

CRS Report for Congress

Received through the CRS Web

Appropriations for FY2000: Treasury, Postal Service, Executive Office of the President, and General Government

Updated July 23, 1999

Sharon Gressle, Coordinator
Government and Finance Division

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

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

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

NOTE: A Web version of this document with active links is available to congressional staff at [<http://www.loc.gov/crs/products/apppage.html>]

Appropriations for FY2000: Treasury, Postal Service, Executive Office of the President, and General Government

Summary

Current funding for the Department of the Treasury, the Postal Service, the Executive Office of the President and several independent agencies is part of the Omnibus Consolidated and Emergency Supplemental Appropriations Act for FY1999 (P.L. 105-277/H.R. 4328, 112 Stat. 2681, at 2681-480), enacted October 21, 1998. Prior to passage of the omnibus bill, the accounts were funded through six continuing resolutions for FY1999.

The Senate, on July 1, 1999, and the House, on July 15, 1999, passed versions of the Treasury, Postal Service and General Government Appropriation. The Senate would fund the accounts at \$27.77 billion and the House at \$27.8 billion. The President's FY2000 budget, submitted February 1, 1999, requests a funding level of \$27.997 billion for the mandatory and discretionary accounts. This is an increase over the FY1999 level enacted at just under \$27 billion in regular appropriations, with additional emergency funding.. Using Congressional Budget Office adjusted data, the combined mandatory and discretionary funding, would have the President's request at \$28.46 billion and the Senate and House at \$27.967 billion and \$28 billion, respectively.

Both the House committee and Senate committee determined that \$14.534 billion would be necessary to fund the mandatory accounts. The President's FY2000 request for mandatory funding is also \$14.534 billion, as compared to \$13.656 billion enacted for FY1999. The discretionary spending was set by the House subcommittee would be \$13.706 billion, with \$13.398 reported to the Senate. Apparently the bill lost support on the House floor because the full committee set the discretionary funding level at \$249 million lower than agreed upon in subcommittee.

Upon adoption of the FY2000 congressional budget resolution (H. Con. Res. 68, 106th Congress), a discretionary 302(b) allocation of \$538.2 billion in budget authority and \$578.2 billion in outlays was made to the House and Senate Committees on Appropriations. Those committees after having allocated discretionary funding levels to each of the subcommittees, have made revisions in the allocations. As of July 1, the House is allocating \$13.562 billion in budget authority (with \$13.969 billion for outlays) to the Treasury, Postal Service and General Government appropriation. The Senate is providing the Treasury accounts with \$13.204 billion in budget authority (with \$13.817 billion for outlays).

The Department of the Treasury manages both financial and law enforcement activities and programs. The largest account is for the Internal Revenue Service (IRS). The Executive Office of the President includes several agencies in direct support of Administration policy development, such as the Office of Management and Budget, the Council of Economic Advisors, the Office of National Drug Control Policy. Some of the independent agencies funded through this measure are the General Services Administration, the Office of Personnel Management, and the National Archives and Records Administration. For the most part, the U.S. Postal Service has become self-supporting.

Key Policy Staff

Area of Expertise	Name	CRS Division	Tel.
Bureau of Alcohol, Tobacco, and Firearms	William Krouse	G&F	7-2225
Council of Economic Advisers	Edward Knight	G&F	7-7785
Customs Service	William Krouse	G&F	7-2225
Debt Management	James Bickley	G&F	7-7794
Executive Office of the President	Rogelio Garcia	G&F	7-8687
Federal Child Care Policy	Melinda Gish	DSP	7-4618
Federal Election Commission	Joseph Cantor	G&F	7-7876
Federal Employee Health Care Policy	Carolyn Merck	DSP	7-7320
Federal Employee Pension Policy	Patrick Purcell	DSP	7-7571
General Services Administration	Stephanie Smith	G&F	7-8674
Independent Agencies	Sharon Gressle	G&F	7-8677
Internal Revenue Service	Sylvia Morrison	G&F	7-7755
National Archives	Harold Relyea	G&F	7-8679
Office of Government Ethics	Mildred Amer	G&F	7-8304
Office of Personnel Management	Barbara Schwemle	G&F	7-8655
Postal Service	Bernevia McCalip	G&F	7-7781
Presidential Salary	Sharon Gressle	G&F	7-8677
Procurement Reform	Stephanie Smith	G&F	7-8674
Secret Service	Stephanie Smith	G&F	7-8674
Year 2000 Conversion	Richard Nunno	RSI	7-7037

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

Contents

Most Recent Developments	1
Introduction	1
Status and Legislative History	5
Budget and Key Policy Issues	7
Department of the Treasury	7
Postal Service	12
Executive Office of the President and Funds Appropriated to the President	13
Independent Agencies	16
Federal Child Care	21
Year 2000 Compliance	22
Major Funding Trends	23
Glossary of Budget Process Terms	31
For Additional Reading	33
CRS Issue Briefs	33
CRS Info Packs	33
CRS Reports	33
Other Readings	35
Selected World Wide Web Sites	35

List of Tables

Table 1. Status of FY2000 Appropriations for the Treasury, Postal Service, Executive Office of the President and General Government	7
Table 2. Appropriations for the Treasury, Postal Service, Executive Office of the President, and General Government, FY1995 to FY1999	24
Table 3. Treasury, Postal Service, Executive Office of the President and General Government Appropriation, FY2000, by Title	24
Table 4. Department of Treasury, Postal Service, Executive Office of the President, and General Government Appropriations (in thousands of dollars)	25

Appropriations for FY2000: Treasury, Postal Service, Executive Office of the President, and General Government

Most Recent Developments

On July 19, 1999, the Senate passed H.R. 2490, amended to incorporate the language of S. 1282, as passed the Senate. The Senate conferees were named that day, with the House conferees named July 21. As of the afternoon of July 23, the conference had not been scheduled.

The House, on July 15, passed H.R. 2490, to make appropriations for the Department of the Treasury, the Postal Service, the Executive Office of the President and other independent agencies for FY2000, by one vote. On July 13, the House Appropriations Committee reported H.R. 2490 (H. Rept. 106-231). On May 14, the House Appropriations Subcommittee on Treasury, Postal Service, and General Government completed work on the FY2000 appropriations. The full Committee had scheduled mark-up for May 20 but that action was postponed.

The Senate passed S. 1282 on July 1, 1999 and will hold it until the House version is received in the Senate. The Senate Committee on Appropriations reported the bill on June 24, 1999 (S. Rept. 106-87).

In mid-April, the House (April 14) and the Senate (April 15) agreed to the conference report on the FY2000 Budget Resolution, establishing the congressional budget for the U.S. Government.

On February 1, 1999, the President sent to Congress the Budget of the United States Government for FY2000.

Introduction

The President, through the Office of Management and Budget (OMB) is required to submit to Congress, annually, the Budget of the United States Government. On February 1, 1999, the budget for FY2000 was submitted.¹

¹U.S. Executive Office of the President, Office of Management and Budget, *Budget of the United States Government, Fiscal Year 2000* (Washington: GPO, 1999). Hereinafter referred to as Budget, with specific budget document cited.

Congress has established a procedure under which it passes a concurrent resolution which establishes the congressional budget for the government and sets forth budgetary levels for several years in the future.² The House and Senate Appropriations Committees then allocate the discretionary funding levels (302(b) allocations) to each of the subcommittees. Since passage of the FY2000 budget resolution, the committees have changed the allocations several times.³ The Congressional Budget Office has offered spending and revenue options in the context of budgetary discipline.⁴

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

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

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

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

The Senate, in passing S. 1282, added a title to the bill for the purpose of ensuring “the safety and availability of child care centers in Federal facilities.” According to the sponsors of the amendment,

²H.Con.Res. 68, 106th Congress, agreed to by the House April 14, 1999 and by the Senate April 15, 1999.

³U.S. Congress, House, Committee on Appropriations, *Report on the Revised Suballocation of Budget Allocations for Fiscal Year 2000*, 106th Cong., 1st sess., H. Rept. 106-217 (Washington: GPO, July 1, 1999) and U.S. Congress, Senate, Committee on Appropriations, *Further Revised Allocation to Subcommittees of Budget Totals for Fiscal Year 2000*, 106th Cong., 1st sess., S. Rept. 106-101 (Washington: GPO, July 1, 1999).

⁴U.S. Congressional Budget Office, *Maintaining Budgetary Discipline: Spending and Revenue Options* (Washington: GPO, 1999), hereafter referred to as: CBO, *Budgetary Discipline*.

This amendment will require all child care services located in federal facilities to meet, at the very least, the same level of health and safety standards required of other child care centers in the same geographical area.⁵

The House bill, as passed, does not contain all of the child care provisions included in the Senate amendment. However, it does contain the same language addressing the issue of improving the affordability of child care for federal employees. An amendment similar to this year's Senate amendment was offered to the FY1999 Treasury bill, adopted in the Senate, and fell in conference.

Among other provisions adopted by the Senate, the following would

- Convey federal land to the Columbia Hospital for Women;
- Amend the Social Security Act to require the Secretary of Health and Human Services to provide bonus grants to high performance States based on certain criteria and collect data to evaluate the outcome of welfare reform;
- Prohibit the use of funds to pay for an abortion or to pay for the administrative expenses in connection with certain health plans that provide coverage for abortions;
- Provide additional funding to reduce methamphetamine usage in High Intensity Drug Trafficking Areas;
- Increase U.S. Customs Service funding to enable the hiring of 500 new inspectors to stop the flow of illegal drugs into the U.S. and to facilitate legitimate cross-border trade and commerce; and
- Require the Secretary of the Treasury to develop an Internet site where a taxpayer may generate a receipt for an income tax payment which itemizes the portion of the payment which is allocable to various government spending categories.

The Senate rejected the amendment which would have required the inclusion of alcohol abuse by minors in the ongoing national anti-drug media campaign for youth.

The House narrowly passed H.R. 2490 (210-209) on July 15, 1999. The House committee, in an effort to bring total spending down to FY1999's freeze level, had reduced the subcommittee discretionary funding levels by \$249 million. That action contributed to many Members withdrawing support of the bill. The programs affected by that reduction are Treasury-wide systems and capital improvements, Internal Revenue Service (IRS) processing, assistance, and management, IRS tax law enforcement, IRS information systems, and General Services Administration repairs and alterations.

Several amendments were offered during consideration of H.R. 2490. Those subject to voice vote were

- An amendment to prohibit the import of any children's sleepwear without the labels required by the flammability standards issued by the Consumer Product Safety Commission was agreed to;

⁵"Treasury and General Government Appropriations Act, 2000," *Congressional Record*, vol. 145 (Washington: GPO, July 1, 1999) p. S7987, at S7996.

- An amendment to change the language of the provision requiring contraceptive coverage in the FEHBP was agreed to, amended;
- An amendment to provide \$3 million for grants to investigate money laundering and related financial crimes; and
- An amendment to establish that no funds may be used to enforce any prohibition on women breastfeeding their children in federal buildings or on federal property.

Those subject to roll call votes were

- An amendment to strike language limiting funds availability through the Federal Employees Health Benefits Program (FEHBP) failed;
- An amendment to strike language increasing the President's salary failed;
- An amendment to amend the amendment offered to change the language of the provision requiring contraceptive coverage in the FEHBP was agreed to; and
- An amendment to limit use of the Exchange Stabilization Fund failed.

Several House Members offered amendments and then subsequently withdrew them after receiving assurances from the managers of the bill that the issues would either be addressed in conference or would be pursued with the appropriate executive branch administrators. Among those were amendments to provide for the release of frozen assets of a foreign state to satisfy all pending court judgements; to require an U.S. Customs Service report on the conduct of strip searches, including data on the ethnicity, gender, nationality, and race of the individuals subject to the searches; to require that any U.S. Customs officer conducting a strip search be of the same gender as the subject of the search; to study the safety of red-dye kerosene fuel available to elderly and low income individuals; and to allow enrollees in the Federal Employee Health Benefits Program the option of choosing dental, optometry, infertility, or prescription drug benefits in lieu of mandated contraceptive coverage.

An amendment to prevent Members of Congress from receiving a pay adjustment in January 2000 was not in order, under the rule (H. Res. 246) for H.R. 2490, and was not offered on the floor. The bill, as passed, provides increase in the President's salary, to \$400,000, effective January 20, 2001.

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

The Budget documents provided by the Office of Management and Budget and the appropriations bills do not necessarily follow the same organization of accounts. For example, not all of the agencies which are organizationally within the Executive Office of the President, as found in the budget, are funded through the Treasury, Postal Service and General Government appropriations legislation. Also, the FY2000 and FY1999 individual account data in this report do not reflect scorekeeping by the Congressional Budget Office.

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

Status and Legislative History

For the purposes of legislative history on the FY1999 omnibus funding act, the reader is reminded that P.L. 105-277⁶ was a product of using the Transportation appropriation bill (H.R. 4328) as the vehicle for creating the larger bill. The Treasury and General Government appropriation was subject to congressional action as H.R. 4104 (105th Congress) prior to being included in the omnibus measure.

The House Committee on Appropriations Subcommittee on Treasury, Postal Service, and General Government held eight days of hearings during February and March 1999. The subcommittee marked up a bill and sent it to the full committee

⁶P.L. 105-277, §101(h), October 21, 1998, 112 Stat. 2681, at 2681-480. See: Conference Report on H.R. 4328, making omnibus consolidated and emergency supplemental appropriations for fiscal year 1999, *Congressional Record*, daily edition, October 19, 1998, p. H11044, *et. seq.*

on May 14. The House Appropriations full committee marked up the subcommittee provisions and reported the bill, H.R. 2490 (H. Rept. 106-231) on July 13, 1999.⁷

Pursuant to a rule for consideration (H. Res. 246, H. Rept. 106-234),⁸ H. R. 2490, amended, passed the House July 15, 1999.⁹

On July 1, 1999, the Senate passed S. 1282, the Treasury appropriations bill for FY2000.¹⁰ By unanimous consent, the Senate agreed to hold the bill at the desk until the companion measure is received from the House.

Several days of hearings were held by the Senate Committee on Appropriations Subcommittee on Treasury, Postal Service, and General Government subcommittee during February, March, and April. The subcommittee had scheduled consideration of the Senate version of the appropriations measure on June 22. However, in lieu of subcommittee action, the full committee marked up the measure June 24. It was introduced as S. 1282, accompanied by S. Rept. 106-87.¹¹

On July 19, 1999, the Senate passed H.R. 2490, amended to incorporate the Senate-passed language of S. 1282.¹² Senate conferees were named at that time. The House disagreed with the Senate amendments and insisted on a conference.¹³ A motion to instruct was offered and agreed to. Later in the day, conferees were named.¹⁴

As of July 23, 1999, no conference had been scheduled.

⁷U. S. House, Committee on Appropriations, *Treasury, Postal Service, and General Government Appropriations Bill, 2000*, report to accompany H.R. 2490, 106th Cong., 1st sess., H. Rept. 106-231 (Washington: GPO, 1999). Hereafter referred to as H. Rept. 106-231.

⁸“Providing for the Consideration of H.R. 2490, Treasury and General Government Appropriations Act, 2000,” *Congressional Record*, vol. 145 (Washington: GPO, July 15, 1999), p. H5608-5611.

⁹“Treasury and General Government Appropriations Act, 2000,” *Congressional Record*, vol. 145 (Washington: GPO, July 15, 1999), pp. H5612-H5677.

¹⁰“Treasury and General Government Appropriations Act, 2000,” *Congressional Record*, vol. 145, parts I and II (Washington: GPO, July 1, 1999), pp. S7981-S8011, S8036-S8050.

¹¹U.S. Congress, Senate, Committee on Appropriations, *Treasury and General Government Appropriation Bill, 2000*, report to accompany S. 1282, 106th Cong., 1st sess., S. Rept. 106-87 (Washington: GPO, 1999). Hereafter referred to as S. Rept. 106-87.

¹²“Treasury and General Government Appropriations Act, 2000,” *Congressional Record*, vol. 145 (Washington: GPO, July 19, 1999), p. S8811.

¹³“Appointment of Conferees on H.R. 2490, Treasury and General Government Appropriations Act, 2000,” *Congressional Record*, vol. 145 (Washington: GPO, July 21, 1999), pp. H6026-6027.

¹⁴*Ibid*, p. H6082.

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

Subcommittee Markup		House Report	House Passage	Senate Report	Senate Passage	Conference Report	Conference Report Approval		Public Law
House	Senate						House	Senate	
5/14/99	6/22/99 scheduled	7/13/99 H. Rept. 106-231	7/15/99	6/24/99 S. Rept. 106-87	7/1/99	—	—	—	—

Budget and Key Policy Issues

Department of the Treasury

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

For FY1999, Congress appropriated \$12,637,225,000 to the Department of the Treasury (P.L. 105-277), including emergency funding. Of this amount, \$8,375,165,000 (including emergency Y2K funding), or 66.3 % of the total departmental funding, was allocated to the Internal Revenue Service. The President's budget request for FY2000 totals somewhat less—\$12,376,130,000 for the department with \$8,248,774,000 allocated for the IRS. Of the total departmental request, 66.6% would be assigned to the IRS.

As passed by the Senate July 1, 1999, S. 1282 would fund the department accounts at \$12,234,649,000. As passed by the House July 15, 1999, H.R. 2490 would fund the accounts at \$12,189,648,000. An amendment agreed to in the House would earmark \$3 million to be used for grants in combating money laundering.

The House Appropriations Subcommittee on Treasury, Postal Service and General Government marked up the FY2000 appropriations measure on May 14. Their mark for the Department of the Treasury was \$12,329,592,000. On July 13, the House Appropriations Committee reported their bill. As reported, H.R. 2490 would fund the Department of Treasury at \$12,198,648,000. According to a July 13 press release from the committee, a major amendment to the subcommittee mark would reduce funding to the department by \$139 million: \$4.9 million to Treasury-wide Systems and Capital Improvement; \$42.4 million to IRS Processing, Assistance, and Management; \$31.7 million to IRS Tax Law Enforcement; and \$60.86 million to IRS Information Systems.

On June 24, the Senate Committee on Appropriations reported their bill. The funding level in the Senate would be \$12,213,529,000. Senate floor action would increase funding, beyond the Senate committee spending levels, for the U.S. Customs Service, the High Intensity Drug Trafficking Areas program for reducing methamphetamine usage, and for the Bureau of Alcohol, Tobacco, and Firearms' Youth Crime Gun Interdiction Initiative.

The Department of the Treasury established the Office of Treasury Inspector General for Tax Administration in January 1999, as required by P.L. 105-206, the Internal Revenue Service Restructuring and Reform Act of 1998. The IRS Office of the Chief Inspector was abolished. To provide the necessary flexibility for establishing and reorganizing the new office, the House Appropriations Committee authorized voluntary separation incentives for the office's employees. The incentives of up to \$25,000 may be offered from October 1, 1999 through January 1, 2003. The Office of the Treasury Inspector General for Tax Administration may redeploy or use the positions vacated through voluntary separations to make other positions available to more critical locations or more critical occupations.

The Chicago Financial Center of the Department of the Treasury's Financial Management Service is being closed. To provide the necessary flexibility to carry out the closure, the House Appropriations Committee authorized voluntary separation incentives for the center's employees. The incentives of up to \$25,000 may be offered from October 1, 1999 through January 31, 2000. The Secretary of the Treasury, prior to obligating any resources for the payments, must submit a strategic plan to the Office of Management and Budget outlining the intended use of the payments and a proposed organizational chart for the agency once the payments have been completed. The total number of funded positions in the agency will be reduced by one full-time equivalent position for each vacancy created by a separation incentive. This provision could be waived if the agency demonstrated that the positions would better be used to reallocate occupations or reshape the workforce and to produce a more cost-effective result.

Bureau of Alcohol, Tobacco, and Firearms (ATF). The Bureau of Alcohol, Tobacco, and Firearms (ATF) is a law enforcement agency that monitors compliance with federal laws related to the manufacture, importation, and distribution of alcohol, tobacco, firearms, and explosives. While these laws prohibit certain illegal activities, they also regulate legal activities related to these commodities. ATF also enforces federal laws related to arson. In enforcing federal law, ATF officers often work closely with other federal, state, and local law enforcement officers. ATF's mission is focused on three goals: 1) reducing crime, 2) collecting revenue, and 3) protecting the public.

For FY2000, the Senate Appropriations Committee recommended \$569 million for ATF. The Senate bill, as passed, would fund ATF at \$590 million. The House enacted the Appropriations Committee recommendation of \$567 million. Both the House and Senate amounts are increases over the agency's FY1999 funding of \$553 million. By contrast, the Administration requested \$585 million for ATF. Over and above this amount, the Administration also requested \$15 million for the relocation of ATF headquarters and laboratory facilities.

For the Youth Crime Gun Interdiction Initiative, the Senate adopted an amendment to increase total funding for this program to \$39 million, earmarking over \$1 million to expand this program to include Las Vegas, Nevada. This program coordinates federal, state and local law enforcement efforts by facilitating the sharing of information related to illegal sources of firearms for juveniles and criminals. In addition, the Senate would provide \$3 million and the House \$5 million in increased funding for the Integrated Ballistic Identification System. The House committee would also provide \$5 million for implementing the tobacco compliance provision arising from the 1997 balance budget agreement, which gave the ATF the authority to enter and examine commercial enterprises that re-import U.S. cigarettes in an attempt to by-pass taxes and licensing fees. On the other hand, neither the Senate nor House would provide the \$15 million requested by the Administration to relocate the ATF headquarters and laboratory facilities; rather, both the Senate committee and the House subcommittee suggest that future budgetary resources will be available for such a move .

Among ATF's activities, the regulation and enforcement of laws related to firearms commerce and possession appears to be the most controversial. Consistent with language included in ATF appropriations in previous years, the agency's appropriation bill language specifies that agency funding cannot be used to electronically retrieve information gathered from the sales records of firearms or ammunition businesses that have gone out of business or have been sold. Furthermore, the agency's appropriation bill language specifies that agency funding cannot be used to implement regulations concerning a modification to the term "curios or relics," or investigate relief for individuals disqualified from possessing a firearm or corporations disqualified from dealing in firearms.

Both the House and Senate have acted on gun control-related legislation. For further information, see CRS IB10014, *Gun Control*.

Customs Service. The U.S. Customs Service, the federal government's oldest law enforcement agency, is responsible for monitoring the movement of persons, carriers, merchandise, and commodities between the United States and other Nations. In FY1998, Customs inspected nearly 460 million passengers, 121 million private vehicles, 237 million private and commercial aircraft, 10 million commercial trucks, and 5 million vessel cargo containers. As part of this process, Customs also assesses trade-related duties, taxes, and fees on imported merchandise, collecting about \$22 million in revenue annually.

As passed by the Senate, S. 1282 would fund Customs at \$1,782,435,000 and, as passed by the House, H.R. 2490 would fund the agency at \$1,817,502,000. "To stop the flow of illegal drugs into the United States and facilitate legitimate cross-border trade and commerce," the Senate adopted an amendment to increase the committee mark for the Customs Service by \$50 million to hire 500 new inspectors.

By contrast, the Administration's request for FY2000, by comparison, was for \$1,830, which is \$219 million less than the previous year's appropriation. This decrease, however, is largely reflective of supplemental appropriations for FY1999 totaling \$276 million to increase counter-drug trafficking activities. A large part of

this funding was for the one-time acquisition of aircraft and non-intrusive inspection technology.

In regard to the proposed automated system user fee, the Senate Committee on Appropriations in report language and the House Appropriations Subcommittee on Treasury, Postal Service and General Government in a May 14th press release rejected the Administrations proposal to modernize the Automated Commercial System and lay the foundation for an Automated Commercial Environment (ACE) through a user fee. It is currently estimated that it will cost \$1.8 million over four years to develop the ACE system. The House committee expressed its strong dissatisfaction in a July 13 press release:

As compared to the President's request, the Subcommittee faced the task of making "whole" the U.S. Customs Service. The President proposed to fund \$312 million in base operations through a controversial new passenger tax — in reality under-funding Customs by assuming the tax would become law by July 1, 1999. The Subcommittee fully funded Customs with a direct appropriation. In part, the \$312 million in proposed new taxes came from a moratorium on GSA construction, including denying the President's request to fund the first stage of a controversial \$500 million new complex for the Food and Drug Administration.

In addition, both the Senate and the House committee support the Customs Service's Cyber Smuggling Center and activities aimed at tracking child pornography trafficking and child exploitation over the Internet. For these purposes, the House committee provided an earmark of \$4 million. Furthermore, the Senate would provide an increase of \$4 million to expand the Customs Integrity Awareness Program to improve screening of new job-applicants and to administer polygraph examinations to candidates for positions that are the most susceptible to corruption.

As its organizational needs and structure have changed, and to meet the requirements of the Government Performance Results Act (GPRA or the Results Act), the Customs Service recently subdivided its activities into two broad categories: **commercial** and **drug and other enforcement**.¹⁵

- (1) **Commercial Activities** include monitoring trade compliance, processing passengers, gathering intelligence, and examination and analysis. These activities usually occur prior to a violation being confirmed and investigated.
- (2) **Drug and Other Enforcement Activities** include efforts to combat drug trafficking, smuggling of other contraband, and money laundering. In addition to inspections at ports of entry, the air and marine interdiction program plays an integral role in this effort.

Related to these high-profile activities, GAO has identified several issues that currently face the Customs Service. In the area of drug interdiction, GAO identified four issues: 1) "internal control weaknesses" in programs designed to expedite

¹⁵Prior to 1999, the Customs Service budget consisted of three broad activities: Inspection and Control, Enforcement, and Tariff and Trade.

inspections for low-risk cargo carriers; 2) an expanding international mission for the Customs air interdiction program, with a declining budget from FY1992-FY1997, and a lack of adequate performance measures; 3) problems associated with the development of pulsed fast neutron analysis (PFNA), a technology that is designed to easily detect narcotics and other smuggled contraband; and 4) a need for improved drug intelligence capabilities. GAO has also reported that the Customs Service, along with the Immigration and Naturalization Service, could be doing more to prevent drug-related employee corruption.¹⁶

Internal Revenue Service (IRS). For FY1999, Congress appropriated \$8,375,165,000 (including emergency Y2K funding), to the Internal Revenue Service. The President's budget request for FY2000 would fund \$8,248,774,000 to the IRS. Excluding emergency funding from the total FY1999 enacted, shows the President's FY2000 request exceeding the regular FY1999 funding.

The Senate agreed to a funding level of \$8,191,135,000. An amendment was adopted by the Senate to require the Secretary of the Treasury to develop an Internet site where a taxpayer may generate a receipt for an income tax payment which itemizes the portion of the payment which is allocable to various government spending categories.¹⁷

The House Treasury Subcommittee had recommended an appropriation of \$8,244,774,000. The bill reported from full committee on July 13 included a major amendment would reduce funding to the department by \$139 million: \$4.9 million to Treasury-wide Systems and Capital Improvement; \$42.4 million to IRS Processing, Assistance, and Management; \$31.7 million to IRS Tax Law Enforcement; and \$60.86 million to IRS Information Systems. As reported and passed, the bill would fund the IRS at \$8,109,774,000. The House conferees have been instructed to restore \$50 million in funding for the IRS to complete its Y2K compliance effort.

The President's budget for FY2000 lists implementation of IRS reforms as a Priority Management Objective.¹⁸ Specifically, the modernization of the IRS' organization and its information technology to better serve taxpayers and improve productivity are stated as the major goals of the restructuring. In December 1998, the service let a contract for designing and installing information technology improvements. In the spring of 1999, IRS Commissioner Charles Rossotti is due to begin implementation of system improvements.

¹⁶U.S. General Accounting Office, *U.S. Customs Service: Budget Authorization Issues*, Testimony before the Subcommittee on Ways and Means, GAO/T-GGD-99-79, (Washington: April 13, 1999).

¹⁷"Treasury and General Government Appropriations, 2000," *Congressional Record*, vol. 145, part II (Washington: GPO, July 1, 1999), p. 8044.

¹⁸Budget, *Budget*, Table IV-2, p. 56 and 56.

In the 105th Congress, P.L. 105-206 was enacted to address long standing operational problems in the IRS.¹⁹ On January 8, the first report to Congress mandated by the new law was delivered. The report, *1998 IRS National Taxpayer Advocate's Annual Report to Congress*,²⁰ spelled out action taken by the National Taxpayer Advocate, as required by the statute to address IRS issues with taxpayers.

Secret Service. The U.S. Secret Service provides for the protection and security of the President, Vice President, and other dignitaries and designated persons. It is also responsible for the protection of the White House and other Washington, D.C., buildings, as well as the enforcement of federal laws pertaining to financial crimes and frauds.

For FY2000, the President requested \$661,312,000 for salaries and expenses for the Secret Service.

On July 1, 1999, the Senate agreed to an appropriation of \$643,739,000, including \$638,816,000 to carry out its presidential candidate and nominee protection, protective research, and counterfeiting investigations, and \$3,196,000 for the National Center for Missing and Exploited Children.

The bill, as reported to the House from the full committee, would provide an appropriation of \$643,739,000. On July 15, 1999, the House agreed to an appropriation of \$666,235,000 for protective functions, acquisition, and improvements.

Postal Service

While the U.S. Postal Service (USPS) generates most of the funding it requires through sales of its products and services, it also receives an appropriation from the federal government. The USPS receives an annual appropriation to its Postal Service Fund to pay for revenue forgone on free and reduced rate mail (for the blind and visually impaired and overseas voting). P. L. 105-277 provided FY1999 funding at \$71,195,000. Supplemental appropriations for FY1999 provided an additional \$29,000,000 for revenue forgone reimbursement. For payment to the Postal Service Fund for revenue forgone for FY2000, the President is requesting \$93,436,000. As passed by the Senate and the House, the bill would provide funding at \$93,436,000, with \$29,000,000 prior to October 1, 2000 and the remaining \$64,436,000 deferred until October 1, 2000.

P.L. 105-277 required that the Postal Service submit, within six months of enactment, a report on its current and future commercial services. Further language required the USPS to report on its packaging service, especially how such service meets customer demand nationally, especially in rural areas, before such service is

¹⁹U.S. Library of Congress, Congressional Research Service, *Restructuring the Internal Revenue Service in the 105th Congress: P.L. 105-206*, by Sylvia Morrison, CRS Report 97-984 E. (Washington: August 25, 1998).

²⁰Bureau of National Affairs, *Daily Tax Report*, (Washington: BNA, January 8, 1999).

initiated. In compliance with P.L. 105-277, the report was submitted by the Postal Service to the Appropriations Committee in April 1999.

Finally, P.L. 105-277 amended the USPS' international service agreements by making the Secretary of State solely responsible for formulating, coordinating, and overseeing foreign policy related to international postal and delivery services. USPS officials, with presidential consent, may establish international rates and/or fees for mail and delivery services. Regarding the importing or exporting of mail shipments, the USPS is required to follow the same procedures and laws applicable to similar shipments transmitted by or to private companies.

Executive Office of the President and Funds Appropriated to the President

The Treasury, Postal Service, and General Government appropriations bill funds all the offices in the Executive Office of the President (EOP), except the following three offices—the Council on Environmental Quality and the Office of Science and Technology Policy (both funded under Veterans Affairs, Housing and Urban Development, and Independent Agencies appropriations), and the Office of the United States Trade Representative (funded under Commerce, Justice, State, and the Judiciary and Related Agencies appropriations). Moreover, the Federal Drug Control Programs account, which comprises almost two-thirds of EOP's appropriation, is not for use by agencies within EOP, but for transfer to federal and state entities for their drug control programs. The Office of National Drug Control Policy (ONDCP), which is located in the EOP, distributes the funds to federal and state entities.

The President's FY2000 budget for the EOP and Funds Appropriated to the President proposes appropriations of \$639,498,000, which is 4.6% less than the \$670,112,000 appropriated in FY1999. The House approved an appropriation of \$654,762,000, an increase of 2.4%, or \$15,264,000 over the President's request. The bulk of the difference is found in increased support for the ONDCP's media campaign to reduce and prevent drug use among youth and funding for the High Intensity Drug Trafficking program. The Senate has passed an appropriation of \$570,128,000, which is 12.2% or \$69,370,000 less than the President requested. The smaller amount appropriated by the Senate is due to a decrease in the funding for the special forfeiture account in the Federal drug control program.

The specific accounts are discussed below. In those cases in which there is no difference between the FY2000 request and Senate and House passage, only the request is noted.

Compensation of the President. The FY2000 budget proposes an appropriation of \$250,000 for compensation of the President, including an allowance of \$50,000 for official expenses. This is the same amount as appropriated in FY1999.

The House has approved an increase in the President's salary to \$400,000 *per annum*. Hearings on the issue were held May 24 by the House Committee on Government Reform Subcommittee on Government Management, Information, and

Technology.²¹ Under constitutional provisions, any change in presidential salary could not take effect before the change of administrations in January 2001. An amendment to strike the provision failed during consideration of H.R. 2490 on the House floor.

White House Office. The FY2000 budget proposes an appropriation of \$52,444,000 for salaries and expenses in the White House Office, an increase of .2% over the \$52,344,000 appropriated in FY1999. The FY2000 request includes \$10,313,000 for reimbursements to the White House Communications Agency, a Department of Defense component which has historically provided non-telecommunications support services. The reimbursements are in accordance with P.L. 104-21.

Executive Residence (White House). The FY2000 budget proposes an appropriation of \$9,260,000 for the Executive Residence at the White House, an increase of 6.5% over the \$8,691,000 appropriated in FY1999. The FY2000 budget also proposes an appropriation of \$810,000 for the repair, alteration, and improvement of the Executive Residence. (Maintenance and repair costs for the White House are also funded by the National Park Service as part of that agency's responsibility for national monuments. Entertainment costs for state functions are funded by the Department of State.) As in previous appropriations statutes, reimbursable political events in the Executive Residence are to be paid for in advance by the sponsor, and all such advance payments are to be credited to a reimbursable expenses account. The political party of the President is to deposit \$25,000 to be available for expenses relating to reimbursable political events during the fiscal year.

Special Assistance to the President (Office of the Vice President) and Official Residence of the Vice President. The FY2000 budget proposes an appropriation of \$3,617,000 for the Office of Vice President, an increase of 3% over the \$3,512,000 appropriated in FY1999. The FY2000 budget also proposes an appropriation of \$345,000 for the Official Residence of the Vice President, an increase of 3.3% of over the \$334,000 appropriated in FY1999. Up to \$90,000 could be used for official entertainment expenses.

Council of Economic Advisers. The FY2000 budget proposes an appropriation of \$3,840,000, an increase of 4.7% over the \$3,666,000 appropriated in FY1999.

Office of Policy Development. The FY2000 budget proposes an appropriation of \$4,032,000, the same as appropriated in FY1999.

National Security Council. The FY2000 budget proposes an appropriation of \$6,997,000, an increase 2.8% over the \$6,806,000 appropriated in FY1999.

Office of Administration. The FY2000 budget proposes an appropriation of \$39,198,000, which is 32.6% less than the \$58,141,000 appropriated in FY1999. (The FY1999 appropriation included \$29,791,000 in emergency funding for Y2K

²¹A listing of the witnesses and the transcripts of the Chairman and several witnesses' statements can be found on the subcommittee's web site:
[<http://www.house.gov/reform/gmit/hearings/hindex.htm>]

conversion. An additional \$12,000,000 was transferred to the office from other accounts.) Of the FY2000 funds, \$8,806,000 would be expended for a capital investment plan which provides for the modernization of the information technology infrastructure. The House has approved an FY2000 appropriation of \$39,448,000, an increase of \$250,000 over the President's request. The \$250,000 would be used to establish a new position for a Chief Financial Officer in the Executive Office of the President. The Senate has approved the same amount as requested by the President.

Office of Management and Budget (OMB). The FY2000 budget proposes an appropriation of \$63,495,000, an increase of 4.7% over the \$60,617,000 appropriated in FY1999. To combat crimes against intellectual property rights, the Senate Appropriations Committee has directed the Director of OMB to submit a plan to establish an inter-agency National Intellectual Property Coordination Center, not later than February 15, 2000, unless the President determines that such a center is not necessary.²² The committee also directs the Director to prepare an inventory of Federal grant programs for fiscal year 1999, as a step in simplifying and consolidating the federal grant process.²³

Office of National Drug Control Policy (ONDCP). The FY2000 budget proposes an appropriation of \$43,133,000, a 12.4% decrease from the \$49,242,000 appropriated in FY1999 (which included \$1,200,000 for counterdrug emergency funding). Of the funds, \$21,200,000 would remain available until expended, consisting of \$16,000,000 for the Counterdrug Technology Assessment Center (available for transfer to other federal departments or agencies); \$2,200,000 for policy research and evaluation; and \$3,000,000 for the continued operation of the technology transfer program. The House has approved \$52,221,000 for FY2000, 21.1% over the President's request. The focus of the increased funding would be the media campaign to reduce and prevent drug use among youth. A proposal to include underage alcohol consumption as a target in that media campaign was dropped from the bill, as provided by the subcommittee. The Congressional Budget Office, in offering options for government-wide spending cuts, suggested that additional appropriations for the media campaign should be eliminated. Their report presumes that the effectiveness of the campaign would be sustained at the level of funding appropriated in FY1999.²⁴

The Senate has passed an appropriation of \$21,963,000, 49.1% or \$21,170,000 below the President's request. At the same time, the Senate would create a new appropriations line item for the Counterdrug Technology Assessment Center, which formerly had been funded under the ONDCP operating account, and recommends an appropriation of \$31,100,000 for the account. This funding includes \$13,000,000 for the continuation of the technology transfer program to state and local law enforcement.

²²S. Rept. 106-87, p. 47.

²³*Ibid.*, pp. 47-48.

²⁴CBO, *Budgetary Discipline*, . 214.

Appropriations also include funding for two federal drug programs that ONDCP is to transfer to federal and state entities. For high intensity drug trafficking areas (HIDTA) the President requested \$185,777,000 (\$1,800,000 for auditing services) for FY2000, an increase of 0.4% over the 184,977,000 appropriated in FY1999. For the special forfeiture fund he requested \$225,300,000, an increase of 4.1% over the \$216,500,000 appropriated in FY1999.

As passed in the House, HIDTA funding would be set at \$192,000,000, and the special forfeiture account at \$225,000,000. The Senate passed an appropriation of \$205,277,000 for the HIDTA account, and \$127,500,000 for the special forfeiture account.

Unanticipated Needs. The FY2000 budget proposes \$1,000,000 for discretionary expenses necessary to enable the President to meet unanticipated needs, in furtherance of the national interest, security, or defense which may arise at home or abroad. While the House has approved \$1,000,000, the Senate did not fund this account. In FY1999, two additional appropriations were included under this account that are not included in FY2000. Both appropriations were included under the Omnibus Consolidated and Emergency Supplemental Appropriations Act. One was \$30,000,000 (of which \$10,000,000 was later rescinded) for a grant to the Red Cross for reimbursement of disaster relief, recovery expenditures and emergency services (P.L. 105-277, 112 Stat. 2681, at 2681-576). The second was emergency funding of \$2,250,000,000, for Year 2000 conversion of federal information technology systems, and related expenses, with allocations specified (P.L. 105-277, 112 Stat. 2681, at 2681-572).

Independent Agencies

Federal Election Commission (FEC). In its FY2000 budget submission, the Administration requested \$38.5 million for the Federal Election Commission (FEC), the agency that administers federal campaign finance law, oversees disclosure requirements, limits on contributions and expenditures, and the presidential election public funding system, and retains civil enforcement authority.

The requested funding level constituted a 5.5% increase over the \$36.5 million appropriated for the agency in FY1999. Of the \$38.5 million total, no less than \$4.9 million was designated for computer modernization, 10.5% more than was earmarked for such purposes in the prior year. While the agency has been criticized as either overly intrusive or insufficiently vigilant in its enforcement capacities, depending on the source, there has been widespread support for improving the automated data processing systems. Through greater availability and use of electronic disclosure, computer modernization is seen as a way to alleviate burdens on staff resources and enforcement functions.

The Senate adopted the Senate Appropriations Committee recommendation of \$38.2 million for the FEC, \$341,000 less than was requested. Of the \$38.2 million total, no less than \$4.9 million would be designated for computer modernization—the same amount specified in the Administration's request.

The House approved the Appropriations Committee's recommendation for an FEC appropriation of \$38.2 million, \$364,000 less than was requested, and with the proviso that no less than \$4.9 million would be designated for computer modernization. The total figure reflected a cut of five full-time positions from the nine new ones requested. The Committee had included the Treasury subcommittee's recommendation of three legislative provisions that had been proposed by a recent Price Waterhouse Coopers management study of the agency and by the FEC itself. Aimed at improving operations, these provisions would give the FEC authority to require electronic filing by committees meeting a threshold financial activity level, allow an administrative fine schedule for minor, unambiguous disclosure violations (with reasonable appeals procedures), and allow candidate report filing on an election cycle, rather than calendar year, basis.

The Senate appropriation figure is \$23,000 higher than the House figure, but both earmark the same \$4.9 million for computer modernization. The Senate version does not contain the three legislative provisions included in the House bill.

Federal Labor Relations Authority (FLRA). A difference of \$147,000 separates the House-passed funding of \$23,828,000 and the Senate-passed funding of \$23,681,000 for the FLRA. The agency serves as a neutral party in the settlement of disputes that arise between unions, employees, and agencies on matters outlined in the federal service labor management relations statute; decides major policy issues; prescribes regulations; and disseminates information appropriate to the needs of agencies, labor organizations, and the public. Matching the President's budget request, the House-passed funding is 5.5% above the \$22,586,000 appropriated in FY 1999. The Senate-passed funding is 4.8% above that amount

General Services Administration (GSA). Established in 1949, GSA administers and coordinates the federal civilian acquisition policy program. The agency also oversees the management of federal real and surplus property, which includes the construction and maintenance of federal buildings. Other functions include transportation, telecommunications, and information systems technology management.

For FY2000, the President requested \$158,316,000 for GSA's operating expenses. The President's request also prescribed \$5,345,100,000 (from revenues) in new obligational authority for GSA's Federal Buildings Fund for real property management and related activities.

On July 13, 1999, the House Committee on Appropriations agreed to a funding level of \$146,006,000 for GSA's FY2000 operating expenses. The House, in passing H.R. 2490, did not change the funding level further.

In their June 24 report, the Senate committee recommended that funds in the Federal Buildings Fund be transferred to meet program requirements, subject to advance approval by the Appropriations Committees. No funds were to be used in FY2001 for courthouse construction not meeting the Administrative Office of the U.S. Court's five-year plan and design standards. Any new proposed construction plan was required to include a standardized courtroom utilization study. No funds were to be used to provide cleaning services or security enhancements usually provided through the Federal Buildings Fund to any agency not paying GSA's

assessed costs. Claims against the government of less than \$250,000 from direct construction were to be liquidated from savings in other projects, with prior notification to the Appropriations Committees. Funds made available for new construction projects by the Omnibus Consolidated Appropriations Act of 1997 (Public Law 104-208) were to remain available prior to September 30, 1999. A total of \$59,203,500 is not to be made available for rental of space and \$59,203,500 is not to be made available for building operations from the “Federal Buildings Fund Limitations on Availability of Revenue.”

During floor consideration and adoption of S. 1282 on July 1, 1999, in addition to funding of GSA at \$156,297,000, two GSA amendments were agreed to by the Senate. Senate Amendment No. 1192 increased the aggregate amount available in the Federal Buildings Fund to \$5,261,478,000. The Campbell Amendment (No. 1218), agreed to by voice vote, reaffirmed aggregate reductions in the Federal Buildings Fund for rental of space and buildings operations.

Merit Systems Protection Board (MSPB). The House-passed funding of \$27,586,000 and the Senate-passed funding of \$27,422,000 for the MSPB differ by \$164,000. Additionally, both versions of the Treasury bill provide that \$2,430,000 be transferred from the Civil Service Retirement and Disability trust fund for administrative expenses to adjudicate retirement appeals. The MSPB assists federal agencies in running a merit-based civil service system. The agency’s FY 1999 appropriation was \$25,805,000 and emergency funding of \$66,000 was provided for Y2K conversion. These amounts totaled \$25,871,000. The House-passed funding matches the President’s budget request, and not including the trust fund transfer, is 6.9% above the \$25,805,000 and 6.6% above the \$25,871,000. The Senate-passed funding is 6.3% above the \$25,805,000 and 6.0% above the \$25,871,000.

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

In the House, the July 15, 1999, passage of H.R. 2490 resulted in a recommendation of \$180,398,000 for NARA FY2000 operating expenses. This amount is \$6,054,000 less than the \$186,452,000 requested by the President, and is \$44,216,000 less than the \$224,614,000 appropriated for FY1999. Operating expenses include costs incurred in connection with the administration of NARA (including ISOO), archived federal records and related activities, and the review and declassification of documents. The additional \$6 million requested for FY2000 for NHPRC operations and programs, which is \$4 million less than the amount appropriated for the commission for FY1999, was recommended by the committee, as well. The panel also agreed to the President’s recommendation of the establishment of a records center revolving fund and an appropriation of \$22,000,000 as initial

capitalization of the fund. This revolving fund is available for expenses and equipment necessary to provide for storage and related services for all temporary and prearchival federal records to be or actually stored at federal national and regional records centers by agencies and other instrumentalities of the federal government.

In the Senate, the FY2000 funding levels for NARA provided in S. 1282, as amended and reported from committee, remained unchanged during floor consideration and adoption of the bill on July 1, 1999. As reported on June 24, 1999, the bill recommended \$179,738,000 for NARA FY2000 operating expenses. This amount was \$6,714,000 less than the \$186,452,000 requested by the President, and was \$44,876,000 less than the \$224,614,000 appropriated for FY1999. The \$6 million requested for NHPRC FY2000 operations and programs was met by the Senate committee and an additional \$250,000 was included, making the total amount recommended \$6,250,000. The additional \$250,000 was provided for the Fort Buford reconstruction project, deemed “an important Lewis and Clark ‘Corps of Discovery’ site” by the committee. The records center revolving fund and its initial \$22 million capitalization as recommended in the President’s budget was also adopted by the committee.

Office of Government Ethics (OGE). The Office of Government Ethics, a small agency within the executive branch, was established by the Ethics in Government Act of 1978. Originally part of the Office of Personnel Management, OGE became a separate agency on October 1, 1989, as part of the Office of Government Ethics Reorganization Act of 1988. The Office of Government Ethics exercises leadership in the executive branch to prevent conflicts of interest on the part of government employees, and to resolve those conflicts of interest that do occur. In partnership with executive branch agencies and departments, OGE fosters high ethical standards for employees and strengthens the public’s confidence that the Government’s business is conducted with impartiality and integrity. For FY2000, the budget request is \$9,114,000. This is a 7.3% (\$622,000) increase from the \$8,492,000 appropriated for FY1999. When the Senate passed the measure, it included \$9,071,000 for OGE. This amount, recommended by the Senate Appropriations Committee, is \$43,000 less than the budget request. The House, however, subsequently approved the same amount requested by the President.

Office of Personnel Management (OPM). While the agency’s budget provides budget authority for both permanent and current appropriations, this report discusses only that for current appropriations. For OPM’s salaries and expenses account, the House-passed funding of 90,584,000 and the Senate-passed funding of \$91,584,000 differ by \$1,000,000. The Senate amount matches the President’s budget request for the agency, which is responsible for administering personnel management functions. In addition, both the House and Senate versions of the Treasury bill, matching the President’s budget request, provide an appropriation of \$960,000 for the Office of Inspector General (OIG) salaries and expenses. Mandatory funding of \$5,105,482,000 for the government payment for annuitants of the employees health benefits program (FEHB), \$36,207,000 for the government payment for annuitants of the employees life insurance program, and \$9,120,872,000 for payment to the civil service retirement and disability fund is also provided. The President’s

recommendation²⁵ and the Senate-passed funding provide a total appropriation of \$14,355,105,000 for OPM. The House-passed funding provides a total appropriation of \$14,354,105,000.

The agency's FY 1999 appropriation was \$13,478,212,000 and emergency funding of \$2,428,000 was provided for Y2K conversion. These amounts totaled \$13,480,640,000. The combined discretionary and mandatory funding, recommended by the President and passed by the Senate and the House, is 6.5% above both the \$13,478,212,000 and the \$13,480,640,000 amounts. Not included in this total are recommended trust fund transfers of \$95,486,000 for salaries and expenses and \$9,645,000 for OIG salaries and expenses. (In FY1999, \$91,236,000 for salaries and expenses and \$9,145,000 for OIG salaries and expenses were transferred from trust funds.)

Both versions of the Treasury bill, as passed by the House and the Senate, assume a federal civilian pay increase of 4.4% in January 2000. The Senate committee report, however, stated that, in order to stay within its 302(b) allocations, both budget authority and outlays had to be reduced without harming essential programs. Therefore, the committee said that it "was forced to deny all requests for additional funding, to cover the remaining months of the calendar year 1999 statutory annual pay adjustment." Employees whose salaries are administratively determined and who do not receive the government-wide adjustments were the only exception to this across-the-board reduction.²⁶

The House-passed, but not the Senate-passed Treasury bill includes a statement relating to the Sense of the Congress on the federal civilian pay adjustment. President Clinton proposed a 4.4% pay adjustment for federal employees in his FY 2000 budget. This amount is the overall average increase, including locality pay adjustments. Legislation passed the Senate (S. 4 ,106th Congress), which would provide a 4.8% military pay adjustment.²⁷ That measure and a FY1999 emergency supplemental (P.L. 106-31) contain Sense of the Congress resolutions calling for parity between the military pay adjustment and that for civilian personnel.²⁸ The House-passed Treasury bill includes this same Sense of the Congress language.

²⁵The source for the FY 2000 budget data is U.S. Office of Personnel Management, *Congressional Budget Justification, Annual Performance Plan, Fiscal Year 2000* (Washington: Feb. 1999), p. 15. The President's FY 2000 budget rounds the mandatory appropriations of "such sums as may be necessary" for these accounts: Government Payment for Annuitants, Employees Health Benefits, \$5,105,000,000; Government Payment for Annuitants, Employees Life Insurance - \$36,000,000; and Payment to the Civil Service Retirement and Disability Fund - \$9,121,000,000 (Budget, *Appendix*, pp. 1067, 1070-1071).

²⁶S. Report 106-87, p. 3.

²⁷For an analysis of the military pay raise issue see: U.S. Library of Congress, Congressional Research Service, *Appropriations for FY 2000: Defense*, by Stephen Daggett, CRS Report RL30205 (Washington: June 21, 1999).

²⁸In addition to S. 4 and P.L. 106-31, other measures in the 106th Congress which express the desire for parity between the civilian and uniformed military pay adjustments are H.R. 1664 (as passed the House), H. Con. Res. 34 and S. Con. Res. 10.

The Congressional Budget Office offered spending cut options which would affect both the federal health benefits and the retirement programs. One option would be that the federal government, continuing to share the costs of health benefits, would offer employees a flat rate voucher to be used toward the premiums. Another option would be to reduce the retiree health benefits for those with relatively short federal careers and preserve the right of the retirees to continue in the FEHB program.²⁹ There were several cost-cutting options offered by CBO. These include deferring cost-of-living adjustments (COLA) for annuitants under the Civil Service Retirement System (CSRS), limiting some COLAs for federal retirees in both the CSRS and the Federal Employees Retirement System (FERS), reducing COLAs for middle- and high-income federal retirees, modifying the salary used to set federal pensions, restricting the government's matching contributions to the Thrift Savings Plan, and increasing employee contributions for federal pensions.³⁰

During the consideration of H.R. 2490 in the House July 15, amendments were offered to the provision in the bill relating the FEHB and contraceptive policy. In the FY1999 funding bill, P.L. 105-277, policy was established which required any health plan provider, which included coverage of prescription drugs, to also include coverage of contraceptives. Similar language passed by the House, in the general provisions section of the FY2000 bill, was amended to allow all persons prescribing or providing drugs or devices to, on grounds of religious beliefs or moral convictions, refuse to provide those related to contraception. Previously, only those prescribing were accorded the choice.

Office of Special Counsel (OSC). The difference between the House-passed funding of \$9,740,000 and the Senate-passed funding of \$9,689,000 for the OSC is \$51,000. In its report accompanying H.R. 2490, the House Committee stated its wish to be kept fully informed of the additional funding's impact on the agency's current backlog of cases. The OSC investigates federal employee allegations of prohibited personnel practices and, when appropriate, prosecutes before the Merit Systems Protection Board; provides a channel for whistle blowing by federal employees; and enforces the Hatch Act. The agency's FY 1999 appropriation was \$8,720,000 and emergency funding of \$100,000 was provided for Y2K conversion. These amounts totaled \$8,820,000. The House-passed funding is 11.7% above the \$8,720,000 and 10.4% above the \$8,820,000, and matches the President's budget request. The Senate-passed funding is 11.1% above the \$8,720,000 and 9.9% above the \$8,820,000.

Federal Child Care

The Senate, in passing S. 1282, added a title to the bill (Amendment No. 1197) that would establish new requirements for child care facilities operated by federal agencies, including legislative and judicial branch agencies, for their employees. The provision would require that executive facilities meet state or local licensing standards

²⁹CBO, *Budgetary Discipline*, pp. 152 and 153.

³⁰CBO, *Budgetary Discipline*, pp. 191-196.

within six months of the legislation's enactment, and comply with (or have made substantial progress towards complying with) standards set by a state or nationally recognized accreditation entity within three years of enactment.

The bill also would require regulations, set by the Administrator of General Services, establishing health and safety standards for federal agency child care programs. Legislative agency facilities would be required to meet a state or nationally recognized accreditation entity's standards within one year of the bill's enactment. If the legislative facility does not maintain accreditation, it must follow regulations no less stringent than those of executive agency facilities. Judicial branch facilities would also be required to meet regulations (issued by the Administrative Office of the United States Courts) pertaining to licensing and accreditation that are no less stringent than those of executive branch agencies. Executive branch agencies would be authorized to use agency funds to provide child care for employees and to improve the affordability of such care for low-income employees. The amendment would also authorize \$900,000 in fiscal year 2000, and such sums thereafter, for an interagency council of federal agencies to share best practices and coordinate policy with regard to child care. A similar amendment was offered to the FY1999 Treasury bill, adopted in the Senate, and fell in conference.

H.R. 2490, as passed by the House, July 15, 1999, includes the provision (also included in S. 1282) allowing executive branch federal agencies to use agency funds to provide child care services, in a facility owned or leased by the agency, for employees of the agency, provided these funds are used to improve the affordability of child care for low-income federal employees. It does not contain the other child care provisions included in the Senate bill.

Year 2000 Compliance

The FY1999 Omnibus Appropriations Act (P.L. 105-277, 112 Stat. 2681, at 2681-572) included \$3.35 billion which did not require budget offsets, to be used as emergency funding for federal agencies to complete their year 2000 (Y2K) computer conversions. Of that total, \$30 million was transferred to the Legislative and Judiciary Branches, \$1.1 billion to the Department of Defense (DOD), and the remaining \$2.25 billion was made available to other federal agencies, to be allocated by the Office of Management and Budget (OMB). In addition to the emergency funds, many agencies received funding for Y2K conversion within their operational accounts.

By April 2, 1999, OMB had allocated \$1.667 billion of these funds to civilian agencies and \$61.8 million to the District of Columbia, and \$935 million were allocated by DOD, representing approximately 80% of the total emergency Y2K funds. The Administration did not request additional emergency Y2K funds in its FY1999 Supplemental Appropriations request.

The FY2000 budget request included \$433.2 million of non-emergency funds for Y2K project offices to manage and monitor the transition into 2000 and the completion of final contingency planning. The Department of Treasury led the agencies requesting funds for FY2000: Department of Treasury (\$250 million for IRS

and \$4 million non-IRS), the Department of Health and Human Services (\$150 million for the Health Care Financing Administration (HCFA) and \$16 million non-HCFA), Department of State (\$7 million), and Department of Housing and Urban Development (\$6.2 million).

The IRS Y2K funding is part of its Information systems account. Over \$60 million were cut from this account were cut by the House Appropriations Committee, from the funding level recommended by the Treasury subcommittee. On July 21, the House conferees were instructed to “restore \$50 million in funding for the IRS to complete its Year 2000 compliance...” The Senate version would fund this account at over \$50 million more than the House. House Treasury Subcommittee Chairman Kolbe stated that while he had no objection to the sentiment of the instruction and would try to carry it out, he was concerned as to the source for that restoration. He went on to say, “But I am certainly hopeful that it will be possible for us to restore at least this amount of the Y2K funding to the Internal Revenue Service and other Federal agencies.”³¹

No emergency Y2K funds for FY2000 were requested, nor have they been included in either the House or Senate versions of H.R. 2490 (S.1282).

Major Funding Trends

In summary and prior to scorekeeping adjustments by the Congressional Budget Office (CBO), the Administration has requested a total of \$27,997,054 for accounts within this appropriation. The House and Senate data for FY1999 enacted are different. The House shows \$27,922,712,000 as a grand total in budget authority and the Senate shows \$27,915,604,000. Using either figure, the FY2000 levels approved by the House Subcommittee and the Senate Committee represent an increase over the FY1999 enacted level of \$26,978,249,000. The House Treasury Appropriations Subcommittee recommended a FY2000 funding level of \$28,095,811. And the Senate Committee on Appropriations reported a funding level of \$27,737,971,000.³²

House documents, using CBO scorekeeping data shows that the mandatory funding requested equals \$14,533,811,000 for FY2000, compared to \$13,656,152,000 enacted for FY1999. Both the House- and Senate-reported figures are \$14,533,811,000, equal to the requested level.

According to the House documents, the FY2000 request for discretionary funding is \$13,926,438,000, an increase over \$13,465,985,000, FY1999 enacted. The House Committee mark for discretionary funding is \$13,466,056,000 and the Senate would provide \$13,434,138,000 in discretionary funding. The Administration

³¹“Appointment of Conferees on H.R. 2490, Treasury and General Government Appropriations Act, 2000,” *Congressional Record*, vol. 145, 106th Cong., 1st sess. (Washington: GPO, July 21, 1999), pp. H6026-6027.

³²Funding data are derived from a detailed computer printout, dated July 13, 1999, from the House Committee on Appropriations and from Senate Report 106-87, dated June 24, 1999.

is shown to have requested \$132,127,000 for the crime trust fund as compared to the FY1999 enacted level of \$132,000,000. The House committee would fund this account at the FY1999 level of \$132,000,000. The Senate, however, would increase the amount to \$194,000,000 in this account.

Table 2. Appropriations for the Treasury, Postal Service, Executive Office of the President, and General Government, FY1995 to FY1999
(in billions of current dollars)^a

FY1995	FY1996	FY1997	FY1998	FY1999
23.455	23.164	24.102	25.585	27.122

Source for FY1999: U.S. Congress, House, Committee on Appropriations, as of July 13, 1999.

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

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

Title	FY1999 Enacted	FY2000 Request	House Reported	Senate Passed	FY2000 Enacted
I. Treasury	12,637.2	12,376.1	12,189.7	12,234.7	—
II. USPS	100.2	93.4	93.4	93.4	—
III. EOP	670.1	639.5	654.8	570.1	—
IV. Agencies	14,515.2	14,888.0	14,862.3	14,876.4	—
Total	27,922.7	27,997.1	27,800.1	27,774.6	—

Source: The source for the House data is the House Committee on Appropriations. The Senate data are also from the House Committee, as released to them by the Senate July 14, 1999.

Table 4. Department of Treasury, Postal Service, Executive Office of the President, and General Government Appropriations³³ (in thousands of dollars)

Bureau or Agency	FY1999 Enacted	FY2000 Request	House Reported	Senate Passed	FY2000 Enacted
Title I: Department of the Treasury, Selected Accounts					
Department Offices ^a	123,151	134,630	134,206	133,168	—
Department-wide systems and capital investments programs	28,690	53,561	31,017	35,561	—
Treasury Building Repair and Restoration ^b	27,000	23,000	23,000	15,000	—
Office of Inspector General	30,678	32,017	30,716	30,483	—
Inspector General for Tax Administration	—	112,207	112,207	111,340	—
Financial Crimes Enforcement Network	24,000	28,418	29,656	27,681	—
Federal Law Enforcement Training Center ^c	110,231	107,846	107,137	101,725	—
Financial Management Service ^d	202,490	202,670	201,320	200,054	—
Bureau of Alcohol, Tobacco, and Firearms ^e	552,769	599,859	567,059	590,345	—
U.S. Customs Service ^f	2,049,154	1,829,783	1,817,502	1,782,435	—
Bureau of the Public Debt ^g	172,100	177,819	176,919	176,983	—
Internal Revenue Service, Total ^h	8,375,165	8,248,774	8,109,774	8,191,135	—
<i>Processing, Assistance, and Management ⁱ</i>	<i>3,086,208</i>	<i>3,312,535</i>	<i>3,270,098</i>	<i>3,291,945</i>	—
<i>Earned Income Tax Credit Compliance Initiative</i>	<i>143,000</i>	<i>144,000</i>	<i>144,000</i>	<i>144,000</i>	—
<i>Tax Law Enforcement</i>	<i>3,164,189</i>	<i>3,336,838</i>	<i>3,301,136</i>	<i>3,305,090</i>	—
<i>Information Systems ^j</i>	<i>1,770,768</i>	<i>1,455,401</i>	<i>1,394,540</i>	<i>1,450,100</i>	—
U.S. Secret Service ^k	692,873	666,235	667,235	643,739	—
Violent Crime Reduction Program (Crime Control Trust Fund)	132,000	132,127	132,000	194,000	—
<i>Bureau of Alcohol, Tobacco and Firearms</i>	<i>3,000</i>	<i>3,000</i>	<i>26,800</i>	<i>17,847</i>	—

³³The source is House Committee on Appropriations, as of July 14, 1999. The Senate data are also from the House committee, as released to them by the Senate July 14.

Bureau or Agency	FY1999 Enacted	FY2000 Request	House Reported	Senate Passed	FY2000 Enacted
<i>Financial Crimes Enforcement Network</i>	1,400	1,263	—	1,863	—
<i>Interagency Crime and Drug Enforcement</i>	24,000	49,716	27,000	28,366	—
<i>U.S. Secret Service</i>	22,628	3,196	4,200	21,950	—
<i>ONDCP-HIDTA</i>	1,000	—	—	—	—
<i>Gang Resistance Education and Training: Grants</i>	13,000	10,000	10,000	13,000	—
<i>U.S. Customs Service</i>	65,472	64,952	64,000	52,774	—
<i>Federal Law Enforcement Training Center</i>	—	—	—	9,200	—
<i>Federal Drug Control Programs: Special Forfeiture Fund</i>	—	—	—	49,000	—
Total, Treasury	12,637,225	12,376,130	12,189,648	12,234,649	—
<i>Appropriations</i>	10,714,759	12,376,130	12,189,648	12,234,649	—
<i>Rescission</i>	-4,500	—	—	—	—
<i>Emergency Funding</i>	1,926,966	—	—	—	—
Title II: U.S. Postal Service					
Payments to Postal Service Fund	100,195	93,436	29,000	29,000	—
(Delay in Obligation)	(-71,195)	—	—	—	—
Advance Appropriation, FY2001	—	—	64,436	64,436	—
Total, Postal Service ^l	100,195	93,436	93,436	93,436	—
Title III: Executive Office of the President (EOP) ^m and Funds Appropriated to the President					
Compensation of the President	250	250	250	250	—
The White House Office (salaries and expenses)	52,344	52,444	52,444	52,444	—
Executive Residence at the White House (operating expenses)	8,691	9,260	9,260	9,260	—
White House Repair and Restoration	—	810	810	810	—
Office of the Vice President (salaries and expenses)	3,512	3,617	3,617	3,617	—
Official Residence of the Vice President (operating expenses)	334	345	345	345	—

Bureau or Agency	FY1999 Enacted	FY2000 Request	House Reported	Senate Passed	FY2000 Enacted
Council of Economic Advisers	3,666	3,840	3,840	3,840	—
Office of Policy Development	4,032	4,032	4,032	4,032	—
National Security Council	6,806	6,997	6,997	6,997	—
Office of Administration ^o	58,141	39,198	39,448	39,198	—
Office of Management and Budget	60,617	63,495	63,495	63,495	—
Office of National Drug Control Policy (ONDCP) ^{p q}	49,242	43,133	52,221	21,963	—
ONDCP Counterdrug Technology Assessment Center	—	—	—	31,100	—
<i>Federal Drug Control Program, High Intensity Drug Trafficking Areas Program (HIDTA)</i>	<i>184,977</i>	<i>185,777</i>	<i>192,000</i>	<i>205,277</i>	—
<i>Federal Drug Control Program, Special Forfeiture Fund</i>	<i>216,500</i>	<i>225,300</i>	<i>225,000</i>	<i>127,500</i>	—
Funds Appropriated to the President - Unanticipated needs ^r	21,000	1,000	1,000	—	—
Total, EOP and Funds Appropriated to the President	670,112	639,498	654,762	570,128	—
<i>Appropriations</i>	<i>607,121</i>	<i>639,498</i>	<i>654,762</i>	<i>553,128</i>	—
<i>Emergency Funding</i>	<i>62,991</i>	—	—	—	—
Title IV: Independent Agencies					
Committee for Purchase from People Who Are Blind or Severely Disabled	2,464	2,674	2,674	2,657	—
Federal Election Commission ^s	36,500	38,516	38,152	38,175	—
Federal Labor Relations Authority	22,586	23,828	23,828	23,681	—
General Services Administration ^t	643,960	158,316	146,006	156,297	—
<i>Federal Buildings Fund</i>	<i>450,018</i>	—	—	—	—
<i>Policy and Operations</i> ^u	<i>158,001</i>	<i>122,158</i>	<i>110,448</i>	<i>120,198</i>	—
<i>Office of Inspector General</i>	<i>32,000</i>	<i>33,917</i>	<i>33,317</i>	<i>33,858</i>	—
<i>Allowances and Office Staff for Former Presidents</i>	<i>2,241</i>	<i>2,241</i>	<i>2,241</i>	<i>2,241</i>	—

Bureau or Agency	FY1999 Enacted	FY2000 Request	House Reported	Senate Passed	FY2000 Enacted
<i>Expenses, presidential transition</i>	—	—	—	—	—
<i>Supplemental general provision (P.L. 106-31)</i>	1,700	—	—	—	—
Merit Systems Protection Board (salaries and expenses)	25,805	27,586	27,586	27,422	—
Morris K. Udall scholarship and excellence in national environmental policy foundation	—	3,000	1,000	—	—
<i>Environmental Dispute Resolution Fund</i>	4,250	1,250	1,250	—	—
National Archives and Records Administration ^v	248,589	222,372	212,318	220,108	—
<i>Operating Expenses ^w</i>	231,276	186,452	180,398	179,738	—
<i>Reduction of Debt</i>	- 4,012	-5,598	-5,598	-5,598	—
<i>Repairs and Restoration</i>	11,325	13,518	13,518	21,518	—
<i>National Historical Publications and Records Commission: Grants Program ^x</i>	10,000	6,000	6,000	6,250	—
<i>Records Center Revolving Fund</i>	—	22,000	22,000	22,000	—
Office of Government Ethics	8,492	9,114	9,114	9,071	—
Office of Personnel Management	13,480,640	14,355,105	14,354,105	14,355,105	—
<i>Salaries and expenses</i>	85,350	91,584	90,584	91,584	—
<i>Office of Inspector General</i>	960	960	960	960	—
<i>Government Payment for Annuitants, Employees Health Benefits</i>	4,654,146	5,105,482	5,105,482	5,105,482	—
<i>Government Payment for Annuitants, Employees Life Insurance</i>	34,576	36,207	36,207	36,207	—
<i>Payment to Civil Service Retirement and Disability Fund</i>	8,703,180	9,120,872	9,120,872	9,120,872	—
Office of Special Counsel ^y	8,820	9,740	9,740	9,689	—
United States Tax Court	32,765	36,489	36,489	34,179	—

Bureau or Agency	FY1999 Enacted	FY2000 Request	House Reported	Senate Passed	FY2000 Enacted
Total, Independent Agencies	14,515,180	14,887,990	14,862,262	14,876,384	—
<i>Appropriations</i>	<i>14,399,368</i>	<i>14,887,990</i>	<i>14,866,262</i>	<i>14,880,184</i>	—
<i>Rescissions</i>	—	—	-4,000	-3,800	—
<i>Emergency Funding</i>	<i>115,812</i>	—	—	—	—

Source: U.S. Congress, House, Committee on Appropriations, as of July 14, 1999.

Table 4 Notes:

^a Treasury Departmental Offices— FY1999 enacted includes the following emergency funding accounts: Salaries and expenses, \$1,500,000 for counterdrug activities and \$1,238,000 for Y2K conversion; and three Automation enhancement funding points for Y2K conversion, totaling \$52,665,000.

^b Treasury Building Fund— FY1999 statute requires delay in obligating the \$27,000,000 until the close of the fiscal year.

^c Law Enforcement Training Center— FY1999 enacted includes \$3,548,000 in emergency funding for antiterrorism.

^d Financial Management Center— FY1999 enacted includes \$6,000,000 in emergency funding for Y2K conversion.

^e ATF—FY1999 enacted includes three Y2K conversion funding points totaling \$11,195,000 and excludes \$2,206,000 delayed obligation of appropriated funds. The Y2K funding was subject to a rescission of \$4,500,000. Neither congressional version includes the budget request for \$15,000,000 to fund laboratory facilities and headquarters.

^f Customs— FY1999 enacted includes three emergency funding counterdrug items totaling \$276,000,000, Y2K conversion emergency funding at \$10,200,000, and excludes \$9,500,000 delayed obligation of appropriated funds. Note that the Committee print out provides the total shown for FY1999 enacted, however, a tally of the individual accounts shown results in a total of \$2,037,953,000. The Senate report shows another \$1,701,000.

^g Public Debt—FY1999 enacted includes \$1,000,000 in Y2K conversion emergency funding.

^h IRS—Total for IRS reflects funding adjustments presented in notes for specific accounts within the IRS account.

ⁱ Processing—FY1999 enacted does not reflect \$130,000,000 delayed obligation of appropriated funds.

^j Information Systems—FY1999 enacted includes \$483,000,000 and \$22,312,000 in Y2K conversion emergency funding.

^k U.S. Secret Service—FY1999 enacted includes \$80,808,000 in emergency funding for antiterrorism and two emergency funding items totaling \$3,695,000 for Y2K conversion. It does not exclude \$5,000,000 delayed obligation of appropriated funds.

^l USPS—FY1999 does not exclude \$71,195 delayed obligation.

^m The Council on Environmental Quality/Office of Environmental Quality, Office of Science and Technology Policy, and the Office of the United States Trade Representative are funded under other appropriations.

ⁿ Since 1969, the President's salary has been \$200,000 *per annum*. Since 1949, the expense allowance has been \$50,000 *per annum*.

^o Off. of Admin.—FY1999 enacted includes three Y2K conversion items of emergency funding totaling \$29,791,000.

^p ONDCP—FY1999 enacted includes counterdrug emergency funding of \$1,200,000. The Senate committee recommends creating a new line item which would fund the Counterdrug Technology Assessment Center separately, instead of previous practice of including it in the general ONDCP account.

^q ONDCP Federal Drug Control—Since these funds are not for operations of the Executive Office of the President (EOP), but are to be transferred to federal, state and local agencies for anti-drug operations, they are not included in the EOP operations funds. The funds are under the control of the ONDCP. FY1999 enacted for the Special forfeiture fund includes \$2,000,000 in counterdrug emergency funding.

^r Unanticipated Needs—FY1999 enacted reflects \$30,000,000 in emergency funding, as reduced by a \$10,000,000 rescission.

^s FEC—FY1999 enacted includes \$243,000 in emergency funding for counterdrug.

^t GSA total—FY1999 enacted includes \$22,503,000 in emergency funding. The FY1999 agency regular appropriation was \$593,853,000.

^u GSA Policy and Operations—The House documents show FY1999 enacted with five Y2K conversion items of emergency funding totaling \$48,407,000. The Senate Report shows FY1999 enacted with four Y2K conversion items of emergency funding totaling \$41,299,000.

^v NARA total—FY1999 enacted includes \$6,662,000 in Y2K conversion emergency funding, but does not exclude a total of \$11,861,000 delayed obligations.

^w NARA Operating expenses—FY1999 enacted includes \$6,662,000 in Y2K conversion emergency funding, but does not exclude \$7,861,000 delayed obligations.

^x NARA/NHPRC—FY1999 does not include a \$4,000,000 obligation delay. The FY2000 totals do not reflect proposed rescissions of \$4,000,000 and \$3,800,000 by the House and Senate respectively.

^y OSC—FY1999 enacted includes \$1,00,000 in Y2K conversion emergency funding.

Glossary of Budget Process Terms

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

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

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

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

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

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

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

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

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

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

Mandatory Spending. See “Direct Spending.”

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

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

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

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

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

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

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

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

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

For Additional Reading

CRS Issue Briefs

CRS Issue Brief 98024, *Federal Employees and the FY1999 Budget*, by Sharon S. Gressle.

CRS Issue Brief 95035, *Federal Regulatory Reform: An Overview*, by Roger Garcia.

CRS Issue Brief 10014, *Gun Control*, by Keith Alan Bea and William J. Krouse.

CRS Issue Brief 89148, *Item Veto and Expanded Impoundment Proposals*, by Virginia A. McMurtry.

CRS Issue Brief 95083, *Postal Service's Mail Monopoly: Is It Time for Change?*, by Bernevia McCalip.

CRS Issue Brief 97036, *The Year-2000 Problem: Congressional Issues*, by Richard Nunno.

CRS Info Packs

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

CRS Reports

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

CRS Report 98-829, *Brady Act Firearm Purchase Requirements Summarized*, by Keith Bea.

CRS Report 98-814, *Budget Reconciliation Legislation: Development and Consideration*, by Bill Heniff, Jr.

CRS Report RL30021, *Child Care Issues in the 106th Congress*, by Karen Spar and Melinda T. Gish.

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

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

CRS Report 97-1008, *Federal Pay: FY1999 Salary Adjustments*, by Barbara L. Schwemle.

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

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

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

CRS Report 97-70, *Government Performance and Results Act, P.L. 103-62: Implementation Through Fall 1996 and Issues for the 105th Congress*, by Genevieve J. Knezo.

CRS Report RS20183, *Immigration and Naturalization Service's FY2000 Budget*, by William J. Krouse.

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

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

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

CRS Report 97-72, *Performance-Based Organizations in the Federal Government: A Reinvention Innovation*, by Harold C. Relyea.

CRS Report 97-974, *Reorganization Proposals for U.S. Border Management Agencies*, by Frederick Kaiser.

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

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

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

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

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

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

CRS Report 97-216, *Treasury-Inflation Protection Securities: A Fact Sheet*, by James Bickley.

CRS Report 97-134, *Treasury-Inflation Protection Securities: Description, Goals, and Policy Issues*, by James Bickley.

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

CRS Report 98-377, *Year 2000 Problem: Chronology of Hearings and Legislation in the 104th and 105th Congresses*, by Richard Nunno.

CRS Report 98-967, *Year 2000 Problem: Potential Impacts on National Infrastructures*, by Richard Nunno.

Other Readings

Syracuse University, Maxwell School of Citizenship and Public Affairs, Government Performance Project, *Grading Government*, (Syracuse, N.Y.: Syracuse University, February 1999).

U.S. Congress, Senate, Committee on Appropriations, *Treasury and General Government Appropriation Bill, 2000*, report to accompany s. 1282, 106th Cong., 1st sess., S. Rept. 106-87 (Washington: GPO, 1999).

U.S. Congressional Budget Office, *Maintaining Budgetary Discipline: Spending and Revenue Options* (Washington: GPO, 1999). [Available on CBO Web site.]

U.S. Department of the Treasury, U.S. Customs Service, *U.S. Customs Service Strategic Plan (FY97-02)*, by Commissioner of Customs George Weiss, (Washington: U.S. Customs Service, August 1, 1997).

U.S. General Accounting Office, High Risk Series, *IRS Management*, GAO report HR 97-8, (Washington: February 1997).

———, *Customs Service: Comments on Strategic Plan and Resource Allocation Process*, GAO report GGD-98-15, (Washington: October 16, 1998).

———, *Major Management Challenges and Program Risks: Department of the Treasury*, GAO report OCG-99-14, (Washington: October 21, 1998).

U.S. Office of Management and Budget, *Progress on Year 2000 Conversion, A Quarterly Report to Congress*, (Washington: March 1999).

Selected World Wide Web Sites

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

Congressional Budget Office (CBO).

[<http://www.cbo.gov>]

General Accounting Office (GAO).

[<http://www.gao.gov>]

National Commission on Restructuring the Internal Revenue Service

[<http://www.house.gov/natcommirs/main.htm>]

Office of Government Ethics

[<http://www.usoge.gov>]

Office of Management and Budget (OMB).

[<http://www.whitehouse.Gov/WH/EOP/OMB/html/ombhome.html>]

Office of Management and Budget, Statements of Administration Policy (SAPS)

[<http://www.whitehouse.Gov/WH/EOP/OMB/SAP>]