



Significant Problems with Full-Year Continuing Resolutions

Pursuing full-year continuing appropriations Acts (CRs) for all 12 bills instead of writing regular appropriations Acts jeopardizes Democratic priorities and would allow unchecked billionaire Elon Musk and President Trump to further dismantle critical government services. Pursuing a full-year CR:

1) Does Not Answer the Hard Questions.

Completing any year's appropriations process requires difficult negotiations on topline funding levels, hard tradeoffs to set allocations by subcommittee, painstaking negotiations over the drafting of legislation and accompanying report language, and the weighing of political tradeoffs over the packaging of legislation. If you are going to write a full-year CR, you might as well write regular full-year bills.

Appropriations Process Items to Resolve...

...Under Regular Bills

1. Toplines for defense, nondefense, and veterans medical care programs.
2. Allocations for every subcommittee to fit within the negotiated toplines.
3. Funding, policies, and rider negotiations for every program.
4. Timing and packaging of bills for floor consideration.
5. Explanatory statement providing Congressional direction.

...Under Full-Year CRs

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2) Makes Losers Out of Everybody.

Completing full-year appropriations bills requires everybody to win something through a negotiation that all parties agree to. Meanwhile, a full-year CR drafted by one corner would ensure the fewest Members possible win anything.

No Community Project Funding or Congressionally Directed Spending. For the fiscal year 2025 bills, 4,829 projects for 376 House members are in jeopardy, which includes 3,307 projects for 214 House Democrats; 1,780 projects for 162 Republicans; and a dozen bipartisan projects.

Similarly, 3,686 Senate projects are also in jeopardy if final spending bills fail to be enacted. The bottom line: in a full-year CR, thousands of communities would lose over \$15 billion in funding sponsored by their elected officials.

No Congressional Direction. Outside of earmarks, report language and detailed funding tables can make up 80 percent or more of Member priorities secured in each subcommittee's jurisdiction. A full-year CR would omit a joint explanatory statement, the report providing congressional direction that accompanies final regular bills, and result in the vast majority of Member priorities being cast aside. Not only would this omission ignore thousands of priorities which have already been addressed in the House and Senate Committee bills, but it would leave the administration free to carry out the full-year funding bills without any direction from Congress as to its collective priorities. This is particularly problematic with an administration that already ignores congressional intent. A full-year CR would:

Make Americans Less Healthy, More Vulnerable to Deadly Diseases

- **Department of Veterans Affairs Veterans Health Administration (VHA)** – funding levels for some programs within VHA, such as homelessness assistance grants, mental health care, rural health, opioid and substance abuse programs, some oncology programs, and caregivers support, would not be specified. The administration could redirect these funds to other purposes or eliminate them.
- **Centers for Disease Control and Prevention (CDC)** – funding for CDC would be allocated under 13 broad public health categories, ranging from \$210 million to \$1.4 billion, instead of being allocated to more than 130 public health programs and activities, specified by Congress, which would shift control over public health priorities from Congress to the Administration.
- **National Institutes of Health (NIH)** – congressional directives to support biomedical research priorities would disappear, including directives related to research on cancer, Alzheimer's disease, ALS, heart disease, diabetes, kidney disease, mental health, maternal mortality, infectious diseases, genetic diseases, rare diseases, and countless other health conditions.
- **Global Health** – funding for specific diseases and health responses such as malaria, tuberculosis, nutrition, and global health security would remain unspecified and left to the administration's direction.
- **Health and Education Programs for Underserved Populations** – specific funding allocations for programs to assist underserved populations would be at risk, including programs such as health workforce training, minority health and women's health, TRIO and GEAR UP programs, and Historically Black Colleges and Universities and Hispanic Serving Institutions.
- **EPA** – funding levels within the EPA would not be specified, and the administration could eliminate funding for climate change, Environmental Justice, and PFAS research.

Hurt the Middle Class

- **K-12 Education** – funding for Democratic education priorities, such as grants for school-based mental health services and community schools, could be transferred to fund Trump administration priorities, such as charter schools.

- **Student Financial Assistance for College Students** – funding for student financial assistance programs would be at risk, including funding for Federal Work Study and Supplemental Educational Opportunity Grants.
- **Small Business Administration** – programs that benefit entrepreneurs, including veteran-owned small businesses and service-disabled veteran-owned small businesses, could be cut or eliminated.
- **Public Stewardship Partners** – no ability to protect funding for National Heritage Areas, National Trails System, and other caucus priorities.
- **Corps of Engineers' Civil Works Projects** – all project funding levels will be at the discretion of the administration, including \$7 billion for over 1,000 projects throughout the country that would otherwise be directed by Congress. These projects keep commerce safely flowing on our waterways, manage flood risk, and restore ecosystems.

Make Americans Less Safe

- **Federal Aviation Administration** – the Trump administration could direct \$3 billion to Elon Musk's Starlink project for FAA telecommunications and other handouts to private corporations with no requirement for public transparency, fair competition, or Congressional oversight.
- **Office of National Drug Control Policy** – the nearly \$300 million High Intensity Drug Trafficking Areas Program, which ensures communities are equipped with the necessary resources to coordinate law enforcement strategies adequately to combat drugs, including opioids such as fentanyl, would not be directed to prioritize states with the highest overdose death rates when designating new areas.
- **Diverting Homeland Security investments** – funding levels for vital homeland security operations and investigations, such as countering fentanyl and illicit narcotics, combatting human trafficking and other transnational criminal activities, as well as procurement programs for the U.S. Coast Guard (e.g., vessels and aircrafts) and the Transportation Security Administration (e.g., checkpoint screening systems) are normally clarified in the joint explanatory statement and could be diverted to increase or expand immigration enforcement, such as detention beds, above and beyond what the administration can reasonably execute in a fiscal year.
- **Department of Defense** – Congressionally Directed Medical Research Programs could lose vital funding support for the advancement of treatments and cures for those suffering from a multitude of illnesses such as a variety of different cancers, post-traumatic stress disorder, and Parkinson's disease.

Harm Our Environment

- **Renewable Energy** – funding within the Bureau of Ocean Energy Management and Bureau of Safety and Environmental Enforcement could be eliminated.
- **Department of Energy's Climate-Related Energy and Science Programs** – a full-year CR would not provide guidance to the \$15 billion in climate-related funding that will then be at the whim of the administration.
- **USDA Agricultural Research Service** – All funding levels will be at the administration's discretion. This includes nearly \$2 billion in research priorities across the country that Congress would cede control of over to the administration.
- **Department of Commerce** – the Trump administration would have broad discretion to eliminate individual programs of the Economic Development Administration and the National Oceanic and Atmospheric Administration (NOAA). This includes individual NOAA programs impacting coastal and

Great Lakes areas, as well as funding for climate change research and for improvements in the forecasting of severe weather.

3) Neglects Congress's Responsibility to Set Spending Priorities.

Providing for the defense of the Nation, addressing current events, and reflecting laws effectuating bipartisan negotiation are some of the core tenets of Congress's responsibility to review spending annually. A full-year CR would neglect each of those ideals.

Historical Failure of National Security. The Department of Defense has never operated for the entirety of a fiscal year under a CR. Trying that experiment now, amidst the Russian invasion of Ukraine and the rising influence of China around the globe, would undercut the U.S. military's effectiveness and prowess as the globe's premier fighting force. Writing full-year bills is the only responsible way to stay current and adapt.

A full-year CR would hurt the middle class, seniors, and veterans and threatens our national security. Many priorities would be significantly underfunded. Taking this path would:

Make it Harder for Working Families to Get By

- **Housing** – Landlords relying on rent payments for more than 5 million low-income seniors, veterans, and people with disabilities will come up short when rent is due without additional resources and flexibility provided to HUD.
- **WIC** – without a funding anomaly, WIC would be substantially below the amount needed to fully fund participation. Food costs continue to be high, and participation is expected to grow. As much as \$700 million more could be needed to ensure there are no waitlists.
- **Wildland Firefighter Pay** – the Department of the Interior and U.S. Forest Service would be \$130 million short of funds necessary to continue pay reforms for wildland firefighters.
- **Disaster Relief Fund (DRF)** – the DRF will not be able to get through the fiscal year remaining at CR levels and will need an influx of funding to address current and future disasters this fiscal year – especially with a pending hurricane season.
- **Securities and Exchange Commission (SEC)** – no additional resources for regulating the securities industry, enforcing securities laws, and protecting investors by ensuring fair and efficient markets, fostering transparency and preventing fraud.

Increase Health Care Costs for Americans

- **National Institutes of Health (NIH)** – Funding for NIH would be cut by \$280 million due to reduced funding transferred from the 21st Century Cures Act.
- **Veterans Healthcare** – due to the success of the PACT Act, more veterans are enrolled in VA care than ever. This influx of veterans has led to a strain on veteran services and there is now a shortfall of \$6 billion in veterans' health care, which will likely not be funded under a full-year CR.

Boost Criminals and Our Adversaries

- **Crime Victims Fund** – an increase in funding for Crime Victims Fund programs, which provide critical support services to victims of crime, would be blocked.

- **National security** – defense spending would total \$7 billion less than it would receive in a regular full-year bill; there would be no additional funds to pay for the \$9.2 billion cost for the military pay raise, which would require the Department of Defense to cut training, operations and maintenance, and readiness programs; and procurement programs would be constrained, delaying the use of emerging technologies and disrupting production lines across the country.
- **Ukraine** – economic and security funding through the Department of State or USAID will be shortchanged as the country transitions away from supplemental funding.

Fails to Account for Critical Bipartisan Legislation. Since the FY 2024 bills were passed into law, Congress has enacted over 225 laws and over 2,300 pages of statute, none of which were contemplated in the bills that would serve the basis for an FY 2025 full-year CR. Key laws enacted in the last year include:

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| <ul style="list-style-type: none"> • Servicemember Quality of Life Improvement and National Defense Authorization Act for Fiscal Year 2025 (FY25 NDAA).
281-140 House; 85-14 Senate • BOLD Infrastructure for Alzheimer's Reauthorization Act of 2024.
Unanimous House & Senate • IMPACTT Human Trafficking Act.
Unanimous House & Senate | <ul style="list-style-type: none"> • Water Resources Development Act of 2024 and Economic Development Reauthorization Act of 2024.
399-18 House; 97-1 Senate • Supporting America's Children and Families Act.
405-10 House; Unanimous Senate |
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4) Will Cede Policymaking Primacy to the Executive Branch.

Every administration has pursued inordinate flexibility to carry out its policies during every CR, whether short-term or full-year. The only safeguard against this has been legislative majorities that were either (1) willing to stand up for the primacy of the Congress in spending decisions, or (2) seeking to constrain an executive branch of an opposing party.

- In 2023, faced with the prospects of a full-year CR, President Biden requested authority to override every level within an appropriation account for a program, project or activity. With the threat of a full-year CR for the Department of Defense (DoD) looming, President Biden also requested authority for DoD to initiate new projects without Congressional specificity, and additional flexibilities far beyond what had been previously enacted into law for the Department. Congressional Democrats were instead able to negotiate bipartisan, bicameral full-year bills to protect Congress's spending priorities instead of enacting a full-year CR.
- In 2013, President Obama requested the same authority to ignore every level for a program, project, or activity within an appropriation account. This authority was rejected by a Republican House of Representatives that sought to restrict President Obama's flexibility at the beginning of his second term in office.