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90TH CONGRESS }
1st Session }

HOUSE OF REPRESENTATIVES

{ REPORT
No. 708

CONTINUING APPROPRIATIONS, 1968

SEPTEMBER 27, 1967.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. MAHON, from the Committee on Appropriations, submitted the following

REPORT

[To accompany H.J. Res. 849]

The Committee on Appropriations, to which was referred the House Joint Resolution 849, making further continuing appropriations for the fiscal year 1968, and for other purposes, reports the same to the House without amendment and with the recommendation that the joint resolution be passed.

This is the third continuing resolution of the session. It merely extends to October 31 the provisions of the continuing resolution now in force under which governmental activities without their regular annual appropriations have operated on a minimum basis since June 30. (Public Law 90-38, as amended by Public Law 90-75, the general terms and conditions of which are explained in H. Repts. 374 and 596.)

Only four appropriation bills for the current fiscal year 1968 that began three months ago have cleared Congress. These are: Treasury-Post Office; Interior; Legislative; and Defense. Thus prompt enactment of this resolution is the proper course of action under the circumstances.

SCOPE OF THE RESOLUTION

Briefly, the emphasis in the resolution is on the continuation of existing projects and activities at the lowest of one of three rates, namely, the fiscal year 1967 rate; the budget request for 1968 where no action has been taken by either House; or the more restrictive amount adopted by either of the two Houses. The whole thrust of the resolution is to keep the Government functioning on a minimum basis until funds for the full year are supplied in the regular course of events.

While the outside date in this third resolution is October 31, it is just that—an outside date. Like continuing resolutions of the past, it ceases to apply to an agency or activity concurrent with

approval by the President of the applicable appropriation bill in which provision for such agency or activity is made. Thus, the scope of the resolution constricts as each regular bill is enacted; and it becomes wholly inoperative after the last approval.

Under this resolution, then, all the appropriation bills would have to be signed by the President by October 31 if a hiatus is to be avoided or further action obviated.

As with previous continuing resolutions, this one does not in any way augment the appropriation for a given project or activity in the regular bills for the fiscal year 1968. In the words of the resolution being extended:

* * * expenditures therefrom shall be charged to the applicable appropriation, fund, or authorization whenever a bill in which such applicable appropriation, fund, or authorization is contained is enacted into law.

In other words, while this resolution—as in the case of similar resolutions of previous years—does not enumerate *specific* amounts that may be obligated and expended for the countless activities of government during the interim July–October period, the controlling factor, known to all who have any responsibility for the management of the programs or the obligation of the funds, is that whatever is used during this interim must be taken out of, or charged against, whatever amount is finally appropriated in due course for the whole year.

DELAYS IN APPROPRIATION BILLS

The Committee's original reporting plan, released on April 10, was to bring all of the regular annual bills for fiscal 1968 to the House during the period March 20–June 30. The last one, for the new Department of Transportation, was scheduled to be reported on June 30.

The first 9 bills for 1968 were reported on schedule, but all the others were, or still are, either wholly or in significant part delayed for lack of more timely enactment of a number of related annual authorization bills.

The Foreign Assistance and Military Construction appropriation bills continue to await disposition of the related annual authorization bills. There will also be the usual closing supplemental bill. It will include provision for various programs held out of the regular bills for lack of underlying authorizations, notably the anti-poverty program.

As Members know, the Committee on Appropriations cannot, within the rules, report appropriations for any purpose not previously authorized by separate law.

Following is a tabulation comparing the original committee reporting schedule with the status of the annual bills for 1968, three of which remain to be reported:

THE ANNUAL APPROPRIATION BILLS AS OF SEPTEMBER 27, 1967

Bill	Commit-tee re- porting schedule, Apr. 10, 1967	Reported to House	Passed House	Passed Senate	Final congres- sional action	Notes
Treasury-Post Office District of Columbia Interior	Mar. 20 Apr. 14 Apr. 21	Mar. 20 Apr. 13 Apr. 21	Mar. 22 Apr. 18 Apr. 27	May 23 May 18	June 29 June 12	Bill omitted provision for saline water program for lack of authorization bill (budget \$13,482,000). Bill omitted NASA, budget \$5,100,000,000, plus a couple of small items due to authorization bill delay.
Independent Offices—HUD	May 12	May 12	May 17	Sept. 21		Bill omitted anti-poverty program, budget \$2,060,000,000, and ten or a dozen other programs, budgets totaling some \$261,840,100, due to lack of author-ization bills.
Labor-HEW	May 22	May 22	May 25	Aug. 2		Bill omitted Appalachia item, budget \$33,000,000 due to lack of authorization bill.
State, Justice, Commerce, and Judiciary	May 26	May 25	May 31			Bill omitted an Appalachia item, budget \$3,000,000, due to lack of authorization bill.
Legislative Agriculture	May 26 June 2	May 25 June 2	June 1 June 6	July 10 July 13	July 24	
Defense Public Works	June 9 June 16	June 9 June 20	June 13 July 25	Aug. 22	Sept. 13	Delay, awaiting AEC authorization bill, budget \$2,646,100,000, plus 4 small items, budgets \$15,385,000 not yet authorized.
Transportation NASA	June 30	July 13 Aug. 18	July 18 Aug. 22			Authorization bill for Coast Guard (budget \$107,014,000) was delayed slightly. Not originally scheduled as a separate bill. Annual authorization bill cleared Congress Aug. 8.
Military Construction Foreign Assistance Supplemental	June 16 June 23 (1)					Awaiting authorization bill, budget \$2,937,000,000. Awaiting authorization bill, budget \$3,818,736,000. Awaiting various authorizations and any last-minute supplements otherwise.

¹ Supplemental bill for 1968, for which no reporting date was set, is not listed, but it is scheduled to carry, in addition to any necessary last minute supplements, such major items as the antipoverty program.

SUMMARY OF THE APPROPRIATIONS BILLS

The House has considered, at this session, 14 general appropriation bills—2 supplemental bills for the fiscal year 1967 and 12 regular bills relating to fiscal 1968.

HOUSE BILLS FOR FISCAL 1968

The 12 bills for fiscal 1968 thus far considered in the House involved budget requests for appropriations of about \$124,163,000,000. The House approved about \$120,347,000,000, an overall reduction of \$3,816,000,000. These sums include advance funding for fiscal 1969 for the urban renewal and urban mass transit programs and aid to airport grants (budgets, \$1,055,000,000; House approved, \$990,000,000).

Expenditure impact.— Of course, not all of the \$3,816,000,000 House reduction to date against fiscal 1968 budget *appropriation* requests will translate into an *equal* reduction from the budget estimate of *expenditures* (disbursements) *during* the same fiscal year 1968, for the simple reason that, like the normal pattern of events, it was not expected, and thus not estimated that anywhere near the full amounts requested for appropriation for fiscal 1968 would actually also be paid out within the same (fiscal 1968) year. Carryover unexpended balances for expenditure in subsequent years are a normal thing. But a reduction in appropriation is nonetheless a reduction in proposed spending—in either the same year, the year following, or beyond.

BILLS YET TO BE REPORTED

\$9,040,685,000 of specific budget requests are *presently* involved in the 3 bills still pending in the Committee on Appropriations of the House, as follows:

1. Foreign aid, \$3,818,736,000,
2. Military construction, \$2,937,000,000, and
3. Closing supplemental (poverty, etc., budgets deferred from earlier bills for lack of authorization), \$2,284,949,000.

The \$2.284 billion figure for the closing supplemental is on the low side by some indeterminate amount because of necessary last minute supplements not yet received from the President.

SENATE BILLS FOR FISCAL 1968

The Senate has passed 7 of the 12 appropriation bills for fiscal 1968 thus far messaged to it from the House. They involved \$110,199,000,000 of budget requests for appropriations. They would have appropriated \$110,081,000,000, a reduction of \$118,000,000, but some \$2,773,000,000 above the House amounts in those bills.

BILLS ENACTED FOR FISCAL 1968

As noted earlier herein, four appropriation bills for 1968 have been enacted. They involved some \$80,934,000,000 of budget requests for appropriations. They appropriated about \$79,141,000,000, a reduction of \$1,793,000,000.

BILLS PENDING IN CONFERENCE

The three bills currently pending in conference involve substantial dollar differences between the two Houses.

The Senate version of the Labor-HEW bill is \$284,172,000 above the House total.

The Agriculture bill is \$2,011,948,000 above the House total.

And the Independent Offices-HUD bill is \$501,652,000 above the House total.

SUMMARY OF THE BILLS

A summary of the grand totals on the bills to date follows:

COMPARATIVE SUMMARY OF APPROPRIATION BILL TOTALS, 90TH CONG., 1ST SESS., AS OF
SEPTEMBER 27, 1967

[Does not include any "back-door" type appropriations, or permanent appropriations¹ under previous legislation.
Does include indefinite appropriations carried in annual appropriation bills]

All figures are rounded amounts			
	Bills for fiscal 1967	Bills for fiscal 1968	Bills for the session
A. House actions:			
1. Budget requests for "appropriations" considered.....	\$14,411,000,000	^{2 3} \$124,163,000,000	\$138,574,000,000
2. Amounts in 14 bills passed by House.....	14,238,000,000	^{2 3} 120,347,000,000	134,585,000,000
3. Change from corresponding budget requests.....	-173,000,000	-3,816,000,000	-3,989,000,000
B. Senate actions:			
1. Budget requests for "appropriations" considered.....	14,533,000,000	^{2 3} 110,199,000,000	124,732,000,000
2. Amounts in 9 bills passed by Senate.....	14,457,000,000	^{2 3} 110,081,000,000	124,538,000,000
3. Change from corresponding budget requests.....	-76,000,000	-118,000,000	-194,000,000
4. Compared with House amounts in these 9 bills.....	+219,000,000	+2,773,000,000	+2,992,000,000
C. Final actions:			
1. Budget requests for "appropriations" considered.....	14,533,000,000	80,934,000,000	95,467,000,000
2. Amounts approved in 6 bills enacted.....	14,394,000,000	79,141,000,000	93,535,000,000
3. Comparison— With corresponding budget requests.....	-139,000,000	-1,793,000,000	-1,932,000,000

¹ Permanent appropriations were tentatively estimated in January budget at about \$15,212,066,000 for fiscal year 1968.

² Includes advance funding for fiscal 1969 for urban renewal and mass transit grants (budget, \$980,000,000; House bill, \$925,000,000; Senate bill, \$955,000,000) and for grants-in-aid for airports (budget, \$75,000,000; House bill, \$65,000,000).

³ And participation sales authorizations as follows: Total authorizations requested in budget, \$4,300,000,000; total in House bills, \$1,946,000,000; total in Senate bills, \$3,935,000,000.



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