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Legislative Authorization, Program & Budget Information System



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The 1982 budget provides spending increases for major programs deemed to be priorities. Fiscal year 1982 spending will increase by \$76.6 billion, or about 12 percent, net of receipts. Increases in receipts are projected at \$104.3 billion.

Funding for programs, agencies, and budget functions under jurisdiction of the Senate Finance Committee reflects an increase of \$45.5 billion in 1982 outlays or 11.6 percent.

CPA 297



UNITED STATES GENERAL ACCOUNTING OFFICE
WASHINGTON, D.C. 20548

PROGRAM ANALYSIS
DIVISION

February 25, 1981

B-197735

The Honorable Robert Dole
Chairman, Committee on Finance
United States Senate

Dear Mr. Chairman:

Subject: Program and Budgetary Information for
Committee's Views and Estimates on
President's Budget for Fiscal Year 1982
(PAD-81-48)

The enclosed report is forwarded for your information and use in preparation of your committee's views and estimates on the President's fiscal year 1982 budget proposals. The General Accounting Office has obtained this data from executive agencies and prepared it in this form for your use as part of our responsibility under Title VIII of the Congressional Budget Act of 1974. Specifically, the Comptroller General is required to: (1) develop and maintain standard classifications for fiscal, budgetary and program-related information and (2) assist committees in developing their information needs.

Accordingly, we have attempted to identify all the Federal programs and activities that are within your committee's legislative jurisdiction. We have used available source documents such as the Budget Appendix, agency budget justifications, and authorizing legislation and legislative histories. To a large extent, this information has been verified by your committee representatives and executive agency officials. We want to emphasize that the list of programs and activities in the enclosed document is an effort to display budgetary information at a level of detail most useful for your committee review and markup. The budgetary data included in the report was obtained directly from the agencies. Verification by us included comparison with data obtained from the Office of Management and Budget's Budget Information System and the Appendix to the President's 1982 Budget.

For each program or activity identified, we have displayed the authorizing legislation (public law and U.S. Code citation); the budgetary information (funding authorization, budget authority, obligations and outlays); and the funding expiration date as specified in the legislation. The budget data is provided for fiscal years 1980 (actual), 1981 (estimate) and 1982 (President's budget request). Enclosure I provides a further discussion of this listing.

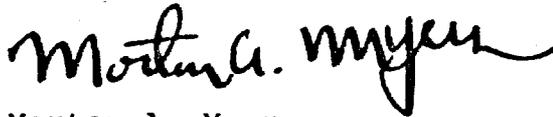
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B-197735

This year we plan to update our file to include President Reagan's budget revisions. This data will be available for programs under your committee's jurisdiction at a later date.

We appreciate the cooperation and assistance of your staff in developing this information and hope that it will assist you in the performance of your responsibilities under the Budget Act.

Sincerely yours,

A handwritten signature in cursive script that reads "Morton A. Myers". The signature is written in black ink and is positioned above the typed name and title.

Morton A. Myers
Director

Enclosures - 2

cc: Mr. Robert Lighthizer
Mr. Joseph Humphreys

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PROGRAM AND BUDGETARY INFORMATION FOR
COMMITTEE'S VIEWS AND ESTIMATES ON PRESIDENT'S
BUDGET FOR FISCAL YEAR 1982 (PAD-81-48)

INTRODUCTION

The 1974 Congressional Budget Act requires authorizing committees to review the President's budget annually and furnish their views and estimates on matters under their jurisdiction to the respective Budget Committees. Committee views and estimates are submitted to the Budget Committees by March 15 of each year and are instrumental in developing the first concurrent resolution on the budget.

GAO has obtained data from the executive agencies and prepared information on the 1982 budget to help congressional authorizing committees complete their views and estimates reports. Because several committees asked for assistance in developing budgetary and authorizing information for their views and estimates reports, GAO provides this information annually from its Legislative, Authorization, Program and Budget Information System (LAPIS).

The following information is provided by GAO to assist in development of 1982 views and estimates:

- a summary analysis of fiscal year 1982 funding and the program impact (p. 2),
- a profile of data by number of program records, agency, bureau, account and budget function and subfunction (p. 8), and
- a computer listing containing budgetary data and authorizing information for programs and activities under the committee's jurisdiction (Appendix II).

GAO has also provided a description of the Legislative, Authorization, Program and Budget Information System (Appendix I).

Authorization and budgetary data to assist committees in preparation of views and estimates reports is collected upon release of the President's budget each January. This data is not updated to reflect congressional action or revisions to the President's estimates which occur during the year. However, this year we plan to update our file to include President Reagan's budget estimates. This data will be available for programs under your committee's jurisdiction at a later date.

SUMMARY ANALYSIS OF AGENCY
PROGRAM AND BUDGET DATA

The Federal budget presents budgetary resources, in terms of national needs and the administration's policies in meeting the needs of the nation. The budget also presents estimates of resources and expenditures at the appropriation account level, and provides limited information on some of the major programs by account. However, budgetary data is not generally available at varying levels of detail by committee of jurisdiction and is not tied to authorizing legislation.

GAO has obtained data from the executive agencies and prepared a detailed list of programs displaying relevant budgetary and authorization data to assist congressional committees in meeting their information needs for views and estimates reporting as required by the 1974 Budget Act.

Data pertaining to programs in the 1982 budget under the jurisdiction of the Senate Finance Committee is displayed in the computer listing provided in Appendix II.

The following analysis is provided to highlight the most significant programs and funding changes displayed in Appendix II. The analysis does not necessarily cover all the items which the committee may want to consider.

Budget Overview for Major Functions,
Agencies, and Accounts Under the
Jurisdiction of the Senate Finance
Committee

The 1982 budget provides spending increases for major programs deemed to be priorities. Fiscal year 1982 spending will increase by \$76.6 billion or about 12 percent net of receipts. Increases in receipts are projected at \$104.3 billion.

Funding for programs, agencies, and budget functions under jurisdiction of the Senate Finance Committee reflects an increase of \$45.5 million in 1982 outlays or 11.6 percent.

Outlays in the income security (public assistance) function will increase by \$23.4 billion or about 10.1 percent in fiscal year 1982.

Outlays for retirement and disability insurance programs will increase by \$24 billion in fiscal 1982. Outlays for unemployment compensation will decrease by \$4.3 billion in fiscal 1982. Housing, food, and other public assistance programs will increase by \$3.6 billion in fiscal 1982.

Child welfare and social service payments to states will decrease by \$61 million in fiscal 1982 or almost 2 percent.

Funding for health care services will increase by \$14 million in fiscal year 1982. Outlays will increase by \$8 million after an increase of \$5 million in offsetting receipts.

Outlays for trade programs will increase by \$29 million in fiscal year 1982 or over 4 percent.

A summary, highlighting data for agencies and programs under your committee's jurisdiction follows. This information has been prepared using data collected from Federal agencies for inclusion in the LAPIS Program Inventory File.

New Programs

Legislation is being proposed to provide refunds to taxpayers equal to 30 percent of unused investment tax credit for investments placed in service during a taxable year. This proposal also provides a social security tax credit for employers and employees equal to 8 percent of social security taxes paid in 1982. Program outlays are budgeted for \$.2 billion in 1981 and \$3.3 billion in 1982, an increase of \$3.1 billion (see account 15-45-0915, Internal Revenue Service, record 10311 on page 219 of Appendix II).

Legislation has also been proposed to provide an identical social security tax credit of 8 percent to employers and employees of nonprofit institutions. Budget authority and outlays of \$237 million are requested in fiscal 1982 (see account 15-45-0916, Internal Revenue Service, record 10312 on page 220 of Appendix II).

Additionally, a similar 8 percent social security tax credit is proposed for employers who are State and local governments. The fiscal 1982 request is \$495 million for budget authority and outlays (see account 15-45-0917, Internal Revenue Service, record 10313 on page 232 of Appendix II).

A new program was instituted in fiscal 1981 to process, care, maintain, transport, and resettle Cuban and Haitian entrants. Outlays are estimated at \$147 million in fiscal 1981 and \$27 million in fiscal 1982. The decrease assumes that there will be no additional entrants in 1982 (see account 09-60-0174, Social Security Administration, records 09487-09492, on pages 78-81 of Appendix II).

A similar program was enacted in fiscal 1981 to provide direct assistance for resettlement of certain Cuban and Haitian entrants into the U.S. Outlays are projected at \$153 million in fiscal 1981 and \$82.7 million in fiscal 1982. The decrease of \$70.3 million or 46 percent again assumes there will be no entrant arrivals in 1982 (see account 09-60-0175, Social Security

Administration, records 10293-10299 on pages 81-85 of Appendix II).

The 1982 budget includes a legislative proposal for a child health assurance program. Funding of \$50 million in budget authority and outlays is requested for this program (see account 09-38-0512, Health Care Financing Administration, record 09120 on page 54 of Appendix II). Funding for this program is included in grants to states for medicaid.

Legislation is being proposed to require states to provide case management services to chronically mentally ill medicaid clients. Funding of \$20 million in budget authority and outlays is requested for this program in fiscal year 1982 (see account 09-38-0512, Health Care Financing Administration, record 09120 on page 54 of Appendix II).

Funding in the amount of \$7 million in budget authority and \$2.4 million in outlays is requested in fiscal year 1982 for a new trade development program in AID's International Development Cooperation Agency (see account 04-12-1001, record 09484 on page 13 of Appendix II).

Program Increases

- Supplemental Security Income (SSI) Program - Legislation mandates that SSI benefit levels be increased each July by the same cost of living percentage as social security benefits. Outlays for fiscal years 1981 and 1982 are estimated at \$7.3 billion and \$8 billion respectively. An 9.1 percent increase is requested in fiscal 1982 (see account 09-60-0406, Social Security Administration, records 07101-07107, and 06272, on pages 86-89 of Appendix II).
- Federal Old Age and Survivors Insurance (FOASI) - Fiscal 1982 benefit payments are estimated to increase by \$19.7 billion or 16 percent. The increase reflects cost-of-living increases. The Administration projects program outlays to be in excess of available resources. Legislation is proposed in order to accommodate the payment of benefits (see account 09-60-8006, Social Security Administration, records 07110, 07112-07114, 06262, 06263 on pages 70-73 of Appendix II).
- Federal Disability Insurance - Benefit payments are projected to increase by \$1.9 billion in fiscal 1982 or 11 percent. Payments will continue to increase due to increases in the insured population and cost-of-living increases (see account 09-60-8007, Social Security Administration, records 07115, 07117-07119, 06264, 10316 on pages 74-76 of Appendix II).
- Grants to States for Social Services - Funding for social service grants are projected to increase by \$529 million or 21 percent in fiscal year 1982. Under the 1980 amendments to the Social Security Act, day care services will

no longer be a separate allotment. Services shall be included in the basic Title XX estimates. The act also authorized funding of \$16.1 million in fiscal years 1981 and 1982 for social services to Puerto Rico, Guam, Virgin Islands. Additionally, child welfare services will be funded in the Human Development Services account beginning fiscal 1982. A review of projected social service recipients shows an average decrease of about 6 percent in fiscal year 1982 (see account 09-80-1634, Human Development Services, records 06351, 02012-02029, 09887, 06352, and 06353, on pages 100-112 of Appendix II).

Average Number of Primary Recipients Per Quarter

<u>Services</u>	<u>1981</u>	<u>1982</u>	<u>Incr./ Decr.</u>	<u>% Change</u>
Day care children	496,000	467,000	-29,000	-6%
Homemaker/chore	403,000	379,000	-24,000	-6%
Education, training and employment	336,000	316,000	-20,000	-6%
Protective services	560,000	527,000	-33,000	-6%
Foster care children	178,000	167,000	-11,000	-6%
Counseling services	636,000	598,000	-38,000	-6%
Health-related	386,000	366,000	-20,000	-5%
Residential care and treatment	108,000	102,000	- 6,000	-6%
Family planning	452,000	426,000	-26,000	-6%
Totals	<u>3555,000</u>	<u>3348,000</u>	<u>-207,000</u>	<u>-6%</u>

--Work Incentives Program -- The purpose of this program is to encourage and assist individuals receiving support from aid to families with dependent children (AFDC) in obtaining employment and support services. Budget authority and outlays are projected to increase by \$20 million in fiscal year 1982. Employment, work experience, and training are administered by Department of Labor. Funding to Department of Labor is provided in an allocation account. Supportive services including grants to states for registration, counselling, employment planning, placement and follow-up are funded by the Department of Health and Human Services (see account 09-80-1639, records 02086 and 02088, page 99 of Appendix II).

--Grants to States for Medicaid - Funding for medicaid payments is projected to increase by \$1.7 billion in fiscal year 1982. The program assists states in providing medical care to low income population. All AFDC recipients are eligible for medicaid benefits. Legislation is proposed to improve the medicaid program through strengthened regulations, assessing penalties, encouraging automation and applying uniform standards. The legislation proposes a

reduction in fiscal 1981 and 1982 funding by \$31 million and \$94.7 million respectively (see account 09-38-0512, Health Care Financing Administration, records 05775 and 05776 on pages 54-55 of Appendix II).

- Medicare Payments - The Federal Hospital Insurance Trust Fund shows an increase of \$6.6 billion in funding for fiscal year 1982. Legislation is proposed to eliminate routine applications in determining reimbursement, provide more comprehensive coverage, and provide for Federal administrative costs (see account 09-38-8005, Health Care Financing Administration, records 05785, 05787, 05788, 09122 pages 61-63 of Appendix II).

The Federal Supplementary Medical Insurance Trust Fund will increase by \$5.4 billion in budget authority in fiscal year 1982. The increase will accommodate a rise in the number of beneficiaries covered, higher costs, and increased utilization (see account 09-38-8004, records 05789-05792, 09118, 10374 on pages 58-60 of Appendix II). Legislation is proposed to strengthen regulations, assess civil money penalties, and apply uniform standards to operations. The fiscal year 1982 legislative proposal would reduce budget authority by \$30 million and outlays by \$195 million as a result of these program improvements.

Legislation is also being proposed to expand medicare out patient psychiatric benefits. Funding of \$9 million in budget authority and \$20 million in outlays is requested for this program in fiscal year 1982. Funding for this program is included with funding for other legislative proposals (see account 09-38-8004 record 10374 on page 60 of Appendix II).

- Unemployment Compensation - Funding for unemployment compensation is projected to increase by \$5.1 billion or 26 percent in fiscal year 1982. Legislation is proposed to change the method of calculating the extended unemployment benefit trigger rate. Additionally, legislation is proposed to terminate mandatory compensation coverage of former public service employees (see account 12-05-8042, Employment and Training Administration, records 02849-02857, 07026, 07027, 09880, 10890, and 10899 on pages 155-162 of Appendix II).

- Foreign Trade Statistics - Outlays are projected to increase from \$11.3 in 1981 to \$13.7 in 1982, an increase of \$2.4 or 21 percent. Increased funding is requested to meet the sharp rise in workload associated with expanded volume of foreign trade and the acceleration of trade monitoring activities required by the Trade

Act of 1974 (see account 06-07-0401, record 00646, Bureau of Census, page 17 of Appendix II).

--Debt Interest - Outlays for interest on the public debt are projected to increase from \$94.1 billion to \$106.5 billion in fiscal 1982, an increase of \$12.4 billion or 13.2 percent (see account 15-60-0550, Interest on the Public Debt, record 03355 on page 236 of Appendix II).

Program Decreases

--Federal Unemployment Benefits and Allowances - Funding is projected to decrease from \$3 billion to \$1.9 billion in fiscal year 1982, a decrease of \$1.1 billion or 36 percent. This decrease is primarily the result of a reduction in funding for the Trade adjustment assistance program under the Trade Act of 1974 and the transfer of funding for benefits paid to former Federal personnel and Postal employees to the Unemployment Trust fund (see account 12-05-0326, Employment and Training Administration, records 02838-02842, 07188, 09861, and 10887 pages 149-153 of Appendix II).

--Black Lung Disability Trust Fund - Funding is projected to decrease by \$100.9 million or 11.6 percent in fiscal year 1982. The Benefits Revenue Act provides for advances, repayable with interest, whenever fund balances prove insufficient to meet obligations. Advances outstanding at the end of fiscal 1981 were \$1.6 billion. Fiscal year 1982 estimates of advances from the general fund total \$478 million. Therefore, cumulative advances at the end of 1982 are projected at \$2.1 billion (see account 12-15-8144, Employment Standards Administration, records 07157 and 09839 page 169 of Appendix II).

--Operations and Administration/International Economic Policy - Obligations for the trade agreements and policy planning program are projected to decrease by \$1.5 million in fiscal year 1982. Reprogramming of funds in the 1982 budget provides for an automated Trade Policy Information System (see account 06-25-1250, International Trade Administration, record 00707, page 26 of Appendix II).

--Aid to Families with Dependent Children (AFDC) - A decrease of \$108 million is proposed in fiscal year 1982 outlays. This includes a rescission of \$531 million in fiscal year 1982 (see 09-60-0412, Social Security Administration, records 07130-07139, 07141, 10367 on pages 90-96 of Appendix II).

Program Transfers

- The child welfare services program will be financed from the Human Developmental Services account beginning in fiscal year 1982. The program was formerly funded under Grants to States for Social Services (see account 09-80-1636, record 10803 on page 116 of Appendix II).
- The unemployment benefits payments to former Federal personnel and Postal employees program is transferred to the Unemployment Trust Fund in fiscal year 1982 (see account 12-05-8042, records 10889 and 10890 on page 162 of Appendix II). The program was formerly funded under account 12-05-0326, Employment Training Administration.
- Public Law 96-364 requires that receipts and disbursements of the Pension Benefit Guaranty Corporation be reported on budget beginning in fiscal year 1981. As a result, the corporation has been placed on budget within the Department of Labor (see account 12-12-4204 on page 167 of Appendix II).

Unfunded Authorization

The trade monitoring program in the Bureau of Labor Statistics remains unfunded through fiscal year 1982. The program is authorized by the Trade Act of 1974 (see account 12-20-0200, record 02919 on page 177 of Appendix II).

PROFILE OF COMMITTEE 1982 LAPIS REPORT

Program/activity information is provided for 18 Federal agencies in the legislative and executive branches of Government, and off-budget entities representing a total of 329 records of data. A record may represent a program, an activity, or even an individual project. What is included as a record depends on the committee's expressed information needs, the data available from the agencies, and our perception of the level of detail that should be reported to enable the committees to perform an effective analysis of each agency's plans and activities. Summaries of budgetary data by agency, bureau, function and subfunction follow.