

CBO's Estimate of Discretionary Spending Under the Continuing Appropriations and Other Matters Act, 2025

As Posted on the Website of the House Committee on Rules on September 6, 2024

<https://tinyurl.com/ey6d3vz6>

Table 1 compiles CBO's estimates of discretionary spending for 2025 under division A, the Continuing Appropriations Act, 2025.^a That division would provide for the continuation, through March 28, 2025, of the appropriations and authorities contained in the 12 regular appropriation acts for 2024, which were contained in divisions A through F of the Consolidated Appropriations Act, 2024 (Public Law 118-42), and divisions A through F of the Further Consolidated Appropriations Act, 2024 (P.L. 118-47). 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.^b 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.^c

Table 1.
Estimated Discretionary Spending Under Division A, the Continuing Appropriations Act, 2025, by Appropriations Subcommittee

Millions of Dollars		Spending Counted for Statutory Caps ^c									Emergency Spending Not Counted for Caps ^d	Total	
		Constrained by Caps			Adjustment to Caps								
		Security	Nonsecurity	Total	Security			Nonsecurity					Total Funding Under Caps
					Emergency	Emergency	Disaster	Program Integrity	Wildfire Suppression				
Agriculture ^{e, f}	BA:	0	26,310	26,310	0	0	0	0	0	0	26,310	0	26,310
	O:	0	28,129	28,129	0	0	0	0	0	0	28,129	0	28,129
Commerce, Justice, Science	BA:	6,365	61,451	67,816	0	2,000	0	0	0	0	69,816	1,400	71,216
	O:	6,399	77,662	84,061	0	1,066	0	0	0	0	85,127	69	85,196
Defense ^{b, g}	BA:	827,947	178	828,125	0	0	0	0	0	0	828,125	0	828,125
	O:	828,880	170	829,050	0	0	0	0	0	0	829,050	0	829,050
Energy and Water ^h	BA:	33,287	24,892	58,179	0	0	0	0	0	0	58,179	12,692	70,871
	O:	34,161	32,710	66,871	0	0	0	0	0	0	66,871	192	67,063
Financial Services ^{b, f, i, j}	BA:	45	15,842	15,887	0	0	143	0	0	0	16,030	1	16,031
	O:	44	26,945	26,989	0	0	110	0	0	0	27,099	5	27,104
Homeland Security ^{b, k}	BA:	3,329	59,981	63,310	0	10,000	20,261	0	0	0	93,571	1,120	94,691
	O:	3,328	85,558	88,886	0	300	608	0	0	0	89,794	47	89,841
Interior and Environment	BA:	0	40,440	40,440	0	0	0	0	2,650	0	43,090	16,278	59,368
	O:	0	50,993	50,993	0	0	0	0	910	0	51,903	1,201	53,104
Labor, HHS, Education ^{e, l}	BA:	0	198,940	198,940	0	0	0	2,447	0	0	201,387	495	201,882
	O:	0	240,363	240,363	0	0	0	1,832	0	0	242,195	82	242,277
Legislative Branch ^{l, *}	BA:	0	6,749	6,749	0	0	0	0	0	0	6,749	0	6,749
	O:	0	6,709	6,709	0	0	0	0	0	0	6,709	0	6,709
Military Construction, VA	BA:	18,674	129,327	148,001	0	0	0	0	0	0	148,001	0	148,001
	O:	15,969	128,336	144,305	0	0	0	0	0	0	144,305	0	144,305
State, Foreign Operations	BA:	0	56,359	56,359	0	2,500	0	0	0	0	58,859	0	58,859
	O:	0	70,426	70,426	0	1,085	0	0	0	0	71,511	0	71,511
Transportation, HUD	BA:	362	86,544	86,906	0	8,000	0	0	0	0	94,906	36,811	131,717
	O:	390	126,398	126,788	0	6,450	0	0	0	0	133,238	542	133,780
Total	BA:	890,009	707,013	1,597,022	0	22,500	20,404	2,447	2,650	1,645,023	68,797	1,713,820	
	O:	889,171	874,399	1,763,570	0	8,901	718	1,832	910	1,775,931	2,138	1,778,069	

Memorandum:

Limits on Budget Authority in the FRA^c

Under section 101(a)

2 U.S.C. § 901(c)(9) 895,212 710,688 1,605,900 n.a. n.a. 22,884 5,231 2,750

Under section 102

2 U.S.C. § 901(d)(1) 849,775 736,428 1,586,203 n.a. n.a. 22,884 5,231 2,750

Source: Congressional Budget Office.

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

* On September 11, 2024, CBO reposted this cost estimate to correct a database error. (CBO's initial estimate from September 9, 2024, overstated, by \$4 million each, the amount of budget authority and outlays under the jurisdiction of the Subcommittee on the Legislative Branch.)

Table 1.

Estimated Discretionary Spending Under Division A, the Continuing Appropriations Act, 2025, by Appropriations Subcommittee

Continued

- a. The SAVE Act (division B) would specify procedures and requirements related to registering voters for federal elections. CBO expects that division B would increase revenues from civil and criminal penalties, some of which would be available for spending without further appropriation. CBO estimates that any increases in revenues and direct spending under division B would not be significant in 2025 or over the 2025-2029 and 2025-2034 periods.
- b. Some appropriations provided by division A would be available for the duration of fiscal year 2025. Those amounts include \$1,950 million in base defense funding under the jurisdiction of the Subcommittee on Defense, \$18 million in base nondefense funding under the jurisdiction of the Subcommittee on Financial Services and General Government, and \$10,000 million in emergency-designated nondefense funding under the jurisdiction of the Subcommittee on Homeland Security.
- c. In 2025, most discretionary budget authority is subject to limits (or caps) established by the FRA and enforced through sequestration. Separate caps exist for defense funding (in law, *revised security*, which is budget function 050), and for nondefense funding (*revised nonsecurity*, which covers all other budget functions). The Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177), as amended by the FRA, provides for certain adjustments to the caps to account for funding for certain activities designated, in accordance with section 251 of the Deficit Control Act as an emergency requirement or for disaster relief, certain activities related to program integrity, and wildfire suppression. This table reflects CBO's estimates of budget authority that would result in adjustments to the caps as well as associated limits on those adjustments. The final authority to make those determinations rests with the Office of Management and Budget. (For more information see Office of Management and Budget, *OMB Sequestration Update Report to the President and Congress for Fiscal Year 2025* (August 2024), <https://tinyurl.com/4f6tzbrt>.) Under this legislation, which would provide continuing appropriations beyond December 31, 2024, the caps established by section 102 of the FRA would be used for sequestration unless the Congress enacted all of the appropriation acts for the full fiscal year before April 30, 2025, or enacted other legislation to intervene. If full-year appropriation acts were enacted before April 30, 2025, the caps established by section 101(a) of the FRA would be used for sequestration.
- d. Reflects amounts previously enacted and designated as an emergency requirement for fiscal year 2025 for allocation enforcement under the Congressional Budget Act of 1974 (P.L. 93-344). In keeping with section 103 of the FRA, those amounts are excluded from calculations related to statutory budget enforcement. They 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), and section 443 of division G of the Consolidated Appropriations Act, 2023 (P.L. 117-328).
- e. 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 allocations, current-status amounts, and statutory caps exclude \$50 million in budget authority and \$58 million in outlays under the jurisdiction of the Subcommittee on Agriculture and \$127 million in budget authority and \$586 million in outlays under the jurisdiction of the Subcommittee on Labor, HHS, and Education.
- f. In keeping with 2024 legislation, funding for the Commodity Futures Trading Commission is included under the jurisdiction of the Subcommittee on Agriculture. (Historically, in odd-numbered fiscal years, funding for that commission is provided under the jurisdiction of the Subcommittee on Financial Services and General Government.)
- g. Includes a full-year appropriation of \$1,950 million in base defense funding for shipbuilding and conversion.

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Continued

- h. 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, this report excludes \$2,829 million in budget authority and \$2,552 million in outlays under the jurisdiction of the Subcommittee on Energy and Water.

For purposes of estimating 2025 appropriation legislation, 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. As a result of that direction, this report incorporates additional offsets totaling \$70 million.

- i. The continuation of section 640 of division B of P.L. 118-47 (Financial Services) and section 530 of division D of P.L. 118-47 (Labor, HHS, Education) would rescind \$10.2 billion and \$10 billion, respectively, of amounts provided to the Internal Revenue Service (IRS) in the 2022 reconciliation act (P.L. 117-169). CBO anticipates that rescinding those amounts would result in fewer enforcement actions by the IRS and thus in smaller revenue collections. CBO expects that the IRS would prioritize enforcement activities that are expected to have the largest return. Thus, successive or combined rescissions of funding would result in progressively larger reductions in revenues. Taken together, CBO estimates, the reductions in revenues attributable to the cumulative \$20.2 billion rescission contained in this legislation total \$1.7 billion in 2025, \$38.2 billion over the 2025-2029 period, and \$65.8 billion over the 2025-2034 period.
- j. Includes \$18 million in full-year appropriations for activities related to the Presidential transition.
- k. Includes \$10,000 million in emergency-designated nondefense funding for disaster relief.
- l. Section 142 would provide payments to the beneficiaries of three deceased Members of Congress. Such payments are mandatory and are not reflected in this table.