

CBO Estimate for Divisions A-F of H.R. 648—Consolidated Appropriations Act, 2019, as Posted on the U.S. House of Representatives Document Repository on January 17, 2019 (<https://go.usa.gov/xEWFv>) (Discretionary Spending Only)

Subcommittee		Fiscal Year 2019 Appropriations, in Millions of Dollars					
		Constrained by the Caps ^a			Cap Adjustments ^b		Total ^c
		Defense	Nondefense	Total	OCO/GWOT	Emergency Requirements	
Agriculture ^c	BA:	0	23,042	23,042	0	0	23,042
	OL:	0	24,491	24,491	0	0	24,491
Commerce, Justice, Science	BA:	5,499	58,619	64,118	0	0	64,118
	OL:	5,359	65,530	70,889	0	0	70,889
Financial Services ^{d,e}	BA:	31	23,779	23,810	0	0	23,810
	OL:	30	23,984	24,014	0	0	24,014
Interior and Environment	BA:	0	35,552	35,552	0	0	35,552
	OL:	0	34,975	34,975	0	0	34,975
State, Foreign Operations	BA:	0	46,218	46,218	8,000	0	54,218
	OL:	0	47,104	47,104	2,853	10	49,967
Transportation, HUD	BA:	300	70,779	71,079	0	0	71,079
	OL:	300	132,224	132,524	0	0	132,524
Total	BA:	5,830	257,989	263,819	8,000	0	271,819
	OL:	5,689	328,308	333,997	2,853	10	336,860

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 Divisions A-F of H.R. 648, the Consolidated Appropriations Act, 2019. Those divisions would provide appropriations and authorities for the remainder of fiscal year 2019 for the agencies covered by 6 of the remaining 7 annual appropriation bills that have yet to be enacted. Of the other annual appropriation bills, 5 were already enacted in September in P.L. 115-244 and P.L. 115-245. The 12th annual appropriation bill, which would fund the Department of Homeland Security, has yet to be enacted.

Table 2 displays CBO’s estimates of the fiscal year 2019 discretionary budgetary effects of Divisions A-F of H.R. 648, as well as all previously enacted appropriation legislation for fiscal year 2019.

Table 3 displays CBO’s estimate of the direct spending and revenue effects of Divisions G of H.R. 648. Consistent with the language in section 305 of Division G of H.R. 648, 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.

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 (continued)

(a, continued) (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.

(Discretionary Spending Only)

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- 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 127 of Division C would permanently make amounts in the Bureau of Engraving and Printing Fund (a discretionary revolving fund) available to the bureau to purchase land and construct a new currency production facility. CBO expects that the bureau would build a new facility rather than renovate an existing one. In 2019 and 2022, the change would increase the amount that the bureau collects from the Federal Reserve to cover production costs; after 2022, such amounts would decline. Increased payments to the Bureau of (continued)
- (d, continued) Engraving and Printing would result in corresponding and equal declines in remittances by the Federal Reserve to the Treasury; such payments 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 127 would decrease revenues by \$125 million in 2019 and by \$225 million over the 2019-2023 period but would result in no net change in revenues over the 2019-2028 period.
- e. Beginning in fiscal year 2020, section 620 of Division C would reclassify the budgetary treatment of civil penalties collected by the Public Company Accounting Oversight Board from revenues to discretionary offsetting receipts. Offsetting receipts are recorded as reductions in budget authority and outlays in each fiscal year. CBO estimates that section 620 would reclassify revenues totaling \$4 million over the 2019-2023 period, and \$9 million over the 2019-2028 period.
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**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	Program Integrity	
Agriculture ^c	BA:	0	23,042	23,042	0	0	0	23,042
	OL:	0	24,491	24,491	0	0	0	24,491
Commerce, Justice, Science	BA:	5,499	58,619	64,118	0	0	0	64,118
	OL:	5,359	65,530	70,889	0	0	0	70,889
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	23,779	23,810	0	0	0	23,810
	OL:	30	23,984	24,014	0	0	0	24,014
Interior and Environment	BA:	0	35,552	35,552	0	0	0	35,552
	OL:	0	34,975	34,975	0	0	0	34,975
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	46,218	46,218	8,000	0	0	54,218
	OL:	0	47,104	47,104	2,853	10	0	49,967
Transportation, HUD ^f	BA:	300	70,779	71,079	0	1,680	0	72,759
	OL:	300	132,224	132,524	0	25	0	132,549
Total	BA:	644,942	550,034	1,194,976	76,835	1,680	1,897	1,275,388
	OL:	623,470	622,407	1,245,877	39,924	35	1,573	1,287,409

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 estimate of the fiscal year 2019 discretionary budgetary effects of H.R. 648, as well as all previously enacted appropriation legislation for fiscal year 2019. H.R. 648 would provide full year appropriations for 6 of the 12 annual appropriation acts. Five other full-year appropriation acts were enacted in September, 2018. The remaining annual appropriation act, which would fund the Department of Homeland Security, has yet to be enacted.

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

(Discretionary Spending Only)

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- 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 \$1,897 million in additional funding for program integrity efforts (Labor, HHS, Education), provided in Division B of P.L. 115-245, which was 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 H.R. 648; 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 C of H.R. 648 (Financial Services), contains two provisions that would affect revenues. For more information on those provisions, see footnotes d and e in **Table 1**.
- 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 **Table 2**.
- f. 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.
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CBO Estimate for Division G of H.R. 648—Other Matters

	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 G—Other Matters^{a,b,c}													
Title II—Pesticide Registration Improvement Act Extension ^d													
Estimated Budget Authority	0	0	0	0	0	0	0	0	0	0	0	0	0
Estimated Outlays	-3	3	0	0	0	0	0	0	0	0	0	0	0
NET INCREASE OR DECREASE (-) IN THE DEFICIT FROM CHANGES IN DIRECT SPENDING													
Effect on the Deficit	-3	3	0	0	0	0	0	0	0	0	0	0	0

Sources: Congressional Budget Office.

Assumes enactment in January 2019.

Table 3 displays CBO’s estimate of the direct spending effects of Division G of H.R. 648. Consistent with the language in section 305 of H.R. 648, and at the direction of the House and Senate Committees on the Budget, Division G is considered to be authorizing legislation instead of appropriation legislation.

Numbers may not add up to totals because of rounding; **Table 3** does not include the budgetary effects of appropriations and authorities included in Divisions A-F of H.R. 648, which are shown in **Tables 1 and 2**; * = between -\$500,000 and \$500,000; unless specified otherwise, all amounts are for unified budget totals (including on-budget and off-budget accounts).

- a. Sections 203-205 of Division G would extend funding for the Temporary Assistance for Needy Families program, healthy marriage promotion grants, responsible fatherhood grants, the Contingency Fund, Child Care Entitlement, and other related programs through 2020. By extending those programs through 2020, the bill would provide a total of \$20.2 billion in additional funding annually over the 2019-2020 period. Because CBO already assumes funding for those programs in its baseline, as required by section 257 of the Balanced Budget and Emergency Deficit Control Act of 1985, the extension of those programs would have no cost relative to the baseline.
- b. Title III of Division G of H.R. 648 (Medicaid Extenders) would extend certain Medicaid programs. However, relative to H.R. 259, the Medicaid Extenders Act of 2019, which cleared the Congress on January 17, 2019, H.R. 648 would have no effect. Accordingly, Title III of Division of H.R. 648 is estimated to have no budgetary effect, relative to current law.

- c. Title IV of Division G of H.R. 648 would set the balances of the scorecards established by the Statutory Pay-As-You-Go Act of 2010, to zero. According to the Office of Management and Budget, as of December 14, 2018, the scorecards for the 5- and 10-year periods relevant to legislation considered during the 115th Congress showed a positive balance (<https://go.usa.gov/xEZW3>). The authority to determine whether a sequestration is required, and if so, how to make the necessary reductions in budgetary resources, rests with the Office of Management and Budget.
- d. The Continuing Appropriations Act, 2019, (Interior) extended through December 21, 2018, the authority of the Environmental Protection Agency to charge fees to pesticide manufacturers to cover the agency’s costs of performing certain pesticide registration and activities. Section 202 of Title II of Division G of H.R. 648 would further extend that authority through March 1, 2019.

Consistent with the budgetary treatment of Division G of H.R. 648, the budgetary effects of extending those programs through December 21, 2018, are charged to the Appropriations Committee; the budgetary effects of extending the programs March 1, 2019, are charged to the relevant authorizing committee and are shown in Table 3.