paper envelopes, and printing and binding services. Funds for use of the frank by Senators are provided in a "jointly funded" appropriation for Official Mail Costs. These funds are disbursed by the Clerk of the House. Other jointly funded items include the Office of the Attending Physician, Capitol Police, Education of Pages, Capitol Guide Service, and salaries and expenses of the joint committees.

Problems with the current system

Budgets should represent financial plans. They should show how resources will be allocated to achieve the objectives described in the plan. As a financial plan, budgets should provide a basis for management of activities.

The current budgeting process for the Senate is a piecemeal function representing no financial plan. Budget estimates are prepared on calendar, fiscal year and investigative year (March 1 to February 28 or 29) bases. Salaries are budgeted in four direct Senate appropriations. The Financial Officer (who also acts as Disbursing Officer and Senate Budget Officer) prepares budget estimates for the various salary appropriations and estimates by office or staff function (e.g., legislative asistance) as detailed by line item in the budget. He also prepares estimates for the Contingent Fund appropriations, except for "Inquiries and Investigations." These appropriations include funds for

operating expenses of Senate activities except for services performed outside the Senate by other organizations. The committees formulate estimates for "Inquiries and Investigations" funding. Authorization for this funding is provided by the Committee on Rules and Administration.

This fragmentation makes it impossible to identify activities and costs by organization. For example, Senators' salaries and expenses are carried in one appropriation, salaries of their staff in another (under two separate line items), and funds for their operating expenses are essentially included in the "Miscellaneous Items" appropriation of the Contingent Fund along with expenses for other Senate offices. Senators' costs are not separate or distinct units within the budget.

The Secretary of the Senate's semi-annual report of expenditures is also structured in a way that makes identification of costs difficult. Vouchers are listed seriatim by date of payment for the entire Senate. With such a format no totals can be provided by office, Senator, or committee. In addition to the Secretary's Report, there are monthly reports prepared for Senators by the Sergeant at Arms and the Disbursing Office which show the status of some allowances. Other reports on allowance balances or items used are furnished periodically by organizations providing the services or goods. The reports are not always timely, they are not uniform, and they are of very limited use for management of activities and offices.

The structure of the Secretary's report is a result of the design of the computer program for the accounting system. The fragmentation in management reporting is a result of the fragmented or shared responsibility for the accounting function itself.

In contrast to the reports Senators' offices receive on allowances, the committees receive no expenditure reports on Inquiry and Investigations funds, although, effective in 1976, audits of committee ledgers are to be performed semi-annually. In addition, committees are periodically advised by telephone of the balance of their statutory funds.

Due to the lack of adequate accounting reports, Senators' offices and committee staffs have found it necessary to maintain ledgers in order to monitor the status of their funding and manage their resources. These ledgers are prepared on an obligation basis. Obligations record committed funds (whether bills have been paid or not). Careful records of obligations must be maintained to assure that allowances and funding levels are not exceeded.

The Disbursing Office maintains expenditure data on a "paid" or cash basis only. Therefore, no management information reports on status of funding or legislative program costs can be provided to Senators, committees, or offices on an obligation basis. A question can be raised as to how comprehensive an audit of committee ledgers can be when the committees include obligations on unpaid items for which the Disbursing Office has no record. Another question would be—are semi-annual checks of the ledgers adequate? Monthly reports are more useful to managers.

In addition to the technical problems surrounding identification of programs and costs and the need for adequate management information reports, long-range activity plans are not prepared and no review of the budget as a whole is performed.

The development of Senate legislative activities is a function of the committees. The legislative program of activities is determined, at least in size, when the committees and subcommittees prepare their funding resolutions. Committee budget estimates for "Inquiries and Investigations" funds are reviewed by the Members during the committees' January planning sessions. Determination of requested funding is made at the committee level or at the subcommittee level in the case of separately funded subcommittees. The process of review and authorization of funding requests is performed by the Committee on Rules and Administration. No overall planning guidance is furnished to committees for coordinating or guiding the January planning sessions. The review performed by the Rules Committee does not indicate the use of legislative activity planning, policy considerations, or activity evaluation. Funding requests are considered as submitted, in separate segments, and the review centers around the amount of increase requested. (The $10,000 per Congress in statutory funds is automatically made available and supplementals to the statutory amount are requested specifically for costs of particular studies or consideration of particular legislation.)

It is widely recognized that the incremental approach is easier than the programmatic. It makes agreement easier to achieve because increases and decreases can be applied in terms of dollar amounts without relating them to other similar activities. However, use of the incremental approach in budgeting prevents consideration of the budget as a whole and therefore impedes planning and makes comprehension of the total effort difficult.

Proposal for Revision of the Senate Budgeting Process

The Senate's budgeting process should be revised (1) to provide a broad financial plan, and (2) to serve as a useful tool for insuring support for priority activities of the Senate. The budgeting process should be unified and comprehensive, and accounting reports should provide support for the budget.

Revision of the appropriation structure

In order to achieve the above goals, the budget must be understandable. Funding and costs will need to be identified by organization, program, or activity. While appropriations represent the initial decision as to the magnitude and direction of future expenditures, program costs represent resources actually used. The ability to relate funding to costs greatly enhances management understanding and helps to answer such questions as how well did we plan, did we meet the objectives, and why not? Funding is not currently provided on the basis of program or activity. Most costs are funded and accrue to the Contingent Fund appropriations—usually to "Miscellaneous Items." Costs and funding cannot be identified by activity. However, this will follow easily once the appropriation structure is revised. The present appropriations should be abolished and four new Senate appropriations be created as follows:

(1) Salaries and Expenses, Senators—to include funding for Senators' salaries and expenses, salaries of staff, and all operating expenses (such as travel, communications, rent, supplies, furniture, equipment, etc.)

(2) Salaries and Expenses, Committees—to include funding for statutory positions (to be considered the core "administrative staff" of the committees), investigative positions (to be considered the "legislative program staff"), and all operating costs of committees (such as travel, communications, supplies, consultants, equipment and furnishings, etc.)

(3) Salaries and Expenses, General Administration—to include funding for central administrative functions (staff and operations) such as budgeting, fiscal services (accounting, payroll, disbursing, auditing), personnel, administrative services (space management, printing, stationery room, stock, procurement, purchasing) and communications (computer services, telephones, library, records management, post office, messengers).

(4) Salaries and Expenses, Leadership and Chamber Activities—to include funding for offices of the Vice President, Majority and Minority Leaders, Whips, and Secretaries, Conference Committees, Policy Committees, Chaplain, and the proposed Administrative Council.

The appropriation for leadership and chamber activities should include a line item for commissions, new temporary committees, and other special task force studies which are not related to jurisdiction of the permanent standing, special, or select committees. This funding would be reserved for new activities approved after submission and approval of the initial budget estimates. Determination of an appropriate level for such a reserve would preclude the necessity for supplemental funding for such activities. These funds should be available only for the purpose prescribed and not for other purposes (e.g., to cover deficits in other areas). Unobligated balances would be returned to the Treasury at the end of the funding period.

The placing of this funding in the leadership and chamber appropriation presumes it will be used for internal management studies of Senate operations or broadbased studies which do not relate specifically to only one or two committees and insures that it won't become another "Contingent Fund" where the funds are used for general operating expenses.

Designation of funding levels

Officials who are responsible for programs and activities should be accountable for their use of public funds. To facilitate funds control and management of activities, funding should be designated or allotted separately by organizational unit, program, or activity and the appropriate "managers" should be held accountable for the funds allotted to them.

Within the appropriation Salaries and Expenses, Senators, funds should be allotted to each Senator in terms of an aggregate total. Funding would be available for operating costs of a Senator's office including salaries, travel, communications, rent, supplies, furniture and equipment, etc. Formulas could still be used for arriving at the appropriate level of funding for each Senator and limitations such as not to exceed levels for salaries could be specified on an allotment advice. Funding should not be designated for specific offices, e.g., Washington or field; however, some limitation could be established for state offices. Such an arrangement would provide Senators with the flexibility necessary to manage their offices through planned use of their resources.

The current system appears to provide for management of Senators through limitations on the use of their resources.

Funds from the appropriation for committee salaries and expenses should be allotted separately to each committee. Allotments of funds would be provided at the committee level and sub-allotments could be provided to subcommittees where desirable. Consideration should be given to the benefits of recording costs by type of activity (e.g., investigation, oversight, authorization, etc.) to provide program expenditure information.

The other two appropriations—General Administration and Leadership and Chamber activities—should be funded at the organizational level, e.g., by operational unit and office respectively.

Designation of funding and costs by operational unit, office, committee, and by activity where possible will improve management, evaluation, and planning prospects.

Specification of justification level

The budget should include justification data which will enable it to be used for planning, management, and public information.

Funding should be justified by narrative documentation which also supports statistical data submitted for formulation of appropriation estimates. Increases for Senators, Senate offices, and administrative units should be explained. Statutory positions and related costs should be considered the "administrative" base for committees. The remaining costs, i.e., the "legislative" program and related funding should be justified in total prior to authorization. The legislative program is the one variable in Senate activities. The number of Senators' offices and generally the chamber, leadership, and support activities will remain static, but legislative priorities and needs grow and change. Review of the justification of total funding would allow legislative priorities and committee responsibility to be understood and should encourage greater coordination of committee efforts.

Statistical data should be presented at the appropriation level in a manner that will exhibit resource allocations and related costs. The budget should provide funding and expenditure data on an actual and estimated basis. In addition, data on obligations (committed funds) should be provided on an actual and estimated basis by expense category such as salaries, travel, communications, rent, services, supplies. furniture and equipment, etc.

Obligational data should also be furnished to allottees to assist them in management of resources, funds control, and planning for future requirements. This data will also be useful to the central budget staff in preparing consolidated budget estimates.

Determination of funding period

The organizational character of the Senate changes with the membership. The two-year cycle of the Congress easily lends itself to two-year activity and budget planning. In addition, the time and effort involved in the formulation of budget estimates and development of program plans could be cut in half if authorizations were performed on a two-year basis. Authorizations for committees should run from March 1 to the end of February of the appropriate year and specify the amount to be available per year or provide for a not-to-exceed

level for expenditures during the first year. Transitional estimates should be developed to bridge between authorizations and appropriations. The availability of funds would be cumulative, providing greater flexibility in management of resources. This should reduce the need for supplemental or amended estimates. Where costs resulting from reprogramming or the addition of new activities during a Congress cannot be covered from available funds, supplemental estimates can be submitted. The authorization process should also provide the opportunity for periodic review and adjustment of Senators' allowances.

Appropriations should be approved on a fiscal year basis for two-year periods. Requested amounts should be specified for the first and second years. This will permit estimated obligation, expenditure, and outlay totals for the Senate to tie in to the President's budget for the purpose of arriving at the total estimate of Federal expenditures, etc.

Revision of the accounting process

If the Senate's budgeting process is to be comprehensive, costs should be reported according to the funding structure. Costs are increasingly recognized as significant measures for management of activities, budget formulation, and funds control. Accounting reports containing information on past year obligations and expenditures are essential data sources for estimatng resource requirements for future years. Actual data provides a much better basis for determination of funding levels than pure estimation.

The present accounting system should be revised to: (1) Provide monthly reports of expenditures and obligations to organizational units as a management information report; (2) provide this information by expense category such as salaries, travel, comunications, rent, supplies, services, equipment and furniture, etc.; and (3) provide consolidated expenditure and obligation reports by expense category at the appropriation level for use in review of funding requests and preparation of budget estimates.

In order to accomplish these objectives, cost accounting codes should be assigned to Senate units. Codes should be keyed to the separate appropriations and then to the allottees. Accounting reports containing obligation and expenditure data could be related to the appropriate allotment and thereby provide monthly balances of available funds. These reports would be effective management tools assisting in resource planning and formulation of funding requests. These accounting reports would also provide necessary data for exhibiting prior year estimates and actual expenditures or obligations in the budget for comparison with requested funding for the budget year.

Long range consideration should be given to provisions for reporting obligation and expenditure data by legislative activity, i.e., study, oversight, investigation, authorization hearings, etc. Such information would be useful in assessing legislative efforts, planning future activities, and formulating future funding requests.

While these recommendations require a complete redesign of the Senate's accounting system, Senate officers and Members have a need for timely accounting reports on both an expenditure and obligation basis, and the public has a right to know how the Senate spends its money. Accounting, as a central administrative support function, should provide the services required by the officials it was created to

serve. As the needs grow and change, support functions should be redesigned to meet those needs.

Procedure for Preparation of Budget Estimates

In order for the Senate's budgeting process to be integrated and comprehensive, a central budget office should be established with responsibility for developing funding procedures, performing analysis of funding requests, assessing administrative support requirements, and preparing final budget exhibits and justification for the Senate and for submission to the Appropriations Committee.

The funding procedures should provide for the following actions:

(1) A call (during January of each Congress) for submission of budget estimates and, in the case of committees, submission of activity plans including specification of resources required;

(2) Preparation of requests for legislative activity plan approval by committees;

(3) Preparation of budget estimates for chamber and leadership activities, Senators (including an assessment of the adequacy of current allowances), and the administrative organizations by the budget staff;

(4) Review and approval of legislative activity requests for the Senate;

(5) Notification to committees of approved plans;

(6) Preparation of revised budget estimates by committees;

(7) Review of revised committee funding requests, supporting documents, and narrative justification;

(8) Preparation of analysis, recommendations and questions for use in review of funding requests;

(9) Review and authorization of funding and legislative activities for the Senate;

(10) Preparation of final budget estimates and justification as authorized for each appropriation;

(11) Submission of final estimates, justifications, and authorizations to the Appropriations Committee.

It should be noted that establishing such a system for budget preparation and review would not preclude review and analysis by the Appropriations Committee. The committee could, where necessary, suggest or prescribe changes in the format and content of estimates. However, the same approval deemed necessary for formalization of the budgeting procedures should also be applied to changes in the procedures. The Appropriations Committee could, of course, request any additional supporting material necessary for its review.

Summary

Unification of the budget process through simultaneous consideration of funding requests will help to avoid the problems of fragmentation, duplication, and inadequate planning. In addition, the new process will provide a mechanism for periodic review and assessment of the adequacy of Senators' allowances in order to implement change when necessary and also enable support organizations to have the advantage of comprehensive resource planning through an integrated budgeting process.

Providing an accounting system that supports budgeting will facilitate planning and management. The Senate, indeed the Congress, has a special responsibility to plan, evaluate, and manage its operations effectively. However, a review of the budgeting process has disclosed a lack of comprehensive planning and analysis and a lack of internal evaluation and assessment capability (except perhaps by the Appropriations Committee).

While it is easy to say what should be done, it is not always easy to do it. The Senate has recognized the need for comprehensive budgeting, planning, and evaluation as evidenced in its approval of the Congressional Budget and Impoundment Control Act of 1974. With respect to executive branch programs they review, Senators have historically been the users of evaluations and analyses provided by others (e.g., the GAO, committee staffs, expert witnesses). A central in-house budget staff with analytical expertise would provide a valuable service to Senators and Senate managers not only through preparation of technical funding exhibits, but also in the form of analysis for use in planning and management of their own activities.

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