the report, be printed as a part of the report on S. 552.

The PRESIDING OFFICER. Without objection, it is so ordered.

By Mr. FULBRIGHT, from the Committee on Foreign Relations, without amendment:

S. 1236. A bill to amend the Public Law 89-553 authorizing an additional appropriation for an International Center for Foreign Chancellers (Rept. No. 93-92).

REPORT ENTITLED "REPORT OF ACTIVITIES DURING THE 92D CONGRESS"—REPORT OF A COMMITTEE

(S. REPT. NO. 93-89)

Mr. MOSS, Mr. President, in accordance with the requirement established by section 136(b) of the Legislative Reorganization Act of 1946, as amended, I submit the attached report on the activities of the Senate Committee on Aeronautical and Space Sciences during the 92d Congress. The report was agreed to without objection by the Committee.

The PRESIDING OFFICER. The report will be received and printed.

REPORT ENTITLED "OPERATION OF ARTICLE VII, NATO STATUS OF FORCES TREATY"—REPORT OF A COMMITTEE

(S. REPT. NO. 93-90)

Mr. ERVIN, from the Committee on Armed Services, submitted a report entitled "Operation of Article VII, NATO Status of Forces Treaty," which was ordered to be printed.

REPORT ENTITLED "LEGISLATIVE REVIEW DURING THE 92D CONGRESS BY THE SENATE COMMITTEE ON RULES AND ADMINISTRATION"—REPORT OF A COMMITTEE

(S. REPT. NO. 93-93)

Mr. CANNON, from the Committee on Rules and Administration, submitted a report entitled "Legislative Review During the 92d Congress by the Senate Committee on Rules and Administration," which was ordered to be printed.

INTRODUCTION OF BILLS AND JOINT RESOLUTIONS

The following bills and joint resolutions were introduced, read the first time and, by unanimous consent, the second time, and referred, as indicated:

By Mr. FANNIN (for himself and Mr. HANSEN and Mr. DOMINICK):

S. 1370. A bill to amend the Internal Revenue Code of 1954 to provide for the collection of taxes on the ownership of private enterprises by the employees of such enterprises. Referred to the Committee on Finance.

By Mr. BELLMON:

S. 1371. A bill to require the Secretary of Agriculture to call a hearing in a milk market area order upon petition of producers. Referred to the Committee on Agriculture and Forestry.

By Mr. CHILES:

S. 1372. A bill to establish the Speasard L. H. Hobbs National Wildlife Refuge in the State of Florida, and for other purposes. Referred to the Committee on Interior and Insular Affairs.

By Mr. INOUYE:

S. 1373. A bill for the relief of Mr. Conegundo A. Esquivar and Mrs. Conegundo A. Esquivar; and S. 1374. A bill for the relief of Miss Such Shin Lo. Referred to the Committee on the Judiciary.

By Mr. HART:

S. 1375. A bill to provide adequate mental health care and psychiatri care to all Americans. Referred to the Committee on Labor and Public Welfare.

S. 1376. A bill to preserve the Office of Economic Opportunity. Referred to the Committee on Labor and Public Welfare.

By Mr. FULBRIGHT (by request):

S. 1377. A bill to amend the law authorizing the President to extend certain privileges to representatives of member states on the Council of the Organization of American States. Referred to the Committee on Foreign Relations.

By Mr. MOSS (for himself and Mr. HART):

S. 1378. A bill to encourage earlier retirement by permitting Federal employees to purchase into the civil service retirement system benefits unduplicated in any other retirement system based on employment in Federal civil service, of the States, and of local governments under Federal funding and supervision. Referred to the Committee on Post Office and Civil Service.

By Mr. BAKER:

S. 1379. A bill to authorize further appropriations for the Office of Environmental Quality and for other purposes. Referred to the Committee on Public Works.

By Mr. PERCY (for himself and Mr. STEVENSON):

S. 1380. A bill to change the name of the Indiana Dunes National Lakeshore to the Paul H. Douglas National Lakeshore. Referred to the Committee on Interior and Insular Affairs.

By Mr. BARTLETT (for himself, Mr. ANDERSON, Mr. BELLMON, Mr. BENSON, Mr. COOK, Mr. DOLÉ, Mr. DOMINICK, Mr. ENGLISH, Mr. FANNIN, Mr. GIBBONS, Mr. HANSEN, Mr. MANSFIELD, Mr. MCCLELLAN, Mr. McClure, Mr. NUNN, Mr. PEARSON, Mr. SPARKMAN, Mr. TALMAGE, and Mr. Hollings):

S. 1381. A bill to amend certain provisions of the Land and Water Conservation Fund Act of 1965 relating to the collection of fees in connection with the use of Federal areas for outdoor recreation; and to provide for the utilization of the revenues therefrom. Referred to the Committee on Interior and Insular Affairs.

By Mr. MATHIAS:

S. 1382. A bill for the relief of Maria Helen de Souza.

S. 1383. A bill for the relief of Magdalena Pilaga Malata. Referred to the Committee on the Judiciary.

By Mr. JACKSON (for himself and Mr. FANNIN) (by request):

S. 1384. A bill to authorize the Secretary of the Interior to transfer franchise fees received from certain concession operations at Glen Canyon National Recreation Area, in the States of Arizona and Utah, and for other purposes. Referred to the Committee on Interior and Insular Affairs.

S. 1385. A bill to amend section 2 of the act of June 30, 1954, as amended, providing for the continuance of civil government for the Trust Territory of the Pacific Islands. Referred to the Committee on Interior and Insular Affairs.

S. 1386. A bill to authorize appropriations for the saline water program for fiscal year 1974, and for other purposes. Referred to the Committee on Interior and Insular Affairs.

S. 1387. A bill to amend section 204 of the Agricultural Act of 1966. Referred to the Committee on Agriculture and Forestry.

By Mr. TALMAGE (for himself, Mr. EASTLAND, Mr. MCGOVERN, Mr. ALLEN, Mr. HUMPHREY, Mr. HUSTON, Mr. CLARK, Mr. CURTIS, Mr. BELLMON, and Mr. CROCKETT):

S. 1388. A bill to authorize the Secretary of Agriculture to encourage and assist the several States in carrying out a program of animal health research. Referred to the Committee on Agriculture and Forestry.

By Mr. INOUYE:

S. 1389. A bill to amend the Service Contract Act of 1965 and its geographical coverage to contracts performed on Canton Island. Referred to the Committee on Labor and Public Welfare.

By Mr. MUSKIE:

S. 1390. A bill to authorize a national policy and program with respect to wild predatory mammals; to prohibit the poisoning of animals in such a program; and to provide authority to the President and to private enterprises. Referred to the Committee on Commerce.

S. 1391. A bill to amend the Wild and Scenic Rivers Act by designating a segment of the Wisconsin River for potential addition to the national Wild and Scenic Rivers System. Referred to the Committee on Interior and Insular Affairs.

By Mr. MONTGOMERY:

S. 1392. A bill to establish a ceiling on expenditures for the fiscal year 1974 and to provide procedures for Congressional approval of the President's action to keep expenditures within the ceiling. Referred to the Committee on Government Operations.

S. 1393. A bill for the relief of Gloria Borja Tan. Referred to the Committee on the Judiciary.

By Mr. MONTOYA for himself and Mr. OROZCO:

S. 1394. A bill to authorize the acquisition of lands within the Vermejo Ranch, N. Mex., and Colorado, for addition to the national forest system. Referred to the Committee on Agriculture and Forestry.

By Mr. RANDOLPH:

S. 1395. A bill to encourage and support the dissemination of news, opinion, scientific, cultural, and educational material through the mails. Referred to the Committee on Post Office and Civil Service.

By Mr. HELMS:

S. 1396. A bill for the relief of Ricardo A. and Celeda Kostner. Referred to the Committee on the Judiciary.

By Mr. FULBRIGHT (for himself and Mr. MCCLELLAN):

S. 1397. A bill authorizing the Secretary of Agriculture to carry on a program providing for the inspection of fish produced on fish farms in the United States. Referred to the Committee on Commerce.

By Mr. DURKIN (by request):

S. 1398. A bill to authorize the Secretary of the Treasury to transfer to the Government of the Republic of the Philippines certain pieces of property in pre-1934 bonds of the Philippines, and for other purposes. Referred to the Committee on Foreign Relations.

By Mr. KENNEDY (for himself, Mr. HATHAWAY, and Mr. MUSKIE):

S. 1399. A bill to establish the Olson Home, Cushing, Maine, as a national historic site. Referred to the Committee on Interior and Insular Affairs.

By Mr. MCCLELLAN:

S. 1400. A bill to conform, revise, and codify the substantive criminal law of the United States; to make conforming amendments to titles 18 and 21 of the United States Code; and for other purposes. Referred to the Committee on the Judiciary.

S. 1401. A bill to establish rational criteria
versities, for investigations into the history of the creation of the Great Lakes, and also represents a recreational resource of the highest quality.

In 1939, the Interior Department considered adding the lower Wisconsin River to a broad study of the recreational values of the river and its riparian area. Although it was not subsequently included in that study, the Department did indicate an interest in including the Wisconsin River in the overall long-range plans for resource preservation in the Midwest.

The addition of the lower Wisconsin River to the Wild Rivers system would be particularly appropriate at this time. The inclusion of the Namekagon River, and portions of the Wolf and St. Croix Rivers in the system when it was first established in 1966 demonstrated that the riparian lands of the Wisconsin, St. Croix under legislation which I sponsored in 1972, and the development of the Apostle Islands and a number of other new national parks and lakeshores in Wisconsin, Minnesota, and Michigan, all point to the possibility of establishing a network of riparian lands of complementary areas of unsurpassed beauty and great national significance.

The Wisconsin River remains relatively unspoiled by pollution or commercial development. Having had the opportunity to live on the bank of the river and to see the breathtaking natural beauty of this magnificent waterway, it is easy to understand the importance of swift action to preserve the natural state of the Wisconsin River.

Mr. President, the Prairie du Chien Courier Press on March 7, 1973, printed a moving article on the lower Wisconsin River, entitled “Time Machine Backs up 300 Years, Little Change in Wisconsin,” which vividly illustrates the preserved beauty of the Wisconsin River. I ask unanimous consent that this article, along with a copy of the bill I am introducing, be included in the Record at this point.

There being no objection, the article and bill were ordered to be printed in the Record, as follows:

Time Machine Backs up 300 Years, Little Change in Wisconsin

Reflections on the Wisconsin River cast back some strange figures. Canoists on the lower river have often imagined they were the explorers, La Salle or Joliet. Today, as it was 300 years ago, the lower Wisconsin River is a quiet dreamy stream.

Changes are noticed by the historians. The buffalo have been replaced by the automobile. Instead of the paddler places the canoe in the deeper waters, will be strung against the currents to undo the grounding of a canoe.

Paddles dipping in unison drop their jewels of commerce. Rather, the resonant drip there is the same gurgling sound of the flowing ripples skudding from the sides of the canoe. Overhead there is the wilderness of the river, backwoods of the past, the hum of the water against the fallen trees. Leaves and branches form an armada of encore to the people marking the 300 years of time.

Beyond the bend is civilization. This time the tepees and wooden pole homes of the Indians take the form of a farm settlement of this new 300 years of progress.

The Wisconsin River has changed each year for 300 years. This year, it is shallower due to the control dams of the power and paper industry along the middle and upper reaches of the Wisconsin. The rapids of the prairie du Chien has changed little. On some occasions, the highways echo their sounds from the hills—the chugging of farm machinery, the occasional tapping of a small industry in the distance.

The shore line has changed in small places. There are summer cottages and a few houses. This doesn’t destroy the natural appearance of the river. The railroad and highway bridges bring a shocking reminder to the present to be a reflection in looking back, to disappear from view at the bend.

Marquette and Jolliet found this a peaceful river. Travelers today enjoy the lower river. Residents of the area have claimed to be able to see through to the backwoods of the midwest. It is a near wild river, with all the peaceful calmness for the novice canoe or river person. This is a drifting river.

Helping hand of strong current makes the Wisconsin River a dream of a place. The sandbars are nice camping areas. You should have some local information on the safe and current condition of the river. The river is stronger than any swimmer, so the respect and concern of the users of an unexplored area is necessary for their safety.

Early explorers didn’t take the changes of the modern generations. They respected the beauty, tranquility, majesty and calm of the river. It was an exploration of the journey to the Mississippi, a doorway to 300 years of discovery.

S. 1391

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 5(a) of the Wild and Scenic Rivers Act (16 U.S.C. 1274(a)) is amended by adding at the end thereof the following:

“(3) Wisconsin River, Wisconsin: The segment from Prairie du Sac to its confluence with the lower Wisconsin River at Prairie du Chien.”

By Mr. MONDALE:

S. 1392. A bill to establish a ceiling on expenditures for the fiscal year 1974 and to provide procedures for congressional control of action taken by the President to keep expenditures within the ceiling. Referred to the Committee on Government Operations.

Amendment No. 59

(Ordered to be printed and to lie on the table.)

Mr. MONDALE. Mr. President, today I am pleased to introduce the Budget Control Act of 1973.

The last several months have seen an unprecedented effort by the Executive branch to assume virtually complete control of domestic priorities without either the approval of the Congress or the advice or consent of the Congress. The legislation which I am introducing today is designed to guarantee the financial responsibility of the President himself. In the opinion of most experts, it will limit inflationary pressures without jeopardizing our constitutional system—themselves to dissolve into bitter infighting from entrenched and inflexible positions.

This must not be allowed to go further. The legislation which I am introducing today is designed to guarantee the financial responsibility of the President himself. To restore the Congress to its proper role in public decision making, and to reestablish the conditions for a full and equal dialog between Congress and the executive branch regarding the future of American domestic policy.

First, the bill is designed to establish a congressional ceiling on Federal expenditures of $268 billion in the next—1974—fiscal year. This would be automatically adjusted upward to reflect any increase in Federal spending. The $268 billion is the White House budget request, and the $268 billion on all Federal expenditures is $700 million below the level proposed by most experts, it will limit inflationary pressure without jeopardizing our constitutional system—themselves to dissolve into bitter infighting from entrenched and inflexible positions.

This is only the beginning of the ceiling. It is not only the beginning of the ceiling. It is only the beginning of the ceiling. It is only the beginning of the ceiling. It is only the beginning of the ceiling. It is only the beginning of the ceiling.

Second, the bill would end the practice the so-called “impoundment” of congressionally appropriated funds which has been put to such extraordinary use—or rather abuse—by the present administration. Top Presidential advisors have sworn to cooperate, respect and compromise between the Executive branch and Congress to solve into bitter infighting from entrenched and inflexible positions. The legislation which I am introducing today is designed to guarantee the financial responsibility of the President himself.

The legislation which I am introducing today is designed to guarantee the financial responsibility of the President himself. To restore the Congress to its proper role in public decision making, and to reestablish the conditions for a full and equal dialog between Congress and the executive branch regarding the future of American domestic policy.

First, the bill is designed to establish a congressional ceiling on Federal expenditures of $268 billion in the next—1974—fiscal year. This would be automatically adjusted upward to reflect any increase in Federal spending. The $268 billion is the White House budget request, and the $268 billion on all Federal expenditures is $700 million below the level proposed by most experts, it will limit inflationary pressure without jeopardizing our constitutional system—themselves to dissolve into bitter infighting from entrenched and inflexible positions.

This is only the beginning of the ceiling. It is not only the beginning of the ceiling. It is only the beginning of the ceiling. It is only the beginning of the ceiling. It is only the beginning of the ceiling. It is only the beginning of the ceiling.

Second, the bill would end the practice the so-called “impoundment” of congressionally appropriated funds which has been put to such extraordinary use—or rather abuse—by the present administration. Top Presidential advisors have sworn to cooperate, respect and compromise between the Executive branch and Congress to solve into bitter infighting from entrenched and inflexible positions.

The legislation which I am introducing today is designed to guarantee the financial responsibility of the President himself. To restore the Congress to its proper role in public decision making, and to reestablish the conditions for a full and equal dialog between Congress and the executive branch regarding the future of American domestic policy.

First, the bill is designed to establish a congressional ceiling on Federal expenditures of $268 billion in the next—1974—fiscal year. This would be automatically adjusted upward to reflect any increase in Federal spending. The $268 billion is the White House budget request, and the $268 billion on all Federal expenditures is $700 million below the level proposed by most experts, it will limit inflationary pressure without jeopardizing our constitutional system—themselves to dissolve into bitter infighting from entrenched and inflexible positions.

This is only the beginning of the ceiling. It is not only the beginning of the ceiling. It is only the beginning of the ceiling. It is only the beginning of the ceiling. It is only the beginning of the ceiling. It is only the beginning of the ceiling.

Second, the bill would end the practice the so-called “impoundment” of congressionally appropriated funds which has been put to such extraordinary use—or rather abuse—by the present administration. Top Presidential advisors have sworn to cooperate, respect and compromise between the Executive branch and Congress to solve into bitter infighting from entrenched and inflexible positions.
Security Act, food stamps, military retirement pay, and judicial salaries. The question of computing pro rata reductions would be performed by the Office of Management and Budget, and submitted to Congress by the President for approval under expedited procedures. The $268 billion ceiling would be automatically adjusted upward to reflect increased revenues through tax reform or economic growth.

**AN END TO IMPOUNDMENT**

With the establishment of a firm ceiling on expenditures, there is no excuse at all for continuing the practice of impoundment, which threatens to tip a balance of power between the Congress and the Executive which has lasted nearly 200 years. Therefore, title II of the legislation I propose adopts the approach developed by the distinguished Senator from North Carolina (Mr. EVIN). No impoundment would be permitted without the approval of Congress. Expedited procedures for prompt consideration of impoundment requests would be provided.

Under this approach, the President would be required to report all impoundments to the Congress, which would consider the request and act promptly, which would prohibit delay. If not approved by the Congress within 60 days, any authority to impound would expire. Proposals have been advanced in both the House and the Senate under which Presidential impoundments would stand unless disapproved by the Congress within a given period. But with the many opportunities open to an organized congressional minority to delay and obstruct, this approach is not workable. If there is to be effective congressional participation, the burden of justifying impoundment must lie with the Executive, as the Senator from North Carolina (Mr. EVIN) has proposed.

I recognize that there is waste, there are ineffective programs which may need cutting, and there are circumstances where all funds provided by Congress cannot wisely be spent. And so this bill permits the President to withhold funds—subject to congressional approval. We in Congress must assert and accept our responsibility. We must have dialogue between Congress and the Executive in the arena of reform, not single-handed demolition by the executive branch.

**THE NEED FOR IMMEDIATE ACTION**

My bill does not attempt to resolve all of the complex and difficult questions involved in establishing a ongoing congressional budgetary process. Those questions are well presented in the recent Interim report of the Joint Study Committee on Budgetary Control, and must be resolved after further study by the committee and full debate by the Congress. But pro rata reductions will take time, and almost certainly will be completed too late to take effect this year.

Instead, the bill which I am proposing today is designed to establish immediate congressional control of Federal spending and priorities for the next fiscal year, beginning July 1 of this year—while the Congress considers the organizational questions involved in a more permanent approach.

However, we must take immediate action before the Congress becomes an ornamental advisory board to the Office of Management and Budget.

**NEED FOR AN EXPENDITURE CEILING**

Everyone agrees that a ceiling on expenditures is badly needed. The American people cannot afford to pay for continued deficits on the record level of recent years.

During the first 4 years of the Nixon administration, the total deficit has exceeded $80 billion—more than all the deficits of Presidents Eisenhower, Kennedy, and Johnson put together. While partly, and certainly an economic burden of these deficits may have been useful during our recovery from the recession of 1969, to continue them would contribute to another round of unchecked inflation.

In recent months the need to bring spending under control has become even more urgent. We are now experiencing inflationary pressures, putting an intolerable burden on our citizens and threatening the stability of the dollar abroad.

Much of this is due to delayed adoption and premature abandonment of wage and price controls and other economic measures, but some of it is due to the spiraling deficits of recent years.

By acting now to impose a firm ceiling on spending, we can assure American citizens that inflation will not be fueled by more deficit spending, and we can assure our friends abroad that we are doing our part to maintain the stability of the dollar.

We can demonstrate clearly that Congress is prepared to act in a fiscally responsible manner.

But let us set the record straight. Over the past 5 years, the Congress has cut Presidential requests for appropriations by approximately $30 billion. We have increased other forms of Federal spending for example, through increased social security benefits—by only a little more. And a major share of the increases has come in social security and medicare programs which are fully funded through the payroll tax, and which therefore do not themselves cause deficit spending. Charges that the Congress has spent vast sums in the face of the objectives of the administration are simply not true.

The Congress has not outspent the executive branch. And the Congress is on record as favoring a spending ceiling.

Last October, both the House and Senate overwhelmingly agreed to the $250 billion ceiling on expenditures proposed by the President for the current—1973—fiscal year.

But when the executive branch refused to tell us where the cuts would be made, the Senate insisted that cuts be made across the board, so as to retain the priorities previously established by the Congress. And we acted last fall under the leadership of the former senior Senator from Idaho (Mr. JORDAN) a widely respected member of the President's own party and a conservative. Unfortunately, the President refused to accept these limits on impoundment, and the measure died in conference with the House.

The Constitution does not obligate the President to send the Congress his recommendations on what should be done in the Nation's interest. And after the Congress has acted, he has the authority to accept or to reject what we have done. But nowhere does the Constitution give the President the right to substitute his judgment for that of the Congress. He...
can suggest—he can lobby—he can try to persuade—he can do many things, but he cannot act in our stead.

Yet, that is precisely what this President is doing, in saying that this is what he is going to do. From every indication, he is attempting on his own—without the consent of the Congress—to take the shared, bipartisan commitment to social and economic justice which this Nation has consciously, and at times painfully, developed over the years.

The question is: Will the Congress do what is necessary to make its own judgment felt in this great decision? Will we act affirmatively to reassert our constitutional authority in the budgetary process? Will we be able to come together in common cause to preserve the balance between the executive and legislative branches of Government which has served us so well for nearly 200 years?

Or will we, instead, continue to gradually but knowingly relinquish our constitutional authority to the White House?

It saddens me to know that large numbers of Americans—perhaps even a majority—are convinced we will do the latter. They are convinced that the Congress is overmatched in this struggle—they are convinced that our resources, staff, media, and all the rest—cannot compete on an equal footing with those of the Executive. But, most of all, they are convinced that we cannot agree among ourselves on a plan of action to correct the present institutional imbalance.

It is with this latter point most firmly in mind, Mr. President, that I have designed my bill. It is intended to be a bill that virtually every Member of the Congress can support if he or she wants to effectively restore congressional authority to its proper place in our decision-making process. It is for this reason that the bill is based on two fundamental principles:

That the Federal Government must live within its financial means;

That within those means, the Congress itself shall determine how our resources shall be spent.

These principles have nothing to do with party—I am preparing a ceiling even below the President's own. They have nothing to do with ideology: liberals and conservatives alike have adhered to them both since the Nation's beginning. They have only to do with budgetary responsibility and constitutional government—concerns that are shared by all Americans.

Mr. President, I would hope, that my colleagues who subscribe to these principles will join me in this effort. I would hope as well that the President of the United States will lend us his support. He has spoken forcefully and often on behalf of both budgetary responsibility and constitutional government. If he is sincere in saying that he wants to keep expenditures in line, then this bill is one that he can readily endorse. If he does not support these principles, then we—and the Nation—should know that.

But I am hopeful that the President will support this effort, because I am convinced that through working together—within our constitutional framework—we can achieve our common goals.

I am convinced that only through compromise between the Congress and the President will our Government work as it was intended to work—in the interests of all Americans. Of that I am quite sure.

I am also convinced that the President has proposed that the Congress accept a budget ceiling even lower than the President has proposed: if adopted, it is absolute proof that the Congress is prepared to live within sound financial limitations.

If one is more than willing to live with a lower ceiling, then it would be a different story. Such success, however, will not end the battle. I will work as best I can in the Congress for additional revenues through closing the special interest loopholes which riddle our tax laws. It will work to cut waste in the Pentagon and in social programs as well. And I will work to impress the savings in meeting our urgent domestic needs—for a cleaner environment, decent health care, better education, and urban and rural development.

If the Congress agrees to live within the President's budget ceiling, then the question becomes: Should the President insist that he alone is responsible for determining how the Nation's resources are to be spent in meeting its needs? It is that question, Mr. President, to which we are most earnestly awaiting your answer.

Mr. President, I am also submitting an amendment, intended to be proposed by me, to the bill (S. 292) to amend the Par Value Modification Act.

I ask unanimous consent that the bill I have heretofore introduced (S. 1392), and the amendment which I have submitted (No. 59) be printed in the Record.

There being no objection, the bill and amendment were ordered to be printed in the Record, as follows:

S. 1392

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Budget Control Act of 1973."

Sec. 2. The following provisions of this Act may be cited as the "Expenditure Control Act of 1973."

TITLE I—CEILING ON FISCAL YEAR 1974 EXPENDITURES

Part A—Establishment of a Ceiling

Sec. 101. (a) Except as provided in subsection (b), expenditures and net lending during the fiscal year ending June 30, 1974, under the Budget of the United States Government shall not exceed $268,000,000,000.

(b) If the estimate of revenues which will be received in the Treasury during the fiscal year ending June 30, 1974, as made from time to time, exceed $235,500,000,000, the limitation on the expenditures and net lending specified in clause (1) shall be increased by an amount equal to such excess.

Sec. 102. (a) Notwithstanding the provisions of any other law, the President shall, in accordance with this section, propose reservations from expenditure and net lending, from appropriations or other obligatory authority otherwise made available, of such amounts as he may deem necessary to keep expenditures and net lending during the fiscal year ending June 30, 1974, within the limitation specified in section 101.

(b) During the period of any other law, the President shall propose reservations of amounts proportionately from appropriations or other obligatory authority available for all programs and activities of the Government other than expenditures for interest, veterans' benefits and services, payments from social insurance trust funds, public assistance maintenance grants, Medicaid services, notwithstanding section IV of the Social Security Act, food stamps, military retirement pay, and judicial salaries.

(c) The President shall propose reservations pursuant to this section by one or more special messages to the Congress, each special message shall be transmitted to the House of Representatives and the Senate on the same day and shall be delivered to the Clerk of the House of Representatives if the House is not in session, and to the Secretary of the Senate if the Senate is not in session, and such message shall be printed as a document of each House.

(d) Any proposed reservation of expenditures shall become effective on the date on which a concurrent resolution approving such message shall be transmitted to the Senate and the House of Representatives pursuant to title II of this Act.

Sec. 103. In the administration of any program as to which—

(1) the amount of expenditures is limited pursuant to this Act, and

(2) with full recognition of the constitutional right of either House to change such rules (so far as relating to the procedure in such House) at any time, in the same manner and to the same extent as in the case of any other rule of such House.

Sec. 110. As used in this title, the term "resolution" means only a concurrent resolution on the same calendar day, on the matter after the resolving clause of which is as follows (the blank spaces being appropriately filled): "That the Congress approves the reservations of expenditures made forth in the special message of the President to the Congress dated —.

House Document —, Senate Document —.

Sec. 111. A resolution with respect to a special message shall be referred to a committee (and all resolutions with respect to the same special message shall be referred to the same committee) by the President of the Senate or the Speaker of the House of Representatives, as the case may be.

Sec. 112. If the committee to which has been referred a resolution with respect to a special message has not reported it before the expiration of ten calendar days after its introduction, a concurrent resolution received from the other House, ten calendar days after its receipt, shall be moved either to discharge the committee from further consideration of such resolution, or to discharge the committee from further consideration of any resolution in respect to which such message has been referred to the committee.

(b) Such motion may be made only by a person favoring the resolution, and shall be highly privileged (except that it may not be
made after the committee has reported a resolution with respect to the same special message), and debate thereon shall be limited to not to exceed one hour, to be equally divided and controlled by the opponents to or in favor of the motion to discharge the committee, with the right of any Member opposing the resolution. No amendment to such motion shall be in order, and it shall not be in order to move to reconsider the vote by which such motion is agreed to or disagreed to.

(c) If the motion to discharge is agreed to or disagreed to, such motion may not be renewed, nor may another motion to discharge the committee on such message be made with respect to any other resolution with respect to the same special message.

SEC. 116. (a) When the committee has reported, or has been discharged from further consideration of, a resolution with respect to a special message, it shall at any time be in order for the House by unanimous consent to move to discharge the committee, or the right thereto shall be reserved for use in the event of a subsequent special message, with respect to the same special message.

(b) Debate on the resolution shall be limited to not to exceed ten hours, which shall be equally divided between those favoring the resolution and those opposing it. No motion further to limit debate shall not be debatable. No amendment to, or motion to recommit, the resolution shall be in order, and the vote by which the resolution is agreed to or disagreed to.

(c) All motions to postpone, made with respect to the resolution, shall be in order;

(d) Other motions to the effect of the special message shall be included in the record of the proceedings and filed with the Clerk of the House.

(e) All appeals from the decisions of the Chair relating to the application of the rules of the Senate or the House of Representatives, as the case may be, to the procedure relating to a resolution with respect to a special message shall be decided without debate.

(f) All appeals from the decisions of the Chair relating to the application of the rules of the Senate or the House of Representatives, as the case may be, to the procedure relating to a resolution with respect to a special message shall be decided without debate.

SEC. 117. If, prior to the passage by one House of a resolution that House with respect to a special message, such House receives from the other House a resolution with respect to such message, such House shall:

(1) If no resolution of the first House with respect to such message has been referred to committee, no other resolution with respect to the same message shall be in order, except as otherwise provided in section 304(a)(1) of this title.

(2) If a resolution of the first House with respect to such message has been referred to committee:

(A) the procedure with respect to that or other resolutions of such House with respect to such message which have been referred to committee shall be the same as if no resolution of the other House with respect to such message had been received;

(B) the resolution of the first House with respect to such message the resolution from the other House with respect to such message shall be automatically substituted for the resolution of the first House.

TITLES II—REQUIREMENT OF CONGRESSIONAL APPROVAL OF IMPOUNDMENTS

SEC. 201. (a) Except as provided in subsection (b), whenever the President impounds funds in any fiscal year, he shall immediately submit to Congress a statement of the reasons for such impoundment.

(b) Each special message submitted pursuant to subsection (a) shall be transmitted to the Congress simultaneously with the special message pursuant to section 204(a) of this Act; provided, however, that the President may, upon such notice as he shall prescribe, modify or rescind any impoundment as provided in subsections (c) and (d) of this section.

SEC. 202. The President shall cease the impounding of such funds as of the first calendar day of the fiscal year next following the date of the receipt of the special message. Such funds shall be transmitted to Congress pursuant to section 204(a) of this Act within thirty calendar days of the receipt of the special message. Any resolution of either House to be presented to the President, or which affects any resolution which is a part of the resolution submitted to the President, shall be ignored by the President until the end of the fiscal year, as defined by this Act.

SEC. 203. For purposes of this title, the Impounding of funds pursuant to this Act shall be declared to be in order if the amount of the funds impounded:

(1) is less than $500,000;

(2) is less than the amount of the funds impounded in the fiscal year immediately preceding such fiscal year.

SEC. 204. The following subsections of this section are enacted by the Congress and the Comptroller General being required to submit the report required by subsection (c) of this section not later than the tenth calendar day of the fiscal year immediately succeeding the fiscal year in which the impounded funds were impounded;

SEC. 205. For purposes of this title, the Impounding of funds pursuant to this Act shall be declared to be in order if the amount of the funds impounded:

(1) is $500,000 or less;

(2) is $500,000 or less than the amount of the funds impounded in the fiscal year immediately preceding such fiscal year.

SEC. 206. For purposes of this title, the Impounding of funds pursuant to this Act shall be declared to be in order if the amount of the funds impounded:

(1) is less than $500,000;

(2) is less than the amount of the funds impounded in the fiscal year immediately preceding such fiscal year.

SEC. 207. For purposes of this title, the Impounding of funds pursuant to this Act shall be declared to be in order if the amount of the funds impounded:

(1) is less than $500,000;

(2) is less than the amount of the funds impounded in the fiscal year immediately preceding such fiscal year.

SEC. 208. For purposes of this title, the Impounding of funds pursuant to this Act shall be declared to be in order if the amount of the funds impounded:

(1) is less than $500,000;

(2) is less than the amount of the funds impounded in the fiscal year immediately preceding such fiscal year.

TITLES III—CEILING ON FISCAL YEAR 1974 EXPENDITURES

PART A—CEILING ON FISCAL YEAR 1974 EXPENDITURES

SEC. 101. (a) Except as provided in subsection (b), expenditures and net lending during the fiscal year ending June 30, 1974, under the Budget of the United States Government shall not exceed $268,000,000,000.

(b) If the estimates of revenues which will be received during the fiscal year ending June 30, 1974, as of the time such revenues are expected to be received, as of the time such revenues are expected to be received, exceed $268,000,000,000, the limitation specified in subsection (a) shall be increased by an amount equal to such excess.

SEC. 102. (a) Notwithstanding the provisions of any other law, the President shall, in accordance with this section, propose reservations for emergencies and lend-
TITLE II—REQUIREMENT OF CONGRESSIONAL APPROVAL OF IMPOUNDMENTS

Sec. 201. (a) Except as provided in subsection (g), whenever the President imposes any limitation on the expenditure of funds, or otherwise obligated for a specific purpose or project, or approves the impoundment of such funds by any officer or employee of the United States, the President shall, within ten calendar days after the President has been notified of such limitation, impoundment, or approval, transmit to the Senate and the House of Representatives a special message specifying—

(1) the amount of the funds impounded;
(2) the date on which the funds were ordered to be impounded;
(3) the date the funds were impounded;
(4) any type of executive action which effectively precludes the obligation or expenditure of the appropriated funds;
(5) the period of time during which the funds are to be impounded;
(6) the reasons for the impoundment;
(7) to the maximum extent practicable, the estimated fiscal, economic, and budgetary effect of the impoundment;

(b) Each special message submitted pursuant to subsection (a) shall be transmitted to the Senate on the same day, and shall be delivered to the Clerk of the House of Representatives if the House is not in session, and to the Secretary of the Senate if the Senate is not in session. Each such message shall be printed as a document of each House.

(c) A copy of each special message submitted pursuant to subsection (a) shall be transmitted to the Comptroller General of the United States on the same day as it is transmitted to the Senate and the House of Representatives.

(d) If any information contained in a special message submitted pursuant to subsection (a) is subsequently revised, the President shall transmit a revised special message to the Senate and the House of Representatives on the same day as the revision is transmitted to the Comptroller General of the United States.

(e) Any special or supplementary message transmitted pursuant to this section shall be printed in the first issue of the Federal Register published after that special or supplementary message has been transmitted.
resentatives, respectively, and as such they shall be deemed a part of the rules of each House, respectively, but applicable only with respect to the procedure to be followed in that House in the case of resolutions described by this section; they shall supersede other rules only to the extent that they are inconsistent therewith; and

(2) With full recognition of the constitutional right of either House to change the rules (so far as relating to the procedure of that House) at any time, in the same manner, and to the same extent as in the case of any other rule of the House.

(b) (1) For purposes of this section, the term "resolution" means only a concurrent resolution of the Senate or House of Representatives, except that it may be, which is introduced and acted upon by both Houses before the end of the first period of sixty calendar days of continuous session of the Congress after the date on which the President's message is received by that House.

(2) The matter after the resolving clause of each resolution shall read as follows: "That the Senate (House of Representatives) approves the impounding of funds as set forth in the special message of the President dated --, Senate (House) Document No.--".

(3) For purposes of this subsection, the continuity of a session is broken only by an adjournment of the Congress sine die, and the days on which either House is not in session because of an adjournment of more than three days to a day certain shall be excluded in the computation of the sixty-day period.

(c) (1) A resolution introduced with respect to a special message shall not be considered in the Chamber and shall be privileged business for immediate consideration. It shall at any time be in order (even though a previous motion to the same effect has been previously rejected) to move to reconsider the passage of the resolution. Such motion shall be highly privileged and not debatable. An amendment to the motion shall not be in order, and it shall not be in order to move to reconsider the vote by which the motion is agreed to or disagreed to.

(2) If the motion to proceed to the consideration of a resolution is agreed to, debate on the resolution shall be limited to ten hours, which shall be divided equally between those Members who support and those Members who oppose the resolution. An amendment to the resolution shall not be in order. It shall not be in order to move to reconsider the vote by which the resolution is disagreed to. Thereafter, it shall not be in order to consider any other resolution introduced with respect to the same special message.

(3) Motions to postpone, made with respect to the consideration of a resolution, and motions to proceed to the consideration of other business, shall be decided without debate.

(4) Appeals from the decisions of the Chair relating to the application of the rules of the Senate or the House of Representatives may be made, as provided in this section, with respect to a resolution, and shall be decided without debate.

By Mr. MONTOYA (for himself and MR. DOMENICI): S. 1394, a bill to authorize the acquisition of lands within the Vermejo Ranch, New Mexico and Colorado, for addition to the national forest system, and for other purposes. Referred to the Committee on Agriculture and Forestry.

Mr. MONTOYA. Mr. President, on behalf of the 11th and 12th Congresses, I am pleased to introduce a bill authorizing the acquisition of lands within the Vermejo Ranch in New Mexico and Colorado for addition to the national forest system, and for other purposes, having considered the same, reports favorably thereon with an amendment and recommends that the bill as amended do pass.

SHORT EXPLANATION

S. 2699 would authorize the Secretary of Agriculture to acquire lands, waters, and interests as he deems desirable for national forest purposes within the proposed Vermejo Ranch purchase area as shown on a map accompanying this bill. The proposed area is a part of the Forest Service. Acquisitions would become a part of the Carson National Forest. Moneys appropriated from the land and water conservation fund would be used to acquire such acquisitions; and such acquisitions would not be counted for the purpose of the provision of section 6(a)(1) of the Land and Water Conservation Act of 1965, which provides that not more than 15 percent of the acreage added to the national forest system pursuant to that section shall be west of the 100th meridian.

NEED FOR THE LEGISLATION

Unless the Federal Government acts now to purchase this 480,000-acre tract of land which adjoins the Carson National Forest the opportunity may be lost forever.

Evidence presented during the course of the hearings on this measure, taken from an article which appeared in the December 25 National Observer, indicates that:

"There is much concern from all interested parties that a consortium might buy the ranch and immediately start on a high-rise, or whether they will use the ranch for open parks for all to share of deals ..."

"... and Mr. DOMENICI: Mr. President, time is now running out on the period when we may acquire this unique and beautiful land. The Vermejo Ranch is part of an estate which is unlikely to be held together and the Congress does not act quickly to acquire the land for the public, the opportunity may be lost forever. In the place of what could have been a majestic park of mountains and high country open to all, we may end up with a vast area ravaged by developers and open only to the owners of vacation homes."

Although both the Senate and the House committees last year reported the bill favorably, I am sorry to report that there was no further action to decide on the passage of this bill. Their objections were based on two grounds.

First, the USDA argued that the site of the Vermejo Ranch is too far removed from major population centers to be accessible to large numbers of people. The answer is that the site is well within driving distance of Albuquerque, Denver, Pueblo, and Colorado Springs—all major population centers in the West.

Second, the Department argued that there is no money available with which to acquire the property. Granted, Mr. President, it is difficult to acquire this land with land and water conservation fund moneys when the administration cuts the land and water conservation fund appropriation request from the authorized level of $300 million annually to a mere $50 million for fiscal year 1974. But I think that the Department should come up with better arguments than to plead financial helplessness in the face of an unpleasant situation of its own creation.

Moreover, even if the project cannot be funded immediately, passage of this bill would enhance our interests ability to fend off commercial interests now seeking to buy the land, while giving us time to work with private conservation organizations and foundations to secure funds which could hold the land until the United States could purchase it. Representatives of the Sierra Club have recently been in my office, and they advise me that they are in negotiations with the Ford Foundation and other organizations in an effort to preserve the Vermejo Ranch.

At this point, Mr. President, I ask unanimous consent to include in the Record the portions of the report ordered to be printed in the Record, as follows:

VERMEJO RANCH ACQUISITION

The Committee on Agriculture and Forestry, to which was referred the bill (S. 2699) to authorize the acquisition of lands within the Vermejo Ranch, New Mexico and Colorado, for addition to the national forest system, reported a bill (S. 2699) to authorize the acquisition of lands within the Vermejo Ranch, New Mexico and Colorado, for addition to the national forest system, and for other purposes, having considered the same, reports favorably thereon with an amendment and recommends that the bill as amended do pass.