



## Legislation Enacted in the First Session of the 116th Congress That Affects Mandatory Spending or Revenues

This Congressional Budget Office report summarizes the agency's estimates of the budgetary effects of authorizing legislation enacted during the first session of the 116th Congress—which spans the period from January 3, 2019, through January 3, 2020—that affects mandatory spending or revenues.<sup>1</sup> The estimates are for the enacted versions of the relevant laws. CBO prepared each estimate when the legislation was last considered by the Congress, measuring its costs against the baseline projections used for budget enforcement purposes by the House and Senate Committees on the Budget.<sup>2</sup> For

consistency, each estimate covers the same period as that used by CBO for its corresponding cost estimate during the Congressional session.

According to CBO's estimates, the laws that were enacted during the first session of the 116th Congress will increase budget deficits in every fiscal year from 2019 through 2029. In total, CBO estimates, those laws will add about \$406 billion to the cumulative deficit over that 10-year period—the net result of a \$422 billion reduction in revenues and a \$16 billion reduction in outlays.

Most of the estimated increase in the deficit stems from Public Law 116-94 (one of two consolidated appropriation bills enacted in December 2019). P.L. 116-94 repealed the excise tax on employment-based health insurance plans with premiums exceeding certain thresholds, an annual fee imposed on many health insurers, and an excise tax on certain medical devices; it also extended several dozen expiring tax provisions (and made other changes). When that legislation (H.R. 1865 in bill form) was being considered by the Congress, CBO and the staff of the Joint Committee on Taxation (JCT) estimated that its enactment would increase the deficit in every year from 2019 through 2029. In total, CBO and JCT estimated, P.L. 116-94 would decrease revenues by about \$422 billion and increase outlays by

1. The amounts in this report and its two supplemental tables also incorporate the estimated effects on revenues from provisions included in enacted appropriation legislation. The report and supplemental tables do not include the estimated effects of appropriation legislation on budget authority and outlays because most of those effects are classified in the budget as discretionary spending. Although annual appropriation legislation typically provides a large amount of mandatory spending authority each year (estimated at more than \$1 trillion in 2019, and in the previous two years), most of those amounts are already included in CBO's baseline projections as required by section 257 of the Balanced Budget and Emergency Deficit Control Act of 1985. Accordingly, most mandatory spending ascribed to appropriation legislation has no budgetary effect relative to CBO's baseline projections.
2. For more information about the budgetary effects identified in CBO's cost estimates, see Congressional Budget Office, *How CBO Prepares Cost Estimates* (February 2018), [www.cbo.gov/publication/53519](http://www.cbo.gov/publication/53519).

All years referred to in this report are federal fiscal years, which run from October 1 to September 30 and are designated by the calendar year in which they end.

\$23 billion—for a net increase of \$445 billion in the deficit—between 2019 and 2029.<sup>3</sup>

Two supplemental tables that provide details about the estimated budgetary effects of each enacted law are posted along with this report (see [www.cbo.gov/publication/56135](http://www.cbo.gov/publication/56135)). Supplemental Table 1 lists the laws enacted during the first session of

the 116th Congress by their date of enactment and provides their estimated effects over the 2019–2029 period. Each entry lists the number of the underlying bill and, when possible, supplies a link to the relevant cost estimate on CBO’s website. The amounts in a referenced cost estimate may differ from the amounts shown in the table because the provisions of the enacted version of the bill may differ from the version of the bill CBO initially estimated.

3. Those estimates were measured against the current-law baseline projections that covered the period from 2019 to 2029. For the estimates of the budgetary effects of P.L. 116-94 that were prepared when the legislation was under consideration, see Congressional Budget Office, cost estimate for Rules Committee Print 116-44, the Further Consolidated Appropriations Act, 2020 (H.R. 1865) (December 16, 2019), [www.cbo.gov/publication/55961](http://www.cbo.gov/publication/55961), and cost estimate for the Manager’s Amendment to Rules Committee Print 116-44 (H.R. 1865), to add Division Q, the Taxpayer Certainty and Disaster Relief Act of 2019 (December 17, 2019), [www.cbo.gov/publication/55962](http://www.cbo.gov/publication/55962).

Supplemental Table 2 lists the 20 laws enacted during the first session of the 116th Congress that CBO estimated would have insignificant budgetary effects—in other words, laws that would change annual and cumulative deficits by between –\$500,000 and \$500,000 over the 2019–2029 period. Those laws also are listed by their date of enactment, though because their effects are relatively small the table does not provide links to the relevant cost estimates.

This Congressional Budget Office report was prepared for the House and Senate Committees on the Budget. In keeping with CBO’s mandate to provide objective, impartial analysis, the report makes no recommendations.

J’nell Blanco Suchy prepared the report with guidance from Theresa Gullo and Megan Carroll and with assistance from Arin Kerstein. Mark Hadley and Robert Sunshine reviewed the report. Christine Bogusz was the editor, and Robert Rebach was the graphics editor.

This report, along with its supplemental tables, is available on CBO’s website ([www.cbo.gov/publication/56135](http://www.cbo.gov/publication/56135)). For earlier editions, see [www.cbo.gov/publication/54949](http://www.cbo.gov/publication/54949) (March 2019), [www.cbo.gov/publication/52505](http://www.cbo.gov/publication/52505) (March 2017), and [www.cbo.gov/publication/50052](http://www.cbo.gov/publication/50052) (March 2015).

CBO seeks feedback to make its work as useful as possible. Please send any comments to [communications@cbo.gov](mailto:communications@cbo.gov).



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## Corrections

The Congressional Budget Office has corrected this report since its original publication.

**The following changes were made on February 25, 2020:**

Page 1, second column, last line: “reduce” was changed to “increase.”

Page 2, first column, top line: “\$399” was changed to “\$445.”