

AAP APPL: Basics of Legislative and Budgeting Processes

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February 26, 2025



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TEACHING HOSPITAL

Disclosures

I receive partial grant funding from the National Institutes of Health (NIH), Administration for Community Living (ACL), Department of Defense (DoD), Wings for Life, and the Craig H. Neilsen Foundation.



Agenda

Understanding Context is Key to Advocacy

Background and who's who of key players you may encounter – Discussions of Pre-Work notes

Overview of the Legislative Process

Followed by a case break-out and small group discussions – Case 1

Rulemaking and Related Statutes

A fast and furious tour of relevant laws surrounding federal rulemaking

Overview of Federal Budgeting Processes

Followed by another case break-out and small group discussions – Case 2



Objectives

1. Analyze legislative structures and timelines dedicated to appropriations and funding;
2. Appraise how advocacy issues' success may be affected by funding and rulemaking timelines;
3. Categorize stakeholders that can influence strategic prioritization and goal-setting



Pre-Work Discussion

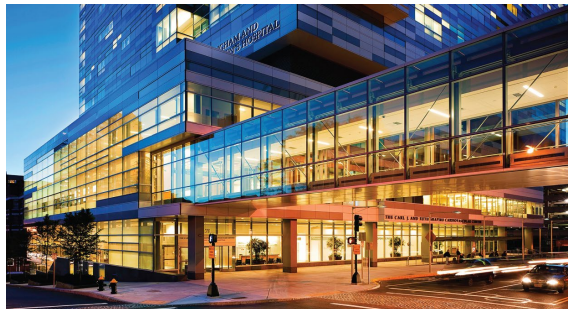
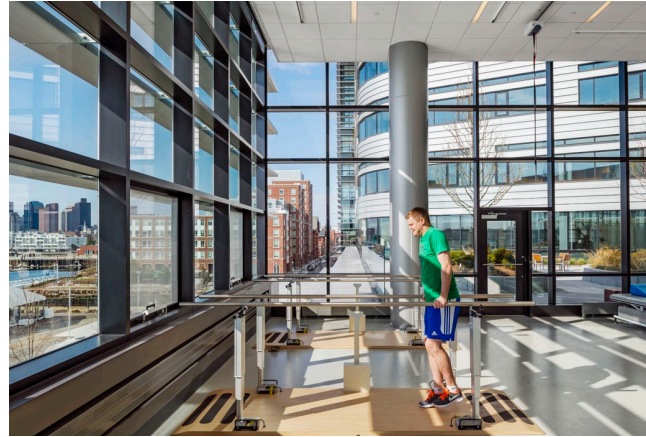
- **Please form two groups of 3 participants.**
- **Please take 5-10 minutes to share your notes on your U.S. Senators and Representatives.**
 - **Did anything surprise you?**
 - **What was the most interesting piece of information that you discovered?**



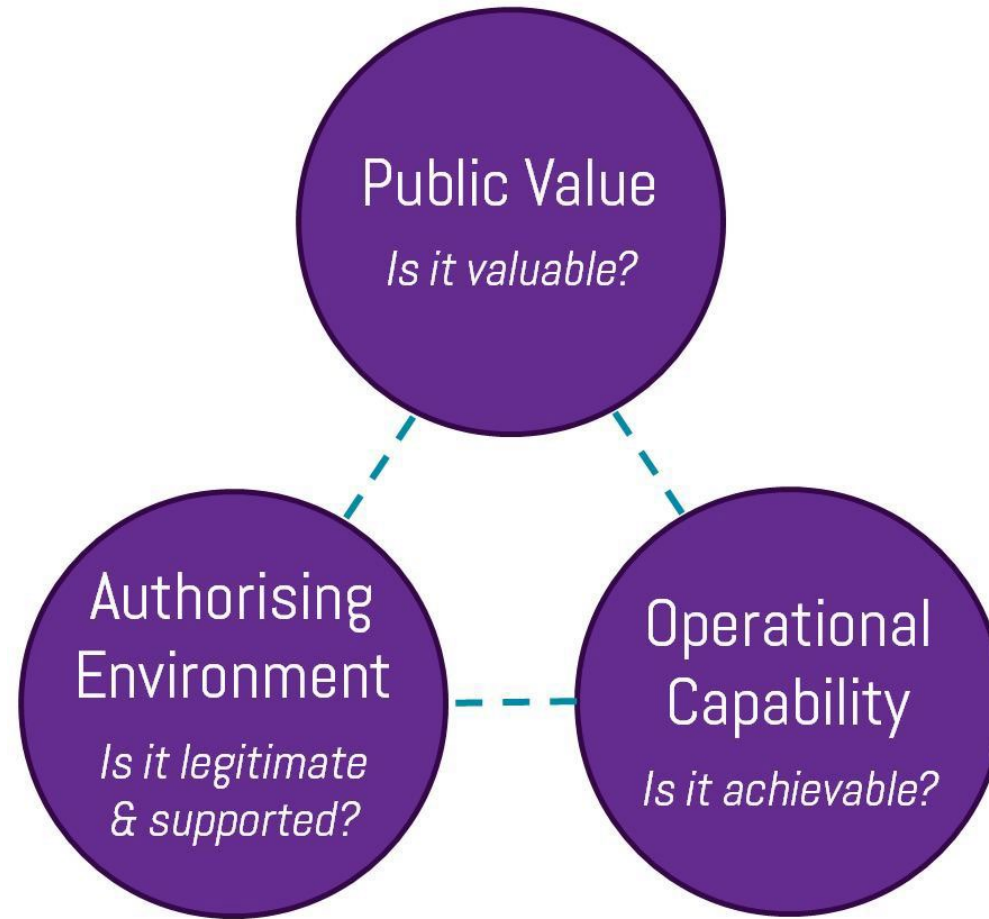
Understanding Context is Key to Advocacy



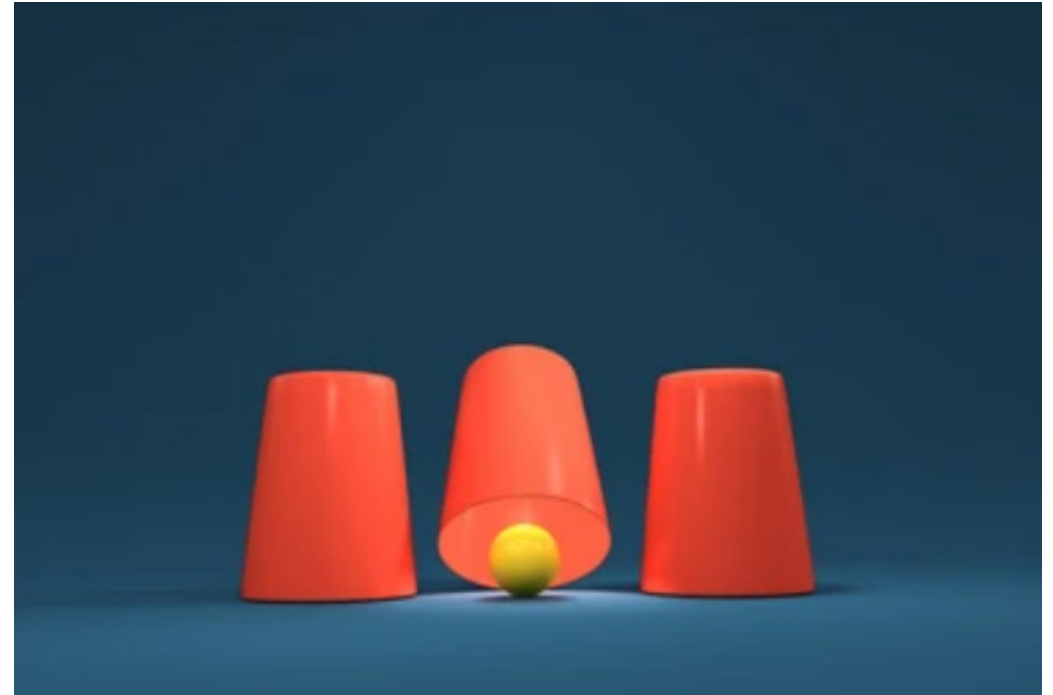
Why advocacy?



Moore's Public Value Triangle



Understanding context is key to advocacy

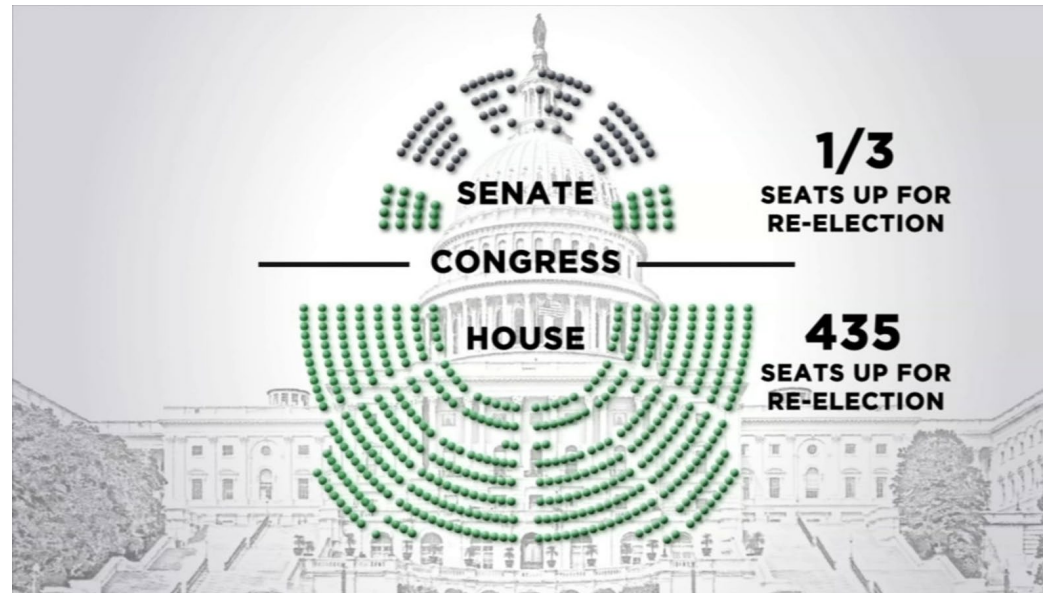


Who's Who – Branches of Government

Executive



Legislative



Judicial



Who's Who – Committees in Congress

House	Senate
Agriculture	Agriculture, Nutrition, and Forestry
Appropriations	Appropriations
Armed Services	Armed Services
Budget	Banking, Housing, and Urban Affairs
Education and Workforce	Budget
Energy and Commerce	Commerce, Science, and Transportation
Ethics	Energy and Natural Resources
Financial Services	Environment and Public Works
Foreign Affairs	Finance
Homeland Security	Foreign Relations
House Administration	Health, Education, Labor, and Pensions
Judiciary	Homeland Security and Governmental Affairs
Natural Resources	Judiciary
Oversight and Government Reform	Rules and Administration
Rules	Small Business and Entrepreneurship
Science, Space, and Technology	Veterans' Affairs
Small Business	
Transportation and Infrastructure	
Veterans' Affairs	
Ways and Means	

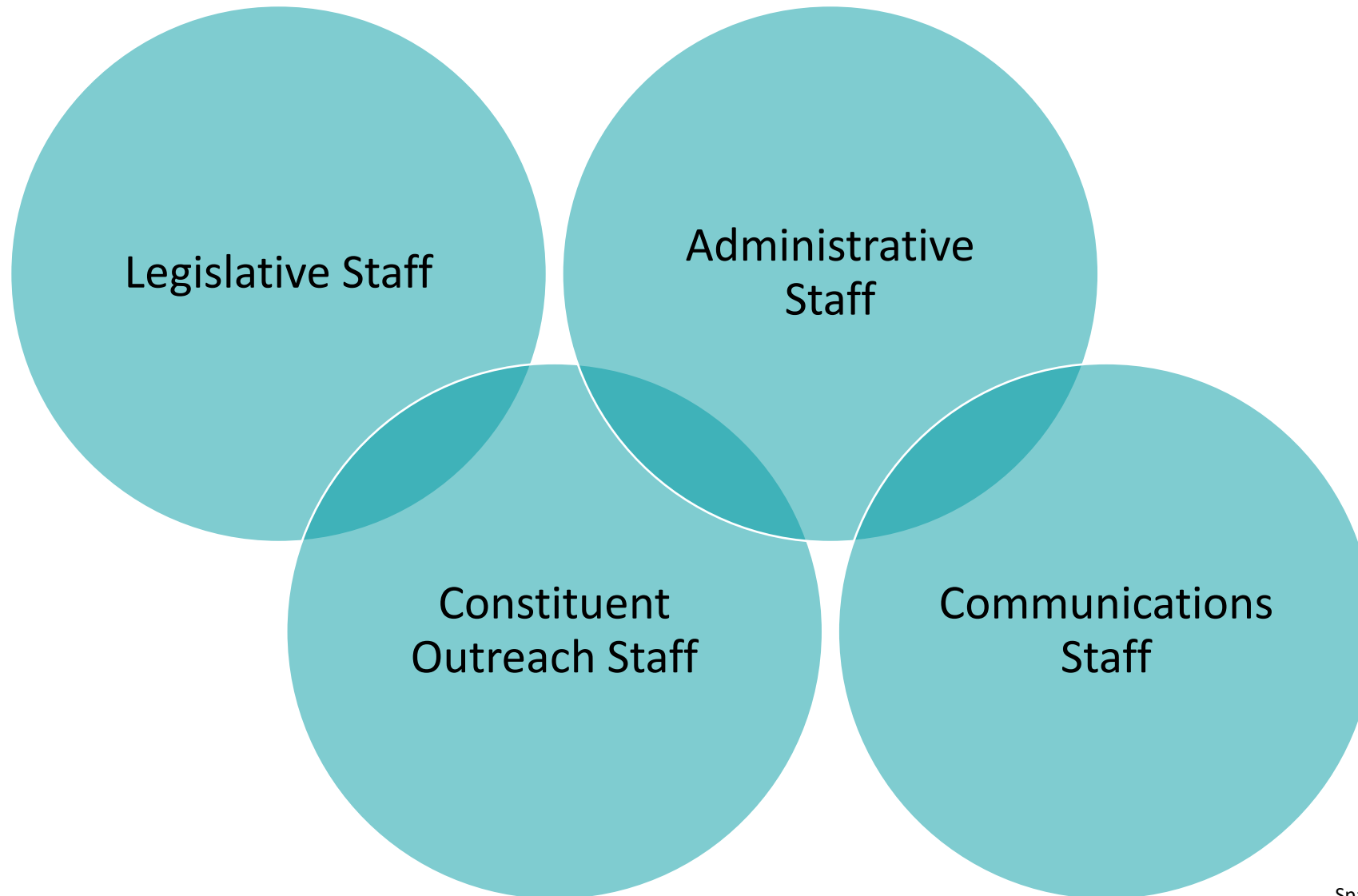


Who's Who – Appropriations Subcommittees

House	Senate
Agriculture, Rural Development, Food and Drug Administration, and Related Agencies	
Commerce, Justice, Science, and Related Agencies	
Defense	
Energy and Water Development	
Financial Services and General Government	
Homeland Security	
Interior, Environment, and Related Agencies	
Labor, Health and Human Services, Education, and Related Agencies	
Legislative Branch	
Military Construction, Veterans Affairs, and Related Agencies	
State, Foreign Operations, and Related Programs	
Transportation, Housing and Urban Development, and Related Agencies	



Who's Who – Legislative and Congressional Staffers



Who's Who – Legislative and Congressional Staffers

Main Office Staff – Congressional Offices

Chief of Staff, Deputy Chief of Staff
Legislative Director, Legislative Assistant
Legislative Correspondent
Scheduler
Administrative Manager/Office Manager
Counsel
Press Secretary/Communications Director
Press Assistant, Speechwriter
Staff Assistant
Systems Administrator
Financial Administrator
Fellow
Intern



Who's Who – Legislative and Congressional Staffers

District and State-Based Staff

District Director/State Director
Constituent Services Representative
Field Representative
Office Support



Who's Who – Legislative and Congressional Staffers

Congressional Committee Staff*

Staff Director
General Counsel
Communications Director
Policy Director
Professional Staff Member
Counsel
Investigator
Clerk
Staff Assistant
Intern

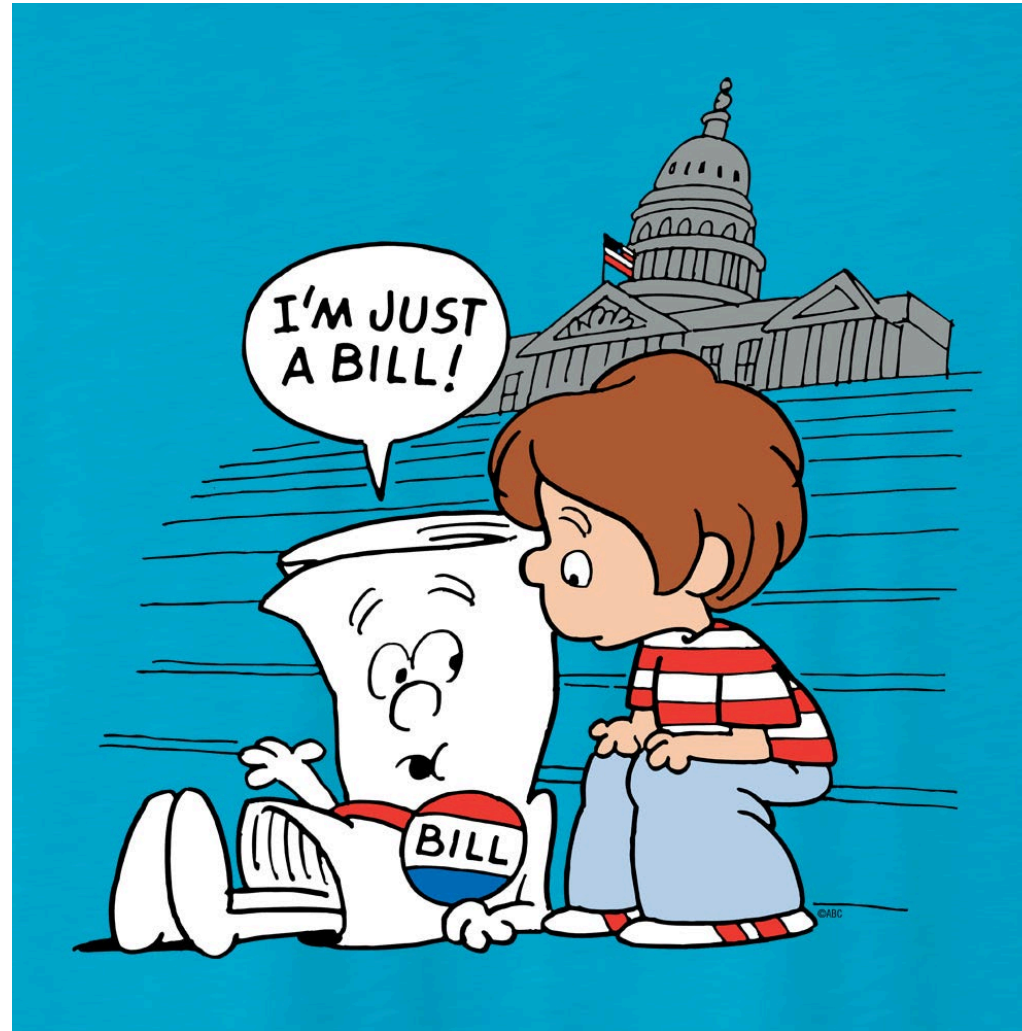
*Committee staff vary widely in size depending on the importance and complexity of the issues handled by the committee, as well as the volume of legislation that passes through the committee.



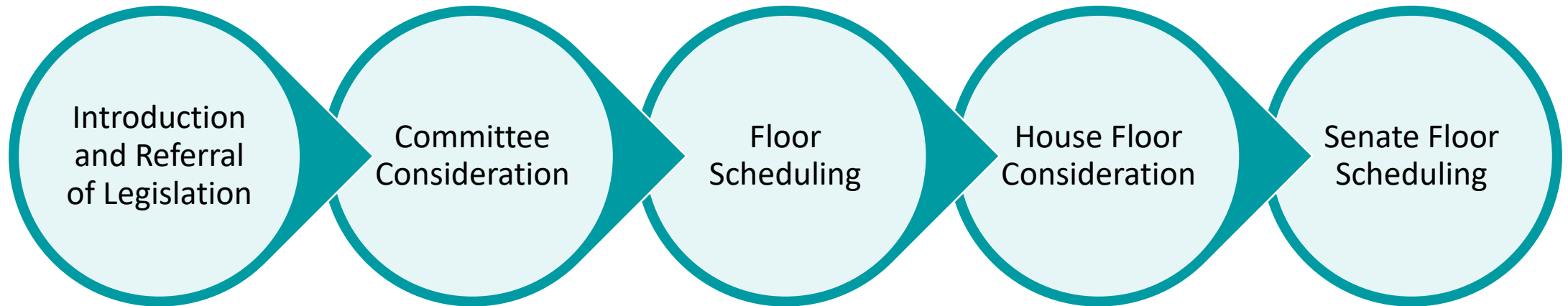
Overview of Federal Legislative Processes



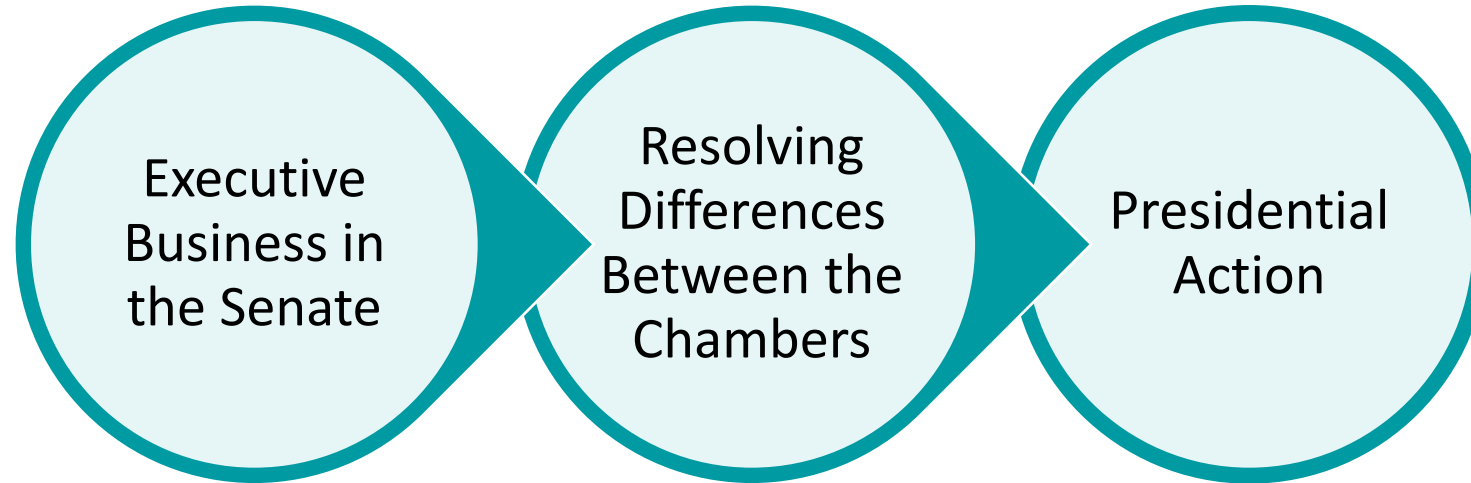
“I’m just a Bill”



Overview of Legislative Processes – Part 1



Overview of Legislative Processes – Part 2



Legislative Process Timelines

JOHN BARRASSO

Majority Whip

DICK DURBIN

Democratic Whip

UNITED STATES SENATE

119th Congress, 1st Session

2025

TENTATIVE SCHEDULE

JANUARY	FEBRUARY	MARCH
S M T W T F S	S M T W T F S	S M T W T F S
1 2 3 4	1	1
5 6 7 8 9 10 11	2 3 4 5 6 7 8	2 3 4 5 6 7 8
12 13 14 15 16 17 18	9 10 11 12 13 14 15	9 10 11 12 13 14 15
19 20 21 22 23 24 25	16 17 18 19 20 21 22	16 17 18 19 20 21 22
26 27 28 29 30 31	23 24 25 26 27 28	23 24 25 26 27 28 29
SENATE CONVENES JANUARY 3, 2025	30 31	
APRIL	MAY	JUNE
1 2 3 4 5	1 2 3	1 2 3 4 5 6 7
6 7 8 9 10 11 12	4 5 6 7 8 9 10	8 9 10 11 12 13 14
13 14 15 16 17 18 19	11 12 13 14 15 16 17	15 16 17 18 19 20 21
20 21 22 23 24 25 26	18 19 20 21 22 23 24	22 23 24 25 26 27 28
27 28 29 30	25 26 27 28 29 30 31	29 30
JULY	AUGUST	SEPTEMBER
1 2 3 4 5	1 2	1 2 3 4 5 6
6 7 8 9 10 11 12	3 4 5 6 7 8 9	7 8 9 10 11 12 13
13 14 15 16 17 18 19	10 11 12 13 14 15 16	14 15 16 17 18 19 20
20 21 22 23 24 25 26	17 18 19 20 21 22 23	21 22 23 24 25 26 27
27 28 29 30 31	24 25 26 27 28 29 30	28 29 30
	31	
OCTOBER	NOVEMBER	DECEMBER
1 2 3 4	1	1 2 3 4 5 6
5 6 7 8 9 10 11	2 3 4 5 6 7 8	7 8 9 10 11 12 13
12 13 14 15 16 17 18	9 10 11 12 13 14 15	14 15 16 17 18 19 20
19 20 21 22 23 24 25	16 17 18 19 20 21 22	21 22 23 24 25 26 27
26 27 28 29 30 31	23 24 25 26 27 28 29	28 29 30 31
	30	

Red dates = Senate not in session
○ = Federal Holiday

1ST SESSION CONVENES—JANUARY 3, 2025
TARGET ADJOURNMENT—DECEMBER 19, 2025

(GPO: 2025 58-252 (HAC))

STEVE SCALISE
MAJORITY LEADER

JANUARY	FEBRUARY	MARCH
1 2 3 4	1	1
5 6 7 8 9 10 11	2 3 4 5 6 7 8	2 3 4 5 6 7 8
12 13 14 15 16 17 18	9 10 11 12 13 14 15	9 10 11 12 13 14 15
19 20 21 22 23 24 25	16 17 18 19 20 21 22	16 17 18 19 20 21 22
26 27 28 29 30 31	23 24 25 26 27 28	23 24 25 26 27 28 29
		30 31
APRIL	MAY	JUNE
1 2 3 4 5	1 2 3	1 2 3 4 5 6 7
6 7 8 9 10 11 12	4 5 6 7 8 9 10	8 9 10 11 12 13 14
13 14 15 16 17 18 19	11 12 13 14 15 16 17	15 16 17 18 19 20 21
20 21 22 23 24 25 26	18 19 20 21 22 23 24	22 23 24 25 26 27 28
27 28 29 30	25 26 27 28 29 30 31	29 30
JULY	AUGUST	SEPTEMBER
1 2 3 4 5	1 2	1 2 3 4 5 6
6 7 8 9 10 11 12	3 4 5 6 7 8 9	7 8 9 10 11 12 13
13 14 15 16 17 18 19	10 11 12 13 14 15 16	14 15 16 17 18 19 20
20 21 22 23 24 25 26	17 18 19 20 21 22 23	21 22 23 24 25 26 27
27 28 29 30 31	24 25 26 27 28 29 30	28 29 30
	31	
OCTOBER	NOVEMBER	DECEMBER
1 2 3 4	1	1 2 3 4 5 6
5 6 7 8 9 10 11	2 3 4 5 6 7 8	7 8 9 10 11 12 13
12 13 14 15 16 17 18	9 10 11 12 13 14 15	14 15 16 17 18 19 20
19 20 21 22 23 24 25	16 17 18 19 20 21 22	21 22 23 24 25 26 27
26 27 28 29 30 31	23 24 25 26 27 28 29	28 29 30 31
	30	

House Calendar | 119th Congress | First Session



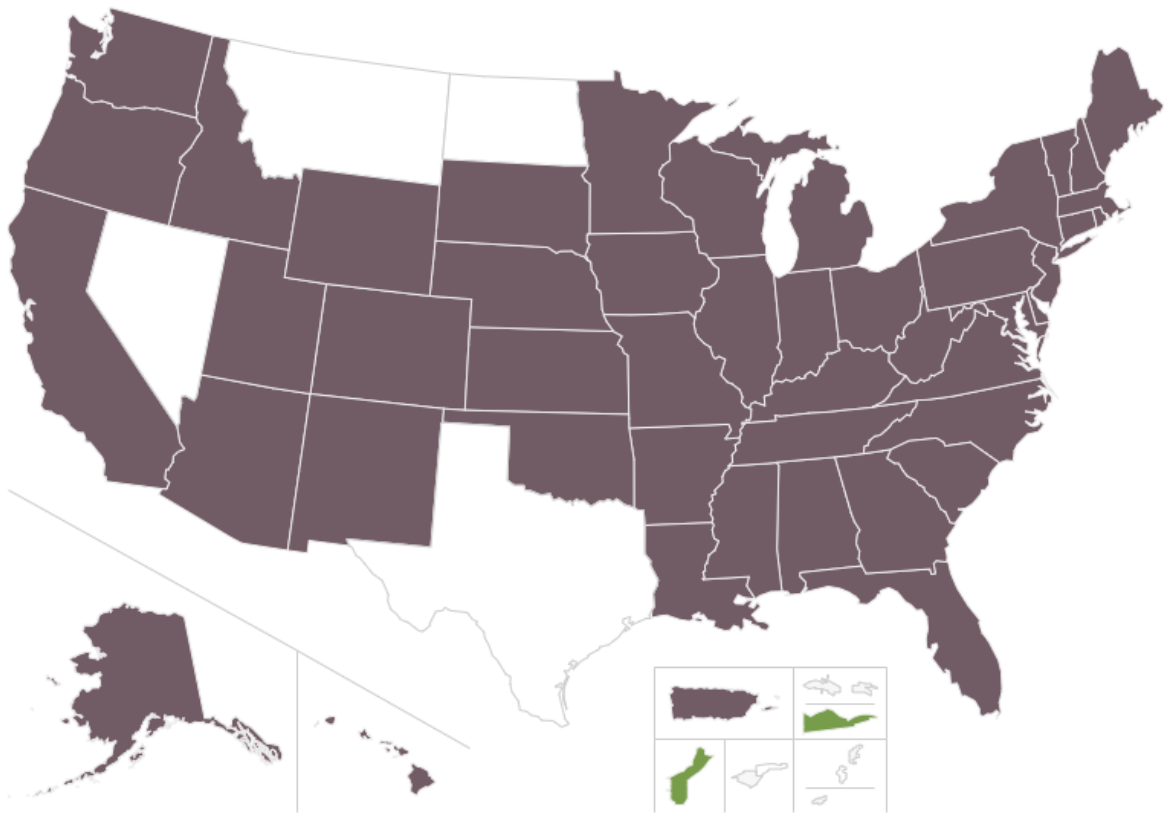
Legislative Process Timelines

2024 State Legislative Session Calendar

Click on any state to find information on regular session dates, and, if necessary, special session dates.

Switch View ▼

- Not Yet Convened/TBD
- In Session
- In Regular/Special Session
- In Special Session
- Organizational Session
- Adjourned Sine Die



Advisory Groups – MedPAC, MACPAC, State-level



Case 1 – Small Group Work

- **Please join your small group members again.**
- **Please divide the roles and spend 5 minutes reflecting on the questions and prompts for your role.**
- **Take 5 minutes to discuss as a group and share each of your (imagined) perspectives.**
- **Nominate a spokesperson to report out to the larger group – we will spend 10 minutes sharing.**
 - **In what way is context important for the PM&R physician's advocacy to each of these parties?**
 - **How can the PM&R physician help build awareness and connect-the-dots in these meetings?**



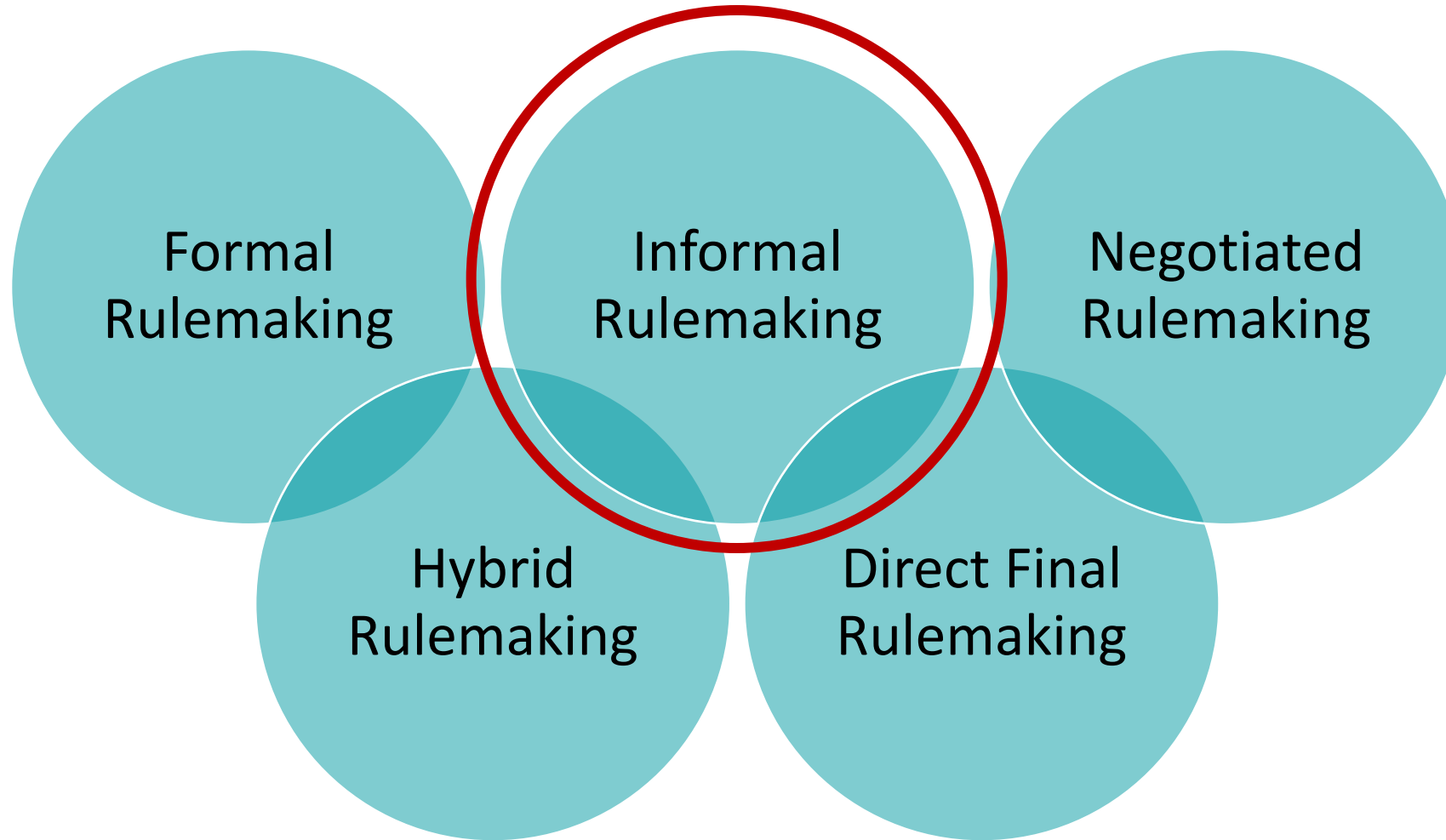
Rulemaking and Related Statutes



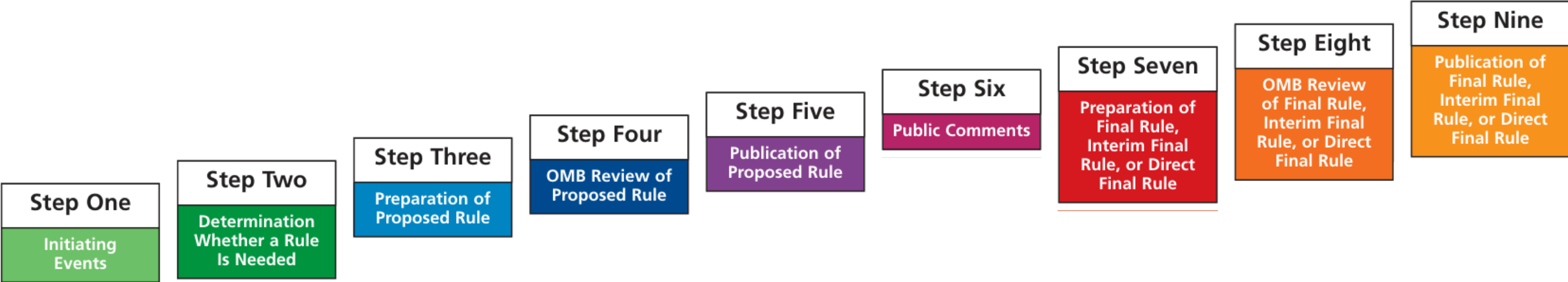
“The First Rule of Rulemaking is...”



Types of Rulemaking



Steps in Informal Rulemaking



Relevant Statutes Governing Rulemaking

- Federal Register Act
- Administrative Procedure Act
- National Environmental Policy Act
- Paperwork Reduction Act
- Regulatory Flexibility Act
- Small Business Regulatory Enforcement Fairness Act
- Congressional Review Act
- Unfunded Mandates Reform Act
- Information Quality Act, Peer Review Act
- Federal Advisory Committee Act
- Negotiated Rulemaking Act
- Executive Orders and Directives



Examples – CMS Rulemaking Schedule (Fiscal Year)

Fiscal Year (FY) Cycle: October 1 - September 30

- Inpatient Prospective Payment System/Long-term Care Hospital Prospective Payment System

Fiscal Year Rulemaking Schedule

FY Rulemaking Phase	Approximate Timeframe
Proposed rule development	Fall/winter
Proposed rule publication	Late spring (around April)
Comment period	Late spring -early summer
Final rule publication	On or about August 1
Final rule effective date	October 1



Examples – CMS Rulemaking Schedule (Calendar Year)

Calendar Year (CY) Cycle: January 1 – December 31

- Hospital Outpatient Prospective Payment System and Ambulatory Surgical Center Payment System
- Physician Fee Schedule, including Part B Drugs and clinical diagnostic laboratory tests
- End-Stage Renal Disease Prospective Payment System

Calendar Year Rulemaking Schedule

CY Rulemaking Phase	Approximate Timeframe
Proposed rule development	Winter/spring
Proposed rule publication	Summer (June/July)
Comment period	Late summer -early fall
Final rule publication	On or about November 1
Final rule effective date	January 1

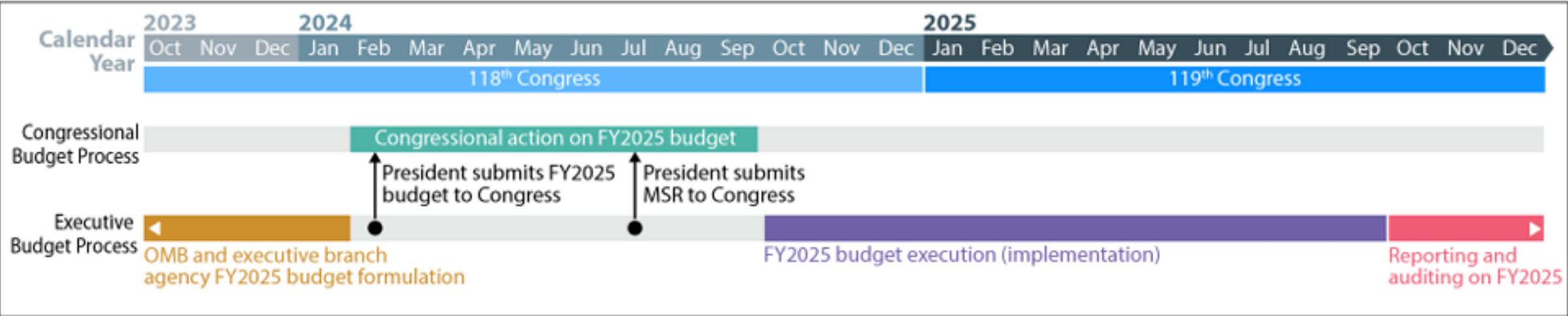


Overview of Federal Budgeting Processes



Executive vs. Congressional Budgeting

Figure B-1. Executive Budget Process and the Congressional Budget Process for FY2025



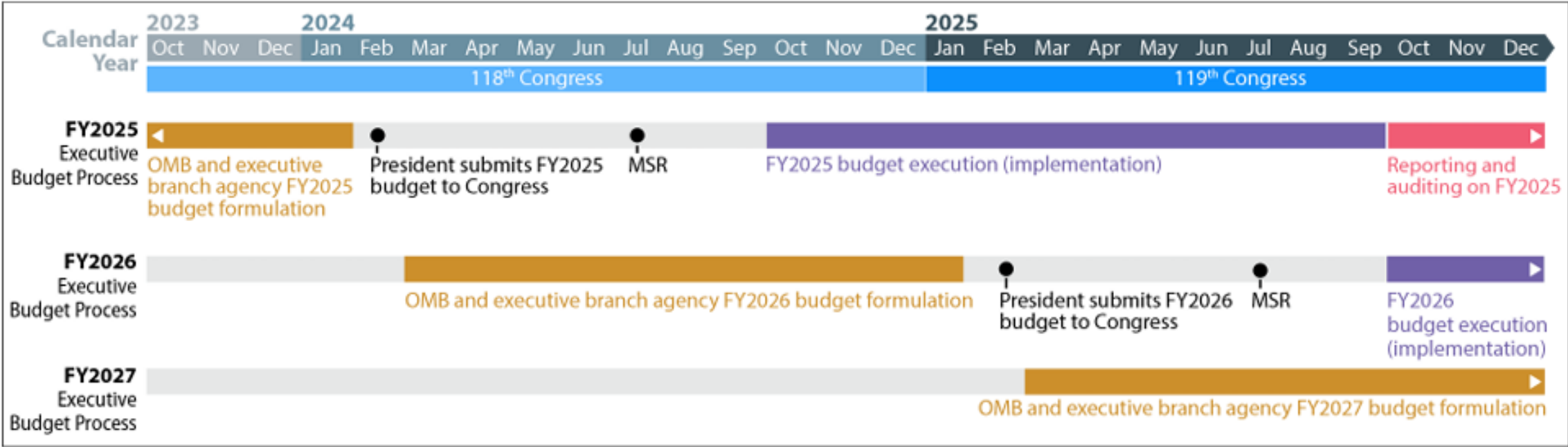
Sources: CRS analysis of U.S. Code, OMB guidance documents, and President’s budget submissions.

Notes: In practice, budgetary submission and milestone dates for FY2025 may differ from statutory deadlines. Congressional action on the FY2025 budget may extend beyond September 30, 2024.



Executive vs. Congressional Budgeting

Figure B-2. Concurrent Budget Planning for Multiple Fiscal Years



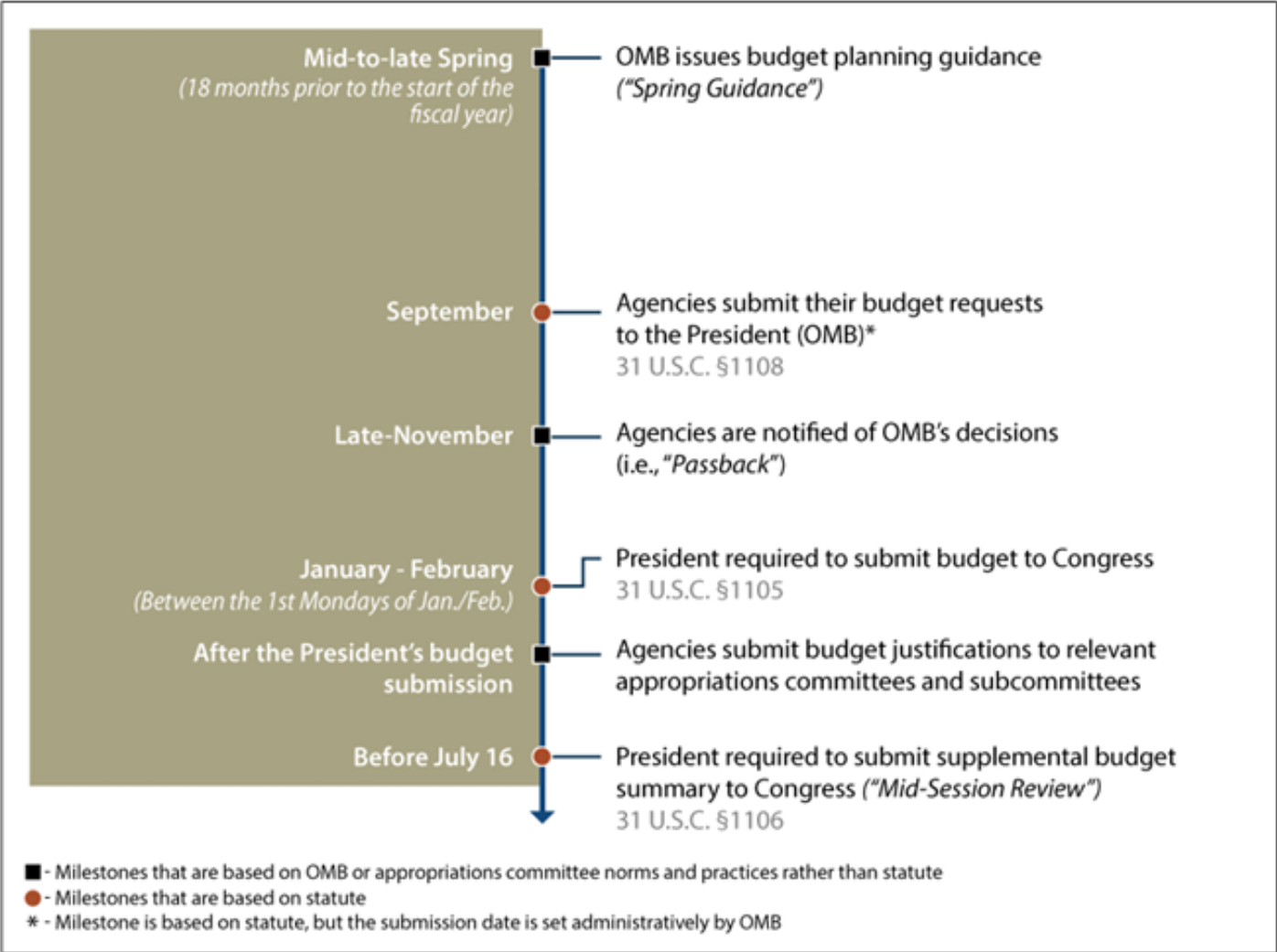
Sources: CRS analysis of OMB guidance documents, President's budget submissions, and U.S. Code.

Notes: In practice, budgetary submission and milestone dates for FY2025, FY2026, and FY2027 may differ from statutory deadlines.



Executive Budgeting Process Timeline

Figure 1. Executive Budget Process Milestones Before and After Annual Submission to Congress



Congressional Budgeting Process Timeline

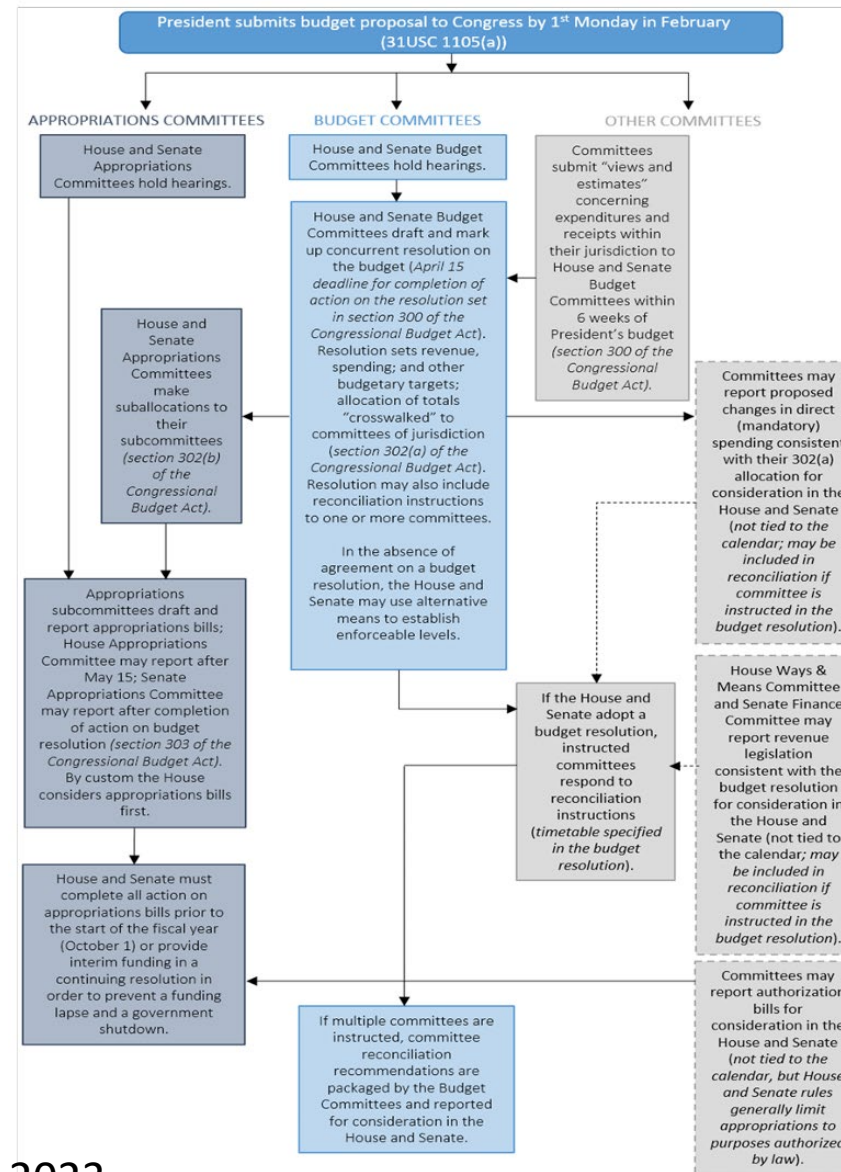
Table 1. Congressional Budget Process Timetable

On or before:	Action to be completed:
First Monday in February	President submits budget.
February 15	Congressional Budget Office submits report (on the economic and budget outlook) to Budget Committees.
Not later than 6 weeks after President submits budget	Committees submit views and estimates to Budget Committees.
April 1	Senate Budget Committee reports concurrent resolution on the budget (budget resolution).
April 15	Congress completes action on concurrent resolution on the budget.
May 15	Annual appropriation bills may be considered in the House.
June 10	House Appropriations Committee reports last annual appropriation bill.
June 15	Congress completes action on reconciliation legislation.
June 30	House completes action on annual appropriation bills.
October 1	Fiscal year begins.

Source: Section 300 of the Congressional Budget Act of 1974, codified as amended at 2 U.S.C. §631.

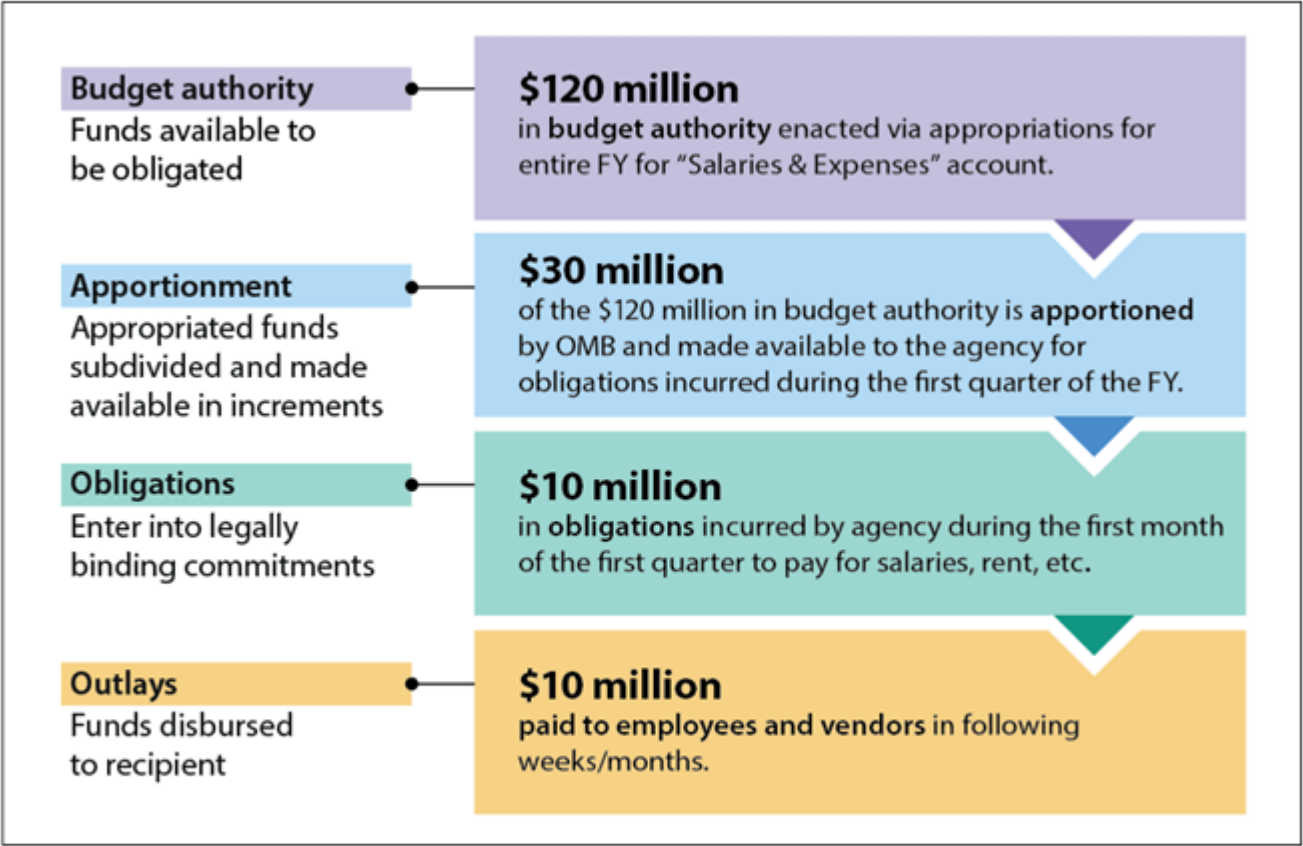


Congressional Budgeting Process Timeline



Contingency Planning in Federal Budgeting

Figure 2. Example of Appropriated Funds Lifecycle
Relationship Between Budget Authority, Obligations, and Outlays



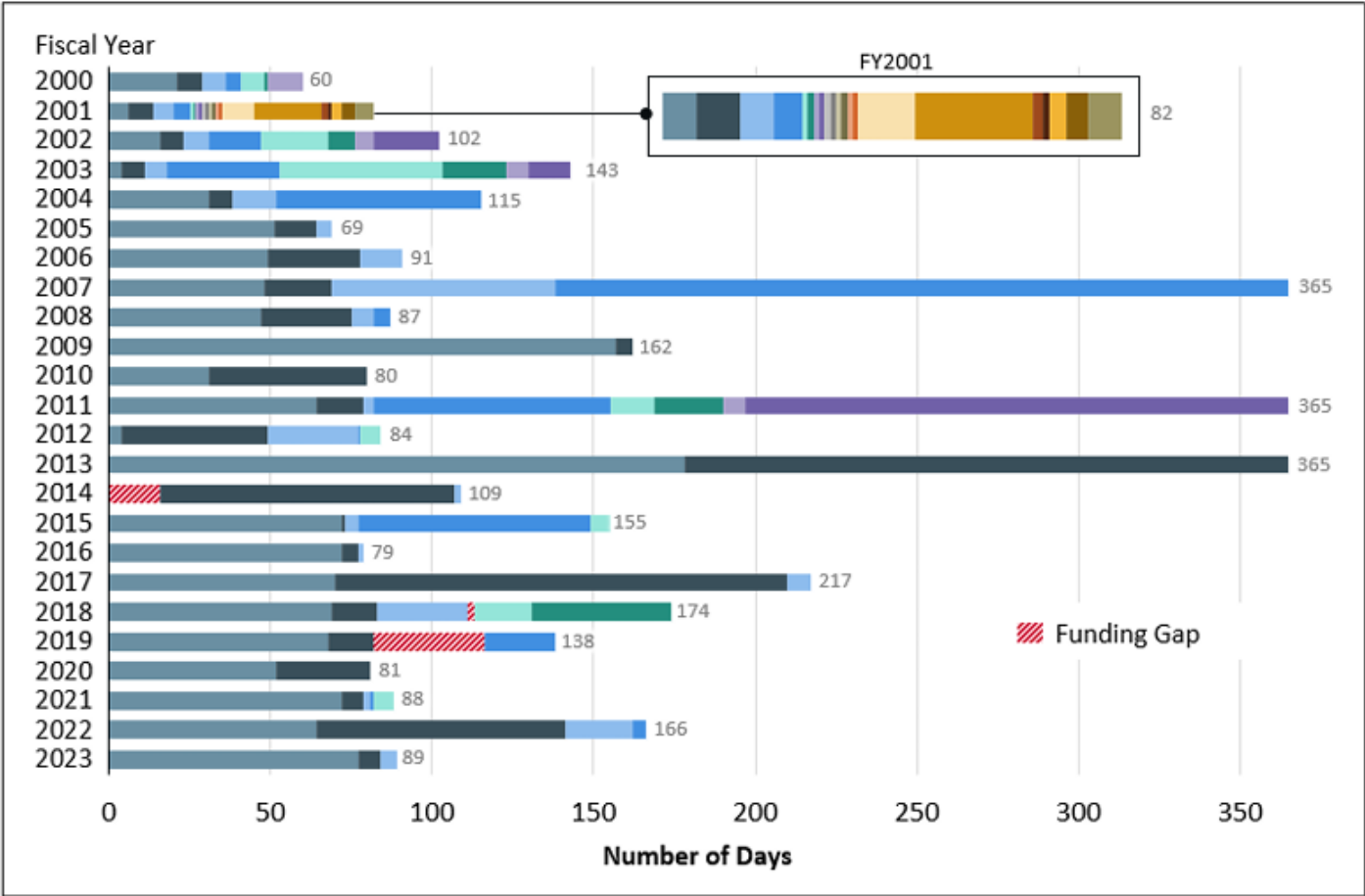
Source: CRS analysis.

Notes: This graphic serves as an illustrative example and does not represent a particular appropriations account or appropriated amount. In a given fiscal year, outlays may pay for obligations incurred within the same fiscal year or during prior fiscal years.



Contingency Planning in Federal Budgeting

Figure 2. Aggregate Duration of Continuing Resolutions and Funding Gaps: FY2000-FY2023

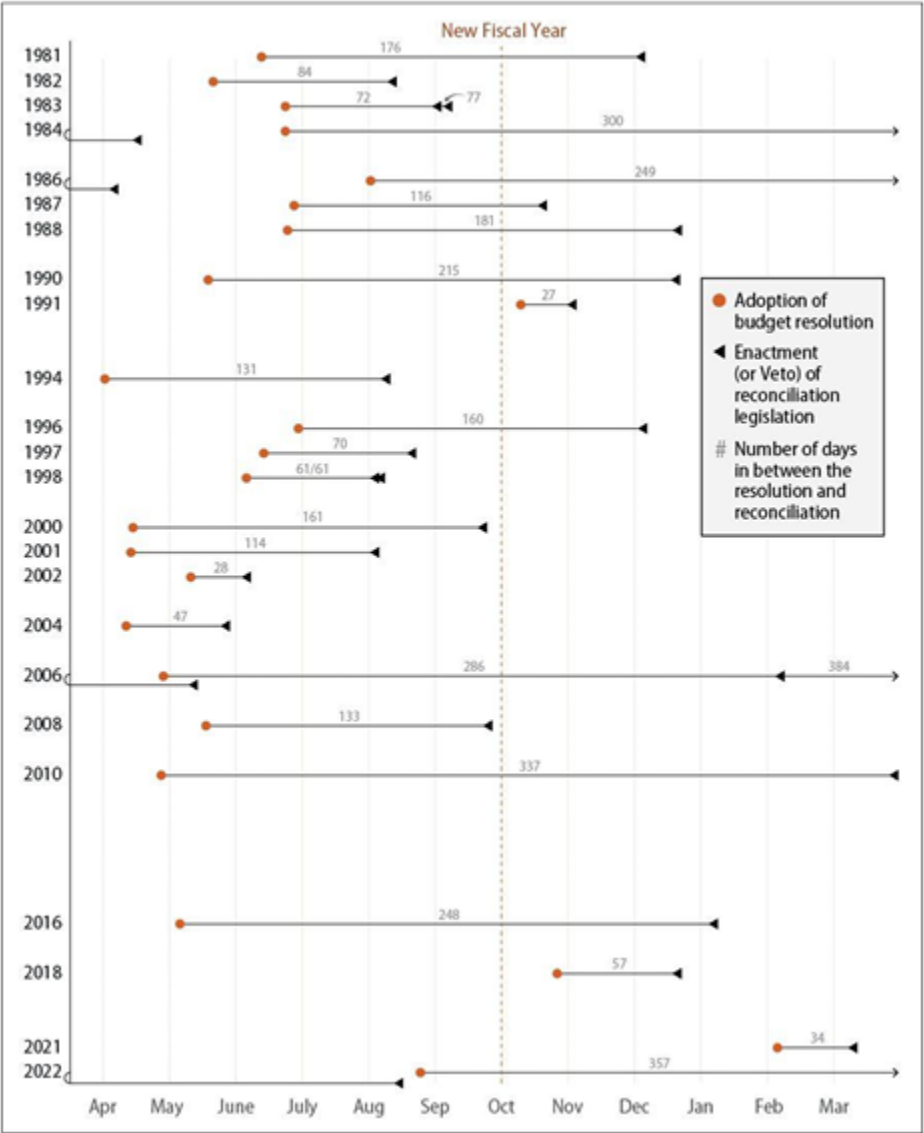


Source: Information compiled from CRS Report R46595, *Continuing Resolutions: Overview of Components and Practices*, coordinated by James V. Saturno; CRS Report RS20348, *Federal Funding Gaps: A Brief Overview*, by James V. Saturno; and the CRS Appropriations Status Table.



Contingency Planning in Federal Budgeting

Figure 1. Timing of Budget Resolution Adoption and Enactment (or Veto) of Reconciliation Legislation: FY 1981-FY2022



Case 2 – Small Group Work

- Please join your small group members again.
- Please divide the roles and spend 5 minutes reflecting on the questions and prompts for your role.
- Take 5 minutes to discuss as a group and share each of your (imagined) perspectives.
- Nominate a spokesperson to report out to the larger group – we will spend 10 minutes sharing.
 - How you approach preparing for a meeting with each of these stakeholders?
 - When might it be advantageous to plan meetings and/or proposals with these individuals?



Conclusions



In closing

Understanding Context is Key to Advocacy

Building your situational awareness over time will help you become an effective advocate. It takes time!

Overview of the Legislative Process

Working with policymakers across legislatures, committees, and advisory groups can amplify advocacy.

Rulemaking and Related Statutes

Opportunities to participate in public comments and committees during rulemaking can have an impact.

Overview of Federal Budgeting Processes

Understanding budgeting processes and relevant milestones helps you stay on-track with policy changes.



Questions?



For further questions
or to discuss more:

cslocum@mgh.harvard.edu



Thank you!





Mass General Brigham