

REPORT

ON

SUBDIVISION OF BUDGET TOTALS AGREED
TO IN FIRST CONCURRENT RESOLUTION
ON THE BUDGET (H. CON. RES. 115) FOR
FISCAL YEARS 1981 AND 1982

PURSUANT TO SECTION 302 OF THE
CONGRESSIONAL BUDGET ACT OF 1974
SUBMITTED BY MR. WHITTEN, CHAIRMAN OF
THE COMMITTEE ON APPROPRIATIONS



JUNE 11, 1981.—Committed to the Committee of the Whole House
on the State of the Union and ordered to be printed

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LETTER OF SUBMITTAL

HOUSE OF REPRESENTATIVES,
COMMITTEE ON APPROPRIATIONS,
Washington, D.C., June 11, 1980.

HON. THOMAS P. O'NEILL, JR.,
Speaker of the House of Representatives,
Washington, D.C.

DEAR MR. SPEAKER: By direction of the Committee on Appropriations, I submit herewith the Committee's Report pursuant to Section 302 of the Congressional Budget Act of 1974.

The report is based on the allocations for Fiscal 1981 and Fiscal 1982 of the First Concurrent Resolution on the Budget, Fiscal Year 1982 (H. Con. Res. 115).

Sincerely,

JAMIE L. WHITTEN,
Chairman.

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CONCURRENT RESOLUTION ON THE BUDGET (H. CON. RES. 115)
FOR FISCAL YEARS 1981 AND 1982

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Mr. WHITTEN, from the Committee on Appropriations,
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R E P O R T

REPORT ON SUBDIVISION OF BUDGET TOTALS AGREED TO IN FIRST CONCUR-
RENT RESOLUTION ON THE BUDGET (H. CON. RES. 115) FOR FISCAL YEARS
1981 AND 1982

The Committee on Appropriations submits the following report in
compliance with Section 302(b) (1) and 302(c) of the Congressional
Budget Act of 1974.

Final agreement on the First Concurrent Resolution on the Budget
for Fiscal Year 1982 (H. Con. Res. 115) was reached by the House
on May 20 and by the Senate on May 21. The Resolution both modifies
fiscal year 1981 totals as well as sets targets for fiscal year 1982. The
Congressional Budget Act requires that as soon as practicable after a
concurrent resolution on the budget is agreed to, the Committee on
Appropriations shall submit to the House a report subdividing among
the subcommittees the total outlays and total new budget authority
allocated to the committee. The allocation shall be further subdivided
between uncontrollable (mandatory) and other (discretionary)
amounts.

AMOUNTS CONTAINED IN FIRST BUDGET RESOLUTION

The First Concurrent Resolution on the Budget contains a target of
\$770.9 billion in budget authority for fiscal year 1982 of which \$464.6
billion is allocated to the Committee on Appropriations. With respect
to outlays, the resolution contains a target of \$695.5 billion for fiscal
year 1982 of which \$430.2 billion is allocated to the Appropriations
Committee.

The First Budget Resolution also contains revised ceilings for the
fiscal year 1981 which expires October 1, 1981. The revised ceiling
for fiscal year 1981 budget authority is \$717.5 billion of which \$434.3

billion is allocated to the Committee on Appropriations. With respect to outlays, the revised fiscal year 1981 ceiling is \$661.4 billion of which \$412.2 billion is allocated to the Appropriations Committee.

The allocations to the Committee on Appropriations for fiscal year 1981 are contained in the Joint Explanatory Statement accompanying the Conference Report on the Budget Resolution (H. Rept. 97-46) while the allocations for fiscal year 1982 are contained in the Congressional Record of May 28, 1981.

ENFORCEMENT MEASURES OF FISCAL YEAR 1982 SUBDIVISION

Section 305 of the First Concurrent Resolution on the Budget provides that no bill or resolution (appropriation bill or otherwise) providing new budget authority for fiscal year 1982 or new spending authority first effective for fiscal year 1982 which exceeds the appropriate allocation or subdivision made pursuant to section 302 of such Act shall be enrolled until after Congress has completed action on the Second Concurrent Resolution on the Budget required to be reported under section 310 of such Act, and on any reconciliation legislation required by such resolution.

The enforcement language is identical to that contained in last year's First Concurrent Resolution on the Budget. The language applies to only budget authority and not outlays and would have no binding effect on consideration of bills by the House. The term "enrolled" is interpreted as applying to conference reports. In other words, bills exceeding the section 302(b) subdivision would proceed through conference but could not be sent to the President until Congress had completed final action on the Second Concurrent Resolution on the Budget.

This year, the Budget Committee intends to scorekeep appropriation bills according to mandatory and discretionary amounts. The discretionary amounts, however, will be the focus in determining if a bill exceeds its respective subdivision target, and will therefore be the basis for judging as to whether or not a bill will be sent to the President.

The Committee has reservations about this new procedure. The enforcement language does not in any way refer to scorekeeping by the discretionary portion and mandatory portion of the subdivision. It instead refers to only exceeding the appropriate allocation or subdivision made pursuant to section 302 of the Budget Act. The language does not refer to the *further* subdivision as is cited in section 302 (b) (1) (B) of the Act which deals with mandatory and discretionary totals.

The Budget Act, under section 302(a), requires the Budget Committee to allocate appropriate levels of total new budget authority and outlays to each Committee. The Act makes no mention of subdividing the allocations by mandatory and discretionary totals under section 302(a). However, the Budget Committee has chosen to subdivide the allocations to Committees by discretionary and mandatory amounts. Under section 302(b) (1) of the Act, each Committee is required to subdivide among its subcommittees the allocation of budget outlays and new budget authority allocated to it and *further subdivide* the

amount with respect to each subcommittee between controllable amounts and all other amounts.

It is clear that the further subdivision between mandatory and discretionary amounts is the responsibility of the Appropriations Committee. If scorekeeping of discretionary amounts is to be used as a basis for enrolling bills, the subcommittee targets should be those established in this report.

UNREALISTIC OUTLAY ESTIMATES

The Committee has in the past expressed concern about the unrealistic outlay estimates that seem to be consistently underestimated in each Budget Resolution. This year's estimates do not appear to be any exception. For example, the fiscal year 1981 outlay ceiling is estimated at \$661.4 billion while the Congressional Budget Office recently indicated during testimony before the House Budget Committee that spending could rise as high as \$665 billion or \$3.6 billion over the ceilings just recently established by the Congress for fiscal year 1981.

In the allocations to this Committee for fiscal year 1982, the outlays appear to be deficient by more than \$2 billion when compared with the associated budget authority allocation. An example is the assumed allowance of outlays for the Strategic Petroleum Reserve which appears to be deficient by more than \$1 billion when compared with the budget authority allowance.

While outlay targets are not binding at this time, the Committee is concerned that this type of underestimating gets translated into the Second Budget Resolution whereby outlay ceilings always become more binding than budget authority ceilings. History demonstrates this fact.

REVISIONS TO SECTION 302(b) REPORTS

The Committee anticipates that between the time this report is filed and conference reports on appropriation bills are finalized, changes could occur within the economy which could affect Federal programs. This could create a shifting of priorities which would in turn have a significant impact on the budget as well as individual appropriation bills. The Committee is concerned that such shifting of priorities, together with any added budget requirements, would impact on the subcommittee subdivisions contained in this report. Therefore, the Committee reserves the right to make necessary revisions to the section 302 (b) report at a later date as may be necessary and appropriate.

FUNCTIONAL AND MANDATORY AMOUNTS FISCAL YEAR 1982—
DISTRIBUTION TO SUBCOMMITTEES

The fiscal year 1982 amounts subdivided to the subcommittees of the Committee on Appropriations are distributed reflecting the portion "mandatory under existing law" and "discretionary" as follows:

SUBDIVISION TO SUBCOMMITTEES, FISCAL YEAR 1982

[In millions of dollars]

Subcommittee	Total	Mandatory	Discretionary
Agriculture:			
Budget authority.....	24,623	4,713	19,910
Outlays.....	20,308	5,621	14,687
Commerce—Justice—State—Judiciary:			
Budget authority.....	8,755	163	8,592
Outlays.....	9,931	3,078	6,853
Defense:			
Budget authority.....	214,223	21,525	192,698
Outlays.....	178,150	74,828	103,322
(Regular bill):			
(Budget authority).....	(208,726)	(16,028)	(192,698)
(Outlays).....	(172,740)	(69,418)	(103,322)
(Pay supplemental):			
(Budget authority).....	(5,497)	(5,497)	-----
(Outlays).....	(5,410)	(5,410)	-----
District of Columbia:			
Budget authority.....	571	-----	571
Outlays.....	561	31	530
Energy and water:			
Budget authority.....	13,711	-----	13,711
Outlays.....	13,375	5,996	7,379
Foreign Operations:			
Budget authority.....	12,014	32	11,982
Outlays.....	8,996	5,938	3,058
HUD—Independent Agencies:			
Budget authority.....	64,405	15,495	48,910
Outlays.....	56,784	37,293	19,491
Interior:			
Budget authority.....	8,217	102	8,115
Outlays.....	11,303	6,342	4,961
Labor—HHS:			
Budget authority.....	86,603	57,066	29,537
Outlays.....	94,785	74,052	20,733
Legislative:			
Budget authority.....	1,434	822	612
Outlays.....	1,371	847	524
Military Construction			
Budget authority.....	8,016	2	8,014
Outlays.....	4,540	2,702	1,838
Transportation:			
Budget authority.....	11,835	512	11,323
Outlays.....	20,135	13,434	6,701
Treasury—Postal—General Government:			
Budget authority.....	10,220	4,091	6,129
Outlays.....	10,002	4,490	5,512
Total for the Committee:			
Budget authority.....	464,627	104,523	360,104
Outlays.....	430,241	234,652	195,589

FUNCTIONAL AND MANDATORY AMOUNTS FISCAL YEAR 1981—
DISTRIBUTION TO SUBCOMMITTEES

The fiscal year 1981 amounts subdivided to the subcommittees of the Committee on Appropriations are distributed reflecting the portion "mandatory under existing law" and "discretionary" as follows:

SUBDIVISION TO SUBCOMMITTEES, FISCAL YEAR 1981

[In millions of dollars]

Subcommittee	Total	Mandatory	Discretionary
Agriculture:			
Budget authority.....	25,544	3,870	21,674
Outlays.....	22,102	5,979	16,123
Commerce—Justice—State—Judiciary:			
Budget authority.....	9,606	134	9,472
Outlays.....	11,407	3,852	7,555
Defense:			
Budget authority.....	171,994	14,085	157,909
Outlays.....	154,791	61,742	93,049
District of Columbia:			
Budget authority.....	495	-----	495
Outlays.....	481	23	458
Energy and Water:			
Budget authority.....	12,274	-----	12,274
Outlays.....	12,585	4,549	8,036
Foreign Operations:			
Budget authority.....	11,993	28	11,965
Outlays.....	8,788	5,660	3,128
HUD—Independent Agencies:			
Budget authority.....	68,593	14,887	53,706
Outlays.....	54,496	34,079	20,417
Interior:			
Budget authority.....	10,414	99	10,315
Outlays.....	12,299	5,605	6,694
Labor—HHS:			
Budget authority.....	89,990	57,370	32,620
Outlays.....	96,291	73,394	22,897
Legislative:			
Budget authority.....	1,224	711	513
Outlays.....	1,323	806	517
Military Construction:			
Budget authority.....	5,344	-----	5,344
Outlays.....	4,570	3,123	1,447
Transportation:			
Budget authority.....	13,026	350	12,676
Outlays.....	21,384	12,822	8,562
Treasury—Postal—General Government:			
Budget authority.....	10,313	3,544	6,769
Outlays.....	10,121	4,024	6,097
Undistributed at this time:			
Budget authority.....	3,486	-----	3,486
Outlays.....	1,608	-----	1,608
Total for the Committee:			
Budget authority.....	434,296	95,078	339,218
Outlays.....	412,246	215,608	196,588