

H.R. 9747 Continuing Appropriations and Extensions Act, 2025

As Posted on the Website of the House Committee on Rules on September 22, 2024

<https://tinyurl.com/3f6zhh57>

Table 1 compiles CBO’s estimates of discretionary spending for 2025 under division A of the Continuing Appropriations and Extensions Act, 2025. Division A would provide for the continuation, through December 20, 2024, of the appropriations and authorities contained in the 12 regular appropriation acts for 2024. Those acts were contained in divisions A through F of the Consolidated Appropriations Act, 2024 (Public Law 118-42), and in 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.^a Consistent with section 114 of H.R. 9747, this table shows CBO’s estimates 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.^b

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

Millions of Dollars		Spending Counted for Statutory Caps ^b									Emergency Spending Not Counted for Caps ^c	Total	
		Constrained by Caps			Adjustment to Caps								
		Security	Nonsecurity	Total	Security			Nonsecurity					
					Emergency	Emergency	Disaster	Program Integrity	Wildfire Suppression	Total Funding Under Caps			
Agriculture ^{d,e}	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	BA:	825,997	178	826,175	0	0	0	0	0	0	826,175	0	826,175
	O:	828,802	170	828,972	0	0	0	0	0	0	828,972	0	828,972
Energy and Water ^f	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 ^{a,e,g,h}	BA:	45	16,186	16,231	0	0	143	0	0	0	16,374	1	16,375
	O:	44	27,005	27,049	0	0	110	0	0	0	27,159	5	27,164
Homeland Security ^{a,i}	BA:	3,329	60,225	63,554	0	0	20,261	0	0	0	83,815	1,120	84,935
	O:	3,328	85,790	89,118	0	-60	608	0	0	0	89,666	47	89,713
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	10	0	0	910	0	51,913	1,201	53,114
Labor, HHS, Education ^{d,g}	BA:	0	198,946	198,946	0	0	0	2,447	0	0	201,393	495	201,888
	O:	0	240,368	240,368	0	0	0	1,832	0	0	242,200	82	242,282
Legislative Branch ^j	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	128,343	144,312	0	0	0	0	0	0	144,312	0	144,312
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:	888,059	707,607	1,595,666	0	12,500	20,404	2,447	2,650	0	1,633,667	68,797	1,702,464
	O:	889,093	874,703	1,763,796	0	8,551	718	1,832	910	0	1,775,807	2,138	1,777,945

Memorandum:

Limits on Budget Authority in the FRA^b

Under section 101(a)

[2 U.S.C. § 901\(c\)\(9\)](#) 895,212 710,688 1,605,900 n.a. n.a. 22,884 2,531 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 2,531 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.

Table 1.

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

Continued

- a. Some appropriations provided by division A would be available for the duration of fiscal year 2025. Those amounts include \$67 million in base nondefense funding under the jurisdiction of the Subcommittee on Financial Services and General Government and \$231 million in base nondefense funding under the jurisdiction of the Subcommittee on Homeland Security.
- b. 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>.)
- c. 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).
- d. 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, this estimate excludes \$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.
- e. 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.)
- f. 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 estimate 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 estimate incorporates additional offsets totaling \$70 million.

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Table 1.

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

Continued

g. 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 continued by H.R. 9747 would total \$1.7 billion in 2025, \$38.2 billion over the 2025-2029 period, and \$65.8 billion over the 2025-2034 period.

h. Includes \$67 million in full-year base appropriations for activities related to the Presidential transition.

i. Includes a \$231 million full-year appropriation for the U.S. Secret Service.

Section 101(6) of division A would extend, through December 20, 2024, several immigration programs that would otherwise expire at the end of fiscal year 2024. Some of those programs are subsidized by tax credits, so CBO estimates that the extensions would affect revenues because of the resulting changes both in the size of the U.S. population and in the number of people enrolled in certain benefit programs. 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 2025 would reduce revenues by an insignificant amount in each fiscal year from 2025 through 2034, for an overall reduction of \$1 million over the 2025-2029 and the 2025-2034 periods.

j. Section 146 would provide payments to the beneficiaries of three deceased Members of Congress. Such payments are mandatory and are not reflected in this table.



Table 2.
Estimated Direct Spending Effects of Division B, H.R. 9747, Continuing Appropriations and Extensions Act, 2025
As posted on the website of the House Committee on Rules on September 22, 2024
<https://tinyurl.com/3f6zhn57>

		By Fiscal Year, Millions of Dollars											2024-	2024-
		2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2029	2034
Division B. Extensions														
Title II. Health Extenders														
Sec. 203	No Surprises Act Implementation Funding Authorization													
	Budget Authority**	0	0	0	0	0	0	0	0	0	0	0	0	0
	Outlays	0	28	12	0	0	0	0	0	0	0	0	40	40
Sec. 211	Medicaid Funding for the Northern Mariana Islands													
	Budget Authority	27	0	0	0	0	0	0	0	0	0	0	27	27
	Outlays	0	27	0	0	0	0	0	0	0	0	0	27	27
Sec. 221	Revising Phase-In of Medicare Clinical Laboratory Test Payment Changes													
	Budget Authority	0	488	-323	-447	0	-2,617	-1,193	515	-344	88	569	-2,899	-3,264
	Outlays	0	488	-323	-447	0	-2,617	-1,193	515	-344	88	569	-2,899	-3,264
Sec. 222	Medicare Improvement Fund													
	Budget Authority	0	0	3,197	0	0	0	0	0	0	0	0	3,197	3,197
	Outlays	0	0	0	320	2,109	416	352	0	0	0	0	2,845	3,197
Title III. Veterans Extenders														
Sec. 321	Extension of Authority to Provide Assistance for Specially Adapted Housing for Disabled Veterans Residing Temporarily in Housing Owned by a Family Member													
	Budget Authority	0	1	0	0	0	0	0	0	0	0	0	1	1
	Outlays	0	1	*	0	0	0	0	0	0	0	0	1	1
Sec. 322	Extension of Authority for Specially Adapted Housing Assistive Technology Grant Program													
	Budget Authority	0	1	0	0	0	0	0	0	0	0	0	1	1
	Outlays	0	1	*	0	0	0	0	0	0	0	0	1	1



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		By Fiscal Year, Millions of Dollars											2024-	2024-
		2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2029	2034
Sec. 336	Modification of Certain Housing Loan Fees													
	Budget Authority	0	0	0	0	0	0	0	0	-22	0	0	0	-22
	Outlays	0	0	0	0	0	0	0	0	-22	0	0	0	-22
Total Changes in Direct Spending														
	Budget Authority**	27	490	2,874	-447	0	-2,617	-1,193	515	-366	88	569	327	-60
	Outlays	0	545	-311	-127	2,109	-2,201	-841	515	-366	88	569	15	-20

Source: Congressional Budget Office.

* = between zero and \$500,000.

Estimates are relative to CBO's June 2024 baseline.

Sections 101, 110, 113, 304, 311, 312, 332, and 337 would not significantly affect direct spending. Sections 101, 113, and 332 also would not significantly affect revenues. The sections listed would not significantly affect the deficit over the 2024-2034 period, CBO estimates.

In keeping with section 401 of division B, and at the direction of the House Committee on the Budget, this division is considered authorizing legislation rather than appropriation legislation. As a result, the estimated budgetary effects would be subject to pay-as-you-go procedures. Section 401 of division B also requires the exclusion of the estimated budgetary effects from the pay-as-you-go scorecards maintained by the Senate and the Office of Management and Budget.

** On October 1, 2024, CBO reposted this table to fix an error in the estimate for budget authority for section 203. The original showed a \$40 million increase in budget authority for 2025. The revised estimate shows no effect on budget authority for that year. The total budget authority row has been revised to reflect that change.