

# ORGANIZATION OF THE CONGRESS



FINAL REPORT

OF THE

SENATE MEMBERS

OF THE

JOINT COMMITTEE ON THE ORGANIZATION OF CONGRESS

DECEMBER 1993

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FINAL REPORT  
OF THE  
SENATE MEMBERS OF THE  
JOINT COMMITTEE ON THE ORGANIZATION OF CONGRESS  
PURSUANT TO  
H. CON. RES. 192  
(102<sup>d</sup> CONGRESS)



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[Authorized by H. Con. Res. 192, 102d Congress]

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## Congress of the United States

JOINT COMMITTEE ON  
THE ORGANIZATION OF CONGRESS  
ROOM 175D FORD HOUSE OFFICE BUILDING  
Washington, DC 20515-6775

### LETTER OF TRANSMITTAL

United States Senate  
Washington, D.C.  
December 9, 1993

Honorable Robert C. Byrd  
*President pro tempore of the Senate*

Dear Mr. President:

By direction of the Senate Members of the Joint Committee on the Organization of Congress appointed pursuant to H. Con. Res 192 of the 102nd Congress to make a full and complete study of the organization and operation of the Congress of the United States, in compliance with section 4(a) of said resolution, we transmit herewith the final report of the Senate Members of that Joint Committee, and a volume containing the policy background papers in support of the report.

Sincerely Yours,



David L. Boren  
Co-Chairman



Pete V. Domenici  
Vice Chairman

(v)





# INTRODUCTION

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The Congress of the United States is the first branch of Government. Article I of our Constitution established the Senate and House of Representatives as the one branch most accountable to the American people. Hence its appellation, the “people’s branch.”

As the legislative branch, it is a deliberative body. Pure efficiency is not and cannot be its mode of operation. Nonetheless, from time to time Members of Congress have felt it appropriate to review comprehensively the institution’s operations, study its performance, and make necessary improvements to its organization.

Last year, for only the third time in its history, the Senate and House agreed to create a Joint Committee on the Organization of Congress, directed toward studying the operation of the first branch of Government. Each of those earlier studies were directed at addressing what the Joint Committee on the Organization of Congress in 1946 called “the perceived needs of the time,” to make the Congress a stronger and better functioning institution according to the best judgement of the Senators and Representatives who served then. The recommendations of the Senators of the current Joint Committee are no different. They reflect the views of contemporary Senators and contemporary observers of the Congress on the immediate needs the legislative branch.

In addition to these bicameral efforts, the Senate has conducted a number of internal reviews that led to additional improvements in its performance. These more recent efforts included the 1976 Temporary Select Committee to Study the Senate Committee System (the Stevenson Committee), the 1975 Commission on the Operations of the Senate (the Culver Commission), the 1982 Study Group on Senate Practices and Procedures (the Pearson/Ribicoff Commission), the 1984 Temporary Select Committee to Study the Senate Committee System (the Quayle Committee), and the 1988 Study of Senate Operations by the Rules and Administration Committee. These several efforts highlight the Senate’s capacity and openness to change.

The Members of the Joint Committee clearly understand that no proposal to reorganize the Congress will satisfy all Senators and Representatives, nor will any reform endure forever. It is the nature of Con-

gress, as with any political institution, to evolve; a reform adopted now will satisfy some immediate institutional needs. But, any reform will need to be re-examined, re-evaluated, and perhaps even discarded in the future by some successor Joint Committee responding to the perceived needs of its time.

The overriding theme throughout the year-long deliberations of the Joint Committee was that Senators today are spread too thin among all their various responsibilities and committee assignments. One of the Joint Committee’s first witnesses, Senator Robert C. Byrd, eloquently termed this problem as the “fractured attention spans” of Senators and spoke of its harmful effects: “In our system, the Senate’s role as a deliberative body should be to endeavor to help the people hear all sides so that consensus may form. Yet, as an institution, the Senate is more and more ceasing to perform that deliberative function... It has lost its soul.”

There are many reasons for this. Since the last major reform era, committees have grown in size and subcommittees have proliferated. This vast structure in turn generates more proposed legislation, hearings, and interest group activity while rarely leading towards actual lawmaking. Today more bills are proposed and fewer are enacted than ever before in Congress’ history. Instead of assisting the Congress, this committee and subcommittee growth has increasingly prevented Congress from focusing on the major issues of the day and performing its legislative and oversight responsibilities.

Since the Congressional Budget and Impoundment Control Act of 1974 was enacted, budgetary issues have grown more complex and have come to dominate the activities of Congress. Ironically, while Congress has spent a great deal of time debating the budget, issues are not being resolved and the Senate is instead voting on the same matter time and time again. In short, the Congress is spending more time and deciding less.

The average Senator sits on 12 committee and subcommittee panels. These panels often meet at the same time, and cause members to run from hearing to hearing, meeting to meeting, and throughout called to the Senate floor for votes. They often are unable to

listen to their colleagues debate on the floor or to sit down and work together on an issue.

After four decades during which the resources and staffing of the Federal Government expanded, we are now in a period of "down-sizing," in the Executive and Legislative Branches. Finally, after moves over the last 20 years to reduce the authority of committee and party leaders, now many see the need to enhance the resources and responsibilities of these same leaders in order to maintain Congress' ability to function effectively.

Former Vice President Walter Mondale, the last witness to appear before the Joint Committee and himself a leading figure in earlier Senate reforms, echoed the sentiments of Senator Byrd and called for a review of all reform proposals under a single standard: "To what extent will it enhance this institution's ability to think, to learn, reflect upon and debate the pressing issues facing our country?"

The recommendations contained in this report are aimed at helping the Senate to address these problems. The proposals range from reforms of the committee system to fundamental changes in the budget process. Overall, the recommendations are guided by a set of principles that the Joint Committee heard throughout 6 months of comprehensive hearings.

These principles are:

- Strengthen the ability of Senators to legislate and to deliberate.
- Make Congress more effective and credible.
- Enhance accountability, responsibility, and openness in decision-making.
- Streamline the institution, reduce overlap, and eliminate redundancy.
- Reduce the problem of "fractured attention."

Each of the thirty-three recommendations contained in this report are guided by one or more of these principles. All of the recommendations will, if implemented, substantially strengthen the Congress and improve the ability of individual Senators to meet their constitutional responsibilities.

## WORK OF THE JOINT COMMITTEE

The Joint Committee on the Organization of Congress was formally established on August 6, 1992,

when the House agreed to accept the Senate's amendment to House Concurrent Resolution 192 (102d Congress, 2d Session). Subsequently, the respective party leaders of each Chamber named the panel's Co-Chairmen and Vice Chairmen as well as the other Joint Committee members. For the Senate, David L. Boren (D-OK) was appointed Chairman and Pete V. Domenici (R-NM) Vice Chairman. Their counterparts in the House were Lee Hamilton (D-IN) and Bill Gradison (R-OH), who upon his resignation from the House was replaced by David Dreier (R-CA).

The party leaders, who also served as ex officio members of the Joint Committee, named the additional twenty members of the Joint Committee. The other Senate panel members were: Jim Sasser (D-TN), Nancy L. Kassebaum (R-KS), Wendell H. Ford (D-KY) Trent Lott (R-MS), Harry Reid (D-NV), Ted Stevens (R-AK), Paul S. Sarbanes (D-MD), William S. Cohen (R-ME), David Pryor (D-AR), and Richard G. Lugar (R-IN). The other House panel members were: David Obey (D-WI), Robert S. Walker (R-PA), Al Swift (D-WA), Gerald B.H. Solomon (R-NY), John M. Spratt, Jr. (D-SC), Bill Emerson (R-MO), Sam Gejdenson (D-CT), Wayne Allard (R-CO), Eleanor Holmes Norton (D-DC), and Jennifer Dunn (R-WA).

The Joint Committee held an organizational meeting on January 6, 1993. At that meeting, the Joint Committee adopted its rules and announced that, following consultations with all members of the committee, the Chairmen and Vice Chairmen agreed that the priority areas for review by the Joint Committee would be: the committee system; the budget process; ethics; floor procedures; staffing and administration; application of labor and other laws to Congress; relations between the branches of government; information technology; and public understanding of the Congress.

The Joint Committee held public hearings between January 26 and July 1, 1993. In all, the views of 243 witnesses were received in 36 public hearings. Additional recommendations were received in letters and other communications. Over 500 different proposals were received and reviewed by the Joint Committee. The Members of the Joint Committee attended a 2-day retreat at the U.S. Naval Academy in June, 1993 to discuss the wide range of proposed reforms.

The staff of the Joint Committee held four symposia on major areas of congressional operations. In addition, at the request of the Joint Committee, the Congressional Research Service conducted a survey of all Senators and Representatives on a range of reform topics. The Congressional Management Foun-

dation conducted the most comprehensive survey of congressional staff ever, receiving the views of over 3,500 staff.

The hearing transcripts, survey results, and all background materials of the Joint Committee are printed as an addenda to this report.

On November 10, 1993, the Senate members of the Joint Committee held a markup session of proposed recommendations. During the markup, a series of amendments were considered. The final product, which serves as the basis for this report and is contained herein, was adopted by a unanimous vote of 12 to 0.

# SUMMARY OF RECOMMENDATIONS <sup>1</sup>

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The Senators on the Joint Committee on the Organization of Congress have considered and adopted a number of recommendations to improve the operation

of the Congress. The recommendations contained in the body of this report can be summarized as follows:

## THE SENATE COMMITTEE SYSTEM

1. *Committee Structure:* The Rules of the Senate should be amended to establish the following modified committee structure:

- Designate as "Super A" committees: Appropriations; Armed Services; Finance; and Foreign Relations.
- Designate as "A" committees: Agriculture, Nutrition and Forestry; Banking, Housing and Urban Affairs; Commerce, Science, and Transportation; Energy and Natural Resources; Environment and Public Works; Governmental Affairs; Judiciary; and Labor and Human Resources.
- Designate as "B" committees: Budget; Rules and Administration; Veterans' Affairs; Small Business; Aging; and Indian Affairs.
- Designate as "C" committees: Ethics; and Intelligence.

2. *Committee Assignment Limitations:* No Senator should serve on more than one "Super A." Senators could serve on either one "Super A" and one "A" committee, or two "A" committees. Senators should serve on no more than one "B" committee. There should be no limitation on assignments to "C" committees.

3. *Subcommittee Limitations per Committee:* No "Super A" or "A" committee should have more than 3 subcommittees (except Appropriations), and no "B" committee should have more than 2 subcommittees.

4. *Subcommittee Assignment Limitations:* No Senator should serve on more than 2 subcommittees per "Super A" or "A" committee (except Appropriations), and 1 subcommittee per "B" committee.

5. *Committee Assignments:* The Senate Majority and Minority Leaders should make assignments to committees under rules adopted by their respective party caucuses.

6. *Waiver Procedure:* No waiver to the assignment limitations should be granted, unless a resolution amending Senate rules naming the Senators receiving the waivers is offered by both the Majority and Minority Leaders, and is passed by a ye-a-and-nay vote.

7. *DE MINIMIS RULE FOR ABOLISHING COMMITTEES:* If, as a result of the assignment limitations, a standing committee falls below 50 percent of both its majority and minority membership as determined by its size at the end of the 102d Congress, it should be abolished, and its jurisdiction redistributed to other standing committees.

8. *Joint Committees:* The Joint Committees on Printing, the Library, and Taxation, as well as the Joint Economic Committee should be abolished, with their responsibilities reassigned to appropriate Senate standing committees.

9. *Chairmanship Limitation:* No Senator who is chairman of a full committee should serve as chairman of more than one subcommittee, and no Senator who is not a committee chairman should serve as a chairman of more than two subcommittees.

10. *Committee Scheduling:* Senate committees should meet only on certain days in order to hold hearings and conduct business.

11. *Proxy Voting:* The Rules of the Senate should be amended to prohibit the use of proxy votes from affecting the outcome of any vote at full committee.

12. *Committee Attendance:* Chairmen should publish committee attendance and voting records in the *Congressional Record* semi-annually.

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The final report of the Joint Committee consists of four parts: a Senate report; a House report; a policy report that analyzes the major reorganization issues considered by the Joint Committee, summarizes the hearings, and includes results of symposiums and surveys of Members and staff; and a volume of background materials and memoranda.

## BUDGET PROCESS

13. *Biennial Budgeting and Appropriating:* The Congress should adopt a 2-year budget resolution and a biennial appropriations cycle whereby the budget resolution and all appropriations legislation are adopted during the first session of a Congress, and authorization legislation is enacted in the second session of a Congress.

14. *Multi-Year Authorizations:* The Congress should prohibit authorization legislation for periods of less than 2 fiscal years.

15. *Quarterly Deficit Reports:* The Congressional Budget Office should submit to the Congress quarterly budget reports comparing the actual budget fig-

ures to date with the projected revenue, spending, and deficit assumptions included in the most recently enacted congressional budget resolution.

16. *"Byrd Rule" Clarification:* The Congressional Budget Act should be amended to clarify that the "Byrd Rule" is permanent, applies to conference reports, requires sixty votes to waive, and applies to extraneous matters.

17. *GAO Assistance With Oversight Responsibilities:* During the second session of each Congress, the General Accounting Office should give priority to requests from Congress for audits and evaluations of government programs and activities.

## STAFFING, ADMINISTRATION, AND SUPPORT AGENCIES

18. *Legislative Branch Streamlining:* The Senate and the House should instruct relevant committees to conduct a legislative branch performance review for the purpose of enacting staff reductions comparable to the executive branch reductions proposed and implemented as a result of the recommendations of the National Performance Review.

19. *Dedication of Unexpended Funds to Deficit Reduction:* The Secretary of the Senate should be required to notify each Senator of any excess of appropriations remaining in their staff and operations accounts for the preceding year, and permit such Senators to designate that such funds be returned to the Treasury for deficit reduction.

20. *Authorization of Congressional Instrumentalities:* The Congress should repeal the permanent authorization law for the General Accounting Office, the Congressional Budget Office, the Congressional Research Service, the Government Printing Office, and the Office of Technology Assessment; and the Congress should instead enact authorizations of 8 years in length for each instrumentality.

21. *Cost Accounting Within Congressional Instrumentalities:* The General Accounting Office, the Congressional Budget Office, the Congressional Research

Service, the Government Printing Office, and the Office of Technology Assessment should prepare each year a report detailing the cost to the instrumentality of providing support to each Senator and Senate committee. Such report should be included in the Secretary of the Senate's semiannual report.

22. *Voucher Allocation System:* The Senate Committee on Rules and Administration and the appropriate House committees responsible for the authorization of the General Accounting Office, the Congressional Budget Office, the Congressional Research Service, the Government Printing Office, and the Office of Technology Assessment should report to their respective bodies on the feasibility of establishing a voucher allocation system for committees using the services of the congressional instrumentalities.

23. *Use of Detailees from Congressional Instrumentalities and Executive Agencies:* The Congress should require that any committee, Senator or House Member using the services on detail of an individual regularly employed by the General Accounting Office, the Congressional Budget Office, the Congressional Research Service, the Government Printing Office, the Office of Technology Assessment, or any executive branch agency, should fully reimburse such instrumentality or agency for the cost of that service.

## SENATE FLOOR PROCEDURE

24. *The Motion to Proceed:* Debate on the motion to proceed should be limited to 2 hours when made by the Majority Leader or his designee.

25. *Sense of Senate Resolutions:* For a Sense of the Senate (or Congress) resolution to be considered, it should be cosponsored by ten Senators, unless the resolution is offered by the Majority or Minority Leader.

26. *Quorum Calls*: Under cloture, time consumed by quorum calls should count against the Senator who suggested the absence of a quorum.

27. *Rulings of the Chair*: Under cloture, a three-fifths vote should be required to overturn a ruling of the Chair.

28. *Conference Reports*: The Senate should permit dispensing with the reading of a conference report, as long as the report is printed and available one day before the motion to consider is made.

## APPLICATION OF LAWS TO CONGRESS

29. *Application of Laws to the Senate*: The Senate should consider the recommendations of the Bipartisan Task Force on Senate Coverage, and adopt procedures for applying to itself, to the maximum extent possible, laws regarding employment discrimination, working conditions, and health and safety matters. The enforcement office should be as independent as practicable, and employees should have a right of judicial review comparable to the private sector.

30. *Application of Laws to Congressional Instrumentalities*: The Congress should adopt a single set of procedures for applying to the congressional instrumentalities, to the maximum extent possible, laws regarding employment discrimination, working conditions, and health and safety matters. There should be a single enforcement office, it should be as independent as practicable, and employees of such instrumentalities should have a right of judicial review equal to or greater than that currently enjoyed.

## ETHICS PROCESS

31. *Ethics Process*: The Senate should consider the recommendations of the Senate Ethics Study Commission as soon as practicable. Any changes to the Senate ethics process should enhance public accountability,

be fair to Senators and their staff, and minimize the demands on the time of Senators serving on the Select Committee on Ethics.

## LEGISLATIVE AND EXECUTIVE RELATIONS

32. *Committee Oversight Agenda*: The standing committees of the House and Senate should prepare oversight agendas for ensuring that all programs and laws under their jurisdiction are periodically reviewed, that these agendas be considered during the committee funding process, and that each committee should

report to their respective body each Congress summarizing their oversight actions, findings and recommendations.

33. *Sunsetting Agency Reports*: A requirement for an executive agency to report to Congress should be effective for no more than 5 years.

# EXPLANATION OF RECOMMENDATIONS

## THE SENATE COMMITTEE SYSTEM

### 1. COMMITTEE STRUCTURE

**Recommendation:** The Rules of the Senate should be amended to establish the following modified committee structure:

- Designate as “Super A” committees: Appropriations; Armed Services; Finance; and Foreign Relations.
- Designate as “A” committees: Agriculture, Nutrition and Forestry; Banking, Housing and Urban Affairs; Commerce, Science, and Transportation; Energy and Natural Resources; Environment and Public Works; Governmental Affairs; Judiciary; and Labor and Human Resources.
- Designate as “B” committees: Budget; Rules and Administration; Veterans’ Affairs; Small Business; Aging; and Indian Affairs.
- Designate as “C” committees: Ethics; and Intelligence.

Senate and party caucus rules classify the relative importance of the standing, special, select and joint committees. These distinctions are used primarily to guide assignment limitations. The alphabetical designations are informal, similar to the committee classifications employed in the House of Representatives, such as “exclusive”, “major”, and “non-major” committees.

Senate Rules currently identify 12 “A” committees. This proposal would split the current category of 12 “A” committees into two groupings—“Super A” and “A”. This distinction would codify comparable provisions regarding “Super A” and “A” committees currently contained in Democratic caucus and Republican conference rules.

Senate Rules currently identify 7 “B” committees. This provision changes the committees in the “B” category. Indian Affairs, which was changed during the 103d Congress from a select committee to a permanent committee, is changed from a “C” to a “B” panel. Intelligence, as a select committee with limited

terms of service, is changed from a “B” to a “C” committee.

The Joint Economic Committee is currently a “B” committee. The Joint Committee on Taxation is a “C” committee. These two along with the other two joint committees would be abolished, as discussed later. Thus, the Select Committees on Ethics and Intelligence would be the two remaining “C” committees.

The distinction among these four categories of committees enables a series of improvements to committee assignment limitations and Senate scheduling, as discussed below.

### 2. COMMITTEE ASSIGNMENT LIMITATIONS

**Recommendation:** No Senator should serve on more than one “Super A.” Senators could serve on either one “Super A” and one “A” committee, or two “A” committees. Senators should serve on no more than one “B” committee. There should be no limitation on assignments to “C” committees.

Senate rules currently restrict Senators to two “A” committees and one “B” committee. However, in every Congress since these limitations were imposed, more and more waivers to this rule have been granted. For the 103d Congress there are 53 Senators who were granted 62 different waivers to this rule.

Under guidelines of each party conference, Senators may serve on only one of the “Big 4” committees: Appropriations, Armed Services, Finance, and Foreign Relations. This limitation was originally proposed in the Legislative Reorganization Act of 1970. While the limitation is contained in caucus rules, it is not always enforced. The need for this change was recently highlighted when a number of Senators newly elected to the 103d Congress were not named to a “Super A” committee.

This proposal would formalize and institutionalize a long-standing classification practice of both parties. Further, this recommendation to reduce assignments and committee size was one of the reforms most strongly advocated by Senators. Reduced assignments

will afford Senators relief from the problem of “fractured attention” articulated throughout the hearings of the Joint Committee. It would lead to a more equitable distribution of committee responsibilities and workload among all Senators. It could also lead to the elimination of some standing Senate committees, as discussed below.

### *3. SUBCOMMITTEE LIMITATIONS PER COMMITTEE*

**Recommendation:** No “Super A” or “A” committee should have more than 3 subcommittees (except Appropriations), and no “B” committee should have more than 2 subcommittees.

Currently, committees have complete discretion to create the number and jurisdiction of their subcommittees. The number of subcommittees per committee is restricted only implicitly through the assignment limitations on individual Senators.

This recommendation would cap the number of subcommittees a committee could establish for the first time: 3 per Super A or A committee (except Appropriations), and 2 per B committee. Due to its function and unique need for subcommittees, the Committee on Appropriations is exempted from this limitation.

Under this proposal, committees would retain the right to designate the jurisdiction and responsibilities of subcommittees. They could also continue to change these designations at the beginning of every new Congress.

The proposal in no way requires that committees have subcommittees. Currently, seven of the 20 Senate standing, select and special committees do not have any subcommittees. Under this proposal, committees would only be limited in the total number of subcommittees they could create.

In the 103d Congress, there are 73 subcommittees in the Senate, not including the 13 Appropriations subcommittees. This proposal would eliminate 38 current Senate subcommittees, leaving a total of 35 panels.

In surveys conducted by the Joint Committee, eighty-two percent of the respondent Senators supported reducing the number of subcommittees each standing committee may establish.

Imposing a cap on the number of subcommittees per committee will stem the proliferation of workunits and advance efforts to reduce committee staff. A limit

will also end the pressure on committee chairmen to create a subcommittee for every majority member of their committee. It will encourage work at the full committee level and assist committee chairmen in their responsibilities to lead the overall effort of their committees. The changes also will increase the range of subjects each Senator covers at the subcommittee level.

### *4. SUBCOMMITTEE ASSIGNMENT LIMITATIONS*

**Recommendation:** No Senator should serve on more than 2 subcommittees per “Super A” or “A” committee (except Appropriations), and 1 subcommittee per “B” committee.

Currently, Senators are limited to service on 3 subcommittees per “A” committee and 2 subcommittees for their “B” assignment. This recommendation reduces by a total of 3 the number of allowable subcommittee assignments per Senator. Senators would be limited to 2 subcommittees per “A” or “Super A” committee (except Appropriations) and to 1 subcommittee of their “B” committee.

Under the proposed limitations, the total number of assignments per Senator would be 8 (3 committees and 5 subcommittees), compared to the current average of nearly 12 committee and subcommittee assignments per Senator. In surveys done by the Joint Committee, eighty-two percent of Senators who responded supported limiting committee assignments even further to a total of six assignments. The recommendation on subcommittee and committee limitations is thus a compromise between the need of Senators to participate in a number of policy arenas in order to represent their states effectively, and the need for the institution to operate more efficiently through a streamlined committee structure.

### *5. COMMITTEE ASSIGNMENTS*

**Recommendation:** The Senate Majority and Minority Leaders should make assignments to committees, under rules adopted by their respective party caucuses.

Senate rules state that appointments to committees be made by the full Senate. Under current practice, each party employs a panel to make nominations for committee assignments: the Democrats use the Steering Committee and the Republicans use the Committee on Committees. The recommendations of these panels must be approved by the full party conference, followed by the full Senate’s consideration of resolutions making majority and minority appointments. Under Republican Conference Rules, however, the



Republican floor leader makes assignments to non-“A” committees except Rules and Administration, unless otherwise specified by law.

This proposal would amend Senate Rule XXIV; it could also have the effect of changing party conference rules and practices. Centralizing authority for committee assignments is an important component in the Joint Committee’s effort to enforce compliance with assignment limitations. Party leaders would be responsible for ensuring that Senators did not exceed the limitations, curtailing the waivers that are so prevalent today and reversing the trend toward ever more assignments and larger committees.

This recommendation was jointly made by Senators George Mitchell and Robert Dole, the Majority and Minority Leaders respectively, at the first hearing of the Joint Committee.

#### 6. *WAIVER PROCEDURE*

**Recommendation:** No waiver to the assignment limitations should be granted, unless a resolution amending Senate rules naming the Senators receiving the waivers is offered by both the Majority and Minority Leaders, and is passed by a yea-and-nay vote.

Waivers are typically authorized by the Senate through a resolution amending Rule XXV, with the approval of a simple majority of Senators present and voting. Such votes need not be, and in practice never are, by roll call. While debate is permitted on the motion to proceed to waiver resolutions, they are usually taken up and agreed to without debate. Also, the resolutions are not now required to, and never do, identify by name the Senator or Senators receiving waivers.

Assignment limitations in Senate Rules are frequently and easily waived. More than half the Senate’s members exceed the limitations, and several Senators serve on both an additional “A” and an additional “B” committee.

This recommendation establishes a procedure whereby waivers of the assignment and chairmanship limitations are authorized only by a majority of all Senators, which must be by a roll call vote. Both party leaders must agree on the need for a waiver for joint submission of a resolution. Because it is privileged, debate on taking up the resolution is prohibited. Moreover, a waiver resolution would have to identify the recipient Senator or Senators.

This new waiver prohibition together with centralized assignment authority in the hands of the party leadership will promote adherence to the limitations. Also, naming the Senator or Senators receiving the waiver provides the Senate fuller information for voting on approval, and is consistent with the Joint Committee’s emphasis on increased public disclosure.

#### 7. *DE MINIMIS RULE FOR ABOLISHING COMMITTEES*

**Recommendation:** If, as a result of the assignment limitations, a standing committee falls below 50 percent of both its majority and minority membership as determined by its size at the end of the 102d Congress, it should be abolished, and its jurisdiction redistributed to other standing committees.

This provision establishes new Rule language without counterpart or precedent, allowing Senators’ interest in committee service to be the primary factor in determining which panels should continue in existence. Party leaders will have 30 days after a new Congress convenes to notify the Rules Committee when there is insufficient interest in serving on a committee, defined as less than 50 percent of a committee’s 102d Congress size. The Rules Committee then will have 30 days to report to the Senate a resolution abolishing such committee and recommending the reallocation of its jurisdiction. The Senate must dispose of the resolution within 20 session days after it is reported.

If the Senate votes to abolish a committee, the party leaders may make necessary adjustments in sizes of other committees. This authority supplements that currently in Rules for the party leadership to adjust committee sizes to accord the majority party a working majority on all committees.

The Joint Committee received many recommendations for reforming the committee system, including a restructuring of the jurisdictions of House and Senate committees. A consistent theme was to limit jurisdictional disputes among committees of one Chamber as well as to make House and Senate committee jurisdictions more parallel between the Chambers and with the Executive Branch. However, given the disparity of views among Senators, Members of the House, and experts no consensus was reached on what an ideal Senate committee system should be.

Reducing the number of Senate committees is a goal of the Joint Committee, and can be achieved by the de minimis proposal. This recommendation still allows Senators to choose what committees on which they want to serve. However, by enforcing assign-

ment limitations, many Senators will have to relinquish one or more committee assignments. When there is insufficient interest on the part of Senators to serve on a particular committee, this serves as an indicator of a committee's importance. Declining demand is an indication of the need to reconfigure jurisdictions to accommodate today's policy problems and to equalize committee workload. If after the assignment restrictions are enforced and Senate committees are reduced in size, some may have too few members to function effectively. In that case, the collective decisions by all the members of the Senate will decide which, if any, Senate committees should be abolished.

If any committee is abolished under this new procedure and the Rules and Administration Committee must redistribute its jurisdiction, it is the view of the Joint Committee that greater parallelism between the House, Senate and the Executive Branch should be a guiding principle.

## 8. JOINT COMMITTEES

**Recommendation: The Joint Committees on Printing, the Library, and Taxation, as well as the Joint Economic Committee should be abolished, with their responsibilities reassigned to standing Senate committees.**

Each of the four joint committees has a unique history. The Joint Committee on the Library is the oldest of the joint committees, created in 1802 to oversee the Library of Congress. The Joint Committee on Printing (JCP) was created in 1846 to oversee all government printing. Both, however, are the functional equivalents of subcommittees of the Senate Rules and Administration Committee and the House Administration Committee. The membership comes from these two committees and the legislative jurisdiction remains with these two standing committees.

The Joint Taxation Committee (JT) was created in 1926 primarily to perform a series of responsibilities for the Senate Finance and House Ways and Means Committees. These functions range from providing revenue estimates on changes to the Internal Revenue Code, advising members and staff on technical tax issues, and securing data from the Internal Revenue Service on tax returns. As with the Joint Committees on Printing and Library, the membership of the Joint Taxation Committee is comprised of members from two standing committees—Senate Finance and House Ways and Means.

The Joint Economic Committee (JEC) was created in 1946 as part of the Employment Act. The JEC's primary legislative responsibility is to review the Eco-

nomic Report of the President. The committee also provides information to the Senate and House in regards to the economy of the United States and holds a range of hearings on domestic and international economic issues.

The four joint committees do not have specific legislative jurisdiction, do not have bills referred to them, and do not make legislative recommendations. None of the four committees has responsibilities typically assigned to standing committees. Thus, while the responsibilities of the four joint committees are important, all can be carried out by other standing committees or current legislative branch offices. This consolidation would be more appropriate and more cost effective.

Therefore, the Committee recommends that the four joint committees of the Congress be abolished and that their functions be reassigned to other standing Senate and House committees.

### JOINT COMMITTEES ON LIBRARY AND PRINTING

Under this proposal, the Joint Committees on Printing and Library would be subsumed by their "parent" committees, the Senate Rules and Administration Committee and the appropriate committee in the House of Representatives. This proposal would thus consolidate all responsibility in the Senate for information technology in the Rules and Administration Committee. In addition, given the related proposal discussed below that all the support agencies, including the Library and the Government Printing Office, be reauthorized on a specific schedule, this consolidation of responsibilities is necessary as well as cost efficient.

The work of the Joint Committee on Printing has two components: administration of all government printing and oversight of the Government Printing Office. This recommendation would effectively separate these two functions, assigning all administrative responsibilities to the Public Printer and oversight of the GPO to the Senate Committee on Rules and Administration and the appropriate standing committee of the House.

Reform of government printing has received a great deal of attention in recent years. This attention includes the enactment of a law to make materials available to the public via on-line computer systems, as well as proposals by the Clinton Administration in its National Performance Review to separate execu-

tive branch printing from that of the legislative branch.

Our proposal reforms government printing. It would create three separate Deputy Public Printers who will be responsible for printing within the three branches of government. Further, it raises the threshold under which an Executive Branch agency has discretion to procure printing at the best price. At the same time, the proposal maintains the efficiency of a centralized printing operation for the government. The Senate Committee on Rules and Administration and the appropriate House committee should monitor and adopt technology and information policies for legislative branch agencies to assure the dissemination of public data in a timely and economical manner, including electronic formats.

#### JOINT COMMITTEE ON TAXATION

The functions of the Joint Taxation Committee would be moved to the Congressional Budget Office to be reconstituted as a new revenue division. The CBO was created in 1974 to provide assistance on budgetary matters to the committees and Members of the House and Senate. The new revenue division of the CBO will be primarily responsible to the Senate Finance and House Ways and Means Committees in performing their functions. It is assumed that many of the experts and materials of the JT would be directly transferred to the CBO. The Senate Rules and Administration Committee and the appropriate House committee will be responsible for supervising this transfer.

As Congress moves to a biennial budget process, as recommended below, the demands for revenue estimation and technical advice will proportionally decrease and the expertise of the staff from the JT as well as the CBO will be more efficiently utilized to meet the needs of the entire Congress.

#### JOINT ECONOMIC COMMITTEE

Much has changed in the Congress since the Joint Economic Committee was created by the Employment Act of 1946. Then the Economic Report of the President served to state the overall macro-economic policy of the Administration. Since that time, however, the Congressional Budget and Impoundment Control Act of 1974, was adopted which created the Congressional Budget Office and the two House and Senate Budget Committees. Moreover, the old Bureau of the Budget was revamped in 1970 to become the

Office of Management and Budget. As a result, the information provided to and by the Congress on economic activity and budgetary matters has increased exponentially. Thus, while the review by and reports of the JEC are important, its functions can more efficiently be done by the committees primarily responsible for reviewing the President's budget and setting the overall budget targets—that is, the House and Senate Budget Committees.

While this recommendation would abolish the permanent joint committees of the House and Senate, it should not be construed as discouraging greater coordination between the standing committees in both Chambers. In fact, joint hearings between different Senate committees and between committees of the House and Senate are strongly encouraged. Such hearings would reduce the demands placed on Executive Branch officials, reduce costs to the Legislative Branch, and encourage greater deliberation. In addition, this proposal should not be construed as prohibiting temporary and ad hoc joint committees from addressing specific issues.

#### 9. CHAIRMANSHIP LIMITATION

**Recommendation: No Senator who is chairman of a full committee should serve as chairman of more than one subcommittee, and no Senator who is not a committee chairman should serve as a chairman of more than two subcommittees.**

Full committee chairmen now are permitted to chair two subcommittees. The chairman of a "B" committee may chair one subcommittee of each "A" committee, while the chairman of an "A" committee may chair one "A" subcommittee and one "B" subcommittee. Senators who are not full committee chairmen may chair three subcommittees, one each of their "A" and "B" committees.

Under this new proposed rule, a full committee chairman would be restricted to chairing one subcommittee of all his "Super A", "A" and "B" committee assignments. At present Senate Rules allow an "A" committee chairman to head a subcommittee of that "A" committee. However, a "B" committee chairman may not similarly head a subcommittee of that "B" committee. The new rule permits "B" committee chairmen to do so.

The provision would limit each Senator who does not chair a full committee to two subcommittee chairmanships of all his "Super A", "A" and "B" committees. Senators could not chair two subcommittees of the same committee.

Thus, the new rule reduces by one the number of permissible chairmanships for all Senators. The new rule capping the number of subcommittees per committee means that there will be fewer subcommittee chairmanships to go around, necessitating a reduction in allowable chairmanships for all Senators.

This limitation protects opportunities for other Senators—especially more junior members—to head subcommittees, furthering efforts to distribute equitably committee responsibilities and influence.

Further, these restrictions together with reductions in assignments address Senators' concerns that they are spread too thin and have overburdened and conflicting schedules. The limitation on full committee chairmen enhances their ability to focus on the enormous workload and pressures of the committees they lead.

#### 10. COMMITTEE SCHEDULING

**Recommendation: Senate committees should meet only on certain days in order to hold hearings and conduct business.**

As a way to avoid conflicts between committee and floor sessions, under current Senate Rules no committee (except Appropriations and Budget) may meet after the first 2 hours of Senate session, and in no case after 2:00 p.m. Special permission to do so may be granted by party leaders, although committees generally obtain unanimous consent to meet while the Senate is in session. As a further attempt to reduce meeting overlaps, Senate Rules restrict committees to meeting during one of two time periods (the first ending at 11:00 a.m., and the second from 11:00 a.m. to 2:00 p.m.). However, both the 2-hour rule and the meeting periods are seldom observed in practice.

Under this recommendation, only committees and subcommittees in a particular category may hold hearings or meetings between Tuesdays and Thursdays. This proposal would allow only "Super A" committees to meet on Tuesdays, "A" committees to meet on Wednesdays, and "B" committees on Thursdays. All committees may meet on Mondays and Fridays. No restrictions are placed on sessions of the Appropriations, Budget, and Ethics Committees, and the Majority and Minority Leaders may grant a committee special leave to meet on a day not designated for it.

Further, subcommittees would be precluded from meeting when the full committee itself is meeting. No Senate Rule exists in this area, although the individual

rules of some committees ban simultaneous full committee and subcommittee sessions.

Scheduling conflicts are one of the greatest frustrations of Senators. Often committee and subcommittee sessions are scheduled simultaneously, without sufficient efforts to avoid overlaps.

Our recommendation will go a long way in solving this persistent problem. Since every Senator will only serve on one "Super A," one "A", and one "B" committee, he or she should never have more than one committee meeting at the same time. This proposal will have the effect of distributing the time demands on Senators more evenly throughout the week as well as in assisting the leadership to schedule full Senate activity more effectively.

The recommendation also alleviates the current problem of having most committee sessions concentrated mid-week. This new timetable will ensure that the committees with the largest responsibilities, workload, and hearing schedules meet earlier in the week. It will be easier for committees to obtain quorums. It also may increase the frequency of Monday and Friday committee business, helping to transform the Senate into a true 5-day institution. By eliminating competition between a full committee and its subcommittees, the change improves attendance at the most important committee stage, the full committee markup. Finally, this reform will make the floor and committee schedules more predictable for Senators and their families.

#### 11. PROXY VOTING

**Recommendation: The Rules of the Senate should be amended to prohibit the use of proxy votes from affecting the outcome of any vote at full committee.**

Senate Rules prohibit proxy votes from affecting the outcome of a vote to report a measure from committee. Otherwise under the Rules, each committee has the discretion to allow or to ban voting by proxy during markup sessions and other committee business. In practice no Senate committee bans proxy voting outright, although several preclude proxies in specified circumstances.

While many might prefer an outright ban on proxies, some level of scheduling problems is inherent in the Senate. Members facing conflicts should be able to record their positions on issues. However, proxy votes in full committee should not be determinative, because if an issue is contentious its fate should be decided by Members who have been present to hear the

debate. Because subcommittee votes are not decisive, proxy voting in subcommittee would not be restricted.

## 12. COMMITTEE ATTENDANCE

**Recommendation:** Chairmen should publish committee attendance and voting records in the *Congressional Record* semi-annually.

Senate Rules presently require committees to publish the results of roll call votes in the report on a measure, unless those votes are previously announced. Compliance is not uniform among committees and there is not one central source of voting information. There is now no requirement that committees publish attendance records.

This change requires the chairman of each committee to publish semiannually in the *Congressional Record* the full committee attendance and voting record of each committee member. The information is to be published twice each year, on or before July 1 and December 31.

This proposal expands recommendations on committee accountability contained in the 1946 and 1970

Legislative Reorganization Acts. The 1946 Legislative Reorganization Act required House and Senate committees to keep a complete record of all committee action, including a record of the votes on any question on which a roll call vote is demanded. The 1970 Legislative Reorganization Act added to that requirement by stating that committee reports on measures are to contain the total number of votes cast for, and the total number of votes cast against, the reporting of the measure by each member who was present at that meeting.

Publication of committee attendance and voting records is a component of the goal to enhance accountability through greater openness and public disclosure. Since Senators will serve on only three committees, and since those committees will only meet on certain days, scheduling conflicts should be dramatically reduced. One central source of such information will better enable the public to evaluate the performance of their elected officials. By giving Senators an additional incentive for attending committee sessions, the requirement may increase the quality of committee decisionmaking. Information on voting and attendance in subcommittee is not required because subcommittee actions are not determinative and subcommittee markups are relatively rare.

## BUDGET PROCESS

### 13. BIENNIAL BUDGETING AND APPROPRIATING

**Recommendation:** The Congress should adopt a 2-year budget resolution and a biennial appropriations cycle whereby the budget resolution and all appropriations legislation are adopted during the first session of a Congress, and authorization legislation is enacted in the second session of a Congress.

Under this recommendation, the Congress would adopt a 2-year cycle for budget resolutions, reconciliation processes, and appropriations legislation. In odd-numbered years, the President should propose a biennial national budget and the Congress should act on a 2-year budget resolution, biennial appropriations and a reconciliation bill. In even-numbered years, Congress should consider substantive legislative proposals, conduct meaningful oversight, monitor and evaluate legislation, authorize and reauthorize spending. Changes from a 1-year to a 2-year cycle require alterations to timetables currently set in law. The fiscal biennium will begin October 1 in each odd-numbered year.

Currently, a new budget resolution and the thirteen different appropriations bills are passed every year. Authorization bills are enacted to govern programs for 1, 2 or more years at a time.

With biennial budgeting, the budget process should be less complicated, less repetitious, and instead be more understandable and meaningful. The Congress is now dominated by budget activity. But for all the time spent on the budget, Members complain that their votes are redundant and meaningless. And, it is a process the public cannot readily comprehend. Additionally, although a great deal of time is spent on the budget, little time is spent in long-term planning, overseeing programs, and finding waste and abuse. In short, the Congress spends too much time on budgetary issues that do not matter and not enough time on those that do.

This recommendation reduces the amount of time spent on budget matters and increases long-term planning by shifting to a 2-year budget cycle for the budget resolution, reconciliations and appropriations. A 2-year process will permit the Congress to spend one year on budget matters and the second year on

authorizations, oversight, and non-budgetary legislation. Members will spend more time overseeing programs to make certain that taxpayer money is spent wisely. Two-year cycles will also permit executive branch agencies to plan for the longer term, a failure of the current system. Finally, while a 2-year cycle will increase attention to long term needs, it will also decrease the power of special interests and lobbyists by limiting their opportunities for influence.

Federal executives and top officials of the Office of Management and Budget have long sought a longer time horizon under which to plan their agencies' activities. The 2-year funding cycle gives agencies a degree of certainty in policy planning that they have never had, and will minimize the constant budget planning process that has accompanied the 1-year appropriations cycle. Earlier this year, the National Performance Review under the direction of the Vice President recommended that Congress adopt a 2-year budget and appropriations cycle.

#### 14. *MULTI-YEAR AUTHORIZATIONS*

**Recommendation:** The Congress should prohibit authorization legislation for periods of less than 2 fiscal years.

Under this recommendation, Congress would prohibit authorization legislation for a period of less than 2 fiscal years, unless the specified program is to terminate after a lesser period.

Until the 1970s, a substantial number of programs were either permanently authorized or were authorized on a multi-year cycle. As part of Congress' efforts to gain more influence in the policy process, authorization cycles were routinely reduced and many programs were required to be reauthorized annually. In addition, some authorizations, such as the Defense Authorization bill, are supposed to cover 2 or more years but have, nevertheless, become annual processes.

Past reforms in the House and Senate encouraged shorter reauthorization cycles. However, reliance upon 1-year authorizations has proven troublesome. Committees are under constant pressure to act quickly on reauthorization bills, undermining systematic oversight. Delays in getting floor action on authorizations frequently delayed action on subsequent appropriations bills or, more commonly, moved appropriations before authorizations legislation. The three-stage process became a series of short-term decisions that were often challenged and refought on later votes.

This recommendation, along with the requirement of 2-year budget resolutions and biennial appropriations, will fundamentally reform the work of the Congress. It will require some committees to authorize laws and programs for longer than that done currently. In addition, committees that now reauthorize programs for more than 2 years but in an odd-numbered cycle, such as 5 years, will need to switch to an even-numbered year cycle, such as 4 or 6 years. This will ensure that in every Congress, the first session will be spent passing the budget resolution and appropriations bills, and the second year will be primarily spent considering authorization legislation and conducting oversight.

#### 15. *QUARTERLY DEFICIT REPORTS*

**Recommendation:** The Congressional Budget Office should submit to the Congress quarterly budget reports comparing the actual budget figures to date with the projected revenue, spending, and deficit assumptions included in the most recently enacted congressional budget resolution.

This proposal requires the Congressional Budget Office to prepare quarterly deficit reports. It amends a rulemaking statute (the Congressional Budget and Impoundment Control Act of 1974, as amended) to accomplish this objective.

Currently, the CBO provides two semiannual reports on the Federal budget deficit and makes predictions for the upcoming months, one in February and one in the summer. These reports assist the Congress in making budget decisions through the budget resolution, appropriations, and reconciliation processes.

CBO should update these reports quarterly, using new revenue and spending information since the previous report. Quarterly reports by CBO on the progress of fiscal policy and developments since action on the budget resolution will better inform the Congress about progress in deficit control. The switch from annual to biennial budgets puts a premium on providing to the Congress accurate information on fiscal trends. The reports can also serve to encourage additional reconciliation attempts (between appropriations cycles) as a means of controlling deficit growth, especially if these reports show major shifts in fiscal conditions from earlier estimates.

#### 16. *"BYRD RULE" CLARIFICATION*

**Recommendation:** The Congressional Budget and Impoundment Control Act should be amended to clarify that the "Byrd Rule" is

**permanent, applies to conference reports, requires sixty votes to waive, and applies to extraneous matters.**

This recommendation amends section 313 of the Budget Act, the so-called "Byrd Rule" named after its author, Senator Robert C. Byrd, D-WV. It would clarify that the Byrd Rule is permanent, applies to conference reports, requires 60 votes to waive, and applies to extraneous matters. The proposal amends a rulemaking statute (the Congressional Budget and Impoundment Control Act of 1974, as amended).

The Byrd Rule prevents committees from using the reconciliation process as a way to avoid the normal legislative process in proposing new or expanded program spending. The reconciliation process was intended to reduce the deficit, not as a way to initiate new programs and to increase spending in other areas if committees cut more than was necessary elsewhere. The Byrd Rule clarification is clearly consistent with Senate Rules requiring amendments to be both germane and restrictive when the Senate is operating under expedited procedures as occurs during budget

process action. The importance of the Byrd Rule to fiscal discipline cannot be understated.

#### **17. GAO ASSISTANCE WITH OVERSIGHT RESPONSIBILITIES**

**Recommendation:** During the second session of each Congress, the General Accounting Office should give priority to requests from Congress for audits and evaluations of government programs and activities.

This recommendation stipulates that in non-budgetary years, GAO's primary audit responsibility is to assist committees with authorization and oversight.

The General Accounting Office undertakes studies in three primary ways: when directed by law; at its own initiative; and at the request of congressional committees and members. This proposal directs that GAO assign the highest priority to assisting congressional committees with their oversight and program review responsibilities during "off-years" in the new 2-year budget cycle.

### **STAFFING, ADMINISTRATION, AND SUPPORT AGENCIES**

#### **18. LEGISLATIVE BRANCH STREAMLINING**

**Recommendation:** The Senate and the House should instruct relevant committees to conduct a legislative branch performance review for the purpose of enacting staff reductions comparable to the executive branch reductions proposed and implemented as a result of the recommendations of the National Performance Review.

Executive Branch operations as well as those of private businesses are being down-sized to meet the demands of deficit reduction and competition in a world marketplace. The Congress cannot exclude itself from efforts to make staffing structures and organizations more rational, efficient, and cost-effective. If the Congress is going to demand deficit reductions from Federal programs and agencies, the Congress must first tighten its own belt.

Downsizing the staff within the Legislative Branch began in Fiscal Year 1992. Following the announcement that the Administration of President Clinton would reduce Executive Branch staffing by 4 percent, House and Senate leaders announced that Congress would match that reduction. Later in the year, the Vice President announced that the Executive Branch,

as a part of the restructuring plan developed by the National Performance Review, was going to cut personnel by 12 percent by the year 2000. This recommendation requires staffing reductions in the Legislative Branch comparable to those proposed for the Executive Branch in the National Performance Review. It would ensure that the legislative branch continues to match reductions in executive agencies.

The Joint Committee is not proposing a simple across-the-board cut across the entire Legislative Branch. Such a proposal could well cut essential operations within the Congress, and leave others with more staff than they need. Instead, the Senate Committees on Rules and Administration and Appropriations along with the appropriate committees or task force in the House should conduct a "performance review" of all operations within the Legislative Branch and propose ways to meet necessary efficiencies, economies and reductions of personnel. The National Performance Review provided the Executive Branch with the opportunity for a serious and comprehensive review on its operations. This recommendation for a similar legislative branch performance review, following the work of the Joint Committee itself, should provide a similar opportunity. A hard look needs to be made of the overall priorities of the Congress. It is far more prudent to eliminate low pri-

ority programs than to reduce funding for a necessary, high priority one.

Relevant committees in the House and the Senate should conduct a Congress-wide performance review that will result in an implementation plan with intermediate targets to meet the overall reduction targets by Fiscal Year 1999. The base employment level from which these reductions are to be taken is the number of legislative branch staff employed as of July 31, 1991, the date of the introduction of S. Con. Res. 57, the Senate concurrent resolution establishing the Joint Committee on the Organization of Congress.

In conducting this study, the performance review should consider a number of specific issues and concerns. For example, should Senate committees make greater use of non-partisan staff, for administrative as well as policy work? Also, as committee staffs have been and will continue to be reduced, the practice of assigning committee staff to members of the committee who are not chairmen, and even housing them in personal offices, needs to be curtailed. If such a practice does continue, a Senator's allowance for three legislative assistants for committee work (or so-called S.Res. 60 staff) could be reduced by one for each committee staff assigned to him. In making any recommendations regarding personal office staff, the performance review should take into account concerns of Senators from states with smaller populations, who note that Senate representation is not based on population size and the distribution of Senate resources favoring large populations should be discouraged.

The performance review should also consider making each individual Senator fiscally responsible for all services received by his or her office. Currently a wide range of services, such as photo-copying, computer services, and telecommunications, are provided to Senate offices but are financed through separate accounts. There is little incentive for Senate offices not to take full advantage of these services. By providing an accounting or other mechanism to make personal offices responsible for such services, efficiencies and cost reductions could well occur. Such an accounting mechanism would be similar to the voucher system proposed below regarding Senators' use of the instrumentalities (CRS, GAO, CBO, etc.). The performance review may also consider the issue of travel allowances in order to make them as family friendly as possible. Finally, any additional staff required to bring Congress under compliance with labor, health, safety and other laws as discussed below should not be included in the above calculation for total reductions.

The study, including all proposals to implement the findings of the performance review, shall be completed no later than one year after the Legislative Reorganization Act of 1994 is enacted.

#### 19. DEDICATION OF UNEXPENDED FUNDS TO DEFICIT REDUCTION

**Recommendation:** The Secretary of the Senate should be required to notify each Senator of any excess of appropriations remaining in their staff and operations accounts for the proceeding year, and permit such Senators to designate that such funds be rescinded and go towards deficit reduction.

This recommendation requires that Senators be informed of funds remaining in their staff and operations accounts as of the end of each fiscal year. For Fiscal Years 1995 through 1999, the Secretary of the Senate is instructed to have published a list of all Senators in the *Congressional Record*. It also establishes procedures by which unused funds of Senators, beginning in Fiscal Year 1999, could be rescinded in order to reduce the potential Federal budget deficit. The proposal does not amend Senate rules; the proposal is directed at administrative operations of the Senate and current regulations governing the use of funds by Senators.

Currently, the Secretary of the Senate is authorized to transfer surplus funds appropriated for one purpose to another, if necessary, to cover a funding shortfall. Thus, Senators who spend less than they are allocated may indirectly subsidize spending in excess of allocations elsewhere in the Senate. Also, there currently is a disparity between funds allocated and those appropriated.

This recommendation will encourage Senators to find savings in the operations of their offices, and will permit those Senators who have fostered economies in their own operations to have such savings noted publicly in the *Congressional Record*. It also provides an opportunity for the Senate to reduce the difference between funds allocated and those actually appropriated. Without such reduction any savings achieved by Senators, while laudatory, will not generate funds for deficit reduction. Once the disparity is reduced, however, such savings can be used to reduce the deficit. Senators, of course, who wish to direct that their surplus funds be made available for continued Senate use remain free to do so and need do nothing more.



## 20. *AUTHORIZATION OF CONGRESSIONAL INSTRUMENTALITIES*

**Recommendation:** The Congress should repeal the permanent authorization law for the General Accounting Office, the Congressional Budget Office, the Library of Congress, the Government Printing Office, and the Office of Technology Assessment; and the Congress should instead enact authorizations of 8 years in length for each instrumentality.

This recommendation eliminates the permanent authorization of the General Accounting Office, the Library of Congress, the Government Printing Office, the Office of Technology Assessment, and the Congressional Budget Office. It establishes an eight-year reauthorization schedule for each (GAO beginning in Fiscal Year 1997; the Library in 1999, GPO in 2001, and CBO and OTA beginning Fiscal Year 2003). The Senate Rules and Administration Committee and the appropriate House committee will consider the necessary reauthorization legislation to carry out this proposal. They are also directed to eliminate duplication, consolidate activities and increase efficiency among the five units.

No Senate Rules are changed by this recommendation. The proposal changes current law with respect to the agencies' permanent authorization status on a staggered basis keyed to the start of the agencies' reauthorization cycles. Few executive activities are permanently authorized. Congress should not exempt its own activities from mandatory periodic review and reauthorization. Permanent authorization contributes to erratic oversight. Before this year, for example, the last comprehensive review of the General Accounting Office was in 1985. Periodic reauthorization requires the agencies to justify their continued operations, forces substantial oversight review by Senate legislative committees, and allows for periodic restructuring of the agencies to guarantee that they are performing their functions effectively and efficiently.

## 21. *COST ACCOUNTING WITHIN CONGRESSIONAL INSTRUMENTALITIES*

**Recommendation:** The General Accounting Office, the Congressional Budget Office, the Congressional Research Service, the Government Printing Office, and the Office of Technology Assessment should prepare each year a report detailing the cost to the instrumentality of providing support to each Senator and Senate committee. Such report should be included in the Secretary of the Senate's semi-annual report.

This recommendation would require the congressional instrumentalities to set up cost accounting systems for monitoring the use of their services and facilities by Senators and Senate committees and to report annually to the Secretary of the Senate on Senate use of their services and the estimated cost of such service. These reports are to be included in the appropriate Report of the Secretary of the Senate.

It is the common view in Congress that use of support agency facilities and staff is free. In reality it is not, as the combined budgets of the four agencies approach \$700 million annually.

The private sector in the United States, as well as government agencies at the national, state and local levels, began using cost accounting over the last two decades to ensure the most efficient use of in-house resources. In fact, the instrumentalities currently track the thousands of individual requests from Members and committees through accounting and information systems for internal purposes. However, the overall demands, as well as the specific distribution of workload among the instrumentalities and the needs of individual Members and committees, are not known to the Congress as a whole.

Greater disclosure of these demands and the relative distribution of work will assist in the reauthorization process mentioned above. In addition, the Joint Committee anticipates that greater disclosure will ensure that Members and committees make the most appropriate use of the instrumentalities, their expert personnel, and their available resources. During the current era of government and legislative branch downsizing, Congress as an institution must guarantee that all resources are allocated in the most fair and efficient manner possible.

## 22. *VOUCHER ALLOCATION SYSTEM*

**Recommendation:** The Senate Committee on Rules and Administration and the appropriate House committees responsible for the authorization of the General Accounting Office, the Congressional Budget Office, the Congressional Research Service, the Government Printing Office, and the Office of Technology Assessment should report to their respective bodies on the feasibility of establishing a voucher allocation system for committees using the services of the congressional instrumentalities.

The authorizing committees of the House and Senate are directed to study the feasibility of establishing a voucher allocation system for committees

and members using agency facilities; reports on these studies are to be considered as part of the reauthorization process for the support units.

In line with the above proposal to require greater disclosure through a cost accounting system, this recommendation could be the natural next step to guarantee greater disclosure and discipline within the Congress as a whole.

### **23. *USE OF DETAILEES FROM CONGRESSIONAL INSTRUMENTALITIES AND EXECUTIVE AGENCIES***

**Recommendation:** The Congress should require that any committee, Senator or House Member using the services on detail of an individual regularly employed by the General Accounting Office, the Congressional Budget Office, the Congressional Research Service, the Government Printing Office, the Office of Technology Assessment, or any executive branch agency, should fully reimburse such instrumentality or agency for the cost of that service.

This recommendation requires that detailees from congressional and executive agencies can only be provided to committees and Members on a reimbursable basis. The proposal builds on existing provisions in Senate Rule XXVII, cl. 4, providing that no staff employee of any department or agency of the Govern-

ment should be detailed or assigned to a committee of the Senate without the written permission of the Senate Rules and Administration Committee. The new proposal goes further and requires that committees and Members reimburse the Executive or support agency for such staff.

The services of detailees from the legislative support agencies and the Executive Branch are not truly free. Having staff detailed full-time limits the ability of the agency staffer to work for other congressional clients and to perform other responsibilities. Unreimbursed details reduce agency capabilities when they are already under pressure from downsizing. As Congress cuts back on its own operations, the availability of unreimbursed detailees would put great pressure on Senate and House offices and committees to use such detailees as replacement staff; detailees should not be an avenue for circumventing staff cutbacks.

If an office truly needs the fulltime services of an executive or support agency employee, then the office should pay for that service. Offices which cannot afford the reimbursement could continue to obtain assistance from agency staff so long as these staff remained available to perform other duties as well.

This proposal would not affect the ability of Members and committees to employ fellows, interns, and other staff provided through bona fide educational and professional development programs.

## **SENATE FLOOR PROCEDURE**

### **24. *THE MOTION TO PROCEED***

**Recommendation:** Debate on the motion to proceed should be limited to 2 hours when made by the Majority Leader or his designee.

Currently, the motion to proceed to a measure is fully debatable in the Senate, except when the motion is offered during the Morning Hour. But, Senate custom reserves the use of the non-debatable form of the motion only for the most extreme circumstances. Typically, the motion to proceed is offered at times when it is fully debatable.

The chief limit on debatable motions to proceed has been the so-called "two-speech rule," limiting Senators to no more than two speeches on the same subject on the same legislative day. But, since 1986, the Senate has weakened the enforcement of the two-speech rule, thus making it a less effective control on debate time. Essentially, if a motion to proceed is con-

tested, it may be necessary for the Majority Leader to seek to invoke cloture (a three-fifths vote) although only a majority vote is needed to ultimately take up a measure. Protracted debate on the motion to take up, coupled with unlimited debate on the measure itself, and the possibility of unlimited debate at even later stages of the legislative process provides too great a protection for opposition Senators and gives too little authority to the floor leaders in setting the Senate's agenda.

This proposal would impose a 2-hour limit, equally divided, on motions to proceed when offered by the Majority Leader or his designee. Motions to proceed offered by any other Senator would be debatable without limit—an event, however, which rarely occurs given the custom of reserving such authority to the Leadership. In addition, motions to proceed to the consideration of a rules change would remain fully debatable, whether offered by the Majority Leader or not.

## 25. SENSE OF SENATE RESOLUTIONS

**Recommendation:** For a Sense of the Senate (or Congress) resolution to be considered, it should be cosponsored by ten Senators, unless the resolution is offered by the Majority or Minority Leader.

Under current rules, "sense" amendments are in order at any time and are deemed to be germane regardless of subject matter, even when the Senate requires germaneness under cloture or by unanimous consent. The Senate has long supported such amendments because of its constitutional role to advise and consent in executive appointments, treaties, and other matters.

However, such amendments are not legally binding. At times they are controversial and disrupt Senate scheduling for no actual policy gain. Precious time for floor debate and even full Senate votes are consumed by the consideration of these proposals. At other times, the Senate has passed "sense" resolutions concerning American foreign policy with little debate and no roll call vote that have been misinterpreted by other governments and have had detrimental effects on the relations between the United States and these other countries.

This proposal sets a minimum threshold of support for such resolutions to be considered by the full Senate. It does not, however, otherwise alter a Senator's right to offer such amendments. In addition, this requirement for a minimum number of sponsors would not apply to resolutions offered by either the Majority or Minority Leaders.

## 26. QUORUM CALLS

**Recommendation:** Under cloture, time consumed by quorum calls should count against the Senator who suggested the absence of a quorum.

After cloture is invoked under Rule XXII, there is a total limit of 30 hours of debate, with each Senator limited to one hour. This proposal would stipulate that time for quorum calls under cloture be charged to the Senator who suggests the absence of a quorum. This would maintain the right of Senators to engage in debate, but would encourage them actually to debate instead of utilizing time-consuming quorum calls.

## 27. RULINGS OF THE CHAIR

**Recommendation:** Under cloture, a three-fifths vote should be required to overturn a ruling of the Chair.

The authority of the Chair under cloture is crucial. The rationale for more stringent post-cloture rules generally is that the Senate ought not to be forced to deal with unexpected issues when it is proceeding under severely restricted debate opportunities. For that reason, for example, amendments considered after cloture is invoked must not only be relevant to the measure, but they must also narrow the scope of the bill.

Under current Senate rules, a supporter of a non-germane amendment need only appeal the decision of the Chair to rule the amendment out of order and obtain the support of a bare majority of Senators to overrule Senate precedents. Assuring greater stability of parliamentary precedents under cloture and limiting the authority of a simple majority of Senators under cloture are necessary if cloture is to serve its essential purpose. The rights of Senators to offer any amendment of whatever scope they choose before cloture is invoked would remain unimpaired, and tightening the rule would encourage them to seek action on their proposals earlier in the legislative process.

## 28. CONFERENCE REPORTS

**Recommendation:** The Senate should permit dispensing with the reading of a conference report, as long as the report is printed and available one day before the motion to consider is made.

Under current rules, the motion to proceed to the consideration of a conference report is not debatable, but a Senator may force the reading of the conference report in its entirety. This proposal would dispense with the reading of conference reports when the report was available to all Senators one day or more before the motion to consider is made.

Senators are now given two opportunities to delay action on a conference report: one, in filibustering the report itself, and two, by demanding that the conference report be read orally to the Senate even when conference reports are available at the desk of all Senators. The rule change eliminates this second dilatory

tactic, so long as Senators have had 24 hours to study such reports.

This 24 hour rule would be a new layover requirement for the Senate. If a matter is controversial, Senators ought to be afforded a minimum amount of time to study the compromise proposed in the conference agreement. If the matter is not controversial, the floor

leadership ought to have no trouble in obtaining unanimous consent to take up a conference report immediately. The layover rule which triggers the prohibition on reading a conference report would encourage GPO and the administrative staff of the Senate to print conference reports and disseminate them before debate on the report begins.

## APPLICATION OF LAWS TO CONGRESS

### 29. APPLICATION OF LAWS TO THE SENATE

**Recommendation:** The Senate should consider the recommendations of the Bipartisan Task Force on Senate Coverage, and adopt procedures for applying to itself, to the maximum extent possible, laws regarding employment discrimination, working conditions, and health and safety matters. The enforcement office and its procedures should be as independent as practicable, and employees should have a right of judicial review comparable to the private sector.

The fact that employees of the Congress are not subject to the same workplace protections as are executive agency staff or employees in the private sector is both unpopular and untenable. In our survey of congressional staff, proposals to bring congressional employees under workplace protections received a stronger endorsement than any other reform proposal. Public opinion polls show that Congress' exemption from many labor laws is widely resented. Although congressional staff work in a political environment with unpredictable work schedules, an appropriate balance must be struck between the convenience of Members of Congress and the justifiable needs of congressional employees. Fortunately, there seems to be a broad consensus across the Congress to end this practice of simple exemption. In fact, recent Senate and House actions have begun to place Congress under the same anti-discrimination laws that govern the executive branch and private sector. In 1992, the Senate created a Bipartisan Task Force on Senate Coverage to review other laws, such as those governing health, safety, and employee conditions, and to propose ways to bring the Senate under compliance with these laws.

Senators on the Joint Committee, some of whom either chair or serve on the Bipartisan Task Force, decided to defer action on specific proposals for bringing the Senate under these various employment laws until such time as the Task Force had completed its work and issued its recommendations. The appro-

priate Senate committee as well as the full Senate will consider specific proposals in this area when our congressional reform legislation is debated during the second session of this Congress.

It is recommended that when the Senate considers the recommendations of the Task Force, any final proposal meet the following criteria: 1) the Senate should be subject to laws regarding employment discrimination, working conditions, and health and safety matters to the fullest extent possible; 2) the enforcement office and its procedures should be as independent as practicable; and, 3) Senate employees should continue to have a right of judicial review.

### 30. APPLICATION OF LAWS TO CONGRESSIONAL INSTRUMENTALITIES

**Recommendation:** The Congress should adopt a single set of procedures for applying to the congressional instrumentalities, to the maximum extent possible, laws regarding employment discrimination, working conditions, and health and safety matters. There should be a single enforcement office, it should be as independent as practicable, and employees of such instrumentalities should have a right of judicial review equal to or greater than that currently enjoyed.

Senators on the Joint Committee also decided to defer action on proposals to bring the congressional instrumentalities more fully under the various employment laws. While the Bipartisan Task Force on Senate Coverage is not considering issues involving the congressional instrumentalities, decisions regarding coverage under Senate rules will affect decisions involving the congressional instrumentalities.

Specific language covering the congressional instrumentalities should be consistent with the following principles: 1) that coverage for all the congressional instrumentalities in the areas of employment discrimination, working conditions, and health and safety mat-

ters be complete and uniform among the agencies; 2) that there be a single, independent enforcement office for all the agencies; and, 3) that employees have a

right to judicial review equal to or greater than that currently enjoyed.

## ETHICS PROCESS

### 31. *ETHICS PROCESS*

**Recommendation:** The Senate should consider the recommendations of the Senate Ethics Study Commission as soon as practicable. Any changes to the Senate ethics process should enhance public accountability, be fair to Senators and their staff, and should minimize the demands on the time of Senators serving on the Select Committee on Ethics.

Senators on the Joint Committee, some of whom serve on the Senate Ethics Study Commission, decided to defer action on specific proposals for reforming the Senate ethics process until such time as the Commission had completed its work and issued its

recommendations. The Commission was named by the Senate Majority and Minority Leaders and is expected to report to them by March 1, 1994.

The Joint Committee had considered the issues of bifurcating the ethics process, using outsiders in the process, developing a written ethics manual, and increasing the requirements for ethics training and education. The Joint Committee recommends that when the Senate considers the recommendations of the Commission that any proposal meet the following criteria: enhance public accountability; be fair to Senators and their staff; and minimize the demands on the time of Senators serving on the Select Committee on Ethics.

## LEGISLATIVE AND EXECUTIVE RELATIONS

### 32. *COMMITTEE OVERSIGHT AGENDA*

**Recommendation:** The standing committees of the House and Senate should prepare oversight agendas for ensuring that all programs and laws under their jurisdiction are periodically reviewed, that these agendas be considered during the committee funding process, and that each committee should report to their respective body each Congress summarizing their oversight actions, findings and recommendations.

This recommendation requires standing committees of the House and Senate to prepare an oversight agenda. The agenda will aid in establishing a coordinated program for ensuring periodic review of all significant laws, agencies, and programs within the jurisdiction of each congressional committee. It also requires committees to report to the Congress on their oversight findings.

All agree that congressional oversight is vital, but few have been able to get necessary coordination and oversight data-sharing among congressional committees. As the Federal budget deficit continues to be reduced in the years ahead, further cuts will occur. The Joint Committee believes, that there should be an or-

ganized process to review discretionary and entitlement programs as well as tax expenditures as these reductions occur. The Joint Committee believes that committee oversight agendas and reports will greatly assist the entire Congress in deciding funding priorities and improving programs. They will also provide consistent data about all committees' oversight plans and products.

This recommended reporting should be done by committees every Congress, and it should be prospective by including the oversight planning for the upcoming three Congresses. This review may well lead to recommendations for program improvements and efficiencies, which then should be considered by the full Senate and House.

The oversight plans and findings reports will be useful to the administration committees in each Chamber in determining committee staffing needs, and in reviewing the degree to which committees have effectively used the staff and funds provided them to carry out their oversight plans. The Joint Committee is particularly concerned that the Senate Rules and Administration Committee make maximum use of its new oversight review role. Under Senate Rules, the Rules and Administration Committee approves the entire operating budget for all Senate committees. Its ability

to reward committees aggressively pursuing their oversight agendas and to impose some budgetary sanctions on committees which have been lax in such matters is far stronger than the authority available to its House counterpart.

Additionally, as a way to further enhance the oversight work of Congress, the Congressional Research Service should conduct on a regular basis, as it has done in the past, oversight seminars for Members and congressional staff and to update on a regular basis its *Congressional Oversight Manual*.

### 33. *SUNSETTING AGENCY REPORTS*

**Recommendation: A requirement for an executive agency to report to Congress should be effective for no more than 5 years.**

This proposal provides that any provision in law requiring an executive agency to report to Congress should be effective for not more than 5 years.

The proliferation of mandatory agency reports is a matter of wide concern. Several times in recent years, the House Government Operations Committee and the Senate Governmental Affairs Committees have acted to eliminate reports which have seemingly outlived their usefulness.

Reporting requirements are often imposed by the Congress in lieu of attempting immediate legislative action to remedy a perceived problem. The reports add to the level of information provided Congress on a particular issue and are useful to the House and Senate as a whole, and to the Senator or Representative who sought the report in the first place.

However, these reports should not continue in perpetuity without some clear evidence that the report serves a useful policy purpose. The proliferation of mandatory agency reports has been a matter of wide concern in the Congress and in the Executive Branch. This provision would automatically terminate such reports, and would encourage committees and Members who find a particular report valuable to act to extend the statutory requirement for a specific report.

# **COST ESTIMATE**

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CONGRESSIONAL BUDGET OFFICE  
U.S. Congress  
Washington, DC 20515

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Robert D. Reischauer  
*Director*

**December 17, 1993**

**Honorable David L. Boren  
Senate Chairman  
Joint Committee on the  
Organization of Congress  
United States Senate  
Washington, D.C. 20510**

**Dear Mr. Chairman:**

As you requested, the Congressional Budget Office has reviewed a draft of the Legislative Reorganization Act of 1993, which you are introducing in the Senate on behalf of the Joint Committee on the Organization of Congress.

The primary budgetary impact of the joint committee's recommendations would result from proposals that would reduce staffing levels and associated costs by eliminating committees or subcommittees. The recommendations that could have this impact include the following:

- Limit the number of committees on which Senators can serve. As a result, Senators would be forced to resign from some committees and committee membership would decrease. The bill would eliminate each committee whose membership falls below 50 percent of its size during the 102nd Congress.
- Limit the number of subcommittees on each full committee to two or three, depending on the committee. (The Appropriations Committee would still have 13 subcommittees.)
- Eliminate the Joint Economic Committee (JEC) as of January, 1995.
- Eliminate the Joint Committee on Printing (JCP) as of January, 1995.

Estimating the savings that would arise by eliminating the two joint committees is relatively straightforward. Under CBO's baseline assumptions for fiscal year

1995, the JEC would spend about \$4 million and the JCP would spend about \$1.4 million. Thus, assuming that the staff members of these committees are not transferred elsewhere and that appropriations are reduced accordingly, eliminating the committees would save about \$5.4 million in 1995, increasing to about \$6.6 million by 1998. The draft bill also would eliminate the Joint Committee on Taxation (JCT) and the Joint Committee on the Library of Congress (JCLC). The responsibilities and staff of the JCT, however, would be transferred to CBO, and the JCLC has only two staff positions that would be eliminated. Therefore, we do not expect that eliminating these two committees would result in significant savings.

Estimating the savings that would result from limiting the number of committee assignments allowed per Senator is somewhat more speculative. The number of committee slots would decline by at least 7 percent, which might or might not result in the elimination of any full committees.

Capping the number of subcommittees allowed per full committee would cause the number of Senate subcommittees to drop about 44 percent from the current number of 86 to a maximum of 48. Yet, because most committees (except Governmental Affairs, Judiciary, and Labor and Human Resources) employ all staff at the full committee level, eliminating many subcommittees would not necessarily lead to large staff reductions.

If, for instance, full committees respond to the subcommittee cuts by reducing their staff by, say, one-quarter, then perhaps \$20 million could be saved annually. But any full committee that loses a subcommittee can always reallocate jurisdiction to its remaining subcommittees. Therefore, if committees are still expected to be responsible for the same issues they currently oversee, it is not obvious that they would be willing to give up the staff that currently works on those issues just because jurisdiction has been reshuffled among subcommittees.

Ultimately, any savings that might result from limits on Senators' committee assignments and on the number of subcommittees can only be realized if appropriations for committee expenses are reduced. CBO cannot estimate to what extent the Congress might reduce overall appropriations because of this change.

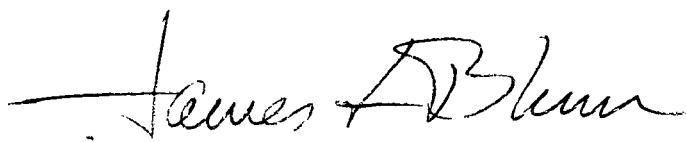
One provision in the bill could result in additional costs. The bill would require CBO, the General Accounting Office (GAO), the Congressional Research Service (CRS), and the Office of Technology Assessment (OTA) to report annually (beginning on November 30, 1995) on the cost to each agency of providing support to each Senator and Senate committee in the previous fiscal year.



Ultimately, the Congress could use this information to consider, design, and implement a voucher system for allocating the services of these agencies among the users of the services in the Congress. While GAO and OTA already have accounting systems that could serve as a foundation for a cost reporting system, CBO and CRS would have to start one from scratch. CBO expects that the agencies' costs of complying with this requirement could amount to \$1 million to \$2 million a year. Because the additional workload would be spread over a large number of people, the amount of additional funding needed (or the amount of work that would be displaced) would probably be much smaller. The exact cost would depend on how much detail the agencies would be required to report to the Congress.

Other provisions in the draft bill are not expected to have a significant effect on the federal budget. If you wish further details on this estimate, we will be pleased to provide them. The CBO staff contact is James Hearn, who can be reached at 226-2860.

Sincerely,

  
for Robert D. Reischauer  
Director

cc: Honorable Lee H. Hamilton  
House of Representatives Chairman

Identical letter sent to the Honorable Pete V. Domenici.

## SECTION BY SECTION ANALYSIS

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**Section 1. Short Title and Table of Contents.** The short title of the bill is the “Legislative Reorganization Act of 1993.”

**Section 2. Rulemaking Power of the Senate and the House of Representatives.** This section states that this

bill does not abrogate the rulemaking power of the Senate and the House of Representatives.

### TITLE I—REFORM OF THE SENATE

#### SUBTITLE A—COMMITTEE STRUCTURE; FLOOR MATTERS; AND RULES CHANGES

**Section 101. Senate Committee Assignments.** This section establishes that assignments to committees are to be made by the Majority and Minority leaders under such rules as their respective party caucuses decide.

**Section 102. Senate Committee Structure.** This section changes Rule XXV of the Standing Rules of the Senate and establishes the following modified committee structure:

- “Super A” committees—Armed Services, Appropriations, Foreign Relations, and Finance. Senators to have no more than one “Super A” assignment.
- “A” committees—Agriculture, Banking, Commerce, Energy, Environment, Governmental Affairs, Judiciary, and Labor. Senators to have no more than two assignments that are either “Super A” or “A” committees.
- “B” committees—Budget, Rules, Veterans’ Affairs, Aging, Small Business, and Indian Affairs. Every Senator to have one assignment to a “B” committee.
- Ethics and Intelligence are the sole “C” committees and do not count against assignment restrictions.
- Each Member is limited to 2 subcommittees per “Super A” or “A” committee, except Appropriations. Each Member is limited to 1 subcommittee per “B” committee.
- Except for Appropriations, “Super A” and “A” committees are limited to no more than three subcommittees. “B” committees are limited to no more than two subcommittees.

- No Senator who is chairman of a full committee may serve as chairman of more than one subcommittee.

- No Senator who is not a chairman of a committee may serve as a chairman of more than two subcommittees.

- New waiver procedure: a privileged resolution to waive assignment limits must be offered by both leaders, naming the Senators receiving the waivers, and must be passed by a yeas/yeas vote.

- As a result of these limitations, committees whose membership, on both the majority and minority side, falling below 50 percent of the committee’s size in the 102d Congress, are abolished.

- An expedited procedure for Rules Committee to redistribute jurisdiction if a committee is abolished.

**Section 103. Senate Scheduling.** This section establishes the following new committee scheduling requirements:

- On Tuesdays, only Super “A” committees, except Appropriations, may meet; on Wednesdays, only “A” committees may meet; and, on Thursdays only “B” committees, except Budget, may meet.
- Any committee may meet on Mondays or Fridays. In addition, the leadership may grant leave for committees to meet on days other than their designated day.
- Subcommittees can only meet on their committee meeting day and not when their full committee is meeting.

**Section 104. Proxy Votes.** This section amends Rule XXVI of the Standing Rules of the Senate to prohibit

the use of proxy votes to affect the outcome of any vote at full committee.

**Section 105. Senate Committee Attendance.** This section provides that committee chairmen shall publish committee attendance and voting records in the *Congressional Record* semi-annually.

**Section 106. Senate Floor Proceedings.** This section provides the following changes to the Standing Rules of the Senate:

- Rule XXII is amended to require a 3/5ths vote to overturn a ruling of the Chair, post cloture.
- Rule VIII is amended to limit debate to 2 hours on a motion to proceed, made by the Majority Leader or his designee. This limitation shall not apply to any motion to proceed to any motion, resolution, or proposal to change the Standing Rules of the Senate.
- Rule XXII is amended to count time consumed by quorum calls during cloture against the Senator who suggests the absence of a quorum.

- Rule XXVIII is amended to permit dispensing with the reading of a conference report, as long as the report is printed and available one day before the motion to consider is made.
- Rule XV is amended to require 10 Senators to sign a Sense of the Senate resolution for it to be considered, unless the resolution is offered by the Majority or Minority Leaders.

**Section 107. Dedication of Unexpended Funds to Deficit Reduction.** This section requires that by Fiscal Year 1999, the Secretary of the Senate to notify each Senator and chairman of each Senate committee of any excess of allocations for the preceding year, and allows such Senators to designate that such funds not be spent for other purposes. In the interim, the Secretary of the Senate shall notify those Senators who have not spent all of their allocations, and publish those names and amounts in the *Congressional Record*. During this interim period, the Senate Rules and Administration and Appropriations Committees should reduce the disparity between the allocation and appropriations levels for the Senate.

## TITLE II—REFORM OF THE HOUSE OF REPRESENTATIVES

[To Be Provided By The House]

## TITLE III—REFORM OF THE CONGRESS

### SUBTITLE A—BUDGET PROCESS

#### PART 1—BIENNIAL BUDGETING

**Section 301. Revision of Timetable.** This section revises the timetable with respect to the congressional budget process to reflect a 2-year budget resolution and appropriations cycle.

**Section 302. Amendments to the Congressional Budget and Impoundment Control Act of 1974.** This section amends the Budget Act to provide for 2-year budget resolution, reconciliation, and appropriations legislation.

**Section 303. Amendments to Title 31, U.S.C.** This section conforms the budget submission of the President to a 2-year process.

**Section 304. Two-Year Appropriations Title and Style.** This section conforms appropriations legislation to a 2-year process.

**Section 305. Conforming Amendments to Rules of the House of Representatives.** This section conforms the Rules of the House of Representatives to a 2-year budget resolution, reconciliation, and appropriations process.

**Section 306. Multi-Year Authorization.** This section prohibits authorization legislation for a period of less than 2 fiscal years.

#### PART 2—ADDITIONAL BUDGET PROCESS CHANGES

**Section 311. CBO Reports to Budget Committees.** This section provides for the Congressional Budget Office to prepare quarterly deficit reports.

**Section 312. Byrd Rule Clarification.** This section amends section 313 of the Budget Act to clarify that the Byrd Rule is permanent, applies to conference reports, requires 60 votes to waive, and applies to extraneous matters.

**Section 313. GAO Assistance with Authorizations and Oversight.** This section stipulates that in non-budgetary years, GAO's primary audit responsibility is to assist committees with authorization and oversight.

### *PART 3—EFFECTIVE DATE*

**Section 321. Effective Date; Application.** The first biennial budget cycle begins October 1, 1995.

## **SUBTITLE B—STAFFING; ADMINISTRATION; AND SUPPORT AGENCIES**

**Section 331. Legislative Branch Streamlining and Restructuring.** This section requires the Legislative Branch to reduce staff comparable to those Executive Branch staff reductions implemented as a result of the recommendations of the National Performance Review. The Senate Rules and Appropriations Committees, and the appropriate committees in the House, will prepare an implementation plan to meet these reductions.

**Section 332. Authorization and Funding of Certain Congressional Instrumentalities.** This section eliminates the permanent authorization of the Government Printing Office, the Library of Congress, the General Accounting Office, the Congressional Budget Office, and the Office of Technology Assessment, and establishes an eight-year reauthorization schedule. The Senate Rules and Administration Committee and the appropriate committee of the House of Representatives to perform the reauthorization required under this section.

The instrumentalities are required to set up cost accounting systems for scoring use of their services and to report semiannually on usage by Senators and Committees.

The authorizing committees shall work towards setting up a voucher allocation system for the use of the instrumentalities.

**Section 333. Detailees from Congressional Instrumentalities and Executive Agencies.** This section requires that detailees from the instrumentalities and the executive branch must be on a reimbursable basis.

## **SUBTITLE C—ABOLISHING THE JOINT COMMITTEES**

### **Part I—Joint Economic Committee**

**Section 361. Joint Economic Committee.** This section abolishes the Joint Economic Committee, and transfers the responsibility for reviewing the Economic Report of the President to the Senate Budget Committee and the appropriate committee of the House of Representatives.

### **Part II—Joint Committee on Taxation**

**Section 362. Joint Committee on Taxation.** This section abolishes the Joint Committee on Taxation, and transfers the duties and functions of the Joint Committee on Taxation to the Congressional Budget Office.

### **Part III—Joint Committee on the Library**

**Section 363. Joint Committee on the Library** This section abolishes the Joint Committee on the Library and transfers the duties and functions of the Joint Committee on the Library to the Senate Committee on Rules and Administration, and to the appropriate committee in the House of Representatives.

### **Part IV—Joint Committee on Printing and Reform of Government Printing**

**Section 371. Joint Committee on Printing.** This section abolishes the Joint Committee on Printing, and transfers the duties and responsibilities of the Joint Committee on Printing to the Public Printer. All oversight functions of the Joint Committee on Printing are transferred to the Senate Committee on Rules and Administration and the appropriate committee in the House of Representatives.

**Section 372. Deputy Public Printers.** This section creates three deputy Public Printer positions, one for each branch of the Federal government, and transfers the printing functions for each branch to the appropriate deputy printer.

**Section 373. Annual Report to Congress.** This section requires the Public Printer to include in the Annual Report to Congress information regarding printing costs for each branch, cost comparisons between the public and private sector printing, and the cost of government publications not printed by the GPO.

**Section 374. Superintendent of Documents.** This section stipulates that the Deputy Public Printer for the Legislative Branch will also serve as the Superintendent of Documents, for no additional compensation.

**Section 375. Increase in Exemption of Requirement of Printing by the Government Printing Office.** This section raises the threshold from \$1,000 to \$1,500 under which an executive branch agency is permitted to procure printing by contract from any Executive Branch agency or the GPO, at the agency's discretion. Furthermore, if the agency chooses not to use GPO they must provide the Superintendent of Documents, at no charge, sufficient number of copies to distribute to the depository libraries.

**Section 376. Report on Costs for Printing by Federal Agencies Other Than the Government Printing Office.** This section requires the head of each Federal department and agency to report to the Public Printer the costs of all in-house printing.

## SUBTITLE D—LEGISLATIVE AND EXECUTIVE RELATIONS

**Section 381. Annual Committee Oversight Goals and Reports.** This section requires standing committees of the House and Senate to prepare an oversight agenda for the purposes of establishing a coordinated program for ensuring that all significant laws, agencies, and programs are reviewed at least every 10 years. It also requires committees to give a report to the Congress summarizing their oversight actions and findings, and make recommendations for improvements to such laws, agencies, and programs.

**Section 382. Sunset Agency Reporting Requiring.** This section provides that any provision in law requiring an executive agency to report to Congress shall be effective for not to exceed 5 years.

## TITLE IV—EFFECTIVE DATE

**Section 401. Effective Date.** This section states that the effective date of the Act is January 1, 1995.

## COMMITTEE MARKUP ACTION

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On November 10, 1993, the Senate members of the Joint Committee met to consider and markup proposed recommendations. The Joint Committee first agreed to a Chairmen's mark as proposed by Chairman Boren and Vice Chairman Domenici.

A number of amendments were considered. An amendment by Senator Lugar to change the time period for the reauthorization of the congressional instrumentalities from 4 to 8 years was accepted. Senator Lugar, on behalf of Senator Stevens, offered an amendment to change the designation of the Select Committee on Intelligence from a "B" to a "C" committee, which was adopted. Senator Reid proposed but later withdrew an amendment to create a Joint Intelligence Committee. Senator Kassebaum proposed but later withdrew an amendment to review budget entitlement programs. Senator Sarbanes offered an amendment to maintain the Joint Economic Committee, which was rejected by a vote of 3 to 7. The Joint Committee also agreed to defer making specific recommendations in the areas of the Senate ethics process and applying labor and other laws to the Congress. Two Senate task forces, one on ethics and the other on application of laws, are expected to present

their recommendations to the full Senate on these issues in the near future.

On a motion to adopt the recommendations as the report of the Senate members of the Joint Committee for purposes of reporting to the Senate, the vote was: 12 Yeas and 0 Nays.

### YEAS (12)

Mr. Boren  
Mr. Domenici  
Mr. Sasser  
Mrs. Kassebaum  
Mr. Ford  
Mr. Lott  
Mr. Reid  
Mr. Stevens  
Mr. Sarbanes  
Mr. Cohen  
Mr. Pryor  
Mr. Lugar

### NAYS (0)

We wholeheartedly support the recommendations contained within this report, and believe that these changes, if adopted, will substantially improve the workings of the U.S. Congress. There were two areas—ethics process and applying laws to Congress where the Senators on the Joint Committee decided to defer action because parallel Senate task forces were considering the same subject matters, and they had not yet had an opportunity to present their recommendations. Recommendations No. 29 and No. 30 give some detail for action regarding applying laws to Congress. In these additional views, we wish to express our preference for specific action on reforming the ethics process.

The Joint Committee held several hearings examining the current process by which the Senate investigates and disposes of charges of unethical behavior by Senators. These hearings are discussed in great detail in Volume III of this report. We shall not repeat those details here. We believe that, in addition to Recommendation No. 31 contained within the Report, the Senate should adopt the following additional changes:

1. *The Senate should bifurcate the system of investigating and adjudicating misconduct by Senators.* Currently, Senators on the Ethics Committee investigate and adjudicate charges of misconduct. Senator Rudman, in testimony before this Committee, commented that this process of sitting both as investigator and as judge is unfair and untenable because Senators serving on the Ethics Committee inevitably reach judgments during the investigatory phase which affect decisions they must make when they sit as impartial judges during the adjudicatory phase. We agree. We believe that no Senator—or staff—should participate in the ethics process in both the investigatory and adjudicatory phases. One group should investigate, charge and prosecute cases of alleged misconduct; and, another group should sit as judges during the adjudicatory phase.

2. *The Senate should permit the use of non-Senators during the investigatory phase of the ethics process.* Currently, only Senators and their staff perform the tasks required of the Ethics Committee. The process of handling cases of alleged misconduct is time-consuming, is not related to the duties citizens expect their Senators to fulfill

when they elect them, and many outside the institution believe it is fraught with conflict of interest. The public is particularly suspicious regarding the delays inherent in what has to be a part-time process. Senators are unable to conduct full-time investigations given the demands of the legislative calendar. But, these delays are unfair to both those who bring allegations, and the accused. We believe that the discretionary use of non-Senators during the investigatory phase of the ethics process could help alleviate these problems. Outsiders could devote considerable time over a short period to conduct a serious and fair investigation of charges of unethical conduct; and, the public would be less inclined to assume a conflict of interest. The Senate could then fulfill its constitutional role to be the “[j]udge of . . . its own Members” during the committee and floor adjudicatory phases. We believe such a process would be more fair to the accused, more credible with the public, and would allow Senators to focus on their primary responsibilities as legislators.

3. *The Senate should adopt a written Ethics Manual.* Currently, Senate standards of conduct are found in the precedents of the Senate and in the writings of former Senator Paul Douglas of Illinois. We believe it would be particularly helpful if the Senate were to adopt a written ethics manual that could serve as an easy-to-read guide for staff and Senators regarding the rules of conduct in the Senate. This manual could be continually updated to reflect emerging issues so that Senators and staff would have a valuable resource on ethics.

4. *The Senate Ethics Committee should conduct training and education programs on ethics.* We believe it would be very useful for the Senate Ethics Committee to conduct training programs on ethics for all Senators and Senate staff. We believe that greater education in this area would be the best way to prevent future ethical violations, and would help to keep Senators and staff informed of their rights and responsibilities under the ethics rules of the Senate.

DAVID L. BOREN.

PETE V. DOMENICI.

The Senate Members of the Joint Committee on the Organization of Congress have proposed a significant package of reforms in the way that the Senate does business. I support the overall thrust of these reforms and join with other Members of the Committee in urging the Congress to enact this bill.

As confirmed by dozens of studies and public opinion polls, the American People are frustrated by the Government's slow pace in the face of enormous budget deficits and serious deficiencies in the quality of our social order. They want Congress to join with the President to solve the problems facing our Nation. They are tired of partisan bickering and infighting. In sum, they want a little less talk and a lot more action.

Unfortunately, the Senate has become the place where talk is plentiful and action is difficult. Senators have perfected the filibuster and have raised obstruction to a fine art. According to data compiled by the Congressional Research Service, the Senate has seen more filibusters in the 12 years from 1981 through 1992 than it did in all of the rest of the years since 1917. There were more motions filed to invoke cloture—to end delay—in these recent years than there were during the entire balance of the time that such a motion existed in the United States Senate. Plainly, delaying tactics have gotten out of hand.

The Committee's recommendations would address this delay in several meaningful ways. First, the Committee has recommended reducing the number of separate times that Senators can filibuster a single bill. Under the Committee's proposal, the Senate would have 2 hours to debate a motion to proceed to a piece of legislation (when made by the Majority leader). Senators would still have the right to unlimited debate on the legislation itself; they just could not delay the Senate from beginning consideration of the legislation in the first place. The proposition makes so much sense that no one but a Senator could oppose it.

Second, the Committee recommends that if a conference report is printed and available a day before the Senate takes it up, then the Senate need not listen to a reading of all of its contents. In this era of detailed laws crafted to cover a complex world, the requirement that the Senate drop everything it is doing to listen to the reading of a conference report upon the demand of any single Senator is an anachronism.

The Committee has made numerous other recommendations that will expedite the Senate's work and

help the Senate to get about the Nation's business. The Committee's proposals will thus go some way toward reducing the gridlock that too often blocks the Senate from moving in any direction.

As with many committee work products that are this complex and far-reaching, the Committee's recommendations include some with which I shall take issue if they come to the Senate floor. As Chairman of the Budget Committee, I shall pay particular attention to the recommendations affecting the Congressional budget process. The Senate will need to rethink some of these recommendations if they survive committee consideration.

For example, the Committee's recommendations to expand the Byrd Rule prohibition of extraneous matter in reconciliation legislation go too far. Although I agree with the Committee's recommendation to make permanent the requirement for the affirmative vote of 60 Senators to waive the Rule, the balance of the recommendations would not contribute to the continued viability of this important safeguard. Making the Rule too inflexible will simply arouse further enmity for the Rule among those who question its usefulness.

In particular, the proposal would expand the Byrd Rule to prohibit language that "changes . . . the terms and conditions under which outlays are made or revenues are required to be collected" unless that language in and of itself affects the deficit. Under current law, the Byrd Rule does not prohibit language changing such "terms and conditions," and consequently committees may include as part of reconciliation legislation the procedures necessary to implement deficit-reducing provisions. If the Byrd Rule were to prohibit these procedures, it would put off limits many of the steps to reduce the deficit that we most need to take.

Furthermore, the proposal would prohibit provisions of conference reports that increase outlays or reduce revenues enough to "cause a Senate committee to fail to achieve its outlay instruction." The Parliamentarian has advised that similar provisions in the current law are unenforceable. The Committee apparently intends to prohibit inclusion in a reconciliation conference report of provisions that would cause the total outlay or revenue effect of all provisions in the conference report within a single Senate committee's jurisdiction to fall short of the amount the budget resolution instructed that committee to achieve. This



proposal ignores the fact, however, that the Senate committee no longer controls the legislation at the relevant point in the legislative process. Reconciliation conference reports often blend the legislative ideas of numerous committees into a hybrid product. Serious questions remain as to whether the Parliamentarian will be able to divine which are the relevant provisions to measure against this new threshold.

Thus, I urge caution in proceeding on many of the budget process changes recommended by the Committee. These should not be allowed to impede the worthwhile improvements to the Senate's efficiency that the Committee recommends elsewhere. Let us move this important legislation forward and get about doing what the public sent us here to do.

JIM SASSER.

## ADDITIONAL VIEWS OF SENATORS KASSEBAUM, COHEN, LOTT AND LUGAR

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Absent the constraints of tradition and the inertia of the status quo, no doubt the Joint Committee's recommendations would have been far more bold. For example, we believe that significant restructuring of committee jurisdictions, to bring the two houses more nearly into line with each other and with the executive branch, would do much to clarify lines of responsibility, reduce wasteful overlap and duplication of effort, and make the Congress more effective, more efficient, and more accountable. However, committee members concluded early in our work that producing an ideal report that would be dead on arrival benefited no one.

Consequently, we believe that, constrained by the boundaries of the possible, the committee developed a credible, progressive set of recommendations that deserve serious consideration by our colleagues. In two specific areas, however, we would go beyond what is recommended in this report, and we urge our colleagues in each house to seriously contemplate our additional recommendations.

### I. Stricter Spending Review

In our constitutional system, the legislative branch bears responsibility not only for enacting laws but also for carefully following their implementation, ensuring that they meet their objectives, reforming them as necessary, and terminating them when they no longer serve the national interest. In our view, significantly strengthening the Congress's oversight and review of Federal programs must be a cornerstone of reform.

We believe the recommendation to adopt a 2-year budget and appropriations cycle is a strong step toward better oversight. However, while biennial budgets will create more opportunity for oversight, that opportunity is not self-executing. We would go further and establish mechanisms to ensure that each spending program—mandatory discretionary, and tax

expenditure—faces regular, meaningful, and comprehensive congressional review.

The Senate report does recognize this need for more stringent oversight by recommending that each standing committee establish formal agendas for regularly reviewing the merits, workings, and necessity of each program within its jurisdiction. We applaud this step, but we would go further in two ways.

*First*, we would sunset authorizations after an appropriate interval, which should complement the biennial budget cycle. In the Senate, it may be necessary to couple sunset with floor-procedure safeguards to ensure votes on the merits of reauthorizations. We believe that the credibility of the Congress as an institution is compromised by our failure to continually and regularly revisit authorizations for spending and ask ourselves, "Is this necessary?" or "Can this be improved?" In an era of debt, we no longer can afford a government on autopilot. Today, discretionary programs do receive regular review by the appropriations committees. But policy review is properly the responsibility of authorizing committees, and we believe sunset would compel authorizers to meet that duty.

*Second*, we would urge a concerted effort to bring to mandatory spending programs at least the same regular scrutiny now faced by appropriated accounts. Numerous witnesses of varied backgrounds told the committee that the Congress suffers from failure to attend to the necessary details of governing, and nowhere is this more true than in the mandatory spending programs. This message came from members of both parties, from freshman and senior lawmakers, from witnesses inside and outside of the Congress. Particularly memorable was Chairman Natcher's call for stricter review of mandatory spending programs.

We do not believe that the reconciliation process affords adequate review of mandatory spending pro-

grams, which constitute roughly 60 percent of the Federal budget. Congress typically decides not only funding but also policy for these programs in one omnibus bill, frequently hundreds of pages in length, protected by debate-limiting rules. We recognize the practical need for this process, but we also believe it results in inadequate policy review. The Joint Committee did not study this matter in detail, and we cannot here offer a solution. We would simply acknowledge that a number of ideas have been put forth, including transforming all Federal spending into appropriated accounts, and we would urge that reform of procedures for reviewing mandatory spending programs be further addressed.

## II. Leadership Committee

Early in the Joint Committee's work, we were struck by Chairman Byrd's thoughtful diagnosis of the "fractured attention span" of members of the Congress. While congressional oversight may suffer from too little attention to detail, policy-setting may suffer from too much. The time of Senators and Representatives is demanded by many competing interests, and the details too often prevail over big-picture priorities.

It seems to us this is precisely the problem that afflicts our current budgeting system. We believe the budget committees serve important functions well beyond allocating Federal money. Debate over the budget resolution is the forum in which the Congress sets its broad *policy* priorities for the coming fiscal year. In general terms, we decide during that debate the relative importance of each category of spending.

This agenda-setting process is but another name for leadership. As President Eisenhower put it, "Leadership is the ability to decide what has to be done and then get others to want to do it." We have great respect for the dedication and ability of our colleagues who serve on the budget committee. It seems to us, however, that setting those broad budget priorities is properly a task for those who otherwise hold positions of leadership in the institution and who subsequently will be charged with making the policy details match the budget blueprint. Therefore, we advocate a budget committee composed of the chairmen and ranking minority members of the standing committees.

Like the current budget committee, this leadership committee would begin the fiscal cycle by debating and setting broad national spending priorities. Much as the appropriations subcommittee chairmen, the so-called "College of Cardinals," now allocate discre-

tionary money among their subcommittees, the members of the leadership committee would allocate the entire budget among the committees of jurisdiction. In essence, the combined, bipartisan leadership would become the "Cardinals" for the entire Federal budget.

This step would give our leaders real power to lead and to establish accountability for our decisions. Today, power to set priorities is dispersed among the competing agendas of authorizers, appropriators, and budgeters. While it would not end that competition, a leadership committee would tend to synchronize those agendas by strengthening the up-front role of all committee leaders, who ultimately enforce the bottom line. We believe that empowering a small number of leaders to impose tough spending decisions would bolster the constitutional responsibility of Congress to control the Nation's purse strings.

## Concluding Remarks

History marches relentlessly onward, and policy issues evolve with the passage of time. But the Congress as an institution endures. The Founders intended the Congress to hold a primary position in our constitutional system; it is no coincidence that the Constitution's first article establishes and defines the legislative branch of our government. During this year-long review of the Congress, we were repeatedly reminded that individual members are but temporary caretakers of this enduring institution. It is the institution, if not its members, that Americans deserve to hold dear.

We are disappointed that bolder recommendations were not possible. Nevertheless, we are cautiously optimistic about the committee's final proposals. Through a process of inquiry, negotiation, and compromise, we have produced a package of reforms that, although far from ideal, will contribute to the lasting integrity of the institution.

We are well aware that reports do not equate to progress; progress requires change. The normal legislative process has yet to work its will on the committee's recommendations. As that works begins, we reaffirm our commitment to making this reform become reality.

NANCY LANDON KASSEBAUM.

WILLIAM S. COHEN.

TRENT LOTT.

RICHARD G. LUGAR.

One of the most important obligations of Congress is the ongoing review of its operations and procedures so that the Legislative Branch of government can continue to carry out its important responsibilities. Before being elected to the Senate, I was fortunate to be a member of the 1973 House Select Committee on Committees chaired by Congressman Richard Bolling.

The work of the Bolling Committee resulted in a number of very constructive and desirable recommendations to improve the House of Representatives. I am fully aware of the great value of periodic reexamination of congressional reform proposals and applaud the work of the Joint Committee on the Organization of Congress (JCOC).

After almost 10 months of hearings and review of a large number of congressional reform proposals, the Senate members of the JCOC met on November 10, 1993 and voted to report the thirty-three recommendations contained in this report. There is much in this package of recommendations that is very good. I supported releasing this report, although I differ with some of the recommendations. I recognize that these recommendations will need to be referred to appropriate committees and the full Senate for consideration in the coming year and am helpful that many of these recommendations will be adopted.

### **Senate Floor Procedure**

There is no more important issue than reducing delay and gridlock in the Senate. The use of the filibuster and other delaying tactics has escalated dramatically in recent years resulting in wasted time and, in all too many instances, the inability of the Senate to even consider important public business.

When Majority Leader Mitchell testified before the JCOC, he proposed seven changes to Senate Rules to address this serious problem. These are reasonable proposals that would allow the business of the Senate to go forward with more predictability and fewer delays but still protect the opportunity for any Senator to debate, offer amendments and oppose measures before the Senate. These proposals would go a long way to assuring that the Senate can act in a timely manner on legislation, nominations and other public business.

I am pleased that the Senate members of the JCOC have embraced many of the Majority Leader's pro-

posals. Limiting debate on the Motion to Proceed, dispensing with the reading of conference reports and counting post-cloture quorum calls against individual members will significantly improve the legislative process in the Senate. I had hoped that all of the Majority Leader's proposals would be endorsed, and I urge my colleagues to support not only the significant recommendations in this report but also the other proposals of the Majority Leader.

### **Committee Assignments**

As we all know, many Senators serve on too many committees to be able to devote adequate time and attention to the important issues that come before us. The current system results in frequent scheduling conflicts and other difficulties that Senator Byrd refers to as the "fractured attention span" of Senators. This is one area where I believe the Senate recommendations are very positive and will make significant improvements in our ability to carry out Senate business. The recommendation to control the number of committee assignments is very practical. It will allow Senators to continue to request assignments to committees of greatest interest, but with the added restraint that any exception to the limits would have to be submitted by the leaders for approval by the full Senate. This will provide a much more open and effective method to constrain the number of committee assignments. In addition, these recommendations will provide an orderly process for the elimination of committees and reassignment of their responsibilities for those committees that experience a significant decline in size.

I also want to applaud the recommendation for standing committees to prepare oversight agendas and to report on oversight activities. Effective oversight is one of the most important functions of Senate committees. Careful review of existing laws and programs is as important as considering new proposals, and I commend this recommendation to my colleagues.

I do have some misgivings about proposals to rigidly assign meeting days for committees. The desire to set an orderly schedule for committees meetings is certainly understandable, but I am concerned that any attempt to establish a fixed schedule should provide flexibility so that adjustments can be made easily when needed to accommodate the very important work of Senate committees. Workloads of committees can fluctuate greatly, and we should not arbitrarily restrain the ability of committees to do their job.

## Application of Laws and Ethics

There are two important areas that the JCOC examined where the Senate members have withheld specific suggestions. In both cases,—Application of Laws to Congress and Ethics—bipartisan study groups have already undertaken in-depth reviews of the issues involved.

As one who strongly believes that laws that apply to other sectors of the country should also apply to Congress, I recognize the complex questions raised by this issue. I fully endorse the decision by the Senate members to recommend applying employment discrimination, health and safety, and other laws to the Congress to the maximum extent possible, but support the suggestion that the Senate consider the detailed recommendations that will be forthcoming from the Bipartisan Task Force on Senate Coverage. This Task Force has focused on this issue in greater depth than was possible by the JCOC. The comprehensive review and recommendations of the Task Force will be available to the Senate early next year; and, therefore, it is sensible for the Senate members of the JCOC to withhold specific recommendations at this time.

For the same reason, the Senate members of the JCOC have not offered detailed recommendations on Senate ethics but have suggested that the Senate consider recommendations of the bipartisan Senate Ethics Study Commission which is currently reviewing the process by which we review and act on questions of ethics.

### Joint Economic Committee

I disagree with the recommendation to abolish the Joint Economic Committee. As I indicated during the markup meeting, I seriously question the authority of the Senate members to even consider a recommendation to abolish JEC. Under both HConRes 192, which authorized the JCOC, and the Committee Rules, a meeting of only Senate members is not authorized to consider any matters beyond those that relate solely to the Senate. Recommendations that apply to both the House and Senate—such as abolishing the Joint Economic Committee—are not appropriate for consideration by what is in effect a Senate subcommittee of the JCOC. Furthermore, the authorizing resolution provides that no recommendation shall be made by the committee with respect to joint matters unless a majority of the members on the committee from each

House supports the recommendation. The House members of the JCOC did not recommend abolishing the Joint Economic Committee. Therefore, this recommendation is not endorsed by the committee; and I would hope the Congress in its collective wisdom will retain the JEC.

I am concerned that proposals to eliminate joint committees are based on the simplistic notion that merely removing a box from the organization chart is reform. Joint Committees ought to be reexamined, but they need to be examined based on their functions and the merits of eliminating those functions or assigning them to other committees. I have served on the JEC for some time, and I firmly believe that it provides a place where thinking is done on middle range and long range perspectives with respect to important national issues. It does not report legislation, but that is an advantage. There is no other committee dedicated solely to looking at broad economic policy and suggesting long term economic solutions.

The committee has done work on important issues like infrastructure, productivity, the Nation's competitiveness, investment policy, international economics, countercyclical economic policy, high technologies and the scientific and technical frontiers that make us a highly advanced industrial nation.

For years, the JEC has monitored the Soviet economy and the Chinese economy. It has conducted important studies of the Taiwan, the Korean, and the Japanese economies and the trade imbalances between the United States and those countries. These were very detailed and useful studies. On the basis of those studies, we began the effort which ultimately culminated in new provisions in the Trade Act requiring Treasury to report semi-annually on countries that were manipulating their currency or playing against accepted rules of international competition.

Everyone says we do not have enough time around here to think about things. We are always focused on the matter of the moment, and that is true. Of course, when you handle legislation, by definition your agenda is defined by the legislation. There is practically no way to escape that. The JEC is one committee that has been able to do some forward thinking, to address some broad economic questions. I think it has worked very effectively, and I very strongly feel that it ought not to be abolished.

PAUL S. SARBANES

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IN THE SENATE OF THE UNITED STATES

Mr. BOREN (for himself and Mr. DOMENICI) introduced the following bill;  
which was read twice and referred to the Committee on

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**A BILL**

To improve the operations of the legislative branch of the  
Federal Government, and for other purposes.

1       *Be it enacted by the Senate and House of Representa-*  
2       *tives of the United States of America in Congress assembled,*

3       **SECTION 1. SHORT TITLE; TABLE OF CONTENTS.**

4       (a) SHORT TITLE.—This Act may be cited as the  
5       “Legislative Reorganization Act of 1994”.

6       (b) TABLE OF CONTENTS.—The table of contents is  
7       as follows:

Sec. 1. Short title; table of contents.

Sec. 2. Rulemaking power of Senate and House of Representatives.

**TITLE I—REFORM OF THE SENATE**

Sec. 101. Senate committee assignments.

Sec. 102. Senate committee structure.

Sec. 103. Senate scheduling.

- Sec. 104. Proxy votes.
- Sec. 105. Senate committee attendance.
- Sec. 106. Senate floor proceedings.
- Sec. 107. Dedication of unexpended funds to deficit reduction.

## TITLE II—REFORM OF THE HOUSE OF REPRESENTATIVES

### TITLE III—REFORM OF THE CONGRESS

#### Subtitle A—Budget Process

##### PART I—BIENNIAL BUDGETING

- Sec. 301. Revision of timetable.
- Sec. 302. Amendments to the Congressional Budget and Impoundment Control Act of 1974.
- Sec. 303. Amendments to title 31, United States Code.
- Sec. 304. Two-year appropriations; title and style of appropriations Acts.
- Sec. 305. Conforming amendments to rules of House of Representatives.
- Sec. 306. Multiyear authorizations.

##### PART II—ADDITIONAL BUDGET PROCESS CHANGES

- Sec. 311. CBO reports to budget committees.
- Sec. 312. Byrd rule clarifications.
- Sec. 313. GAO assistance with authorizations and oversight.

#### Subtitle B—Staffing; Administration; and Support Agencies

- Sec. 331. Legislative branch streamlining and restructuring.
- Sec. 332. Authorization of certain congressional instrumentalities.
- Sec. 333. Detailees from congressional support agencies and executive agencies.

#### Subtitle C—Abolishing the Joint Committees

##### PART I—JOINT ECONOMIC COMMITTEE

- Sec. 361. Joint Economic Committee.

##### PART II—JOINT COMMITTEE ON TAXATION

- Sec. 362. Joint Committee on Taxation.

##### PART III—JOINT COMMITTEE ON THE LIBRARY OF CONGRESS

- Sec. 363. Joint Committee on the Library of Congress.

##### PART IV—JOINT COMMITTEE ON PRINTING

- Sec. 371. Joint Committee on Printing.
- Sec. 372. Deputy Public Printers.
- Sec. 373. Annual report to Congress.
- Sec. 374. Superintendent of Documents.
- Sec. 375. Requirement of printing by the Government Printing Office.
- Sec. 376. Report on costs for printing by Federal agencies other than the Government Printing Office.
- Sec. 377. Technical and conforming amendments.

Subtitle D—Legislative and Executive Relations

Sec. 381. Committee oversight goals and reports for Federal program review.  
Sec. 382. Sunset agency reporting requirements.

TITLE IV—EFFECTIVE DATE

Sec. 401. Effective date; application.

1 **SEC. 2. RULEMAKING POWER OF SENATE AND HOUSE OF**  
2 **REPRESENTATIVES.**

3 The provisions of this Act (as applicable) are enacted  
4 by the Congress—

5 (1) insofar as applicable to the Senate, as an  
6 exercise of the rulemaking power of the Senate and,  
7 to the extent so applicable, those sections are  
8 deemed a part of the Standing Rules of the Senate,  
9 superseding other individual rules of the Senate only  
10 to the extent that those sections are inconsistent  
11 with those other individual Senate rules, subject to  
12 and with full recognition of the power of the Senate  
13 to enact or change any rule of the Senate at any  
14 time in its exercise of its constitutional right to de-  
15 termine the rules of its proceedings; and

16 (2) insofar as applicable to the House of Rep-  
17 resentatives, as an exercise of the rulemaking power  
18 of the House of Representatives, subject to and with  
19 full recognition of the power of the House of Rep-  
20 resentatives to enact or change any rule of the  
21 House at any time in its exercise of its constitutional  
22 right to determine the rules of its proceedings.

1                   **TITLE I—REFORM OF THE**  
2                                   **SENATE**

3   **SEC. 101. SENATE COMMITTEE ASSIGNMENTS.**

4           Rule XXIV of the Standing Rules of the Senate is  
5 amended to read as follows:

6                                   **“RULE XXIV**

7                                   **“APPOINTMENT OF COMMITTEES**

8           “Appointments to standing committees and all other  
9 committees shall be made by the majority leader and the  
10 minority leader for each member of their respective par-  
11 ties. Such appointments shall be subject to any rules  
12 adopted by the respective party caucuses.”.

13   **SEC. 102. SENATE COMMITTEE STRUCTURE.**

14           (a) COMMITTEE AND SUBCOMMITTEE ASSIGN-  
15 MENTS.—Paragraphs 2, 3, and 4 of rule XXV of the  
16 Standing Rules of the Senate are amended to read as fol-  
17 lows:

18           “2. (a) Except as otherwise provided by paragraph  
19 4 of this rule, each of the following standing committees  
20 shall consist of the number of Senators set forth in the  
21 following table on the line on which the name of that com-  
22 mittee appears:

“Committee:	Members
“Appropriations .....	_____
“Armed Services .....	_____
“Finance .....	_____
“Foreign Relations .....	_____



1       “(b) Except as otherwise provided by paragraph 4 of  
2 this rule, each of the following standing committees shall  
3 consist of the number of Senators set forth in the follow-  
4 ing table on the line on which the name of that committee  
5 appears:

“Committee:	Members
“Agriculture, Nutrition, and Forestry .....	_____
“Banking, Housing, and Urban Affairs .....	_____
“Commerce, Science, and Transportation .....	_____
“Energy and Natural Resources .....	_____
“Environment and Public Works .....	_____
“Governmental Affairs .....	_____
“Judiciary .....	_____
“Labor and Human Resources .....	_____

6       “(c) The committees listed in this paragraph (except  
7 for the Committee on Appropriations) shall not have more  
8 than 3 subcommittees.

9       “3. (a) Except as otherwise provided by paragraph  
10 4 of this rule, each of the following standing committees  
11 shall consist of the number of Senators set forth in the  
12 following table on the line on which the name of that com-  
13 mittee appears:

“Committee:	Members
“Aging .....	_____
“Budget .....	_____
“Indian Affairs .....	_____
“Rules and Administration .....	_____
“Small Business .....	_____
“Veterans’ Affairs .....	_____

14       “(b) The following committee shall consist of the  
15 number of Senators set forth in the following table:

“Committee:	Members
“Ethics .....	_____
“Intelligence .....	_____

1       “(c) The committees listed in this paragraph shall not  
2 have more than 2 subcommittees.

3       “4. (a) Except as otherwise provided by this  
4 paragraph—

5               “(1) each Senator may serve on only one com-  
6 mittee listed in paragraph 2(a) and only two com-  
7 mittees listed in paragraph 2; and

8               “(2) each Senator may serve on only one com-  
9 mittee listed in paragraph 3(a).

10       “(b)(1) Each Senator may serve on not more than  
11 two subcommittees of each committee (other than the  
12 Committee on Appropriations) listed in paragraph 2 of  
13 which he is a member.

14       “(2) Each Senator may serve on not more than one  
15 subcommittee of a committee listed in paragraph 3(a) of  
16 which he is a member.

17       “(3) Notwithstanding subparagraphs (1) and (2), a  
18 Senator serving as chairman or ranking minority member  
19 of a standing, select, or special committee of the Senate  
20 may serve ex officio, without vote, as a member of any  
21 subcommittee of such committee.

22       “(4) No committee of the Senate may establish any  
23 subunit of that committee other than a subcommittee, un-  
24 less the Senate by resolution has given permission there-  
25 fore.

1       “(c) By agreement entered into by the majority lead-  
2 er and the minority leader, the membership of one or more  
3 standing committees may be increased temporarily from  
4 time to time by such number or numbers as may be re-  
5 quired to accord to the majority party a majority of the  
6 membership of all standing committees. When any such  
7 temporary increase is necessary to accord to the majority  
8 party a majority of the membership of all standing com-  
9 mittees, members of the majority party in such number  
10 as may be required for that purpose may serve as mem-  
11 bers of three standing committees listed in paragraph 2.  
12 No such temporary increase in the membership of any  
13 standing committee under this subparagraph shall be con-  
14 tinued in effect after the need therefore has ended. No  
15 standing committee may be increased in membership  
16 under this subparagraph by more than two members in  
17 excess of the number prescribed for that committee by  
18 paragraph 2 or 3(a).

19       “(d)(1) No Senator shall serve at any time as chair-  
20 man of more than one standing, select, or special commit-  
21 tee of the Senate.

22       “(2)(A) A Senator who is serving as the chairman  
23 of a committee listed in paragraph 2 or 3(a) may serve  
24 at any time as the chairman of only one subcommittee

1 of all committees listed in paragraphs 2 and 3(a) of which  
2 he is a member.

3 “(B) Any Senator other than a Senator described in  
4 division (A) may serve as—

5 “(i) the chairman of only one subcommittee of  
6 each committee listed in paragraph 2 or 3(a), of  
7 which he is a member; and

8 “(ii) the chairman of only two subcommittees of  
9 the committees listed in paragraphs 2 and 3(a).

10 “(e) The provisions of this paragraph may only be  
11 waived by the Senate by a resolution designating the Sen-  
12 ator or Senators receiving the waiver and adopted by an  
13 affirmative yea-and-nay vote of the Senators duly chosen  
14 and sworn. The resolution shall be offered by the majority  
15 leader with the approval of the minority leader. The reso-  
16 lution shall be privileged and no amendment thereto shall  
17 be in order. Debate on the resolution shall be limited to  
18 one hour, equally divided.”.

19 (b) ABOLITION OF REDUCED COMMITTEES.—

20 (1) NOTIFICATION.—The majority leader and  
21 the minority leader shall notify the chairman of the  
22 Committee on Rules and Administration not later  
23 than 30 days after the convening of a Congress if  
24 the number of majority and minority members of a  
25 committee of the Senate for such Congress each fall

1 below 50 percent of the number of such members  
2 serving on the committee at the end of the 102d  
3 Congress.

4 (2) RESOLUTION ABOLISHING.—The Committee  
5 on Rules and Administration shall report to the Sen-  
6 ate a resolution abolishing such committee not later  
7 than 30 days after receiving notice under paragraph  
8 (1). The Senate shall consider and act upon the res-  
9 olution not later than 20 session days after the reso-  
10 lution is reported.

11 (3) ADJUSTING OTHER COMMITTEES.—If a  
12 committee is abolished by a resolution pursuant to  
13 paragraph (2), the majority leader and the minority  
14 leader may adjust the membership of other commit-  
15 tees to provide for members of the abolished com-  
16 mittee.

17 **SEC. 103. SENATE SCHEDULING.**

18 Paragraph 3 of rule XXVI of the Standing Rules of  
19 the Senate is amended to read as follows:

20 “3. (a)(1) The provisions of this subparagraph apply  
21 to the committees’ meetings (including meetings to con-  
22 duct hearings) held on Tuesday, Wednesday, or Thursday.

23 “(2) On Tuesdays, only those committees listed in  
24 paragraph 2(a) of rule XXV (except the Committee on Ap-

1 appropriations) shall meet for the transaction of business be-  
2 fore the committee.

3 “(3) On Wednesdays, only those committees listed in  
4 paragraph 2(b) of rule XXV shall meet for the transaction  
5 of business before the committee.

6 “(4) On Thursdays, only those committees listed in  
7 paragraph 3(a) of rule XXV (except the Committee on the  
8 Budget) shall meet for the transaction of business before  
9 the committee.

10 “(5) Subcommittees of a full committee referred to  
11 in division (2), (3), or (4) may only meet on the day as-  
12 signed to the full committee. Subcommittees may not meet  
13 when the full committee is meeting.

14 “(6) No committee of the Senate or any subcommit-  
15 tee thereof may meet, without special leave, on a day not  
16 designated for such committee or subcommittee under this  
17 subparagraph unless consent therefore has been obtained  
18 from the majority leader and the minority leader (or in  
19 the event of the absence of either of such leader, from  
20 the designee of the leaders). The majority leader or the  
21 designee of the majority leader shall announce to the Sen-  
22 ate whenever consent has been given under this division  
23 and shall state the time and place of such meeting. The  
24 right to make such announcement of consent shall have  
25 the same priority as the filing of a cloture motion.

1       “(b) If at least three members of any committee de-  
2       sire that a special meeting of the committee be called by  
3       the chairman and subject to the provisions of subpara-  
4       graph (a), those members may file in the offices of the  
5       committee their written request to the chairman for that  
6       special meeting. Immediately upon the filing of the re-  
7       quest, the clerk of the committee shall notify the chairman  
8       of the filing of the request. If, within three calendar days  
9       after the filing of the request, the chairman does not call  
10      the requested special meeting, to be held within seven cal-  
11      endar days after the filing of the request, a majority of  
12      the members of the committee may file in the offices of  
13      the committee their written notice that a special meeting  
14      of the committee will be held, specifying the date and hour  
15      of that special meeting. The committee shall meet on that  
16      date and hour. Immediately upon the filing of the notice,  
17      the clerk of the committee shall notify all members of the  
18      committee that such special meeting will be held and in-  
19      form them of its date and hour. If the chairman of any  
20      such committee is not present at any regular, additional,  
21      or special meeting of the committee, the ranking member  
22      of the majority party on the committee who is present  
23      shall preside at that meeting.”.

1   **SEC. 104. PROXY VOTES.**

2       The paragraph 7 of rule XXVI of the Standing Rules  
3 of the Senate is amended by adding at the end thereof  
4 the following:

5       “(d) Notwithstanding any other provision of this  
6 paragraph, no vote of any member of any committee may  
7 be cast by proxy unless the addition of the vote to the  
8 vote totals does not effect the result of the vote totals.”.

9   **SEC. 105. SENATE COMMITTEE ATTENDANCE.**

10      Rule XXVI of the Standing Rules of the Senate is  
11 amended by adding at the end thereof the following:

12           “(14) The chairman of each committee of the  
13 Senate shall publish, in the Congressional Record,  
14 the committee attendance and voting records of each  
15 member of the committee on or before July 1 and  
16 December 31.”.

17   **SEC. 106. SENATE FLOOR PROCEEDINGS.**

18      (a) REQUIREMENT OF A THREE-FIFTHS VOTE TO  
19 OVERTURN THE CHAIR POST-CLOTURE.—The third un-  
20 designated paragraph of paragraph 2 of rule XXII of the  
21 Standing Rules of the Senate is amended by adding at  
22 the end thereof the following: “Appeals from the decision  
23 of the Presiding Officer shall require an affirmative vote  
24 of three-fifths of the Senators duly chosen and sworn—  
25 except on a measure or motion to amend the Senate rules,



1 in which case the necessary affirmative vote shall be two-  
2 thirds of the Senators present and voting.”.

3 (b) NONDEBATABLE MOTION TO PROCEED.—Para-  
4 graph 2 of rule VIII of the Standing Rules of the Senate  
5 is amended by striking the period at the end thereof and  
6 inserting the following: “; except those motions to proceed  
7 made by the majority leader, or his designee, on which  
8 there shall be a time limitation for debate of two hours  
9 equally divided between the majority and the minority  
10 leaders, or their designees. Any such motion to proceed,  
11 by the majority leader, or any other Senator, to any mo-  
12 tion, resolution, or proposal to change any of the Standing  
13 Rules of the Senate shall be debatable.”.

14 (c) CHARGING QUORUM CALLS AGAINST AN INDIVID-  
15 UAL’S TIME UNDER CLOTURE.—The first sentence of the  
16 third undesignated paragraph of paragraph 2 of rule XXII  
17 of the Standing Rules of the Senate is amended by strik-  
18 ing the period and inserting the following: “, with the time  
19 consumed by quorum calls being charged to the Senator  
20 who requested the call of the quorum.”.

21 (d) DISPENSING WITH THE READING OF CON-  
22 FERENCE REPORTS.—Paragraph 1 of rule XXVIII of the  
23 Standing Rules of the Senate is amended by striking “and  
24 shall be determined without debate.” and inserting the fol-  
25 lowing: “notwithstanding a request for the reading of the

1 conference report (if such report is printed and available  
2 one day prior to the motion to consider), and shall be de-  
3 termined without debate.”.

4 (e) SENSE OF THE SENATE RESOLUTIONS.—Rule  
5 XV of the Standing Rules of the Senate is amended by  
6 inserting at the end thereof the following:

7 “6. On a point of order made by any Senator, no  
8 amendment expressing the sense of the Senate or the  
9 sense of the Congress, or an amendment to such amend-  
10 ment, shall be received unless the amendment is signed  
11 by at least 10 Senators.”.

12 **SEC. 107. DEDICATION OF UNEXPENDED FUNDS TO DEFI-**  
13 **CIT REDUCTION.**

14 (a) INTERIM RULES.—Not later than January 1,  
15 1995 and each year thereafter through 1998, the Sec-  
16 retary of the Senate shall certify and publish in the Con-  
17 gressional Record a list identifying each member of the  
18 Senate who has used less than the amount allocated to  
19 the personal office of the member during the preceding  
20 fiscal year and the amount of such unused allocation.

21 (b) DEDICATION OF UNEXPENDED FUNDS BEGIN-  
22 NING WITH FISCAL YEAR 1999.—Not later than January  
23 1, 1999 and each year thereafter, the Secretary of the  
24 Senate shall notify each Member of the Senate of the dif-  
25 ference between the total obligations incurred by his per-

1 sonal office and the allocations for administrative ex-  
2 penses, legislative assistants, and clerk hire available to  
3 the Member for the preceding fiscal year. Within 30 days  
4 after the date of such notification, any Member pursuant  
5 to this subsection may direct the Secretary of the Senate  
6 to submit a rescission request for such amount from unob-  
7 ligated balances for that fiscal year.

8 (c) PERFORMANCE REVIEW GUIDANCE.—In conduct-  
9 ing the performance review required by section 331, the  
10 Senate committees shall include a plan to reduce the dis-  
11 parity between appropriations and allocations to Members.

## 12 **TITLE II—REFORM OF THE** 13 **HOUSE OF REPRESENTATIVES**

## 14 15 16 17 **TITLE III—REFORM OF THE** 18 **CONGRESS**

### 19 **Subtitle A—Budget Process**

#### 20 **PART I—BIENNIAL BUDGETING**

##### 21 **SEC. 301. REVISION OF TIMETABLE.**

22 Section 300 of the Congressional Budget Act of 1974  
23 (2 U.S.C. 631) is amended to read as follows:

##### 24 **“TIMETABLE**

25 **“SEC. 300. (a) IN GENERAL.—**Except as provided by  
26 subsection (b), the timetable with respect to the congres-

1 sional budget process for any Congress (beginning with  
 2 the One Hundred Fourth Congress) is as follows:

“First Session	
“On or before:	Action to be completed:
First Monday in February.	President submits budget recommendations.
February 15 .....	Congressional Budget Office submits report to Budget Committees.
Within 6 weeks after budget submission.	Committees submit views and estimates to Budget Committees.
April 1 .....	Budget Committees report concurrent resolution on the biennial budget.
April 15 .....	Congress completes action on concurrent resolution on the biennial budget.
May 15 .....	Biennial appropriation bills may be considered in the House.
June 10 .....	House Appropriations Committee reports last biennial appropriation bill.
June 15 .....	Congress completes action on reconciliation legislation.
June 30 .....	Congress completes action on biennial appropriation bills.
October 1 .....	Biennium begins.
“Second Session	
“On or before:	Action to be completed:
May 15 .....	Congressional Budget Office submits report to Budget Committees.
The last day of the session.	Congress completes action on bills and resolutions authorizing a new budget authority for the succeeding biennium.

3 “(b) SPECIAL RULE.—In the case of any session of  
 4 Congress that begins in any year immediately following  
 5 a leap year and during which the term of a President (ex-  
 6 cept a President who succeeds himself) begins, the follow-  
 7 ing dates shall supersede those set forth in subsection (a):

8 “(1) First Monday in April, President submits  
 9 budget recommendations.

10 “(2) April 20, committees submit views and es-  
 11 timates to Budget Committees.

1           “(3) May 15, Budget Committees report con-  
2           current resolution on the biennial budget.

3           “(4) June 1, Congress completes action on con-  
4           current resolution on the biennial budget.

5           “(5) July 1, biennial appropriation bills may be  
6           considered in the House.

7           “(6) July 20, House Appropriations Committee  
8           reports last biennial appropriation bill.”.

9   **SEC. 302. AMENDMENTS TO THE CONGRESSIONAL BUDGET**  
10                   **AND IMPOUNDMENT CONTROL ACT OF 1974.**

11           (a) DECLARATION OF PURPOSE.—Section 2(2) of the  
12   Congressional Budget and Impoundment Control Act of  
13   1974 (2 U.S.C. 621(2)) is amended by striking “each  
14   year” and inserting “biennially”.

15           (b) DEFINITIONS.—

16           (1) Section 3(4) of such Act (2 U.S.C. 622(4))  
17   is amended by striking “fiscal year” each place it  
18   appears and inserting “biennium”.

19           (2) Section 3 of such Act (2 U.S.C. 622) is fur-  
20   ther amended by adding at the end the following  
21   new paragraph:

22           “(12) The term ‘biennium’ means the period of  
23   2 consecutive fiscal years beginning on October 1 of  
24   any odd-numbered year.”.

1 (c) BIENNIAL CONCURRENT RESOLUTION ON THE  
2 BUDGET.—

3 (1) Section 301(a) of such Act (2 U.S.C.  
4 632(a)) is amended—

5 (A) by striking “April 15 of each year”  
6 and inserting “April 15 of each odd-numbered  
7 year”;

8 (B) by striking “the fiscal year beginning  
9 on October 1 of such year” the first place it ap-  
10 pears and inserting “the biennium beginning on  
11 October 1 of such year”;

12 (C) by striking “the fiscal year beginning  
13 on October 1 of such year” the second place it  
14 appears and inserting “each fiscal year in such  
15 period”;

16 (D) by striking “and planning levels for  
17 each of the two ensuing fiscal years” and in-  
18 serting “and the appropriate levels for each of  
19 the 3 ensuing fiscal years”;

20 (E) in paragraph (6) by striking “for the  
21 fiscal year of the resolution and each of the 4”  
22 and inserting “for the biennium of the resolu-  
23 tion and each of the 3”; and

24 (F) in paragraph (7) by striking “for the  
25 fiscal year of the resolution and each of the 4”

1 and inserting “for the biennium of the resolu-  
2 tion and each of the 3”.

3 (2) Section 301(b) of such Act (2 U.S.C.  
4 632(b)) is amended—

5 (A) in the matter preceding paragraph (1)  
6 by inserting “for a biennium” after “concurrent  
7 resolution on the budget”; and

8 (B) in paragraph (3) by striking “for such  
9 fiscal year” and inserting “for either fiscal year  
10 in such biennium”.

11 (3) Section 301(d) of such Act (2 U.S.C.  
12 632(d)) is amended by inserting “(or, if applicable,  
13 as provided by section 300(b))” after “United States  
14 Code”.

15 (4) Section 301(e) of such Act (2 U.S.C.  
16 632(e)) is amended—

17 (A) in the first sentence by striking “fiscal  
18 year” and inserting “biennium”;

19 (B) by inserting between the second and  
20 third sentences the following new sentence: “On  
21 or before April 1 of each odd-numbered year  
22 (or, if applicable, as provided by section 300(b))  
23 the Committee on the Budget of each House  
24 shall report to its House the concurrent resolu-  
25 tion on the budget referred to in subsection (a)

1 for the biennium beginning on October 1 of  
2 that year.”;

3 (C) in paragraph (6) by striking “such fis-  
4 cal year” and inserting “the first fiscal year of  
5 such biennium,”; and

6 (D) in paragraph (10) by striking “the fis-  
7 cal year covered” and inserting “the biennium  
8 covered”.

9 (5) Section 301(f) of such Act (2 U.S.C.  
10 632(f)) is amended by striking “fiscal year” each  
11 place it appears and inserting “biennium”.

12 (6) Section 301(g)(1) of such Act (U.S.C.  
13 632(g)(1)) is amended by striking “for a fiscal year”  
14 and inserting “for a biennium”.

15 (7) The section heading of section 301 of such  
16 Act is amended by striking “**ANNUAL**” and insert-  
17 ing “**BIENNIAL**”.

18 (8) The table of contents set forth in section  
19 1(b) of such Act is amended by striking “Annual”  
20 in the item relating to section 301 and inserting  
21 “Biennial”.

22 (d) SECTION 302 COMMITTEE ALLOCATIONS.—Sec-  
23 tion 302(a)(2) of such Act (2 U.S.C. 633(a)(2)) is amend-  
24 ed by striking “fiscal year of the resolution and each of  
25 the 4 succeeding fiscal years” and inserting “the biennium



1 of the resolution and each of the 3 succeeding fiscal  
2 years”.

3 (e) SECTION 303 POINT OF ORDER.—

4 (1) Section 303(a) of such Act (2 U.S.C.  
5 634(a)) is amended by striking “fiscal year” each  
6 place it appears and inserting “biennium”.

7 (2) Section 303(b) of such Act (2 U.S.C.  
8 634(b)) is amended—

9 (A) in subparagraphs (A) and (B) of para-  
10 graph (1) by striking “the fiscal year” each  
11 place it appears and inserting “biennium”;

12 (B) in paragraph (1) by striking “any cal-  
13 endar year” and inserting “any odd-numbered  
14 calendar year (or, if applicable, as provided by  
15 section 300(b))”; and

16 (C) by striking paragraph (2), striking  
17 “(1)”, and redesignating subparagraphs (A)  
18 and (B) as paragraphs (1) and (2), respectively.

19 (f) PERMISSIBLE REVISIONS OF CONCURRENT RESO-  
20 LUTIONS ON THE BUDGET.—Section 304(a) of such Act  
21 (2 U.S.C. 635) is amended—

22 (1) by striking “fiscal year” the first two places  
23 it appears and inserting “biennium”;

24 (2) by striking “for such fiscal year”; and

1           (3) by inserting before the period “for such  
2       biennium”.

3       (g) PROCEDURES FOR CONSIDERATION OF BUDGET  
4 RESOLUTIONS.—Section 305(a)(3) of such Act (2 U.S.C.  
5 636(b)(3)) is amended by striking “fiscal year” and in-  
6 serting “biennium”.

7       (h) REPORTS AND SUMMARIES OF CONGRESSIONAL  
8 BUDGET ACTIONS.—Section 308(a)(1)(A) of such Act (2  
9 U.S.C. 639(a)(1)) is amended by striking “fiscal year (or  
10 fiscal years)” and inserting “biennium”.

11       (i) COMPLETION OF ACTION ON REGULAR APPRO-  
12 PRIATION BILLS.—Section 309 of such Act (2 U.S.C.  
13 640) is amended—

14           (1) by inserting “of any odd-numbered calendar  
15       year” after “July”;

16           (2) by striking “annual” and inserting “regu-  
17       lar”; and

18           (3) by striking “fiscal year” and inserting “bi-  
19       ennium”.

20       (j) RECONCILIATION PROCESS.—

21           (1) Section 310(a) of such Act (2 U.S.C.  
22       641(a)) is amended—

23                (A) by striking “any fiscal year” in the  
24       matter preceding paragraph (1) and inserting  
25       “any biennium”;

1 (B) in paragraph (1) by striking “such fis-  
2 cal year” each place it appears and inserting  
3 “each fiscal year in such biennium”; and

4 (C) in paragraph (2) by inserting “for each  
5 fiscal year in such biennium” after “revenues”.

6 (2) Section 310(f) of such Act (2 U.S.C.  
7 641(f)) is amended by striking “for such fiscal year”  
8 and inserting “for such biennium”.

9 (k) SECTION 311 POINT OF ORDER.—

10 (1)(A) Section 311(a)(1) of such Act (2 U.S.C.  
11 642(a)) is amended—

12 (i) by striking “for a fiscal year” and in-  
13 serting “for a biennium”;

14 (ii) by striking “such fiscal year” the first  
15 place it appears and inserting “either fiscal  
16 year in such biennium”;

17 (iii) by striking “during such fiscal year”  
18 and inserting “during either fiscal year in such  
19 biennium”;

20 (iv) by striking “revenues for such fiscal  
21 year” and inserting “revenues for a fiscal  
22 year”; and

23 (v) by striking “budget for such fiscal  
24 year” and inserting “budget for either fiscal  
25 year in such biennium”.

1 (B) Section 311(a)(2)(A) of such Act is  
2 amended—  
3 (i) by striking “for the first” and inserting  
4 “for either”;  
5 (ii) by striking “covering such fiscal year”  
6 and inserting “covering such biennium”;  
7 (iii) by striking “the first fiscal year cov-  
8 ered” and inserting “either fiscal year in such  
9 biennium covered”;  
10 (iv) by striking “the first fiscal year plus”  
11 and inserting “the biennium plus”; and  
12 (v) by striking “4 fiscal years” and insert-  
13 ing “3 fiscal years”.  
14 (2) Section 311(b) of such Act (2 U.S.C.  
15 642(b)) is amended by striking “such fiscal year”  
16 the second place it appears and inserting “either fis-  
17 cal year in such biennium”.  
18 (l) BILLS PROVIDING NEW SPENDING AUTHORITY.—  
19 Section 401(b)(2) of such Act (2 U.S.C. 651(b)(2)) is  
20 amended by striking “for such fiscal year” the second  
21 place it appears and inserting “for the biennium in which  
22 such fiscal year occurs”.  
23 (m) DATE OF ADJUSTING ALLOCATIONS.—Section  
24 603(a) of such Act (2 U.S.C. 665b) is amended by insert-

1 ing after “April 15” the following “(or if section 300(b)  
2 applies by June 15th)”.

3 **SEC. 303. AMENDMENTS TO TITLE 31, UNITED STATES**  
4 **CODE.**

5 (a) DEFINITION.—Section 1101 of title 31, United  
6 States Code, is amended by adding at the end thereof the  
7 following new paragraph:

8 “(3) ‘biennium’ has the meaning given to such  
9 term in paragraph (12) of section 3 of the Congres-  
10 sional Budget and Impoundment Control Act of  
11 1974 (2 U.S.C. 622(12)).”.

12 (b) BUDGET CONTENTS AND SUBMISSION TO THE  
13 CONGRESS.—

14 (1) So much of section 1105(a) of title 31,  
15 United States Code, as precedes paragraph (1)  
16 thereof is amended to read as follows:

17 “(a) On or before the first Monday in February of  
18 each odd-numbered year (or, if applicable, as provided by  
19 section 300(b) of the Congressional Budget Act of 1974),  
20 beginning with the One Hundred Fourth Congress, the  
21 President shall transmit to the Congress, the budget for  
22 the biennium beginning on October 1 of such calendar  
23 year. The budget transmitted under this subsection shall  
24 include a budget message and summary and supporting

1 information. The President shall include in each budget  
2 the following:".

3 (2) Section 1105(a)(5) of title 31, United  
4 States Code, is amended by striking "the fiscal year  
5 for which the budget is submitted and the 4 fiscal  
6 years after that year" and inserting "each fiscal  
7 year in the biennium for which the budget is submit-  
8 ted and in the succeeding 3 years".

9 (3) Section 1105(a)(6) of title 31, United  
10 States Code, is amended by striking "the fiscal year  
11 for which the budget is submitted and the 4 fiscal  
12 years after that year" and inserting "each fiscal  
13 year in the biennium for which the budget is submit-  
14 ted and in the succeeding 3 years".

15 (4) Section 1105(a)(9)(C) of title 31, United  
16 States Code, is amended by striking "the fiscal  
17 year" and inserting "each fiscal year in the  
18 biennium".

19 (5) Section 1105(a)(12) of title 31, United  
20 States Code, is amended—

21 (A) by striking "the fiscal year" in sub-  
22 paragraph (A) and inserting "each fiscal year  
23 in the biennium"; and

24 (B) by striking "4 fiscal years after that  
25 year" in subparagraph (B) and inserting "3 fis-

1 cal years immediately following the second fiscal  
2 year in such biennium”.

3 (6) Section 1105(a)(13) of title 31, United  
4 States Code, is amended by striking “the fiscal  
5 year” and inserting “each fiscal year in the  
6 biennium”.

7 (7) Section 1105(a)(14) of title 31, United  
8 States Code, is amended by striking “that year” and  
9 inserting “each fiscal year in the biennium for which  
10 the budget is submitted”.

11 (8) Section 1105(a)(16) of title 31, United  
12 States Code, is amended by striking “the fiscal  
13 year” and inserting “each fiscal year in the  
14 biennium”.

15 (9) Section 1105(a)(17) of title 31, United  
16 States Code, is amended—

17 (A) by striking “the fiscal year following  
18 the fiscal year” and inserting “each fiscal year  
19 in the biennium following the biennium”;

20 (B) by striking “that following fiscal year”  
21 and inserting “each such fiscal year”; and

22 (C) by striking “fiscal year before the fis-  
23 cal year” and inserting “biennium before the bi-  
24 ennium”.

1           (10) Section 1105(a)(18) of title 31, United  
2 States Code, is amended—

3           (A) by striking “the prior fiscal year” and  
4 inserting “each of the 2 most recently com-  
5 pleted fiscal years”;

6           (B) by striking “for that year” and insert-  
7 ing “with respect to that fiscal year”; and

8           (C) by striking “in that year” and insert-  
9 ing “in that fiscal year”.

10          (11) Section 1105(a)(19) of title 31, United  
11 States Code, is amended—

12          (A) by striking “the prior fiscal year” and  
13 inserting “each of the 2 most recently com-  
14 pleted fiscal years”;

15          (B) by striking “for that year” and insert-  
16 ing “with respect to that fiscal year”; and

17          (C) by striking “in that year” each place  
18 it appears and inserting “in that fiscal year”.

19          (c) ESTIMATED EXPENDITURES OF LEGISLATIVE  
20 AND JUDICIAL BRANCHES.—Section 1105(b) of title 31,  
21 United States Code, is amended by striking “each year”  
22 and inserting “each even-numbered year”.

23          (d) RECOMMENDATIONS TO MEET ESTIMATED DE-  
24 FICIENCIES.—Section 1105(c) of title 31, United States  
25 Code, is amended—



1           (1) by striking “fiscal year for” each place it  
2           appears and inserting “biennium for”;  
3           (2) by inserting “or current biennium, as the  
4           case may be,” after “current fiscal year”; and  
5           (3) by striking “that year” and inserting “that  
6           period”.

7           (e) STATEMENT WITH RESPECT TO CERTAIN  
8           CHANGES.—Section 1105(d) of title 31, United States  
9           Code, is amended by striking “fiscal year” and inserting  
10          “biennium”.

11          (f) CAPITAL INVESTMENT ANALYSIS.—Section  
12          1105(e) of title 31, United States Code, is amended by  
13          striking “ensuing fiscal year” and inserting “biennium to  
14          which such budget relates”.

15          (g) SUPPLEMENTAL BUDGET ESTIMATES AND  
16          CHANGES.—

17                (1) Section 1106(a) of title 31, United States  
18                Code, is amended—

19                    (A) in the matter preceding paragraph (1)  
20                    by striking “fiscal year” and inserting “bien-  
21                    nium”;

22                    (B) in paragraph (1) by striking “that fis-  
23                    cal year” and inserting “each fiscal year in  
24                    such biennium”;

1 (C) in paragraph (2) by striking “4 fiscal  
2 years following the fiscal year” and inserting “3  
3 fiscal years following the biennium”; and

4 (D) by striking “fiscal year” in paragraph  
5 (3) and inserting “biennium”.

6 (2) Section 1106(b) of title 31, United States  
7 Code, is amended by striking “the fiscal year” and  
8 inserting “each fiscal year in the biennium”.

9 (h) CURRENT PROGRAMS AND ACTIVITIES ESTI-  
10 MATES.—

11 (1) Section 1109(a) of title 31, United States  
12 Code, is amended—

13 (A) by striking “On or before the first  
14 Monday after January 3 of each year (on or be-  
15 fore February 5 in 1994)” and inserting “At  
16 the same time the budget required by section  
17 1105 is submitted for a biennium”; and

18 (B) by striking “the following fiscal year”  
19 and inserting “each fiscal year of such period”.

20 (2) Section 1109(b) of title 31, United States  
21 Code, is amended by striking “March 1 of each  
22 year” and inserting “within 6 weeks of the Presi-  
23 dent’s budget submission for each odd-numbered  
24 year (or, if applicable, as provided by section 300(b)  
25 of the Congressional Budget Act of 1974)”.

1 (i) YEAR-AHEAD REQUESTS FOR AUTHORIZING LEG-  
2 ISLATION.—Section 1110 of title 31, United States Code,  
3 is amended—

4 (1) by striking “fiscal year” and inserting “bi-  
5 ennium (beginning on or after October 1, 1995)”;  
6 and

7 (2) by striking “year before the year in which  
8 the fiscal year begins” and inserting “second cal-  
9 endar year preceding the calendar year in which the  
10 biennium begins”.

11 (j) BUDGET INFORMATION ON CONSULTING SERV-  
12 ICES.—Section 1114 of title 31, United States Code, is  
13 amended—

14 (1) by striking “The” each place it appears and  
15 inserting “For each biennium beginning with bi-  
16 ennium beginning on October 1, 1994, the”, and

17 (2) by striking “each year” each place it  
18 appears.

19 **SEC. 304. TWO-YEAR APPROPRIATIONS; TITLE AND STYLE**  
20 **OF APPROPRIATIONS ACTS.**

21 Section 105 of title 1, United States Code, is amend-  
22 ed to read as follows:

23 **“§ 105. Title and style of appropriations Acts**

24 “(a) The style and title of all Acts making appropria-  
25 tions for the support of the Government shall be as fol-

1 lows: ‘An Act making appropriations (here insert the ob-  
2 ject) for the biennium ending September 30 (here insert  
3 the odd-numbered calendar year).’.

4 “(b) All Acts making regular appropriations for the  
5 support of the Government shall be enacted for a biennium  
6 and shall specify the amount of appropriations provided  
7 for each fiscal year in such period.

8 “(c) For purposes of this section, the term ‘biennium’  
9 has the same meaning as in section 3(11) of the Congres-  
10 sional Budget and Impoundment Control Act of 1974 (2  
11 U.S.C. 622(11)).”.

12 **SEC. 305. CONFORMING AMENDMENTS TO RULES OF**  
13 **HOUSE OF REPRESENTATIVES.**

14 (a) Clause 4(a)(1)(A) of rule X of the Rules of the  
15 House of Representatives is amended by inserting “odd-  
16 numbered” after “each”.

17 (b) Clause 4(a)(2) of rule X of the Rules of the House  
18 of Representatives is amended by striking “such fiscal  
19 year” and inserting “the biennium in which such fiscal  
20 year begins”.

21 (c)(1) Clause 4(b)(2) of rule X of the Rules of the  
22 House of Representatives is amended by striking “concur-  
23 rent resolution on the budget for each fiscal year” and  
24 inserting “concurrent resolution on the budget required

1 under section 301(a) of the Congressional Budget Act of  
2 1974 for each biennium”.

3 (2) Clause 4(b) of rule X of the Rules of the House  
4 of Representatives is amended by striking “and” at the  
5 end of subparagraph (4), by striking the period and insert-  
6 ing “; and” at the end of subparagraph (5), and by adding  
7 at the end the following new subparagraph:

8 “(6) to use the second year of each biennium to  
9 study issues with long-term budgetary and economic  
10 implications, which would include—

11 “(A) holding hearings to receive testimony  
12 from committees of jurisdiction to identify prob-  
13 lem areas and to report on the results of over-  
14 sight; and

15 “(B) by January 1 of each odd-numbered  
16 year, issuing a report to the Speaker which  
17 identifies the key issues facing the Congress in  
18 the next biennium.”.

19 (d) Clause 4(f) of rule X of the Rules of the House  
20 of Representatives is amended by striking “annually” each  
21 place it appears and inserting “biennially”.

22 (e) Clause 4(g) of rule X of the Rules of the House  
23 of Representatives is amended—

24 (1) by striking “March 15 of each year” and in-  
25 serting “March 15 of each odd-numbered year (or,

1 if applicable, as provided by section 300(b) of the  
2 Congressional Budget Act of 1974”;

3 (2) by striking “fiscal year” the first place it  
4 appears and inserting “biennium”; and

5 (3) by striking “that fiscal year” and inserting  
6 “each fiscal year in such ensuing biennium”.

7 (f) Clause 4(h) of rule X of the Rules of the House  
8 of Representatives is amended by striking “fiscal year”  
9 and inserting “biennium”.

10 (g) Subdivision (C) of clause 2(l)(1) of rule XI of the  
11 Rules of the House of Representatives is repealed.

12 (h) Clause 4(a) of rule XI of the Rules of the House  
13 of Representatives is amended by striking “fiscal year if  
14 reported after September 15 preceding the beginning of  
15 such fiscal year” and inserting “biennium if reported after  
16 August 1 of the year in which such biennium begins”.

17 (i) Clause 2 of rule XLIX of the Rules of the House  
18 of Representatives is amended by striking “fiscal year”  
19 and inserting “biennium”.

20 **SEC. 306. MULTIYEAR AUTHORIZATIONS.**

21 (a) IN GENERAL.—Title III of the Congressional  
22 Budget Act of 1974 is amended by adding at the end the  
23 following new section:

24 “AUTHORIZATIONS OF APPROPRIATIONS

25 “SEC. 314. It shall not be in order in the House of  
26 Representatives or the Senate to consider any bill, joint

1 resolution, amendment, or conference report that author-  
2 izes appropriations for a period of less than 2 fiscal years,  
3 unless the program, project, or activity for which the  
4 funds are to be spent is of less than 2 years duration.”.

5 (b) CONFORMING AMENDMENT.—The table of con-  
6 tents set forth in section 1(b) of the Congressional Budget  
7 and Impoundment Control Act of 1974 is amended by  
8 adding after the item relating to section 313 the following  
9 new item:

“Sec. 314. Authorizations of appropriations.”.

10 **PART II—ADDITIONAL BUDGET PROCESS**  
11 **CHANGES**

12 **SEC. 311. CBO REPORTS TO BUDGET COMMITTEES.**

13 Section 308 of the Congressional Budget Act of 1974  
14 is amended by—

15 (1) redesignating subsection (c) as subsection  
16 (d); and

17 (2) inserting after subsection (b) the following:

18 “(c) QUARTERLY BUDGET REPORTS.—The Congres-  
19 sional Budget Office shall, as soon as practicable after the  
20 completion of each quarter of the fiscal year, prepare an  
21 analysis comparing revenues, spending, and the deficit for  
22 the current fiscal year to assumptions included in the Con-  
23 gressional budget resolution. In preparing this report, the  
24 Congressional Budget Office shall combine actual budget  
25 figures to date with projected revenue and spending for

1 the balance of the fiscal year. The Congressional Budget  
2 Office shall include any other information in this report  
3 that it deems useful for a full understanding of the current  
4 fiscal position of the Federal Government. The reports  
5 mandated by this subsection shall be transmitted by the  
6 Director to the Senate and House Committees on the  
7 Budget, and the Congressional Budget Office shall make  
8 such reports available to any interested party upon re-  
9 quest.”.

10 **SEC. 312. BYRD RULE CLARIFICATIONS.**

11 (a) PERMANENT EXTENSION OF BYRD RULE.—The  
12 first sentence of section 904(c) and the second sentence  
13 of section 904(d) of the Congressional Budget Act of 1974  
14 are amended by inserting “313,” after “306,”.

15 (b) BYRD RULE CLARIFICATIONS.—Section 313 of  
16 the Congressional Budget Act of 1974 is amended—

17 (1) in subsection (b)(1)(A), by striking “, in-  
18 cluding changes in outlays and revenues brought  
19 about by changes in the terms and conditions under  
20 which outlays are made or revenues are required to  
21 be collected”;

22 (2) by redesignating subsections (d) and (e) as  
23 subsections (e) and (f);



1           (3) by redesignating subsection (c), the second  
2       time it appears, as subsection (d) and inserting be-  
3       fore “When” the following:

4       “(c) APPLICATION TO CONFERENCE REPORTS.—”;  
5   and

6           (4) in subsection (d) (as redesignated by para-  
7       graph (3))—

8           (A) in paragraph (1), by striking “and”;  
9       and

10          (B) by redesignating paragraph (2) as  
11       paragraph (3) and inserting after paragraph  
12       (1) the following:

13       “(2)(A) a point of order being made against  
14       any provision producing an increase in outlays in  
15       any fiscal year shall be considered extraneous if the  
16       net effect of provisions affecting outlays reported by  
17       the conferees would cause a Senate committee to fail  
18       to achieve its outlay instruction, and

19       “(B) a point of order being made against any  
20       provision producing a reduction in revenues in any  
21       fiscal year shall be considered extraneous if the net  
22       effect of provisions affecting revenues reported by  
23       the conferees would cause a Senate committee to fail  
24       to achieve its revenue instruction, and”.

1   **SEC. 313. GAO ASSISTANCE WITH AUTHORIZATIONS AND**  
2                                   **OVERSIGHT.**

3       Section 717 of title 31, United States Code, is  
4   amended by adding at the end thereof the following:

5       “(e) During the second session of each Congress, the  
6   Comptroller General shall give priority to requests from  
7   Congress for audits and evaluations of Government pro-  
8   grams and activities.”.

9   **Subtitle B—Staffing; Administra-**  
10       **tion; and Support Agencies**

11   **SEC. 331. LEGISLATIVE BRANCH STREAMLINING AND RE-**  
12                                   **STRUCTURING.**

13       (a) **PERFORMANCE REVIEW.**—Not later than one  
14   year after the date of enactment of this Act, the Commit-  
15   tee on Rules and Administration and the Committee on  
16   Appropriations of the Senate and the appropriate commit-  
17   tees or task force of the House of Representatives shall  
18   submit to the leadership of their respective Houses a per-  
19   formance review together with any necessary implement-  
20   ing legislation for achieving efficiencies, economies, and  
21   reductions in the total number of full time equivalent posi-  
22   tions in the legislative branch comparable to those pro-  
23   posed and implemented for the executive branch in the  
24   President’s National Performance Review, submitted Sep-  
25   tember 1993.

1 (b) REDUCTION BASE.—The reductions required by  
2 this section shall be made from a base of the total number  
3 of full time equivalent positions in the legislative branch  
4 on the date of introduction of S. Con. Res. 57 (102d Con-  
5 gress, 1st Session), the concurrent resolution establishing  
6 the Joint Committee on the Organization of Congress.

7 **SEC. 332. AUTHORIZATION OF CERTAIN CONGRESSIONAL**  
8 **INSTRUMENTALITIES.**

9 (a) IN GENERAL.—It is the intent of Congress that  
10 the General Accounting Office, Congressional Budget Of-  
11 fice, Library of Congress, Government Printing Office,  
12 and Office of Technology Assessment shall be authorized  
13 for 8 fiscal years in accordance with this section.

14 (b) CYCLES.—

15 (1) GENERAL ACCOUNTING OFFICE.—The Gen-  
16 eral Accounting Office shall be authorized by the en-  
17 actment every eighth year beginning with fiscal year  
18 1997 of an Act to authorize appropriations for that  
19 office for the next 8 fiscal years.

20 (2) LIBRARY OF CONGRESS.—The Library of  
21 Congress shall be authorized by the enactment every  
22 eighth year beginning with fiscal year 1999 of an  
23 Act to authorize appropriations for that office for  
24 the next 8 fiscal years.

1           (3) GOVERNMENT PRINTING OFFICE.—The Gov-  
2           ernment Printing Office shall be authorized by the  
3           enactment every eighth year beginning with fiscal  
4           year 2001 of an Act to authorize appropriations for  
5           that office for the next 8 fiscal years.

6           (4) CONGRESSIONAL BUDGET OFFICE AND OF-  
7           FICE OF TECHNOLOGY AND ASSESSMENT.—The  
8           Congressional Budget Office and Office of Tech-  
9           nology Assessment shall be authorized by the enact-  
10          ment every eighth year beginning with fiscal year  
11          2003 of an Act to authorize appropriations for those  
12          offices for the next 8 fiscal years.

13         (c) JURISDICTION.—

14                 (1) IN GENERAL.—The Committee on Rules  
15                 and Administration of the Senate and the appro-  
16                 priate committee in the House of Representatives  
17                 shall have jurisdiction over the authorizations re-  
18                 quired by this section.

19                 (2) OVERSIGHT.—In reauthorizing instrumen-  
20                 talities as required by this section, the committees  
21                 referred to in paragraph (1) shall seek to—

22                         (A) eliminate duplication between instru-  
23                         mentalities;

24                         (B) consolidate activities; and

1                   (C) increase efficiency within instrumental-  
2                   ities.

3           (d) COST ACCOUNTING REQUIREMENTS.—Effective  
4 on January 1, 1995, each instrumentality of the Congress  
5 providing support to the Congress shall prepare by not  
6 later than December 31 of each year an annual report de-  
7 tailing the cost to the instrumentality of providing support  
8 to each committee of the Senate and Senator. The report  
9 shall be submitted to the Secretary of the Senate and in-  
10 cluded in the Secretary's semiannual report.

11          (e) VOUCHER ALLOCATION SYSTEM.—The Commit-  
12 tee on Rules and Administration of the Senate and the  
13 appropriate committee of the House of Representatives  
14 shall study and report to their respective Houses as a part  
15 of their authorization responsibilities under subsection (c)  
16 concerning the feasibility of establishing a voucher alloca-  
17 tion system for committees using the services of instru-  
18 mentalities of Congress.

19          (f) REPEALERS.—

20               (1) GENERAL ACCOUNTING OFFICE.—Section  
21 736 of title 31, United States Code, is repealed.

22               (2) CONGRESSIONAL BUDGET OFFICE.—Section  
23 201(f) of the Congressional Budget Act of 1974 (2  
24 U.S.C. 601(f)) is repealed.

1           (3) LIBRARY OF CONGRESS.—Any authorization  
2       of appropriations for the Library of Congress in ef-  
3       fect on the effective date of this paragraph is re-  
4       pealed.

5           (4) GOVERNMENT PRINTING OFFICE.—Any au-  
6       thorization of appropriations for the Government  
7       Printing Office in effect on the effective date of this  
8       paragraph is repealed.

9           (5) OFFICE OF TECHNOLOGY ASSESSMENT.—  
10      Section 12 of the Technology Assessment Act of  
11      1972 (2 U.S.C. 481) is repealed.

12          (6) EFFECTIVE DATE.—Paragraphs (1) and (2)  
13      shall take effect with respect to fiscal years begin-  
14      ning with fiscal year 1997. Paragraphs (3), (4), and  
15      (5) shall take effect with respect to fiscal years be-  
16      ginning with fiscal year 1999.

17 **SEC. 333. DETAILEES FROM CONGRESSIONAL SUPPORT**  
18 **AGENCIES AND EXECUTIVE AGENCIES.**

19      (a) REIMBURSEMENT.—The cost of the service on de-  
20      tail to a committee of the Senate or House of Representa-  
21      tives or the personal office of a member of the Senate or  
22      House of Representatives of a person who is regularly em-  
23      ployed by an instrumentality of Congress or an executive  
24      agency shall be fully reimbursed to the instrumentality of

1 Congress or executive agency by the committee or personal  
2 office that receives the service.

3 (b) DEFINITION.—In this section, the term “instru-  
4 mentality of Congress” means—

- 5 (1) the General Accounting Office;
- 6 (2) the Congressional Budget Office;
- 7 (3) the Library of Congress;
- 8 (4) the Government Printing Office; and
- 9 (5) the Office of Technology Assessment.

## 10 **Subtitle C—Abolishing the Joint** 11 **Committees**

### 12 **PART I—JOINT ECONOMIC COMMITTEE**

#### 13 **SEC. 361. JOINT ECONOMIC COMMITTEE.**

14 (a) ABOLITION.—Effective beginning with the 104th  
15 Congress, the Joint Economic Committee is abolished.

16 (b) TRANSFER OF RESPONSIBILITY.—The Commit-  
17 tee on the Budget and the appropriate committee of the  
18 House of Representatives shall be responsible for review  
19 of the Economic Report of the President required by sec-  
20 tion 103 of the Full Employment and Balanced Growth  
21 Act of 1978 (15 U.S.C. 1022).

### 22 **PART II—JOINT COMMITTEE ON TAXATION**

#### 23 **SEC. 362. JOINT COMMITTEE ON TAXATION.**

24 (a) ABOLITION.—Effective beginning with the 104th  
25 Congress, the Joint Committee on Taxation is abolished.

1 (b) TRANSFER OF RESPONSIBILITY.—Section 202(b)  
2 of the Congressional Budget Act of 1974 is amended by—

3 (1) designating the text of such subsection as  
4 paragraph (1); and

5 (2) adding at the end thereof the following:

6 “(2) The Office shall provide technical guidance to  
7 the Committee on Finance and the Committee on Ways  
8 and Means with respect to taxation and tax legislation.  
9 The Office shall perform the responsibilities formerly as-  
10 signed to the Joint Committee on Taxation upon the abol-  
11 ishment of such committee.”.

12 (c) COMMITTEE TRANSFER OVERSIGHT.—The Com-  
13 mittee on Rules and Administration and the appropriate  
14 committee of the House of Representatives shall report to  
15 the Congress a plan for the transfer of responsibilities and  
16 staff as required by this section.

17 **PART III—JOINT COMMITTEE ON THE LIBRARY**  
18 **OF CONGRESS**

19 **SEC. 363. JOINT COMMITTEE ON THE LIBRARY OF CON-**  
20 **GRESS.**

21 (a) ABOLITION.—Effective beginning with the 104th  
22 Congress, the Joint Committee on the Library of Congress  
23 is abolished.

24 (b) TRANSFER OF RESPONSIBILITY.—Effective be-  
25 ginning with the 104th Congress, the responsibilities of



1 the Joint Committee on the Library of Congress shall be  
2 performed by the Committee on Rules and Administration  
3 of the Senate and the appropriate committee of the House  
4 of Representatives.

#### 5 **PART IV—JOINT COMMITTEE ON PRINTING**

##### 6 **SEC. 371. JOINT COMMITTEE ON PRINTING.**

7 (a) ABOLITION.—Chapter 1 of title 44, United States  
8 Code, is repealed.

9 (b) TRANSFER OF RESPONSIBILITY.—Subject to sub-  
10 section (c), all duties, authorities, responsibilities, and  
11 functions performed by the Joint Committee on Printing  
12 before the effective date of this part shall be performed  
13 by the Public Printer on and after such date.

14 (c) OVERSIGHT FUNCTIONS.—All legislative over-  
15 sight jurisdiction, duties, authorities, responsibilities, and  
16 functions performed by the Joint Committee on Printing  
17 before the effective date of this part shall be performed  
18 by the Committee on Rules and Administration of the Sen-  
19 ate and the Committee on House Administration of the  
20 House of Representatives on and after such date.

21 (d) REFERENCES.—Reference in any other Federal  
22 law, Executive order, rule, regulation, or delegation of au-  
23 thority, or any document of or relating to the Joint Com-  
24 mittee on Printing shall be deemed to refer to the Commit-  
25 tee on Rules and Administration of the Senate and the

1 Committee on House Administration of the House of Rep-  
2 resentatives, or the Public Printer, as appropriate.

3 **SEC. 372. DEPUTY PUBLIC PRINTERS.**

4 (a) IN GENERAL.—Section 302 of title 44, United  
5 States Code, is amended to read as follows:

6 **“§ 302. Deputy Public Printers; appointments; duties**

7 “(a)(1) The President of the United States shall  
8 nominate and, by and with the advice and consent of the  
9 Senate, appoint the—

10 “(A) Legislative Deputy Public Printer who  
11 shall also serve as the Superintendent of Documents;

12 “(B) Executive Deputy Public Printer; and

13 “(C) Judicial Deputy Public Printer.

14 “(2) Each Deputy Printer shall be a suitable person,  
15 who is a practical printer and versed in the art of book-  
16 binding.

17 “(b) In addition to any other duties required by the  
18 Public Printer, the Legislative Deputy Public Printer shall  
19 perform all duties of the Government Printing Office re-  
20 lating to the Legislative branch, including all applicable  
21 duties performed under—

22 “(1) chapter 7 relating to Congressional print-  
23 ing and binding;

24 “(2) chapter 9 relating to the Congressional  
25 Record;

1           “(3) chapter 13 relating to particular reports  
2           and documents, including sections 1326 and 1332;

3           “(4) chapter 17 relating to the distribution and  
4           sale of public documents;

5           “(5) chapter 19 relating to the Depository Li-  
6           brary Program;

7           “(6) chapter 27 relating to Advisory Committee  
8           on Records of Congress; and

9           “(7) section 3511 relating to services performed  
10          for the Federal Information Locator System.

11          “(c) In addition to any other duties required by the  
12          Public Printer, the Executive Deputy Public Printer shall  
13          perform all duties of the Government Printing Office re-  
14          lating to the Executive branch, including all applicable du-  
15          ties performed under—

16               “(1) chapter 5 relating to the production and  
17               procurement of printing and binding;

18               “(2) chapter 11 relating to Executive printing  
19               and binding;

20               “(3) chapter 13 relating to particular reports  
21               and documents; and

22               “(4) chapters 15, 21, 22, 23, 25, 29, 31, 33,  
23               35, 37, and 39.

24          “(d) In addition to any other duties required by the  
25          Public Printer, the Judicial Deputy Public Printer shall

1 perform all duties of the Government Printing Office re-  
2 lating to the Judicial branch, including all applicable du-  
3 ties performed under—

4           “(1) chapter 11 relating to Judiciary printing  
5       and binding, including printings under section 1120;  
6       and

7           “(2) chapter 13 relating to particular reports  
8       and documents.

9       “(e) The Public Printer, in consultation with the  
10 Committee on Rules and Administration of the Senate and  
11 the Committee on House Administration of the House of  
12 Representatives, shall determine the respective duties of  
13 the Deputy Public Printers under this section.”.

14       (b) COMPENSATION.—Section 303 of title 44, United  
15 States Code, is amended in the second sentence by striking  
16 out “the Deputy Public Printer” and inserting in lieu  
17 thereof “each of the Deputy Public Printers”.

18       (c) SUCCESSION.—Section 304 of title 44, United  
19 States Code, is amended by striking out “the Deputy Pub-  
20 lic Printer” and inserting in lieu thereof “one of the Dep-  
21 uty Public Printers designated by the President”.

22       (d) TECHNICAL AND CONFORMING AMENDMENTS.—  
23 (1) The table of sections for chapter 3 of title 44, United  
24 States Code, is amended by striking out the item relating

1 to section 302 and inserting in lieu thereof the following  
2 new item:

“302. Deputy Public Printers; appointments; duties.”.

3 (2) Section 313 of title 44, United States Code, is  
4 amended—

5 (A) in the first sentence—

6 (i) by striking out “Deputy Public Print-  
7 er” and inserting in lieu thereof “3 Deputy  
8 Public Printers”; and

9 (ii) by striking out “Joint Committee on  
10 Printing” and inserting in lieu thereof “Com-  
11 mittee on Rules and Administration of the Sen-  
12 ate and the Committee on Administration of the  
13 House of Representatives”;

14 (B) in the second sentence—

15 (i) by striking out “Deputy Public Print-  
16 er” and inserting in lieu thereof “3 Deputy  
17 Public Printers”; and

18 (ii) by striking out “Joint Committee on  
19 Printing” and inserting in lieu thereof “Com-  
20 mittee on Rules and Administration of the Sen-  
21 ate and the Committee on Administration of the  
22 House of Representatives”; and

23 (C) in the third sentence—

1 (i) by striking out “Deputy Public Print-  
2 er” and inserting in lieu thereof “3 Deputy  
3 Public Printers”; and

4 (ii) by striking out “Joint Committee on  
5 Printing” and inserting in lieu thereof “Com-  
6 mittee on Rules and Administration of the Sen-  
7 ate and the Committee on Administration of the  
8 House of Representatives”.

9 **SEC. 373. ANNUAL REPORT TO CONGRESS.**

10 Section 309(c) of title 44, United States Code, is  
11 amended—

12 (1) by inserting “(1)” after “(c)”; and

13 (2) by adding at the end thereof the following  
14 new paragraph:

15 “(2) The annual program submitted under this sub-  
16 section shall include a report on—

17 “(A) the printing costs of each branch of the  
18 Government;

19 “(B) with regard to Government publications, a  
20 cost comparison of—

21 “(i) publications published by the Govern-  
22 ment Printing Office;

23 “(ii) Federal agency publications that are  
24 published by such agency;

1           “(iii) publications that are published by  
2           commercial sources that are not Federal enti-  
3           ties under any contract with a Federal agency  
4           (other than the Government Printing Office);  
5           and

6           “(iv) publications that are published by  
7           commercial sources that are not Federal enti-  
8           ties under any contract with the Government  
9           Printing Office; and

10          “(C) the cost of all individual printing orders  
11          printed under section 501(a)(1)(C).”.

12   **SEC. 374. SUPERINTENDENT OF DOCUMENTS.**

13          Section 1702 of title 44, United States Code, is  
14          amended by striking out the first sentence and inserting  
15          in lieu thereof “The Legislative Deputy Public Printer ap-  
16          pointed under section 302 shall also serve as the Super-  
17          intendent of Documents for no additional compensation.”.

18   **SEC. 375. REQUIREMENT OF PRINTING BY THE GOVERN-**  
19          **MENT PRINTING OFFICE.**

20          (a) IN GENERAL.—Section 501 of title 44, United  
21          States Code, is amended to read as follows:

1   **“§ 501. Government printing, binding, and blank-book**  
2                           **work to be done at Government Printing**  
3                           **Office**

4           “(a)(1) All printing, binding, and blank-book work  
5 for Congress, the Executive Office, the Judiciary, other  
6 than the Supreme Court of the United States, and every  
7 executive department, independent office and establish-  
8 ment of the Government, shall be done at the Government  
9 Printing Office, except—

10           “(A) classes of work the Public Printer consid-  
11 ers to be urgent or necessary to have done else-  
12 where;

13           “(B) printing in field printing plants operated  
14 by an executive department, independent office or  
15 establishment, and the procurement of printing by  
16 an executive department, independent office or es-  
17 tablishment from allotments for contract field print-  
18 ing, if approved by the Public Printer;

19           “(C) individual printing orders may be ordered  
20 by an executive department or agency costing not  
21 more than \$1,500, if—

22           “(i) the work is printed by any executive  
23 department or agency; or

24           “(ii) the work is printed under a contract  
25 by a commercial source that is not a Federal  
26 entity;



1           “(D) printing for the Central Intelligence Agen-  
2       cy, the Defense Intelligence Agency, or the National  
3       Security Agency; or

4           “(E) printing from other sources that is specifi-  
5       cally authorized by law.

6       “(2) For purposes of this subsection, the term ‘print-  
7       ing’ means the process of composition, platemaking, press-  
8       work, silk screen processes, binding, microform, and the  
9       end items of such processes.

10       “(b) Any Federal officer who orders or contracts for  
11       an individual printing order described under subsection  
12       (a)(1)(C) shall include as a term of such order or contract  
13       that the executive agency or department, or the commer-  
14       cial source that provides the printing shall deliver a suffi-  
15       cient number of any document printed under such order  
16       or contract to the Superintendent of Documents for inclu-  
17       sion in the depository library program under chapter 19.  
18       The Public Printer shall promulgate regulations to define  
19       the term ‘sufficient number’ for purposes of this sub-  
20       section.

21       “(c) Printing or binding may be done at the Govern-  
22       ment Printing Office only when authorized by law.”.

23       (b) TECHNICAL AND CONFORMING AMENDMENT.—  
24       Section 207 of the Legislative Branch Appropriations Act,

1 1993 (44 U.S.C. 501 note; Public Law 102-392; 106  
2 Stat. 1719) is repealed.

3 **SEC. 376. REPORT ON COSTS FOR PRINTING BY FEDERAL**  
4 **AGENCIES OTHER THAN THE GOVERNMENT**  
5 **PRINTING OFFICE.**

6 (a) IN GENERAL.—Chapter 11 of title 44, United  
7 States Code, is amended by adding at the end thereof the  
8 following new section:

9 **“§ 1124. Report on costs for printing by Federal agen-**  
10 **cies**

11 “No later than November 1 of each year, the head  
12 of each Federal department and agency shall submit a re-  
13 port to the Public Printer of the cost of publishing all Gov-  
14 ernment publications that were published by such agency  
15 in the preceding fiscal year. Such costs shall not include  
16 Government publications published by the Government  
17 Printing Office or under contract with a commercial  
18 source that is not a Federal entity.”.

19 (b) TECHNICAL AND CONFORMING AMENDMENT.—  
20 The table of sections for chapter 11 of title 44, United  
21 States Code, is amended by adding at the end thereof the  
22 following new item:

“1124. Report on costs for printing by Federal agencies.”.

23 **SEC. 377. TECHNICAL AND CONFORMING AMENDMENTS.**

24 (1) Section 107 of title 1, United States Code, is  
25 amended by striking out “Joint Committee on Printing”

1 and inserting in lieu thereof “Public Printer in consulta-  
2 tion with the Secretary of the Senate and the Clerk of  
3 the House of Representatives”.

4 (2) Section 208 of title 1, United States Code, is  
5 amended by striking out “Joint Committee on Printing”  
6 and inserting in lieu thereof “Public Printer”.

7 (3) Section 4 of the joint resolution entitled “A joint  
8 resolution to provide for the printing and distribution of  
9 the Precedents of the House of Representatives compiled  
10 and prepared by Lewis Deschler”, approved October 18,  
11 1976 (2 U.S.C. 28e) is amended—

12 (A) in subsection (a) by striking out “Joint  
13 Committee on Printing” and inserting in lieu thereof  
14 “Committee on Rules and Administration of the  
15 Senate and the Committee on House Administration  
16 of the House of Representatives”; and

17 (B) in subsection (b) by striking out “Joint  
18 Committee on Printing” and inserting in lieu thereof  
19 “Committee on Rules and Administration of the  
20 Senate and the Committee on House Administration  
21 of the House of Representatives”.

22 (4) Section 3 of the Joint Resolution of December  
23 24, 1970 (2 U.S.C. 168b) is amended by striking out  
24 “Joint Committee on Printing” and inserting in lieu  
25 thereof “Committee on Rules and Administration of the

1 Senate and the Committee on House Administration of  
2 the House of Representatives”.

3 (5) Section 145 of title 4, United States Code, is  
4 amended by striking out “Joint Committee on Printing”  
5 and inserting in lieu thereof “Committee on Rules and Ad-  
6 ministration of the Senate and the Committee on House  
7 Administration of the House of Representatives”.

8 (6) Section 312 of the Federal Water Power Act (16  
9 U.S.C. 825k) is amended by striking out “Joint Commit-  
10 tee on Printing” each place it appears and inserting in  
11 each such place “Public Printer”.

12 (7) Section 5(c) of the National Foundation on the  
13 Arts and the Humanities Act of 1965 (20 U.S.C. 954(c))  
14 is amended by striking out “Joint Committee on Printing  
15 of the Congress” and inserting in lieu thereof “Public  
16 Printer”.

17 (8) Section 7(c) of the National Foundation on the  
18 Arts and the Humanities Act of 1965 (20 U.S.C. 956(c))  
19 is amended by striking out “Joint Committee on Printing”  
20 and inserting in lieu thereof “Public Printer”.

21 (9) Section 411 of title 28, United States Code, is  
22 amended in subsection (a) by striking out “Joint Commit-  
23 tee on Printing” and inserting in lieu thereof “Public  
24 Printer”.

1       (10) Section 602 of the Federal Property and Admin-  
2 istrative Services Act of 1949 (40 U.S.C. 474(18)) is  
3 amended—

4           (A) by striking out paragraph (18); and

5           (B) by redesignating paragraphs (19) through  
6 (21) as paragraphs (18) through (20), respectively.

7       (11) The table of chapters for title 44, United States  
8 Code, is amended by striking out the item relating to  
9 chapter 1.

10       (12) The table of sections for chapter 1 of title 44,  
11 United States Code, is repealed.

12       (13) Section 305 of title 44, United States Code, is  
13 amended in subsection (a)—

14           (A) in the fourth sentence by striking out  
15 “Joint Committee on Printing” and inserting in lieu  
16 thereof “Public Printer”; and

17           (B) in the fifth sentence by striking out “either  
18 party may appeal to the Joint Committee on Print-  
19 ing, and the decision of the Joint Committee is  
20 final.” and inserting in lieu thereof “an appeal may  
21 be made under subchapter III of chapter 71 of title  
22 5.”.

23       (14) Section 309 of title 44, United States Code, is  
24 amended in subsection (a) by striking out “Joint Commit-

1 tee on Printing” and inserting in lieu thereof “Public  
2 Printer”.

3 (15) Section 312 of title 44, United States Code, is  
4 amended by striking out “, with the approval of the Joint  
5 Committee on Printing,”.

6 (16) Section 502 of title 44, United States Code, is  
7 amended by striking out “with the approval of the Joint  
8 Committee on Printing”.

9 (17) Section 504 of title 44, United States Code, is  
10 amended by striking out “The Joint Committee on Print-  
11 ing may permit the Public Printer to” and inserting in  
12 lieu thereof “The Public Printer may”.

13 (18) Section 505 of title 44, United States Code, is  
14 amended by striking out “, under regulations of the Joint  
15 Committee on Printing”.

16 (19) Section 508 of title 44, United States Code, is  
17 amended by striking out “Joint Committee on Printing”  
18 and inserting in lieu thereof “Committee on Rules and Ad-  
19 ministration of the Senate and the Committee on House  
20 Administration of the House of Representatives”.

21 (20) Section 509 of title 44, United States Code, is  
22 amended—

23 (A) by striking out “Joint Committee on Print-  
24 ing” and inserting in lieu thereof “the Public Print-  
25 er”; and

1 (B) by striking out “, under their direction,”.

2 (21) Section 510 of title 44, United States Code, is  
3 amended by striking out “Joint Committee on Printing”  
4 and inserting in lieu thereof “Public Printer”.

5 (22) Section 511 of title 44, United States Code, is  
6 amended—

7 (A) in the first sentence by striking out “Joint  
8 Committee on Printing” and inserting in lieu thereof  
9 “Public Printer”;

10 (B) in the second sentence by striking out “The  
11 committee” and inserting in lieu thereof “The Public  
12 Printer”; and

13 (C) in the third sentence by striking out “The  
14 Committee” and inserting in lieu thereof “The Pub-  
15 lic Printer”.

16 (23) Section 512 of title 44, United States Code, is  
17 amended—

18 (A) in the first sentence by striking out “Joint  
19 Committee on Printing” and inserting in lieu thereof  
20 “Public Printer”; and

21 (B) by striking out “the Committee” and in-  
22 serting in lieu thereof “the Public Printer”.

23 (24) Section 513 of title 44, United States Code, is  
24 amended—

1 (A) in the first sentence by striking out “stand-  
2 ard of quality fixed upon by the Joint Committee on  
3 Printing,” and inserting in lieu thereof “applicable  
4 fixed standard of quality”; and

5 (B) in the second sentence by striking out “the  
6 Committee” and inserting in lieu thereof “the Public  
7 Printer”.

8 (25) Section 514 of title 44, United States Code, is  
9 amended—

10 (A) by striking out “Joint Committee on Print-  
11 ing shall determine” and inserting in lieu thereof  
12 “Public Printer shall apply the provisions of sub-  
13 chapter V of chapter 35 of title 31, United States  
14 Code, to resolve”; and

15 (B) by striking out “; and the decision of the  
16 Committee is final as to the United States”.

17 (26) Section 515 of title 44, United States Code, is  
18 amended—

19 (A) in the first sentence by striking out “report  
20 the default to the Joint Committee on Printing, and  
21 under its direction,”; and

22 (B) in the second sentence by striking out “,  
23 under the direction of the Joint Committee on Print-  
24 ing,”.



1       (27) Section 517 of title 44, United States Code, is  
2 amended by striking out “The Joint Committee on Print-  
3 ing may authorize the Public Printer to” and inserting  
4 in lieu thereof “The Public Printer may”.

5       (28) Section 702 of title 44, United States Code, is  
6 amended by striking out “Joint Committee on Printing”  
7 and inserting in lieu thereof “Public Printer”.

8       (29) Section 703 of title 44, United States Code, is  
9 amended by striking out “Joint Committee on Printing”  
10 and inserting in lieu thereof “Committee on Rules and Ad-  
11 ministration of the Senate or the Committee on House Ad-  
12 ministration of the House of Representatives”.

13       (30) Section 707 of title 44, United States Code, is  
14 amended by striking out “the Joint Committee on Print-  
15 ing may authorize the printing of a bill or resolution, with  
16 index and ancillaries, in the style and form the Joint Com-  
17 mittee on Printing considers most suitable in the interest  
18 of economy and efficiency, and to so continue until final  
19 enactment in both Houses of Congress. The committee”  
20 and inserting in lieu thereof “the Public Printer, in con-  
21 sultation with the Secretary of the Senate and the appro-  
22 priate official of the House of Representatives, may print  
23 a bill or resolution, with index and ancillaries, in the style  
24 and form the Public Printer considers most suitable in the  
25 interest of economy and efficiency, and to so continue until

1 final enactment in both Houses of Congress. The Public  
2 Printer, in consultation with the Secretary of the Senate  
3 and the appropriate official of the House of Representa-  
4 tives”.

5 (31) Section 709 of title 44, United States Code, is  
6 amended in the second sentence by striking out “Joint  
7 Committee on Printing” and inserting in lieu thereof  
8 “Public Printer”.

9 (32) Section 714 of title 44, United States Code, is  
10 amended by striking out “The Joint Committee on Print-  
11 ing shall establish rules to be observed by the Public Print-  
12 er,” and inserting in lieu thereof “Public Printer, in con-  
13 sultation with the Secretary of the Senate and the appro-  
14 priate official of the House of Representatives, shall estab-  
15 lish rules”.

16 (33) Section 717 of title 44, United States Code, is  
17 amended by striking out “Joint Committee on Printing”  
18 and inserting in lieu thereof “Public Printer, in consulta-  
19 tion with the Secretary of the Senate and the appropriate  
20 official of the House of Representatives”.

21 (34) Section 718 of title 44, United States Code, is  
22 amended by striking out “Joint Committee on Printing”  
23 and inserting in lieu thereof “Public Printer, in consulta-  
24 tion with the Secretary of the Senate and the appropriate  
25 official of the House of Representatives”.

1       (35) Section 721(a) of title 44, United States Code,  
2 is amended—

3           (A) in the first sentence by striking out “Joint  
4       Committee on Printing” and inserting in lieu thereof  
5       “Public Printer, in consultation with the Secretary  
6       of the Senate and the appropriate official of the  
7       House of Representatives”; and

8           (B) in the second sentence by striking out “The  
9       Joint Committee” and inserting in lieu thereof “The  
10      Public Printer”.

11       (36) Section 722 of title 44, United States Code, is  
12 amended by striking out “, under the direction of the  
13 Joint Committee on Printing,”.

14       (37) Section 723 of title 44, United States Code, is  
15 amended—

16           (A) by striking out “Joint Committee on Print-  
17      ing” and inserting in lieu thereof “Public Printer, in  
18      consultation with the Secretary of the Senate and  
19      the appropriate official of the House of Representa-  
20      tives”; and

21           (B) by striking out “the Joint Committee” and  
22      inserting in lieu thereof “the Public Printer, in con-  
23      sultation with the Secretary of the Senate and the  
24      appropriate official of the House of Representa-  
25      tives,”.

1       (38) Section 724 of title 44, United States Code, is  
2 amended by striking out “Joint Committee on Printing”  
3 and inserting in lieu thereof “Public Printer”.

4       (39) Section 728 of title 44, United States Code, is  
5 amended by striking out “Joint Committee on Printing”  
6 and inserting in lieu thereof “Public Printer, in consulta-  
7 tion with the Secretary of the Senate and the appropriate  
8 official of the House of Representatives,”.

9       (40) Section 738 of title 44, United States Code, is  
10 amended by striking out “Joint Committee on Printing”  
11 and inserting in lieu thereof “Public Printer, in consulta-  
12 tion with the Secretary of the Senate and the appropriate  
13 official of the House of Representatives,”.

14       (41) Section 901 of title 44, United States Code, is  
15 amended by striking out “Joint Committee on Printing”  
16 and inserting in lieu thereof “Public Printer, in consulta-  
17 tion with the Secretary of the Senate and the appropriate  
18 official of the House of Representatives,”.

19       (42) Section 902 of title 44, United States Code, is  
20 amended by striking out “Joint Committee on Printing”  
21 and inserting in lieu thereof “the Public Printer, in con-  
22 sultation with the Committee on Rules and Administration  
23 of the Senate and the Committee on House Administra-  
24 tion of the House of Representatives,”.

1       (43) Section 903 of title 44, United States Code, is  
2 amended by striking out “Joint Committee on Printing”  
3 and inserting in lieu thereof “Public Printer, in consulta-  
4 tion with the Secretary of the Senate and the appropriate  
5 official of the House of Representatives,”.

6       (44) Section 904 of title 44, United States Code, is  
7 amended by striking out “Joint Committee on Printing”  
8 and inserting in lieu thereof “Public Printer, in consulta-  
9 tion with the Secretary of the Senate and the appropriate  
10 official of the House of Representatives”.

11       (45) Section 905 of title 44, United States Code, is  
12 amended by striking out “Joint Committee on Printing”  
13 and inserting in lieu thereof “Public Printer, in consulta-  
14 tion with the Secretary of the Senate and the appropriate  
15 official of the House of Representatives,”.

16       (46) Section 906 of title 44, United States Code, is  
17 amended—

18           (A) by striking out “to the Committee on Print-  
19 ing not to exceed one hundred copies;” and inserting  
20 in lieu thereof “to the Committee on Rules and Ad-  
21 ministration of the Senate and the Committee on  
22 House Administration of the House of Representa-  
23 tives not to exceed one hundred copies each;”;

24           (B) by striking out “to each Joint Committee  
25 and Joint Commission in Congress, as may be des-

1       ignated by the Joint Committee on Printing” and  
2       inserting in lieu thereof “to each Joint Committee  
3       and Joint Commission in Congress, as may be des-  
4       ignated by the Committee on Rules and Administra-  
5       tion of the Senate and the Committee on House Ad-  
6       ministration of the House of Representatives”;

7               (C) by striking out “to the Joint Committee on  
8       Printing, ten semimonthly copies;” and inserting in  
9       lieu thereof “to the Committee on Rules and Admin-  
10      istration of the Senate and the Committee on House  
11      Administration of the House of Representatives, ten  
12      semimonthly copies;”;

13             (D) by striking out “of which eight copies may  
14      be bound in the style and manner approved by the  
15      Joint Committee on Printing;” and inserting in lieu  
16      thereof “of which eight copies may be bound in the  
17      style and manner approved by the Public Printer, in  
18      consultation with the appropriate official of the  
19      House of Representatives”; and

20             (E) by striking out “Copies of the daily edition,  
21      unless otherwise directed by the Joint Committee on  
22      Printing, shall be supplied and delivered” and insert-  
23      ing in lieu thereof “Copies of the daily edition, un-  
24      less otherwise directed by the Public Printer, shall  
25      be supplied and delivered”.

1       (47) Section 1108 of title 44, United States Code,  
2 is amended by striking out “, subject to regulation by the  
3 Joint Committee on Printing,”.

4       (48) Section 1112 of title 44, United States Code,  
5 is amended by striking out “Joint Committee on Printing”  
6 and inserting in lieu thereof “Public Printer”.

7       (49) Section 1121 of title 44, United States Code,  
8 is amended by striking out “, under direction of the Joint  
9 Committee on Printing,”.

10       (50) Section 1301 of title 44, United States Code,  
11 is amended by striking out “, in accordance with directions  
12 of the Joint Committee on Printing”.

13       (51) Section 1320A of title 44, United States Code,  
14 is amended by striking out “, and with the approval of  
15 the Joint Committee on Printing”.

16       (52) Section 1333 of title 44, United States Code,  
17 is amended in subsection (b) by striking out “Joint Com-  
18 mittee on Printing” and inserting in lieu thereof “Public  
19 Printer, in consultation with the Secretary of the Senate  
20 and the appropriate official of the House of Representa-  
21 tives,”.

22       (53) Section 1338 of title 44, United States Code,  
23 is amended—

24           (A) in the first sentence—

1 (i) by striking out “, under limitations and  
2 conditions prescribed by the Joint Committee  
3 on Printing,”; and  
4 (ii) by striking out “under limitations and  
5 conditions prescribed by the Joint Committee  
6 on Printing”; and  
7 (B) in the second sentence, by striking out  
8 “Joint Committee on Printing” and inserting in lieu  
9 thereof “Public Printer”.  
10 (54) Section 1705 of title 44, United States Code,  
11 is amended by striking out “, subject to regulation by the  
12 Joint Committee on Printing and”.  
13 (55) Section 1710 of title 44, United States Code,  
14 is amended—  
15 (A) in the first sentence by striking out “, upon  
16 a plan approved by the Joint Committee on Print-  
17 ing”; and  
18 (B) in the fourth sentence by striking out “as  
19 the Joint Committee on Printing directs”.  
20 (56) Section 1914 of title 44, United States Code,  
21 is amended by striking out “, with the approval of the  
22 Joint Committee on Printing, as provided by section 103  
23 of this title,”.  
24 (57) Section 5 of the Federal Records Management  
25 Amendments of 1976 (44 U.S.C. 2901 note; Public Law



1 94–575; 90 Stat. 2727) is amended in subsection (b) by  
2 striking out “the Joint Committee on Printing or”.

3       **Subtitle D—Legislative and**  
4       **Executive Relations**

5       **SEC. 381. COMMITTEE OVERSIGHT GOALS AND REPORTS**  
6       **FOR FEDERAL PROGRAM REVIEW.**

7       (a) COMMITTEE OVERSIGHT GOALS AND REPORTS.—

8       It shall be the responsibility of each standing committee  
9       of the House of Representatives and the Senate to—

10           (1) no later than March 1 of each year in which  
11           a first session of a Congress occurs, develop, adopt,  
12           and submit Committee Review Agendas, which shall  
13           list the discretionary programs, entitlement pro-  
14           grams, and tax expenditures under the committee’s  
15           jurisdiction which the committee intends to review  
16           during that Congress and the next 3 Congresses;

17           (2) coordinate, to the maximum extent prac-  
18           ticable, in preparing their oversight agenda with  
19           other House and Senate committees having jurisdic-  
20           tion over the same or related laws, programs, or  
21           agencies;

22           (3) provide, after preparation of the first over-  
23           sight agenda required under this statute, a separate  
24           section in their oversight agenda that summarizes  
25           what actions and recommendations occurred with re-

1       spect to implementing their agenda for that Con-  
2       gress;

3           (4) transmit their oversight agenda to the Com-  
4       mittee on House Administration of the House of  
5       Representatives and the Committee on Rules and  
6       Administration of the Senate, respectively, for con-  
7       sideration during the committee funding process;  
8       and

9           (5) adopt legislative procedures to assure, to  
10      the greatest extent practicable, that any rec-  
11      ommendation proposed by the committee under  
12      paragraph (3) is considered by the full Senate or  
13      House of Representatives.

14      (b) HEARINGS ON INSPECTOR GENERAL, GAO, AND  
15      AGENCY AUDIT REPORTS.—Each committee of the House  
16      of Representatives and the Senate shall hold hearings dur-  
17      ing each Congress for the purpose of reviewing appro-  
18      priate reports relating to the activities of executive agen-  
19      cies over which the committee has oversight responsibility  
20      filed during the preceding Congress, including reports of  
21      the inspectors general, the General Accounting Office, as  
22      well as agency audit reports.

1   **SEC. 382. SUNSET AGENCY REPORTING REQUIREMENTS.**

2       (a) IN GENERAL.—Any law requiring an executive  
3 agency to report to Congress shall be effective for not to  
4 exceed 5 years after the date of enactment of such law.

5       (b) LAWS IN EFFECT.—Any law requiring an execu-  
6 tive agency to report to Congress in effect on the date  
7 of enactment of this Act shall expire 5 years after such  
8 date unless the law provides for an earlier expiration date  
9 in which case the law shall expire on the earlier date.

10       **TITLE IV—EFFECTIVE DATE**

11   **SEC. 401. EFFECTIVE DATE; APPLICATION.**

12       (a) IN GENERAL.—Except as provided in subsection  
13 (b), this Act and the amendments made by this Act shall  
14 become effective January 1, 1995, and shall apply to  
15 bienniums beginning after September 30, 1995.

16       (b) FISCAL YEAR 1995.—Notwithstanding subsection  
17 (a), the provisions of—

18               (1) the Congressional Budget Act of 1974, and

19               (2) title 31, United States Code,

20 (as such provisions were in effect on the day before the  
21 effective date of this title) shall apply to the fiscal year  
22 beginning on October 1, 1994.

23       (c) DEFINITION.—For purposes of this section, the  
24 term “biennium” shall have the meaning given to such  
25 term in paragraph (12) of section 3 of the Congressional

- 1 Budget and Impoundment Control Act of 1974 (2 U.S.C.
- 2 622(12)), as added by section 302(b)(2) of this Act.

