
Fiscal Year 2021, U.S. House of Representatives

As of July 31, 2020

This report summarizes the Congressional Budget Office’s cost estimates of proposed discretionary appropriations for fiscal year 2021 contained in legislation considered by the House of Representatives.

Table 1 is a summary for fiscal year 2021; **Table 2** is a summary of advance appropriations for future fiscal years. Both tables compare CBO’s estimates with the limits on new discretionary budget authority published in the *Congressional Record* by the House Committee on the Budget on May 1, 2020. **Table 3** identifies the portion of 2021 appropriations that are subject to statutory limits on new discretionary budget authority under the Budget Control Act of 2011, as modified. **Table 4** summarizes CBO’s estimates of changes in direct spending that would result from provisions contained in appropriation legislation.

Status of Appropriation Legislation

The tables reflect CBO’s estimates for each piece of legislation at the most recent stage of Congressional consideration, starting with the version reported by the House Committee on Appropriations. Estimates were prepared relative to CBO’s March 2020 baseline, except as noted. Enactment is assumed by October 1, 2020—the start of fiscal year 2021.¹

Reported by the House Committee on Appropriations

Homeland Security (H.R. 7669)
Legislative Branch (H.R. 7611)

Passed by the House of Representatives

Agriculture (division B of H.R. 7608)
Commerce, Justice, Science (division B of H.R. 7617)
Defense (division A of H.R. 7617)
Energy and Water (division C of H.R. 7617)
Financial Services (division D of H.R. 7617)
Interior and Environment (division C of H.R. 7608)
Labor, Health and Human Services, Education (division E of H.R. 7617)
Military Construction, Veterans’ Affairs (division D of H.R. 7608)
State, Foreign Operations (division A of H.R. 7608)
Transportation, Housing and Urban Development (division F of H.R. 7617)

1. See Congressional Budget Office, *Baseline Budget Projections as of March 6, 2020*, March 2020, www.cbo.gov/publication/56268.

Table 1. Comparison of 302(b) Allocations and Current-Status Amounts

This table compares cost estimates for appropriation legislation for fiscal year 2021 considered in the House of Representatives with the allocations provided to each of the 12 appropriations subcommittees.^a (Those allocations are made as required by section 302(b) of the Congressional Budget Act of 1974, as amended.) The allocations and the current-status amounts include new budget authority and outlays from the most recent stage of action for legislation considered for 2021 as well as budget authority and outlays resulting from appropriations enacted in prior years.

Millions of Dollars Subcommittee	302(b) Allocation ^{b,c}		Current Status ^{b,c}		Current Status Less Allocation	
	Budget Authority	Outlays	Budget Authority	Outlays	Budget Authority	Outlays
Agriculture ^c	23,980	24,150	23,979	23,974	-1	-176
Commerce, Justice, Science	71,473	74,000	71,473	73,403	0	-597
Defense	694,625	686,936	694,623	685,138	-2	-1,798
Energy and Water	49,607	49,000	49,606	48,511	-1	-489
Financial Services	24,779	24,910	24,779	24,830	0	-80
Homeland Security ^d	55,993	62,533	55,995	62,434	2	-99
Interior and Environment ^e	39,110	38,472	39,110	38,296	0	-176
Labor, HHS, Education ^{c,f}	184,795	197,712	184,793	197,220	-2	-492
Legislative Branch ^g	5,300	5,300	4,198	4,376	-1,102	-924
Military Construction, VA	102,998	102,805	102,998	102,306	0	-499
State, Foreign Operations	55,850	52,519	55,850	51,838	0	-681
Transportation, HUD	75,924	139,500	75,924	138,575	0	-925
Total	1,384,434	1,457,837	1,383,328	1,450,901	-1,106	-6,936

Source: Congressional Budget Office.

HHS = Health and Human Services; HUD = Housing and Urban Development; VA = Veterans Affairs.

- a. On May 1, 2020, in order to meet the requirements of section 302(a) of the Budget Act, the House Committee on the Budget published budgetary material in the *Congressional Record* providing the House Committee on Appropriations with initial allocations for overall budget authority and outlays. That material includes an allocation for overseas contingency operations consistent with the Bipartisan Budget Act of 2019. On July 14, 2020, in H. Rept. 116-443, the House Appropriations Committee reported revised 302(b) suballocations (to distribute that committee’s 302(a) allocation among its 12 subcommittees) to delineate budget authority and outlays for discretionary and mandatory spending. (H. Rept. 116-454 revised those 302(b) suballocations.)
- b. In accordance with the Budget Act and in keeping with section 251 of the Balanced Budget and Emergency Deficit Control Act of 1985, the House of Representatives’ current-status amounts and allocations exclude any amounts that are designated as emergency requirements. Therefore, those amounts are excluded from this table. However, the current-status amounts include—and allocations are adjusted to account for—funding for other activities designated in accordance with section 251 that results in adjustments to the limits on discretionary budget authority established under the Budget Control Act of 2011. Such funding includes appropriations for overseas contingency operations, disaster relief, program integrity efforts, and wildfire suppression. (Table 3 provides details of CBO’s estimates of amounts constrained by statutory caps and adjustments to those caps.)
- c. In keeping with the 21st Century Cures Act, certain funding for the Department of Health and Human Services is excluded from estimates for the purposes of both the Budget Act and the Deficit Control Act. As a result, the 302(b) allocations and this report exclude \$70 million in budget authority and \$68 million in outlays under the jurisdiction of the Subcommittee on Agriculture and \$404 million in budget authority and \$665 million in outlays under the jurisdiction of the Subcommittee on Labor, HHS, and Education.
- d. CBO estimates that two provisions of H.R. 7669 that would make changes to immigration-related policies would have significant effects on revenues. Those estimates incorporate the effects of the novel coronavirus pandemic and associated administrative actions (see footnote c of **Table 3**). In addition, section 239 would establish a process whereby a committee of the House or Senate could prevent the Administration from taking certain actions to remove aliens. CBO expects that implementing that provision would increase direct spending for certain benefit programs and also reduce revenues. However, CBO has not completed an estimate of those effects because there is no basis on which to predict how lawmakers might use that authority or to estimate the number of people who might be affected. Moreover, CBO expects that implementing section 239 would be inconsistent with court precedents relating to Congressional actions that affect how the executive branch implements laws (see, for example, *Immigration and Naturalization Service v. Chadha*, 462 U.S. 919 (1983)).
- e. Section 446 of division C of H.R. 7608 would specify requirements for the Department of the Interior to follow in spending certain mandatory funding provided by the Great American Outdoors Act (P.L. 116-152, enacted on August 4, 2020). That law was not enacted until after the House of Representatives considered H.R. 7612; as a result, this estimate does not include any potential budgetary effects stemming from section 446.
- f. Estimates related to unemployment insurance are based on CBO’s interim projection for the unemployment rate (see Congressional Budget Office, *Interim Economic Projections for 2020 and 2021*, May 2020, www.cbo.gov/publication/56351).
- g. By longstanding convention, the legislation reported by the House Subcommittee on the Legislative Branch does not include funding for Senate-related items.

Table 2. Advance Appropriations Provided in 2021 Appropriation Legislation

This table displays advance appropriations—budget authority provided in appropriation legislation that becomes available for obligation one or more fiscal years after the budget year for which the legislation is considered. The amounts shown are incorporated into the current status of discretionary appropriations for future years when the Congress considers appropriation legislation for those respective years. (Tables 1 and 3 include previously enacted advance appropriations for fiscal year 2021.)

Millions of Dollars

Subcommittee		Fiscal Year 2022			Fiscal Year 2023
		Non-Veterans Accounts	Veterans Accounts	Total	Non-Veterans Accounts
Labor, HHS, Education	BA:	24,369	0	24,369	515
Military Construction, VA	BA:	0	94,183	94,183	0
Transportation, HUD	BA:	4,400	0	4,400	0
Total	BA:	28,769	94,183	122,952	515
Memorandum:					
Limits on Budget Authority ^a		28,852	n.a.	n.a.	n.a.

Source: Congressional Budget Office.

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

- a. Section 203 of the Bipartisan Budget Act of 2019 restricts the House of Representatives from considering legislation that would provide advance appropriations other than for accounts identified by the Chair of the Committee on the Budget in a statement published in the *Congressional Record*. The limit on budget authority indicated in this memorandum line applies to accounts listed in that statement, which the Budget Committee published on May 1, 2020, in the *Congressional Record*.

Table 3. Statutory Limits and Adjustments Under the Budget Control Act of 2011

In 2021, most discretionary budget authority is subject to limits (or caps) established by the Budget Control Act of 2011 (Public Law 112-25), as modified. Separate caps exist for defense funding (in the law, *revised security*), which is budget function 050, and for nondefense funding (*revised nonsecurity*), which encompasses all other budget functions. The Budget Control Act also provides for certain adjustments to those caps. This table delineates CBO’s estimates of funding that is constrained by the 2021 caps on defense and nondefense funding and the amounts that result in adjustments to those caps.

Millions of Dollars		Constrained by Caps ^a			Adjustment to Caps ^{a,b}								Grand Total ^b	
		Security	Nonsecurity	Total, Constrained by Caps	Security			Nonsecurity						
Emergency ^c	OCO/GWOT				Total, Security	Emergency ^c	OCO/GWOT	Disaster	Program Integrity	Wildfire Suppression	Total, Nonsecurity			
Agriculture ^a	BA:	0	23,979	23,979	0	0	0	0	0	0	0	0	0	23,979
	O:	0	23,974	23,974	0	0	0	10,389	0	0	0	0	10,389	34,363
Commerce, Justice, Science	BA:	5,879	65,594	71,473	0	0	0	0	0	0	0	0	0	71,473
	O:	5,821	67,582	73,403	2	0	2	836	0	0	0	0	836	74,241
Defense	BA:	626,035	153	626,188	0	68,435	68,435	0	0	0	0	0	0	694,623
	O:	644,217	157	644,374	3,942	40,764	44,706	0	0	0	0	0	0	689,080
Energy and Water	BA:	26,501	23,105	49,606	3,235	0	3,235	40,815	0	0	0	0	40,815	93,656
	O:	25,580	22,931	48,511	352	0	352	7,498	0	0	0	0	7,498	56,361
Financial Services	BA:	36	24,600	24,636	0	0	0	67,041	0	143	0	0	67,184	91,820
	O:	34	24,686	24,720	0	0	0	1,993	0	110	0	0	2,103	26,823
Homeland Security	BA:	2,633	48,087	50,720	0	215	215	-50	0	5,060	0	0	5,010	55,945
	O:	2,483	58,418	60,901	1	168	169	13,667	0	1,365	0	0	15,032	76,102
Interior and Environment	BA:	0	36,760	36,760	0	0	0	15,500	0	0	0	2,350	17,850	54,610
	O:	0	36,574	36,574	0	0	0	2,262	0	0	0	1,722	3,984	40,558
Labor, HHS, Education ^a	BA:	0	182,912	182,912	0	0	0	24,425	0	0	1,881	0	26,306	209,218
	O:	0	195,708	195,708	0	0	0	134,310	0	0	1,512	0	135,822	331,530
Legislative Branch	BA:	0	4,198	4,198	0	0	0	0	0	0	0	0	0	4,198
	O:	0	4,376	4,376	0	0	0	24	0	0	0	0	24	4,400
Military Construction, VA	BA:	10,090	92,558	102,648	0	350	350	12,494	0	0	0	0	12,494	115,492
	O:	11,768	90,533	102,301	0	5	5	17,213	0	0	0	0	17,213	119,519
State, Foreign Operations	BA:	0	47,850	47,850	0	0	0	10,019	8,000	0	0	0	18,019	65,869
	O:	0	49,819	49,819	0	0	0	1,561	2,019	0	0	0	3,580	53,399
Transportation, HUD	BA:	324	75,600	75,924	0	0	0	75,000	0	0	0	0	75,000	150,924
	O:	352	138,223	138,575	0	0	0	23,675	0	0	0	0	23,675	162,250
Total	BA:	671,498	625,396	1,296,894	3,235	69,000	72,235	245,244	8,000	5,203	1,881	2,350	262,678	1,631,807
	O:	690,255	712,981	1,403,236	4,297	40,937	45,234	213,428	2,019	1,475	1,512	1,722	220,156	1,668,626

Memorandum:

Limits on Budget Authority ^d	671,500	626,500	1,298,000	n.a.	n.a.	n.a.	n.a.	17,285	1,881	2,350
---	---------	---------	-----------	------	------	------	------	--------	-------	-------

Source: Congressional Budget Office.

BA = budget authority; HHS = Health and Human Services; HUD = Housing and Urban Development; O = outlays; OCO/GWOT = overseas contingency operations/global war on terrorism; VA = Veterans Affairs; n.a. = not applicable.

See next page for notes

Table 3. Statutory Limits and Adjustments Under the Budget Control Act of 2011

Continued

- a. In keeping with the 21st Century Cures Act, certain funding for the Department of Health and Human Services is excluded from estimates for the purposes of both the Budget Act and the Deficit Control Act. As a result, this current-status report excludes \$70 million in budget authority and \$68 million in outlays under the jurisdiction of the Subcommittee on Agriculture and \$404 million in budget authority and \$665 million in outlays under the jurisdiction of the Subcommittee on Labor, HHS, and Education.
- b. These amounts are designated in accordance with section 251 of the Deficit Control Act; the caps for 2021 would be adjusted to accommodate these amounts. Emergency funding consists of appropriations formally designated as required under section 251(b)(2)(A)(i) of the Deficit Control Act. OCO consists primarily of funding for military activities in Afghanistan and similar missions. Disaster relief funding is for activities carried out under section 102(2) of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended. Such activities may result from a natural disaster that causes damage of enough severity to warrant federal assistance. Program integrity initiatives seek to identify and reduce overpayments in certain benefit programs. Appropriations for activities related to wildfire suppression also result in adjustments to the 2021 limits if they are designated in accordance with section 251 of the Deficit Control Act.
- c. Includes the effects of emergency-designated appropriations provided after CBO prepared its most recent baseline (see Congressional Budget Office, *Baseline Budget Projections as of March 6, 2020*, March 2020, www.cbo.gov/publication/56268). Specifically, the Second Coronavirus Preparedness and Response Supplemental Appropriations Act (division A of Public Law 116-127), the Emergency Appropriations for Coronavirus Health Response and Agency Operations Act (division B of P.L. 116-136), and the Additional Emergency Appropriation for Coronavirus Response Act (division B of P.L. 116-139) provided supplemental funding for 2020 and designated those amounts as emergency requirements in accordance with section 251 of the Budget Control Act. (Outlays stemming from emergency-designated appropriations enacted before CBO published its March 2020 baseline are included among estimates of spending that is constrained by statutory caps.)
- d. Some adjustments to the caps on discretionary budget authority that result from funding designated for specific activities are, themselves, limited. The Budget Control Act specifies, on an account-by-account basis, limits on program integrity efforts and wildfire suppression. That law also specifies the calculations that govern limits for disaster relief, which the Office of Management and Budget (OMB) determines. For more information on the statutory limits, see Office of Management and Budget, Sequestration Reports & Orders, *OMB Sequestration Preview Report to the President and Congress for Fiscal Year 2021* (February 2020), <https://go.usa.gov/xfDTB>. (This current-status report reflects CBO's most recent estimate of the disaster limit for 2021, taking into account funding provided by supplemental appropriation acts that were enacted after OMB published that report.)

Table 4. Estimated Budgetary Effects of Changes in Mandatory Programs

When appropriation acts include changes that affect mandatory funding in the current year or budget year, those spending effects (but not the revenue effects) are included in estimates of discretionary funding provided by those acts for the purpose of judging the acts' compliance with statutory limits on budget authority.^a Such provisions are referred to as changes to mandatory programs (CHIMPs). This table summarizes CBO's estimates of the budgetary effects attributable to such provisions over the next 10 years.

Millions of Dollars		2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2021-2025	2021-2030
Subcommittee		INCREASES OR DECREASES (-) IN DIRECT SPENDING											
Agriculture ^b	BA:	13	167	1,049	1,342	1,413	1,453	1,513	1,633	1,794	1,905	3,984	12,282
	O:	44	421	1,068	1,371	1,426	1,456	1,513	1,633	1,794	1,905	4,330	12,631
Commerce, Justice, Science	BA:	-4,062	3,249	0	0	0	0	0	0	0	0	-813	-813
	O:	-467	-531	-372	-112	73	280	325	0	0	0	-1,409	-804
Defense	BA:	0	0	0	0	0	0	0	0	0	0	0	0
	O:	0	0	0	0	0	0	0	0	0	0	0	0
Energy and Water	BA:	2	0	35	-33	0	0	0	0	0	120	4	124
	O:	17	17	52	-8	28	40	13	2	0	10	106	171
Financial Services	BA:	-294	0	0	0	0	0	0	0	0	0	-294	-294
	O:	-108	39	29	-115	-116	-23	0	0	0	0	-271	-294
Homeland Security ^c	BA:	31	37	37	34	31	34	39	41	41	39	170	364
	O:	31	37	37	34	31	34	39	41	41	39	170	364
Interior and Environment	BA:	500	-7	2	2	2	2	2	2	2	2	499	509
	O:	500	-7	2	2	2	2	2	2	2	2	499	509
Labor, HHS, Education	BA:	-12,048	6,582	-12	16	10	8	7	7	7	7	-5,452	-5,416
	O:	-105	-38	-7	12	14	13	8	7	7	7	-124	-82
Legislative Branch	BA:	-2	-3	-3	-3	-3	-3	-3	-3	-3	-4	-14	-30
	O:	-2	-3	-3	-3	-3	-3	-3	-3	-3	-4	-14	-30
Military Construction, VA	BA:	0	0	0	0	0	0	0	0	0	0	0	0
	O:	0	0	0	0	0	0	0	0	0	0	0	0
State, Foreign Operations	BA:	0	0	0	0	0	0	0	0	0	0	0	0
	O:	0	0	0	0	0	0	0	0	0	0	0	0
Transportation, HUD	BA:	5	0	0	0	0	0	0	0	0	0	5	5
	O:	5	0	0	0	0	0	0	0	0	0	5	5
Total	BA:	-15,855	10,025	1,108	1,358	1,453	1,494	1,558	1,680	1,841	2,069	-1,911	6,731
	O:	-85	-65	806	1,181	1,455	1,799	1,897	1,682	1,841	1,959	3,292	12,470

Source: Congressional Budget Office BA = budget authority; HHS = Health and Human Services; HUD = Housing and Urban Development; O = outlays; VA = Veterans Affairs.

- a. The Budget Enforcement Act of 1990 and scorekeeping guideline 3 require substantive changes to or restrictions on entitlements or other mandatory spending specified in appropriation bills to be treated as changes in discretionary spending in estimates of the costs of those bills. In CBO's baselines, those changes are included in estimates of mandatory spending and revenues. The Office of Management and Budget determines whether statutory mechanisms for budget enforcement apply to legislative changes to mandatory programs (and revenues). For more information on statutory enforcement see Office of Management and Budget, *Paygo* (accessed July 24, 2020), <https://go.usa.gov/xVpZx>.
- b. Includes the effects of emergency-designated CHIMPs contained in division B of P.L. 116-136 (which was enacted on March 27, 2020, after CBO prepared its March 2020 baseline).

- c. CBO estimates that two provisions of H.R. 7669 that would make changes to immigration-related policies would have significant effects on revenues. Those estimates incorporate the effects of the novel coronavirus pandemic and associated administrative actions:
 - CBO expects that enacting section 413 would increase the number of people who obtain lawful permanent resident status, which would lead to an increase in enrollment for certain benefit programs, some of which are subsidized with tax credits. CBO estimates that the provision would reduce revenues by an insignificant amount in 2021, by \$3 million over the 2021-2025 period, and by \$8 million over the 2021-2030 period.
 - Section 533 would prohibit the use of federal funds to implement several immigration policies, some of which concern people arriving in the United States who seek to apply for asylum. Relative to current law, CBO estimates, that would result in a slight increase in our estimates of the United States population and enrollment for certain benefit programs, thus reducing revenues by \$1 million in fiscal year 2022.

CBO also expects that section 239 would reduce revenues. However, CBO has not completed an estimate of those effects (see footnote d of **Table 1**).