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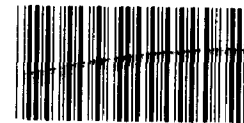
BY THE U.S. GENERAL ACCOUNTING OFFICE

**Report To The Chairman
Committee On Appropriations
United States Senate**

**Costs Associated With Former Presidents
And Their Dependents**

The Senate Appropriations Committee requested GAO to examine and analyze federal expenditures associated with former presidents of the United States and their dependents. This report discusses former presidents' costs for fiscal years 1975 through 1984.

Former presidents are eligible for various benefits, including pensions, staff allowances, office space and expenses, Secret Service protection, and other associated items such as the establishment of presidential libraries. Spouses and minor children of former presidents are eligible for Secret Service protection. Surviving spouses are eligible for pensions, free postage, and Secret Service protection. For fiscal year 1984, total costs associated with former presidents were about \$26 million.



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**UNITED STATES GENERAL ACCOUNTING OFFICE
WASHINGTON, D.C. 20548**

**GENERAL GOVERNMENT
DIVISION**

B-158195

The Honorable Mark O. Hatfield
Chairman, Committee on Appropriations
United States Senate

Dear Mr. Chairman:

The Appropriations Committee report on S. 2853, Treasury, Postal Service, and General Government Appropriation Bill, 1985, (S. Rep. No. 98-562, Jul. 17, 1984) requested the General Accounting Office to examine and analyze federal expenditures associated with former presidents of the United States and their dependents. We have reviewed the costs associated with former presidents and their dependents for fiscal years 1975 through 1984. During this period, the total yearly cost increased from about \$6.9 million for fiscal year 1975 to about \$26 million for fiscal year 1984.

In conducting our review, we identified the laws authorizing the expenditure of federal funds for former presidents and their dependents; and examined and analyzed data maintained by the General Services Administration, United States Secret Service, and National Archives and Records Administration. We did not attempt to verify or trace to source documents the cost data obtained.

AUTHORIZING LEGISLATION

Three laws are the primary source of authority to expend federal funds for former presidents and their dependents. These laws are Public Law 85-745 (the Former Presidents Act), Public Law 87-829 (legislation authorizing Secret Service protection for former presidents), and Public Law 84-373 (the Presidential Libraries Act).

Through the first two of these laws, former presidents are eligible for pensions, staff allowances, office space and expenses, free mailing privileges, travel expenses, and lifetime 24-hour-a-day personal protection by the U.S. Secret Service. A former president's spouse and minor children, until they reach their 16th birthday, are authorized protection. Surviving spouses are eligible for a pension, free mailing privileges, and lifetime 24-hour-a-day protection.

Another expenditure associated with former presidents, and sometimes referred to as a benefit, is the establishment of presidential libraries. Presidential library buildings are donated to and thereafter operated by the government. These buildings house and display documents, material, and artifacts associated with a particular former president. The Presidential Library System currently consists of seven libraries (Hoover, Roosevelt, Truman, Eisenhower, Kennedy, Johnson, and Ford). Three additional libraries could be added during the next 10 years: The Carter Library is under construction, and the Nixon and Reagan libraries are being developed.

INCREASE IN EXPENDITURES

Since fiscal year 1975, total costs associated with former presidents have increased by 278 percent. This increase has been caused primarily by (1) increases in the number of recipients and operational libraries; (2) increases in some allowances, such as the pension; and (3) inflation. During fiscal year 1984, the aggregate costs were about \$26 million. In comparison, fiscal year 1975 costs were about \$6.9 million. Table 1.1 compares the former presidents' costs for fiscal years 1975 and 1984 under these three categories.

Table 1.1

Comparison of Costs Associated with Former Presidents for Fiscal Years 1975 and 1984

<u>Category</u>	<u>Fiscal Year 1975</u>		<u>Fiscal Year 1984</u>		<u>Pct. growth above inflation</u>
	<u>Cost</u>	<u>Pct.</u>	<u>Cost</u>	<u>Pct.</u>	
Former Presidents Act	\$ 158,368	2.3%	\$ 1,075,176	4.1%	466%
Secret Service Protection	2,173,500	31.6%	10,547,659	40.6%	272%
Presidential Libraries Act	<u>4,542,000</u>	<u>66.1%</u>	<u>14,350,000</u>	<u>55.3%</u>	103%
Total	<u>\$6,873,868</u>	<u>100.0%</u>	<u>\$25,972,835</u>	<u>100.0%</u>	165%

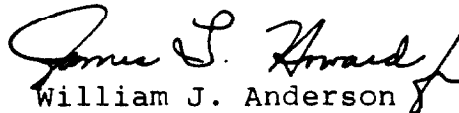
The fiscal year 1975 costs are attributable to only one former president and his wife, three widows, one minor child, and the operation of six presidential libraries. The fiscal year 1984 costs are for three former presidents and their wives, one widow, seven presidential libraries, and storage of presidential papers and materials of two former presidents

awaiting libraries. Also, during the 10-year period, the amounts provided for some benefits were substantially increased. For example, in fiscal year 1975, the former presidents' pension allowance was \$60,000. In the intervening years, the allowance has increased as federal employees' salaries have risen. In fiscal year 1984, the former presidents' pension allowance was raised to \$83,300. Further, inflation as measured by the increase in the Consumer Price Index was about 113 percent during this period. Therefore, cost growth after accounting for inflation was about 165 percent.

The appendix discusses the types of benefits and other costs associated with former presidents, their wives, widows, and minor children and provides detailed information for the three major cost categories summarized above. As you requested, we did not obtain agency comments on the contents of this report, but we discussed the data obtained with agency officials.

We trust that this information is responsive to your needs. If we can be of further assistance, please let us know. As arranged with your office, we are sending copies of this report to the Senate Committee on Governmental Affairs; House Committee on Appropriations; House Committee on Government Operations; Director, Office of Management and Budget; Administrator of General Services; Director, United States Secret Service; and the Archivist of the United States. Copies will also be made available to other interested parties who request them.

Sincerely yours,


William J. Anderson
Director

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COSTS
ASSOCIATED WITH FORMER PRESIDENTS
AND THEIR DEPENDENTS

INTRODUCTION

Under the Former Presidents Act, "a former president" refers to an individual who shall have held (but no longer holds) the office of President of the United States, and whose service in such office shall have been terminated other than by removal pursuant to section 4, article II, of the Constitution.¹ The cited section provides for the removal of a president from office subsequent to the impeachment for and conviction of treason, bribery, or other high crimes and misdemeanors.

Before 1958, presidents leaving office had to rely upon their own financial resources to support themselves. The only federal benefits they received were those derived from service as a career federal employee, their tenure in the Congress, time spent in the military, or social security. Because of the economic plight of some former presidents, which was partly due to expenditures on their part associated with being a former United States President and the Congress' desire that former presidents live a dignified retired life, the Former Presidents Act² was enacted in 1958. This law, among other things, established a pension for retiring presidents.

Expenditures associated with former presidents result primarily from three laws--the Former Presidents Act (P.L. 85-745, 72 Stat. 838); the Presidential Libraries Act (P.L. 84-373, 69 Stat. 695); and Public Law 87-829 (76 Stat. 956), which established Secret Service protection for former presidents. These laws, in total, make available to former presidents the following items: a presidential pension, office space, a staff allowance, an allowance for office expenses including free postage, a travel allowance, lifetime 24-hour-a-day protection by the U.S. Secret Service, and the establishment of presidential libraries. As shown in table I.16, during fiscal year 1984, the aggregate cost for all these items was \$25,972,835.

This report discusses the expenditures associated with former presidents, their wives, widows, and minor children for fiscal years 1975 through 1984 that have resulted from the enactment of the above three laws.

OBJECTIVES, SCOPE AND METHODOLOGY

The Senate Committee on Appropriations' report on S. 2853, Treasury, Postal Service, and General Government Appropriation Bill, 1985, (S. Rep. No. 98-562, Jul. 17, 1984) requested the General Accounting Office to examine and analyze federal

¹Public Law 85-745(f), 3 U.S.C. 102, note.

²public Law 85-745.

expenditures associated with former presidents of the United States and their dependents. In response to the Committee's request, we obtained and analyzed appropriations and obligation/expenditure cost data associated with the Former Presidents Act, the Presidential Libraries Act, and protection provided by the U.S. Secret Service for fiscal years 1975 through 1984. The word "cost" used here and elsewhere in this report is an umbrella term covering both obligations and expenditures since expenditure data were not always available.

Our review was limited to examining and analyzing data maintained at the General Services Administration (GSA) (Former Presidents Act), National Archives and Records Administration (NARA) (Presidential Libraries Act), and U.S. Secret Service (protection) in Washington, D.C. As requested, we did not obtain agency comments regarding the contents of this report. However, we did discuss the data obtained with appropriate agency officials.

FORMER PRESIDENTS ACT

The Former Presidents Act, enacted in August 1958, established a \$25,000 annual pension, a \$10,000 widows pension, the right to a furnished and equipped office at any place specified by the former president, an office staff allowance not to exceed \$50,000 annually, and free postage for the former president. The act has since been amended and several of the benefits substantially increased. For example, in fiscal year 1975, the former presidents' pension allowance was \$60,000. In the intervening years, the allowance has increased as federal employees' salaries have risen. The allowance is equal to the annual rate of base pay of the head of a federal executive department. In fiscal year 1984, the former presidents' pension allowance was raised to \$83,300.

The presidential pension begins upon leaving office at noon on January 20. All other provisions of the act become effective 6 months later. During this intervening period, \$1,000,000 in funds are available under the Presidential Transition Act (78 Stat. 153) for use by the former president. These funds are used to pay for the expenses involved with winding up the affairs of his/her office, such as office space and equipment, staff salaries, travel expenses, communications, and postal fees.

Fiscal year 1984 Former Presidents Act obligations for the present three former presidents--Nixon, Ford, and Carter--and Mrs. Johnson, former president Johnson's widow, were \$1,075,176. Tables I.1, I.2, and I.3 show obligations and appropriations under this act from fiscal year 1975 through fiscal year 1984. Brief discussions of each benefit item are provided following table I.3 and detailed financial information is presented in tables I.4 through I.7.

Table I.1

Amounts Appropriated and Obligated
Under the Former Presidents Act
Fiscal Years 1975-84

<u>Fiscal year</u>	<u>Former presidents</u>	<u>Widows</u>	<u>Total</u>
<u>1975</u>			
Appropriations	\$ 100,000	\$60,000	\$ 160,000
Obligations	98,368	60,000	158,368
<u>1976^a</u>			
Appropriations	210,000	65,000	275,000
Obligations	190,774	63,558	254,332
<u>1977</u>			
Appropriations	325,000	65,000	390,000
Obligations	316,168	62,581	378,749
<u>1978</u>			
Appropriations	606,000	65,000	671,000
Obligations	590,002	61,963	651,965
<u>1979</u>			
Appropriations	706,000	65,000	771,000
Obligations	660,659	60,000	720,659
<u>1980</u>			
Appropriations	712,500	65,000	777,500
Obligations	693,394	46,401	739,795
<u>1981</u>			
Appropriations	770,000	45,000	815,000
Obligations	676,125	42,200	718,325
<u>1982</u>			
Appropriations	1,017,000	45,000	1,062,000
Obligations	979,405	45,000	1,024,405
<u>1983</u>			
Appropriations	1,083,500	22,500	1,106,000
Obligations	1,006,420	22,400	1,028,820
<u>1984</u>			
Appropriations	1,148,500	22,500	1,171,000
Obligations	1,052,276	22,900	1,075,176

^aIncludes transition quarter that changed the fiscal year from a July through June time period to an October through September period. All other tables in this report containing fiscal year 1976 data also include the transition quarter.

Table I.2

Amounts Appropriated and Obligated
Under the Former Presidents Act
By Former Presidents
Fiscal Years 1975-84

<u>Fiscal year</u>	<u>President Nixon</u>	<u>President Ford</u>	<u>President Carter</u>	<u>Total</u>
<u>FY 1975</u>				
Appropriations	\$100,000	-	-	\$100,000
Obligations	98,368	-	-	98,368
<u>FY 1976</u>				
Appropriations	210,000	-	-	210,000
Obligations	190,774	-	-	190,774
<u>FY 1977</u>				
Appropriations	218,000	\$107,000	-	325,000
Obligations	215,923	100,245	-	316,168
<u>FY 1978</u>				
Appropriations	235,000	371,000	-	606,000
Obligations	229,323	360,679	-	590,002
<u>FY 1979</u>				
Appropriations	303,000	403,000	-	706,000
Obligations	282,990	377,707	-	660,697
<u>FY 1980</u>				
Appropriations	332,500	380,000	-	712,500
Obligations	318,213	375,181	-	693,394
<u>FY 1981</u>				
Appropriations	334,000	329,000	\$107,000	770,000
Obligations	300,418	323,390	52,317	676,125
<u>FY 1982</u>				
Appropriations	325,000	318,000	374,000	1,017,000
Obligations	311,313	296,188	371,904	979,405
<u>FY 1983</u>				
Appropriations	353,000	334,500	396,000	1,083,500
Obligations	291,868	331,184	383,368	1,006,420
<u>FY 1984</u>				
Appropriations	372,066	368,967	407,467	1,148,500
Obligations	327,965	360,807	363,504	1,052,276

Table I.3

Amounts Appropriated and Obligated
Under the Former Presidents Act
By Former Presidents' Widows
Fiscal Years 1975-84

<u>Fiscal year</u>	<u>Mrs. Johnson</u>	<u>Mrs. Truman</u>	<u>Mrs. Eisenhower</u>	<u>Widows' postage</u>	<u>Total</u>
<u>FY 1975</u>					
Appropriations	\$20,000	\$20,000	\$20,000	-	\$60,000
Obligations	20,000	20,000	20,000	-	60,000
<u>FY 1976</u>					
Appropriations	20,000	20,000	20,000	\$5,000	65,000
Obligations	20,000	20,000	20,000	3,558	63,558
<u>FY 1977</u>					
Appropriations	20,000	20,000	20,000	5,000	65,000
Obligations	20,000	20,000	20,000	2,581	62,581
<u>FY 1978</u>					
Appropriations	20,000	20,000	20,000	5,000	65,000
Obligations	20,000	20,000	20,000	1,963	61,963
<u>FY 1979</u>					
Appropriations	20,000	20,000	20,000	5,000	65,000
Obligations	20,000	20,000	20,000	-	60,000
<u>FY 1980</u>					
Appropriations	20,000	20,000	20,000	5,000	65,000
Obligations	20,000	20,000	2,000	4,401	46,401
<u>FY 1981</u>					
Appropriations	20,000	20,000	-	5,000	45,000
Obligations	20,000	20,000	-	2,200	42,200
<u>FY 1982</u>					
Appropriations	20,000	20,000	-	5,000	45,000
Obligations	20,000	20,000	-	5,000	45,000
<u>FY 1983</u>					
Appropriations	20,000	-	-	2,500	22,500
Obligations	20,000	-	-	2,400	22,400
<u>FY 1984</u>					
Appropriations	20,000	-	-	2,500	22,500
Obligations	20,000	-	-	2,900	22,900

Pensions

A former president receives an annual retirement allowance equal to the annual rate of base pay of the head of a federal executive department. As of January 1, 1985, it was \$86,200. The widow's pension is not based on the former president's pension but is a set amount--currently \$20,000 per year. The formula establishing the former presidents' pension amount and the \$20,000 widows' pension were established in 1971.

Office staff allowance

GSA provides an allowance to each former president for office staff salaries. The staff members are selected by the former president and are responsible only to him/her. Individuals appointed to these positions are entitled to the same employment benefits available to federal employees, such as retirement and health insurance. The total salary for each office staff cannot exceed \$150,000 per year for the first 30 months of eligibility under the act and \$96,000 per year thereafter. The annual rate of pay to any staff person cannot exceed the highest annual rate of base pay for Level II of the Federal Executive Schedule--currently \$75,100. The \$150,000 limitation was established in 1977 and the \$96,000 limitation in 1970.

Upon the death of the former president, the surviving spouse is allowed continued use of the office and staff for a reasonable period of time to allow for the orderly closing of the office. GSA officials consider 3 months as reasonable. Thereafter, only a postal allowance continues.

Office space and expenses allowance

GSA provides equipped and furnished office space to each former president at any place within the United States specified by the former president. GSA also provides the funds for office expenses, such as telephones and supplies. There are no specific legislative guidelines regarding the type and level of funding for this item. GSA reasons that since the former presidents' pension equals that of the pay of a cabinet officer, the same principle should apply for other expenditures. Thus, in terms of quantity, quality, and total dollar amounts provided for office space, equipment, and supplies, GSA applies the cabinet-level office standard. During fiscal year 1984, the average cost for each of the three former presidents in this category was \$146,116.

Travel expenses allowance

The Former Presidents Act does not mention travel as an authorized expense, but the fiscal year 1969 supplemental appropriations act stated that a former president and no more

than two members of the staff were authorized thereafter to use Former President Act funds to pay travel expenses. GSA has interpreted this limitation to mean no more than two staff members may travel at one time. During fiscal year 1984, the average travel expense for each former president was \$11,733.

Postage expense allowance

The Former Presidents Act entitled each former president to send "within the United States and its Territories and possessions free of postage all mail sent by him under his written autograph signature." In 1960, this benefit was repealed. Subsequent postal legislation, however, allows a former president and the surviving spouse of a former president to send free nonpolitical mail. The GSA appropriations earmarked for former presidents are used to pay this expense. During fiscal year 1984, the average postage expense for each of the three former presidents was \$9,449. Mrs. Johnson's postage expense was \$2,900.

Office of Former Presidents 716 Jackson Place - Washington, D.C.

In 1969, a historic Victorian townhouse at 716 Jackson Place, Washington, D.C., was set aside for exclusive use by former presidents when visiting the Nation's capital. The townhouse has about 2,240 square feet and is located about one block from the White House. Built in the late 1860s, it was acquired by the federal government in 1957. It has conference and dining facilities, an office area, and a small kitchenette on the first floor; living and sleeping areas are on the upper two floors.

Since fiscal year 1980, this house has been used by former presidents for a total of 34 days. Former President Nixon has not used it, former President Ford has used it 21 days, and former President Carter 13 days. GSA has divided the user charge for this house (FY 84--\$31,322; FY 85--\$64,000) equally between the three former presidents, including it in their rent expense. For fiscal year 1986, this expense appears as a separate item. Fiscal year 1984 was the first year that the user charge was charged to the former presidents' appropriation. Prior to that time no charge was collected.

GSA regulations require, unless exempted by the Administrator of General Services, that a standard level user charge which approximates commercial charges for comparable space and services be charged for space and related services furnished by GSA. Before fiscal year 1981, the Administrator exempted the Jackson Place office/residence from the user charge. This exemption was based on the Administrator's authority to exempt the charge when it is deemed infeasible or impracticable to charge for the space. In 1981, as a result of

congressional interest, the exemption was ended and the White House was billed for the space. GSA elected to bill the White House because the space was only available to former presidents. White House officials appealed the decision, and in 1982, GSA agreed to absorb the charge in its former presidents account.

Tables I.4 through I.7 present detailed information on obligations incurred under the Former Presidents Act for selected fiscal years.

Table I.4

Costs Under the Former Presidents Act
By Cost Category
Fiscal Years 1982-84

	<u>FY 84</u>	<u>FY 83</u>	<u>FY 82</u>
<u>Pensions</u>	\$ <u>267,314</u>	\$ <u>253,583</u>	\$ <u>248,890</u>
<u>Office staff</u>			
Personnel compensation	\$ 294,743	\$ 332,665	\$ 326,991
Personnel benefits	43,973	39,370	34,118
Subtotal	\$ <u>338,716</u>	\$ <u>372,035</u>	\$ <u>361,109</u>
<u>Office</u>			
Office rent	\$ 232,836 ^a	\$ 184,828	\$ 181,138
Motor pool	2,548	2,779	8,689
Transportation of things	1,467	517	271
Equipment rental/depreciation	26,403	3,226	5,548
Telephone	72,574	92,608	107,739
Printing	11,042	12,321	12,343
Other services	22,125	20,700	11,499
Supplies and materials	13,731	21,113	15,129
Equipment	<u>21,441</u>	<u>1,833</u>	<u>170</u>
Subtotal	\$ <u>404,167</u>	\$ <u>339,925</u>	\$ <u>342,526</u>
<u>Travel</u>	\$ <u>33,732</u>	\$ <u>39,048</u>	\$ <u>51,875</u>
<u>Postal</u>	\$ <u>31,247</u>	\$ <u>24,228</u>	\$ <u>20,005</u>
<u>Total</u>	\$ <u>1,075,176</u>	\$ <u>1,028,819</u>	\$ <u>1,024,405</u>
 Appropriation	 \$1,171,000	 \$1,106,000	 \$1,062,000

^aIncluded first-time charge of \$31,322 for former presidents' office/residence located in Washington, D.C.

Table I.5

Costs Under The Former Presidents Act
By Cost Category
By Former Presidents and Widow
FY 1984

	<u>Nixon</u>	<u>Ford</u>	<u>Carter</u>	<u>Mrs. Johnson</u>
<u>Pensions</u>	\$ <u>82,438</u>	\$ <u>82,438</u>	\$ <u>82,438</u>	\$ <u>20,000</u>
<u>Office staff</u>				
Personnel compensation	\$ 87,552	\$ 94,896	\$112,295	-0-
Personnel benefits	<u>13,287</u>	<u>15,291</u>	<u>15,395</u>	<u>-0-</u>
Subtotal	<u>\$100,839</u>	<u>\$110,187</u>	<u>\$127,690</u>	<u>-0-</u>
<u>Office</u>				
Office rent	86,420 ^a	66,706 ^a	79,710 ^a	-0-
Motor pool	-0-	-0-	2,548	-0-
Transportation of things	934	429	104	-0-
Equipment rental/depreciation	6,763	14,400	5,240	-0-
Telephone	20,704	30,281	21,589	-0-
Printing	2,391	-0-	8,651	-0-
Other services	2,635	4,189	15,301	-0-
Supplies and materials	4,274	7,061	2,396	-0-
Equipment	<u>-0-</u>	<u>14,441</u>	<u>7,000</u>	<u>-0-</u>
Subtotal	<u>\$124,121</u>	<u>\$137,507</u>	<u>\$142,539</u>	<u>-0-</u>
<u>Travel</u>	\$ <u>11,470</u>	\$ <u>21,075</u>	\$ <u>1,187</u>	<u>-0-</u>
<u>Postal</u>	\$ <u>9,097</u>	\$ <u>9,600</u>	\$ <u>9,650</u>	<u>2,900</u>
<u>Total</u>	<u>\$327,965</u>	<u>\$360,807</u>	<u>\$363,504</u>	<u>\$22,900</u>
 Appropriation	 \$372,066	 \$368,967	 \$407,467	 \$22,500

^aIncludes one-third cost (\$10,441) of former presidents' office/residence in Washington, D.C.

Table I.6

Costs Under the Former Presidents Act
By Cost Category
By Former Presidents and Widow
FY 1983

	<u>Nixon</u>	<u>Ford</u>	<u>Carter</u>	<u>Mrs. Johnson</u>
<u>Pensions</u>	\$ <u>77,861</u>	\$ <u>77,861</u>	\$ <u>77,861</u>	\$ <u>20,000</u>
<u>Office staff</u>				
Personnel compensation	\$ 88,980	\$ 95,516	\$148,169	-0-
Personnel benefits	<u>10,236</u>	<u>12,243</u>	<u>16,891</u>	<u>-0-</u>
Subtotal	\$ <u>99,216</u>	\$ <u>107,759</u>	\$ <u>165,060</u>	\$ <u>-0-</u>
<u>Office</u>				
Office rent	66,206	55,698	62,924	-0-
Motor pool	-0-	-0-	2,779	-0-
Transportation of things	62	256	199	-0-
Equipment rental/depreciation	2,016	708	502	-0-
Telephone	25,763	40,036	26,809	-0-
Printing	3,983	-0-	8,338	-0-
Other services	1,187	3,515	15,998	-0-
Supplies and materials	5,674	8,462	6,977	-0-
Equipment	<u>-0-</u>	<u>-0-</u>	<u>1,833</u>	<u>-0-</u>
Subtotal	\$ <u>104,891</u>	\$ <u>108,675</u>	\$ <u>126,359</u>	<u>-0-</u>
<u>Travel</u>	\$ <u>6,139</u>	\$ <u>28,089</u>	\$ <u>4,820</u>	<u>-0-</u>
<u>Postal</u>	\$ <u>3,761</u>	\$ <u>8,800</u>	\$ <u>9,267</u>	\$ <u>2,400</u>
<u>Total</u>	\$ <u>291,868</u>	\$ <u>331,184</u>	\$ <u>383,367</u>	\$ <u>22,400</u>
<u>Appropriation</u>	\$353,000	\$334,500	\$396,000	\$22,500

Table I.7

Costs Under the Former Presidents Act
By Cost Category
By Former Presidents and Widows
FY 1982

	<u>Nixon</u>	<u>Ford</u>	<u>Carter</u>	<u>Mrs. Truman Mrs. Johnson</u>
<u>Pensions</u>	\$ <u>69,630</u>	\$ <u>69,630</u>	\$ <u>69,630</u>	\$ <u>40,000</u>
 <u>Office staff</u>				
Personnel compensation	\$ 90,076	\$ 87,187	\$ 149,728	-0-
Personnel benefits	<u>8,856</u>	<u>10,730</u>	<u>14,532</u>	<u>-0-</u>
Subtotal	\$ <u>98,932</u>	\$ <u>97,917</u>	\$ <u>164,260</u>	<u>-0-</u>
 <u>Office</u>				
Office rent	\$ 62,651	\$ 55,698	\$ 62,789	-0-
Motor pool	-0-	-0-	8,689	-0-
Transportation of things	22	240	9	-0-
Equipment rental/operation	4,163	1,105	280	-0-
Telephone	42,146	34,549	31,044	-0-
Printing	4,703	-0-	7,640	-0-
Other services	784	5,242	5,473	-0-
Supplies and materials	6,056	4,026	5,047	-0-
Equipment	<u>-0-</u>	<u>170</u>	<u>-0-</u>	<u>-0-</u>
Subtotal	\$ <u>120,525</u>	\$ <u>101,030</u>	\$ <u>120,971</u>	<u>-0-</u>
<u>Travel</u>	\$ <u>19,770</u>	\$ <u>25,111</u>	\$ <u>6,994</u>	<u>-0-</u>
<u>Postal</u>	\$ <u>2,456</u>	\$ <u>2,500</u>	\$ <u>10,049</u>	\$ <u>5,000</u>
<u>Total</u>	\$ <u>311,313</u>	\$ <u>296,188</u>	\$ <u>371,904</u>	\$ <u>45,000</u>
 Appropriation	\$ 325,000	\$ 318,000	\$ 374,000	\$ 45,000

SECRET SERVICE PROTECTION

In 1962, Congress enacted legislation which directed the U.S. Secret Service to provide protection to a former president, at his request, for a reasonable period after he left office. That law has since been amended and the Secret Service is now directed, under 18 U.S.C. 3056, to provide protection to a former president and spouse during the president's lifetime, the widow of a former president until his/her death or remarriage, and the president's minor children until they reach their 16th birthday, unless such protection is declined. During fiscal year 1984, the cost of Secret Service protection was \$10,547,659. On March 7, 1985, former President Nixon initiated the procedure required to terminate his Secret Service protection.

Tables I.8 and I.9 show the total cost of Secret Service protection and list former presidents, their wives, widows, and dependent children who received protection during fiscal years 1975 to 1984. For security reasons, only total yearly costs are shown.

Table I.8Cost of Secret Service Protection of
Former Presidents and Families
Fiscal Years 1975-84

FY 1975	\$ 2,173,500
FY 1976	4,076,542
FY 1977	5,576,349
FY 1978	7,936,728
FY 1979	9,072,373
FY 1980	7,563,432
FY 1981	9,741,663
FY 1982	11,750,238
FY 1983	10,941,419
FY 1984	10,547,659

Table I.9

Former Presidents, Wives, Widows, and Minor Children
Protected by the U.S. Secret Service
Fiscal Years 1975-84

FY 1975

Mrs. Truman
 Mrs. Eisenhower
 John Kennedy, Jr.
 Mrs. Johnson
 Former Pres. Nixon
 Mrs. Nixon

FY 1976

Mrs. Truman
 Mrs. Eisenhower
 John Kennedy, Jr.
 Mrs. Johnson
 Former Pres. Nixon
 Mrs. Nixon

FY 1977

Mrs. Truman
 Mrs. Eisenhower
 John Kennedy, Jr.
 Mrs. Johnson
 Former Pres. Nixon
 Mrs. Nixon
 Former Pres. Ford
 Mrs. Ford
 Susan Ford

FY 1978

Mrs. Truman
 Mrs. Eisenhower
 Mrs. Johnson
 Former Pres. Nixon
 Mrs. Nixon
 Former Pres. Ford
 Mrs. Ford

FY 1979

Mrs. Truman
 Mrs. Eisenhower
 Mrs. Johnson
 Former Pres. Nixon
 Mrs. Nixon
 Former Pres. Ford
 Mrs. Ford

FY 1980

Mrs. Truman
 Mrs. Eisenhower
 Mrs. Johnson
 Former Pres. Nixon
 Mrs. Nixon
 Former Pres. Ford
 Mrs. Ford

FY 1981

Mrs. Truman
 Mrs. Johnson
 Former Pres. Nixon
 Mrs. Nixon
 Former Pres. Ford
 Mrs. Ford
 Former Pres. Carter
 Mrs. Carter
 Amy Carter

FY 1982

Mrs. Truman
 Mrs. Johnson
 Former Pres. Nixon
 Mrs. Nixon
 Former Pres. Ford
 Mrs. Ford
 Former Pres. Carter
 Mrs. Carter
 Amy Carter

FY 1983

Mrs. Truman
 Mrs. Johnson
 Former Pres. Nixon
 Mrs. Nixon
 Former Pres. Ford
 Mrs. Ford
 Former Pres. Carter
 Mrs. Carter
 Amy Carter

FY 1984

Mrs. Johnson
 Former Pres. Nixon
 Mrs. Nixon
 Former Pres. Ford
 Mrs. Ford
 Former Pres. Carter
 Mrs. Carter

PRESIDENTIAL LIBRARIES

The Presidential Libraries Act was enacted on August 12, 1955, to provide for the acceptance and maintenance of presidential libraries. Presently, seven libraries are in operation, one is under construction, and two are being developed. Existing libraries are under the control of the National Archives and Records Administration (NARA). During fiscal year 1984, NARA, then a part of GSA, expended \$14,350,000 operating the Presidential Library Program.

Evolution of the Presidential Library Program

Although the papers of, and those pertaining to, the president are an important part of our Nation's history and heritage, their management and preservation were largely neglected for the first 150 years of this country's existence. There was no national archive. Presidential papers traditionally have been considered the private property of the president and were removed from the White House when he left office. While the heirs of some presidents donated or sold the papers to the United States or to institutions, in other cases collections were dispersed, lost, or destroyed. It was not until 1938, 4 years after the establishment of the U.S. National Archives, that the concept of presidential libraries was conceived.

President Franklin D. Roosevelt desired that his papers be "kept as a whole and intact in their original condition, available to scholars of the future in one definite locality." His plan called for creating an institution to preserve his papers and other historical materials and those of his associates. He proposed that the building be financed by popular subscription and be constructed on land donated from the Roosevelt estate at Hyde Park, New York, and then be turned over to the Archivist of the United States to be administered at government expense. This plan resulted in the construction of a library building at Hyde Park. The Roosevelt Library, as part of the federal government, was created through special legislation (53 Stat. 1062) enacted in 1939. The National Archives on July 4, 1940, accepted the completed library building and such papers and records offered for deposit by President Roosevelt.

In 1955, Congress enacted the Presidential Libraries Act. This law was patterned after the joint resolution of 1939 that established the Roosevelt Library. The act authorized the Administrator of General Services (as of 1949 the National Archives was part of GSA) to

--accept land, buildings, and equipment given to the United States for the purpose of creating a presidential library;

- enter into agreements with any state or institution to utilize land, buildings, and equipment made available to the United States without transfer of title to the United States as a presidential archival depository; and
- accept gifts or bequests of money or other property for the purpose of maintaining, operating, protecting, or improving a presidential library.

The proceeds of any gifts or bequests; admission fees to presidential library museum rooms; and the sale of publications, reproductions, and souvenirs are administered as part of the National Archives Trust Fund.

On April 1, 1985, these responsibilities were transferred to the Archivist of the United States and the National Archives and Records Administration, now an independent agency.

The Presidential Records Act of 1978 (P.L. 95-591, 92 Stat. 2523) changed the ownership of presidential materials. The act declares that presidential records are owned by the United States, not the president, and that the Archivist of the United States is to take custody of the records when the president leaves office. These records are to be maintained either in a presidential library or in another federal depository.

During the 1955 hearings on the Presidential Libraries Act, it was estimated that at the end of 100 years if 15 presidential libraries were constructed and given to the government, the total annual net maintenance and operating cost of the libraries would be about \$1.5 million. This estimate was in 1955 dollars, based on costs the Roosevelt Library was then experiencing. It assumed a \$150,000 operating and maintenance cost for each library with offsetting income of \$50,000 in fees from visitors to the library museum for a net annual operating cost of \$100,000 for each of the 15 libraries.

This estimate has not withstood the test of time. For fiscal year 1984, the average cost of operating each of the seven existing libraries was \$1.6 million. This does not include NARA headquarters cost which are associated with the presidential library program because they could not be readily allocated to the individual libraries. Income of \$226,043 resulted from admission fees and sale of items at all seven libraries.

Current status of presidential libraries

As of May 1, 1985, the following presidential libraries were in operation: Hoover, Roosevelt, Truman, Eisenhower,

Kennedy, Johnson, and Ford. The Carter library is under construction with an estimated completion date of Spring 1986. The Nixon library is presently being developed with archival work being done on the Nixon documents in Alexandria, Virginia. Stanford University in Palo Alto, California, has been selected as the future site of the Reagan Library. Tables I.10 through I.13 show the location and size of each library and number of visitors at each library during fiscal years 1975 through 1984.

Table I.10Locations of Presidential
Libraries and
Archival Projects

Herbert Hoover Library
Parkside Drive, P.O. Box 488
West Branch, IA 52358

Franklin D. Roosevelt Library
259 Albany Post Road
Hyde Park, N.Y. 12538

Harry S. Truman Library
U.S. Highway 24 & Delaware Street
Independence, MO 64050

Dwight D. Eisenhower Library
Southeast Fourth Street
Abilene, KS 67410

John F. Kennedy Library
Morrissey Boulevard
Columbia Point
Boston, MA 02125

Lyndon Baines Johnson Library
2313 Red River Street
Austin, TX 78705

Gerald R. Ford Library^a
1000 Beal Avenue
Ann Arbor, MI 48109

Nixon Presidential Materials Project
Office of Presidential Libraries
National Archives (NLN)
Washington, D.C. 20408

Carter Presidential Materials Project
77 Forsyth Street. S.W.
Atlanta, GA 30303

^aA museum located in Grand Rapids Michigan is also part of former President Ford's library operation.

Table I.11

Allocation of Space in Presidential Libraries

Library	Total footage	Major Uses of Available Space			
		Archival & museum storage (% of total)	Reference & work space (% of total)	Staff office space (% of total)	Museum display space (% of total)
Hoover	30,000	8,397 (28%)	4,380 (15%)	1,749 (6%)	6,530 (22%)
Roosevelt	51,000	16,976 (33%)	3,823 (8%)	4,136 (8%)	9,739 (19%)
Truman	96,000	8,201 (9%)	11,199 (12%)	8,197 (9%)	14,108 (15%)
Eisenhower	88,000	18,013 (20%)	6,346 (7%)	4,868 (6%)	22,145 (25%)
Kennedy	95,000	13,729 (14%)	9,846 (10%)	4,411 (5%)	15,980 (17%)
Johnson	117,000	37,140 (32%)	12,690 (11%)	3,225 (3%)	22,272 (19%)
Ford	78,000	15,216 (20%)	8,996 (12%)	6,035 (8%)	18,246 (23%)
Carter ^a	70,000	19,818 (28%)	3,430 (5%)	3,380 (5%)	15,269 (22%)

^aEstimate

Table I.12
Presidential Libraries
Researcher Daily Visits
Fiscal Years 1975-84

<u>Fiscal year</u>	<u>Hoover</u>	<u>Roosevelt</u>	<u>Truman</u>	<u>Eisenhower</u>	<u>Kennedy</u>	<u>Johnson</u>	<u>Nixon</u>	<u>Ford</u>	<u>Total</u>
1975	498	1,361	880	390	682	1,243	-	-	5,054
1976	949	2,274	1,663	756	957	1,564	-	-	8,163
1977	427	1,303	886	484	1,123	1,297	-	-	5,520
1978	528	1,535	985	496	878	1,797	-	-	6,219
1979	958	1,097	785	527	785	1,533	-	122	5,807
1980	614	1,603	984	625	1,419	1,618	84	119	7,066
1981	672	1,243	1,306	676	2,975	1,683	121	74	8,750
1982	686	1,439	918	648	2,196	2,257	124	234	8,502
1983	670	1,283	1,378	802	2,251	1,848	87	496	8,815
1984	582	1,415	1,361	718	2,251	1,804	259	863	9,253

Table I.13
Presidential Libraries
Museum Visitors
Fiscal Years 1975-84

<u>Fiscal</u> <u>year</u>	<u>Hoover</u>	<u>Roosevelt</u>	<u>Truman</u>	<u>Eisenhower</u>	<u>Kennedy</u>	<u>Johnson</u>	<u>Ford</u>	<u>Total</u>
1975	106,112	188,106	291,180	197,727	-	520,985	-	1,304,110
1976	148,214	323,673	510,584	295,532	-	905,244	-	2,183,247
1977	91,334	371,514	324,136	177,242	-	657,907	-	1,622,133
1978	95,418	276,865	264,714	170,172	-	502,115	-	1,309,284
1979	69,778	215,582	219,067	127,026	-	480,521	-	1,111,974
1980	64,606	241,459	201,639	143,910	563,470	446,062	-	1,661,146
1981	70,247	226,238	211,864	125,458	358,554	384,884	22,476	1,399,721
1982	61,227	202,048	197,447	131,961	318,845	368,289	377,416	1,657,263
1983	59,637	206,147	200,913	117,420	255,474	409,304	182,616	1,431,511
1984	58,487	186,033	210,149	109,720	283,568	357,390	139,529	1,345,676

Presidential Library Program cost

During fiscal year 1984, the cost of operating the Presidential Library Program was \$14,350,000. Of this amount, \$12,583,000 was for the operation of the seven libraries and the Nixon and Carter archival projects. The balance, \$1,767,000, was used for the program's headquarters operation. Table I.14 shows the total library program costs for fiscal years 1975 to 1984. More detailed data relating to the operating cost of each library are shown in table I.15.

For fiscal year 1984, the National Archives Trust Fund had a net income of \$538,550, of which \$226,043 was derived from presidential library operations. This income is the result of admission fees to presidential library museum rooms and the sale of publications and souvenirs.

Table I.14

Presidential Libraries Costs
Fiscal Years 1975-84^a

Fiscal year	Program Cost									Building			
	Hoover	Roosevelt	Truman	Eisenhower	Kennedy	Johnson	Ford	Nixon	Carter	Operations/ maintenance repairs/ alterations	Library totals	Central office	Grand total ^b
1975	\$258,000	\$400,000	\$389,000	\$443,000	\$562,000	\$660,000	-	\$100,000	-	\$1,386,000	\$4,198,000	\$343,000	\$4,542,000
1976	350,000	586,000	578,000	611,000	760,000	996,000	\$ 16,000	124,000	-	1,977,000	5,998,000	583,000	6,581,000
1977	309,000	468,000	497,000	514,000	637,000	725,000	352,000	111,000	-	2,099,000	5,712,000	612,000	6,324,000
1978	321,000	475,000	463,000	486,000	662,000	713,000	238,000	525,000	-	2,479,000	6,362,000	868,000	7,230,000
1979	356,000	524,000	520,000	513,000	702,000	755,000	243,000	620,000	-	2,515,000	6,746,000	778,000	7,524,000
1980	388,000	541,000	529,000	512,000	727,000	786,000	447,000	667,000	-	4,630,000	9,227,000	944,000	10,171,000
1981	421,000	560,000	569,000	545,000	757,000	782,000	455,000	657,000	\$762,000	5,818,000	11,326,000	969,000	12,295,000
1982	484,000	536,000	627,000	574,000	831,000	834,000	528,000	644,000	422,000	5,281,000	10,761,000	771,000	11,532,000
1983	516,000	561,000	660,000	600,000	885,000	860,000	572,000	628,000	305,000	6,390,000	11,977,000	995,000	12,972,000
1984	493,000	566,000	719,000	656,000	843,000	891,000	611,000	613,000	328,000	6,863,000	12,583,000	1,767,000	14,350,000

^a Rounded to nearest thousand

^b May not total due to rounding

Table I.15
Individual Presidential Library Costs
by Cost Category
Fiscal Years 1984 and 1983

<u>Library</u>	<u>FY 1984</u>						<u>Total</u>
	<u>Program cost</u>	<u>Utilities</u>	<u>Cleaning</u>	<u>Maintenance</u>	<u>Protection</u>	<u>Repairs & Alterations</u>	
Hoover	\$ 493	\$ 20	\$ 71	\$ 91	\$ 125	\$ 69	\$ 869
Roosevelt	566	117	143	89	239	5	1,159
Truman	719	93	346	85	143	138	1,524
Eisenhower	656	116	275	125	239	289	1,700
Kennedy	843	266	260	265	172	37	1,843
Johnson	891	586	165	171	290	224	2,327
Ford	611	208	320	107	215	84	1,545
Total	<u>\$4,779</u>	<u>\$1,406</u>	<u>\$1,580</u>	<u>\$933</u>	<u>\$1,423</u>	<u>\$846</u>	<u>\$10,967^a</u>

<u>Library</u>	<u>FY 1983</u>						<u>Total</u>
	<u>Program cost</u>	<u>Utilities</u>	<u>Cleaning</u>	<u>Maintenance</u>	<u>Protection</u>	<u>Repairs & Alterations</u>	
Hoover	\$ 516	\$ 26	\$ 126	\$ 43	\$ 120	\$ 10	\$ 841
Roosevelt	561	109	125	77	168	383	1,423
Truman	660	100	325	55	146	196	1,482
Eisenhower	600	106	228	116	229	47	1,325
Kennedy	885	315	210	177	183	66	1,836
Johnson	860	598	163	173	225	10	2,029
Ford	572	210	272	94	223	24	1,395
Total	<u>\$4,654</u>	<u>\$1,464</u>	<u>\$1,449</u>	<u>\$735</u>	<u>\$1,293</u>	<u>\$736</u>	<u>\$10,331^a</u>

^aDoes not include any of the costs associated with the processing of the Nixon or Carter presidential papers.

TOTAL COSTS ASSOCIATED WITH
FORMER PRESIDENTS

Between fiscal years 1975 and 1984, the costs associated with former presidents increased from \$6,873,868 to \$25,972,835, or 278 percent. However, the number of individuals receiving benefits, the amount of some benefits, and the number of libraries have also increased during this time period and inflation, as measured by the increase in the Consumer Price Index, was 113 percent. Thus, the cost growth over the 10-year period after accounting for inflation was about 165 percent.

Table I.16 compares the cost increase from fiscal year 1975 to fiscal year 1984 for the three primary benefit categories of benefits.

Table I.16

Comparison of Fiscal Years 1975 and 1984
Costs Associated With Former Presidents

<u>Category</u>	<u>Fiscal year 1975</u>		<u>Fiscal year 1984</u>		<u>Pct. growth above inflation</u>
	<u>Cost</u>	<u>Pct.</u>	<u>Cost</u>	<u>Pct.</u>	
Former Presi- dents Act	\$ 158,368	2.3%	\$ 1,075,176	4.1%	466%
Secret Service protection	2,173,500	31.6%	10,547,659	40.6%	272%
Presidential Libraries Act	<u>4,542,000</u>	<u>66.1%</u>	<u>14,350,000</u>	<u>55.3%</u>	103%
Total	<u>\$6,873,868</u>	<u>100.0%</u>	<u>\$25,972,835</u>	<u>100.0%</u>	165%

Fiscal year 1975 cost is attributed to one former president and his wife, three widows, one minor child, and the operation of six presidential libraries. Fiscal year 1984 costs are for three former presidents and their wives, one widow, seven libraries, and archival work on the materials of two former presidents awaiting libraries. Also, as mentioned earlier, some allowances were increased and inflation was about 113 percent. Table I.17 shows the total cost for items associated with former presidents for fiscal year 1975 through 1984.

Table I.17

Total Costs Associated With
Former Presidents
Fiscal Years 1975-84

<u>Fiscal year</u>	<u>Former Presidents Act</u>	<u>Secret Service Protection</u>	<u>Presidential Libraries Act</u>	<u>Total</u>
1975	\$ 158,368	\$ 2,173,500	\$ 4,542,000	\$ 6,873,868
1976	254,332	4,076,542	6,581,000	10,911,874
1977	378,749	5,576,349	6,324,000	12,279,098
1978	651,965	7,936,728	7,230,000	15,818,693
1979	720,659	9,072,373	7,524,000	17,317,032
1980	739,795	7,563,432	10,171,000	18,474,227
1981	718,325	9,741,663	12,295,000	22,754,988
1982	1,024,405	11,750,238	11,532,000	24,306,643
1983	1,028,820	10,941,419	12,972,000	24,942,239
1984	<u>1,075,176</u>	<u>10,547,659</u>	<u>14,350,000</u>	<u>25,972,835</u>
Total	<u>\$6,750,594</u>	<u>\$79,379,903</u>	<u>\$93,521,000</u>	<u>\$179,651,497</u>

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