



Duration of Continuing Resolutions in Recent Years

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Summary

Continuing appropriations acts, commonly known as *continuing resolutions*, have been an integral component of the annual appropriations process for decades. Whenever action on one or more of the regular appropriations acts for a fiscal year is incomplete as the end of a congressional session nears, one issue that arises is the appropriate duration of any period for which continuing resolutions will be used.

Continuing resolutions may have a relatively short duration in the expectation that action on the regular appropriations acts will be concluded within several days or weeks. Alternatively, continuing resolutions may have a longer duration to postpone final action on appropriations decisions until after elections or into the beginning of the next congressional session. Finally, a continuing resolution may provide funding for the remainder of the fiscal year.

The duration of a continuing resolution refers to the period for which continuing appropriations are made available for the use of agencies. (Legislative provisions, as opposed to funding provisions, contained in a continuing resolution may remain in effect for a longer period, even as permanent law.) The period ends either upon enactment of the applicable regular appropriations act or on an expiration date specified in the continuing resolution, whichever occurs first.

Over the past half century, the timing patterns for congressional action on regular appropriations acts have varied considerably, but tardy enactment has been a recurring problem. During the 59-year period covering FY1952-FY2010, all of the regular appropriations acts were enacted on time in only four instances (FY1977, FY1989, FY1995, and FY1997). No continuing resolutions were enacted for three of these fiscal years, but continuing resolutions were enacted for FY1977 to fund certain unauthorized programs whose funding had been dropped from the regular appropriations acts. Further, no continuing resolutions were enacted for FY1953 even though all but one of the regular appropriations were enacted late.

Full-year continuing resolutions provide funding for one or more of the regular appropriations acts for the remainder of the fiscal year. While Congress has employed full-year continuing resolutions on many occasions, it has not done so consistently over time. For each of the 11 fiscal years covering FY1978-FY1988, Congress enacted a full-year continuing resolution. Three years later, Congress enacted another full-year continuing resolution, for FY1992. Most recently, a full-year continuing resolution was enacted for FY2007.

During the past 13 fiscal years (FY1998-FY2010), Congress provided funding under continuing resolutions for an average each year of nearly four months (111.5 days). The period for which continuing appropriations were provided in these 13 years ranged from 21 days to 365 days. On average, each of the 79 continuing resolutions enacted during this period lasted for about 18 days.

This report will be updated as developments warrant.

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Continuing appropriations acts, commonly known as *continuing resolutions*, have been an integral component of the annual appropriations process for decades. Whenever action on the regular appropriations acts for a fiscal year is incomplete as the end of a congressional session nears, one issue that arises is the most appropriate duration of any period for which continuing resolutions will be used.

Continuing resolutions may have a relatively short duration in the expectation that action on the regular appropriations acts will be concluded within several days or weeks. Alternatively, continuing resolutions may have a longer duration to postpone final action on appropriations decisions until after elections or into the beginning of the next congressional session. Finally, a continuing resolution may provide funding for the remainder of the fiscal year.

This report provides information on congressional practices with respect to the duration of continuing resolutions, including the use of full-year measures, and focuses particularly on the period covering FY1998-FY2010.

Features of Continuing Resolutions

The routine activities of most federal agencies are funded by means of annual appropriations provided in one or more of the regular appropriations acts.¹ When action on the regular appropriations acts is delayed, Congress turns to one or more continuing appropriations acts to provide stop-gap funding.² In the absence of regular appropriations, the failure to enact continuing appropriations in a timely manner results in a funding gap.³ Funding gaps usually require that affected federal agencies shut down and furlough many of their employees.⁴

Continuing appropriations acts commonly are referred to as *continuing resolutions* (or CRs) because usually they provide continuing appropriations in the form of a joint resolution rather than a bill. Occasionally, however, continuing appropriations are provided in bill form.

In most of the years in which continuing resolutions have been used, a series of two or more have been enacted into law. Continuing resolutions may be designated by their order (e.g., *first* continuing resolution, *second* continuing resolution, and so on) or, after the initial continuing resolution has been enacted, designated merely as a *further* continuing resolution.

The duration of a continuing resolution refers to the period for which continuing appropriations are made available for the use of agencies. (Legislative provisions, as opposed to funding provisions, contained in a continuing resolution may remain in effect for a longer period, even as permanent law.) The period ends either upon enactment of the applicable regular appropriations

¹ The number of regular appropriations acts varied between 11 and 14 during the past half century, but was fixed at 13 for the period covering FY1968-FY2005. Realignment of the House and Senate Appropriations subcommittees at the beginning of the 109th Congress reduced the number of regular appropriations acts, beginning with FY2006, to 11; further realignment at the beginning of the 110th Congress changed the number to 12, beginning with FY2008.

² For general information, see CRS Report RL30343, *Continuing Resolutions: Latest Action and Brief Overview of Recent Practices*, by Sandy Streeter.

³ Additional information on this topic is provided in CRS Report RS20348, *Federal Funding Gaps: A Brief Overview*, by Robert Keith.

⁴ Exceptions are made under law so that activities for certain authorized purposes, such as protecting property and the safety of human life, may continue during a funding gap.

act or on an expiration date specified in the continuing resolution, whichever occurs first. The duration of a continuing resolution may vary for different agencies covered thereunder as an agency's regular appropriations act is enacted and its coverage under the continuing resolution ceases. In addition, a continuing resolution may contain an expiration date for one or more agencies or programs that differs from the one that applies generally to the covered agencies and programs.

For example, Section 107 of P.L. 108-84 (117 Stat. 1043), the first continuing resolution for FY2004 (which began on October 1, 2003), set the duration of the measure at 31 days:

Sec. 107. Unless otherwise provided for in this joint resolution or in the applicable appropriations Act, appropriations and funds made available and authority granted pursuant to this joint resolution shall be available until (a) enactment into law of an appropriation for any project or activity provided for in this joint resolution, or (b) the enactment into law of the applicable appropriations Act by both Houses without any provision for such project or activity, or (c) October 31, 2003, whichever first occurs.

Oftentimes, subsequent continuing resolutions simply will replace the expiration date in the preceding continuing resolution with a new one. For example, Section 1 of the second continuing resolution for FY2004, P.L. 108-104 (117 Stat. 1200), stated that "Public Law 108-84 is amended by striking the date specified in Section 107(c) and inserting 'November 7, 2003'." This action extended the duration of the preceding continuing resolution by seven days.

Based upon their duration, continuing resolutions may be classified as either partial-year or full-year measures. Partial-year continuing resolutions provide funding for periods usually measured in days or weeks (but sometimes months), while full-year continuing resolutions provide funding through September 30 of the next congressional session, the last day of the fiscal year.

By enacting a series of partial-year continuing resolutions, Congress secures increments of time for itself to complete action on some or all of the remaining regular appropriations acts before ending the congressional session. The duration of the continuing resolutions may be shortened, sometimes to a single day, to keep pressure on legislators to conclude their business, or may be lengthened to weeks to accommodate lengthy negotiations or congressional recesses. In some cases, continuing resolutions have carried over into the next session when Congress wanted to postpone making difficult political or policy decisions. Finally, when it does not seem likely that one or more of the regular appropriations acts for a fiscal year will be enacted separately, a full-year continuing resolution may be used to complete legislative action.

Continuing resolutions usually fund activities under a formula-type approach that provides spending at a restricted level, such as "at a rate for operations not exceeding the current rate" (i.e., generally equivalent to the total amount of appropriations provided for the prior fiscal year). The amount of funding available for particular activities is often increased when the regular appropriations act subsequently is enacted. Congress is not bound by these conventions in determining funding levels, however, and there have been several variations in practice in continuing resolutions over the years.

In addition, continuing resolutions generally do not allow new activities to be initiated. Instead, funding usually is available only for activities conducted during the past year, and existing conditions and limitations on program activity are retained via language contained within the resolution's text.

Persistent Need for Continuing Resolutions

Over the past half century, the timing patterns for congressional action on regular appropriations acts have varied considerably, but tardy enactment has been a recurring problem. During the 59-year period covering FY1952-FY2010, all of the regular appropriations acts were enacted on time in only four instances (FY1977, FY1989, FY1995, and FY1997). No continuing resolutions were enacted for three of these fiscal years, but continuing resolutions were enacted for FY1977 to fund certain unauthorized programs whose funding had been dropped from the regular appropriations acts. Further, no continuing resolutions were enacted for FY1953 even though all but one of the regular appropriations were enacted late.⁵

In an effort to reduce the reliance on continuing resolutions, the Congressional Budget Act of 1974 lengthened the time available for Congress to act on annual appropriations measures by moving the start of the fiscal year back three months, from July 1 to October 1.⁶ Procedures under the act first were implemented fully for FY1977. During the preceding 25 fiscal years, covering FY1952-FY1976, Congress did not once enact all of the regular appropriations acts on time. As a result, one or more continuing resolutions were enacted each year during this period, except for FY1953.⁷

The change made by the 1974 act in the start of the fiscal year yielded immediate results—all of the regular appropriations acts for FY1977 were enacted on time. (Despite this achievement, two continuing resolutions were enacted to fund certain unauthorized programs that had been excluded from the regular appropriations acts.) The initial success was short-lived, and congressional reliance on continuing resolutions has persisted in the ensuing years.

After FY1977, all of the regular appropriations acts were enacted on time in only three other instances—for FY1989, FY1995, and FY1997. Consequently, one or more continuing resolutions were needed each year during this period, except for these three fiscal years (see **Table 3**, at the end of the report).

In most years, more than one continuing resolution was needed as Congress worked to complete action on the regular appropriations acts. In total, 148 continuing resolutions were enacted into law during the period covering FY1977-FY2010, ranging from zero to 21 annually. On average, about four continuing resolutions were enacted each year during this interval.

Use of Full-Year Continuing Resolutions

Full-year continuing resolutions provide funding for one or more of the regular appropriations acts for the remainder of the fiscal year (i.e., through June 30 for FY1976 and prior years, and

⁵ Section 1414 of P.L. 82-547 (66 Stat. 661) made regular appropriations enacted late available as of July 1, 1952 (the first day of FY1953) and ratified any obligations incurred before their enactment.

⁶ Section 501 (88 Stat. 321) of P.L. 93-344; July 12, 1974. This section later was replaced by the Federal Credit Reform Act of 1990, but the start of the fiscal year remains October 1 (see 31 U.S.C. 1102).

⁷ Although regular appropriations measures for FY1953 were enacted into law after the start of the fiscal year on July 1, 1952, no continuing appropriations were provided. Section 1414 of P.L. 82-547 (July 15, 1952), a supplemental appropriations measure for FY1953, resolved the legalities arising from the tardy enactment of appropriations for that year.

through September 30 for FY1977 and subsequent years). They represent a determination by Congress to abandon any further efforts to enact separately any unfinished regular appropriations acts for the fiscal year, and to bring the annual appropriations process for that year to a close (except for the later consideration of supplemental appropriations acts).

While Congress has employed full-year continuing resolutions on many occasions, it has not done so consistently over time. Prior to the full implementation of the 1974 Congressional Budget Act for FY1977, full-year continuing resolutions were used periodically. Full-year continuing resolutions, for example, were enacted into law for four of the six preceding fiscal years (FY1971, FY1973, FY1975, and FY1976).⁸

Following the successful completion of action on the regular appropriations acts for FY1977, Congress returned to the use of full-year continuing resolutions for more than a decade. For each of the 11 fiscal years following FY1977, covering FY1978-FY1988, Congress enacted a full-year continuing resolution. Three years later, Congress enacted another full-year continuing resolution, for FY1992. Most recently, a full-year continuing resolution was enacted for FY2007.

Full-year continuing resolutions may provide appropriations in different ways, including (1) by formulaic provisions (e.g., “at a rate for operations not in excess of the current rate or the rate provided in the budget estimate, whichever is lower”), in which the amounts available for individual projects and activities must be determined by comparing two or more alternatives; (2) by incorporating the full text of the applicable regular appropriations acts (including incorporation by cross-reference to other measures), thereby obviating the need to make any funding determinations; or (3) by a combination of the two.

From a functional perspective, full-year continuing resolutions that do not include any formulaic provisions, but instead provide appropriations using the full text of acts (including by cross-reference), may be regarded by some as omnibus appropriations acts rather than continuing resolutions, even if they are entitled an act “making continuing appropriations” or “making further continuing appropriations.”

Table 1 identifies the 13 full-year continuing resolutions enacted for the period covering FY1977-FY2010. Seven of the measures included at least one formulaic funding provision, while the remaining six did not.

Nine of the 13 full-year continuing resolutions during this period were enacted in the first quarter of the fiscal year—three in October, two in November, and four in December. The four remaining measures, however, were enacted during the following session, between February 15 and June 5.

As **Table 1** shows, full-year continuing resolutions enacted during the first five years of this period were relatively short measures, ranging in length from one to four pages in the *Statutes-at-Large*. Beginning with FY1983 and extending through FY1988, however, the measures became much lengthier, ranging in length from 19 to 451 pages (averaging 244 pages).

The greater page length of full-year continuing resolutions enacted for the period covering FY1983-FY1988 may be explained by two factors. First, full-year continuing resolutions enacted

⁸ The full-year continuing resolution for FY1976, P.L. 94-254, provided funding through the end of the fiscal year (June 30, 1976) as well as through the end of a “transition quarter” (September 30, 1976) made necessary by the change in the start of the fiscal year from July 1 to October 1.

prior to FY1983 generally established funding levels by a formulaic reference to pending regular appropriations acts. With regard to a specific appropriations act, for example, funding levels may have been keyed to the lesser of the amounts provided in the House-passed or Senate-passed versions of the act. Beginning with FY1983, however, Congress largely abandoned the use of formulaic references to establish funding levels. Instead, the full text of some or all of the covered regular appropriations acts usually was incorporated into the full-year continuing resolution, thereby increasing its length considerably.

Secondly, the number of regular appropriations acts covered by full-year continuing resolutions increased significantly during the FY1983-FY1988 period. For the period covering FY1978-FY1982, the number of regular appropriations acts covered by continuing resolutions for the full fiscal year ranged from one to eight (averaging four). Beginning with FY1983 and extending through FY1988, the number of covered acts ranged from five to 13 (averaging 9.25).

Table I. Full-Year Continuing Resolutions: FY1977-FY2010

Fiscal Year	Public Law Number	Enactment Date	Page Length (Statutes-at-Large)	Included Formulaic Funding Provision(s)?	Number of Appropriations Acts Covered
1977	[none]	—	—	—	—
1978	P.L. 95-205	12-09-1977	2	No	2
1979	P.L. 95-482	10-18-1978	4	No	1
1980	P.L. 96-123	11-20-1979	4	Yes	5
1981	P.L. 97-12	06-05-1981	2 ^a	Yes	8 ^a
1982	P.L. 97-161	03-31-1982	1	Yes	4 ^b
1983	P.L. 97-377	12-21-1982	95	Yes	7
1984	P.L. 98-151	11-14-1983	19	Yes	5
1985	P.L. 98-473	10-12-1984	363	No	9
1986	P.L. 99-190	12-19-1985	142	No	8
1987	P.L. 99-591	10-30-1986	391	No	13
1988	P.L. 100-202	12-22-1987	451	No	13
1989	[none]	—	—	—	—
1990	[none]	—	—	—	—
1991	[none]	—	—	—	—
1992	P.L. 102-266	04-01-1992	8	Yes	10 ^c
1993-2006	[none]	—	—	—	—
2007	P.L. 110-5	02-15-2007	53	Yes	9 ^d
2008	[none]	—	—	—	—
2009	[none]	—	—	—	—
2010	[none]	—	—	—	—

Source: Prepared by the Congressional Research Service.

- a. This full year continuing resolution was contained within the FY 1981 Supplemental Appropriations and Rescissions Act 1981 (H.R. 3512, see Title IV, "Further Continuing Appropriations"). Title IV extends through the end of the fiscal year the expiration of P.L. 95-536, which included appropriations for the Legislative Branch; Departments of Labor, Health and Human Services, and Education, and Related Agencies; Agriculture, Rural Development and Related Agencies; District of Columbia; Department of Housing and Urban Development-Independent Agencies; Department of Interior and Related Agencies; Departments of State, Justice, and Commerce, the Judiciary, and Related Agencies; Department of Defense.
- b. This full year continuing resolution extended through the end of the fiscal year the expiration date of P.L. 97-92, which included appropriations for Treasury, Postal Service and General Government; Department of Transportation and Related Agencies; Department of Housing and Urban Development Independent Agencies; Departments of Commerce, Justice, and State, the Judiciary.
- c. This full year continuing resolution extended through the end of FY1992 the expiration date of P.L. 102-163, which included appropriations for Agriculture, Rural Development, Food and Drug Administration, and Related Agencies; Departments of Commerce, Justice, and State, the Judiciary; Department of Defense; Foreign Operations, Export Financing, and Related Programs; Department of the Interior and Related Agencies; Departments of Labor, Health and Human Services, and Education, and Related Agencies; Military Construction; Department of Transportation and Related Agencies; Treasury, Postal Service, and General Government; Departments of Veterans Affairs and Housing and Urban Development, and Independent Agencies.
- d. During the 109th Congress, the House and Senate appropriations subcommittee jurisdictions were not entirely parallel. As a result, the forms in which the initial pieces of appropriations legislation were considered differed between the chambers. Ultimately, spending authority provided in the full-year continuing resolution was designated in Section 101 as nine appropriations Acts as follows: Agriculture, Rural Development, Food and Drug Administration, and Related Agencies; Energy and Water Development; Foreign Operations, Export Financing, and Related Programs; Department of the Interior, Environment, and Related Agencies; Departments of Labor, Health and Human Services, and Education, and Related Agencies; Legislative Branch; Military Quality of Life and Veterans Affairs; Science, State, Justice, Commerce, and Related Agencies; Transportation, Treasury, Housing and Urban Development, Judiciary, District of Columbia, and Independent Agencies.

Recent Congressional Practices (FY1998-FY2010)

Continuing resolutions have been an important element of the annual appropriations process during the last 13 fiscal years, covering FY1998-FY2010. (FY1997 was the most recent year for which no continuing resolutions were needed.) As shown in **Table 2**, a total of 79 continuing resolutions were enacted into law during the period. While the average number of such measures enacted per year was about six (6.1), the actual number enacted ranged from two measures (for FY2009 and FY2010) to 21 (for FY2001).

Table 2. Number and Duration of Continuing Resolutions: FY1998-FY2010

Fiscal Year	Number of Continuing Resolutions	Duration in Days ^a	Average Duration for Each Act	Final Expiration Date
1998	6	57	9.5	11-26-1997
1999	6	21	3.5	10-21-1998
2000	7	63	9.0	12-02-1999
2001	21	82	3.9	12-21-2000
2002	8	102	12.8	01-10-2002
2003	8	143	17.9	02-20-2003

Fiscal Year	Number of Continuing Resolutions	Duration in Days ^a	Average Duration for Each Act	Final Expiration Date
2004	5 ^b	123	24.6	01-31-2004
2005	3	69	23.0	12-08-2004
2006	3	92	30.7	12-31-2005
2007	4	365	91.3	09-30-2007
2008	4	92	23.0	12-31-2007
2009	2	162	81.0	03-11-2009
2010	2	79	39.5	12-18-2009
Total	79	1,450	—	—
Annual Average	6.1	111.5	18.4	—

Source: Prepared by the Congressional Research Service.

- Duration is measured, in the case of the initial continuing resolution for a fiscal year, from the first day of the year (October 1). For subsequent continuing resolutions for a fiscal year, duration is measured from the expiration date of the preceding continuing resolution.
- The fifth continuing resolution for FY2004 did not change the expiration date of January 31, 2004, established in the preceding continuing resolution.

During these last 13 years, Congress provided funding by such means for an average each year of nearly four months (111.5 days). Taking into account all of the continuing resolutions enacted for each year, the period for which continuing appropriations were provided ranged from 21 days to 365 days. On average, each of the 79 continuing resolutions enacted lasted for about 18 (18.4) days.⁹ One full-year continuing resolution was used during this period, covering FY2007.

In the first four instances (FY1998-FY2001), the expiration date in the final continuing resolution was set in the first quarter of the fiscal year, on a date occurring between October 21 and December 21. The expiration date in the final continuing resolution for the next three fiscal years (FY2002-FY2004), however, was set in the following session on a date occurring between January 10 and February 20.

The expiration dates in the final continuing resolutions for three of the next four fiscal years (FY2005, FY2006, and FY2008) were in the first quarter of the fiscal year on a date occurring between December 8 and December 31. The final continuing resolution for FY2007 provided funding through the remainder of the fiscal year, with an expiration date of September 30, 2007.

Finally, the first continuing resolution for FY2009 carried an expiration date of March 6, 2009, which was extended for another five days by a second continuing resolution. Continuing appropriations for FY2010 were provided through December 18, 2009.

Figure 1 presents a representation of both the number and duration of continuing resolutions for FY1998-FY2010. As the figure shows, there is no significant correlation between these two variables.

⁹ The fifth continuing resolution enacted for FY2004, P.L. 108-185, did not change the expiration date of January 31, 2004, set in the preceding continuing resolution.

Six continuing resolutions were enacted for both FY1998 and FY1999, but the same number of measures lasted for a period of 57 days for FY1998 and only 21 days for FY1999. The largest number of continuing resolutions enacted for a single fiscal year during this period—21 for FY2001—covered a period lasting 82 days, at an average duration of 3.9 days per act. The smallest number enacted—two each for FY2009 and FY2010—covered 162 days and 79 days, respectively, at an average duration of 81 days and 40 days per act.

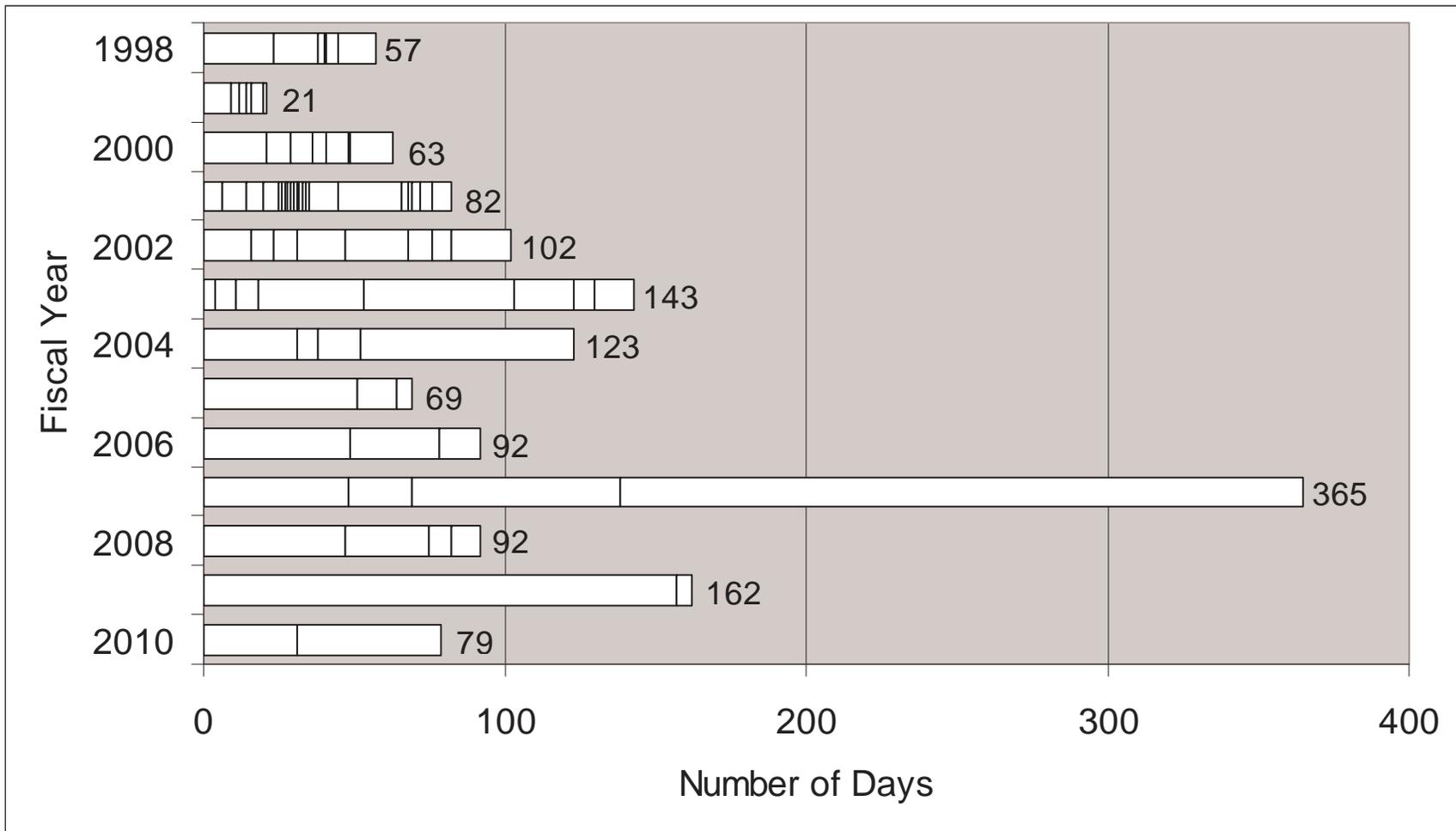
Figure 1 also shows considerable mix in the use of shorter-term and longer-term continuing resolutions for a single fiscal year. For FY2001, for example, 21 continuing resolutions covered the first 82 days of the fiscal year. The first 25 days were covered by a series of four continuing resolutions lasting between five and eight days each. The next 10 days, a period of intense legislative negotiations leading up to the national elections on November 7, 2000, were covered by a series of 10 one-day continuing resolutions.

The next 31 days were covered by only two continuing resolutions, the first lasting 10 days and the second lasting 21 days. The first of these two continuing resolutions was enacted into law on November 4, the Saturday before the election, and extended through November 14, the second day of a lame-duck session. The second continuing resolution was enacted into law on November 15; it expired on December 5, 10 days before the lame-duck session ended.

The remaining five continuing resolutions, which ranged in duration from one to six days, covered the remainder of the lame-duck session and several days beyond (as the final appropriations legislation passed by Congress was processed for the President's approval).

Table 3 provides more detailed information on the number, length, and duration of continuing appropriations acts enacted for FY1977-FY2010. As indicated previously, this represents the period during which the congressional budget process established by the 1974 Congressional Budget Act has been in effect, including the change in the start of the fiscal year from July 1 to October 1.

Figure I. Duration of Continuing Resolutions: FY1998-FY2010



Note: Each segment of a bar for a fiscal year represents the duration of one continuing resolution. The left-most segment represents the first continuing resolution, effective beginning on October 1 (the start of the fiscal year). Duration is measured, in the case of the initial continuing resolution for a fiscal year, from the first day of the year through the expiration date. For subsequent continuing resolutions for a fiscal year, duration is measured from the expiration date of the preceding continuing resolution.

Table 3. Number, Length, and Duration of Continuing Resolutions: FY1977-FY2010

Fiscal Year	Number of Acts by Fiscal Year	Number of Acts Cumulatively	Public Law Number	Statutes-at-Large Citation	Page Length	Enactment Date	Expiration Date	Duration in Days ^a
1977	1	1	P.L. 94-473	90 Stat. 2065-2067	3	10-11-1976	03-31-1977	183
	2	2	P.L. 95-16	91 Stat. 28	1	04-01-1977	04-30-1977	30
1978	1	3	P.L. 95-130	91 Stat. 1153-1154	2	10-13-1977	10-31-1977	31
	2	4	P.L. 95-165	91 Stat. 1323-1324	2	11-09-1977	11-30-1977	30
	3	5	P.L. 95-205	91 Stat. 1460-1461	2	12-09-1977	09-30-1978	304
1979	1	6	P.L. 95-482	92 Stat. 1603-1605	3	10-18-1978	09-30-1979	365
1980	1	7	P.L. 96-86	93 Stat. 656-663	8	10-12-1979	11-20-1979	51
	2	8	P.L. 96-123	93 Stat. 923-926	4	11-20-1979	09-30-1980	315
1981	1	9	P.L. 96-369	94 Stat. 1351-1359	9	10-01-1980	12-15-1980	76
	2	10	P.L. 96-536	94 Stat. 3166-3172	7	12-16-1980	06-05-1981	172
	3	11	P.L. 97-12 ^b	95 Stat. 95-96	2	06-05-1981	09-30-1981	117
1982	1	12	P.L. 97-51	95 Stat. 958-968	11	10-01-1981	11-20-1981	51
	2	13	P.L. 97-85	95 Stat. 1098	1	11-23-1981	12-15-1981	22
	3	14	P.L. 97-92	95 Stat. 1183-1203	21	12-15-1981	03-31-1982	106
	4	15	P.L. 97-161	96 Stat. 22	1	03-31-1982	09-30-1982	183
1983	1	16	P.L. 97-276	96 Stat. 1186-1205	20	10-02-1982	12-17-1982	78
	2	17	P.L. 97-377	96 Stat. 1830-1924	95 ^c	12-17-1982	09-30-1983	287
1984	1	18	P.L. 98-107	97 Stat. 733-743	11	10-01-1983	11-10-1983	41
	2	19	P.L. 98-151	97 Stat. 964-982	19	11-10-1983	09-30-1984	325
1985	1	20	P.L. 98-441	98 Stat. 1699-1701	3	10-03-1984	10-03-1984	3
	2	21	P.L. 98-453	98 Stat. 1731	1	10-05-1984	10-05-1984	2
	3	22	P.L. 98-455	98 Stat. 1747	1	10-06-1984	10-09-1984	4
	4	23	P.L. 98-461	98 Stat. 1814	1	10-10-1984	10-11-1984	2
	5	24	P.L. 98-473	98 Stat. 1837-1976	140 ^d	10-12-1984	09-30-1985	354

Fiscal Year	Number of Acts by Fiscal Year	Number of Acts Cumulatively	Public Law Number	Statutes-at-Large Citation	Page Length	Enactment Date	Expiration Date	Duration in Days ^a
1986	1	25	P.L. 99-103	99 Stat. 471-473	3	09-30-1985	11-14-1985	45
	2	26	P.L. 99-154	99 Stat. 813	1	11-14-1985	12-12-1985	28
	3	27	P.L. 99-179	99 Stat. 1135	1	12-13-1985	12-16-1985	4
	4	28	P.L. 99-184	99 Stat. 1176	1	12-17-1985	12-19-1985	3
	5	29	P.L. 99-190	99 Stat. 1185-1326	142 ^e	12-19-1985	09-30-1986	285
1987	1	30	P.L. 99-434	100 Stat. 1076-1079	4	10-01-1986	10-08-1986	8
	2	31	P.L. 99-464	100 Stat. 1185-1188	4	10-09-1986	10-10-1986	2
	3	32	P.L. 99-465	100 Stat. 1189	1	10-11-1986	10-15-1986	5
	4	33	P.L. 99-491	100 Stat. 1239	1	10-16-1986	10-16-1986	1
	5	34	P.L. 99-500 ^f	100 Stat. 1783 through 1783-385	386	10-18-1986	09-30-1987	349
	6 ^f	35	P.L. 99-591 ^f	100 Stat. 3341 through 3341-389	390	10-30-1986	[n/a] ^f	—
1988	1	36	P.L. 100-120	101 Stat. 789-791	3	09-30-1987	11-10-1987	41
	2	37	P.L. 100-162	101 Stat. 903	1	11-10-1987	12-16-1987	36
	3	38	P.L. 100-193	101 Stat. 1310	1	12-16-1987	12-18-1987	2
	4	39	P.L. 100-197	101 Stat. 1314	1	12-20-1987	12-21-1987	3
	5	40	P.L. 100-202	101 Stat. 1329 through 1329-450	451 ^g	12-22-1987	09-30-1988	284
1989	[none]	—	—	—	—	—	—	
1990	1	41	P.L. 101-100	103 Stat. 638-640	3	09-29-1989	10-25-1989	25
	2	42	P.L. 101-130	103 Stat. 775-776	2	10-26-1989	11-15-1989	21
	3	43	P.L. 101-154	103 Stat. 934	1	11-15-1989	11-20-1989	5
1991	1	44	P.L. 101-403	104 Stat. 867-870	4 ^h	10-01-1990	10-05-1990	5
	2	45	P.L. 101-412	104 Stat. 894-897	4	10-09-1990	10-19-1990	14
	3	46	P.L. 101-444	104 Stat. 1030-1033	4	10-19-1990	10-24-1990	5
	4	47	P.L. 101-461	104 Stat. 1075-1078	4	10-25-1990	10-27-1990	3
	5	48	P.L. 101-467	104 Stat. 1086-1087	2	10-28-1990	11-05-1990	9

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1992	1	49	P.L. 102-109	105 Stat. 551-554	4	09-30-1991	10-29-1990	29
	2	50	P.L. 102-145	105 Stat. 968-871	4	10-28-1991	11-14-1990 ⁱ	16 ⁱ
	3	51	P.L. 102-163	105 Stat. 1048	1	11-15-1991	11-26-1990	12
	4	52	P.L. 102-266	106 Stat. 92-99	8	04-01-1992	09-30-1992	183
1993	1	53	P.L. 102-376	106 Stat. 1311-1314	4	10-01-1992	10-05-1992	5
1994	1	54	P.L. 103-88	107 Stat. 977-980	4	09-30-1993	10-21-1993	21
	2	55	P.L. 103-113	107 Stat. 1114	1	10-21-1993	10-28-1993	7
	3	56	P.L. 103-128	107 Stat. 1355	1	10-29-1993	11-10-1993	13
1995	[none]	—	—	—	—	—	—	
1996	1	57	P.L. 104-31	109 Stat. 278-282	5	09-30-1995	11-13-1995	44
	2	58	P.L. 104-54	109 Stat. 540-545	6	11-19-1995	11-20-1995	7
	3	59	P.L. 104-56	109 Stat. 548-553	6	11-20-1995	12-15-1995	25
	4	60	P.L. 104-69	109 Stat. 767-772	6	12-22-1995	01-03-1996	19 ⁱ
	5	61	P.L. 104-90	110 Stat. 3-6	4	01-04-1996	01-25-1996	22 ⁱ
	6	62	P.L. 104-91	110 Stat. 10-14	5	01-06-1996	09-30-1996	290 ⁱ
	7	63	P.L. 104-92	110 Stat. 16-24	9	01-06-1996	09-30-1996	290 ⁱ
	8	64	P.L. 104-94	110 Stat. 25	1	01-06-1996	01-26-1996	42
	9	65	P.L. 104-99	110 Stat. 26-47	22	01-26-1996	03-15-1996	49 ⁱ
	10	66	P.L. 104-116	110 Stat. 826	1	03-15-1996	03-22-1996	7
	11	67	P.L. 104-118	110 Stat. 829	1	03-22-1996	03-29-1996	7
	12	68	P.L. 104-122	110 Stat. 876-878	3	03-29-1996	04-24-1996	26 ⁱ
	13	69	P.L. 104-131	110 Stat. 1213	1	04-24-1996	04-25-1996	1
1997	[none]	—	—	—	—	—	—	
1998	1	70	P.L. 105-46	111 Stat. 1153-1158	6	09-30-1997	10-23-1997	23
	2	71	P.L. 105-64	111 Stat. 1343	1	10-23-1997	11-07-1997	15

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1999	3	72	P.L. 105-68	111 Stat. 1453	1	11-07-1997	11-09-1997	2
	4	73	P.L. 105-69	111 Stat. 1454	1	11-09-1997	11-10-1997	1
	5	74	P.L. 105-71	111 Stat. 1456	1	11-10-1997	11-14-1997	4
	6	75	P.L. 105-84	111 Stat. 1628	1	11-14-1997	11-26-1997	12
	1	76	P.L. 105-240	112 Stat. 1566-1571	6	09-25-1998	10-09-1998	9
	2	77	P.L. 105-249	112 Stat. 1868	1	10-09-1998	10-12-1998	3
	3	78	P.L. 105-254	112 Stat. 1888	1	10-12-1998	10-14-1998	2
	4	79	P.L. 105-257	112 Stat. 1901	1	10-14-1998	10-16-1998	2
2000	5	80	P.L. 105-260	112 Stat. 1919	1	10-16-1998	10-20-1998	4
	6	81	P.L. 105-273	112 Stat. 2418	1	10-20-1998	10-21-1998	1
	1	82	P.L. 106-62	113 Stat. 505-509	5	09-30-1999	10-21-1999	21
	2	83	P.L. 106-75	113 Stat. 1125	1	10-21-1999	10-29-1999	8
	3	84	P.L. 106-85	113 Stat. 1297	1	10-29-1999	11-05-1999	7
	4	85	P.L. 106-88	113 Stat. 1304	1	11-05-1999	11-10-1999	5
	5	86	P.L. 106-94	113 Stat. 1311	1	11-10-1999	11-17-1999	7
	6	87	P.L. 106-105	113 Stat. 1484	1	11-18-1999	11-18-1999	1
2001	7	88	P.L. 106-106	113 Stat. 1485	1	11-19-1999	12-02-1999	14
	1	89	P.L. 106-275	114 Stat. 808-811	4	09-29-2000	10-06-2000	6
	2	90	P.L. 106-282	114 Stat. 866	1	10-06-2000	10-14-2000	8
	3	91	P.L. 106-306	114 Stat. 1073	1	10-13-2000	10-20-2000	6
	4	92	P.L. 106-344	114 Stat. 1318	1	10-20-2000	10-25-2000	5
	5	93	P.L. 106-358	114 Stat. 1397	1	10-26-2000	10-26-2000	1
	6	94	P.L. 106-359	114 Stat. 1398	1	10-26-2000	10-27-2000	1
	7	95	P.L. 106-381	114 Stat. 1450	1	10-27-2000	10-28-2000	1
	8	96	P.L. 106-388	114 Stat. 1550	1	10-28-2000	10-29-2000	1

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	9	97	P.L. 106-389	114 Stat. 1551	1	10-29-2000	10-30-2000	1
	10	98	P.L. 106-401	114 Stat. 1676	1	10-30-2000	10-31-2000	1
	11	99	P.L. 106-403	114 Stat. 1741	1	11-01-2000	11-01-2000	1
	12	100	P.L. 106-416	114 Stat. 1811	1	11-01-2000	11-02-2000	1
	13	101	P.L. 106-426	114 Stat. 1897	1	11-03-2000	11-03-2000	1
	14	102	P.L. 106-427	114 Stat. 1898	1	11-04-2000	11-04-2000	1
	15	103	P.L. 106-428	114 Stat. 1899	1	11-04-2000	11-14-2000	10
	16	104	P.L. 106-520	114 Stat. 2436-2437	2	11-15-2000	12-05-2000	21
	17	105	P.L. 106-537	114 Stat. 2562	1	12-05-2000	12-07-2000	2
	18	106	P.L. 106-539	114 Stat. 2570	1	12-07-2000	12-08-2000	1
	19	107	P.L. 106-540	114 Stat. 2571	1	12-08-2000	12-11-2000	3
	20	108	P.L. 106-542	114 Stat. 2713	1	12-11-2000	12-15-2000	4
	21	109	P.L. 106-543	114 Stat. 2714	1	12-15-2000	12-21-2000	6
2002	1	110	P.L. 107-44	115 Stat. 253-257	5	09-28-2001	10-16-2001	16
	2	111	P.L. 107-48	115 Stat. 261	1	10-12-2001	10-23-2001	7
	3	112	P.L. 107-53	115 Stat. 269	1	10-22-2001	10-31-2001	8
	4	113	P.L. 107-58	115 Stat. 406	1	10-31-2001	11-16-2001	16
	5	114	P.L. 107-70	115 Stat. 596	1	11-17-2001	12-07-2001	21
	6	115	P.L. 107-79	115 Stat. 809	1	12-07-2001	12-15-2001	8
	7	116	P.L. 107-83	115 Stat. 822	1	12-15-2001	12-21-2001	6
	8	117	P.L. 107-97	115 Stat. 960	1	12-21-2001	01-10-2002	20
2003	1	118	P.L. 107-229	116 Stat. 1465-1468	4	09-30-2002	10-04-2002	4
	2	119	P.L. 107-235	116 Stat. 1482	1	10-04-2002	10-11-2002	7
	3	120	P.L. 107-240	116 Stat. 1492-1495	4	10-11-2002	10-18-2002	7
	4	121	P.L. 107-244	116 Stat. 1503	1	10-18-2002	11-22-2002	35

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	5	122	P.L. 107-294	116 Stat. 2062-2063	2	11-23-2002	01-11-2003	50
	6	123	P.L. 108-2	117 Stat. 5-6	2	01-10-2003	01-31-2003	20
	7	124	P.L. 108-4	117 Stat. 8	1	01-31-2003	02-07-2003	7
	8	125	P.L. 108-5	117 Stat. 9	1	02-07-2003	02-20-2003	13
2004	1	126	P.L. 108-84	117 Stat. 1042-1047	6	09-30-2003	10-31-2003	31
	2	127	P.L. 108-104	117 Stat. 1200	1	10-31-2003	11-07-2003	7
	3	128	P.L. 108-107	117 Stat. 1240	1	11-07-2003	11-21-2003	14
	4	129	P.L. 108-135	117 Stat. 1391	1	11-22-2003	01-31-2004	71
	5	130	P.L. 108-185	117 Stat. 2684	1	12-16-2003	[n/a] ^k	—
2005	1	131	P.L. 108-309	118 Stat. 1137-1143	7	09-30-2004	11-20-2004	51
	2	132	P.L. 108-416	118 Stat. 2338	1	11-21-2004	12-03-2004	13
	3	133	P.L. 108-434	118 Stat. 2614	1	12-03-2004	12-08-2004	5
2006	1	134	P.L. 109-77	119 Stat. 2037-2042	6	09-30-2005	11-18-2005	49
	2	135	P.L. 109-105	119 Stat. 2287	1	11-19-2005	12-17-2005	29
	3	136	P.L. 109-128	119 Stat. 2549	1	12-18-2005	12-31-2005	14
2007	1	137	P.L. 109-289 ^l	120 Stat. 1311-1316	6	09-29-2006	11-17-2006	48
	2	138	P.L. 109-369	120 Stat. 2642	1	11-17-2006	12-08-2006	21
	3	139	P.L. 109-383	120 Stat. 2678	1	12-09-2006	02-15-2007	69
	4	140	P.L. 110-5	121 Stat. 8-60	53	02-15-2007	09-30-2007	227
2008	1	141	P.L. 110-92	121 Stat. 989-998	10	09-29-2007	11-16-2007	47
	2	142	P.L. 110-116 ^m	121 Stat. 1341-1344	4	11-13-2007	12-14-2007	28
	3	143	P.L. 110-137	121 Stat. 1454	1	12-14-2007	12-21-2007	7
	4	144	P.L. 110-149	121 Stat. 1819	1	12-21-2007	12-31-2007	10
2009	1	145	P.L. 110-329	122 Stat. 3574-3716	143	09-30-2008	03-06-2009	157
	2	146	P.L. 111-6	123 Stat. 522	1	03-06-2009	03-11-2009	5

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2010	1	147	P.L. 111-68 ⁿ	123 Stat. 2043-2053	11	10-01-2009	10-31-2009	31
	2	148	P.L. 111-88 ^o	123 Stat. 2972-2974	3	10-30-2009	12-18-2009	48

Sources: Prepared by the Congressional Research Service using data from: (1) the Legislative Information System; (2) Congressional Research Service, Appropriations Status Tables (various fiscal years), available at <http://crs.gov/Pages/appover.aspx>; and (3) various other sources.

- a. Duration is measured, in the case of the initial continuing resolution for a fiscal year, from the first day of the year (October 1) through the expiration date. For subsequent continuing resolutions for a fiscal year, duration is measured from the expiration date of the preceding continuing resolution. In several instances, as appropriate, the number of days reflects an extra day in a leap year (every fourth year beginning with calendar year 1976). Several continuing resolutions provided continuing appropriations for mixed periods of time. For example, three continuing resolutions—P.L. 96-86 (for FY1980), P.L. 97-51 (for FY1982), and P.L. 97-276 (for FY1983)—were enacted in November or December of the applicable year for periods covering 51 days, 51 days, and 78 days, respectively, but they also included continuing appropriations for the remainder of that fiscal year for activities covered by the Legislative Branch Appropriations Act. (See also the discussion of actions for FY1996 under footnote “j.”) In these instances, the “Duration in Days” column reflects the time period that applied predominately to activities funded by the measure.
- b. Title IV (95 Stat. 95-96) of P.L. 97-12, the Supplemental Appropriations and Rescission Act for FY1981, provided continuing appropriations for FY1981; the other titles of the act (95 Stat. 14-95) are excluded from the page count.
- c. P.L. 97-377 incorporated the full text of various regular appropriations acts.
- d. Title I (98 Stat. 1837-1976) of P.L. 98-473 provided continuing appropriations for FY1985; the other title, Title II (98 Stat. 1976-2199), set forth the Comprehensive Crime Control Act of 1984, and is excluded from the page count.
- e. P.L. 99-190 incorporated the full text of various regular appropriations acts.
- f. P.L. 99-591 superseded P.L. 99-500 and corrected enrollment errors in the earlier act; both laws originated as H.J.Res. 738.
- g. P.L. 100-202 incorporated the full text of various regular appropriations acts.
- h. Title I (104 Stat. 867-870) of P.L. 101-403 provided continuing appropriations for FY1991; Titles II and III (104 Stat. 871-874) provided supplemental appropriations and are excluded from the page count.
- i. Section 106(c) of P.L. 102-145 provided that, as an exception to the general expiration date, continuing appropriations for the Foreign Operation Appropriations Act would expire on March 31, 1992 (a duration of 154 days).
- j. A total of 13 continuing resolutions were enacted for FY1996 (and one was vetoed) during a period of heightened confrontation over budgetary legislation between Congress and President Bill Clinton. Two funding gaps occurred, the first in mid-November 1995 and the second from mid-December 1995 until early January 1996. The continuing resolutions for this year may be divided into two categories depending on whether their coverage generally was comprehensive or selective. Nine of the continuing resolutions enacted for FY1996 generally provided short-term funding for all activities under the regular appropriations acts that had not yet been enacted, while the other four provided funding only for selected activities within certain acts. The four acts in the latter category included the following:
 - (1) P.L. 104-69, which funded the Aid to Families With Dependent Children (AFDC) and Foster Care and Adoption Assistance programs, programs of the District of Columbia, and certain veterans’ programs;
 - (2) P.L. 104-90, which funded programs of the District of Columbia;
 - (3) P.L. 104-91, Title I, which funded a variety of programs, including ones pertaining to the Peace Corps, the Federal Emergency Management Agency, the Federal

Bureau of Investigation, trade adjustment assistance benefits, and the National Institutes of Health, among others; and

(4) P.L. 104-92, which funded a variety of programs, including ones pertaining to nutrition services for the elderly, visitor services in the National Park System, certain veterans' programs, and programs of the District of Columbia, among others.

Activities under two of the regular appropriations acts for FY1996 were funded through the end of the fiscal year (September 30, 1996) in continuing resolutions: (1) Title IV of P.L. 104-92 provided such funding for activities covered by the District of Columbia Appropriations Act; and (2) Title III of P.L. 104-99 provided such funding for activities covered by the Foreign Operations Appropriations Act. In addition, other selected activities were funded through the remainder of the fiscal year in P.L. 104-91, P.L. 104-92, and P.L. 104-122. Action on the regular appropriations acts for FY1996 was concluded with the enactment of P.L. 104-134, the Omnibus Consolidated Rescissions and Appropriations Act of 1996, on April 26, 1996 (110 Stat. 1321 through 1321-381), which provided funding for the remainder of the fiscal year for activities covered by five of the regular appropriations acts.

Three of the continuing resolutions had mixed periods of duration. The duration shown in the table was determined as follows:

(1) most of the funding provided in P.L. 104-92 was for the remainder of the fiscal year, so a duration of 290 days was used;

(2) while the funding provided in P.L. 104-99 for activities covered by the Foreign Operations Appropriations Act was for the remainder of the fiscal year, the funding provided for activities covered by four other regular appropriations acts was through March 15, 1996, so a duration of 49 days was used; and

(3) most of the funding provided in P.L. 104-122 was through April 24, while only one account was funded through the remainder of the fiscal year, so a duration of 26 days was used.

In the case of P.L. 104-91, a measure requiring the Secretary of Commerce to convey to the Commonwealth of Massachusetts the National Marine Fisheries Service laboratory located on Emerson Avenue in Gloucester, Massachusetts, Title I (110 Stat. 10-14) of the act provided continuing appropriations for selected activities for the remainder of FY1996; Section I (110 Stat. 7-10) and Title II (110 Stat. 14-15) pertained to other matters and are excluded from the page count. Section 110 of the act made the funding effective as of December 16, 1995.

- k. P.L. 108-185 contained provisions affecting funding levels for two specified programs, but did not contain a provision affecting the expiration date of January 31, 2004, established in the preceding continuing resolution (P.L. 108-135).
- l. Continuing appropriations for FY2007 were provided by Division B (120 Stat. 1311-1316) of P.L. 109-289, the Defense Appropriations Act for FY2007; the other portions of the act (120 Stat. 1257-1311) are excluded from the page count.
- m. Continuing appropriations for FY2008 were provided by Division B (121 Stat. 1341-1344) of P.L. 110-116, the Defense Appropriations Act for FY2008; the other portions of the act (121 Stat. 1295-1341) are excluded from the page count.
- n. Continuing appropriations for FY2010 were provided by Division B (123 Stat. 2043-2053) of P.L. 111-68, the Legislative Branch Appropriations Act for FY2010; the other portions of the act (123 Stat. 2023-2043) are excluded from the page count.
- o. Continuing appropriations for FY2010 were provided by Division B (123 Stat. 2972-2974) of P.L. 111-88, the Interior, Environment, and Related Agencies Appropriations Act for FY2010; the other portions of the act (123 Stat. 2904-2972) are excluded from the page count.

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Acknowledgments

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