

**The Continuing Appropriations and Border Security Enhancement Act, 2024
As Posted on the Rules Committee Website on September 17, 2023**

<https://rules.house.gov/bill/118/hr-0>

Table 1 compiles CBO's estimates of discretionary budget authority for 2024 under division A. That division would provide for the continuation, through October 31, 2023, of the appropriations and authorities contained in the 12 regular appropriation acts for fiscal year 2023, which are contained in divisions A through L of the Consolidated Appropriations Act, 2023 (Public Law 117-328). Division A would specify changes to funding amounts and authorities for certain accounts. Estimates are annualized—that is, estimated as if appropriations were provided for the entire fiscal year. Consistent with section 114 of the legislation, this table delineates CBO's estimate of discretionary appropriations that would be subject to statutory caps specified by the Fiscal Responsibility Act of 2023 (FRA, P.L. 118-5) and certain categories of funding for which cap adjustments are authorized.^a

Table 1.
Discretionary Spending Under Division A, the Continuing Appropriations Act, 2024

Millions of Dollars		Spending Counted for Statutory Caps ^a										Emergency Spending Not Counted for Caps ^b	Total
		Constrained by Caps			Adjustment to Caps								
		Security	Nonsecurity	Total	Security		Nonsecurity			Total Adjustments	Total Funding Under Caps		
					Emergency	Emergency	Disaster	Program Integrity	Wildfire Suppression				
Agriculture ^c	BA:	0	23,449	23,449	0	0	0	0	0	0	23,449	0	23,449
	O:	0	26,359	26,359	0	0	0	0	0	0	26,359	0	26,359
Commerce, Justice, Science	BA:	6,586	69,815	76,401	0	0	0	0	0	0	76,401	1,400	77,801
	O:	6,545	77,089	83,634	0	0	0	0	0	0	83,634	246	83,880
Defense	BA:	798,907	187	799,094	0	0	0	0	0	0	799,094	0	799,094
	O:	770,257	176	770,433	0	0	0	0	0	0	770,433	0	770,433
Energy and Water ^d	BA:	31,399	22,934	54,333	0	0	0	0	0	0	54,333	13,688	68,021
	O:	30,694	31,170	61,864	0	0	0	0	0	0	61,864	252	62,116
Financial Services	BA:	43	24,079	24,122	0	0	143	0	0	143	24,265	1	24,266
	O:	42	31,075	31,117	0	0	110	0	0	110	31,227	1	31,228
Homeland ^e	BA:	3,491	52,457	55,948	0	0	19,945	0	0	19,945	75,893	1,320	77,213
	O:	3,431	75,170	78,601	0	0	1,197	0	0	1,197	79,798	28	79,826
Interior and Environment ^b	BA:	0	43,511	43,511	0	2,357	0	0	0	2,357	45,868	13,894	59,762
	O:	0	49,060	49,060	0	707	0	0	0	707	49,767	620	50,387
Labor, HHS, Education ^c	BA:	0	193,644	193,644	0	0	0	0	0	0	193,644	495	194,139
	O:	0	247,668	247,668	0	0	0	0	0	0	247,668	82	247,750
Legislative Branch	BA:	0	6,349	6,349	0	0	0	0	0	0	6,349	0	6,349
	O:	0	6,240	6,240	0	0	0	0	0	0	6,240	0	6,240
Military Construction, VA	BA:	18,998	151,954	170,952	0	0	0	0	0	0	170,952	0	170,952
	O:	15,389	148,172	163,561	0	0	0	0	0	0	163,561	0	163,561
State, Foreign Operations	BA:	0	54,753	54,753	0	0	0	0	0	0	54,753	1,000	55,753
	O:	0	61,784	61,784	0	500	0	0	0	500	62,284	200	62,484
Transportation, HUD	BA:	361	87,084	87,445	0	0	0	0	0	0	87,445	36,811	124,256
	O:	394	171,401	171,795	0	0	0	0	0	0	171,795	648	172,443
Total	BA:	859,785	730,216	1,590,000	0	2,357	20,088	0	0	22,445	1,612,445	68,609	1,681,055
	O:	826,752	925,364	1,752,116	0	1,207	1,307	0	0	2,514	1,754,630	2,077	1,756,707
Memorandum:													
Limits on Budget Authority ^a		886,349	703,651	1,590,000	n.a.	n.a.	20,404	2,447	2,650				

Source: Congressional Budget Office. Components do not sum to totals because of rounding.

BA = budget authority; HHS = Health and Human Services; HUD = Housing and Urban Development; O = outlays; VA = Veterans Affairs; n.a. = not applicable.

See next page for notes



Table 1. Discretionary Spending Under Division A, the Continuing Appropriations Act, 2024

Continued

- a. In 2024, most discretionary budget authority is subject to limits (or caps) established by the FRA. Separate caps exist for defense funding (in the law, *revised security*—budget function 050) and for nondefense funding (*revised nonsecurity*—all other budget functions). The FRA also provides for adjustments to those caps to account for funding for certain activities designated, in accordance with section 251 of the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177, as modified by the FRA) as an emergency requirement or for disaster relief, certain activities related to program integrity, and wildfire suppression.
- b. Reflects amounts previously enacted and designated as an emergency requirement for fiscal year 2024 for allocation enforcement under the Congressional Budget Act. That funding was provided before the enactment of a resolution on the budget contained in the FRA, which provides for the consideration of fiscal year 2024 appropriation legislation. The emergency-designated budget authority and new outlays attributed to legislation enacted before fiscal year 2024 stem from division J of the Infrastructure Investment and Jobs Act (P.L. 117-58), division B of the Bipartisan Safer Communities Act (P.L. 117-159), section 443 of division G of the Consolidated Appropriations Act, 2023 (P.L. 117-328), and section 122 of division A of the Continuing Appropriations and Ukraine Supplemental Appropriations Act, 2023 (P.L. 117-180).

Amounts in this column incorporate the effects of section 114 of division A, which would designate the budgetary effects attributable to section 443 of division G of P.L. 117-328 as an emergency requirement in keeping with section 251(b)(2)(A) of the Deficit Control Act. CBO estimates that changing the emergency designation for that previously enacted spending would have no net effect on the deficit. In this table, that change is reflected as a shift—specifically, the amounts displayed in this column for the Subcommittee on Interior and Environment incorporate a reduction of \$2,357 million in budget authority and \$707 million in outlays that is offset by a corresponding increase in emergency-designated budget authority and outlays for which adjustments to statutory caps are authorized.

- c. In keeping with the 21st Century Cures Act (P.L. 114-255), certain funding for the Department of Health and Human Services is excluded from estimates for the purposes of both the Congressional Budget Act and the Deficit Control Act. As a result, the amounts in this table exclude \$50 million in budget authority and \$59 million in outlays under the jurisdiction of the Subcommittee on Agriculture and \$407 million in budget authority and \$711 million in outlays under the jurisdiction of the Subcommittee on Labor, HHS, and Education.
- d. In keeping with section 14003 of the Coronavirus Aid, Relief, and Economic Security Act (P.L. 116-136), as modified by section 101 of division AA of the Consolidated Appropriations Act, 2021 (P.L. 116-260), certain funding provided to the Army Corps of Engineers is excluded from estimates for the purposes of both the Congressional Budget Act and the Deficit Control Act. As a result, the amounts in this table exclude \$2,374 million in budget authority and \$2,374 million in outlays under the jurisdiction of the Subcommittee on Energy and Water.

For purposes of estimating appropriation legislation for 2024, the House and Senate Committees on the Budget have directed that appropriations provided to three power marketing administrations for purchase power and wheeling (PPW) be considered fully offset by receipts collected to recover expenses related to PPW. Without that direction, CBO's estimate of those collections would be \$96 million less than the annualized amount of funding for PPW expenses under division A. Therefore, CBO's estimate of spending under the jurisdiction of the Subcommittee on Energy and Water includes an additional offset of that amount.

- e. Section 101(6) of division A would extend several immigration programs, through October 31, 2023, that will otherwise expire at the end of fiscal year 2023. (The budgetary effects of those provisions are within the jurisdiction of the Subcommittee on Homeland Security.) CBO estimates that extending some of those programs would affect revenues because the proposed extension would result in changes to estimates of the U.S. population and the number of people enrolled in certain benefit programs. Some of those programs are subsidized with tax credits. In particular, on an annualized basis, CBO estimates that extending provisions related to the Conrad-30 waiver program for nonimmigrant medical workers and employment-based immigrant visas for certain religious workers for the duration of fiscal year 2024 would reduce revenues by an insignificant amount in each of fiscal years 2024 through 2033, for an overall reduction of \$1 million over both the 2024-2028 and 2024-2033 periods.

Table 2. The Continuing Appropriations and Border Security Enhancement Act, 2024 would limit the ability of the Department of Homeland Security (DHS) to provide parole to aliens (non-U.S. nationals), which allows them to temporarily enter the United States, in part by defining the reasons for which that parole may be granted. The bill also would change how DHS treats aliens applying for asylum and unaccompanied alien children crossing the border. The bill also would change the department's procedures for interacting with aliens seeking to enter the United States without authorization.

Estimated Budgetary Effects of Divisions C and D of the Continuing Appropriations and Border Security Enhancement Act, 2024

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	By Fiscal Year, Millions of Dollars											2023-2028	2023-2033
	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033		
Decreases (-) in Direct Spending													
Estimated Budget Authority	0	-146	-416	-647	-937	-1,288	-1,788	-2,398	-3,018	-3,708	-4,478	-3,434	-18,824
Estimated Outlays	0	-137	-397	-607	-917	-1,287	-1,778	-2,398	-3,018	-3,708	-4,478	-3,345	-18,725
<i>On-Budget</i>	0	-137	-397	-607	-917	-1,277	-1,768	-2,388	-2,998	-3,678	-4,438	-3,335	-18,605
<i>Off-Budget</i>	0	0	0	0	0	-10	-10	-10	-20	-30	-40	-10	-120
Increases or Decreases (-) in Revenues													
Estimated Revenues	0	17	-4	-84	-105	-146	-176	-206	-216	-256	-276	-322	-1,452
<i>On-Budget</i>	0	17	66	166	235	294	354	424	504	564	654	778	3,278
<i>Off-Budget</i>	0	0	-70	-250	-340	-440	-530	-630	-720	-820	-930	-1,100	-4,730
Net Increase or Decrease (-) in the Deficit													
From Changes in Direct Spending and Revenues													
Effect on the Deficit	0	-154	-393	-523	-812	-1,141	-1,602	-2,192	-2,802	-3,452	-4,202	-3,023	-17,273
<i>On-Budget</i>	0	-154	-463	-773	-1,152	-1,571	-2,122	-2,812	-3,502	-4,242	-5,092	-4,113	-21,883
<i>Off-Budget</i>	0	0	70	250	340	430	520	620	700	790	890	1,090	4,610

Sources: Congressional Budget Office; staff of the Joint Committee on Taxation.

- In keeping with division B, and at the direction of the House Committee on the Budget, divisions B through D are considered authorizing legislation rather than appropriation legislation. As a result, the estimated budgetary effects of those divisions are subject to pay-as-you-go procedures. Division B also would require that the estimated budgetary effects stemming from those divisions be excluded from the pay-as-you-go scorecards maintained by the Senate and the Office of Management and Budget.
- CBO and the staff of the Joint Committee on Taxation estimate that the bill would not increase unified or on-budget deficits in any of the four consecutive 10-year periods beginning in 2034. The bill would increase off-budget deficits in those periods.
- In addition to effects on direct spending and revenues as noted in the table, the bill also contains provisions that would affect spending subject to appropriation. CBO has not estimated those effects.

See also

[CBO's Cost Estimates Explained](#), [CBO Describes Its Cost-Estimating Process](#), [Glossary](#)