

## Union Calendar No. 325

111TH CONGRESS }  
2d Session }

HOUSE OF REPRESENTATIVES

{ REPORT  
{ 111-565

### R E P O R T

ON THE

### SUBALLOCATION OF BUDGET ALLOCATIONS FOR FISCAL YEAR 2011

together with

MINORITY VIEWS

SUBMITTED BY MR. OBEY, CHAIRMAN,  
COMMITTEE ON APPROPRIATIONS



JULY 26, 2010.—Committed to the Committee of the Whole House on  
the State of the Union and ordered to be printed

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**LETTER OF SUBMITTAL**

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HOUSE OF REPRESENTATIVES,  
COMMITTEE ON APPROPRIATIONS,  
*Washington, DC, July 26, 2010.*

Hon. NANCY PELOSI,  
*The Speaker, U.S. House of Representatives,*  
*Washington, DC.*

DEAR MADAM SPEAKER: By direction of the Committee on Appropriations, I submit herewith the Committee's report on the sub-allocation of budget allocations for fiscal year 2011.

As required by section 302(b) of the Congressional Budget Act of 1974, this report subdivides the allocation of fiscal year 2011 spending authority to the House Committee on Appropriations contained in H. Res. 1493, providing for budget enforcement for fiscal year 2011.

Sincerely,

DAVID R. OBEY,  
*Chairman.*



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### REPORT ON THE SUBALLOCATION OF BUDGET ALLOCATIONS FOR FISCAL YEAR 2011

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JULY 26, 2010.—Committed to the Committee of the Whole House on the State of  
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Mr. OBEY, from the Committee on Appropriations,  
submitted the following

### REPORT

together with

### MINORITY VIEWS

#### SUBALLOCATION OF BUDGET ALLOCATIONS FOR FISCAL YEAR 2011

The Committee on Appropriations submits the following report on the suballocation of budget allocations for fiscal year 2011 pursuant to section 302(b) of the Congressional Budget Act of 1974. This report is consistent with the “Budget Allocations” presented in H. Res. 1493, providing for budget enforcement for fiscal year 2011.

[In millions of dollars]

Subcommittee	Discretionary	Mandatory	Total
<b>Agriculture, Rural Development, Food and Drug Administration:</b>			
Budget authority.....	23,100	111,874	134,974
Outlays.....	24,746	100,731	125,477
<b>Commerce, Justice, Science:</b>			
Budget authority.....	60,536	256	60,792
Outlays.....	66,891	266	67,157
<b>Defense:</b>			
Budget authority.....	523,870	292	524,162
Outlays.....	589,600	292	589,892
<b>Energy and Water Development:</b>			
Budget authority.....	34,669	.....	34,669
Outlays.....	45,561	.....	45,561
<b>Financial Services and General Government:</b>			
Budget authority.....	24,500	21,153	45,653
Outlays.....	26,481	21,149	47,630
<b>Homeland Security:</b>			
Budget authority.....	43,636	1,300	44,936
Outlays.....	46,117	1,348	47,465
<b>Interior, Environment:</b>			
Budget authority.....	32,240	450	32,690
Outlays.....	33,798	451	34,249
<b>Labor, Health and Human Services, Education<sup>1</sup>:</b>			
Budget authority.....	176,412	560,777	737,189
Outlays.....	207,982	561,975	769,957
<b>Legislative Branch:</b>			
<b>All except Senate:</b>			
Budget authority.....	3,649	133	3,782
Outlays.....	3,866	131	3,997
<b>Senate items:</b>			
Budget authority.....	1,007	.....	1,007
Outlays.....	799	.....	799
<b>Total Legislative:</b>			
Budget authority.....	4,656	133	4,789
Outlays.....	4,665	131	4,796
<b>Military Construction, Veterans Affairs:</b>			
Budget authority.....	75,998	69,190	145,188
Outlays.....	80,895	69,000	149,895

[In millions of dollars]

Subcommittee	Discretionary	Mandatory	Total
State, Foreign Operations:			
Budget authority.....	53,983	159	54,142
Outlays.....	51,287	159	51,446
Transportation, HUD:			
Budget authority.....	67,400	.....	67,400
Outlays.....	136,446	.....	136,446
Grand total:			
Budget authority.....	1,121,000	765,584	1,886,584
Outlays.....	1,314,469	755,502	2,069,971

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<sup>1</sup> Within the Labor, Health and Human Services, Education Subcommittee, the President requested that funding for Pell Grants (\$23.162 billion) and a portion of LIHEAP (\$1.8 billion) be mandatory instead of discretionary. Since Congress has not enacted this change, the Subcommittee's discretionary allocation includes this funding. The funding included is equal to the President's request. This is the same way this situation was handled in the FY 2010 allocation.

**FULL COMMITTEE VOTES**

Pursuant to the provisions of clause 3(b) of rule XIII of the House of Representatives, the results of each roll call vote on an amendment or on the motion to report, together with the names of those voting for and those voting against, are printed below:

ROLL CALL NO. 1

Date: July 20, 2010

Measure: Report on the Suballocation of Budget Allocations, FY 2011

Motion by: Mr. Lewis

Description of Motion: To amend the suballocations to decrease total discretionary spending by \$31,329,000,000, excepting defense, veterans and homeland security spending.

Results: Rejected 21 yeas to 36 nays.

*Members Voting Yea*

Mr. Aderholt  
 Mr. Alexander  
 Mr. Bonner  
 Mr. Calvert  
 Mr. Carter  
 Mr. Cole  
 Mr. Crenshaw  
 Mr. Culberson  
 Mrs. Emerson  
 Mr. Frelinghuysen  
 Ms. Granger  
 Mr. Kingston  
 Mr. Kirk  
 Mr. Latham  
 Mr. LaTourette  
 Mr. Lewis  
 Mr. Rehberg  
 Mr. Rogers  
 Mr. Simpson  
 Mr. Wolf  
 Mr. Young

*Members Voting Nay*

Mr. Berry  
 Mr. Bishop  
 Mr. Boyd  
 Mr. Chandler  
 Mr. Davis  
 Ms. DeLauro  
 Mr. Dicks  
 Mr. Edwards  
 Mr. Farr  
 Mr. Fattah  
 Mr. Hinchey  
 Mr. Honda  
 Mr. Israel  
 Mr. Jackson  
 Ms. Kaptur  
 Mr. Kennedy  
 Ms. Kilpatrick  
 Ms. Lee  
 Mrs. Lowey  
 Ms. McCollum  
 Mr. Mollohan  
 Mr. Moran  
 Mr. Murphy  
 Mr. Obey  
 Mr. Oliver  
 Mr. Pastor  
 Mr. Price  
 Mr. Rodriguez  
 Mr. Rothman  
 Ms. Roybal-Allard  
 Mr. Ruppertsberger  
 Mr. Ryan  
 Mr. Salazar  
 Mr. Schiff  
 Mr. Serrano  
 Ms. Wasserman Schultz



## ROLL CALL NO. 2

Date: July 20, 2010

Measure: Report on the Suballocation of Budget Allocations, FY 2011

Motion by: Mr. Young

Description of Motion: To amend the suballocations to increase the budget authority allocated to Defense by \$1,327,000,000, and decrease the budget authority allocated to State, Foreign Operations by the same amount; and to increase the discretionary outlays allocated to Defense by \$677,000,000, and decrease the discretionary outlays allocated to State, Foreign Operations by the same amount.

Results: Rejected 20 yeas to 36 nays.

*Members Voting Yea*

Mr. Aderholt  
 Mr. Alexander  
 Mr. Bonner  
 Mr. Calvert  
 Mr. Carter  
 Mr. Cole  
 Mr. Crenshaw  
 Mr. Culberson  
 Mrs. Emerson  
 Mr. Frelinghuysen  
 Ms. Granger  
 Mr. Kingston  
 Mr. Latham  
 Mr. LaTourette  
 Mr. Lewis  
 Mr. Rehberg  
 Mr. Rogers  
 Mr. Simpson  
 Mr. Wolf  
 Mr. Young

*Members Voting Nay*

Mr. Berry  
 Mr. Bishop  
 Mr. Boyd  
 Mr. Chandler  
 Mr. Davis  
 Ms. DeLauro  
 Mr. Dicks  
 Mr. Edwards  
 Mr. Farr  
 Mr. Fattah  
 Mr. Hinchey  
 Mr. Honda  
 Mr. Israel  
 Mr. Jackson  
 Ms. Kaptur  
 Mr. Kennedy  
 Ms. Kilpatrick  
 Ms. Lee  
 Mrs. Lowey  
 Ms. McCollum  
 Mr. Mollohan  
 Mr. Moran  
 Mr. Murphy  
 Mr. Obey  
 Mr. Olver  
 Mr. Pastor  
 Mr. Price  
 Mr. Rodriguez  
 Mr. Rothman  
 Ms. Roybal-Allard  
 Mr. Ruppertsberger  
 Mr. Ryan  
 Mr. Salazar  
 Mr. Schiff  
 Mr. Serrano  
 Ms. Wasserman Schultz

## ROLL CALL NO. 3

Date: July 20, 2010

Measure: Report on the Suballocation of Budget Allocations, FY 2011

Motion by: Mr. Dicks

Description of Motion: To approve the suballocations.

Results: Approved 35 yeas to 20 nays.

*Members Voting Yea*

Mr. Berry  
 Mr. Bishop  
 Mr. Boyd  
 Mr. Chandler  
 Mr. Davis  
 Ms. DeLauro  
 Mr. Dicks  
 Mr. Edwards  
 Mr. Farr  
 Mr. Fattah  
 Mr. Hinchey  
 Mr. Honda  
 Mr. Israel  
 Mr. Jackson  
 Ms. Kaptur  
 Mr. Kennedy  
 Ms. Kilpatrick  
 Ms. Lee  
 Mrs. Lowey  
 Ms. McCollum  
 Mr. Mollohan  
 Mr. Moran  
 Mr. Murphy  
 Mr. Obey  
 Mr. Olver  
 Mr. Pastor  
 Mr. Price  
 Mr. Rodriguez  
 Mr. Rothman  
 Ms. Roybal-Allard  
 Mr. Ruppertsberger  
 Mr. Ryan  
 Mr. Schiff  
 Mr. Serrano  
 Ms. Wasserman Schultz

*Members Voting Nay*

Mr. Aderholt  
 Mr. Alexander  
 Mr. Bonner  
 Mr. Calvert  
 Mr. Carter  
 Mr. Cole  
 Mr. Crenshaw  
 Mr. Culberson  
 Mrs. Emerson  
 Mr. Frelinghuysen  
 Ms. Granger  
 Mr. Kingston  
 Mr. Kirk  
 Mr. Latham  
 Mr. Lewis  
 Mr. Rehberg  
 Mr. Rogers  
 Mr. Simpson  
 Mr. Wolf  
 Mr. Young

MINORITY VIEWS OF REPRESENTATIVES LEWIS, YOUNG,  
ROGERS, WOLF, KINGSTON, FRELINGHUYSEN, TIAHRT,  
WAMP, LATHAM, ADERHOLT, EMERSON, GRANGER, SIMP-  
SON, CULBERSON, KIRK, CRENSHAW, REHBERG, CARTER,  
ALEXANDER, CALVERT, BONNER, LATOURETTE, AND  
COLE

This year for the first time since the enactment of the 1974 Congressional Budget Act, the Democrat controlled U.S. House of Representatives failed to consider and pass a budget. According to the nonpartisan Congressional Research Service, the House has passed a budget every year since the Congressional Budget Act first took effect for fiscal year 1976. This represents a historic and unprecedented failure by the Democrat controlled Congress to meet a basic responsibility on fiscal issues: to annually adopt a spending plan that sets priorities for spending, revenues, deficits and debt for at least the next five years.

Instead, the Democrat Majority resorted to a tortuous procedural sleight-of-hand to evade a direct vote in order to “deem” the adoption of a one-year resolution that provided the Appropriations Committee a topline discretionary amount for FY 2011 while failing to provide a designation for overseas military contingencies despite promising for years that they would never fund the war in Iraq, Afghanistan and elsewhere as an emergency or outside the regular budget process. This unwillingness to pass a real budget was only necessary because of the explosion of debt and deficits unleashed by the reckless spending of Congressional Democrats and the President.

At the same time, Congressional Democrats and the Administration have played partisan games and sought to shift political blame from themselves for their fiscal record. For example, the Administration and many Congressional Democrats claim President Obama inherited some \$11 trillion in deficits over the next decade when he took office in 2009, with more than half of this the result of the Bush Administration and Republican Congresses’ “failure to pay for policies in the past,” principally the 2001 and 2003 tax relief measures, funding for military operations overseas and the 2003 prescription drug benefit.

In reality, since taking office in 2009, President Obama and Congressional Democrats have added \$2 trillion in new spending to the January 2009 CBO baseline that was in place when the President was sworn in, including \$1.6 trillion in new discretionary outlays. Of this, the bulk almost 60 percent—was for discretionary outlays from Democrats’ massive increase in regular discretionary spending, i.e., spending unrelated to either the stimulus or the war. The Democrat Majority has increased non-defense, discretionary spending by over 85 percent from FY 2007 to 2009, and have increased this spending at least another 12 percent so far for FY 2010.

Moreover, projected future deficits are not the result of inherited policies about which the Administration and Congressional Democrats are helpless to control. For example, the President's FY 2011 Budget proposes to continue unchanged almost 75 percent of the past policies they and Congressional Democrats claim contribute to current projected deficits and to do so without paying for them, including:

- Providing Alternative Minimum Tax relief, reducing revenues by \$577 billion according to CBO.
- Extending all the 2001 and 2003 tax relief almost all of which is scheduled to expire at the end of 2010—except for certain upper-income earners and increasing the tax on capital gains/dividends. According to CBO's re-estimate, the President's Budget proposal for these policies would reduce revenues by \$2.2 trillion and increase outlays by \$311 billion over the next 10 years.
- Moreover, these and other expensive policy proposals would also be exempted from the statutory PAYGO law.
- Likewise, the President's Budget or Congressional Democrats could propose policies to "pay for" the Medicare Prescription drug benefit they claim added to today's future deficit projections. They haven't. In contrast they passed a health care bill that exacerbates the current crisis in entitlement spending by failing to control rising federal spending for health care and instead increases the amount of federal resources that will be directed to health care in the future, which will continue to put tremendous pressure on the federal budget.

As a result, as a share of the economy, the President's projected 2010 deficit is 10.3 percent of Gross Domestic Product the largest level since World War II. If the President's Budget was fully implemented, annual deficits would never fall below \$724 billion and would rise above \$1 trillion before the end of the decade, even assuming an economy that has recovered and the end of military operations in Iraq and Afghanistan. Debt held by the public under the President's Budget more than doubles in over 5 years and more than triples over 10 years while federal borrowing would more than quadruple between 2010 and 2020.

Rather than beginning to tackle this fiscal disaster by restraining spending, bringing down today's unsustainable trillion dollar deficits and restoring confidence in Washington, the Obey FY 2011 spending allocations adopted by the House Appropriations Committee on July 20, 2010 would continue Democrats' explosion of irresponsible spending and further endanger the current economic recovery as well as our future economic prosperity with more added deficits and debt.

The Democrat 302(b) suballocations for this fiscal year would further increase discretionary spending well above the already bloated 2010 enacted level. Chairman Obey's allocation represents a \$31.3 billion increase or almost 3 percent over the 2010 regular budget levels, excluding the \$23 billion in new gross domestic spending Democrats added to an emergency troop funding bill intended to support operations in Iraq, Afghanistan and in the Global War Against Terror. This year's allocation would add an additional \$108 billion in outlays to the current CBO March baseline deficits over

the next decade if it is built into the base, including an additional \$21 billion in new borrowing.

The Republican Members of the Committee could not and unanimously did not support this continued across the board spending increase and fiscal recklessness and opposed adoption of Chairman Obey's proposed 302(b) suballocations.

In contrast, the Republican Members of the Appropriations Committee recognize the Nation can't afford another trillion dollar Democrat spending spree or the massive borrowing that will be needed to finance it, which would lead to higher taxes in the future on American families, small businesses and entrepreneurs. CBO's recent report on the Long-Term Budget Outlook shows that under our current budget path, U.S. debt will soon reach unsustainable levels and put us in the same situations now faced by Greece and other European nations.

Aside from adopting a real budget that sets priorities and forces tough choices, the first step to restore fiscal responsibility is to take immediate action to get spending under control. As a starting point, during the nine subcommittee mark ups that have taken place through July 15th, Committee Republicans offered at least 18 amendments to reduce non-security spending in the FY 2011 appropriation bills. All together, Republican amendments would have saved \$73 billion in budget authority in FY 2011 and \$104 billion over the next decade, if not more. This would have translated into \$129 billion in deficit reduction compared to the House Democrat allocation, including \$36 billion in lower borrowing costs. Almost without exception, Democrat Members of the Committee voted against every Republican amendment to save taxpayer dollars. Committee Republicans would also bring a rescission bill to the House floor to rescind the remaining billions in unobligated money from the Democrats' failed 2009 stimulus bill.

Additionally, Appropriation Republicans proposed an alternative FY 2011 spending allocation to Chairman Obey's at the July 20th full committee mark up that would have provided \$1.09 trillion in regular discretionary spending, the same as last year's level, and put the brake on the runaway growth in discretionary spending by the Democrat Majority.

This responsible spending plan would have saved the taxpayer \$31 billion this year alone compared to the Obey allocation and at least \$39 billion, if not more, compared to the President's Budget request. And by ensuring the Democrat spending increase was not permanently added to future budgets, the Republican plan saved \$341 billion in budget authority over the next decade compared to the House Democrat allocation.

Moreover the Republican alternative 302(b)s would have restored \$7 billion in harmful Democrat cuts to defense and security spending that could impair our military readiness and national security. Instead it would have fully funded the President's Budget request for defense and security activities in order to provide a strong military, protect Americans at home and abroad as well as ensure continued medical care and critical assistance for our Nation's veterans. At the same time the allocation would still provide a sensible level of non-security spending for key investments in areas

such as education, medical research, and transportation among others.

The responsible path would have been to adopt the Republican savings plan for FY 2011, taking a small first step toward reigning in out of control spending and lowering the deficit. Instead, every Democrat Member of the Committee voted against the Republican 302(b) proposal to restrain spending and restore unnecessary defense cuts.

Republicans also offered an amendment to Chairman Obey's 302(b) allocations that would have restored a \$1.3 billion cut to the Defense subcommittee. The State-Foreign Operations bill that was passed out of the subcommittee on June 30th was already an overly generous \$3.9 billion or 8 percent increase over last year. Inexplicably this bill received another \$1.3 billion in the Chairman's 302(b) suballocations, taken from the Defense subcommittee, thus bringing the State-Foreign Operations bill to 11 percent over the enacted 2010 level. This double-digit rate of increase for foreign aid and diplomatic operations is out of step with the fiscal challenges facing the country today. Unfortunately this Republican amendment to restore critical troop funding for equipment and military quality of life was opposed by every Democrat Member of the Committee.

The sky-rocketing spending over the past three years by the Democrat majority has led to devastating levels deficits and debt that are stifling our nation's recovery and threaten our future economic prosperity. Congress must act now to control this spending and avoid burdening future generations with an unmanageable debt burden that risks our Nation's continued economic prosperity.

JERRY LEWIS.  
 HAROLD ROGERS.  
 JACK KINGSTON.  
 TODD TIAHRT.  
 TOM LATHAM.  
 JO ANN EMERSON.  
 MICHAEL K. SIMPSON.  
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 STEVEN C. LATOURETTE.

**House Appropriation Republicans Alternative 302(b)s**  
 Regular Discretionary  
 (Budget authority, in millions)

**The Republican Alternative Spending Allocation**

- \* Holds overall discretionary to last year's level, saving the taxpayer \$31 billion compared to Obey and \$38 billion compared to the President.
- \* This allocation restrains the explosive growth in non-security spending that has occurred since 2007.
- \* Fully funds the President's request for defense, homeland security and veterans. The Obey allocation cuts defense by \$7 billion.
- \* Republicans also propose to rescind \$15 billion in unobligated stimulus funding in a rescission bill.

	FY 2011			Republican Alternative Compared to:					
	FY 2010 Enacted	Presidents Request	Obey 302(b)s Alternative	2010 Dollars	Pct.	Request Dollars	Pct.	Obey Dollars	Pct.
<b>Domestic and International Spending</b>									
Agriculture, Rural Development, FDA.....	23,304	23,129	23,100	-1,067	-5%	-892	-4%	-863	-4%
Commerce, Justice, Science.....	64,315	60,539	60,536	-6,263	-10%	-2,487	-4%	-2,484	-4%
Energy and Water Development.....	33,465	35,344	34,669	-1,474	-4%	-3,352	-9%	-2,678	-8%
Financial Services and General Government.....	24,186	25,253	24,500	-1,102	-5%	-2,169	-9%	-1,416	-6%
Interior, Environment.....	32,240	32,377	32,240	-1,425	-4%	-1,573	-5%	-1,425	-4%
Labor, Health and Human Services, Education.....	163,585	170,611	176,412	156,907	-4%	-13,704	-8%	-19,505	-11%
Legislative Branch.....	4,656	5,134	4,656	-321	-7%	-789	-15%	-321	-7%
State, Foreign Operations.....	48,764	56,646	53,983	46,878	-4%	-9,978	-18%	-7,305	-14%
Transportation, HUD.....	67,900	68,738	67,400	-2,851	-4%	-3,692	-5%	-2,351	-3%
<b>Domestic and International Spending, Subtotal</b>	<b>462,415</b>	<b>477,771</b>	<b>477,496</b>	<b>-23,267</b>	<b>-5%</b>	<b>-38,636</b>	<b>-8%</b>	<b>-38,348</b>	<b>-8%</b>
<b>Defense, Security and Veterans Spending</b>									
Defense.....	508,122	530,941	523,870	530,891	4%	-50	0%	7,021	1%
Homeland Security.....	42,534	43,636	43,636	43,636	3%	1,102	0%	0	0%
Military Construction, Veterans Affairs.....	76,600	75,997	75,998	-604	-1%	-1	0%	-2	0%
<b>Security Spending, Subtotal</b>	<b>627,256</b>	<b>650,574</b>	<b>643,504</b>	<b>650,523</b>	<b>4%</b>	<b>-51</b>	<b>0%</b>	<b>7,019</b>	<b>1%</b>
<b>Total, Regular Discretionary</b> .....	<b>1,089,671</b>	<b>1,128,345</b>	<b>1,121,000</b>	<b>1,089,671</b>	<b>0%</b>	<b>-38,674</b>	<b>-3.4%</b>	<b>-31,329</b>	<b>-3%</b>

All figures assume appropriated Pell Grant funding is discretionary. The President's FY 2011 Budget proposed shifting Pell grants to mandatory spending. Totals exclude all enacted or proposed emergency funding or funding for the Global War Against Terrorism.