



Congressional Budget Resolutions: Historical Information

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Summary

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

Congress has adopted 38 budget resolutions during the 34 years that the congressional budget process has been in effect. At least one budget resolution has been adopted every year except 1998 (for FY1999), 2002 (for FY2003), 2004 (for FY2005), and 2006 (for FY2007). A second budget resolution was adopted in each of the first seven years and a third budget resolution was adopted in one year (for FY1977). Since 1982, Congress has adopted only one budget resolution for each fiscal year. Congress initially was required to cover only the upcoming fiscal year in the budget resolution, but over the years Congress has expanded this time frame. Currently, the budget resolution must include at least five fiscal years.

The budget resolution may include reconciliation directives, instructing one or more committees to recommend legislative changes to meet the direct spending and revenue levels included in the budget resolution. In the past 34 years, Congress included reconciliation directives in 20 budget resolutions, leading to the enactment of 19 reconciliation measures.

During the past 34 years, the House has considered and adopted fewer amendments to the budget resolution than the Senate. The House has considered, on average, seven amendments per budget resolution. For more than two decades, the House has considered the budget resolutions under special rules that generally have made in order only amendments in the nature of a substitute. In all but one year, the House has rejected all such amendments. In contrast, the Senate has considered, on average, over 43 amendments per budget resolution, adopting, on average, 24 of these.

The congressional budget timetable sets April 15 as a target date for completing action on the annual budget resolution (prior to 1986, the date was May 15). During the past 34 years, Congress has completed action on the budget resolution by the date set forth in the timetable only six times, most recently in 2003 with the FY2004 budget resolution. Budget resolutions have been adopted, on average, almost 38 days after the target date.

This report will be updated as warranted.

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Introduction

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

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

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

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

The Balanced Budget and Emergency Deficit Control Act of 1985 (Title II of P.L. 99-177, 99 Stat. 1038-1101) eliminated the requirement for a second budget resolution beginning in FY1987. For several preceding years, for FY1983-FY1986, Congress did not adopt a second budget resolution, but instead included a provision in the first budget resolution that made the spending and revenue totals in it binding automatically as of the beginning of the fiscal year.

During the 34 years that the congressional budget process has been in effect, Congress has adopted 38 budget resolutions. At least one budget resolution has been adopted every year except 1998 (for FY1999), 2002 (for FY2003), 2004 (for FY2005), and 2006 (for FY2007).¹ Congress also adopted a second budget resolution in seven of the 32 years. In two of these years (1979 for

¹ In the absence of an agreed-upon budget resolution, the House (for FY1999, FY2003, FY2005 and FY2007) and Senate (for FY1999, FY2005, and FY2007) each have agreed to “deeming resolution” provisions for budget enforcement purposes. For further information on “deeming resolution” provisions, see CRS Report RL31443, *The “Deeming Resolution”: A Budget Enforcement Tool*, by Robert Keith.

FY1980 and 1981 for FY1982), the House adopted the Senate version of the second budget resolution rather than adopting its own; no conference report, therefore, was necessary for these budget resolutions. In 1977, Congress adopted a third budget resolution for FY1977, further revising the previous first and second budget resolutions for FY1977.

Table 1 lists all budget resolutions adopted by Congress, with the House and Senate votes on initial passage and adoption of the conference report. The *U.S. Statutes-at-Large* citations for adopted budget resolutions are listed in **Table 2**. (Although concurrent resolutions such as budget resolutions have no statutory authority, they are compiled in a special section of the *U.S. Statutes-at-Large*.) **Table 3** lists the budget resolutions rejected in the House. No budget resolutions were rejected in the Senate.

Table I. Congressional Budget Resolutions, FY1976-FY2009

Congress	Fiscal Year	Budget Resolution (Companion Measure)	Type ^a	Initial Passage		Conference Report	
				House Vote	Senate Vote	House Vote	Senate Vote
94th	1976	H.Con.Res. 218 (S.Con.Res. 32)	first	200-196	69-22	230-193	Voice
		H.Con.Res. 466 (S.Con.Res. 76)	second	225-191	69-23	189-187	74-19
	1977	S.Con.Res. 109 (H.Con.Res. 611)	first	221-155	62-22	224-170	65-29
		S.Con.Res. 139 (H.Con.Res. 728)	second	227-151	55-23	234-143	66-20
95th	1978	S.Con.Res. 10 (H.Con.Res. 110)	third	239-169	72-20	226-173	Voice
		S.Con.Res. 19 (H.Con.Res. 214)	first	213-179	56-31	221-177	54-23
	1979	H.Con.Res. 341 (S.Con.Res. 43)	second	199-188	63-21	215-187	68-21
		S.Con.Res. 80 (H.Con.Res. 559)	first	201-197	64-27	201-198	Voice
	1980	H.Con.Res. 683 (S.Con.Res. 104)	second	217-178	56-18	225-162	47-7
		H.Con.Res. 107 (S.Con.Res. 22)	first	220-184	64-20	202-196	72-17
96th	1981	S.Con.Res. 53 (H.Con.Res. 186) ^b	second	206-186	57-20	—	—
		H.Con.Res. 307 (S.Con.Res. 86)	first	225-193 ^c	68-28	205-195	61-26
	1982	H.Con.Res. 448 (S.Con.Res. 119)	second	241-174			
		H.Con.Res. 115 (S.Con.Res. 19)	first	203-191	48-46	voice	50-38
97th	1983	S.Con.Res. 50 (H.Con.Res. 230) ^d	second	270-154	78-20	244-155	76-20
		S.Con.Res. 92 (H.Con.Res. 352)	—	206-200	49-48	—	—
98th	1984	H.Con.Res. 91 (S.Con.Res. 27)	—	219-206	49-43	210-208	51-45
		H.Con.Res. 280 (S.Con.Res. 106)	—	229-196	50-49	239-186	51-43
99th	1985	S.Con.Res. 32 (H.Con.Res. 152)	—	250-168	41-34	232-162	voice
		S.Con.Res. 120 (H.Con.Res. 337)	—	258-170	voice	309-119	67-32
100th	1988	H.Con.Res. 93 (S.Con.Res. 49)	—	245-179	70-25	333-43	voice
		H.Con.Res. 268 (S.Con.Res. 113)	—	voice	56-42	215-201	53-46
101st	1990	H.Con.Res. 106 (S.Con.Res. 30)	—	319-102	69-26	201-181	58-29
			—	263-157	68-31	241-185	63-37

Congress	Fiscal Year	Budget Resolution (Companion Measure)	Type ^a	Initial Passage		Conference Report	
				House Vote	Senate Vote	House Vote	Senate Vote
102nd	1991	H.Con.Res. 310 (S.Con.Res. 110)	—	218-208	voice	250-164	66-33
	1992	H.Con.Res. 121 (S.Con.Res. 29)	—	261-163	voice	239-181	57-41
	1993	H.Con.Res. 287 (S.Con.Res. 106)	—	215-201 ^e 224-191	voice	209-207	52-41
103rd	1994	H.Con.Res. 64 (S.Con.Res. 18)	—	243-183	54-45	240-184	55-45
	1995	H.Con.Res. 218 (S.Con.Res. 63)	—	223-175	57-40	220-183	53-46
104th	1996	H.Con.Res. 67 (S.Con.Res. 13)	—	238-193	57-42	239-194	54-46
	1997	H.Con.Res. 178 (S.Con.Res. 57)	—	226-195	53-46	216-211	53-46
105th	1998	H.Con.Res. 84 (S.Con.Res. 27)	—	333-99	78-22	327-97	76-22
	1999 ^f	H.Con.Res. 284 (S.Con.Res. 86)	—	216-204	57-41	—	—
106th	2000	H.Con.Res. 68 (S.Con.Res. 20)	—	221-208	55-44	220-208	54-44
	2001	H.Con.Res. 290 (S.Con.Res. 101)	—	211-207	51-45	220-208	50-48
107th	2002	H.Con.Res. 83 (no companion measure) ^g	—	222-205	63-35	221-207	53-47
	2003 ^h	H.Con.Res. 353 (S.Con.Res. 100)	—	221-209	—	—	—
108th	2004	H.Con.Res. 95 (S.Con.Res. 23)	—	215-212	56-44	216-211	51-50
	2005 ⁱ	S.Con.Res. 95 (H.Con.Res. 393)	—	215-212	51-45	216-213	—
109th	2006	H.Con.Res. 95 (S.Con.Res. 18)	—	218-214	51-49	214-211	52-47
	2007 ⁱ	H.Con.Res. 376 (S.Con.Res. 83)	—	218-210	51-49	—	—
110th	2008	S.Con.Res. 21 (H.Con.Res. 99)	—	216-210	52-47	214-209	52-40
	2009	S.Con.Res. 70 (H.Con.Res. 312)	—	212-207	51-44	214-210	48-45

Source: Legislative Information System of the U.S. Congress [<http://www.congress.gov>].

- a. “Type” refers to whether the budget resolution was the first, second, or third for the fiscal year. For the first seven years of the congressional budget process, Congress adopted multiple budget resolutions each year. Since the FY1983 budget resolution, Congress has adopted only one a year.
- b. The House rejected its version of the budget resolution (see Appendix C of this report) and adopted the Senate’s version of the budget resolution; no conference report was necessary.
- c. The question was divided, with separate votes on sections 1-5 and 7, and on section 6 (revised FY1980 budget resolution).

- d. The House laid its version of the budget resolution on the table by unanimous consent and adopted the Senate's version of the budget resolution; no conference report was necessary.
- e. The question was divided, with separate votes on sections 1, 2 and 4, and on section 3 (revised the spending and revenue levels if certain legislation was not enacted into law before conferees on the budget resolution were appointed).
- f. Congress did not complete action on a budget resolution for FY1999. In the absence of a budget resolution, the House agreed to H.Res. 477 on June 19, 1998, and H.Res. 5 on Jan. 6, 1999, both deeming the budget levels contained in the House-adopted FY1999 budget resolution (H.Con.Res. 284) generally to have been adopted by Congress, for budget enforcement purposes. Likewise, the Senate agreed to S.Res. 209 on Apr. 2, 1998, and S.Res. 312 on Oct. 21, 1998, both setting forth budget levels to be enforced as if they were included in a budget resolution agreed to by Congress.
- g. The Senate Budget Committee did not mark up or report a budget resolution for FY2002. Instead, the Senate considered the House-passed budget resolution after the Senate Budget Committee was discharged from its consideration.
- h. Congress did not complete action on a budget resolution for FY2003. In the absence of a budget resolution, the House agreed to H.Res. 428 on May 22, 2002, and H.Res. 5 on Jan. 7, 2003, deeming the House-adopted FY2003 budget resolution (H.Con.Res. 353, 107th Congress) to have been adopted by Congress, for budget enforcement purposes. The Senate did not take similar action.
- i. Congress did not complete action on a budget resolution for FY2005. The House agreed to the conference report to S.Con.Res. 95 (H.Rept. 108-498) on May 19, 2004, but the Senate never considered it. In the absence of a budget resolution, the House included a provision (Section 2) in the special rule (H.Res. 649) governing the consideration of the conference report to S.Con.Res. 95 "deeming" the conference report to have been agreed to by Congress. The Senate included a provision (Section 14007) in the Defense Appropriations Act, 2005 (P.L. 108-287) setting forth the FY2005 spending allocations for the Senate Appropriations Committee.
- j. Congress did not complete action on a budget resolution for FY2007. In the absence of a budget resolution, the House agreed to a provision in the special rule (Section 2 of H.Res. 818) governing the consideration of the FY2007 Interior Appropriations Act, (H.R. 5286) "deeming" the House-passed FY2007 budget resolution (H.Con.Res. 376) to have been agreed to by Congress. The Senate included a provision (section 7035) in the Emergency Supplemental Appropriations Act for Defense, the Global War on Terror, and Hurricane Recovery, 2006, (P.L. 109-234) setting forth the FY2007 spending allocations for the Senate Appropriations Committee.

Table 2. U.S. Statutes-at-Large Citations of Budget Resolutions, FY1976-FY2009

Congress	Fiscal Year	Type ^a	Budget Resolution	U.S. Statutes-at-Large Citation
94 th	1976	first	H.Con.Res. 218	89 Stat. 1197-1198
		second	H.Con.Res. 466	89 Stat. 1209-1210
	1977	first	S.Con.Res. 109	90 Stat. 3029-3030
		second	S.Con.Res. 139	90 Stat. 3044-3045
95 th	1977	third	S.Con.Res. 10	91 Stat. 1666-1667
	1978	first	S.Con.Res. 19	91 Stat. 1670-1673
		second	H.Con.Res. 341	91 Stat. 1683-1684
	1979	first	S.Con.Res. 80	92 Stat. 3870-3872
		second	H.Con.Res. 683	92 Stat. 3878-3879
96 th	1980	first	H.Con.Res. 107	93 Stat. 1413-1416
		second	S.Con.Res. 53	93 Stat. 1428-1433
	1981	first	H.Con.Res. 307	94 Stat. 3655-3668
		second	H.Con.Res. 448	94 Stat. 3680-3688
97 th	1982	first	H.Con.Res. 115	95 Stat. 1743-1759
		second	S.Con.Res. 50	95 Stat. 1778
	1983	—	S.Con.Res. 92	96 Stat. 2647-2661
98 th	1984	—	H.Con.Res. 91	97 Stat. 1501-1523
	1985	—	H.Con.Res. 280	98 Stat. 3484-3498
99 th	1986	—	S.Con.Res. 32	99 Stat. 1941-1959
	1987	—	S.Con.Res. 120	100 Stat. 4354-4370
100 th	1988	—	H.Con.Res. 93	101 Stat. 1986-2003
	1989	—	H.Con.Res. 268	102 Stat. 4875-4886
101 st	1990	—	H.Con.Res. 106	103 Stat. 2540-2554
	1991	—	H.Con.Res. 310	104 Stat. 5163-5181
102 nd	1992	—	H.Con.Res. 121	105 Stat. 2414-2433
	1993	—	H.Con.Res. 287	106 Stat. 5165-5189
103 rd	1994	—	H.Con.Res. 64	107 Stat. 2508-2538
	1995	—	H.Con.Res. 218	108 Stat. 5075-5103
104 th	1996	—	H.Con.Res. 67	109 Stat. 996-1030
	1997	—	H.Con.Res. 178	110 Stat. 4434-4482
105 th	1998	—	H.Con.Res. 84	111 Stat. 2710-2760
	1999 ^b	—	—	—
106 th	2000	—	H.Con.Res. 68	113 Stat. 1968-1999
	2001	—	H.Con.Res. 290	114 Stat. 3139-3173
107 th	2002	—	H.Con.Res. 83	115 Stat. 2486-2516
	2003 ^c	—	—	—
108 th	2004	—	H.Con.Res. 95	117 Stat. 2910-2942

Congress	Fiscal Year	Type ^a	Budget Resolution	U.S. Statutes-at-Large Citation
	2005 ^d	—	—	—
109 th	2006	—	H.Con.Res. 95	119 Stat. 3633-3658
	2007 ^e	—	—	—
110 th	2008	—	S.Con.Res. 21	not available
	2009	—	S.Con.Res. 70	not available

Source: U.S. Statutes-at-Large, various volumes.

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

- a. "Type" refers to whether the budget resolution was the first, second, or third for the fiscal year. For the first seven years of the congressional budget process, Congress adopted multiple budget resolutions each year. Since the FY1983 budget resolution, Congress has adopted only one a year.
- b. Congress did not complete action on a budget resolution for FY1999.
- c. Congress did not complete action on a budget resolution for FY2003.
- d. Congress did not complete action on a budget resolution for FY2005.
- e. Congress did not complete action on a budget resolution for FY2007.

Table 3. Budget Resolutions Rejected in the House, FY1976-FY2009

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

Source: Legislative Information System of the U.S. Congress <http://www.congress.gov>.

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

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

Formulation and Content of the Budget Resolution

Formulation of the Budget Resolution

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

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

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

Table 4 provides a list of the House, Senate, and conference reports to the first budget resolutions adopted by Congress each year.

Table 4. Committee Reports to Budget Resolutions, FY1976- FY2009

Fiscal Year	Budget Resolution (Companion Measure)	House Report	Senate Report/Print	Conference Report(s)
1976	H.Con.Res. 218 (S.Con.Res. 32)	H.Rept. 94-145	S.Rept. 94-77	H.Rept. 94-198 S.Rept. 94-113
1977	S.Con.Res. 109 (H.Con.Res. 611)	H.Rept. 94-1030	S.Rept. 94-731	H.Rept. 94-1108 S.Rept. 94-805
1978	S.Con.Res. 19 (H.Con.Res. 214)	H.Rept. 95-239	S.Rept. 95-90	H.Rept. 95-291 S.Rept. 95-134
1979	S.Con.Res. 80 (H.Con.Res. 559)	H.Rept. 95-1055	S.Rept. 95-739	H.Rept. 95-1173 S.Rept. 95-866
1980	H.Con.Res. 107 (S.Con.Res. 22)	H.Rept. 96-95	S.Rept. 96-68	H.Rept. 96-211 S.Rept. 96-192
1981	H.Con.Res. 307 (S.Con.Res. 86)	H.Rept. 96-857	S.Rept. 96-654	H.Rept. 96-1051 S.Rept. 96-792
1982	H.Con.Res. 115 (S.Con.Res. 19)	H.Rept. 97-23	S.Rept. 97-49	H.Rept. 97-46 S.Rept. 97-86
1983	S.Con.Res. 92 (H.Con.Res. 352)	H.Rept. 97-597	S.Rept. 97-385	H.Rept. 97-614 S.Rept. 97-478
1984	H.Con.Res. 91 (S.Con.Res. 27)	H.Rept. 98-41	S.Rept. 98-63	H.Rept. 98-248 S.Rept. 98-155
1985	H.Con.Res. 280 (S.Con.Res. 106)	[none]	S.Rept. 98-399	H.Rept. 98-1079
1986	S.Con.Res. 32 (H.Con.Res. 152)	H.Rept. 99-133	S.Rept. 99-15	H.Rept. 99-249

Fiscal Year	Budget Resolution (Companion Measure)	House Report	Senate Report/Print	Conference Report(s)
1987	S.Con.Res. 120 (H.Con.Res. 337)	H.Rept. 99-598	S.Rept. 99-264	H.Rept. 99-664
1988	H.Con.Res. 93 (S.Con.Res. 49)	[none]	[none]	H.Rept. 100-175 S.Rept. 100-76
1989	H.Con.Res. 268 (S.Con.Res. 113)	H.Rept. 100-523	S.Rept. 100-311	H.Rept. 100-658
1990	H.Con.Res. 106 (S.Con.Res. 30)	H.Rept. 101-42	S.Rept. 101-20	H.Rept. 101-50
1991	H.Con.Res. 310 (S.Con.Res. 110)	H.Rept. 101-455	[none]	H.Rept. 101-820
1992	H.Con.Res. 121 (S.Con.Res. 29)	H.Rept. 102-32	S.Rept. 102-40	H.Rept. 102-69
1993	H.Con.Res. 287 (S.Con.Res. 106)	H.Rept. 102-450	[none]	H.Rept. 102-529
1994	H.Con.Res. 64 (S.Con.Res. 18)	H.Rept. 103-31	S.Rept. 103-19	H.Rept. 103-48
1995	H.Con.Res. 218 (S.Con.Res. 63)	H.Rept. 103-428	S.Rept. 103-238	H.Rept. 103-490
1996	H.Con.Res. 67 (S.Con.Res. 13)	H.Rept. 104-120	S.Rept. 104-82	H.Rept. 104-159
1997	H.Con.Res. 178 (S.Con.Res. 57)	H.Rept. 104-575	S.Rept. 104-271	H.Rept. 104-612
1998	H.Con.Res. 84 (S.Con.Res. 27)	H.Rept. 105-100	[none]	H.Rept. 105-116
1999 ^a	<i>H.Con.Res. 284</i> <i>(S.Con.Res. 86)</i>	<i>H.Rept. 105-555</i>	<i>S.Rept. 105-170</i>	—
2000	H.Con.Res. 68 (S.Con.Res. 20)	H.Rept. 106-73	S.Rept. 106-27	H.Rept. 106-91
2001	H.Con.Res. 290 (S.Con.Res. 101)	H.Rept. 106-530	S.Rept. 106-251	H.Rept. 106-577
2002	H.Con.Res. 83 (no companion measure) ^b	H.Rept. 107-26	[none]	H.Rept. 107-60
2003 ^c	<i>H.Con.Res. 353</i> <i>(S.Con.Res. 100)</i>	<i>H.Rept. 107-376</i>	<i>S.Rept. 107-141</i>	—
2004	H.Con.Res. 95 (S.Con.Res. 23)	H.Rept. 108-37	S.Prt. 108-19	H.Rept. 108-71
2005 ^d	<i>S.Con.Res. 95</i> <i>(H.Con.Res. 393)</i>	<i>H.Rept. 108-441</i>	<i>S.Prt. 108-365</i>	<i>H.Rept. 108-498</i>
2006	H.Con.Res. 95 (S.Con.Res. 18)	H.Rept. 109-17	S.Prt. 109-18	H.Rept. 109-62
2007 ^e	<i>H.Con.Res. 376</i> <i>(S.Con.Res. 83)</i>	<i>H.Rept. 109-402</i>	<i>S.Prt. 109-57</i>	—
2008	S.Con.Res. 21 (H.Con.Res. 99)	H.Rept. 110-69	S.Prt. 110-19	H.Rept. 110-153

Fiscal Year	Budget Resolution (Companion Measure)	House Report	Senate Report/Print	Conference Report(s)
2009	S.Con.Res. 70 (H.Con.Res. 312)	H.Rept. 110-543	S.Prt. 110-39	H.Rept. 110-659

Source: Legislative Information System of the U.S. Congress <http://www.congress.gov>.

Notes: This list includes first budget resolutions only.

- a. Congress did not complete action on a budget resolution for FY1999.
- b. The Senate Budget Committee did not mark up or report a budget resolution for FY2002. Instead, the Senate considered the House-passed budget resolution after the Senate Budget Committee was discharged from its consideration.
- c. Congress did not complete action on a budget resolution for FY2003.
- d. Congress did not complete action on a budget resolution for FY2005. The House agreed to the conference report to S.Con.Res. 95 on May 19, 2004, but the Senate did not consider it.
- e. Congress did not complete action on a budget resolution for FY2007.

Content of the Budget Resolution

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

- aggregate levels of new budget authority, outlays, the budget surplus or deficit, and the public debt;
- aggregate levels of federal revenues and the amount, if any, by which the aggregate levels of federal revenues should be increased or decreased by legislative action;
- amounts of new budget authority and outlays for each of the major functional categories; and
- for purposes of Senate enforcement procedures, Social Security outlays and revenues (although these amounts are not included in the budget surplus or deficit totals due to their off-budget status).

In addition to the content required by the Budget Act, Section 301(b) lists several other matters that may be included in the budget resolution. **Table 5** provides a table indicating selected components included in first budget resolutions for FY1976-FY2009.

Table 5. Selected Components Included in Budget Resolutions, FY1976-FY2009

Fiscal Year	Budget Resolution	Reconciliation Directives	Credit Levels	Number of Reserve Funds ^a	Number of Declaratory Statements ^b	Number of Procedural Provisions ^c
1976	H.Con.Res. 218	—	—	0	0	0
1977	S.Con.Res. 109	—	—	0	0	0
1978	S.Con.Res. 19	—	—	0	1	0
1979	S.Con.Res. 80	—	—	0	0	0

Fiscal Year	Budget Resolution	Reconciliation Directives	Credit Levels	Number of Reserve Funds^a	Number of Declaratory Statements^b	Number of Procedural Provisions^c
1980	H.Con.Res. 107	—	—	0	0	0
1981	H.Con.Res. 307	X	X	0	3	1
1982	H.Con.Res. 115	X	X	0	2	1
1983	S.Con.Res. 92	X	X	0	3	6
1984	H.Con.Res. 91	X	X	1 ^d	3	3
1985	H.Con.Res. 280	—	X	0	1	3
1986	S.Con.Res. 32	X	X	0	7	2
1987	S.Con.Res. 120	X	X	2	8	1
1988	H.Con.Res. 93	X	X	3	3	4
1989	H.Con.Res. 268	—	X	3	3	1
1990	H.Con.Res. 106	X	X	2	2	1
1991	H.Con.Res. 310	X	X	1	0	1
1992	H.Con.Res. 121	—	X	5	2	3
1993	H.Con.Res. 287	—	X	5	8	4
1994	H.Con.Res. 64	X	X	7	29	4
1995	H.Con.Res. 218	—	X	13	14	4
1996	H.Con.Res. 67	X	X	2	14	5
1997	H.Con.Res. 178	X	X	3	39	3
1998	H.Con.Res. 84	X	X	10	40	3
1999 ^e	H.Con.Res. 284	X	—	0	7	1
	S.Con.Res. 86	—	—	4 ^f	16	0
2000	H.Con.Res. 68	X	—	7	22	3
2001	H.Con.Res. 290	X	—	10	44	13
2002	H.Con.Res. 83	X	—	9	14	5
2003 ^g	H.Con.Res. 353	—	—	6	7	1
	S.Con.Res. 100	—	—	3	27	6
2004	H.Con.Res. 95	X	—	8	16	5
2005 ^h	S.Con.Res. 95	X	—	9	15	5
2006	H.Con.Res. 95	X	—	10	8	6
2007 ⁱ	H.Con.Res. 376	X	—	8	4	7
	S.Con.Res. 83	X	—	22	0	6
2008	S.Con.Res. 21	X	—	23	17	9
2009	S.Con.Res. 70	—	—	37	13	8

Sources: *U.S. Statutes-at-Large*, various volumes, and the respective conference reports on the budget resolutions.

Notes: This list includes first budget resolutions only.

- a. "Reserve fund" refers to any provision establishing procedures to revise spending or revenue levels, or both, if certain legislation is enacted or some other condition is met.
- b. Declaratory statements express, in non-binding terms, the sense of the Congress, the sense of the House, or the sense of the Senate on various issues.
- c. Some examples of the procedural provisions include deferred enrollment; automatic second budget resolutions; special budgetary treatment of certain activities, such as the sale of government assets; and more recently, enforcement of a pay-as-you-go rules in the Senate, and limits on advance appropriations. The number of procedural provisions does not include reconciliation instructions or reserve funds.
- d. The FY1984 budget resolution provided for a single deficit-neutral reserve fund for all legislative initiatives included in the Manager's Statement.
- e. Congress did not complete action on a budget resolution for FY1999. Entries represent FY1999 budget resolutions agreed to by the respective chamber.
- f. This number does not include a provision allowing for revisions in spending levels if the line-item veto was ruled unconstitutional.
- g. Congress did not complete action on a budget resolution for FY2003. Entries represent FY2003 budget resolutions agreed to by the House and reported by the Senate Budget Committee, respectively.
- h. Congress did not complete action on a budget resolution for FY2005. Entries represent the conference report to S.Con.Res. 95 (H.Rept. 108-498). The House agreed to the conference report on May 19, 2004, but the Senate did not consider it.
- i. Congress did not complete action on a budget resolution for FY2007. Entries represent FY2007 budget resolutions agreed to by the respective chamber.

The most important of the optional matters is the inclusion of reconciliation directives provided by Section 310 of the Budget Act. Budget reconciliation is an optional two-step process Congress may use to bring direct spending, revenue, and debt-limit levels into compliance with those set forth in budget resolutions.² In order to accomplish this, Congress first includes reconciliation directives in a budget resolution directing one or more committees in each chamber to recommend changes in statute to achieve the levels of direct spending, revenues, debt limit, or a combination thereof, agreed to in the budget resolution. The legislative language recommended by committees then is packaged "without any substantive revision" into one or more reconciliation bills, as set forth in the budget resolution, by the House and Senate Budget Committees. In some instances, a committee may be required to report its legislative recommendations directly to its chamber.

Once the Budget Committees, or individual committees if so directed, report reconciliation legislation to their respective chambers, consideration is governed by special procedures.³ These special rules serve to limit what may be included in reconciliation legislation, to prohibit certain amendments, and to encourage its completion in a timely fashion.

During the 34-year period since the congressional budget process was established, Congress has included reconciliation directives to House and Senate committees in 20 budget resolutions.⁴ The

² For a more detailed discussion of the reconciliation process, see CRS Report RL33030, *The Budget Reconciliation Process: House and Senate Procedures*, by Robert Keith and Bill Heniff Jr.

³ For a brief summary of these procedures, see CRS Report 98-814, *Budget Reconciliation Legislation: Development and Consideration*, by Bill Heniff Jr.

⁴ The number (19) of budget resolutions containing reconciliation directives includes the FY1976 second budget resolution (H.Con.Res. 466). There has been an ongoing controversy about whether the directive in this budget resolution was a reconciliation directive as set forth in Section 310 of the Congressional Budget Act. The Senate treated it as such and considered the resultant legislation (H.R. 5559, as reported by the Senate Finance Committee, 94th (continued...))

directives resulted in the enactment of 19 reconciliation measures. On four occasions (in 1982, 1986, 1997, and 2006), Congress adopted two reconciliation measures in one year. Four reconciliation measures have been vetoed, in 1975, 1995, 1999, and 2000. **Table 6** lists the budget resolutions that contained reconciliation directives and the associated reconciliation acts.

Table 6. Budget Resolutions and Associated Reconciliation Acts, FY1976-FY2009

Fiscal Year	Budget Resolution	Fiscal Years Covered by Reconciliation Directives	Associated Reconciliation Acts	Date Enacted (or Vetoed)
1976	H.Con.Res. 466 ^a	1976	Revenue Adjustment Act of 1975 (H.R. 5559)	12-17-1975 (vetoed)
1981	H.Con.Res. 307	1980-1981 ^b	Omnibus Reconciliation Act of 1980 (P.L. 96-499)	12-05-1980
1982	H.Con.Res. 115	1981-1984 ^c	Omnibus Budget Reconciliation Act of 1981 (P.L. 97-35)	08-13-1981
1983	S.Con.Res. 92	1983-1985	Tax Equity and Fiscal Responsibility Act of 1982 (P.L. 97-248) Omnibus Budget Reconciliation Act of 1982 (P.L. 97-253)	09-03-1982 09-08-1982
1984	H.Con.Res. 91	1984-1986	Omnibus Budget Reconciliation Act of 1983 (P.L. 98-270)	04-18-1984
1986	S.Con.Res. 32	1986-1988	Consolidated Omnibus Budget Reconciliation Act of 1985 (P.L. 99-272)	04-07-1986
1987	S.Con.Res. 120	1987-1989	Omnibus Budget Reconciliation Act of 1986 (P.L. 99-509)	10-21-1986
1988	H.Con.Res. 93	1988-1990	Omnibus Budget Reconciliation Act of 1987 (P.L. 100-203)	12-22-1987
1990	H.Con.Res. 106	1990 (Senate) 1990-1991 (House)	Omnibus Budget Reconciliation Act of 1989 (P.L. 101-239)	12-19-1989
1991	H.Con.Res. 310	1991-1995	Omnibus Budget Reconciliation Act of 1990 (P.L. 101-508)	11-05-1990
1994	H.Con.Res. 64	1994-1998	Omnibus Budget Reconciliation Act of 1993 (P.L. 103-66)	08-10-1993
1996	H.Con.Res. 67	1996-2002	Balanced Budget Act of 1995 (H.R. 2491)	12-06-1995 (vetoed)

(...continued)

Congress) under the reconciliation procedures. The House did not, however, consider and adopt its version of the resultant legislation as a reconciliation measure, and thus it presumably did not consider the directive as a reconciliation directive. See Floyd M. Riddick and Alan S. Frumin, *Riddick's Senate Procedure: Precedents and Practices* (Rev. ed.), S.Doc. 101-28, 101st Cong., 1st sess. (Washington: GPO, 1992), pp. 622-623. The legislation subsequently was adopted by the Senate and House but was vetoed by the President. For further information on these directives, see (1) CRS Congressional distribution memorandum, *Reconciliation Directives to House Committees in Budget Resolutions for FY1976-FY2005*, by Bill Heniff Jr.; and (2) CRS Congressional distribution memorandum, *Reconciliation Directives to Senate Committees in Budget Resolutions for FY1976-FY2005*, by Bill Heniff Jr. (both available from the author).

Fiscal Year	Budget Resolution	Fiscal Years Covered by Reconciliation Directives	Associated Reconciliation Acts	Date Enacted (or Vetoed)
1997	H.Con.Res. 178	1997-2002	Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (P.L. 104-193)	08-22-1996
1998	H.Con.Res. 84	1998-2002	Balanced Budget Act of 1997 (P.L. 105-33) Taxpayer Relief Act of 1997 (P.L. 105-34)	08-05-1997 08-05-1997
2000	H.Con.Res. 68	2000-2009	Taxpayer Refund and Relief Act of 1999 (H.R. 2488)	09-23-1999 (vetoed)
2001	H.Con.Res. 290	2001-2005	Marriage Tax Relief Reconciliation Act of 2000 (H.R. 4810)	08-05-2000 (vetoed)
2002	H.Con.Res. 83	2001-2011	Economic Growth and Tax Relief Reconciliation Act of 2001 (P.L. 107-16)	07-07-2001
2004	H.Con.Res. 95	2003-2013	Jobs and Growth Tax Relief Reconciliation Act of 2003 (P.L. 108-27)	05-28-2003
2006	H.Con.Res. 95	2005-2010 2006-2010	Deficit Reduction Act of 2005 (P.L. 109-171) Tax Increase Prevention and Reconciliation Act of 2005 (P.L. 109-222)	02-08-2006 05-17-2006
2008	S.Con.Res.21	2007-2012	College Cost Reduction and Access Act (P.L. 110-84)	09-27-2007

Sources: *U.S. Statutes-at-Large*, various volumes, and the Legislative Information System of the U.S. Congress <http://www.congress.gov/>. For further information on reconciliation measures, see CRS Report RL33030, *The Budget Reconciliation Process: House and Senate Procedures*, by Robert Keith and Bill Heniff Jr.

Notes: Each budget resolution listed was the first, or sole, budget resolution for the fiscal year, except for FY 1976, which was the second budget resolution for that year.

- a. There has been an ongoing controversy about whether the directive in this budget resolution was a reconciliation directive as set forth in Section 310 of the Congressional Budget Act of 1974. The Senate treated it as such and considered the resultant legislation (H.R. 5559, as reported by the Senate Finance Committee, 94th Congress) under the reconciliation procedures. The House did not, however, consider and adopt its version of the resultant legislation as a reconciliation measure, and thus it presumably did not consider the directive as a reconciliation directive. See Floyd M. Riddick and Alan S. Frumin, *Riddick's Senate Procedure: Precedents and Practices* (Rev. ed.), S.Doc. 101-28, 101st Cong., 1st sess. (Washington: GPO, 1992), pp. 622-623.
- b. The House and Senate Appropriations Committees were instructed in the budget resolution to submit legislation (e.g., rescissions of previously enacted appropriations) to reduce spending for FY 1980.
- c. The Senate Appropriations Committee was instructed in the budget resolution to submit legislation to reduce spending for FY 1981 (budget authority and outlays) and FY 1982-1984 (outlays only).

Beginning with the FY 1981 budget resolution, Congress also included amounts for federal credit activities. The 1985 Balanced Budget Act permanently required the inclusion of aggregate and functional levels of direct loan obligations and primary loan guarantee commitments in budget resolutions. The inclusion of federal credit levels, however, was made optional by the Budget Enforcement Act of 1997 (Title X of P.L. 105-33; 111 Stat. 677-712). Of the 27 first budget resolutions adopted by Congress, 18 budget resolutions included federal credit amounts.

Another optional component of budget resolutions has been the inclusion of reserve funds. The reserve fund provisions generally provide for the revision of budget resolution aggregates,

functional allocations, and committee allocations if certain deficit-neutral legislation is enacted or some other condition is met. Over the last decade, Congress often has included several reserve funds in budget resolutions (as indicated in **Table 5**). For instance, the FY2009 budget resolution (S.Con.Res. 70, 110th Congress) included 37 reserve funds.

In recent years, declaratory statements increasingly have been included in budget resolutions. These nonbinding statements express the sense of Congress, the sense of the House, or the sense of the Senate on various issues. As indicated in **Table 5**, Congress has included, on average, 22 declaratory statements in the last 12 budget resolutions (not including budget resolutions for FY1999, FY2003, FY2005, and FY2007 because Congress did not complete action on these measures) but only, on average, about two and a half declaratory statements in the first 18 budget resolutions.

The annual budget resolution also may require a deferred enrollment procedure (see Section 301(b)(3) of the Budget Act), under which all or certain bills providing new budget authority or new entitlement authority for the upcoming fiscal year cannot be enrolled until Congress has completed action on a reconciliation measure (or, prior to FY1987, a reconciliation measure or the second budget resolution). Budget resolutions for FY1981, FY1982, FY1983, and FY1984 contained deferred enrollment provisions.⁵

Lastly, Congress has included several other procedural provisions in budget resolutions. Under Section 301(b)(4) of the Budget Act, the so-called *elastic clause*, Congress may “set forth such other matters, and require such other procedures, relating to the budget, as may be appropriate to carry out the purposes of” the Congressional Budget Act in the budget resolution. The number of procedural provisions included in budget resolutions is listed in the last column of **Table 5**. Some of these procedural provisions include deferred enrollment; automatic second budget resolutions; special budgetary treatment of certain activities, such as the sale of government assets; and more recently, enforcement of a pay-as-you-go requirement in the Senate, and limits on advance appropriations.

Number of Years Covered by the Budget Resolution

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

The Budget Enforcement Act (BEA) of 1990 (Title XIII of P.L. 101-508, Omnibus Budget Reconciliation Act of 1990, 104 Stat. 1388-573-1388 through 630) temporarily extended to five fiscal years the period the budget resolution is required to cover. The 1990 BEA provision originally covered five-year periods beginning in FY1991 and continuing through FY1995; this provision was extended to cover the FY1996 through FY1998 budget resolutions in 1993 (Title

⁵ The FY1983 budget resolution exempted legislation dealing with certain trust funds from its deferred enrollment provision.

XIV of P.L. 103-66, Omnibus Budget Reconciliation Act of 1993, 107 Stat. 683-685). As an integral part of Congress's goal of achieving a balanced budget by FY2002, the FY1996 and FY1997 budget resolutions covered seven and six fiscal years, respectively. The Budget Enforcement Act of 1997 (Title X of P.L. 105-33, Balanced Budget Act of 1997, 111 Stat. 677-712) amended the Budget Act to require permanently that a budget resolution cover the budget year and *at least* the four ensuing fiscal years.

Table 7 provides information regarding the number of years covered by the budget resolutions agreed to by Congress.

Congress also may revise budget levels for the current year in the budget resolution, pursuant to Section 304 of the Budget Act. Congress has adopted 15 first budget resolutions that revised current-year budget levels.

Table 7. Number of Years Covered by Budget Resolutions, FY1976-FY2009

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

Fiscal Year	Budget Resolution	Fiscal Year(s) Covered	Current Fiscal Year Revision	Number of Years Covered, Excluding Current Year
1999 ^a	H.Con.Res. 284	1998-2003	1998	5
	S.Con.Res. 86	1998-2003	1998	5
2000	H.Con.Res. 68	2000-2009	—	10
2001	H.Con.Res. 290	2000-2005	2000	5
2002	H.Con.Res. 83	2001-2011	2001	10
2003 ^b	H.Con.Res. 353	2003-2007	—	5
	S.Con.Res. 100	2003-2012	—	10
2004	H.Con.Res. 95	2003-2013	2003	10
2005 ^c	S.Con.Res. 95	2005-2009	—	5
2006	H.Con.Res. 95	2005-2010	2005	5
2007 ^d	H.Con.Res. 376	2007-2011	—	5
	S.Con.Res. 83	2006-2011	2006	5
2008	S.Con.Res. 21	2007-2012	2007	5
2009	S.Con.Res. 70	2008-2013	2008	5

Sources: *U.S. Statutes-at-Large*, various volumes, and the respective conference reports on the budget resolutions.

Notes: This list includes first budget resolutions only.

- a. Congress did not complete action on a budget resolution for FY1999. Entries represent FY1999 budget resolutions agreed to by the respective chamber.
- b. Congress did not complete action on a budget resolution for FY2003. Entries represent FY2003 budget resolutions agreed to by the House and reported by the Senate Budget Committee, respectively.
- c. Congress did not complete action on a budget resolution for FY2005. Entry represents the conference report to S.Con.Res. 95 (H.Rept. 108-498). The House agreed to the conference report on May 19, 2004, but the Senate did not consider it.
- d. Congress did not complete action on a budget resolution for FY2007. Entries represent FY2007 budget resolutions agreed to by the respective chamber.

Consideration and Adoption of the Budget Resolution

Floor consideration of the budget resolution differs in the House and Senate. Section 305 of the Budget Act sets forth special procedures for the consideration of the budget resolution, generally to expedite its consideration. The House, however, regularly adopts a special rule, a simple House resolution, setting forth the terms for consideration of the measure. In particular, special rules have been used for more than a decade to limit the offering of amendments to a few major substitutes. **Table 8** lists the special rules that provided for the consideration of budget resolutions in the House.

In contrast, floor consideration in the Senate is governed by the procedures set forth in the Congressional Budget Act. The procedures generally limit debate and prohibit certain amendments and motions.⁶

Table 8. Special Rules Providing for the Consideration of Budget Resolutions in the House, FY1976-FY2009

Fiscal Year	Special Rule	Budget Resolution	Date Special Rule Was Adopted ^a	Vote
1976	[none]	H.Con.Res. 218	—	—
1977	[none]	H.Con.Res. 611	—	—
1978	H.Res. 515	H.Con.Res. 195 ^b	04-26-1977	400-1
	[none]	H.Con.Res. 214	—	—
1979	[none]	H.Con.Res. 559	—	—
1980	[none]	H.Con.Res. 107	—	—
1981	H.Res. 642	H.Con.Res. 307	04-23-1980	261-143
	H.Res. 649 ^c	H.Con.Res. 307	04-30-1980	voice
1982	H.Res. 134	H.Con.Res. 115	04-30-1981	328-76
1983	H.Res. 477	H.Con.Res. 345 ^b	05-21-1982	voice
	H.Res. 496	H.Con.Res. 352	06-10-1982	339-72
1984	H.Res. 144	H.Con.Res. 91	03-22-1983	230-187
	H.Res. 243	H.Con.Res. 91 (conf. rept.)	06-23-1983	voice
1985	H.Res. 476	H.Con.Res. 280	04-04-1984	302-89
1986	H.Res. 177	H.Con.Res. 152	05-22-1985	273-141
	H.Res. 253	S.Con.Res. 32 (conf. rept.)	08-01-1985	voice
1987	H.Res. 397	H.Con.Res. 296 ^b	03-13-1986	239-168
	H.Res. 455	H.Con.Res. 337	05-14-1986	voice
1988	H.Res. 139	H.Con.Res. 93	04-08-1987	241-168
	H.Res. 201	H.Con.Res. 93 (conf. rept.)	06-23-1987	voice
1989	H.Res. 410	H.Con.Res. 268	03-23-1988	voice
	H.Res. 461	H.Con.Res. 268 (conf. rept.)	05-26-1988	voice
1990	H.Res. 145	H.Con.Res. 106	05-03-1989	voice
1991	H.Res. 382	H.Con.Res. 310	04-26-1990	voice
	H.Res. 488	H.Con.Res. 310 ^b	10-04-1990	339-94
	H.Res. 496 ^d	(conf. rept.) H.Con.Res. 310 (conf. rept.)	10-06-1990	285-105
1992	H.Res. 123	H.Con.Res. 121	04-16-1991	392-9
	H.Res. 157	H.Con.Res. 121 (conf. rept.)	05-22-1991	257-164

⁶ For a discussion of these procedures, see CRS Report 98-511, *Consideration of the Budget Resolution*, by Bill Heniff Jr.

Fiscal Year	Special Rule	Budget Resolution	Date Special Rule Was Adopted ^a	Vote
1993	H.Res. 386	H.Con.Res. 287	03-04-1992	239-183
	H.Res. 463	H.Con.Res. 287 (conf. rept.)	05-21-1992	253-160
1994	H.Res. 131	H.Con.Res. 64	03-17-1993	voice
	H.Res. 133 ^e	H.Con.Res. 64	03-18-1993	251-172
	H.Res. 145	H.Con.Res. 64 (conf. rept.)	03-31-1993	250-172
1995	H.Res. 384	H.Con.Res. 218	03-10-1994	245-171
	H.Res. 418	H.Con.Res. 218 (conf. rept.)	05-05-1994	228-168
1996	H.Res. 149	H.Con.Res. 67	05-17-1995	225-168
	H.Res. 175	H.Con.Res. 67	06-29-1995	234-180
	H.Res. 309	(conf. rept.)	12-19-1995	229-189
		H.Con.Res. 122 ^b		
1997	H.Res. 435	H.Con.Res. 178	05-16-1996	227-196
	H.Res. 450	H.Con.Res. 178 (conf. rept.)	06-12-1996	232-190
1998	H.Res. 152	H.Con.Res. 84	05-20-1997	278-142
	H.Res. 160	H.Con.Res. 84 (conf. rept.)	06-05-1997	373-47
1999	H.Res. 455	H.Con.Res. 284	06-04-1998	216-197
2000	H.Res. 131	H.Con.Res. 68	03-25-1999	228-194
	H.Res. 137	H.Con.Res. 68 (conf. rept.)	04-14-1999	221-205
2001	H.Res. 446	H.Con.Res. 290	03-23-2000	228-194
	H.Res. 474	H.Con.Res. 290 (conf. rept.)	04-13-2000	221-205
2002	H.Res. 100	H.Con.Res. 83	03-28-2000	282-130
	H.Res. 134 ^f	H.Con.Res. 83		409-1
	H.Res. 136	(conf. rept.)	05-08-2001	218-208
H.Con.Res. 83 (conf. rept.)		05-09-2001		
2003	H.Res. 372	H.Con.Res. 353	03-05-2002	222-206
2004	H.Res. 151	H.Con.Res. 95	03-20-2003	voice
	H.Res. 191	H.Con.Res. 95 (conf. rept.)	04-11-2003	221-202
2005	H.Res. 574	H.Con.Res. 393	03-25-2004	voice
	H.Res. 649	S.Con.Res. 95 (conf. rept.)	05-19-2004	220-204
2006	H.Res. 154	H.Con.Res. 95	03-16-2005	228-196
	H.Res. 248	H.Con.Res. 95 (conf. rept.)	04-28-2005	voice
2007	H.Res. 766 ^g	H.Con.Res. 376	04-06-2006	225-196
	H.Res. 817		05-17-2006	226-193
2008	H.Res. 275 ^h	H.Con.Res. 99	03-28-2007	229-197
	H.Res. 409	S.Con.Res. 21 (conf. rept.)	05-17-2007	225-194

Fiscal Year	Special Rule	Budget Resolution	Date Special Rule Was Adopted ^a	Vote
2009	H.Res. 1036 ⁱ	H.Con.Res. 312	03-12-2008	223-195
	H.Res. 1214	S.Con.Res. 70 (conf. rept.)	05-21-2008	220-199

Source: Legislative Information System of the U.S. Congress <http://www.congress.gov>.

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

- a. No special rules were rejected.
- b. The budget resolution was rejected (see **Table 3** in this report).
- c. The special rule provided for technical corrections of H.Res. 642.
- d. The special rule provided for consideration of a revised conference report (H.Rept. 101-820); the original conference report (H.Rept. 101-802) was rejected (see **Table 3** in this report).
- e. The special rule provided for further consideration of H.Con.Res. 64.
- f. The special rule provided for the recommittal of the conference report to the conference committee; two pages reportedly were missing from the original printed conference report (H.Rept. 107-55).
- g. H.Res. 766 provided for debate only.
- h. The House also considered and adopted H.Res. 370, which provided for the consideration of S.Con.Res. 21, as amended by the text of H.Con.Res. 99, as adopted by the House, in order to facilitate a conference with the Senate on S.Con.Res. 21. The House adopted H.Res. 370 by a vote of 221-197 on May 8, 2007.
- i. The House also considered and adopted H.Res. 1190, which provided for the consideration of S.Con.Res. 70, as amended by the text of H.Con.Res. 312, as adopted by the House, in order to facilitate a conference with the Senate on S.Con.Res. 70. The House adopted H.Res. 1190 by a vote of 214-203 on May 14, 2008.

Amendments to the Budget Resolution

Amendments in the House

The House has considered, on average, almost seven amendments per budget resolution.⁷ The largest number of amendments considered was 45 in 1979; the largest number agreed to was 11 in 1979 (the first FY1983 budget resolution also was amended 11 times, but it subsequently was rejected). **Table 9** identifies the number of accepted and rejected amendments to budget resolutions considered in the House. The amending activity in the House during the last several years is in marked contrast to the early years of the congressional budget process. During the first eight years, the House considered, on average, 16 amendments per budget resolution, agreeing to, on average, four of these. In contrast, during the past 26 years, the House has considered very few amendments to budget resolutions, averaging three per budget resolution, and agreeing to even fewer of these. Of the 92 amendments considered by the House during this time period, only four were adopted. Since 1992, the House has rejected all amendments.

Contributing to this trend, the House special rule typically has allowed for consideration of only amendments in the nature of a substitute to the budget resolution. For example, between 1983 and

⁷ The averages presented in this section are derived from all first budget resolutions considered on the House floor, including those ultimately rejected by the House.

2008 (for the FY1984-FY2009 budget resolutions), 87 out of the 92 amendments to the budget resolution made in order by the special rule were amendments in the nature of a substitute. Only one of these 87 amendments in the nature of a substitute was agreed to; that one contained the budget resolution text recommended by the House Budget Committee offered by its chair at the time, Representative William H. Gray III (PA). **Table 10** lists the amendments in the nature of a substitute to the budget resolution made in order by the special rule.

Table 9. Number of Amendments to Budget Resolutions Considered in the House, FY1976-FY2009

Fiscal Year	Budget Resolution	Amendments ^a			
		Accepted	Rejected	Total	Success Rate ^b
1976	H.Con.Res. 218	3	3	6	50%
1977	H.Con.Res. 611	2	14	16	13%
1978	H.Con.Res. 195 ^c	6	10	16	60%
	H.Con.Res. 214	2	6	8	25%
1979	H.Con.Res. 559	3	13	16	19%
1980	H.Con.Res. 107	11	34	45	24%
1981	H.Con.Res. 307	1	10	11	9%
1982	H.Con.Res. 115	2	2	4	50%
1983	H.Con.Res. 345 ^c	11	27	38	29%
	H.Con.Res. 352	1	1	2	50%
1984	H.Con.Res. 91	0	0	0	—
1985	H.Con.Res. 280	0	7	7	0%
1986	H.Con.Res. 152	1	6	7	14%
1987	H.Con.Res. 296 ^c	0	0	0	—
	H.Con.Res. 337	0	3	3	0%
1988	H.Con.Res. 93	1	3	4	25%
1989	H.Con.Res. 268	0	3	3	0%
1990	H.Con.Res. 106	1	4	5	20%
1991	H.Con.Res. 310	0	3	3	0%
1992	H.Con.Res. 121	1	3	4	25%
1993	H.Con.Res. 287	0	3	3	0%
1994	H.Con.Res. 64	0	3	3	0%
1995	H.Con.Res. 218	0	4	4	0%
1996	H.Con.Res. 67	0	3	3	0%
	H.Con.Res. 122 ^c	0	0	0	—
1997	H.Con.Res. 178	0	3	3	0%
1998	H.Con.Res. 84	0	5	5	0%
1999	H.Con.Res. 284	0	2	2	0%
2000	H.Con.Res. 68	0	3	3	0%
2001	H.Con.Res. 290	0	5	5	0%

Fiscal Year	Budget Resolution	Amendments ^a			
		Accepted	Rejected	Total	Success Rate ^b
2002	H.Con.Res. 83	0	4	4	0%
2003	H.Con.Res. 100	0	0	0	—
2004	H.Con.Res. 95	0	4	4	0%
2005	H.Con.Res. 393	0	4	4	0%
2006	H.Con.Res. 95	0	4	4	0%
2007	H.Con.Res. 376	0	3	3	0%
2008	H.Con.Res. 99	0	3	3	0%
2009	H.Con.Res. 312	0	3	3	0%

Source: Legislative Information System of the U.S. Congress <http://www.congress.gov>.

Notes: This list includes first budget resolutions only. The number of amendments in this table does not include any amendments automatically agreed to upon the adoption of the special rule reported by the House Rules Committee providing for the consideration of the budget resolution.

- a. No amendments were withdrawn or ruled out of order.
- b. "Success rate" is the percentage of amendments accepted.
- c. The budget resolution was rejected (see **Table 3** in this report).

Table 10. Amendments in the Nature of a Substitute to Budget Resolutions Made in Order by a Special Rule in the House, FY1976-FY2009

Fiscal Year	Budget Resolution	Amendment Sponsor	Date	Vote	Disposition
1976	H.Con.Res. 218a	—	—	—	—
1977	H.Con.Res. 611a	—	—	—	—
1978	H.Con.Res. 195b	—	—	—	—
	H.Con.Res. 214a	—	—	—	—
1979	H.Con.Res. 559a	—	—	—	—
1980	H.Con.Res. 107a	—	—	—	—
1981	H.Con.Res. 307	Obey	04-30-1980	201-213	rejected
		Ottinger	04-30-1980	70-336	rejected
		Holt	05-01-1980	164-246	rejected
		Rousselot	05-06-1980	191-218	rejected
		Latta	05-06-1980	175-242	rejected
1982	H.Con.Res. 115	Fauntroy	05-06-1981	69-356	rejected
		Obey	05-06-1981	119-303	rejected
		Latta	05-07-1981	253-176	accepted
1983	H.Con.Res. 345c	Miller (CA)	05-24-1982	181-225	rejected
		Obey	05-24-1982	152-268	rejected
		Fauntroy	05-24-1982	86-322	rejected
		Rousselot	05-25-1982	182-242	rejected
		Latta	05-27-1982	192-235	rejected
		Aspin	05-27-1982	137-289	rejected
		Jones (OK)	05-27-1982	171-253	rejected

Fiscal Year	Budget Resolution	Amendment Sponsor	Date	Vote	Disposition
	H.Con.Res. 352	Latta	06-10-1982	220-207	accepted
		Jones (OK)	06-10-1982	202-225	rejected
1984	H.Con.Res. 91	Lattad	—	—	—
1985	H.Con.Res. 280	Wirth	04-04-1984	1-401	rejected
		Dannemeyer	04-04-1984	51-354	rejected
		Roemer	04-04-1984	59-338	rejected
		Dixon	04-05-1984	76-333	rejected
		McHugh	04-05-1984	132-284	rejected
		MacKay	04-05-1984	108-310	rejected
		Latta	04-05-1984	107-311	rejected
1986	H.Con.Res. 152	Dannemeyer	05-22-1985	39-382	rejected
		Pursell	05-22-1985	87-335	rejected
		Leland	05-22-1985	54-361	rejected
		Latta	05-23-1985	102-329	rejected
1987	H.Con.Res. 296e	—	—	—	—
	H.Con.Res. 337	Dannemeyer	05-15-1986	73-338	rejected
		Leland	05-15-1986	61-359	rejected
		Latta	05-15-1986	145-280	rejected
1988	H.Con.Res. 93	Gray (PA)	04-09-1987	230-192	accepted
		Gray (PA)	04-09-1987	27-394	rejected
		Dannemeyer	04-09-1987	47-369	rejected
		Dymally	04-09-1987	56-362	rejected
1989	H.Con.Res. 268	Dannemeyer	03-23-1988	75-347	rejected
		Porter	03-23-1988	64-354	rejected
		Penny	03-23-1988	27-394	rejected
1990	H.Con.Res. 106	Dannemeyer	05-04-1989	72-350	rejected
		Dellums	05-04-1989	81-343	rejected
		Kasich	05-04-1989	30-393	rejected
		Gephardt	05-04-1989	49-373	rejected
1991	H.Con.Res. 310	Kasich	04-26-1990	106-305	rejected
		Dannemeyer	04-26-1990	48-354	rejected
		Dellums	05-01-1990	90-334	rejected
1992	H.Con.Res. 121	Dannemeyer	04-17-1991	79-332	rejected
		Kasich	04-17-1991	114-303	rejected
		Gradison	04-17-1991	89-335	rejected
1993	H.Con.Res. 287	Dannemeyer	03-04-1992	60-344	rejected
		Gradison	03-04-1992	42-370	rejected
		Towns	03-05-1992	77-342	rejected
1994	H.Con.Res. 64	Kasich	03-18-1993	135-295	rejected
		Solomon	03-18-1993	20-409	rejected
		Mfume	03-18-1993	87-335	rejected
1995	H.Con.Res. 218	Frank (MA)	03-10-1994	105-313	rejected
		Solomon	03-10-1994	73-342	rejected
		Mfume	03-11-1994	81-326	rejected
		Kasich	03-11-1994	165-243	rejected

Fiscal Year	Budget Resolution	Amendment Sponsor	Date	Vote	Disposition
1996	H.Con.Res. 67	Gephardt	05-18-1995	100-325	rejected
		Neumann	05-18-1995	89-342	rejected
		Payne (NJ)	05-18-1995	56-367	rejected
	H.Con.Res. 122f	—	—	—	—
1997	H.Con.Res. 178	Payne (NJ)	05-16-1996	63-362	rejected
		Orton	05-16-1996	130-295	rejected
		Sabo	05-16-1996	117-304	rejected
1998	H.Con.Res. 84	Doolittle	05-21-1997	119-313	rejected
		Brown (CA)	05-21-1997	91-339	rejected
		Waters	05-21-1997	72-358	rejected
		Kennedy (MA)	05-21-1997	123-306	rejected
		Shuster	05-21-1997	214-216	rejected
1999	H.Con.Res. 284	Neumann	06-05-1998	158-262	rejected
		Spratt	06-05-1998	164-257	rejected
2000	H.Con.Res. 68	Coburn	03-25-1999	2-426	rejected
		Minge	03-25-1999	134-295	rejected
		Spratt	03-25-1999	173-250	rejected
2001	H.Con.Res. 290	Owens	03-23-2000	70-348	rejected
		DeFazio	03-23-2000	61-351	rejected
		Stenholm	03-23-2000	171-243	rejected
		Sununu	03-23-2000	78-339	rejected
		Spratt	03-23-2000	184-233	rejected
2002	H.Con.Res. 83	Kucinich	03-28-2001	79-343	rejected
		Stenholm	03-28-2001	204-221	rejected
		Flake	03-28-2001	81-341	rejected
		Spratt	03-28-2001	183-243	rejected
2003	H.Con.Res. 353	—	—	—	—
2004	H.Con.Res. 95	Hill	03-20-2003	174-254	rejected
		Toomey	03-20-2003	80-342	rejected
		Cummings	03-20-2003	85-340	rejected
		Spratt	03-20-2003	192-236	rejected
2005	H.Con.Res. 393	Cummings	03-25-2004	119-302	rejected
		Stenholm	03-25-2004	183-243	rejected
		Hensarling	03-25-2004	116-309	rejected
		Spratt	03-25-2004	194-232	rejected
2006	H.Con.Res. 95	Hensarling	03-17-2005	102-320	rejected
		Watt	03-17-2005	134-292	rejected
		Spratt	03-17-2005	165-264	rejected
2007	H.Con.Res. 376	Watt	05-17-2006	131-294	rejected
		Hensarling	05-18-2006	94-331	rejected
		Spratt	05-18-2006	184-241	rejected
2008	H.Con.Res. 99	Kilpatrick	03-29-2007	115-312	rejected
		Woolsey	03-29-2007	81-340	rejected
		Ryan	03-29-2007	160-268	rejected
2009	H.Con.Res. 312	Kilpatrick	03-13-2008	126-292	rejected
		Lee	03-13-2008	98-322	rejected
		Ryan	03-13-2008	157-263	rejected

Source: Legislative Information System of the U.S. Congress <http://www.congress.gov>

Notes: See **Table 8** for a list of special rules providing for consideration of budget resolutions in the House. An amendment in the nature of a substitute strikes all text after the resolving clause and replaces it with a different text. This list includes first budget resolutions only. Text of the amendments may be found in the *Congressional Record* and the report accompanying the special rule.

- a. The budget resolution was not considered under a special rule.
- b. The budget resolution was considered under an open rule (H.Res. 515); no specific amendments in the nature of a substitute were made in order. H.Con.Res. 195 was rejected (see **Table 3** in this report).
- c. H.Con.Res. 345 was rejected (see **Table 3** in this report).
- d. The special rule (H.Res. 144) made in order an amendment in the nature of a substitute by, and if offered by, Rep. Latta, but he did not offer one.
- e. The budget resolution was considered under a closed rule (H.Res. 397). H.Con.Res. 296 was rejected (see **Table 3** in this report).
- f. The budget resolution was considered under a closed rule (H.Res. 309). H.Con.Res. 122 was rejected (see **Table 3** in this report).

Amendments in the Senate

Unlike the House, which has no reporting deadline for its budget committee to report a budget resolution, the Senate has an April 1 reporting deadline for the budget resolution.⁸ In addition, the terms of debate and the consideration of amendments are not structured by a special rule, as in the House, but instead are governed by the procedures set forth in Section 305(b) of the Budget Act. Typically, a larger number of amendments is considered, consisting of substitute amendments as well as amendments that address specific issues.

During the period between 1975 and 2008, the Senate considered, on average, over 43 amendments per budget resolution, agreeing to, on average, 24 of these.⁹ The largest number of amendments considered was 113 in 2008; the largest number agreed to was 89, also in 2008. **Table 11** identifies the number of amendments accepted, rejected, withdrawn, and ruled out-of-order during Senate consideration of budget resolutions. In contrast to the House, the number of amendments considered by the Senate has increased over the last decade. For the last 15 budget resolutions considered on the floor for example, the Senate considered, on average, about 75 amendments per budget resolution, agreeing to, on average, about 46 of these. Amendments have been agreed to in the Senate at a much higher rate compared to the House as well. For instance, in 11 of the past 15 years in which a budget resolution was considered on the floor, the success rate for amendments has equaled or exceeded 60%.

⁸ For further information, see CRS Report RS20541, *Congressional Budget Resolutions: Reporting Deadline in the Senate*, by Robert Keith.

⁹ The averages presented in this section are derived from all first budget resolutions considered on the Senate floor. Accordingly, they do not include the FY2003 budget resolution because it was not considered on the Senate floor.

Table 11. Number of Amendments to Budget Resolutions Considered in the Senate, FY1976-FY2009

Fiscal Year	Budget Resolution	Amendments					Total (RC)	Success Rate ^a
		Adopted (RC)	Rejected (RC)	Fell on Point of Order (RC)	Withdrawn			
1976	S.Con.Res. 32	1 (0)	4 (4)	0	0	5 (4)	20%	
1977	S.Con.Res. 109	1 (0)	7 (7)	0	0	8 (7)	13%	
1978	S.Con.Res. 19	5 (3)	2 (2)	0	0	7 (5)	71%	
1979	S.Con.Res. 80	0	10 (10)	0	0	10 (10)	0%	
1980	S.Con.Res. 22	5 (4)	12 (12)	0	0	17 (16)	29%	
1981	S.Con.Res. 86	12 (6)	30 (28)	0	0	42 (34)	29%	
1982	S.Con.Res. 9 ^b	4 (1)	31 (31)	1 (1)	5	41 (33)	10%	
	S.Con.Res. 19	2 (1)	17 (17)	0	1	20 (18)	10%	
1983	S.Con.Res. 92	8 (1)	29 (27)	0	0	37 (28)	22%	
1984	S.Con.Res. 27	7 (4)	24 (23)	0	0	31 (27)	23%	
1985	S.Con.Res. 106	2 (0)	0	0	0	2 (0)	100%	
1986	S.Con.Res. 32	15 (12)	24 (24)	0	0	39 (36)	38%	
1987	S.Con.Res. 120	13 (5)	7 (7)	0	2	22 (12)	59%	
1988	S.Con.Res. 49	5 (3)	8 (8)	0	2	15 (11)	33%	
1989	S.Con.Res. 113	8 (4)	4 (4)	0	0	12 (8)	67%	
1990	S.Con.Res. 30	23 (2)	2 (2)	0	1	26 (4)	88%	
1991	S.Con.Res. 110	1 (0)	0	0	0	1 (0)	100%	
1992	S.Con.Res. 29	7 (0)	5 (5)	1 (1)	1	14 (6)	50%	
1993	S.Con.Res. 106	15 (5)	3 (3)	2 (2)	1	21 (10)	71%	
1994	S.Con.Res. 18	22 (15)	28 (28)	0	0	50 (43)	44%	
1995	S.Con.Res. 63	26 (3)	9 (9)	0	4	39 (12)	67%	
1996	S.Con.Res. 13	26 (11)	33 (33)	12 (12)	1	72 (56)	36%	
1997	S.Con.Res. 57	41 (18)	21 (20)	2 (2)	2	66 (40)	62%	
1998	S.Con.Res. 27	39 (6)	12 (12)	1 (1)	11	63 (19)	62%	
1999	S.Con.Res. 86	57 (15)	8 (6)	12 (12)	29	106 (33)	54%	
2000	S.Con.Res. 20	57 (5)	8 (7)	9 (6)	20	95 (18)	60%	
2001	S.Con.Res. 101	38 (10)	10 (10)	5 (5)	3	56 (25)	68%	
2002	H.Con.Res. 83 ^c	51 (12)	10 (7)	2 (2)	3	66 (21)	77%	
2003	S.Con.Res. 100 ^d	—	—	—	—	—	—	
2004	S.Con.Res. 23	44 (13)	35 (35)	2 (2)	1	82 (50)	54%	
2005	S.Con.Res. 95	39 (5)	19 (17)	2 (2)	4	64 (24)	61%	
2006	S.Con.Res. 18	48 (14)	24 (22)	0	1	73 (36)	66%	
2007	S.Con.Res. 83	54 (9)	27 (25)	0	6	87 (34)	62%	

Fiscal Year	Budget Resolution	Amendments					Total (RC)	Success Rate ^a
		Adopted (RC)	Rejected (RC)	Fell on Point of Order (RC)	Withdrawn			
2008	S.Con.Res. 21	63 (7)	24 (24)	1 (1)	3	91 (32)	69%	
2009	S.Con.Res. 70	88 (16)	20 (20)	4 (4)	1	113 (40)	78%	

Source: Legislative Information System of the U.S. Congress <http://www.congress.gov>

Note: This list includes first budget resolutions only. "RC" refers to the number of amendments on which a roll call vote occurred in relation to the amendment. For purposes of this table, roll call votes in relation to an amendment to the budget resolution include roll call votes on agreeing to an amendment, on a motion to table an amendment, and on a motion to waive a point of order against an amendment.

- a. "Success rate" is the percentage of amendments accepted.
- b. The budget resolution was adopted by the Senate on April 2, 1981, by a vote of 88-10; no further action was taken.
- c. The Senate Budget Committee did not mark up or report a budget resolution for FY2002. Instead, the Senate considered the House-passed budget resolution after the Senate Budget Committee was discharged from its consideration.
- d. The Senate Budget Committee reported the FY2003 budget resolution, but the full Senate did not consider it.

Timing of Action on the Budget Resolution

Congress is required to complete action on the budget resolution by April 15 each year. **Table 12** lists the dates of final adoption of budget resolutions for FY1976-FY2009. Since 1974, Congress has met the budget resolution deadline only six times, most recently in 2003 with the FY2004 budget resolution. Under the original timetable (prior to 1986, the deadline was May 15), Congress adopted the annual budget resolution on time twice, in 1975 and 1976. After the target date was changed to April 15 by the 1985 Balanced Budget Act, Congress has completed action on the budget resolution by the target date four times, in 1993, 1999, 2000, and 2003. Further, Congress did not adopt a budget resolution four times (in 1998 for FY1999, in 2002 for FY2003, in 2004 for FY2005, and in 2006 for FY2007).

Table 12. Dates of Final Adoption of the Annual Budget Resolution, FY1976-FY2009

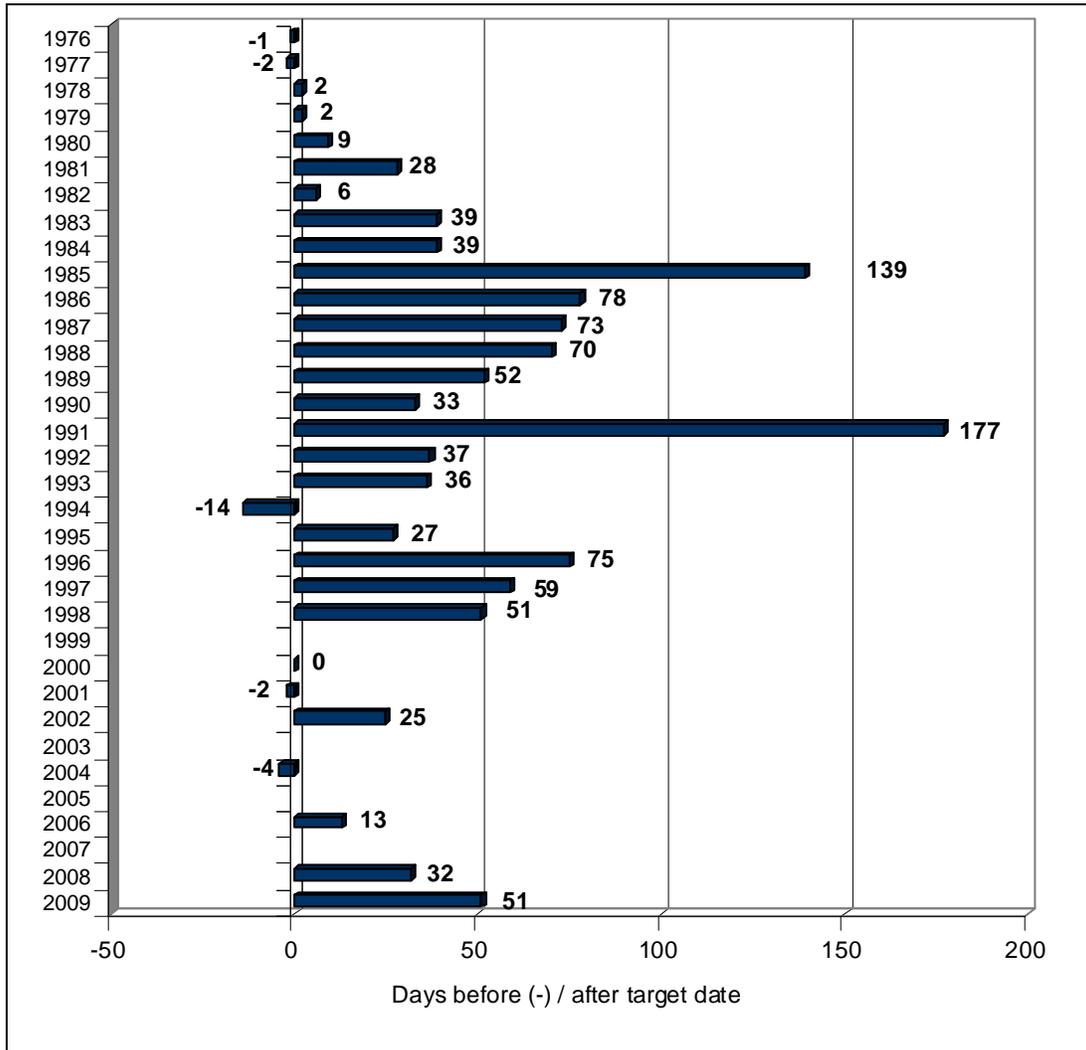
Fiscal Year	Date Adopted	Fiscal Year	Date Adopted
1977	05-13-1976	1994	04-01-1993
1978	05-17-1977	1995	05-12-1994
1979	05-17-1978	1996	06-29-1995
1980	05-24-1979	1997	06-13-1996
1981	06-12-1980	1998	06-05-1997
1982	05-21-1981	1999	[none]
1983	06-23-1982	2000	04-15-1999
1984	06-23-1983	2001	04-13-2000
1985	10-01-1984	2002	05-10-2001

Fiscal Year	Date Adopted	Fiscal Year	Date Adopted
1986	08-01-1985	2003	[none]
1987	06-27-1986	2004	04-11-2003
1988	06-24-1987	2005	[none]
1989	06-06-1988	2006	04-28-2005
1990	05-18-1989	2007	[none]
1991	10-09-1990	2008	05-17-2007
1992	05-22-1991	2009	06-05-2008
1993	05-21-1992		

Source: Legislative Information System of the U.S. Congress <http://www.congress.gov>.

In those years in which Congress has adopted a budget resolution (that is, not including the budget resolutions for FY1999, FY2003, FY2005, and FY2007), it has adopted the budget resolution an average of almost 38 days after the target date. The FY1991 budget resolution was adopted the latest, on October 9, 1990, or 177 days after the deadline. The earliest adoption of a budget resolution was for FY1994, on April 1, 1993, or 14 days before the deadline. **Figure 1** illustrates the number of days before or after the target date the annual budget resolution was adopted. **Table 13** and **Table 14** provide a list of dates related to the consideration and adoption of the budget resolution in the House and the Senate, respectively.

Figure 1. Number of Days Before or After Target Date That Action on the Annual Budget Resolution Was Completed, FY1976-FY2009



Notes: The target date for adoption of the budget resolution was May 15 for FY1976-FY1986 and April 15 thereafter. Congress did not complete action on the budget resolutions for FY1999, FY2003, FY2005, and FY2007. The FY2000 budget resolution was adopted on the target date of April 15; thus, the value is zero.

Table 13. Timing of House Action on Budget Resolutions, FY1976-FY2009

Fiscal Year	Budget Resolution (Companion Measure)	Type ^a	Date Consideration Began	Date of Initial Passage	Date Conference Report Adopted
1976	H.Con.Res. 218 (S.Con.Res. 32)	first	04-30-1975	05-01-1975	05-14-1975
	H.Con.Res. 466 (S.Con.Res. 76)	second	11-11-1975	11-12-1975	12-12-1975
1977	S.Con.Res. 109 (H.Con.Res. 611)	first	04-27-1976	04-29-1976	05-13-1976
	S.Con.Res. 139 (H.Con.Res. 728)	second	09-08-1976	09-09-1976	09-16-1976
	S.Con.Res. 10 (H.Con.Res. 110)	third	02-22-1977	02-23-1977	03-03-1977
1978	S.Con.Res. 19 (H.Con.Res. 214)	first	05-05-1977	05-05-1977	05-17-1977
	H.Con.Res. 341 (S.Con.Res. 43)	second	09-07-1977	09-08-1977	09-15-1977
1979	S.Con.Res. 80 (H.Con.Res. 559)	first	05-02-1978	05-10-1978	05-17-1978
	H.Con.Res. 683 (S.Con.Res. 104)	second	08-15-1978	08-16-1978	09-21-1978
1980	H.Con.Res. 107 (S.Con.Res. 22)	first	04-30-1979	05-14-1979	05-24-1979
	S.Con.Res. 53 (H.Con.Res. 186)	second	11-28-1979	11-28-1979	— ^b
1981	H.Con.Res. 307 (S.Con.Res. 86)	first	04-23-1980	05-07-1980	06-12-1980
	H.Con.Res. 448 (S.Con.Res. 119)	second	11-18-1980	11-18-1980	11-20-1980
1982	H.Con.Res. 115 (S.Con.Res. 19)	first	04-30-1981	05-07-1981	05-20-1981
	S.Con.Res. 50 (H.Con.Res. 230)	second	12-10-1981	12-10-1981	— ^c
1983	S.Con.Res. 92 (H.Con.Res. 352)	—	06-10-1982	06-10-1982	06-22-1982
1984	H.Con.Res. 91 (S.Con.Res. 27)	—	03-22-1983	03-23-1983	06-23-1983
1985	H.Con.Res. 280 (S.Con.Res. 106)	—	04-04-1984	04-05-1984	10-01-1984
1986	S.Con.Res. 32 (H.Con.Res. 152)	—	05-22-1985	05-23-1985	08-01-1985
1987	S.Con.Res. 120 (H.Con.Res. 337)	—	05-14-1986	05-15-1986	06-26-1986
1988	H.Con.Res. 93 (S.Con.Res. 49)	—	04-08-1987	04-09-1987	06-23-1987
1989	H.Con.Res. 268 (S.Con.Res. 113)	—	03-23-1988	03-23-1988	05-26-1988
1990	H.Con.Res. 106 (S.Con.Res. 30)	—	05-03-1989	05-04-1989	05-17-1989
1991	H.Con.Res. 310 (S.Con.Res. 110)	—	04-25-1990	05-01-1990	10-08-1990
1992	H.Con.Res. 121 (S.Con.Res. 29)	—	04-16-1991	04-17-1991	05-22-1991
1993	H.Con.Res. 287 (S.Con.Res. 106)	—	03-04-1992	03-05-1992	05-21-1992
1994	H.Con.Res. 64 (S.Con.Res. 18)	—	03-17-1993	03-18-1993	03-31-1993
1995	H.Con.Res. 218 (S.Con.Res. 63)	—	03-10-1994	03-11-1994	05-05-1994
1996	H.Con.Res. 67 (S.Con.Res. 13)	—	05-17-1995	05-18-1995	06-29-1995
1997	H.Con.Res. 178 (S.Con.Res. 57)	—	05-15-1996	05-16-1996	06-12-1996
1998	H.Con.Res. 84 (S.Con.Res. 27)	—	05-20-1997	05-21-1997	06-05-1997
1999 ^d	H.Con.Res. 284 (S.Con.Res. 86)	—	06-04-1998	06-05-1998	—
2000	H.Con.Res. 68 (S.Con.Res. 20)	—	03-25-1999	03-25-1999	04-14-1999
2001	H.Con.Res. 290 (S.Con.Res. 101)	—	03-23-2000	03-23-2000	04-13-2001
2002	H.Con.Res. 83 (no companion measure) ^e	—	03-27-2001	03-28-2001	05-09-2001
2003 ^f	H.Con.Res. 353 (S.Con.Res. 100)	—	03-20-2002	03-20-2002	—

Fiscal Year	Budget Resolution (Companion Measure)	Type ^a	Date Consideration Began	Date of Initial Passage	Date Conference Report Adopted
2004	H.Con.Res. 95 (S.Con.Res. 23)	—	03-20-2003	03-21-2003	04-11-2003
2005 ^s	S.Con.Res. 95 (H.Con.Res. 393)	—	03-24-2004	03-25-2004	05-19-2004
2006	H.Con.Res. 95 (S.Con.Res. 18)	—	03-16-2005	03-17-2005	04-28-2005
2007 ^h	H.Con.Res. 376 (S.Con.Res. 83)	—	04-06-2006	05-18-2006	—
2008	S.Con.Res. 21 (H.Con.Res. 99)	—	03-28-2007	03-29-2007	05-17-2007
2009	S.Con.Res. 70 (H.Con.Res. 312)	—	03-12-2008	03-13-2008	06-05-2008

Source: Legislative Information System of the U.S. Congress <http://www.congress.gov>

- a. "Type" refers to whether the budget resolution was the first, second, or third for the fiscal year. For the first seven years of the congressional budget process, Congress adopted multiple budget resolutions each year. Since the FY1983 budget resolution, Congress has adopted only one a year.
- b. The House rejected its version of the budget resolution (see **Table 3** of this report) and adopted the Senate's version; no conference report was necessary.
- c. The House laid its version of the budget resolution on the table by unanimous consent and adopted the Senate's version; no conference report was necessary.
- d. Congress did not complete action on a budget resolution for FY1999.
- e. The Senate Budget Committee did not mark up or report a budget resolution for FY2002. Instead, the Senate considered the House-passed budget resolution after the Senate Budget Committee was discharged from its consideration.
- f. Congress did not complete action on a budget resolution for FY2003.
- g. Congress did not complete action on a budget resolution for FY2005. The House agreed to the conference report on S.Con.Res. 95, May 19, 2004; the Senate did not consider it.
- h. Congress did not complete action on a budget resolution for FY2007.

Table 14. Timing of Senate Action on Budget Resolutions, FY1976-FY2009

Fiscal Year	Budget Resolution (Companion Measure)	Type Reference source not found.	Date Consideration Began	Date of Initial Passage	Date Conference Report Adopted
1976	H.Con.Res. 218 (S.Con.Res. 32)	first	04-29-1975	05-01-1975	05-14-1975
	H.Con.Res. 466 (S.Con.Res. 76)	second	11-19-1975	11-20-1975	12-11-1975
1977	S.Con.Res. 109 (H.Con.Res. 611)	first	04-08-1976	04-12-1976	05-12-1976
	S.Con.Res. 139 (H.Con.Res. 728)	second	09-08-1976	09-09-1976	09-15-1976
	S.Con.Res. 10 (H.Con.Res. 110)	third	02-21-1977	02-22-1977	03-03-1977
1978	S.Con.Res. 19 (H.Con.Res. 214)	first	05-02-1977	05-04-1977	05-13-1977
	H.Con.Res. 341 (S.Con.Res. 43)	second	09-07-1977	09-09-1977	09-15-1977
1979	S.Con.Res. 80 (H.Con.Res. 559)	first	04-24-1978	04-26-1978	05-15-1978
	H.Con.Res. 683 (S.Con.Res. 104)	second	08-25-1978	09-06-1978	09-23-1978
1980	H.Con.Res. 107 (S.Con.Res. 22)	first	04-23-1979	04-25-1979	05-23-1979
	S.Con.Res. 53 (H.Con.Res. 186)	second	11-16-1979	11-16-1979	—b
1981	H.Con.Res. 307 (S.Con.Res. 86)	first	05-05-1980	05-12-1980	06-12-1980
	H.Con.Res. 448 (S.Con.Res. 119)	second	11-18-1980	11-19-1980	11-20-1980
1982	H.Con.Res. 115 (S.Con.Res. 19)	first	05-07-1981	05-12-1981	05-21-1981
	S.Con.Res. 50 (H.Con.Res. 230)	second	12-08-1981	12-09-1981	—b
1983	S.Con.Res. 92 (H.Con.Res. 352)	—	05-14-1982	05-21-1982	06-23-1982
1984	H.Con.Res. 91 (S.Con.Res. 27)	—	05-02-1983	05-19-1983	06-23-1983
1985	H.Con.Res. 280 (S.Con.Res. 106)	—	05-18-1984	05-18-1984	09-26-1984
1986	S.Con.Res. 32 (H.Con.Res. 152)	—	04-25-1985	05-09-1985	08-01-1985
1987	S.Con.Res. 120 (H.Con.Res. 337)	—	04-21-1986	05-01-1986	06-27-1986
1988	H.Con.Res. 93 (S.Con.Res. 49)	—	04-28-1987	05-06-1987	06-24-1987
1989	H.Con.Res. 268 (S.Con.Res. 113)	—	04-11-1988	04-14-1988	06-06-1988
1990	H.Con.Res. 106 (S.Con.Res. 30)	—	05-02-1989	05-04-1989	05-18-1989
1991	H.Con.Res. 310 (S.Con.Res. 110)	—	06-14-1990	06-14-1990	10-09-1990
1992	H.Con.Res. 121 (S.Con.Res. 29)	—	04-23-1991	04-25-1991	05-22-1991
1993	H.Con.Res. 287 (S.Con.Res. 106)	—	04-07-1992	04-10-1992	05-21-1992
1994	H.Con.Res. 64 (S.Con.Res. 18)	—	03-17-1993	03-25-1993	04-01-1993
1995	H.Con.Res. 218 (S.Con.Res. 63)	—	03-22-1994	03-25-1994	05-12-1994
1996	H.Con.Res. 67 (S.Con.Res. 13)	—	05-18-1995	05-25-1995	06-29-1995
1997	H.Con.Res. 178 (S.Con.Res. 57)	—	05-15-1996	05-23-1996	06-13-1996
1998	H.Con.Res. 84 (S.Con.Res. 27)	—	05-20-1997	05-23-1997	06-05-1997
1999 ^c	H.Con.Res. 284 (S.Con.Res. 86)	—	03-27-1998	04-02-1998	—
2000	H.Con.Res. 68 (S.Con.Res. 20)	—	03-24-1999	03-25-1999	04-15-1999
2001	H.Con.Res. 290 (S.Con.Res. 101)	—	04-04-2000	04-07-2000	04-13-2001
2002	H.Con.Res. 83 (no companion measure) ^d	—	04-02-2001	04-06-2001	05-10-2001
2003 ^e	H.Con.Res. 353 (S.Con.Res. 100)	—	—	—	—

Fiscal Year	Budget Resolution (Companion Measure)	Type ^{Error!} Reference source not found.	Date Consideration Began	Date of Initial Passage	Date Conference Report Adopted
2004	H.Con.Res. 95 (S.Con.Res. 23)	—	03-18-2003	03-26-2003	04-11-2003
2005 ^f	S.Con.Res. 95 (H.Con.Res. 393)	—	03-08-2004	03-12-2004	—
2006	H.Con.Res. 95 (S.Con.Res. 18)	—	03-14-2005	03-17-2005	04-28-2005
2007 ^g	H.Con.Res. 376 (S.Con.Res. 83)	—	03-13-2006	03-16-2006	—
2008	S.Con.Res. 21 (H.Con.Res. 99)	—	03-20-2007	03-23-2007	05-17-2007
2009	S.Con.Res. 70 (H.Con.Res. 312)	—	03-10-2008	03-14-2008	06-04-2008

Source: Legislative Information System of the U.S. Congress <http://www.congress.gov>

- a. "Type" refers to whether the budget resolution was the first, second, or third for the fiscal year. For the first seven years of the congressional budget process, Congress adopted multiple budget resolutions each year. Since the FY1983 budget resolution, Congress has adopted only one a year.
- b. The House adopted the Senate's version of the budget resolution; no conference report was necessary.
- c. Congress did not complete action on a budget resolution for FY1999.
- d. The Senate Budget Committee did not mark up or report a budget resolution for FY2002. Instead, the Senate considered the House-passed budget resolution after the Senate Budget Committee was discharged from its consideration.
- e. The Senate did not consider the FY2003 budget resolution on the floor; ultimately, Congress did not complete action on a budget resolution for FY2003.
- f. Congress did not complete action on a budget resolution for FY2005. The House agreed to the conference report on S.Con.Res. 95, May 19, 2004; the Senate did not consider it.
- g. Congress did not complete action on a budget resolution for FY2007.

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

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

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

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

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

Balanced Budget and Emergency Deficit Control Act of 1985 (Title II of P.L. 99-177; 99 Stat. 1038-1101; December 12, 1985)¹⁰

- Required Congress to complete action on a budget resolution by April 15 of each year (deadline moved from May 15).
- Eliminated the requirement that Congress adopt a second budget resolution annually by September 15.
- Formalized the practice of adopting a 3-year budget resolution, with the second and third fiscal years non-binding. [Current law requires budget resolutions to cover at least five fiscal years.]
- Called for off-budget entities, except Social Security, to be included in the budget resolution and the President’s budget.
- Formalized the practice of including credit authority (direct and guaranteed loans) in the budget resolution.
- Mandated that neither chamber may consider a budget resolution, amendment to a budget resolution, or conference report on a budget resolution that recommends a deficit amount greater than the applicable maximum deficit amount established in the 1985 Balanced Budget Act.
- Excluded Social Security from budget totals, except for purposes of calculating the deficit in order to determine if sequestration is required. The budget resolution may contain two deficit totals, one with Social Security, one without.

¹⁰ For more information on changes made by the 1985 Balanced Budget and Emergency Deficit Control Act, see out-of-print CRS Report 86-713, *Changes in the Congressional Budget Process Made by the 1985 Balanced Budget Act (P.L. 99-177)*, by Robert A. Keith; and out-of-print CRS Report 85-1130, *Explanation of the Balanced Budget and Emergency Deficit Control Act of 1985 - Public Law 99-177 (The Gramm-Rudman-Hollings Act)*, by Allen Schick.

Budget Enforcement Act (BEA) of 1990 (Title XIII of the Omnibus Budget Reconciliation Act of 1990; P.L. 101-508; 104 Stat. 1388-573 through 630; November 5, 1990)¹¹

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

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

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

Budget Resolution for FY1995 (H.Con.Res. 218; 103rd Congress; May 12, 1994)¹²

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

¹¹ See out-of-print CRS Report 90-520, *Budget Enforcement Act of 1990: Brief Summary*, by Edward Davis and Robert Keith.

¹² Although budget resolutions, which are agreed to in the form of a concurrent resolution, do not have the force of law, they can contain changes in congressional budget procedures.

Budget Enforcement Act of 1997 (Title X of P.L. 105-33; 111 Stat. 677-712; August 5, 1997)¹³

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

Budget Resolution for FY2000 (H.Con.Res. 68; 106th Congress; April 15, 1999)

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

Budget Resolution for FY2001 (H.Con.Res. 290; 106th Congress; April 13, 2000)

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

Budget Resolution for FY2004 (H.Con.Res. 95; 108th Congress; April 11, 2003)

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

Budget Resolution for FY2006 (H.Con.Res. 95; 109th Congress; April 28, 2005)

- Extended through September 30, 2010, the three-fifths vote requirement in the Senate to waive, and to sustain an appeal of a ruling of the chair on, certain points of order specified in Sections 904(c)(2) and 904(d)(3) of the Budget Act.

¹³ For more information on changes made by the Budget Enforcement Act of 1997, see CRS Report 97-931, *Budget Enforcement Act of 1997: Summary and Legislative History*, by Robert Keith.

House Rule XXI, Clause 7 (H.Res. 6; 110th Congress; January 5, 2007)

- Created a point of order against the consideration of a budget resolution containing reconciliation directives having a net effect of reducing the surplus or increasing the deficit.

Budget Resolution for FY2008 (S.Con.Res. 21; 110th Congress; May 17, 2007)

- Extended through September 30, 2017, the three-fifths vote requirement in the Senate to waive, and to sustain an appeal of a ruling of the chair on, certain points of order specified in Sections 904(c)(2) and 904(d)(3) of the Budget Act.

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