

**H.R. 1968, Full-Year Continuing Appropriations and Extensions Act, 2025**

As Posted on the Website of the House Committee on Rules, March 8, 2025

<https://tinyurl.com/44wkdaap>

**Table 1** compiles CBO's estimates of discretionary spending in 2025 under division A of the Full-Year Continuing Appropriations and Extensions Act, 2025. This table delineates CBO's estimates of discretionary appropriations that would be subject to statutory caps specified by the Fiscal Responsibility Act of 2023 (FRA, Public Law 118-5) and certain categories of funding for which cap adjustments are authorized.<sup>a</sup>

**Table 1. Estimated Discretionary Spending Under Division A, the Full-Year Continuing Appropriations Act, 2025**

Millions of Dollars		Spending Counted for Statutory Caps <sup>a</sup>									Emergency Spending Not Counted for Caps <sup>b</sup>	Total
		Constrained by Caps			Adjustment to Caps					Total Funding Under Caps		
		Security	Nonsecurity	Total	Security		Nonsecurity					
			Emergency	Emergency	Disaster	Program Integrity	Wildfire Suppression					
Agriculture <sup>c, d</sup>	BA:	0	26,643	26,643	0	0	0	0	0	26,643	0	26,643
	O:	0	28,537	28,537	0	0	0	0	0	28,537	0	28,537
Commerce, Justice, Science <sup>e</sup>	BA:	6,584	61,226	67,810	10	1,882	0	0	0	69,702	1,400	71,102
	O:	6,574	77,423	83,997	8	1,071	0	0	0	85,076	69	85,145
Defense <sup>f</sup>	BA:	831,335	178	831,513	6,604	0	0	0	0	838,117	0	838,117
	O:	834,669	170	834,839	920	0	0	0	0	835,759	0	835,759
Energy and Water <sup>g</sup>	BA:	33,314	24,752	58,066	2	0	0	0	0	58,068	12,692	70,760
	O:	34,170	32,956	67,126	1	0	0	0	0	67,127	192	67,319
Financial Services <sup>h, i</sup>	BA:	45	15,828	15,873	0	1	374	0	0	16,248	1	16,249
	O:	44	26,937	26,981	0	1	288	0	0	27,270	1	27,271
Homeland Security <sup>j</sup>	BA:	3,327	61,703	65,030	0	0	22,510	0	0	87,540	1,120	88,660
	O:	3,327	86,790	90,117	0	-60	675	0	0	90,732	39	90,771
Interior and Environment	BA:	0	40,874	40,874	0	0	0	0	2,750	43,624	16,278	59,902
	O:	0	51,331	51,331	0	10	0	0	945	52,286	1,201	53,487
Labor, HHS, Education <sup>c, h</sup>	BA:	0	198,150	198,150	0	0	0	2,531	0	200,681	495	201,176
	O:	0	239,870	239,870	0	0	0	1,894	0	241,764	82	241,846
Legislative Branch	BA:	0	6,742	6,742	0	0	0	0	0	6,742	0	6,742
	O:	0	6,787	6,787	0	0	0	0	0	6,787	0	6,787
Military Construction, VA	BA:	17,507	129,046	146,553	0	0	0	0	0	146,553	0	146,553
	O:	15,983	127,912	143,895	0	0	0	0	0	143,895	0	143,895
State, Foreign Operations	BA:	0	56,847	56,847	0	2,500	0	0	0	59,347	0	59,347
	O:	0	70,682	70,682	0	1,085	0	0	0	71,767	0	71,767
Transportation, HUD	BA:	388	85,982	86,370	0	8,000	0	0	0	94,370	36,811	131,181
	O:	398	185,952	186,350	0	6,450	0	0	0	192,800	542	193,342
<b>Total</b>	BA:	892,500	707,971	1,600,471	6,616	12,383	22,884	2,531	2,750	1,647,635	68,797	1,716,432
	O:	895,165	935,347	1,830,512	929	8,557	963	1,894	945	1,843,800	2,126	1,845,926

**Memorandum:**

Limits on Budget Authority in the FRA<sup>a</sup>

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
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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
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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 Full-Year Continuing Appropriations Act, 2025, by Appropriations Subcommittee**

Continued

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- a. 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/5bd4ucfr>.)
- b. 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 also 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).
- 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, 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.
- d. In keeping with 2024 legislation, funding for the Commodity Futures Trading Commission is included under the jurisdiction of the Subcommittee on Agriculture.
- e. Includes a \$17 million full-year emergency-designated appropriation for the Federal Bureau of Investigation stemming from section 155 of the Further Continuing Appropriations Act, 2025 (FCAA 2025, division A of P.L. 118-158).
- f. Includes \$6,604 million in 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 FCAA 2025).
- g. Includes a \$2 million full-year emergency-designated appropriation for activities of the Department of Energy stemming from section 160 of the FCAA 2025.

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.

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## Estimated Discretionary Spending Under Division A, the Full-Year Continuing Appropriations Act, 2025, by Appropriations Subcommittee

Continued

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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.

- h. Section 1101(5) (Financial Services) and section 1101(8) (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.
- i. Includes a \$1 million full-year emergency-designated appropriation for the Office of Terrorism and Financial Intelligence stemming from section 162 of the Continuing Appropriations and Extensions Act, 2025 (CAA 2025, division A of P.L. 118-83). Also includes \$67 million in base budget authority stemming from a full-year appropriation provided by CAA 2025.
- j. Includes \$231 million in base budget authority stemming from a full-year appropriation provided by CAA 2025.

Section 1101(6) of division A would extend, through September 30, 2025, several immigration programs that will otherwise expire after March 14, 2025. 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. (Some of those benefits are provided through tax credits.) In particular, 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 2025-2034 periods.

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**Table 2** compiles CBO's estimates of the budgetary effects over the 2025-2034 period for division B, Health, and division C, Other Matters, of the Full-Year Continuing Appropriations and Extensions Act, 2025. In keeping with division C section 3106, Budgetary Effects, and at the direction of the House and Senate Committees on the Budget, Divisions B and C 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 3106 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.

**Table 2. Estimated Budgetary Effects of Divisions B and C Under the Full-Year Continuing Appropriations and Extensions Act, 2025**

		By Fiscal Year, Millions of Dollars										2025-	2025-
		2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2029	2034
<b>Division B. Health</b>													
<b>Title I. Public Health Extenders</b>													
Sec. 2101	Extension for Community Health Centers, National Health Service Corps, and Teaching Health Centers That Operate GME Programs												
	Budget Authority	2,397	0	0	0	0	0	0	0	0	0	2,397	2,397
	Outlays	929	958	469	39	1	0	0	0	0	0	2,396	2,396
Sec. 2102	Extension of Special Diabetes Programs												
	Budget Authority	160	0	0	0	0	0	0	0	0	0	160	160
	Outlays	45	96	14	2	3	0	0	0	0	0	160	160
<b>Title II. Medicare</b>													
Sec. 2201	Extension of Increased Inpatient Hospital Payment Adjustment for Certain Low-Volume Hospitals												
	Budget Authority	191	0	0	0	0	0	0	0	0	0	191	191
	Outlays	191	0	0	0	0	0	0	0	0	0	191	191
Sec. 2202	Extension of the Medicare-Dependent Hospital Program												
	Budget Authority	63	0	0	0	0	0	0	0	0	0	63	63
	Outlays	63	0	0	0	0	0	0	0	0	0	63	63
Sec. 2203	Extension of Add-On Payments for Ambulance Services												
	Budget Authority	36	-9	0	0	0	0	0	0	0	0	27	27
	Outlays	36	-9	0	0	0	0	0	0	0	0	27	27
Sec. 2204	Extension of Funding for Quality Measure Endorsement, Input, and Selection												
	Budget Authority	3	0	0	0	0	0	0	0	0	0	3	3
	Outlays	3	0	0	0	0	0	0	0	0	0	3	3
Sec. 2205	Extension of Funding Outreach and Assistance for Low-Income Programs												
	Budget Authority	24	0	0	0	0	0	0	0	0	0	24	24
	Outlays	24	0	0	0	0	0	0	0	0	0	24	24
Sec. 2206	Extension of the Work Geographic Index Floor												
	Budget Authority	263	-66	0	0	0	0	0	0	0	0	197	197
	Outlays	263	-66	0	0	0	0	0	0	0	0	197	197
Sec. 2207	Extension of Certain Telehealth Flexibilities												
	Budget Authority	742	-185	0	0	0	0	0	0	0	0	557	557
	Estimated Outlays	742	-185	0	0	0	0	0	0	0	0	557	557
Sec. 2208	Extending Acute Hospital Care at Home Waiver Authorities												
	Budget Authority	*	0	0	0	0	0	0	0	0	0	0	0
	Outlays	*	0	0	0	0	0	0	0	0	0	0	0
Sec. 2209	Extension of Temporary Inclusion of Authorized Oral Antiviral Drugs as Covered Part D Drugs												
	Budget Authority	26	0	0	0	0	0	0	0	0	0	26	26
	Outlays	26	0	0	0	0	0	0	0	0	0	26	26
Sec. 2210	Medicare Improvement Fund												
	Budget Authority	0	553	0	0	0	0	0	0	0	0	553	553
	Outlays	0	0	55	365	72	61	0	0	0	0	492	553
Sec. 2211	Medicare Sequestration												
	Budget Authority	0	0	0	0	0	0	0	0	-4,450	0	0	-4,450
	Outlays	0	0	0	0	0	0	0	0	-4,450	0	0	-4,450

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**Table 2. Estimated Budgetary Effects of Divisions B and C Under the Full-Year Continuing Appropriations and Extensions Act, 2025**

		By Fiscal Year, Millions of Dollars										2025-2029	2025-2034
		2025	2026	2027	2028	2029	2030	2031	2032	2033	2034		
<b>Title III. Human Services</b>													
Sec. 2301	Sexual Risk Avoidance Education Extension												
	Budget Authority	38	0	0	0	0	0	0	0	0	0	38	38
	Outlays	2	21	10	5	0	0	0	0	0	0	38	38
Sec. 2302	Personal Responsibility Education Extension												
	Budget Authority	38	0	0	0	0	0	0	0	0	0	38	38
	Outlays	2	13	18	5	0	0	0	0	0	0	38	38
Sec. 2303	Extension of Funding for Family-To-Family Health Information Centers												
	Budget Authority	3	0	0	0	0	0	0	0	0	0	3	3
	Outlays	1	1	1	0	0	0	0	0	0	0	3	3
<b>Title IV. Medicaid</b>													
Sec. 2401	Delaying Medicaid DSH Reductions												
	Budget Authority	1,327	0	0	-447	-459	-222	-25	0	0	0	421	174
	Outlays	1,327	0	0	-447	-459	-222	-25	0	0	0	421	174
<b>Total Changes in Direct Spending</b>													
	<b>Budget Authority</b>	<b>5,311</b>	<b>293</b>	<b>0</b>	<b>-447</b>	<b>-459</b>	<b>-222</b>	<b>-25</b>	<b>0</b>	<b>-4,450</b>	<b>0</b>	<b>4,698</b>	<b>1</b>
	<b>Outlays</b>	<b>3,654</b>	<b>829</b>	<b>567</b>	<b>-31</b>	<b>-383</b>	<b>-161</b>	<b>-25</b>	<b>0</b>	<b>-4,450</b>	<b>0</b>	<b>4,636</b>	<b>0</b>

Source: Congressional Budget Office.

DSH = disproportionate share hospital; \* = between zero and \$500,000.

Estimates are relative to CBO’s June 2024 baseline.

Enacting division C sections 3103 and 3105 could increase collections of criminal fines, which are recorded as revenues, deposited into the Crime Victims Fund, and spent without further appropriation. CBO estimates that any additional collections of criminal fines resulting from the bill would not be significant and that enacting sections 3103 and 3105 would have an insignificant effect on direct spending and revenues.