

Table 1. Estimated Discretionary Appropriations Under Division A, the Further Continuing Appropriations Act, 2021

December 9, 2020

Division A of H.R. 8900 would provide for the continuation, through December 18, 2020, of the appropriations and authorities contained in the 12 annual appropriation acts for 2020.^a **Table 1** compiles CBO's estimates of discretionary budget authority for 2021 under that division and estimated outlays. Estimates of budget authority and outlays are annualized—that is, estimated as though appropriations were provided for the entire fiscal year.^b 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*—budget function 050) and for nondefense funding (*revised nonsecurity*—all other budget functions). The Budget Control Act also provides for certain adjustments to those caps. This table shows CBO's estimates of funding that would be constrained by the 2021 caps for defense and nondefense funding and the amounts that would result in adjustments to those caps.^c

Millions of Dollars		Constrained by Caps			Adjustment to Caps ^d								Grand Total		
				Total, Constrained by Caps	Security			Nonsecurity							
		Security	Nonsecurity		Emergency	OCO/GWOT	Total, Security	Emergency	OCO/GWOT	Disaster ^e	Program Integrity ^e	Wildfire Suppression		Total, Nonsecurity	
Subcommittee															
Agriculture ^f	BA:	0	23,457	23,457	0	0	0	0	0	0	0	0	0	0	0
	O:	0	23,958	23,958	0	0	0	10,389	0	0	0	0	0	10,389	34,347
Commerce, Justice, Science	BA:	5,695	64,558	70,253	0	0	0	0	0	0	0	0	0	0	70,253
	O:	5,674	66,687	72,361	2	0	2	836	0	0	0	0	0	836	73,199
Defense	BA:	624,757	152	624,909	0	71,666	71,666	0	0	0	0	0	0	0	696,575
	O:	639,328	156	639,484	3,949	41,151	45,100	0	0	0	0	0	0	0	684,584
Energy and Water	BA:	24,249	24,046	48,295	0	0	0	0	0	0	0	0	0	0	48,295
	O:	23,883	23,854	47,737	0	0	0	33	0	0	0	0	0	33	47,770
Financial Services ^g	BA:	35	23,555	23,590	0	0	0	0	0	151	0	0	0	151	23,741
	O:	34	23,631	23,665	0	0	0	747	0	116	0	0	0	863	24,528
Homeland Security ^h	BA:	2,383	48,360	50,743	0	190	190	0	0	17,134	0	0	0	17,134	68,067
	O:	2,363	57,813	60,176	1	148	149	13,672	0	4,284	0	0	0	17,956	78,281
Interior and Environment	BA:	0	35,709	35,709	0	0	0	0	0	0	0	2,250	2,250	2,250	37,959
	O:	0	35,714	35,714	0	0	0	824	0	0	0	1,649	2,473	2,473	38,187
Labor, HHS, Education ^{e, i}	BA:	0	181,040	181,040	0	0	0	0	0	0	1,835	0	1,835	1,835	182,875
	O:	0	198,731	198,731	0	0	0	125,340	0	0	1,475	0	126,815	126,815	325,546
Legislative Branch	BA:	0	5,061	5,061	0	0	0	0	0	0	0	0	0	0	5,061
	O:	0	5,020	5,020	0	0	0	24	0	0	0	0	24	24	5,044
Military Construction, VA	BA:	11,318	104,262	115,580	0	645	645	0	0	0	0	0	0	0	116,225
	O:	11,748	101,385	113,133	0	6	6	7,178	0	0	0	0	7,178	7,178	120,317
State, Foreign Operations	BA:	0	46,620	46,620	0	0	0	0	8,112	0	0	0	8,112	54,732	
	O:	0	50,454	50,454	0	0	0	527	2,019	0	0	0	2,546	53,000	
Transportation, HUD	BA:	300	70,747	71,047	0	0	0	0	0	0	0	0	0	0	71,047
	O:	300	131,337	131,637	0	0	0	14,816	0	0	0	0	14,816	14,816	146,453
Total	BA:	668,737	627,567	1,296,304	0	72,501	72,501	0	8,112	17,285	1,835	2,250	29,482	1,398,287	
	O:	683,330	718,740	1,402,070	3,952	41,305	45,257	174,386	2,019	4,400	1,475	1,649	183,929	1,631,256	

Memorandum:

Limits on Budget Authority	671,500	626,500	1,298,000	n.a.	n.a.	n.a.	n.a.	17,285	1,881	2,350
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Source: Congressional Budget Office.

Estimates are relative to CBO's March 2020 baseline (except as noted); enactment is assumed by December 11, 2020.

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.

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Table 1. Estimated Discretionary Appropriations Under Division A, the Further Continuing Appropriations Act, 2021

Continued

- a. Those appropriations and authorities are contained in the Consolidated Appropriations Act, 2020 (P.L. 116-93), and in divisions A through H of the Further Consolidated Appropriations Act, 2020 (P.L. 116-94). Division A of H.R. 8337, the Continuing Appropriations Act, 2021 (which was enacted on October 1, 2020 as P.L. 116-159), excludes from continuation some appropriations and authorities contained in those laws (in particular, amounts that were designated as emergency requirements) and specifies changes to annualized funding amounts and authorities for certain accounts.
- b. The estimates of discretionary budget authority and outlays reflected in this table are \$13 million and \$751 million greater, respectively, than those contained in CBO's estimate for H.R. 8337, which CBO posted on September 23, 2020. Increases in budget authority reflect technical revisions, primarily to CBO's estimates for rescissions and other spending limitations, to account for actual balances carried over from the previous fiscal year. Increases in outlays stem primarily from a correction to CBO's previous estimate, which inadvertently omitted nearly \$700 million in outlays resulting from transportation-related obligation limitations.
- 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 Balanced Budget and Emergency Deficit Control Act of 1985. As a result, this estimate excludes \$474 million in budget authority and \$732 million in outlays. Of those amounts, \$70 million in budget authority and \$68 million in outlays is under the jurisdiction of the Subcommittee on Agriculture and \$404 million in budget authority and \$664 million in outlays is under the jurisdiction of the Subcommittee on Labor, Health and Human Services, Education, and Related Agencies.
- d. Amounts are designated in accordance with section 251 of the Deficit Control Act; the caps for fiscal year 2021 would be adjusted to accommodate those amounts. OCO consists of funding primarily 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 sufficient 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 may result in an adjustment to the caps. For more information on the adjustments to the discretionary funding caps, see Congressional Budget Office, *Sequestration Update Report: August 2020*, www.cbo.gov/publication/56498.
- e. CBO's estimates of funding that will result in cap adjustments in 2021 incorporate statutory limits to those adjustments. For this estimate, continuing the amounts of 2020 funding that were designated for disaster relief and program integrity would exceed the limits for 2021 by \$218 million and \$7 million, respectively. Those amounts are included in CBO's estimate of funding constrained by the caps.
- f. For this estimate, in keeping with 2020 legislation, funding for the Commodity Futures Trading Commission is included under the jurisdiction of the Subcommittee on Agriculture. (Historically, in odd-numbered years, funding for that commission is provided under the jurisdiction of the Subcommittee on Financial Services.)
- g. Includes funding to provide a payment of \$13 million to the District of Columbia for emergency planning and security for the Presidential Inauguration; that funding would remain available through the end of fiscal year 2021.
- h. Section 101(6) of division A would extend several immigration programs that are set to expire on December 11, 2020. CBO estimates that extending those programs would affect revenues, mostly because the proposed extensions would result in changes to CBO's estimates of the U.S. population and of the number of enrollees in certain benefit programs; some of those programs are subsidized with tax credits. Relative to current law, CBO estimates, if those provisions were in place for the duration of fiscal year 2021, revenues would increase by an insignificant amount in 2021 and fall by less than \$500,000 annually each fiscal year from 2022 through 2030, for a net decrease in revenues of \$1 million over the 2021-2030 period.
- i. 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.



Table 2. Direct Spending and Revenue Effects of Division B^a

December 9, 2020

Table 2 displays CBO's estimate of changes in direct spending and revenues of Division B of H.R. 8900. Division B would extend funding for and modify several federal programs in the Department of Health and Human Services through December 18, 2020.

By Fiscal Year, Millions of Dollars

	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2021- 2025	2021- 2030
INCREASES OR DECREASES (-) IN DIRECT SPENDING												
Title I - Medicare and Medicaid Extenders												
Sec. 1101. Extension of the work geographic index floor under the Medicare program												
Estimated Budget Authority	1	0	0	0	0	0	0	0	0	0	1	1
Estimated Outlays	1	0	0	0	0	0	0	0	0	0	1	1
Sec. 1102. Extension of funding outreach and assistance for low-income programs												
Budget Authority	1	0	0	0	0	0	0	0	0	0	1	1
Estimated Outlays	1	0	0	0	0	0	0	0	0	0	1	1
Sec. 1103. Extension of funding for quality measure endorsement, input, and selection												
Estimated Budget Authority	*	0	0	0	0	0	0	0	0	0	*	*
Estimated Outlays	*	*	*	0	0	0	0	0	0	0	*	*
Sec. 1104. Extension of Community Mental Health Services demonstration program												
Budget Authority	8	0	0	0	0	0	0	0	0	0	8	8
Estimated Outlays	8	0	0	0	0	0	0	0	0	0	8	8
Sec. 1107. Extension of the Money Follows the Person rebalancing demonstration												
Estimated Budget Authority	6	0	0	0	0	0	0	0	0	0	6	6
Estimated Outlays	0	0	2	2	0	0	0	0	0	0	4	4
Title II - Public Health Extenders and Food and Drug Administration Provisions												
Subtitle A - Public Health Extenders												
Sec. 1201. Extension for community health centers, the National Health Service Corps, and teaching health centers that operate GME programs												
Budget Authority	85	0	0	0	0	0	0	0	0	0	85	85
Estimated Outlays	35	34	16	0	0	0	0	0	0	0	85	85
Sec. 1202. Diabetes programs												
Budget Authority	6	0	0	0	0	0	0	0	0	0	6	6
Estimated Outlays	6	0	0	0	0	0	0	0	0	0	6	6
Sec. 1203. Personal responsibility education; Sexual risk avoidance education												
Estimated Budget Authority	2	0	0	0	0	0	0	0	0	0	2	2
Estimated Outlays	0	2	0	0	0	0	0	0	0	0	2	2
Title III - Offsets												
Sec. 1301. Transparency of Medicare secondary payer reporting information ^b												
Estimated Budget Authority	0	0	0	-3	-4	-4	-4	-5	-5	-5	-7	-30
Estimated Outlays	0	0	0	-3	-4	-4	-4	-5	-5	-5	-7	-30
Sec. 1302. Dispensation of narcotic drugs for the purpose of relieving acute withdrawal symptoms from opioid use disorder ^c												
Estimated Budget Authority	-7	-8	-8	-8	-9	-9	-9	-10	-10	-11	-40	-89
Estimated Outlays	-7	-8	-8	-8	-9	-9	-9	-10	-10	-11	-40	-89
Sec. 1303. Medicaid Improvement Fund												
Budget Authority	0	0	0	0	18	0	0	0	0	0	18	18
Estimated Outlays	0	0	0	0	0	0	0	17	0	0	0	17
Total Change in Direct Spending												
Estimated Budget Authority	102	-8	-8	-11	5	-13	-13	-15	-15	-16	80	8
Estimated Outlays	44	28	10	-9	-13	-13	-13	2	-15	-16	60	5

continued



Table 2 continued

	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2021-2025	2021-2030
INCREASES IN REVENUES												
Sec. 1302. Dispensation of narcotic drugs for the purpose of relieving acute withdrawal symptoms from opioid use disorder ^c	0	*	1	1	1	1	1	1	1	1	3	7
<i>on-budget revenues</i>	0	*	1	1	1	1	1	1	1	1	2	5
<i>off-budget revenues</i>	0	*	*	*	*	*	*	*	*	*	1	2
NET INCREASES OR DECREASES (-) IN THE DEFICIT FROM DIRECT SPENDING AND REVENUES												
Estimated Effect on the Deficit	44	28	9	-10	-14	-14	-14	1	-16	-17	57	-2
<i>on-budget deficit effect</i>	44	28	9	-10	-14	-14	-14	1	-16	-17	58	0
<i>off-budget deficit effect</i>	0	*	*	*	*	*	*	*	*	*	-1	-2

Source: Congressional Budget Office.

Estimates are relative to CBO's March 2020 baseline; enactment is assumed before December 11, 2020.

GME = Graduate Medical Education; * = between -\$500,000 and \$500,000.

Sections 1105, 1106, and 1211 would not affect direct spending or revenues.

a. H.R. 8900 is appropriation legislation, but section 1401 specifies requirements for the budgetary treatment of division B. Consistent with those requirements, and at the direction of the House and Senate Budget Committees, division B is considered authorizing legislation rather than appropriation legislation. As a result of those requirements and that direction, the estimated direct spending and revenue effects displayed in this table are, under current law, subject to pay-as-you-go procedures. However, the legislation would require the estimated budgetary effects stemming from those provisions to be excluded from pay-as-you-go scorecards maintained by the U.S. Senate and the Office of Management and Budget.

b. Sec. 1301 would make it easier for Medicare Advantage and prescription drug plans to recoup payments from other insurers when Medicare is the secondary payer.

c. Sec. 1302 would direct the Attorney General to revise regulations that permit practitioners who are not registered to conduct a narcotic treatment program to administer a narcotic for withdrawal. The revision would allow those practitioners to provide a three-day supply of a narcotic rather than a one-day supply for three days. Based on discussion with outside experts, CBO expects the bill would predominately affect the provision of buprenorphine/naloxone in emergency departments. Although CBO expects that the bill would lead to an increase in the amount of buprenorphine/naloxone provided, it also expects a decrease in the number of emergency room visits.