

**REPORT ON UNAUTHORIZED APPROPRIATIONS
AND EXPIRING AUTHORIZATIONS**

January 15, 1987

**The Congress of the United States
Congressional Budget Office**

INTRODUCTION

The Balanced Budget and Emergency Deficit Control Act of 1985 (Public Law 99-177) requires the Congressional Budget Office (CBO) to report to the Congress on unauthorized appropriations and expiring authorizations. Section 221(b) of the Act added this requirement to Section 202(f) of the Congressional Budget and Impoundment Control Act of 1974, as amended:

"(3) On or before January 15 of each year, the Director, after consultation with the appropriate committees of the House and the Senate, shall submit to the Congress a report listing (A) all programs and activities funded during the fiscal year ending September 30 of that calendar year for which authorizations for appropriations have not been enacted for that fiscal year, and (B) all programs and activities for which no authorizations for appropriations have been enacted for the fiscal year beginning October 1 of that calendar year."

The new requirement expanded functions CBO had performed at the request of the Budget Committees for a number of years. The conference report on the Balanced Budget Act states that the purpose of the requirement is "to help Congress use the early months of the year to adopt authorizing legislation that must be in place before the thirteen regular appropriation bills can be considered."

The body of this report consists of two appendices listing unauthorized FY 1987 appropriations and authorizations that will expire by the end of FY 1988. The listings include data on all public laws enacted during the Second Session of the 99th Congress.

APPENDIX A: SUMMARY OF FISCAL YEAR 1987 APPROPRIATIONS
FOR PROGRAMS AND ACTIVITIES WITH EXPIRED
OR INSUFFICIENT AUTHORIZATIONS

Appendix A combines data from CBO's Legislative Classification System (LCS) and current level estimates for FY 1987. CBO uses the LCS to compile and update information on the authorizing laws for each budget account as well as the House and Senate committees that originated and have jurisdiction over those statutes. The LCS contains data on individual provisions of law that authorize government programs and activities, but does not include information on individual projects, which usually are smaller in scope and cost than programs or activities and often do not have specific statutory authorizations. CBO's current level estimates, in contrast, are at the level of individual budget accounts, which frequently include funding for numerous programs, activities, or projects.

The format of Appendix A reflects the difference in the levels of detail provided by the two types of data. Information on expired or insufficient authorizations of appropriations for programs and activities that have been funded in FY 1987 is listed by appropriation account beneath the current FY 1987 appropriation for each account. Most of the provisions authorized appropriations before FY 1987 and thus have expired; some authorize less money for FY 1987 than has been appropriated. A key to the listing has been provided to assist the reader.

In some instances, an appropriation funds more than one program or activity and the legislative history indicates that Congress intended to provide a specific sum for particular programs funded by the appropriation. In those cases, CBO has compared that sum with any amount authorized to be appropriated for the item in FY 1987 to determine if any of the funds were provided without authorization. If so, information on the insufficient authorization of FY 1987 funding for the particular program is displayed.

Tables 1 and 2 organize the amounts appropriated in FY 1987 for programs and activities with expired or insufficient authorizations of appropriations by House and Senate authorizing committees, respectively. For programs and activities that lack FY 1987 authorizations of appropriations, the amounts include the total FY 1987 appropriation. Where the FY 1987 appropriation for a program or activity exceeds the amount(s) authorized to be appropriated, the figures include the excess amount.

TABLE 1. FY 1987 APPROPRIATIONS FOR PROGRAMS AND ACTIVITIES WITH EXPIRED OR INSUFFICIENT AUTHORIZATIONS OF APPROPRIATIONS, BY HOUSE AUTHORIZING COMMITTEE

Committee	Programs/Activities Lacking FY 1987 Authorizations (\$ millions)	Programs/Activities With Insufficient FY 1987 Authorizations (\$ millions)
Agriculture	59.4	--
Armed Services	122.2	462.2
Banking, Finance, and Urban Affairs	12,477.9	--
District of Columbia	--	135.4
Education and Labor	--	3.5
Foreign Affairs	--	190.5
Government Operations	--	--
House Administration	12.8	--
Interior and Insular Affairs	2.0	--
Energy and Commerce	3,273.5	--
Judiciary	1,121.1	2,768.8
Merchant Marine and Fisheries	110.0	26.0
Post Office and Civil Service	--	--
Public Works and Transportation	4,939.9	--
Science and Technology	11,877.5	--
Small Business	--	--
Veterans Affairs	--	--
Ways and Means	47.2	--
Total <u>a/</u>	33,364.7	3,586.3

SOURCE: Congressional Budget Office.

- a. Appropriations under the jurisdiction of more than one committee are counted only once in totals.

TABLE 2. FY 1987 APPROPRIATIONS FOR PROGRAMS AND ACTIVITIES WITH EXPIRED OR INSUFFICIENT AUTHORIZATIONS OF APPROPRIATIONS, BY SENATE AUTHORIZING COMMITTEE

Committee	Programs/Activities Lacking FY 1987 Authorizations (\$ millions)	Programs/Activities With Insufficient FY 1987 Authorizations (\$ millions)
Agriculture, Nutrition and Forestry	59.4	--
Armed Services	--	462.2
Banking, Housing and Urban Affairs	14,836.8	--
Commerce, Science and Transportation	10,742.0	26.0
Energy and Natural Resources	3,509.7	--
Environment and Public Works	2,943.0	--
Finance	47.2	--
Foreign Relations	--	190.5
Governmental Affairs	--	135.4
Judiciary	815.6	2,768.8
Labor and Human Resources	520.3	3.5
Rules and Administration	12.8	--
Veterans Affairs	--	--
Indian Affairs	--	--
Small Business	--	--
Total <u>a/</u>	33,364.7	3,586.3

SOURCE: Congressional Budget Office.

- a. Appropriations under the jurisdiction of more than one committee are counted only once in totals.

APPENDIX B: SUMMARY OF AUTHORIZATIONS WITH BUDGETARY
IMPACT EXPIRING BETWEEN JANUARY 1, 1987
AND SEPTEMBER 30, 1988

Appendix B lists provisions of law with budgetary impact that will expire between January 1, 1987 and September 30, 1988. For each provision that authorizes appropriations, the listing indicates the authorized funding level for each fiscal year. Other types of expiring authorizations listed include:

- o Organic authorizations (including spending authority defined by Section 402(c)(2)(A) of the Congressional Budget Act);
- o Credit authorizations--grants of authority to make direct loans or to guarantee or insure the indebtedness of others; and
- o Contract authority (as defined by Section 402(c)(2)(A) of the Budget Act).

A key to the listing in Appendix B has been provided to assist the reader.

Tables 3 through 6 provide aggregate information on the expiring provisions of law listed in Appendix B. Table 3 summarizes the expiring provisions by type of authorization. Tables 4 and 5 summarize the expiring authorizations of appropriations by House and Senate authorizing committees, respectively. Shown for each committee are the number of authorizations, and the total appropriations authorized by those provisions, which will expire by the end of fiscal years 1987 and 1988. Table 6 lists the laws which will expire by the end of FY 1987 and which authorize FY 1987 appropriations greater than \$100 million.

TABLE 3. SUMMARY OF AUTHORIZATIONS EXPIRING BEFORE FISCAL YEARS 1988 AND 1989

	Before FY 1988	Before FY 1989
Authorizations of appropriations:		
Less than \$50 million	96	65
\$50 to \$500 million	54	15
Greater than \$500 million	48	7
Such sums as may be necessary	11	14
Multiyear	24	3
Organic authorizations	22	20
Credit authorizations	10	4
Contract authority	1	1
Total	266	129

SOURCE: Congressional Budget Office.

TABLE 4. SUMMARY OF AUTHORIZATIONS OF
APPROPRIATIONS EXPIRING BY DATE
AND HOUSE AUTHORIZING COMMITTEE

Committee	Expiring Before FY 1988		Expiring Before FY 1989	
	Number	Total Amount (\$ millions)	Number	Total Amount (\$ millions)
Agriculture	2	60.0	--	--
Armed Services	52	217,087.2 <u>a/</u>	1	1.5
Banking, Finance, and Urban Affairs	1	145.3	--	--
District of Columbia	--	--	--	--
Education and Labor	14	2,714.5	10	833.8
Foreign Affairs	46	18,088.2 <u>b/</u>	4	204.9
Government Operations	--	--	1	5.0
House Administration	--	--	--	--
Interior and Insular Affairs	8	253.1	1	3.2
Energy and Commerce	27	1,616.6	39	5,023.4
Judiciary	11	274.0	7	640.4
Merchant Marine and Fisheries	13	3,068.5	13	125.4
Post Office and Civil Service	2	1,999.6	1	2.0
Public Works and Transportation	7	6,535.8	2	52.0
Science and Technology	14	3,995.0	4	491.0
Small Business	--	--	1	634.0
Veterans Affairs	--	--	--	--
Ways and Means	3	1,011.2	1	46.5
Intelligence	2	169.8	--	--
Total <u>c/</u>	208	311,306.9	87	8,393.0

SOURCE: Congressional Budget Office

- a. Includes 2-year authorizations from P.L. 99-661 that expire at end of FY 1988 because most have been funded in FY 1987.
- b. Includes 2-year authorizations from P.L. 99-399 that expire at end of FY 1987.
- c. Totals adjusted to account for shared committee jurisdictions.

TABLE 5. SUMMARY OF AUTHORIZATIONS OF
 APPROPRIATIONS EXPIRING BY DATE
 AND SENATE AUTHORIZING COMMITTEE

Committee	Expiring Before FY 1988		Expiring Before FY 1989	
	Number	Total Amount (\$ millions)	Number	Total Amount (\$ millions)
Agriculture, Nutrition and Forestry	2	60.0	--	--
Armed Services	49	217,524.5 <u>a/</u>	--	--
Banking, Housing and Urban Affairs	1	145.3	--	--
Commerce, Science and Transportation	29	9,747.0	12	972.1
Energy and Natural Resources	2	152.0	3	873.9
Environment and Public Works	4	35.7	16	273.0
Finance	3	1,011.2	1	46.5
Foreign Relations	45	18,087.2 <u>b/</u>	2	45.0
Governmental Affairs	1	125.8	2	7.0
Judiciary	11	274.0	7	640.4
Labor and Human Resources	36	7,471.0	40	4,569.6
Rules and Administration	--	--	--	--
Veterans Affairs	--	--	--	--
Indian Affairs	4	60.9	--	--
Small Business	--	--	1	634.0
Intelligence	2	169.8	--	--
Total <u>c/</u>	208	311,306.9	87	8,393.0

SOURCE: Congressional Budget Office

- a. Includes 2-year authorizations from P.L. 99-661 that expire at end of FY 1988 because most have been funded in FY 1987.
- b. Includes 2-year authorizations from P.L. 99-399 that expire at end of FY 1987.
- c. Totals adjusted to account for shared committee jurisdictions.

TABLE 6. EXPIRING LAWS THAT AUTHORIZE APPROPRIATIONS
GREATER THAN \$100 MILLION FOR FY 1987

Public Law Title	Public Law Number	Appropriations Authorized a/ (\$ millions)
National Defense Authorization Act for Fiscal Year 1987	99-661	216,780.8 <u>b/</u>
International Security and Development Cooperation Act of 1985	99-83	12,792.3
Tax Equity and Fiscal Responsibility Act of 1982	97-248	6,555.0
Foreign Relations Authorization Act, Fiscal Years 1986 and 1987	99-93	3,837.7
Coast Guard Authorization Act of 1986	99-640	2,513.8
National Science Foundation Authorization Act for Fiscal Year 1987	99-383	1,774.7
Older Americans Act Amendments of 1984	98-459	1,372.6
Rehabilitation Amendments of 1984	98-221	1,217.6
Omnibus Diplomatic Security and Antiterrorism Act of 1986	99-399	1,180.9 <u>c/</u>
Anti-Drug Abuse Act of 1986	99-570	1,112.5
Omnibus Budget Reconciliation Act of 1986	99-509	1,001.2
Alcohol Abuse, Drug Abuse, and Mental Health Amendments of 1984	98-509	596.0
Special Foreign Assistance Act of 1986	99-529	495.8
Panama Canal Commission Authorization Act, Fiscal Year 1987	99-368	437.2
Preventive Health Amendments	98-555	255.5
Intelligence Authorization Act for Fiscal Year 1987	99-569	169.8
Consolidated Omnibus Budget Reconciliation Act of 1985	99-272	164.2
National Historic Preservation Act Amendments of 1980	96-515	150.0
Intelligence Authorization Act for Fiscal Year 1987	99-569	147.8
Export-Import Bank Act Amendments of 1986	99-472	145.3
National Bureau of Standards Authorization Act for Fiscal Year 1987	99-574	126.7

SOURCE: Congressional Budget Office.

- a. Authorizations of specific amounts only.
- b. Authorizations of appropriations for military construction programs will expire at end of FY 1988 but are included since most have been funded in FY 1987.
- c. Authorizations for FY 1986 and 1987.

