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Congressional Budget Resolutions: Historical Information

Updated November 16, 2015

Congressional Research Service
https://crsreports.congress.gov
RL30297

CRS REPORT
Prepared for Members and
Committees of Congress

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 each year. The congressional budget resolution represents 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. Instead, when adopted by Congress, the budget resolution serves as an agreement between the House and Senate on a congressional budget plan. As such, it provides the framework for subsequent legislative action on budget matters during each congressional session.

In 32 of the 41 years under the Budget Act, Congress adopted at least one budget resolution for the fiscal year beginning in such year. Congress did not complete action on a budget resolution for nine fiscal years, most recently for FY2015. A second budget resolution for a fiscal year 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 considered 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 budget 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 41 years, Congress included budget reconciliation directives in 22 budget resolutions. Such directives have resulted in 24 budget reconciliation measures and the enactment of 20 of them. (Four budget reconciliation measures have been vetoed.)

The House has considered and adopted fewer amendments to the budget resolution than the Senate. For the last three 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. Since 1983, the House typically has considered between three and seven such amendments to the budget resolution each year, rejecting all but two of these. In contrast, during the period between 1975 and 2015, the Senate considered an average of almost 54 amendments per budget resolution, agreeing to an average of about 31 of these.

The Budget Act 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 41 years, when Congress has completed action on a budget resolution, Congress adopted the budget resolution by the target date only six times, most recently in 2003 with the FY2004 budget resolution. Budget resolutions have been adopted an average of almost 36 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; hereafter referred to as the "Budget Act") provides for the annual adoption of a concurrent resolution on the budget each year. The congressional budget resolution represents 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. Instead, when adopted by Congress, the budget resolution serves as an agreement between the House and Senate on a congressional budget plan. As such, it provides the framework for subsequent legislative action on the annual appropriations bills, revenue measures, reconciliation legislation, and any other budgetary legislation. While the programmatic assumptions (i.e., the specific mix of revenue and spending policies that are assumed within the budget levels) are not binding, the totals and committee spending allocations may be enforced through points of order and through the budget reconciliation process (explained below).

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 the budget reconciliation measures developed pursuant to directives contained in budget resolutions, 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 development, content, and consideration of the budget resolution.

As originally enacted, the Budget Act provided for the annual adoption of two budget resolutions for each year.[1] The first budget resolution, adopted in the spring, set nonbinding "targets" to guide the consideration of budgetary legislation. The second budget resolution, adopted in the fall (about two weeks before the beginning of the fiscal year), was intended to provide Congress, after considering and possibly completing action on specific budgetary legislation, the opportunity to either reaffirm or revise the budget levels in the first budget resolution. Additional budget resolutions, or revisions to the previous one, could be (and still can 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; hereafter referred to as the "Deficit Control Act") eliminated the requirement for a second budget resolution beginning in 1986 (for the FY1987 budget resolution). 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.

[1] For a thorough review of the development and early implementation of the Budget Act, see Allen Schick, *Congress and Money: Budgeting, Spending and Taxing* (Washington, DC: Urban Institute, 1980).

During the 41 years under the Budget Act (1975 to the present), Congress has completed action on 40 budget resolutions, including in some years multiple budget resolutions for a single fiscal year. In 32 of the 41 years, Congress adopted at least one budget resolution for the fiscal year.[2] Congress did not complete action on a budget resolution for nine fiscal years, most recently for FY2015.[3] Congress also adopted a second budget resolution in seven of the 41 years.[4] In 1977, Congress adopted a third budget resolution for FY1977, further revising the budget levels that fiscal year.

Table 1 lists all budget resolutions adopted by Congress, with the House and Senate votes on initial passage and adoption of the conference report. It also includes, in italics, budget resolutions reported or considered in one chamber but not the other for those fiscal years that Congress did not complete action on a budget resolution. The *U.S. Statutes-at-Large* citations for budget resolutions adopted by Congress 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 have been rejected in the Senate; however, the Senate rejected several motions to proceed to different budget resolutions in 2011 and 2012.

Table 1. Congressional Budget Resolutions

				Initial Passage		Conference Report	
Congress	**Fiscal Year**	**Budget Resolution (Companion Measure)[a]**	**Type[a]**	**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		S.Con.Res. 10 (H.Con.Res. 110)	third	239-169	72-20	226-173	voice
	1978	S.Con.Res. 19 (H.Con.Res. 214)	first	213-179	56-31	221-177	54-23
		H.Con.Res. 341 (S.Con.Res. 43)	second	199-188	63-21	215-187	68-21
	1979	S.Con.Res. 80 (H.Con.Res. 559)	first	201-197	64-27	201-198	voice

[2] In 2013, the House and Senate agreed to establish a "Congressional Budget" in statute as an alternative to the budget resolution for FY2014 (Subtitle B, Title I, of the Bipartisan Budget Act of 2013 [Div. A of P.L. 113-67, Dec. 26, 2013]). The statutory provisions are not in the form of a concurrent resolution as provided for in the Budget Act and therefore not treated as a budget resolution for purposes of this report.

[3] In the absence of an agreement on the budget resolution, the House and Senate separately 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*.

[4] In two of these years (1979 for FY1980 and 1981 for FY1982), the House adopted the Senate version of the second budget resolution rather than adopting its own; therefore, the chambers did not need to resolve differences between different versions of the second budget resolution for those fiscal years in a conference committee or through an amendment exchange.

Congress	Fiscal Year	Budget Resolution (Companion Measure)[a]	Type[a]	Initial Passage House Vote	Initial Passage Senate Vote	Conference Report House Vote	Conference Report Senate Vote
		H.Con.Res. 683 (S.Con.Res. 104)	second	217-178	56-18	225-162	47-7
96th	1980	H.Con.Res. 107 (S.Con.Res. 22)	first	220-184	64-20	202-196	72-17
		S.Con.Res. 53 (H.Con.Res. 186)b	second	206-186	57-20	—	—
	1981	H.Con.Res. 307 (S.Con.Res. 86)	first	225-193[c] 241-174	68-28	205-195	61-26
		H.Con.Res. 448 (S.Con.Res. 119)	second	203-191	48-46	voice	50-38
97th	1982	H.Con.Res. 115 (S.Con.Res. 19)	first	270-154	78-20	244-155	76-20
		S.Con.Res. 50 (H.Con.Res. 230)[d]	second	206-200	49-48	—	—
	1983	S.Con.Res. 92 (H.Con.Res. 352)	—	219-206	49-43	210-208	51-45
98th	1984	H.Con.Res. 91 (S.Con.Res. 27)	—	229-196	50-49	239-186	51-43
	1985	H.Con.Res. 280 (S.Con.Res. 106)	—	250-168	41-34	232-162	voice
99th	1986	S.Con.Res. 32 (H.Con.Res. 152)	—	258-170	voice	309-119	67-32
	1987	S.Con.Res. 120 (H.Con.Res. 337)	—	245-179	70-25	333-43	voice
100th	1988	H.Con.Res. 93 (S.Con.Res. 49)	—	voice	56-42	215-201	53-46
	1989	H.Con.Res. 268 (S.Con.Res. 113)	—	319-102	69-26	201-181	58-29
101st	1990	H.Con.Res. 106 (S.Con.Res. 30)	—	263-157	68-31	241-185	63-37
	1991	H.Con.Res. 310 (S.Con.Res. 110)	—	218-208	voice	250-164	66-33
102nd	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

Congress	Fiscal Year	Budget Resolution (Companion Measure)[a]	Type[a]	Initial Passage		Conference Report	
				House Vote	Senate Vote	House Vote	Senate Vote
	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[j]	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
111th	2010	S.Con.Res. 13 (H.Con.Res. 85)	—	233-196	55-43	233-193	53-43
	2011[k]	S.Con.Res. 60 *(no companion measure)*	—	—	—	—	—
112th	*2012*[l]	H.Con.Res. 34 *(no companion measure)*	—	*235-193*	—	—	—
	2013[m]	H.Con.Res. 112 *(no companion measure)*	—	*228-191*	—	—	—
113th	*2014*[n]	S.Con.Res. 8 (H.Con.Res. 25)	—	*221-207*	*50-49*	—	—
	2015[o]	H.Con.Res. 96 *(no companion measure)*	—	*219-205*	—	—	—
114th	2016	S.Con.Res. 11 (H.Con.Res. 27)	—	*228-199*	*52-46*	*226-197*	*51-48*

Source: Legislative Information System (LIS).

Notes: Congress did not complete action on the budget resolutions for the fiscal years in italics; for those years, the concurrent resolution listed was reported by the applicable budget committee and/or was considered by the applicable chamber.

a. For purposes of this table, "type" refers to whether the budget resolution was the first, second, or third for the fiscal year. Originally, the Budget Act provided for the annual adoption of two budget resolutions for a fiscal year and the option of additional budget resolutions. In 1985, the act was amended to eliminate the second budget resolution; the option of additional budget resolutions remains.

b. The House rejected its version of the budget resolution (see **Table 3** 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 the budget resolution for FY1999. In the absence of such budget resolution, the House agreed to H.Res. 477 on June 19, 1998, and H.Res. 5 on January 6, 1999, which provided that, among other things, the House-adopted FY1999 budget resolution (H.Con.Res. 284, 105th Congress) shall have "force and effect" as if it were adopted by Congress. Likewise, the Senate agreed to S.Res. 209 on April 2, 1998, and S.Res. 312 on October 21, 1998, which set forth budget levels enforceable 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 the budget resolution for FY2003. In the absence of such budget resolution, the House agreed to H.Res. 428 on May 22, 2002, and H.Res. 5 on January 7, 2003, which provided that, among other things, the House-adopted FY2003 budget resolution (H.Con.Res. 353, 107th Congress) shall have "force and effect" as if it were adopted by Congress. The Senate did not take similar action in relation to the FY2003 budget resolution.

i. Congress did not complete action on the budget resolution for FY2005. As indicated, the House agreed to the conference report to S.Con.Res. 95 (H.Rept. 108-498), but the Senate never considered it. In the absence of Senate action, the House agreed to H.Res. 649 (108th Congress) on May 19, 2004, and H.Res. 5 (109th Congress) on January 4, 2005, which provided that, among other things, the conference report to S.Con.Res. 95 (H.Rept. 108-498) shall have "force and effect" as if it was adopted by Congress. As for the Senate, Section 14007 of the Defense Appropriations Act, 2005 (P.L. 108-287), enacted on August 5, 2004, established enforceable FY2005 spending allocations for the Senate Appropriations Committee.

j. Congress did not complete action on the budget resolution for FY2007. In the absence of such budget resolution, the House agreed to H.Res. 818, which provided that, among other things, the House-adopted FY2007 budget resolution (H.Con.Res. 376, 109th Congress) shall have "force and effect" as if it were adopted by Congress. As for the Senate, Section 7035 of the Emergency Supplemental Appropriations Act for Defense, the Global War on Terror, and Hurricane Recovery, 2006 (P.L. 109-234), enacted on June 15, 2006, established enforceable FY2007 spending allocations for the Senate Appropriations Committee.

k. Congress did not complete action on the budget resolution for FY2011. In the absence of such budget resolution, the House agreed to a "budget enforcement resolution" (H.Res. 1493) on July 1, 2010, which provided through the end of the 111th Congress enforceable spending levels for FY2011, among other provisions. At the beginning of the 112th Congress, the House adopted a separate order in H.Res. 5 (Section 3(b)) that provided for the enforcement of budget levels submitted for printing in the *Congressional Record* by the chair of the House Budget Committee (HBC); in addition, on January 25, 2011, the House adopted H.Res. 38, directing the HBC chair to submit such allocations that assume "non-security spending at fiscal year 2008 levels or less." The Senate did not take similar action in relation to the FY2011 budget resolution.

l. Congress did not complete action on the budget resolution for FY2012. In the absence of such budget resolution, the House agreed to H.Res. 287 (112th Congress) on June 1, 2012, which provided that, among other things, the House-adopted FY2012 budget resolution (H.Con.Res. 34) shall have "force and effect" as if it were adopted by Congress. As for the Senate, Section 106 of the Budget Control Act of 2011 (P.L. 112-25), enacted on August 2, 2011, provided for enforceable budget levels as an alternative to a FY2012 budget resolution.

m. Congress did not complete action on the budget resolution for FY2013. In the absence of such budget resolution, the House agreed to H.Res. 614 (112th Congress) on June 1, 2012 (amended by H.Res. 643 on May 8, 2012), and H.Res. 5 (113th Congress) on January 3, 2013, which provided that, among other things,

the House-adopted FY2013 budget resolution (H.Con.Res. 112) shall have "force and effect" as if it were adopted by Congress. As for the Senate, Section 106 of the Budget Control Act of 2011 (P.L. 112-25), enacted on August 2, 2011, provided for enforceable budget levels as an alternative to a FY2013 budget resolution.

n. Congress did not complete action on the budget resolution for FY2014. In lieu of such budget resolution, Subtitle B, Title I, of the Bipartisan Budget Act of 2013 (BBA, Div. A of P.L. 113-67), enacted on December 26, 2013, provided for enforceable budget levels and other procedural provisions as an alternative to a FY2014 budget resolution. Prior to the enactment of the BBA, the House agreed to H.Res. 243 (113th Congress) on June 4, 2013, which provided that, among other things, the House-adopted FY2014 budget resolution (H.Con.Res. 25) shall have "force and effect" as if it were adopted by Congress. The Senate had not taken any similar action prior to the enactment of the BBA.

o. Congress did not complete action on the budget resolution for FY2015. In lieu of such budget resolution, Subtitle B, Title I, of the BBA of 2013 provided for enforceable budget levels and other procedural provisions as an alternative to a FY2015 budget resolution.

Table 2. *U.S. Statutes-at-Large* Citations of Budget Resolutions

Congress	Fiscal Year	Type[a]	Budget Resolution	*U.S. Statutes-at-Large* Citation
94th	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
95th	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
96th	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
97th	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
98th	1984	—	H.Con.Res. 91	97 Stat. 1501-1523
	1985	—	H.Con.Res. 280	98 Stat. 3484-3498
99th	1986	—	S.Con.Res. 32	99 Stat. 1941-1959
	1987	—	S.Con.Res. 120	100 Stat. 4354-4370
100th	1988	—	H.Con.Res. 93	101 Stat. 1986-2003
	1989	—	H.Con.Res. 268	102 Stat. 4875-4886
101st	1990	—	H.Con.Res. 106	103 Stat. 2540-2554
	1991	—	H.Con.Res. 310	104 Stat. 5163-5181
102nd	1992	—	H.Con.Res. 121	105 Stat. 2414-2433
	1993	—	H.Con.Res. 287	106 Stat. 5165-5189
103rd	1994	—	H.Con.Res. 64	107 Stat. 2508-2538

Congress	Fiscal Year	Type[a]	Budget Resolution	*U.S. Statutes-at-Large* Citation
	1995	—	H.Con.Res. 218	108 Stat. 5075-5103
104th	1996	—	H.Con.Res. 67	109 Stat. 996-1030
	1997	—	H.Con.Res. 178	110 Stat. 4434-4482
105th	1998	—	H.Con.Res. 84	111 Stat. 2710-2760
	1999	—	—	—
106th	2000	—	H.Con.Res. 68	113 Stat. 1968-1999
	2001	—	H.Con.Res. 290	114 Stat. 3139-3173
107th	2002	—	H.Con.Res. 83	115 Stat. 2486-2516
	2003	—	—	—
108th	2004	—	H.Con.Res. 95	117 Stat. 2910-2942
	2005	—	—	—
109th	2006	—	H.Con.Res. 95	119 Stat. 3633-3658
	2007	—	—	—
110th	2008	—	S.Con.Res. 21	121 Stat. 2590-2633
	2009	—	S.Con.Res. 70	122 Stat. 5143-5190
111th	2010	—	S.Con.Res. 13	123 Stat. 3506-3550
	2011	—	—	—
112th	2012	—	—	—
	2013	—	—	—
113th	2014	—	—	—
	2015	—	—	—
114th	2016	—	S.Con.Res. 11	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*. In this table, no *U.S. Statutes-at-Large* citation indicates that Congress did not complete action the budget resolution for that fiscal year.

a. For purposes of this table, "type" refers to whether the budget resolution was the first, second, or third for the fiscal year. Originally, the Budget Act provided for the annual adoption of two budget resolutions for a fiscal year and the option of additional budget resolutions. In 1985, the act was amended to eliminate the second budget resolution; the option of additional budget resolutions remains.

Table 3. Budget Resolutions Rejected in the House

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

Source: Legislative Information System (LIS).

Notes: All budget resolutions listed were first budget resolutions, except for FY1980, which was a second budget resolution. The Senate has not rejected a budget resolution; however, the Senate rejected several motions to proceed to different budget resolutions in 2011 and 2012.

a. The 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.

Development and Content of the Budget Resolution

Development of the Budget Resolution

Following the submission of the President's budget in January or February, Congress begins developing 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 its jurisdiction to its 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 sometimes are 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 first budget resolutions reported or considered in either chamber.

Table 4. Committee Reports to Budget Resolutions

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

Fiscal Year	Budget Resolution (Companion Measure)	House Report	Senate Report/Print	Conference Report(s)
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
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	H.Con.Res. 284 (S.Con.Res. 86)	H.Rept. 105-555	S.Rept. 105-170	—
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

Fiscal Year	Budget Resolution (Companion Measure)	House Report	Senate Report/Print	Conference Report(s)
2002	H.Con.Res. 83 (no companion measure)[a]	H.Rept. 107-26	[none]	H.Rept. 107-60
2003	H.Con.Res. 353 (S.Con.Res. 100)	H.Rept. 107-376	S.Rept. 107-141	—
2004	H.Con.Res. 95 (S.Con.Res. 23)	H.Rept. 108-37	S.Prt. 108-19	H.Rept. 108-71
2005	S.Con.Res. 95 (H.Con.Res. 393)	H.Rept. 108-441	S.Prt. 108-365	H.Rept. 108-498
2006	H.Con.Res. 95 (S.Con.Res. 18)	H.Rept. 109-17	S.Prt. 109-18	H.Rept. 109-62
2007	H.Con.Res. 376 (S.Con.Res. 83)	H.Rept. 109-402	S.Prt. 109-57	—
2008	S.Con.Res. 21 (H.Con.Res. 99)	H.Rept. 110-69	S.Prt. 110-19	H.Rept. 110-153
2009	S.Con.Res. 70 (H.Con.Res. 312)	H.Rept. 110-543	S.Prt. 110-39	H.Rept. 110-659
2010	S.Con.Res. 13 (H.Con.Res. 85)	H.Rept. 111-60	S.Prt. 111-16	H.Rept. 111-89
2011	S.Con.Res. 60 (no companion measure)	—	S.Prt. 111-45	—
2012	H.Con.Res. 34 (no companion measure)	H.Rept. 112-58	—	—
2013	H.Con.Res. 112 (no companion measure)	H.Rept. 112-421	—	—
2014	S.Con.Res. 8 (H.Con.Res. 25)	H.Rept. 113-17	S.Prt. 113-12	—
2015	H.Con.Res. 96 (no companion measure)	H.Rept. 113-403	—	—
2016	S.Con.Res. 11 (H.Con.Res. 27)	H.Rept. 114-47	S.Prt. 114-14	H.Rept. 114-96

Source: Legislative Information System (LIS).

Notes: This list includes first budget resolutions only. In this table, no conference report listed indicates that Congress did not complete action on the budget resolution for that fiscal year.

a. The Senate Budget Committee did not mark up or report a budget resolution for FY2002. Instead, after the Senate began consideration of the House-passed budget resolution, the SBC chair offered an amendment in the nature of a substitute.

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).

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 Deficit Control 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 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 (for a minimum of five fiscal years).

Table 5 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 5. Number of Years Covered by Budget Resolutions

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

Fiscal Year	Budget Resolution	Fiscal Year(s) Covered	Current Fiscal Year Revision	Number of Years Covered, Excluding Current Year
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
1999	—	—	—	—
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	—	—	—	—
2004	H.Con.Res. 95	2003-2013	2003	10
2005	—	—	—	—
2006	H.Con.Res. 95	2005-2010	2005	5
2007	—	—	—	—
2008	S.Con.Res. 21	2007-2012	2007	5
2009	S.Con.Res. 70	2008-2013	2008	5
2010	S.Con.Res. 13	2009-2014	2009	5
2011	—	—	—	—
2012	—	—	—	—
2013	—	—	—	—
2014	—	—	—	—
2015	—	—	—	—
2016	S.Con.Res. 11	2016-2025	—	10

Sources: *U.S. Statutes-at-Large*, various volumes, and reports to accompany the budget resolutions.

Notes: This list includes first budget resolutions only. In addition, it includes budget resolutions adopted by both chambers; that is, it does not include budget resolutions adopted by only one chamber.

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 6** provides a table indicating selected components included in first budget resolutions for FY1976-FY2016 on which Congress completed action (i.e., the House and Senate agreed).

Table 6. Selected Components Included in Budget Resolutions Adopted by Congress

Fiscal Year	Budget Resolution	Budget Reconciliation Directives	Credit Levels	Number of Reserve Fund Provisions[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
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	—	—	—	—	—	—
2000	H.Con.Res. 68	X	—	7	22	3
2001	H.Con.Res. 290	X	—	11	44	13
2002	H.Con.Res. 83	X	—	9	14	5
2003	—	—	—	—	—	—
2004	H.Con.Res. 95	X	—	8	16	5

Fiscal Year	Budget Resolution	Budget Reconciliation Directives	Credit Levels	Number of Reserve Fund Provisions[a]	Number of Declaratory Statements[b]	Number of Procedural Provisions[c]
2005	—	—	—	—	—	—
2006	H.Con.Res. 95	X	—	10	8	6
2007	—	—	—	—	—	—
2008	S.Con.Res. 21	X	—	23	17	9
2009	S.Con.Res. 70	—	—	56	13	8
2010	S.Con.Res. 13	X	—	48	9	11
2011	—	—	—	—	—	—
2012	—	—	—	—	—	—
2013	—	—	—	—	—	—
2014[e]	—	—	—	—	—	—
2015[f]	—	—	—	—	—	—
2016	S.Con.Res. 11	X	—	131	19	29

Sources: *U.S. Statutes-at-Large*, various volumes, and reports to accompany the budget resolutions.

Notes: This list includes first budget resolutions on which Congress completed action only.

a. For purposes of this table, "reserve fund" provisions refer to any provision establishing procedures to revise budget levels—except adjustments to discretionary spending limits—for certain legislation or if some 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 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 fund provisions.

d. The FY1984 budget resolution provided for a single deficit-neutral reserve fund for all legislative initiatives included in the Manager's Statement.

e. In lieu of the budget resolution, Section 111 of the Bipartisan Budget Act of 2013 (BBA, Div. A of P.L. 113-67), enacted on December 26, 2013, provided for enforceable budget levels and other provisions associated with the FY2014 budget resolution. Several procedural provisions, including reserve fund provisions, contained in the separate FY2014 budget resolutions adopted by each chamber were made to have force and effect. For further information, see the text of H.Con.Res. 25 and S.Con.Res. 8 (113th Congress).

f. In lieu of the budget resolution, Sections 115 and 116 of the Bipartisan Budget Act of 2013 (BBA, Div. A of P.L. 113-67), enacted on December 26, 2013, provided for enforceable budget levels and other provisions associated with the FY2015 budget resolution. Several procedural provisions—including reserve fund provisions, updated by one fiscal year—contained in the separate FY2014 budget resolutions adopted by each chamber were made to have force and effect. For further information, see the text of H.Con.Res. 25 and S.Con.Res. 8 (113th Congress).

The most important of the optional matters is arguably the inclusion of budget 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.[5] In order to accomplish this, Congress first includes budget 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,

[5] For a more detailed discussion of the budget reconciliation process, see CRS Report RL33030, *The Budget Reconciliation Process: House and Senate Procedures*.

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 budget 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 budget reconciliation legislation to their respective chambers, consideration is governed by special procedures.[6] These special rules serve to limit what may be included in budget reconciliation legislation, to prohibit certain amendments, and to encourage its completion in a timely fashion.

During the 41-year period since the congressional budget process was established, Congress has included budget reconciliation directives to House and Senate committees in 22 budget resolutions.[7] Such directives have resulted in 24 budget reconciliation measures. On four occasions (in 1982, 1986, 1997, and 2006), Congress adopted two budget reconciliation measures in one year. Of the 24 budget reconciliation measures considered by Congress, 20 were signed into law and four were vetoed. **Table 7** lists the budget resolutions that contained budget reconciliation directives and the associated reconciliation acts.

Table 7. Budget Resolutions and Associated Reconciliation Acts

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

[6] For a brief summary of these procedures, see CRS Report 98-814, *Budget Reconciliation Legislation: Development and Consideration*, *Budget Reconciliation Legislation: Development and Consideration*.

[7] The number (21) of budget resolutions containing budget reconciliation directives includes the FY1976 second budget resolution (H.Con.Res. 466) and therefore is not included in Table 5. There has been an ongoing controversy about whether the directive in this budget resolution was a budget 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 Congress) under the budget reconciliation procedures. The House did not, however, consider and adopt its version of the resultant legislation as a budget reconciliation measure, and thus it presumably did not consider the directive as a budget 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*; and (2) CRS Congressional Distribution Memorandum, *Reconciliation Directives to Senate Committees in Budget Resolutions for FY1976-FY2005* (available from the author to congressional clients upon request).

Fiscal Year	Budget Resolution	Fiscal Years Covered by Reconciliation Directives	Associated Reconciliation Acts	Date Enacted (or Vetoed)
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)
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
2010	S.Con.Res. 13	2009-2014	Health Care and Education Reconciliation Act of 2010 (P.L. 111-152)	03-30-2010

Sources: *U.S. Statutes-at-Large*, various volumes, and the Legislative Information System (LIS). For further information on budget reconciliation measures, see CRS Report RL33030, *The Budget Reconciliation Process: House and Senate Procedures*.

Notes: Each budget resolution listed was the first, or sole, budget resolution for the fiscal year, except for FY1976, 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 budget 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 budget reconciliation procedures. The House did not, however,

consider and adopt its version of the resultant legislation as a budget reconciliation measure, and thus it presumably did not consider the directive as a budget 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 FY1980.

c. The Senate Appropriations Committee was instructed in the budget resolution to submit legislation to reduce spending for FY1981 (budget authority and outlays) and FY1982-1984 (outlays only).

Beginning with the FY1981 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 31 first budget resolutions adopted by Congress, 18 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 6**). For instance, the FY2016 budget resolution (S.Con.Res. 11, 114th Congress) included 131 reserve funds.

As an indication of policy intent, Congress has often included declaratory statements 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 6**, Congress has included an average of 21 declaratory statements in the last 14 budget resolutions (not including budget resolutions for fiscal years on which the House and Senate separately adopted but did not agree) but an average of only between two and three 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.[8]

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 Budget Act in the budget resolution. The number of procedural provisions included in budget resolutions is listed in the last column of **Table 6**. 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.

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

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 Budget Act. The procedures generally limit debate and prohibit certain amendments and motions.[9]

Table 8. Special Rules Providing for the Consideration of Budget Resolutions in the House

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. 447	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

[9] For a brief discussion of these procedures, see CRS Report 98-511, *Consideration of the Budget Resolution*.

Fiscal Year	Special Rule	Budget Resolution	Date Special Rule Was Adopted[a]	Vote
1990	H.Res. 145	H.Con.Res. 106	05-03-1989	voice
1991	H.Res. 382 H.Res. 488 H.Res. 496[d]	H.Con.Res. 310 H.Con.Res. 310[b] (conf. rept.) H.Con.Res. 310 (conf. rept.)	04-26-1990 10-04-1990 10-06-1990	voice 339-94 285-105
1992	H.Res. 123 H.Res. 157	H.Con.Res. 121 H.Con.Res. 121 (conf. rept.)	04-16-1991 05-22-1991	392-9 257-164
1993	H.Res. 386 H.Res. 463	H.Con.Res. 287 H.Con.Res. 287 (conf. rept.)	03-04-1992 05-21-1992	239-183 253-160
1994	H.Res. 131 H.Res. 133[e] H.Res. 145	H.Con.Res. 64 H.Con.Res. 64 H.Con.Res. 64 (conf. rept.)	03-17-1993 03-18-1993 03-31-1993	voice 251-172 250-172
1995	H.Res. 384 H.Res. 418	H.Con.Res. 218 H.Con.Res. 218 (conf. rept.)	03-10-1994 05-05-1994	245-171 228-168
1996	H.Res. 149 H.Res. 175 H.Res. 309	H.Con.Res. 67 H.Con.Res. 67 (conf. rept.) H.Con.Res. 122[b]	05-17-1995 06-29-1995 12-19-1995	225-168 234-180 229-189
1997	H.Res. 435 H.Res. 450	H.Con.Res. 178 H.Con.Res. 178 (conf. rept.)	05-16-1996 06-12-1996	227-196 232-190
1998	H.Res. 152 H.Res. 160	H.Con.Res. 84 H.Con.Res. 84 (conf. rept.)	05-20-1997 06-05-1997	278-142 373-47
1999	H.Res. 455	H.Con.Res. 284	06-04-1998	216-197
2000	H.Res. 131 H.Res. 137	H.Con.Res. 68 H.Con.Res. 68 (conf. rept.)	03-25-1999 04-14-1999	228-194 221-205
2001	H.Res. 446 H.Res. 474	H.Con.Res. 290 H.Con.Res. 290 (conf. rept.)	03-23-2000 04-13-2000	228-194 221-205
2002	H.Res. 100 H.Res. 134f H.Res. 136	H.Con.Res. 83 H.Con.Res. 83 (conf. rept.) H.Con.Res. 83 (conf. rept.)	03-28-2000 05-08-2001 05-09-2001	282-130 409-1 218-208
2003	H.Res. 372	H.Con.Res. 353	03-05-2002	222-206
2004	H.Res. 151 H.Res. 191	H.Con.Res. 95 H.Con.Res. 95 (conf. rept.)	03-20-2003 04-11-2003	voice 221-202
2005	H.Res. 574 H.Res. 649	H.Con.Res. 393 S.Con.Res. 95 (conf. rept.)	03-25-2004 05-19-2004	voice 220-204

Fiscal Year	Special Rule	Budget Resolution	Date Special Rule Was Adopted[a]	Vote
2006	H.Res. 154 H.Res. 248	H.Con.Res. 95 H.Con.Res. 95 (conf. rept.)	03-16-2005 04-28-2005	228-196 voice
2007	H.Res. 766[g] H.Res. 817	H.Con.Res. 376 H.Con.Res. 376	04-06-2006 05-17-2006	225-196 226-193
2008	H.Res. 275[h] H.Res. 409	H.Con.Res. 99 S.Con.Res. 21 (conf. rept.)	03-28-2007 05-17-2007	229-197 225-194
2009	H.Res. 1036[i] H.Res. 1214	H.Con.Res. 312 S.Con.Res. 70 (conf. rept.)	03-12-2008 05-21-2008	223-195 220-199
2010	H.Res. 305j H.Res. 316 H.Res. 371	H.Con.Res. 85 H.Con.Res. 85 S.Con.Res. 13 (conf. rept.)	04-01-2009 04-02-2009 04-28-2009	234-179 242-182 234-185
2011[k]	—	—	—	—
2012	H.Res. 223	H.Con.Res. 34	04-14-2011	243-181
2013	H.Res. 597	H.Con.Res. 112	03-28-2012	241-184
2014	H.Res. 122	H.Con.Res. 25	03-19-2013	224-189
2015	H.Res. 544	H.Con.Res. 96	04-08-2014	222-194
2016	H.Res. 163	H.Con.Res. 27	03-24-2015	237-180

Source: Legislative Information System (LIS).

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.

j. H.Res. 305 provided for debate only.

k. The House did not consider a budget resolution for FY2011. However, in lieu of the budget resolution, the House agreed to a special rule (H.Res. 1500) that, upon its adoption, provided for the adoption of a "budget enforcement resolution" (H.Res. 1493).

Amendments to the Budget Resolution

Amendments in the House

The House has considered an average of almost seven amendments per budget resolution.[10] The largest number of amendments considered was 45 in 1979; the largest number agreed to was 11 also 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 few decades is in marked contrast to the early years under the Budget Act. During the first eight years, the House considered an average of 16 amendments per budget resolution, agreeing to an average of four of them. In contrast, during the past 33 years, the House has considered very few amendments to budget resolutions, averaging between two and three per budget resolution and agreeing to even fewer of these. Of the 121 amendments considered by the House during this time period, 5 have been adopted.

Table 9. Number of Amendments to Budget Resolutions Considered in the House

		Amendments[a]			
Fiscal Year	Budget Resolution	Adopted	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%

[10] 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.

		Amendments[a]			
Fiscal Year	**Budget Resolution**	**Adopted**	**Rejected**	**Total**	**Success Rate[b]**
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%
2002	H.Con.Res. 83	0	4	4	0%
2003	H.Con.Res. 353	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%
2010	H.Con.Res. 85	0	4	4	0%
2011[d]	—	—	—	—	—
2012	H.Con.Res. 34	0	4	4	0%
2013	H.Con.Res. 112	0	6	6	0%
2014	H.Con.Res. 25	0	5	5	0%
2015	H.Con.Res. 96	0	5	5	0%
2016	H.Con.Res. 27	1	5	6	17%

Source: Legislative Information System (LIS).

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.)

d. The House did not consider a budget resolution for FY2011.

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 2015 (for the FY1984-FY2016 budget resolutions), 117 of the 121 amendments to the budget resolution made in order by the special rule were amendments in the nature of a substitute. Only two of these 117 amendments in the nature of a substitute were agreed to; those two contained the budget resolution text recommended by the House Budget Committee offered by its chair at the time, Representative William H. Gray III and Representative Tom Price, respectively. **Table 10**

lists the amendments in the nature of a substitute to the budget resolution made in order by the special rule.

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

Fiscal Year	Budget Resolution	Amendment Sponsor	Date	Vote	Disposition
1976	H.Con.Res. 218[a]	—	—	—	—
1977	H.Con.Res. 611[a]	—	—	—	—
1978	H.Con.Res. 195[b]	—	—	—	—
	H.Con.Res. 214[a]	—	—	—	—
1979	H.Con.Res. 559[a]	—	—	—	—
1980	H.Con.Res. 107[a]	—	—	—	—
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	adopted
1983	H.Con.Res. 345[c]	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
	H.Con.Res. 352	Latta	06-10-1982	220-207	adopted
		Jones (OK)	06-10-1982	202-225	rejected
1984	H.Con.Res. 91	Latta[d]	—	—	—
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. 296[e]	—	—	—	—
	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

Fiscal Year	Budget Resolution	Amendment Sponsor	Date	Vote	Disposition
1988	H.Con.Res. 93	Gray (PA)	04-09-1987	230-192	adopted
		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
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. 122[f]	—	—	—	—
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

Fiscal Year	Budget Resolution	Amendment Sponsor	Date	Vote	Disposition
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 (CA)	03-13-2008	98-322	rejected
		Ryan (WI)	03-13-2008	157-263	rejected
2010	H.Con.Res. 85	Woolsey	04-02-2009	84-348	rejected
		Jordan (OH)	04-02-2009	111-322	rejected
		Lee (CA)	04-02-2009	113-318	rejected
		Ryan (WI)	04-02-2009	137-293	rejected
2011[g]	—	—	—	—	—
2012	H.Con.Res. 34	Cleaver	04-15-2011	103-303	rejected
		Cooper[h]	—	—	—
		Grijalva	04-15-2011	77-347	rejected
		Garrett	04-15-2011	119-136 (172 present)	rejected
		Van Hollen	04-15-2011	166-259	rejected
2013	H.Con.Res. 112	Mulvaney	03-28-2012	0-414	rejected
		Cleaver	03-28-2012	107-314	rejected
		Cooper	03-28-2012	38-382	rejected
		Honda	03-28-2012	78-346	rejected
		Garrett	03-29-2012	136-285	rejected
		Van Hollen	03-29-2012	163-262	rejected
2014	H.Con.Res. 25	Mulvaney	03-20-2013	154-261	rejected
		Scott (VA)	03-20-2013	105-305 (1 present)	rejected
		Grijalva	03-20-2013	84-327 (1 present)	rejected
		Woodall	03-20-2013	104-132 (171 present)	rejected
		Van Hollen	03-20-2013	165-253	rejected

Fiscal Year	Budget Resolution	Amendment Sponsor	Date	Vote	Disposition
2015	H.Con.Res. 96	Mulvaney	04-09-2014	2-413	rejected
		Moore	04-09-2014	116-300	rejected
		Grijalva	04-09-2014	89-327	rejected
		Woodall	04-10-2014	133-291	rejected
		Van Hollen	04-10-2014	163-261	rejected
2016	H.Con.Res. 27	Ellison	03-25-2015	96-330	rejected
		Butterfield	03-25-2015	120-306	rejected
		Stutzman	03-25-2015	132-294	rejected
		Van Hollen	03-25-2015	160-264	rejected
		Price (GA)	03-25-2015	105-319	rejected
		Price (GA)	03-25-2015	219-208	adopted

Source: Legislative Information System (LIS).

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, Representative 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.)

g. The House did not consider a budget resolution for FY2011.

h. The special rule (H.Res. 223) made in order an amendment in the nature of a substitute by, and if offered by, Representative Cooper, but he did not offer one.

Amendments in the Senate

In the Senate, 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, the Senate considers many amendments to the budget resolution, most addressing specific issues instead of proposing a complete substitute as in the House.

During the period between 1975 and 2015, the Senate considered an average of almost 54 amendments per budget resolution, agreeing to an average of 31 of these.[11] The largest number of amendments considered was 254 in 2015; the largest number agreed to was 146, also in 2015. **Table 11** identifies the number of amendments adopted, rejected, ruled out-of-order, and withdrawn during Senate consideration of budget resolutions. In contrast to the House, the number of amendments considered by the Senate has increased over the last two decades or so. For the last 18 budget resolutions considered on the floor, for example, the Senate considered an average of almost 90 amendments per budget resolution, agreeing to an average of over 56 of

[11] The averages presented in this section are derived from all first budget resolutions considered on the Senate floor. Accordingly, they do not include the budget resolutions for FY2003 and FY2011, which were reported by the Senate Budget Committee but did not receive floor consideration.

these. Amendments have been agreed to in the Senate at a much higher rate compared to the House as well. For instance, in 13 of the past 18 years in which a budget resolution was considered on the floor, the success rate for amendments has equaled or exceeded 60%.

Table 11. Number of Amendments to Budget Resolutions Considered in the Senate

		Amendments					
Fiscal Year	Budget Resolution	Adopted (RC)	Rejected (RC)	Fell on Point of Order (RC)	Withdrawn	Total (RC)	Success Rate[a]
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. 19	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. 20[d]	—	—	—	—	—	—
2004	S.Con.Res. 23	44 (13)	35 (35)	2 (2)	1	82 (50)	54%

		Amendments					
Fiscal Year	Budget Resolution	Adopted (RC)	Rejected (RC)	Fell on Point of Order (RC)	Withdrawn	Total (RC)	Success Rate[a]
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%
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%
2010	S.Con.Res. 13	101 (15)	17 (17)	3 (3)	0	121 (35)	83%
2011	S.Con.Res. 60[e]	—	—	—	—	—	—
2012[f]	—	—	—	—	—	—	—
2013[g]	—	—	—	—	—	—	—
2014	S.Con.Res. 8	77 (14)	29 (28)	4 (4)	4	114 (46)	68%
2015[h]	—	—	—	—	—	—	—
2016	S.Con.Res. 11	146 (31)	20 (20)	6 (6)	82	254 (58)	57%

Source: Legislative Information System (LIS).

Notes: This list includes first budget resolutions only. This table does not include motions to recommit offered during the consideration of the budget resolution. "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 listed FY2003 budget resolution, but the full Senate did not consider it.

e. The Senate Budget Committee reported the listed FY2011 budget resolution, but the full Senate did not consider it.

f. The Senate did not consider a budget resolution for FY2012; on May 25, 2011, the Senate rejected motions to proceed to four different budget resolutions for FY2012.

g. The Senate did not consider a budget resolution for FY2013; on May 16, 2012, the Senate rejected motions to proceed to five different budget resolutions for FY2013.

h. The Senate did not consider a budget resolution for FY2015.

Timing of Action on the Budget Resolution

The Budget Act sets April 15 as a target date for completing action on the annual budget resolution. **Table 12** lists the dates of final adoption of budget resolutions for FY1976-FY2015. During this period, Congress adopted the budget resolution by the target date 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 by the target date twice: in 1975 and 1976. After the target date was changed to April 15 by the 1985 Deficit

Control Act, Congress has completed action on the budget resolution by the target date four times: in 1993, 1999, 2000, and 2003. Further, as noted above, Congress did not complete action on a budget resolution for nine fiscal years, most recently for FY2015.

Table 12. Dates of Final Adoption of the Budget Resolution

Fiscal Year	Date Adopted	Fiscal Year	Date Adopted
1976	05-14-1975	1997	06-13-1996
1977	05-13-1976	1998	06-05-1997
1978	05-17-1977	1999	[none]
1979	05-17-1978	2000	04-15-1999
1980	05-24-1979	2001	04-13-2000
1981	06-12-1980	2002	05-10-2001
1982	05-21-1981	2003	[none]
1983	06-23-1982	2004	04-11-2003
1984	06-23-1983	2005	[none]
1985	10-01-1984	2006	04-28-2005
1986	08-01-1985	2007	[none]
1987	06-27-1986	2008	05-17-2007
1988	06-24-1987	2009	06-05-2008
1989	06-06-1988	2010	04-29-2009
1990	05-18-1989	2011	[none]
1991	10-09-1990	2012	[none]
1992	05-22-1991	2013	[none]
1993	05-21-1992	2014	[none]
1994	04-01-1993	2015	[none]
1995	05-12-1994	2016	05-05-2015
1996	06-29-1995		

Source: Legislative Information System (LIS).

In those years in which Congress has adopted a budget resolution (that is, not including FY1999, FY2003, FY2005, FY2007, and FY2011 through FY2015), it has adopted the budget resolution an average of 36 days after the target date. The FY1991 budget resolution was adopted the latest, on October 9, 1990, or 177 days after the target date. The earliest adoption of a budget resolution was for FY1994 on April 1, 1993, or 14 days before the target date. **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.

Table 13. Timing of House Action on Budget Resolutions

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

Fiscal Year	Budget Resolution (Companion Measure)	Type[a]	Date Consideration Began	Date of Initial Passage	Date Conference Report Adopted
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	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	04-13-2000
2002	H.Con.Res. 83 (no companion measure)[d]	—	03-27-2001	03-28-2001	05-09-2001
2003	H.Con.Res. 353 (S.Con.Res. 100)	—	03-20-2002	03-20-2002	—
2004	H.Con.Res. 95 (S.Con.Res. 23)	—	03-20-2003	03-21-2003	04-11-2003
2005[e]	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.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

Fiscal Year	Budget Resolution (Companion Measure)	Type[a]	Date Consideration Began	Date of Initial Passage	Date Conference Report Adopted
2009	S.Con.Res. 70 (H.Con.Res. 312)	—	03-12-2008	03-13-2008	06-05-2008
2010	S.Con.Res. 13 (H.Con.Res. 85)	—	04-01-2009	04-02-2009	04-29-2009
2011[f]	(S.Con.Res. 60)	—	—	—	—
2012	H.Con.Res. 34 (no companion measure)	—	04-14-2011	04-15-2011	—
2013	H.Con.Res. 112	—	03-28-2012	03-29-2012	—
2014	S.Con.Res. 8 (H.Con.Res. 25)	—	03-19-2013	03-21-2013	—
2015	H.Con.Res. 96 (no companion measure)	—	04-08-2014	04-10-2014	—
2016	S.Con.Res. 11 (H.Con.Res. 27)	—	03-24-2015	03-25-2015	04-30-2015

Source: Legislative Information System (LIS).

Notes: Unless otherwise indicated, no date in the conference report column indicates that Congress did not complete action on the budget resolution for that year.

a. For purposes of this table, "type" refers to whether the budget resolution was the first, second, or third for the fiscal year. Originally, the Budget Act provided for the annual adoption of two budget resolutions for a fiscal year and the option of additional budget resolutions. In 1985, the act was amended to eliminate the second budget resolution; the option of additional budget resolutions remains.

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. 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. 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.

f. The House did not consider a budget resolution for FY2011.

Table 14. Timing of Senate Action on Budget Resolutions

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	04-29-1975	05-01-1975	05-14-1975
	H.Con.Res. 466 (S.Con.Res. 76)	second	11-19-1975	11-20-1975	12-11-1975

Fiscal Year	Budget Resolution (Companion Measure)	Type[a]	Date Consideration Began	Date of Initial Passage	Date Conference Report Adopted
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

Fiscal Year	Budget Resolution (Companion Measure)	Type[a]	Date Consideration Began	Date of Initial Passage	Date Conference Report Adopted
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	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)[c]	—	04-02-2001	04-06-2001	05-10-2001
2003	H.Con.Res. 353 (S.Con.Res. 100)	—	—	—	—
2004	H.Con.Res. 95 (S.Con.Res. 23)	—	03-18-2003	03-26-2003	04-11-2003
2005	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	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
2010	S.Con.Res. 13 (H.Con.Res. 85)	—	03-30-2009	04-02-2009	04-29-2009

Fiscal Year	Budget Resolution (Companion Measure)	Type[a]	Date Consideration Began	Date of Initial Passage	Date Conference Report Adopted
2011[d]	S.Con.Res. 60 (no companion measure)	—	—	—	—
2012[e]	(H.Con.Res. 34)	—	—	—	—
2013[f]	(H.Con.Res. 112)	—	—	—	—
2014	S.Con.Res. 8 (H.Con.Res. 25)	—	03-20-2013	03-23-2013	—
2015	(H.Con.Res. 96)	—	—	—	—
2016	S.Con.Res. 11 (H.Con.Res. 27)	—	03-23-2015	03-27-2013	05-05-2015

Source: Legislative Information System (LIS).

Notes: Unless otherwise indicated, no date in the conference report column indicates that Congress did not complete action on the budget resolution for that year.

a. For purposes of this table, "type" refers to whether the budget resolution was the first, second, or third for the fiscal year. Originally, the Budget Act provided for the annual adoption of two budget resolutions for a fiscal year and the option of additional budget resolutions. In 1985, the act was amended to eliminate the second budget resolution; the option of additional budget resolutions remains.

b. The House adopted the Senate's version of the budget resolution; no conference report was necessary.

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 listed FY2003 budget resolution, but the full Senate did not consider it.

e. The Senate did not consider a budget resolution for FY2012; on May 25, 2011, the Senate rejected motions to proceed to four different budget resolutions for FY2012.

f. The Senate did not consider a budget resolution for FY2013; on May 16, 2012, the Senate rejected motions to proceed to five different budget resolutions for FY2013.

Appendix. Modifications to the Procedures and Requirements Pertaining to the Development, 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 Committees' 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)[12]

- 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 three-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 and one without.

[12] For more information on changes made by the 1985 Balanced Budget and Emergency Deficit Control Act, see CRS Report 86-713, *Changes in the Congressional Budget Process Made by the 1985 Balanced Budget Act (P.L. 99-177)*; and CRS Report 85-1130, *Explanation of the Balanced Budget and Emergency Deficit Control Act of 1985 – P.L. 99-177 (The Gramm-Rudman-Hollings Act)*, both available from the author to congressional clients upon request.

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)[13]

- 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)[14]

- 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 "firewall" to protect Social Security balances.

Budget Enforcement Act of 1997 (Title X of P.L. 105-33; 111 Stat. 677-712; August 5, 1997)[15]

- 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.

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[13] See CRS Report 90-520, *Budget Enforcement Act of 1990: Brief Summary*, available from the author to congressional clients upon request.

[14] 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.

[15] 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*.

- Modified the optional contents of the budget resolution to include special pay-as-you-go 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 six 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.

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 budget reconciliation directives having a net effect of reducing the surplus or increasing the deficit. (Clause was modified at the beginning of the 112th Congress; see below.)

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.

House Rule XXI, Clause 7 (H.Res. 5; 112th Congress; January 5, 2011)

- Modified the rule to prohibit the consideration of a budget resolution containing reconciliation directives that would result in budget reconciliation legislation that would cause a net increase in direct spending (i.e., mandatory spending) over the period of the budget resolution.

Separate Order in House for 113th Congress (Section 3(e) of H.Res. 5; 113th Congress; January 3, 2013)

- Created a requirement that the budget resolution (as well as any amendments thereto and any conference report thereon) include for means-tested direct spending and non-means-tested direct spending the following information: (1) the average growth rate (in terms of outlays) for the 10 years preceding the budget year; (2) estimates under current law for the period covered by the budget resolution; and (3) information on proposed reforms. (This requirement was extended to the 114th Congress by Section 3(h) of H.Res. 5, 114th Congress, January 6, 2015.)

Budget Resolution for FY2016 (S.Con.Res. 11; 114th Congress; May 5, 2015)

- Extended through September 30, 2025, 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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Acknowledgments

Several analysts, including former CRS employees, assisted in compiling the information in this report and contributed to its development. The current author, however, assumes responsibility for its current content.

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