

# CRS Report for Congress

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## **Congressional Budget Resolutions: Selected Statistics and Information Guide**

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# Congressional Budget Resolutions: Selected Statistics and Information Guide

## Summary

The Congressional Budget Act (CBA) of 1974 (Titles I-IX of P.L. 93-344, 2 U.S.C. 601-688), as amended, establishes the concurrent resolution on the budget as the centerpiece of the congressional budget process. The annual budget resolution is an agreement between the House and Senate on a budget plan for the upcoming fiscal year and at least the following four fiscal years. As a concurrent resolution, it is not presented to the President for his signature and thus does not become law. The budget resolution, however, provides the framework for subsequent legislative action on budgetary legislation during each congressional session.

Congress has adopted 35 budget resolutions during the 30 years that the congressional budget process has been in effect. At least one budget resolution has been adopted every year except 1998 (for FY1999) and 2002 (for FY2003); so far in 2004, Congress has not completed action on a budget resolution for FY2005. A second budget resolution was adopted in each of the first seven years and a third budget resolution was adopted for FY1977. Since 1982, Congress has adopted only one budget resolution for each fiscal year. Congress initially was required to cover only the upcoming fiscal year in the budget resolution, but over the years Congress has expanded this time frame. Currently, the budget resolution must include *at least* five fiscal years.

The budget resolution may include reconciliation directives, instructing one or more committees to recommend legislative changes to meet the spending and revenue levels included in the budget resolution. In the past 30 years, Congress included reconciliation directives in 17 budget resolutions. Pursuant to these directives, 16 reconciliation measures have been enacted. Twice (in 1982 and 1997), Congress adopted two reconciliation measures in one year. Three reconciliation measures have been vetoed, in 1995, 1999, and 2000.

Over the past 30 years, the House has considered and adopted fewer amendments to the budget resolution than the Senate. The House has considered, on average, over six amendments per budget resolution, adopting, on average, one of these. For more than a decade, the House has considered the budget resolutions under special rules that allow only amendments in the nature of a substitute to be offered. In all but one year, the House has rejected all such amendments. In contrast, the Senate has considered, on average, about 37 amendments per budget resolution, adopting, on average, over 19 of these.

Congress originally was required to complete action on the budget resolution by May 15 of each year; this deadline was changed to April 15 beginning with the FY1987 budget resolution. The budget resolution deadline has been met only six times over the past 30 years, most recently in 2003 with the FY2004 budget resolution. Budget resolutions have been adopted, on average, about 38 days after the deadline.

This report will be updated as warranted.

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# Congressional Budget Resolutions: Selected Statistics and Information Guide

## Introduction

The Congressional Budget Act (CBA) of 1974 (Titles I-IX of P.L. 93-344, 88 Stat. 297-332, 2 U.S.C. 601-688), as amended, establishes the concurrent resolution on the budget as the centerpiece of the congressional budget process. The annual budget resolution is an agreement between the House and Senate on a budget plan for the upcoming fiscal year and at least the following four fiscal years. As a concurrent resolution, it is not presented to the President for his signature and thus does not become law. The budget resolution, however, provides the framework for subsequent legislative action on the annual appropriations bills, revenue measures, debt-limit legislation, reconciliation legislation, and any other budgetary legislation.

This report provides current and historical information on the budget resolution. It provides a list of the budget resolutions adopted and rejected by Congress since implementation of the CBA, including the *U.S. Statutes-at-Large* citations and committee report numbers, and describes their formulation and content. The report provides a table of selected optional components, a list of reconciliation laws, and information on the number of years covered by budget resolutions. It also provides information on the consideration and adoption of budget resolutions, including an identification of the House special rules that provided for consideration of budget resolutions; the amendments in the nature of a substitute to the budget resolution considered in the House; the number and disposition of House and Senate amendments to budget resolutions; and dates of House and Senate action on budget resolutions.

Congress has modified the congressional budget process several times since it was first established in 1974. **Appendix A** identifies laws and budget resolutions that modified the procedures and requirements pertaining to the formulation, content, and consideration of the budget resolution.

As originally enacted, the CBA required that Congress adopt two budget resolutions each year. The first budget resolution, which was to be adopted by May 15, was advisory in nature. The second budget resolution, which was to be adopted by September 15 (about two weeks before the beginning of the fiscal year), was binding. The second budget resolution revised or reaffirmed the first budget resolution by taking into account budget and economic changes in the months since the first resolution. Additional budget resolutions could be adopted at any time.

The Balanced Budget and Emergency Deficit Control Act of 1985 (Title II of P.L. 99-177, 99 Stat. 1038-1101) eliminated the requirement for a second budget

resolution beginning in FY1987. For several preceding years, FY1983-FY1986, Congress did not adopt a second budget resolution, but instead included a provision in the first budget resolution that made the spending and revenue totals in it binding automatically as of the beginning of the fiscal year.

Since 1975, Congress has adopted an annual budget resolution every year except 1998 (for FY1999) and 2002 (for FY2003); so far in 2004, Congress has not completed action on a budget resolution for FY2005.<sup>1</sup> Second budget resolutions were adopted in seven of the 30 years covered by this report. In two of these years (1979 for FY1980 and 1981 for FY1982), the House adopted the Senate version of the second budget resolution rather than adopting its own. Therefore, no conference report was necessary for these budget resolutions. A third budget resolution, further revising the previous budget resolutions, was adopted for FY1977.

**Table 1** lists all budget resolutions adopted by Congress, with the House and Senate votes on initial passage and adoption of the conference report. The *U.S. Statutes-at-Large* citations for adopted budget resolutions are listed in **Appendix B**. (Although concurrent resolutions such as budget resolutions have no statutory authority, they are compiled in a special section of the *U.S. Statutes-at-Large*.) **Appendix C** lists the budget resolutions rejected in the House. No budget resolutions were rejected in the Senate.

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<sup>1</sup> In the absence of an agreed-upon budget resolution, the House (for FY1999, FY2003, and FY2005) and Senate (for FY1999 and FY2005) each have agreed to “deeming resolution” provisions for budget enforcement purposes. For further information on “deeming resolution” provisions, see CRS Report RL31443, *The “Deeming Resolution”: A Budget Enforcement Tool*, by Robert Keith.

**Table 1. Congressional Budget Resolutions, FY1976-FY2005**

				Initial Passage		Conference Report	
Congress	Fiscal Year	Budget Resolution (companion measure)	Type <sup>a</sup>	House Vote	Senate Vote	House Vote	Senate Vote
94 <sup>th</sup>	1976	H.Con.Res. 218 (S.Con.Res. 32)	first	200-196	69-22	230-193	voice
		H.Con.Res. 466 (S.Con.Res. 76)	second	225-191	69-23	189-187	74-19
	1977	S.Con.Res. 109 (H.Con.Res. 611)	first	221-155	62-22	224-170	65-29
		S.Con.Res. 139 (H.Con.Res. 728)	second	227-151	55-23	234-143	66-20
95 <sup>th</sup>	1977	S.Con.Res. 10 (H.Con.Res. 110)	third	239-169	72-20	226-173	voice
	1978	S.Con.Res. 19 (H.Con.Res. 214)	first	213-179	56-31	221-177	54-23
		H.Con.Res. 341 (S.Con.Res. 43)	second	199-188	63-21	215-187	68-21
	1979	S.Con.Res. 80 (H.Con.Res. 559)	first	201-197	64-27	201-198	voice
		H.Con.Res. 683 (S.Con.Res. 104)	second	217-178	56-18	225-162	47-7
	96 <sup>th</sup>	1980	H.Con.Res. 107 (S.Con.Res. 22)	first	220-184	64-20	202-196
S.Con.Res. 53 (H.Con.Res. 186) <sup>b</sup>			second	206-186	57-20	—	—
1981		H.Con.Res. 307 (S.Con.Res. 86)	first	225-193 <sup>c</sup> 241-174	68-28	205-195	61-26
		H.Con.Res. 448 (S.Con.Res. 119)	second	203-191	48-46	voice	50-38

				Initial Passage		Conference Report	
Congress	Fiscal Year	Budget Resolution (companion measure)	Type <sup>a</sup>	House Vote	Senate Vote	House Vote	Senate Vote
97 <sup>th</sup>	1982	H.Con.Res. 115 (S.Con.Res. 19)	first	270-154	78-20	244-155	76-20
		S.Con.Res. 50 (H.Con.Res. 230) <sup>d</sup>	second	206-200	49-48	—	—
	1983	S.Con.Res. 92 (H.Con.Res. 352)	—	219-206	49-43	210-208	51-45
98 <sup>th</sup>	1984	H.Con.Res. 91 (S.Con.Res. 27)	—	229-196	50-49	239-186	51-43
	1985	H.Con.Res. 280 (S.Con.Res. 106)	—	250-168	41-34	232-162	voice
99 <sup>th</sup>	1986	S.Con.Res. 32 (H.Con.Res. 152)	—	258-170	voice	309-119	67-32
	1987	S.Con.Res. 120 (H.Con.Res. 337)	—	245-179	70-25	333-43	voice
100 <sup>th</sup>	1988	H.Con.Res. 93 (S.Con.Res. 49)	—	voice	56-42	215-201	53-46
	1989	H.Con.Res. 268 (S.Con.Res. 113)	—	319-102	69-26	201-181	58-29
101 <sup>st</sup>	1990	H.Con.Res. 106 (S.Con.Res. 30)	—	263-157	68-31	241-185	63-37
	1991	H.Con.Res. 310 (S.Con.Res. 110)	—	218-208	voice	250-164	66-33
102 <sup>nd</sup>	1992	H.Con.Res. 121 (S.Con.Res. 29)	—	261-163	voice	239-181	57-41
	1993	H.Con.Res. 287 (S.Con.Res. 106)	—	215-201 <sup>e</sup> 224-191	voice	209-207	52-41
103 <sup>rd</sup>	1994	H.Con.Res. 64 (S.Con.Res. 18)	—	243-183	54-45	240-184	55-45
	1995	H.Con.Res. 218 (S.Con.Res. 63)	—	223-175	57-40	220-183	53-46



				Initial Passage		Conference Report	
Congress	Fiscal Year	Budget Resolution (companion measure)	Type <sup>a</sup>	House Vote	Senate Vote	House Vote	Senate Vote
104 <sup>th</sup>	1996	H.Con.Res. 67 (S.Con.Res. 13)	—	238-193	57-42	239-194	54-46
	1997	H.Con.Res. 178 (S.Con.Res. 57)	—	226-195	53-46	216-211	53-46
105 <sup>th</sup>	1998	H.Con.Res. 84 (S.Con.Res. 27)	—	333-99	78-22	327-97	76-22
	1999 <sup>f</sup>	H.Con.Res. 284 (S.Con.Res. 86)	—	216-204	57-41	—	—
106 <sup>th</sup>	2000	H.Con.Res. 68 (S.Con.Res. 20)	—	221-208	55-44	220-208	54-44
	2001	H.Con.Res. 290 (S.Con.Res. 101)	—	211-207	51-45	220-208	50-48
107 <sup>th</sup>	2002	H.Con.Res. 83 (no companion measure) <sup>g</sup>	—	222-205	63-35	221-207	53-47
	2003 <sup>h</sup>	H.Con.Res. 353 (S.Con.Res. 100)	—	221-209	—	—	—
108 <sup>th</sup>	2004	H.Con.Res. 95 (S.Con.Res. 23)	—	215-212	56-44	216-211	51-50
	2005 <sup>i</sup>	<i>S.Con.Res. 95 (H.Con.Res. 393)</i>	—	<i>215-212</i>	<i>51-45</i>	<i>216-213</i>	—

**Notes:**

- a. “Type” refers to whether the budget resolution was the first, second, or third for the fiscal year. For the first seven years of the congressional budget process, Congress adopted multiple budget resolutions each year. Since the FY1983 budget resolution, Congress has adopted only one a year.
- b. The House rejected its version of the budget resolution (see Appendix C of this report) and adopted the Senate’s version of the budget resolution; no conference report was necessary.
- c. The question was divided, with separate votes on sections 1-5 and 7, and on section 6 (revised FY1980 budget resolution).
- d. The House laid its version of the budget resolution on the table by unanimous consent and adopted the Senate’s version of the budget resolution; no conference report was necessary.
- e. The question was divided, with separate votes on sections 1, 2 and 4, and on section 3 (revised the spending and revenue levels if certain legislation was not enacted into law before conferees on the budget resolution were appointed).
- f. Congress did not agree to a budget resolution for FY1999. In the absence of a budget resolution, the House agreed to H.Res. 477 on June 19, 1998, and H.Res. 5 on Jan. 6, 1999, both deeming the budget levels contained in the House-adopted FY1999 budget resolution (H.Con.Res. 284) generally to have been adopted by Congress, for budget enforcement purposes. Likewise, the Senate agreed to S.Res. 209 on Apr. 2, 1998, and S.Res. 312 on Oct. 21, 1998, both setting forth budget levels to be enforced as if they were included in a budget resolution agreed to by Congress.
- g. The Senate Budget Committee did not mark up or report a budget resolution for FY2002. Instead, the Senate considered the House-passed budget resolution after the Senate Budget Committee was discharged from its consideration.

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- h. Congress did not agree to a budget resolution for FY2003. In the absence of a budget resolution, the House agreed to H.Res. 428 on May 22, 2002, and H.Res. 5 on Jan. 7, 2003, deeming the House-adopted FY2003 budget resolution (H.Con.Res. 353, 107<sup>th</sup> Congress) to have been adopted by Congress, for budget enforcement purposes. The Senate did not take similar action.
- i. So far in 2004, Congress has not completed action on a budget resolution for FY2005. The House agreed to the conference report to S.Con.Res. 95 (H.Rept. 108-498) on May 19, 2004, but the Senate has yet to consider it. In the absence of a budget resolution, the House included a provision (Section 2) in the special rule (H.Res. 649) governing the consideration of the conference report to S.Con.Res. 95 “deeming” the conference report to have been agreed to by Congress. The Senate included a provision (Section 14007) in the Defense Appropriations Act, 2005 (P.L. 108-287) setting forth the FY2005 spending allocations for the Senate Appropriations Committee.

# Formulation and Content of the Budget Resolution

## Formulation of the Budget Resolution

Following the submission of the President's budget in January or February, Congress begins formulating its budget resolution. The House and Senate Budget Committees are responsible for developing and reporting the budget resolution.

Within six weeks after the President's budget submission, each House and Senate committee is required to submit its "views and estimates" relating to budget matters under their jurisdiction to their respective Budget Committee (Section 301(d) of the CBA). These views and estimates, often submitted in the form of a letter to the chair and ranking Member of the Budget Committee, typically include comments on the President's budget proposals and estimates of the budgetary impact of any legislation likely to be considered during the current session of Congress. The Budget Committees are not bound by these recommendations. The views and estimates often are printed in the committee report accompanying the resolution in the Senate or compiled in a separate committee print in the House.

The budget resolution was designed to provide a framework to make budget decisions, leaving specific program determinations to the Appropriations Committees and other committees with spending and revenue jurisdiction. In many instances, however, particular program changes are considered when formulating the budget resolution. Program assumptions are sometimes referred to in the reports of the Budget Committees or may be discussed during floor action. Although these program changes are not binding, committees may be strongly influenced by these recommendations when formulating appropriations bills, reconciliation measures, or other budgetary legislation.

**Appendix D** provides a list of the House, Senate, and conference reports to the first budget resolutions adopted by Congress each year.

## Content of the Budget Resolution

Section 301(a) of the CBA requires that the budget resolution include the following matters for the upcoming fiscal year and at least the ensuing four fiscal years:

- aggregate levels of new budget authority, outlays, the budget surplus or deficit, and the public debt;
- aggregate levels of federal revenues and the amount, if any, by which the aggregate levels of federal revenues should be increased or decreased by legislative action;
- amounts of new budget authority and outlays for each of the major functional categories; and

- for purposes of Senate enforcement procedures, Social Security outlays and revenues (although these amounts are not included in the budget surplus or deficit totals due to their off-budget status).

In addition to the content required by the CBA, Section 301(b) lists several other matters that may be included in the budget resolution. **Appendix E** provides a table indicating selected components included in first budget resolutions for FY1976-FY2005.

The most important of the optional matters is the inclusion of reconciliation directives provided by Section 310 of the CBA. Budget reconciliation is a two-step process that Congress may use to assure compliance with the direct spending, revenue, and debt-limit levels set forth in a budget resolution. First, Congress includes reconciliation directives in a budget resolution instructing one or more committees in each chamber to recommend changes in statute to achieve the levels of direct spending, revenues, debt limit, or a combination thereof, agreed to in the budget resolution. Second, the legislative language recommended by committees is packaged “without any substantive revision” into one or more reconciliation bills, as set forth in the budget resolution, by the House and Senate Budget Committees. In some instances, a committee may be required to report its legislative recommendations directly to its chamber.<sup>2</sup>

In the past 30 years, Congress has included reconciliation directives in 17 budget resolutions.<sup>3</sup> Reconciliation was first used in calendar year 1980 for FY1981. Since then, reconciliation directives have been included in the budget resolution agreed to by Congress for every fiscal year except 1985, 1989, 1992, 1993, and 1995. Congress did not agree to a budget resolution in 1998, 2002, and (so far) 2004. Pursuant to these directives, 16 reconciliation measures have been enacted. Twice (in 1982 and 1997), Congress adopted two reconciliation measures in one year. Three reconciliation measures have been vetoed, in 1995, 1999, and 2000. **Appendix F** lists the budget resolutions that contained reconciliation directives and the associated reconciliation acts.

Beginning with the FY1981 budget resolution, Congress also included amounts for federal credit activities. The 1985 Balanced Budget Act permanently required the inclusion of aggregate and functional levels of direct loan obligations and primary loan guarantee commitments in budget resolutions. The inclusion of federal credit levels, however, was made optional by the Budget Enforcement Act of 1997 (Title X of P.L. 105-33; 111 Stat. 677-712). Of the 27 first budget resolutions adopted by Congress, 18 included federal credit amounts.

Another optional component of budget resolutions has been the inclusion of reserve funds. The reserve fund provisions generally provide for the revision of budget resolution aggregates, functional allocations, and committee allocations if certain deficit-neutral legislation is enacted or some other condition is met. Over the

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<sup>2</sup> For more information on reconciliation legislation, see CRS Report RL30458, *The Reconciliation Process: Timing of Legislative Action*, by Robert Keith.

<sup>3</sup> This number includes only those budget resolutions adopted by both chambers.

last decade, Congress often has included several reserve funds in budget resolutions (as indicated in **Appendix E**). For instance, the FY2004 budget resolution (H.Con.Res. 95, 108<sup>th</sup> Congress) included eight reserve funds.

In recent years, declaratory statements increasingly have been included in budget resolutions. These nonbinding statements express the sense of Congress, the sense of the House, or the sense of the Senate on various issues. As indicated in **Appendix E**, Congress has included, on average, about 25 declaratory statements in the last nine budget resolutions (not including budget resolutions for FY1999, FY2003, and FY2005) but only, on average, about two and a half declaratory statements in the first 18 budget resolutions.

The annual budget resolution also may require a deferred enrollment procedure (see Section 301(b)(3) of the CBA), under which all or certain bills providing new budget authority or new entitlement authority for the upcoming fiscal year cannot be enrolled until Congress has completed action on a reconciliation measure (or, prior to FY1987, a reconciliation measure or the second budget resolution). Budget resolutions for FY1981, FY1982, FY1983, and FY1984 contained deferred enrollment provisions.<sup>4</sup>

Lastly, Congress has included several other procedural provisions in budget resolutions. Under Section 301(b)(4) of the CBA, the so-called *elastic clause*, Congress may “set forth such other matters, and require such other procedures, relating to the budget, as may be appropriate to carry out the purposes of” the Congressional Budget Act in the budget resolution. The number of procedural provisions included in budget resolutions is listed in the last column of **Appendix E**. Some of these procedural provisions include deferred enrollment; automatic second resolutions; special budgetary treatment of certain activities, such as the sale of government assets; and more recently, enforcement of a pay-as-you-go requirement in the Senate, and limits on advance appropriations.

## **Source of Economic Assumptions Associated with Budget Levels in the Budget Resolution**

The budget levels contained in the budget resolution are developed using a baseline, which is a projection of revenues and spending under existing law and assuming no policy changes. There are two baselines commonly used in the federal budget process: current services estimates calculated by the Office of Management and Budget (OMB), and budget baseline projections calculated by the Congressional Budget Office (CBO). These two projections often differ because they are based upon different sets of economic and technical assumptions, reflecting different projections of future economic and program performance.

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<sup>4</sup> The FY1983 budget resolution exempted legislation dealing with certain trust funds from its deferred enrollment provision.

The economic assumptions developed by OMB are published in the *Analytical Perspectives* volume of the President's budget submitted to Congress.<sup>5</sup> CBO includes its initial economic assumptions in its annual economic and budget outlook report published early in the year.<sup>6</sup> Often, CBO revises these economic assumptions to reflect new economic data which become available after the publication of this report. In some years, CBO will revise its economic assumptions in late winter or early spring and publish them in its analysis of the President's budget.<sup>7</sup> In other years, revised economic assumptions will be included in CBO's economic and budget outlook update report published in the summer.

Congress is not required to use the economic assumptions developed by either OMB or CBO in the budget resolution, but must identify the economic assumptions upon which the budget levels are based.<sup>8</sup> The original CBA required that only the House and Senate Committee reports accompanying the budget resolution include the economic assumptions upon which the spending and revenue levels were based. The common practice, however, was to extend this to the conference report on the budget resolution as well. In 1985, Congress amended the CBA to specifically require that the joint explanatory statement accompanying a conference report on a budget resolution set forth the common economic assumptions upon which the statement and conference report are based.<sup>9</sup>

**Appendix G** specifies the source of the economic assumptions used in the budget resolutions for FY1976 to FY2005. Of the 27 budget resolutions adopted by Congress during this period, 15 were based upon economic assumptions developed by CBO. Usually, these were the assumptions in CBO's economic and budget outlook report published early in the year. In four instances, however, Congress used the economic assumptions that were revised by CBO after the publication of this report; the budget resolutions for FY1984, FY1985, FY1997, and FY1998 were based upon revised CBO economic assumptions. On four other occasions, Congress made adjustments to the CBO economic assumptions; the budget resolutions for FY1996, FY1997, FY1998, and FY2000 were based upon adjusted CBO economic assumptions. In the first three, the adjustments were intended to reflect anticipated revisions to the Consumer Price Index (CPI).

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<sup>5</sup> For example, see OMB, *Budget of the U.S. Government, Fiscal Year 2005, Analytical Perspectives* (Washington: GPO, Feb. 2004), chapter 11, pp. 167-180.

<sup>6</sup> For example, see CBO, *The Budget and Economic Outlook: Fiscal Years 2005-2014* (Washington: Jan. 2004), chapter 2, pp. 23-45.

<sup>7</sup> For example, see CBO, *An Analysis of the President's Budgetary Proposals for Fiscal Year 2003* (Washington: Mar. 2002), pp. 4-5.

<sup>8</sup> In addition, Section 301(g)(1) of the CBA prohibits the Senate from considering a budget resolution that contains budget levels based on more than one set of economic assumptions. This provision was added by the Balanced Budget and Emergency Deficit Control Reaffirmation Act of 1987 (Title I of P.L. 100-119, 99 Stat. 754-788).

<sup>9</sup> Section 301(g)(2) of the CBA, as amended by the Balanced Budget and Emergency Deficit Control Act of 1985 (Title II of P.L. 99-177, 99 Stat. 1038-1101).

In six of the 27 budget resolutions, Congress used the economic assumptions developed by OMB. Usually, these were the assumptions included in the President's budget submitted to Congress early in the year. In two of these budget resolutions, however, the OMB economic assumptions were adjusted to reflect revisions in economic data.

In 1982, Congress based the budget levels in the FY1983 budget resolution upon economic assumptions agreed to by negotiators from Congress and the Administration during a budget summit.

Finally, the joint explanatory statements accompanying the conference reports to the first five budget resolutions specified the economic assumptions upon which the budget levels were based, but did not indicate the source of those assumptions.

## **Number of Years Covered by the Budget Resolution**

Originally, the CBA mandated that budget resolutions cover only the upcoming fiscal year beginning on October 1 (referred to as the budget year). A desire to use the budget resolution as a tool for budget planning and other factors prompted Congress to expand this time frame to include the upcoming fiscal year as well as the two ensuing fiscal years. Congress used the authority provided by the elastic clause of the CBA to adopt three-year budget resolutions for the period covering the second budget resolution for FY1980 through the FY1986 budget resolution. The practice of including three fiscal years was formalized by the 1985 Balanced Budget Act.

The Budget Enforcement Act (BEA) of 1990 (Title XIII of P.L. 101-508, Omnibus Budget Reconciliation Act of 1990, 104 Stat. 1388-573-1388 through 630) temporarily extended to five fiscal years the period the budget resolution is required to cover. The 1990 BEA provision originally covered five-year periods beginning in FY1991 and continuing through FY1995; this provision was extended to cover the FY1996 through FY1998 budget resolutions in 1993 (Title XIV of P.L. 103-66, Omnibus Budget Reconciliation Act of 1993, 107 Stat. 683-685). As an integral part of Congress's goal of achieving a balanced budget by FY2002, the FY1996 and FY1997 budget resolutions covered seven and six fiscal years, respectively. The Budget Enforcement Act of 1997 (Title X of P.L. 105-33, Balanced Budget Act of 1997, 111 Stat. 677-712) amended the CBA to require permanently that a budget resolution cover the budget year and *at least* the four ensuing fiscal years. In recent years, budget resolutions have covered 10 fiscal years.

**Appendix H** provides information regarding the number of years covered by the budget resolutions agreed to by Congress.

Congress also may revise budget levels for the current year in the budget resolution, pursuant to Section 304 of the CBA. Congress has adopted 12 first budget resolutions that revised current-year budget levels.

## Consideration and Adoption of the Budget Resolution

Floor consideration of the budget resolution differs in the House and Senate. Section 305 of the CBA sets forth special procedures for the consideration of the budget resolution, generally to expedite its consideration. The House, however, regularly adopts a special rule, a simple House resolution, setting forth the terms for consideration of the measure. In particular, special rules have been used for more than a decade to limit the offering of amendments to a few major substitutes. **Appendix I** lists the special rules that provided for the consideration of budget resolutions in the House.

In contrast, floor consideration in the Senate is governed by the procedures set forth in the Congressional Budget Act. The procedures generally limit debate and prohibit certain amendments and motions.<sup>10</sup>

### Amendments to the Budget Resolution

The House has considered, on average, over six amendments per budget resolution, agreeing to, on average, one of these.<sup>11</sup> The largest number of amendments considered was 45 in 1979; the largest number agreed to was 11 in 1979 (the first FY1983 budget resolution also was amended 11 times, but it subsequently was rejected). **Appendix J** identifies the number of accepted and rejected amendments to budget resolutions considered in the House. The amending activity in the House during the last several years is in marked contrast to the early years of the congressional budget process. During the first eight years, the House considered, on average, over 13 amendments per budget resolution, agreeing to, on average, three of these. In contrast, during the last 22 years, the House has considered very few amendments to budget resolutions, averaging only about three per budget resolution, and agreeing to even fewer of these. Of the 79 amendments considered by the House during this time period, only four were adopted. Since 1992, the House has rejected all amendments.

Contributing to this trend, the House special rule typically has allowed for consideration of only amendments in the nature of a substitute to the budget resolution. For example, between 1982 and 2004 (for the FY1984-FY2005 budget resolutions), 75 out of the 80 amendments to the budget resolution made in order by the special rule were amendments in the nature of a substitute. Only one of these 75 amendments in the nature of a substitute was agreed to; that one contained the budget resolution text recommended by the House Budget Committee offered by its chair at the time, Representative William H. Gray III (PA). **Appendix K** lists the

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<sup>10</sup> For a discussion of these procedures, see CRS Report 98-511, *Consideration of the Budget Resolution*, by Bill Heniff Jr.

<sup>11</sup> These averages, as well as the averages related to Senate amendments, derive from all first budget resolutions considered and adopted on the House or Senate floor. That is, the averages do not include amendments to budget resolutions that subsequently were rejected.



amendments in the nature of a substitute to the budget resolution made in order by the special rule.

Unlike the House, which has no reporting deadline for its budget committee to report a budget resolution, the Senate has an April 1 reporting deadline for the budget resolution.<sup>12</sup> In addition, the terms of debate and the consideration of amendments are not structured by a special rule, as in the House, but instead are governed by the procedures set forth in Section 305(b) of the CBA. Typically, a larger number of amendments is considered, consisting of substitute amendments as well as amendments that address specific issues.

During the period between 1975 and 2004, the Senate considered, on average, about 37 amendments per budget resolution, agreeing to, on average, over 19 of these.<sup>13</sup> The largest number of amendments considered was 106 in 1998; the largest number agreed to was 57 in 1998 and 1999. **Appendix L** identifies the number of amendments accepted, rejected, withdrawn, and declared out-of-order during Senate consideration of budget resolutions. In contrast to the House, the number of amendments considered by the Senate has increased in recent years. For the last 11 budget resolutions considered on the floor, the Senate considered, on average, 69 amendments per budget resolution, agreeing to, on average, 40 of these. Amendments have been agreed to in the Senate at a much higher rate compared to the House as well. For instance, in seven of the last 11 years in which a budget resolution was considered on the floor, the success rate for amendments has equaled or exceeded 60%.

### Timing of Action on the Budget Resolution

Congress is required to complete action on the budget resolution by April 15 each year. **Figure 1** lists the dates of final adoption of

**Figure 1. Dates of Final Adoption of the Budget Resolution, FY1976-FY2005**

<u>Fiscal year</u>	<u>Date adopted</u>
1976	05-14-1975
1977	05-13-1976
1978	05-17-1977
1979	05-17-1978
1980	05-24-1979
1981	06-12-1980
1982	05-21-1981
1983	06-23-1982
1984	06-23-1983
1985	10-01-1984
1986	08-01-1985
1987	06-27-1986
1988	06-24-1987
1989	06-06-1988
1990	05-18-1989
1991	10-09-1990
1992	05-22-1991
1993	05-21-1992
1994	04-01-1993
1995	05-12-1994
1996	06-29-1995
1997	06-13-1996
1998	06-05-1997
1999	[none]
2000	04-15-1999
2001	04-13-2000
2002	05-10-2001
2003	[none]
2004	04-11-2003
2005	[none yet]

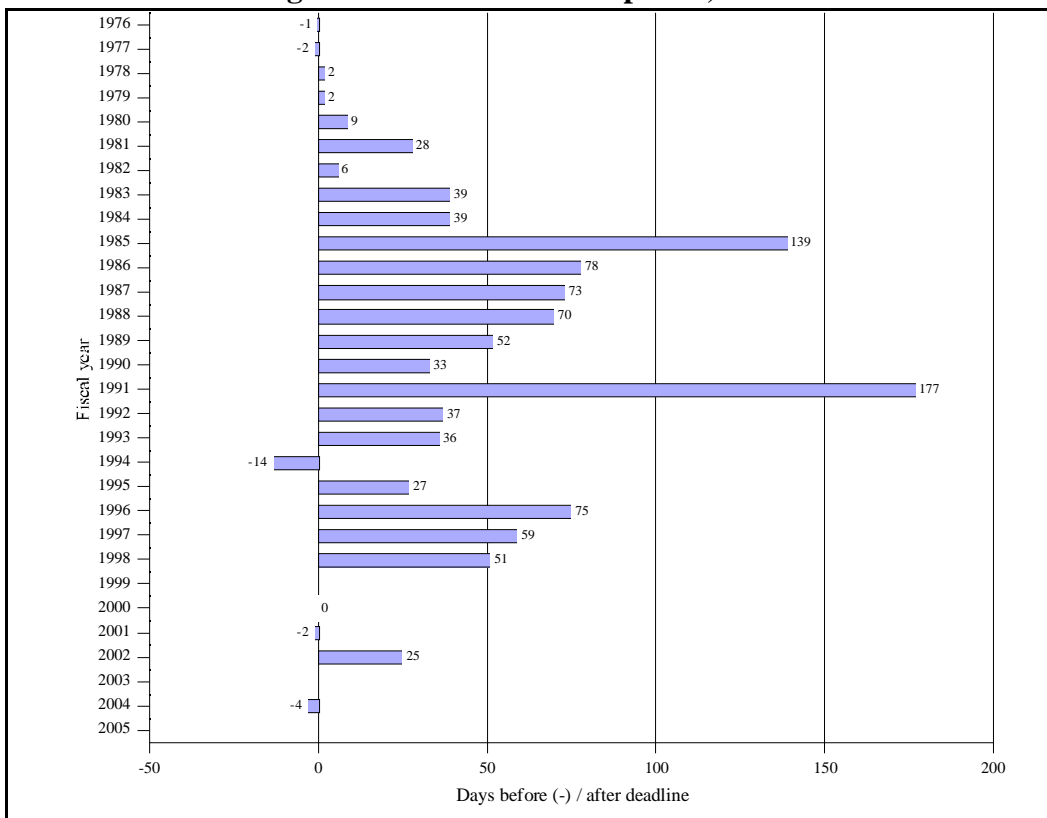
<sup>12</sup> For further information, see CRS Report RS20541, *Congressional Budget Resolutions: Reporting Deadline in the Senate*, by Robert Keith.

<sup>13</sup> This average does not include the FY2003 budget resolution because it was not considered on the Senate floor.

budget resolutions for FY1976-FY2005. Since 1974, Congress has met the budget resolution deadline only six times, most recently in 2003 with the FY2004 budget resolution. Under the original timetable (prior to 1986, the deadline was May 15), Congress adopted the annual budget resolution on time twice, in 1975 and 1976. After the deadline was changed to April 15 by the 1985 Balanced Budget Act, Congress has met its deadline four times, in 1993, 1999, 2000, and 2003. Further, Congress did not adopt a budget resolution twice (in 1998 for FY1999 and in 2002 for FY2003); so far in 2004, Congress has not completed action on a budget resolution for FY2005.

Congress adopted the budget resolution (not including the budget resolutions for FY1999, FY2003, and FY2005) an average of about 38 days after the target date. The FY1991 budget resolution was adopted the latest, on October 9, 1990, or 177 days after the deadline. The earliest adoption of a budget resolution was for FY1994, on April 1, 1993, or 14 days before the deadline. **Figure 2** illustrates the number of days before or after the target date the annual budget resolution was adopted. **Appendices M** and **N** provide a list of dates related to the consideration and adoption of the budget resolution in the House and the Senate, respectively.

**Figure 2. Number of Days Before or After Deadline That Action on the Annual Budget Resolution Was Completed, FY1976-FY2005**



**Note:** The deadline for adoption of the budget resolution was May 15 for FY1976-FY1986 and April 15 thereafter. Congress did not agree to a budget resolution for FY1999 or FY2003, and so far in 2004, Congress has not completed action on a budget resolution for FY2005. The FY2000 budget resolution was adopted on the deadline of April 15; thus, the value is zero.

## **Appendix A. Modifications to the Procedures and Requirements Pertaining to the Formulation, Content, and Consideration of the Budget Resolution**

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### **Full Employment and Balanced Growth Act of 1978 (“Humphrey-Hawkins Act”); P.L. 95-523; 92 Stat. 1887-1908; October 27, 1978)**

- Called for a period of up to four hours for debate on economic goals and priorities, following the presentation of opening floor statements on the budget resolution.

### **Temporary Increase in the Public Debt Limit (P.L. 96-5; 93 Stat. 8; April 2, 1979)**

- Mandated that the President’s budget and the Budget Committee’s reported budget resolution for FY1981 and FY1982 be in balance. Provision was repealed in 1982.

### **Balanced Budget and Emergency Deficit Control Act of 1985 (Title II of P.L. 99-177; 99 Stat. 1038-1101; December 12, 1985)<sup>14</sup>**

- Required Congress to complete action on a budget resolution by April 15 of each year (deadline moved from May 15).
- Eliminated the requirement that Congress adopt a second budget resolution annually by September 15.
- Formalized the practice of adopting a 3-year budget resolution, with the second and third fiscal years non-binding. (Current law requires budget resolutions to cover at least five fiscal years.)
- Called for off-budget entities, except Social Security, to be included in the budget resolution and the President’s budget.
- Formalized the practice of including credit authority (direct and guaranteed loans) in the budget resolution.

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<sup>14</sup> For more information on changes made by the 1985 Balanced Budget and Emergency Deficit Control Act, see CRS Report 86-713, *Changes in the Congressional Budget Process Made by the 1985 Balanced Budget Act (P.L. 99-177)*, by Robert A. Keith; and CRS Report 85-1130, *Explanation of the Balanced Budget and Emergency Deficit Control Act of 1985 - Public Law 99-177 (The Gramm-Rudman-Hollings Act)*, by Allen Schick.

- Mandated that neither chamber may consider a budget resolution, amendment to a budget resolution, or conference report on a budget resolution that recommends a deficit amount greater than the applicable maximum deficit amount established in the 1985 Balanced Budget Act.
- Excluded Social Security from budget totals, except for purposes of calculating the deficit in order to determine if sequestration is required. The budget resolution may contain two deficit totals, one with Social Security, one without.

**Budget Enforcement Act (BEA) of 1990 (Title XIII of the Omnibus Budget Reconciliation Act of 1990; P.L. 101-508; 104 Stat. 1388-573 through 630; November 5, 1990)<sup>15</sup>**

- Added language to the CBA allowing the option to include pay-as-you-go procedures for the Senate and House in the budget resolution (Sections 301(b)(7) and 301(b)(8)).
- Required that the budget resolutions for FY1991-FY1995 cover five fiscal years. Current law permanently requires at least five fiscal years (see BEA of 1997 below).
- In the Senate, prohibited the consideration of a reported budget resolution calling for a reduction in Social Security surpluses.
- Changed deadline for submitting views and estimates reports from “on or before February 25 of each year” to “within 6 weeks after the President submits a budget.”
- Added language to the CBA allowing the option of including Social Security outlays and revenues in the budget resolution for purposes of Senate enforcement.
- In the Senate, created a point of order that prohibits the consideration of any budget resolution that would exceed any of the discretionary spending limits. Initially, this point of order was added to the CBA as a temporary Section (601(b)); the BEA of 1997 permanently added this point of order to the CBA as Section 312(b) and applied the point of order to any legislation.

**Omnibus Budget Reconciliation Act of 1993 (Title XIV of P.L. 103-66; 107 Stat. 683-685; August 10, 1993)**

- Extended through FY1998 the BEA requirement that budget resolutions cover five fiscal years.

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<sup>15</sup> See CRS Report 90-520, *Budget Enforcement Act of 1990: Brief Summary*, by Edward Davis and Robert Keith.

**Budget Resolution for FY1995 (H.Con.Res. 218; 103rd Congress; May 12, 1994)<sup>16</sup>**

- Made permanent a temporary modification found in the budget resolutions for FY1993 and FY1994, which applied Section 301(i) to a budget resolution at any stage of consideration. Section 301(i) of the CBA prohibits the Senate from considering any reported budget resolution that would decrease the excess of Social Security revenues over Social Security outlays for any of the fiscal years covered by the resolution, subject to a three-fifths waiver requirement. This creates a so-called “firewall” to protect Social Security balances.

**Budget Enforcement Act of 1997 (Title X of P.L. 105-33; 111 Stat. 677-712; August 5, 1997)<sup>17</sup>**

- Permanently required the budget resolution to cover at least five fiscal years.
- Made optional rather than mandatory the inclusion of total direct loan obligation and total primary loan guarantee commitment levels in the budget resolution and the accompanying report.
- Modified the optional contents of the budget resolution to include special pay-as-you-go (PAYGO) procedures in the Senate pertaining to the use of reserve funds.
- Allowed the Budget Committees to set an alternative deadline for committees to submit their views and estimates, instead of the usual deadline of within 6 weeks after the President submits a budget.
- Applied the Senate point of order against a budget resolution recommending a decrease in the projected surplus in the Social Security trust funds to all its legislative stages.

**Budget Resolution for FY2000 (H.Con.Res. 68; 106<sup>th</sup> Congress; April 15, 1999)**

- Created a point of order that prohibited consideration of a revised FY2000 or a FY2001 budget resolution setting forth an on-budget deficit for any fiscal year (i.e., excluding any surplus resulting from the Social Security trust fund). The provision did not apply if the deficit for a fiscal year resulted solely from legislation that made structural programmatic reforms to enhance retirement security.

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<sup>16</sup> Although budget resolutions, which are agreed to in the form of a concurrent resolution, do not have the force of law, they can contain changes in congressional budget procedures.

<sup>17</sup> For more information on changes made by the Budget Enforcement Act of 1997, see CRS Report 97-931, *Budget Enforcement Act of 1997: Summary and Legislative History*, by Robert Keith.

**Budget Resolution for FY2001 (H.Con.Res. 290; 106<sup>th</sup> Congress; April 13, 2000)**

- Applied the point of order against budget resolutions setting forth an on-budget deficit for any fiscal year (see FY2000 budget resolution) to a revised FY2001 or a FY2002 budget resolution. The provision would not apply if the economy experienced low growth in two consecutive quarters, or if a declaration of war was in effect.
- Specified that amendments that contain predominately “precatory” language, such as sense-of-the-Senate amendments, are not germane, effectively prohibiting such amendments to budget resolutions and reconciliation legislation.

**Budget Resolution for FY2004 (H.Con.Res. 95; 108<sup>th</sup> Congress; April 11, 2003)**

- Extended through September 30, 2008, the three-fifths vote requirement in the Senate to waive, and to sustain an appeal of a ruling of the chair on, certain points of order specified in Sections 904(c)(2) and 904(d)(3) of the CBA.

## Appendix B. *U.S. Statutes-at-Large* Citations of Budget Resolutions, FY1976-FY2005

Congress	Fiscal Year	Type <sup>a</sup>	Budget Resolution	<i>U.S. Statutes-at-Large</i> Citation
94 <sup>th</sup>	1976	first second	H.Con.Res. 218 H.Con.Res. 466	89 Stat. 1197-1198 89 Stat. 1209-1210
	1977	first second	S.Con.Res. 109 S.Con.Res. 139	90 Stat. 3029-3030 90 Stat. 3044-3045
95 <sup>th</sup>	1977	third	S.Con.Res. 10	91 Stat. 1666-1667
	1978	first second	S.Con.Res. 19 H.Con.Res. 341	91 Stat. 1670-1673 91 Stat. 1683-1684
	1979	first second	S.Con.Res. 80 H.Con.Res. 683	92 Stat. 3870-3872 92 Stat. 3878-3879
96 <sup>th</sup>	1980	first second	H.Con.Res. 107 S.Con.Res. 53	93 Stat. 1413-1416 93 Stat. 1428-1433
	1981	first second	H.Con.Res. 307 H.Con.Res. 448	94 Stat. 3655-3668 94 Stat. 3680-3688
97 <sup>th</sup>	1982	first second	H.Con.Res. 115 S.Con.Res. 50	95 Stat. 1743-1759 95 Stat. 1778
	1983	—	S.Con.Res. 92	96 Stat. 2647-2661
98 <sup>th</sup>	1984	—	H.Con.Res. 91	97 Stat. 1501-1523
	1985	—	H.Con.Res. 280	98 Stat. 3484-3498
99 <sup>th</sup>	1986	—	S.Con.Res. 32	99 Stat. 1941-1959
	1987	—	S.Con.Res. 120	100 Stat. 4354-4370
100 <sup>th</sup>	1988	—	H.Con.Res. 93	101 Stat. 1986-2003
	1989	—	H.Con.Res. 268	102 Stat. 4875-4886
101 <sup>st</sup>	1990	—	H.Con.Res. 106	103 Stat. 2540-2554
	1991	—	H.Con.Res. 310	104 Stat. 5163-5181
102 <sup>nd</sup>	1992	—	H.Con.Res. 121	105 Stat. 2414-2433
	1993	—	H.Con.Res. 287	106 Stat. 5165-5189
103 <sup>rd</sup>	1994	—	H.Con.Res. 64	107 Stat. 2508-2538
	1995	—	H.Con.Res. 218	108 Stat. 5075-5103

<b>Congress</b>	<b>Fiscal Year</b>	<b>Type<sup>a</sup></b>	<b>Budget Resolution</b>	<b><i>U.S. Statutes-at-Large Citation</i></b>
104 <sup>th</sup>	1996	—	H.Con.Res. 67	109 Stat. 996-1030
	1997	—	H.Con.Res. 178	110 Stat. 4434-4482
105 <sup>th</sup>	1998	—	H.Con.Res. 84	111 Stat. 2710-2760
	1999 <sup>b</sup>	—	—	—
106 <sup>th</sup>	2000	—	H.Con.Res. 68	113 Stat. 1968-1999
	2001	—	H.Con.Res. 290	114 Stat. 3139-3173
107 <sup>th</sup>	2002	—	H.Con.Res. 83	115 Stat. 2486-2516
	2003 <sup>c</sup>	—	—	—
108 <sup>th</sup>	2004	—	H.Con.Res. 95	not available
	2005 <sup>d</sup>	—	—	—

**Notes:** Although concurrent resolutions such as budget resolutions have no statutory authority, they are compiled in a special section of the *U.S. Statutes-at-Large*.

- a. “Type” refers to whether the budget resolution was the first, second, or third for the fiscal year. For the first seven years of the congressional budget process, Congress adopted multiple budget resolutions each year. Since the FY1983 budget resolution, Congress has adopted only one a year.
- b. Congress did not agree to a budget resolution for FY1999.
- c. Congress did not agree to a budget resolution for FY2003.
- d. So far in 2004, Congress has not completed action on a budget resolution for FY2005.



## Appendix C. Budget Resolutions Rejected in the House, FY1976-FY2005

Congress	Fiscal Year	Budget Resolution	Date	Vote
95 <sup>th</sup>	1978	H.Con.Res. 195	04-27-1977	84-320
96 <sup>th</sup>	1980	H.Con.Res. 186 <sup>a</sup>	09-19-1979	192-213
97 <sup>th</sup>	1983	H.Con.Res. 345	05-27-1982	159-265
99 <sup>th</sup>	1987	H.Con.Res. 296	03-13-1986	12-312
101 <sup>st</sup>	1991	H.Con.Res. 310 (conf. rept.) <sup>b</sup>	10-05-1990	179-254
104 <sup>th</sup>	1996	H.Con.Res. 122	12-19-1995	0-412

**Notes:** No budget resolutions in the Senate were rejected on roll-call votes. All budget resolutions listed are first budget resolutions, except for FY1980, which is a second budget resolution.

- a. House subsequently adopted the Senate's version of the second budget resolution for FY1980 (S.Con.Res. 53).
- b. After this conference report (H.Rept. 101-802) was rejected, another conference report to H.Con.Res. 310 (H.Rept. 101-820) was agreed to on October 8, 1990, by a vote of 250-164.

## Appendix D. Committee Reports to Budget Resolutions, FY1976- FY2005

<b>Fiscal Year</b>	<b>Budget Resolution (companion measure)</b>	<b>House Report</b>	<b>Senate Report</b>	<b>Conference Report(s)</b>
1976	H.Con.Res. 218 (S.Con.Res. 32)	94-145	94-77	H.Rept. 94-198 S.Rept. 94-113
1977	S.Con.Res. 109 (H.Con.Res. 611)	94-1030	94-731	H.Rept. 94-1108 S.Rept. 94-805
1978	S.Con.Res. 19 (H.Con.Res. 214)	95-239	95-90	H.Rept. 95-291 S.Rept. 95-134
1979	S.Con.Res. 80 (H.Con.Res. 559)	95-1055	95-739	H.Rept. 95-1173 S.Rept. 95-866
1980	H.Con.Res. 107 (S.Con.Res. 22)	96-95	96-68	H.Rept. 96-211 S.Rept. 96-192
1981	H.Con.Res. 307 (S.Con.Res. 86)	96-857	96-654	H.Rept. 96-1051 S.Rept. 96-792
1982	H.Con.Res. 115 (S.Con.Res. 19)	97-23	97-49	H.Rept. 97-46 S.Rept. 97-86
1983	S.Con.Res. 92 (H.Con.Res. 352)	97-597	97-385	H.Rept. 97-614 S.Rept. 97-478
1984	H.Con.Res. 91 (S.Con.Res. 27)	98-41	98-63	H.Rept. 98-248 S.Rept. 98-155
1985	H.Con.Res. 280 (S.Con.Res. 106)	none	98-399	H.Rept. 98-1079
1986	S.Con.Res. 32 (H.Con.Res. 152)	99-133	99-15	H.Rept. 99-249
1987	S.Con.Res. 120 (H.Con.Res. 337)	99-598	99-264	H.Rept. 99-664
1988	H.Con.Res. 93 (S.Con.Res. 49)	none	none	H.Rept. 100-175 S.Rept. 100-76
1989	H.Con.Res. 268 (S.Con.Res. 113)	100-523	100-311	H.Rept. 100-658
1990	H.Con.Res. 106 (S.Con.Res. 30)	101-42	101-20	H.Rept. 101-50
1991	H.Con.Res. 310 (S.Con.Res. 110)	101-455	none	H.Rept. 101-820
1992	H.Con.Res. 121 (S.Con.Res. 29)	102-32	102-40	H.Rept. 102-69

<b>Fiscal Year</b>	<b>Budget Resolution (companion measure)</b>	<b>House Report</b>	<b>Senate Report</b>	<b>Conference Report(s)</b>
1993	H.Con.Res. 287 (S.Con.Res. 106)	102-450	none	H.Rept. 102-529
1994	H.Con.Res. 64 (S.Con.Res. 18)	103-31	103-19	H.Rept. 103-48
1995	H.Con.Res. 218 (S.Con.Res. 63)	103-428	103-238	H.Rept. 103-490
1996	H.Con.Res. 67 (S.Con.Res. 13)	104-120	104-82	H.Rept. 104-159
1997	H.Con.Res. 178 (S.Con.Res. 57)	104-575	104-271	H.Rept. 104-612
1998	H.Con.Res. 84 (S.Con.Res. 27)	105-100	none	H.Rept. 105-116
1999 <sup>a</sup>	H.Con.Res. 284 (S.Con.Res. 86)	105-555	105-170	—
2000	H.Con.Res. 68 (S.Con.Res. 20)	106-73	106-27	H.Rept. 106-91
2001	H.Con.Res. 290 (S.Con.Res. 101)	106-530	106-251	H.Rept. 106-577
2002	H.Con.Res. 83 (no companion measure) <sup>b</sup>	107-26	none	H.Rept. 107-60
2003 <sup>c</sup>	H.Con.Res. 353 (S.Con.Res. 100)	107-376	107-141	—
2004	H.Con.Res. 95 (S.Con.Res. 23)	108-37	none <sup>d</sup>	H.Rept. 108-71
2005 <sup>e</sup>	S.Con.Res. 95 (H.Con.Res. 393)	108-441	none <sup>f</sup>	H.Rept. 108-498

**Notes:** This list includes first budget resolutions only.

- a. Congress did not agree to a budget resolution for FY1999.
- b. The Senate Budget Committee did not mark up or report a budget resolution for FY2002. Instead, the Senate considered the House-passed budget resolution after the Senate Budget Committee was discharged from its consideration.
- c. Congress did not agree to a budget resolution for FY2003.
- d. The Senate Budget Committee issued a committee print (S.Prt. 108-19) in lieu of a written report.
- e. So far in 2004, Congress has not completed action on a budget resolution for FY2005. The House agreed to the conference report to S.Con.Res. 95 on May 19, 2004, but the Senate has yet to consider it.
- f. The Senate Budget Committee issued a committee print (S.Prt. 108-365) in lieu of a written report.

## Appendix E. Selected Components Included in Budget Resolutions, FY1976-FY2005

Fiscal Year	Budget Resolution	Reconciliation Directives	Credit Levels	Number of Reserve Funds <sup>a</sup>	Number of Declaratory Statements <sup>b</sup>	Number of Procedural Provisions <sup>c</sup>
1976	H.Con.Res. 218	—	—	0	0	0
1977	S.Con.Res. 109	—	—	0	0	0
1978	S.Con.Res. 19	—	—	0	1	0
1979	S.Con.Res. 80	—	—	0	0	0
1980	H.Con.Res. 107	—	—	0	0	0
1981	H.Con.Res. 307	X	X	0	3	1
1982	H.Con.Res. 115	X	X	0	2	1
1983	S.Con.Res. 92	X	X	0	3	6
1984	H.Con.Res. 91	X	X	1 <sup>d</sup>	3	3
1985	H.Con.Res. 280	—	X	0	1	3
1986	S.Con.Res. 32	X	X	0	7	2
1987	S.Con.Res. 120	X	X	2	8	1
1988	H.Con.Res. 93	X	X	3	3	4
1989	H.Con.Res. 268	—	X	3	3	1
1990	H.Con.Res. 106	X	X	2	2	1
1991	H.Con.Res. 310	X	X	1	0	1

Fiscal Year	Budget Resolution	Reconciliation Directives	Credit Levels	Number of Reserve Funds <sup>a</sup>	Number of Declaratory Statements <sup>b</sup>	Number of Procedural Provisions <sup>c</sup>
1992	H.Con.Res. 121	—	X	5	2	3
1993	H.Con.Res. 287	—	X	5	8	4
1994	H.Con.Res. 64	X	X	7	29	4
1995	H.Con.Res. 218	—	X	13	14	4
1996	H.Con.Res. 67	X	X	2	14	5
1997	H.Con.Res. 178	X	X	3	39	3
1998	H.Con.Res. 84	X	X	10	40	3
1999 <sup>e</sup>	H.Con.Res. 284 S.Con.Res. 86	X —	— —	0 4 <sup>f</sup>	7 16	1 0
2000	H.Con.Res. 68	X	—	7	22	3
2001	H.Con.Res. 290	X	—	10	44	13
2002	H.Con.Res. 83	X	—	9	14	5
2003 <sup>g</sup>	H.Con.Res. 303 S.Con.Res. 100	— —	— —	6 3	7 27	1 6
2004	H.Con.Res. 95	X	—	8	16	5
2005 <sup>h</sup>	<i>S.Con.Res. 95</i>	X	—	9	15	5

**Notes:** This list includes first budget resolutions only.

a. “Reserve fund” refers to any provision establishing procedures to revise spending or revenue levels, or both, if certain legislation is enacted or some other condition is met.

b. Declaratory statements express, in non-binding terms, the sense of the Congress, the sense of the House, or the sense of the Senate on various issues.

c. Some examples of the procedural provisions include deferred enrollment; automatic second budget resolutions; special budgetary treatment of certain activities, such as the sale of government assets; and more recently, enforcement of a pay-as-you-go rules in the Senate, and limits on advance appropriations. The number of procedural provisions does not include reconciliation instructions or reserve funds.

d. The FY1984 budget resolution provided for a single deficit-neutral reserve fund for all legislative initiatives included in the Manager’s Statement.

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- e. Congress did not agree to a budget resolution for FY1999. Entries represent FY1999 budget resolutions agreed to by the respective chamber.
- f. This number does not include a provision allowing for revisions in spending levels if the line-item veto was ruled unconstitutional.
- g. Congress did not agree to a budget resolution for FY2003. Entries represent FY2003 budget resolutions agreed to by the House and reported by the Senate Budget Committee, respectively.
- h. So far in 2004, Congress has not completed action on a budget resolution for FY2005. Entries represent the conference report to S.Con.Res. 95 (H.Rept. 108-498). The House agreed to the conference report on May 19, 2004, but the Senate has yet to consider it.

## Appendix F. Budget Resolutions and Associated Reconciliation Acts, FY1981-FY2005

Fiscal Year	Budget Resolution	Fiscal Years Covered by Reconciliation Instructions	Associated Reconciliation Acts	Date Enacted or Vetoed
1981	H.Con.Res. 307	1980-1981 <sup>a</sup>	Omnibus Reconciliation Act of 1980 (P.L. 96-499)	12-05-1980
1982	H.Con.Res. 115	1981-1984 <sup>b</sup>	Omnibus Budget Reconciliation Act of 1981 (P.L. 97-35)	08-13-1981
1983	H.Con.Res. 92	1983-1985	Tax Equity and Fiscal Responsibility Act of 1982 (P.L. 97-248)  Omnibus Budget Reconciliation Act of 1982 (P.L. 97-253)	09-03-1982  09-08-1982
1984	H.Con.Res. 91	1984-1986	Omnibus Budget Reconciliation Act of 1983 (P.L. 98-270)	04-18-1984
1986	S.Con.Res. 32	1986-1988	Consolidated Omnibus Budget Reconciliation Act of 1985 (P.L. 99-272)	04-07-1986
1987	S.Con.Res. 120	1987-1989	Omnibus Budget Reconciliation Act of 1986 (P.L. 99-509)	10-21-1986
1988	S.Con.Res. 93	1988-1990	Omnibus Budget Reconciliation Act of 1987 (P.L. 100-203)	12-22-1987
1990	H.Con.Res. 106	1990 (Senate) 1990-1991 (House)	Omnibus Budget Reconciliation Act of 1989 (P.L. 101-239)	12-19-1989
1991	H.Con.Res. 310	1991-1995	Omnibus Budget Reconciliation Act of 1990 (P.L. 101-508)	11-05-1990
1994	H.Con.Res. 64	1994-1998	Omnibus Budget Reconciliation Act of 1993 (P.L. 103-66)	08-10-1993
1996	H.Con.Res. 67	1996-2002	Balanced Budget Act of 1995 (H.R. 2491)	12-06-1995 (vetoed) <sup>c</sup>
1997	H.Con.Res. 178	1997-2002	Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (P.L. 104-193)	08-22-1996

Fiscal Year	Budget Resolution	Fiscal Years Covered by Reconciliation Instructions	Associated Reconciliation Acts	Date Enacted or Vetoed
1998	H.Con.Res. 84	1998-2002	Balanced Budget Act of 1997 (P.L. 105-33) Taxpayer Relief Act of 1997 (P.L. 105-34)	08-05-1997 08-05-1997
2000	H.Con.Res. 68	2000-2009	Taxpayer Refund and Relief Act of 1999 (H.R. 2488)	09-23-1999 (vetoed)
2001	H.Con.Res. 290	2001-2005	Marriage Tax Relief Reconciliation Act of 2000 (H.R. 4810)	08-05-2000 (vetoed)
2002	H.Con.Res. 83	2001-2011	Economic Growth and Tax Relief Reconciliation Act of 2001 (P.L. 107-16)	07-07-2001
2004	H.Con.Res. 95	2003-2013	Jobs and Growth Tax Relief Reconciliation Act of 2003 (P.L. 108-27)	05-28-2003

**Source:** CRS Report RL30458, *The Budget Reconciliation Process: Timing of Legislative Action*, by Robert Keith.

**Notes:**

- a. The House and Senate Appropriations Committees were instructed in the budget resolution to submit legislation (e.g., rescissions of previously enacted appropriations) to reduce spending for FY1980.
- b. The Senate Appropriations Committee was instructed in the budget resolution to submit legislation to reduce spending for FY1981 (budget authority and outlays) and FY1982-1984 (outlays only).



**Appendix G. Source of Economic Assumptions  
Associated with Budget Levels in Budget  
Resolutions, FY1976-FY2005**

<b>Fiscal Year</b>	<b>Budget Resolution</b>	<b>Conference Report(s)</b>	<b>Source of Economic Assumptions</b>
1976	H.Con.Res. 218	H.Rept. 94-198 S.Rept. 94-113	Not indicated
1977	S.Con.Res. 109	H.Rept. 94-1108 S.Rept. 94-805	Not indicated
1978	S.Con.Res. 19	H.Rept. 95-291 S.Rept. 95-134	Not indicated
1979	S.Con.Res. 80	H.Rept. 95-1173 S.Rept. 95-866	Not indicated
1980	H.Con.Res. 107	H.Rept. 96-211 S.Rept. 96-192	Not indicated
1981	H.Con.Res. 307	H.Rept. 96-1051 S.Rept. 96-792	CBO
1982	H.Con.Res. 115	H.Rept. 97-46 S.Rept. 97-86	“closely correspond to” OMB (March 1981)
1983	S.Con.Res. 92	H.Rept. 97-614 S.Rept. 97-478	Negotiators from House, Senate, and Administration during April 1982
1984	H.Con.Res. 91	H.Rept. 98-248 S.Rept. 98-155	CBO (revised)
1985	H.Con.Res. 280	H.Rept. 98-1079	CBO (revised–August 1984)
1986	S.Con.Res. 32	H.Rept. 99-249	OMB
1987	S.Con.Res. 120	H.Rept. 99-664	CBO
1988	H.Con.Res. 93	H.Rept. 100-175 S.Rept. 100-76	OMB (adjusted to reflect revisions in economic data for 1986)
1989	H.Con.Res. 268	H.Rept. 100-658	OMB (adjusted to reflect revisions in economic data for 1987)
1990	H.Con.Res. 106	H.Rept. 101-50	OMB
1991	H.Con.Res. 310	H.Rept. 101-820	OMB

<b>Fiscal Year</b>	<b>Budget Resolution</b>	<b>Conference Report(s)</b>	<b>Source of Economic Assumptions</b>
1992	H.Con.Res. 121	H.Rept. 102-69	CBO
1993	H.Con.Res. 287	H.Rept. 102-529	CBO
1994	H.Con.Res. 64	H.Rept. 103-48	CBO
1995	H.Con.Res. 218	H.Rept. 103-490	CBO
1996	H.Con.Res. 67	H.Rept. 104-159	CBO (adjusted for anticipated CPI revisions)
1997	H.Con.Res. 178	H.Rept. 104-612	CBO (revised–May 1996, adjusted for anticipated CPI revisions)
1998	H.Con.Res. 84	H.Rept. 105-116	CBO (revised–May 1997, adjusted for non-legislative technical CPI revisions)
1999 <sup>a</sup>	H.Con.Res. 284 S.Con.Res. 86	—	CBO CBO
2000	H.Con.Res. 68	H.Rept. 106-91	CBO (adjusted for increased real GDP growth)
2001	H.Con.Res. 290	H.Rept. 106-577	CBO
2002	H.Con.Res. 83	H.Rept. 107-60	CBO
2003 <sup>b</sup>	H.Con.Res. 353 S.Con.Res. 100	—	OMB CBO
2004	H.Con.Res. 95	H.Rept. 108-71	CBO
2005 <sup>c</sup>	<i>S.Con.Res. 95</i>	<i>H.Rept. 108-498</i>	<i>CBO</i>

**Sources:** Conference reports on the budget resolutions, unless indicated otherwise.

**Notes:** This list includes first budget resolutions only.

- a. Congress did not agree to a budget resolution for FY1999. Entries represent FY1999 budget resolutions agreed to by the respective chamber. The economic assumptions were specified in the respective Budget Committee reports (H.Rept. 105-555 and S.Rept. 105-170).
- b. Congress did not agree to a budget resolution for FY2003. Entries represent FY2003 budget resolutions agreed to by the House and reported by the Senate Budget Committee, respectively. The economic assumptions were specified in the respective Budget Committee reports (H.Rept. 107-376 and S.Rept. 107-141).
- c. So far in 2004, Congress has not completed action on a budget resolution for FY2005. The House agreed to the conference report on May 19, 2004, but the Senate has yet to consider it.

## Appendix H. Number of Years Covered by Budget Resolutions, FY1976-FY2005

<b>Fiscal Year</b>	<b>Budget Resolution</b>	<b>Fiscal Year(s) Covered</b>	<b>Current Fiscal Year Revision</b>	<b>Number of Years Covered, Excluding Current Year</b>
1976	H.Con.Res. 218	1976	—	1
1977	S.Con.Res. 109	1976-1977	1976	1
1978	S.Con.Res. 19	1978	—	1
1979	S.Con.Res. 80	1979	—	1
1980	H.Con.Res. 107	1979-1980	1979	1
1981	H.Con.Res. 307	1980-1983	1980	3
1982	H.Con.Res. 115	1981-1984	1981	3
1983	S.Con.Res. 92	1982-1985	1982	3
1984	H.Con.Res. 91	1983-1986	1983	3
1985	H.Con.Res. 280	1984-1987	1984	3
1986	S.Con.Res. 32	1985-1988	1985	3
1987	S.Con.Res. 120	1987-1989	—	3
1988	H.Con.Res. 93	1988-1990	—	3
1989	H.Con.Res. 268	1989-1991	—	3
1990	H.Con.Res. 106	1990-1992	—	3
1991	H.Con.Res. 310	1991-1995	—	5
1992	H.Con.Res. 121	1991-1996	1991	5
1993	H.Con.Res. 287	1993-1997	—	5
1994	H.Con.Res. 64	1994-1998	—	5
1995	H.Con.Res. 218	1995-1999	—	5
1996	H.Con.Res. 67	1996-2002	—	7
1997	H.Con.Res. 178	1997-2002	—	6
1998	H.Con.Res. 84	1998-2002	—	5
1999 <sup>a</sup>	H.Con.Res. 284	1998-2003	1998	5
	S.Con.Res. 86	1998-2003	1998	5
2000	H.Con.Res. 68	2000-2009	—	10
2001	H.Con.Res. 290	2000-2005	2000	5

<b>Fiscal Year</b>	<b>Budget Resolution</b>	<b>Fiscal Year(s) Covered</b>	<b>Current Fiscal Year Revision</b>	<b>Number of Years Covered, Excluding Current Year</b>
2002	H.Con.Res. 83	2001-2011	2001	10
2003 <sup>b</sup>	H.Con.Res. 353	2003-2007	—	5
	S.Con.Res. 100	2003-2012	—	10
2004	H.Con.Res. 95	2003-2013	2003	10
2005 <sup>c</sup>	<i>S.Con.Res. 95</i>	<i>2005-2009</i>	—	5

**Notes:** This list includes first budget resolutions only.

- a. Congress did not agree to a budget resolution for FY1999. Entries represent FY1999 budget resolutions agreed to by the respective chamber.
- b. Congress did not agree to a budget resolution for FY2003. Entries represent FY2003 budget resolutions agreed to by the House and reported by the Senate Budget Committee, respectively.
- c. So far in 2004, Congress has not completed action on a budget resolution for FY2005. The House agreed to the conference report to S.Con.Res. 95 on May 19, 2004, but the Senate has yet to consider it.

## Appendix I. Special Rules Providing for the Consideration of Budget Resolutions in the House, FY1976-FY2005

Fiscal Year	Special Rule	Budget Resolution	Date Special Rule Was Adopted <sup>a</sup>	Vote
1976	none	H.Con.Res. 218	—	—
1977	none	H.Con.Res. 611	—	—
1978	H.Res. 515 none	H.Con.Res. 195 <sup>b</sup> H.Con.Res. 214	04-26-1977 —	400-1 —
1979	none	H.Con.Res. 559	—	—
1980	none	H.Con.Res. 107	—	—
1981	H.Res. 642 H.Res. 649 <sup>c</sup>	H.Con.Res. 307 H.Con.Res. 307	04-23-1980 04-30-1980	261-143 voice
1982	H.Res. 134	H.Con.Res. 115	04-30-1981	328-76
1983	H.Res. 477 H.Res. 496	H.Con.Res. 345 <sup>b</sup> H.Con.Res. 352	05-21-1982 06-10-1982	voice 339-72
1984	H.Res. 144 H.Res. 243	H.Con.Res. 91 H.Con.Res. 91 (conf. rept.)	03-22-1983 06-23-1983	230-187 voice
1985	H.Res. 476	H.Con.Res. 280	04-04-1984	302-89
1986	H.Res. 177 H.Res. 253	H.Con.Res. 152 S.Con.Res. 32 (conf. rept.)	05-22-1985 08-01-1985	273-141 voice
1987	H.Res. 397 H.Res. 455	H.Con.Res. 296 <sup>b</sup> H.Con.Res. 337	03-13-1986 05-14-1986	239-168 voice
1988	H.Res. 139 H.Res. 201	H.Con.Res. 93 H.Con.Res. 93 (conf. rept.)	04-08-1987 06-23-1987	241-168 voice
1989	H.Res. 410 H.Res. 461	H.Con.Res. 268 H.Con.Res. 268 (conf. rept.)	03-23-1988 05-26-1988	voice voice
1990	H.Res. 145	H.Con.Res. 106	05-03-1989	voice
1991	H.Res. 382 H.Res. 488  H.Res. 496 <sup>d</sup>	H.Con.Res. 310 H.Con.Res. 310 <sup>b</sup> (conf. rept.) H.Con.Res. 310 (conf. rept.)	04-26-1990 10-04-1990  10-06-1990	voice 339-94  285-105

<b>Fiscal Year</b>	<b>Special Rule</b>	<b>Budget Resolution</b>	<b>Date Special Rule Was Adopted<sup>a</sup></b>	<b>Vote</b>
1992	H.Res. 123 H.Res. 157	H.Con.Res. 121 H.Con.Res. 121 (conf. rept.)	04-16-1991 05-22-1991	392-9 257-164
1993	H.Res. 386 H.Res. 463	H.Con.Res. 287 H.Con.Res. 287 (conf. rept.)	03-04-1992 05-21-1992	239-183 253-160
1994	H.Res. 131 H.Res. 133 <sup>e</sup> H.Res. 145	H.Con.Res. 64 H.Con.Res. 64 H.Con.Res. 64 (conf. rept.)	03-17-1993 03-18-1993 03-31-1993	voice 251-172 250-172
1995	H.Res. 384 H.Res. 418	H.Con.Res. 218 H.Con.Res. 218 (conf. rept.)	03-10-1994 05-05-1994	245-171 228-168
1996	H.Res. 149 H.Res. 175  H.Res. 309	H.Con.Res. 67 H.Con.Res. 67 (conf. rept.) H.Con.Res. 122 <sup>b</sup>	05-17-1995 06-29-1995  12-19-1995	225-168 234-180  229-189
1997	H.Res. 435 H.Res. 450	H.Con.Res. 178 H.Con.Res. 178 (conf. rept.)	05-16-1996 06-12-1996	227-196 232-190
1998	H.Res. 152 H.Res. 160	H.Con.Res. 84 H.Con.Res. 84 (conf. rept.)	05-20-1997 06-05-1997	278-142 373-47
1999	H.Res. 455	H.Con.Res. 284	06-04-1998	216-197
2000	H.Res. 131 H.Res. 137	H.Con.Res. 68 H.Con.Res. 68 (conf. rept.)	03-25-1999 04-14-1999	228-194 221-205
2001	H.Res. 446 H.Res. 474	H.Con.Res. 290 H.Con.Res. 290 (conf. rept.)	03-23-2000 04-13-2000	228-194 221-205
2002	H.Res. 100 H.Res. 134 <sup>f</sup>  H.Res. 136	H.Con.Res. 83 H.Con.Res. 83 (conf. rept.) H.Con.Res. 83 (conf. rept.)	03-28-2000 05-08-2001  05-09-2001	282-130 409-1  218-208
2003	H.Res. 372	H.Con.Res. 353	03-05-2002	222-206
2004	H.Res. 151 H.Res. 191	H.Con.Res. 95 H.Con.Res. 95 (conf. rept.)	03-20-2003 04-11-2003	voice 221-202

<b>Fiscal Year</b>	<b>Special Rule</b>	<b>Budget Resolution</b>	<b>Date Special Rule Was Adopted<sup>a</sup></b>	<b>Vote</b>
2005	H.Res. 574 H.Res. 649	H.Con.Res. 393 S.Con.Res. 95 (conf. rept.)	03-25-2004 05-19-2004	voice 220-204

**Notes:** A special rule is a simple resolution reported by the House Rules Committee to provide for consideration of legislation by the House. This list includes first budget resolutions only.

- a. No special rules were rejected.
- b. The budget resolution was rejected (see Appendix C in this report).
- c. The special rule provided for technical corrections of H.Res. 642.
- d. The special rule provided for consideration of a revised conference report (H.Rept. 101-820); the original conference report (H.Rept. 101-802) was rejected (see Appendix C in this report).
- e. The special rule provided for further consideration of H.Con.Res. 64.
- f. The special rule provided for the recommittal of the conference report to the conference committee; two pages reportedly were missing from the original printed conference report (H.Rept. 107-55).

**Appendix J. Number of Amendments to Budget  
Resolutions Considered in the House,  
FY1976-FY2005**

Fiscal Year	Budget Resolution	Amendments <sup>a</sup>			
		Accepted	Rejected	Total	Success Rate <sup>b</sup>
1976	H.Con.Res. 218	3	3	6	50%
1977	H.Con.Res. 611	2	14	16	13%
1978	H.Con.Res. 195 <sup>c</sup>	6	10	16	60%
	H.Con.Res. 214	2	6	8	25%
1979	H.Con.Res. 559	3	13	16	19%
1980	H.Con.Res. 107	11	34	45	24%
1981	H.Con.Res. 307	1	10	11	9%
1982	H.Con.Res. 115	2	2	4	50%
1983	H.Con.Res. 345 <sup>c</sup>	11	27	38	29%
	H.Con.Res. 352	1	1	2	50%
1984	H.Con.Res. 91	0	0	0	—
1985	H.Con.Res. 280	0	7	7	0%
1986	H.Con.Res. 152	1	6	7	14%
1987	H.Con.Res. 296 <sup>c</sup>	0	0	0	—
	H.Con.Res. 337	0	3	3	0%
1988	H.Con.Res. 93	1	3	4	25%
1989	H.Con.Res. 268	0	3	3	0%
1990	H.Con.Res. 106	1	4	5	20%
1991	H.Con.Res. 310	0	3	3	0%
1992	H.Con.Res. 121	1	3	4	25%
1993	H.Con.Res. 287	0	3	3	0%
1994	H.Con.Res. 64	0	3	3	0%
1995	H.Con.Res. 218	0	4	4	0%
1996	H.Con.Res. 67	0	3	3	0%
	H.Con.Res. 122 <sup>c</sup>	0	0	0	—
1997	H.Con.Res. 178	0	3	3	0%
1998	H.Con.Res. 84	0	5	5	0%



Fiscal Year	Budget Resolution	Amendments <sup>a</sup>			
		Accepted	Rejected	Total	Success Rate <sup>b</sup>
1999	H.Con.Res. 284	0	2	2	0%
2000	H.Con.Res. 68	0	3	3	0%
2001	H.Con.Res. 290	0	5	5	0%
2002	H.Con.Res. 83	0	4	4	0%
2003	H.Con.Res. 100	0	0	0	—
2004	H.Con.Res. 95	0	4	4	0%
2005	H.Con.Res. 393	0	4	4	0%

**Notes:** This list includes first budget resolutions only.

- a. No amendments were withdrawn or ruled out of order.
- b. “Success rate” is the percentage of amendments accepted.
- c. The budget resolution was rejected (see Appendix C in this report).

## Appendix K. Amendments in the Nature of a Substitute to Budget Resolutions Made in Order by a Special Rule in the House, FY1976-FY2005

Fiscal Year	Budget Resolution	Amendment Sponsor	Date	Vote	Disposition
1976	H.Con.Res. 218 <sup>a</sup>	—	—	—	—
1977	H.Con.Res. 611 <sup>a</sup>	—	—	—	—
1978	H.Con.Res. 195 <sup>b</sup> H.Con.Res. 214 <sup>a</sup>	— —	— —	— —	— —
1979	H.Con.Res. 559 <sup>a</sup>	—	—	—	—
1980	H.Con.Res. 107 <sup>a</sup>	—	—	—	—
1981	H.Con.Res. 307	Obey Ottinger Holt Rousselot Latta	04-30-1980 04-30-1980 05-01-1980 05-06-1980 05-06-1980	201-213 70-336 164-246 191-218 175-242	rejected rejected rejected rejected rejected
1982	H.Con.Res. 115	Fauntroy Obey Latta	05-06-1981 05-06-1981 05-07-1981	69-356 119-303 253-176	rejected rejected accepted
1983	H.Con.Res. 345 <sup>c</sup>  H.Con.Res. 352	Miller (CA) Obey Fauntroy Rousselot Latta Aspin Jones (OK)  Latta Jones (OK)	05-24-1982 05-24-1982 05-24-1982 05-25-1982 05-27-1982 05-27-1982 05-27-1982  06-10-1982 06-10-1982	181-225 152-268 86-322 182-242 192-235 137-289 171-253  220-207 202-225	rejected rejected rejected rejected rejected rejected rejected  accepted rejected
1984	H.Con.Res. 91	Latta <sup>d</sup>	—	—	—
1985	H.Con.Res. 280	Wirth Dannemeyer Roemer Dixon McHugh MacKay Latta	04-04-1984 04-04-1984 04-04-1984 04-05-1984 04-05-1984 04-05-1984 04-05-1984	1-401 51-354 59-338 76-333 132-284 108-310 107-311	rejected rejected rejected rejected rejected rejected rejected
1986	H.Con.Res. 152	Dannemeyer Pursell Leland Latta	05-22-1985 05-22-1985 05-22-1985 05-23-1985	39-382 87-335 54-361 102-329	rejected rejected rejected rejected
1987	H.Con.Res. 296 <sup>e</sup>  H.Con.Res. 337	—  Dannemeyer Leland Latta	—  05-15-1986 05-15-1986 05-15-1986	—  73-338 61-359 145-280	—  rejected rejected rejected

<b>Fiscal Year</b>	<b>Budget Resolution</b>	<b>Amendment Sponsor</b>	<b>Date</b>	<b>Vote</b>	<b>Disposition</b>
1988	H.Con.Res. 93	Gray (PA)	04-09-1987	230-192	accepted
		Gray (PA)	04-09-1987	27-394	rejected
		Dannemeyer	04-09-1987	47-369	rejected
		Dymally	04-09-1987	56-362	rejected
1989	H.Con.Res. 268	Dannemeyer	03-23-1988	75-347	rejected
		Porter	03-23-1988	64-354	rejected
		Penny	03-23-1988	27-394	rejected
1990	H.Con.Res. 106	Dannemeyer	05-04-1989	72-350	rejected
		Dellums	05-04-1989	81-343	rejected
		Kasich	05-04-1989	30-393	rejected
		Gephardt	05-04-1989	49-373	rejected
1991	H.Con.Res. 310	Kasich	04-26-1990	106-305	rejected
		Dannemeyer	04-26-1990	48-354	rejected
		Dellums	05-01-1990	90-334	rejected
1992	H.Con.Res. 121	Dannemeyer	04-17-1991	79-332	rejected
		Kasich	04-17-1991	114-303	rejected
		Gradison	04-17-1991	89-335	rejected
1993	H.Con.Res. 287	Dannemeyer	03-04-1992	60-344	rejected
		Gradison	03-04-1992	42-370	rejected
		Towns	03-05-1992	77-342	rejected
1994	H.Con.Res. 64	Kasich	03-18-1993	135-295	rejected
		Solomon	03-18-1993	20-409	rejected
		Mfume	03-18-1993	87-335	rejected
1995	H.Con.Res. 218	Frank (MA)	03-10-1994	105-313	rejected
		Solomon	03-10-1994	73-342	rejected
		Mfume	03-11-1994	81-326	rejected
		Kasich	03-11-1994	165-243	rejected
1996	H.Con.Res. 67	Gephardt	05-18-1995	100-325	rejected
		Neumann	05-18-1995	89-342	rejected
		Payne (NJ)	05-18-1995	56-367	rejected
	H.Con.Res. 122 <sup>f</sup>	—	—	—	—
1997	H.Con.Res. 178	Payne (NJ)	05-16-1996	63-362	rejected
		Orton	05-16-1996	130-295	rejected
		Sabo	05-16-1996	117-304	rejected
1998	H.Con.Res. 84	Doolittle	05-21-1997	119-313	rejected
		Brown (CA)	05-21-1997	91-339	rejected
		Waters	05-21-1997	72-358	rejected
		Kennedy (MA)	05-21-1997	123-306	rejected
		Shuster	05-21-1997	214-216	rejected
1999	H.Con.Res. 284	Neumann	06-05-1998	158-262	rejected
		Spratt	06-05-1998	164-257	rejected
2000	H.Con.Res. 68	Coburn	03-25-1999	2-426	rejected
		Minge	03-25-1999	134-295	rejected
		Spratt	03-25-1999	173-250	rejected

Fiscal Year	Budget Resolution	Amendment Sponsor	Date	Vote	Disposition
2001	H.Con.Res. 290	Owens	03-23-2000	70-348	rejected
		DeFazio	03-23-2000	61-351	rejected
		Stenholm	03-23-2000	171-243	rejected
		Sununu	03-23-2000	78-339	rejected
		Spratt	03-23-2000	184-233	rejected
2002	H.Con.Res. 83	Kucinich	03-28-2001	79-343	rejected
		Stenholm	03-28-2001	204-221	rejected
		Flake	03-28-2001	81-341	rejected
		Spratt	03-28-2001	183-243	rejected
2003	H.Con.Res. 353	—	—	—	—
2004	H.Con.Res. 95	Hill	03-20-2003	174-254	rejected
		Toomey	03-20-2003	80-342	rejected
		Cummings	03-20-2003	85-340	rejected
		Spratt	03-20-2003	192-236	rejected
2005	H.Con.Res. 393	Cummings	03-25-2004	119-302	rejected
		Stenholm	03-25-2004	183-243	rejected
		Hensarling	03-25-2004	116-309	rejected
		Spratt	03-25-2004	194-232	rejected

**Notes:** See Appendix H for a list of special rules providing for consideration of budget resolutions in the House. An amendment in the nature of a substitute strikes all text after the resolving clause and replaces it with a different text. This list includes first budget resolutions only.

- a. The budget resolution was not considered under a special rule.
- b. The budget resolution was considered under an open rule (H.Res. 515); no specific amendments in the nature of a substitute were made in order. H.Con.Res. 195 was rejected (see Appendix C in this report).
- c. H.Con.Res. 345 was rejected (see Appendix C in this report).
- d. The special rule (H.Res. 144) made in order an amendment in the nature of a substitute by, and if offered by, Rep. Latta, but he did not offer one.
- e. The budget resolution was considered under a closed rule (H.Res. 397). H.Con.Res. 296 was rejected (see Appendix C in this report).
- f. The budget resolution was considered under a closed rule (H.Res. 309). H.Con.Res. 122 was rejected (see Appendix C in this report).

**Appendix L. Number of Amendments to Budget Resolutions  
Considered in the Senate, FY1976-FY2005**

Fiscal Year	Budget Resolution	Amendments				
		Accepted	Rejected	Withdrawn or Ruled Out-of-Order	Total	Success Rate <sup>a</sup>
1976	S.Con.Res. 32	1	4	0	5	20%
1977	S.Con.Res. 109	1	7	0	8	13%
1978	S.Con.Res. 19	5	2	0	7	71%
1979	S.Con.Res. 80	0	9	0	9	0%
1980	S.Con.Res. 22	5	12	0	17	29%
1981	S.Con.Res. 86	11	28	0	39	28%
1982	S.Con.Res. 9 <sup>b</sup> S.Con.Res. 19	4 2	31 17	1 0	36 19	11% 11%
1983	S.Con.Res. 92	9	28	0	37	24%
1984	S.Con.Res. 27	7	24	0	31	23%
1985	S.Con.Res. 106	2	0	0	2	100%
1986	S.Con.Res. 32	14	23	0	37	38%
1987	S.Con.Res. 120	15	5	2	22	68%
1988	S.Con.Res. 49	4	9	2	15	27%
1989	S.Con.Res. 113	8	4	0	12	67%
1990	S.Con.Res. 30	23	2	1	26	88%

## CRS-42

Fiscal Year	Budget Resolution	Amendments				
		Accepted	Rejected	Withdrawn or Ruled Out-of-Order	Total	Success Rate <sup>a</sup>
1991	S.Con.Res. 110	1	0	0	1	100%
1992	S.Con.Res. 29	7	5	3	15	47%
1993	S.Con.Res. 106	15	3	3	21	71%
1994	S.Con.Res. 18	22	28	0	50	44%
1995	S.Con.Res. 63	26	9	4	39	67%
1996	S.Con.Res. 13	26	34	9	69	38%
1997	S.Con.Res. 57	41	22	4	67	61%
1998	S.Con.Res. 27	39	12	13	64	61%
1999	S.Con.Res. 86	57	8	41	106	54%
2000	S.Con.Res. 20	57	8	30	95	60%
2001	S.Con.Res. 101	38	12	8	58	66%
2002	H.Con.Res. 83 <sup>c</sup>	51	10	5	66	77%
2003	S.Con.Res. 100 <sup>d</sup>	—	—	—	—	—
2004	S.Con.Res. 23	44	33	3	80	55%
2005	S.Con.Res. 95	39	19	6	64	61%

**Notes:** This list includes first budget resolutions only.

a. "Success rate" is the percentage of amendments accepted.

b. The budget resolution was adopted by the Senate on April 2, 1981, by a vote of 88-10; no further action was taken.

c. The Senate Budget Committee did not mark up or report a budget resolution for FY2002. Instead, the Senate considered the House-passed budget resolution after the Senate Budget Committee was discharged from its consideration.

d. The Senate Budget Committee reported the FY2003 budget resolution, but it was not considered on the Senate floor.

### Appendix M. Timing of House Action on Budget Resolutions, FY1976-FY2005

Fiscal Year	Budget Resolution (companion measure)	Type <sup>a</sup>	Date Consideration Began	Date of Initial Passage	Date Conference Report Adopted
1976	H.Con.Res. 218 (S.Con.Res. 32)	first	04-30-1975	05-01-1975	05-14-1975
	H.Con.Res. 466 (S.Con.Res. 76)	second	11-11-1975	11-12-1975	12-12-1975
1977	S.Con.Res. 109 (H.Con.Res. 611)	first	04-27-1976	04-29-1976	05-13-1976
	S.Con.Res. 139 (H.Con.Res. 728)	second	09-08-1976	09-09-1976	09-16-1976
	S.Con.Res. 10 (H.Con.Res. 110)	third	02-22-1977	02-23-1977	03-03-1977
1978	S.Con.Res. 19 (H.Con.Res. 214)	first	05-03-1977	05-05-1977	05-17-1977
	H.Con.Res. 341 (S.Con.Res. 43)	second	09-07-1977	09-08-1977	09-15-1977
1979	S.Con.Res. 80 (H.Con.Res. 559)	first	05-02-1978	05-10-1978	05-17-1978
	H.Con.Res. 683 (S.Con.Res. 104)	second	08-15-1978	08-16-1978	09-21-1978
1980	H.Con.Res. 107 (S.Con.Res. 22)	first	04-30-1979	05-14-1979	05-24-1979
	S.Con.Res. 53 (H.Con.Res. 186)	second	11-28-1979	11-28-1979	— <sup>b</sup>
1981	H.Con.Res. 307 (S.Con.Res. 86)	first	04-23-1980	05-07-1980	06-12-1980
	H.Con.Res. 448 (S.Con.Res. 119)	second	11-18-1980	11-18-1980	11-20-1980
1982	H.Con.Res. 115 (S.Con.Res. 19)	first	04-30-1981	05-07-1981	05-20-1981
	S.Con.Res. 50 (H.Con.Res. 230)	second	12-10-1981	12-10-1981	— <sup>c</sup>

## CRS-44

<b>Fiscal Year</b>	<b>Budget Resolution (companion measure)</b>	<b>Type<sup>a</sup></b>	<b>Date Consideration Began</b>	<b>Date of Initial Passage</b>	<b>Date Conference Report Adopted</b>
1983	S.Con.Res. 92 (H.Con.Res. 352)	—	06-10-1982	06-10-1982	06-22-1982
1984	H.Con.Res. 91 (S.Con.Res. 27)	—	03-22-1983	03-23-1983	06-23-1983
1985	H.Con.Res. 280 (S.Con.Res. 106)	—	04-04-1984	04-05-1984	10-01-1984
1986	S.Con.Res. 32 (H.Con.Res. 152)	—	05-22-1985	05-23-1985	08-01-1985
1987	S.Con.Res. 120 (H.Con.Res. 337)	—	05-14-1986	05-15-1986	06-26-1986
1988	H.Con.Res. 93 (S.Con.Res. 49)	—	04-08-1987	04-09-1987	06-23-1987
1989	H.Con.Res. 268 (S.Con.Res. 113)	—	03-23-1988	03-23-1988	05-26-1988
1990	H.Con.Res. 106 (S.Con.Res. 30)	—	05-03-1989	05-04-1989	05-17-1989
1991	H.Con.Res. 310 (S.Con.Res. 110)	—	04-25-1990	05-01-1990	10-08-1990
1992	H.Con.Res. 121 (S.Con.Res. 29)	—	04-16-1991	04-17-1991	05-22-1991
1993	H.Con.Res. 287 (S.Con.Res. 106)	—	03-04-1992	03-05-1992	05-21-1992
1994	H.Con.Res. 64 (S.Con.Res. 18)	—	03-17-1993	03-18-1993	03-31-1993
1995	H.Con.Res. 218 (S.Con.Res. 63)	—	03-10-1994	03-11-1994	05-05-1994
1996	H.Con.Res. 67 (S.Con.Res. 13)	—	05-17-1995	05-18-1995	06-29-1995
1997	H.Con.Res. 178 (S.Con.Res. 57)	—	05-15-1996	05-16-1996	06-12-1996
1998	H.Con.Res. 84 (S.Con.Res. 27)	—	05-20-1997	05-21-1997	06-05-1997
1999 <sup>d</sup>	H.Con.Res. 284 (S.Con.Res. 86)	—	06-04-1998	06-05-1998	—
2000	H.Con.Res. 68 (S.Con.Res. 20)	—	03-25-1999	03-25-1999	04-14-1999



## CRS-45

Fiscal Year	Budget Resolution (companion measure)	Type <sup>a</sup>	Date Consideration Began	Date of Initial Passage	Date Conference Report Adopted
2001	H.Con.Res. 290 (S.Con.Res. 101)	—	03-23-2000	03-23-2000	04-13-2001
2002	H.Con.Res. 83 (no companion measure) <sup>c</sup>	—	03-27-2001	03-28-2001	05-09-2001
2003 <sup>f</sup>	H.Con.Res. 353 (S.Con.Res. 100)	—	03-20-2002	03-20-2002	—
2004	H.Con.Res. 95 (S.Con.Res. 23)	—	03-20-2003	03-21-2003	04-11-2003
2005 <sup>g</sup>	S.Con.Res. 95 (H.Con.Res. 393)	—	03-24-2004	03-25-2004	05-19-2004

**Notes:**

- a. “Type” refers to whether the budget resolution was the first, second, or third for the fiscal year. For the first seven years of the congressional budget process, Congress adopted multiple budget resolutions each year. Since the FY1983 budget resolution, Congress has adopted only one a year.
- b. The House rejected its version of the budget resolution (see Appendix C of this report) and adopted the Senate’s version; no conference report was necessary.
- c. The House laid its version of the budget resolution on the table by unanimous consent and adopted the Senate’s version; no conference report was necessary.
- d. Congress did not agree to a budget resolution for FY1999.
- e. The Senate Budget Committee did not mark up or report a budget resolution for FY2002. Instead, the Senate considered the House-passed budget resolution after the Senate Budget Committee was discharged from its consideration.
- f. Congress did not agree to a budget resolution for FY2003.
- g. So far in 2004, Congress has not completed action on a budget resolution for FY2005; the Senate has not considered the conference report to S.Con.Res. 95.

## Appendix N. Timing of Senate Action on Budget Resolutions, FY1976-FY2005

Fiscal Year	Budget Resolution (companion measure)	Type <sup>a</sup>	Date Consideration Began	Date of Initial Passage	Date Conference Report Adopted
1976	H.Con.Res. 218 (S.Con.Res. 32)	first	04-29-1975	05-05-1975	05-14-1975
	H.Con.Res. 466 (S.Con.Res. 76)	second	11-19-1975	11-20-1975	12-11-1975
1977	S.Con.Res. 109 (H.Con.Res. 611)	first	04-08-1976	04-12-1976	05-12-1976
	S.Con.Res. 139 (H.Con.Res. 728)	second	09-08-1976	09-09-1976	09-15-1976
	S.Con.Res. 10 (H.Con.Res. 110)	third	02-21-1977	02-22-1977	03-03-1977
1978	S.Con.Res. 19 (H.Con.Res. 214)	first	05-02-1977	05-03-1977	05-13-1977
	H.Con.Res. 341 (S.Con.Res. 43)	second	09-07-1977	09-09-1977	09-15-1977
1979	S.Con.Res. 80 (H.Con.Res. 559)	first	04-24-1978	04-26-1978	05-15-1978
	H.Con.Res. 683 (S.Con.Res. 104)	second	08-25-1978	09-06-1978	09-23-1978
1980	H.Con.Res. 107 (S.Con.Res. 22)	first	04-23-1979	04-25-1979 <sup>b</sup>	05-23-1979
	S.Con.Res. 53 (H.Con.Res. 186)	second	11-16-1979	11-16-1979	— <sup>c</sup>
1981	H.Con.Res. 307 (S.Con.Res. 86)	first	05-05-1980	05-12-1980	06-12-1980
	H.Con.Res. 448 (S.Con.Res. 119)	second	11-18-1980	11-19-1980	11-20-1980
1982	H.Con.Res. 115 (S.Con.Res. 19)	first	05-07-1981	05-12-1981	05-21-1981
	S.Con.Res. 50 (H.Con.Res. 230)	second	12-08-1981	12-09-1981	— <sup>c</sup>

## CRS-47

<b>Fiscal Year</b>	<b>Budget Resolution (companion measure)</b>	<b>Type<sup>a</sup></b>	<b>Date Consideration Began</b>	<b>Date of Initial Passage</b>	<b>Date Conference Report Adopted</b>
1983	S.Con.Res. 92 (H.Con.Res. 352)	—	05-14-1982	05-21-1982	06-23-1982
1984	H.Con.Res. 91 (S.Con.Res. 27)	—	05-02-1983	05-19-1983	06-23-1983
1985	H.Con.Res. 280 (S.Con.Res. 106)	—	05-18-1984	05-18-1984	09-26-1984
1986	S.Con.Res. 32 (H.Con.Res. 152)	—	04-25-1985	05-09-1985	08-01-1985
1987	S.Con.Res. 120 (H.Con.Res. 337)	—	04-21-1986	05-01-1986	06-27-1986
1988	H.Con.Res. 93 (S.Con.Res. 49)	—	04-28-1987	05-06-1987	06-24-1987
1989	H.Con.Res. 268 (S.Con.Res. 113)	—	04-11-1988	04-14-1988	06-06-1988
1990	H.Con.Res. 106 (S.Con.Res. 30)	—	05-02-1989	05-04-1989	05-18-1989
1991	H.Con.Res. 310 (S.Con.Res. 110)	—	06-14-1990	06-14-1990	10-09-1990
1992	H.Con.Res. 121 (S.Con.Res. 29)	—	04-23-1991	04-25-1991	05-22-1991
1993	H.Con.Res. 287 (S.Con.Res. 106)	—	04-07-1992	04-10-1992	05-21-1992
1994	H.Con.Res. 64 (S.Con.Res. 18)	—	03-17-1993	03-25-1993	04-01-1993
1995	H.Con.Res. 218 (S.Con.Res. 63)	—	03-22-1994	03-25-1994	05-12-1994
1996	H.Con.Res. 67 (S.Con.Res. 13)	—	05-18-1995	05-25-1995	06-29-1995
1997	H.Con.Res. 178 (S.Con.Res. 57)	—	05-15-1996	05-23-1996	06-13-1996
1998	H.Con.Res. 84 (S.Con.Res. 27)	—	05-20-1997	05-23-1997	06-05-1997
1999 <sup>d</sup>	H.Con.Res. 284 (S.Con.Res. 86)	—	03-27-1998	04-02-1998	—
2000	H.Con.Res. 68 (S.Con.Res. 20)	—	03-25-1999	03-25-1999	04-15-1999

<b>Fiscal Year</b>	<b>Budget Resolution (companion measure)</b>	<b>Type<sup>a</sup></b>	<b>Date Consideration Began</b>	<b>Date of Initial Passage</b>	<b>Date Conference Report Adopted</b>
2001	H.Con.Res. 290 (S.Con.Res. 101)	—	04-04-2000	04-07-2000	04-13-2001
2002	H.Con.Res. 83 (no companion measure) <sup>e</sup>	—	04-02-2001	04-06-2001	05-10-2001
2003 <sup>f</sup>	H.Con.Res. 353 (S.Con.Res. 100)	—	—	—	—
2004	H.Con.Res. 95 (S.Con.Res. 23)	—	03-18-2003	03-26-2003	04-11-2003
2005 <sup>g</sup>	S.Con.Res. 95 (H.Con.Res. 393)	—	03-08-2004	03-12-2004	—

- a. “Type” refers to whether the budget resolution was the first, second, or third for the fiscal year. For the first seven years of the congressional budget process, Congress adopted multiple budget resolutions each year. Since the FY1983 budget resolution, Congress has adopted only one a year.
- b. The text of S.Con.Res. 22 was inserted in H.Con.Res. 107 on May 15, 1979.
- c. The House adopted the Senate’s version of the budget resolution; no conference report was necessary.
- d. Congress did not reach final agreement on a budget resolution for FY1999.
- e. The Senate Budget Committee did not mark up or report a budget resolution for FY2002. Instead, the Senate considered the House-passed budget resolution after the Senate Budget Committee was discharged from its consideration.
- f. The Senate did not consider the FY2003 budget resolution on the floor; ultimately, Congress did not agree to a budget resolution for FY2003.
- g. So far in 2004, Congress has not completed action on a budget resolution for FY2005. The House agreed to the conference report to S.Con.Res. 95 on May 19, 2004, but the Senate has yet to consider it