

H.R. 10545, American Relief Act, 2025

As Introduced on December 20, 2024

<https://tinyurl.com/29zmd75r>

Table 1 compiles CBO's estimates of discretionary spending for 2025 under division A of the Further Continuing Appropriations and Disaster Relief Supplemental Appropriations Act, 2025. Division A would provide for the continuation, through March 14, 2025, 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 P.L. 118-47, this table shows CBO's estimates of base discretionary appropriations—that is, funding that would be constrained by 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 Further 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						
		Security	Nonsecurity	Total	Emergency	Emergency	Disaster	Program Integrity	Wildfire Suppression	Total Funding Under Caps				
Agriculture ^{d,e}	BA:	0	26,282	26,282	0	0	0	0	0	26,282	0	26,282		
	O:	0	28,128	28,128	0	0	0	0	0	28,128	0	28,128		
Commerce, Justice, Science ^{a,f}	BA:	6,365	61,355	67,720	10	2,007	0	0	0	69,737	1,400	71,137		
	O:	6,399	77,668	84,067	8	1,072	0	0	0	85,147	69	85,216		
Defense ^{a,g}	BA:	826,051	178	826,229	6,604	0	0	0	0	832,833	0	832,833		
	O:	828,811	170	828,981	920	0	0	0	0	829,901	0	829,901		
Energy and Water ^{a,h}	BA:	33,287	24,892	58,179	2	0	0	0	0	58,181	12,692	70,873		
	O:	34,161	32,984	67,145	1	0	0	0	0	67,146	192	67,338		
Financial Services ^{a,e,i,j}	BA:	45	16,145	16,190	0	1	143	0	0	16,334	1	16,335		
	O:	44	27,101	27,145	0	1	110	0	0	27,256	5	27,261		
Homeland Security ^{a,k}	BA:	3,325	60,283	63,608	0	0	20,261	0	0	83,869	1,120	84,989		
	O:	3,327	85,790	89,117	0	-60	608	0	0	89,665	47	89,712		
Interior and Environment	BA:	0	40,494	40,494	0	0	0	0	2,650	43,144	16,278	59,422		
	O:	0	51,048	51,048	0	10	0	0	910	51,968	1,201	53,169		
Labor, HHS, Education ^{d,i}	BA:	0	199,553	199,553	0	0	0	2,447	0	202,000	495	202,495		
	O:	0	240,335	240,335	0	0	0	1,832	0	242,167	82	242,249		
Legislative Branch	BA:	0	6,749	6,749	0	0	0	0	0	6,749	0	6,749		
	O:	0	6,709	6,709	0	0	0	0	0	6,709	0	6,709		
Military Construction, VA	BA:	18,674	129,380	148,054	0	0	0	0	0	148,054	0	148,054		
	O:	15,975	128,360	144,335	0	0	0	0	0	144,335	0	144,335		
State, Foreign Operations	BA:	0	56,393	56,393	0	2,500	0	0	0	58,893	0	58,893		
	O:	0	70,426	70,426	0	1,085	0	0	0	71,511	0	71,511		
Transportation, HUD	BA:	362	86,544	86,906	0	8,000	0	0	0	94,906	36,811	131,717		
	O:	390	181,254	181,644	0	6,450	0	0	0	188,094	542	188,636		
Total	BA:	888,109	708,248	1,596,357	6,616	12,508	20,404	2,447	2,650	1,640,982	68,797	1,709,779		
	O:	889,107	929,973	1,819,080	929	8,558	718	1,832	910	1,832,027	2,138	1,834,165		

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 Further Continuing Appropriations Act, 2025, by Appropriations Subcommittee

Continued

All told, CBO's estimates of budget authority and outlays counted toward statutory caps as reflected in this table are greater than the estimates of such budget authority and outlays reflected in CBO's estimate for H.R. 9747, the Continuing Appropriations and Extensions Act, 2025 (Public Law 118-83). There are three reasons for those differences: First, CBO estimates that new provisions contained in the legislation would increase base budget authority by \$1,038 million and would increase emergency-designated budget authority by \$6,624 million. Net increases in outlays attributable to those new provisions would total \$1,026 million from base budget authority and \$936 million from emergency-designated budget authority. Second, technical revisions to account for updated information from the Administration concerning budget execution for rescissions continued by P.L. 118-83 reduce CBO's estimates of base budget authority and outlays, on net, by \$347 million and \$860 million, respectively. Taken together, those legislative and execution-related updates increase total budget authority and outlays reported in our previous estimate by \$7,315 million and \$1,102 million, respectively. Additionally, to correct a database error, this estimate includes \$55,118 million in nondefense outlays (almost entirely related to transportation programs) that were mistakenly excluded from CBO's previous estimate.

- a. Some appropriations would be available for the duration of fiscal year 2025. The legislation would provide full-year emergency-designated appropriations totaling \$6,624 million for accounts under the jurisdiction of the following Appropriations Subcommittees: Commerce, Justice, and Science (\$17 million), Defense (\$6,604 million), Energy and Water (\$2 million), and Financial Services and General Government (\$1 million). (Those amounts would be additional to previously enacted full-year appropriations provided by P.L. 118-83, which include \$67 million in base funding under the jurisdiction of the Subcommittee on Financial Services and General Government and \$231 million in base 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>.) 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.
- 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. Includes a \$17 million full-year emergency-designated appropriation for the Federal Bureau of Investigation stemming from section 155 of the legislation.
- g. Includes \$6,604 million in proposed full-year emergency-designated appropriations for the Department of Defense (including \$5,691 million for shipbuilding and conversion and \$913 million for defensewide operation and maintenance stemming, respectively, from sections 157 and 158 of the legislation).
- h. Includes a \$2 million full-year emergency-designated appropriation for activities of the Department of Energy stemming from section 160 of the legislation.

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.

- 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 continued by this legislation would 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 a \$1 million full-year emergency-designated appropriation for the Office of Terrorism and Financial Intelligence stemming from section 162 of the legislation. Also includes \$67 million in base budget authority stemming from a full-year appropriation provided by the Continuing Appropriations and Extensions Act, 2025 (division A of P.L. 118-83).
- k. Includes \$231 million in base budget authority stemming from a full-year appropriation provided by the Continuing Appropriations and Extensions Act, 2025 (division A of P.L. 118-83).

Section 101(6) of division A would extend, through March 14, 2025, several immigration programs that would otherwise expire after December 20, 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, CBO estimates that, on an annualized basis, 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.

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Table 2 summarizes CBO's estimates of discretionary spending under division B of the American Relief Act, 2025. That division would provide appropriations for fiscal year 2025 for a broad range of federal agencies to respond to recent natural disasters and provide related assistance. The legislation would designate those amounts as emergency requirements in keeping with section 251 of the Balanced Budget and Emergency Deficit Control Act of 1985 (Public Law 99-177, as amended).^a

Table 2.
Estimated Discretionary Spending Under Division B, the Disaster Relief Supplemental Appropriations Act, 2025

	By Fiscal Year, Millions of Dollars										2025-2029	2025-2034
	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034		
Increases in Discretionary Spending Designated as an Emergency Requirement												
Title I (Agriculture, Rural Development, FDA, and Related Agencies)												
Budget Authority	33,656	27	56	60	58	56	56	54	52	52	33,857	34,127
Estimated Outlays	11,748	15,965	1,383	1,456	444	381	321	246	200	117	30,996	32,261
Title II (Commerce, Justice, Science, and Related Agencies)												
Budget Authority	3,370	0	0	0	0	0	0	0	0	0	3,370	3,370
Estimated Outlays	541	705	631	544	430	273	143	58	15	8	2,851	3,348
Title III (Defense)												
Budget Authority	3,389	0	0	0	0	0	0	0	0	0	3,389	3,389
Estimated Outlays	1,559	1,194	371	112	49	19	1	1	0	0	3,285	3,306
Title IV (Energy and Water Development)												
Budget Authority	1,654	0	0	0	0	0	0	0	0	0	1,654	1,654
Estimated Outlays	311	386	331	241	181	113	0	0	0	0	1,450	1,563
Title V (Financial Services and General Government)												
Budget Authority	2,263	0	0	0	0	0	0	0	0	0	2,263	2,263
Estimated Outlays	1,160	913	170	8	0	0	0	0	0	0	2,251	2,251
Title VI (Homeland Security)												
Budget Authority	30,827	0	0	0	0	0	0	0	0	0	30,827	30,827
Estimated Outlays	2,108	4,518	6,242	5,641	4,713	2,070	1,175	874	727	435	23,222	28,503
Title VII (Interior, Environment, and Related Agencies)												
Budget Authority	12,670	0	0	0	0	0	0	0	0	0	12,670	12,670
Estimated Outlays	5,761	2,030	1,583	1,064	828	601	600	0	0	0	11,266	12,467
Title VIII (Labor, Health and Human Services, Education)												
Budget Authority	500	0	0	0	0	0	0	0	0	0	500	500
Estimated Outlays	140	200	110	40	10	0	0	0	0	0	500	500
Title IX (Legislative Branch)												
Budget Authority	10	0	0	0	0	0	0	0	0	0	10	10
Estimated Outlays	2	2	2	2	2	0	0	0	0	0	10	10
Title X (Military Construction, Department of Veterans Affairs)												
Budget Authority	1,833	0	0	0	0	0	0	0	0	0	1,833	1,833
Estimated Outlays	90	91	294	466	395	197	116	50	13	7	1,336	1,719
Title XI (State, Foreign Relations, and Related Agencies)												
Budget Authority	250	0	0	0	0	0	0	0	0	0	250	250
Estimated Outlays	50	75	75	50	0	0	0	0	0	0	250	250
Title XII (Transportation, Housing and Urban Development)^a												
Budget Authority	20,125	0	0	0	0	0	0	0	0	0	20,125	20,125
Estimated Outlays	2,155	2,629	3,344	3,136	2,608	1,965	1,522	962	540	419	13,872	19,280
Total Changes in Discretionary Spending Designated as an Emergency Requirement												
Budget Authority	110,546	27	56	60	58	56	56	54	52	52	110,747	111,017
Estimated Outlays	25,625	28,708	14,536	12,760	9,660	5,619	3,878	2,191	1,495	986	91,289	105,458

Source: Congressional Budget Office.

Enactment is assumed in December, 2024. Components do not sum to totals because of rounding.

FDA = Food and Drug Administration.

a. CBO estimates that title XII of division B would expand the purpose of \$60,000 in balances provided by the Consolidated and Further Continuing Appropriations Act, 2012 (P.L. 112-55), for the Community Development Fund that were originally designated for disaster relief in keeping with section 251(b)(2)(D) of the Deficit Control Act. Because the legislation would not redesignate those repurposed balances for disaster relief, CBO treats that repurposing provision as a \$60,000 reduction in both disaster-designated budget authority and outlays and as a corresponding \$60,000 increase in both budget authority and outlays constrained by statutory caps specified by the Fiscal Responsibility Act of 2023 (P.L. 118-5).



Table 3.
Estimated Direct Spending Effects of Divisions C and D of H.R. 10545, American Relief Act, 2025

As Introduced on December 20, 2024

<https://tinyurl.com/29zmd75r>

		By Fiscal Year, Millions of Dollars										2025-	2025-
		2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2029	2034
Division D. Extension of Agricultural Programs													
Sec. 4101	Extension of Agricultural Programs												
	Budget Authority	-100	-190	-170	-150	-140	-120	-100	-100	-100	-110	-750	-1,280
	Outlays	-100	-190	-170	-150	-140	-120	-100	-100	-100	-110	-750	-1,280
Total Changes in Direct Spending													
	Budget Authority	1,847	-2,136	-170	-150	-140	-120	-100	-100	-100	-110	-749	-1,279
	Outlays	1,058	336	-124	-1,414	-392	-334	-100	-100	-100	-110	-536	-1,280

Source: Congressional Budget Office.

GME = graduate medical education; * = between zero and \$500,000.

Estimates are relative to CBO's June 2024 baseline.

In keeping with section 21306 of division B, and at the direction of the House and Senate Committees on the Budget, these divisions are considered authorizing legislation rather than appropriation legislation. As a result, the estimated budgetary effects would be subject to pay-as-you-go procedures. Section 21306 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. Subsection 21306(4) of division B reset the balances of those scorecards to zero upon the adjournment of the second session of the 118th Congress.

On December 23, 2024, CBO reposted the estimate for H.R. 10545, the American Relief Act, 2025, as introduced on December 20, 2024, to incorporate Table 3, Estimated Direct Spending Effects of Divisions C and D of H.R. 10545, the American Relief Act, 2025.