

118TH CONGRESS
2D SESSION

H. R. 6953

To establish comprehensive, annual congressional budgeting.

IN THE HOUSE OF REPRESENTATIVES

JANUARY 11, 2024

Mr. MOORE of Utah (for himself and Ms. PEREZ) introduced the following bill; which was referred to the Committee on Rules, and in addition to the Committee on the Budget, for a period to be subsequently determined by the Speaker, in each case for consideration of such provisions as fall within the jurisdiction of the committee concerned

A BILL

To establish comprehensive, annual congressional budgeting.

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

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the “Comprehensive Con-
5 gressional Budget Act of 2024”.

6 **SEC. 2. FINDINGS.**

7 Congress finds the following:

8 (1) Federal deficits and debt are projected to
9 keep growing at unsustainable rates.

1 (2) Congress does not consider a comprehensive
2 budget with all spending and revenue at the level of
3 spending accounts and revenue line items.

4 (3) The number of Federal spending accounts
5 has grown from 1,734 in March 2009 to 2,004 in
6 May 2022.

7 (4) The annual Congressional budget cycle sep-
8 arates appropriations legislation from the manage-
9 ment of direct spending and revenue policies.

10 (5) Annual appropriations advance each year,
11 but they have declined from 50 percent of Federal
12 spending in 1974 to less than 33 percent. The de-
13 cline is expected to continue.

14 (6) Congress has not enacted all appropriations
15 bills prior to the start of the fiscal year since 1996
16 for fiscal year 1997.

17 (7) Members have little opportunity to offer
18 substantive amendments on budget and appropria-
19 tions legislation during floor consideration.

20 (8) Programs outside of the annual appropria-
21 tions bills account for almost all projected spending
22 growth compared to the economy.

23 (9) Most committees of Congress and the Mem-
24 bers who serve on them have little direct involvement

1 with shaping the fiscal priorities of the Federal Gov-
2 ernment on an ongoing basis.

3 (10) Authorizing committees haven't enacted
4 updated authorizations for \$461,000,000,000 of ap-
5 propriations for fiscal year 2022.

6 (11) Major trust funds face depletion within 15
7 years including the Social Security Old-Age and Sur-
8 vivors Insurance Trust Fund, the Medicare Hospital
9 Insurance Trust Fund, and the Highway Trust
10 Fund for highway and transit programs.

11 (12) Direct spending and revenue policies lack
12 a regular, comprehensive review around which Mem-
13 bers of Congress can anticipate developing proposals
14 and building coalitions.

15 (13) Reconciliation is an irregular, complicated
16 tool to manage direct spending and revenue policies,
17 and it tends to increase deficits and debt.

18 (14) By contrast, the President's budget pro-
19 posal provides a comprehensive account of Federal
20 spending and revenue along with the legislative pro-
21 posals of the President.

22 (15) An incomplete and divided congressional
23 budget process may weaken Congress, its power of
24 the purse, its oversight powers, and its other au-

1 thorities against an executive branch with a unified
2 budget.

3 (16) Fourteen States complete their annual or
4 biennial budget cycle with a single bill: Colorado,
5 Connecticut, Florida, Georgia, Hawaii, Indiana,
6 Maryland, Massachusetts, New Jersey, North Caro-
7 lina, Rhode Island, Tennessee, Virginia, and Wis-
8 consin. Another 16 States enact 5 or fewer budget
9 and appropriations bills per cycle: Illinois, New
10 Hampshire, New Mexico, South Carolina, California,
11 Kansas, Washington, Texas, Alaska, Delaware,
12 Ohio, Vermont, Oklahoma, Kentucky, Nevada, and
13 New York.

14 (17) A comprehensive budget with all Federal
15 spending and revenue with contributions from many
16 committees can—

17 (A) enable more effective budget manage-
18 ment;

19 (B) involve more Members of Congress;

20 (C) help set priorities and control deficits
21 and debt;

22 (D) improve program coordination;

23 (E) add value for the people of the United
24 States; and

1 (F) make Congress become a more effective legislative body.

3 **SEC. 3. DEFINITIONS.**

4 (a) IN GENERAL.—Section 3 of the Congressional Budget and Impoundment Control Act of 1974 (2 U.S.C. 622) is amended—

7 (1) by redesignating paragraphs (6) through (11) as paragraphs (7) through (12), respectively; and

10 (2) by inserting after paragraph (5) the following:

12 “(6) The term ‘annual budget Act’ means an Act itemizing all Federal budget authority and revenue through the contributions of the appropriations committees and each other committee receiving allocations under section 302(a).”.

17 (b) CONFORMING AMENDMENTS.—

18 (1) Section 314(g)(1)(A) of the Congressional Budget Act of 1974 (2 U.S.C. 645(g)(1)(A)) is amended by striking “an appropriation measure” and inserting “an annual budget Act”.

22 (2) Section 401(a) of the Congressional Budget Act of 1974 (2 U.S.C. 651) is amended, in the matter following paragraph (3) by striking “appropriation Acts” and inserting “an annual budget Act”.

June 10	House appropriations Committee reports annual budget Act.
June 30	House completes action on annual budget Act.
October 1	Fiscal year begins.”.

1 **SEC. 5. ANNUAL ADOPTION OF CONCURRENT RESOLUTION**

2 **ON THE BUDGET.**

3 (a) IN GENERAL.—Section 301 of the Congressional
4 Budget Act of 1974 (2 U.S.C. 632) is amended—

5 (1) in subsection (a), in the matter following
6 paragraph (7)—

7 (A) by striking “resolution shall not” and
8 inserting “resolution shall”;

9 (B) by striking “or the related” and insert-
10 ing “and the related”;

11 (C) by striking “subsection or” and insert-
12 ing “subsection and”; and

13 (D) by adding at the end the following: “If
14 a concurrent resolution on the budget is not
15 adopted by April 15, the Chair of the Com-
16 mittee on the Budget of each House of Con-
17 gress shall report to their House baseline levels
18 for all amounts required under this subsection
19 within 3 legislative days, and such baseline lev-
20 els shall apply in such House as though they
21 were included in a concurrent resolution on the
22 budget.”;

1 (2) in subsection (b)(3), by striking “on any
2 reconciliation bill” and all that follows and inserting
3 “on the annual budget Act;”;

4 (3) in subsection (d), in the first sentence, by
5 striking “committee.” and inserting “committee, in-
6 cluding baseline spending projections by budget ac-
7 count of policies within the jurisdiction of such com-
8 mittee and a description of any changes such com-
9 mittee expects to recommend for the annual budget
10 Act. The Committee on Finance of the Senate and
11 the Committee on Ways and Means of the House of
12 Representatives shall each submit to the Committee
13 on the Budget of its House a revenue statement, a
14 tax expenditure budget, and a description of any
15 changes such committee expects to recommend for
16 the annual budget Act.”; and

17 (4) in subsection (e)(2)—

18 (A) in subparagraph (E), by striking
19 “and” at the end;

20 (B) in subparagraph (F), by striking the
21 period at the end and inserting “: and”; and

22 (C) by adding at the end the following:

23 “(G) a line-item budget that compiles base-
24 line spending and revenue projections for the
25 budget year.”.

1 (b) CONFORMING AMENDMENT.—Section
2 302(a)(5)(A) of the Congressional Budget Act of 1974 (2
3 U.S.C. 633(a)(5)(A)) is amended by striking “the discre-
4 tionary spending levels” and all that follows and inserting
5 “the baseline levels reported under section 301(a) for the
6 budget year.”.

7 **SEC. 6. COMMITTEE ALLOCATIONS.**

8 (a) IN GENERAL.—Section 302 of the Congressional
9 Budget Act of 1974 (2 U.S.C. 633) is amended—

10 (1) by redesignating subsections (d) through (g)
11 as subsections (e) through (h), respectively;

12 (2) by inserting after subsection (c) the fol-
13 lowing:

14 “(d) COMMITTEES SUBMIT LINE ITEMS AND PRO-
15 POSALS.—

16 “(1) IN GENERAL.—Each committee to which
17 an allocation is made under this section other than
18 the Committee on Appropriations of a House shall—

19 “(A) compile—

20 “(i) direct spending and revenue pro-
21 jections for budget accounts within its ju-
22 risdiction, which shall include the effect of
23 any recommended changes described in
24 clause (ii); and

1 “(ii) legislation to effect any rec-
2 ommended changes to policies within its
3 jurisdiction; and

4 “(B) submit to the Committee on Appro-
5 priations of its House, for inclusion in the an-
6 nual budget Act, direct spending and revenue
7 line items and legislation to effect such rec-
8 ommended changes.

9 “(2) LEGISLATIVE CHANGES.—Recommended
10 changes described in paragraph (1)(A)(ii) should
11 produce a change in outlays or revenues, including
12 changes in outlays and revenues brought about by
13 changes in the terms and conditions under which
14 outlays are made or revenue are required to be col-
15 lected.

16 “(3) INCONSISTENT SUBMISSIONS.—If any sub-
17 mission under this subsection is inconsistent with
18 the requirements of the concurrent resolution on the
19 budget, as determined by the applicable Committee
20 on the Budget, the Committee on Appropriations
21 shall return the submission to the originating com-
22 mittee.”; and

23 (3) in subsection (h), as so redesignated—

1 (A) in paragraph (1)(A), in the matter
2 preceding clause (i), by striking “(f)(1)” and
3 inserting “(g)(1)”; and

4 (B) in paragraph (2)(A), by striking
5 “(f)(1)” and inserting “(g)(1)”.

6 (b) CONFORMING AMENDMENT.—Section 904 of the
7 Congressional Budget Act of 1974 (2 U.S.C. 621 note)
8 is amended—

9 (1) in subsection (c)(2), by striking “302(f)”
10 and inserting “302(g)”; and

11 (2) in subsection (d)(3), by striking “302(f)”
12 and inserting “302(g)”.

13 **SEC. 7. CONCURRENT RESOLUTION ON THE BUDGET MUST**
14 **BE ADOPTED BEFORE BUDGET-RELATED**
15 **LEGISLATION IS CONSIDERED.**

16 Section 303 of the Congressional Budget Act of 1974
17 (2 U.S.C. 634) is amended—

18 (1) in subsection (b)(2), by striking “any gen-
19 eral appropriation bill or amendment thereto” and
20 inserting “the annual budget Act or amendment
21 thereto”; and

22 (2) in subsection (c)(1), by striking “any appro-
23 priation bill or joint resolution, amendment or mo-
24 tion thereto, or conference report thereon” and in-

1 serting “the annual budget Act, any amendment or
2 motion thereto, or any conference report thereon”.

3 **SEC. 8. HOUSE COMMITTEE ACTION ON THE ANNUAL**
4 **BUDGET ACT TO BE COMPLETED BY JUNE 10.**

5 (a) IN GENERAL.—Section 307 of the Congressional
6 Budget Act of 1974 (2 U.S.C. 638) is amended to read
7 as follows:

8 “HOUSE COMMITTEE ACTION ON THE ANNUAL BUDGET
9 ACT TO BE COMPLETED BY JUNE 10

10 “SEC. 307. (a) On or before June 10 of each year,
11 the Committee on Appropriations of the House of Rep-
12 resentatives shall report the annual budget Act—

13 “(1) providing new budget authority under the
14 jurisdiction of all of its subcommittees for the fiscal
15 year which begins on October 1 of that year; and

16 “(2) which shall include, without substantive re-
17 vision, all line items and any recommended changes
18 submitted by each committee of the House with ju-
19 risdiction over direct spending or revenue policies.

20 “(b) If 1 or more committees of a House of Congress
21 fails to submit line items as described in subsection (a)(2),
22 the Committee on Appropriations of the House shall in-
23 clude baseline line items provided by the Committee on
24 the Budget with respect to matters within the jurisdiction
25 of each committee that failed to submit line items”.

1 (b) CONFORMING AMENDMENT.—The table of con-
 2 tents in section 1(b) of the Congressional Budget and Im-
 3 poundment Control Act of 1974 (Public Law 93–344; 88
 4 Stat. 297) is amended by striking the item relating to sec-
 5 tion 307 and inserting the following:

“Sec. 307. House committee action on the annual budget Act to be completed
 by June 10.”.

6 **SEC. 9. HOUSE APPROVAL OF ANNUAL BUDGET ACT.**

7 (a) IN GENERAL.—Section 309 of the Congressional
 8 Budget Act of 1974 (2 U.S.C. 640) is amended to read
 9 as follows:

10 “HOUSE APPROVAL OF ANNUAL BUDGET ACT

11 “SEC. 309. (a) It shall not be in order in the House
 12 of Representatives to consider any resolution providing for
 13 an adjournment period of more than three calendar days
 14 during the month of July until the House of Representa-
 15 tives has approved the annual budget Act—

16 “(1) providing new budget authority under the
 17 jurisdiction of all the subcommittees of the Com-
 18 mittee on Appropriations for the fiscal year begin-
 19 ning on October 1 of such year; and

20 “(2) which shall include—

21 “(A) all line-item levels;

22 “(B) any recommended changes submitted
 23 by each committee of the House of Representa-

1 tives with jurisdiction over direct spending or
2 revenue policies; and

3 “(C) any further changes agreed to during
4 consideration on the floor of the House of Rep-
5 resentatives.

6 “(b) For purposes of this section, the chair of the
7 Committee on Appropriations of the House of Representa-
8 tives shall periodically advise the Speaker as to changes
9 in jurisdiction among its various subcommittees.”.

10 (b) CONFORMING AMENDMENT.—The table of con-
11 tents in section 1(b) of the Congressional Budget and Im-
12 poundment Control Act of 1974 (Public Law 93–344; 88
13 Stat. 297) is amended by striking the item relating to sec-
14 tion 309 and inserting the following:

 “Sec. 309. House approval of annual budget Act.”.

15 **SEC. 10. REPEAL OF RECONCILIATION.**

16 (a) IN GENERAL.—Title III of the Congressional
17 Budget Act of 1974 (2 U.S.C. 631 et seq.) is amended
18 by striking sections 310 and 313 (2 U.S.C. 641, 644).

19 (b) CONFORMING AMENDMENTS.—

20 (1) Section 301(b) of the Congressional Budget
21 Act of 1974 (2 U.S.C. 632(b)), as amended by sec-
22 tion 5, is amended—

23 (A) by striking paragraph (2); and

1 (B) by redesignating paragraphs (3)
2 through (9) as paragraphs (2) through (8), re-
3 spectively.

4 (2) Section 305(c)(1) of the Congressional
5 Budget Act of 1974 (2 U.S.C. 636(c)(1)) is amend-
6 ed by striking “(or a reconciliation bill or resolu-
7 tion)”.

8 (3) Section 314(e)(4) of the Congressional
9 Budget Act of 1974 (2 U.S.C. 645(e)(4)) is amend-
10 ed to read as follows:

11 “(4) FORM OF THE POINT OF ORDER.—Not-
12 withstanding any other law or rule of the Senate, it
13 shall be in order for a Senator to raise a single point
14 of order against several provisions of a bill, resolu-
15 tion, amendment, motion, amendment between the
16 Houses, or conference report making emergency des-
17 ignations. The Presiding Officer may sustain the
18 point of order as to some or all of the provisions
19 against which the Senator raised the point of order.
20 If the Presiding Officer so sustains the point of
21 order as to some of the provisions (including provi-
22 sions of an amendment, motion, or conference re-
23 port) against which the Senator raised the point of
24 order, then only those provisions (including provi-
25 sions of an amendment, motion, or conference re-

1 port) against which the Presiding Officer sustains
2 the point of order shall be stricken pursuant to this
3 section. Before the Presiding Officer rules on such
4 a point of order, any Senator may move to waive
5 such a point of order as it applies to some or all of
6 the provisions against which the point of order was
7 raised. Such a motion to waive is amendable in ac-
8 cordance with the rules and precedents of the Sen-
9 ate. After the Presiding Officer rules on such a point
10 of order, any Senator may appeal the ruling of the
11 Presiding Officer on such a point of order as it ap-
12 plies to some or all of the provisions on which the
13 Presiding Officer ruled.”;

14 (4) Section 904 of the Congressional Budget
15 Act of 1974 (2 U.S.C. 621 note) is amended—

16 (A) in subsection (c)—

17 (i) in paragraph (1), by striking
18 “310(d)(2), 313,”; and

19 (ii) in paragraph (2), by striking
20 “310(g)”;

21 (B) in subsection (d)—

22 (i) in paragraph (1), by striking “rec-
23 onciliation bill,”;

24 (ii) in paragraph (2), by striking
25 “310(d)(2), 313,”; and

1 (iii) in paragraph (3), by striking
2 “310(g)”.

3 (5) The table of contents in section 1(b) of the
4 Congressional Budget and Impoundment Control
5 Act of 1974 is amended by striking the items relat-
6 ing to sections 310 and 313.

7 (6) The Balanced Budget and Emergency Def-
8 icit Control Act of 1985 (2 U.S.C. 900 et seq.) is
9 amended—

10 (A) in section 258(b)(2) (2 U.S.C.
11 907a(b)(2)), by striking “, 310(d),” and insert-
12 ing “and”; and

13 (B) in section 258C (2 U.S.C. 907d)—

14 (i) in subsection (a)(2), in the third
15 sentence, by striking “of the type referred
16 to in section 310(a) of the Congressional
17 Budget Act of 1974”; and

18 (ii) in subsection (b)—

19 (I) by striking paragraph (1) and
20 inserting the following:

21 “(1) IN GENERAL.—Except as provided in para-
22 graph (2), in the Senate regular procedures for con-
23 sideration of legislation shall apply to the consider-
24 ation of resolutions, and reconciliation bills and rec-

1 conciliation resolutions reported under subsection (a)
2 and conference reports thereon.”; and

3 (II) by striking paragraph (3)
4 and inserting the following:

5 “(3) LIMITATION ON AMENDMENTS.—No
6 amendment to a reconciliation bill or reconciliation
7 resolution reported under subsection (a) shall in-
8 crease net deficits or reduce net surpluses in the 5-
9 year period or the 10-year period following the cur-
10 rent year or any of the 10-year periods following the
11 10-year period immediately following the current
12 year.”.

13 (7) Section 4(g)(3)(D) of the Statutory Pay-As-
14 You-Go Act of 2010 (2 U.S.C. 933(g)(3)(D)) is
15 amended by striking “section 313 (e)” and inserting
16 “section 314(e)(4)”.

17 **SEC. 11. DETERMINATIONS AND POINTS OF ORDER.**

18 Section 312(f) of the Congressional Budget Act of
19 1974 (2 U.S.C. 643(f)) is amended by inserting “commit
20 or” before “recommit”.

21 **SEC. 12. ANALYSIS BY CONGRESSIONAL BUDGET OFFICE.**

22 Section 402 of the Congressional Budget Act of 1974
23 (2 U.S.C. 653) is amended, in the matter preceding para-
24 graph (1), by striking “(except the Committee on Appro-
25 priations of each House)” and inserting “and for each

1 submission by a committee of a House of Congress to the
2 Committee on Appropriations of its House of rec-
3 ommended direct spending or revenue changes to be in-
4 cluded under section 302(d) in an annual budget Act”.

5 **SEC. 13. OFF-BUDGET AGENCIES, PROGRAMS, AND ACTIVI-**
6 **TIES.**

7 Section 405(a) of the Congressional Budget Act of
8 1974 (2 U.S.C. 655(a)) is amended by striking “imme-
9 diately prior to the date of enactment of this section, not
10 including activities of the Federal Old-Age and Survivors
11 Insurance and Federal Disability Insurance Trust
12 Funds,”.

13 **SEC. 14. IDENTIFICATION OF LIMITED TAX BENEFITS.**

14 Section 1027 of the Congressional Budget and Im-
15 poundment Control Act of 1974 (2 U.S.C. 691f) is amend-
16 ed by striking “revenue or reconciliation bill or joint reso-
17 lution” each place it appears and inserting “revenue bill
18 or annual budget Act”.

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