



FY2012 Appropriations Overview: Status of Discretionary Appropriations Legislation

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Summary

As Congress continues work on FY2012 appropriations legislation, this report presents a snapshot in time depicting the 12 annual appropriations bills at their current stage in the legislative process. The report consists primarily of a table showing discretionary appropriations, by bill title, for each of the pending appropriations proposals, together with the comparable figures enacted for FY2011. The product is intended to allow for broad comparison between the House and Senate proposals and the Administration's request. The figures do not reflect budget scorekeeping adjustments.

This report will be updated to reflect legislative action.

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Introduction

As of November 23, 2011, Congress has completed action on 3 of the 12 regular appropriations bills for FY2012, which began on October 1, 2011. Government activities requiring annual appropriations are currently being funded through a continuing resolution, P.L. 112-55, which is valid through December 16, 2011. However, proposals for the unfinished regular appropriations bills have been reported in one or both chambers, providing some insight into each chamber's spending priorities. This report, consisting primarily of a table showing proposed discretionary appropriations by bill title, based on the most recent action for each bill, is intended to allow for broad comparison between the Administration's budget request and the pending and enacted House and Senate proposals for FY2012. For detailed information and CRS analysis specific to each individual appropriations bill, use the report links on the CRS Appropriations Status Table, at <http://www.crs.gov/Pages/AppropriationsStatusTable.aspx?source=QuickLinks>.

A Note on the Budget Control Act of 2011

The pending FY2012 appropriations bills are the first that are impacted by the Budget Control Act of 2011 (P.L. 112-25), which established discretionary spending caps for FY2012 and FY2013. The BCA distinguishes between security and non-security spending, setting different caps for the two categories. For FY2012, the cap is \$1,043 billion, of which \$684 billion is designated for security spending and \$359 billion for non-security. However, the BCA allows for adjustments to the statutory cap, essentially exempting overseas contingency funds, emergency spending, and, to a limited extent, disaster relief funds and appropriations for continuing disability reviews and for controlling health care fraud and abuse.¹ This report does not reflect the scorekeeping adjustments that may bring the total budget authority provided in the appropriations proposals in line with the BCA caps and the 302(a) and 302(b) allocations.

FY2012 Pending Appropriations Legislation

Table 1 displays discretionary appropriations as provided in pending and enacted FY2012 appropriations proposals, by bill title, together with the appropriations enacted for FY2011. The data will be updated to reflect legislative action.

Footnotes attached to each section heading note the legislation the data in that section is drawn from. As noted above, the figures do not reflect budget scoring adjustments and adjustments allowable under the Budget Control Act of 2011. Readers should be aware that the numbers in this table reflect, to a great extent, the appropriations conventions and assumptions of each individual subcommittee and that these conventions and assumptions are not always comparable across subcommittees (e.g., what is a scorekeeping adjustment on the back-end for one committee may be netted out in the front-end numbers of another). Where funding has not been approved at the committee or subcommittee level, the column has been left blank. Security spending is listed only for proposals in which it was specifically designated, excluding most House proposals, which were drafted and saw committee action prior to enactment of the Budget Control Act of 2011 on August 2, 2011.

¹ For more information on the Budget Control Act of 2011, see CRS Report R41965, *The Budget Control Act of 2011*, by Bill Heniff Jr., Elizabeth Rybicki, and Shannon M. Mahan.

Table I. FY2012 Appropriations Side-by-Side: Discretionary Appropriations by Subcommittee and Bill Title

(in billions of U.S. \$)

	FY2011 Enacted	FY2012 Request	FY2012 House	FY2012 Senate	FY2012 Enacted
AGRICULTURE^a					
Title I: Agricultural Programs	6.885	7.140	6.145	6.658	6.677
Title II: Conservation	0.889	0.900	0.784	0.837	0.844
Title III: Rural Development	2.638	2.444	2.238	2.421	2.405
Title IV: Domestic Food Programs	7.128	7.862	6.322	6.967	7.001
Title V: Foreign Assistance	1.891	2.130	1.391	1.935	1.836
Title VI: FDA and CFTC	2.457 ^b	3.052	2.327	2.506 ^b	2.711
Title VII: General Provisions	0.003	0.000	0.000	0.379	0.377
Subtotal, Discretionary Appropriation	21.892	23.526	19.207	21.703	21.851
<i>Rescissions of prior year funds</i>	<i>-1.961</i>	<i>-1.246</i>	<i>-1.986</i>	<i>-1.556</i>	<i>-1.723</i>
Total, net of prior year rescissions	19.931	22.280	17.221	20.147	20.128
<i>of which, amount designated as security spending</i>	<i>n.a.</i>	<i>n.a.</i>	<i>n.a.</i>	<i>1.750</i>	<i>1.650</i>
COMMERCE, JUSTICE, SCIENCE, AND RELATED AGENCIES^c					
Title I: Commerce	7.579	8.802	7.161	8.192	7.808
Title II: Justice	27.058	28.724	26.323	26.593	27.076
Title III: Science	25.315	26.498	23.649	24.643	24.838
Title IV: Related Agencies	0.918	0.991	0.815	0.903	0.857
Subtotal, Discretionary Appropriations	60.868	65.016	57.949^d	60.331	60.578
<i>Rescissions of prior year funds</i>	<i>-2.416</i>	<i>0.840</i>	<i>1.053</i>	<i>0.830</i>	<i>0.906</i>

FY2012 Appropriations Overview: Status of Discretionary Appropriations Legislation

	FY2011 Enacted	FY2012 Request	FY2012 House	FY2012 Senate	FY2012 Enacted
Total, net of prior year rescissions	58.452	64.176	56.896	59.501	59.672
<i>of which, amount designated as security spending</i>	<i>n.a.</i>	<i>n.a.</i>	<i>n.a.</i>	0.078	0.078
DEFENSE ^e					
Title I: Military Personnel	126.740	132.097	132.092	131.001	
Title II: Operation and Maintenance	165.56	170.759	169.975	162.550	
Title III: Procurement ^f	102.122	111.153	107.581	102.118	
Title IV: Research and Development	74.957	75.325	72.983	71.034	
Title V: Revolving and Management Funds	2.909	2.701	2.676	2.263	
Title VI: Defense Health Program and other DOD Programs	34.313	35.520	35.678	35.628	
Title VII: Related Agencies	0.942	1.106	0.972	1.107	
Title VIII: General Provisions (not including rescissions)	-3.104	0.029	-1.103	-0.621	
Title IX: Overseas Contingency Operations	157.680	117.726	119.147	117.846	
Subtotal, Discretionary Appropriations	662.119	646.416	640.001	622.926	
<i>Rescissions of prior year funds</i>	-2.014	0	-1.675	-2.685	
Total, net of prior year rescissions	660.106	646.416	638.326	620.241	
<i>of which, amount designated as security spending</i>	<i>n.a.</i>	<i>n.a.</i>	<i>n.a.</i>	620.241	
ENERGY-WATER ^g					
Title I: Corps of Engineers	4.857	4.631	4.813	4.864	

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	FY2011 Enacted	FY2012 Request	FY2012 House	FY2012 Senate	FY2012 Enacted
Title II: CUP & Reclamation	1.094	1.051	1.000	1.067	
Title III: Department of Energy	25.591	30.925	24.892	25.931	
Title IV: Independent Agencies	0.247	0.268	0.277	0.241	
Emergency Spending (disaster relief, Corps of Engineers (Title I))	—	—	1.029	1.045	
Subtotal, Discretionary Appropriations	31.790	36.875	32.011	33.148	
<i>Rescissions of prior year funds^h</i>	—	-0.299	-1.314	-0.313	
Total, net of prior year rescissions	31.790	36.576	30.697	32.835	
<i>of which, amount designated as security spendingⁱ</i>	<i>n.a.</i>	<i>n.a.</i>	<i>n.a.</i>	11.050	
FINANCIAL SERVICES – GENERAL GOVERNMENT ⁱ					
Title I: Department of the Treasury	13.495	14.638	12.796	12.987	
Title II: Executive Office of the President	0.710	0.750	0.651	0.671	
Title III: The Judiciary	6.478	6.856	6.326	6.496	
Title IV: The District of Columbia	0.699	0.717	0.637	0.658	
Title V: Independent Agencies	2.716	5.044	2.048	3.262	
Subtotal, Discretionary Appropriations	24.098	28.005	22.458	24.074	
<i>Rescissions of Prior Year Funds</i>	-0.435	-0.611	-0.647	-0.767	
Total, Net of prior year rescissions	23.663	27.394	21.811	23.307	
<i>of which, amount designated as security spending</i>	<i>n.a.</i>	<i>n.a.</i>	<i>n.a.</i>	0.000	

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	FY2011 Enacted	FY2012 Request	FY2012 House	FY2012 Senate	FY2012 Enacted
HOMELAND SECURITY ^k					
Title I: Management and Operations	1.210	1.447	0.811	1.156	
Title II: Security, Enforcement and Investigations ^l	31.785	31.772	31.452	31.410	
Title III: Protection, Preparedness, Response and Recovery	8.557	8.244	7.079	11.194 ^m	
Title IV: Research, Development, Training Assessments and Services	1.586	2.154	1.283	1.461	
Title V: General Provisions	0.085	0	0	0.082 ⁿ	
Title VI: Emergency Supplemental Funding for Disaster Relief ^o	0	0	[1,000]	0	
Subtotal, Discretionary Appropriations	42.223	43.617	40.624	45.303	
<i>Rescissions of Prior Year Funds</i>	-0.557	-0.042	-0.033	-0.103 ^p	
Total, net of prior year rescissions	41.667	43.576	40.591	45.200	
<i>of which, amount designated as security spending</i>	n.a.	n.a.	n.a.	45.200	
INTERIOR ^q					
Title I: Department of the Interior	10.860	11.084	9.885	—	
Title II: Environmental Protection Agency	8.822	9.023	7.289	—	
Title III: Related Agencies	10.699	11.451	10.458	—	
Title IV: General Provisions	0.002	—	—	—	

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	FY2011 Enacted	FY2012 Request	FY2012 House	FY2012 Senate	FY2012 Enacted
Subtotal, Discretionary Appropriations	30.383	31.558	27.632	—	
<i>Rescissions of Prior Year Funds</i>	-0.826	-0.272	-0.170	—	
Total, net of prior year rescissions	29.558	31.286	27.462	—	
<i>of which, amount designated as security spending</i>	n.a.	n.a.	n.a.	—	
LABOR-HHS-EDUCATION ^r					
Title I: Department of Labor	12.667	13.824	—	12.688	
Title II: Department of Health and Human Services	70.444	73.116	—	70.183	
Title III: Department of Education	68.345	77.400	—	68.426	
Title IV: Related Agencies	13.847	15.175	—	14.088	
Subtotal, Discretionary Appropriations	165.304	178.516	—	165.384	
<i>Rescissions of Prior Year Funding</i>	-2.354	-0.025 ^s	—	—	
Total, net of prior year rescissions	162.950	178.491	—	165.384	
<i>of which, amount designated as security spending</i>	n.a.	n.a.	—	0.299	
LEGISLATIVE BRANCH ^t					
Title I: Legislative Branch	4.559	4.857	3.320	4.208	
Subtotal, Discretionary Appropriations	4.559	4.857	3.320	4.208	
<i>Rescissions of prior year funding^u</i>	-0.015	0	0	-0.017	
Total, net of prior year rescissions	4.544	4.857	3.320	4.191	

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	FY2011 Enacted	FY2012 Request	FY2012 House	FY2012 Senate	FY2012 Enacted
<i>of which, amount designated as security spending</i>	<i>n.a.</i>	<i>n.a.</i>	<i>n.a.</i>	<i>0.010</i>	
MILITARY CONSTRUCTION - VETERANS^v					
Title I: Military Construction	17.449	14.766	14.452	13.717	
Title II: Veterans Affairs ^w	56.336	58.775	58.300	58.594	
Title III: Other Related Agencies	0.228	0.246	0.221	0.221	
Title IV: Military Construction, Overseas Contingency Operations	1.222	—	—	—	
Subtotal, Discretionary Appropriations	75.235	73.787	72.973	72.532	
<i>Rescissions of prior year funds</i>	<i>-0.827</i>	<i>0</i>	<i>-0.388</i>	<i>0</i>	
Total, net of prior year rescissions	74.408	73.787	72.585	72.532	
<i>of which, amount designated as security spending</i>	<i>n.a.</i>	<i>n.a.</i>	<i>n.a.</i>	<i>13.717</i>	
STATE-FOREIGN OPERATIONS^x					
Title I: State Department & Related ^y	15.792	19.363	16.286	17.678	
Title II: USAID Admin.	1.527	1.744	1.124	1.545	
Title III: Bilateral Economic Assistance	21.209	23.744	18.899	21.060	
Title IV: Military/Security Assistance	8.117	11.323	9.970	10.715	
Title V: Multilateral Assistance	2.303	3.668	1.574	3.219	
Title VI: Export Aid ^z	-0.131	-0.345	-0.429	-0.409	

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Subtotal, Discretionary Appropriations	48.817	59.497	47.424	53.808	
<i>Rescissions of prior year funds</i>	-0.646	—	-0.252	-0.464	
Total, net of prior year rescissions	48.171	59.497	47.172	53.344	
<i>of which, amount designated as security spending</i>	n.a.	n.a.	n.a.	53.208	
TRANSPORTATION - HUD ^{aa}					
Title I: Dept. of Transportation ^{bb}	13.726 ^{cc}	33.893 ^{dd}	16.693	19.808	19.503
Title II: Dept. of Housing and Urban Development ^{bb}	41.111 ^{ee}	42.080	38.076	37.319	37.434
Title III: Related Agencies ^{bb}	0.539	0.377	0.371	0.421 ^{ff}	0.373
<i>Rescissions of prior year funds^{gg} (non-add)</i>	[3.927]	[0.064]	[0.112]	[0.571] ^{hh}	[0.530] ⁱⁱ
Total, Net of prior year rescissions^{bb}	55.378	76.350	55.150	57.548^{jj}	57.310
<i>of which, amount designated as security spending</i>	n.a.	n.a.	n.a.	n.a.	n.a.

Source: See footnotes correlating with each section header for source data.

Notes: Numbers may not add due to rounding. Numbers in brackets are non-adds. Security funding has been identified only for proposals in which such funding is specifically designated in the bill or report, which are those which were introduced after enactment of the Budget Control Act on August 2, 2011.

- a. This section prepared by Jim Monke. The House amounts are from H.R. 2112, as passed by the House on June 16, 2011. The Senate amounts are from H.R. 2112, as passed by the Senate on November 1, 2011. The enacted amounts are from P.L. 112-55.
- b. The FY2011 and Senate FY2012 amounts do not include the Commodity Futures Trading Commission (CFTC), which was not included because CFTC is not in the jurisdiction of the Senate Agriculture appropriations subcommittee. To make totals comparable with the House and Requested amounts, one would add \$0.202 billion in FY2011 and \$0.240 billion in the Senate FY2012 columns to account for CFTC appropriations that are in Financial Services appropriations.
- c. This section prepared by Nathan James. House data was taken from H.R. 2596, which was approved by the House Committee on Appropriations on July 13, 2011. Senate data was taken from the Senate-passed version of H.R. 2112, which was approved by the Senate on November 1, 2011. Enacted amounts are from P.L. 112-55.
- d. The House committee-reported amounts include a 0.1% rescission of all discretionary accounts in the bill, except the National Oceanic and Atmospheric Administration's (NOAA) Operations, Research, and

- Facilities (ORF) account, per Section 543 of the bill. The rescission, which was included to offset a \$0.048 billion increase in NOAA's ORF account, is not reflected in the amounts included in H.R. 2596 and H.Rept. 112-169.
- e. This section prepared by Pat Towell. Data is from S.Rept. 112-77, Report of the Senate Appropriations Committee on H.R. 2219, the FY2012 DOD Appropriations Bill, pp. 282-89.
 - f. The Administration's FY2012 DOD budget request for procurement included \$3.212 billion in "advanced appropriations" intended to be expended in FY2013-17. None of the congressional defense committees approved this request and the funds are not reflected in this table, which includes only FY2012 funding.
 - g. This section prepared by Carl Behrens. Amounts are from H.R. 2354, which passed the House on July 15, 2011, and was reported by the Senate committee on September 7, 2011.
 - h. The difference between the House and Senate rescissions total is that the House bill would pay for the emergency spending by a rescission from Title XII of the ARRA (P.L. 111-5).
 - i. Security spending includes the total funding for the National Nuclear Security Administration (NNSA) in the Department of Energy (Title III).
 - j. This section prepared by Garrett Hatch. House data is from H.R. 2434, which was approved by the House Appropriations Committee on June 23, 2011 (see H.Rept. 112-136); Senate data is from S. 1573, approved by the Senate Appropriations Committee on September 15, 2011 (see S.Rept. 112-79).
 - k. This section prepared by William Painter. Numbers represent discretionary budget authority (appropriations) as reflected in the Comparative Statements of Budget Authority contained in H.Rept. 112-91 and S.Rept. 112-74, in the titles in which it was requested by the Administration or recommended by the House or Senate. House numbers are adjusted to reflect floor action. Funding eligible for a BCA cap adjustment is included in the totals by title. Rescissions are only reflected in the second to last line of the section—not in the titles in which they appear.
 - l. Does not include \$1,440,157,000 mandatory funding for Coast Guard retired pay, or offsetting collections for TSA. Coast Guard's OCO activity is requested in the Department of Defense's budget, but is provided in both House and Senate versions of the Homeland Security appropriations bill. As it does not register against the 302(b) it is not included in this line.
 - m. Includes \$4,200,000,000 in DRF funding "paid for" by an increase to the discretionary budget cap as allowed by the BCA.
 - n. Does not count \$18,300,000 in emergency funding for Coast Guard helicopter replacement.
 - o. Included for reference only—the House bill included a transfer of \$1,000,000,000 in emergency funds from the Department of Energy to the Disaster Relief Fund. It also included a further rescission of \$500,000 in emergency funds from the same Department of Energy account to provide adequate outlays.
 - p. Does not count \$18,300,000 in rescissions of prior-year emergency funding to pay for Coast Guard helicopter replacement.
 - q. This section prepared by Carol Hardy-Vincent. House data is from H.R. 2584, approved by the House Appropriations Committee on July 12, 2011 (see H.Rept. 112-151). The Senate has not approved an Interior, Environment, and Related Agencies proposal at any level, though a draft bill released by the Senate Appropriations Subcommittee on Interior, Environment, and Related Agencies on October 14, 2011 is available at <http://appropriations.senate.gov/newsroom/newsroom.cfm?id=3f4832f4-6adb-4be8-9c6f-eabff62cc056>.
 - r. This section prepared by Karen Lynch. Amounts shown in the FY2012 Senate column are calculated based on discretionary amounts in Senate bill S. 1599, as reported by the Senate Committee on Appropriations (S.Rept. 112-84) on September 22, 2011. Amounts shown for the FY2012 request are from CRS Report R42010, *Labor, Health and Human Services, and Education: FY2012 Appropriations*, for which estimates were calculated using a draft table from the House Committee on Appropriations and various President's Budget materials. FY2012 request estimates shown here may differ from other estimates of the President's Budget, including those displayed in S.Rept. 112-84. Title totals include advance appropriations for subsequent years, but not prior year advances (i.e., amounts represent total funding provided in the bill, regardless of the year in which the funding becomes available). Except as noted, these amounts have not been adjusted for scorekeeping (including adjustments for offsetting collections) or for comparability. Funds eligible for BCA cap adjustments (e.g., certain funds for continuing disability reviews and for health care fraud and abuse

- control) are included in the totals. No amounts are shown for House bill H.R. 3070, because this bill has not yet been marked up or reported by the House Committee on Appropriations.
- s. The FY2012 President's Budget, which was released prior to the enactment of the final FY2011 continuing resolution (P.L. 112-10), requested a rescission of unobligated prior year funding (estimated at \$25 million) from Job Corps at the Department of Labor.
 - t. This section prepared by Ida Brudnick. The House data reflects the bill (H.R. 2551) which passed the House, as amended, on July 22, 2011 (Roll no. 629; 252-159), but without scorekeeping. The House, by tradition, does not include funding for the Senate or for the Senate Office Buildings heading for the Architect of the Capitol. The Senate Appropriations Committee reported the bill on September 15, 2011, and the data reflect the levels in S.Rept. 112-80. The report (p. 54) indicates that \$10 million of the Senate total is for security discretionary spending. This report also included a FY2012 budget request for the Joint Committee on Inaugural Activities, which the House did not.
 - u. Does not include offsetting collections.
 - v. This section prepared by Daniel Else. House data is from H.R. 2055, as passed by the House on June 16, 2011 (H.Rept. 112-94) and Senate data is from H.R. 2055 as amended and passed by the Senate on July 20, 2011 (S.Rept. 112-29).
 - w. Does not include either mandatory appropriations or advance appropriations for FY2013.
 - x. This section was prepared by Marian Lawson. Senate data is from S. 1610, approved by the Senate Appropriations Committee on September 21, 2011 (see S.Rept. 112-85); House data is from un-numbered legislation approved by the House State-Foreign Operations Appropriations Subcommittee on July 21, 2011 (see un-numbered report at <http://appropriations.house.gov/UploadedFiles/FY12-SFOPSCombinedReport-CSBA.pdf>).
 - y. Does not include \$158.9 million in each proposal for mandatory contributions to the Foreign Service Retirement account.
 - z. Reflect offsetting collections of the Export-Import Bank and the Overseas Private Investment Corporation, which exceed appropriated funds for these accounts. Without offsetting collections, the appropriation would be \$0.350 for the Administration request, \$0.266 for the House bill and \$0.286 for the Senate bill.
 - aa. This section prepared by Maggie McCarty and D. Randy Peterman. FY2011 funding levels, President's budget funding levels, and Enacted FY2012 levels are from a budget table in Division C of H.Rept. 112-284. Senate figures are taken from a CBO report for the Senate-passed version of H.R. 2112 due to floor changes in the bill. House figures are CRS estimates based on a summary table (available at http://appropriations.house.gov/UploadedFiles/9.7.11_THUD_Subcommittee_Draft_Summary_Table.pdf) accompanying un-numbered draft legislation approved by the House Appropriations THUD subcommittee on September 8, 2011 (available at http://appropriations.house.gov/UploadedFiles/FY_2012THUD.bill_xml.pdf). Because a complete House funding table is not available, we cannot confirm that the House totals taken from the summary document and presented in this table are comparable to the Senate numbers or the President's request numbers shown in this table.
 - bb. Rescissions of prior year unobligated balances are reflected in the title totals, as are offsetting receipts, offsetting collections, and advance appropriations provided in the bill.
 - cc. \$17.612 billion prior to rescission of prior-year funding.
 - dd. The House and Senate Committees on Appropriation counted a portion of the \$50 billion "up-front" funding requested as part of the Administration's surface transportation reauthorization proposal—virtually all of which was requested from trust funds (which typically is not included under discretionary funding totals)—in their calculation of the Administration's FY2012 discretionary request total. CBO estimated the FY2012 discretionary request at \$13.47 billion.
 - ee. Amount does not match amount from S.Rept. 112-83 because of a difference in the treatment of advance appropriations. S.Rept. 112-83 shows a Title II total of \$41.103 billion.
 - ff. Includes the costs of a floor amendment related to an extension of the Fannie Mae and Freddie Mac loan limits and the resulting implications for the Veteran's Administration housing benefit program fund.
 - gg. Rescissions of prior year unobligated balances (including rescissions of contract authority) are already reflected in the title totals, so they are identified in this line but not subtracted out again.

- hh. Amount does not include rescission of \$750 million of current year funding taken from prior year advance in the tenant-based rental assistance account. The “savings” from that rescission is reflected in the Title II total.
- ii. Amount does not include rescission of \$650 million of current year funding taken from prior year advance in the tenant-based rental assistance account. The “savings” from that rescission is reflected in the Title II total.
- jj. Totals include \$2.3 billion in emergency funding for disaster relief (\$1.9 billion in Title I and \$400 million in Title II) provided by S. 1596. Excluding the emergency funding, the total would be \$55,250 billion.

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