

CBO Estimate for Division A of Senate Amendment 4163 to H.R. 695—Further Additional Continuing Appropriations Act, 2019
(Discretionary Spending Only)

Subcommittee		Fiscal Year 2019 Appropriations, in Millions of Dollars							Total ^c
		Constrained by the Caps ^a			Cap Adjustments ^b				
		Defense	Nondefense	Total	OCO/GWOT	Emergency Requirements	Disaster Relief		
Agriculture ^c	BA:	0	23,357	23,357	0	0	0	23,357	
	OL:	0	24,361	24,361	0	0	0	24,361	
Commerce, Justice, Science	BA:	5,400	58,089	63,489	0	0	0	63,489	
	OL:	5,358	64,221	69,579	0	0	0	69,579	
Financial Services	BA:	31	22,805	22,836	0	0	0	22,836	
	OL:	29	23,602	23,631	0	0	0	23,631	
Homeland Security ^d	BA:	2,058	45,931	47,989	163	0	7,366	55,518	
	OL:	1,997	55,292	57,289	126	0	368	57,783	
Interior and Environment	BA:	0	35,191	35,191	0	0	0	35,191	
	OL:	0	34,441	34,441	0	0	0	34,441	
State, Foreign Operations	BA:	0	41,998	41,998	12,018	0	0	54,016	
	OL:	0	45,500	45,500	3,727	10	0	49,237	
Transportation, HUD	BA:	300	70,511	70,811	0	0	0	70,811	
	OL:	300	131,114	131,414	0	0	0	131,414	
Total	BA:	7,789	297,882	305,671	12,181	0	7,366	325,218	
	OL:	7,684	378,531	386,215	3,853	10	368	390,446	

Source: Congressional Budget Office.

BA = budget authority; HUD = Housing and Urban Development; OCO/GWOT = overseas contingency operations/global war on terrorism; OL = outlays.

Table 1 displays CBO’s estimate for Division A of Senate Amendment 4163 (S.A. 4163), which contains the Further Additional Continuing Appropriations Act, 2019. With certain exceptions, Division A would provide for the continuation through February 8, 2019, of the appropriations and authorities for 7 of the 12 annual appropriation bills as they were provided for in Divisions A, B, E-G, K, and L of the Consolidated Appropriations Act, 2018 (P.L. 115-141).

Table 2 displays CBO’s tabulation of the estimated fiscal year 2019 discretionary budgetary effects of S.A. 4163, as well as all previously enacted appropriation legislation.

Table 3 displays CBO’s estimate of the direct spending effects of Division B of S.A. 4163, which would provide for the extension of certain Medicaid programs. Consistent with the language in section 105 of Division B of S.A. 4163, and at the direction of the House and Senate Committees on the Budget, those divisions are considered to be authorizing legislation instead of appropriation legislation.

Continued

CBO Estimate for Division A of Senate Amendment 4163 to H.R. 695—Further Additional Continuing Appropriations Act, 2019

(Discretionary Spending Only)

Continued

a. In fiscal year 2019, most discretionary budget authority is subject to limits (or caps) as described in the Budget Control Act of 2011 (P.L. 112-25), as amended by the Bipartisan Budget Act of 2018 (P.L. 115-123). Those limits total \$1,244,000 million—\$647,000 million for defense programs (statutorily referred to as the revised security category) and \$597,000 million for nondefense programs (the revised nonsecurity category).

The authority in section 137 of the Continuing Appropriations Act, 2019, as amended and continued by S.A. 1930, would delay any potential sequestration order until 15 days after the Continuing Appropriations Act, 2019, would expire. The authority to determine whether a sequestration is required and, if so, how to make the necessary cuts in budget authority rests with the Office of Management and Budget.

b. Cap adjustments are designated pursuant to section 251 of the Deficit Control Act; the caps for fiscal year 2019 would be adjusted to accommodate these amounts.

c. Sections 1001-1004 of the 21st Century Cures Act (P.L. 114-255) require that certain funding provided for 2017 through 2026 to the Department of Health and Human Services—in particular the Food and Drug Administration (FDA), the National Institutes of Health, and the Substance Abuse and Mental Health Services Administration—be excluded from estimates for the purposes of the Deficit Control Act or the Congressional Budget and Impoundment Control of 1974. Therefore, the amounts shown in **Table 1** do not include \$60 million in budget authority and \$42 million in outlays for the FDA (Agriculture).

d. Section 101(a)(5) of the Consolidated Appropriations Act, 2019, (Homeland Security) extended several immigration programs that would have otherwise expired at the end of fiscal year 2018. CBO estimates that extending those provisions for the duration of fiscal year 2019 would increase on-budget direct spending by \$3 million in fiscal year 2019, \$22 million over the 2019-2023 period, and \$45 million over the 2019-2028 period. In addition, CBO estimates those extensions would decrease off-budget direct spending by \$1 million in 2023, and \$8 million over the 2019-2028 period. Finally, CBO estimates those extensions would increase revenues by \$2 million in 2019, and \$1 million over the 2019-2023 period, but would decrease revenues by \$2 million over the 2019-2028 period. Those changes in revenues are not shown in this table.

**CBO Estimate of Fiscal Year 2019 Discretionary Appropriations, Including Previously Enacted Legislation
(Discretionary Spending Only)**

Subcommittee		Fiscal Year 2019 Appropriations, in Millions of Dollars						Total ^c
		Constrained by the Caps ^a			Cap Adjustments ^b			
		Defense	Nondefense	Total	OCO/GWOT	Emergency Requirements	Disaster Relief or Program Integrity	
Agriculture ^c	BA:	0	23,357	23,357	0	0	0	23,357
	OL:	0	24,361	24,361	0	0	0	24,361
Commerce, Justice, Science	BA:	5,400	58,089	63,489	0	0	0	63,489
	OL:	5,358	64,221	69,579	0	0	0	69,579
Defense	BA:	606,340	129	606,469	67,914	0	0	674,383
	OL:	587,632	137	587,769	37,071	0	0	624,840
Energy and Water	BA:	22,440	22,200	44,640	0	0	0	44,640
	OL:	21,770	22,565	44,335	0	0	0	44,335
Financial Services	BA:	31	22,805	22,836	0	0	0	22,836
	OL:	29	23,602	23,631	0	0	0	23,631
Homeland Security ^{b,d}	BA:	2,058	45,931	47,989	163	0	7,366	55,518
	OL:	1,997	55,292	57,289	126	0	368	57,783
Interior and Environment	BA:	0	35,191	35,191	0	0	0	35,191
	OL:	0	34,441	34,441	0	0	0	34,441
Labor, HHS, Education ^{b,c,e}	BA:	0	178,076	178,076	0	0	1,897	179,973
	OL:	0	184,247	184,247	0	0	1,573	185,820
Legislative Branch	BA:	0	4,836	4,836	0	0	0	4,836
	OL:	0	4,720	4,720	0	0	0	4,720
Military Construction, VA	BA:	10,332	86,804	97,136	921	0	0	98,057
	OL:	8,379	82,430	90,809	0	0	0	90,809
State, Foreign Operations	BA:	0	41,998	41,998	12,018	0	0	54,016
	OL:	0	45,500	45,500	3,727	10	0	49,237
Transportation, HUD ^f	BA:	300	70,511	70,811	0	1,680	0	72,491
	OL:	300	131,114	131,414	0	25	0	131,439
Total	BA:	646,901	589,927	1,236,828	81,016	1,680	9,263	1,328,787
	OL:	625,465	672,630	1,298,095	40,924	35	1,941	1,340,995

Source: Congressional Budget Office.

BA = budget authority; HHS = Health and Human Services; HUD = Housing and Urban Development; OCO/GWOT = overseas contingency operations/global war on terrorism; OL = outlays; VA = Veterans Affairs.

CBO Estimate of Fiscal Year 2019 Discretionary Appropriations, Including Previously Enacted Legislation

(Discretionary Spending Only)

Continued

Table 3 displays CBO’s tabulation of the estimated fiscal year 2019 discretionary budgetary effects of S.A. 4163 (which would provide funding for 7 of the 12 annual appropriation bills through February 8, 2019) as well as all previously enacted appropriation legislation.

a. In fiscal year 2019, most discretionary budget authority is subject to limits (or caps) as described in the Budget Control Act of 2011 (P.L. 112-25), as amended by the Bipartisan Budget Act of 2018 (P.L. 115-123). Those limits total \$1,244,000 million—\$647,000 million for defense programs (statutorily referred to as the revised security category) and \$597,000 million for nondefense programs (the revised nonsecurity category).

The authority in section 137 of the Continuing Appropriations Act, 2019, as amended and continued by S.A. 4163, would delay any potential sequestration order until 15 days after the Continuing Appropriations Act, 2019, would expire. The authority to determine whether a sequestration is required and, if so, how to make the necessary cuts in budget authority rests with the Office of Management and Budget.

b. Cap adjustments are designated pursuant to section 251 of the Balanced Budget and Emergency Deficit Control Act of 1985 (Deficit Control Act); the caps for fiscal year 2019 would be adjusted to accommodate these amounts. **Table 2** includes the continuation of \$7,366 million in funding for disaster relief (Homeland Security), provided by S.A. 4163, and \$1,897 million in additional funding for program integrity efforts (Labor, HHS, Education), provided by Division B of P.L. 115-245. Both of those amounts were designated pursuant to section 251 of the Deficit Control Act.

c. Sections 1001-1004 of the 21st Century Cures Act (P.L. 114-255) require that certain funding provided for 2017 through 2026 to the Department of Health and Human Services—in particular the Food and Drug Administration (FDA), the National Institutes of Health, and the Substance Abuse and Mental Health Services Administration—be excluded from estimates for the purposes of the Deficit Control Act or the Congressional Budget and Impoundment Control Act of 1974. Therefore, the amounts shown in **Table 2** do not include \$771 million in budget authority and \$767 million (continued)

(c, continued) in outlays: \$60 million in budget authority and \$42 million in outlays for the FDA (Agriculture), provided by S.A. 4163; and \$711 million in budget authority and \$725 million in outlays in outlays for HHS (Labor, HHS, Education), which includes \$711 million in budget authority and \$465 million in outlays for NIH and \$260 million in outlays for SAMHSA, provided by Division B of P.L. 115-245.

d. Section 101(a)(5) of the Consolidated Appropriations Act, 2019, (Homeland Security) extended several immigration programs that would have otherwise expired at the end of fiscal year 2018. CBO estimates that extending those provisions for the duration of fiscal year 2019 would increase on-budget direct spending by \$3 million in fiscal year 2019, \$22 million over the 2019-2023 period, and \$45 million over the 2019-2028 period. In addition, CBO estimates those extensions would decrease off-budget direct spending by \$1 million in 2023, and \$8 million over the 2019-2028 period. Finally, CBO estimates those extensions would increase revenues by \$2 million in 2019, and \$1 million over the 2019-2023 period, but would decrease revenues by \$2 million over the 2019-2028 period. Those changes in revenues are not shown in this table.

e. Section 223 of Division B of P.L. 115-245 (Labor, HHS, Education) delayed the implementation of the recommendations of the United States Preventive Services Task Force with respect to breast cancer screening, mammography, and prevention. CBO estimated that delay would increase direct spending (budget authority and outlays) by \$9 million in fiscal year 2020 and by \$4 million in fiscal year 2021. In addition, CBO estimated that section 225 would decrease revenues by \$18 million in fiscal year 2020 (of which \$5 million would be off-budget) and would decrease revenues by \$7 million in fiscal year 2021 (of which \$2 million would be off-budget). Those revenue losses are not shown in this table.

f. Division I of P.L. 115-254 (the FAA Reauthorization Act of 2018) contains the Supplemental Appropriations for Disaster Relief Act, 2018, which provided \$1,680 million in supplemental funding for fiscal year 2019, and designated those amounts as emergency requirements pursuant to section 251 of the Deficit Control Act. In general, the budgetary effects of authorizing legislation are recorded as direct spending or revenue. However, consistent with the language in Division I of P.L. 115-254, and at the direction of the House and Senate Committees on the Budget, the budgetary effects of Division I are treated as discretionary spending.

CBO Estimate for Division B of Senate Amendment 4163 to H.R. 695—Medicaid Extenders

	By Fiscal Year, in Millions of Dollars											2019-	2019-
	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2023	2028	
INCREASES OR DECREASES (-) IN DIRECT SPENDING													
Division B—Medicaid Extenders													
Sec. 101. Extension of Money Follows the Person Rebalancing Demonstration													
Estimated Budget Authority	112	0	0	0	0	0	0	0	0	0	112	112	
Estimated Outlays	0	3	39	50	16	0	0	0	0	0	108	108	
Sec. 102. Extension of Protection for Medicaid Recipients of Home and Community-Based Services Against Spousal Impoverishment													
Estimated Budget Authority	9	7	7	0	0	0	0	0	0	0	23	23	
Estimated Outlays	9	7	7	0	0	0	0	0	0	0	23	23	
Sec. 103. Reduction in FMAP after 2020 for States Without Asset Verification Program													
Estimated Budget Authority	*	*	-20	-11	-11	-12	-12	-13	-13	-14	-42	-106	
Estimated Outlays	*	*	-20	-11	-11	-12	-12	-13	-13	-14	-42	-106	
Sec. 104. Medicaid Improvement Fund													
Estimated Budget Authority	0	0	-25	0	0	0	0	0	0	0	-25	-25	
Estimated Outlays	0	0	-25	0	0	0	0	0	0	0	-25	-25	
Total													
Estimated Budget Authority	121	7	-38	-11	-11	-12	-12	-13	-13	-14	68	4	
Estimated Outlays	8	9	1	39	5	-12	-12	-13	-13	-14	63	*	
NET INCREASES OR DECREASES (-) IN THE DEFICIT FROM CHANGES IN DIRECT SPENDING													
Effect on the Deficit	8	9	1	39	5	-12	-12	-13	-13	-14	63	*	

Sources: Congressional Budget Office.

Assumes enactment in December 2018; numbers may not add up to totals because of rounding; * = between -\$500,000 and zero.

Table 3 displays CBO’s estimate of the direct spending effects of Division B of S.A. 4163, which would provide for the extension of certain Medicaid programs. Consistent with the language in section 105 of Division B of S.A. 4163, and at the direction of the House and Senate Committees on the Budget, those divisions are considered to be authorizing legislation instead of appropriation legislation.

Table 3 does not include the budgetary effects of appropriations and authorities included in Division A of S.A. 4163, which are shown in **Tables 1 and 2**.