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# Appropriations Subcommittee Structure: History of Changes from 1920 to 2021

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## Summary

This report details the evolution of the House and Senate Appropriations Committees' subcommittee structure from the 1920s to the present. In 1920, the House adopted a change in its rules to consolidate jurisdiction over all appropriations in the Appropriations Committee. After the enactment of the Budget and Accounting Act of 1921, the House reorganized its Appropriations Committee by establishing for the first time a set of subcommittees to consider appropriations bills based on the administrative organization of the executive branch. The Senate followed suit in 1922, and the two chambers have continued under that basic organizational approach since that time.

It is possible to divide the evolution of the modern Appropriations subcommittee structure into four eras. The first era, stretching roughly from the initial reorganization in the 1920s until the end of the Second World War, was marked by stability. Most of the changes in Appropriations structure resulted from combining bills (e.g., the Treasury Department bill with the Post Office Department bill beginning in 1924), although one new bill (and subcommittee) was created when the appropriations bill for the Department of Labor was split off from the Departments of State, Justice, Commerce, and Labor bill in 1939.

The second era, from the end of the Second World War through 1970, saw a number of significant changes. During this period, Congress attempted to keep pace with executive branch reorganizations (e.g., creation of subcommittees to consider appropriations for the new Departments of Defense in 1947 and Transportation in 1967) and changing national priorities (e.g., creation of a separate appropriations bill, and later subcommittee, for foreign operations).

The third era, from 1971 through 2003, was marked by a renewed stability. While some appropriations subcommittees were renamed to reflect changes in agency and departmental status, these changes did not represent major shifts in jurisdiction.

Following major changes in organization involving nearly every subcommittee in the 108<sup>th</sup>, 109<sup>th</sup>, and 110<sup>th</sup> Congresses, the two chambers have once again settled into an era of stable organization. In 2003, both the House and Senate Appropriations Committees merged their subcommittees on Transportation and Treasury and created new subcommittees to consider appropriations for the newly created Department of Homeland Security. In 2005, both chambers undertook major reorganizations, eliminating three subcommittees in the House and one in the Senate. This reorganization, however, left the two chambers with differing subcommittee jurisdictions. In 2007 the two Appropriations Committees reorganized again to reestablish parallel subcommittees that have remained in place since.

During the first session of the 110<sup>th</sup> Congress (2007), the House created the Select Intelligence Oversight Panel of the appropriations committee to oversee spending on federal intelligence activities. This panel was eliminated in 2011 at the beginning of the 112<sup>th</sup> Congress.

This report will be updated to reflect any changes in Appropriations subcommittee structure.

## **Contents**

Introduction .....	1
Evolution of the Number and Jurisdictions of Appropriations Bills Prior to 1920.....	1
Reconsolidation and Initial Stability: 1920-1946.....	2
Reorganization and Multiple Changes: 1947-1970.....	5
Subcommittee Development.....	6
Government Corporations.....	6
Public Works.....	6
Deficiencies .....	6
Department of Defense.....	7
Military Construction.....	7
Legislative Branch.....	7
Foreign Operations.....	7
Commerce.....	8
General Government.....	8
Transportation.....	8
Stability: 1971-2002.....	8
Major Changes and Renewed Stability: 2003-Present .....	9

## **Contacts**

Author Information .....	13
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## Introduction

Article I, Section 9, of the U.S. Constitution provides, “No money shall be drawn from the Treasury, but in Consequence of Appropriations made by Law.” The Constitution does not, however, prescribe any specific structure or process for making appropriations. The committee structure established by Congress during the 20<sup>th</sup> century assigns a prominent role to the Appropriations Committees of the House and Senate for both the development of appropriations legislation and oversight over budget execution. The Appropriations Committees, in turn, have created a system of subcommittees designed to facilitate their ability to carry out these tasks. House Rule X, clause 5(b)(2)(B), limits the House Appropriations Committee to no more than 13 subcommittees, but the organization of appropriations subcommittees is determined by the committee.

This report details the evolution of the House and Senate Appropriations Committees’ subcommittee structure from the 1920s to the present.

## Evolution of the Number and Jurisdictions of Appropriations Bills Prior to 1920

The number and jurisdictions of appropriations bills have evolved to meet changing needs and circumstances. In the First Congress (1789-1791) all of the appropriations for the support of the government were made in a single appropriations bill. In 1794, that single appropriations bill was split up into two bills, one for Civil and Diplomatic expenses and the other for the Military and Naval Establishments. In 1799, the Military and Naval Establishments bill was further split into two separate bills for the Naval Establishment and the Military Establishment.

As Congress moved to a system of standing committees with defined jurisdictions in the early 19<sup>th</sup> century, a permanent Committee of Ways and Means<sup>1</sup> was established in the Seventh Congress (1801-1803) with jurisdiction over “the laws making appropriations of moneys.”<sup>2</sup> Additional appropriations measures were created beginning with the establishment of a separate bill for Fortifications in 1823, Pensions and Rivers and Harbors in 1826, the Military Academy in 1834, Indian Affairs in 1837, and Post Office and Post Roads in 1844. In 1856 the Civil and Diplomatic appropriations bill was split into two separate bills—the Civil appropriations bill and the Consular and Diplomatic appropriations bill—and the following year, the Civil appropriations bill was further divided into the Legislative, Executive and Judicial appropriations bill and the Sundry Civil appropriations bill.

In order to meet the workload demands imposed during the Civil War, the Committee of Ways and Means established jurisdictional subcommittees to deal with broad areas of revenue, appropriations, and banking and currency.<sup>3</sup> In 1865, the House adopted an amendment to its rules formally dividing the jurisdiction of the committee by establishing new committees for the 39<sup>th</sup>

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<sup>1</sup> The committee was not referred to as the Committee on Ways and Means until 1880. Donald R. Kennon, U.S. House of Representatives, *The Committee on Ways and Means: A Bicentennial History, 1789-1989*, H.Doc. 100-244 (Washington, DC: GPO, 1990) (hereinafter cited as *Ways and Means Committee History*), p. 35.

<sup>2</sup> Standing Rules of the House of Representatives, adopted January 7, 1802, cited in *Ways and Means Committee History*, p. 59.

<sup>3</sup> *Ways and Means Committee History*, pp. 176-177.

Congress (1865-1867) to deal with appropriations and banking and currency, eliminating the need for these subcommittees.<sup>4</sup>

In the 45<sup>th</sup> Congress (1877-1879), jurisdiction over the Rivers and Harbors bill was shared by the Appropriations Committee and the Commerce Committee, with the Commerce Committee getting sole jurisdiction in the 46<sup>th</sup> Congress (1879-1881). In addition, beginning in the 46<sup>th</sup> Congress, the Appropriations Committee began to report District of Columbia appropriations as a separate regular appropriations bill, and the Agriculture Committee began to exercise jurisdiction over a regular appropriations bill for the Department of Agriculture. In the 48<sup>th</sup> Congress, a Rivers and Harbors Committee was created that exercised jurisdiction over the Rivers and Harbors bill. It was during this era that the Appropriations Committees began to establish regular subcommittees to play a central role in drafting and managing the consideration of one of the regular appropriations bills.<sup>5</sup>

The rules adopted by the House for the 49<sup>th</sup> Congress decentralized jurisdiction over appropriations bills more broadly, leaving the Appropriations Committee with jurisdiction over five of the regular bills—the Legislative, Executive, and Judicial; Sundry Civil; Fortifications; Pensions; and District of Columbia bills—as well as deficiencies. Jurisdiction over the other regular bills was assigned to the Military Affairs Committee (Military Establishment and Military Academy), Naval Affairs Committee (Naval Establishment), Post Office Committee (Post Office and Post Roads), Rivers and Harbors Committee (Rivers and Harbors), Indian Affairs Committee (Indian Department), Agriculture Committee (Agriculture Department), and Foreign Affairs Committee (Diplomatic and Consular).<sup>6</sup> A similar dispersal of appropriations jurisdiction was later adopted in the Senate as well.<sup>7</sup>

## Reconsolidation and Initial Stability: 1920-1946

By the end of the First World War, the idea that the President should play a prominent role in a more centralized budgetary process gained prominence, ultimately resulting in passage of the Budget and Accounting Act of 1921.<sup>8</sup> In anticipation of the more centralized executive budget

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<sup>4</sup> *Congressional Globe*, March 2, 1865, pp. 1311-1317. The Senate later took similar action. According to the Senate Appropriations Committee website, “At the beginning of the Fortieth Congress in March 1867, Senator Henry B. Anthony of Rhode Island offered a Senate resolution providing for the creation of ‘... a Committee on Appropriations, to consist of seven members.’ His purpose was ‘to divide the onerous labors of the Finance Committee with another committee’ by separating the tax-writing and appropriating processes. The House had already established an Appropriations Committee two years earlier. Without further discussion, Anthony’s resolution was considered by unanimous consent and agreed to, giving birth to the Senate Committee on Appropriations on March 6, 1867” (<https://www.appropriations.senate.gov/about/history>).

<sup>5</sup> There is no known contemporary source that comprehensively identifies the membership of appropriations subcommittees in this era. However, in some cases this information has been compiled from hearing records or informal, unpublished committee materials. The most comprehensive published compilation of Senate subcommittee membership is published in U.S. Senate, *Committee on Appropriations, United States Senate, 1867-2008*, S.Doc. 100-14 (Washington, DC, GPO: 2008), pp. 131-202.

<sup>6</sup> *Congressional Record*, vol. 17 (December 14-18), 1885. For more on the appropriations process in this era, see Charles H. Stewart, *Budget Reform Politics: The Design of the Appropriations Process in the House of Representatives, 1865-1921* (Cambridge and New York: Cambridge University Press, 1989).

<sup>7</sup> Eric Schickler and John Sides, “Intergenerational Warfare: The Senate Decentralizes Appropriations,” *Legislative Studies Quarterly*, vol. 25, no. 4 (November 2000), pp. 551-575.

<sup>8</sup> P.L. 13, 67<sup>th</sup> Congress, 42 Stat. 20-27. Provisions of the act, as amended, including requirements for the President’s budget submission, are now codified at Title 31 of the *U.S. Code*.

system provided under the act, the House also changed its rules to require that all appropriations be reported from the Appropriations Committee.<sup>9</sup>

In addition to the reconsolidation of appropriations jurisdiction, the Appropriations Committee subsequently reorganized the appropriations bills and its subcommittees. Prior to the reconsolidation of jurisdiction, the organization of appropriations bills tended to be along topical lines. For example, while the military activities of the War Department were considered in appropriations bills reported by the Military Affairs Committee, and the activities of the Corps of Engineers were considered in River and Harbor appropriations bills reported by the Commerce Committee, the salaries and contingent expenses for the civilian administration of the department were carried in the Legislative, Executive, and Judicial bill, which was within the jurisdiction of the Appropriations Committee. A similar division existed for most departments and was true even for agencies whose appropriations were wholly within the jurisdiction of the Appropriations Committee. Funding for the activities of agencies as disparate as the Interstate Commerce Commission, the Coast Guard, and the Bureau of Mines was carried in the Sundry Civil bill, which was frequently the largest of the general appropriations bills. Nevertheless, their salaries and expenses were generally funded in the Legislative, Executive, and Judicial bill.<sup>10</sup>

When the Bureau of the Budget<sup>11</sup> compiled the first presidential budget submission under the Budget and Accounting Act, it recommended that appropriations bills be reorganized along administrative lines, with appropriations for salaries and expenses included in the same bill as funding for programs and activities administered by a department. This arrangement had previously existed only for the Department of Agriculture appropriations bill. Beginning with the FY1923 appropriations bills, the House Appropriations Committee adopted the Bureau of the Budget's concept and reorganized the structure of general appropriations bills and its subcommittees so extensively that only the structure of the Agriculture bill remained essentially unchanged.

After this reorganization, the House Appropriations Committee comprised the following subcommittees:

1. Agriculture Department;
2. Commerce and Labor Departments;
3. Deficiencies;<sup>12</sup>
4. District of Columbia;
5. Independent Offices (including the Executive Office of the President);
6. Interior Department;
7. Legislative Establishment;

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<sup>9</sup> H.Res. 324, 66<sup>th</sup> Congress. "Change in the Rules of the House," *Congressional Record*, vol. 59 (June 1, 1920), pp. 8102-8121.

<sup>10</sup> *Ibid.*

<sup>11</sup> The Bureau of the Budget was established by the Budget and Accounting Act of 1921 (P.L. 13, 67<sup>th</sup> Congress, 42 Stat. 20-27). The Bureau of the Budget was renamed the Office of Management and Budget in 1970.

<sup>12</sup> Unlike with the other subcommittees, the Deficiencies Subcommittee's jurisdiction remained essentially topical. Rather than provide funding for an established group of agencies and programs in a single annual bill, its jurisdiction frequently involved multiple bills. These bills provided supplemental appropriations for various unanticipated needs of programs otherwise funded in regular appropriations. However, the subcommittee was also responsible for funding additional items not already provided in regular appropriations bills and financed obligations already entered into in advance of appropriations authority (such as the Lend-Lease program during World War II).

8. Navy Department and the Navy;
9. Post Office Department;
10. State and Justice Departments (including the judiciary);
11. Treasury Department; and
12. War Department and the Army (including both military and civil functions).<sup>13</sup>

By long-standing custom, the House originates all general appropriations bills.<sup>14</sup> As a consequence, historically, the House has generally determined the initial content of the bills. By originating appropriations bills corresponding to its new administratively based organizational structure, the House created a jurisdictional problem for the Senate, which retained a system based on topical organization of appropriations bills, as well as multiple committees sharing jurisdiction over general appropriations bills. Confronted with the difficulty of considering the reorganized appropriations bills with its now outmoded system, the Senate reorganized its appropriations jurisdiction and subcommittees in 1922.<sup>15</sup>

Information available on congressional subcommittees, including those of the Appropriations Committees, is generally sparse and unsystematic prior to enactment of the Legislative Reorganization Act of 1946.<sup>16</sup> From available hearings and other committee documents, however, it appears that during this era the Appropriations Committees continued the practice of each subcommittee (other than the Deficiencies Subcommittee) being responsible for drafting one of the regular appropriations bills.<sup>17</sup> Using data on appropriations bills to identify subcommittee structure during this period, one may conclude that the subcommittee structure of the Appropriations Committees was relatively stable. Other than name changes, the salient changes in appropriations bill structure (and, presumably, subcommittee structure) between 1922 and 1946 seem to have been limited to the following:

- The combination of the bills for the Treasury and Post Office Departments beginning in the second session of the 68<sup>th</sup> Congress (1924);<sup>18</sup>
- The combination of the Commerce and Labor Departments bill with the State and Justice Departments bill beginning in the second session of the 68<sup>th</sup> Congress (1924);<sup>19</sup>

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<sup>13</sup> Civil functions consisted largely of the work of the Army Corps of Engineers, such as river and harbor projects, flood control, and maintenance of the Panama Canal.

<sup>14</sup> For more on the origination of general appropriations bills, see CRS Report R46558, *The Origination Clause of the U.S. Constitution: Interpretation and Enforcement*, by James V. Saturno.

<sup>15</sup> S.Res. 213, 67<sup>th</sup> Congress. For its consideration by the Senate, see “Consideration of Appropriations Bills,” *Congressional Record*, vol. 62 (March 1-March 4, March 6, 1922), pp. 3199-3207, 3279-3291, 3331-3344, 3375-3392, 3400, 3418-3432.

<sup>16</sup> P.L. 601, 79<sup>th</sup> Congress, 60 Stat. 812-852.

<sup>17</sup> In addition, there appear to have been occasional subcommittees established for special purposes, such as a House Appropriations Subcommittee on Permanent Appropriations during the 73<sup>rd</sup> Congress (1933-1934), which was responsible for recommending the repeal of various permanent appropriations.

<sup>18</sup> In the 68<sup>th</sup> Congress (1923-1924), the Senate subcommittee maintained subunits for separate consideration of Treasury and Post Office items respectively, although a single bill was considered.

<sup>19</sup> In the 68<sup>th</sup> Congress (1923-1924), the Senate subcommittee maintained subunits for separate consideration of State and Justice and Commerce and Labor items respectively, although a single bill was considered.

- The separation of the War Department and Army bill into two bills, one for the Military Establishment and the other for War Department Civil Functions, beginning in the first session of the 75<sup>th</sup> Congress (1937);<sup>20</sup>
- The separation of the Labor Department (and the Federal Security Agency)<sup>21</sup> from the Departments of State, Justice, Commerce, and Labor bill beginning in the first session of the 76<sup>th</sup> Congress (1939);<sup>22</sup> and
- The inclusion of the Judiciary in the Legislative Branch bill during the 78<sup>th</sup> Congress (1943-1944).

## Reorganization and Multiple Changes: 1947-1970

One of the chief aims of the Legislative Reorganization Act of 1946 was to bring about a modernization of Congress's committee system, including its subcommittees. As a result, unlike the earlier period, information on subcommittee structure since 1946 is more readily available. In the 80<sup>th</sup> Congress (1947-1948), the Appropriations Committees in both chambers had these 12 subcommittees:

1. Agriculture;
2. Deficiencies;
3. District of Columbia;
4. Government Corporations;
5. Independent Offices;
6. Interior Department;
7. Legislative;
8. State, Justice, and Commerce Departments and the Judiciary;
9. Treasury Department and Post Office;
10. Labor Department and Federal Security Agency;
11. War Department; and
12. Navy Department.

The idea of modernizing congressional committee structure and operations embodied in the Legislative Reorganization Act was paralleled by an interest in developing a more modern federal administrative apparatus to supplant the one that had grown in episodic bursts to meet the

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<sup>20</sup> However, from available congressional documents it does not appear that this division was reflected in a similar change in the subcommittee structure. During the debate on the civil functions bill, Rep. J. Buell Snyder simply remarked that Rep. James P. Buchanan, the chairman of the Appropriations Committee, had directed that the estimates for the War Department be handled in two separate measures (*Congressional Record*, vol. 81 [June 15, 1937], p. 5733). In the 80<sup>th</sup> Congress, (1947-1948), for which there is reliable information on Appropriations subcommittee structure, there was a single subcommittee and separate military establishment and civil function bills.

<sup>21</sup> The Federal Security Agency was established by Reorganization Plan No. 1 of 1939, grouping the Office of Education, Public Health Service, Social Security Board, U.S. Employment Service, Civilian Conservation Corps, and National Youth Administration. The agency was abolished by Reorganization Plan No. 7 of 1953, and its functions were transferred to the newly created Department of Health, Education, and Welfare.

<sup>22</sup> This change in bill structure, however, reflected a change in the subcommittee structure of the House only. The Senate maintained a single subcommittee for consideration of separate appropriations bills for the Departments of State, Justice, and Commerce and Department of Labor-Federal Security Agency until the first session of the 80<sup>th</sup> Congress (1947).

challenges of the Depression and World War II. Because appropriations bills continued to be organized along administrative lines, these changes in the executive branch had an impact on appropriations subcommittee structure. The four changes in party control of the House between 1947 and 1955 also contributed to an environment conducive to revision of appropriations subcommittee jurisdiction. This evolution saw the number of subcommittees fluctuate between a low of 10<sup>23</sup> and a high of 15.<sup>24</sup> Despite this fluctuation, it appears that the Appropriations Committees generally continued the practice of each subcommittee being responsible for drafting one of the regular appropriations bills.<sup>25</sup>

## **Subcommittee Development**

Appropriations Subcommittees that were created, abolished, or reorganized from the 80<sup>th</sup> Congress through the 91<sup>st</sup> Congress (1947-1970) are as follows:

### **Government Corporations**

A subcommittee (and appropriations bill) specifically pertaining to government corporations operated in both the House and Senate during the 80<sup>th</sup> Congress (1947-1948).

### **Public Works**

Jurisdiction over Army civil functions was transferred to the Deficiencies Subcommittees in both the House and Senate for the 81<sup>st</sup> Congress (1949-1950). The Senate subsequently transferred jurisdiction over deficiencies to the full committee and established a separate subcommittee for Army civil functions in the 82<sup>nd</sup> Congress, which lasted through the 83<sup>rd</sup> (1951-1954). The House continued to operate a Deficiencies and Army Civil Functions Subcommittee in the 82<sup>nd</sup> Congress (1951-1952) but transferred jurisdiction over deficiencies to the full committee and created a subcommittee combining Army civil functions with military construction in the 83<sup>rd</sup> Congress (1953-1954). A Public Works Subcommittee (including the Army civil functions as well as the Atomic Energy Commission, Bureau of Reclamation, and power marketing administrations) was established by both the House and Senate Appropriations Committees beginning in the first session of the 84<sup>th</sup> Congress (1955). The Senate maintained separate subunits within the Public Works Subcommittee to consider matters related to the Atomic Energy Commission and Tennessee Valley Authority and related to the Bureau of Reclamation and Department of the Interior power marketing associations. These subunits operated beginning in the 84<sup>th</sup> Congress (1955-1956), continuing through the 90<sup>th</sup> Congress (1967-1968). In most fiscal years, a single bill was reported from the subcommittee, but appropriations for the Atomic Energy Commission were considered in a separate measure for FY1957-FY1960.

### **Deficiencies**

A separate subcommittee to consider deficiencies was discontinued in the Senate after the 81<sup>st</sup> Congress (1949-1950) and in the House after the 82<sup>nd</sup> Congress (1951-1952). Jurisdiction over deficiencies and supplemental appropriations was subsequently exercised by the full committee.

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<sup>23</sup> In the House during the 81<sup>st</sup> and 82<sup>nd</sup> Congresses (1949-1952) and in the Senate during the 81<sup>st</sup> through 83<sup>rd</sup> Congresses (1949-1954).

<sup>24</sup> In the House during the 86<sup>th</sup> and 87<sup>th</sup> Congresses (1959-1962).

<sup>25</sup> There were exceptions to this, for example, in cases when the Senate committee did not immediately alter its appropriations subcommittee structure to mirror that of the House. In addition, in 1950, a single omnibus appropriations bill was considered comprising titles recommended by the subcommittees.

A Deficiencies Subcommittee was reestablished by the House Appropriations Committee for the 86<sup>th</sup> through 88<sup>th</sup> Congresses (1959-1964), after which the jurisdiction was again exercised by the full committee. The Senate Subcommittee on Deficiencies was reestablished for the second session of the 87<sup>th</sup> Congress and met through the 91<sup>st</sup> Congress (1962-1970).

## **Department of Defense**

The War and Navy Departments were consolidated to create a National Military Establishment (later the Department of Defense) during the first session of the 80<sup>th</sup> Congress (1947),<sup>26</sup> and their respective appropriations subcommittees were combined to create an Armed Services Subcommittee at the beginning of the 81<sup>st</sup> Congress (1949). Renamed the Department of Defense Subcommittee in the first session of the 84<sup>th</sup> Congress (1955), the House Subcommittee maintained three separate subunits for consideration of Army, Navy, and Air Force matters during the 84<sup>th</sup> and 85<sup>th</sup> Congresses (1955-1958), and the Senate maintained a separate subunit for intelligence activities between the 91<sup>st</sup> and 94<sup>th</sup> Congresses (1968-1976). During these years, there continued to be a single Department of Defense appropriations bill.

## **Military Construction**

Military construction was considered part of the Defense Appropriations bill prior to the 83<sup>rd</sup> Congress. Between the 83<sup>rd</sup> Congress and the first session of the 85<sup>th</sup> Congress (1953-1957), appropriations for military construction were carried primarily in deficiency and supplemental appropriations measures. In the 83<sup>rd</sup> Congress (1953-1954), the House operated a Civil Functions and Military Construction Subcommittee, but it is otherwise not clear whether military construction matters were considered by a subcommittee in this period. A separate Military Construction Subcommittee was created by the House Appropriations Committee beginning in the second session of the 85<sup>th</sup> Congress (1958), and a separate bill for military construction matters was considered for the first time that same year. The Senate Appropriations Committee established a separate subunit for military construction within the Defense Subcommittee in the 86<sup>th</sup> Congress (1959-1960) and then a separate subcommittee beginning in the first session of the 87<sup>th</sup> Congress (1961).

## **Legislative Branch**

The House and Senate Appropriations Committees established a subcommittee to consider both legislative and judiciary matters in the 83<sup>rd</sup> Congress (1953-1954). The two chambers subsequently returned to the former practice of a separate Legislative Subcommittee, with judiciary matters being considered by the same subcommittee as the Departments of State, Justice, and Commerce beginning in the first session of the 84<sup>th</sup> Congress (1955).

## **Foreign Operations**

A separate bill to fund foreign aid programs (called the Mutual Security bill between the 82<sup>nd</sup> and 86<sup>th</sup> Congresses) was considered beginning in the second session of the 80<sup>th</sup> Congress (1948), with jurisdiction exercised by the full committee in both the House and Senate. A separate subcommittee was established by the House Appropriations Committee beginning in the first session of the 84<sup>th</sup> Congress (1955). Foreign operations jurisdiction continued to be exercised at the full committee level by the Senate Appropriations Committee until the first session of the 91<sup>st</sup> Congress (1969).

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<sup>26</sup> P.L. 253, 80<sup>th</sup> Congress, 61 Stat. 495-510.

## **Commerce**

Jurisdiction over Commerce Department appropriations was exercised by a separate subcommittee in the 84<sup>th</sup> through 86<sup>th</sup> Congresses (1955-1960). The subcommittee's jurisdiction was combined with the General Government Subcommittee for the first session of the 87<sup>th</sup> Congress (1961). Beginning in the second session of the 87<sup>th</sup> Congress (1962), jurisdiction was transferred to a subcommittee with jurisdiction over the State, Justice, and Commerce Departments and the judiciary.

## **General Government**

In the House, a separate subcommittee was established for general government matters (including the Executive Office of the President) in the 84<sup>th</sup> through 86<sup>th</sup> Congress (1955-1960). In the Senate, jurisdiction over general government matters was exercised by a Subcommittee on Independent Offices and General Government Matters beginning in the 84<sup>th</sup> Congress (1955-1956), although separate appropriations bills for independent offices and general government matters were considered. In both the House and Senate, jurisdiction over general government matters was combined with the Commerce Department Subcommittee in the first session of the 87<sup>th</sup> Congress (1961). Jurisdiction over general government matters was subsequently combined with the Treasury Department and Post Office Subcommittee in both chambers beginning in the second session of the 87<sup>th</sup> Congress (1962).

## **Transportation**

A separate subcommittee was established to consider appropriations for the newly created Transportation Department by both the House and Senate Appropriations Committees beginning in the 90<sup>th</sup> Congress (1967).

## **Stability: 1971-2002**

With the creation of the Transportation Subcommittee by the House Appropriations Committee in 1967, the total number of appropriations subcommittees in the House stabilized at 13. The last subcommittee added in the Senate was the Foreign Operations Subcommittee in 1969, bringing the total in that body to 14. Once the Subcommittee on Deficiencies in the Senate was eliminated at the end of the 91<sup>st</sup> Congress (1970), the two chambers' appropriations subcommittee structures both totaled 13 and remained parallel during this period.

There were no additions, and few major changes, in the subcommittee structure of either the House or Senate Appropriations Committees between 1971 and 2002. The changes that did occur were primarily changes in subcommittee names to reflect changes in agency and departmental status. For example, the title of the Independent Offices bill evolved with the creation of the Departments of Housing and Urban Development in 1965 and Veterans' Affairs in 1988, the Public Works bill became known as the Energy and Water bill after the creation of the Department of Energy in 1977, and the title of the Departments of Labor and Health Education and Welfare was modified to reflect the creation of a separate Department of Education in 1979. However, these changes did not represent major shifts in appropriations subcommittee jurisdictions.

At the beginning of the 107<sup>th</sup> Congress, the House and Senate had the following 13 subcommittees:

1. Subcommittee on Agriculture, Rural Development, and Related Agencies;

2. Subcommittee on Commerce, Justice, State, and Judiciary;
3. Subcommittee on Defense;
4. Subcommittee on the District of Columbia;
5. Subcommittee on Energy and Water Development;
6. Subcommittee on Foreign Operations;
7. Subcommittee on Interior and Related Agencies;
8. Subcommittee on Labor, Health and Human Services, Education, and Related Agencies;
9. Subcommittee on Legislative Branch;
10. Subcommittee on Military Construction;
11. Subcommittee on Transportation;
12. Subcommittee on Treasury and General Government; and
13. Subcommittee on Veteran's Affairs, Housing and Urban Development, and Independent Agencies.

## **Major Changes and Renewed Stability: 2003-Present**

In response to the establishment of a Department of Homeland Security (DHS) in January 2003, the chairman of the House Appropriations Committee announced that a new appropriations subcommittee would be created.<sup>27</sup> This new subcommittee, consolidating appropriations jurisdiction from eight existing subcommittees over the various entities comprising the DHS, was the first major reorganization of appropriations subcommittee structure in over 30 years and one of the most extensive reorganizations of the Appropriations Committee since the 1920s. Shortly thereafter, a similar change was made in the Senate Appropriations Committee.

The new subcommittee was formally established when the committee organized for the 108<sup>th</sup> Congress in February 2003. In order to keep the number of appropriations subcommittees at 13, the committee also merged the subcommittees responsible for Department of Transportation appropriations with that responsible for Treasury, Postal Service, and General Government appropriations. The Senate Appropriations Committee made a similar change when it organized in March 2003.

At the beginning of the 109<sup>th</sup> Congress (2005), the House Appropriations Committee undertook another substantial reorganization, reducing the number of subcommittees from 13 to 10.<sup>28</sup> This reduction was achieved by eliminating the Subcommittees on the Legislative Branch, District of Columbia, and the Departments of Veterans Affairs, Housing and Urban Development, and Independent Agencies (VA-HUD). The jurisdiction over the Legislative Branch appropriations bill was retained by the full committee, and the following major changes were made in House appropriations subcommittee organization:

- A new subcommittee on Military Quality of Life and Veterans Affairs was created. This was accomplished by combining the previous jurisdiction of the Military Construction subcommittee with jurisdiction over the Department of Veterans Affairs (formerly exercised by the VA-HUD subcommittee), as well as

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<sup>27</sup> U.S. Congress, House Committee on Appropriations, "Chairman Young Announces Homeland Security Reorganization," press release, January 29, 2003.

<sup>28</sup> U.S. Congress, House Committee on Appropriations, "Chairman Lewis Major Reorganization of the House Appropriations Committee and Slate of Subcommittee Chairmen," press release, February 9, 2005.

those portions of the Department of Defense concerning the Defense Health Program and military facilities sustainment and housing accounts.

- The former Transportation and Treasury subcommittee gained jurisdiction over three new areas: The Department of Housing and Urban Development was transferred from the eliminated VA-HUD subcommittee; the federal judiciary was transferred from the former Commerce, Justice, State, and the Judiciary subcommittee; and jurisdiction over the District of Columbia was transferred from the eliminated District of Columbia subcommittee.
- Jurisdiction over NASA, the National Science Foundation, and the Office of Science and Technology Policy was transferred from the eliminated VA-HUD subcommittee to the newly named Subcommittee on Science, State, Justice and Commerce, and Related Agencies.
- Jurisdiction over other agencies formerly exercised by the VA-HUD Subcommittee was transferred to the Interior Subcommittee (the Environmental Protection Agency) and Labor-HHS Subcommittee (AmeriCorps).
- Jurisdiction over Weatherization Assistance Grants exercised by the Labor-HHS Subcommittee, and energy-related accounts exercised by the Interior Subcommittee, was transferred to the Energy and Water Development Subcommittee.

This reorganization left the House with the following 10 subcommittees:

1. Subcommittee on Agriculture, Rural Development, Food and Drug Administration, and Related Agencies;
2. Subcommittee on Defense;
3. Subcommittee on Energy and Water Development, and Related Agencies;
4. Subcommittee on Foreign Operations, Export Financing, and Related Programs;
5. Subcommittee on Homeland Security;
6. Subcommittee on Interior, Environment, and Related Agencies;
7. Subcommittee on Labor, Health and Human Services, Education, and Related Agencies;
8. Subcommittee on Military Quality of Life and Veterans Affairs and Related Agencies;
9. Subcommittee on Science, State, Justice and Commerce, and Related Agencies; and
10. Subcommittee on Transportation, Treasury, and Housing and Urban Development, the Judiciary, District of Columbia.

The Senate Appropriations Committee subsequently adopted a reorganization plan as well, eliminating the Subcommittee on Veterans Affairs, Housing and Urban Development, and Independent Agencies and making the following major changes:

- Jurisdiction over Veterans Affairs was transferred to the Subcommittee on Military Construction.
- Jurisdiction over the Department of Housing and Urban Development and the federal judiciary was transferred to the former Subcommittee on Transportation, Treasury and General Government.

- Jurisdiction over NASA, the National Science Foundation, and the Office of Science and Technology Policy was transferred to the former Subcommittee on Commerce, Justice, State, and the Judiciary.
- Jurisdiction over AmeriCorps was transferred to the Subcommittee on Labor, Health and Human Services, Education, and Related Agencies.
- Jurisdiction over the Environmental Protection Agency was transferred to the Subcommittee on Interior and Related Agencies.
- Jurisdiction over energy related accounts formerly exercised by the Interior Subcommittee was transferred to the Subcommittee on Energy and Water Development.
- Jurisdiction over the State Department was transferred to the former Subcommittee on Foreign Operations.

This reorganization left the Senate with the following 12 subcommittees:

1. Subcommittee on Agriculture, Rural Development, and Related Agencies;
2. Subcommittee on Commerce, Justice and Science;
3. Subcommittee on Defense;
4. Subcommittee on the District of Columbia;
5. Subcommittee on Energy and Water Development;
6. Subcommittee on Homeland Security;
7. Subcommittee on Interior and Related Agencies;
8. Subcommittee on Labor, Health and Human Services, Education, and Related Agencies;
9. Subcommittee on Legislative Branch;
10. Subcommittee on Military Construction and Veterans Affairs;
11. Subcommittee on State and Foreign Operations, and Related Programs; and
12. Subcommittee on Transportation, Treasury, the Judiciary, and Housing and Urban Development.

At the beginning of the 110<sup>th</sup> Congress (2007), further major changes were made as follows:

- Jurisdiction over the Departments of Transportation, Treasury, and Housing and Urban Affairs was divided to create subcommittees in both chambers on Transportation, Housing and Urban Development, and related agencies and on Financial Services and General Government (including the Treasury Department, the Judiciary, the Executive Office of the President, the Office of Personnel Management, the Postal Service, the District of Columbia, and other related agencies, such as the Federal Elections Commission, Federal Trade Commission, Securities and Exchange Commission, and Small Business Administration).
- Jurisdiction over defense health programs and military facilities sustainment and housing accounts was transferred from the House Military Quality of Life subcommittee to the Defense subcommittee.
- Jurisdiction over the State Department was transferred from the House Science, State, Justice and Commerce, and Related Agencies subcommittee to the Foreign Operations subcommittee.

In addition, the House reestablished a subcommittee with jurisdiction over the legislative branch, and the Senate eliminated a separate subcommittee on the District of Columbia. The reorganization left the two chambers with the following 12 subcommittees:<sup>29</sup>

1. Subcommittee on Agriculture, Rural Development, Food and Drug Administration, and Related Agencies;
2. Subcommittee on Commerce, Justice, Science, and Related Agencies;
3. Subcommittee on Defense;
4. Subcommittee on Energy and Water Development, and Related Agencies;
5. Subcommittee on Financial Services and General Government;
6. Subcommittee on the Department of Homeland Security;
7. Subcommittee on Interior, Environment, and Related Agencies;
8. Subcommittee on the Departments of Labor, Health and Human Services, Education, and Related Agencies;
9. Subcommittee on Legislative Branch;
10. Subcommittee on Military Construction, Veterans Affairs, and Related Agencies;
11. Subcommittee on State, Foreign Operations, and Related Programs;
12. Subcommittee on Transportation and Housing and Urban Development, and Related Agencies.

These 12 subcommittees continue to remain in place for the 117<sup>th</sup> Congress. In most respects, the jurisdictions of subcommittees for both the House and Senate Appropriations Committees have been parallel since this organization was established in 2007. The one salient exception is jurisdiction over funding for the Commodity Futures Trading Commission (CFTC). In the House, funding for CFTC is included in the Agriculture, Rural Development, Food and Drug Administration, and Related Agencies Appropriations bill, while the Senate includes it in the Financial Services and General Government Appropriations bill. Since 2007, the two chambers have alternated which of these two measures includes CFTC funding when enacted.

During the first session of the 110<sup>th</sup> Congress (2007), based on the recommendations of the 9/11 Commission, the House created the Select Intelligence Oversight Panel of the Appropriations Committee to oversee spending on federal intelligence activities.<sup>30</sup> This panel was established for three major purposes: to review and study on a continuing basis budget requests for and execution of intelligence activities, to make recommendations to relevant subcommittees of the Appropriations Committee, and to prepare an annual report to the Defense subcommittee containing budgetary and oversight observations and recommendations for use by such subcommittee in preparation of the classified annex to the bill making appropriations for the Department of Defense.<sup>31</sup> This panel did not have any spending jurisdiction.

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<sup>29</sup> U.S. Congress, House Committee on Appropriations, *Subcommittee Jurisdiction*, committee print, 110<sup>th</sup> Cong., 1<sup>st</sup> sess. (Washington: GPO, 2007).

<sup>30</sup> Representative David Obey, chairman of the House Appropriations Committee, introduced H.Res. 35 at the beginning of the 110<sup>th</sup> Congress to create a select oversight panel to oversee spending on federal intelligence activities. The resolution was adopted by the House on January 9, 2007, by a vote of 239-188. See “Select Intelligence Oversight Panel,” *Congressional Record*, daily edition, vol. 153 (January 9, 2007), pp. H199-H209.

<sup>31</sup> The Select Intelligence Oversight Panel was composed of 13 members, including the chairman and ranking minority member of the Appropriations Committee, the chairman and ranking minority member of the Defense subcommittee, six additional members of the Appropriations Committee, and three members of the Permanent Select Committee on Intelligence.

At the beginning of the 112<sup>th</sup> Congress (2011), the Select Intelligence Oversight Panel was eliminated by H.Res. 5, adopted on January 5, 2011.

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