Continuing Resolutions: CRs in a Nutshell

OMB:
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In General: Continuing Resolutions

What is a CR?

"An appropriation act that provides budget authority for federal agencies, specific activities, or both to continue in operation when Congress and the President have not completed action on the regular appropriation acts by the beginning of the fiscal year." (GAO, *A Glossary of Terms Used in the Federal Budget Process,* GAO-05-734SP (Washington, D.C.: September 2005), at 35–36)

Content of a CR:

1. General provisions that apply to all appropriations covered by the CR; and

2. Anomalies that apply to single accounts and typically deviate from some of the general provisions

General Provisions

Scope: Section 101

Which Bills specified and the funding level (rate for operations):

"…the following sums are hereby appropriated, out of any money in the Treasury not otherwise appropriated … for the several departments agencies, corporations, and other organizational units of Government for fiscal year XXXX, and for other purposes, namely:

"Sec. 101 (a) Such amounts as may be necessary, at a rate for operations as provided in the applicable appropriations Acts for fiscal year XXXX and under the authority and conditions provided in such Acts, for continuing projects or activities…that are not otherwise specifically provided for in this Act, that were conducted in fiscal year XXXX, and for which appropriations, funds, or other authority were made available in the following appropriations Acts…"

Extent and Manner: Section 103

"Appropriations made by section 101 shall be available to the extent and in the manner that would be provided by the pertinent appropriations Act."

Termination Date: Section 106

"Unless otherwise provided for in this Act or in the applicable appropriations Act for fiscal year XXXX, appropriations and funds made available and authority granted pursuant to this Act shall be available until whichever of the following first occurs: (1) the enactment into law of an appropriation for any project or activity provided for in this Act; (2) the enactment into law of the applicable appropriations Act for fiscal year XXXX without any provision for such project or activity; or (3) [date]."

General Provisions: Accounting

Coverage of CR Obligations: Section 105

"Appropriations made and authority granted pursuant to this Act shall cover all obligations or expenditures incurred for any project or activity during the period for which funds or authority for such project or activity are available under this Act."

Adjustment of Accounts: Section 107

"Expenditures made pursuant to this Act 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."

General Provisions: Execution

No New Starts: Section 104

"Except as otherwise provided in section 102, no appropriation or funds made available or authority granted pursuant to section 101 shall be used to initiate or resume any project or activity for which appropriations, funds, or other authority were not available during fiscal year XXXX."

Apportionment Actions: Section 108

"Appropriations made and funds made available by or authority granted pursuant to this Act may be used without regard to the time limitations for submission and approval of apportionments set forth in section 1513 of title 31."

Limitation for High Initial Rate of Distribution: Section 109

"Notwithstanding any other provision of this Act, except section 106, for those programs that would otherwise have high initial rates of operation or complete distribution of appropriations at the beginning of fiscal year XXXX because of distributions of funding to States, foreign countries, grantees, or others, such high initial rates of operation or complete distribution shall not be made, and no grants shall be awarded for such programs funded by this Act that would impinge on final funding prerogatives."

Funding Implementation: Section 110

"This Act shall be implemented so that only the most limited funding action of that permitted in the Act shall be taken in order to provide for continuation of projects and activities."

Furlough Restriction: Section 112

"Amounts made available under section 101 for civilian personnel compensation and benefits in each department and agency may be apportioned up to the rate for operations necessary to avoid furloughs within such department or agency, consistent with the applicable appropriations Act for fiscal year XXXX, except that such authority provided under this section shall not be used until after the department or agency has taken all necessary actions to reduce or defer non-personnel-related administrative expenses."

What if the agency cannot operate under the typical CR parameters?

Different Types of Anomalies

Last year's **funding level** → Funding Anomaly

Last Year's **authority**

- No New Starts – Changes to Terms and Conditions → Program Anomaly
- Expiring Authority → Authorization Anomaly

The agency proposes a CR anomaly for legislative consideration

Funding Anomalies

Problem: An agency cannot operate under last year's funding level for the period of the CR and/or needs are so great that a full-year appropriation is needed within the CR itself.

Solution: Provide a different OR additional funding level for the period of the CR

Example:

"SEC. 136. **In addition to the amount otherwise provided** by this joint resolution for "Department of Health and Human Services—Office of the Secretary—Public Health and Social Services Emergency Fund", **there is appropriated** $58,000,000 for **an additional amount** for fiscal year FY 2015, to remain available until September 30, 2015, for expenses necessary to support acceleration of countermeasure and product advanced research and development pursuant to section 319L of the Public Health Service Act for addressing Ebola." (FY 2015 CR, Pub. L. No. 113-164)

Problem: An agency did not have authority to operate a program last year or the authority to operate the way it would wish to this year.

Solution: Provide authority to operate the program during the period of the CR.

Example:

"SEC. 157. (a) **Amounts provided by section 101** for ''Department of Health and Human Services—Office of the Secretary—General Departmental Management'' **are also available for the purpose of** funding the National Commission on Children and Disasters authorized under title VI of division G of Public Law 110–161 (the ''title VI Commission'')." (FY 2009 CR, Pub. L. No. 110-329)

Problem: An agency's authorization will expire during the period of the CR.*

Solution: Provide authority to operate the program during the period of the CR (i.e., notwithstanding the expiration).

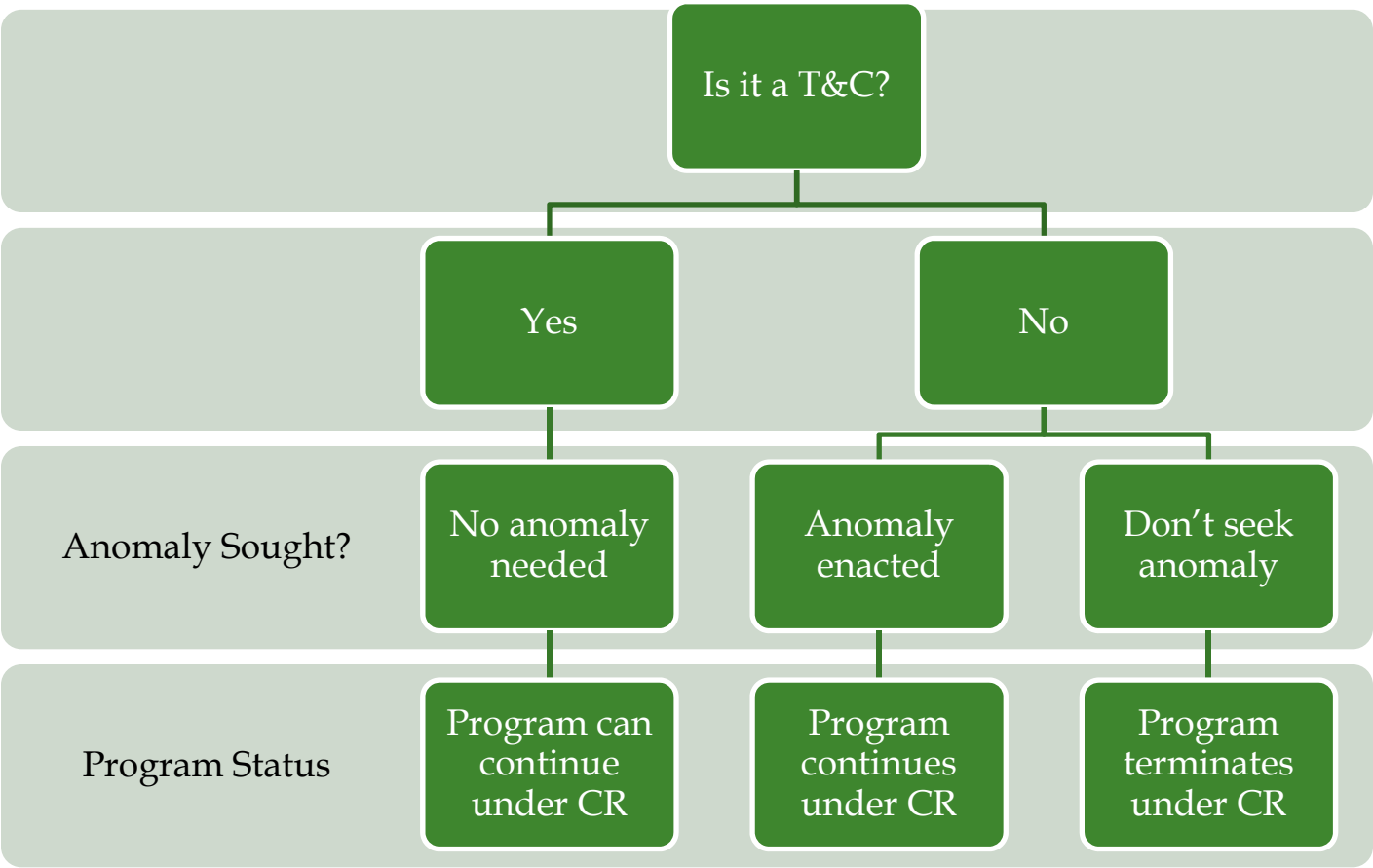
But first...

Question: Is the authorization a "Term and Condition" of last year's funding?

** Includes those authorization provisions typically included in appropriations acts as well those authorization provisions typically included in authorization acts.*

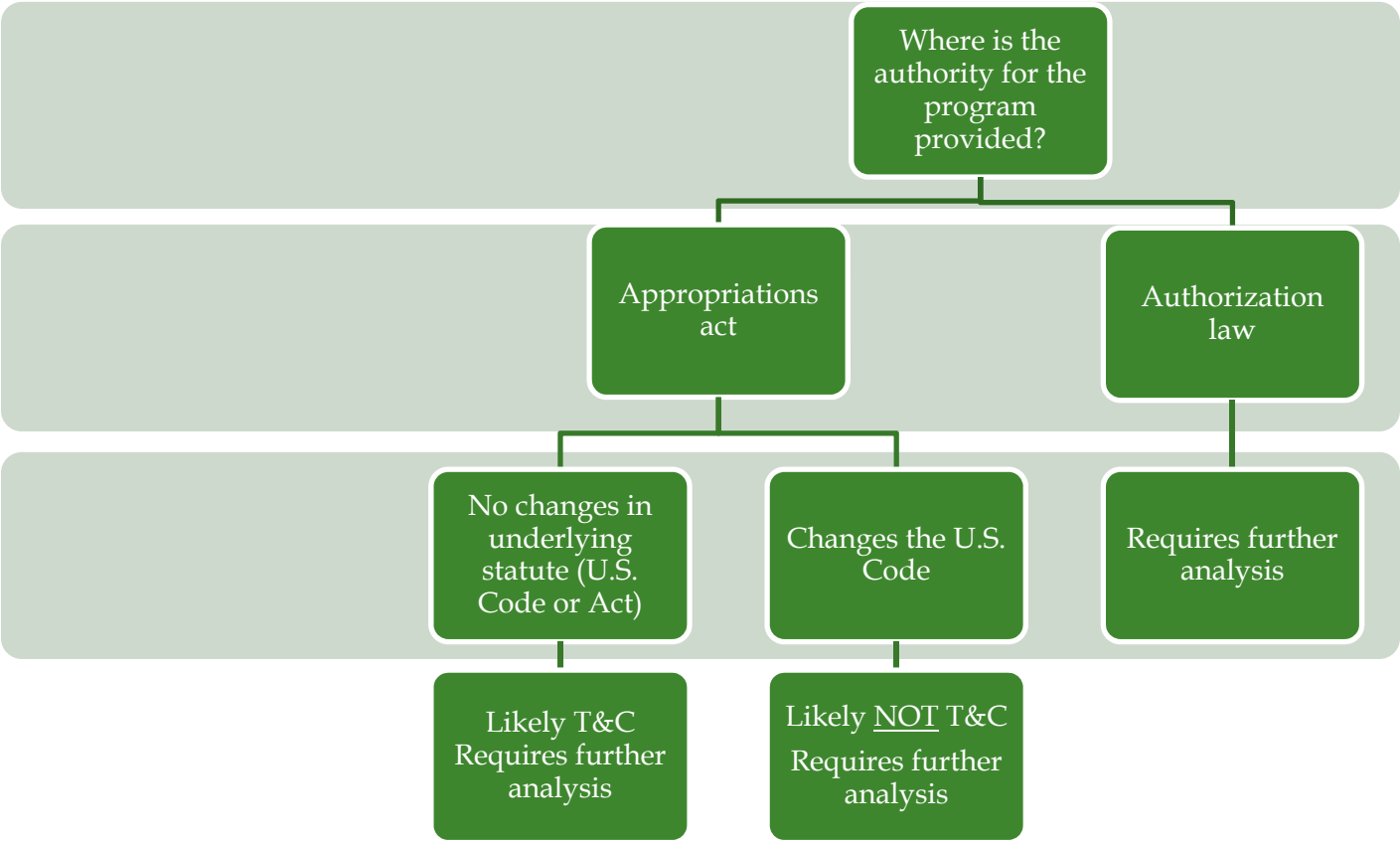
CR Anomalies: Authorization Anomalies (cont.)
Terms and Conditions

Terms and Conditions (T&C) – why does it matter?



CR Anomalies: Authorization Anomalies (cont.)
Terms and Conditions (cont.)

How do we determine if it is a term and condition?



Examples of Authorization Authority CR Anomalies (P.L. 113-164)

Sec. 117. For ``Department of Health and Human Services--Food and Drug Administration--Salaries and Expenses'', amounts shall be made available by this joint resolution as if ``outsourcing facility fees authorized by 21 U.S.C. 379j-62,'' were included after ``21 U.S.C. 381,'' in the second paragraph under such heading in division A of Public Law 113-76.

Sec. 120. The following authorities shall continue in effect through the earlier of the date specified in section 106(3) of this joint resolution or the date of the enactment of an Act authorizing appropriations for fiscal year 2015 for military activities of the Department of Defense:

(1) Section 1004 of the National Defense Authorization Act for Fiscal Year 1991 (Public Law 101-510; 10 U.S.C. 374 note).
(2) Section 1215 of the National Defense Authorization Act for Fiscal Year 2012 (Public Law 112-81; 10 U.S.C. 113 note).
(3) Section 127b of title 10, United States Code, notwithstanding subsection (c)(3)(C) of such section.
(4) Subsection (b) of section 572 of the National Defense Authorization Act for Fiscal Year 2006 (20 U.S.C. 7703b(b)), notwithstanding paragraph (4) of such subsection.

OMB's automatic apportionment of short-term CRs:

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503

THE DIRECTOR

September 25, 2014

OMB BULLETIN NO. 14-03

TO THE HEADS OF EXECUTIVE DEPARTMENTS AND ESTABLISHMENTS

SUBJECT: Apportionment of the Continuing Resolution(s) for Fiscal Year 2015

1. Purpose and Background. H.J. Res. 124 will provide continuing appropriations for the period October 1, 2014, through December 11, 2014. As of October 1, 2014, I am automatically apportioning this continuing resolution (CR) as specified in section 3 of this Bulletin for amounts provided by section 101, as well as for amounts for any section that replaces the rate for operations provided by section 101 with a legislative anomaly that specifies an alternate rate for operations ("anomaly"). This Bulletin supplements instructions for apportionment of CRs in OMB Circular No. A-11, sections 120 and 123.

2. Amounts Provided. Section 101(a) of H.J. Res. 124 provides such amounts as may be necessary, at a rate for operations as provided in the applicable appropriations Acts for fiscal year (FY) 2014 and under the authority and conditions provided in such Acts, for continuing projects or activities (including the costs of direct loans and loan guarantees) that are not otherwise specifically provided for in H.J. Res. 124, that were conducted in FY 2014, and for which appropriations, funds, or other authority were made available in Divisions A through L of the Consolidated Appropriations Act, 2014 (Public Law 113-76).

Section 101(b) of H.J. Res. 124 reduces the rate for operations provided by section 101(a) for each account by 0.0554 percent (see Attachment A, item 2 for additional information).

3. Automatic Apportionments. Attachment A contains more detailed instructions on calculating the annualized amount provided by the CR. In order to calculate the amount automatically apportioned through the period ending December 11, 2014, (and any extensions thereof), multiply the annualized amount provided by the CR in section 101 (or in an anomaly) by the percentage of the year (pro-rata) covered by the CR (e.g., for H.J. Res. 124 use 19.73 percent).

Unless determined otherwise by your RMO, all automatically apportioned CR funds are apportioned as Category B (lump sum), regardless of quarterly restrictions (i.e., amounts on Category A) imposed in last year's apportionments. Limitations on programs (i.e., other Category Bs) and footnotes included in last year's apportionments remain in effect under the CR.

During the period of the CR, section 115 applies the 0.0554 percent reduction specified in section 101(b) to FY 2015 discretionary advance appropriations enacted in a prior-year bill that become available on October 1, 2014. This automatic apportionment does not apply to those accounts. Your RMO will apportion those accounts separately.

OMB's automatic apportionment of short-term CRs:

4. Accounts with Zero Funding Excluded from Automatic Apportionment. As has been the case in recent CR Bulletins, including FY 2014, if either the House or Senate has reported or passed a bill that provides no funding for an account at the time the CR is enacted or extended, this automatic apportionment does not apply to that account. Reported bills are those that have been filed by the full House or Senate Appropriations Committee for floor action. The agency may submit a written apportionment to OMB to request funds for the account during the period of the CR, if needed.

5. Programs under Section 111. Funds for appropriated entitlements and other mandatories and activities under the Food and Nutrition Act of 2008, as defined in item 9 of Attachment A, are automatically apportioned amounts as needed to carry out programs at a rate to maintain program levels under current law, i.e., at the FY 2015 level less any applicable 2015 sequestration pursuant to section 251A of the Balanced Budget and Emergency Deficit Control Act of 1985 (BBEDCA). This automatic apportionment does not, however, apply to programs with more complex funding structures. Agencies should contact their RMO representatives to determine if their account is automatically apportioned or if a written apportionment is required.

With regard to the associated discretionary administrative expenses for those programs, section 111 does not apply. The associated discretionary administrative expenses are automatically apportioned at the pro-rata level based on FY 2014 annualized levels in section 101.

6. Credit Limitations. If there is an enacted credit limitation (i.e., a limitation on loan principal or commitment level) in FY 2014, then the automatic apportionment is the pro-rata share of the credit limitation or the budget authority (i.e., for subsidy cost), whichever is less. To calculate amounts available, see exhibit 123 of OMB Circular No. A-11.

7. Written Apportionments for Amounts Provided by Section 101 and Anomalies. If an agency seeks an amount for an account that is more than the amount automatically apportioned under section 101 or an anomaly, a written apportionment must be requested from OMB. These are referred to as "exception apportionments." Each of these requests must be accompanied by a written justification that includes the legal basis for the exception apportionment (see section 123.7 of OMB Circular No. A-11). OMB expects to grant these written apportionment requests only in extraordinary circumstances.

Conversely, an RMO or an agency may determine that an amount for a program should be less than the amount automatically apportioned to ensure that an agency does not impinge on the final funding prerogatives of the Congress and to encourage prudent financial management and execution of mission. In these cases, a written apportionment will also be required.

Agencies do not need to request a new written apportionment for each extension of the CR (unless otherwise required by your RMO). Instead, in the case of accounts that receive a written apportionment at any time during the CR period, the automatic apportionment will apply to such accounts under any subsequent extensions of the CR, provided that the total amount apportioned during the CR period does not exceed the total annualized level of the CR. However, any footnotes on the written apportionment continue to apply to the accounts, when subsequently operating under the automatic apportionment.

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OMB's automatic apportionment of short-term CRs:

The requirements described in this section are not intended to address the written apportionments for accounts with zero funding. That requirement is described in section 4 above.

Shaun Donovan
Director

Attachment(s)

Attachment A: Continuing Resolution Frequently Asked Questions
Attachment B: Non-CHIMP Cancellations Recurring in a 2015 Continuing Resolution
Attachment C: Changes in Mandatory Programs Recurring in a 2015 Continuing Resolution

OMB's automatic apportionment of short-term CRs: Example of Attachment A *(page 1 out of seven pages)*

1. **What is the rate for operations provided by the section 101 of the Continuing Resolution (CR)?**

   To calculate the FY 2015 CR rate for operations (annualized level):

   - take the full year amount enacted in the appropriations acts making funds available for FY 2014 (i.e., FY 2014 enacted appropriations net of any account-specific rescissions followed by agency-specific and then bill-wide reductions, if any), including obligation limitations. *Attachment B identifies those recurring account specific rescissions in excess of $500,000. Any recurring rescissions identified that are less than $500,000 should be factored in, as well*;
   - add or subtract transfers mandated by law (only "shall transfer," not "may transfer" or "shall transfer up to" language); and
   - reduce the calculated total level by 0.0554 percent. *Item 2 provides further instructions.*

2. **What funding levels are excluded from the 0.0554 percent reduction in section 101(b)?**

   The following are not reduced by section 101(b):

   - amounts designated under subsection (a) of section 114 (designated Overseas Contingency Operations/Global War on Terrorism and disaster relief);
   - amounts made available by section 101(a) by reference to the second paragraph under the heading "Social Security Administration—Limitation on Administrative Expenses" in division H of Public Law 113-76; and
   - anomalies that replace the rate for operations provided by section 101 with an alternate rate for operations.

3. **What is the automatic apportionment for amounts provided by section 101 and anomalies?**

   The amount automatically apportioned (whole dollars) through the period ending December 11, 2014 (and any CR extensions of that period) is calculated by multiplying the **rate for operations provided by the CR** (see item number 1) by the **percentage of the year** covered by the CR (rounded to the nearest hundredth). For H.J. Res. 124, use 72 days/365 days = 19.73 percent.

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OMB's automatic apportionment of short-term CRs: Example of Attachment B *(page 1 out of two pages)*

ATTACHMENT B: Non-CHIMP[1] Cancellations Recurring in a 2015 Continuing Resolution
(budget authority in millions of dollars)

Appropriations Bill:	2014 Enacted	2015 CR
Cancellations of Unobligated Balances:		
Agriculture and Rural Development:		
USDA, Agriculture Buildings and Facilities and Rental Payments	-30	---
USDA, Resource Conservation and Development	-2	---
USDA, Rural Housing Insurance Fund Program Account	-1	---
Total, Agriculture and Rural Development	**-33**	---
Commerce, Justice, Science:		
DOC, Public Telecommunications Facilities, Planning and Construction	-9	-1
DOJ, Working Capital Fund	-30	-30
DOJ, Research, Evaluation, and Statistics	-4	-4
DOJ, State and Local Law Enforcement Assistance	-45	-45
DOJ, Juvenile Justice Programs	-10	-10
DOJ, Community Oriented Policing Services	-26	-26
DOJ, Violence Against Women Prevention and Prosecution Programs	-12	-12
Total, Commerce, Justice, Science	**-136**	**-128**
Defense:		
DOD, Research, Development, Test and Evaluation, Army	-46	---
DOD, Research, Development, Test and Evaluation, Navy	-59	---
DOD, Research, Development, Test and Evaluation, Air Force	-39	---
DOD, Other Procurement, Army	-85	-45
DOD, Research, Development, Test and Evaluation, Defense-wide	-15	---
DOD, Aircraft Procurement, Navy	-122	-112
DOD, National Defense Sealift Fund	-24	-24
DOD, Weapons Procurement, Navy	-38	-5
DOD, Other Procurement, Navy	-274	-8
DOD, Procurement, Marine Corps	-13	-13
DOD, Aircraft Procurement, Air Force	-689	-239
DOD, Missile Procurement, Air Force	-65	-55
DOD, Other Procurement, Air Force	-45	-45
DOD, Procurement, Defense-wide	-104	-104
DOD, Defense Health Program	-250	-104
DOD, Cooperative Threat Reduction Account	-38	-6
DOD, Ship Modernization, Operations and Sustainment Fund[2]	-1,920	-1,920
Total, Defense	**-3,826**	**-2,680**
Energy and Water Development:		
NNSA, Weapons Activities	-64	-64
DOE, Energy Efficiency and Renewable Energy	-10	-5
Total, Energy and Water Development	**-74**	**-69**
Homeland Security:		
DHS, Citizenship and Immigration Services	-2	-2
DHS, Operating Expenses [United States Secret Service]	-1	-1
DHS, Aviation Security	-37	-2
DHS, Immigration and Customs Enforcement	-4	-3
DHS, Customs and Border Protection	-1	-1
DHS, Operating Expenses [United States Coast Guard]	-4	-4
DHS, Federal Air Marshals	-1	---
DHS, Surface Transportation Security	-20	---
DHS, Border Security Fencing, Infrastructure, and Technology	-67	-67
DHS, State and Local Programs	-1	-1
DHS, Working Capital Fund [Departmental Management and Operations]	-1	---
DHS, Transportation Security Support	-1	---
DHS, Acquisition, Construction, and Improvements	-149	-135
DHS, National Pre-disaster Mitigation Fund	-2	-2

OMB's automatic apportionment of short-term CRs: Example of Attachment C *(page 1 of two pages)*

ATTACHMENT C: Changes in Mandatory Programs Recurring in a 2015 Continuing Resolution

(Budget authority in millions of dollars)

CHIMPs by Appropriations Subcommittee:	2014 Enacted[1]	2015 CR
Agriculture and Rural Development:		
USDA, Funds for Strengthening Markets, Income, and Supply (Section 32)	-189	**-189**
USDA, Watershed Rehabilitation Program	-153	**-142**
USDA, Energy Assistance Payments	-8	---
USDA, Farm Security and Rural Investment Programs	-274	**-133**
USDA, Rural Economic Development Grants (Cushion of Credit)	-171	**-128**
USDA, Biorefinery Assistance Program Account	-41	**-41**
USDA, Supplemental Nutrition Assistance Program	-11	---
USDA, Child Nutrition Programs (Obligation Delay)	-119	**-119**
Total, Agriculture and Rural Development	**-966**	**-752**
Commerce, Justice, and Science:		
DOC, NOAA, Promote and Develop Fishery Products Transfer	-115	**-115**
DOJ, Assets Forfeiture Fund	-84	**-84**
DOJ, Crime Victims Fund (Obligation Delay)	-9,328	**-11,029**
DHS, Citizenship and Immigration Services Transfer	-4	**-4**
Total, Commerce, Justice, and Science	**-9,531**	**-11,232**
Financial Services:		
Treasury, Forfeiture Fund	-736	**-736**
OPM, Revolving Fund	-7	---
FDIC, Deposit Insurance Fund Transfer to the OIG	-35	**-35**
Postal Service, Transfers to the OIG & Postal Regulatory Commission (PRC)	-255	**-255**
Postal Service, Discretionary Offsetting Collections for Transfers to the OIG & PRC	+255	**+255**
Securities and Exchange Commission Reserve Fund	-25	**-25**
Total, Financial Services	**-803**	**-796**
Homeland Security:		
Treasury, Forfeiture Fund	-100	**-100**
Total, Homeland Security	**-100**	**-100**
Interior and Environment:		
USDA, Forest Service Permanent Appropriations	-17	**-17**
USDA, Stewardship Contracting Product Sales	+1	---
DOI, Mineral Leasing and Associated Payments	-40	---
DOI, NPS, Land Acquisition and State Assistance	-28	**-28**
DOI, Compact for Free Association	+13	**+13**
Total, Interior and Environment	**-71**	**-32**
Labor, HHS, and Education:		
HHS, Children's Health Insurance Fund, CHIPRA Performance Bonus	-6,317	**-1,751**
HHS, CMS Program Management, High Risk Pools	+22	**+22**
HHS, Transfer to Independent Payment Advisory Board (HI)	-6	**-6**
HHS, Transfer to Independent Payment Advisory Board (SMI)	-4	**-4**
HHS, Prevention and Public Health Fund Transfers	-928	**-928**
HHS, CDC Transfer from Prevention and Public Health Fund	+831	**+831**
HHS, SAMHSA Transfer from Prevention and Public Health Fund	+62	**+62**
HHS, Healthcare Research and Quality Transfer from Prevention and Public Health Fund	+7	**+7**
HHS, Aging and Disabilities Services Transfer from Prevention and Public Health Fund	+28	**+28**
Total, Labor, HHS, and Education	**-6,305**	**-1,739**
Legislative Branch:		
Member Pay Freeze	-1	---
Total, Legislative Branch	**-1**	---

Common CR questions received by both OMB/Treasury:

- What's the difference between a short term and a long term CR?

- What are exception apportionments?
  - *See section 123.7 of OMB Circular A-11*

- Are nonexpenditure transfers and/or reprogrammings allowed under a CR?
  - *See CR sections 101 ("… and under the authority and conditions provided in such Acts..") and 103 ("…to the extent and in the manner that would be provided..")*

Common CR questions received by both OMB/Treasury:

- Will an appropriation warrant be processed during a CR?
- What types of appropriation warrants are processed during a CR?
- What should be reported in GTAS?

Fiscal Service's Appropriation Warrant process during a short-term CR:

Short-term CR:

- Generally no Appropriation Warrants are processed
  - Exceptions include direct appropriations with the CR legislation

Example:

"SEC. 134. Notwithstanding any other provision of this Act, for payment in equal shares to the children and grandchildren of Robert C. Byrd, **$193,400 is appropriated**."

Fiscal Service's Appropriation Warrant process during a full-year CR:

Full-year CR:

- Appropriation Warrants are processed and issued based on the annualized level of funding

Note:

Determination of the annualized level of funding is coordinated between Fiscal Service, OMB and Federal Program Agencies

Fiscal Service's Appropriation Warrant process during a full-year CR:

Federal Program Agencies must submit to Fiscal Service the following:

- The legislative authority (Public Law)
- Account symbols for the current FY and the amount for each account
- A contact personal for additional information
- The appropriate official's signature (the person authorized to request an appropriation under a continuing resolution)

Common CR questions received by both OMB/Treasury:

What USSGL account is used to record a CR?

Account Number: 109000

Account Title: Fund Balance With Treasury Under a Continuing Resolution

Normal Balance: Debit

Definition: The amount equal to the funding provided under a continuing resolution and apportioned in accordance with Office of Management and Budget's automatic apportionment bulletin. Pursuant to a continuing resolution or enacted annual appropriation act, **the account may be used while awaiting a warrant to be issued for an appropriation** by the U. S. Department of the Treasury's Bureau of the Fiscal Service. The balance in this account will adjust to zero when the U.S. Department of the Treasury's Bureau of Fiscal Service issues a warrant and must adjust to zero by yearend. This account does not close at yearend.

Posting Logic for recording a CR:

Example:

- Annualized level of appropriation (rate for operations) 100,000
- CR apportioned amount available for obligation 5,000

411900 Other Appropriations Realized	100,000	
445000 Unapportioned Authority		100,000
109000 FBWT under a Continuing Resolution	5,000**	
310100 Unexpended Appropriations – Appropriations Received		5,000**

** Record amount apportioned by OMB from CR's rate for operations

Posting Logic for recording a CR:

Record Authority Temporarily Unavailable

445000 Unapportioned Authority	95,000	
439500 Authority Unavailable For Obligation Pursuant to Public Law – Temporary		95,000

Record Payment not Previously Accrued

480100 Undelivered Orders – Obligations, Unpaid	1,000	
490200 Delivered Orders – Obligations, Paid		1,000
610000 Operating Expenses	1,000	
101000 Fund Balance with Treasury		1,000
310700 Unexpended Appropriations - Used	1,000	
570000 Expended Appropriations		1,000

Posting Logic for recording a CR:

Appropriation Enacted

Adjust USSGL account 109000 to zero

439500	Authority Unavailable For Obligation Pursuant to Public Law – Temporary	95,000
445000	Unapportioned Authority	95,000

101000	Fund Balance with Treasury	100,000**
109000	FBWT under a Continuing Resolution	5,000
310100	Unexpended Appropriations – Appropriations Received	95,000**

Adjust based on amount received in appropriation act.

Common CR questions received by both OMB/Treasury:

- If an agency continues to operate a program based on the previous year's budget authority but there's no funding for the program when the legislation is signed is the federal government and/or agency responsible for the obligations made?
  - ➢ If so, what are the procedures for liquidating the obligations?
    - ✓ *OMB Circular A-11, section 123.13*

CR resources:

OMB Circular A-11, Section 123 and Section 120 Exhibits F, G, and H

Appropriations Provided by a Continuing Resolution Scenario
http://www.fms.treas.gov/ussgl/approved_scenarios/continuing_resolution_october_2005.pdf

Treasury Financial Manual, Volume I, Part 2, Chapter 2000, subsection 2025.20.

GAO Redbook Volume II, Chapter 8

Appendix

Appendix
History of Continuing Resolutions

The following History of Continuing Resolutions was compiled from GAO reports GAO-09-8799 and GAO-06-382SP, and Congressional Research Service report CRS RL30343

Appendix

History of Continuing Resolutions: Overview

- CRs date from at least the late 1870s and have been part of the regular appropriations process for more than 50 years.
- With the exception of three fiscal years (FY 1989, FY 1995, FY 1997), at least one CR has been enacted each fiscal year since 1955.[1]
- Over the past 35 years the nature, scope, and durations of CRs has expanded.
- From the early 1970s - 1987, CRs expanded from interim funding measures (brief) to providing funding in lieu of appropriations bill through the end of the fiscal year.
- In some cases these measures included the full text of regular appropriations bills and/or substantive legislation.
- CRs are attractive vehicles for substantive legislation because they are considered must-pass legislation.
- Since 1988 CRs have tended to be interim funding measures with less substantive legislation.[2]

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1 Congress enacted two FY 1977 CRs but these acts did not temporarily fund any FY 1977 regular appropriations bills because all the bills became law on or before the start of the new fiscal year.

2 Since 1988, there have been only three full-year CRs. An FY 1992 CR provided full-year funding for one regular appropriations bill, an FY 2007 full-year measure continued funding for nine of the 11 regular bills, and an FY 2011 full-year CR funded 11 of the 12 regular bills.

Appendix

History of Continuing Resolutions: Statistics and Trivia

- From 1962-1981, 85 percent of the appropriations bills for Federal agencies were enacted after the start of the fiscal year and thus required CRs.
- For 24 of the 28 FYs between FY 1977 and FY 2004, Congress did not complete action on a majority of the 13 regular appropriations by the start of the fiscal year.
  - In eight of those years they did not finish any of the bills by the start of the new year.
- For FY 1978-FY 1988, Congress enacted a full-year CR each year.
- Twenty-one CRs were enacted for FY 2001.
- In 1995, significant budgetary conflict over spending priorities occurred between Congress and the Administration, within Congress, and within the political parties as well.
  - Due in part to these differences, there were two partial Government shutdowns in the winter of 1995-1996; the first lasted for five days and the second, for 21 days.
  - Instead of resolving the FY 1996 conflicts in the form of one or more CRs, Congress created an omnibus measure for FY 1996.