

116TH CONGRESS  
1ST SESSION

# H. R. 2505

To provide for a reauthorizing schedule for unauthorized Federal programs,  
and for other purposes.

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## IN THE HOUSE OF REPRESENTATIVES

MAY 2, 2019

Mrs. RODGERS of Washington (for herself, Mr. MEADOWS, Mr. BISHOP of Utah, Mr. MCCLINTOCK, Mr. STEWART, Mr. PALMER, Mr. BUDD, Mr. BURGESS, Mr. NORMAN, Mr. RATCLIFFE, Mr. GAETZ, Mr. WALKER, Mr. BYRNE, Mr. CURTIS, Mr. FLORES, Mr. HUDSON, and Mr. GOODEN) introduced the following bill; which was referred to the Committee on Oversight and Reform, and in addition to the Committees on Rules, 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

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## A BILL

To provide for a reauthorizing schedule for unauthorized  
Federal programs, 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,*

### 3 **SECTION 1. SHORT TITLE; TABLE OF CONTENTS.**

4 (a) SHORT TITLE.—This Act may be cited as the  
5 “Unauthorized Spending Accountability Act of 2019”.

6 (b) TABLE OF CONTENTS.—The table of contents of  
7 this Act is as follows:

Sec. 1. Short title; table of contents.

#### TITLE I—SUNSET OF UNAUTHORIZED PROGRAMS

- Sec. 101. Establishment of budgetary level reduction schedule.
- Sec. 102. Reduction in budgetary level for unauthorized programs.
- Sec. 103. Termination of unauthorized programs after third unauthorized year.
- Sec. 104. Exemption from budgetary level reduction.
- Sec. 105. Offset of budgetary level reduction through reduction in direct spending.
- Sec. 106. Sunset.

#### TITLE II—SPENDING AND ACCOUNTABILITY COMMISSION

- Sec. 201. Establishment.
- Sec. 202. Duties of Commission.
- Sec. 203. Membership.
- Sec. 204. Powers of Commission.
- Sec. 205. Personnel and other administrative matters.
- Sec. 206. Funding.

#### TITLE III—REAUTHORIZATION CYCLE FOR DISCRETIONARY PROGRAMS

- Sec. 301. Establishment of reauthorization schedule.

## **TITLE I—SUNSET OF UNAUTHORIZED PROGRAMS**

### **SEC. 101. ESTABLISHMENT OF BUDGETARY LEVEL REDUC- TION SCHEDULE.**

(a) IN GENERAL.—There is hereby established a re-  
occurring three-year budgetary level reduction cycle with  
respect to any unauthorized program, to begin in fiscal  
year 2020, consistent with the requirements of this Act.

(b) DEFINITIONS.—In this Act:

(1) BUDGETARY LEVEL.—The term “budgetary  
level” means the allocation made under section  
302(a) of the Congressional Budget Act of 1974 (2  
U.S.C. 633(a)) to the Committee on Appropriations  
of the House of Representatives or the Senate in a

1 concurrent resolution on the budget for a fiscal year,  
2 and includes any such allocation made pursuant to  
3 a deeming resolution.

4 (2) COMMISSION.—The term “Commission”  
5 means the Spending and Accountability Commission  
6 established under title II.

7 (3) EXPIRING FISCAL YEAR.—The term “expir-  
8 ing fiscal year” means, with respect to an unauthor-  
9 ized program, the fiscal year during which author-  
10 izations of appropriations will expire for such pro-  
11 gram.

12 (4) UNAUTHORIZED PROGRAM.—The term “un-  
13 authorized program” means any program or activity  
14 listed in the annual report published by the Congres-  
15 sional Budget Office, entitled “Expired and Expiring  
16 Authorizations of Appropriations”, or any successor  
17 report, with respect to which authorizations of ap-  
18 propriations will expire during the fiscal year in  
19 which such report is published.

20 (c) APPLICATION TO PROGRAMS THAT EXPIRED BE-  
21 FORE FISCAL YEAR 2020.—For purposes of applying this  
22 Act to any unauthorized program funded during fiscal  
23 year 2020 and for which authorizations of appropriations  
24 expired before such fiscal year, such program shall be  
25 deemed to be a program or activity listed in the report

1 referred to in subsection (b)(4) with respect to which au-  
2 thorizations of appropriations will expire during fiscal year  
3 2020.

4 **SEC. 102. REDUCTION IN BUDGETARY LEVEL FOR UNAU-**  
5 **THORIZED PROGRAMS.**

6 (a) BUDGETARY LEVEL FOR FISCAL YEAR FOL-  
7 LOWING EXPIRATION OF AUTHORIZATION.—With respect  
8 to any unauthorized program, on the date that a budg-  
9 etary level is established for the fiscal year immediately  
10 following the expiring fiscal year, such level shall imme-  
11 diately be reduced by an amount equal to 10 percent of  
12 the funds appropriated for such program in the expiring  
13 fiscal year.

14 (b) BUDGETARY LEVEL FOR SECOND AND THIRD  
15 FISCAL YEARS FOLLOWING EXPIRATION OF AUTHORIZA-  
16 TION.—With respect to any unauthorized program that re-  
17 sults in a budgetary level reduction under subsection (a)  
18 that remains an unauthorized program in the second or  
19 third fiscal year following the expiring fiscal year, on the  
20 date that a budgetary level is established for either such  
21 second or third fiscal year, the budgetary level for either  
22 such fiscal year shall be reduced by an amount equal to  
23 15 percent of the funds appropriated for such program  
24 in the expiring fiscal year.

1 (c) TRANSMITTAL OF NEW BUDGETARY LEVEL.—

2 Upon the reduction of a budgetary level (if any) under  
3 subsection (a) or (b), the chair of the Committee on the  
4 Budget of the House of Representatives and the Senate  
5 shall submit the revised budgetary level to the chair of  
6 the Committee on Appropriations of the House of Rep-  
7 resentatives and the Senate, respectively.

8 **SEC. 103. TERMINATION OF UNAUTHORIZED PROGRAMS**  
9 **AFTER THIRD UNAUTHORIZED YEAR.**

10 (a) IN GENERAL.—Any unauthorized program that  
11 causes a budgetary level reduction under section 102(b)  
12 applicable to the third fiscal year following the expiring  
13 fiscal year shall, effective immediately on October 1 of the  
14 fiscal year immediately following such third fiscal year, be  
15 terminated, except that any unobligated amounts available  
16 for such program after the date of termination shall re-  
17 main available for recording, adjusting, and liquidating  
18 valid obligations of such program issued before such ter-  
19 mination date.

20 (b) OBLIGATION OF FUNDS PROHIBITED WITHOUT  
21 REAUTHORIZATION.—No funds may be obligated for any  
22 program terminated pursuant to subsection (a) in any fis-  
23 cal year without an express reauthorization of the program  
24 by Congress containing an authorization of appropriations  
25 period not to exceed three years.

1 **SEC. 104. EXEMPTION FROM BUDGETARY LEVEL REDUC-**  
2 **TION.**

3 (a) REAUTHORIZATION.—

4 (1) IN GENERAL.—Consistent with paragraph

5 (2)—

6 (A) any unauthorized program that causes  
7 a budgetary level reduction applicable to a fiscal  
8 year under section 102 that is expressly reau-  
9 thorized during the fiscal year in which such  
10 level is established shall not be subject to the  
11 requirements of this title; and

12 (B) upon the date of such reauthorization,  
13 any such reduction shall be restored.

14 (2) LIMITATION.—Paragraph (1) shall only  
15 apply if the reauthorization contains a sunset provi-  
16 sion applicable to such program providing for an au-  
17 thorization of appropriations period of not more  
18 than three years.

19 (b) OFFSET BY REDUCTION IN DIRECT SPENDING.—

20 Any budgetary level reduction provided for in this title  
21 shall not apply if, before the fiscal year during which such  
22 reduction will occur, a bill is enacted into law as described  
23 in section 105.

1 **SEC. 105. OFFSET OF BUDGETARY LEVEL REDUCTION**  
2 **THROUGH REDUCTION IN DIRECT SPENDING.**

3 (a) IN GENERAL.—Not later than 90 days after the  
4 end of fiscal year 2020 and any subsequent fiscal year  
5 during which this title remains applicable pursuant to sec-  
6 tion 106, the Commission shall review Federal programs  
7 funded by direct spending.

8 (b) REDUCTION IN DIRECT SPENDING.—

9 (1) IN GENERAL.—Beginning in fiscal year  
10 2020, during any fiscal year that a budgetary level  
11 reduction under section 102 is expected to occur  
12 during the subsequent fiscal year by operation of  
13 this title, the Commission may submit to Congress  
14 a legislative proposal providing for reductions in di-  
15 rect spending, to occur over a period of time not to  
16 exceed the next ten fiscal years, in an amount equal  
17 to the total amount of such reduction, as determined  
18 by the Commission.

19 (2) EFFECT OF ENACTMENT.—If the proposal  
20 described under paragraph (1) is enacted into law  
21 before such subsequent fiscal year begins, the budg-  
22 etary level reduction that would occur during such  
23 fiscal year as a result of this title shall have no force  
24 or effect during that fiscal year.

25 (c) DEFINITION.—In this section, the term “direct  
26 spending” has the meaning given such term in section

1 250(c)(8) of the Balanced Budget and Emergency Deficit  
2 Control Act of 1985 (2 U.S.C. 900(c)(8)).

3 **SEC. 106. SUNSET.**

4 This title shall sunset on the date that the legislative  
5 proposal described under section 301 is enacted into law.  
6 The previous sentence shall not apply if such proposal, as  
7 enacted, does not include budgetary level reductions with  
8 respect to unauthorized programs in the amounts provided  
9 in section 102.

10 **TITLE II—SPENDING AND**  
11 **ACCOUNTABILITY COMMISSION**

12 **SEC. 201. ESTABLISHMENT.**

13 There is established in the legislature a permanent  
14 commission, to be known as the “Spending and Account-  
15 ability Commission”, in order to carry out section 105 and  
16 title III of this Act.

17 **SEC. 202. DUTIES OF COMMISSION.**

18 The Commission shall—

19 (1) as described in section 105, conduct com-  
20 prehensive reviews of all Federal programs funded  
21 through direct spending; and

22 (2) as described in title III, provide a legislative  
23 proposal for an authorization cycle for Federal pro-  
24 grams funded by discretionary spending.



1 **SEC. 203. MEMBERSHIP.**

2 (a) NUMBER AND APPOINTMENT.—The Commission  
3 shall be composed of 14 members, as follows:

4 (1) Seven members shall be appointed by the  
5 Speaker of the House of Representatives, of whom  
6 three shall be appointed in consultation with the mi-  
7 nority leader of the House of Representatives.

8 (2) Seven members shall be appointed by the  
9 majority leader of the Senate, of whom three shall  
10 be appointed in consultation with the minority leader  
11 of the Senate.

12 (b) MEMBER POWERS AND CRITERIA.—Any indi-  
13 vidual appointed pursuant to subsection (a) shall be a vot-  
14 ing member of the Commission and must be a Member  
15 of Congress (as defined in section 2106 of title 5, United  
16 States Code, but not including the Vice President).

17 (c) CONGRESSIONAL COMMITTEE MEMBERSHIP RE-  
18 QUIREMENTS.—Each committee listed under paragraphs  
19 (1) through (7) shall have at least one Member on such  
20 committee appointed under subsection (a)(1) or (a)(2):

21 (1) The Committee on Appropriations of the  
22 House of Representatives.

23 (2) The Committee on Appropriations of the  
24 Senate.

25 (3) The Committee on the Budget of the House  
26 of Representatives.

1           (4) The Committee on the Budget of the Sen-  
2       ate.

3           (5) The Committee on Ways and Means of the  
4       House of Representatives.

5           (6) The Committee on Finance of the Senate.

6           (7) The Joint Economic Committee.

7       (d) CHAIR; VICE-CHAIR.—The chair and vice-chair of  
8       the Commission shall be selected by the Speaker of the  
9       House of Representatives and the majority leader of the  
10      Senate.

11      (e) VACANCIES.—Any vacancy on the Commission  
12      shall be filled in the same manner in which the original  
13      appointment was made.

14      **SEC. 204. POWERS OF COMMISSION.**

15      (a) HEARINGS AND SESSIONS.—The Commission  
16      may, for the purpose of carrying out this title, hold such  
17      hearings, sit and act at such times and places, take such  
18      testimony, and receive such evidence as the Commission  
19      considers appropriate. The Commission may administer  
20      oaths to witnesses appearing before it.

21      (b) OBTAINING INFORMATION.—The Commission  
22      may secure directly from any agency information nec-  
23      essary to enable it to carry out its duties under this title.  
24      Upon request of the chair, the head of that agency shall  
25      furnish that information to the Commission in a full and

1 timely manner. In carrying out the duties assigned under  
2 this title, the Commission may use any report or other  
3 information prepared by the Government Accountability  
4 Office, the Congressional Budget Office, or the Congres-  
5 sional Research Service.

6 (c) SUBPOENA POWER.—

7 (1) AUTHORITY TO ISSUE SUBPOENA.—The  
8 Commission may issue a subpoena to require the at-  
9 tendance and testimony of witnesses and the produc-  
10 tion of evidence relating to any matter under inves-  
11 tigation by the Commission.

12 (2) COMPLIANCE WITH SUBPOENA.—If a person  
13 refuses to obey an order or subpoena of the Commis-  
14 sion that is issued in connection with a Commission  
15 proceeding, the Commission may apply to the United  
16 States district court in the judicial district in which  
17 the proceeding is held for an order requiring the per-  
18 son to comply with the subpoena or order.

19 (d) IMMUNITY.—The Commission is an agency of the  
20 United States for purposes of part V of title 18, United  
21 States Code (relating to immunity of witnesses).

22 (e) CONTRACT AUTHORITY.—The Commission may  
23 contract with and compensate government and private  
24 agencies or persons for services without regard to section  
25 6101 of title 41, United States Code (relating to adver-

1 tising requirement for Federal Government purchases and  
2 sales).

3 **SEC. 205. PERSONNEL AND OTHER ADMINISTRATIVE MAT-**  
4 **TERS.**

5 (a) PERSONNEL MATTERS.—

6 (1) COMPENSATION.—Members shall not be  
7 paid by reason of their service as members of the  
8 Commission.

9 (2) TRAVEL EXPENSES.—Each member shall  
10 receive travel expenses, including per diem in lieu of  
11 subsistence, in accordance with applicable provisions  
12 under subchapter I of chapter 57 of title 5, United  
13 States Code.

14 (3) DIRECTOR.—The Commission shall have a  
15 Director who shall be appointed by the chair. The  
16 Director shall be paid at a rate not to exceed the  
17 maximum rate of basic pay for GS–15 of the Gen-  
18 eral Schedule.

19 (4) STAFF.—The Director may appoint and fix  
20 the pay of additional personnel as the Director con-  
21 siders appropriate.

22 (5) APPLICABILITY OF CERTAIN CIVIL SERVICE  
23 LAWS.—The Director and staff of the Commission  
24 shall be appointed subject to the provisions of title  
25 5, United States Code, governing appointments in

1 the competitive service, and shall be paid in accord-  
2 ance with the provisions of chapter 51 and sub-  
3 chapter III of chapter 53 of that title relating to  
4 classification and General Schedule pay rates.

5 (b) OTHER ADMINISTRATIVE MATTERS.—

6 (1) POSTAL AND PRINTING SERVICES.—The  
7 Commission may use the United States mails and  
8 obtain printing and binding services in the same  
9 manner and under the same conditions as other  
10 agencies.

11 (2) ADMINISTRATIVE SUPPORT SERVICES.—  
12 Upon the request of the Commission, the Adminis-  
13 trator of General Services shall provide to the Com-  
14 mission, on a reimbursable basis, the administrative  
15 support services necessary for the Commission to  
16 carry out its duties under this title.

17 (3) EXPERTS AND CONSULTANTS.—The Com-  
18 mission may procure temporary and intermittent  
19 services under section 3109(b) of title 5, United  
20 States Code.

21 **SEC. 206. FUNDING.**

22 (a) USE OF EXISTING FUNDS.—The Commission  
23 shall be carried out using amounts otherwise appropriated  
24 or made available to the House of Representatives and the

1 Senate. No additional funds are authorized to be appro-  
2 priated to carry out this Act.

3 (b) ALLOCATION BETWEEN HOUSE AND SENATE.—

4 Of the amounts used to carry out this title—

5 (1) 50 percent shall be derived from the appli-  
6 cable accounts of the House of Representatives; and

7 (2) 50 percent shall be derived from the contin-  
8 gent fund of the Senate.

9 **TITLE III—REAUTHORIZATION**  
10 **CYCLE FOR DISCRETIONARY**  
11 **PROGRAMS**

12 **SEC. 301. ESTABLISHMENT OF REAUTHORIZATION SCHED-**  
13 **ULE.**

14 (a) IN GENERAL.—Not later than 180 days after the  
15 date of enactment of this Act, the Commission shall sub-  
16 mit to Congress a legislative proposal, consistent with the  
17 requirements of subsection (b), that establishes a reau-  
18 thorization schedule for Federal programs funded by dis-  
19 cretionary spending. Such proposal shall be considered  
20 under the procedures set forth in subsections (c) and (d).

21 (b) PROPOSAL REQUIREMENTS.—The legislative pro-  
22 posal submitted under subsection (a) shall provide for the  
23 following:

24 (1) A reauthorization cycle under which, during  
25 any fiscal year beginning with fiscal year 2021, any

1 Federal program funded by discretionary spending  
2 that will expire during that fiscal year but that Con-  
3 gress does not want to terminate is reauthorized,  
4 pursuant to a legislation schedule as Congress deems  
5 appropriate, for a period not to exceed three years.

6 (2) A sunset provision for any program so reau-  
7 thorized that terminates any such program on the  
8 date that is not later than 3 years (as the case may  
9 be) after the date of such reauthorization.

10 (3) With respect to any program that is unau-  
11 thorized, as determined by Congress, a budgetary  
12 level reduction in the manner and amounts as pro-  
13 vided under section 102.

14 (4) A mechanism under which any such reduc-  
15 tion may, with respect to any fiscal year, be nullified  
16 by the enactment into law, before such fiscal year  
17 begins, of a measure reducing direct spending in an  
18 amount equal to the total amount of any budgetary  
19 level reduction that is expected to occur under proce-  
20 dures established pursuant to paragraph (3). Such  
21 reduction may occur over a period not to exceed ten  
22 years following the fiscal year in which such measure  
23 is enacted.

24 (c) PROCEDURE IN THE HOUSE.—

25 (1) INTRODUCTION AND REFERRAL.—

1           (A) IN GENERAL.—Not later than 120  
2           days after the date that a proposal is submitted  
3           under subsection (a), the chair of the Commis-  
4           sion, or a Member of the Commission des-  
5           ignated by the chair, shall introduce in the  
6           House of Representatives, not later than 60  
7           days thereafter, a bill to carry out the proposal.  
8           The bill introduced may take into consideration  
9           any recommendations of any Member or stand-  
10          ing committee of the House of Representatives  
11          to amend such proposal to the Commission, but  
12          only if the recommendations are submitted not  
13          later than 60 days after the proposal is sub-  
14          mitted under subsection (a).

15          (B) REFERRAL.—Any committee of the  
16          House of Representatives to which a bill intro-  
17          duced under subparagraph (A) is referred shall  
18          report it to the House without amendment not  
19          later than the fifth legislative day after the date  
20          of its introduction. If a committee fails to re-  
21          port the bill without amendment within that pe-  
22          riod or the House has adopted a concurrent res-  
23          olution providing for adjournment sine die at  
24          the end of a Congress, such committee shall be  
25          automatically discharged from further consider-



1           ation of the bill and it shall be placed without  
2           amendment on the appropriate calendar.

3           (2)   EXPEDITED   CONSIDERATION   IN   THE  
4       HOUSE.—

5               (A) IN GENERAL.—Not later than five leg-  
6           islative days after the bill introduced under  
7           paragraph (1)(A) is reported or the committees  
8           of referral have been discharged from further  
9           consideration thereof, it shall be in order to  
10          move to proceed to consider the bill in the  
11          House. Such a motion shall be in order only at  
12          a time designated by the Speaker in the legisla-  
13          tive schedule within two legislative days after  
14          the day on which the proponent announces an  
15          intention to the House to offer the motion. The  
16          previous question shall be considered as ordered  
17          on the motion to its adoption without inter-  
18          vening motion.

19               (B) CONSIDERATION.—If the motion to  
20          proceed is agreed to, the House shall imme-  
21          diately proceed to consider the bill introduced  
22          under paragraph (1)(A) in the House without  
23          intervening motion. Such bill shall be consid-  
24          ered as read. All points of order against such  
25          bill and against its consideration are waived.

1           The previous question shall be considered as or-  
2           dered on such bill to its passage without inter-  
3           vening motion except 2 hours of debate equally  
4           divided and controlled by the proponent and an  
5           opponent and one motion to limit debate on the  
6           bill.

