

## Senate Earmarks Approach \$1 Billion in FY 2003 Budget

(This analysis enumerates congressionally designated, performer-specific R&D projects not appearing in agency budget requests (earmarks) in the FY 2003 appropriations process. The data in this analysis highlight AAAS interpretations of R&D earmarks in FY 2003 House and Senate appropriations. The complete series of AAAS R&D Funding Updates, including continually updated analyses of R&D by agency in FY 2003 appropriations, is available on the AAAS R&D Web Site (<http://www.aaas.org/spp/rd>) in the "FY 2003 R&D" or the "What's New" sections.)

### FY 2003 R&D Earmarks in House and Senate Appropriations

As reported in an August 14 R&D Funding Update (see the AAAS R&D Web site), both the House and the Senate would offer substantial increases to R&D programs in FY 2003 for agencies whose budgets they have considered so far. Although the House has barely started work on the major R&D funding agencies' budgets, the Senate has drafted appropriations bills for the entire federal R&D portfolio. In the Senate, the federal R&D portfolio is heading for record increases, especially in health and defense R&D, toward a total of \$116 billion in FY 2003.

Within these appropriations for R&D are **R&D earmarks** of unrequested, congressionally designated performer-specific R&D projects contained in legislative language or committee report language attached to appropriations bills. These projects have been added to agencies' requested budgets as part of the annual give-and-take between Congress and the Executive Branch over the size and shape of agencies' budgets. As Table 1 and Chart 1 show, the R&D earmarks so far total \$975 million in the Senate versions of the appropriations bills for the FY 2003 budget. The House drafted appropriations for only 3 of the 10 largest R&D funding agencies (DOD, Interior, USDA) before the August recess; R&D earmarks total \$629 million in these three agencies, higher than the Senate earmarks for these same agencies.

- **The Senate, in appropriations action so far, would designate \$975 million for R&D earmarks.** Although these projects amount to only 0.8 percent of the total federal R&D portfolio, they would be concentrated in a few key agencies and programs (see Table 1). The U.S. Department of Agriculture (USDA; \$263 million) and the Department of Defense (DOD; \$222 million) would receive a majority of the total R&D earmarks. The USDA earmarks include \$117 million for 204 itemized extramural research projects, mostly in the Special Research Grants program, with another \$140 million allocated in the Agricultural Research Service (ARS) for both intramural research and intramural R&D facilities construction. The earmarks amount to 18 percent of total R&D within the USDA's extramural research program and 12 percent of ARS R&D. The DOD projects totaling \$222 million are a far smaller percentage (0.4 percent) of the total DOD R&D portfolio because of the immense size of the DOD R&D budget. The earmarks, mostly for projects in the \$500,000 to \$5 million range for specific research centers and laboratories, can be found in the three services, the Defense Agencies, and the medical research programs.
- The Senate would also earmark \$126 million in funds for R&D in the National Aeronautics and Space Administration (NASA). Although the earmarks in the Space Science (\$3 million), Earth Science (\$37 million), Biological and Physical Research (\$11 million), and Aero-Space Technology (\$22 million) programs would be relatively small parts of these programs' R&D portfolios, the \$53 million in earmarks in Academic Programs would represent 26 percent of the entire portfolio. There would be 33 congressionally designated projects in this account including funds for a rooftop observatory, a planetarium, science museums, and education centers.
- **The Senate R&D earmarks total would be higher than the \$853 million in earmarks in the FY 2002 Senate appropriations bills, but smaller than the total R&D earmarks contained in the final FY 2002 appropriations bills.** In last year's appropriations process, the House appropriations

bills contained \$739 million in R&D earmarks compared to \$853 million in the Senate versions; in final FY 2002 appropriations bills, however, Congress mostly chose to include both House and Senate earmarks for a total of \$1.5 billion, 1.4 percent of the total federal R&D portfolio. (See *Congressional Action on R&D in the FY 2002 Budget* for details of R&D earmarks in the FY 2002 budget.)

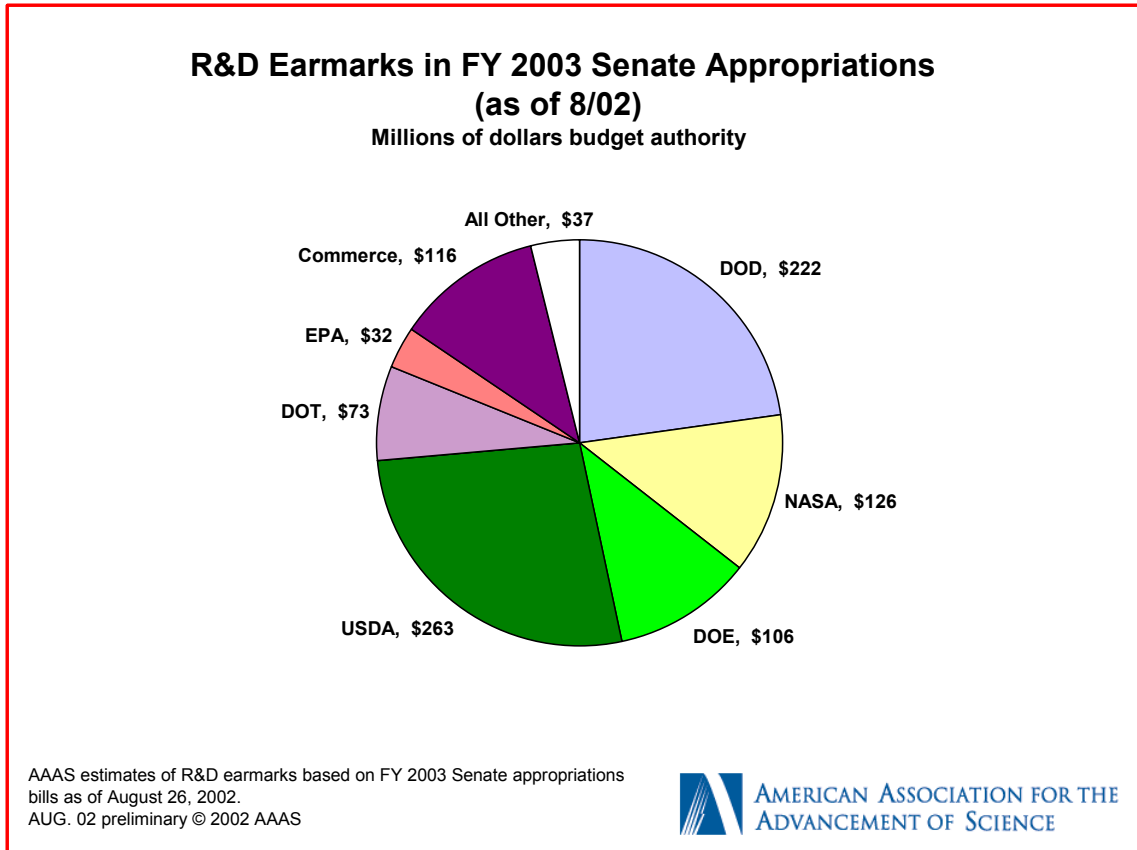


Figure 1. (click on image to view or download a color, full-page PDF version of the chart)

- For the agencies whose appropriations the House has drafted, R&D earmarks would total \$629 million (see Table 1). The House would designate \$112 million in intramural USDA R&D funds to specific laboratories for R&D projects or construction. The House would designate \$117 million, the same amount as the Senate though for different priorities, for 186 extramural research projects to specific performers. The House Defense bill would provide \$387 million to R&D earmarks in the DOD R&D budget, \$165 million more than the counterpart Senate bill.
- The Senate would add R&D earmarks to numerous agencies, including the Environmental Protection Agency (EPA; \$32 million for 27 congressionally designated research projects), the Department of Transportation (\$73 million, mostly for projects in DOT’s smaller bureaus), the Department of the Interior (\$15 million for projects in the U.S. Geological Survey), and the Department of Housing and Urban Development (\$11 million, including science projects in a community development account).

**Definitions: What is an R&D Earmark?**

For the purposes of this analysis, R&D earmarks are defined as “congressionally designated performer-specific R&D projects not included in agency budget requests.” The earmarks appear in either legislative language contained in appropriations bills, in which case they have the force of law, or appear in committee report language accompanying appropriations bills, in which case they are technically advisory.

---

For all practical purposes, however, agencies usually follow the instructions from Congress contained in committee report language, including earmarks. When Congress designates a specific performer or performers for a particular R&D project, these are counted as earmarks; because AAAS definitions of R&D include investments in R&D facilities construction, the earmarks in this analysis also include funds provided to specific institutions for investments in R&D major capital equipment, and also construction funds for specific R&D facilities.

These figures include earmarks to all categories of R&D performers. While discussion of the earmarks issue tends to center on earmarks to academic institutions (the Chronicle of Higher Education publishes an annual comprehensive survey of academic earmarks), this analysis also includes R&D earmarks to other categories of performers, most prominently federal laboratories. While academic institutions would receive the bulk of the earmarks in Table 1, federal laboratories, sometimes located on university campuses, would also receive earmarks as well as some nonprofits and industrial firms.

The earmarks counted in this analysis are a subset of R&D in the federal budget as tracked by AAAS. Thus, the earmarks in this analysis do not include non-R&D projects that may go to R&D performers, for example educational or extension projects awarded to universities and colleges. They also do not include construction funds for non-R&D facilities.

### **Purpose of the AAAS Analysis**

The AAAS analysis is intended to be a real-time look at earmarks at each stage of the appropriations process. Just as AAAS provides real-time coverage of R&D in the budget process, AAAS will follow R&D earmarks as the FY 2003 appropriations process moves toward conclusion. Because of the time pressures involved in tracking appropriations bills as soon as they are drafted, the analysis is not a comprehensive inventory of earmarks; nor can the analysis break out earmarks by recipient or by state because of the difficulty in identifying and assigning locations to multi-performer research consortia or earmarks in which the actual performer is left intentionally vague. Also, because earmarks are somewhat in the eye of the beholder and are ill-defined (unlike the standardized, longstanding definitions for R&D used by AAAS and federal agencies) this analysis necessarily relies on AAAS interpretations and judgment calls on a project-by-project basis of what is or is not an R&D earmark.

### **Conclusions and Outlook**

At this stage in the appropriations process, it is difficult to predict the final level of R&D earmarks in FY 2003 appropriations for R&D, especially since the House has not yet acted on many of its appropriations bills. It is impossible to predict how the House and Senate earmarks will fare in House-Senate conference; some conferences may fund both the House and Senate earmarks, while others may fund some House earmarks and some Senate earmarks while rejecting others; these various compromises may vary from program to program. Although last year the conferences tended to fund both House and Senate earmarks, last year's budget was crafted in extraordinary conditions following the September 11 terrorist attacks when fiscal restraint disappeared as lawmakers felt free to spend whatever was necessary, unconstrained by budget limits. This year's budget process may prove to be similar, although there is a strong contrasting sentiment within Congress and the Administration to try to enforce fiscal restraint.

(Further AAAS R&D Funding Updates on the AAAS R&D Web site will provide up-to-date information on R&D in FY 2003 appropriations.)

- August 26, 2002  
AAAS R&D Budget and Policy Program  
1200 New York Ave, NW  
Washington, DC 20005  
(202) 326-6607; -6600  
science\_policy@aaas.org  
[www.aaas.org/spp/rd](http://www.aaas.org/spp/rd) (Note: new URL)

Table 1. Congressional Earmarks for R&amp;D by Agency and Program (as of August 26)

**Table. Congressional Earmarks for R&D by Agency and Program**  
**Senate and House Action on R&D in the FY 2003 Budget (as of August 26, 2002)**  
**(budget authority in millions of dollars)**

	Action by House			Action by Senate		
	FY 2003 Earmarks	FY 2003 R&D	Earmarks % of R&D	FY 2003 Earmarks	FY 2003 R&D	Earmarks % of R&D
Defense (military)	<b>387</b>	58,845	0.7%	<b>222</b>	57,663	0.4%
<i>(Army)</i>	<b>111</b>	7,447	1.5%	<b>87</b>	7,358	1.2%
<i>(Navy)</i>	<b>118</b>	13,562	0.9%	<b>36</b>	13,188	0.3%
<i>(Air Force)</i>	<b>47</b>	18,639	0.3%	<b>11</b>	18,424	0.1%
<i>(Defense Agencies)</i>	<b>64</b>	17,863	0.4%	<b>67</b>	17,308	0.4%
<i>(Other)</i>	<b>48</b>	1,332	3.6%	<b>22</b>	1,385	1.6%
National Aeronautics & Space Admin.				<b>126</b>	10,798	1.2%
<i>(Space Science)</i>				<b>3</b>	3,492	0.1%
<i>(Earth Science)</i>				<b>37</b>	1,682	2.2%
<i>(Bio. And Phys. Res.)</i>				<b>11</b>	853	1.2%
<i>(Aero-Space Technology)</i>				<b>22</b>	2,815	0.8%
<i>(Academic Programs)</i>				<b>53</b>	203	26.4%
Energy				<b>106</b>	8,740	1.2%
<i>(Science programs)</i>				<b>12</b>	3,123	0.4%
<i>(Energy programs)</i>				<b>21</b>	1,559	1.3%
<i>(Defense programs)</i>				<b>74</b>	4,058	1.8%
Health and Human Services				<b>0</b>	27,578	0.0%
National Science Foundation				<b>0</b>	3,947	0.0%
Agriculture	<b>231</b>	2,145	10.8%	<b>263</b>	2,262	11.6%
<i>(Agricultural Res. Service)</i>	<b>112</b>	1,132	9.9%	<b>140</b>	1,197	11.7%
<i>(CSREES)</i>	<b>117</b>	586	20.0%	<b>117</b>	651	17.9%
<i>(Forest Service)</i>	<b>2</b>	302	0.7%	<b>6</b>	298	2.1%
Interior	<b>11</b>	681	1.7%	<b>15</b>	688	2.2%
Transportation				<b>73</b>	697	10.4%
Environmental Protection Agency				<b>32</b>	624	5.2%
Commerce				<b>116</b>	1,216	9.5%
<i>(NOAA)</i>				<b>85</b>	682	12.5%
<i>(NIST)</i>				<b>31</b>	513	6.0%
Education				<b>0</b>	279	0.0%
Agency for Int'l Development				<b>4</b>	161	2.6%
Department of Veterans Affairs				<b>0</b>	786	0.0%
Housing and Urban Development				<b>11</b>	49	21.9%
Department of Justice				<b>5</b>	123	3.9%
All Other				<b>2</b>	384	0.5%
<b>Total</b>				<b>975</b>	115,996	0.8%

AAAS estimates of R&D in FY 2003 House and Senate appropriations bills. Includes conduct of R&D and R&D facilities.

All figures are rounded to the nearest million. Changes calculated from unrounded figures.

**"Earmarks" are AAAS interpretations of unrequested, congressionally designated, performer-specific R&D projects contained in legislative language or committee report language in appropriations bills.**

Earmarks do not include non-R&D congressionally designated projects.

**August 26, 2002 - Senate and House approved figures as of August 26.**

**Some of these appropriations may be amended or rejected on the Senate floor.**

**Blank lines indicate agencies whose budgets have not yet been considered by the House.**