

103^D CONGRESS
2^D SESSION

H. R. 4907

[Report No. 103-688, Part I]

To reform the concept of baseline budgeting.

IN THE HOUSE OF REPRESENTATIVES

AUGUST 5, 1994

Mr. SPRATT introduced the following bill; which was referred jointly to the
Committees on Government Operations and Rules

AUGUST 9, 1994

Reported from the Committee on Rules with an amendment
[Strike out all after the enacting clause and insert the part printed in italic]

A BILL

To reform the concept of baseline budgeting.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the “Full Budget Disclosure
5 Act of 1994”.

6 **SEC. 2. PURPOSE.**

7 The purpose of this Act is to require that budget doc-
8 uments provide the Congress with comprehensive data on
9 budget trends.

1 **SEC. 3. THE BASELINE.**

2 (a) **DEFINITION.**—Section 250(c)(5) of the Balanced
3 Budget and Emergency Deficit Control Act of 1985 is
4 amended to read as follows:

5 “(5)(A) The term ‘current policy baseline’
6 means the projection (described in section 257) of
7 current-year levels of new budget authority, outlays,
8 receipts, and the surplus or deficit into the budget
9 year and the outyears.

10 “(B) The term ‘current funding baseline’ refers
11 to the baseline as set forth in section 257 without
12 any adjustment described in section 257(c)(1) for in-
13 flation other than the adjustment set forth in section
14 257(c)(2) for expiring housing contracts.”.

15 (b) **CONFORMING AMENDMENTS.**—Sections 251,
16 252, 253, and 254 of the Balanced Budget and Emer-
17 gency Deficit Control Act of 1985 are amended by insert-
18 ing “current policy” before “baseline” each place it ap-
19 pears.

20 **SEC. 4. THE PRESIDENT’S BUDGET.**

21 (a) Paragraph (5) of section 1105(a) of title 31,
22 United States Code, is amended to read as follows:

23 “(5) except as provided in subsection (b) of this
24 section, estimated expenditures and appropriations
25 for the current fiscal year and estimated expendi-
26 tures and proposed appropriations the President de-

1 eides are necessary to support the Government in
2 the fiscal year for which the budget is submitted and
3 the 4 fiscal years following that year.”.

4 (b) Section 1105(a)(6) of title 31, United States
5 Code, is amended by inserting “current fiscal year and
6 the” before “fiscal year”.

7 (c) Section 1105(a)(12) of title 31, United States
8 Code, is amended by striking “and” at the end of subpara-
9 graph (A), by striking the period and inserting “; and”
10 at the end of subparagraph (B), and by adding at the end
11 the following new subparagraph:

12 “(C) the estimated amount of expenditure and
13 appropriation for the same activity, if any, in the
14 current fiscal year.”.

15 (d) Section 1105(a) of title 31, United States Code,
16 is amended by adding at the end the following new para-
17 graphs:

18 “(30) a comparison of estimated new budget
19 authority and outlays for each function and
20 subfunction for the current fiscal year with proposed
21 new budget authority and outlays for the fiscal year
22 for which the budget is submitted, along with the
23 proposed increase or decrease of spending in per-
24 centage terms for each function and subfunction.

1 “(31) a comparison for each function and
2 subfunction of the current policy baseline level of
3 new budget authority and outlays for the year for
4 which the budget is submitted with the proposed
5 new budget authority and outlays for the year for
6 which the budget is submitted, including changes in
7 percentage terms for each function and
8 subfunction.”.

9 **SEC. 5. CONGRESSIONAL BUDGET.**

10 Section 301(e) of the Congressional Budget Act of
11 1974 is amended by—

12 (1) inserting after the second sentence the fol-
13 lowing: “As soon as practicable after the President’s
14 budget submission under section 1105(a) of title 31,
15 United States Code, the Committee on the Budget
16 of each House shall provide to its members the esti-
17 mated level of outlays for the current year in each
18 function and subfunction.”; and

19 (2) striking “and” at the end of paragraph (9),
20 by striking the period and inserting a semicolon at
21 the end of paragraph (10), and by adding at the end
22 the following new paragraphs:

23 “(11) a comparison (for each function) of esti-
24 mated outlays and revenues for the current fiscal
25 year with proposed spending and revenue levels for

1 the budget year and each outyear, including the in-
2 crease or decrease (in percentage terms) of spend-
3 ing; and

4 “(12) a comparison (for each function) of pro-
5 posed outlays and revenues for the budget year with
6 the current policy baseline projection for that year,
7 including changes (in percentage terms).”.

8 **SEC. 6. CONGRESSIONAL BUDGET OFFICE REPORT TO**
9 **COMMITTEES.**

10 (a) The first sentence of section 202(f)(1) of the Con-
11 gressional Budget Act of 1974 is amended to read as fol-
12 lows: “On or before February 15 of each year, the Direc-
13 tor shall submit to the Committees on the Budget of the
14 House of Representatives and the Senate a report for the
15 fiscal year commencing on October 1 of that year with
16 respect to fiscal policy, including (A) alternative levels of
17 total revenues, total new budget authority, and total out-
18 lays (including related surpluses and deficits) compared
19 to comparable levels for the current year and (B) the levels
20 of tax expenditures under existing law, taking into account
21 projected economic factors and any changes in such levels
22 based on proposals in the budget submitted by the Presi-
23 dent for such fiscal year.”.

24 (b) Section 202(f)(1) of the Congressional Budget
25 Act of 1974 is amended by inserting after the first sen-

1 tence the following new sentence: “That report shall also
2 include a table on sources of growth in the estimated total
3 current policy baseline spending for mandatory programs
4 for the budget year and the ensuing 4 fiscal years, which
5 shall include changes in outlays attributable to the follow-
6 ing: cost-of-living adjustments; changes in the number of
7 program recipients; increases in medical care prices, utili-
8 zation and intensity of medical care; and residual fac-
9 tors.”.

10 (c) Section 202(f)(3) of the Congressional Budget
11 Act of 1974 is amended by striking “and” before “(B)”
12 and inserting a comma, and by inserting before the period
13 at the end the following: “, and (C) all direct spending
14 programs”.

15 (d) Section 308(a)(1)(C) of the Congressional Budget
16 Act of 1974 is amended by inserting “, and shall include
17 a comparison of those levels to comparable levels for the
18 current fiscal year” before “if timely submitted”.

19 **SECTION 1. SHORT TITLE.**

20 *This Act may be cited as the “Full Budget Disclosure*
21 *Act of 1994”.*

22 **SEC. 2. PURPOSE.**

23 *The purpose of this Act is to require that budget docu-*
24 *ments provide the Congress with comprehensive data on*
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7 year levels of new budget authority, outlays, receipts,
8 and the surplus or deficit into the budget year and
9 the outyears.

10 “(B) The term ‘current funding baseline’ refers
11 to the baseline as set forth in section 257 without any
12 adjustment described in section 257(c)(1) for inflation
13 other than the adjustment set forth in section
14 257(c)(2) for expiring housing contracts.”.

15 (b) *CONFORMING AMENDMENTS.*—Sections 251, 252,
16 253, and 254 of the Balanced Budget and Emergency Defi-
17 cit Control Act of 1985 are amended by inserting “current
18 policy” before “baseline” each place it appears.

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21 States Code, is amended to read as follows:

22 “(5) except as provided in subsection (b) of this
23 section, estimated expenditures and appropriations
24 for the current fiscal year and estimated expenditures
25 and proposed appropriations the President decides
26 are necessary to support the Government in the fiscal

1 *year for which the budget is submitted and the 4 fis-*
2 *cal years following that year;”.*

3 *(b) Section 1105(a)(6) of title 31, United States Code,*
4 *is amended by inserting “current fiscal year and the” before*
5 *“fiscal year”.*

6 *(c) Section 1105(a)(12) of title 31, United States Code,*
7 *is amended by striking “and” at the end of subparagraph*
8 *(A), by striking the period and inserting “; and” at the*
9 *end of subparagraph (B), and by adding at the end the*
10 *following new subparagraph:*

11 *“(C) the estimated amount of expenditure and*
12 *appropriation for the same activity, if any, in the*
13 *current fiscal year.”.*

14 *(d) Section 1105(a) of title 31, United States Code,*
15 *is amended by adding at the end the following new para-*
16 *graphs:*

17 *“(30) a comparison of estimated new budget au-*
18 *thority and outlays for each function and subfunction*
19 *for the current fiscal year with proposed new budget*
20 *authority and outlays for the fiscal year for which the*
21 *budget is submitted, along with the proposed increase*
22 *or decrease of spending in percentage terms for each*
23 *function and subfunction.*

24 *“(31) a comparison for each function and*
25 *subfunction of the current policy baseline level of new*

1 *budget authority and outlays for the year for which*
2 *the budget is submitted with the proposed new budget*
3 *authority and outlays for the year for which the budg-*
4 *et is submitted, including changes in percentage terms*
5 *for each function and subfunction.”.*

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7 *Section 301(e) of the Congressional Budget Act of 1974*
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10 *ing: “As soon as practicable after the President’s*
11 *budget submission under section 1105(a) of title 31,*
12 *United States Code, the Committee on the Budget of*
13 *each House shall provide to its members the estimated*
14 *level of outlays for the current year in each function*
15 *and subfunction.”; and*

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17 *by striking the period and inserting a semicolon at*
18 *the end of paragraph (10), and by adding at the end*
19 *the following new paragraphs:*

20 *“(11) a comparison (for each function) of esti-*
21 *mated outlays and revenues for the current fiscal year*
22 *with proposed spending and revenue levels for the*
23 *budget year and each outyear, including the increase*
24 *or decrease (in percentage terms) of spending; and*

1 “(12) a comparison (for each function) of pro-
2 posed outlays and revenues for the budget year with
3 the current policy baseline projection for that year,
4 including changes (in percentage terms).”.

5 **SEC. 6. CONGRESSIONAL BUDGET OFFICE REPORT TO COM-**
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10 submit to the Committees on the Budget of the House of
11 Representatives and the Senate a report for the fiscal year
12 commencing on October 1 of that year with respect to fiscal
13 policy, including (A) alternative levels of total revenues,
14 total new budget authority, and total outlays (including re-
15 lated surpluses and deficits) compared to comparable levels
16 for the current year and (B) the levels of tax expenditures
17 under existing law, taking into account projected economic
18 factors and any changes in such levels based on proposals
19 in the budget submitted by the President for such fiscal
20 year.”.

21 (b) Section 202(f)(1) of the Congressional Budget Act
22 of 1974 is amended by inserting after the first sentence the
23 following new sentence: “That report shall also include a
24 table on sources of growth in the estimated total current
25 policy baseline spending for mandatory programs for the

1 *budget year and the ensuing 4 fiscal years, which shall in-*
2 *clude changes in outlays attributable to the following: cost-*
3 *of-living adjustments; changes in the number of program*
4 *recipients; increases in medical care prices, utilization and*
5 *intensity of medical care; and residual factors.”.*

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12 *comparison of those levels to comparable levels for the cur-*
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