

115TH CONGRESS
2D SESSION

H. R. 7191

To implement reforms to the budget and appropriations process in the House of Representatives.

IN THE HOUSE OF REPRESENTATIVES

NOVEMBER 29, 2018

Mr. WOMACK (for himself and Mr. YARMUTH) introduced the following bill; which was referred to the Committee on the Budget, and in addition to the Committee on Rules, 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 implement reforms to the budget and appropriations process in the House of Representatives.

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

3 **SECTION 1. SHORT TITLE; TABLE OF CONTENTS.**

4 (a) SHORT TITLE.—This Act may be cited as the
5 “Bipartisan Budget and Appropriations Reform Act of
6 2018”.

7 (b) TABLE OF CONTENTS.—The table of contents for
8 this Act is as follows:

Sec. 1. Short title; table of contents.

TITLE I—BIENNIAL BUDGET RESOLUTIONS

- Sec. 101. Purposes.
- Sec. 102. Definitions.
- Sec. 103. Revision of timetable.
- Sec. 104. Biennial concurrent resolutions on the budget.
- Sec. 105. Committee allocations.
- Sec. 106. Revision of biennial budget.
- Sec. 107. Additional amendments to the Congressional Budget Act of 1974 to effectuate biennial budgeting.
- Sec. 108. Reconciliation process.
- Sec. 109. Amendments to the Rules of the House of Representatives to effectuate biennial budgeting.
- Sec. 110. Membership of the Committee on the Budget.
- Sec. 111. Rulemaking authority.
- Sec. 112. Effective date.

TITLE II—OTHER MATTERS

- Sec. 201. Views and estimates of committees.
- Sec. 202. Annual supplemental budget submission by the President.
- Sec. 203. Hearing on the fiscal state of the Nation.

1 **TITLE I—BIENNIAL BUDGET**
 2 **RESOLUTIONS**

3 **SEC. 101. PURPOSES.**

4 Paragraph (2) of section 2 of the Congressional
 5 Budget and Impoundment Control Act of 1974 is amend-
 6 ed to read as follows:

7 “(2) to facilitate the determination biennially of
 8 the appropriate level of Federal revenues and ex-
 9 penditures by the Congress;”.

10 **SEC. 102. DEFINITIONS.**

11 Section 3 of the Congressional Budget and Impound-
 12 ment Control Act of 1974 (2 U.S.C. 622) is amended—

13 (1) in paragraph (4), by striking “for a fiscal
 14 year” each place it appears and inserting “for a bi-
 15 ennium”; and

“First Session—Continued

| | |
|-----------------|--|
| June 10 | House Appropriations Committee reports last annual appropriation bill. |
| October 1 | First fiscal year of the biennium begins. |

“Second Session

| On or before: | Action to be completed: |
|--------------------------------|--|
| First Monday in February | President submits budget. |
| February 15 | Congressional Budget Office submits report to Budget Committees. |
| June 10 | House Appropriations Committee reports last annual appropriation bill. |
| October 1 | Second fiscal year of the biennium begins.”. |

1 **SEC. 104. BIENNIAL CONCURRENT RESOLUTIONS ON THE**
2 **BUDGET.**

3 (a) CONTENTS OF RESOLUTION.—

4 (1) IN GENERAL.—Section 301(a) of the Con-
5 gressional Budget Act of 1974 (2 U.S.C. 632(a)) is
6 amended—

7 (A) by striking “On or before April 15”
8 and all that follows through “the following:”
9 and inserting the following: “On or before May
10 1 of each odd-numbered calendar year, the Con-
11 gress shall complete action on a concurrent res-
12 olution on the budget for the biennium begin-
13 ning on October 1 of that calendar year. The
14 concurrent resolution shall set forth appropriate
15 levels for each fiscal year in the biennium and
16 for at least each fiscal year in the next 2
17 bienniums for the following—”;

18 (B) in paragraph (6)—

1 (i) by striking “for the fiscal year”
2 and inserting “for each fiscal year in the
3 biennium”; and

4 (ii) by striking “and” at the end;
5 (C) in paragraph (7)—

6 (i) by striking “for the fiscal year”
7 and inserting “for each fiscal year in the
8 biennium”; and

9 (ii) by striking the period at the end
10 and inserting “; and”;

11 (D) by adding after paragraph (7) the fol-
12 lowing:

13 “(8) subtotals of new budget authority and out-
14 lays for nondefense discretionary spending; defense
15 discretionary spending; direct spending; and net in-
16 terest.”; and

17 (E) by adding at the end of the matter fol-
18 lowing paragraph (8) (as added by subpara-
19 graph (D)) the following: “The concurrent reso-
20 lution on the budget for a biennium shall in-
21 clude procedures for adjusting spending and
22 revenue levels, committee allocations, and other
23 amounts in the resolution during the second
24 session of a Congress to reflect an updated

1 baseline that will be used for scoring pur-
2 poses.”.

3 (b) ADDITIONAL MATTERS IN CONCURRENT RESO-
4 LUTION.—Section 301(b) of the Congressional Budget Act
5 of 1974 (2 U.S.C. 632(b)) is amended—

6 (1) in paragraph (3), by striking “for such fis-
7 cal year” and inserting “for either fiscal year in
8 such biennium”;

9 (2) in paragraph (8), by striking “and” at the
10 end;

11 (3) in paragraph (9), by striking the period at
12 the end and inserting “; and”; and

13 (4) by adding at the end the following:

14 “(10) include total combined outlays and reve-
15 nues for tax expenditures.”.

16 (c) HEARINGS AND REPORT.—Section 301(e)(1) of
17 the Congressional Budget Act of 1974 (2 U.S.C. 632(e))
18 is amended by striking “fiscal year” and inserting “bien-
19 nium”.

20 (d) GOALS FOR REDUCING UNEMPLOYMENT.—Sec-
21 tion 301(f) of the Congressional Budget Act of 1974 (2
22 U.S.C. 632(f)) is amended by striking “fiscal year” each
23 place it appears and inserting “biennium”.

24 (e) ECONOMIC ASSUMPTIONS.—Section 301(g)(1) of
25 the Congressional Budget Act of 1974 (2 U.S.C.

1 632(g)(1)) is amended by striking “for a fiscal year” and
2 inserting “for a biennium”.

3 (f) SECTION HEADING.—The section heading of sec-
4 tion 301 of the Congressional Budget Act of 1974 (2
5 U.S.C. 632) is amended by striking “ANNUAL ADOPTION
6 OF” and inserting “ADOPTION OF BIENNIAL”.

7 **SEC. 105. COMMITTEE ALLOCATIONS.**

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

10 (1) in subsection (a)(1)—

11 (A) by striking “for that period of fiscal
12 years” and inserting “for all fiscal years cov-
13 ered by the resolution”; and

14 (B) by striking “only for the fiscal year of
15 that resolution” and inserting “only for each
16 fiscal year of the biennium”;

17 (2) in subsection (c)—

18 (A) by striking “subsection (a)” and in-
19 serting “subsection (a)(1)”;

20 (B) by striking “for a fiscal year” and in-
21 serting “for a budget year”; and

22 (C) by striking “for that fiscal year” and
23 inserting “for that budget year”;

24 (3) in subsection (f)(1)—

25 (A) by striking “for a fiscal year”; and

1 (B) by striking “the first fiscal year” and
2 inserting “either fiscal year of the biennium of
3 that resolution”; and

4 (4) in subsection (f)(2)(A), by—

5 (A) striking “the first fiscal year” and in-
6 serting “either fiscal year of the biennium of
7 that resolution”; and

8 (B) striking “the total of fiscal years” and
9 inserting “the total of all fiscal years covered by
10 the resolution”.

11 **SEC. 106. REVISION OF BIENNIAL BUDGET.**

12 Section 304 of the Congressional Budget Act of 1974
13 (2 U.S.C. 635) is amended to read as follows:

14 “PERMISSIBLE REVISIONS OF CONCURRENT
15 RESOLUTIONS ON THE BUDGET

16 “SEC. 304. At any time after the concurrent resolu-
17 tion on the budget has been agreed to pursuant to section
18 301 and before the end of the biennium, the two Houses
19 may adopt a concurrent resolution that revises or reaf-
20 firms the most recently agreed to concurrent resolution
21 on the budget. Any concurrent resolution that revises or
22 reaffirms the most recently agreed to concurrent resolu-
23 tion on the budget shall be considered under the proce-
24 dures set forth in section 305.”.

1 **SEC. 107. ADDITIONAL AMENDMENTS TO THE CONGRES-**
2 **SIONAL BUDGET ACT OF 1974 TO EFFEC-**
3 **TUATE BIENNIAL BUDGETING.**

4 (a) ENFORCEMENT OF SECTION 303.—Section 303
5 of the Congressional Budget Act of 1974 (2 U.S.C. 634)
6 is amended—

7 (1) in subsection (a)—

8 (A) by striking “for a fiscal year” and in-
9 serting “for a biennium”; and

10 (B) by striking “the first fiscal year cov-
11 ered by that resolution” and inserting “either
12 fiscal year of that biennium”;

13 (2) in subsection (b)(1)(B), by striking “the fis-
14 cal year” and inserting “the biennium”; and

15 (3) in subsection (c)—

16 (A) in paragraph (1)—

17 (i) by striking “for a fiscal year” and
18 inserting “for a biennium”; and

19 (ii) by striking “for that year” each
20 place it appears and inserting “for each
21 year of that biennium”; and

22 (B) in paragraph (2), by striking “after
23 the year the allocation referred to in that para-
24 graph is made” and inserting “after the years
25 the allocations referred to in that paragraph are
26 made”.

1 (b) SECTION 305.—Subsections (a)(3) and (b)(3) of
2 section 305 of the Congressional Budget Act of 1974 (2
3 U.S.C. 636) are amended by striking “for a fiscal year”.

4 (c) SECTION 311 POINT OF ORDER.—

5 (1) IN THE HOUSE OF REPRESENTATIVES.—
6 Section 311(a)(1) of the Congressional Budget Act
7 of 1974 (2 U.S.C. 642(a)) is amended—

8 (A) by striking “for a fiscal year”;

9 (B) by striking “the first fiscal year” each
10 place it appears and inserting “either of the
11 first two fiscal years covered by such resolu-
12 tion”; and

13 (C) by striking “that first fiscal year” and
14 inserting “either of the first two fiscal years”.

15 (2) IN THE SENATE.—Section 311(a)(2) of the
16 Congressional Budget Act of 1974 (2 U.S.C.
17 642(a)(2)) is amended—

18 (A) in subparagraph (A), by striking “for
19 the first fiscal year” and inserting “for either
20 of the first two fiscal years”; and

21 (B) in subparagraph (B)—

22 (i) by striking “that first fiscal year”
23 the first place it appears and inserting “ei-
24 ther of the first two fiscal years”; and

1 (ii) by striking “that first fiscal year
2 and the ensuing fiscal years” and inserting
3 “all fiscal years”.

4 (3) SOCIAL SECURITY LEVELS.—Section
5 311(a)(3) of the Congressional Budget Act of 1974
6 (2 U.S.C. 642(a)(2)) is amended by—

7 (A) striking “for the first fiscal year” and
8 inserting “for either of the first two fiscal
9 years”; and

10 (B) striking “that fiscal year and the ensu-
11 ing fiscal years” and inserting “all fiscal
12 years”.

13 **SEC. 108. RECONCILIATION PROCESS.**

14 Section 310(a) of the Congressional Budget Act of
15 1974 (2 U.S.C. 641(a)) is amended—

16 (1) in the matter before paragraph (1), by
17 striking “A concurrent” and all that follows through
18 “shall” and inserting “A concurrent resolution on
19 the budget for a biennium shall, for each fiscal year
20 of the biennium”;

21 (2) in paragraph (1)(A), by striking “for such
22 fiscal year” and inserting “for each fiscal year of the
23 biennium”;

1 (3) in paragraph (1)(C), by striking “such fis-
2 cal year” and inserting “each fiscal year of the bien-
3 nium”; and

4 (4) in paragraph (1)(D), by striking “such fis-
5 cal year” and inserting “each fiscal year of the bien-
6 nium”.

7 **SEC. 109. AMENDMENTS TO THE RULES OF THE HOUSE OF**
8 **REPRESENTATIVES TO EFFECTUATE BIEN-**
9 **NIAL BUDGETING.**

10 (a) Clause 4(a)(4) of rule X of the Rules of the House
11 of Representatives is amended by striking “any alloca-
12 tions” and inserting “its allocations for the budget year”
13 and by striking “fiscal year” and inserting “biennium”.

14 (b) Clause 4(b)(2) of rule X of the Rules of the House
15 of Representatives is amended by striking “for each fiscal
16 year”.

17 (c) Clause 4(b) of rule X is amended by striking
18 “and” at the end of subparagraph (5), by striking the pe-
19 riod and inserting “; and” at the end of subparagraph (6),
20 and by adding at the end the following new subparagraph:

21 “(7) use the second session of each Congress to
22 study issues with long-term budgetary and economic
23 implications.”.

24 (d) Clause 4(f) of rule X is amended—

1 (1) by striking “fiscal year” the first place it
2 appears and inserting “biennium”;

3 (2) by striking “that fiscal year” and inserting
4 “each fiscal year in such ensuing biennium”; and

5 (3) in subparagraph (1) by striking “six weeks
6 after the submission of the budget by the President”
7 and inserting “March 1”.

8 (e) Clause 3(d)(1)(A) of rule XIII is amended by
9 striking “five” both places it appears and inserting “six”.

10 **SEC. 110. MEMBERSHIP OF THE COMMITTEE ON THE BUDG-**
11 **ET.**

12 (a) Clause 5(a)(2) of rule X of the Rules of the House
13 of Representatives is amended—

14 (1) by striking subdivisions (B) and (C); and

15 (2) in subdivision (A), by striking “(A)” and by
16 redesignating items (i), (ii), and (iii) as subdivisions
17 (A), (B), and (C), respectively.

18 (b) The amendment made by subsection (a) shall take
19 effect immediately before noon, January 3, 2019.

20 **SEC. 111. RULEMAKING AUTHORITY.**

21 Sections 109 and 110 are enacted by the Congress—

22 (1) as an exercise of the rulemaking power of
23 the House of Representatives, and as such they shall
24 be considered as part of the rules of the House and

1 such rules shall supersede other rules only to the ex-
2 tent that they are inconsistent therewith; and

3 (2) with full recognition of the constitutional
4 right of the House to change such rules at any time,
5 in the same manner, and to the same extent as in
6 the case of any other rule of the House.

7 **SEC. 112. EFFECTIVE DATE.**

8 This title and the amendments made by this title
9 shall take effect immediately before noon January 3,
10 2019.

11 **TITLE II—OTHER MATTERS**

12 **SEC. 201. VIEWS AND ESTIMATES OF COMMITTEES.**

13 Section 301(d) of the Congressional Budget and Im-
14 poundment Control Act of 1974 (2 U.S.C. 632(d)) is
15 amended to read as follows:

16 “(d) VIEWS AND ESTIMATES OF OTHER COMMIT-
17 TEES.—

18 “(1) IN GENERAL.—Not later than March 1 of
19 the first session of a Congress, or upon the request
20 of the Committee on the Budget of the House of
21 Representatives or the Senate, each committee of
22 the House of Representatives and the Senate having
23 legislative jurisdiction shall submit to its respective
24 Committee on the Budget its views and estimates

1 (as determined by the committee making such sub-
2 mission) with respect to the following:

3 “(A) Any legislation to be considered dur-
4 ing that Congress that is a priority for the com-
5 mittee.

6 “(B) Any legislation within the jurisdiction
7 of the committee that would establish, amend,
8 or reauthorize any Federal program and likely
9 have a significant budgetary impact.

10 “(2) ADDITIONAL MATTERS.—Any committee of
11 the House of Representatives or the Senate and any
12 joint committee of the Congress may submit to the
13 appropriate Committees on the Budget its views and
14 estimates with respect to all matters set forth in
15 subsections (a) and (b) which relate to matters with-
16 in its jurisdiction.

17 “(3) JOINT ECONOMIC COMMITTEE.—The Joint
18 Economic Committee shall submit to the Committees
19 on the Budget of both Houses its recommendations
20 as to the fiscal policy appropriate to the goals of the
21 Employment Act of 1946.”.

22 **SEC. 202. ANNUAL SUPPLEMENTAL BUDGET SUBMISSION**
23 **BY THE PRESIDENT.**

24 Section 1106 of title 31, United States Code, is
25 amended by adding at the end the following:

1 “(d) On or before December 1 of each calendar year,
2 the President shall submit to Congress an administrative
3 budget for the fiscal year beginning in the ensuing cal-
4 endar year, which shall include up-to-date estimates for
5 current year and prior year data and credit reestimates
6 for the current year (as included in the Federal credit sup-
7 plement of such budget).”.

8 **SEC. 203. HEARING ON THE FISCAL STATE OF THE NATION.**

9 (a) IN GENERAL.—Not later than 45 days (excluding
10 Saturdays, Sundays, and holidays) after the date on which
11 the Secretary of the Treasury submits to Congress the au-
12 dited financial statement required under paragraph (1) of
13 section 331(e) of title 31, United States Code, on a date
14 agreed upon by the chairs of the Committees on the Budg-
15 et of the House of Representatives and the Senate and
16 the Comptroller General of the United States, the chairs
17 shall conduct a hearing to receive a presentation from the
18 Comptroller General reviewing the findings of the audit
19 required under paragraph (2) of such section and pro-
20 viding, with respect to the information included by the
21 Secretary in the report accompanying such audited finan-
22 cial statement, an analysis of the financial position and
23 condition of the Federal Government, including financial
24 measures (such as the net operating cost, income, budget
25 deficits, or budget surpluses) and sustainability measures

1 (such as the long-term fiscal projection or social insurance
2 projection) described in such report.

3 (b) EFFECTIVE DATE.—The requirement under sub-
4 section (a) shall apply with respect to any audited finan-
5 cial statement submitted on or after the date of the enact-
6 ment of this Act.

○