

United States General Accounting Office

**GAO**

Fact Sheet for the Chairman,  
Subcommittee on the Civil Service  
Committee on Post Office and Civil  
Service, House of Representatives

October 1990

# GOVERNMENT SHUTDOWN

## Data on Effects of 1990 Columbus Day Weekend Funding Lapse





United States  
General Accounting Office  
Washington, D.C. 20548

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General Government Division

B-241730

October 19, 1990

The Honorable Gerry Sikorski  
Chairman, Subcommittee on the Civil Service  
Committee on Post Office and  
Civil Service  
House of Representatives

Dear Mr. Chairman:

This fact sheet, prepared in response to your October 16, 1990, request, presents the results of a questionnaire we sent to federal agencies asking for information on the effects of the shutdown of some of the government over the Columbus Day weekend (October 6-8, 1990) and the potential effects of a hypothetical 3-day shutdown during a normal workweek.

On October 16, 1990, we sent a questionnaire to agency representatives in the executive, legislative, and judicial branches of the federal government. In the executive branch, the questionnaire was delivered to the 14 executive departments and 4 independent agencies with more than 5,000 full-time employees (Environmental Protection Agency, General Services Administration, National Aeronautics and Space Administration, and the Office of Personnel Management). We received written responses from 16 executive departments and agencies.<sup>1</sup> In the legislative branch, the questionnaire was sent to the Clerk of the House, Secretary of the Senate, and six congressional support agencies, all of which responded in writing. The judiciary branch response was prepared by the Administrative Office of the U.S. Courts. We did not survey the Postal Service or the Tennessee Valley Authority, each of which has over 5,000 employees, because the bulk of their operations are not financed by annual appropriations.

While the Department of Defense (DOD) provided a written response, it did not provide any cost information. DOD said

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<sup>1</sup>The Department of Agriculture and the National Aeronautics and Space Administration chose not to report to us.

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that it did not shut down over the Columbus Day weekend, and it was unable to provide information about the effects of a hypothetical 3-day shutdown because those effects cannot be determined except during an actual shutdown. Citing the need to protect national security, health, and safety, DOD said the Department would make a careful evaluation of the existing circumstances whenever a shutdown of the federal government occurs. The evaluation would take into account the status of U.S. forces around the world, as well as the need to maintain military readiness, and support deployed forces overseas. Further, DOD said the Secretary of Defense would consult with the President and seek the advice of military commanders before initiating a shutdown order.

To help put the accompanying data into some perspective, the following briefly describes the events associated with the lack of enactment of fiscal year 1991 funding legislation.

As of October 1, none of the appropriation bills for the executive, legislative, or judicial branches had been enacted. On October 1, a continuing resolution was enacted, providing agencies funds through October 5.<sup>2</sup> A new continuing resolution was enacted on October 9 that provided agencies funding until October 19. In the absence of a continuing resolution covering the 3 days of October 6-8, a weekend and a Monday holiday, Columbus Day, several agencies shut down operations or limited activities to only "essential" functions.

The problems of funding gaps are not new. For example, in the fall of 1984 neither regular appropriations nor a continuing resolution was passed by the start of the new fiscal year. Some federal agencies started closing nonessential activities and furloughing employees. In a March 1981 report,<sup>3</sup> we analyzed a funding hiatus for fiscal years 1980 and 1981 and provided an historical analysis of the problem.

The data provided by the agencies were prepared in a very short time frame (generally in less than 2 days). Thus, they can not be considered a complete story of the effects that

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<sup>2</sup>A second continuing resolution to provide funding through October 12, 1990, was vetoed by the President.

<sup>3</sup>Funding Gaps Jeopardize Federal Government Operations (PAD-81-31, March 3, 1981).

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delays in enactment of funding legislation would have on agencies' operations and delivery of program services to the public. When actual data were not available, we asked the agencies to estimate. Thus, the data, particularly concerning costs and savings, should often be viewed as preliminary estimates by the agencies. Further, we made no attempts to verify the data provided to us by the agencies, nor did we attempt to evaluate adherence to any of the laws, regulations, or policies governing agency operations in a funding lapse situation. In many cases, agencies did not complete all parts of the questionnaire and in some cases were not able to provide information for the entire department or agency.

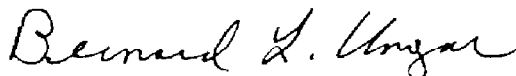
You should also consider that not all agencies rely on annual appropriation acts for all of their operating funds. Examples include certain activities in the Departments of Transportation and Energy, the General Services Administration, and the Government Printing Office. Employees in these agencies whose programs are funded by means other than annual appropriation acts were not subject to the funding lapses.

As arranged with the Subcommittee, unless you announce its contents earlier, we plan no further distribution until 30 days from the date of this report. At that time, we will send copies to the appropriate committees, the Director of the Office of Personnel Management, Director of the Office of Management and Budget, and the heads of the agencies included in our review. Copies will be made available to others upon request.

We would like to compliment and express our appreciation to the departments, agencies and organizations that responded to our request so quickly and well.

Please contact me at 275-5074 if you or your staff have any questions.

Sincerely yours,



Bernard L. Ungar  
Director, Federal Human  
Resource Management Issues

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#### ABBREVIATIONS

##### EXECUTIVE AGENCIES

Commerce	Department of Commerce
DOD	Department of Defense
Education	Department of Education
Energy	Department of Energy
EPA	Environmental Protection Agency
GSA	General Services Administration
HHS	Department of Health and Human Services
HUD	Department of Housing and Urban Development
Interior	Department of the Interior
Justice	Department of Justice
Labor	Department of Labor
OPM	Office of Personnel Management
State	Department of State
Treasury	Department of the Treasury
DOT	Department of Transportation
VA	Department of Veterans Affairs

##### LEGISLATIVE BRANCH

CBO	Congressional Budget Office
GAO	General Accounting Office
GPO	Government Printing Office
OTA	Office of Technology Assessment

#### NOTES

NR No response: The agency or department did not return the survey and did not submit any information.

NA The agency or department either: (1) failed to respond to a particular question, (2) responded by writing "unknown" or "unable to estimate," or (3) gave some other response that was not a quantity.

STATUS OF DEPARTMENT/AGENCY SHUTDOWN  
DURING THE COLUMBUS HOLIDAY WEEKEND

No agency shutdown	Partial agency shutdown	Complete shutdown
House of Representatives	Library of Congress	Environmental Protection Agency
Federal Courts	Dept. of Health and Human Services	Dept. of Labor
Dept. of Education	Dept. of Energy	Office of Personnel Management
Dept. of Commerce	Dept. of Interior	Dept. of Housing and Urban Development**
Dept. of Veterans Affairs	Government Printing Office	
Congressional Budget Office	Dept. of State	
General Services Administration		
Dept. of Transportation		
Dept. of Defense		
Dept. of Justice		
Dept. of Treasury		
Architect of the Capitol		
Office of Technology Assessment		
General Accounting Office		
U.S. Senate		

\*\*The Department of Housing and Urban Development's Office of Inspector General reported that it did not shutdown during the Columbus Holiday Weekend



## APPENDIX II

## APPENDIX II

NUMBER OF EMPLOYEES SENT HOME OR TOLD  
NOT TO REPORT TO WORK DURING  
THE COLUMBUS HOLIDAY WEEKEND

<u>Department/agency</u>	<u>Number of employees</u>		
	<u>Oct. 6</u>	<u>Oct. 7</u>	<u>Oct. 8</u>
EXECUTIVE BRANCH			
Agriculture	NR	NR	NR
Commerce	0	0	0
Defense	0	0	0
Education	0	0	0
Energy	0	0	0
Environmental Protection Agency	3	1	0
General Services Administration	0	0	0
Health and Human Services	3	3	3
Housing and Urban Development	0	0	0
Interior	2,826	2,870	2,779
Justice	0	0	0
Labor	1	0	0
National Aeronautics and Space Administration	NR	NR	NR
Office of Personnel Management	4	0	0

## APPENDIX II

## APPENDIX II

<u>Department/agency</u>	<u>Number of employees</u>		
	<u>Oct. 6</u>	<u>Oct. 7</u>	<u>Oct. 8</u>
State	0	0	0
Transportation	0	0	0
Treasury	0	0	0
Veterans Affairs	<u>0</u>	<u>0</u>	<u>0</u>
Subtotal	<u>2,837</u>	<u>2,874</u>	<u>2,782</u>
LEGISLATIVE BRANCH			
Architect of the Capitol	0	0	0
Congressional Budget Office	0	0	0
General Accounting Office	0	0	0
Government Printing Office	8	8	8
House of Representatives	0	0	0
Library of Congress	139	54	0
Office of Technology Assessment	0	0	0
U.S. Senate	<u>0</u>	<u>0</u>	<u>0</u>
Subtotal	<u>147</u>	<u>62</u>	<u>8</u>
JUDICIAL BRANCH			
Federal Courts	<u>0</u>	<u>0</u>	<u>0</u>
Total	<u>2,984</u>	<u>2,936</u>	<u>2,790</u>

## APPENDIX III

## APPENDIX III

NET SAVING/(COST) OF THE SHUTDOWN DURING THE  
COLUMBUS HOLIDAY WEEKEND

Department/ agency	Agency costs			Total	Assumed savings	Net saving/(cost)
	Lost revenue	Administrative costs	Salaries for hours worked (a)		Salaries for hours not worked (a)	
<b>EXECUTIVE BRANCH</b>						
Agriculture	NR	NR	NR	NR	NR	NR
Commerce	NA	NA	NA	NA	NA	NA
Defense	NA	NA	NA	NA	NA	NA
Education	NA	NA	NA	NA	NA	NA
Energy	NA	\$395,000	NA	\$395,000	NA	(\$395,000)
Environmental Protection Agency	\$324	0	\$42	366	\$282	(84)
General Services Administration	NA	NA	NA	NA	NA	NA
Health and Human Services	NA	200	0	200	1,074	874
Housing and Urban Development	0	0	0	0	0	0
Interior	802,500	214,700	122,086	1,139,386	823,763	(315,623)
Justice	NA	NA	NA	NA	NA	NA
Labor	NA	300,537	NA	300,537	69	(300,528)
National Aeronautics and Space Administration	NR	NR	NR	NR	NR	NR
Office of Personnel Management	NA	1,500	0	1,500	300	(1,200)
State	650,000	NA	NA	650,000	NA	(650,000)
Transportation	NA	NA	NA	NA	NA	NA
Treasury	NA	NA	NA	NA	NA	NA
Veterans Affairs	NA	NA	NA	NA	NA	NA
Subtotal	1,452,924	911,397	122,128	2,487,049	825,488	(1,661,561)

## APPENDIX III

## APPENDIX III

Department/ agency	Agency costs			Total	Assumed savings	Net savings/(cost)
	Lost revenue	Administrative costs	Salaries for hours worked (a)		Salaries for hours not worked (a)	
<b>LEGISLATIVE BRANCH</b>						
Architect of the Capitol	NA	NA	NA	NA	NA	NA
Congressional Budget Office	NA	NA	NA	NA	NA	NA
General Accounting Office	NA	NA	NA	NA	NA	NA
Government Printing Office	4,000	14,125	0	18,125	1,200	(16,925)
House of Representatives	NA	NA	NA	NA	NA	NA
Library of Congress	NA	NA	7,500	7,500	10,400	2,900
Office of Technology Assessment	NA	NA	NA	NA	NA	NA
U.S. Senate	NA	NA	NA	NA	NA	NA
Subtotal	4,000	14,125	7,500	25,625	11,600	(14,025)
<b>JUDICIAL BRANCH</b>						
Federal Courts	NA	NA	NA	NA	NA	NA
Total	\$1,456,324	\$926,122	\$129,628	\$2,512,674	\$837,088	(\$1,675,586)

## Notes:

(a) Salary figures used are for nonessential employees.

## APPENDIX IV

## APPENDIX IV

ADMINISTRATIVE COSTS OF THE SHUTDOWN  
DURING THE COLUMBUS HOLIDAY WEEKEND

Department/ agency	Developing shutdown plan	Personnel action processing	Discounts/ payments lost	Contractual delays	Other	Total
<b>EXECUTIVE BRANCH</b>						
Agriculture	NR	NR	NR	NR	NR	NR
Commerce	0	0	0	0	0	0
Defense	0	0	0	0	0	0
Education	0	0	0	0	0	0
Energy	\$395,000	0	0	0	0	\$395,000
Environmental Protection Agency	0	0	0	0	0	0
General Services Administration	0	0	0	0	0	0
Health and Human Services	100	\$100	0	0	0	200
Housing and Urban Development	0	0	0	0	0	0
Interior	204,700	10,000	0	0	0	214,700
Justice	0	0	0	0	0	0
Labor	300,000	597	0	0	0	300,597
National Aeronautics and Space Administration	NR	NR	NR	NR	NR	NR
Office of Personnel Management	1,500	0	0	0	0	1,500
State	0	0	0	0	0	0
Transportation	0	0	0	0	0	0
Treasury	0	0	0	0	0	0
Veterans Affairs	0	0	0	0	0	0
Subtotal	901,300	10,697	0	0	0	911,997

## APPENDIX IV

## APPENDIX IV

Department/ agency	Developing shutdown plan	Personnel action processing	Discounts/ payments lost	Contractual delays	Other	Total
<b>LEGISLATIVE BRANCH</b>						
Architect of the Capitol	0	0	0	0	0	0
Congressional Budget Office	0	0	0	0	0	0
General Accounting Office	0	0	0	0	0	0
Government Printing Office	14,000	125	0	0	0	14,125
House of Representatives	0	0	0	0	0	0
Library of Congress	0	0	0	0	0	0
Office of Technology Assessment	0	0	0	0	0	0
U.S. Senate	0	0	0	0	0	0
Subtotal	14,000	125	0	0	0	14,125
<b>JUDICIAL BRANCH</b>						
Federal Courts	0	0	0	0	0	0
Total	\$915,300	\$10,822	\$0	\$0	\$0	\$926,122

APPENDIX V

APPENDIX V

REPORTED DAILY DOLLAR COSTS/SAVINGS  
DURING THE COLUMBUS HOLIDAY WEEKEND

Department/agency	Salaries for hours worked by nonessential employees (assumed costs)				Salaries for hours not worked by nonessential employees (assumed savings) (a)			
	Oct. 6	Oct. 7	Oct. 8	Total	Oct. 6	Oct. 7	Oct. 8	Total
<b>EXECUTIVE BRANCH</b>								
Agriculture	NA	NA	NA	NA	NA	NA	NA	NA
Commerce	NA	NA	NA	NA	NA	NA	NA	NA
Defense	NA	NA	NA	NA	NA	NA	NA	NA
Education	NA	NA	NA	NA	NA	NA	NA	NA
Energy	NA	NA	NA	NA	NA	NA	NA	NA
Environmental Protection Agency	\$42	0	0	\$42	\$126	\$156	0	282
General Services Administration	NA	NA	NA	NA	NA	NA	NA	NA
Health and Human Services	0	0	0	0	350	350	350	1,074
Housing and Urban Development	0	0	0	0	0	0	0	0
Interior	\$16,226	\$3,145	\$2,715	22,086	206,905	314,764	\$302,091	823,763
Justice	NA	NA	NA	NA	NA	NA	NA	NA
Labor	0	0	0	0	69	0	0	69
National Aeronautics and Space Administration	NA	NA	NA	NA	NA	NA	NA	NA
Office of Personnel Management	0	0	0	0	300	0	0	300
State	NA	NA	NA	NA	NA	NA	NA	NA
Transportation	NA	NA	NA	NA	NA	NA	NA	NA
Treasury	NA	NA	NA	NA	NA	NA	NA	NA
Veterans Affairs	NA	NA	NA	NA	NA	NA	NA	NA
Subtotal	116,226	3,145	2,715	122,086	207,794	315,274	302,452	825,488

APPENDIX V

APPENDIX V

Department/agency	Salaries for hours worked by nonessential employees (assumed costs)				Salaries for hours not worked by nonessential employees (assumed savings) (a)			
	Oct. 6	Oct. 7	Oct. 8	Total	Oct. 6	Oct. 7	Oct. 8	Total
<b>LEGISLATIVE BRANCH</b>								
Architect of the Capitol	NA	NA	NA	NA	NA	NA	NA	NA
Congressional Budget Office	NA	NA	NA	NA	NA	NA	NA	NA
General Accounting Office	NA	NA	NA	NA	NA	NA	NA	NA
Government Printing Office	0	0	0	0	400	300	500	1,200
House of Representatives	NA	NA	NA	NA	NA	NA	NA	NA
Library of Congress	7,500	0	0	7,500	5,100	4,600	0	10,400
Office of Technology Assessment	NA	NA	NA	NA	NA	NA	NA	NA
U.S. Senate	NA	NA	NA	NA	NA	NA	NA	NA
Subtotal	7,500	0	0	7,500	6,200	4,900	500	11,600
<b>JUDICIAL BRANCH</b>								
Federal Courts	NA	NA	NA	NA	NA	NA	NA	NA
Total	\$123,768	\$3,145	\$2,715	\$129,628	\$213,958	\$320,178	\$302,952	\$837,088

(a) If these employees are paid for hours not worked, these salary payments would be a cost of the shutdown.



REPORTED TYPES AND EXTENT OF ADVERSE EFFECTS FROM  
SHUTDOWN DURING THE COLUMBUS HOLIDAY WEEKEND

<u>Department/ Agency</u>	<u>Extent of Employee Productivity Losses</u>	<u>Extent of Negative Recruitment Effects</u>	<u>Employee Inequities</u>	<u>Negative Program Effects</u>	<u>Other Adverse Effects</u>
<u>EXECUTIVE BRANCH</u>					
Commerce	Little/No	Same	No	No	No
DOD	No	No	No	No	No
Education	Some	Little/No	No	No	Yes
Energy	Little/No	Some	Yes	No	Yes
EPA	Moderate	Don't Know	Yes	Yes	Yes
GSA	Little/No	Some	No	No	No
HHS	Little/No	Little/No	No	No	Yes
HUD	Little/No	Little/No	No	No	No
Interior	Some	Little/No	Yes	Yes	Yes
Justice	Little/No	Moderate	No	No	Yes
Labor	Little/No	Some	No	No	Yes
OPM	Little/No	Little/No	No	No	No
State	Very Great	Very Great	No	No	Yes
DOT	Little/No	Little/No	No	No	No
Treasury	Moderate** to Little/No	Great Extent** to Little/No	Yes	Yes	Yes
VA	Little/No	Little/No	No	No	No

\*\* This represents the range of responses from the bureaus of the Treasury

## APPENDIX VI

## APPENDIX VI

<u>Department/ Agency</u>	<u>Extent of Employee Productivity Losses</u>	<u>Extent of Negative Recruitment Effects</u>	<u>Employee Inequities</u>	<u>Negative Program Effects</u>	<u>Other Adverse Effects</u>
<u>JUDICIARY BRANCH</u>					
Federal Courts	Little/No	Little/No	No	No	No
<u>LEGISLATIVE BRANCH</u>					
Senate	Little/No	Don't Know	No	No	No
House of Representa- tives	No	Don't Know	No	No	No
CBO	No	No	No	No	No
GAO	Little/No	Little/No	No	No	Yes
GPO	Moderate	Moderate	Yes	Yes	Yes
OTA	Little/No	Little/No	No	No	No
Library of Congress	Little/No	Little/No	Yes	Yes	Yes
Architect of the Capitol	Little/No	Little/No	No	No	No

NARRATIVE EXAMPLES OF ADVERSE EFFECTS  
REPORTED RESULTING FROM THE SHUTDOWN  
DURING THE COLUMBUS HOLIDAY WEEKEND

EXECUTIVE BRANCH

Department of Education: Employee confusion regarding pay. Delays in the preparation of end-of-year financial reports.

Department of Energy: Lowered employee morale. Adverse effect on agency's ability to recruit and retain employees, particularly in occupations where there are currently shortages. If legislation does not provide pay for affected employees, DOE might pay these employees from no-year accounts with unobligated carryover balances. In such a case, inequities might result in that only those employees performing essential services will be paid.

Environmental Protection Agency: Confusion about payment for emergency personnel involved in an emergency toxic spill in New York. Some lost time because of discussion and concern regarding pay. Some work in the emissions testing lab in Ann Arbor, MI, had to be rescheduled. Inequitable to those scheduled for regular work during the holiday.

Department of Health and Human Services: Employees suffered anxiety because of uncertainty over funding of agency operations and salaries.

Department of Housing and Urban Development: A number of impacts in the Inspector General's Office. Morale and productivity suffered. Also, disruption to audit and investigative efforts because 45 percent of staff are in travel status at all times. In addition, the Inspector General's Office was forced to reschedule a local trial in Michigan because a special agent was unavailable to testify. Had the trial continued, the case would have been lost and this employee may have been held in contempt.

Department of the Interior: National parks and visitor centers were closed. Local economies and revenue of concessionaires affected by closing of facilities to over 3 million members of the public. Inequitable to many of the lowest salaried workers performing visitor reception, maintenance, and custodial work because these workers typically work on weekends. Damage to employee morale, and deterioration of public perception about government services and competency.

Department of Justice: Productivity was affected by administrative staff time spent in preparing for furlough or shutting down operations; distributing information including formal notices to employees; and in responding to calls from employees. In addition, productivity was impacted by employee concerns about the prospect of loss of pay and time spent in discussions with supervisors regarding the ramifications of shutdown. The prospect of furlough has adversely impacted the agency's efforts to foster a positive image of its work, programs, and the value of federal services to employees and job candidates.

Department of Labor: Some negative impact on morale.

Department of State: The Department's senior level management is besieged by the endless number of scenarios possible due to a lapse of appropriations and a sequester under Gramm-Rudman-Hollings. The budget situation has created confusion and a loss of morale that is impossible to quantify. Losses in productivity are widespread due to attention potential furloughs and their impact have received in the media. The number of calls from employees concerning the loss of benefits has dramatically increased.

Department of the Treasury: Exacerbated the low morale of the workforce created by the current budget uncertainties. Loss of employee concentration to job responsibilities during the days before and after the Columbus Holiday Weekend. Inequitable to those employees performing essential functions who might have to file a claim to be paid. The Financial Management Service reported that it was fortunate that the shutdown occurred early in the month, because later in the month some excepted employees are scheduled to work to assure that Social Security Administration payments are made. The Office of the Inspector General reported that the shutdown made it difficult to meet the statutory reporting requirements for a semi-annual report, which is due to Congress every October, by precluding staff from working over the weekend toward its completion.

#### LEGISLATIVE BRANCH

General Accounting Office: Staff who were scheduled to travel the week following the Columbus Holiday Weekend, and had planned to leave over the holiday, had to change their travel plans. Those employees who were in travel status as of midnight, October 5, were told to begin making plans to return to their permanent duty stations in the event a funding measure was not passed over the weekend.

Government Printing Office: The production area suffered in that, although there was other printing and binding work which

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needed to be completed, only congressional printing work was performed during the Columbus Holiday Weekend. Also in this area, there were problems in the production flow. The Federal Register was not considered excepted and thereby could not be printed. Furlough paperwork had to be generated, printed, and distributed. In addition to the production area, the shutdown also resulted in delays in the maintenance and repair of machinery, procurement, and data being entered into the agency's ADP system.

In addition, an extensive amount of time was required by numerous offices in preparing for the shutdown. Several administrative offices had to spend an extensive amount of time preparing for the furlough and answering questions from management. Morale has been damaged, particularly among those employees of the Kansas City U.S. Government Bookstore who did not receive a salary for that time period. If these employees are entitled to apply for unemployment compensation under state law, any money the agency saves in salaries could be offset. Also, if these employees appeal the furlough to the U.S. Merit Systems Protection Board, the agency's cost of defending its action would also offset any money saved in salaries.

In terms of programmatic impacts, the Kansas City U.S. Government Bookstore was closed for three days. An estimated 140 public customers were not served. Inequitable to those scheduled for regular work during the Columbus Holiday Weekend.

Library of Congress: Lack of full weekend service to the public. From 1,000 to 1,500 researchers who ordinarily use the Library during the weekend were unable to. Inequitable to those scheduled for regular work during the Holiday.

## APPENDIX VIII

## APPENDIX VIII

ESTIMATED NUMBER OF EMPLOYEES TO BE  
FURLOUGHED DURING A SHUTDOWN OF 3  
CONSECUTIVE NONHOLIDAY WEEKDAYS

<u>Department/agency</u>	<u>Monday</u>	<u>Tuesday</u>	<u>Wednesday</u>
EXECUTIVE BRANCH			
Agriculture	NR	NR	NR
Commerce	1,294	1,294	1,294
Defense	NA	NA	NA
Education	4,648	4,648	4,648
Energy	549	549	549
Environmental Protection Agency	16,860	16,860	16,860
General Services Administration	11,722	11,722	11,722
Health and Human Services	86,770	86,770	86,770
Housing and Urban Development	13,700	13,700	13,700
Interior	64,425	49,679	64,493
Justice	17,544	17,544	17,544
Labor	13,588	13,588	13,588
National Aeronautics and Space Administration	NR	NR	NR
Office of Personnel Management	5,744	5,879	5,893

## APPENDIX VIII

## APPENDIX VIII

<u>Department/agency</u>	<u>Monday</u>	<u>Tuesday</u>	<u>Wednesday</u>
State	8,666	8,666	8,666
Transportation	18,000	18,000	18,000
Treasury	118,344	118,583	118,660
Veterans Affairs	<u>17,803</u>	<u>21,303</u>	<u>31,303</u>
Subtotal	<u>399,657</u>	<u>388,785</u>	<u>413,690</u>
LEGISLATIVE BRANCH			
Architect of the Capitol	NA	NA	NA
Congressional Budget Office	NA	NA	NA
General Accounting Office	NA	NA	NA
Government Printing Office	2,864	2,864	2,864
House of Representatives	NA	NA	NA
Library of Congress	NA	NA	NA
Office of Technology Assessment	193	193	193
U.S. Senate	<u>NA</u>	<u>NA</u>	<u>NA</u>
Subtotal	<u>3,057</u>	<u>3,057</u>	<u>3,057</u>
JUDICIAL BRANCH			
Federal Courts	<u>715</u>	<u>715</u>	<u>715</u>
Totals	<u>403,429</u>	<u>392,557</u>	<u>417,462</u>

## APPENDIX IX

## APPENDIX IX

ESTIMATED COSTS/SAVINGS OF A  
HYPOTHETICAL SHUTDOWN DURING 3  
CONSECUTIVE NONHOLIDAY WEEKDAYS

Department/agency	Agency costs				Assumed savings		Net Saving/(cost)
	Lost revenue	Administrative costs	Estimated salaries for hours picked (a)	Total	Estimated salaries for hours not worked (a) (b)		
<b>EXECUTIVE BRANCH</b>							
Agriculture	NR	NR	NR	NR	NR	NR	
Commerce	50	\$2,100,000	\$74,695	\$2,174,695	\$522,862		(\$1,651,833)
Defense	NA	NA	NA	0	NA		0
Education	2,500,000	3,513,600	26,343	6,039,943	2,439,564		(3,600,379)
Energy	0	19,000	40,000	58,000	281,000		223,000
Environmental Protection Agency	6,900,000	100,000	0	7,000,000	6,900,000		(100,000)
General Services Administration	NA	NA	764,861	764,861	5,353,672		4,588,811
Health and Human Services	0	30,000	18,286,000	18,316,000	26,864,000		8,548,000
Housing and Urban Development	11,000	NA	600,000	621,000	4,200,000		3,579,000
Interior	10,128,476	33,246,151	3,789,914	57,164,541	19,774,479		(47,390,062)
Justice	1,549,000	1,179,675	2,221,671	7,250,346	15,199,382		7,949,036
Labor	400,000	285,240	0	685,240	6,390,000		5,704,760



## APPENDIX IX

Department/agency	Agency costs				Assumed savings	
	Lost revenue	Administrative costs	Estimated salaries for hours worked (a)	Total	Estimated salaries for hours not worked (a) (b)	Net Saving/(cost)
National Aeronautics and Space Administration	NR	NR	NR	NR	NR	NR
Office of Personnel Management	123,308	37,500	770,000	930,808	1,893,000	962,192
State	650,000	NA	2,400,000	3,050,000	4,800,000	1,750,000
Transportation	0	NA	640,000	640,000	4,475,000	3,835,000
Treasury	420,054,000 (c)	161,070	10,525,326	430,740,396	38,112,027	(392,628,369)
Veterans Affairs	0	160,000	0	160,000	9,505,215	9,345,215
Subtotal	164,625,784	40,831,236	40,138,810	545,535,830	146,710,201	(398,885,629)
LEGISLATIVE BRANCH						
Architect of the Capitol	NA	NA	NA	NA	NA	NA
Congressional Budget Office	0	0	0	0	0	0
General Accounting Office	NA	NA	NA	NA	NA	NA
Government Printing Office	950,000	218,000	125,000	1,293,000	1,375,000	82,000
House of Representatives	NA	NA	NA	0	NA	0
Library of Congress	NA	NA	NA	NA	NA	NA
Office of Technology Assessment	0	0	114,300	114,300	26,670	(87,630)
U.S. Senate	NA	NA	NA	NA	NA	NA
Subtotal	950,000	218,000	239,300	1,407,300	1,401,670	(5,630)
JUDICIAL BRANCH						
Federal Courts	NA	NA	0	0	313,170	313,170
Total	\$465,575,784	\$41,049,236	\$40,378,110	\$547,003,130	\$148,425,041	(\$398,578,089)

- (a) Salaries are for nonessential employees.  
(b) If these employees are paid for hours not worked, these salary payments would be a cost of the shutdown.  
(c) May include deferred tax and bond revenue.

APPENDIX X

APPENDIX X

ESTIMATED ADMINISTRATIVE COSTS OF A  
HYPOTHETICAL SHUTDOWN DURING 3  
CONSECUTIVE NONHOLIDAY WEEKDAYS

Department/agency	Development shutdown plan, etc.	Personnel action processing	Discounts/ payments lost	Contractual delays	Other	Total
<b>EXECUTIVE BRANCH</b>						
Agriculture	NR	NR	NR	NR	NR	NR
Commerce	NA	SO	\$100,000	\$2,000,000	SO	\$2,100,000
Defense	NA	NA	NA	NA	NA	NA
Education	\$1,500	12,000	0	3,500,000	NA	3,513,500
Energy	18,000	(a)	0	0	0	18,000
Environmental Protection Agency	0	100,000	0	0	NA	100,000
General Services Administration	0	NA	NA	0	NA	0
Health and Human Services	NA	30,000	0	NA	0	30,000
Housing and Urban Development	NA	NA	0	0	NA	0
Interior	20,314,506	2,700,000	10,000,000	11,970	219,675	33,246,151
Justice	659,746	89,929	76,000	120,000	234,000	1,179,675
Labor	283,000	2,240	0	NA	NA	285,240
National Aeronautics and Space Administration	NR	NR	NR	NR	NR	NR
Office of Personnel Management	2,000	35,000	500	NA	0	37,500
State	NA	NA	NA	NA	NA	NA
Transportation	NA	NA	NA	NA	NA	NA

## APPENDIX X

## APPENDIX X

Department/agency	Development shutdown plan, etc.	Personnel action processing	Discounts/payments lost	Contractual delays	Other	Total
Treasury	48,315	22,755	1,000	89,000	0	161,070
Veterans Affairs	0	55,000	105,000	0	NA	160,000
Subtotal	21,327,157	3,046,924	10,282,500	5,720,970	453,675	40,831,236
<b>LEGISLATIVE BRANCH</b>						
Architect of the Capitol	NA	NA	NA	NA	NA	NA
Congressional Budget Office	NA	NA	NA	NA	NA	NA
General Accounting Office	NA	NA	NA	NA	NA	NA
Government Printing Office	41,000	52,000	125,000	0	0	218,000
House of Representatives	NA	NA	NA	NA	NA	NA
Library of Congress	NA	NA	NA	NA	NA	NA
Office of Technology Assessment	0	NA	0	0	0	0
U.S. Senate	NA	NA	NA	NA	NA	NA
Subtotal	41,000	52,000	125,000	0	0	218,000
<b>JUDICIAL BRANCH</b>						
Federal Courts	NA	NA	NA	NA	NA	NA
Total	\$21,368,167	\$3,098,924	\$10,407,500	\$5,720,970	\$453,675	\$41,049,236

a) Included in cost of developing plan.

APPENDIX XI

APPENDIX XI

ESTIMATED DAILY DOLLAR COSTS/SAVINGS  
OF A HYPOTHETICAL SHUTDOWN DURING 3  
CONSECUTIVE NONHOLIDAY WEEKDAYS

Department/Agency	Estimated salaries for hours worked (assumed costs) (a)				Estimated salaries for hours not worked (assumed savings) (a) (b)			
	Monday	Tuesday	Wednesday	Total	Monday	Tuesday	Wednesday	Total
<b>EXECUTIVE BRANCH</b>								
Agriculture	NR	NR	NR	NR	NR	NR	NR	NR
Commerce	\$74,495	0	0	\$74,495	\$124,491	\$199,185	\$199,185	\$522,861
Defense	NA	NA	NA	NA	NA	NA	NA	NA
Education	8,741	1,741	8,741	19,223	\$13,248	\$13,248	\$13,248	2,439,564
Energy	40,000	0	0	40,000	67,000	107,000	107,000	281,000
Environmental Protection Agency	0	0	0	0	2,300,000	2,300,000	2,300,000	6,900,000
General Services Administration	164,161	0	0	164,161	1,274,650	2,039,511	2,039,511	5,353,672
Health and Human Services	1,654,000	4,316,000	4,316,000	10,286,000	6,396,000	10,234,000	10,234,000	26,864,000
Housing and Urban Development	600,000	0	0	600,000	1,000,000	1,600,000	1,600,000	4,200,000
Interior	1,144,530	1,260,755	1,194,624	3,789,914	6,349,021	6,691,729	6,691,729	19,774,679
Justice	1,221,671	0	0	2,221,671	3,792,716	6,072,138	5,336,458	15,199,312
Labor	0	0	0	0	2,130,000	2,130,000	2,130,000	6,390,000
National Aeronautics and Space Administration	NR	NR	NR	NR	NR	NR	NR	NR
Office of Personnel Management	770,000	0	0	770,000	123,000	190,000	190,000	1,893,000
State	100,000	100,000	100,000	3,000,000	1,600,000	1,600,000	1,600,000	4,800,000

APPENDIX XI

APPENDIX XI

Department/Agency	Estimated salaries for hours worked (assumed costs) (a)				Estimated salaries for hours not worked (assumed savings) (a) (b)			
	Monday	Tuesday	Wednesday	Total	Monday	Tuesday	Wednesday	Total
Transportation	640,000	0	0	640,000	1,065,000	1,705,000	1,705,000	4,475,000
Treasury	1,939,326	1,000,120	985,870	10,525,326	7,662,425	15,217,622	15,211,900	18,112,957
Veterans Affairs	0	0	0	0	2,403,405	2,875,905	4,225,905	9,505,215
Subtotal	24,457,164	7,875,667	7,405,379	40,138,410	37,127,966	54,475,278	55,106,956	146,710,200
<b>LEGISLATIVE BRANCH</b>								
Architect of the Capitol	NA	NA	NA	NA	NA	NA	NA	NA
Congressional Budget Office	NA	NA	NA	NA	NA	NA	NA	NA
General Accounting Office	NA	NA	NA	NA	NA	NA	NA	NA
Government Printing Office	125,000	0	0	125,000	375,000	500,000	500,000	1,375,000
House of Representatives	NA	NA	NA	NA	NA	NA	NA	NA
Library of Congress	NA	NA	NA	NA	NA	NA	NA	NA
Office of Technology Assessment	11,100	11,100	11,100	111,300	26,670	0	0	26,670
U.S. Senate	NA	NA	NA	NA	NA	NA	NA	NA
Subtotal	153,100	11,100	11,100	239,300	401,670	500,000	500,000	1,401,670
<b>JUDICIAL BRANCH</b>								
Federal Courts	0	0	0	0	104,390	104,390	104,390	313,170
<b>TOTAL</b>	<b>24,610,264</b>	<b>7,886,767</b>	<b>7,416,479</b>	<b>40,378,110</b>	<b>37,529,636</b>	<b>54,975,278</b>	<b>55,607,956</b>	<b>148,111,840</b>

(a) Salaries are for nonessential employees.  
 (b) If these employees are paid for hours not worked, these salary payments would be a cost of the shutdown.

NARRATIVE EXAMPLES OF ADVERSE EFFECTS EXPECTED  
FROM SHUTDOWN DURING  
3 CONSECUTIVE NONHOLIDAY WEEKDAYS

EXECUTIVE BRANCH

Department of Commerce: Central departmental and personnel, legal, financial, and printing services would be disrupted. Employee morale and productivity would be lowered for an indeterminate period. Procurement, contracting services, and contract and grant award processing and billings would be delayed.

Department of Education: There would be lower employee morale and increased anxiety and stress. There would be loss of productivity, program delays, less accountability, and increased potential for fraud, waste, and abuse. There would also be defaulted loans and collections, delays in processing Department contracts, and an inability to meet Treasury deadlines for year-end financial reports.

Department of Energy: There would be lower employee morale making it more difficult to recruit and retain employees, particularly in shortage category occupations.

Environmental Protection Agency: All environmental protection services would be shut down.

General Services Administration: General deterioration of employee morale, decreased efficiency of operations, deleterious effects on recruitment and retention of highly-qualified employees, and additional administrative and reporting burden/costs.

Because many of GSA's missions are performed by personnel under revolving funds (not affected by lapse), program effects of shutdown are not immediate. Backlogs can be expected, however, in such nonexcepted activities as routine building operations, cleaning and maintenance, administrative services and operations, and basic program coordination and oversight.

Department of Health and Human Services: A severe loss of employee morale and significant anxiety among employees, a loss in productivity, and problems with the retention and recruitment of quality employees.

At the Food and Drug Administration, there would be no work on applications for new drugs and devices. Daily activities, such as examinations of food, drugs, and other regulated products and

inspection of blood banks, would be reduced to 20 percent of normal capacity.

At the Social Security Administration, offices would be open but with severely curtailed operations. No new applications for Social Security or Medicare eligibility would be taken or inquiries answered.

Within the Family Support Administration, there would be no authorization of services to any incoming refugees if they arrive in the United States during the shutdown period.

At the Office of Human Development Services, grant payments to states would be delayed for the duration of the shutdown.

Department of Housing and Urban Development: There would be significant morale and union problems, especially if pay were not retroactive. Staff would not be available to respond to policy and funding inquiries or perform project monitoring, and there would be delays in processing Federal Housing Administration single family insurance applications and reduced interest earnings by not collecting Federal Housing Administration and Government National Mortgage Association fees. Reduced interest earnings are offset by savings in interest payments by Treasury and Government National Mortgage Association losses would apply only if the shutdown were on the 15th or 20th of the month.

Department of the Interior: Overhead costs of shutdown, personnel and appeals actions, and adverse impact on recruitment and retention of employees may offset any savings from a short furlough. There would be a negative impact on the scope and span of inspections of the offshore drilling operations. Services to the Indian community would cease or be severely curtailed. This would include the closing of day schools. In addition, educators might sue the agency for breaking their contract. Crucial waterfowl population survey opportunities would be lost. There would be a disruption of ongoing laboratory experiments and field research operations causing irreparable damage to research and methodology findings. The hunter education program would be cancelled. Mine inspections, fee and penalty collections, and the issuance of surface mining permits would be suspended. The department fiscal yearend financial condition report would be delayed.

Department of Justice: There would be delays in trials, making determinations and adjudications on citizenship status under the immigration and nationality laws, rights of federal prisoners to release or parole, and an inability to supervise the federal parolee case load. In some cases the cost to the government would be increased by having to retain custody over individuals who would otherwise have been released and may subject the government to incurring the costs of additional litigation or

penalties associated with delayed release of prisoners or detainees.

Department of Labor: There would be substantial impact on the morale of the workforce because of the economic hardship it would cause. The negative impact on morale would in turn affect employee productivity. There would also be a negative impact on recruitment due to the image projected of the government as an employer.

Office of Personnel Management: In retirement and insurance programs, benefit payments will be continued but the majority of allied services, such as account maintenance, will be suspended. In career entry programs, all scheduled tests would need to be cancelled, including military recruits who are tested by OPM.

Department of the Treasury:

Within the Departmental offices (the operating office of the Secretary of the Treasury), policy making would be suspended for such functions as tax collections and public debt. In addition, economic data supplies to both the legislative and executive branches of government as well as to the domestic and international economic markets would be disrupted. Such a disruption would certainly have an intangible but deleterious effect on the economic markets both at home and abroad.

At the Internal Revenue Service, a shutdown would have a tremendous impact on employee morale and productivity and public relations, and cause a loss of public confidence in the agency. IRS would clearly experience adverse effects in the short term; however, it could probably recover in the long term. Any long-term furlough would seriously impact its ability to deliver the 1991 filing season.

At the Bureau of Public Debt, the agency would experience disruptions in the workplace, lowered productivity, distractions, and delays in projects and initiatives.

At the U.S. Mint, circulating coins would not be delivered to the Federal Reserve System by the Mint during a 3-day shutdown. Although Federal Reserve inventories are currently at satisfactory levels, any unforeseen additional coin needs by the Federal Reserve could not be met during the 3 days. While it is difficult to measure the effect on employee morale, motivation, and output, there definitely would be a loss of employee concentration to job responsibilities during a shutdown.

Department of Veterans Affairs: The morale of employees would be adversely affected. There would be some negative impact on recruitment and retention efforts and a general disruption of



workload from cancelled meetings, training sessions, and conferences.

With regard to the impact on veterans benefits, there would be unanswered telephone calls (approximately 37,000 per day) from veterans, cancelled interviews (approximately 5,000 per day) with veterans, delays in adjudication of claims, processing of loan guarantee applications and in processing payments, and a probable increase in overpayments due to delays in processing education adjustments.

With regard to the National Cemetery System, burials would not be scheduled or conducted for furlough days; in some cases this may force the purchase of a private burial plot by the families of the deceased veteran. Applications for headstones and markers would not be processed during the furlough, thus delaying the marking of graves. Backlogs would occur in the Presidential Memorial Certificate program. Disruptions of contract maintenance schedules would be experienced.

With regard to the Veterans Health Care and Research Administration, although health care activities would continue, the planning process involved in furloughs would detract from the primary mission of VA medical centers. Shutdown of research activities would jeopardize approximately 3,700 research programs. Continuity of research data would be lost, cell cultures could not be maintained properly, and sensitive equipment may be destroyed from improper maintenance. Lost data could interrupt research to such a degree that years of research could be wasted, with a long-term impact on patient care.

#### LEGISLATIVE BRANCH

Government Printing Office: There would be reduced employee morale. Work backlogs would result and the shutdown would prevent the maintenance and repair of machinery, affect library services, and prevent necessary data from being entered into the various computer systems. In preparing for a shutdown, an extensive amount of time would be required by many employees in numerous offices who would be unable to do their normal work. The recruitment of qualified individuals--already difficult--will be even more so if employees are furloughed. In addition, the retention of current employees would also be more difficult. Service to the public would deteriorate because U.S. government bookstores would be closed to the public, distribution of government publications to the depository and international exchange libraries would be suspended, and private businesses in the printing industry would not receive prompt payment from the government for work performed.

Office of Technology Assessment: Employee morale at all levels of experience would suffer, probably irreparably. Over the long term, recruitment and retention success would be impacted.

JUDICIAL BRANCH

The Judiciary would experience lower morale and a lower retention rate of personnel. Work would be delayed and work related to the shutdown would subsequently be performed at the expense of other requirements. There would be a loss of efficient adjudication of cases in the courts, a possible delay in the payroll to the courts, and a delay of contract activities underway.

## APPENDIX XIII

## APPENDIX XIII

NUMBER OF ESSENTIAL AND NONESSENTIAL  
EMPLOYEES BY AGENCY

<u>Department/agency</u>	<u>Number of nonessential employees</u>	<u>Number of essential employees</u>	<u>Total number of employees</u>
EXECUTIVE BRANCH			
Agriculture	NR	NR	NR
Commerce	29,539	6,222	35,761
Defense	NA	NA	NA
Education	4,613	35	4,648
Energy	549	155	704
Environmental Protection Agency	16,860	682	17,542
General Services Administration	11,722	8,606	20,328
Health and Human Services	86,770	40,439	127,209
Housing and Urban Development	13,700	0	13,700
Interior	60,029	11,478	71,507
Justice	14,485	63,235	77,720
Labor	13,588	4,726	18,314

## APPENDIX XIII

<u>Department/agency</u>	<u>Number of nonessential employees</u>	<u>Number of essential employees</u>	<u>Total number of employees</u>
National Aeronautics and Space Administration	NR	NR	NR
Office of Personnel Management	5,893	743	6,636
State	NA	NA	NA
Transportation (does not include US Coast Guard)	18,201	42,624	66,081
Treasury (does not include IRS data)	6,757	21,399	28,156
Veterans Affairs	<u>31,303</u>	<u>213,897</u>	<u>245,200</u>
Subtotal	<u>314,009</u>	<u>414,241</u>	<u>733,506</u>

## LEGISLATIVE BRANCH

Architect of the Capitol	1,761	336	2,097
Congressional Budget Office	NA	NA	NA
General Accounting Office	NA	NA	NA
Government Printing Office	2,864	2,174	5,038
House of Representatives	NA	NA	NA
Library of Congress	NA	NA	NA
Office of Technology Assessment	193	0	193

APPENDIX XIII

APPENDIX XIII

<u>Department/agency</u>	<u>Number of nonessential employees</u>	<u>Number of essential employees</u>	<u>Total number of employees</u>
U.S. Senate	<u>NA</u>	<u>NA</u>	<u>NA</u>
Subtotal	<u>4,818</u>	<u>2,510</u>	<u>7,328</u>
JUDICIAL BRANCH			
Federal Courts	<u>714</u>	<u>105</u>	<u>819</u>
TOTAL	<u>319,541</u>	<u>416,856</u>	<u>741,653</u>