

103D CONGRESS  
1ST SESSION

# H. R. 2929

To amend the Congressional Budget and Impoundment Control Act of 1974 to reform the budget process, and for other purposes.

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## IN THE HOUSE OF REPRESENTATIVES

AUGUST 6, 1993

Mr. COX of California (for himself, Mr. STENHOLM, Mr. MICHEL, Mr. PALLONE, Mr. GINGRICH, Mr. PENNY, Mr. CONDIT, Mr. ARMEY, Mr. JACOBS, Mr. KASICH, Mrs. LLOYD, Mr. CLINGER, Mr. DREIER, Ms. HARMAN, Mr. ALLARD, Mr. ARCHER, Mr. BACHUS of Alabama, Mr. BAKER of California, Mr. BAKER of Louisiana, Mr. BALLENGER, Mr. BARRETT of Nebraska, Mr. BARTLETT of Maryland, Mr. BARTON of Texas, Mr. BATEMAN, Mrs. BENTLEY, Mr. BEREUTER, Mr. BILIRAKIS, Mr. BLILEY, Mr. BLUTE, Mr. BOEHLERT, Mr. BOEHNER, Mr. BONILLA, Mr. BUNNING, Mr. BURTON of Indiana, Mr. BUYER, Mr. CALLAHAN, Mr. CALVERT, Mr. CAMP, Mr. CANADY, Mr. CASTLE, Mr. COBLE, Mr. COLLINS of Georgia, Mr. CRANE, Mr. CRAPO, Mr. CUNNINGHAM, Mr. DELAY, Mr. DICKEY, Mr. DOOLITTLE, Mr. DORNAN, Mr. DUNCAN, Ms. DUNN, Mr. EMERSON, Mr. EVERETT, Mr. EWING, Mr. FAWELL, Mr. FIELDS of Texas, Mrs. FOWLER, Mr. FRANKS of New Jersey, Mr. FRANKS of Connecticut, Mr. GALLEGLY, Mr. GALLO, Mr. GEKAS, Mr. GILCREST, Mr. GILLMOR, Mr. GOODLATTE, Mr. GOSS, Mr. GRAMS, Mr. GRANDY, Mr. GREENWOOD, Mr. GUNDERSON, Mr. HANCOCK, Mr. HANSEN, Mr. HASTERT, Mr. HEFLEY, Mr. HERGER, Mr. HOEKSTRA, Mr. HOKE, Mr. HORN, Mr. HOBSON, Mr. HOUGHTON, Mr. HUFFINGTON, Mr. HUNTER, Mr. HUTCHINSON, Mr. HYDE, Mr. INGLIS of South Carolina, Mr. INHOFE, Mr. ISTOOK, Mrs. JOHNSON OF CONNECTICUT, Mr. SAM JOHNSON of Texas, Mr. KIM, Mr. KLUG, Mr. KNOLLENBERG, Mr. KOLBE, Mr. KYL, Mr. LEVY, Mr. LEWIS of California, Mr. LEWIS of Florida, Mr. LIGHTFOOT, Mr. LINDER, Mr. LIVINGSTON, Mr. MACHTLEY, Mr. MANZULLO, Mr. MICA, Mr. MCCANDLESS, Mr. MCCOLLUM, Mr. MCCRERY, Mr. MCHUGH, Mr. MCKEON, Mr. McMILLAN, Mrs. MEYERS of Kansas, Mr. MILLER of Florida, Ms. MOLINARI, Mr. MOORHEAD, Mr. OXLEY, Mr. PACKARD, Mr. PAXON, Mr. POMBO, Mr. PETRI, Mr. PORTER, Mr. PORTMAN, Ms. PRYCE of Ohio, Mr. QUINN, Mr. RAMSTAD, Mr. RAVENEL, Mr. ROBERTS, Mr. ROHRBACHER, Ms. ROSLEHTINEN, Mrs. ROUKEMA, Mr. ROYCE, Mr. SANTORUM, Mr. SAXTON, Mr. SCHAEFER, Mr. SCHIFF, Mr. SENSENBRENNER, Mr. SHAW, Mr. SHAYS, Mr. SHUSTER, Mr. SMITH of Oregon, Mr. SMITH of New Jersey,

Mr. SMITH of Texas, Mr. SMITH of Michigan, Ms. SNOWE, Mr. SOLOMON, Mr. SPENCE, Mr. STEARNS, Mr. STUMP, Mr. SUNDQUIST, Mr. TALENT, Mr. TAYLOR of North Carolina, Mr. THOMAS of California, Mr. THOMAS of Wyoming, Mr. TORKILDSEN, Mr. UPTON, Mrs. VUCANOVICH, Mr. WALKER, Mr. WALSH, Mr. WELDON, Mr. WOLF, Mr. ZELIFF and Mr. ZIMMER) introduced the following bill; which was referred jointly to the Committees on Government Operations, Rules, Appropriations, and Ways and Means

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## A BILL

To amend the Congressional Budget and Impoundment Control Act of 1974 to reform the budget process, and for other purposes.

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; TABLE OF CONTENTS.**

4        (a) SHORT TITLE.—This Act may be cited as the  
 5        “Budget Process Reform Act”.

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1                   **TITLE I—STATEMENT OF**  
2                   **CONGRESSIONAL PURPOSE**

3 **SEC. 101. IMPROVEMENT IN DECISION-MAKING PROCESS.**

4           Because the Federal budget process is the principal  
5 vehicle by which many of the most fundamental policy  
6 choices in Government are made, the purpose of this Act  
7 is to facilitate rational, informed, and timely decisions by  
8 the Congress in the course of that process.

9 **SEC. 102. REFORM OF FISCAL MANAGEMENT.**

10          It is the sense of the Congress that a properly func-  
11 tioning Federal budget process should focus the attention  
12 of policymakers and the public on the aggregate impact  
13 of Federal spending on the economy, and on the tradeoffs  
14 that must be made among priorities in order to control  
15 overall levels of spending. To this end, the Act is intended  
16 to establish a budget process that, in each fiscal period—

17               (1) requires the adoption of a budget before,  
18               not after, any spending begins;

19               (2) produces decisions on that budget early in  
20               the budgeting cycle;

21               (3) encourages cooperation between Congress  
22               and the President in adopting the budget;

23               (4) ties each subsequent spending decision to  
24               an overall, binding budget total;

1           (5) requires regular, periodic decisions on ap-  
2           propriate spending levels for all Federal programs,  
3           not just those arbitrarily deemed “controllable”; and

4           (6) produces a bias in favor of fiscal respon-  
5           sibility that can be overcome only if the Congress ex-  
6           pressly determines to do so.

7   **SEC. 103. SAFEGUARDS AGAINST DELAY AND INACTION.**

8           The Congress further finds that a properly function-  
9           ing budget process should contain safeguards against  
10          delay and inaction, so that temporary shut-downs of the  
11          Federal Government may be avoided when the President  
12          and the Congress fail to complete work on the budget prior  
13          to the beginning of a fiscal period. Accordingly, this Act  
14          is intended to provide an enforcement mechanism that  
15          gives meaning and importance to the timely adoption of  
16          a budget, and a sustaining mechanism that ensures a con-  
17          tinuation of the Government should the political process  
18          produce deadlock or a failure to act in a timely fashion.

19           **TITLE II—BINDING BUDGET LAW**

20   **SEC. 201. JOINT RESOLUTION ESTABLISHING BINDING**  
21           **BUDGET LAW.**

22          To encourage early consultation and cooperation be-  
23          tween the Congress and the President on decisions con-  
24          cerning overall spending levels for all Federal programs,  
25          the Congress shall enact a binding budget law, in the form

1 of a joint resolution, by April 15 of the calendar year be-  
2 fore that in which the fiscal period commences. The tech-  
3 nical amendments contained in title VI and section 701  
4 of this Act are intended to assist in the establishment of  
5 this requirement. The budget law itself shall fit on a single  
6 page, which sets forth specific budget ceilings in the fol-  
7 lowing 19 major functional categories, which together  
8 comprise the entire Federal budget.

9           Function 050: National Defense

10           Function 150: International Affairs

11           Function 250: General Science, Space and  
12    Technology

13           Function 270: Energy

14           Function 300: Natural Resources and Environ-  
15    ment

16           Function 350: Agriculture

17           Function 400: Transportation

18           Function 450: Community and Regional Devel-  
19    opment

20           Function 500: Education, Training, Employ-  
21    ment and Social Services

22           Function 550: Health

23           Function 570: Medicare

24           Function 600: Income Security

25           Function 650: Social Security

1           Function 700: Veterans Benefits and Services  
2           Function 750: Administration of Justice  
3           Function 800: General Government  
4           Function 900: Net Interest  
5           Function 920: Allowances  
6           Function 950: Undistributed Offsetting Re-  
7           ceipts.

8           By thus requiring that the budget process begin with  
9 highly generalized macroeconomic decisions about spend-  
10 ing in 19 overall categories, this section is intended to fa-  
11 cilitate agreement within Congress itself, and between  
12 Congress and the President, on how much the Federal  
13 Government should spend in the ensuing fiscal period.

14 **SEC. 202. BUDGET REQUIRED BEFORE SPENDING BILLS**  
15 **MAY BE CONSIDERED.**

16           Unless and until a joint resolution on the budget is  
17 enacted with respect to any major functional category for  
18 a fiscal period, it shall not be in order in either the House  
19 of Representatives or the Senate, or any committee or sub-  
20 committee thereof, to consider any spending bill affecting  
21 spending in that category, except as provided in Title III  
22 of this Act. The purpose of this provision is to ensure that  
23 until the budget is signed into law, no authorization or  
24 appropriations bill shall be considered in the Congress.

1 **SEC. 203. "BASELINE" BUDGETING PROHIBITED;**  
2 **UNADJUSTED YEAR-TO-YEAR COMPARISONS**  
3 **REQUIRED IN BUDGET LAW.**

4 Section 301(e) of the Congressional Budget Act of  
5 1974 is amended by—

6 (1) inserting after the second sentence the fol-  
7 lowing: "The starting point for any deliberations in  
8 the Committee on the Budget of each House on the  
9 joint resolution on the budget for the next fiscal pe-  
10 riod shall be the estimated level of outlays for the  
11 current period in each function and subfunction.  
12 Any increases or decreases in the Congressional  
13 budget for the next fiscal period shall be from such  
14 estimated levels.";

15 (2) striking paragraphs (2) and (3) and insert-  
16 ing the following:

17 "(2) a comparison of levels for the current fis-  
18 cal period with proposed spending for the subse-  
19 quent fiscal periods along with the proposed increase  
20 or decrease of spending in percentage terms for each  
21 function and subfunction;

22 "(3) information, data, and comparisons indi-  
23 cating the manner in which, and the basis on which,  
24 the committee determined each of the matters set  
25 forth in the joint resolution, including information  
26 on outlays for the current fiscal period and the deci-

1 sions reached to set funding for the subsequent fis-  
2 cal years;”;

3 (3) inserting “and” after the semicolon in para-  
4 graph (7);

5 (4) striking paragraph (8); and

6 (5) redesignating paragraph (9) as paragraph  
7 (8).

8 The technical amendments contained in sections  
9 702(g) and 704(b) of this Act are intended to apply the  
10 same prohibition against “baseline” budgeting to the  
11 budgets prepared by the President and the Congressional  
12 Budget Office reports to the Budget Committees.

13 **SEC. 204. PRESIDENT’S BUDGET SUBMISSIONS.**

14 On or before the fifteenth day after a joint resolution  
15 on the budget is enacted, the President shall submit to  
16 the Congress a detailed budget for the fiscal period begin-  
17 ning on October 1 of the current calendar year, including  
18 all summaries and explanations required under section  
19 1105(a) of title 31, United States Code.

1     **TITLE III—ENFORCEMENT MECHANICS**  
2     **Subtitle A—Supermajority Required to Break**  
3                     **Budget Law**

4     **SEC. 301. TWO-THIRDS REQUIREMENT FOR ALL SPENDING**  
5                     **BILLS IN ABSENCE OF BUDGET LAW.**

6             Unless and until a joint resolution on the budget is  
7 enacted with respect to any major functional category for  
8 a fiscal period, it shall not be in order in either the House  
9 of Representatives or the Senate or any committee or sub-  
10 committee thereof, to consider any spending bill affecting  
11 spending in that category unless it is approved by the af-  
12 firmative vote of two-thirds of the Members voting, a  
13 quorum being present.

14     **SEC. 302. TWO-THIRDS REQUIREMENT FOR OVER-BUDGET**  
15                     **SPENDING BILLS.**

16             (a) DETERMINATION OF BUDGET EFFECT OF ALL  
17 PROPOSED SPENDING BILLS.—The Congressional Budget  
18 Office shall provide to either House of Congress (or the  
19 appropriate committee, subcommittee, or conference  
20 thereof) as soon as practicable after the introduction of  
21 any spending bill, its estimate of the costs in each major  
22 functional category attributable to that bill during the fis-  
23 cal period in which it is to become effective and in each  
24 of the next 4 fiscal years, together with the basis for such  
25 estimate. The Congressional Budget Office report shall

1 not be required, however, if the Congressional Budget Of-  
2 fice certifies that a spending bill will likely result in appli-  
3 cable costs of less than \$10,000,000. For purposes of esti-  
4 mating the costs attributable to any spending bill that in-  
5 cludes new credit authority, the report shall deem the mar-  
6 ket value of any loan (if it were sold by the Federal Gov-  
7 ernment) or the assumption cost of any guarantee (if it  
8 were assumed at market rates) to be the costs attributable  
9 to such loan or guarantee in the fiscal period in which  
10 it is made.

11 (b) CBO REPORT REQUIRED BEFORE CONSIDER-  
12 ATION OF SPENDING BILLS.—It shall not be in order in  
13 either the House of Representatives or the Senate, or in  
14 any committee thereof, to consider any spending bill, un-  
15 less and until the report referred to in subsection (a) has  
16 been made available to that House of Congress or the ap-  
17 propriate committee or subcommittee thereof.

18 (c) TWO-THIRDS REQUIREMENT FOR ALL OVER-  
19 BUDGET SPENDING BILLS.—It shall not be in order in  
20 either the House of Representatives or the Senate (or in  
21 any committee, subcommittee, or conference) to consider  
22 any spending bill for a fiscal period that the report re-  
23 ferred to in subsection (a) indicates would in such fiscal  
24 period exceed a budget ceiling, unless such bill is approved

1 by the affirmative vote of two-thirds of the Members vot-  
2 ing, a quorum being present.

3 (d) DETERMINATION OF SPENDING IN A CAT-  
4 EGORY.—A spending bill shall be deemed to break a budg-  
5 et ceiling if—

6 (1) its cost in any major functional category as  
7 estimated in the report referred to in subsection (a);  
8 and

9 (2) all other budget authority, budget outlays,  
10 and entitlement authority, if any, in that major  
11 functional category for the relevant fiscal period con-  
12 tained in any previously enacted legislation for the  
13 fiscal period; and

14 (3) to the extent that new budget authority or  
15 entitlement authority for the relevant fiscal period  
16 has not been granted (or modified from the level of  
17 the previous fiscal period) in any other enacted legis-  
18 lation for any program within such major functional  
19 category, the amounts of budget authority and enti-  
20 tlement authority for such major functional category  
21 (or part thereof) for the previous fiscal period;

22 exceed the budget ceiling for such major functional cat-  
23 egory.

1 **SEC. 303. TWO-THIRDS REQUIREMENT FOR WAIVER OF**  
2 **THIS ACT.**

3 No waiver of any provision of this Act, including the  
4 calendar deadlines for completion of Congressional action  
5 and the provisions concerning over-budget spending, shall  
6 be effective unless approved by the affirmative vote of two-  
7 thirds of the Members of the House of Representatives  
8 or the Senate, as the case may be, a quorum being  
9 present. No committee of either the House of Representa-  
10 tives or the Senate shall have jurisdiction to report a rule  
11 governing procedures for consideration of spending bills  
12 covered by this Act, if such rule would violate the provi-  
13 sions of this section. Nothing in this provision shall be  
14 deemed to require a supermajority vote to amend this Act.

15 **Subtitle B—Line Item Reduction**

16 **SEC. 304. PRESIDENT'S AUTHORITY LIMITED TO SPENDING**  
17 **ABOVE LIMITS OF CONGRESSIONAL BUDGET**  
18 **LAW.**

19 The Impoundment Control Act of 1974 (2 U.S.C.  
20 681 et seq.) is amended by redesignating sections 1013  
21 through 1017 as sections 1014 through 1018, respectively,  
22 and inserting after section 1012 the following new section:

23 “PRESIDENTIAL LINE-ITEM REDUCTION OF SPENDING  
24 ABOVE LIMITS OF CONGRESSIONAL BUDGET LAW

25 “SEC. 1013. (a) TRANSMITTAL OF SPECIAL MES-  
26 SAGE.—The President may transmit to both Houses of

1 Congress for consideration in accordance with this section  
2 one or more special messages detailing his use of line item  
3 reduction authority to rescind (in whole or in part) items  
4 of budget authority or entitlement authority sufficient to  
5 ensure that the levels of budget authority, entitlement au-  
6 thority, and outlays in a functional category do not exceed  
7 the levels stated in the budget law for the applicable fiscal  
8 period (or, in the absence of a budget law, do not exceed  
9 such levels in the previous fiscal period).

10 “(b) LIMITATIONS.—For purposes of this section—

11 “(1) continuing appropriations made pursuant  
12 to section 1311 of title 31, United States Code, shall  
13 be treated as continuing appropriations for an entire  
14 fiscal period; and

15 “(2) the levels of budget authority, entitlement  
16 authority, and outlays shall be determined on the  
17 basis of the reports made by the Congressional  
18 Budget Office pursuant to section 202 of the Budget  
19 Process Reform Act of 1990.

20 “(c) CONTENTS OF SPECIAL MESSAGE.—Each spe-  
21 cial message transmitted under subsection (a) shall speci-  
22 fy, with respect to each item of budget authority to be  
23 rescinded under the President’s line-item reduction au-  
24 thority the matters referred to in paragraphs (1) through  
25 (5) of section 1012(a).

1       “(d) REQUIREMENT NOT TO MAKE AVAILABLE FOR  
2 OBLIGATION.—Any item of budget authority to be re-  
3 scinded as set forth in such special message shall not be  
4 made available for obligation unless, within the prescribed  
5 45-day period, Congress completes action on a bill dis-  
6 approving the line-item reduction of the amount to be re-  
7 scinded. Funds made available for obligation under this  
8 procedure may not be included in a special message again.

9       “(e) PROCEDURES.—

10           “(1)(A) Before the close of the third day begin-  
11 ning after the day on which a special message to re-  
12 scind an item of budget authority is transmitted to  
13 the House of Representatives and the Senate under  
14 subsection (a), a line-item reduction bill may be in-  
15 troduced (by request) by the majority leader or mi-  
16 nority leader of the House of the Congress in which  
17 the appropriation Act providing the budget authority  
18 originated to disapprove the line-item reduction set  
19 forth in the special message. If such House is not  
20 in session on the day on which a special message is  
21 transmitted, the line-item reduction bill may be in-  
22 troduced in such House, as provided in the preced-  
23 ing sentence, on the first day thereafter on which  
24 such House is in session.

1           “(B) A line-item reduction bill introduced in the  
2 House of Representatives or the Senate pursuant to  
3 subparagraph (A) shall be referred to the Committee  
4 on Appropriations of such House. The Committee  
5 shall report the line-item reduction bill without sub-  
6 stantive revision (and with or without recommenda-  
7 tion) not later than 15 calendar days of continuous  
8 session of the Congress after the date on which the  
9 bill is introduced. A committee failing to report a  
10 line-item reduction bill within the 15-day period re-  
11 ferred to in the preceding sentence shall be auto-  
12 matically discharged from consideration of the bill  
13 and the bill shall be placed on the appropriate cal-  
14 endar.

15           “(C) A vote on final passage of a line-item re-  
16 duction bill introduced in a House of the Congress  
17 pursuant to subparagraph (A) shall be taken on or  
18 before the close of the 25th calendar day of continu-  
19 ous session of the Congress after the date of the in-  
20 troduction of the bill in such House. If the line-item  
21 reduction bill is agreed to, the Clerk of the House  
22 of Representatives (in the case of a bill agreed to in  
23 the House of Representatives) or the Secretary of  
24 the Senate (in the case of a bill agreed to in the  
25 Senate) shall cause the bill to be engrossed, cer-

1       tified, and transmitted to the other House of the  
2       Congress on the same calendar day on which the bill  
3       is agreed to.

4           “(2)(A) A line-item reduction bill transmitted  
5       to the House of Representatives or the Senate pur-  
6       suant to paragraph (1)(C) shall be referred to the  
7       Committee on Appropriations of such House. The  
8       committee shall report the line-item reduction bill  
9       without substantive revision (and with or without  
10      recommendation) not later than 10 calendar days of  
11      continuous session of the Congress after the bill is  
12      transmitted to such House. A committee failing to  
13      report the line-item reduction bill within the 10-day  
14      period referred to in the preceding sentence shall be  
15      automatically discharged from consideration of the  
16      bill and the bill shall be placed upon the appropriate  
17      calendar.

18           “(B) A vote on the final passage of a line-item  
19      reduction bill transmitted to a House of the Con-  
20      gress pursuant to paragraph (1)(C) shall be taken  
21      on or before the close of the 10th calendar day of  
22      continuous session of the Congress after the date on  
23      which the bill is transmitted to such House. If the  
24      line-item reduction bill is agreed to in such House,  
25      the Clerk of the House of Representatives (in the

1 case of a bill agreed to in the House of Representa-  
2 tives) or the Secretary of the Senate (in the case of  
3 a bill agreed to in the Senate) shall cause the en-  
4 grossed bill to be returned to the House in which the  
5 bill originated, together with a statement of the ac-  
6 tion taken by the House acting under this para-  
7 graph.

8 “(3)(A) A motion in the House of Representa-  
9 tives to proceed to the consideration of a line-item  
10 reduction bill under this section shall be highly privi-  
11 leged and not debatable. An amendment to the mo-  
12 tion shall not be in order, nor shall it be in order  
13 to move to reconsider the vote by which the motion  
14 is agreed to or disagreed to.

15 “(B) Debate in the House of Representatives  
16 on a line-item reduction bill under this section shall  
17 be limited to not more than 2 hours, which shall be  
18 divided equally between those favoring and those op-  
19 posing the bill. A motion further to limit debate  
20 shall not be debatable and shall require an affirma-  
21 tive vote of two-thirds of the Members voting, a  
22 quorum being present. It shall not be in order to  
23 move to recommit a line-item reduction bill under  
24 this section or to move to reconsider the vote by

1 which the line-item reduction bill is agreed to or dis-  
2 agreed to.

3 “(C) All appeals from the decisions of the Chair  
4 relating to the application of the Rules of the House  
5 of Representatives to the procedure relating to a  
6 line-item reduction bill under this section shall be  
7 decided without debate.

8 “(D) Except to the extent specifically provided  
9 in the preceding provisions of this subsection, con-  
10 sideration of a line-item reduction bill under this  
11 section shall be governed by the Rules of the House  
12 of Representatives applicable to other bills in similar  
13 circumstances.

14 “(4)(A) A motion in the Senate to proceed to  
15 the consideration of a line-item reduction bill under  
16 this section shall be privileged and not debatable. An  
17 amendment to the motion shall not be in order, nor  
18 shall it be in order to move to reconsider the vote  
19 by which the motion is agreed to or disagreed to.

20 “(B) Debate in the Senate on a line-item reduc-  
21 tion bill under this section, and all debatable mo-  
22 tions and appeals in connection therewith, shall be  
23 limited to not more than 2 hours. The time shall be  
24 equally divided between, and controlled by, the ma-

1 jority leader and the minority leader or their des-  
2 ignees.

3 “(C) Debate in the Senate on any debatable  
4 motion or appeal in connection with a line-item re-  
5 duction bill under this section shall be limited to not  
6 more than 1 hour, to be equally divided between,  
7 and controlled by, the mover and the manager of the  
8 bill except that in the event the manager of the bill  
9 is in favor of any such motion or appeal, the time  
10 in opposition thereto shall be controlled by the mi-  
11 nority leader or his designee. Such leaders, or either  
12 of them, may, from time under their control on the  
13 passage of a line-item reduction bill, allot additional  
14 time to any Senator during the consideration of any  
15 debatable motion or appeal.

16 “(D) A motion in the Senate to further limit  
17 debate on a line-item reduction bill under this sec-  
18 tion is not debatable. A motion to recommit a line-  
19 item reduction bill under this section is not in order.

20 “(f) AMENDMENTS PROHIBITED.—No amendment to  
21 a line-item reduction bill considered under this section  
22 shall be in order in either the House of Representatives  
23 or the Senate. No motion to suspend the application of  
24 this subsection shall be in order in either House, nor shall  
25 it be in order in either House for the presiding officer to

1 entertain a request to suspend the application of this sub-  
2 section by unanimous consent.”.

3 **SEC. 305. APPLICATION.**

4 The amendments made by section 304 shall apply to  
5 items of budget authority (as defined in subsection (g)(1)  
6 of section 1013, as added by section 103(b) of this Act)  
7 provided by appropriation Acts (as defined in subsection  
8 (g)(3) of such section) that become law after the date of  
9 enactment of this Act.

10 **Subtitle C—“Blank Check” Appropriations**  
11 **Prohibited**

12 **SEC. 306. INTENT OF CONGRESS.**

13 It is the intent of Congress, by this provision, to put  
14 an end to open-ended, “blank check” appropriations,  
15 which typically authorize the spending of “such sums as  
16 may be necessary.” By requiring explicit decisions con-  
17 cerning the desired level of spending for each federal pro-  
18 gram (except Social Security and interest on the debt),  
19 it is intended that currently uncontrolled programs will be  
20 brought within the discipline of an overall budget.

21 **SEC. 307. FIXED-DOLLAR APPROPRIATIONS REQUIRED.**

22 (a) **FIXED-DOLLAR APPROPRIATIONS.**—For every ac-  
23 count except Social Security and interest on the debt,  
24 every appropriation for a fiscal period for any program,  
25 project, or activity (including claims, judgments, and relief

1 acts) shall be for a specific, fixed dollar amount. Any ap-  
2 propriations of “such sums as may be necessary” (except  
3 with respect to the automatic continuing resolution pro-  
4 vided for by section 401 of this Act) are hereby prohibited.

5 (b) POINT OF ORDER.—It shall not be in order in  
6 either the House of Representatives or the Senate (or in  
7 any committee, subcommittee, or conference) to consider  
8 any appropriation that is in violation of subsection (a).

9 **SEC. 308. AGENCY AUTHORITY TO ADJUST EXPENDITURES**  
10 **TO APPROPRIATED AMOUNTS.**

11 (a) The head of each Executive agency that admin-  
12 isters any entitlement program is authorized to adjust  
13 benefit levels and eligibility requirements, or both, with re-  
14 spect to the program such that aggregate outlays for a  
15 fiscal period do not exceed the fixed-dollar appropriation  
16 provided pursuant to this title for such fiscal period. Such  
17 adjustment shall be made by rule or, pending adoption of  
18 appropriate rules, informal guideline. The purpose of any  
19 such rule or guideline shall be to ensure that the fixed-  
20 dollar appropriations for the program authorized by Con-  
21 gress are not exceeded.

22 (b) In the event that any claim or judgment against  
23 the United States exceeds the amount available therefor,  
24 the aggregate appropriations for claims, judgments, and  
25 relief for the current fiscal period, then the excess shall

1 be paid first out of discretionary funds appropriated in  
2 such fiscal year to the department or agency against which  
3 the judgment or claim is due, next out of unobligated  
4 funds appropriated to that department or agency in such  
5 fiscal year, and finally out of funds appropriated to that  
6 department or agency for the next fiscal year. The obliga-  
7 tion set forth herein of a department or agency to pay  
8 such claims or judgments in excess of amounts authorized  
9 therefor in applicable judgment, claim and relief acts shall  
10 supersede all other budget requirements for that depart-  
11 ment or agency, any other provision of law to the contrary  
12 notwithstanding.

13 **SEC. 309. BUDGET AUTHORITY AND ENTITLEMENT AU-**  
14 **THORITY MAY COVER ONLY A SINGLE FISCAL**  
15 **PERIOD.**

16 Chapter 13 of title 31, United States Code, is amend-  
17 ed by inserting after section 1312 the following new sec-  
18 tion:

19 **“§1313. Budget authority and entitlement authority**  
20 **must cover single fiscal period**

21 “(a) Notwithstanding any other provision of law and  
22 except as provided by subsection (b), no budget authority  
23 or entitlement authority—



1 for therein is offset fully in each such fiscal period in such  
2 measure, bill, resolution or amendment by an equal  
3 amount of reductions in existing spending.

4 **SEC. 311. TWO-THIRDS VOTE REQUIRED TO WAIVE POINT**  
5 **OF ORDER.**

6 The point of order established by this subtitle may  
7 be waived or suspended in the Senate or in the House of  
8 Representatives, and an appeal of the ruling of the Chair  
9 on a point of order raised under this section may be sus-  
10 tained, only by the affirmative vote of two-thirds of the  
11 Members voting, a quorum being present.

12 **TITLE IV—SUSTAINING MECHANISM**

13 **SEC. 401. AUTOMATIC CONTINUING RESOLUTION.**

14 Chapter 13 of title 31, United States Code, is amend-  
15 ed by inserting after section 1310 the following new sec-  
16 tion:

17 **“§ 1311. Continuing appropriation**

18 “(a) If for any account an appropriation for a fiscal  
19 period does not become law before the beginning of such  
20 fiscal period, there are hereby appropriated, out of any  
21 moneys in the Treasury not otherwise appropriated, and  
22 out of applicable corporate or other revenues, receipts, and  
23 funds, such sums as may be necessary to continue any  
24 program, project, or activity provide for in the most recent  
25 appropriation Act at a rate of operations not in excess of

1 the rate of operations provided for such program, project,  
2 or activity in such Act. In no case shall the total dollar  
3 amount of appropriations for any program, project or ac-  
4 tivity pursuant to this section exceed the appropriation for  
5 such program, project, or activity in the most recent ap-  
6 propriation Act, determined on a fiscal-period basis.

7 “(b) Amounts appropriated pursuant to subsection  
8 (a) for a program, project, or activity shall be available  
9 during a fiscal period until the earlier of—

10 “(1) the day on which the appropriation bill for  
11 such fiscal period which would include the program,  
12 project, or activity takes effect; or

13 “(2) the last day of such fiscal period.”.

14 **SEC. 402. CONTINGENCY REGULATIONS.**

15 Chapter 13 of title 31, United States Code, is amend-  
16 ed by inserting after section 1311 the following new sec-  
17 tion:

18 **“§ 1312. Contingency regulations**

19 “(a) Notwithstanding any other provisions of law and  
20 except as provided by subsection (b), the head of each Ex-  
21 ecutive agency that administers any entitlement program  
22 shall, by rule (or informal guideline, pending adoption of  
23 appropriate rules), provide for the adjustments of benefit  
24 levels or eligibility requirements, or both, with respect to  
25 the program such that aggregate outlays for a fiscal period

1 do not exceed the fixed-dollar appropriation provided pur-  
2 suant to section 307? (requiring fixed-dollar appropria-  
3 tions) or section 401 (providing for an Automatic Continu-  
4 ing Resolution) of this Act for such fiscal period.

5 “(b) In the case of social safety net programs, the  
6 rules shall provide each State the option of receiving an  
7 aggregate amount for the fiscal period for such programs  
8 equal to the amount it received for the preceding fiscal  
9 period for such programs (in which case such State could,  
10 in its discretion, allocate the benefits among such pro-  
11 grams to best meet the needs of recipients in its State)  
12 or the amounts it received for each such program for such  
13 preceding fiscal period.

14 “(c) As used in this section—

15 “(1) the term ‘Executive agency’ has the mean-  
16 ing given such term in section 105 of title 5, United  
17 States Code;

18 “(2) the term ‘entitlement program’ means any  
19 spending authority as defined in section  
20 401(c)(2)(C) of the Congressional Budget Act of  
21 1974; and

22 “(3) the term ‘social safety net programs’  
23 means the following programs: family support pay-  
24 ments, adoption assistance, child support enforce-  
25 ment, food stamps, foster care, Medicaid, child nu-

1 trition programs, social services block grant, and  
2 supplemental security income (SSI).”.

3 **SEC. 403. UNAUTHORIZED APPROPRIATIONS PROHIBITED.**

4 Section 401(b) is amended to read as follows:

5 “(b) CONTROLS ON LEGISLATION PROVIDING FUND-  
6 ING.—(1) It shall not be in order in either the House of  
7 Representatives or the Senate to consider any bill, resolu-  
8 tion, or conference report that provides budget authority  
9 or spending authority described in subsection (c)(2)(C) ex-  
10 cept a bill or resolution reported by the Committee on Ap-  
11 propriations of that House or a conference report made  
12 by a committee or conference all of whose conferees are  
13 member of the Committee on Appropriations.

14 “(2) Paragraph (1) shall not apply to benefits pay-  
15 able under the old-age, survivors, and disability insurance  
16 program established under title II of the Social Security  
17 Act.”.

18 **TITLE V—PROTECTION OF SOCIAL**  
19 **SECURITY**

20 **SEC. 501. BENEFITS PROTECTED AGAINST DEFICIT REDUC-**  
21 **TION.**

22 Nothing in this Act shall be construed to require or  
23 permit reductions in Social Security benefits otherwise  
24 payable pursuant to applicable law or regulations.

1 **SEC. 502. CONFORMING AMENDMENT.**

2 Chapter 13 of title 31, United States Code, is amend-  
3 ed by inserting after section 1313 the following new sec-  
4 tion:

5 **“§ 1314. Protection of social security from budget def-**  
6 **icit reduction measures**

7 “No reductions in benefits payable under the old-age,  
8 survivors, and disability insurance program established  
9 under title II of the Social Security Act shall be made as  
10 a consequence of the Budget Process Reform Act”.

11 **TITLE VI—TIMETABLE**

12 **SEC. 601. REVISION OF TIMETABLE.**

13 Section 300 (2 U.S.C. 631) is amended to read as  
14 follows:

15 “TIMETABLE

16 “SEC. 300. The timetable with respect to the Con-  
17 gressional budget process for any Congress (beginning  
18 with the One Hundred Fourth Congress) is as follows:

<b>“On or before:</b>	<b>Action to be completed:</b>
First Monday in February .....	President submits short-form budget recommendations.
February 15 .....	Congressional Budget Office submits report to Budget Committees.
February 25 .....	Committees submit views and estimates to Budget Committees.
March 31 .....	Budget Committees report joint resolution on the budget.
April 15 .....	Congress completes action on joint resolution on the budget and transmits it to the President for signature or veto.
President signs joint resolution, or Congress overrides veto.	Authorization and appropriations bills may be considered in the Congress.

**“On or before:**

15th day after enactment of joint  
budget resolution.  
June 10 .....

September 30 .....

October 1 .....

**Action to be completed:**

President submits complete budget  
and support documents.  
Appropriations Committees report  
last of annual appropriation bills.  
Congress completes action on rec-  
onciliation legislation and annual  
appropriation bills.  
Fiscal period begins. Congress com-  
pletes all necessary action on budg-  
et, authorizations and appropri-  
ations, or automatic continuing reso-  
lution takes effect.”.

1 **TITLE VII—CONFORMING AMENDMENTS**

2 **SEC. 701. CONFORMING AND TECHNICAL AMENDMENTS**

3 **CHANGING “CONCURRENT” TO “JOINT” RESO-**  
4 **LUTIONS.**

5 (a) Sections 300, 301, 302, 303, 304, 305, 308, 310,  
6 and 311 (2 U.S.C. 631 et seq.) are amended by striking  
7 “concurrent resolutions” each place it appears and by in-  
8 serting “joint resolution”.

9 (b) The table of contents set forth in section 1(b) is  
10 amended by striking “Concurrent” in the items relating  
11 to sections 301, 303, and 304 and inserting “Joint”.

12 (c) Clauses 4(a)(2), 4(b)(2), 4(g), and 4(h) of rule  
13 X, clause 8 of rule XXIII, and rule XLIX of the Rules  
14 of the House of Representatives are amended by striking  
15 “concurrent” and by inserting in its place “joint”.

16 (d) Section 258C(b)(1) of the Deficit Control Action  
17 of 1985 is amended by striking “concurrent” and by in-  
18 serting “joint”.

1 **SEC. 702. FURTHER CONFORMING AND TECHNICAL AMEND-**  
2 **MENTS.**

3 (a) Section 302(f) (2 U.S.C. 633(f)) is amended—

4 (1) in paragraph (1) by striking “(1) IN THE  
5 HOUSE OF REPRESENTATIVES.—”, by striking “new  
6 budget authority for such fiscal year, new entitle-  
7 ment authority effective during such fiscal year, or”  
8 and by striking “new discretionary budget authority,  
9 new entitlement authority, or”; and

10 (2) by striking paragraph (2).

11 (b) Section 303 is amended—

12 (1) in its heading by striking “NEW BUDGET  
13 AUTHORITY, NEW SPENDING AUTHORITY,” and the  
14 comma before “OR CHANGES”;

15 (2) in subsection (a) by striking paragraphs  
16 (1), (4) and (5) and by redesignating paragraphs  
17 (2), (3), and (6) as paragraphs (1), (2), and (3), re-  
18 spectively; and

19 (3) in subsection (b) by striking paragraph  
20 (1)(A), by striking “(B)”, by striking the dash after  
21 “resolution”, and by striking the last sentence.

22 (c) The table of contents set forth in section 1(b) is  
23 amended by striking “new budget authority, new spending  
24 authority,” and the comma before “or changes” in the  
25 item relating to section 303.

26 (d) Section 311 is amended—

1           (1) in its heading by striking “NEW BUDGET  
2           AUTHORITY, NEW SPENDING AUTHORITY, AND”;

3           (2) in subsection (a)(1) by striking “providing  
4           new budget authority for such fiscal year, providing  
5           new entitlement authority effective during such fis-  
6           cal year, or”; by striking “the appropriate level of  
7           total new budget authority or total budget outlays  
8           set forth in the most recently agreed to concurrent  
9           resolution on the budget to be exceeded, or”;

10          (3) by repealing subsection (b); and

11          (4) by redesignating subsection (c) as sub-  
12          section (b), and by striking “new budget authority,  
13          budget outlays, new entitlement authority, and” in  
14          subsection (c) (as redesignated).

15          (e) The table of contents set forth in section 1(b) is  
16          amended by striking “new budget authority, new spending  
17          authority, and” in the item relating to section 311.

18          (f) The last sentence of clause 4(b) of rule XI of the  
19          Rules of the House of Representatives is amended by in-  
20          serting before the period at the end of the following: “;  
21          nor shall it report any rule or order which would waive  
22          any point of order set forth in title III of the Budget Proc-  
23          ess Reform Act”.

24          (g) The first sentence of section 202(f)(1) of the Con-  
25          gressional Budget Act of 1974 is amended to read as fol-

1 lows: “On or before February 15 of each year, the Direc-  
2 tor shall submit to the Committees on the Budget of the  
3 House of Representatives and the Senate a report, for the  
4 fiscal year commencing on October 1 of that year, with  
5 respect to fiscal policy, including (A) estimated budget  
6 outlays in all functions and subfunctions for appropriated  
7 accounts for the current fiscal year and estimated budget  
8 outlays under current law for all entitlement programs for  
9 the next fiscal year, (B) alternative levels of total reve-  
10 nues, total new budget authority, and total outlays (in-  
11 cluding related surpluses and deficits), and (C) the levels  
12 of tax expenditures under existing law, taking into account  
13 projected economic factors and any changes in such levels  
14 based on proposals in the budget submitted by the Presi-  
15 dent for such fiscal year.”.

16 **SEC. 703. CONFORMING AMENDMENTS TO THE IMPOUND-**  
17 **MENT CONTROL ACT OF 1974.**

18 (a) Section 1011(5) (2 U.S.C. 682(5)) is amended—

19 (1) by striking “1012, and” and inserting

20 “1012, the 20-day periods referred to in paragraphs

21 (1)(b) and (2)(A) of section 1013(c), the 45-day pe-

22 riod referred to in section 1013(b), and”;

23 (2) by striking “1012 during” and inserting

24 “1012 or 1013 during”;

1           (3) by striking “of 45” and inserting “of the  
2 applicable number of”; and

3           (4) by striking “45-day period referred to in  
4 paragraph (3) of this section and in section 1012”  
5 and inserting “period or periods of time applicable  
6 under such section”.

7           (b) Section 1011 is further amended—

8           (1) in paragraph (4) by striking “1013” and in-  
9 serting “1014”; and

10          (2) in paragraph (5)—

11           (A) by striking “1016” and inserting  
12 “1017”; and

13           (B) by striking “1017(b)(1)” and inserting  
14 “1018(b)(1)”.

15          (c) Section 1015 (as redesignated) is amended—

16           (1) by striking “1012 or 1013” each place it  
17 appears and inserting “1012, 1013, or 1014”;

18           (2) in subsection (b)(1) by striking “1012” and  
19 inserting “1012 or 1013”;

20           (3) in subsection (b)(2) by striking “1013” and  
21 inserting “1014”; and

22           (4) in subsection (e)(1)—

23           (A) by striking “and” at the end of sub-  
24 paragraph (A),

1 (B) by redesignating subparagraph (B) as  
2 subparagraph (C),

3 (C) by striking “1013” in subparagraph  
4 (C) (as redesignated), and

5 (D) by inserting after subparagraph (A)  
6 the following new subparagraph:

7 “(B) he has transmitted a special message  
8 under section 1013 with respect to a proposed  
9 rescission; and”.

10 (d) Section 1016 (as redesignated) is amended by  
11 striking “1012 or 1013” each place it appears and insert-  
12 ing “1012, 1013, or 1014”.

13 (e) Section 1012(b) is amended by inserting before  
14 the last sentence the following new sentence: “The preced-  
15 ing sentence shall not apply to any item of budget author-  
16 ity proposed by the President to be rescinded under this  
17 section that the President has also proposed to rescind  
18 under section 1013 and with respect to which the 45-day  
19 period referred to in subsection (e) of such section has  
20 not expired.”.

21 (f) The table of sections set forth in section 1(b) is  
22 amended—

23 (1) by redesignating the items relating to sec-  
24 tions 1013 through 1017 as items relating to sec-  
25 tions through 1018, respectively; and

1           (2) by inserting after the item relating to sec-  
2           tion 1012 the following new item:

“Sec. 1013. Rescission of spending outside of congressional budget.”.

3   **SEC. 704. CONFORMING AMENDMENT TO TITLE 31, UNITED**  
4                                   **STATES CODE.**

5           (a) The analysis of chapter 13 of title 31, United  
6 States Code, is amended by inserting after the item relat-  
7 ing to section 1310 the following new items:

“Sec. 1311. Continuing appropriation.

“Sec. 1312. Contingency regulations.

“Sec. 1313. Appropriations must be biennial.

“Sec. 1314. Protection of Social Security from budget deficit reduction meas-  
ures.”.

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

10           “(5) except as provided in subsection (b) of this  
11 section—

12                   “(A) estimated expenditures and proposed  
13 appropriations for each function and  
14 subfunction in the current fiscal year;

15                   “(B) estimated expenditures and proposed  
16 appropriations the President decides are nec-  
17 essary to support the Government for each  
18 function and subfunction in the fiscal year for  
19 which the budget is submitted; and

20                   “(C) a comparison of levels of estimated  
21 expenditures and proposed appropriations for  
22 each function and subfunction in the current

1 fiscal year and the fiscal year for which the  
2 budget is submitted, along with the proposed  
3 increase or decrease of spending in percentage  
4 terms for each function and subfunction;”.

5 (b) Section 1105(a) of title 31, United States Code,  
6 is amended—

7 (1) in the first sentence, by inserting “on a sin-  
8 gle page, which sets forth specific budget ceilings for  
9 that fiscal period in the nineteen major functional  
10 categories described in section 201 of the Budget  
11 Process Reform Act” before the period; and

12 (2) by repealing the second sentence and all of  
13 the third sentence preceding the colon and inserting  
14 the following: “On or before the fifteenth day after  
15 a joint resolution on the budget for that budget pe-  
16 riod is enacted, the President shall submit a detailed  
17 budget for that fiscal period, including a budget  
18 message and summary and supporting information,  
19 as follows”.

20 **TITLE VIII—DEFINITIONS AND RULES OF**  
21 **INTERPRETATION**

22 **SEC. 801. DEFINITIONS.**

23 (a) DEFINITION OF BUDGET LAW.—Section 3(4) (2  
24 U.S.C. 622(4)), containing general definitions under the  
25 Budget Act is amended to read as follows:

1           “(4) The term ‘budget law’ or ‘joint resolution  
2 on the budget’ means—

3           “(A) a joint resolution setting forth the  
4 simplified budget for the United States Govern-  
5 ment for a fiscal period as provided in section  
6 301; and

7           “(B) any other joint resolution revising the  
8 budget for the United States Government for a  
9 fiscal period as described in section 304.”.

10       (b) OTHER DEFINITIONS.—Section 3 (2 U.S.C. 622)  
11 is further amended by adding at the end the following new  
12 paragraphs:

13           “(11) The term ‘major functional category’ re-  
14 fers to the groupings of budget authority, budget  
15 outlays, and credit authority (including continuing  
16 appropriations pursuant to section 1331 of title 31,  
17 United States Code) into any one of the following:

18           “Function 050: National Defense

19           “Function 150: International Affairs

20           “Function 250: General Science, Space  
21 and Technology

22           “Function 270: Energy

23           “Function 300: Natural Resources and  
24 Environment

25           “Function 350: Agriculture

1           “Function 400: Transportation

2           “Function 450: Community and Regional  
3           Development

4           “Function 500: Education, Training, Em-  
5           ployment and Social Services

6           “Function 550: Health

7           “Function 570: Medicare

8           “Function 600: Income Security

9           “Function 650: Social Security

10          “Function 700: Veterans Benefits and  
11          Services

12          “Function 750: Administration of Justice

13          “Function 800: General Government

14          “Function 900: Net Interest

15          “Function 920: Allowances

16          “Function 950: Undistributed Offsetting  
17          Receipts.”.

18          “(12) The term ‘budget ceiling’ means the dol-  
19          lar amount set forth in a budget law for a major  
20          functional category.

21          “(13) The term ‘spending bill’ means any bill or  
22          resolution, or amendment thereto or conference re-  
23          port thereon, which provides budget authority,  
24          spending authority, credit authority, or outlays.

1           “(14) The term ‘fiscal period’ means the twelve-  
2           month fiscal year beginning October 1 currently in  
3           use, or any other fiscal period (such as a biennial  
4           period) that may subsequently be adopted for the  
5           management of the budget of the United States.”.

6   **SEC. 802. AMENDMENTS TO CONGRESSIONAL BUDGET AND**  
7                           **IMPOUNDMENT CONTROL ACT OF 1974.**

8           Except as otherwise expressly provided, whenever any  
9           provision of this Act is expressed as an amendment to a  
10          section or other provision, the reference shall be deemed  
11          to be made to a section or other provision of the Congres-  
12          sional Budget and Impoundment Control Act of 1974.

13   **SEC. 803. USE OF TERMS.**

14          Whenever any term is used in this Act which is de-  
15          fined in section 3 of the Congressional Budget Impound-  
16          ment Control Act of 1974, the term shall have the mean-  
17          ing given to such term in that Act.

18                           **TITLE IX—EFFECTIVE DATE**

19   **SEC. 901. GENERAL PROVISION.**

20          Except as provided in section 902, this Act and the  
21          amendments made by it shall become effective January 1,  
22          1995, and shall apply to fiscal periods beginning after  
23          September 30, 1995.

24   **SEC. 902. FISCAL YEAR 1995.**

25          Notwithstanding subsection (a), the provisions of—

1           (1) the Congressional Budget Impoundment  
2           Control Act of 1974,  
3           (2) title 31, United States Code, and  
4           (3) the Balanced Budget and Emergency Defi-  
5           cit Control Act of 1985 (as such provisions were in  
6           effect on the day before the effective date of this  
7           Act),  
8 shall apply to the fiscal year beginning on October 1,  
9 1994.

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