

Table 1. Discretionary Appropriations (Including Adjustments) Under Division A, the Further Continuing Appropriations Act, 2020

November 18, 2019

Division A of Rules Committee Print 116-38 would provide for the continuation, through December 20, 2019, of the appropriations and authorities contained in the 12 annual appropriation acts for 2019.^a This table reflects CBO’s estimates of discretionary budget authority for 2020 under that division. Those amounts are annualized—that is, estimated as if appropriations were provided for the entire fiscal year.^b In 2020 most discretionary budget authority is subject to limits (or caps) established by the Budget Control Act of 2011 (P.L. 112-25), as modified.^c Separate caps exist for defense funding (in the law, *revised security*), which is budget function 050, and for nondefense funding (*revised nonsecurity*), which encompasses all other budget functions. The Budget Control Act also provides for certain adjustments to those caps. This table delineates CBO’s annualized estimates of funding that is constrained by the 2020 caps on defense and nondefense funding and the amounts that result in adjustments to those caps.

Millions of Dollars		Constrained by Caps			Cap Adjustments ^d				Total ^e
		Defense	Nondefense	Total	OCO/GWOT	Emergency	Disaster Relief	Program Integrity ^f	
Subcommittee									
Agriculture ^c	BA:	0	23,039	23,039	0	8	0	0	23,047
	OL:	0	22,596	22,596	0	1,848	0	0	24,444
Commerce, Justice, Science	BA:	5,499	65,442	70,941	0	0	0	0	70,941
	OL:	5,475	68,550	74,025	0	266	0	0	74,291
Defense	BA:	607,812	143	607,955	69,167	0	0	0	677,122
	OL:	611,168	144	611,312	38,320	391	0	0	650,023
Energy and Water	BA:	22,440	22,238	44,678	0	0	0	0	44,678
	OL:	22,199	21,733	43,932	0	544	0	0	44,476
Financial Services	BA:	31	23,548	23,579	0	0	151	0	23,730
	OL:	29	23,360	23,389	0	57	116	0	23,562
Homeland Security ^g	BA:	2,060	47,298	49,358	165	0	12,000	0	61,523
	OL:	2,135	55,233	57,368	127	680	600	0	58,775
Interior and Environment	BA:	0	35,358	35,358	0	0	0	0	35,358
	OL:	0	34,322	34,322	0	289	0	0	34,611
Labor, HHS, Education ^{c, f}	BA:	0	175,577	175,577	0	0	0	1,796	177,373
	OL:	0	187,256	187,256	0	974	0	1,418	189,648
Legislative Branch	BA:	0	4,836	4,836	0	0	0	0	4,836
	OL:	0	4,770	4,770	0	5	0	0	4,775
Military Construction, VA	BA:	10,334	91,864	102,198	921	0	0	0	103,119
	OL:	9,161	87,325	96,486	2	319	0	0	96,807
State, Foreign Operations	BA:	0	46,347	46,347	7,999	0	0	0	54,346
	OL:	0	47,330	47,330	2,129	0	0	0	49,459
Transportation, HUD	BA:	300	72,947	73,247	0	0	0	0	73,247
	OL:	300	130,987	131,287	0	878	0	0	132,165
Total	BA:	648,476	608,637	1,257,113	78,252	8	12,151	1,796	1,349,320
	OL:	650,467	683,606	1,334,073	40,578	6,251	716	1,418	1,383,036

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.

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- a. Those acts are contained in divisions A through C of the Energy and Water, Legislative Branch, and Military Construction and Veterans Affairs Appropriations Act, 2019 (P.L. 115-244); divisions A and B of the Department of Defense and Labor, Health and Human Services, and Education Appropriations Act, 2019 and Continuing Appropriations Act, 2019 (P.L. 115-245); and divisions A through G of the Consolidated Appropriations Act, 2019 (P.L. 116-6).
- b. The estimates of discretionary budget authority and outlays reflected in this table are about \$4 billion and \$8 billion higher, respectively, than those contained in CBO's cost estimate for division A of H.R. 4378, the Continuing Appropriations Act, 2020 (as posted on the House Rules Committee website on September 18, 2019), which CBO published on September 18, 2019 (see www.cbo.gov/publication/55643). Of those increases:
- \$3.7 billion in budget authority and \$2.7 billion in outlays stem from new legislative provisions that would provide additional funding in 2020, mostly for the 2020 census.
 - \$250 million in budget authority and \$20 million in outlays reflect technical revisions to CBO's previous estimate, which account for updated information from the Administration related to budget execution and program implementation; and,
 - \$8 million in budget authority and \$6 billion in outlays reflect corrections to CBO's previous estimate, mostly to account for emergency-designated budget authority and outlays stemming from supplemental legislation enacted in June 2019 and July 2019, which were mistakenly omitted from our estimate for H.R. 4378.
- c. For 2020 those limits total \$1,288 billion—\$666.5 billion for defense programs and \$621.5 billion for nondefense programs.
- d. For 2019, these amounts were designated in accordance with section 251 of the Balanced Budget and Emergency Deficit Control Act of 1985; the caps for fiscal year 2020 would be adjusted to accommodate these amounts. OCO consists primarily of military activities in Afghanistan and similar missions. Emergency funding consists of appropriations formally designated as required under section 251(b)(2)(A)(i) of the Deficit Control Act. Disaster relief funding is for activities carried out under section 102(2) of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended. Such activities may result from a natural disaster that causes damage of enough severity to warrant federal assistance. Program integrity initiatives seek to identify and reduce overpayments in certain benefit programs. Under current law, appropriations for activities related to wildfire suppression and the 2020 census also can result in adjustments to the 2020 limits if they are designated in accordance with section 251 of the Deficit Control Act. However, because no such designations were specified in 2019 appropriation legislation, CBO's estimate of such funding is included in amounts constrained by caps.
- e. In keeping with the 21st Century Cures Act (P.L. 114-255), funding for certain HHS activities is excluded from estimates for the purposes of the Congressional Budget Act of 1974 and the Deficit Control Act. As a result, this estimate excludes \$562 million in budget authority and \$854 million in outlays. Of those amounts, \$70 million in budget authority and \$63 million in outlays are under the jurisdiction of the Agriculture Subcommittee and \$492 million in budget authority and \$791 million in outlays are under the jurisdiction of the Labor, HHS, Education Subcommittee.
- f. On an annualized basis, division A would provide \$1,410 million for program integrity efforts related to continuing disability reviews and designate those amounts in keeping with section 251 of the Deficit Control Act. In fiscal year 2020, however, the maximum adjustment for such funding is \$1,309 million. As a result, only that amount of funding for continuing disability reviews is reflected as a cap adjustment; the remaining \$101 million is included in nondefense funding constrained by the caps.
- g. Section 101(6) of division A would extend several immigration programs that would otherwise expire at the end of fiscal year 2019. CBO estimates that extending those provisions for the duration of fiscal year 2020 would increase on-budget direct spending by \$8 million in fiscal year 2020, by \$29 million over the 2020-2024 period, and by \$54 million over the 2020-2029 period. In addition, CBO estimates those extensions would decrease off-budget direct spending by \$8 million over the 2020-2029 period. Finally, CBO estimates that those extensions would increase revenues by \$2 million in 2020 and reduce them by less than \$500,000 annually in each of fiscal years 2021 through 2028 and by \$1 million in 2029, for an overall net decrease in revenues of \$2 million over the 2020-2029 period. Those changes in revenues are not shown in this table.

Table 2. Direct Spending Effects of Division B, Health and Human Services Extenders and Other Matters

November 18, 2019

Table 2 displays CBO’s estimate of changes in direct spending under division B of Rules Committee Print 116-38, which would extend and modify several federal programs.^a Title IX would specify requirements for the budgetary treatment of that division. Consistent with that title, and at the direction of the House and Senate Committees on the Budget, division B is considered to be authorizing legislation rather than appropriation legislation.^b

By Fiscal Year, Millions of Dollars

	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2020-2024	2020-2029
INCREASES OR DECREASES (-) IN DIRECT SPENDING												
Title I - Public Health Extenders												
Sec. 1101. Extension for Community Health Centers, the National Health Service Corps, and Teaching Health Centers That Operate Graduate Medical Education Programs												
Estimated Budget Authority	352	0	0	0	0	0	0	0	0	0	352	352
Estimated Outlays	352	0	0	0	0	0	0	0	0	0	352	352
Sec. 1102. Diabetes Programs												
Estimated Budget Authority	24	0	0	0	0	0	0	0	0	0	24	24
Estimated Outlays	24	0	0	0	0	0	0	0	0	0	24	24
Title II - Other Health Extenders												
Sec. 1201. Extension of Sexual Risk Avoidance Education Program												
Estimated Budget Authority	6	0	0	0	0	0	0	0	0	0	6	6
Estimated Outlays	0	3	3	0	0	0	0	0	0	0	6	6
Sec. 1202. Extension of Personal Responsibility Education Program												
Estimated Budget Authority	6	0	0	0	0	0	0	0	0	0	6	6
Estimated Outlays	0	3	3	0	0	0	0	0	0	0	6	6
Title III - Medicaid Extenders												
Sec. 1301. Extension of Community Mental Health Services Demonstration Program												
Estimated Budget Authority	23	0	0	0	0	0	0	0	0	0	23	23
Estimated Outlays	23	0	0	0	0	0	0	0	0	0	23	23
Sec. 1302. Temporary Increase in Federal Medical Assistance Percentage for Territories Under Medicaid Program												
Estimated Budget Authority	4	0	0	0	0	0	0	0	0	0	4	4
Estimated Outlays	4	0	0	0	0	0	0	0	0	0	4	4
Sec. 1303. Delay of Reductions in Medicaid Disproportionate Share Hospital Allotments												
Estimated Budget Authority	0	0	0	0	0	0	0	0	0	0	0	0
Estimated Outlays	0	0	0	0	0	0	0	0	0	0	0	0
Title IV - Medicare Extenders												
Sec. 1401. Extension of Funding for Quality Measure Endorsement, Input, and Selection												
Estimated Budget Authority	1	0	0	0	0	0	0	0	0	0	1	1
Estimated Outlays	1	0	0	0	0	0	0	0	0	0	1	1
Sec. 1402. Extension of Funding Outreach and Assistance for Low-Income Programs												
Estimated Budget Authority	3	0	0	0	0	0	0	0	0	0	3	3
Estimated Outlays	3	0	0	0	0	0	0	0	0	0	3	3
Sec. 1403. Extension of Appropriations and Transfers to the Patient-Centered Outcomes Research Trust Fund; Extension of Certain Health Insurance Fees												
Estimated Budget Authority	0	0	0	0	0	0	0	0	0	0	0	0
Estimated Outlays	0	0	0	0	0	0	0	0	0	0	0	0

continued

Table 2. Direct Spending Effects of Division B, Health and Human Services Extenders and Other Matters

Continued

Title V - Human Services Extenders													
Sec. 1501. Extension of Demonstration Projects to Address Health Professions' Work Force Needs													
Estimated Budget Authority	7	0	0	0	0	0	0	0	0	0	0	7	7
Estimated Outlays	0	4	3	0	0	0	0	0	0	0	0	7	7
Sec. 1502. Extension of the Temporary Assistance for Needy Families Program and Related Programs													
Estimated Budget Authority	0	0	0	0	0	0	0	0	0	0	0	0	0
Estimated Outlays	0	0	0	0	0	0	0	0	0	0	0	0	0
Title VI - Miscellaneous Policies													
Sec. 1601. Alaska Native Regional Health Entities													
Estimated Budget Authority	0	0	0	0	0	0	0	0	0	0	0	0	0
Estimated Outlays	0	0	0	0	0	0	0	0	0	0	0	0	0
Sec. 1602. Medicaid Improvement Fund													
Estimated Budget Authority	0	0	0	0	0	-427	0	0	0	0	0	0	-427
Estimated Outlays	0	0	0	0	0	-205	-215	-7	0	0	0	0	-427
Title VII - Other Matters													
Sec. 1701. Extend and Expand Authority to Spend Amounts Credited to the United States Victims of State Sponsored Terrorism Fund													
Estimated Budget Authority	63	63	64	64	64	64	218	259	260	261	318	1,380	
Estimated Outlays	8	58	63	64	64	64	83	211	256	260	257	1,131	
Sec. 1702. Repeal of Rescission of Contract Authority for Federal-Aid Highway Program ^e													
Estimated Budget Authority	7,569	7,569	7,569	7,569	7,569	7,569	7,569	7,569	7,569	7,569	37,845	75,690	
Estimated Outlays	0	0	0	0	0	0	0	0	0	0	0	0	
Sec. 1703. Extension of Authorities Under the Foreign Intelligence Surveillance Act ^d													
Estimated Budget Authority	*	0	0	0	0	0	0	0	0	0	0	0	
Estimated Outlays	*	0	0	0	0	0	0	0	0	0	0	0	
Total													
Estimated Budget Authority	8,058	7,632	7,633	7,633	7,633	7,206	7,787	7,828	7,829	7,830	38,589	77,069	
Estimated Outlays	415	68	72	64	64	-141	-132	204	256	260	683	1,130	

Source: Congressional Budget Office.

Estimates are relative to CBO's May 2019 baseline; components may not sum to totals because of rounding; * = between \$-500,000 and \$500,000.

- a. Titles I through VI of division B would extend certain health programs through December 20, 2019. Section 1701 would increase and extend, through 2030, the government's authority to spend, without further appropriation, amounts credited to the United States Victims of State Sponsored Terrorism Fund. Section 1702 would cancel a scheduled rescission of contract authority for the Federal-Aid Highway Program. Section 1703 would extend, through February 28, 2020, the authority of the federal government to conduct certain surveillance operations under the Foreign Intelligence Surveillance Act.
- b. As a result of those directions from the Budget Committees, the direct spending and revenue effects of division B are subject to pay-as-you-go procedures. Title VIII also would require that estimated budgetary effects of division B be excluded from the pay-as-you-go scorecards maintained by the Senate and the Office of Management and Budget (OMB), and require OMB to adjust scorecard balances by shifting any debits for fiscal year 2020 to fiscal year 2021. The authority to determine whether a sequestration is required, and if so, how to make the necessary reductions in budgetary resources, rests with OMB.
- c. The Federal-Aid Highway Program has a unique budgetary treatment; authorizing laws provide those programs with mandatory contract authority while associated outlays, which are controlled by

- c. *continued*
obligation limitations set in annual appropriation acts, are considered discretionary. Section 1702 of division B would cancel a rescission of \$7.6 billion in contract authority scheduled to occur in 2020—the final year of the authorization covered by the Fixing America's Surface Transportation Act (Public Law 114-94). In accordance with provisions of law that govern CBO's baseline projections, funding for certain expiring programs—including contract authority for the Federal-Aid Highway Program—is assumed to continue beyond the scheduled expiration date for purposes of budget projections. Consistent with that practice, CBO's baseline incorporates the assumption that, in future years, contract authority for the Federal-Aid Highway Program will remain at the net amount provided for 2020. As a result, relative to that baseline, canceling the scheduled rescission would increase contract authority by \$7.57 billion in 2020 and by \$75.7 billion over the 2020-2029 period. However, because canceling that rescission would not affect obligation limitations authorized over the 2020-2029 period, enacting section 1702 would not affect outlays.
- d. CBO estimates that implementing section 1703 would have a negligible effect on revenues.