

115TH CONGRESS  
2D SESSION

# H. R. 5214

To modify the congressional budget and appropriations process to provide fiscal stability for the United States, and for other purposes.

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## IN THE HOUSE OF REPRESENTATIVES

MARCH 8, 2018

Mr. BYRNE (for himself, Mr. MITCHELL, Mr. BARTON, and Mr. GAETZ) introduced the following bill; which was referred to the Committee on the Budget, and in addition to the Committees on Rules, Oversight and Government Reform, and House Administration, for a period to be subsequently determined by the Speaker, in each case for consideration of such provisions as fall within the jurisdiction of the committee concerned

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# A BILL

To modify the congressional budget and appropriations process to provide fiscal stability for the United States, and for other purposes.

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

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

4       (a) SHORT TITLE.—This Act may be cited as the  
5 “Protecting Our Children’s Future Act of 2018”.

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

Sec. 1. Short title; table of contents.

## TITLE I—BIEENNIAL BUDGETING

### Subtitle A—Congressional Budget Process

- Sec. 101. Updating purpose of Congressional Budget Act.
- Sec. 102. Definitions.
- Sec. 103. Revision of timetable.
- Sec. 104. Biennial concurrent resolutions on the budget.
- Sec. 105. Committee allocations.
- Sec. 106. Multiyear authorizations of appropriations.
- Sec. 107. Additional amendments to the Congressional Budget Act of 1974 to effectuate biennial budgeting.

### Subtitle B—Conforming Amendments to the Rules of the House of Representatives and the Congressional Budget Act of 1974

- Sec. 111. Rules Committee recommendations.
- Sec. 112. Conforming amendments to the Congressional Budget Act of 1974.

### Subtitle C—Conforming Amendments to Titles 1, 5, 31, and 39, United States Code

- Sec. 121. Two-year appropriations; title and style of appropriation Acts.
- Sec. 122. Amendments to title 31, United States Code.
- Sec. 123. Government strategic and performance plans on a biennial basis.

### Subtitle D—Change of Fiscal Year

- Sec. 131. Change of fiscal year.

## TITLE II—DIRECT SPENDING PROGRAMS SUBJECT TO ANNUAL APPROPRIATIONS

- Sec. 201. Annual appropriations required for direct spending programs.

## TITLE III—ZERO-BASED BUDGETING

- Sec. 301. Zero-based budgeting.

## TITLE IV—PROCEDURE FOR CONSIDERATION OF APPROPRIATIONS MEASURES CONSISTENT WITH A BUDGET RESOLUTION

- Sec. 401. Adoption of reconciliation procedures for appropriations bills.

## TITLE V—NO BUDGET NO PAY

- Sec. 501. No budget no pay.

## TITLE VI—REPEAL OF SEQUESTRATION

- Sec. 601. Repeal of sequestration.
- Sec. 602. Exclusion from PAYGO scorecards.

## TITLE VII—MISCELLANEOUS PROVISIONS

- Sec. 701. Effective date.

**4 SEC. 101. UPDATING PURPOSE OF CONGRESSIONAL BUDG-**

**5 ET ACT.**

6 Paragraphs (1) and (2) of section 2 of the Congress-  
7 sional Budget and Impoundment Control Act of 1974 are  
8 amended to read as follows:

9               “(1) to assure effective control over the budg-  
10          etary process and Federal spending;

11               “(2) to facilitate the determination biennially of  
12               the appropriate level of Federal revenues and ex-  
13               penditures by the Congress and the President;”.

## 14 SEC. 102. DEFINITIONS.

15       Section 3 of the Congressional Budget and Impound-  
16   ment Control Act of 1974 is amended by adding at the  
17   end the following new paragraphs:

18               “(12) The term ‘direct spending’ has the mean-  
19               ing given to such term in section 250(c)(8) of the  
20               Balanced Budget and Emergency Deficit Control  
21               Act of 1985.

22               “(13) The term ‘biennium’ means the period of  
23               2 consecutive fiscal years beginning on October 1 of  
24               any odd-numbered year.”.

1   **SEC. 103. REVISION OF TIMETABLE.**

2       Section 300 of the Congressional Budget Act of 1974

3   (2 U.S.C. 631) is amended to read as follows:

4                     “TIMETABLE

5        “SEC. 300. The timetable with respect to the congressional budget process for any Congress (beginning with  
6   the One Hundred Sixteenth Congress) is as follows:

“First Session

**On or before:**

First Monday in April .....

April 15 .....

Not later than 6 weeks after  
budget submission.

June 1 .....

June 30 .....

July 1 .....

September 15 .....

November 15 .....

January 1 .....

**Action to be completed:**

President submits budget recommendations.

Congressional Budget Office submits report  
to Budget Committees.

Committees submit views and estimates to  
Budget Committees.

Budget Committees report concurrent resolution  
on the biennial budget.

Congress completes action on concurrent resolution  
on the biennial budget.

Biennial appropriation bills may be considered  
in the House of Representatives.

House Appropriations Committee reports last  
biennial appropriation bill.

Congress completes action on biennial appropriation bills.

Biennium begins.

“Second Session

**On or before:**

First Monday in April .....

Not later than 6 weeks after  
President submits budget re-  
view.

July 31 .....

**Action to be completed:**

President submits budget review.

Congressional Budget Office submits report  
to Budget Committees.

Congress completes action on reconciliation  
legislation.”.

8   **SEC. 104. BIENNIAL CONCURRENT RESOLUTIONS ON THE**

9                     **BUDGET.**

10      (a) CONTENTS OF RESOLUTION.—Section 301(a) of

11   the Congressional Budget Act of 1974 (2 U.S.C. 632(a))

12   is amended—

1                             (1) in the matter preceding paragraph (1), by—

2                                 (A) striking “April 15 of each year” and  
3                                 inserting “June 30 of each odd-numbered  
4                                 year”;

5                                 (B) striking “the fiscal year beginning on  
6                                 October 1 of such year” the first place it ap-  
7                                 pears and inserting “the biennium beginning on  
8                                 January 1 of the following year”;

9                                 (C) striking “the fiscal year beginning on  
10                                 October 1 of such year” the second place it ap-  
11                                 pears and inserting “each fiscal year in such  
12                                 period”; and

13                                 (D) striking “each of the 4 ensuing fiscal  
14                                 years” and inserting “each fiscal year in the  
15                                 next 2 bienniums”;

16                             (2) by striking paragraph (4) and inserting the  
17                                 following:

18                                 “(4) subtotals of new budget authority and out-  
19                                 lays for nondefense discretionary spending, defense  
20                                 discretionary spending, Medicare, Medicaid and  
21                                 other health-related spending, other direct spending  
22                                 (excluding interest), and net interest;”;

23                             (3) in paragraph (6), by striking “for the fiscal  
24                                 year” and inserting “for each fiscal year in the bien-  
25                                 nium”; and

1                             (4) in paragraph (7), by striking “for the fiscal  
2                             year” and inserting “for each fiscal year in the bien-  
3                             nium”.

4                             (b) ADDITIONAL MATTERS IN CONCURRENT RESO-  
5                             LUTION.—Section 301(b) of the Congressional Budget Act  
6                             of 1974 is amended—

7                             (1) by striking paragraph (1), and by striking  
8                             paragraphs (6) through (9);

9                             (2) by redesignating paragraphs (2), (3), (4),  
10                             and (5) as paragraphs (1), (2), (3), and (4), respec-  
11                             tively;

12                             (3) in paragraph (2), as redesignated, by strik-  
13                             ing “for such fiscal year” and inserting “for either  
14                             fiscal year in such biennium”;

15                             (4) by striking paragraph (3), as redesignated,  
16                             and inserting the following:

17                             “(3) set forth such other matters, and require  
18                             such other procedures, relating to the budget as may  
19                             be appropriate to carry out the purposes of the Act,  
20                             but shall not include a suspension or alteration of  
21                             the application of the motion to strike a provision as  
22                             set forth in section 310(d)(2) or (h)(2)(F);”; and

23                             (5) in paragraph (4), as redesignated, by strik-  
24                             ing the semicolon and inserting a period.

1       (c) VIEWS OF OTHER COMMITTEES.—Section 301(d)  
2 of the Congressional Budget Act of 1974 (2 U.S.C.  
3 632(d)) is amended by adding at the end the following  
4 new sentences: “Each committee of the Senate or the  
5 House of Representatives shall review the strategic plans,  
6 performance plans, and performance reports required  
7 under section 306 of title 5, United States Code, and sec-  
8 tions 1115 and 1116 of title 31, United States Code, of  
9 all agencies under the jurisdiction of the committee. Each  
10 committee may provide its views on such plans or reports  
11 to the Committee on the Budget of the applicable House.”.

12       (d) HEARINGS AND REPORT.—Section 301(e) of the  
13 Congressional Budget Act of 1974 (2 U.S.C. 632(e)) is  
14 amended—

15           (1) in paragraph (1)—

16              (A) by striking “fiscal year” and inserting  
17              “biennium”; and

18              (B) by inserting after the second sentence  
19              the following: “On or before June 1 of each  
20              odd-numbered year, the Committee on the  
21              Budget of each House shall report to its House  
22              the concurrent resolution on the budget referred  
23              to in subsection (a) for the biennium beginning  
24              on January 1 of the following year.”;

25           (2) in paragraph (2)—

1                             (A) by redesignating subparagraphs (A),  
2                             (B), (C), (D), (E), and (F) as subparagraphs  
3                             (B), (C), (E), (F), (H), and (I), respectively;

4                             (B) before subparagraph (B) (as redesignated), by inserting the following new subparagraph:  
5  
6

7                             “(A) new budget authority and outlays for  
8                             each major functional category, based on allocations  
9                             of the total levels set forth pursuant to  
10                            subsection (a)(1);”;

11                            (C) in subparagraph (C) (as redesignated),  
12                            by striking “mandatory” and inserting “direct  
13                            spending”; and

14                            (D) after subparagraph (C) (as redesignated), by inserting the following new subparagraph:  
15  
16

17                            “(D) total outlays, total Federal revenues,  
18                            the surplus or deficit, and new budget authority  
19                            and outlays for nondefense discretionary spending,  
20                            defense discretionary spending, Medicare,  
21                            Medicaid and other health-related spending,  
22                            other direct spending (excluding interest), social  
23                            security and other major functional categories,  
24                            as appropriate, and net interest as set forth in

such resolution as a percentage of the gross domestic product of the United States;”; and

(3) in paragraph (3)—

(A)(i) by redesignating subparagraphs (A) and (B) as subparagraphs (B) and (C), respectively;

(ii) by striking subparagraphs (C) and (D);

(iii) by redesignating subparagraph (E) as subparagraph (D); and

(iv) by striking the period and the end of subparagraph (D), as redesignated, and inserting “; and”;

(B) before subparagraph (B), as redesignated, by inserting the following new subparagraph:

“(A) new budget authority and outlays for each major functional category, based on allocations of the total levels set forth pursuant to subsection (a)(1);”;

(C) at the end, by adding the following new subparagraph:

“(E) set forth, if required by subsection (f), the calendar year in which, in the opinion of the Congress, the goals for reducing unem-

1           ployment set forth in section 4(b) of the Em-  
2           ployment Act of 1946 should be achieved.”.

3       (e) GOALS FOR REDUCING UNEMPLOYMENT.—Sec-  
4 tion 301(f) of the Congressional Budget Act of 1974 (2  
5 U.S.C. 632(f)) is amended by striking “fiscal year” each  
6 place it appears and inserting “biennium”.

7       (f) ECONOMIC ASSUMPTIONS.—Section 301(g)(1) of  
8 the Congressional Budget Act of 1974 (2 U.S.C.  
9 632(g)(1)) is amended by striking “for a fiscal year” and  
10 inserting “for a biennium”.

11       (g) SECTION HEADING.—The section heading of sec-  
12 tion 301 of the Congressional Budget Act of 1974 is  
13 amended by striking “ANNUAL” and inserting “BIEN-  
14 NIAL”.

15       (h) TABLE OF CONTENTS.—The item relating to sec-  
16 tion 301 in the table of contents set forth in section 1(b)  
17 of the Congressional Budget and Impoundment Control  
18 Act of 1974 is amended by striking “Annual” and insert-  
19 ing “Biennial”.

20 **SEC. 105. COMMITTEE ALLOCATIONS.**

21       Section 302 of the Congressional Budget Act of 1974  
22 (2 U.S.C. 633) is amended—

23           (1) in subsection (a)(1) by—

(B) striking “for that period of fiscal years” and inserting “for all fiscal years covered by the resolution”; and

10                   (2) in the first sentence of subsection (b), by  
11                   striking “subsection (a)” and inserting “subsection  
12                   (a)(1);

13 (3) in subsection (f)(1)—

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

16 (B) by striking “the first fiscal year” and  
17 inserting “either fiscal year of the biennium”;  
18 and

19 (C) in subparagraph (A), by striking “as  
20 reported”;

21 (4) in subsection (f)(2)(A), by—

(A) striking “first fiscal year” and inserting “each fiscal year of the biennium”; and

**5 SEC. 106. MULTIYEAR AUTHORIZATIONS OF APPROPRIA-**

**6 TIONS.**

7       (a) IN GENERAL.—Title III of the Congressional  
8 Budget Act of 1974 is amended by adding after section  
9 315 the following new section:

“SEC. 316. (a) It shall not be in order in the House of Representatives or the Senate to consider any measure that contains an authorization of appropriations for any purpose unless the measure includes such an authorization of appropriations for that purpose for not less than each fiscal year in one or more bienniums.

17        "(b)(1) For purposes of this section, an authorization  
18 of appropriations is an authorization for the enactment  
19 of an amount of appropriations or amounts not to exceed  
20 an amount of appropriations (whether stated as a sum cer-  
21 tain, as a limit, or as such sums as may be necessary)  
22 for any purpose for a fiscal year.

“(2) Subsection (a) does not apply with respect to  
an authorization of appropriations for a single fiscal year  
for any program, project, or activity if the measure con-  
taining that authorization includes a provision expressly

1 stating the following: ‘Congress finds that no authoriza-  
2 tion of appropriation will be required for [Insert name of  
3 applicable program, project, or activity] for any subse-  
4 quent fiscal year.’.

5       “(c) For purposes of this section, the term ‘measure’  
6 means a bill, joint resolution, amendment, motion, or con-  
7 ference report.”.

8       (b) CONFORMING AMENDMENT.—The table of con-  
9 tents set forth in section 1(b) of the Congressional Budget  
10 and Impoundment Control Act of 1974 is amended by in-  
11 serting after the item relating to section 315 the following  
12 new item:

“Sec. 316. Multiyear authorizations of appropriations.”.

13 **SEC. 107. ADDITIONAL AMENDMENTS TO THE CONGRES-**  
14 **SIONAL BUDGET ACT OF 1974 TO EFFECT**  
15 **STATE BIENNIAL BUDGETING.**

16       (a) DEFINITIONS.—Section 3 of the Congressional  
17 Budget and Impoundment Control Act of 1974, as amend-  
18 ed, is further amended by adding at the end the following  
19 new paragraphs:

20           “(14) The term ‘Medicare’ means programs  
21 within budget function 570.

22           “(15) The term ‘Medicaid and other health-re-  
23 lated spending’ means programs within budget func-  
24 tion 550.

1               “(16) The term ‘other direct spending’ means  
2 programs other than those within budget functions  
3 550 and 570, excluding Social Security and net in-  
4 terest.”.

5 (b) COMPLETION OF HOUSE COMMITTEE ACTION ON

## 6 APPROPRIATION BILLS.—Section 307 of the Congress-

7 sional Budget Act of 1974 (2 U.S.C. 638) is amended—

(1) by striking “each year” and inserting “each odd-numbered year”;

10 (2) by striking “annual” and inserting “biennial”;  
11

14 (4) by striking “that year” and inserting “each  
15 odd-numbered year”.

16 (c) COMPLETION OF HOUSE ACTION ON REGULAR

## 17 APPROPRIATION BILLS.—Section 309 of the Congress-

18 sional Budget Act of 1974 (2 U.S.C. 640) is amended to

19 read as follows:

## 20 "HOUSE APPROVAL OF REGULATION APPROPRIATION

21 BILLS

22 "SEC. 309. It shall not be in order in the House of

23 Representatives to consider any resolution providing for

24 an adjournment period of more than three calendar days

25 during the months of November and December of any odd-

26 numbered calendar year until the House of Representa-

1 tives has approved annual appropriation bills providing  
2 new budget authority under the jurisdiction of all the sub-  
3 committees of the Committee on Appropriations for the  
4 fiscal year beginning on January 1 of the following year.”.

5 (d) RECONCILIATION PROCESS.—Section 310 of the  
6 Congressional Budget Act of 1974 (2 U.S.C. 641) is  
7 amended—

8 (1) in subsection (a), in the matter preceding  
9 paragraph (1), by striking “any fiscal year” and in-  
10 serting “any biennium”;

11 (2) in subsection (a)(1), by striking “such fiscal  
12 year” each place it appears and inserting “any fiscal  
13 year covered by such resolution”; and

14 (3) by striking subsection (f) and redesignating  
15 subsection (g) as subsection (f).

16 (e) SECTION 311 POINT OF ORDER.—

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

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

22 (B) by striking “the first fiscal year” each  
23 place it appears and inserting “either fiscal  
24 year of the biennium”; and

(C) by striking “that first fiscal year” and inserting “each fiscal year in the biennium”.

(2) IN THE SENATE.—Section 311(a)(2) of the Congressional Budget Act of 1974 is amended—

8 (B) in subparagraph (B)—

12 (ii) by striking “that first fiscal year  
13 and the ensuing fiscal years” and inserting  
14 “all fiscal years”.

(B) striking “that fiscal year and the ensuing fiscal years” and inserting “all fiscal years”

1       ing “with respect to new budget authority or out-  
2       lays” after “shall not apply”.

3       (f) MAXIMUM DEFICIT AMOUNT POINT OF ORDER.—

4   Section 312(c) of the Congressional Budget Act of 1974  
5   (2 U.S.C. 643) is amended—

6           (1) by striking “for a fiscal year” and inserting  
7           “for a biennium”;

8           (2) in paragraph (1), by striking “first fiscal  
9           year” and inserting “either fiscal year in the bien-  
10          nium”;

11          (3) in paragraph (2), by striking “that fiscal  
12          year” and inserting “either fiscal year in the bien-  
13          nium”; and

14          (4) in the matter following paragraph (2), by  
15          striking “that fiscal year” and inserting “the appli-  
16          cable fiscal year”.

17 **Subtitle B—Conforming Amendments to the Rules of the House of Representatives and the Congressional Budget Act of 1974**

21 **SEC. 111. RULES COMMITTEE RECOMMENDATIONS.**

22       Not later than 180 days after the date of enactment  
23   of this Act, the Committee on Rules of the House of Rep-  
24   resentatives shall submit to the House conforming amend-

1 ments to the Rules of the House of Representatives to ef-  
2 fectuate this title.

3 **SEC. 112. CONFORMING AMENDMENTS TO THE CONGRES-**  
4 **SIONAL BUDGET ACT OF 1974.**

5 (a) SECTION 202(e).—Section 202(e)(1)(C) of the  
6 Congressional Budget Act of 1974 is amended by striking  
7 “(b)(2)(A) and for excise taxes assumed to be extended  
8 under section 257(b)(2)(C)”.

9 (b) SECTION 302(f)(1).—Section 302(f)(1) of the  
10 Congressional Budget Act of 1974 is amended by inserting  
11 “or outlays” after “new budget authority”.

12 (c) SECTION 308(a).—Section 308(a)(3)(C) of the  
13 Congressional Budget Act of 1974 is repealed.

14 (d) SECTION 308(d).—Section 308(d) of the Con-  
15 gressional Budget Act of 1974 is amended by striking  
16 “252(d)(5)” and inserting “252(c)”.

17 **Subtitle C—Conforming Amend-**  
18 **ments to Titles 1, 5, 31, and 39,**  
19 **United States Code**

20 **SEC. 121. TWO-YEAR APPROPRIATIONS; TITLE AND STYLE**  
21 **OF APPROPRIATION ACTS.**

22 Section 105 of title 1, United States Code, is amend-  
23 ed to read as follows:

1   **“§ 105. Title and style of appropriation Acts**

2       “(a) The style and title of all Acts making appropri-  
3      tions for the support of the Government shall be as fol-  
4      lows: ‘An Act making appropriations [here insert the ob-  
5      ject] for each fiscal year in the biennium of fiscal years  
6      [here insert the fiscal years of the biennium].’.

7       “(b) All Acts making regular appropriations for the  
8      support of the Government shall be enacted for a biennium  
9      and shall specify the amount of appropriations provided  
10     for each fiscal year in such period.

11       “(c) For purposes of this section, the term ‘biennium’  
12     has the same meaning as in section 3(13) of the Congres-  
13     sional Budget and Impoundment Control Act of 1974 (2  
14     U.S.C. 622(13)).”.

15   **SEC. 122. AMENDMENTS TO TITLE 31, UNITED STATES  
16                   CODE.**

17       (a) **DEFINITION.**—Section 1101 of title 31, United  
18     States Code, is amended by adding at the end the fol-  
19     lowing new paragraph:

20               “(3) ‘biennium’ has the meaning given to such  
21     term in paragraph (13) of section 3 of the Congres-  
22     sional Budget and Impoundment Control Act of  
23     1974 (2 U.S.C. 622(12)).”.

24       (b) **BUDGET CONTENTS AND SUBMISSION TO THE  
25     CONGRESS.**—

1                             (1) SCHEDULE.—The matter preceding para-  
2                             graph (1) in section 1105(a) of title 31, United  
3                             States Code, is amended to read as follows:

4                             “(a) On or before the first Monday in April of each  
5                             odd-numbered year, beginning with the One Hundred Six-  
6                             teenth Congress, the President shall transmit to the Con-  
7                             gress the budget for the biennium beginning on January  
8                             1 of the following calendar year. The budget transmitted  
9                             under this subsection shall include a budget message and  
10                            summary and supporting information. The President shall  
11                            include in each budget submission the following:”.

12                            (2) EXPENDITURES.—Section 1105(a)(5) of  
13                            title 31, United States Code, is amended by striking  
14                            “the fiscal year for which the budget is submitted  
15                            and the 4 fiscal years after that year” and inserting  
16                            “each fiscal year in the biennium for which the  
17                            budget is submitted and in the succeeding 4 years”.

18                            (3) RECEIPTS.—Section 1105(a)(6) of title 31,  
19                            United States Code, is amended by striking “the fis-  
20                            cal year for which the budget is submitted and the  
21                            4 fiscal years after that year” and inserting “each  
22                            fiscal year in the biennium for which the budget is  
23                            submitted and in the succeeding 4 years”.

24                            (4) BALANCE STATEMENTS.—Section  
25                            1105(a)(9)(C) of title 31, United States Code, is

1       amended by striking “the fiscal year” and inserting  
2       “each fiscal year in the biennium”.

3                 (5) GOVERNMENT FUNCTIONS AND ACTIVI-  
4       TIES.—Section 1105(a)(12) of title 31, United  
5       States Code, is amended in subparagraph (A), by  
6       striking “the fiscal year” and inserting “each fiscal  
7       year in the biennium”.

8                 (6) ALLOWANCES.—Section 1105(a)(13) of title  
9       31, United States Code, is amended by striking “the  
10      fiscal year” and inserting “each fiscal year in the bi-  
11      ennium”.

12                 (7) ALLOWANCES FOR UNANTICIPATED AND  
13       UNCONTROLLABLE EXPENDITURES.—Section  
14       1105(a)(14) of title 31, United States Code, is  
15       amended by striking “that year” and inserting “each  
16       fiscal year in the biennium for which the budget is  
17       submitted”.

18                 (8) TAX EXPENDITURES.—Section 1105(a)(16)  
19       of title 31, United States Code, is amended by strik-  
20       ing “the fiscal year” and inserting “each fiscal year  
21       in the biennium”.

22                 (9) ESTIMATES FOR FUTURE YEARS.—Section  
23       1105(a)(17) of title 31, United States Code, is  
24       amended—

(C) by striking “fiscal year before the fiscal year” and inserting “biennium before the biennium”.

15 (B) by striking “for that year” and insert-  
16 ing “with respect to those fiscal years”; and

(C) by striking “in that year” and inserting “in those fiscal years”.

24 (12) INFORMATION SUPPORTING BIENNIAL  
25 BUDGETS.—Section 1105(a) of title 31, United

1 States Code, is amended by adding at the end the  
2 following new paragraphs:

3       “(40) Totals of new budget authority and out-  
4 lays.

5       “(41) Total Federal revenues and the amount,  
6 if any, by which the aggregate level of Federal reve-  
7 nues should be increased or decreased by bills and  
8 resolutions to be reported by the appropriate com-  
9 mittees.

10      “(42) The surplus or deficit in the budget.

11      “(43) Subtotals of new budget authority and  
12 outlays for nondefense discretionary spending, de-  
13 fense discretionary spending, direct spending (ex-  
14 cluding interest), contingencies, and net interest.

15      “(44) The public debt.”.

16      (c) ESTIMATED EXPENDITURES OF LEGISLATIVE  
17 AND JUDICIAL BRANCHES.—Section 1105(b) of title 31,  
18 United States Code, is amended by striking “each year”  
19 and inserting “each even-numbered year”.

20      (d) RECOMMENDATIONS TO MEET ESTIMATED DE-  
21 FICIENCIES.—Section 1105(c) of title 31, United States  
22 Code, is amended—

23           (1) by striking “the fiscal year for” the first  
24 place it appears and inserting “each fiscal year in  
25 the biennium for”;

1                   (2) by striking “the fiscal year for” the second  
2                   place it appears and inserting “each fiscal year of  
3                   the biennium, as the case may be,”; and

4                   (3) by striking “that year” and inserting “for  
5                   each year of the biennium”.

6                 (e) ADDITIONAL OUTYEAR DATA.—Section 1105(d)  
7                 of title 31, United States Code, is amended by inserting  
8                 “(1)” after “(d)” and by adding at the end the following  
9                 new paragraph:

10                 “(2) Each budget submission shall include a budget  
11                 message and summary and supporting information and,  
12                 as a separately delineated statement, the levels required  
13                 in paragraphs (40) through (44) of subsection (a) for at  
14                 least each of the 4 ensuing fiscal years after the biennium  
15                 covered by the budget submission under such subsection.”.

16                 (f) CAPITAL INVESTMENT ANALYSIS.—Section  
17                 1105(e)(1) of title 31, United States Code, is amended  
18                 by striking “ensuing fiscal year” and inserting “biennium  
19                 to which such budget relates”.

20                 (g) SUPPLEMENTAL BUDGET ESTIMATES AND  
21                 CHANGES.—

22                 (1) IN GENERAL.—Section 1106(a) of title 31,  
23                 United States Code, is amended—

24                   (A) in the matter preceding paragraph (1),  
25                   by—

1 (i) striking “Before July 16 of each  
2 year” and inserting “Before April 7 of  
3 each even-numbered year and before Sep-  
4 tember 15 of each year”; and

5 (ii) striking “fiscal year” and insert-  
6 ing “biennium”;

(B) in paragraph (1), by striking “that fiscal year” and inserting “each fiscal year in such biennium”;

10 (C) in paragraph (2), by striking “4 fiscal  
11 years following the fiscal year” and inserting  
12 “at least 4 fiscal years following the biennium”;  
13 and

24 (h) CURRENT PROGRAMS, PROJECTS, AND ACTIVI-  
25 TIES ESTIMATES.—

(1) THE PRESIDENT.—Section 1109(a) of title 31, United States Code, is amended—

(A) by striking “On or before the first Monday after January 3 of each year (on or before February 5 in 1986)” and inserting “At the same time the budget required by section 1105 is submitted for a biennium”; and

(B) by striking “the following fiscal year” and inserting “each fiscal year of such period”.

15           (i) YEAR-AHEAD REQUESTS FOR AUTHORIZING LEG-  
16 ISLATION.—Section 1110 of title 31, United States Code,  
17 is hereby repealed.

18           (j) PERFORMANCE PLANS.—Section 1115 of title 31,  
19 United States Code, is amended—

20 (1) in subsection (a)—

(B) in paragraph (1) by inserting after “program activity” the following: “for both years 1 and 2 of the biennial plan”;

(D) in paragraph (6) by striking the period  
and inserting a semicolon; and inserting “and”  
after the inserted semicolon; and

(E) by adding after paragraph (6) the following:

11               “(7) cover each fiscal year of the biennium be-  
12               ginning with the first fiscal year of the next biennial  
13               budget cycle.”;

18           (k) PILOT PROJECTS FOR PERFORMANCE BUDG-  
19 ETING.—Section 1119 of title 31, United States Code, is  
20 amended—

1        (I) MANAGERIAL ACCOUNTABILITY AND FLEXIBILITY.—Section 9703 of title 31, United States Code, relating to managerial accountability, is amended—

4              (1) in subsection (a)—

5                  (A) in the first sentence by striking “Beginning with fiscal year 1999, the” and inserting “Beginning with fiscal year 2020, the biennial” and by striking “annual”; and

9                  (B) by striking “section 1105(a)(29)” and  
10                 inserting “section 1105(a)(28)”; and

11              (2) in subsection (e)—

12                  (A) in the first sentence by striking “one or” before “years”;

14                  (B) in the second sentence by striking “a subsequent year” and inserting “for a subsequent 2-year period”; and

17                  (C) in the third sentence by striking “three” and inserting “four”.

19 **SEC. 123. GOVERNMENT STRATEGIC AND PERFORMANCE PLANS ON A BIENNIAL BASIS.**

21        (a) STRATEGIC PLANS.—

22              (1) TITLE 5.—Section 306 of title 5, United States Code, is amended by striking “February of any year following” and inserting “April of”.

(2) TITLE 39.—Section 2802 of title 39, United States Code, is amended—

6 (B) in subsection (b), by—

12 (C) in subsection (c), by inserting “, in-  
13 cluding a strategic plan submitted by Sep-  
14 tember 30, 2020, meeting the requirements of  
15 subsection (a)” before the period.

16 (b) PERFORMANCE PLANS.—Section 2803(a) of title  
17 39, United States Code, is amended—

1                             (4) in paragraph (6), by striking the period and  
2                             inserting “; and”; and  
3                             (5) by adding after paragraph (6) the following:  
4                             “(7) cover each fiscal year of the biennium be-  
5                             ginning with the first fiscal year of the next biennial  
6                             budget cycle.”.

7                             **Subtitle D—Change of Fiscal Year**

8                             **SEC. 131. CHANGE OF FISCAL YEAR.**

9                             (a) CHANGE OF CALENDAR PERIOD.—Section 1102  
10                           of title 31, United States Code, is amended—  
11                             (1) by striking “October 1” and inserting “Jan-  
12                             uary 1”; and

13                             (2) by striking “September 30 of the following  
14                             year” and inserting “December 31 of that year”.

15                             (b) EFFECTIVE DATE.—The amendments made by  
16                           subsection (a) shall be effective on January 1, 2020.

17                             (c) TRANSITION.—During the period between Octo-  
18                             ber 1, 2019, and December 31, 2019, Congress shall pro-  
19                             vide discretionary appropriations at a rate comparable to  
20                             the rate of funding provided in fiscal year 2019.

**1    TITLE II—DIRECT SPENDING  
2    PROGRAMS SUBJECT TO AN-  
3    NUAL APPROPRIATIONS**

4 SEC. 201. ANNUAL APPROPRIATIONS REQUIRED FOR DI-  
5  
RECT SPENDING PROGRAMS.

6       (a) IN GENERAL.—Title III of the Congressional  
7 Budget Act of 1974 is further amended by adding after  
8 section 316, as added by section 106(a) of this Act, the  
9 following:

12       “SEC. 317. (a) Notwithstanding any other provision  
13 of law, in the biennium beginning in fiscal year 2020 and  
14 each biennium thereafter—

15       “(1) each direct spending program shall be subject  
16 to annual discretionary appropriations; and

17       “(2) no funds may be obligated for any such program  
18 using any amounts other than amounts provided in ad-  
19 vance in appropriations Acts.

20           “(b) In this section—

21               “(1) the term ‘biennium’ has the meaning given  
22               that term in section 3(13); and

23               “(2) the term ‘direct spending program’—

24                   “(A) means—

1                 “(i) any program with respect to  
2                 which budget authority is provided (before  
3                 the date of enactment of this section) by  
4                 law other than appropriation Acts;

5                 “(ii) any program that is funded (be-  
6                 fore the date of enactment of this section)  
7                 through entitlement authority; and

8                 “(iii) the Supplemental Nutrition As-  
9                 sistance Program; and

10                 “(B) does not include—

11                 “(i) the old-age and survivors insur-  
12                 ance program established under title II of  
13                 the Social Security Act (42 U.S.C. 401 et  
14                 seq.), but not including disability insurance  
15                 benefits under section 223 of such Act (42  
16                 U.S.C. 423);

17                 “(ii) Medicare programs;

18                 “(iii) all programs administered by  
19                 the Department of Veterans Affairs; and

20                 “(iv) the TRICARE program (as de-  
21                 fined in section 1072 of title 10, United  
22                 States Code).”.

23                 (b) CLERICAL AMENDMENT.—The table of contents  
24                 set forth in section 1(b) of such Act is further amended

1 by inserting after the item relating to section 316 the fol-  
2 lowing new items:

“See. 317. Annual appropriations required for direct spending programs.”.

3 (c) PRESIDENT’S BUDGET SUBMISSION.—Section  
4 1105(a) of title 31, United States Code, as amended by  
5 section 122(b)(12), is further amended by adding at the  
6 end the following:

7 “(45) such information as is necessary for the  
8 making of accurate biennial appropriations for direct  
9 spending programs subject to the biennial appropria-  
10 tions process, and recommendations on legislative  
11 changes to bring spending on such programs to a  
12 sustainable basis, if applicable.”.

13 (d) RULES COMMITTEE RECOMMENDATIONS.—Not  
14 later than 180 days after the date of enactment of this  
15 Act, the Committee on Rules of the House of Representa-  
16 tives shall submit to the House conforming amendments  
17 to the Rules of the House of Representatives to effectuate  
18 this title, including the requirement that the authority to  
19 appropriate funds for direct spending programs subject to  
20 the biennial appropriations process is with the Committee  
21 on Appropriations.

1                   **TITLE III—ZERO-BASED**  
2                   **BUDGETING**

3   **SEC. 301. ZERO-BASED BUDGETING.**

4       Section 1105 of title 31, United States Code, is  
5 amended—

6                   (1) by striking subsection (a)(2) and inserting  
7                   the following:

8                   “(2) consistent with subsection (i), a budget for  
9                   each department and agency which contains the fol-  
10                  lowing information—

11                  “(A) A description of each activity for  
12                  which the department or agency receives an ap-  
13                  propriation in the current fiscal year or for  
14                  which the department or agency requests an ap-  
15                  propriation for the budget year.

16                  “(B) The legal basis for each activity.

17                  “(C) For each activity, three alternative  
18                  funding levels for the budget year, and a sum-  
19                  mary of the priorities that would be accom-  
20                  plished within each level, and the additional in-  
21                  crements of value that would be added by the  
22                  higher funding levels. At least two of these  
23                  funding levels shall be below the funding level  
24                  for the current fiscal year.

1                 “(D) For each activity, one or more meas-  
2                 ures of its cost efficiency and effectiveness.”;  
3                 and

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

5                 “(i) As soon as practicable, the Director of the Office  
6                 of Management and Budget shall publish guidelines to  
7                 carry out subsection (a)(2). The guidelines shall require  
8                 that the baseline budget of each department or agency is  
9                 assumed to be zero and each proposed expenditure shall  
10                 be justified as if it were a new expenditure.”.

11                 **TITLE IV—PROCEDURE FOR  
12                 CONSIDERATION OF APPROPRIATIONS MEASURES CON-  
13                 SISTENT WITH A BUDGET  
14                 RESOLUTION**

16                 **SEC. 401. ADOPTION OF RECONCILIATION PROCEDURES  
17                 FOR APPROPRIATIONS BILLS.**

18                 (a) IN GENERAL.—Title III of the Congressional  
19                 Budget Act of 1974 is further amended by adding after  
20                 section 317, as added by section 201(a) of this Act, the  
21                 following:

22                 “SENATE PROCEDURES FOR APPROPRIATIONS BILLS

23                 “SEC. 318. (a) An appropriation bill or joint resolu-  
24                 tion reported by the Senate Committee on Appropriations  
25                 in compliance with the allocations made under section  
26                 302(b) shall be privileged in the United States Senate and

1 the motion to proceed shall be non-debatable. Except as  
2 provided in paragraph (2), the provisions of section 305  
3 shall also apply to the consideration in the Senate of ap-  
4 propriations bills that comply with the allocations made  
5 under section 302(b).

6       “(b) Debate in the Senate on any appropriations  
7 measure reported under this subsection, and all amend-  
8 ments thereto and debatable motions and appeals in con-  
9 nection therewith, shall be limited to not more than 20  
10 hours, except in the case of an omnibus appropriations  
11 bill, where each subcommittees section shall be subject to  
12 20 hours of debate.

13      “EXTRANEous MATTER IN APPROPRIATIONS MEASURES  
14       “(SEC. 319. (a) Upon a point of order being made by  
15 any Senator against material extraneous to an appropria-  
16 tions measure as defined by this section, and the point  
17 of order is sustained by the Chair, any part of said title  
18 or provision that contains material extraneous shall be  
19 deemed stricken from the bill and may not be offered as  
20 an amendment from the floor.

21       “(b) A provision of an appropriations measure con-  
22 sidered pursuant to this section shall be considered extra-  
23 neous if it authorizes or otherwise establishes one or more  
24 Federal agencies or programs, establishes new terms and  
25 conditions under which a program or agency operates, au-  
26 thorizes the enactment of appropriations, or otherwise

1 specifies how appropriated funds are to be used. Notwith-  
2 standing the previous sentence, limitation amendments or  
3 amendments to direct spending programs that are subject  
4 to the appropriations process which make such programs  
5 consistent with their 302(b) allocation shall not be consid-  
6 ered extraneous.

7       “(c) Upon the reporting or discharge of an appropria-  
8 tions measure, and upon the submission of a conference  
9 report on such appropriations measure, the Committee on  
10 Appropriations of the Senate shall submit for the record  
11 a list of material considered to be extraneous under this  
12 section. The inclusion or exclusion of a provision shall not  
13 constitute a determination of extraneousness by the Pre-  
14 siding Officer of the Senate.

15       “(d) When the Senate is considering a conference re-  
16 port on, or an amendment between the Houses in relation  
17 to, an appropriations measure considered pursuant to this  
18 section, upon—

19           “(1) a point of order being made by any Sen-  
20 ator against extraneous material pursuant to this  
21 section; and

22           “(2) such point of order being sustained,  
23 such material contained in such conference report or  
24 amendment shall be deemed stricken, and the Senate shall  
25 proceed, without intervening action or motion, to consider

1 the question of whether the Senate shall recede from its  
2 amendment and concur with a further amendment, or con-  
3 cur in the House amendment with a further amendment,  
4 as the case may be, which further amendment shall consist  
5 of only that portion of the conference report or House  
6 amendment, as the case may be, not so stricken. Any such  
7 motion in the Senate shall be debatable for two hours. In  
8 any case in which such point of order is sustained against  
9 a conference report (or Senate amendment derived from  
10 such conference report by operation of this subsection),  
11 no further amendment shall be in order.

12       “(e) Notwithstanding any other law or rule of the  
13 Senate, it shall be in order for a Senator to raise a single  
14 point of order that several provisions of a bill, joint resolu-  
15 tion, amendment, motion, or conference report violates  
16 this section. The Presiding Officer may sustain the point  
17 of order as to some or all of the provisions against which  
18 the Senator raised the point of order. If the Presiding Of-  
19 ficer so sustains the point of order as to some of the provi-  
20 sions (including provisions of an amendment, motion, or  
21 conference report) against which the Senator raised the  
22 point of order, then only those provisions (including provi-  
23 sions of an amendment, motion, or conference report)  
24 against which the Presiding Officer sustains the point of  
25 order shall be deemed stricken pursuant to this section.

1 Before the Presiding Officer rules on such a point of  
2 order, any Senator may move to waive such a point of  
3 order as it applies to some or all of the provisions against  
4 which the point of order was raised by the affirmative vote  
5 of three-fifths of the Members, duly chosen and sworn.  
6 Such a motion to waive is amendable in accordance with  
7 the rules and precedents of the Senate. After the Presiding  
8 Officer rules on such a point of order, any Senator may  
9 appeal the ruling of the Presiding Officer on such a point  
10 of order as it applies to some or all of the provisions on  
11 which the Presiding Officer ruled.”.

12 (b) CONFORMING AND CLERICAL AMENDMENTS.—

13 (1) CONFORMING.—Section 904(c)(1) of the  
14 Congressional Budget and Impoundment Control  
15 Act of 1974 is amended by inserting “319,” after  
16 “313.”.

17 (2) CLERICAL.—The table of contents set forth  
18 in section 1(b) of such Act is further amended by in-  
19 serting after the item relating to section 316 the fol-  
20 lowing new items:

“Sec. 318. Senate procedures for appropriations bills.

“Sec. 319. Extraneous matter in appropriations measures.”.

21 **TITLE V—NO BUDGET NO PAY**

22 **SEC. 501. NO BUDGET NO PAY.**

23 (a) HOLDING SALARIES IN ESCROW.—

1                             (1) IN GENERAL.—If by June 30, 2019, and  
2         June 30th of the first year of a Congress (beginning  
3         with the 117th Congress), both Houses of Congress  
4         have not jointly agreed to a concurrent resolution on  
5         the budget, during the period described in paragraph  
6         (2) the payroll administrator of each House of Con-  
7         gress shall deposit in an escrow account all pay-  
8         ments otherwise required to be made during such  
9         period for the compensation of Members of Congress  
10       and shall release such payments to such Members  
11       only upon the expiration of such period.

12                             (2) PERIOD DESCRIBED.—The period described  
13       in this paragraph is the period which begins on June  
14       30, 2019, or June 30th of the first year of a Con-  
15       gress, and ends on the earlier of—

16                             (A) the day on which both House of Con-  
17         gress agree to a concurrent resolution on the  
18         budget for that Congress pursuant to section  
19         301 of the Congressional Budget Act of 1974;  
20         or

21                             (B) the last day of the applicable Con-  
22         gress.

23                             (3) WITHHOLDING AND REMITTANCE OF  
24         AMOUNTS FROM PAYMENTS HELD IN ESCROW.—The  
25         payroll administrator shall provide for the same

1       withholding and remittance with respect to a pay-  
2       ment deposited in an escrow account under para-  
3       graph (1) that would apply to the payment if the  
4       payment were not subject to paragraph (1).

5                     (4) RELEASE OF AMOUNTS AT END OF THE  
6       CONGRESS.—In order to ensure that this section is  
7       carried out in a manner that shall not vary the com-  
8       pensation of Senators or Representatives in violation  
9       of the twenty-seventh article of amendment to the  
10      Constitution of the United States, the payroll ad-  
11      ministrator of a House of Congress shall release for  
12      payments to Members of that House of Congress  
13      any amounts remaining in any escrow account under  
14      this section on the last day of the One Hundred Six-  
15      teenth Congress or the Congress in which the  
16      amounts were withheld (as the case may be).

17                     (5) ROLE OF SECRETARY OF THE TREASURY.—  
18      The Secretary of the Treasury shall provide the pay-  
19      roll administrators of the Houses of Congress with  
20      such assistance as may be necessary to enable the  
21      payroll administrators to carry out this section.

22                     (b) TREATMENT OF DELEGATES AS MEMBERS.—In  
23      this section, the term “Member of Congress” includes a  
24      Delegate or Resident Commissioner to the Congress.

1       (c) PAYROLL ADMINISTRATOR DEFINED.—In this  
2 section, the “payroll administrator” of a House of Con-  
3 gress means—

4                 (1) in the case of the House of Representatives,  
5                 the Chief Administrative Officer of the House of  
6                 Representatives, or an employee of the Office of the  
7                 Chief Administrative Officer who is designated by  
8                 the Chief Administrative Officer to carry out this  
9                 section; and

10                 (2) in the case of the Senate, the Secretary of  
11                 the Senate, or an employee of the Office of the Sec-  
12                 retary of the Senate who is designated by the Sec-  
13                 retary to carry out this section.

14                 **TITLE VI—REPEAL OF**  
15                 **SEQUESTRATION**

16                 **SEC. 601. REPEAL OF SEQUESTRATION.**

17                 (a) IN GENERAL.—The Balanced Budget and Emer-  
18                 gency Deficit Control Act of 1985 (2 U.S.C. 900 et seq.)  
19                 is amended—

20                 (1) in section 251—

21                         (A) in subsection (b)—

22                                 (i) in subparagraphs (B) and (C)—

23   (I) by inserting “and” at the end  
24   of subclause (VII);

1 (II) by striking the semi-colon at  
2 the end of subclause (VIII) and in-  
3 serting a period; and

4 (III) by striking subclauses (IX)  
5 and (X); and

9 (B) in subsection (c)—

(iii) by striking paragraph (8);

15 (2) in section 251A—

16 (A) by striking “through 2021” in each in-  
17 stance it appears and inserting “through  
18 2019”; and

19 (B) by striking paragraph (6)(B) and (C);

20 and

1       (b) EFFECTIVE DATE.—Notwithstanding section  
2 701, the amendments made by this title shall take effect  
3 on the date of enactment of this Act.

4 **SEC. 602. EXCLUSION FROM PAYGO SCORECARDS.**

5       (a) STATUTORY PAY-AS-YOU-GO SCORECARDS.—The  
6 budgetary effects of this title shall not be entered on either  
7 PAYGO scorecard maintained pursuant to section 4(d) of  
8 the Statutory Pay-As-You-Go Act of 2010.

9       (b) SENATE PAYGO SCORECARDS.—The budgetary  
10 effects of this title shall not be entered on any PAYGO  
11 scorecard maintained for purposes of section 201 of S.  
12 Con. Res. 21 (110th Congress).

13     **TITLE VII—MISCELLANEOUS  
14 PROVISIONS**

15 **SEC. 701. EFFECTIVE DATE.**

16       Unless specifically provided for otherwise in this Act,  
17 the amendments made by this Act shall take effect imme-  
18 diately before noon January 3, 2019.

