



THE DIRECTOR

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503

January 3, 2000

The Honorable Al Gore
President of the Senate
Washington, D.C. 20515

Dear Mr. President:

Enclosed are separate appropriations and pay-as-you-go reports, as required by the Balanced Budget and Emergency Deficit Control Act of 1985 (section 251(a)(7), and section 252(d)), as amended, for H.R. 3421, the Commerce, Justice, State, the Judiciary, and Other Independent Agencies Appropriations Act, FY 2000 (P.L. 106-113); H.R. 3194, the District of Columbia Appropriations Act, FY 2000 (P.L. 106-113); H.R. 3422, the Foreign Operations, Export Financing, and Related Programs Appropriations Act, FY 2000 (P.L. 106-113); H.R. 3423, the Department of the Interior and Related Agencies Appropriations Act, FY 2000 (P.L. 106-113); H.R. 3424, the Departments of Labor, Health and Human Services, Education, and Related Agencies Appropriations Act, FY 2000 (P.L. 106-113); and, H.R. 3425, Miscellaneous Appropriations Act, FY 2000 (P.L. 106-113).

Sincerely,

A handwritten signature in black ink, appearing to read "Jacob J. Lew".

Jacob J. Lew
Director

Enclosure

Identical Letter Sent to The Honorable J. Dennis Hastert



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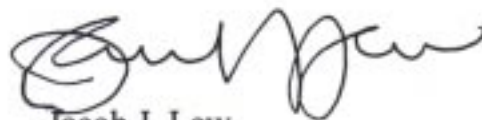
January 3, 2000

The Honorable J. Dennis Hastert
Speaker of the House of
Representatives
Washington, D.C. 20515

Dear Mr. Speaker:

Enclosed are separate appropriations and pay-as-you-go reports, as required by the Balanced Budget and Emergency Deficit Control Act of 1985 (section 251(a)(7), and section 252(d)), as amended, for H.R. 3421, the Commerce, Justice, State, the Judiciary, and Other Independent Agencies Appropriations Act, FY 2000 (P.L. 106-113); H.R. 3194, the District of Columbia Appropriations Act, FY 2000 (P.L. 106-113); H.R. 3422, the Foreign Operations, Export Financing, and Related Programs Appropriations Act, FY 2000 (P.L. 106-113); H.R. 3423, the Department of the Interior and Related Agencies Appropriations Act, FY 2000 (P.L. 106-113); H.R. 3424, the Departments of Labor, Health and Human Services, Education, and Related Agencies Appropriations Act, FY 2000 (P.L. 106-113); and, H.R. 3425, Miscellaneous Appropriations Act, FY 2000 (P.L. 106-113).

Sincerely,



Jacob J. Lew
Director

Enclosure

Identical Letter Sent to The Honorable Al Gore

Table 1.
Estimates Contained in P.L. 106-113,
Commerce, Justice, State, the Judiciary and Other Independent Agencies Appropriations Act, FY
2000
(in millions of dollars)

	FY 2000	
	BA	OL
<u>EMERGENCY SPENDING</u>		
CBO ESTIMATE, EMERGENCY SPENDING	4,476	4,145
<u>Scorekeeping Differences:</u>		
Department of Commerce:		
Bureau of the Census: Periodic censuses and programs.....	-4,476	-4,145
<p style="margin-left: 40px;">CBO scores contingent emergency appropriations at the time of enactment. OMB scores contingent emergency appropriations when funds are released, and will provide estimates in subsequent reports on the status of the discretionary spending limits.</p>		
OMB ESTIMATE, EMERGENCY SPENDING.....	---	---
<u>VIOLENT CRIME REDUCTION SPENDING</u>		
CBO ESTIMATE, VIOLENT CRIME REDUCTION SPENDING.....	4,216	5,265
<u>Technical Outlay Estimating Differences:</u>		
Department of Justice:		
FBI: Salaries and expenses.....	---	58
<p style="margin-left: 40px;">OMB estimates \$113 million more outlays from new authority and \$55 million less outlays from prior-year authority.</p>		
DEA: Salaries and expenses.....	---	-24
<p style="margin-left: 40px;">OMB estimates \$17 million more outlays from new authority and \$41 million less outlays from prior-year authority.</p>		
Immigration and Naturalization Service: Salaries and expenses.....	---	50
<p style="margin-left: 40px;">OMB estimates \$228 million more outlays from new authority and \$178 million less outlays from prior-year authority.</p>		

Table 1.
Estimates Contained in P.L. 106-113,
Commerce, Justice, State, the Judiciary and Other Independent Agencies Appropriations Act, FY
2000
(in millions of dollars)

	FY 2000	
	BA	OL
Office of Justice Programs: State and local law enforcement assistance.....	---	564
OMB estimates \$564 million more outlays from prior-year authority.		
Office of Justice Programs: Community oriented policing services.....	---	126
OMB estimates \$6 million higher outlays from new authority and \$120 million more outlays from prior-year balances.		
Other technical estimating differences.....	---	5
Total Differences.....	---	779
OMB ESTIMATE, VIOLENT CRIME REDUCTION SPENDING.....	4,216	6,044
<u>OTHER DISCRETIONARY SPENDING</u>		
CBO ESTIMATE, OTHER DISCRETIONARY SPENDING.....	29,147	27,318
<u>Scorekeeping Differences:</u>		
Department of Justice:		
Office of Justice Programs: Crime victims fund.....	-40	-331
OMB estimates \$40 million more collections by the fund, which reduces net budget authority and outlays. OMB also assumes that, absent this legislation, the fund would spend its collections more quickly, and thus scores greater savings from the provision that restricts the use of the collections.		
Federal Prison System: Salaries and expenses.....	1	-91
Budget authority differs due to rounding. OMB estimates \$1 million higher outlays from new authority and \$92 million less outlays from prior-year authority.		

Table 1.
Estimates Contained in P.L. 106-113,
Commerce, Justice, State, the Judiciary and Other Independent Agencies Appropriations Act, FY
2000
(in millions of dollars)

	FY 2000	
	BA	OL

Legal Activities and U.S. Marshals:

Salaries and Expenses, Antitrust Division.....	37	---
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OMB has a higher estimate of total spending authority, including a \$48 million higher estimate of fees advanced from the prior year and an \$11 million lower estimate of fees to be collected in the budget year.

United States Trustee System Fund.....	65	47
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OMB and CBO have different estimates of the fees that would be collected under current law and of the provision that increases bankruptcy filing fees. OMB does not estimate additional interest collections from a provision that allows interest earnings to be spent, while CBO does estimate an increase in interest earnings. Also, OMB assumes that filing fees are available immediately for obligation, while CBO assumes that they are unavailable.

Office of Justice Programs:

State and local law enforcement assistance.....	-1	178
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Budget authority differs due to rounding. OMB estimates \$178 million higher outlays from prior-year authority.

Department of Commerce:

Economic Development Administration: Salaries and expenses.....	-1	-1
-----------------------------------------------------------------	----	----

Budget authority differs due to rounding. OMB estimates \$2 million less outlays from new authority and \$1 million higher outlays from prior-year authority.

Table 1.
Estimates Contained in P.L. 106-113,
Commerce, Justice, State, the Judiciary and Other Independent Agencies Appropriations Act, FY
2000
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	FY 2000	
	BA	OL
Natnl. Oceanic & Atmospheric Administration: Ops., Rsrch, & Facilities.....	9	-16
<p>BA differs by \$1 million due to rounding. Also, OMB scores \$10 million earmarked for capitalization of the Southern Boundary and Transboundary Rivers Restoration Fund as budget authority because OMB interprets the provision as directing these funds to be disbursed to a fund outside the Treasury. CBO interprets the provision as establishing the Fund within the US Treasury, so its establishment requires no new budget authority.</p> <p>The BA difference drives a portion of the outlays new difference (+\$6 million). In addition, OMB estimates \$1 million less outlays from new authority and \$21 million less outlays from prior-year authority.</p>		
Patent and Trademark Office: Salaries and expenses.....	38	-23
<p>Budget authority differs because OMB assumes \$13 million less spending authority from fees collected in FY 1999 but made available in FY 2000, and estimates that the language would not reduce spending authority by \$51 million in FY 2000 and advance appropriate this authority into FY 2001. Given OMB's estimate of fee collections, there would be no corresponding reduction in FY 2000 spending authority.</p> <p>OMB estimates \$19 million more outlays from new authority and \$42 million lower outlays from prior-year balances.</p>		
National Telecommunications and Information Administration:		
Public telecommunications facilities, planning and construction.....	-1	4
<p>Budget authority differs due to rounding. OMB estimates \$4 million more outlays from prior-year authority.</p>		
Judicial Branch:		
Courts of Appeals, District Courts, and other Judicial Services:		
Salaries and Expenses.....	-1	-97
<p>Budget authority differs due to rounding. OMB estimates \$204 million less outlays from new authority and \$107 million more outlays from prior-year balances.</p>		

Table 1.
Estimates Contained in P.L. 106-113,
Commerce, Justice, State, the Judiciary and Other Independent Agencies Appropriations Act, FY
2000
(in millions of dollars)

	FY 2000	
	BA	OL
United States Sentencing Commission: Salaries and expenses.....	-1	---
Difference is due to rounding.		
Department of State:		
Administration of Foreign Affairs: Diplomatic and Consular Programs.....	10	401
<p>OMB scores \$10 million earmarked for capitalization of the Northern Boundary and Transboundary Rivers Restoration Fund as budget authority because OMB interprets the provision as directing these funds to be disbursed to a fund outside the Treasury. CBO interprets the provision as establishing the Fund within the US Treasury, so its establishment requires no new budget authority.</p> <p>BA difference drives a portion of the outlays new difference (+\$8 million). In addition, OMB estimates \$172 million more outlays from new authority and \$221 million more outlays from prior-year authority, primarily due to different assumptions about the spendout of funds for diplomatic security.</p>		
East West Center.....	-1	-1
Differences are due to rounding.		
Federal Trade Commission:		
Salaries and expenses.....	27	25
<p>OMB estimates \$39 million higher budget authority from fees advanced from the prior year and \$12 million less fees to be collected in the budget year. OMB estimates \$24 million higher outlays from new authority and \$1 million lower from prior-year authority.</p>		
Securities and Exchange Commission:		
Salaries and expenses.....	140	140
CBO's estimate of fees is \$140 million higher.		

Table 1.
Estimates Contained in P.L. 106-113,
Commerce, Justice, State, the Judiciary and Other Independent Agencies Appropriations Act, FY
2000
(in millions of dollars)

	FY 2000	
	BA	OL

Technical Outlay Estimating Differences:

Department of Justice:

Legal Activities and U.S. Marshals: Federal Prisoner Detention.....	---	-41
CBO estimates \$41 million more in outlays from prior-year balances.		
FBI: Salaries and expenses.....	---	-248
CBO estimates \$115 million more in outlays from new authority and \$133 million more in outlays from prior-year authority.		
DEA: Salaries and expenses.....	---	-76
OMB estimates \$91 million less in outlays from new authority and \$15 million more in outlays from prior-year authority.		
INS: Salaries and expenses.....	---	-137
OMB estimates \$137 million less in outlays from prior-year authority.		
INS: Construction.....	---	69
OMB estimates \$69 million more in outlays from prior-year authority.		
Federal Prison System: Buildings and facilities.....	---	47
OMB estimates \$47 million more in outlays from prior-year authority.		
Office of Justice Programs: Juvenile justice programs.....	---	74
OMB estimates \$32 million higher outlays from new authority and \$44 million higher outlays from prior-year authority.		
Office of Justice Programs: Community oriented policing services.....	---	72
OMB estimates \$72 million more in outlays from new authority.		

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Estimates Contained in P.L. 106-113,
Commerce, Justice, State, the Judiciary and Other Independent Agencies Appropriations Act, FY
2000
(in millions of dollars)

	FY 2000	
	BA	OL
Department of Commerce:		
Bureau of the Census:		
Periodic Censuses and Programs.....	---	-122
OMB estimates \$122 million less in outlays from prior-year balances.		
Department of State:		
Administration of Foreign Affairs/Security and maintenance of United States missions.....	---	158
OMB estimates \$69 million more in outlays from new authority and \$89 million more in prior-year outlays, primarily from prior-year authority for diplomatic security.		
Department of Transportation:		
Maritime Administration: Vessel operations revolving fund.....	---	-83
OMB estimates \$102 million less in outlays from new authority and \$19 million more in outlays from prior-year authority.		
Small Business Administration:		
Business loans program account.....	---	23
OMB estimates \$49 million less in outlays from new authority and \$72 million more in outlays from prior-year authority.		
Other technical estimating differences.....	-1	17
Total Differences.....	280	-12
OMB ESTIMATE, OTHER DISCRETIONARY SPENDING.....	29,427	27,306
<hr/>		
CBO ESTIMATE, TOTAL DISCRETIONARY SPENDING.....	33,363	32,583
Total Differences.....	280	767
OMB ESTIMATE, TOTAL DISCRETIONARY SPENDING.....	33,643	33,350

Table 2.
Estimates Contained in P.L. 106-113,
District of Columbia Appropriations Act, FY 2000
(in millions of dollars)

	FY 2000	
	BA	OL
<u>OTHER DISCRETIONARY SPENDING</u>		
CBO ESTIMATE, OTHER DISCRETIONARY SPENDING	437	402
<u>Scorekeeping differences:</u>		
Department of the Interior:		
National Park Service:		
Operation of the national park system.....	---	-1
<p>The 1999 District of Columbia Appropriations Act included an appropriation for the National Park Service. OMB's estimate of the 2000 Interior and Related Agencies Appropriations Act includes outlays from this appropriation.</p>		
<u>Technical Outlay Estimating Differences:</u>		
Court Services and Offender Supervision Agency for the District of Columbia:		
Salaries and expenses.....	---	-17
<p>OMB and estimates \$14 million less in outlays from new authority and \$3 million less in outlays from prior authority.</p>		
Other technical differences.....	-1	-2
Total Differences.....	-1	-20
OMB ESTIMATE, OTHER DISCRETIONARY SPENDING.....	436	382

Table 3.
Estimates Contained in P.L. 106-113,
Foreign Operations, Export Financing, and Related Programs Appropriations Act, FY 2000
(in millions of dollars)

	FY 2000	
	BA	OL
<u>EMERGENCY SPENDING</u>		
CBO ESTIMATE, EMERGENCY SPENDING.....	1,825	851
<u>Scorekeeping differences:</u>		
Economic Support Fund.....	-450	-24
<p>CBO scores contingent emergency appropriations at the time of enactment. OMB scores contingent emergency appropriations when funds are released, and will provide estimates in subsequent reports on the status of the discretionary spending limits.</p>		
Foreign military financing program.....	-1,375	-279
<p>CBO scores contingent emergency appropriations at the time of enactment. OMB scores contingent emergency appropriations when funds are released, and will provide estimates in subsequent reports on the status of the discretionary spending limits.</p>		
OMB ESTIMATE, EMERGENCY SPENDING.....	---	---
<u>OTHER DISCRETIONARY SPENDING</u>		
CBO ESTIMATE, OTHER DISCRETIONARY SPENDING.....	13,491	12,407
<u>Scorekeeping Differences:</u>		
Overseas Private Investment Corporation (OPIC).....	40	---
<p>CBO does not believe that OPIC's commitment of a portion of their balances as a reserve for contingent liabilities is sufficiently definite or certain to support the recording of an obligation of budget authority.</p>		
International Assistance Programs:		
Urban and Environmental Credit Program Account.....	-1	-8
<p>Budget authority differences due to rounding. OMB and CBO have slightly different estimates of first-year and prior-year outlays.</p>		

Table 3.
Estimates Contained in P.L. 106-113,
Foreign Operations, Export Financing, and Related Programs Appropriations Act, FY 2000
(in millions of dollars)

	FY 2000	
	BA	OL
Economic Support Fund.....	-1	14
Budget authority due to rounding. OMB and CBO have slightly different estimates of prior-year outlays.		
Special Defense Acquisition Fund.....	6	-1
OMB scores receipts that CBO does not, which reduces net budget authority and outlays.		
CBO rounding adjustment.....	4	---
CBO tracks appropriations bill totals in thousands. This account is used to bring account level detail in line with the bill total.		
<u>Technical Outlay Estimating Differences:</u>		
Department of State:		
International Narcotics control and law enforcement.....	---	25
OMB estimates \$8 million more in outlays new, and \$17 million more in outlays prior.		
United States Emergency Refugee and Migration Assistance Fund.....	---	-15
OMB and CBO have a different estimate of prior-year outlays.		
International Security Assistance:		
Non-proliferation, Anti-terrorism, Demining.....	---	-22
CBO estimates \$21 million more in prior-year outlays, and \$1 million more in new outlays.		
Foreign military financing program.....	---	24
OMB estimates \$7 million more in outlays new, and \$17 million more in outlays prior.		

Table 3.
Estimates Contained in P.L. 106-113,
Foreign Operations, Export Financing, and Related Programs Appropriations Act, FY 2000
(in millions of dollars)

	FY 2000	
	BA	OL
International Assistance Programs		
Assistance for the New Independent States of the Former Soviet Union.....	---	-115
CBO scores outlay effects of funds transferred from this account, while OMB does not.		
Assistance for Eastern Europe and the Baltic States.....	---	-12
CBO estimates \$49 million more in outlays new, and OMB estimates \$37 million more in outlays prior.		
Agency for International Development.....	---	-18
CBO estimates \$6 million more in outlays new, and \$12 million more in outlays prior.		
Peace Corps.....	---	10
OMB estimates \$5 million more in outlays new, and \$5 million more in outlays prior.		
Inter-American Foundation.....	---	9
OMB estimates \$3 million more in outlays new, and \$6 million more in outlays prior.		
Export-Import Bank.....	---	-41
CBO has a lower first-year spendout rate than OMB for subsidy (11.2 percent versus 23 percent, respectively). CBO also estimates \$131 million higher outlays from prior authority.		
Other technical estimating differences.....	---	-31
Total Differences.....	48	-181
OMB ESTIMATE, OTHER DISCRETIONARY SPENDING.....	13,539	12,226

Table 4.
Estimates Contained in P.L. 106-113,
Department of the Interior and Related Agencies Appropriations Act, FY 2000
(in millions of dollars)

	FY 2000	
	BA	OL
<u>EMERGENCY SPENDING</u>		
<u>Scorekeeping differences:</u>		
CBO ESTIMATE, EMERGENCY SPENDING.....	158	69
Wildland fire management.....	-90	-5
CBO scores contingent emergency appropriations at the time of enactment. OMB scores contingent emergency appropriations when funds are released, and will provide estimates in subsequent reports on the status of the discretionary spending limits.		
United mine workers of america combined benefits fund.....	---	4
CBO estimates a first-year spendout rate of 94%. OMB assumes that all of the resources will be spent in FY 2000.		
Total Differences.....	-90	-1
OMB ESTIMATE, EMERGENCY SPENDING ¹.....	68	68

OTHER DISCRETIONARY SPENDING

CBO ESTIMATE, OTHER DISCRETIONARY SPENDING	14,744	14,788
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Scorekeeping Differences:

Department of Agriculture:

Forest Service:

State and private forestry.....	5	-7
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OMB scores \$5 million from Title VI in this account, whereas CBO includes all Title VI funding in Interior Departmental Management. CBO assumes \$15 million more in outlays from prior-year balances.

Table 4.
Estimates Contained in P.L. 106-113,
Department of the Interior and Related Agencies Appropriations Act, FY 2000
(in millions of dollars)

	FY 2000	
	BA	OL
Land acquisition accounts.....	76	50
<p>OMB scores \$76 million from Title VI in this account, whereas CBO includes all Title VI funding in Interior Departmental Management. CBO assumes \$48 million more in outlays from prior-year balances than OMB.</p>		
Department of the Interior:		
Minerals Management Service:		
Royalty and offshore minerals.....	54	54
<p>CBO estimates the cost of the moratorium on oil valuation to be \$10 million in BA and OL. OMB estimates the cost to be \$64 million in BA and OL.</p>		
Royalty and offshore minerals.....	1	1
<p>CBO estimates the cost of the States and Tribes portion of the moratorium on oil valuation to be \$1 million in BA and OL. OMB estimates the cost to be \$2 million in BA and OL.</p>		
Environmental improvement and restoration fund.....	-2	-1
<p>Section 352 of the 2000 Interior Appropriations Act amended an underlying law that specified how interest accruing on claims due to be paid to the US in FY 2001 would be disbursed. CBO estimated this change in the distribution would also affect the timing of spending \$2 million in interest receipts. OMB estimates that the spending will not occur until FY 2001.</p>		
National Park Service:		
National recreation and preservation.....	-1	---
<p>Difference is due to rounding.</p>		

Table 4.
Estimates Contained in P.L. 106-113,
Department of the Interior and Related Agencies Appropriations Act, FY 2000
(in millions of dollars)

	FY 2000	
	BA	OL
Bureau of Indian Affairs:		
Operation of Indian programs (function 501).....	-1	143
BA Difference is due to rounding. CBO uses a first-year spendout rate of 39 percent, while OMB uses a first year rate of 64 percent.		
Departmental Management:		
Priority Federal land acquisition and exchanges.....	-82	-85
CBO includes full \$198 million from Title VI appropriations with a 26 percent spendout rate. OMB distributes \$81 million to Forest Service accounts and \$116 million to Interior Departmental Management, with a 100 percent spendout rate.		
Insular Affairs:		
Loan Subsidy for American Samoa.....	3	3
CBO assumes the subsidy to be less than \$500,000. OMB assumes the subsidy to be \$3 million with a first year spendout rate of 100 percent.		
Assistance to territories.....	1	7
CBO scores BA of \$42 million, while OMB scores BA of \$43 million. OMB also assumes \$6 million more in prior year outlays than CBO.		
CBO rounding adjustment.....	1	---
CBO tracks appropriations bill totals in thousands. This account is used to bring account level detail in line with the bill total.		

Table 4.
Estimates Contained in P.L. 106-113,
Department of the Interior and Related Agencies Appropriations Act, FY 2000
(in millions of dollars)

	FY 2000	
	BA	OL

Technical Outlay Estimating Differences:

Department of Agriculture:

Forest Service:

Public asset protection and management.....	---	13
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CBO assumes \$27 million more in outlays from prior-year balances than OMB. In addition, CBO uses a first-year spendout rate of 66 percent; OMB uses a first year spendout rate of 76 percent.

Forest and rangeland research.....	---	-4
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CBO assumes \$10 million less in outlays from prior-year balances than OMB. In addition, CBO uses a first year spend-out rate of 78 percent; OMB uses a first year spend-out rate of 66 percent.

National forest system.....	---	-80
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CBO assumes \$102 million more in outlays from prior-year balances than OMB. In addition, CBO uses a first-year spendout rate of 83 percent; OMB uses a first year spendout rate of 85 percent.

Wildland fire management.....	---	-32
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CBO assumes \$365 million more in outlays from prior-year balances than OMB. In addition, CBO uses a first-year spendout rate of 26 percent while OMB uses a first year spendout rate of 85 percent, resulting in \$333 million more in outlays new.

Department of Energy:

Energy Programs:

Clean coal technology.....	---	-14
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OMB assumes \$14 million less in outlays from prior-year balances than CBO.

Table 4.
Estimates Contained in P.L. 106-113,
Department of the Interior and Related Agencies Appropriations Act, FY 2000
(in millions of dollars)

	FY 2000	
	BA	OL
Department of Health and Human Services:		
Indian Health Service:		
Indian health services.....	---	-68
CBO assumes \$68 million more in outlays from prior-year balances than OMB.		
Indian health facilities.....	---	21
CBO assumes \$5 million more in outlays from prior-year balances than OMB. In addition, CBO uses a first-year spendout rate of 10 percent; OMB uses a first year spendout rate of 30 percent.		
Department of the Interior:		
Bureau of Land Management:		
Wildland fire management.....	---	12
CBO assumes \$26 million less in outlays from prior-year balances than OMB. In addition, CBO uses a first-year spendout rate of 72 percent; OMB uses a first year spendout rate of 67 percent.		
Land acquisition.....	---	149
CBO does not include outlays generated from reimbursable collections resulting in a difference of \$146 million. In addition, CBO uses a first-year spendout rate of 13 percent; OMB uses a first year rate of 33		
Minerals Management Service:		
Royalty and offshore minerals.....	---	-27
CBO assumes \$2 million less in outlays from prior-year balances than OMB. In addition, CBO uses a first-year spendout rate of 44 percent, OMB uses a first year rate of 16 percent.		

Table 4.
Estimates Contained in P.L. 106-113,
Department of the Interior and Related Agencies Appropriations Act, FY 2000
(in millions of dollars)

	FY 2000	
	BA	OL
Office of Surface Mining Reclamation and Enforcement:		
Abandoned mine reclamation fund.....	---	-17
CBO assumes \$16 million more in outlays from prior-year balances than OMB. CBO uses a 28 percent spendout rate, while OMB assumes a first year spendout rate of 27.5 percent.		
United States Geological Survey:		
Surveys, investigations, and research.....	---	27
CBO assumes \$76 million less in outlays from prior-year balances than OMB. In addition, CBO uses a first-year spendout rate of 95 percent; OMB uses a first year rate of 88 percent.		
U.S. Fish and Wildlife Service:		
Construction.....	---	-13
CBO assumes \$13 million more in outlays from prior-year balances than OMB.		
Land acquisition.....	---	13
CBO assumes \$10 million less in outlays from prior-year balances than OMB. In addition, CBO uses a first-year spendout rate of 40 percent, OMB uses a first year rate of 45 percent.		
National Park Service:		
Operation of the national park system.....	---	23
CBO assumes \$91 million less in outlays from prior-year balances than OMB. In addition, CBO uses a first-year spendout rate of 80 percent; OMB uses a first year rate of 75 percent.		
Land acquisition and State assistance.....	---	-3
CBO assumes \$18 million more in outlays from prior-year balances than OMB. In addition, CBO uses a first-year spendout rate of 30 percent; OMB uses a first year rate of 42 percent.		

Table 4.
Estimates Contained in P.L. 106-113,
Department of the Interior and Related Agencies Appropriations Act, FY 2000
(in millions of dollars)

	FY 2000	
	BA	OL
Historic Preservation Fund.....	---	3
CBO assumes a first year spend out rate of 36 percent. OMB uses a first year spend out rate of 42 percent.		
Bureau of Indian Affairs:		
Construction.....	---	-12
CBO assumes \$8 million more in outlays from prior-year balances than OMB. In addition, CBO uses a first-year spendout rate of 25 percent; OMB uses a first year rate of 23 percent.		
National Endowment for the Arts:		
Grants and administration.....	---	12
CBO assumes \$9 million less in outlays from prior-year balances than OMB. In addition, CBO uses a first-year spendout rate of 30 percent; OMB uses a first year rate of 34 percent.		
National Endowment for the Humanities:		
Grants and administration.....	---	3
CBO assumes \$1 million more in outlays from prior-year balances than OMB. In addition, CBO uses a first-year spendout rate of 43 percent; OMB uses a first year rate of 47 percent.		
Presidio Trust.....	---	6
CBO assumes a first-year spendout rate of 41 percent, while OMB assumes a first-year spendout rate of 55 percent.		
Other technical estimating differences.....	1	-14
Total Differences.....	56	163
OMB ESTIMATE, OTHER DISCRETIONARY SPENDING.....	14,800	14,951

NOTES:

¹ The \$68 million provided in the 2000 Interior Appropriations act for the United Mine Workers of America Benefits Fund was released when the President signed the bill. This spending, and the corresponding adjustment to the discretionary limits, will be included in the Final Sequestration Report.

Table 5.
Estimates Contained in P.L. 106-113,
Departments of Labor, Health and Human Services, Education and Related Agencies
Appropriations Act, FY 2000
(in millions of dollars)

	FY 2000	
	BA	OL
<u>EMERGENCY SPENDING</u>		
CBO ESTIMATE, EMERGENCY SPENDING.....	4,121	1,993
Department of Education:		
Student financial assistance.....	-10	-1
Department of Health and Human Services:		
Refugee and entrant assistance.....	-427	-156
Low Income Home Energy Assistance Program (LIHEAP).....	-1,400	-900
Children and families services programs.....	-1,700	-626
General departmental management.....	-584	-310
CBO scores contingent emergency appropriations at the time of enactment. OMB scores contingent emergency appropriations when funds are released, and will provide estimates in subsequent reports on the status of the discretionary spending limits.		
Total Differences.....	-4,121	-1,993
OMB ESTIMATE, EMERGENCY SPENDING.....	---	---
<u>VIOLENT CRIME</u>		
CBO ESTIMATE, VIOLENT CRIME REDUCTION SPENDING.....	152	154
Technical outlay estimating differences.....	---	18
Total Differences.....	---	18
OMB ESTIMATE, VIOLENT CRIME REDUCTION SPENDING.....	152	172

Table 5.
Estimates Contained in P.L. 106-113,
Departments of Labor, Health and Human Services, Education and Related Agencies
Appropriations Act, FY 2000
(in millions of dollars)

	FY 2000	
	BA	OL
<u>OTHER DISCRETIONARY SPENDING</u>		
CBO ESTIMATE, OTHER DISCRETIONARY SPENDING.....	81,760	83,793
<u>Scorekeeping Adjustments:</u>		
Department of Education:		
Student Financial Assistance.....	10	-30
<p>The bill includes a drafting error. The bill language provides \$9.435 billion in non-emergency appropriations while the report language indicates that only \$9.425 billion is provided. OMB scored the bill language.</p>		
Social Security Administration:		
Supplemental Security Income.....	18	20
<p>OMB scores funds enacted in excess of \$7 million for the "Research and Demonstration" portion of the SSI account as discretionary because spending for this account is controllable through the appropriations process. CBO scores the entire "Research and Demonstration" portion as mandatory.</p>		
Railroad Retirement Board:		
Federal Windfall Subsidy.....	10	14
<p>CBO scores as mandatory an estimated \$10 million in anticipated taxes on benefits from discretionary appropriations that are credited to this account pursuant to section 224(c)(1)(B) of P.L. 98-76.</p>		
Other Scorekeeping Differences.....	---	-140
<p>CBO's estimate of outlays from prior-year balances includes estimates of unreleased contingent emergency spending. OMB does not score contingent emergency appropriations until they are released.</p>		

Table 5.
Estimates Contained in P.L. 106-113,
Departments of Labor, Health and Human Services, Education and Related Agencies
Appropriations Act, FY 2000
(in millions of dollars)

	FY 2000	
	BA	OL

Technical Outlay Estimating Differences:

Department of Education:

Education for the disadvantaged.....	---	-342
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CBO scores prior-year outlays of \$3.8 billion to this account; OMB scores prior-year outlays of \$3.5 billion. CBO also scores an additional \$36 million in new outlays.

School improvement programs.....	---	116
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CBO scores prior-year outlays of \$1.9 billion to this account; OMB scores prior-year outlays of \$2.0 billion.

Vocational and adult education.....	---	-94
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CBO scores an additional \$54 million in prior-year outlays and also assumes a higher first-year outlay rate than OMB.

Office of Educational Research and Improvement.....	---	41
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CBO scores prior-year outlays of \$441 million to this account; OMB scores prior-year outlays of \$504 million. There are also small differences in the first-year outlay rate between OMB and CBO.

Other Technical Outlay Estimating Differences.....	---	-1
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Department of Health and Human Services:

Health Resources and Services Administration.....	---	93
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OMB and CBO have different first-year outlay rates for this account. OMB's prior-year outlays are also slightly lower than CBO's.

National Institutes of Health.....	---	265
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OMB scores \$4.2 billion in first-year outlays to this account; CBO scores \$4.0 billion in first-year outlays. OMB also assumes \$85 million more in prior-year outlays.

Table 5.
Estimates Contained in P.L. 106-113,
Departments of Labor, Health and Human Services, Education and Related Agencies
Appropriations Act, FY 2000
(in millions of dollars)

	FY 2000	
	BA	OL
Children and Families Services Programs.....	---	370
<p>CBO scores prior-year outlays of \$3.4 billion to this account; OMB scores prior-year outlays of \$3.5 billion. CBO scores new outlays at 41 percent, OMB scores new outlays at 49 percent, accelerating first-year spending to compensate for the \$1.4 billion advance appropriation in Head Start.</p>		
Low Income Home Energy Assistance Program.....	---	116
<p>OMB scores \$320 million in prior year outlays, CBO scores \$204 million in prior-year outlays.</p>		
Temporary assistance for needy families.....	---	-116
<p>OMB scores \$94 million in TANF outlays due to the SSBG reduction. CBO scores \$210 million, assuming a larger TANF impact from the SSBG obligation delay.</p>		
Other Technical Outlay Estimating Differences.....	---	61
Department of Labor:		
Training and Employment Services.....	---	-45
<p>OMB scores \$613 million in first-year outlays to this account; CBO scores \$801 million in first-year outlays. OMB and CBO also differ in prior-year outlay estimates.</p>		
Welfare to Work Jobs.....	---	-39
<p>CBO includes a lapse in its Welfare-to-Work baseline; OMB does not. Under CBO assumptions, the eligibility and allowable changes reduce the lapse and increase net spending. Under OMB baseline assumptions these changes cause timing shifts in OL, but no net spending increase. CBO and OMB also use different outlay rates.</p>		

Table 5.
Estimates Contained in P.L. 106-113,
Departments of Labor, Health and Human Services, Education and Related Agencies
Appropriations Act, FY 2000
(in millions of dollars)

	FY 2000	
	BA	OL
State Unemployment Insurance and Employment Service Operations.....	---	75
<p>CBO scores prior-year outlays of \$143 million to this account; OMB scores prior-year outlays of \$214 million. There are also small differences in the first-year outlay rate between OMB and CBO.</p>		
Other technical estimating differences.....	-3	99
Total Differences.....	35	463
OMB ESTIMATE, OTHER DISCRETIONARY SPENDING.....	81,795	84,256
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CBO ESTIMATE, TOTAL DISCRETIONARY SPENDING.....	81,912	83,947
Total Differences.....	35	481
OMB ESTIMATE, TOTAL DISCRETIONARY SPENDING.....	81,947	84,428
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Table 6.
Estimates Contained in P.L. 106-113,
Miscellaneous Provisions of the Consolidated Appropriations Act, FY 2000
(in millions of dollars)

	FY 2000	
	BA	OL
<u>OTHER DISCRETIONARY SPENDING</u>		
CBO ESTIMATE, DISCRETIONARY SPENDING ¹	---	---
<u>Scorekeeping Differences:</u>		
Department of Agriculture:		
Farm Service Agency:		
Commodity credit corporation fund.....	17	14
Rural Development:		
Rural community advancement program.....	5	3
Rural Development:		
Rural housing assistance grants.....	15	11
Department of Defense:		
Operations and Maintenance:		
Operations and maintenance, Army.....	100	72
Department of Education:		
Office of Postsecondary Education:		
Federal direct student loan program, financing account.....	-111	-111
Federal family education loan program, financing account.....	-232	-231
Federal family education loan liquidating account.....	-537	-537
Department of Transportation:		
Federal Transit Administration:		
Capital investment grants.....	6	---

Table 6.
Estimates Contained in P.L. 106-113,
Miscellaneous Provisions of the Consolidated Appropriations Act, FY 2000
(in millions of dollars)

	FY 2000	
	BA	OL
Coast Guard:		
Operating expenses.....	---	-1
Department of the Treasury:		
United States Secret Service:		
Salaries and expenses.....	10	9
Office of National Drug Control Policy:		
Counterdrug assessment center.....	3	3
Allowances:		
Federal Reserve General Fund Transfer.....	-3,752	-3,752
Military and Civilian Pay Delay.....	---	-3,589
Reductions pursuant to section 301.....	-2,351	-1,356
Total Differences.....	-6,827	-9,465
OMB ESTIMATE, DISCRETIONARY SPENDING.....	-6,827	-9,465

NOTES

¹ CBO scored all of the spending contained in the miscellaneous provisions included in the Consolidated Appropriation Act against the PAYGO scorecard. OMB scored language reported out by the Appropriations Committee as discretionary, and all other provisions as PAYGO.

Table 7.
ENACTED APPROPRIATIONS AS OF NOVEMBER 17, 1999
(in millions of dollars)

	FY 1999		FY 2000	
	BA	Outlays	BA	Outlays
Defense Discretionary Spending Limit				
Defense Discretionary Spending Limit ¹	286,578	275,732	N/A	N/A
Total Enacted, Defense Discretionary Spending.....	286,572	274,475	N/A	N/A
Appropriations over/under (-) spending limits.....	-6	-1,257	N/A	N/A
Non-Defense Discretionary, Excluding Special Categories				
Non-Defense Discretionary, Excluding Special Categories, Spending Limits ¹	289,735	276,815	N/A	N/A
Total Enacted, Non-Defense Discretionary, Excluding Special Special Categories.....	289,298	274,781	N/A	N/A
Appropriations over/under (-) spending limits.....	-437	-2,034	N/A	N/A
Violent Crime Reduction Spending				
Violent Crime Reduction Spending Limits ¹	5,800	4,953	4,500	5,554
Amount Previously Enacted.....	5,797	4,946	132	128
Amount Provided in P.L. 106-113, The Commerce, Justice, State, the Judiciary, and Other Independent Agencies Appropriations Act, FY 2000.....	---	---	4,216	6,044
Amount Provided in P.L. 106-113, The Departments of Labor, Health and Human Services, Education, and Related Agencies Appropriations Act, FY 2000.....	---	---	152	172
Total Enacted, Violent Crime Reduction Spending.....	5,797	4,946	4,500	6,344
Appropriations over/under (-) spending limits *.....	-3	-7	---	790

Table 7.
ENACTED APPROPRIATIONS AS OF NOVEMBER 17, 1999
(in millions of dollars)

	FY 1999		FY 2000	
	BA	Outlays	BA	Outlays
Highway Category Spending				
Highway Category spending limits ¹	---	21,991	---	24,574
Total Enacted, Highway Category Spending.....	---	21,568	---	24,574
Appropriations over/under (-) spending limits.....	---	-423	---	---
Mass Transit Category Spending				
Mass Transit Spending Limits ¹	---	4,401	---	4,117
Total Enacted, Mass Transit Spending.....	---	3,942	---	4,117
Appropriations over/under (-) spending limits.....	---	-459	---	---
Other Discretionary Spending				
Other Discretionary Spending Limits ¹	N/A	N/A	531,771	541,574
Amount Previously Enacted.....	N/A	N/A	399,103	407,219
Amount previously enacted, by bill ² :				
Commerce, Justice, State, the Judiciary and Judiciary, and Other Independent Agencies.....	N/A	N/A	---	49
Foreign Operations, Export Financing, and Related Programs.....	N/A	N/A	---	618
Department of the Interior and Related Agencies.....	N/A	N/A	---	58
Departments of Labor, Health and Human Services, Education, and Related Agencies.....	N/A	N/A	---	63
Amount Provided in P.L. 106-113, The Commerce, Justice, State, the Judiciary, and Other Independent Agencies Appropriations Act, FY 2000.....	N/A	N/A	29,427	27,306
Amount Provided in P.L. 106-113, The District of Columbia Appropriations Act, FY 2000.....	N/A	N/A	436	382

Table 7.
ENACTED APPROPRIATIONS AS OF NOVEMBER 17, 1999
(in millions of dollars)

	FY 1999		FY 2000	
	BA	Outlays	BA	Outlays
Amount Provided in P.L. 106-113, The Foreign Operations, Export Financing and Related Programs Appropriations Act, FY 2000.....	N/A	N/A	13,539	12,226
Amount Provided in P.L. 106-113, The Department of the Interior and Related Agencies Appropriations Act, FY 2000.....	N/A	N/A	14,800	14,951
Amount Provided in P.L. 106-113, The Departments of Labor, Health and Human Services, Education, and Related Agencies Appropriations Act, FY 2000.....	N/A	N/A	81,795	84,256
Amount Provided in P.L. 106-113, Miscellaneous Provisions of the Consolidated Appropriations Act, FY 2000.....	N/A	N/A	-6,827	-9,465
Remove funding for programs subject to adjustments permitted under section 251(b)(2) ³	N/A	N/A	-995	-519
Total Enacted, Other Discretionary Spending.....	N/A	N/A	531,278	537,144
Appropriations over/under (-) spending limits **	N/A	N/A	-493	-4,430
Total Discretionary Spending				
Total Discretionary Spending limits ¹	582,113	583,892	536,271	575,819
Amount Previously Enacted.....	581,667	579,712	399,235	436,038
Amount Provided for the Commerce, Justice, State, the Judiciary, and Other Independent Agencies Appropriations Subcommittee.....	N/A	N/A	33,643	33,399
Amount Provided for the District of Columbia Appropriations Subcommittee.....	N/A	N/A	436	382
Amount Provided for the Foreign Operations, Export Financing and Related Programs Appropriations Subcommittee.....	N/A	N/A	13,539	12,844
Amount Provided for the Department of the Interior and Related Agencies Appropriations Subcommittee.....	N/A	N/A	14,800	15,009
Amount Provided for the Departments of Labor, Health and Human Services, Education, and Related Agencies Appropriations Subcommittee.....	N/A	N/A	81,947	84,491
Amount Provided in P.L. 106-113, Miscellaneous Provisions of the Consolidated Appropriations Act, FY 2000.....	N/A	N/A	-6,827	-9,465

Table 7.
ENACTED APPROPRIATIONS AS OF NOVEMBER 17, 1999
(in millions of dollars)

	FY 1999		FY 2000	
	BA	Outlays	BA	Outlays
Remove funding for programs subject to adjustments permitted under section 251(b)(2) ³	N/A	N/A	-995	-519
Total Enacted, Total Discretionary Spending.....	581,667	579,712	535,778	572,179
Appropriations Over/Under (-) Spending Limits **.....	-446	-4,180	-493	-3,640

NOTES

¹ FY 1999 and FY 2000 limits are the limits included in the August Update Report that was transmitted to the Congress on August 25, 1999. They include: enacted emergency appropriations and released contingent emergency appropriations, and other adjustments permitted under the Budget Enforcement Act (BEA) of 1997. They do not include adjustments for: adoption incentive payments; arrearage payments; continuing disability reviews; and, the income tax credit compliance initiative. These adjustments will be made in the Final Sequestration Report.

² Includes amounts previously appropriated in P.L. 106-31, the FY 1999 Emergency Supplemental Appropriations Act.

³ The \$68 million provided for the United Mine Workers of America Benefits Fund was released when the President signed the bill. In addition, 2000 appropriations included funding for continuing disability reviews, earned income tax compliance, arrearage payments, and adoption incentive payments. This spending, and the corresponding adjustment to the discretionary limits, are not included in this report but will be included in the Final Sequestration Report.

* Pursuant to section 251(b)(2)(B) of the BEA, OMB will use \$790 million of the special outlay allowance to adjust the Crime Category limit upward to cover the breach created by technical outlay estimating differences between OMB and CBO. This adjustment will be reflected in the Final Sequestration Report.

** Pursuant to section 251(b)(2)(A) of the BEA, estimates of appropriations under the spending limits do not include \$29.5 billion of budget authority and \$22.6 billion of outlays designated as emergency spending.

**OMB COST ESTIMATE
FOR PAY-AS-YOU-GO CALCULATIONS**

Report No: 496
Date: 1/3/00

1. LAW NUMBER: P.L.106-113 (H.R.3194)
2. BILL TITLE: Consolidated Appropriations Act, FY 2000
3. BILL PURPOSE: To provide appropriations for five of the 13 regular appropriation bills and supplemental emergency funding for agricultural disaster assistance. The Act also includes several authorization bills.
4. OMB ESTIMATE:

	(Fiscal years; in millions of dollars)					
	<u>1999</u>	<u>2000</u>	<u>2001</u>	<u>2002</u>	<u>2003</u>	<u>2004</u>
Medicare, medicaid, and S-CHIP.....	0	1,500	5,500	4,600	2,200	1,300
Other.....	0	52	4	-19	68	-12
Discretionary offsets and supplementals.....		OMB scores under the discretionary cap.				
Net costs.....	0	1,552	5,504	4,581	2,268	1,288
Amount on scorecard.....	0	0	0	0	0	0

Although P.L. 106-113 is an appropriations Act, it includes language directing OMB to score certain sections as subject to pay-as-you-go requirements rather than as discretionary. It also directs OMB not to include anything on the pay-as-you-go scorecard for this Act and to reset the pay-as-you-go scorecard to zero on January 3, 2000. The table above shows what would have been added to the pay-as-you-go scorecard for this Act in the absence of these requirements.

The Act amends certain policies enacted in the Balanced Budget Act of 1997 related to medicare. It increases payments for inpatient and outpatient care in hospitals, nursing homes, home health agencies, managed care plans, and other medicare providers. It also makes a number of other changes to medicare, medicaid, and the State children's health insurance program (S-CHIP).

The Act also amends communications and intellectual property law, extends the Department of Labor's trade adjustment assistance program (TAA), and provides for the transfer of defense stockpiles to Thailand and Korea.

5. CBO ESTIMATE:

	(Fiscal years; in millions of dollars)					
	<u>1999</u>	<u>2000</u>	<u>2001</u>	<u>2002</u>	<u>2003</u>	<u>2004</u>
Medicare, medicaid, and S-CHIP.....	0	1,161	5,800	4,200	2,900	2,000
Other.....	0	436	-123	68	-48	-12
Subtotal.....	0	1,597	5,677	4,268	2,852	1,988
Discretionary offsets and supplementals.....	0	-8,160	6,567	-352	-66	-45
Net costs.....	0	-6,563	12,244	3,916	2,786	1,943
Amount on scorecard.....	0	0	0	0	0	0

In addition to the provisions scored by OMB, CBO scores costs for (1) a medicare provision that clarifies Congressional intent that implementation of the new prospective payment system for hospital outpatient departments should be budget neutral, and (2) a provision that allows the IMF to use certain funds for debt relief. Unlike OMB, CBO also scores a variety of provisions providing offsets for discretionary spending as covered by the Act's pay-as-you-go requirement.

6. EXPLANATION OF DIFFERENCES BETWEEN OMB AND CBO ESTIMATES:

For 2000, CBO scores savings of \$6.6 billion for this Act, while OMB scores costs of \$1.6 billion. This is largely the result of CBO's scoring a variety of provisions providing offsets for discretionary spending as subject to pay-as-you-go. OMB scored these items under the discretionary caps. For provisions that both OMB and CBO scored for pay-as-you-go purposes, CBO scores net costs \$1.2 billion above OMB scoring for the period 1999 through 2004. CBO scores costs of \$1.0 billion more than OMB over five years for the major health programs. As mentioned above, CBO scores costs related to a provision that clarifies the Congressional intent of previous law. OMB does not believe that this language changes previous law and thus does not score any costs for it. This difference is partially offset by lower CBO costing of other health entitlement provisions resulting from the use of different baselines and estimating models. CBO scores \$0.3 billion for the provision related to IMF international debt relief resulting from Treasury forgoing the return of these funds. OMB's baseline had not assumed return of these funds during the period covered by pay-as-you-go requirements and, thus, OMB did not score any cost for this provision.

7. CUMULATIVE EFFECT OF DIRECT SPENDING AND REVENUE LEGISLATION ENACTED TO DATE:

	(Fiscal years; in millions of dollars)					
	<u>1999</u>	<u>2000</u>	<u>2001</u>	<u>2002</u>	<u>2003</u>	<u>2004</u>
Outlay effect.....	53	715	955	581	800	-88
Receipt effect.....	<u>-5</u>	<u>3,659</u>	<u>1,779</u>	<u>769</u>	<u>1,985</u>	<u>37</u>
Net costs.....	58	-2,944	-824	-188	-1,185	-125