

CBO Estimate for Titles I-XI of H.R. 268—Supplemental Appropriations Act, 2019, as Passed by the U.S. House of Representatives on January 8, 2019

	Discretionary Spending by Fiscal Year, in Millions of Dollars										2019-	2019-
	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2023	2028
Title I—Agriculture												
Budget Authority	4,406	7	7	7	6	5	5	5	5	5	4,433	4,458
Estimated Outlays	2,746	1,429	269	41	34	31	19	11	5	5	4,519	4,590
Title II—Commerce and Justice												
Budget Authority	940	0	0	0	0	0	0	0	0	0	940	940
Estimated Outlays	162	269	190	183	118	18	0	0	0	0	922	940
Title III—Defense												
Military Programs												
Budget Authority	600	0	0	0	0	0	0	0	0	0	600	600
Estimated Outlays	354	177	35	13	5	0	0	0	0	0	584	584
Title IV—Energy and Water												
Budget Authority	1,276	0	0	0	0	0	0	0	0	0	1,276	1,276
Estimated Outlays	51	98	140	152	113	78	64	45	37	44	554	822
Title V—Homeland Security												
Coast Guard												
Budget Authority	526	0	0	0	0	0	0	0	0	0	526	526
Estimated Outlays	94	128	107	87	52	29	24	5	0	0	468	526
Title VI—Interior and Related Agencies												
Budget Authority	2,081	0	0	0	0	0	0	0	0	0	2,081	2,081
Estimated Outlays	1,070	478	413	119	2	0	0	0	0	0	2,082	2,082
Title VII—Labor, Health, and Education												
Budget Authority	623	0	0	0	0	0	0	0	0	0	623	623
Estimated Outlays	135	262	111	71	26	8	4	2	2	0	605	621
Title VIII—Legislative Branch												
Government Accountability Office												
Budget Authority	10	0	0	0	0	0	0	0	0	0	10	10
Estimated Outlays	9	1	0	0	0	0	0	0	0	0	10	10
Title IX—Military Construction and Veterans Affairs												
Budget Authority	860	0	0	0	0	0	0	0	0	0	860	860
Estimated Outlays	2	12	239	298	119	71	37	9	5	3	670	795
Title X—Transportation and Housing												
Community Development Fund and Department of Transportation												
Budget Authority	2,871	0	0	0	0	0	0	0	0	0	2,871	2,871
Estimated Outlays	179	683	716	538	419	264	60	12	0	0	2,535	2,871
Total												
Budget Authority	14,193	7	7	7	6	5	5	5	5	5	14,220	14,245
Estimated Outlays	4,802	3,537	2,220	1,502	888	499	208	84	49	52	12,949	13,841

Source: Congressional Budget Office.

Assumes enactment in January 2019.

Table 1 displays CBO’s estimate of the fiscal year 2019-2028 budgetary effects of Titles I-XI of H.R. 268, the Supplemental Appropriations Act, 2019, as passed by the U.S. House of Representatives on January 16, 2019. H.R. 268 would provide supplemental appropriations for fiscal year 2019 to respond to various natural disasters, and would designate those amounts as being for either emergency requirements or disaster relief pursuant to section 251 of the Balanced Budget and Emergency Deficit Control Act of 1985. Accordingly, the limits established by the Budget Control Act of 2011 (P.L. 112-25), as amended, would be adjusted to accommodate those amounts.

Table 2 displays CBO’s estimate of Title XII of H.R. 268, which would extend the appropriations and authorities contained in the Continuing Appropriations Act, 2019, through February 28, 2019. With a few exceptions, the appropriations and authorities contained in that act expired after December 21, 2018. Unless stated otherwise, the amounts in **Table 2** are shown on an annualized basis (that is, as if they were provided for the entirety of fiscal year 2019).

Table 3 displays CBO’s estimate of the fiscal year 2019 discretionary budgetary effects of H.R. 268, as well as all previously enacted appropriation legislation for fiscal year 2019.

CBO Estimate for Title XII of H.R. 268—Further Continuing Appropriations
(Discretionary Spending Only)

Subcommittee		Fiscal Year 2019 Appropriations, in Millions of Dollars						
		Constrained by the Caps ^a			Cap Adjustments ^b			Total ^c
		Defense	Nondefense	Total	OCO/GWOT	Emergency Requirements	Disaster Relief	
Agriculture ^c	BA:	0	23,357	23,357	0	0	0	23,357
	OL:	0	24,361	24,361	0	0	0	24,361
Commerce, Justice, Science	BA:	5,400	58,089	63,489	0	0	0	63,489
	OL:	5,358	64,221	69,579	0	0	0	69,579
Financial Services	BA:	31	22,805	22,836	0	0	0	22,836
	OL:	29	23,602	23,631	0	0	0	23,631
Homeland Security ^d	BA:	2,058	45,931	47,989	163	0	7,366	55,518
	OL:	1,997	55,292	57,289	126	0	368	57,783
Interior and Environment	BA:	0	35,191	35,191	0	0	0	35,191
	OL:	0	34,441	34,441	0	0	0	34,441
State, Foreign Operations	BA:	0	41,998	41,998	12,018	0	0	54,016
	OL:	0	45,500	45,500	3,727	10	0	49,237
Transportation, HUD	BA:	300	70,511	70,811	0	0	0	70,811
	OL:	300	131,114	131,414	0	0	0	131,414
Total	BA:	7,789	297,882	305,671	12,181	0	7,366	325,218
	OL:	7,684	378,531	386,215	3,853	10	368	390,446

Source: Congressional Budget Office.

BA = budget authority; HUD = Housing and Urban Development; OCO/GWOT = overseas contingency operations/global war on terrorism; OL = outlays.

Table 2 displays CBO’s estimate for Title XII of H.R. 268 as passed by the U.S. House of Representatives on January 16, 2019. Title XII would extend the appropriations and authorities contained in the Continuing Appropriations Act, 2019, through February 28, 2019. With a few exceptions, the appropriations and

authorities contained in that act expired after December 21, 2018. Unless stated otherwise, the amounts in **Table 2** are shown on an annualized basis (that is, as if they were provided for the entirety of fiscal year 2019). Amounts in **Table 2** do not include the amounts that would be provided by Titles I-XI of H.R. 268.

a. In fiscal year 2019, most discretionary budget authority is subject to limits (or caps) as described in the Budget Control Act of 2011 (P.L. 112-25), as amended by the Bipartisan Budget Act of 2018 (P.L. 115-123). Those limits total \$1,244,000 million—\$647,000 million for defense programs (statutorily referred to as the revised security category) and \$597,000 million for nondefense programs (the revised nonsecurity category).

CBO estimates that the annualized amounts of budget authority for both defense and nondefense programs provided by H.R. 268 would not exceed either of the caps, and so a sequestration would not be required. The authority to determine whether a sequestration is required and, if so, how to make the necessary cuts in budget authority rests with the Office of Management and Budget.

CBO Estimate for Title XII of H.R. 268—Further Continuing Appropriations

(Discretionary Spending Only)

Continued

b. Cap adjustments are designated pursuant to section 251 of the Deficit Control Act; the caps for fiscal year 2019 would be adjusted to accommodate these amounts.

c. Sections 1001-1004 of the 21st Century Cures Act (P.L. 114-255) require that certain funding provided for 2017 through 2026 to the Department of Health and Human Services—in particular the Food and Drug Administration (FDA), the National Institutes of Health, and the Substance Abuse and Mental Health Services Administration—be excluded from estimates for the purposes of the Deficit Control Act or the Congressional Budget and Impoundment Control of 1974. Therefore, the amounts shown in **Table 2** do not include \$60 million in budget authority and \$42 million in outlays for the FDA (Agriculture).

d. Section 101(a)(5) of the Consolidated Appropriations Act, 2019, (Homeland Security) extended several immigration programs that would have otherwise expired at the end of fiscal year 2018. CBO estimates that extending those provisions for the duration of fiscal year 2019 would increase on-budget direct spending by \$3 million in fiscal year 2019, \$22 million over the 2019-2023 period, and \$45 million over the 2019-2028 period. In addition, CBO estimates those extensions would decrease off-budget direct spending by \$1 million in 2023, and \$8 million over the 2019-2028 period. Finally, CBO estimates those extensions would increase revenues by \$2 million in 2019, and \$1 million over the 2019-2023 period, but would decrease revenues by \$2 million over the 2019-2028 period. Those changes in revenues are not shown in this table.

**CBO Estimate of Fiscal Year 2019 Discretionary Appropriations, Including Previously Enacted Legislation
(Discretionary Spending Only)**

Subcommittee		Fiscal Year 2019 Appropriations, in Millions of Dollars						Total ^c
		Constrained by the Caps ^a			Cap Adjustments ^b			
		Defense	Nondefense	Total	OCO/GWOT	Emergency Requirements	Disaster Relief or Program Integrity	
Agriculture ^c	BA:	0	23,357	23,357	0	4,406	0	27,763
	OL:	0	24,361	24,361	0	2,746	0	27,107
Commerce, Justice, Science	BA:	5,400	58,089	63,489	0	940	0	64,429
	OL:	5,358	64,221	69,579	0	162	0	69,741
Defense	BA:	606,340	129	606,469	67,914	600	0	674,983
	OL:	587,632	137	587,769	37,071	354	0	625,194
Energy and Water	BA:	22,440	22,200	44,640	0	1,276	0	45,916
	OL:	21,770	22,565	44,335	0	51	0	44,386
Financial Services	BA:	31	22,805	22,836	0	0	0	22,836
	OL:	29	23,602	23,631	0	0	0	23,631
Homeland Security ^{b,d}	BA:	2,058	45,931	47,989	163	526	7,366	56,044
	OL:	1,997	55,292	57,289	126	94	368	57,877
Interior and Environment	BA:	0	35,191	35,191	0	2,081	0	37,272
	OL:	0	34,441	34,441	0	1,070	0	35,511
Labor, HHS, Education ^{b,c,e}	BA:	0	178,076	178,076	0	623	1,897	180,596
	OL:	0	184,247	184,247	0	135	1,573	185,955
Legislative Branch	BA:	0	4,836	4,836	0	10	0	4,846
	OL:	0	4,720	4,720	0	9	0	4,729
Military Construction, VA	BA:	10,332	86,804	97,136	921	860	0	98,917
	OL:	8,379	82,430	90,809	0	2	0	90,811
State, Foreign Operations	BA:	0	41,998	41,998	12,018	0	0	54,016
	OL:	0	45,500	45,500	3,727	10	0	49,237
Transportation, HUD ^f	BA:	300	70,511	70,811	0	4,551	0	75,362
	OL:	300	131,114	131,414	0	204	0	131,618
Total	BA:	646,901	589,927	1,236,828	81,016	15,873	9,263	1,342,980
	OL:	625,465	672,630	1,298,095	40,924	4,837	1,941	1,345,797

Source: Congressional Budget Office.

BA = budget authority; HHS = Health and Human Services; HUD = Housing and Urban Development; OCO/GWOT = overseas contingency operations/global war on terrorism; OL = outlays; VA = Veterans Affairs.

CBO Estimate of Fiscal Year 2019 Discretionary Appropriations, Including Previously Enacted Legislation

(Discretionary Spending Only)

Continued

Table 3 displays CBO’s tabulation of the estimated fiscal year 2019 discretionary budgetary effects of H.R. 268 as well as all previously enacted appropriation legislation for fiscal year 2019.

a. In fiscal year 2019, most discretionary budget authority is subject to limits (or caps) as described in the Budget Control Act of 2011 (P.L. 112-25), as amended by the Bipartisan Budget Act of 2018 (P.L. 115-123). Those limits total \$1,244,000 million—\$647,000 million for defense programs (statutorily referred to as the revised security category) and \$597,000 million for nondefense programs (the revised nonsecurity category).

CBO estimates that the annualized amounts of budget authority for both defense and nondefense programs provided by H.R. 268 would not exceed either of the caps. The authority to determine whether a sequestration is required and, if so, how to make the necessary cuts in budget authority rests with the Office of Management and Budget.

b. Cap adjustments are designated pursuant to section 251 of the Balanced Budget and Emergency Deficit Control Act of 1985 (Deficit Control Act); the caps for fiscal year 2019 would be adjusted to accommodate these amounts. **Table 3** includes the continuation of \$7,366 million in funding for disaster relief (Homeland Security), provided by H.R. 268, and \$1,897 million in additional funding for program integrity efforts (Labor, HHS, Education), provided by Division B of P.L. 115-245. Both of those amounts were designated pursuant to section 251 of the Deficit Control Act.

c. Sections 1001-1004 of the 21st Century Cures Act (P.L. 114-255) require that certain funding provided for 2017 through 2026 to the Department of Health and Human Services—in particular the Food and Drug Administration (FDA), the National Institutes of Health, and the Substance Abuse and Mental Health Services Administration—be excluded from estimates for the purposes of the Deficit Control Act or the Congressional Budget and Impoundment Control Act of 1974. Therefore, the amounts shown in **Table 3** do not include \$771 million in budget authority and \$767 million (continued)

(c, continued) in outlays: \$60 million in budget authority and \$42 million in outlays for the FDA (Agriculture), provided by H.R. 268; and \$711 million in budget authority and \$725 million in outlays in outlays for HHS (Labor, HHS, Education), which includes \$711 million in budget authority and \$465 million in outlays for NIH and \$260 million in outlays for SAMHSA, provided by Division B of P.L. 115-245.

d. Section 101(a)(5) of the Consolidated Appropriations Act, 2019, (Homeland Security) extended several immigration programs that would have otherwise expired at the end of fiscal year 2018. CBO estimates that extending those provisions for the duration of fiscal year 2019 would increase on-budget direct spending by \$3 million in fiscal year 2019, \$22 million over the 2019-2023 period, and \$45 million over the 2019-2028 period. In addition, CBO estimates those extensions would decrease off-budget direct spending by \$1 million in 2023, and \$8 million over the 2019-2028 period. Finally, CBO estimates those extensions would increase revenues by \$2 million in 2019, and \$1 million over the 2019-2023 period, but would decrease revenues by \$2 million over the 2019-2028 period. Those changes in revenues are not shown in this table.

e. Section 223 of Division B of P.L. 115-245 (Labor, HHS, Education) delayed the implementation of the recommendations of the United States Preventive Services Task Force with respect to breast cancer screening, mammography, and prevention. CBO estimated that delay would increase direct spending (budget authority and outlays) by \$9 million in fiscal year 2020 and by \$4 million in fiscal year 2021. In addition, CBO estimated that section 225 would decrease revenues by \$18 million in fiscal year 2020 (of which \$5 million would be off-budget) and would decrease revenues by \$7 million in fiscal year 2021 (of which \$2 million would be off-budget). Those revenue losses are not shown in this table.

f. Division I of P.L. 115-254 (the FAA Reauthorization Act of 2018) contains the Supplemental Appropriations for Disaster Relief Act, 2018, which provided \$1,680 million in supplemental funding for fiscal year 2019, and designated those amounts as emergency requirements pursuant to section 251 of the Deficit Control Act. In general, the budgetary effects of authorizing legislation are recorded as direct spending or revenue. However, consistent with the language in Division I of P.L. 115-254, and at the direction of the House and Senate Committees on the Budget, the budgetary effects of Division I are treated as discretionary spending.