funds to an existing agency, for instance, creating a new...a new program, a new state government agency, a new policy program with rules and regs. I was always under the impression that to create new programs, to create new services to the public that currently are not served you had to pass substantive legislation, but I may be getting an education here that we can pass substantive legislation through an appropriations bill?

SENATOR WARNER: No, you could not, and this is not...I'm not trying to do anything more than what I've said on the floor, Senator Withem, repeatedly, is we're trying to provide a vehicle where the Legislature will have the option of going whichever route they may wish to go with the two bills without being encumbered with a maintenance of effort basis of the past which...

SENATOR WITHEM: Yeah, I understand, Senator Warner, what you...

SENATOR WARNER: My total motivation, there is nothing (inaudible) involved.

SENATOR WITHEM: Yeah, I understand what your motivation is. I guess I'm still confused. If a program has not been authorized in statute, how you create it in a budget bill and that is my confusion and at this particular point I really don't have any further questions.

SENATOR WARNER: As I'm listening to you, you're talking about a program that...

SENATOR WITHEM: This is my time, Senator Warner, and this is my closing on the amendment and what I was going to say was there appears to be some very real confusion about this whole thing as to whether this is a new program that is being created...

PRESIDENT: One minute.

SENATOR WITHEM: ...and whether it is just a way...excuse me, Senator Scofield, I'm closing on my amendment. I would like very much to have the courtesy of being able to do that. I think this is a serious matter, I don't think the questions have been answered properly. I think there is probably some shenanigans going on here that I'm not particularly comfortable with. I haven't been at all comfortable, if you want to know the truth, about the fact that we have measures setting up new