

CBO Estimate for Divisions A-G of the Conference Agreement for H.J.Res. 31—Consolidated Appropriations Act, 2019, as Posted on the U.S. House of Representatives Documents Repository on February 14, 2019 (<https://go.usa.gov/xEUWf>)
(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	
Homeland Security (Division A) ^d	BA:	2,058	47,353	49,411	165	0	12,000	61,576
	OL:	1,998	56,877	58,875	127	0	600	59,602
Agriculture (Division B) ^c	BA:	0	23,042	23,042	0	0	0	23,042
	OL:	0	24,491	24,491	0	0	0	24,491
Commerce, Justice, Science (Division C)	BA:	5,499	58,619	64,118	0	0	0	64,118
	OL:	5,359	65,530	70,889	0	0	0	70,889
Financial Services (Division D) ^{e,f}	BA:	31	23,392	23,423	0	0	0	23,423
	OL:	30	24,055	24,085	0	0	0	24,085
Interior and Environment (Division E)	BA:	0	35,552	35,552	0	0	0	35,552
	OL:	0	34,975	34,975	0	0	0	34,975
State, Foreign Operations (Division F)	BA:	0	46,218	46,218	8,000	0	0	54,218
	OL:	0	47,104	47,104	2,853	10	0	49,967
Transportation, HUD (Division G)	BA:	300	70,779	71,079	0	0	0	71,079
	OL:	300	132,224	132,524	0	0	0	132,524
Total	BA:	7,888	304,955	312,843	8,165	0	12,000	333,008
	OL:	7,687	385,256	392,943	2,980	10	600	396,533

Source: Congressional Budget Office.

BA = budget authority; FDA = Food and Drug Administration; HUD = Housing and Urban Development; OCO/GWOT = overseas contingency operations/global war on terrorism; OL = outlays; P.L. = public law.

Table 1 displays CBO’s estimate for divisions A-G of the conference agreement for H.J.Res. 31, as posted on the U.S. House of Representatives Documents Repository on February 14, 2019 (<https://go.usa.gov/xEUWf>). Those divisions would provide appropriations and authorities for the remainder of fiscal year 2019 for the agencies covered by the remaining seven annual appropriation bills that have yet to be enacted. The other five annual appropriation bills were enacted in September 2018 in P.L. 115-244 and P.L. 115-245.

Table 2 combines CBO’s tabulation of the estimated fiscal year 2019 discretionary budgetary effects of divisions A-G of H.J.Res. 31 and all previously enacted appropriation legislation for fiscal year 2019.

Table 3 displays CBO’s estimate of the direct spending and revenue effects of division H of H.J.Res. 31. Consistent with the language in title III of division H of H.J.Res. 31, and at the direction of the House and Senate Committees on the Budget, those divisions are considered to be authorizing legislation instead of appropriation legislation.

Continued

(Discretionary Spending Only)

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- 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).
- 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 those 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 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 Act of 1974. Therefore, the amounts shown in **Table 1** do not include \$70 million in budget authority and \$45 million in outlays for the FDA (Agriculture).
- d. The Continuing Appropriations Act, 2019 (P.L. 116-5), as amended, extended several immigration programs through February 15, 2019, that would otherwise have expired at the end of fiscal year 2018. The estimated budgetary effects of those previously enacted extensions are charged to the Appropriations Committees (Homeland Security), and are as follows: increases in on-budget direct spending by \$1 million in fiscal year 2019, \$6 million over the 2019-2023 period, and \$15 million over the 2019-2028 period; decreases in off-budget direct spending by \$3 million over the 2019-2028 period; and increases in revenues by \$1 million in 2019, and by less than \$500,000 over the 2019-2023 period, but decreases in revenues by \$1 million over the 2019-2028 period. Those changes in revenues are not shown in this table. (Continued)
- (d, continued) In addition, title I of division H of H.J.Res. 31 would further extend those same programs through the end of fiscal year 2019. Consistent with the budgetary treatment of division H of H.J.Res. 31, the budgetary effects of extending those immigration programs for the remainder of the fiscal year are charged to the relevant authorizing committees. The estimated budgetary effects of extending the programs from February 15, 2019, through the end of fiscal year 2019 are shown in **Table 3**.
- e. Section 127 of division D of H.J.Res. 31 would permanently make amounts in the Bureau of Engraving and Printing Fund (a discretionary revolving fund) available to the bureau to purchase land and construct a new currency production facility. CBO expects that the bureau would build a new facility rather than renovate an existing one. In 2019 and 2022, the change would increase the amount that the bureau collects from the Federal Reserve to cover production costs; after 2022, such amounts would decline. Increased payments to the Bureau of Engraving and Printing would result in corresponding and equal declines in remittances by the Federal Reserve to the Treasury; such payments are recorded in the federal budget as revenues. (Similarly, lower amounts charged to the Federal Reserve in the future would result in higher remittances to the Treasury.)
- CBO estimates that, on net, section 127 would decrease revenues by \$125 million in 2019 and by \$225 million over the 2019-2023 period but would result in no net change in revenues over the 2019-2028 period.
- f. Beginning in fiscal year 2020, section 620 of division D of H.J.Res. 31 would reclassify the budgetary treatment of civil penalties collected by the Public Company Accounting Oversight Board from revenues to discretionary offsetting receipts. Offsetting receipts are recorded as reductions in budget authority and outlays in each fiscal year. CBO estimates that section 620 would reclassify revenues totaling \$4 million over the 2019-2023 period and \$9 million over the 2019-2028 period.

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

		Fiscal Year 2019 Appropriations, in Millions of Dollars						
		Constrained by the Caps ^a			Cap Adjustments ^b			Total ^c
Subcommittee		Defense	Nondefense	Total	OCO/GWOT	Emergency Requirements	Disaster Relief or Program Integrity	
Agriculture ^c	BA:	0	23,042	23,042	0	0	0	23,042
	OL:	0	24,491	24,491	0	0	0	24,491
Commerce, Justice, Science	BA:	5,499	58,619	64,118	0	0	0	64,118
	OL:	5,359	65,530	70,889	0	0	0	70,889
Defense	BA:	606,340	129	606,469	67,914	0	0	674,383
	OL:	587,632	137	587,769	37,071	0	0	624,840
Energy and Water	BA:	22,440	22,200	44,640	0	0	0	44,640
	OL:	21,770	22,565	44,335	0	0	0	44,335
Financial Services ^d	BA:	31	23,392	23,423	0	0	0	23,423
	OL:	30	24,055	24,085	0	0	0	24,085
Homeland Security ^{b,e}	BA:	2,058	47,353	49,411	165	0	12,000	61,576
	OL:	1,998	56,877	58,875	127	0	600	59,602
Interior and Environment	BA:	0	35,552	35,552	0	0	0	35,552
	OL:	0	34,975	34,975	0	0	0	34,975
Labor, HHS, Education ^{b,c,f}	BA:	0	178,076	178,076	0	0	1,897	179,973
	OL:	0	184,247	184,247	0	0	1,573	185,820
Legislative Branch	BA:	0	4,836	4,836	0	0	0	4,836
	OL:	0	4,720	4,720	0	0	0	4,720
Military Construction, VA	BA:	10,332	86,804	97,136	921	0	0	98,057
	OL:	8,379	82,430	90,809	0	0	0	90,809
State, Foreign Operations	BA:	0	46,218	46,218	8,000	0	0	54,218
	OL:	0	47,104	47,104	2,853	10	0	49,967
Transportation, HUD ^g	BA:	300	70,779	71,079	0	1,680	0	72,759
	OL:	300	132,224	132,524	0	25	0	132,549
Total	BA:	647,000	597,000	1,244,000	77,000	1,680	13,897	1,336,577
	OL:	625,468	679,355	1,304,823	40,051	35	2,173	1,347,082

Source: Congressional Budget Office.

BA = budget authority; FDA = Food and Drug Administration; HHS = Health and Human Services; HUD = Housing and Urban Development; OCO/GWOT = overseas contingency operations/global war on terrorism; OL = outlays; P.L. = public law; VA = Veterans Affairs.

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

(Discretionary Spending Only)

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Table 2 displays CBO's estimates of the fiscal year 2019 discretionary budgetary effects of the conference agreement for H.J.Res. 31 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).
- 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 those amounts. **Table 1** includes \$12,000 million in funding for disaster relief (Homeland Security), provided for in H.J.Res. 31 and \$1,897 million in additional funding for program integrity efforts (Labor, HHS, Education), provided for in division B of P.L. 115-245. Both amounts are 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 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 2** do not include \$781 million in budget authority and \$770 million in outlays: \$70 million in budget authority and \$45 million in outlays for the FDA (Agriculture), provided by H.J.Res. 31; 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 for in division B of P.L. 115-245.

- d. Division D of H.J.Res. 31 (Financial Services), contains two provisions that would affect revenues. For more information on those provisions, see footnotes **e** and **f** in **Table 1**.
- e. The Continuing Appropriations Act, 2019 (P.L. 116-5), as amended, (Homeland Security) extended several immigration programs through February 15, 2019, that would have otherwise expired at the end of fiscal year 2018. Title I of division H of H.J.Res. 31 would further extend those programs through the remainder of fiscal year 2019. For additional information on the budgetary effects of those extensions, see footnote **d** in **Table 1** and the estimates in **Table 3**.
- f. 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 2**.
- g. Division I of P.L. 115-254 (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 (Transportation, HUD), 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 of P.L. 115-254 are treated as discretionary spending.

CBO Estimate for Division H of the Conference Agreement for H.J.Res. 31—Extensions, Technical Corrections, and Other Matters, as Posted on the U.S. House Documents Repository on February 14, 2019 (<https://go.usa.gov/xEUWf>)

	By Fiscal Year, in Millions of Dollars											2019-	2019-
	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2024	2029
INCREASES OR DECREASES (-) IN DIRECT SPENDING AND REVENUES													
Title I—Immigration Extensions ^a													
Estimated Budget Authority	2	5	4	2	2	3	2	2	2	2	2	18	28
Estimated Outlays	2	5	4	2	2	3	2	2	2	2	2	18	28
Estimated Revenues	1	*	*	*	*	*	*	*	*	*	*	*	-2
<i>Off-Budget Budget Authority</i>	*	*	*	*	*	*	-1	-1	-1	-1	-1	*	-5
<i>Off-Budget Outlays</i>	*	*	*	*	*	*	-1	-1	-1	-1	-1	*	-5
NET INCREASE OR DECREASE (-) IN THE DEFICIT FROM CHANGES IN DIRECT SPENDING AND REVENUES													
Effect on the Deficit	1	5	4	2	2	3	2	2	2	2	2	18	30
<i>On-Budget</i>	1	5	4	2	2	3	3	3	3	3	3	18	35
<i>Off-Budget</i>	*	*	*	*	*	*	-1	-1	-1	-1	-1	*	-5

Source: Congressional Budget Office.

Assumes enactment in February 2019.

Table 3 displays CBO’s estimate of the direct spending and revenue effects of division H of the conference agreement for H.J.Res. 31, as posted on the U.S. House Documents Repository on February 14, 2019. Consistent with the language in title III of division H of H.J.Res. 31, and at the direction of the House and Senate Committees on the Budget, those divisions are considered to be authorizing legislation instead of appropriation legislation.

Components may not add up to totals because of rounding; **Table 3** does not include the budgetary effects of appropriations and authorities included in divisions A-G of H.J.Res. 31, which are shown in **Tables 1 and 2**; * = between -\$500,000 and \$500,000; unless specified otherwise, all amounts are for unified-budget totals (including on-budget and off-budget accounts).

a. The Continuing Appropriations Act, 2019, as amended, (Homeland Security) extended several immigration programs through February 15, 2019, that would otherwise have expired at the end of fiscal year 2018. Title I of division I of H.J.Res. 31 would further extend those programs through the remainder of fiscal year 2019.

Consistent with the budgetary treatment of division H of H.J.Res. 31, the budgetary effects of extending those immigration programs through February 15, 2019, are charged to the Appropriations Committees; the budgetary effects of extending the programs for the remainder of fiscal year 2019 are charged to the relevant authorizing committees and are shown in **Table 3**. For additional information on the budgetary effects of those extensions, see footnote **d** in **Table 1**.