

PUBLIC DEBT LIMITATION

OCTOBER 15, 1972.—Ordered to be printed

Mr. MILLS of Arkansas, from the committee of conference,
submitted the following

CONFERENCE REPORT

[To accompany H. R. 16810]

The committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H. R. 16810) to provide for a temporary increase in the public debt limitation, and to place a limitation on expenditures and net lending for the fiscal year ending June 30, 1973, having met after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its amendments numbered 2, 9, and 11.

That the House recede from its disagreement to the amendments of the Senate numbered 3, 4, 5, 6, and 7, and agree to the same.

Amendment numbered 1:

That the House recede from its disagreement to the amendment of the Senate numbered 1, and agree to the same with an amendment, as follows:

In lieu of the matter proposed to be inserted by the Senate amendment insert the following:

(b)(1) *Notwithstanding the provisions of any other law, the President shall, in accordance with paragraphs (2) and (3), reserve from expenditures and net lending, from appropriations or other obligational authority heretofore or hereafter made available, such amounts as may be necessary to effectuate the provisions of subsection (a).*

(2) *In carrying out the provisions of paragraph (1), the President shall reserve amounts from appropriations or other obligational authority available for any program or activity, except for expenditures and net lending for—*

- (A) *veterans' compensation, pension benefits, and hospital care;*
- (B) *benefits from social insurance trust funds;*
- (C) *medicaid;*

(D) public assistance maintenance grants;

(E) military retirement pay, civil service annuities, and railroad retirement annuities and pensions; and

(F) judicial salaries.

Nothing in this paragraph shall preclude the reservation of amounts for administrative costs or construction.

(S) Under the authority of this Act, no amount of any budgetary outlay for any numerical functional category set forth in table 15 (relating to budget outlays by function and agency) of part 7 of *The Budget of the United States Government, 1973*, (page 526 and following) may be reduced by more than 20 per centum of the revised budget estimate for such outlay. For purposes of the preceding sentence, the following numerical functional categories may be consolidated and the resulting consolidation may be treated as one numerical functional category:

(A) 058 and 059,

(B) 251, 252, 253, 254, and 259,

(C) 352, 354, and 355,

(D) 402 and 403,

(E) 405 and 409,

(F) 506, 507, and 508,

(G) 552 and 555,

(H) 603, 604, and 605,

(I) 802 and 803,

(J) 903 and 904,

(K) 905 and 906, and

(L) 909 and 910.

And the Senate agree to the same.

Amendment numbered 8:

That the House recede from its disagreement to the amendment of the Senate numbered 8, and agree to the same with an amendment, as follows:

On page 5, line 7, of the Senate engrossed amendments, after "Sec." insert: 203; and the Senate agree to the same.

W. D. MILLS,

AL ULLMAN,

MARTHA W. GRIFFITHS,

JOHN W. BYRNES,

JACKSON E. BETTS,

H. T. SCHNEEBELI,

Managers on the Part of the House.

RUSSELL B. LONG,

HERMAN TALMADGE,

WALLACE F. BENNETT,

JACK MILLER,

Managers on the Part of the Senate.

JOINT EXPLANATORY STATEMENT OF THE COMMITTEE OF CONFERENCE

The managers on the part of the House and the Senate at the conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H. R. 16180) to provide for a temporary increase in the public debt limitation, and to place a limitation on expenditures and net lending for the fiscal year ending June 30, 1973, submit the following joint statement to the House and the Senate in explanation of the effect of the action agreed upon by the managers and recommended in the accompanying conference report:

Amendment numbered 1: The bill as passed by the House establishes a ceiling of \$250,000,000,000 on expenditures and net lending during the fiscal year ending June 30, 1973, and directs the President to reserve from expenditures and net lending, from appropriations or other obligational authority heretofore or hereafter made available, such amounts as may be necessary to keep expenditures and net lending during fiscal year 1973 within this ceiling.

Senate amendment numbered 1 also directed the President to reserve such amounts as may be necessary to keep expenditures and net lending within the \$250 billion ceiling, but provided that, with certain exceptions, such amounts were to be reserved proportionately from appropriations or other obligational authority available for all programs or activities. The program and activities from which no reservations were to be made were—

- (1) interest,
- (2) veterans' benefits and services,
- (3) payments from social insurance trust funds,
- (4) medicaid,
- (5) public assistance maintenance grants,
- (6) social services grants under title IV of the Social Security Act,
- (7) food stamps,
- (8) military retirement pay, and
- (9) judicial salaries.

Senate amendment numbered 1 also provided that no amount specified in any appropriation, or any activity, program, or item within such appropriation, could be reduced by more than 10 percent.

The conference substitute directs the President to reserve such amounts as may be necessary to keep expenditures and net lending within the \$250 billion ceiling, but provides that no reservations shall be made (for other than administrative and construction costs) from appropriations or other obligational authority for—

- (A) veterans' compensation, pension benefits, and hospital care;
- (B) benefits from social insurance trust funds;
- (C) medicaid;
- (D) public assistance maintenance grants;

(E) military retirement pay, civil service annuities, and railroad retirement annuities and pensions; and

(F) judicial salaries.

The conference substitute also provides that the President may not reserve more than 20 percent from appropriations or other obligational authority for any function listed by numerical category in table 15, part 7, The Budget of the United States Government, 1973, or from certain combinations of such categories.

Amendment numbered 2: Senate amendment numbered 2 provided that the amounts proportionately reserved by the President pursuant to Senate amendment numbered 1 were not to include appropriations or other obligational authority available for fiscal year 1973 to which statutory spending limitation of 10 percent or more applies. The Senate recedes.

Amendment numbered 3: The bill as passed by the House establishes a temporary joint committee to review operations of the expenditure ceiling established by title II of the bill, and to recommend procedures for improving congressional control of budgetary outlay and receipt totals, including procedures for establishing and maintaining an overall view of each year's budgetary outlays which is fully coordinated with an overall view of the anticipated revenues for that year. Under the bill as passed by the House, the joint committee consisted of 30 members as follows:

(1) Seven members from the Committee on Ways and Means of the House and seven members from the Committee on Appropriations of the House, appointed by the Speaker.

(2) One additional member of the House appointed by the Speaker.

(3) Seven members from the Committee on Finance of the Senate and seven members from the Committee on Appropriations of the Senate, appointed by the President pro tempore.

(4) One additional member of the Senate appointed by the President pro tempore.

Senate amendment numbered 3 increases the membership of the joint committee to 32 members, and provides that (in addition to the 7 members of the House chosen from the Committee on Ways and Means and the Committee on Appropriations and the 7 members of the Senate chosen from the Committee on Finance and the Committee on Appropriations) each House would have two additional members on the joint committee, one from the majority party and one from the minority party, to be appointed by the Speaker and the President pro tempore, respectively.

The House recedes.

Amendment numbered 4: Senate amendment numbered 4 provides that no person appointed by reason of his membership on the House and Senate committees referred to shall continue as a member of the joint committee after he has ceased to be a member of the committee from which he was chosen. However, the members of the joint committee chosen from the House committees who have been reelected to the House may continue to serve as members of the joint committee notwithstanding the expiration of the Congress.

Senate amendment numbered 4 also provides that a vacancy in the joint committee shall not affect the power of the remaining members

to execute the functions of the joint committee and shall be filed in the same manner as the original selection.

The House recedes.

Amendment numbered 5: Senate amendment numbered 5 provides that the expenses of the joint committee shall be paid from the contingent fund of the Senate upon vouchers approved by the chairman of the joint committee, and authorizes expenditures of not to exceed \$100,000 through February 28, 1973. The House recedes.

Amendment numbered 6: This is a clerical amendment. The House recedes.

Amendment numbered 7: Senate amendment numbered 7 provides that, for purposes of paragraph (6) of Rule XXV of the Standing Rules of the Senate (which limits the number of committee assignments and committee chairmanships of Senators), service of a Senator as a member of the joint committee, or as chairman of the joint committee, shall not be taken into account. The House recedes.

Amendment numbered 8: Senate amendment numbered 8 adds a new title IV to the bill which added a new section to title II of the Budget and Accounting Procedures Act of 1950. Under the new section, whenever the President impounds any appropriated funds, he is to transmit promptly to the Congress and to the Comptroller General of the United States a report containing specified information with respect to the funds impounded. All such reports are to be published in the Federal Register.

The House recedes with a clerical amendment.

Amendment numbered 9: Senate amendment numbered 9 added a new title V to the bill containing three amendments to the Legislative Reorganization Act of 1970. Section 501 added a new section to the 1970 Act which established a permanent Joint Committee on the Budget to review all matters relating to the annual budget and information relating to Government expenditures and revenues, and to make reports and recommendations to the appropriate committees of the Congress concerning Government efficiency, spending ceilings, fiscal year estimates of program and project costs, and deviations from basic authorizations of law and appropriations inconsistent with those authorizations. Section 502 amended the 1970 Act to require each Federal agency responsible for carrying out a proposed bill or joint resolution, being reported by a Congressional committee (with certain exceptions), to furnish the committee with cost estimates of the proposed legislation. The Joint Committee on the Budget was to maintain a compilation of, and print, those estimates. Section 503 further amended the 1970 Act by authorizing the Joint Committee to recommend to the Appropriations Committees of the two Houses of the Congress to hold joint hearings.

The Senate recedes.

Amendment numbered 10: This amendment added a new title VI to the bill providing that section 203(e)(2) of the Federal-State Extended Unemployment Compensation Act of 1970 is amended so that, effective with respect to compensation for weeks of unemployment beginning before July 1, 1973, the State may by law provide that the determination of whether there has been a State "on" indicator or a State "off" indicator beginning or ending any extended benefit period is to be determined without regard to the 120-percent

requirement contained in section 203(e)(1)(A) of such Act and without regard to the requirement of a 13-week waiting period between extended benefit periods contained in section 203(b)(1)(B) of such Act.

This amendment is reported in technical disagreement. The managers on the part of the House will offer a motion to recede and concur in Senate amendment numbered 10 with the following amendment:

In lieu of the matter proposed to be inserted by the Senate amendment, insert the following:

TITLE V—MISCELLANEOUS PROVISIONS

AMENDMENT TO FEDERAL-STATE EXTENDED UNEMPLOYMENT COMPENSATION ACT OF 1970

SEC. 501. Section 203 (e) (2) of the Federal-State Extended Unemployment Compensation Act of 1970 is amended by adding at the end thereof the following new sentence: "Effective with respect to compensation for weeks of unemployment beginning before July 1, 1973, and beginning after the date of the enactment of this sentence (or, if later, the date established pursuant to State law), the State may by law provide that the determination of whether there has been a State 'off' indicator ending any extended benefit period shall be made under this subsection as if paragraph (1) did not contain subparagraph (A) thereof."

Amendment numbered 11: Senate amendment numbered 11 added a new title VII to the bill relating to the income tax treatment of unmarried individuals. In general, this amendment provided that all individuals, other than married individuals filing separate returns, would be subject to the same rates of tax on their taxable incomes.

The Senate recedes.

W. D. MILLS,
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