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REPORT
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R E P O R T

ON

SUBDIVISION OF BUDGET TOTALS AGREED
TO IN FIRST CONCURRENT RESOLUTION
ON THE BUDGET (H. CON. RES. 307) FOR
FISCAL YEARS 1980 AND 1981

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



JUNE 26, 1980.—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 26, 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 1980 and Fiscal 1981 of the First Concurrent Resolution on the Budget, Fiscal Year 1981 (H. Con. Res. 307).

Sincerely,

JAMIE L. WHITTEN,
Chairman.

REPORT ON SUBDIVISION OF BUDGET TOTALS AGREED TO IN
FIRST CONCURRENT RESOLUTION ON THE BUDGET (H. CON.
RES. 307) FOR FISCAL YEARS 1980 AND 1981

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Mr. WHITTEN, from the Committee on Appropriations,
submitted the following

REPORT

SUBDIVISION OF BUDGET TOTALS TO SUBCOMMITTEES

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 1981 (H. Con. Res. 307) was reached by the House and by the Senate on June 12. The Resolution both modifies fiscal year 1980 totals as well as sets targets for fiscal year 1981. 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 budget authority allocated to the committee. The allocation shall be further subdivided between uncontrollable (mandatory) and other amounts.

AMOUNTS CONTAINED IN FIRST BUDGET RESOLUTION

The First Concurrent Resolution on the Budget contains a target of \$697.2 billion in budget authority for fiscal year 1981 of which \$420.3 billion is allocated to the Committee on Appropriations. With respect to outlays, the resolution contains a target of \$613.6 billion for fiscal year 1981 of which \$374.5 is allocated to the Appropriations Committee.

The First Budget Resolution also contains revised ceilings for the fiscal year 1980 which expires October 1, 1980. The revised ceiling on fiscal year 1980 budget authority is \$658.9 billion of which \$398.1 billion is allocated to the Committee on Appropriations. With respect to outlays, the revised fiscal year 1980 ceiling is \$572.7 billion of which \$357.2 billion is allocated to the Appropriations Committee.

RECONCILIATION INSTRUCTIONS CONTAINED IN FIRST BUDGET
RESOLUTION

For the first time since enactment of the Congressional Budget and Impoundment Control Act of 1974, the first budget resolution includes reconciliation instructions to legislative committees of the House. These instructions set forth in section 3 of the resolution are applicable to eight standing committees: Armed Services, Education and Labor, Interstate and Foreign Commerce, Post Office and Civil Service, Public Works and Transportation, Small Business, Veterans Affairs, and Ways and Means. These eight committees are instructed to report legislative recommendations to the Budget Committee which would reduce spending for fiscal year 1981 aggregating \$4.95 billion in budget authority and \$6.40 billion in outlays. The eight committees are instructed to submit their recommendations to the Budget Committee by July 2. The present plan is that the Budget Committee would incorporate these recommendations into a single bill which the Budget Committee would present to the House the last week of July.

In its report on the first budget resolution, the Budget Committee makes certain specific reform suggestions for reconciliation, while it also clearly stated that the legislative committees are free to determine what provisions of law will be changed and how those changes will be made. The Budget Committee states that the only requirement is that the eight committees involved realize the total amount of savings specified in the reconciliation instructions set forth in the budget resolution.

While the reconciliation instructions carried in section 3 of the budget resolution are directed at eight legislative committees and not at the Appropriations Committee, the anticipated savings to be derived do have an impact on the allocations of the target for total budget authority and the target for total outlays allocated to the Committee on Appropriations. Of the \$4.95 billion in budget authority and \$6.40 billion in outlays which the eight legislative committees are directed to save in fiscal year 1981, \$3.05 billion in both budget authority and outlays are reflected in the allocation of target totals to the Appropriations Committee.

Inasmuch as the reconciliation instructions are directed to the legislative committees and since the Appropriations Committee has no way of knowing what may or may not be agreed to by the House and Senate in connection with a reconciliation bill expected to be presented by the Budget Committee a month from now, the Committee has not undertaken to allocate amounts attributable to reconciliation to the Appropriations Subcommittees. Therefore the Subcommittee allocations set forth in this report are premised on existing law. To the extent that legislative savings are identified and finally achieved, adjustments in the Subcommittee allocations may be in order at a later date. In the judgment of the Committee, this approach does not circumvent the traditional authorization and appropriations process.

DELAYS IN THE CONGRESSIONAL BUDGET PROCESS

The Committee is concerned that the Congressional budget process cannot function if the deadlines contained in law are not observed. This year and last year disruptive delays have been experienced in

reaching final agreement on the concurrent resolutions on the budget. While the Budget Act requires that the conference report on the First Budget Resolution be completed by May 15, final agreement on the target resolution for fiscal 1981 was not reached until June 12. The Committee is not critical in offering this observation. In fact, the Budget Committee, partly in recognition of the special scheduling problems existing this year attributable to the two National Conventions, adopted and embarked on a schedule which called for final action on the target resolutions by April 30. Had this schedule been achieved, it would have helped promote orderly and timely House consideration of the regular appropriation bills which are essential. The Committee was prepared to report appropriations bills in May so the House consideration could begin the first week in June in accordance with the schedule developed in January and February which recognized the periods the House would not be in session this summer due to the two National Conventions.

As indicated, final agreement on the First Budget Resolution was delayed almost a month past the statutory deadline. Consequently, the Appropriations Committee was prohibited from bringing bills to the floor in a timely fashion and the attendant uncertainties have caused delays in progress on other appropriation bills. It now appears that only eight of the thirteen regular appropriation bills will be reported in June and as of this date only one has passed the House. Last year by the end of June the Committee reported eleven of the thirteen bills and five had been passed by the House. Last year final agreement on the First Budget Resolution was also delayed but not as long as this year. By contrast, in 1976 by the end of June eleven bills had been *passed* by the House and six bills had actually been sent to *conference*. In 1977, by the end of June twelve bills had been *passed* by the House and five bills had actually been sent to *conference*.

In the judgment of the Committee, delays in achieving deadlines threaten the viability of the entire Congressional budget process. This, coupled with the chronic problem of the lack of authorizing legislation at the time appropriations bills must be marked up has complicated the job of the Committee in processing appropriation bills in the manner envisioned by the Congressional Budget Act.

FISCAL YEAR 1981 SUBDIVISION TO SUBCOMMITTEES

The Budget Act (Section 302(b)) states that the Committee on Appropriations shall, as soon as practicable after a concurrent resolution on the budget is agreed to, subdivide among its subcommittees the allocation of budget outlays and new budget authority allocated to it by the budget resolution and shall further subdivide the amount between controllable amounts and all other amounts.

Section 8 of the First Concurrent Resolution on the Budget provides that no bill or resolution (appropriation bill or otherwise) providing new budget authority for 1981 or new spending authority first effective for fiscal year 1981 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. Further, Section 8 states that action on such resolution should be completed not later than August 28, 1980.

The term "enrolled" is interpreted by the Budget Committee and others as applying only 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 final action was taken in connection with the Second Budget Resolution.

The subdivision of budget authority targets and outlay targets to Subcommittees set forth in this report shows that all eight bills reported to date by the Committee are within the target subdivisions. Examination will also show that seven of these eight bills are under the President's budget. Further, on the remaining five bills there is adequate room under the subdivision to accommodate the President's budget request for those items.

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 appropriations 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—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 "other" as follows:

SUBDIVISION TO SUBCOMMITTEES FISCAL YEAR 1981

(In thousands of dollars)

Subcommittee	Total	Mandatory	Other
Agriculture:			
Budget authority	24,313,000	5,116,406	19,196,594
Outlays	19,975,000	6,093,745	13,881,255
Defense:			
Budget authority	160,237,850	14,189,900	146,047,950
Outlays	143,298,944	56,125,975	87,172,969
District of Columbia:			
Budget authority	528,000	0	528,000
Outlays	501,000	23,186	477,814
Energy and Water Development:			
Budget authority	12,084,000	0	12,084,000
Outlays	11,925,000	4,630,386	7,294,614
Foreign Operations:			
Budget authority	12,655,000	25,296	12,629,704
Outlays	7,862,000	5,096,334	2,765,666
HUD-Independent Agencies:			
Budget authority	75,948,000	13,369,407	62,578,593
Outlays	50,373,000	31,366,566	19,006,434
Interior:			
Budget authority	11,583,000	127,400	11,455,600
Outlays	9,551,000	4,229,833	5,321,167
Labor-HEW:			
Budget authority	88,211,000	50,803,329	37,407,671
Outlays	89,751,000	67,898,307	21,852,693
Legislative:			
Budget authority	1,267,000	741,537	525,463
Outlays	1,230,000	759,937	470,063
Military Construction:			
Budget authority	5,100,000	0	5,100,000
Outlays	3,954,000	2,696,793	1,257,207
State-Justice-Commerce-Judiciary:			
Budget authority	9,524,000	604,956	8,919,044
Outlays	10,675,000	4,369,389	6,305,611
Transportation:			
Budget authority	12,092,000	318,300	11,773,700
Outlays	18,800,000	12,181,530	6,618,470
Treasury-Postal-General Government:			
Budget authority	9,788,000	5,136,751	4,651,249
Outlays	9,614,000	5,507,826	4,106,174
Undistributed at this time:			
Budget authority	-3,050,000	-3,050,000	-----
Outlays	-3,050,000	-3,050,000	-----
Total for the Committee:			
Budget authority	420,280,850	87,383,282	332,897,568
Outlays	374,459,944	197,929,807	176,530,137

SUBDIVISIONS COMPARED TO REPORTED BILLS

Below is a comparison of the Section 302 subdivision for fiscal year 1981 as compared with the pending President's budget request and Committee recommendations for 9 of the 13 appropriation bills.

[In thousands of dollars]

Subcommittee	President's budget	Sec. 302 subdivision	Committee recommen- dations	Difference
Agriculture:				
Budget authority	1 24,313,469	1 24,313,000	1 24,180,530	-132,470
Outlays	1 19,974,713	1 19,975,000	1 19,829,063	-145,937
Defense:				
Budget authority	154,496,356	160,237,850		
Outlays	142,523,618	143,298,944		
District of Columbia:				
Budget authority	527,227	528,000		
Outlays	500,445	501,000		
Energy and Water Development:				
Budget authority	11,978,611	12,084,000	11,847,713	-236,287
Outlays	11,937,363	11,925,000	11,762,808	-162,192
Foreign Operations:				
Budget authority	13,075,113	12,655,000		
Outlays	7,932,555	7,862,000		
HUD-Independent Agencies:				
Budget authority	78,385,554	75,948,000	39,612,073	-36,335,927
Outlays	50,886,471	50,373,000	47,424,272	-2,948,728
Interior:				
Budget authority	11,582,884	11,583,000	2 11,490,683	-92,317
Outlays	9,437,195	9,551,000	2 9,550,543	-457
Labor-HEW:				
Budget authority	3 85,556,695	3 88,211,000		
Outlays	3 89,750,952	3 89,751,000		
Legislative:				
Budget authority	4 1,283,583	4 1,267,000	973,739	-293,261
Outlays	4 1,246,866	4 1,230,000	969,640	-260,360
Military Construction:				
Budget authority	5,387,136	5,100,000	4,801,119	-298,881
Outlays	4,016,994	3,954,000	3,882,141	-71,859
State-Justice-Commerce-Judiciary:				
Budget authority	9,611,987	9,524,000	8,587,725	-936,275
Outlays	10,769,076	10,675,000	10,489,883	-185,117
Transportation:				
Budget authority	12,509,535	12,092,000	2 11,866,584	-225,416
Outlays	18,826,810	18,800,000	2 18,702,853	-97,147
Treasury-Postal-General Government:				
Budget authority	9,513,700	9,788,000	9,688,336	-99,664
Outlays	9,351,941	9,614,000	9,563,920	-50,080
Undistributed at this time:				
Budget authority		-3,050,000		
Outlays		-3,050,000		
Total:				
Budget authority	418,221,850	420,280,850		
Outlays	377,154,999	374,459,944		

¹ Includes sec. 32 amounts.

² Subcommittee recommendations.

³ Includes advance appropriations.

⁴ Includes Senate items.

FUNCTIONAL AND MANDATORY AMOUNTS—DISTRIBUTION TO
SUBCOMMITTEES

The fiscal year 1980 amounts subdivided to the subcommittees of the Committee on Appropriations are distributed reflecting the portion "mandatory under existing law" and "other" as follows:

SUBDIVISION TO SUBCOMMITTEES, FISCAL YEAR 1980

[In thousands of dollars]

Subcommittee	Total	Mandatory	Other
Agriculture:			
Budget authority.....	22,178,351	4,655,322	17,523,029
Outlays.....	18,635,289	5,504,614	13,130,675
Defense:			
Budget authority.....	137,698,861	14,968,935	122,729,926
Outlays.....	129,166,025	53,105,672	76,060,353
District of Columbia:			
Budget authority.....	453,440	0	453,440
Outlays.....	443,368	32,591	410,777
Energy and Water Development:			
Budget authority.....	12,482,374	47,432	12,434,942
Outlays.....	11,568,508	4,730,549	6,837,959
Foreign Operations:			
Budget authority.....	7,896,351	271,584	7,624,767
Outlays.....	7,712,125	5,035,126	2,676,999
HUD-Independent Agencies:			
Budget authority.....	73,217,951	13,676,529	59,541,422
Outlays.....	50,706,158	31,836,884	18,869,274
Interior:			
Budget authority.....	28,379,990	206,587	28,173,403
Outlays.....	9,044,015	4,017,413	5,026,602
Labor-HEW:			
Budget authority.....	80,341,150	47,530,162	32,810,988
Outlays.....	84,376,481	64,206,193	20,170,288
Legislative:			
Budget authority.....	1,242,166	715,844	526,322
Outlays.....	1,184,711	682,303	502,408
Military Construction:			
Budget authority.....	3,783,152	1,000	3,782,152
Outlays.....	3,993,712	2,774,293	1,219,419
State-Justice-Commerce-Judiciary:			
Budget authority.....	10,084,036	895,600	9,188,436
Outlays.....	11,102,638	4,852,746	6,249,892
Transportation:			
Budget authority.....	10,293,210	430,686	9,862,524
Outlays.....	19,746,923	13,467,461	6,279,462
Treasury-Postal-General Government:			
Budget authority.....	9,292,221	3,562,088	5,730,133
Outlays.....	9,296,335	3,910,622	5,385,713
Undistributed at this time:			
Budget authority.....	759,012	-----	759,012
Outlays.....	243,263	-----	243,263
Total for the Committee:			
Budget authority.....	398,102,265	86,961,769	311,140,496
Outlays.....	357,219,551	194,156,467	163,063,084