



FY2011 Appropriations: A Side-by-Side Comparison of Key Proposals

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Summary

FY2011 funding levels were not enacted in the 111th Congress. Thus, the debate over FY2011 appropriations has continued into the 112th Congress. Moreover, the FY2011 spending proposals have become a key focal point in the budget debates between the now-Republican-controlled House of Representatives and the Obama Administration.

This report is intended to facilitate comparison of three key spending proposals for FY2011—the Administration’s budget request, H.R. 1, and S.Amdt. 149 to H.R. 1—to FY2010 enacted funding levels. The report begins with a brief analysis of how each proposal may impact the federal budget deficit. The bulk of the report consists of a funding table that details the recommended appropriations in these proposals, by subcommittee and bill title, and compares them with FY2010 appropriations. More detailed analysis of individual appropriations measures can be found at CRS.gov.

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Introduction

The extended appropriations process for FY2011, which began with the Obama Administration's FY2011 budget requested in February 2010, currently revolves around two proposals, H.R. 1, which was approved by the House on February 19, 2011, and S.Amdt. 149, offered as a substitute proposal during Senate consideration of H.R. 1. Although both proposals were rejected by the Senate on March 9, they are viewed by some as the starting point of final negotiations between House and Senate leaders.¹ In the meantime, the federal government has been funded through a series of resolutions continuing funding at FY2010 levels, with adjustments and exceptions.

This report is intended to facilitate comparative analysis of the two legislative proposals and the Administration's budget request. The report begins with a brief analysis of how each proposal may impact the federal budget deficit, a consideration of great importance to many lawmakers in the current cycle. This is followed by a table depicting funding levels provided in each of the three proposals by appropriations subcommittee and bill title, and comparing them to the FY2010 enacted appropriation.

FY2011 Funding Proposals and the Budget Deficit²

A key issue in the FY2011 appropriations debate is the impact of discretionary federal spending on the nation's budget deficit. The budget deficit represents the level of spending, as measured by outlays, in excess of revenues. Appropriations acts, like those detailed in this report, provide budget authority. The outlays for a fiscal year result from the budget authority provided in that fiscal year as well as some budget authority provided in previous fiscal years. Included in the outlay level are all types of spending (i.e., emergency, non-emergency, overseas contingency operations) occurring during the fiscal year.

The budget deficit for FY2011 will be dependent, in part, on the ultimate level of discretionary funding that is appropriated. Under the Congressional Budget Office (CBO) baseline for FY2011, the budget deficit is estimated at \$1,480 billion. In the baseline, CBO assumes a full-year continuation of funding in FY2011 at roughly FY2010 levels.³ The proposals analyzed in this report provide annualized discretionary spending levels as follows:

- FY2011 President's Budget (February 2010)—\$1,415 billion⁴
- CBO Baseline—\$1,375 billion⁵

¹ Referring to these proposals, President Obama stated on March 11 that "both sides are going to have to sit down and compromise on prudent cuts somewhere between what the Republicans were seeking that's now been rejected and what the Democrats had agreed to that has also been rejected." The White House, Office of the Press Secretary, News Conference by the President, press release, March 11, 2011, at <http://www.whitehouse.gov/the-press-office/2011/03/11/news-conference-president>.

² This section was written by Mindy Levit, analyst in Public Finance.

³ U.S. Congressional Budget Office, *The Budget and Economic Outlook: Fiscal Years 2011 to 2021*, p. 11, available at http://www.cbo.gov/ftpdocs/120xx/doc12039/01-26_FY2011Outlook.pdf.

⁴ U.S. Office of Management and Budget, *Budget for Fiscal Year 2011, The Budget*, Table S-4, available at <http://www.gpoaccess.gov/usbudget/fy11/pdf/budget.pdf>.

- H.R. 1—\$1,356 billion⁶
- S.Amdt. 149—\$1,372 billion⁷

H.R. 1, the proposal which thus far proposes the greatest reduction to budget authority relative to current levels, would result in a discretionary outlay level that is \$19 billion under the CBO baseline level of discretionary outlays. This reduction in discretionary outlays comprises roughly 1% of the deficit estimated under the CBO baseline. Savings from other proposals that would produce smaller reductions in discretionary outlays would correspondingly represent a smaller fraction of the FY2011 CBO baseline deficit. Some reductions in discretionary spending could also affect the level of mandatory or net interest spending or the amount of revenue collected, potentially impacting the ultimate deficit level for FY2011.

Title-by-Title Comparison of FY2011 Proposals with FY2010 Appropriations

The table below is intended to provide a sense of how funding for federal departments and agencies would be impacted by the different proposals, rather than the impact of each proposal on overall budget numbers. The data represent discretionary appropriations as provided in the respective proposals, by bill title and in comparison with the FY2010 enacted funding level. The title and bill totals do not include scorekeeping adjustments. Rescission totals are noted as separate line items, and are not deducted from the title totals.

(...continued)

⁵ U.S. Congressional Budget Office, *The Budget and Economic Outlook: Fiscal Years 2011 to 2021*, Table 3-1.

⁶ U.S. Congressional Budget Office, CBO Estimate of H.R. 1, the Full Year Continuing Appropriations Act, 2011 as Passed by the House of Representatives on February 19, 2011 Corrected, available at <http://www.cbo.gov/ftpdocs/120xx/doc12075/hr1corrected.pdf>.

⁷ U.S. Congressional Budget Office, *CBO Estimate of Mr. Inouye's Amendment #149 to H.R. 1, the Full Year Continuing Appropriations Act, 2011*, available at <http://www.cbo.gov/ftpdocs/120xx/doc12091/Amendment149toHR1.pdf>.

**Table 1. FY2010 Enacted and FY2011 Proposed Appropriations
by Subcommittee and Bill Title**

(in billions of U.S.\$)

	FY2010 Enacted	FY2011 Request	FY2011 Req. v. FY2010 Enacted	H.R. 1	H.R. 1 v. FY2010 Enacted	S. Amdt. 149	S. Amdt. 149 v. FY2010 Enacted
Agriculture^a							
Title I: Agricultural Programs	7.38	7.43	1%	6.44	-13%	7.08	-4%
Title II: Conservation	1.01	0.97	-4%	0.86	-15%	0.88	-13%
Title III: Rural Development	2.93	2.68	-9%	2.28	-22%	2.70	-8%
Title IV: Nutrition	8.05	8.03	0%	6.89	-14%	7.26	-10%
Title V: Foreign Assistance	2.24	2.17	-3%	1.28	-43%	2.10	-6%
Title VI: Related Agencies ^b	2.53	2.52	0%	2.23	-12%	2.52	0%
Title VII: General Provisions	0.38	0.01		0.01		0.01	
TOTAL	24.52	23.81	-3%	19.99	-18%	22.54	-8%
<i>Rescissions</i>	<i>-0.63</i>	<i>-0.91</i>		<i>-1.89</i>		<i>-0.85</i>	
Total, Net of Rescissions	23.89	22.90	-4%	18.09	-24%	21.69	-9%
Commerce-Justice-Science^c							
Title I: Dept. of Commerce	14.27	8.97	-37%	7.38	-48%	7.67	-46%
Title II: Dept. of Justice	28.28	29.74	5%	27.12	-4%	27.42	-3%
Title III: Science Agencies	25.66	26.43	3%	24.70	-4%	25.39	-1%
Title IV: Related Agencies	0.93	0.97	4%	0.86	-8%	0.93	0%
TOTAL	69.14	66.11	-4%	60.06	-13%	61.41	-11%
<i>Rescissions</i>	<i>-0.77</i>	<i>-0.69</i>		<i>-1.84</i>		<i>-2.38</i>	
Total, Net of Rescissions	68.37	65.42	-4%	58.22	-15%	59.03	-14%
Defense^d							
Title I: Military Personnel	124.17	127.67	3%	126.38	2%	126.38	2%
Title II: Operation and Maintenance	154.25	167.88	9%	164.13	6%	163.66	6%
Title III: Procurement	104.40	111.19	7%	102.12	-2%	101.63	-3%
Title IV: Research, Development, Test and Evaluation	80.54	76.13	-5%	74.96	-7%	74.62	-7%
Title V: Revolving and Management Funds	3.13	2.38	-24%	2.91	-7%	2.91	-7%
Title VI: Other Department of Defense Programs	32.37	34.03	5%	34.31	6%	34.31	6%

	FY2010 Enacted	FY2011 Request	FY2011 Req. v. FY2010 Enacted	H.R. 1	H.R. 1 v. FY2010 Enacted	S. Amdt. 149	S. Amdt. 149 v. FY2010 Enacted
Title VII: Related Agencies ^e	0.71	0.71	0%	0.65	-8%	0.65	-8%
Title VIII: General Provisions	-0.94	0.01	-101%	0.50	-153%	-0.21	-78%
Medicare Eligible Retiree Health Care Accrual ^f	10.80	10.87	1%	11.02	2%	11.02	2%
<i>Subtotal, Base Budget</i>	<i>509.42</i>	<i>530.87</i>	<i>4%</i>	<i>516.98</i>	<i>1%</i>	<i>514.97</i>	<i>1%</i>
<i>Rescissions</i>	<i>-1.24</i>			<i>-1.11</i>		<i>-1.21</i>	
<i>Base Total, Net of Rescissions</i>	<i>508.18</i>	<i>530.87</i>	<i>4%</i>	<i>515.87</i>	<i>2%</i>	<i>513.76</i>	<i>1%</i>
Overseas Contingency Operations	161.03	158.08	-2%	157.68	-2%	157.68	-2%
Total, Net of Rescissions	669.21	688.95	3%	673.55	1%	671.44	0%
Energy & Water^g							
Title I: Corps of Engineers	5.45	4.88	-10%	4.90	-10%	5.23	-4%
Title II: CUP & Reclamation	1.13	1.11	-2%	1.09	-4%	1.11	-2%
Title III: Department of Energy	27.11	29.61	9%	24.60	-9%	26.33	-3%
Title IV: Independent Agencies	0.29	0.28	-3%	0.28	-3%	0.26	-10%
TOTAL	33.98	35.88	6%	30.87	-9%	32.93	-3%
<i>Rescissions</i>				<i>-0.42</i>		<i>-0.35</i>	
Total, Net of Rescissions	33.98	35.88	6%	30.45	-10%	32.58	-4%
Financial Services^h							
Title I: Department of the Treasury	13.56	14.03	3%	12.73	-6%	13.84	2%
Title II: Executive Office of the President	0.77	0.76	-1%	0.65	-16%	0.73	-5%
Title III: The Judiciary	6.43	6.90	7%	6.29	-2%	6.49	1%
Title IV: The District of Columbia	0.75	0.73	-3%	0.67	-11%	0.71	-5%
Title V: Independent Agencies	4.45	4.84	9%	2.80	-37%	4.08	-8%
TOTAL	25.96	27.26	5%	23.14	-11%	25.85	0%
<i>Rescissions</i>	<i>-0.09</i>	<i>-0.06</i>		<i>-0.43</i>		<i>-0.43</i>	
Total, Net of Rescissions	25.87	27.20	5%	22.71	-12%	25.42	-2%
Homeland Securityⁱ							
Title I: Management and Operations ⁱ	1.25	1.75	40%	1.22	-2%	1.34	7%

	FY2010 Enacted	FY2011 Request	FY2011 Req. v. FY2010 Enacted	H.R. 1	H.R. 1 v. FY2010 Enacted	S. Amdt. 149	S. Amdt. 149 v. FY2010 Enacted
Title II: Security, Enforcement and Investigations ^k	31.30 ^l	31.05	-1%	30.65	-2%	31.18	0%
Title III: Protection, Preparedness, Response and Recovery	13.68	8.75	-36%	8.95	-35%	8.60	-37%
Title IV: Research, Development, Training Assessments and Services	1.92	1.99	4%	1.31	-32%	1.68	-13%
TOTAL	48.15^l	43.54	-10%	42.13	-13%	42.80	-11%
<i>Rescissions</i>	<i>-0.04</i>			<i>-0.4</i>		<i>-0.59</i>	
Total, Net of Rescissions	48.11	43.54	-9%	41.73	-13%	42.21	-12%
Interior-Environment^m							
Title I: Department of Interior	11.03	11.02	0%	10.29	-7%	11.03	0%
Title II: Environmental Protection Agency	10.33	10.03	-3%	7.54	-27%	9.90	-4%
Title III: Related Agencies	11.00	11.39	4%	10.58	-4%	10.82	-2%
Title IV: General Provisions ⁿ	0.01	0.00	-100%	0.00	-100%	0.00	-100%
TOTAL^o	32.37	32.44	0%	28.41	-12%	31.75	-2%
<i>Rescissions</i>	<i>-0.10</i>	<i>-0.07</i>		<i>-0.61</i>		<i>-0.66</i>	
Total, Net of Rescissions	32.27	32.37	0%	27.80	-14%	31.09	-4%
Labor-HHS-Education^p							
Title I: Department of Labor	13.55	13.97	3%	8.57	-37%	13.16	-3%
Title II: Department of Health and Human Services	74.18	74.9	1%	64.67	-13%	72.93	-2%
Title III: Department of Education	64.28	67.84	6%	59.38	-8%	70.10	9%
Title IV: Related Agencies	14.08	15.23	8%	12.32	-12%	14.39	2%
TOTAL	166.09	171.94	4%	144.94	-13%	170.58	3%
<i>Rescissions^q</i>	<i>-0.75</i>	<i>-0.60</i>		<i>-3.63</i>		<i>-2.35</i>	
Total, Net of Rescissions	165.33	171.34	4%	141.31	-15%	168.23	2%
Legislative Branch^s							
Title I: Legislative Branch	4.67	5.13	10%	4.46	-4%	4.50	-4%
TOTAL	4.67	5.13	10%	4.46	-4%	4.50	-4%
<i>Rescissions</i>						<i>-0.05</i>	

	FY2010 Enacted	FY2011 Request	FY2011 Req. v. FY2010 Enacted	H.R. 1	H.R. 1 v. FY2010 Enacted	S. Amdt. 149	S. Amdt. 149 v. FY2010 Enacted
Total, Net of Rescissions	4.67	5.13	10%	4.46	-4%	4.45	-5%
Military Construction^t-Veterans^u							
Title I: Military Construction	23.50	18.75	-20%	17.98	-23%	17.48	-26%
Title II: Department of Veterans Affairs	53.04	56.94 ^w	7%	56.73 ^w	7%	57.51 ^w	8%
Title III: Related Agencies	0.28	0.28	0%	0.22	-21%	0.20	-29%
Title IV: Military Construction, Overseas Contingency Operations	1.40	1.26	-10%	1.26	-10%	1.22	-13%
TOTAL	78.22	77.23	-1%	76.19	-3%	76.41	-2%
<i>Rescissions</i>	-0.22			-0.75		-2.34	
Total, Net of Rescissions	78.00	77.23	-1%	75.44	-3%	74.07	-5%
State-Foreign Operations^x							
Title I: State Department & Related	17.46	17.25	-1%	15.13	-13%	16.22	-7%
Title II: USAID Admin.	1.66	1.70	2%	1.44	-13%	1.61	-3%
Title III: Bilateral Economic Assistance	25.03	24.58	-2%	18.05	-28%	21.65	-14%
Title IV: Military/Security Assistance	8.27	9.96	20%	9.17	11%	8.78	6%
Title V: Multilateral Assistance	2.65	3.31	25%	1.46	-45%	2.57	-3%
Title VI: Export Aid	-0.11	-0.14	27%	-0.03	-73%	0.07	-164%
TOTAL	54.96	56.66	3%	45.22	-18%	50.90	-7%
<i>Rescissions</i>				-0.19		-0.4	
Total, Net of Rescissions	54.96	56.66	3%	45.03	-18%	50.50	-8%
Transportation-HUD^y							
Title I: Dept. of Transportation	21.95	23.14	5%	16.81	-23%	19.41	-12%
Title II: Dept. of Housing and Urban Development	46.23	45.61	-1%	38.99	-16%	44.91	-3%
Title III: Related Agencies ^z	0.38	0.30	-5%	0.52	37%	0.52	37%
TOTAL	68.56	69.11	1%	56.32	-18%	64.83	-5%
<i>Rescissions^{aa}</i>	-0.56	-0.36		-3.95		-0.75	
Total, Net of Rescissions	68.00^{bb}	68.81	1%	52.37	-23%	64.08	-6%

Sources: FY2012 Congressional Budget Justifications; H.R. 1, as passed by the House; S.Amdt. 149 to H.R. 1, with accompanying Explanatory Statement for Division A (*Congressional Record*, March 9, 2011); P.L. 111-117; Appropriations Committee Tables (both official and unofficial); H.Rept. 111-559; H.Rept. 111-564; CBO estimates; CRS calculations.

Notes: Totals do not include scorekeeping adjustments. FY2010 Enacted includes supplemental funds. Advance appropriations, offsetting receipts, and anomalous features of various agency budgets are treated on a case-by-case basis, as described below.

- a. This section prepared by Jim Monke, specialist in Agriculture Policy.
- b. All columns include Food and Drug Administration, but only FY2010 and H.R. 1 include Commodity Futures Trading Commission (CFTC) (\$168 million in FY10 and \$112 million in H.R. 1); Senate jurisdiction for CFTC is Financial Services subcommittee.
- c. This section prepared by Nathan James, analyst in Crime Policy.
- d. This section prepared by Stephen Daggett, specialist in Defense Policy and Budget, and Pat Towell, specialist in U.S. Defense Policy and Budget.
- e. Excludes \$292 million in mandatory funding for related agencies that is subject to appropriation.
- f. Amount shown for Medicare Eligible Retiree Health Care Accrual is a permanent appropriation.
- g. This section prepared by Carl Behrens, specialist in Energy Policy.
- h. This section prepared by Garrett Hatch, analyst in American National Government.
- i. This section prepared by Jennifer Lake, section research manager for the Federalism and Emergency Management Section. Totals include contingency funds and funds marked for defense functions.
- j. Amounts are net of offsetting receipts.
- k. FY2010 Title II and DHS discretionary totals do not include \$1,361 million in mandatory Coast Guard Military Retirement Fund. Neither the FY2011 request, H.R. 1, nor the S.Amdt. 149 totals for Title II and DHS include \$1,401 million in appropriated mandatory funding for the Coast Guard Military Retirement Fund.
- l. Includes supplemental appropriations contained in P.L. 111-230 and P.L. 111-242.
- m. This section prepared by Carol Hardy-Vincent, specialist in Natural Resources Policy.
- n. H.R. 1 and S.Amdt. 149 both include \$2 million for General Provisions, which rounds to zero.
- o. Includes offsetting receipts.
- p. This section prepared by Pamela Smith, analyst in Biomedical Policy. Advance appropriations are included in the title totals.
- q. H.R. 1 provides that unobligated funds appropriated for FY2011 to the Corporation for Public Broadcasting in the FY2009 Labor-HHS-Education appropriation be rescinded, but no amount is specified.
- r. Includes \$242 million in supplemental funding from P.L. 111-212 and -\$143 million in rescissions for ED from P.L. 111-226.
- s. This section prepared by Ida Brudnick, analyst on the Congress.
- t. This section prepared by Dan Else, specialist in National Defense.
- u. This section prepared by Christine Scott, specialist in Social Policy.
- v. Does not include advance funding.
- w. Includes \$48.18 billion in advanced funding from P.L. 111-117.
- x. This section prepared by Susan Epstein, specialist in Foreign Policy, and Marian Lawson, analyst in Foreign Assistance.
- y. This section prepared by Maggie McCarty, specialist in Housing Policy, and Randy Peterman, analyst in Transportation Policy. Advance appropriations, offsetting collections and receipts are included in title totals.

- z. The Related Agencies figures subsequent to the FY2011 request include the additional expense of a policy change made by Section 146 of the original FY2011 CR (P.L. 111-242).
- aa. Rescission of contract authority under DOT is included.
- bb. Includes \$100 million in supplemental funding for HUD and -\$69 million in rescissions for DOT, which were included in a supplemental funding bill, P.L. 111-212.

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