

119TH CONGRESS
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H. R. 5870

To provide for a period of continuing appropriations in the event of a lapse in appropriations under the normal appropriations process, to establish procedures and consequences in the event of a failure to enact appropriations, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

OCTOBER 31, 2025

Mr. ARRINGTON (for himself, Mr. PANETTA, Mr. PETERS, Mr. HUIZENGA, Mrs. MILLER-MEEKS, Mr. MILLER of Ohio, Mr. NUNN of Iowa, and Ms. SALAZAR) introduced the following bill; which was referred to the Committee on Appropriations, and in addition to the Committees on Rules, House Administration, Oversight and Government Reform, and the Budget, for a period to be subsequently determined by the Speaker, in each case for consideration of such provisions as fall within the jurisdiction of the committee concerned

A BILL

To provide for a period of continuing appropriations in the event of a lapse in appropriations under the normal appropriations process, to establish procedures and consequences in the event of a failure to enact appropriations, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

1 **SECTION 1. SHORT TITLE.**

2 This Act may be cited as the “Prevent Government
3 Shutdowns Act”.

4 **SEC. 2. AUTOMATIC CONTINUING APPROPRIATIONS.**

5 (a) IN GENERAL.—Subchapter I of chapter 13 of title
6 31, United States Code, is amended by adding at the end
7 the following:

8 **“§ 1311. Automatic continuing appropriations**

9 “(a) For purposes of this section—

10 “(1) the term ‘lapse in appropriations’ means a
11 time period during which—

12 “(A) the applicable full-year appropriation
13 Act for a program, project, or activity has not
14 been enacted for the current fiscal year;

15 “(B) the program, project, or activity was
16 provided funding in the preceding applicable ap-
17 propriation Act; and

18 “(C) no continuing appropriation Act is in
19 effect for such program, project, or activity;
20 and

21 “(2) the term ‘preceding applicable appropria-
22 tion Act’ means—

23 “(A) the most recent continuing appropria-
24 tion Act enacted; or

25 “(B) if no continuing appropriation Act
26 has been enacted for the current fiscal year, the

1 most recent applicable full-year appropriation
2 Act (including a full-year continuing appropria-
3 tion Act) enacted for the immediately preceding
4 fiscal year (excluding any supplemental appro-
5 piation Act).

6 “(b)(1) On and after the first day of each fiscal year,
7 if a lapse in appropriations occurs with respect to a pro-
8 gram, project, or activity, there are appropriated such
9 sums as may be necessary, at the rate for operations as
10 provided in the preceding applicable appropriation Acts,
11 under the authorities and conditions provided in such
12 Acts, for continuing programs, projects, or activities (in-
13 cluding the costs of direct loans and loan guarantees) that
14 were conducted under such Acts and for which appropria-
15 tions, funds, or other authorities were made available in
16 such Acts.

17 “(2)(A) Appropriations and funds made available and
18 authority granted under paragraph (1) shall be available
19 for a period of 14 calendar days.

20 “(B) If, at the end of the first 14 calendar-day period
21 during which appropriations and funds are made available
22 and authority is granted under paragraph (1), and the end
23 of every 14 calendar-day period thereafter, a lapse in ap-
24 propriations with respect to a program, project, or activity
25 continues, the appropriations and funds made available

1 and authority granted under paragraph (1) with respect
2 to the program, project, or activity shall be extended for
3 an additional 14 calendar-day period.

4 “(3) For entitlements and other mandatory payments
5 whose budget authority was provided for in preceding ap-
6 plicable appropriation Acts or under this section, and for
7 activities under the Food and Nutrition Act of 2008, ap-
8 propriations and funds made available for a fiscal year
9 under paragraph (1) shall be at the rate necessary to
10 maintain program levels under current law, and under the
11 authority and conditions provided in the preceding appli-
12 cable appropriation Act.

13 “(c) Appropriations and funds made available, and
14 authority granted, for any fiscal year pursuant to this sec-
15 tion for a program, project, or activity shall be available,
16 in accordance with subsection (b), for the period—

17 “(1) beginning on the first day of any lapse in
18 appropriations during such fiscal year; and

19 “(2) ending on the date of enactment of an ap-
20 propriation Act for such fiscal year with respect to
21 the account for such program, project, or activity
22 (whether or not such Act provides appropriations for
23 such program, project, or activity) or a continuing
24 appropriation Act providing funding for the pro-
25 gram, project, or activity, as applicable.

1 “(d) Expenditures made for a program, project, or
2 activity for any fiscal year pursuant to this section shall
3 be charged to the applicable appropriation, fund, or au-
4 thorization whenever an appropriation Act for such fiscal
5 year with respect to the account for a program, project,
6 or activity or a law making continuing appropriations until
7 the end of such fiscal year for such program, project, or
8 activity is enacted.

9 “(e) Appropriations and funds made available by, or
10 authority granted pursuant to, this section may be used
11 without regard to the time limitations for submission and
12 approval of apportionments set forth in section 1513 of
13 this title, but nothing in this section shall be construed
14 to waive any other provision of law governing the appor-
15 tionment of funds.

16 “(f) Notwithstanding any other provision of this sec-
17 tion, except for subsection (c), for those programs that
18 would otherwise have high initial rates of operation or
19 complete distribution of appropriations at the beginning
20 of the applicable fiscal year because of distributions of
21 funding to States, foreign countries, grantees, or others,
22 such high initial rates of operation or complete distribu-
23 tion shall not be made, and no grants shall be awarded
24 for such programs funded by this section that would im-
25 pinge on final funding prerogatives.

1 “(g) This section shall be implemented so that only
 2 the most limited funding action of that permitted shall be
 3 taken in order to provide for continuation of programs,
 4 projects, and activities.

5 “(h) This section shall not apply to a program,
 6 project, or activity for any period during a fiscal year, if
 7 any other provision of law (other than an authorization
 8 of appropriations or an appropriation Act for a prior fiscal
 9 year making carryover funds available)—

10 “(1) makes an appropriation, makes funds
 11 available, or grants authority for such program,
 12 project, or activity to continue for such period; or

13 “(2) specifically provides that no appropriation
 14 shall be made, no funds shall be made available, or
 15 no authority shall be granted for such program,
 16 project, or activity to continue for such period.”.

17 (b) CLERICAL AMENDMENT.—The table of sections
 18 for chapter 13 of title 31, United States Code, is amended
 19 by inserting after the item relating to section 1310 the
 20 following:

“1311. Automatic continuing appropriations.”.

21 **SEC. 3. TIMELY ENACTMENT OF APPROPRIATION ACTS.**

22 (a) DEFINITIONS.—In this section—

23 (1) the term “covered officer or employee”
 24 means—

1 (A) an officer or employee of the Office of
2 Management and Budget;

3 (B) a Member of Congress; or

4 (C) an employee of the personal office of a
5 Member of Congress, a committee of either
6 House of Congress, or a joint committee of
7 Congress;

8 (2) the term “covered period”—

9 (A) means any period of automatic con-
10 tinuing appropriations; and

11 (B) with respect to the legislative branch—

12 (i) does not include any period of
13 automatic continuing appropriations that
14 occurs during the period—

15 (I) beginning at the time at
16 which general appropriation Acts pro-
17 viding funding for the entire Federal
18 Government (including a continuing
19 appropriation Act) have been enacted
20 or passed in identical form by both
21 Houses and transmitted to Secretary
22 of the Senate or Clerk of the House
23 for enrollment and presentment to the
24 President for his signature; and

1 (II) ending at the time at which
2 1 or more general appropriation
3 Acts—

4 (aa) are vetoed by the Presi-
5 dent; or

6 (bb) do not become law
7 without the President's signature
8 under article I, section 7 of the
9 Constitution of the United States
10 based on an adjournment of the
11 Congress; and

12 (ii) includes any period of automatic
13 continuing appropriations that is not a pe-
14 riod described in clause (i) and that follows
15 a veto or a failure to become law (as de-
16 scribed in item (bb) of clause (i)(II)) of 1
17 or more general appropriation Acts;

18 (3) the term “Member of Congress” has the
19 meaning given that term in section 2106 of title 5,
20 United States Code;

21 (4) the term “National Capital Region” has the
22 meaning given that term in section 8702 of title 40,
23 United States Code; and

24 (5) the term “period of automatic continuing
25 appropriations” means a period during which auto-

1 matic continuing appropriations under section 1311
2 of title 31, United States Code, as added by section
3 2 of this Act, are in effect with respect to 1 or more
4 programs, projects, or activities.

5 (b) LIMITS ON TRAVEL EXPENDITURES.—

6 (1) LIMITS ON OFFICIAL TRAVEL.—

7 (A) LIMITATION.—Except as provided in
8 subparagraph (B), no amounts may be obli-
9 gated or expended for official travel by a cov-
10 ered officer or employee during a covered pe-
11 riod.

12 (B) EXCEPTIONS.—

13 (i) RETURN TO DC.—If a covered offi-
14 cer or employee is away from the seat of
15 Government on the date on which a cov-
16 ered period begins, funds may be obligated
17 and expended for official travel for a single
18 return trip to the seat of Government by
19 the covered officer or employee.

20 (ii) TRAVEL IN NATIONAL CAPITAL
21 REGION.—During a covered period,
22 amounts may be obligated and expended
23 for official travel by a covered officer or
24 employee from one location in the National

1 Capital Region to another location in the
2 National Capital Region.

3 (iii) NATIONAL SECURITY EVENTS.—

4 During a covered period, if a national se-
5 curity event that triggers a continuity of
6 operations or continuity of Government
7 protocol occurs, amounts may be obligated
8 and expended for official travel by a cov-
9 ered officer or employee for any official
10 travel relating to responding to the na-
11 tional security event or implementing the
12 continuity of operations or continuity of
13 Government protocol.

14 (2) RESTRICTION ON USE OF CAMPAIGN
15 FUNDS.—Section 313 of the Federal Election Cam-
16 paign Act of 1971 (52 U.S.C. 30114) is amended—

17 (A) in subsection (a)(2), by striking “for
18 ordinary” and inserting “except as provided in
19 subsection (d), for ordinary”; and

20 (B) by adding at the end the following:

21 “(d) RESTRICTION ON USE OF CAMPAIGN FUNDS
22 FOR OFFICIAL TRAVEL DURING AUTOMATIC CONTINUING
23 APPROPRIATIONS.—

24 “(1) IN GENERAL.—Except as provided in para-
25 graph (2), during a covered period (as defined in

1 section 3 of the Prevent Government Shutdowns
2 Act), a contribution or donation described in sub-
3 section (a) may not be obligated or expended for
4 travel in connection with duties of the individual as
5 a holder of Federal office.

6 “(2) RETURN TO DC.—If the individual is away
7 from the seat of Government on the date on which
8 a covered period (as so defined) begins, a contribu-
9 tion or donation described in subsection (a) may be
10 obligated and expended for travel by the individual
11 to return to the seat of Government.”.

12 (c) PROCEDURES IN THE SENATE AND HOUSE OF
13 REPRESENTATIVES.—

14 (1) IN GENERAL.—During a covered period, in
15 the Senate and the House of Representatives—

16 (A) it shall not be in order to move to pro-
17 ceed to any matter except for—

18 (i) a measure making appropriations
19 for the fiscal year during which the covered
20 period begins;

21 (ii) any motion required to determine
22 the presence of or produce a quorum;

23 (iii) a bill or resolution addressing the
24 statutory limit on the public debt under

1 section 3101 of title 31, United States
2 Code; or

3 (iv) on and after the 30th calendar
4 day after the first day of a covered pe-
5 riod—

6 (I) the nomination of an indi-
7 vidual—

8 (aa) to a position at level I
9 of the Executive Schedule under
10 section 5312 of title 5, United
11 States Code; or

12 (bb) to serve as Chief Jus-
13 tice of the United States or an
14 Associate Justice of the Supreme
15 Court of the United States; or

16 (II) a measure extending the pe-
17 riod during which a program, project,
18 or activity is authorized to be carried
19 out (without substantive change to the
20 program, project, or activity or any
21 other program, project, or activity)
22 if—

23 (aa) an appropriation Act
24 with respect to the program,
25 project, or activity for the fiscal

1 year during which the covered pe-
2 riod occurs has not been enacted;
3 and

4 (bb) the program, project, or
5 activity has expired since the be-
6 ginning of such fiscal year or will
7 expire during the 30-day period
8 beginning on the date of the mo-
9 tion;

10 (B) it shall not be in order to move to re-
11 cess or adjourn for a period of more than 23
12 hours; and

13 (C) at noon each day, or immediately fol-
14 lowing any constructive convening of the Senate
15 under rule IV, paragraph 2 of the Standing
16 Rules of the Senate, the Presiding Officer shall
17 direct the clerk to determine whether a quorum
18 is present.

19 (2) WAIVER.—

20 (A) LIMITATION ON PERIOD.—It shall not
21 be in order in the Senate or the House of Rep-
22 resentatives to move to waive any provision of
23 paragraph (1) for a period that is longer than
24 7 days.

1 (B) SUPERMAJORITY VOTE.—A provision
2 of paragraph (1) may only be waived or sus-
3 pended upon an affirmative vote of two-thirds
4 of the Members of the applicable House of Con-
5 gress, duly chosen and sworn.

6 **SEC. 4. BUDGETARY EFFECTS.**

7 (a) CLASSIFICATION OF BUDGETARY EFFECTS.—
8 The budgetary effects of this Act and the amendments
9 made by this Act shall be estimated as if this Act and
10 the amendments made by this Act are discretionary appro-
11 priation Acts for purposes of section 251 of the Balanced
12 Budget and Emergency Deficit Control Act of 1985 (2
13 U.S.C. 901).

14 (b) BASELINE.—For purposes of calculating the
15 baseline under section 257 of the Balanced Budget and
16 Emergency Deficit Control Act of 1985 (2 U.S.C. 907),
17 the provision of budgetary resources under section 1311
18 of title 31, United States Code, as added by this Act, for
19 an account shall be considered to be a continuing appro-
20 priation in effect for such account for less than the entire
21 current year.

22 (c) ENFORCEMENT OF DISCRETIONARY SPENDING
23 LIMITS.—

24 (1) IN GENERAL.—For purposes of enforcing
25 the discretionary spending limits under section

1 251(a) of the Balanced Budget and Emergency Def-
2 icit Control Act of 1985 (2 U.S.C. 901(a)), the
3 budgetary resources made available under section
4 1311 of title 31, United States Code, as added by
5 this Act, shall be considered part-year appropria-
6 tions for purposes of section 251(a)(4) of the Bal-
7 anced Budget and Emergency Deficit Control Act of
8 1985 (2 U.S.C. 901(a)(4)).

9 (2) APPLICATION.—If a report under section
10 254(f) of the Balanced Budget and Deficit Control
11 Act of 1985 (2 U.S.C. 904(f)) is required during a
12 lapse in appropriations, the due date of such report
13 shall be the later of—

14 (A) the date specified in section 251(a)(1)
15 of such Act (2 U.S.C. 901(a)(1)); or

16 (B) the date that is 30 calendar days after
17 the first day of the lapse in appropriations.

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