

# CRS Report for Congress

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## Appropriations for FY2001: An Overview

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Appropriations are one part of a complex congressional budget process that includes budget resolutions, appropriations measures (regular bills, supplemental measures, and continuing resolutions), rescission, and budget reconciliation bills. Fiscal year (FY) 2001 covers October 1, 2000-September 30, 2001. The process begins with the President's budget request and is bound by the rules of the House and Senate, the Congressional Budget and Impoundment Control Act of 1974 (as amended), the Budget Enforcement Act of 1990, and current program authorizations.

This report is a broad overview of all appropriations activity and a guide to the CRS Appropriation Product Series that provides analytical perspectives on the 13 annual FY2001 appropriations bills. This report will be updated weekly as legislation occurs.

For the most current information, congressional staff may access an Internet version of the CRS Appropriations Product Series, with active links to appropriations analysis, committee reports and other legislation, and votes for each of the 13 appropriation bills at: [<http://www.loc.gov/crs/products/apppage.html>].

For a detailed explanation or description of the budget and appropriations process, please see the suggested reading list within this report. Also available to congressional staff via the Internet are CRS fact sheets on budget and appropriation topics available at: [<http://lcweb.loc.gov/crs/legproc/newformat/CRSFactSheets/BudgetTopics.html>].

Members of the public may be referred to THOMAS, the public version of the Library's legislative Web site: [<http://lcweb.loc.gov/global/legislative/appover.html>], and the THOMAS Status of FY2001 Appropriations Internet site: [<http://lcweb.loc.gov/global/legislative/appover.html>]

# Appropriations for FY2001: An Overview

## Summary

This report provides an overview of the Congressional Research Service FY2001 Appropriations Product Series, and summarizes selected action on regular bills, supplemental measures, and continuing resolutions.

### **Appropriations Vote Status Page:**

[<http://www.loc.gov/crs/products/appover.html>]

### **Appropriations for FY2001 CRS Report Series**

CRS Report RL30501: U.S. Department of Agriculture and Related Agencies  
CRS Report RL30502: Treasury, Postal Service, Executive Office of the President, Government  
CRS Report RL30503: Labor, Health and Human Services, and Education  
CRS Report RL30504: VA, HUD, and Independent Agencies  
CRS Report RL30505: Defense  
CRS Report RL30506: Interior and Related Agencies  
CRS Report RL30507: Energy and Water Development  
CRS Report RL30509: Commerce, Justice, and State, the Judiciary, and Related Agencies  
CRS Report RL30508: Department of Transportation and Related Agencies  
CRS Report RL30510: Military Construction  
CRS Report RL30511: Foreign Operations, Export Financing, and Related Programs  
CRS Report RL30512: Legislative Branch  
CRS Report RL30513: District of Columbia  
CRS Report RL30457: Supplemental Appropriations for FY2000: Plan Colombia, Kosovo, Foreign Debt Relief, Home Energy Assistance, and Other Initiatives

### **Appropriation Bills, Reports, Laws, Veto Messages (FY2001-1997):**

[<http://www.access.gpo.gov/congress/legislation/appro.html>]

### **Appropriation Committees Web Sites, Publications, Membership, Jurisdiction**

House: [<http://www.access.gpo.gov/congress/house/house02.html>]

Senate: [<http://www.access.gpo.gov/congress/senate/senate03.html>]

### **CRS Appropriations/Budget Products Page:**

[<http://www.loc.gov/crs/products/apppage.html>]

### **CRS Budget Fact Sheets:**

[<http://lcweb.loc.gov/crs/legproc/newformat/CRSFactSheets/BudgetTopics.html>].

### **To Order CRS Products:**

Using the CRS product number, Congressional offices may obtain paper copies of CRS products by calling the CRS Products Line at 7-7132. Members of the public may receive CRS products through their Representative or Senator.

**THOMAS** (Public version of the Library's legislative web site for constituents.)

Appropriations Vote Status Page:

[<http://lcweb.loc.gov/global/legislative/appover.html>]

For specific appropriation and budget searching, constituents may want to use:

[<http://thomas.loc.gov/bss/d106/hot-titl.html>]

## Contents

Most Recent Developments .....	1
Legislative Alert (CRS) .....	1
Votes: FY2001 Appropriations/FY2000 Supplemental (9/22/00) .....	1
Votes: Budget Resolution .....	4
Budget Surplus .....	5
CRS Appropriation Product Series .....	6
Appropriation Coordinators .....	6
Agriculture, Rural Development, FDA .....	6
Commerce, Justice, State, Judiciary .....	7
Defense .....	9
District of Columbia .....	10
Energy and Water Development .....	11
Foreign Operations .....	12
Interior .....	13
Labor/HHS/Education .....	14
Legislative Branch .....	15
Military Construction (with Supplemental) .....	16
Transportation .....	17
Treasury .....	18
Veterans Affairs/Housing and Urban Development .....	19
Supplemental for FY2000 .....	21
Locating Agencies, Departments, and Programs in Appropriation Bills .....	22
Guide to Selected Federal Programs in Appropriation Bills .....	22
Other CRS Appropriation/Budget Products .....	26
Appropriations and Budget Process .....	26
Budget (FY2001) .....	26
Debt .....	27
Economy .....	27
Fact Sheets on Budget and Appropriation Topics .....	27
Research and Development .....	27
Social Security Surplus .....	27
Vetoes of Appropriations .....	27
Internet Access .....	28
Appropriations Analysis/Vote Status Table (CRS) .....	28
Appropriation Bills, Reports, Laws, Veto Messages .....	28
Appropriation Web Sites, Publications, Membership, Jurisdiction .....	28
Budget Process Institutes (CRS) .....	28
Budget Timetable .....	28
CBO Budget/Appropriation Reports .....	28
Cost Estimates of Legislation (CBO) .....	28
Current Status of Discretionary Appropriations (CBO) .....	28
Debt .....	28
Fact Sheets on Budget and Appropriation Topics (CRS) .....	29

Glossaries .....	29
Legislative Alert (CRS) .....	29
Monthly Budget Review (CBO) .....	29
Rules Committee—House (Special Rules on Appropriation Bills) .....	29
Supplemental Requests and Budget Amendments (OMB) .....	29
302(b) Spending Allocations for Appropriation Subcommittees .....	29
Unauthorized Appropriations and Expiring Authorizations (CBO) .....	29
Veto Indications (OMB) .....	30
Appropriations Process .....	30
Appropriations Sequence .....	30
Appropriations and Budget Process Overview .....	31
President’s Budget .....	31
Budget Resolution .....	32
Implementation of the Budget .....	32
Discretionary Spending .....	32
Direct (or Mandatory) Spending .....	32
Reconciliation Legislation .....	32
Budget Resolution Enforcement and Sequestration .....	33

## List of Tables

Table 1. Votes: Appropriations and Supplemental (9/22/00) .....	1
Table 2. Administration Requests/Amounts Enacted: FY1981-FY1999 .....	34
Table 3. Discretionary/Mandatory Outlays: FY1981-FY1999 .....	35

# Appropriations for FY2001: An Overview

## Most Recent Developments

Two of the 13 appropriation bills have been signed into law:  
 Defense: P.L. 106-259 – H.R. 4576. (8/9/00; 114 Stat. 656; 55 p.)  
 Military Construction: P.L. 106-246 – H.R. 4425. (7/13/00; 114 Stat. 511; 82 p.)

On 9/20/00, the Senate failed to pass the combined Legislative Branch and Treasury Postal appropriations conference report, H.Rept. 106-796, by a vote of 28-69.

Fiscal year 2000 ends September 30, 2000. See:  
 CRS Report RL30343, *Continuing Appropriations Acts*  
 CRS Report RS20348, *Federal Funding Gaps*

### Legislative Alert (CRS)

Provides a list of this week's projected floor votes and CRS analysis.  
[\[http://www.loc.gov/crs/products/legalert.html\]](http://www.loc.gov/crs/products/legalert.html)

### Votes: FY2001 Appropriations/FY2000 Supplemental (9/22/00)

**Table 1. Votes: Appropriations and Supplemental (9/22/00)**

For the most current appropriation votes, see the Appropriations Vote Status Page.  
 Congressional offices: [\[http://www.loc.gov/crs/products/appover.html\]](http://www.loc.gov/crs/products/appover.html)  
 Constituents: [\[http://lcweb.loc.gov/global/legislative/appover.html\]](http://lcweb.loc.gov/global/legislative/appover.html)

Bill No.	Subcommittee Date/Vote		Committee Date/Vote		House/Senate Committee Report Floor Vote/Date		House/Senate Conference Report Floor Vote/Date		Public Law
	House	Senate	House	Senate	House	Senate	House	Senate	
<b>Agriculture</b> H.R. 4461 S. 2536 CRS Report RL30501	5/4/00 (vv)	5/4/00 (vv)	5/10/00 (vv)	5/9/00 (vv)	H.Rept. 106-619  (339-82) Vote #385 7/11/00	S.Rept. 106-288  (79-13) Vote#225 7/20/00			
<b>Commerce Justice State</b> H.R. 4690 CRS Report RL30509	6/6/00 (vv)		6/19/00	7/18/00 (28-0)  J	H.Rept. 106-680  (214-195) Vote #326 6/26/00	S.Rept. 106-404			

CRS-2

Bill No.	Subcommittee Date/Vote		Committee Date/Vote		House/Senate Committee Report Floor Vote/Date		House/Senate Conference Report Floor Vote/Date		Public Law
	House	Senate	House	Senate	House	Senate	House	Senate	
<b>Defense</b> H.R. 4576 S. 2593 CRS Report RL30505	5/11/00 (vv)	5/17/00 (vv)	5/25/00 (vv)	5/18/00 (28-0)	H.Rept. 106-644  (367-58) Vote #241 6/7/00	S.Rept. 106-298  (95-3) <sup>C</sup> Vote #127 6/13/00	H.Rept. 106-754  7/19/00 (367-58) Vote #413		P.L. 106-259  Signed 8/9/00
<b>District of Columbia</b> H.R. 4942 S. 3041 CRS Report RL30513	7/13/00		7/20/00 (vv)	9/13/00 (27-1)	H.Rept. 106-786  (217-207) 9/14/00	S.Rept. 106-409			
<b>Energy/ Water</b> H.R. 4733 CRS Report RL30507	6/12/00 (vv)	7/13/00 (vv)  I	6/20/00	7/18/00 (28-0)  I	H.Rept. 106-693  (407-19) Vote #342 6/28/00	S.Rept. 106-395  (91-3) Vote #237 9/7/00 L			
<b>Foreign Operations</b> H.R. 4811 S. 2522 CRS Report RL30511	6/20/00	5/8/00 (polled)	6/27/00 (vv)	5/9/00 (vv)	H.Rept. 106-720  (239-185) Vote #400 7/13/00	S.Rept. 106-291  (uc) 7/18/00 F			
<b>Interior</b> H.R. 4578 CRS Report RL30506	5/17/00 (vv)	6/20/00  E	5/25/00 (31-22)	6/22/00 (28-0)	H.Rept. 106-646  (204-172) Vote #291 6/16/00	S.Rept. 106-312  (97-2) Vote #211 7/18/00 E			
<b>Labor/ HHS/ Education</b> H.R. 4577 S. 2553 CRS Report RL30503	5/10/00 (8-6)	5/10/00 (vv)	5/24/00 (29-22)	5/11/00 (28-0)	H.Rept. 106-645  (217-214) Vote #273 6/14/00	S.Rept. 106-293  (52-43) Vote #171 6/30/00 H			
<b>Legislative Branch</b> H.R. 4516 K S. 2603 CRS Report RL30512	5/3/00 (6-3)		5/9/00 (31-23)	5/18/00 (28-0)	H.Rept. 106-635  (373-50) Vote #313 6/22/00	S.Rept. 106-304  7/17/00 (uc)  B	H.Rept. 106-796  K  (212-209) Vote #476 9/14/00		(28-69) Failed Passage. Vote #253 9/20/00

Bill No.	Subcommittee Date/Vote		Committee Date/Vote		House/Senate Committee Report Floor Vote/Date		House/Senate Conference Report Floor Vote/Date		Public Law
	House	Senate	House	Senate	House	Senate	House	Senate	
<b>Military Construction/Supplemental</b> H.R. 4425 S. 2521 CRS Report RL30510	5/2/00 (uc)	5/8/00 (polled)	5/9/00 (vv)	5/9/00 (vv)	H.Rept. 106-614  (386-22) Vote #184 5/16/00	S.Rept. 106-290  (96-4) <sup>A</sup> Vote #106 5/18/00	H.Rept. 106-710  G  (306-110) Vote #362 6/29/00		P.L. 106-246  Signed 7/13/00
<b>Transportation</b> H.R. 4475 S. 2720 CRS Report RL30508	5/8/00 (vv)	6/13/00	5/16/00 (vv)	6/13/00	H.Rept. 106-622  (395-13) Vote #210 5/19/00	S.Rept. 106-309  (99-0) <sup>D</sup> Vote #132 6/15/00			
<b>Treasury</b> H.R. 4871 S.2900 H.R. 4985 K CRS Report RL30502	7/11/00 (vv)	7/19/00 (vv)	7/18/00 (vv)	7/20/00	H.Rept. 106-756  (216-202) Vote #428 7/20/00		H.Rept. 106-796  K  (212-209) Vote #476 9/14/00		(28-69) Failed Passage. Vote #253 9/20/00
<b>VA/HUD</b> H.R. 4635 CRS Report RL30504	5/23/00 (vv)	9/13/00 (vv)	6/7/00 (vv)	9/13/00 (27-1)  M	H.Rept. 106-674  (256-169) Vote #309 6/21/00	S.Rept. 106-410	K		
<b>Supplemental</b>  Also see Military Construction  H.R. 3908 CRS Report RL30457			3/9/00 (33-13)		H.Rept. 106-521  (263-146) Vote #95 3/30/00				

Votes in parentheses. vv = voice vote; uc= unanimous consent.

- A. Military Construction: On 5/18/00, the Senate passed H.R. 4425, after striking all after the enacting clause and inserting in lieu thereof the text of S. 2521, as amended. See the *Congressional Record*, 5/18/00, pages S4122-70.
- B. Legislative Branch: On 7/17/00, the Senate passed H.R. 4516 by unanimous consent, after incorporating the text of S. 2603, as amended. See the *Congressional Record*, 7/17/00, p. D756. Earlier, on 5/25/00, by a vote of 98-2, the Senate agreed to the motion to advance S.2603 to the third reading, and subsequently the bill was returned to the Senate calendar.
- C. Defense: On 6/13/00, the Senate passed H.R. 4576, after striking all after the enacting clause and substituted the language of S. 2593.
- D. Transportation: On 6/15/00, the Senate passed H.R. 4475, as amended.
- E. Interior: On 7/18/00, the Senate passed H.R. 4578, after agreeing to a committee amendment in the nature of a substitute, and adding additional amendments. See the *Congressional Record*, 7/18/00, p. S7083, S7085-S7103. Earlier on 6/20/00, the Senate Appropriations Subcommittee on Interior approved H.R. 4578, as amended.
- F. Foreign Operations: On 7/18/00, the Senate passed H.R. 4811, after striking all after the enacting clause and inserting the text of S.2522, as amended. See the *Congressional Record*,



- 7/18/00, p. S.7121-42. Earlier, on 6/22/00, the Senate amended and advanced S. 2522 to the third reading and returned it to the Senate calendar, by a vote of 95-4.
- G. Military Construction/Supplemental: Supplemental spending was also included in the Military Construction conference report. See CRS Report RL30457, *Supplemental Appropriations for FY2000: Plan Colombia, Kosovo, Foreign Debt Relief, Home Energy Assistance, and Other Initiatives*.
- H. Labor/HHS/Education: On 6/30/00, the Senate passed H.R. 4577, as amended.
- I. Energy/Water: Energy and Water: The Senate Appropriations Committee reported H.R. 4733, with an amendment in the nature of a substitute (without a written report). Earlier, on 7/13/00, the Senate Appropriations Subcommittee on Energy and Water Development approved H.R. 4733, with an amendment in the nature of a substitute, by voice vote.
- J. Commerce: The Senate Appropriations Committee ordered H.R. 4690 to be reported favorably, with amendments.
- K. The conference report, H.Rept. 106-796 (H.R. 4516/H.R. 4985), covers both appropriations and FY2000 emergency supplementals. Division A (H.R. 4516) contains legislative branch appropriations and emergency FY2000 supplemental appropriations for the legislative branch and for the Department of Housing and Urban Development, Federal Housing Administration. Division B (H.R. 4985) contains provisions of the FY2001 Treasury and Postal Service appropriations bill, and repeal of the excise tax on telephone and other communications services. The text of the conference report was published in the 7/27/00 *Congressional Record*, p. H7095-126. The conference report passed the House on 9/14/00, by a vote of 212-209, vote #476. The conference report failed to pass the Senate on 9/20/00, by a vote of 28-69, vote #253.
- L. Energy/Water: On 9/7/00, the Senate passed H.R. 4733, as amended.
- M. VA/HUD: On 9/13/00, the Senate Appropriations Committee favorably reported H.R. 4635, with an amendment in the nature of a substitute.

## **Votes: Budget Resolution**

On 4/13/00, the budget resolution conference report for FY2001 (H.Rept. 106-577, H.Con.Res. 290) was adopted by both the House and Senate. The House agreed by a vote of 220-208, vote #125, *Congressional Record*, 4/13/00, p. H2258. The Senate vote was 50-48, vote #85, *Congressional Record*, 4/13/00, p. S2696. The President does not sign budget resolutions.

Previously, on 4/7/00, the Senate had passed its FY2001 budget resolution by incorporating S.Con.Res. 101 into H.Con.Res. 290 as a substitute, and passing H.Con.Res. 290 by a vote of 51-45, vote #79, *Congressional Record*, 4/7/00, p. S2384-2432.

In the early morning of 3/24/00, the House passed its FY2001 budget resolution by a vote of 211-207, and rejected five other budget proposals. *Congressional Record*, 3/23/00, p. H1335-H1401, vote #75.

- ! Rejected the Owens (Congressional Black Caucus) amendment in the nature of a substitute by a vote of 70 to 348, vote #70, *Congressional Record*, 3/23/00, p. H1341-55.
- ! Rejected the DeFazio (Progressive Caucus) amendment in the nature of a substitute, by a vote of 61-351, vote #71, *Congressional Record*, 3/23/00, p. H1355-63.

- ! Rejected the Stenholm (Blue Dog Democrats) amendment in the nature of a substitute, by a vote of 171-243, vote #72, *Congressional Record*, 3/23/00, p. H1363-74.
- ! Rejected the Sununu (Republican Conservative Action Team—CATS) amendment in the nature of a substitute by a vote of 78-339, vote #73, *Congressional Record*, 3/23/00, p. H1375-86.
- ! Rejected the Spratt (Democratic Alternative) amendment in the nature of a substitute by a vote of 184-233, vote #74, *Congressional Record*, 3/23/00, p. H1386-H1400.

For historical information on budget resolutions from FY1975-FY2000, see CRS Report RL30297, *Congressional Budget Resolutions: Selected Statistics and Information Guide*.

## Budget Surplus

On 7/18/00, the *Budget and Economic Outlook: An Update* was released by the Congressional Budget Office. CBO now projects a FY2000 total budget surplus of \$232 billion, (excluding spending and revenue legislation this year). This is \$53 billion higher than the previous CBO estimate in April. CBO also estimates that “the on-budget surplus (which excludes the spending and revenues of Social Security and the Postal Service) is now expected to rise to \$84 billion this year under current policies ... more than \$100 billion in 2001, ... and to annual levels approaching or exceeding \$400 billion by 2010, depending on assumptions about future levels of discretionary spending.”

HTML version:

[<http://www.cbo.gov/showdoc.cfm?index=2241&sequence=0&from=7>]

PDF version: [<http://www.cbo.gov/ftpdoc.cfm?index=2241&type=1>]

On 6/26/00, the Office of Management and Budget (OMB) released its *Mid-Session Review*, projecting a total FY2000 budget surplus of \$211 billion, and an on-budget surplus of \$52 billion, making it the “largest surplus ever in dollar terms and the largest as a percentage of GDP since 1948.” [<http://w3.access.gpo.gov/usbudget/>]

In response, CBO issued *An Analysis of the President’s Mid-Session Review of the Budget for Fiscal Year 2001*, on 7/28/00.

HTML: [<http://www.cbo.gov/showdoc.cfm?index=2301&sequence=0&from=7>]

PDF: [<http://www.cbo.gov/ftpdoc.cfm?index=2301&type=1>]

Earlier this year, both CBO and the Office of Management and Budget (OMB) had projected a FY2000 surplus of \$179 billion, with an on-budget surplus of \$26 million.

The two major sources for federal budget information are the Congressional Budget Office [<http://www.cbo.gov/>] and the Office of Management and Budget [<http://www.whitehouse.gov/OMB/>]. For more information see CRS Issue Brief IB10052, *The Budget for Fiscal Year 2001*.

## CRS Appropriation Product Series

The CRS Appropriations/Budget Products Page provides direct access to a CRS product series covering each of the 13 appropriation bills. Also included is an Appropriations Status Chart providing access to appropriation votes, bills, reports, and public laws. Other access points include information on supplemental proposals, a budget chronology and overview with active Internet links, a list of key CRS policy staff, and a guide to locating federal agencies, departments, and programs in appropriation bills: [<http://www.loc.gov/crs/products/apppage.html>].

### Appropriation Coordinators

Area of Expertise	Name	CRS Division	Tel.
Agriculture	Ralph Chite	RSI	7-7296
Commerce, Justice, State, Judiciary	Ed Knight	G&F	7-7785
Defense	Stephen Daggett	FDT	7-7642
District of Columbia	Eugene P. Boyd	G&F	7-8689
Energy/Water (Co-Coordinator)	Carl Behrens	RSI	7-8303
Energy/Water (Co-Coordinator)	Marc Humphries	RSI	7-7264
Foreign Operations	Larry Nowels	FDT	7-7645
Interior	Alfred R. Greenwood	RSI	7-7236
Labor, Health, Human Services, Education	Paul M. Irwin	DSP	7-7573
Legislative Branch	Paul E. Dwyer	G&F	7-8668
Military Construction	Mary T. Tyszkiewicz	FDT	7-3144
Transportation	Robert Kirk	RSI	7-7769
Treasury, Postal Service	Sharon Gressle	G&F	7-8677
Veterans, Housing and Urban Development (Co-Coordinator)	Dennis W. Snook	RSI	7-7314
Veterans, Housing and Urban Development (Co-Coordinator)	Richard Bourdon	DSP	7-7806

Division abbreviations: DSP = Domestic Social Policy; FDT = Foreign Affairs, Defense, and Trade; G&F = Government and Finance; RSI = Resources, Science, and Industry.

### Agriculture, Rural Development, FDA

CRS Report RL30501, *Appropriations for FY2001: U.S. Department of Agriculture and Related Agencies*, coordinated by Ralph M. Chite.

**Vote Status Table:** [<http://www.loc.gov/crs/products/appover.html>]

### Major legislation: H.R. 4461

House passage: 7/11/00 (339-82). Senate passage: 7/20/00 (79-13).

**Summary from CRS Report RL30501 (8/31/00):**

During July, the House and Senate completed action on their respective versions of an FY2001 appropriations bill (H.R. 4461) for the U.S. Department of Agriculture (USDA) and related agencies. The full House approved H.R. 4461 with amendments, by a 339-82 vote, on July 11, 2000. The Senate adopted a substitute amendment (S. 2536, as modified) to the text of the House-passed bill and approved the measure, 79-13, on July 20. The two bills are relatively close in total FY2001 regular spending levels — \$75.70 billion in the Senate-passed bill and \$75.42 billion in the House-passed bill, compared with \$77.27 billion in the Administration request. Of these amounts, nearly \$14.54 billion is for discretionary programs in the House bill, compared with \$14.85 billion in S. 2536, and \$15.5 billion proposed by the Administration. Administration officials have stated that the President likely would veto either version of the bill, mainly because they fall short of the Administration requested levels, particularly for food safety, research and conservation programs. Conference action is expected following the August recess.

Not included in the above totals is over \$3 billion in emergency spending for USDA programs in the Senate-passed bill. Most of this spending would provide economic and disaster relief to agricultural producers, including \$1.45 billion in crop disaster payments; \$450 million in livestock feed assistance; \$443 million in direct payments to dairy farmers, and \$160 million for potato and apple growers. The only emergency provision in the House bill is \$115 million in apple and potato assistance. So far this year, USDA programs have received \$15 billion in emergency supplemental funding.

One of the most controversial issues in the agriculture appropriations debate has been whether to exempt food and medicine from unilateral sanctions against Cuba and other specified nations. A food and medicine exemption provision is included in the Senate-passed bill, and a nearly identical provision was in the House-reported bill. However, House opponents fought successfully to delete the provision from the bill, after working out a compromise, which House leadership has stated will serve as their position in conference.

During floor debate on the FY2001 agriculture spending bill, attempts to either limit (House) or prohibit (Senate) federal spending on the sugar price support program were thwarted. Also defeated on the House floor were proposed amendments to eliminate funding for the Market Access Program and for an emergency payment program for wool and mohair producers; a prohibition on the use of USDA funds for the destruction of livestock predators; and a blocking of FDA approval of an abortion drug. Amendments were adopted in both chambers to allow the importation of FDA-approved drugs from Canada and Mexico. Both bills contain prohibitions on mandatory spending on certain agricultural research programs and for the Fund for Rural America.

**Commerce, Justice, State, Judiciary**

CRS Report RL30509, *Appropriations for FY2001: Commerce, Justice, and State, the Judiciary, and Related Agencies*, coordinated by Edward Knight.

**Vote Status Table:** [<http://www.loc.gov/crs/products/appover.html>]

**Major legislation: H.R. 4690**

House passage: 6/26/00 (214-195).

S. Appropriations Committee approval: 7/18/00 (S.Rept. 106-404).

**Summary from CRS Report RL30509 (9/12/00):**

This report tracks action by the 106th Congress on FY2001 appropriations for the Departments of Commerce, Justice, and State, the Judiciary, and other related agencies (often referred to as CJS appropriations). P.L. 106-113 (H.R. 3421, Division B of H.R. 3194, Section 1000 (a)) appropriated \$39.6 billion for these agencies for FY2000. The President's FY2001 budget requests about \$39.6 billion for these agencies, about a \$51 million increase or 0.1 % above the FY2000 total. On June 14, 2000, the House Appropriations Committee approved its version of the CJS appropriations bill (H.R. 4690, H.Rept. 106-680). It recommended funding totaling \$37.4 billion-\$2.2 billion below the President's request and about \$2.2 billion below the FY2000 appropriation. The House passed the bill on June 26, approved the same overall funding total recommended by the Committee. On July 18, 2000, the Senate Appropriations Committee approved its version of the bill (H.R. 4690, S.Rept. 106-404). It approved total funding of \$36.7 billion which is about \$700 million below the House version and about \$2.9 billion below both the President's request and the actual FY2000 appropriation. The bill is awaiting floor action in the Senate.

The major CJS appropriations issues or concerns that are receiving attention in both the Senate and the House include the following. Department of Justice: building more prisons, extending the 1994 Crime Act funding authorization beyond September 30, 2000; increasing funding for drug-related efforts among the Department of Justice (DOJ) agencies; increasing funding for community law enforcement; combating cybercrime; changing the focus and levels of appropriations for DOJ's Office of Juvenile Justice and Delinquency Prevention; providing funding for programs that would reduce gun and youth violence; reducing pending caseloads in immigration-related claims, particularly green card and naturalization applications; meeting the statutory mandate that the Border Patrol be increased by 1,000 agents in FY2001, and accounting for the shortfall in hiring in FY1999; determining the level of detention capacity necessary to comply with the statutory mandate that certain criminal aliens be detained until deported; and restructuring INS internally as proposed by the Administration or dismantling or restructuring the agency by legislation. Department of Commerce: the progress made in streamlining and downsizing Department programs; implementation of the decennial census including followup operations; federal financial support of industrial technology development programs; monitoring foreign compliance with trade agreements and U.S. trade laws; and implementing new White House environmental initiatives at the National Oceanic and Atmospheric Administration. Department of State: improving embassy security through a doubling of funding as well as a request for an advance appropriation to cover the period FY2002 to FY2005. The Judiciary: level of funding required for court staff and defender services in the lower courts, and whether the salaries of judges and justices should receive a cost-of-living increase. Other Related Agencies: adequacy of funding levels for the Legal Services Corporation, and the Equal Employment Opportunity Commission, given a rapidly growing workload of civil rights cases.

## Defense

CRS Report RL30505, *Appropriations for FY2001: Defense*, by Stephen Daggett.

**Vote Status Table:** [<http://www.loc.gov/crs/products/appover.html>]

### Major legislation:

P.L. 106-259 (8/9/00; 114 Stat. 656; 55 p.)

House conference passage: 7/19/00 (367-58).

Senate conference passage: 7/27/00 (91-9).

### Summary from CRS Report RL30505 (9/15/00):

House and the Senate action on annual defense bills is nearing completion. A conference agreement on the defense appropriations bill, H.R. 4576, was approved in the House on July 19 and in the Senate on July 27, and the President signed the bill into law on August 9 (P.L. 106-259). Both the House and the Senate have also approved a conference agreement on the FY2001 military construction appropriations bill, H.R. 4425, and the President signed the bill into law on July 13 (P.L. 106-246). This bill includes supplemental appropriations for FY2000 military operations in Kosovo and Colombia, for increased fuel and medical care costs, and for some other defense programs. A conference on the defense authorization bill, H.R. 4205/S. 2549, is expected to be finished imminently.

Several major issues emerged in this year's defense debate. An ongoing issue is whether long-term defense budgets are adequate to support an appropriate pace of weapons modernization. The FY2001 request included \$60 billion for weapons procurement, reaching a target that had been set some years before, but many legislators are arguing that much larger procurement budgets will be necessary within the next few years. The appropriations conference agreement provides about \$2.4 billion more for weapons procurement than the Administration requested and about \$3.5 billion more for weapons R&D.

Another key issue is how to reform defense health care programs. The Defense Department proposed some modest changes in the TRICARE program for military dependents. Congress, however, considered much more substantial changes in health care benefits for military retirees, ranging from a mail-order prescription drug benefit to allowing military retirees into the Federal Employee Health Benefits Plan. The Senate added a provision to its version of the defense authorization bill that would guarantee retiree access to DOD-provided health care. That provision has reportedly been a major issue in the authorization conference.

Funding for the Joint Strike Fighter was the major weapons-related issue this year - there continues to be general support for the aircraft in Congress, but the defense committees reduced funding because of delays in the development program. Army modernization and Navy shipbuilding have also been matters of some attention. The conference agreement on the defense appropriations bill adds almost \$2 billion for Army transformation initiatives designed to build a lighter, more easily deployable force.

U.S. policy in Kosovo was also a major issue. In a key vote on the Military Construction bill, the Senate deleted a provision sponsored by Senator Byrd to cut off funds for troops in Kosovo after July 1, 2001, unless Congress approves continued deployment. A Kosovo burdensharing measure has been a key issue in the authorization conference.

## **District of Columbia**

CRS Report RL30513: *Appropriations for FY2001: District of Columbia*, by Eugene Boyd.

**Vote Status Table:** [<http://www.loc.gov/crs/products/appover.html>]

### **Major legislation: H.R. 4942, S. 3041**

House passage: 9/14/00 (217-207).

Senate Appropriations Committee reported out S.Rept. 106-409 (9/13/00).

### **Summary from CRS Report RL30513 (9/14/00):**

On February 7, 2000, President Clinton submitted his budget recommendations for FY2001. The Administration's proposed budget includes \$ 445 million in federal payments and assistance to the District of Columbia. On March 13, 2000, D.C. Mayor Anthony Williams submitted his proposed budget for FY2001. The proposed budget included \$4.7 billion in general fund expenditures and \$695 million in enterprise funds. The District of Columbia Financial Responsibility and Management Assistance Authority (Authority), on June 7, 2000, approved a budget compromise reached by the city council and the mayor, which includes \$137 million more in funding for public education than appropriated for FY2000, and \$47 million more than requested by the mayor. In addition, the city's budget appropriates \$214.6 million for economic development, which is \$24 million more than appropriated in FY2000, and \$197.8 million for governmental support activities, which is \$62.0 million more than appropriated in FY2000.

The District budget, which must be approved by Congress, requests \$445 million in special federal payments. On September 13, 2000, the Senate Appropriations Committee completed action on its version of the District's Appropriations Act for FY2001, S. 3041, which includes \$441 million in special federal payments. Following this action, on September 14, 2000, the House passed its version of the District's appropriation bill, H.R. 4942, which includes \$414 million in special federal payments to the District.

The District's \$4.8 billion general fund budget includes \$394 million for agencies under court-ordered receivership. These include Child and Family Services, Mental Health Services, and Jail Medical Services. In the next 12 months two of these agencies-Child and Family Services and Mental Health Services- will return to District control because of a lack of progress made by the court-appointed receivers.

Earlier this year District residents approved by referendum an amendment to the District's home rule charter that restructures the city's Board of Education. The charter amendment reconfigures the school board from an 11 member panel with eight members elected by ward and three at-large to a board comprising five elected

members and four members appointed by the mayor. The referendum, which was approved by voters on June 27, 2000, will give the mayor greater influence over education policy, funding, and resource allocation through his appointed members on the Board of Education. It also means the mayor assumes greater accountability for the state of the city's public schools.

In addition, the council must complete its work on revising sentencing guidelines governing convicted felons as mandated by the National Capital Revitalization Act of 1997, P.L. 105-33. The 1997 Act transferred to the federal government funding responsibility for criminal justice activities. These activities account for \$244.9 million (55%) of the total \$445 million in requested special federal payments. This report will be updated to reflect the latest action affecting the District's FY2001 appropriations.

## **Energy and Water Development**

CRS Report RL30507, *Appropriations for FY2001: Energy and Water Development*, coordinated by Marc Humphries and Carl Behrens.

**Vote Status Table:** [<http://www.loc.gov/crs/products/appover.html>]

### **Major legislation: H.R. 4733**

House passage: 6/28/00 (407-19). Senate passage: 9/7/00 (93-1).

### **Summary from CRS Report RL30507 (9/19/00):**

The Energy and Water Development appropriations bill includes funding for civil projects of the Army Corps of Engineers, the Department of the Interior's Bureau of Reclamation (BuRec), most of the Department of Energy (DOE), and a number of independent agencies. The Administration requested \$22.7 billion for these programs for FY2001 compared with \$21.2 billion appropriated in FY2000. The House Bill, (H.R. 4733), passed on June 28, 2000, allocates \$21.74 billion for Energy and Water Development programs. Overall, funding levels for defense-related programs would increase and funding levels for nondefense-related programs decrease. The Senate subcommittee marked up its version of the bill on July 13, 2000, allocating \$22.5 billion for energy and water development programs. This bill was reported out by the full Appropriations Committee July 18, and passed by the Senate, with a number of amendments, on September 7.

Key issues involving Energy and Water Development appropriations programs include: budget constraints that may increase water project conflicts between continuing conventional construction and recent infrastructure/restoration authorizations and initiatives; reauthorizations for major water/ecosystem restoration initiatives for the Florida Everglades and California "Bay-Delta" areas may impede funding during FY2001 and beyond; executive branch investigations or reviews of Corps study procedures and agency management practices that could lead to congressional action, depending upon what reviews reveal and when they are completed; spending for solar and renewable energy to address global climate change issues; a pending decision by DOE on the electrometallurgical treatment of nuclear spent fuel for storage and disposal, a process that opponents contend raises nuclear proliferation concerns; implementation of the new National Nuclear Security Administration (NNSA); an expanded Threat Reduction Initiative aimed at ending



Russia's production of plutonium that can be used to make nuclear weapons; DOE management of its Spallation Neutron Source Project (SNS); Nuclear Regulatory Commission's (NRC) plans to overhaul its regulatory system for nuclear power plant safety, as urged by the House and Senate Appropriations Committees.

## Foreign Operations

CRS Report RL30511: *Appropriations for FY2001: Foreign Operations, Export Financing, and Related Programs*, by Larry Nowels.

**Vote Status Table:** [<http://www.loc.gov/crs/products/appover.html>]

### Major legislation: H.R. 4811, S.2522

House passage: 7/13/00 (239-185). Senate passage: 7/18/00 (uc).

### Summary from CRS Report RL30511 (9/2/00):

The annual Foreign Operations appropriations bill is the primary legislative vehicle through which Congress reviews the U.S. foreign aid budget and influences executive branch foreign policy making generally. It contains the largest share -- over two-thirds — of total U.S. international affairs spending.

President Clinton has asked Congress to appropriate \$15.1 billion for FY2001 Foreign Operations, an amount about \$1.6 billion, or 12% higher than total FY2000 appropriations, after adjusting FY2000 to deduct the one-time, emergency \$1.8 billion aid package for Israel, Jordan, and Palestinians in support of the November 1998 Wye River/Middle East peace accord. (Including Wye River assistance in the FY2000 totals, the FY2001 request is roughly \$210 million, or 1.4%, less than total FY2000 enacted appropriations.) The largest increases at the account level are those for the Export-Import Bank (+26%), USAID development assistance (+18%), nonproliferation, terrorism, and demining (+44%), voluntary contributions to international organizations (+45%), and multilateral development bank contributions (+24%).

S. 2522, as approved by the Senate on June 22, provides \$13.4 billion for FY2001 Foreign Operations Appropriations. The measure is about \$65 million less than FY2000 enacted (after subtracting from FY2000 the one-time, \$1.8 billion emergency Wye River aid package). The Senate bill falls about \$1.7 billion, or 11%, below the President's FY2001 request. A major new initiative in S. 2522 is the creation of a Global Health account (\$691 million) with specific earmarks for HIV/AIDS, tuberculosis, malaria, and for a U.S. contribution to the Global Fund for Children's Vaccines (\$50 million). Population aid would increase by \$110 million and a new set of conditions on family planning programs would effectively eliminate the current abortion-related restrictions that Congress enacted for FY2000.

H.R. 4811, as approved by the House on July 13, provides \$13.1 billion, about \$350 million less than the FY2000 enacted, and 13% less than the President's request. The bill maintains the FY2000 funding level and abortion-related restrictions. At \$238 million, the bill provides most of the Administration's FY2001 request for debt relief, but still falls well short of the combined FY2000/2001 debt reduction request of \$472 million.

Four issues in the FY2001 Foreign Operations debate are receiving special attention: 1) U.S. development aid policy and spending priorities; 2) population aid and international family planning policy; 3) regional/country aid issues and allocations; and 4) initiatives to reduce debt owed to the United States and other creditors by the world's poorest and most highly indebted nations.

## **Interior**

CRS Report RL30506, *Appropriations for FY2001: Interior and Related Agencies*, coordinated by Alfred R. Greenwood.

**Vote Status Table:** [<http://www.loc.gov/crs/products/appover.html>]

### **Major legislation: H.R. 4578**

House passage: 6/16/00, (204-172). Senate passage: 7/18/00, (97-2).

### **Summary from CRS Report RL30506 (8/18/00):**

The Interior and Related Agencies Appropriations bill includes funding for agencies and programs in four separate federal departments as well as numerous smaller agencies and diverse programs. The bill includes funding for the Interior Department except the Bureau of Reclamation, but only segments of the funding of the other three departments, Agriculture, Energy, and Health and Human Services.

On February 7, 2000, President Clinton submitted his FY2001 budget to Congress. The FY2001 request for Interior and Related Agencies totals \$16.32 billion compared to the \$14.91 billion enacted for FY2000 (P.L. 106-113), an increase of \$1.41 billion. (With scorekeeping adjustments, including an across-the-board cut of 0.38% for FY2000, the figures are \$16.49 billion requested for FY2001 compared with \$14.90 billion enacted for FY2000.)

The Interior Subcommittee of the House Appropriations Committee and the full House Appropriations Committee marked up the FY2001 Interior Appropriations bill on May 17, 2000 and May 25, 2000, respectively. On June 16, 2000, the House passed H.R. 4578 (H.Rept. 106-646) by a vote of 204-172. The FY2001 recommended level of \$14.6 billion is \$1.7 billion below the President's request and \$302 million below the FY2000 enacted level. The bill would also provide \$350 million for emergency wildland firefighting (+ \$200 million for the Department of the Interior and \$150 million for the Forest Service) as a FY2000 emergency supplemental appropriation. The Office of Management and Budget has indicated that the President would veto the House bill in its present form.

The Interior Subcommittee of the Senate Appropriations Committee and the full Senate Appropriations Committee marked up the Interior bill on June 20, 2000 and June 22, 2000, respectively. On July 18, 2000, the Senate passed the bill by a vote of 97-2. The FY2001 recommended level of \$15.8 billion in total budget authority is some \$1.16 billion above the House-passed mark. The Senate recommended level provides increases above the House-passed levels for most of the agencies within the bill. For example: Forest Service (+ \$251 million), Bureau of Indian Affairs (+ \$205 million), Department of Energy (+ \$172.8 million), Fish and Wildlife Service (+ \$59.1 million), Geological Survey (+ \$31.7 million), Bureau of Land Management (+ \$28.1

million), and Smithsonian (+ \$26.8 million). In addition, the Senate would provide increases for the National Endowment for the Arts (+ \$7 million) and the National Endowment for the Humanities (+ \$5 million). It should be noted that the Senate-passed total includes a FY2001 Emergency Supplemental for wildland fire fighting of \$240.3 million (\$120.3 million for the Bureau of Land Management and \$120 million for the Forest Service for hazardous fuels reduction). See Table 5, CRS Report RL30506, for the House- and Senate-recommended levels. A list of House and Senate amendments can be found by accessing H.R. 4578 on the Legislation Information System (LIS) at [<http://www.congress.gov>].

A House-Senate conference is expected after Labor Day.

## **Labor/HHS/Education**

CRS Report RL30503, *Appropriations for FY2001: Labor, Health and Human Services, and Education*, by Paul M. Irwin.

**Vote Status Table:** [<http://www.loc.gov/crs/products/appover.html>]

### **Major legislation: H.R. 4577**

In conference.

House passage: 6/14/00 (217-214). Senate passage: 6/30/00 (52-43).

### **Summary from CRS Report RL30503, (8/17/00):**

This report tracks the legislative action by the 106th Congress on the FY2001 appropriation bill for the Departments of Labor, Health and Human Services, and Education, and Related Agencies (L-HHS-ED). This bill will provide discretionary funds for three federal departments and related agencies. The report summarizes L-HHS-ED discretionary funding issues, but not authorization or entitlement issues.

On February 7, 2000, the President submitted the FY2001 budget to the Congress. For L-HHS-ED discretionary appropriations, the request includes \$106.1 billion in “current year” funding (funds from any bill for FY2001), and \$107.1 billion in “program level” funding (funds from the FY2001 bill for any year); these terms are discussed later in the report (p. 8). Compared to FY2000 discretionary appropriations, the FY2001 current year request represents a \$20.6 billion increase (24.1%), and an increase of \$9.9 billion (10.2%) at the program level, for L-HHS-ED programs. The House amended and passed H.R. 4577 on June 14, 2000, and the Senate amended and passed its version of H.R. 4577 (S. 2553) on June 30, 2000.

U.S. Department of Labor (DOL): Increases of \$100 million or more are requested for the Workforce Investment Act, the State Unemployment Insurance and Employment Service Operations, and Departmental Management. Current year DOL discretionary funding is \$8.8 billion; \$12.4 billion is requested.

U.S. Department of Health and Human Services (DHHS): Increases of \$100 million or more are requested for the Child Care and Development Block Grant, Ryan White AIDS programs, Centers for Disease Control and Prevention, National Institutes of Health, Substance Abuse and Mental Health Services Administration, Head Start, and the Administration on Aging. The Public Health and Social Services

Emergency Fund would be reduced by \$223 million. Current year DHHS discretionary funding is \$40.3 billion; \$45.0 billion is requested.

U.S. Department of Education (ED): Increases of \$100 million or more are requested for a School Renovation Initiative; Educational Technology; 21st Century Community Learning Centers; Small, Safe, Successful High Schools; Title I Grants to Local Educational Agencies; Teaching to High Standards; Class Size Reduction and Teacher Assistance; other School Improvement programs; Special Education State Grants; Pell Grants; and GEAR UP. Impact Aid, Goals 2000: Educate America Act, and the Fund for the Improvement of Education would be reduced by \$100 million or more. Eisenhower Professional Development grants and the Innovative Education Strategies (block grant) program would be eliminated. Current year ED discretionary funding is \$29.4 billion; \$40.1 billion is requested.

Related Agencies: Increases of at least \$100 million are requested for the Social Security Administration Administrative Expenses and Supplemental Security Income (SSI). Current year discretionary funding is \$8.1 billion; \$8.7 billion is requested.

## Legislative Branch

CRS Report RL30512, *Appropriations for FY2001: Legislative Branch*, by Paul Dwyer.

**Vote Status Table:** [<http://www.loc.gov/crs/products/appover.html>]

### Major legislation: H.R. 4516 (Conference Report H.Rept. 106-796)

House passage: 9/14/00 (212-209).

Senate failed to pass: 9/20/00 (28-69).

**Update:** The Senate failed to pass the combined Legislative Branch and Treasury-Postal appropriations conference report (H.Rept. 106-796), on 9/20/00, by a vote of 28-69, vote #253. Earlier, on 9/14/00, the House had passed the conference report by a vote of 212-209, vote #476.

### Summary from CRS Report RL30512 (9/11/00):

On July 27, 2000, conferees issued the conference report on H.R. 4516, the FY2001 legislative branch appropriations bill. The report contains \$2.527 billion, a 2.1% increase over the FY2000 appropriation of \$2.475 billion. The report also contains \$51.1 million in emergency FY2000 supplemental appropriations for the legislative branch and the Department of Housing and Urban Development, Federal Housing Administration. Both the legislative branch and FY2000 supplemental appropriations are contained in Division A of the bill. Division B contains provisions of the FY2001 treasury and postal service appropriations bill and provisions repealing the excise tax on telephone and other communications services. Later that day, the House agreed to the rule waiving points of order against the conference report.

Of the \$51.1 million in FY2000 emergency supplemental appropriations, \$11.1 million is for legislative branch activities - \$2.1 million for the Capitol Police Board for security, and \$9 million for House office building repairs.

H.R. 4516, as passed by the House, contained \$1.914 billion (excluding Senate items), a decrease of \$9.8 million, or 0.5%, from the FY2000 appropriation of \$1.924 billion. This figure was arrived at after the House adopted a floor amendment that added \$95.7 million to the bill as reported by the House Appropriations Committee. As originally reported, the bill contained \$1.818 billion, a reduction of \$105.6 million, or 5.5%, from the FY2000 level. H.R. 4516, as passed by the Senate, contained a 3.7% increase, to \$1.721 billion (excluding House items) from \$1.662 billion in FY2000 (excluding House items).

At the end of June, the President signed into law (P.L. 106-246) a FY2000 supplemental appropriation of \$17.5 million for Capitol Hill fire safety, contained in H.R. 4425, the FY2001 military construction appropriations bill.

Among issues under consideration were proposals to: increase funds for the Capitol Police to employ 100 - 115 additional officers to implement the Capitol Police Board's security plan; temporarily transfer administration of the Capitol Police to a chief administrative office, under jurisdiction of the General Accounting Office; merge Library and Government Printing Office police with the Capitol Police; provide adequate funds for electronic document printing, the digital online program of the Library of Congress, and enhancements to the legislative information system; fund the support agencies' staff succession programs to replace employees eligible for retirement in the immediate future; and, authorize GAO more flexibility in a reduction-in-force and authorities for voluntary early retirements and separation payments.

At an appropriation level of \$2.475 billion for FY2000, the legislative budget accounts for 0.15% of the total federal budget.

### **Military Construction (with Supplemental)**

CRS Report RL30510, *Appropriations for FY2001: Military Construction*, by Mary T. Tyszkiewicz.

**Vote Status Table:** [<http://www.loc.gov/crs/products/appover.html>]

**Major Legislation: P.L. 106-246 (7/13/00; 114 Stat. 511; 82 p.)**

House conference passage: 6/29/00 (306-110).

Senate conference passage: 6/30/00 (uc).

### **Summary from CRS Report RL30510 (7/18/00):**

The military construction (MilCon) appropriations bill finances (1) military construction projects in the United States and overseas; (2) military family housing operations and construction; (3) U.S. contributions to the NATO Security Investment Program; and (4) most base realignment and closure costs.

This report reviews the appropriations and authorization process for military construction. The congressional debate perennially centers on the adequacy of the President's budget for military construction needs and the necessity for congressional add-ons, especially for Guard and Reserve projects. In recent years, Congress has

frequently complained that the Pentagon has not adequately funded military construction.

The Administration's FY2001 budget request for military construction is \$8.0 billion, which is 5.5% below the level provided in FY2000. This continues a downward trend from the peak FY1996 level of \$11.2 billion, the FY1997 level of \$9.8 billion, the FY1998 level of \$9.3 billion, the FY1999 level of \$9.0 billion and the FY2000 level of \$8.4 billion.

On May 16, 2000, the House passed the Military Construction Appropriations Act FY2001 (H.R. 4425), by a 386-22 roll call vote. The House followed the House Appropriations Committee's lead and passed the \$8.634 billion bill with only one amendment.

On May 18, 2000, the Senate passed S. 2521, their version of the FY2001 Military Construction Appropriations bill, on a 95-4 vote. Because emergency supplemental appropriations for FY2000 was added onto this bill, the conference debate has focused on domestic and defense issues outside of military construction. For background and comprehensive information on the FY2000 supplemental funding, see CRS Report RL30457, *Supplemental Appropriations for FY2000: Plan Colombia, Kosovo, Foreign Debt Relief, Home Energy Assistance and Other Initiatives*, by Larry Nowels, et al. For background on the Kosovo operations, see CRS Issue Brief IB98041, *Kosovo and U.S. Policy*, by Steve Woehrel, and CRS Issue Brief IB10027, *Kosovo: U.S. and Allied Military Operations*, by Steve Bowman.

The Military Construction Appropriations conference report, recommending \$8.834 billion was approved by the House on June 29, 2000, and the Senate on June 30, 2000. It became P.L. 106-246 on July 13, 2000.

In authorization action, on May 18, 2000, the House approved its defense authorization bill (H.R. 4205, H.Rept. 106-616). The Senate has debated its version of the defense authorization bill (S.2549, S.Rept. 106-292) throughout June.

## **Transportation**

CRS Report RL30508, *Appropriations for FY2001: Department of Transportation and Related Agencies*, coordinated by Robert S. Kirk.

**Vote Status Table:** [<http://www.loc.gov/crs/products/appover.html>]

### **Major legislation: H.R. 4475**

In conference.

House passage: 5/19/00 (395-13). Senate passage: 6/15/00 (99-0).

### **Summary from CRS Report RL30508 (8/11/00):**

Both houses of Congress have passed somewhat different versions of the FY2001 Department of Transportation (DOT) Appropriations Act (H.R. 4475). The House of Representatives version provides total budgetary resources of \$55.2 billion; the Senate version provides \$54.7 billion. The roughly \$500 million difference is partly an outgrowth of the lower budget cap that Senators had to work with. The

House and Senate bills both provide significant increases above FY2000 enacted funding for all major agencies except the Federal Railroad Administration (FRA). However, compared to the House bill, there are two losers in the Senate bill. The Senate bill provides almost \$200 million less for the Federal Aviation Administration (FAA) and \$257 million less for the Coast Guard. For the overall DOT budget, the Senate bill represents a 9.5% increase over the FY2000 budget; the House bill represents a nearly 10.5% increase.

The President's FY2001 budget, released on February 7, 2000, had proposed spending just under \$55 billion for the DOT and related agencies. This would have amounted to an increase of slightly more than 9% above the FY2000 level.

The House and Senate bills as well as the Administration's request reflect the continuing impact of the Transportation Equity Act for the 21st Century (TEA21). The House and Senate figures for highway funding and for mass transit are in agreement and conform closely to TEA21's provisions. The bills raise highway funding by over 6.5% and transit funding by almost 8.5%. The Administration's proposed increases of 5% for highways and roughly 9% for transit reflected the Administration's requested changes in TEA21's provisions for distribution of Revenue Aligned Budget Authority (RABA) funds.

The enactment of FAIR21 (P.L. 106-181), which reauthorized the FAA through FY2003, has had a major impact on the agency's funding for FY2001. Both the House and Senate-passed versions of H.R. 4475 provide for an increase in the FAA's total budgetary resources of well over 20%. In the House-passed version, both the Airport Improvement Program (AIP) and the Facilities and Equipment (F&E) budget are funded at the FAIR21 guaranteed level of \$3.2 billion and \$2.657 billion, respectively. However, in a possible nonconformance with FAIR21, the Senate initially funded AIP and F&E at the required levels but then provided for a transfer of \$120 million of AIP contract authority to the FAA Operations and Maintenance (O&M) budget.

Most observers do not expect a difficult conference on H.R. 4475 but there are still some issues to be resolved. These issues include: removing the Senate bill's transfer of \$120 million of AIP funding that may not conform to FAIR21; language to strengthen state drunk driver blood alcohol standards to 0.08%; raising the budget allocation to increase the Coast Guard's and FAA's O&M budgets; motor carrier "hours of service" rules; project earmarking; and spending restrictions related to the corporate average fuel economy (CAFÉ) standards.

## **Treasury**

CRS Report RL30502, *Appropriations for FY2001: Treasury, Postal Service, Executive Office of the President, and General Government*, coordinated by Sharon S. Gressle.

**Vote Status Table:** [<http://www.loc.gov/crs/products/appover.html>]

**Major legislation: H.Rept. 106-796 (Conference Report)**

House: Conference report passed (9/14/00).

Senate: Conference report failed (9/20/00).

**Summary from CRS Report RL30502 (9/21/00):**

As the House and Senate returned from the August recess, there were three versions of the Treasury, Postal Service and General Government FY2001 appropriations pending action. The House had passed, on July 20, H.R. 4871. The Senate had reported, on July 20, S. 2900 and, on July 26, had voted to invoke cloture to proceed with debate on H.R. 4871. The third version, H.R. 4985, was introduced on July 26 as a new bill and reported from the Legislative Branch (H.R. 4516) appropriations conference committee as Division B of that conference. The Legislative Branch conference version of the Treasury measure would fund the accounts at a substantially higher rate than the funding in the House-passed or Senate-reported bills. On July 27, the rule for House consideration of the conference version was adopted, by a narrow margin. However, the measure was not considered by the House before adjournment. The House agreed to the conference report on H.R. 4516 September 14. The Senate rejected the conference agreement on a 28-69 vote September 20. The future disposition of a funding measure for these accounts is uncertain.

The FY2001 budget, submitted to Congress on February 7, 2000, requests \$31.2 billion to fund the accounts covered through the Treasury, Postal Service, Executive Office of the President, and General Government appropriations. The FY2000 funding totals \$28.257 billion, including mandatory funding (reflecting scorekeeping by the Congressional Budget Office (CBO)). Incorporating the CBO scorekeeping for FY2001, the budget would have mandatory accounts funded at \$14.68 billion and discretionary funding set at \$16.5 billion. This is in comparison to the FY2000 funding at \$14.5 billion and \$13.7 billion, respectively.

The House and Senate Appropriations Committees approved allocations to the various appropriations. For the covered accounts, the House has approved discretionary budget authority at \$14.402 billion with outlays at \$14.751 billion. The Senate allocated \$14.3 billion for budget authority and \$14.566 billion for outlays. While the congressional allocations are in disagreement with one another, they are consistently lower than the requested funding. The conference (H.R. 4516/H.R. 4985) measure would fund the discretionary accounts at \$15.630 billion, significantly beyond the allocations.

The House passed the Treasury/Postal Service bill on July 20, 2000. Under that version, the total funding (using CBO scorekeeping tallies) would be \$29.1 billion, of which \$14.4 billion would be for discretionary accounts. On July 20, the Senate Appropriations Committee reported out a Treasury/Postal Service bill which would total \$29.2 billion, with \$14.5 billion in discretionary funding.

**Veterans Affairs/Housing and Urban Development**

CRS Report RL30504, *Appropriations for FY2001: VA, HUD, and Independent Agencies*, coordinated by Dennis W. Snook and E. Richard Bourdon.

**Vote Status Table:** [<http://www.loc.gov/crs/products/appover.html>]



**Major legislation: H.R. 4635**

House: H.R. 4635 passed 6/21/00 (256-169).

Senate: Senate Appropriations Committee reported out S.Rept.106-410 on 9/13/00.

**Update:** Senate Appropriations Committee favorably reported out S.Rept. 106-410 on 9/13/00, by a vote of 27-1. FY2000 supplemental emergency funding for the Federal Housing Administration of HUD was included in the conference report combining the Legislative Branch and Treasury-Postal appropriations (H.Rept. 106-796). On 9/14/00, the House passed the conference report; however, on 9/20/00, the Senate failed to pass it.

**Summary from CRS Report RL30504 (7/10/00):**

House Approves FY2001 VA-HUD Bill: On June 21, 2000, the House passed the FY2001 appropriations bill (H.R. 4635) for the Departments of Veterans Affairs (VA) and Housing and Urban Development (HUD), and several independent agencies, including the Environmental Protection Agency (EPA), National Aeronautics and Space Administration (NASA), National Science Foundation (NSF), Federal Emergency Management Agency (FEMA), and the Corporation for National and Community Service (CNS). The bill would provide \$101.3 billion, \$2.1 billion above the \$99.2 billion appropriated last year, but \$6.7 billion less than the House Committee's estimate of the Administration's request for \$107.9 billion for the coming fiscal year. The bill assumes adoption of the Administration's request that the October 1, 2000 payment date (a Sunday) for VA compensation and pension payments will be shifted to the previous Friday, thereby shifting mandatory spending of \$1.8 billion from FY2001 to FY2000.

The President's FY2001 Request: According to House Appropriations Committee estimates, the Administration's request for VA, HUD, and Independent Agencies FY2001 appropriations totals \$107.9 billion. The request assumes \$24.6 billion in mandatory spending for VA entitlements, and \$83 billion (including \$4.2 billion in advance FY2002 HUD funds) for discretionary programs funded through the VA-HUD bill. The request assumes major increases in VA medical care spending, adding \$1.3 billion in new funds to FY2000 levels. HUD spending would increase by \$6.6 billion over FY2000, including the Administration's proposed advance FY2002 appropriations of \$4.2 billion, a move also enacted for FY2001 in the FY2000 appropriations bill.

FY2001 Congressional Budget Resolution (H.Con.Res. 290): The budget resolution for FY2001 calls for an allocation for VA, HUD, and Independent Agencies of about \$400 million below the total provided for FY2000. VA would receive a \$1.5 billion increase in discretionary spending, most of which would increase VA health care funding. Discretionary appropriations targets for the VA, HUD, and Independent Agency appropriations subcommittees, known as "302(b) allocations," have been placed at \$76.2 billion for the House, and \$77.8 billion for the Senate.

P.L. 106-74 (H.R. 2684): The FY2000 bill provided \$99.5 billion in FY2000 appropriations (current estimates revise the effect of the bill to \$99.2 billion) for programs covered under the Act, compared to \$99.6 billion requested. As requested, the bill incorporated \$4.2 billion in advance FY2001 funding, and \$2.9 billion in rescissions of funds appropriated in previous years. P.L. 106-113 subsequently

required 0.38% in across-the-board reductions, and these reductions lowered appropriations of P.L. 106-74 by \$285 million. Among agencies with funding increases under P.L. 106-74 were VA medical care, up by \$1.7 billion over FY1999 (the Administration requested a freeze), and HUD, up \$2 billion above FY1999, or about \$2 billion less than the Administration request.

## **Supplemental for FY2000**

CRS Report RL30457, *Supplemental Appropriations for FY2000: Plan Colombia, Kosovo, Foreign Debt Relief, Home Energy Assistance, and Other Initiatives*, by Larry Q. Nowels, Stephen Daggett, Curt Tarnoff, Curt, Nina Maria Serafino, and Melinda T. Gish.

### **Summary from the 7/5/00 report:**

On June 30, the Senate passed and cleared for the White House H.R. 4425, the FY2001 Military Construction Appropriation bill that includes \$11.2 billion for FY2000 supplemental spending needs. As enacted, H.R. 4425 provides \$1.3 billion for the Colombian counternarcotics initiative (about the same as requested by the President for FY2000/FY2001 combined), \$2 billion, as proposed, for DOD peacekeeping costs in Kosovo, about \$4.5 billion for other defense requirements, \$1.5 billion for Hurricane Floyd, Cerro Grande fire, and other natural disaster relief, and \$600 million for the Low Income Heating and Energy Assistance Program. H.R. 4425, however, rejects funding for poor country debt relief and most Balkan assistance. The legislation further includes a change in the payment dates for Social Security and Veterans benefits that will result in \$4.2 billion higher spending in FY2000 rather than FY2001. Some Senators oppose this switch in payment schedules, and reportedly obtained Senate leadership agreement to attempt to rescind these provisions legislation considered in July.

Earlier, the House and Senate took different legislative paths in considering the President's \$5.7 billion supplemental request. The House took up a single FY2000 supplemental bill – H.R. 3908 – passing a \$12.8 billion measure on March 30. The Senate, however, decided to attach supplemental money to regular FY2001 appropriation bills: S. 2521 (Military Construction, passed by the Senate on May 18); S. 2522 (Foreign Operations, passed by the Senate on June 22); and S. 2536 (Agriculture, reported by the Committee on May 10). Combined, the three Senate measures recommended \$8.6 billion in FY2000 supplemental spending. Ultimately, congressional leaders decided to use H.R. 4425 — the House-passed Military Construction Appropriation — as the vehicle for all supplemental issues.

Early in each new session of Congress, the Administration routinely submits requests for supplemental appropriations for the current fiscal year. By late April 2000, through several submissions to Congress, President Clinton had requested \$5 billion in FY2000 supplemental appropriations, including \$955 million for a counternarcotics initiative in Colombia and the Andean region, about \$2 billion for DOD peacekeeping operations in Kosovo, \$600 million for diplomatic support and economic aid related to Kosovo and the Balkans, \$210 million for poor country debt relief, \$600 million for home energy assistance to low income American families affected by high home heating oil prices and weather emergencies, and \$426 million for domestic disaster relief that mostly involves ongoing post-1999 hurricane cleanup

efforts. The Administration designated nearly all as emergency requirements for FY2000, thereby eliminating the need to reduce existing appropriations to offset the costs of additional spending. The White House proposed a limited number of offsets, rescissions, transfers, and delays in funding obligations totaling about \$750 million.

The FY2000 supplemental request continues a pattern of the past few years in which the President has asked, and Congress has approved large supplementals generally focusing on defense, foreign policy, and domestic natural disasters and farm relief initiatives. In most cases, Congress has increased the President's proposed supplementals, adding funds especially for domestic programs and defense. A continuing controversy, however, has been the extent to which new appropriations should be offset by cuts in existing funds. Since FY1997, Congress has agreed to declare most supplementals as emergencies, adding a small amount of offsets.

## **Locating Agencies, Departments, and Programs in Appropriation Bills**

"I'm looking for a particular program, but I don't know which appropriation bill it's in." Federal agencies may receive funds from more than one appropriations act. Consult the "Guide to Federal Programs" on the *CRS FY2000 Appropriations Products Page*, or the Senate Appropriations Committee jurisdiction site; both identify the major source of appropriated funds for federal agencies and programs.  
[<http://www.loc.gov/crs/products/appprogs.html>]  
[<http://www.senate.gov/~appropriations/jurisd.htm>]

### **Guide to Selected Federal Programs in Appropriation Bills**

For a more detailed list, please use the Web sites listed above. The major source of appropriated funds for each of the following federal agencies is identified below.

#### **-A-**

Agency for International Development (AID)—Foreign Operations  
Aging Programs—Labor, HHS, Education  
Agriculture Department—Agriculture  
AIDS, National Commission on—Labor, HHS, Education  
Air Force—Defense  
Alternative Fuels Production—Interior  
AmeriCorps—Veterans, Housing and Urban Development  
Amtrak—Transportation  
Anti-terrorism Organizations and Programs—Foreign Operations  
Appalachian Regional Commission—Energy and Water  
Architect of the Capitol—Legislative Branch  
Architectural and Transportation Barriers Compliance—Transportation  
Arms Control and Disarmament Agency—Commerce, Justice, State  
Army—Defense  
Army Corps of Engineers (Civil)—Energy and Water  
Asian Development Fund and Bank—Foreign Operations

#### **-B-**

Black Lung Disability Insurance—Labor, HHS, Education  
Bureau of Alcohol, Tobacco, and Firearms (ATF)—Treasury, Postal  
Bureau of Indian Affairs—Interior

Bureau of Labor Statistics (BLS)—Labor, HHS, Education  
 Bureau of the Census—Commerce, Justice, State

**-C-**

Census—Commerce, Justice, State  
 Centers for Disease Control and Prevention (CDC)—Labor, HHS, Education  
 Central Intelligence Agency (CIA)—Defense  
 Child Care Assistance—Labor, HHS, Education  
 Child Nutrition—Agriculture  
 Child Support Enforcement—Labor, HHS, Education  
 Civil Corps of Engineers—Energy and Water  
 Clean Coal Technology—Interior  
 Coast Guard—Transportation  
 Commerce Department—Commerce, Justice, State  
 Commission on Civil Rights—Commerce, Justice, State  
 Commission of Fine Arts—Interior  
 Commission on Immigration Reform—Commerce, Justice, State  
 Commission on Security and Cooperation in Europe—Commerce, Justice, State  
 Commodity Credit Corporation—Agriculture  
 Community Services Block Grant—Labor, HHS, Ed  
 Congressional Budget Office (CBO)—Legislative Branch  
 Congressional Expenses—Legislative Branch  
 Congressional Research Service (CRS)—Legislative Branch  
 Consumer Information Center—Veterans, Housing and Urban Development  
 Consumer Product Safety Commission—Veterans, Housing and Urban Development  
 Corporation for Public Broadcasting—Labor, HHS, Education  
 Customs Service—Treasury, Postal

**-D-**

Defense Agencies—Defense  
 Department of Agriculture—Agriculture  
 Department of the Army Corps of Engineer (Civil)—Energy and Water  
 Department of Commerce—Commerce, Justice, State  
 Department of Defense (DOD)—Defense  
 Department of Defense (Civil)—Energy and Water  
 Department of Education— Labor, HHS, Education  
 Department of Energy—Energy and Water, Interior, Defense  
 Department of Health and Human Services—Labor, HHS, Education  
 Department of Housing and Urban Development—Veterans, Housing and Urban Development  
 Department of the Interior—Interior  
 Department of Justice—Commerce, Justice, State  
 Department of Labor—Labor, HHS, Education  
 Department of State—Commerce, Justice, State  
 Department of Transportation—Transportation  
 Department of the Treasury—Treasury, Postal  
 Department of Veterans Affairs—Veterans, Housing and Urban Development  
 DOD Base Closure Account—Military Construction  
 Drug Control Policy Office—Treasury, Postal  
 Drug Enforcement Administration (DEA)—Commerce, Justice, State

**-E-**

Economic Development Administration—Commerce, Justice, State  
 Economic Regional Administration—Interior  
 Education Department—Labor, HHS, Education  
 Emergency Preparedness—Interior  
 Employment and Training Administration—Labor, HHS, Education  
 Energy Department—Energy and Water (also, see Interior and Defense appropriations)  
 Energy Information Administration—Interior  
 Environmental Protection Agency (EPA)—Veterans, Housing and Urban Development  
 Equal Employment Opportunity Commission (EEOC)—Commerce, Justice, State

Executive Office of the President—Treasury, Postal  
Export-Import Bank—Foreign Operations

**-F-**

Family Housing (Military)—Military Construction  
Farm Credit Systems Financial Assistance Corporation—Agriculture  
Federal Aviation Administration (FAA)—Transportation  
Federal Bureau of Investigation (FBI)—Commerce, Justice, State  
Federal Communications Commission (FCC)—Commerce, Justice, State  
Federal Deposit Insurance Fund—Veterans, Housing and Urban Development  
Federal Drug Control Program—Treasury, Postal  
Federal Election Commission (FEC)—Treasury, Postal  
Federal Emergency Management Agency (FEMA)—Veterans, Housing and Urban Development  
Federal Highway Administration—Transportation  
Federal Labor Relations Authority—Treasury, Postal  
Federal Mine Safety and Health Review—Labor, HHS, Education  
Federal Procurement Policy Office—Treasury, Postal  
Federal Savings and Loan Insurance Corp. (FSLIC)—Veterans, Housing and Urban Development  
Federal Trade Commission (FTC)—Commerce, Justice, State  
Fish and Wildlife Service—Interior  
Food and Drug Administration (FDA)—Agriculture  
Food Stamp Program—Agriculture  
Foreign Military Program—Foreign Operations  
Forest Service—Interior  
Fossil Energy Research and Development—Interior

**-G-**

General Accounting Office (GAO)—Legislative Branch  
General Services Administration (GSA)—Treasury, Postal  
Government Ethics Office—Treasury, Postal  
Government Printing Office (GPO)—Legislative Branch

**-H-**

Health and Human Services Department—Labor, HHS, Education  
Health Care Financing Administration (HCFA)—Labor, HHS, Education  
Historic Preservation—Interior  
Highways—Transportation  
Housing and Urban Development Department (HUD)—Veterans, Housing and Urban Development  
House of Representatives—Legislative Branch

**-I-**

Immigration and Naturalization Service (INS)—Commerce, Justice, State  
Indian Education—Interior  
Indian Gaming Commission, National—Interior  
Indian Health Services and Facilities—Interior  
Institute of Museum Services—Interior  
Inter-American Development Bank—Foreign Operations  
Inter-American Foundation—Foreign Operations  
Interior Department—Interior  
Internal Revenue Service (IRS)—Treasury, Postal  
International Bank for Reconstruction and Development—Foreign Operations  
International Monetary Fund (IMF)—Foreign Operations  
International Narcotics Control—Foreign Operations  
International Trade Administration (ITA)—Commerce, Justice, State  
International Trade Commission (ITC)—Commerce, Justice, State  
Interstate Commerce Commission (ICC)—Transportation

**-J-**

Jobs Corps—Labor, HHS, Education  
Judiciary—Commerce, Justice, State

Justice Department—Commerce, Justice, State

**-L-**

Labor Department—Labor, HHS, Education  
 Legal Services Corporation—Commerce, Justice, State  
 Library of Congress—Legislative Branch  
 Library Services Office—Labor, HHS, Education

**-M-**

Marine Corps—Defense  
 Marine Mammal Commission—Commerce, Justice, State  
 Maritime Administration—Commerce, Justice, State  
 Market Promotion Program—Agriculture  
 Migration and Refugee Assistance—Foreign Operations  
 Mine Safety and Health Administration—Labor, HHS, Education  
 Multilateral Investment Guarantee Agency—Foreign Operations

**-N-**

National Aeronautics and Space Administration (NASA)—Veterans, HUD  
 National Endowment for the Humanities—Interior  
 National Endowment for Democracy—Commerce, Justice, State  
 National Forest—Interior  
 National Highway Traffic Safety Administration—Transportation  
 National Institutes of Health (NIH)—Labor, HHS, Education  
 National Labor Relations Board (NLRB)—Labor, HHS, Education  
 National Park Service—Interior  
 National Science Foundation—Veterans  
 National Security Council—Treasury, Postal  
 National Transportation Safety Board—Transportation  
 NATO Infrastructure—Military Construction  
 Navajo and Hopi Indian Relocation Commission—Interior  
 Naval Petroleum and Oil Shale Reserves—Interior  
 Navy—Defense  
 Nonproliferation and Disarmament Fund—Foreign Operations  
 Nuclear Regulatory Commission (NRC)—Energy and Water

**-O-**

Occupational Safety and Health Administration (OSHA)—Labor, HHS, Education  
 Office of Management and Budget (OMB)—Treasury, Postal  
 Office of Personnel Management (OPM)—Treasury, Postal  
 Office of the U.S. Trade Representative—Commerce, Justice, State  
 Overseas Private Investment Corporation (OPIC)—Foreign Operations

**-P-**

Peace Corps—Foreign Operations  
 Peace Keeping Operations—Foreign Operations  
 Pension Benefit Guaranty Corporation (PBGC) —Labor, HHS, Education  
 Physicians Payment Review Commission—Labor, HHS, Education  
 Points of Light Foundation—Veterans  
 Postal Service—Treasury, Postal  
 President—Treasury, Postal  
 Procurement Policy, Office of Federal—Treasury, Postal  
 Prospective Payment Assessment Commission—Labor, HHS, Education  
 Public Health Service—Labor, HHS, Education

**-R-**

Railroad Administration, Federal—Transportation  
 Railroad Retirement Board—Labor, HHS, Education  
 Resolution Trust Corporation—Veterans, Housing and Urban Development  
 Rural—Agriculture

**-S-**

Securities and Exchange Commission (SEC)—Commerce, Justice, State  
Secret Service—Treasury, Postal  
Selective Service—Veterans, Housing and Urban Development  
Senate—Legislative Branch  
Small Business Administration (SBA)—Commerce, Justice, State  
Smithsonian Institution—Interior  
Social Security Administration (SSA)—Labor, HHS, Education  
State Department—Commerce, Justice, State  
Strategic Petroleum Reserve (SPR)—Interior

**-T-**

Tax Court—Treasury, Postal  
Tennessee Valley Authority (TVA)—Energy and Water  
Trade and Development Agency—Foreign Operations  
Trade Representative—Commerce, Justice, State  
Transportation Department (DOT)—Transportation  
Treasury Department—Treasury, Postal

**-U-**

U.S. Information Agency (USIA)—Commerce, Justice, State

**-V-**

Veterans Department (VA)—Veterans, Housing and Urban Development  
Violent Crime Reduction Programs—Treasury, Postal  
VISTA—Labor, HHS, Education

**-W-**

Washington Metropolitan Area Transit Authority—Transportation  
White House—Treasury, Postal  
Women, Infants and Children Program (WIC)—Agriculture  
World Bank—Foreign Operations

## **Other CRS Appropriation/Budget Products**

### **Appropriations and Budget Process**

CRS Report 97-684, *The Congressional Appropriations Process: an Introduction*, by Sandy Streeter.

CRS Report 98-721, *Introduction to the Federal Budget Process*, by Robert Keith.

### **Budget (FY2001)**

CRS Issue Brief IB10052, *Budget for Fiscal Year 2001*, by Philip D. Winters.

CRS Report RL30499, *Budget FY2001: A Chronology with Internet Access*, by Pearl Thomas.

CRS Report RL30583, *The Economics of the Federal Budget Surplus*, by Brian Cashell.

## **Debt**

CRS Report RL30520, *The National Debt: Who Bears its Burden?*, by Gail E. Makinen.

CRS Report RS20302, *Paying Down the Federal Debt: A Discussion of Methods*, by James M. Bickley.

CRS Report RL30614, *What if the National Debt Were Eliminated? Some Economic Consequences*, by Marc Labonte.

## **Economy**

CRS Report RL30329, *Current Economic Conditions and Selected Forecasts*, by Gail E. Makinen.

## **Fact Sheets on Budget and Appropriation Topics**

CRS Fact Sheets provide short explanations of budget concepts, terminology, the congressional and executive budget process, budget resolutions and reconciliation measures, the authorization and appropriations process, entitlements and discretionary spending, the Budget Enforcement Act and sequestration, surplus/deficits, and the debt limit.

[<http://lcweb.loc.gov/crs/legproc/newformat/CRSFactSheets/BudgetTopics.html>]

## **Research and Development**

CRS Issue Brief IB10051, *Research and Development Funding: Fiscal Year 2001*, Michael E. Davey.

## **Social Security Surplus**

CRS Report RL30353, *Discretionary Spending Limits and Social Security Surplus*, by Robert Keith.

CRS Report 98-422, *Social Security and the Federal Budget: What Does Social Security's Being "Off-Budget" Mean?*, by David Stuart Koitz.

CRS Report 94-593, *Social Security Taxes: Where Do Surplus Taxes Go and How Are They Used?*, David Stuart Koitz.

## **Vetoes of Appropriations**

CRS Report RS20568, *Annual Appropriations Acts Vetoed by the President: FY1977-2000*, by Robert Keith.



## Internet Access

### **Appropriations Analysis/Vote Status Table (CRS)**

[<http://www.loc.gov/crs/products/apppage.html>]

### **Appropriation Bills, Reports, Laws, Veto Messages**

(Full-text covers FY1997-FY2001.)

[<http://www.access.gpo.gov/congress/legislation/appro.html>]

### **Appropriation Web Sites, Publications, Membership, Jurisdiction**

House: [<http://www.access.gpo.gov/congress/house/house02.html>]

Senate: [<http://www.access.gpo.gov/congress/senate/senate03.html>]

### **Budget Process Institutes (CRS)**

CRS offers introductory and advanced seminars designed to provide a foundation for understanding the federal budget process. Overview of the Federal Budget Process: 12/4/00; The President and the Budget (Advanced): 12/6/00.

[<http://www.loc.gov/crs/products/briefing.html>]

### **Budget Timetable**

[[http://www.house.gov/rules/budget\\_time.htm](http://www.house.gov/rules/budget_time.htm)]

### **CBO Budget/Appropriation Reports**

The following selected reports may be accessed through [<http://www.cbo.gov>]:

*An Analysis of the President's Budgetary Proposals for Fiscal Year 2001*

[<http://www.cbo.gov/showdoc.cfm?index=1908&sequence=0&from=7>]

*Budget and Economic Outlook: Fiscal Years 2001-2010*

[<http://www.cbo.gov/showdoc.cfm?index=1820&sequence=0&from=7>]

*Budget Options*

(Discusses major proposals and policy options to increase spending or cut taxes.)

[<http://www.cbo.gov/showdoc.cfm?index=1845&sequence=0&from=7>]

### **Cost Estimates of Legislation (CBO)**

“CBO prepares cost estimates and mandates statements for all bills ordered reported by a full committee of the Congress.” Search by bill number, word or phrase, committee, or budget function. [<http://www.cbo.gov/costextend.shtml>]

### **Current Status of Discretionary Appropriations (CBO)**

CBO estimates of the 13 appropriation subcommittees emergency and non-emergency discretionary appropriations showing budget authority and outlays for 302(b) allocations, current status, and current status less allocation. (Located at the bottom of the CBO Home Page under “Data Highlights.”) [<http://www.cbo.gov/>]

### **Debt**

Bureau of the Public Debt: [<http://www.publicdebt.treas.gov/opd/opd.htm>]

### **Fact Sheets on Budget and Appropriation Topics (CRS)**

CRS Fact Sheets provide short explanations of budget concepts, terminology, the congressional and executive budget process, budget resolutions and reconciliation measures, the authorization and appropriations process, entitlements and discretionary spending, the Budget Enforcement Act and sequestration, surplus/deficits, and the debt limit.

[<http://lcweb.loc.gov/crs/legproc/newformat/CRSFactSheets/BudgetTopics.html>]

### **Glossaries**

CRS: [<http://lcweb.loc.gov/crs/legproc/newformat/Glossary/CQDictionaryNF.html>]

CBO: [<http://www.cbo.gov/showdoc.cfm?index=1059&sequence=14>]

OMB: [<http://www.whitehouse.gov/OMB/circulars/a11/99toc.html>] (See “Part I, Chapter 1, General Information about the Budget: Terms and Concepts”)

Senate: [[http://www.senate.gov/~budget/republican/reference/cliff\\_notes/cliffapi.htm](http://www.senate.gov/~budget/republican/reference/cliff_notes/cliffapi.htm)]

### **Legislative Alert (CRS)**

Provides a list of this week’s projected floor votes and CRS analysis.

[<http://www.loc.gov/crs/products/legalert.html>]

### **Monthly Budget Review (CBO)**

Includes budget surplus projections.

[<http://www.cbo.gov/byclasscat.cfm?class=0&cat=35>]

### **Rules Committee—House (Special Rules on Appropriation Bills)**

(At this Web site, scroll down the page for a listing of special rules reported.)

[[http://www.house.gov/rules/special\\_rules.htm](http://www.house.gov/rules/special_rules.htm)]

### **Supplemental Requests and Budget Amendments (OMB)**

[<http://w3.access.gpo.gov/usbudget/fy2001/amndsup.html>]

### **302(b) Spending Allocations for Appropriation Subcommittees**

House: [<http://www.access.gpo.gov/congress/legislation/01appro.html#housesub>]  
H.Rept. 106-761 (revised 7/19/00), H.Rept. 106-729 (revised 7/12/00), H.Rept. 106-686 (revised 6/21/00), H.Rept. 106-683 (revised 6/20/00), H.Rept. 106-660 (revised 6/8/00), H.Rept. 106-656 (revised 6/7/00), H.Rept. 106-623 (revised 5/17/00), H.Rept. 106-617 (5/15/00).

Senate: [<http://www.access.gpo.gov/congress/legislation/01appro.html#senate01>]  
S.Rept. 106-414 (revised 9/20/00), S.Rept. 106-350 (revised 7/20/00), S.Rept. 106-346 (revised 7/18/00), S.Rept. 106-311 (revised 6/22/00), S.Rept. 106-308 (revised 6/8/00), S.Rept. 106-303 (revised 5/23/00), S.Rept. 106-296 (5/17/00).

### **Unauthorized Appropriations and Expiring Authorizations (CBO)**

The purpose of this three—volume CBO report is to “help the Congress adopt authorizing legislation that should be in place before it considers the 13 regular appropriation bills for the fiscal year.” Provides tables and lists by House and Senate authorizing committees and by appropriation subcommittees, and includes programs, public laws, and dollar amounts.

(Only the House authorizing committees volume is available on the CBO web page):

[<http://www.cbo.gov/showdoc.cfm?index=1812&sequence=0&from=7>]

To obtain paper copies of the other two volumes (Senate authorizing committees and Appropriations subcommittees) call the CBO publications office at 6-2809.

### **Veto Indications (OMB)**

The Administration's viewpoint on appropriation bills can be found in the Statements of Administration Policy (SAPs).

[<http://www.whitehouse.gov/OMB/legislative/sap/2000/appropriations.html>]

## **Appropriations Process**

### **Appropriations Sequence**

The congressional budget and appropriations sequence ideally flows as shown below. However, in practice, the process is rarely so simple. The following links from GPO provide comprehensive access to the House and Senate Budget and Appropriation Committee web sites, publications, hearings, prints, legislation, membership, jurisdiction, and rules.

[<http://www.access.gpo.gov/congress/house/hclinks.html>]

[<http://www.access.gpo.gov/congress/senate/sclinks.html>]

- ! President presents his budget proposals to Congress by the first Monday in February. [<http://w3.access.gpo.gov/usbudget/>]
- ! House and Senate Budget Committees hold hearings on the President's budget, with testimony from the Administration, CBO, Federal Reserve, and others. [<http://www.house.gov/budget/>], [<http://www.senate.gov/~budget/>]
- ! CBO, which is an independent support agency for Congress, assists the Budget committees through the process with reports on economic forecasts, budgetary analysis, and deficit/surplus options, including *The Economic and Budget Outlook* (and *Update* issued in July), *An Analysis of the President's Budget Proposals*, and *Budget Options*. [<http://www.cbo.gov>]
- ! House and Senate Budget Committees receive *Views and Estimates* on spending and revenues from all full committees 6 weeks after the President's budget is received.
- ! House and Senate Budget Committees report budget resolutions to the House and Senate, respectively.
- ! Each Chamber debates and considers amendments to the original resolution.
- ! Each Chamber adopts a budget resolution, with differences between the two versions resolved in a conference committee.

- ! Each Chamber adopts the final version. The budget resolution is not signed by the President and does not become public law.
- ! House and Senate Appropriations committees and subcommittees hold hearings to review budget justifications from each federal agency. Each Appropriations subcommittee holds markups, in which they consider amendments and formulate the regular bill under their jurisdiction. Each subsequently reports its version to their respective Appropriations Committee.
- ! Full House and Senate Appropriations Committees hold markups on their subcommittees' versions and report the committees' versions to their respective Chambers.
- ! House and Senate debate, consider amendments, and pass each regular bill; differences between the House- and Senate-passed bills are resolved in conference committee. The final version is adopted by both Chambers and sent to the President. If the bill is approved, it becomes law. Generally, either all 13 regular bills are enacted separately, or some are enacted together in an omnibus measure.
- ! White House indications of opposition or support to appropriation and non-appropriation legislation scheduled for floor action in the second session 106<sup>th</sup> Congress, called Statements of Administration Policy (SAPs) are located at:  
[<http://www.whitehouse.gov/OMB/legislative/sap/2000/appropriations.html>]
- ! House and Senate adopt continuing resolutions to provide short-term funding if the regular bills are not enacted by the October 1 deadline.

## **Appropriations and Budget Process Overview**

(Most of the following is excerpted from CRS Report RL30001, *106<sup>th</sup> Congress: Key Issues and Early Agenda*, p. 7-10.)

Many of the key issues that Congress faces each year are addressed through budgetary legislation or legislation that has important budgetary components. As a consequence, the legislative agenda is closely tied to the requirements and constraints of the federal budget process.

**President's Budget.** Following many months of development by the Office of Management and Budget (OMB) and the executive agencies, the President's budget is submitted to Congress. Under current law, the deadline for the budget submission is the first Monday in February. Congress considers the President's budget recommendations through a decentralized committee system that involves multiple budget processes. (See Table 2. Administration Requests/Amounts Enacted: FY1981-FY1999.)

**Budget Resolution.** Before Congress acts on individual spending and revenue legislation to implement budget policies, it is required (by the Congressional Budget Act of 1974, as amended) to fashion its own budget plan in the form of a concurrent resolution. The budget resolution, under the jurisdiction of House and Senate Budget Committees, is not sent to the President for approval or veto. Instead, it is enforced through the rules and procedures of each Chamber.

The budget resolution sets overall fiscal and budgetary policy; specific programmatic decisions are left to the revenue and spending committees. Final House and Senate action on the budget resolution is scheduled for completion by April 15. While the House and Senate often complete initial action by this date, final action is sometimes not completed until weeks, or even months, later.

**Implementation of the Budget.** Revenue and borrowing decisions fall within the jurisdiction of the House Ways and Means Committee and the Senate Finance Committee. Spending decisions are decided along two tracks: discretionary and direct (or mandatory) funding. (See Table 3. Discretionary/Mandatory Outlays: FY1981-1999.)

**Discretionary Spending.** Roughly one-third of all federal spending is discretionary spending, which is under the jurisdiction of the House and Senate Appropriations Committees, is provided annually in regular, supplemental, and continuing appropriations acts. (Discretionary funding, accounted for 33.8%, or \$575 billion of total federal spending, \$1,703 billion, in FY1999.)

**Direct (or Mandatory) Spending.** Direct spending largely involves entitlement and other mandatory programs (such as Social Security, Medicare, federal retirement, and unemployment insurance), and is under the jurisdiction of the Ways and Means and Finance Committees, as well as other House and Senate legislative committees, and is provided in substantive legislation. (Direct spending accounted for 66.2% or \$1,128.1 billion of all spending, \$1,703 billion, in FY1999. Of that amount, entitlement programs accounted for 55.1%, or \$938.8 billion, interest on the national debt accounted for approximately 13.5%, or \$229.7 billion, and undistributed offsetting receipts accounted for -2.4%, or -\$40.4 billion.)

**Reconciliation Legislation.** For the most part, revenues and direct spending flow automatically each year without any legislative action. Congress, however, usually decides each year to make some changes in revenue and direct spending laws.

Since 1980, Congress has used an optional reconciliation process in conjunction with the budget resolution. The process allows the House and Senate to instruct committees, in the budget resolution, to develop legislation by a particular deadline that conforms existing revenue and direct spending law to budget resolution policies. The legislative recommendations of the instructed committees usually are consolidated into an omnibus bill in each Chamber, which is considered under expedited procedures.

Reconciliation has been used 11 times since 1980, resulting in the enactment of 14 separate reconciliation bills. For many years, the reconciliation process was used primarily to reduce the deficit (often through a combination of spending cuts and

revenue increases) and, in some instances, to increase the debt limit. Recently, reconciliation also has been used to reduce revenues and to increase spending for some programs. Two reconciliation bills, one dealing principally with revenue matters and the other with direct spending, were enacted in 1997 to implement the 1997 budget summit agreement. In view of the many changes in budget and tax policy expected to be considered in 2000, the House and Senate may well use the reconciliation process again.

**Budget Resolution Enforcement and Sequestration.** Budget resolution policies are enforced under the 1974 Congressional Budget Act by the reconciliation process and by point-of-order provisions that operate as House and Senate rules. Although enforcement procedures under the 1974 Act are extensive, reconciliation potentially is the most important enforcement tool for revenue and direct spending legislation; annual appropriations measures are controlled principally by allocations of spending made to the Appropriations Committees and their subcommittees under Section 302 of the Act (the so-called 302(b) allocations and subdivisions).

Congressional action on budgetary legislation also is influenced by enforcement procedures under the Balanced Budget and Emergency Deficit Control Act of 1985, as amended by the Budget Enforcement Act (BEA) of 1990 and other laws. Under a sequestration process in the Act, automatic spending reductions are made toward the end of the congressional session if, in the judgment of the director of the Office of Management and Budget, certain budgetary goals specified in the law are not met.

Discretionary spending is controlled by adjustable discretionary spending limits, while legislation affecting revenues or direct spending is subject to a deficit-neutral, “pay-as-you-go” (PAYGO) requirement. In 1997, these procedures were extended to bills considered through FY2002. The congressional budget process is linked in various ways to the statutory discretionary spending limits and PAYGO requirement.

The President gives Congress a preliminary assessment of the likelihood of a sequester in his sequestration preview report, included in his February budget submission. These figures are updated in the *Mid-Session Review*, usually issued in July by OMB. At first, sequestration was viewed as giving the President and Congress a strong incentive to reach agreement on budgetary goals, thereby avoiding the legislative deadlock that characterized the early 1980s. With the emergence of a surplus, however, some Members have questioned the need for continuing the BEA procedures. They argue that the BEA procedures should be eliminated, or at least substantially modified, so that Congress and the President can “use” the surplus for tax cuts and other actions otherwise prohibited.

For more detailed information, see CRS Report 98-721, *Introduction to the Federal Budget Process*; CRS Report 98-720, *Manual on the Federal Budget Process* (184 p.); and CRS Report 97-684, *The Congressional Appropriations Process: An Introduction*.

**Table 2. Administration Requests/Amounts Enacted: FY1981-FY1999**  
(amounts in thousands)

<b>Calendar Year</b>	<b>Amount Requested by President</b>	<b>Amount Enacted</b>	<b>Difference (under -) (over +)</b>
1981	541,827,828	554,457,423,541	+2,629,596
1982	507,740,133	514,832,375,371	+7,092,242
1983	542,956,052	551,620,505,328	+8,664,453
1984	576,343,259	559,151,835,986	-17,191,423
1985	588,698,504	583,446,885,087	-5,251,619
1986	590,345,199	577,279,102,494	-13,066,097
1987	618,268,049	614,526,518,150	-3,741,531
1988	621,250,664	625,967,372,769	+4,716,709
1989	652,138,432	666,211,680,769	+14,073,249
1990	704,510,962	697,257,739,756	-7,253,221,750
1991	756,428,167	748,448,989,695	-7,979,177
1992	776,072,233	764,493,307,753	-11,578,925
1993	818,126,396	788,612,997,811	-29,513,398
1994	786,217,794	783,750,778,821	-2,467,015
1995	804,207,430	761,097,095,624	-43,110,334
1996	801,214,439	793,403,351,752	-7,811,087
1997	799,196,397	787,614,001,680	-11,582,395
1998	859,790,825	864,003,763	+4,212,938
1999	916,654,274	920,554,725	+3,900,451

Source: House Committee on Appropriations, 4/4/00.

**Table 3. Discretionary/Mandatory Outlays: FY1981-FY1999**  
(in billions of dollars)

Fiscal Year	Discretionary Spending	Entitlement/ Other Mandatory Spending	Net Interest	Offsetting Receipts	Total
1981	307.9	339.4	68.8	-37.9	678.2
1982	325.9	370.8	85.0	-36.0	745.8
1983	353.3	410.6	89.8	-45.3	808.4
1984	379.4	405.6	111.1	-44.2	851.9
1985	415.7	448.3	129.5	-47.1	946.4
1986	438.5	461.8	136.0	-45.9	990.5
1987	444.2	474.2	138.7	-52.9	1,004.1
1988	464.4	505.1	151.8	-56.8	1,064.5
1989	488.8	549.6	169.0	-63.8	1,143.7
1990	500.5	627.0	184.4	-58.7	1,253.2
1991	533.3	702.3	194.5	-105.7	1,324.4
1992	534.6	716.1	199.4	-68.4	1,381.7
1993	541.0	736.5	198.7	-66.6	1,409.5
1994	543.9	783.6	203.0	-68.5	1,461.9
1995	545.7	817.7	232.2	-79.7	1,515.8
1996	534.5	856.9	241.1	-71.9	1,560.6
1997	548.9	896.3	244.0	-88.0	1,601.3
1998	554.7	938.6	241.2	-81.9	1,652.6
1999	575.0	976.8	229.7	-78.4	1,703.0

**Source:** Congressional Budget Office. *The Economic and Budget Outlook: Fiscal Years 2001-2010*. January 2000. Washington, GPO, 1999. Table E-8, p. 144.