

CBO Estimate for Divisions A-F of the Consolidated Appropriations Act, 2019, and a Joint Resolution Making Further Continuing Appropriations for the Department of Homeland Security for Fiscal Year 2019, and for Other Purposes, as Posted on the U.S. House of Representatives Document Repository on December 31, 2018

(<https://go.usa.gov/xEgKp> and <https://go.usa.gov/xEgK8>)

(Discretionary Spending Only, by Subcommittee)

		Fiscal Year 2019 Appropriations, in Millions of Dollars							Total ^c	
		Constrained by the Caps ^a			Cap Adjustments ^b			Emergency Requirements		Disaster Relief
		Defense	Nondefense	Total	OCO/GWOT					
Consolidated Appropriations Act, 2019										
Agriculture ^c	BA:	0	23,134	23,134	0	0	0	0	23,134	
	OL:	0	24,370	24,370	0	0	0	0	24,370	
Commerce, Justice, Science	BA:	5,400	58,467	63,867	0	0	0	0	63,867	
	OL:	5,359	65,507	70,866	0	0	0	0	70,866	
Financial Services ^d	BA:	31	23,657	23,688	0	0	0	0	23,688	
	OL:	30	23,108	23,138	0	0	0	0	23,138	
Interior and Environment	BA:	0	35,868	35,868	0	0	0	0	35,868	
	OL:	0	35,322	35,322	0	0	0	0	35,322	
State, Foreign Operations	BA:	0	46,418	46,418	8,000	0	0	0	54,418	
	OL:	0	47,863	47,863	2,280	10	0	0	50,153	
Transportation, HUD	BA:	300	71,117	71,417	0	0	0	0	71,417	
	OL:	300	132,412	132,712	0	0	0	0	132,712	
Subtotal		5,731	258,661	264,392	8,000	0	0	0	272,392	
		5,689	328,582	334,271	2,280	10	0	0	336,561	
Further Continuing Appropriations for DHS										
Homeland Security ^e	BA:	2,058	45,931	47,989	163	0	7,366	0	55,518	
	OL:	1,997	55,292	57,289	126	0	368	0	57,783	
Total	BA:	7,789	304,592	312,381	8,163	0	7,366	0	327,910	
	OL:	7,686	383,874	391,560	2,406	10	368	0	394,344	

Source: Congressional Budget Office.

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

Table 1 displays CBO's estimate for Divisions A-F of the the Consolidated Appropriations Act, 2019 (CAA 2019), and a Joint Resolution Making Further Continuing Appropriations for the Department of Homeland Security for Fiscal Year 2019, and for Other Purposes (DHS CR), as posted on the U.S. House of Representatives Document Repository (docs.house.gov) on December 31, 2018. The CAA 2019 would provide appropriations and authorities for the remainder of fiscal year 2019 for 6 of the remaining 7 annual appropriation bills that have yet to be enacted. The DHS CR would continue the appropriations and authorities for the Department of Homeland Security, as previously enacted in the Continuing Appropriations Act, 2019, through February 8, 2019. The other 5 annual appropriation bills were enacted in September (P.L. 115-244 and P.L. 115-245).

Table 2 displays CBO's tabulation of the estimated discretionary budgetary effects for fiscal year 2019 of the CAA 2019 and the DHS CR, combined with all previously enacted appropriation legislation fiscal year 2019.

Table 3 displays CBO's estimate of the direct spending and revenue effects of Division G of the Consolidated Appropriations Act, 2019. Consistent with the language in section 305 of Division G, and at the direction of the House and Senate Committees on the Budget, that division is considered here to be authorizing legislation instead of appropriation legislation.

CBO Estimate for Divisions A-F of the Consolidated Appropriations Act, 2019, and a Joint Resolution Making Further Continuing Appropriations for the Department of Homeland Security for Fiscal Year 2019, and for Other Purposes, as Posted on the U.S. House of Representatives Document Repository on December 31, 2018

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).
- 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 Act of 1974. Therefore, the amounts shown in **Table 1** do not include \$70 million in budget authority and \$45 million in outlays for the FDA (Agriculture).
- d. Section 128 of Division B would make amounts in the Bureau of Engraving and Printing Fund (a discretionary revolving fund) available in 2019 to the bureau to purchase land and to construct a new currency production facility. CBO expects that the bureau would build a new facility rather than renovate the existing one. In 2019, that change would increase the amount that the bureau collects from the Federal Reserve to cover production costs.

Additional payments from the Federal Reserve to the Bureau of Engraving and Printing would result in decreases in remittances by the Federal Reserve to the Treasury; those remittances are recorded in the federal budget as revenues. (Similarly, lower amounts charged to the Federal Reserve in the future would result in higher remittances to the Treasury.) CBO estimates that, on net, section 128 would decrease revenues by \$1.1 billion in 2019 and by \$275 million over the 2019-2023 period but would result in no net change in revenues over the 2019-2028 period. CBO also estimates that section 128 would, on net, reduce outlays by \$950 million in fiscal year 2019, but would result in no net change in discretionary spending over the 2019-2028 period. The estimated changes in revenues from enacting section 128 are not shown in **Table 1**.

- e. The Continuing Appropriations Act, 2019, (Homeland Security) extended several immigration programs that would have otherwise expired at the end of fiscal year 2018 through December 21, 2018, and the DHS CR would further extend those programs through February 8, 2019.

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)

		Fiscal Year 2019 Appropriations, in Millions of Dollars						
		Constrained by the Caps ^a			Cap Adjustments ^b			Total ^c
Subcommittee		Defense	Nondefense	Total	OCO/GWOT	Emergency Requirements	Disaster Relief or Program Integrity	
Agriculture ^c	BA:	0	23,134	23,134	0	0	0	23,134
	OL:	0	24,370	24,370	0	0	0	24,370
Commerce, Justice, Science	BA:	5,400	58,467	63,867	0	0	0	63,867
	OL:	5,359	65,507	70,866	0	0	0	70,866
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 ^d	BA:	31	23,657	23,688	0	0	0	23,688
	OL:	30	23,108	23,138	0	0	0	23,138
Homeland Security ^{b,e}	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	35,868	35,868	0	0	0	35,868
	OL:	0	35,322	35,322	0	0	0	35,322
Labor, HHS, Education ^{b,c,f}	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	46,418	46,418	8,000	0	0	54,418
	OL:	0	47,863	47,863	2,280	10	0	50,153
Transportation, HUD ^g	BA:	300	71,117	71,417	0	1,680	0	73,097
	OL:	300	132,412	132,712	0	25	0	132,737
Total	BA:	646,901	596,637	1,243,538	76,998	1,680	9,263	1,331,479
	OL:	625,467	677,973	1,303,440	39,477	35	1,941	1,344,893

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.

Table 2 displays CBO’s tabulation of the estimated discretionary budgetary effects for fiscal year 2019 of the Consolidated Appropriations Act, 2019 (CAA 2019), the Joint Resolution Making Further Continuing Appropriations

for the Department of Homeland Security for Fiscal Year 2019 (DHS CR), as well as previously enacted appropriation legislation for fiscal year 2019.

Continued

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

(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).
- 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 for in the DHS CR, and \$1,897 million in additional funding for program integrity efforts (Labor, HHS, Education), provided for in 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 \$781 million in budget authority and \$770 million in outlays: \$70 million in budget authority and \$45 million in outlays for the FDA (Agriculture), provided by Division C of the Consolidated Appropriations Act, 2019; 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 for in Division B of P.L. 115-245.
- d. Division B of the Consolidated Appropriations Act, 2019 (Financial Services), contains a provision that would affect revenues. For more information on that provision, see footnote d in **Table 1**.
- e. The DHS CR would extend several immigration programs through February 8, 2019. For additional information on the budgetary effects of those extensions, see footnote e in **Table 1**.
- f. 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 **Table 2**.
- g. Division I of P.L. 115-254 (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 (Transportation, HUD), 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 and are included in **Table 2**.
-

CBO Estimate for Division G of the Consolidated Appropriations Act, 2019, as Posted on the U.S. House of Representatives Document Repository on December 31, 2018—Authorizing Division

	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												
Title II—Extensions of Authorities												
Estimated Budget Authority	*	*	*	0	0	0	0	0	0	0	*	*
Estimated Outlays	-6	6	*	0	0	0	0	0	0	0	*	*
Estimated Revenues	*	*	*	0	0	0	0	0	0	0	*	*
Title III—Medicaid Extenders												
Sec. 301. 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. 302. 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	22	22
Estimated Outlays	9	7	7	0	0	0	0	0	0	0	22	22
Sec. 303. 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. 304. 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	3	16	1	39	5	-12	-12	-13	-13	-14	64	*
NET INCREASES OR DECREASES (-) IN THE DEFICIT FROM CHANGES IN DIRECT SPENDING												
Effect on the Deficit	3	16	1	39	5	-12	-12	-13	-13	-14	64	*

Sources: Congressional Budget Office.

Assumes enactment in January 2019; numbers may not add up to totals because of rounding; * = between -\$500,000 and \$500,000.

Table 3 displays CBO’s estimate of the direct spending effects of Division G of the Consolidated Appropriations Act, 2019, which would provide for the extension of certain Medicaid programs, among others. Consistent with the language in section 305 of Division G, and at the direction of the House and Senate Committees on the Budget, that division is considered here to be authorizing legislation instead of appropriation legislation.

Table 3 does not include the budgetary effects of appropriations and authorities included in Divisions A-F of the Consolidated Appropriations Act, 2019, which are shown in **Table 1** and **Table 2**.