
adjusted sequentially and cumulatively for expiring housing contracts as specified in paragraph (2),¹⁶⁶⁰ for social insurance administrative expenses as specified in paragraph (3),¹⁶⁶¹ to offset pay absorption and for pay annualization as specified in paragraph (4),¹⁶⁶² for inflation as specified in paragraph (5),¹⁶⁶³ and to account for changes

¹⁶⁶⁰ See *infra* p. 609.

¹⁶⁶¹ See *infra* p. 609.

¹⁶⁶² See *infra* p. 609.

¹⁶⁶³ See *infra* p. 610.

Notwithstanding the requirements of this paragraph, the Office of Management and Budget and the Congressional Budget Office have both used the discretionary spending limits of section 601(a)(2) of the Congressional Budget Act (*see supra* pp. 301-303) as adjusted under section 251(b) of Gramm-Rudman-Hollings (*see supra* pp. 493-502) as the baseline levels for discretionary appropriations. They reason that the requirements of sections 251 and 253 of Gramm-Rudman-Hollings (*see supra* pp. 475-502 & 523-533), taken as a whole, indicate Congress's intent to ensure that appropriations fall within the caps. As Gramm-Rudman-Hollings requires appropriations to end up there, they reason, it is consistent with the requirements of Gramm-Rudman-Hollings to construct the baseline at that point.

Section 1105 of title 31 of the United States Code requires the President to submit the budget. *See infra* pp. 788-798. As amended by section 13112(c)(2) of the Budget Enforcement Act (*see infra* p. 711), section 1105(f) provides that "[t]he budget . . . for a fiscal year shall be prepared in a manner consistent with the requirements of [Gramm-Rudman-Hollings] that apply to that and subsequent fiscal years." *See infra* p. 798.

On this subject, Gramm-Rudman-Hollings has two mandates with which the President's budget could conform. This section lays out the rules for the Gramm-Rudman-Hollings baseline, and this paragraph directs the calculation of a current services baseline.

Sections 251 and 253 of Gramm-Rudman-Hollings provide the alternative, more general mandates with which the President's budget could conform. *See supra* pp. 475-502 & 523-533. Section 251, which provides the mechanism for enforcing the appropriations caps, ensures that, after Congress adjourns at the end of the year, appropriations do not exceed the caps. *See supra* pp. 475-502. Section 253, which enforces the deficit targets (the maximum deficit amounts), operates on the assumption that appropriations stand at the cap levels. *See supra* pp. 523-533. In its operative sequester language, for example, section 253(a) directs the Office of Management and Budget and the Congressional Budget Office to make their calculations for these purposes after section 251 has ensured that appropriations do not exceed the caps:

(continued...)