

CONTINUING APPROPRIATIONS, 1981

SEPTEMBER 17, 1980.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

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

REPORT

[To accompany H.J. Res. 610]

The Committee on Appropriations, to whom was referred House Joint Resolution 610 making continuing appropriations until December 15, 1980, and for other purposes, report the same to the House with an amendment and with the recommendation that the joint resolution as amended be passed.

The amendment is as follows:

On page 5, line 4, after the colon, insert the following:

*Provided*, That no appropriation or fund made available or authority granted pursuant to this subsection shall be used to initiate or resume any project or activity for which appropriations, funds, or authority were not available during fiscal year 1980:

**PROGRAMS COVERED BY THE RESOLUTION**

While 12 of the 13 regular annual appropriation bills have passed the House, the Senate is just beginning to consider the bills. A number of bills have been scheduled in the Senate but the outlook for final conference action is uncertain at this time. Consequently, the accompanying resolution provides continuing authority until December 15, 1980, for virtually the entire Federal Government. It is absolutely essential.

**LEVELS OF FUNDING UNDER THE RESOLUTION**

The resolution is effective until December 15, 1980, but its applicability to the various Federal programs ceases as the appropriation bills are signed into law.

In summary, the operating levels which obtain under the resolution are as follows:



1. Section 101(a) provides continuing authority for 10 of the 13 regular appropriation bills. Under this section, where the particular appropriation bill has passed both Houses as of October 1, 1980, and the amount as passed by the House is different than that as passed by the Senate, projects or activities are continued under the lesser amount or more restrictive authority. Where the particular appropriation bill has passed only the House as of October 1, 1980, the rate of operation shall not exceed the rate provided by the House. Where an item is provided in only one version of an Act as passed by both Houses it continues at a rate not exceeding the current rate or the rate permitted by the action of the one House, whichever is lower. The 10 bills provided for under this subsection include: Agriculture; Defense; District of Columbia; HUD-Independent Agencies; Interior; Labor, Health and Human Services, and Education; Military Construction; State, Justice, Commerce, and the Judiciary; Transportation; and Treasury, Postal Service and General Government.

2. Section 101(b) provides continuing authority for the foreign assistance programs at the current rate or the rate of the budget estimate, whichever is lower.

3. Section 101(c) provides continuing authority for the legislative branch at the rate and under the provisions of the House-passed bill.

4. Section 101(d) provides continuing authority at the current level for the energy and water development bill and for a number of programs not included in regular bills primarily due to lack of authorizing legislation.

5. Section 101(e) provides such authority as may be necessary for a number of existing programs mandated by law.

6. Section 101(h) provides authority for the low income energy assistance program under the terms, conditions and State allocations provided for by the House of Representatives on August 27, 1980.

7. The resolution does not augment appropriations contained in the regular bills for fiscal year 1981. Section 105 provides that expenditures made pursuant to the continuing resolution shall be charged to the applicable appropriation or fund when the regular bill is enacted into law.

#### COMPLIANCE WITH THE RESOLUTION

It is essential that officials responsible for administering programs during the period covered by the resolution take only the limited action necessary for orderly continuation of projects and activities, preserving to the maximum extent possible the flexibility of Congress in arriving at final decisions. Accordingly, the rates of operation for programs and activities under the resolution are to be interpreted as ceilings and not as mandatory spending levels. This is necessary in order to preserve congressional prerogatives in the course of the regular authorization and appropriation process. The Committee expects that departments and agencies will carefully avoid the obligation of funds, for specific budget line items or program allocations on which congressional committees may have expressed strong criticism, at rates which would impinge upon discretionary decisions otherwise available to the Congress.



## CONTINUING RESOLUTION RATES

Various sections of the continuing resolution refer to a "rate for operations not in excess of the current rate." Agencies should operate as cautiously as possible until regular appropriations are enacted. In most cases, the total appropriation for the current year should serve as the upper limit in determining the current rate for operations. Nevertheless, the "current rate" should not be interpreted as requiring cut-backs in ongoing program levels which Congress has approved.

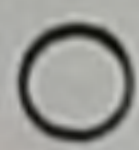
The Committee notes that where programs were authorized to expand during the current year, it is likely that the cost of operating the program for a full year at the rate achieved at the end of the current year would exceed the total cost for the program in the current year. The current rate for operations should be construed to maintain individual program and activity levels except where Congress has expressed a contrary intent with respect to specific programs.

## INFLATIONARY IMPACT STATEMENT

Clause 2(1) (4) of rule XI of the House of Representatives requires that each Committee report on a bill or resolution shall contain a statement as to whether enactment of such bill or resolution may have an inflationary impact on prices and costs in the operation of the national economy.

The accompanying resolution simply extends the availability of funds and authorities for ongoing programs of the Federal Government for which fiscal year 1981 appropriations will not be enacted by October 1. The philosophy of the continuing resolution is to provide funding for the orderly continuation of existing programs for the interim period until regular appropriation bills are enacted. By definition, such programs have previously been authorized and funded by the Congress and signed into law.

In view of the fact that this resolution merely represents a temporary extension of existing and previously approved programs, and considering the levels of funding which obtain under the mechanics of the resolution, it is the judgment of the Committee that its enactment will not have an additional inflationary impact on prices and costs in the operation of the national economy.





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