

Section-by-Section Summary of the Full-Year Continuing Appropriations Act, 2025 (Division A of P.L. 119-4)

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Drew C. Aherne,
Coordinator

Analyst on Congress and
the Legislative Process

Section-by-Section Summary of the Full-Year Continuing Appropriations Act, 2025 (Division A of P.L. 119-4)

On March 15, 2025, the President signed H.R. 1968—the Full-Year Continuing Appropriations and Extensions Act, 2025—into law as P.L. 119-4. Division A of the act—the Full-Year Continuing Appropriations Act, 2025—provides continuing appropriations for all 12 regular appropriations acts through the end of FY2025 (September 30, 2025). Division B of the act (“Health”) includes various extensions of authorizations and other legislative provisions related to several agencies and programs, projects, and/or activities.

Continuing resolutions (CRs) covering some or all of the regular appropriations acts through the end of the fiscal year are commonly referred to as “full-year CRs.” The full-year CR enacted for FY2025 is the fourth full-year CR enacted since FY2000. Full-year CRs were also enacted to provide continuing appropriations for some of the regular appropriations acts in FY2007, FY2011, and FY2013. Prior to FY2000, full-year CRs were enacted to cover some or all of the regular appropriations acts in 12 of the fiscal years between FY1978 and FY1992.

The Full-Year Continuing Appropriations Act, 2025, generally continues most of the funding decisions made by Congress for FY2024 by providing funding for FY2025 in the same amounts and under the same authorities and conditions as provided for in the 12 regular appropriations acts enacted for FY2024, unless specified otherwise. This means that, generally, the measure provides the same amount of budget authority to each account funded in appropriations acts for FY2024. It also means that, unless specified otherwise, requirements, authorities, conditions, limitations, or other provisions established in FY2024 appropriations acts generally continue to apply under the CR.

The CR does make various changes for FY2025. The measure includes several provisions—known as “anomalies”—that establish exceptions to or deviations from the general funding provided by the CR for certain accounts or activities. It also includes several provisions extending or amending existing provisions of law.

Division A of P.L. 119-4 is organized into 13 titles. Title I (“General Provisions”) consists mostly of provisions establishing the general parameters of the funding provided in the act. The other 12 titles of the measure (Titles II–XIII) contain agency-, account-, and/or program-specific provisions that establish exceptions to or deviate from the general funding provided by the CR for certain accounts or activities (“anomalies”), as well as other legislative provisions related to extending or amending existing law. Titles II–XIII are each named after one of the regular appropriations acts and pertain only to accounts within that respective act.

Contents

Introduction	1
Background and Legislative History	2
Summary of Division A of P.L. 119-4	3
General Provisions	4
Section 1101—Coverage and Funding Levels.....	5
Section 1102—Appropriations Available to Extent and in Manner as Provided by FY2024 Appropriations Acts	5
Section 1103—Multi-Year and No-Year (“X”-Year) Availability.....	5
Section 1104—No Funds for Projects and Activities Specifically Prohibited in FY2024	6
Section 1105—Continuation of Requirements, Authorities, Conditions, Limitations, and Other Provisions	6
Section 1106—Expiration Date	6
Section 1107—Spending Under Previous CRs Charged to Applicable Appropriations Accounts	6
Section 1108—Authorization Requirements	6
Section 1109—Appropriated Entitlements and Other Mandatory Payments	6
Section 1110—Continuation of Emergency and Disaster Relief Designations	8
Section 1111—Exclusion of Funding for FY2024 Earmarks	9
Section 1112—Advance Appropriations.....	9
Section 1113—Agency Submission of Spending, Expenditure, or Operating Plans	10
Section 1114—OMB Reports on Obligations.....	10
Section 1115—U.S. Parole Commission	10
Section 1116—Transferred Funds Designated as an Emergency Requirement Retain Emergency Designation.....	11
Agency-, Account-, and Program-Specific Provisions	11
Agriculture, Rural Development, Food and Drug Administration, and Related Agencies.....	11
Section 1201—Reduction in Funding for FY2024 Earmarks.....	11
Section 1202—Increases in Appropriations for FY2025	12
Section 1203—Livestock Mandatory Reporting Act.....	12
Section 1204—Reduction in Funding for FY2024 Earmarks from Nonrecurring Expenses Fund	12
Section 1205—Agricultural Credit Insurance Fund Program.....	13
Section 1206—Rural Development Programs	13
Section 1207—Agricultural Disaster Assistance	13
Commerce, Justice, Science, and Related Agencies	14
Section 1101(a)(2)—General Provisions	14
Section 1301—Reductions for Select CJS Accounts	14
Section 1302—Increases for Select CJS Accounts	15
Department of Defense (DOD)	15
Section 1401—Selected Military Personnel Accounts	15
Section 1402—Selected Operation and Maintenance Accounts.....	16
Section 1403—Selected Procurement Accounts.....	16
Section 1404—Shipbuilding and Conversion Account.....	16
Section 1405—Research, Development, Test, and Evaluation Accounts	16

Section 1406—Revolving and Management Funds.....	16
Section 1407—Other Accounts.....	17
Section 1408—Intelligence Community Management Account.....	17
Section 1409—“New Start” Authorities	17
Section 1410—Classified Annex	17
Section 1411—”80-20” Limitation Modification	17
Section 1412—General Transfer Authority Increase	17
Section 1413—Federally Funded Research and Development Center Funding.....	18
Section 1414—Defense Security Cooperation Agency Funding	18
Section 1415—Prior-Year Recissions.....	18
Section 1416—Current-Year Recissions.....	18
Section 1417—Cost to Complete Funding for Certain Shipbuilding Programs	18
Section 1418—Multi-Year Procurement Authority	18
Section 1419—National Defense Reserve Fleet Funding.....	19
Section 1420—Office of Strategic Capital Pilot.....	19
Section 1421—Combatant Command Transfer Funding.....	19
Section 1422—Operating Plan	19
Energy and Water Development and Related Agencies	19
Section 1101(a)(4)—FY2025 Energy and Water Development and Related Agencies Appropriations Act Funding and Exceptions	19
Section 1501—Reduction in Reclamation and DOE Funding for FY2024 Earmarks	20
Section 1502—Changes in DOE Funding Amounts.....	20
Section 1503—U.S. Army Corps of Engineers Work Plan.....	20
Section 1504—Uranium Enrichment Decontamination and Decommissioning Fund.....	21
Section 1505—Clarification of Final Bill Amounts	21
Section 1506—Reclamation Northwestern New Mexico Rural Water Project Authorization	21
Section 1507—WIIN Act Funding Allocations	21
Section 1508—Naval Examination Acquisition Project.....	22
Section 1509—Funding Uses for Weapons Activities	22
Financial Services and General Government.....	22
Section 1101(5)—Rescissions	22
Section 1601—Reduction in Funding for FY2024 Earmarks.....	23
Section 1602—Changes in FSGG Funding levels for FY2025	23
Section 1603—General Services Administration Pre-Election Presidential Transition Funding.....	24
Section 1604—SBA Disaster Loans Program Account	24
Section 1605—Continued Pay Freeze for Certain Senior Political Officials	24
Section 1606—Treasury Cybersecurity Enhancement Account Transfer Authority.....	25
Section 1607—Federal Communications Commission Universal Service Fund.....	25
Section 1608—Technical Adjustment (Allowance) for Estimating Differences	25
Department of Homeland Security.....	25
Section 1101(a)(6)—Authorization Extensions.....	25
Section 1701—Funding Changes: ICE, TSA, USCG, and FEMA, Including the Disaster Relief Fund	26
Section 1702—Polar Icebreaker Acquisition Fix.....	26
Section 1703—USCG Senior Enlisted Ratio	27
Section 1704—Secret Service Premium Pay	27

Section 1705—USCG Towing Fee Collection	27
Section 1706—Rescission of Unobligated Funds.....	27
Section 1707—Nonrecurring Expenses Fund Rescission.....	27
Section 1708—FEMA Grant Offset.....	28
Section 1709—National Flood Insurance Program (NFIP) Reauthorization.....	28
Department of the Interior, Environment, and Related Agencies.....	28
Section 1101(a)(7)—Exclusion from Coverage of Certain Provisions in FY2024 Interior, Environment, and Related Agencies Appropriations Act.....	28
Section 1801—Account Reductions	29
Section 1802—Account Increases	29
Section 1803—Indian Health Service, Indian Health Services Account	29
Section 1804—Indian Health Service, Indian Health Facilities Account	29
Section 1805—Office of Navajo and Hopi Indian Relocation	30
Section 1806—Wildland Fire Suppression	30
Section 1807—Wildland Firefighter Pay.....	30
Section 1808—Historic Preservation Fund.....	31
Section 1809—Contribution Authority for Bureau of Ocean Energy Management and Bureau of Safety and Environmental Enforcement	31
Departments of Labor, Health and Human Services, and Education, and Related Agencies.....	32
Section 1101(a)(8)—Exceptions to the Section 1101 Formula for LHHS.....	32
Section 1901—Bureau of Labor Statistics (BLS).....	34
Section 1902—Program Integrity Adjustments	34
Section 1903—Dislocated Worker National Reserve Rescission	35
Section 1904—Organ Procurement and Transplantation Network Fees	35
Section 1905—National Institutes of Health (NIH) Innovation Account.....	36
Section 1906—Prevention and Public Health Fund Transfers.....	36
Section 1907—Breast Cancer Screening Recommendations	36
Section 1908—DOL, HHS and ED—Elimination of Funding Related to Earmarks	37
Section 1909—Account Maintenance Fees	38
Section 1910—Corporation for National and Community Service	38
Section 1911—Social Security Administration Limitation on Administrative Expenses	38
Section 1912—Temporary Assistance for Needy Families (TANF) and Related Programs	39
Legislative Branch	39
Section 1101(a)(9)—Exclusion from Coverage of Certain Provisions in the FY2024 Legislative Branch Appropriations Act.....	39
Section 11001—Adjusting Funding for the Senate	40
Section 11002—Adjusting Funding for the House of Representatives	40
Section 11003—Adjusting Funding for Certain Other Legislative Branch Accounts	40
Military Construction, Veterans Affairs, and Related Agencies.....	40
Section 1101(a)(10)—Exemptions from Certain Rescissions	40
Section 11101—Department of Defense Military Construction Accounts (MILCON).....	41
Section 11102—Family Housing Construction Accounts.....	41
Section 11103—Family Housing Operations and Maintenance	41
Section 11104—Application of Section 126 of Division A of P.L. 118-42.....	41

Section 11105—Various Sections of Division A of P.L. 118-42 Shall Not Apply for FY2025.....	41
Section 11106—Access Road Project at Arlington National Cemetery	42
Section 11107—Changing Amounts to Various Military Construction Accounts (MILCON)for the	42
Section 11108—Various Provisions in Title I of Division A of P.L. 118-42 Shall Not Apply.....	42
Section 11109—Advance Appropriations for FY2026	42
Section 11110—Additional Amounts Over FY2025 Advance Appropriations.....	42
Department of State, Foreign Operations, and Related Programs	43
Section 1101(a)(11)—Exclusion of Certain Rescissions	43
Section 11201—Millennium Challenge Corporation	43
Section 11202—Special Inspector General for Afghanistan Reconstruction (SIGAR).....	43
Section 11203—International Boundary and Water Commission (IBWC)	43
Section 11204—Funding Adjustments	43
Section 11205—Exclusion of Selected Provisions	44
Section 11206—Changes to Selected General Provisions.....	44
Section 11207—Rescission Adjustments.....	44
Section 11208—Extensions	44
Transportation, Housing and Urban Development, and Related Agencies	45
Section 1101(a)(12)—Exclusion from Coverage of Certain Provisions in FY2024 Transportation, Housing and Urban Development, and Related Agencies Appropriations Act.....	45
Section 11301—Reductions in Funding for FY2024 Earmarks	45
Section 11302—DOT Obligation Limitations	46
Section 11303—Funding Increases Relative to FY2024	47
Section 11304—Elimination of FY2024 DOT Rescissions, Funding Direction	48
Section 11305—Repurpose Authority for Homelessness Funding.....	48

Contacts

Author Information.....	48
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Introduction

Congress makes decisions on discretionary spending through an annual appropriations process, which currently involves the development and consideration of 12 regular appropriations acts for each fiscal year.¹ The regular appropriations acts provide funding for each fiscal year to support the operations of most federal agencies and most of the programs, projects, and activities each carries out. If regular appropriations are not enacted before the October 1 start of the fiscal year, continuing appropriations acts—often referred to as continuing resolutions, or CRs—may be enacted to provide temporary funding until appropriations for the full fiscal year are enacted.²

In most fiscal years, Congress has completed the appropriations process by enacting the 12 regular appropriations acts either separately or as part of consolidated appropriations measures (often referred to as “omnibus” or “minibus” appropriations acts). On occasion, however, Congress has completed the appropriations process by enacting a CR covering some or all of the regular appropriations acts through the end of the fiscal year. These measures are often referred to as “full-year CRs.”

On March 15, 2025, the President signed H.R. 1968—the Full-Year Continuing Appropriations and Extensions Act, 2025—into law as P.L. 119-4. Division A of the act—the Full-Year Continuing Appropriations Act, 2025—provides continuing appropriations for all 12 regular appropriations acts through the end of FY2025 (September 30, 2025). Division B of the act (“Health”) includes various extensions of authorizations and other legislative provisions related to several agencies and programs, projects, and/or activities.

Division A of P.L. 119-4 generally continues most of the funding decisions made by Congress for FY2024 by providing funding for FY2025 in the same amounts and under the same authorities and conditions as provided for in the 12 regular appropriations acts enacted for FY2024, unless specified otherwise.

The CR does make various changes for FY2025. The measure includes several provisions—known as “anomalies”—that establish exceptions to or deviations from the general funding provided by the CR for certain accounts or activities. It also includes several provisions extending or amending existing provisions of law.³

The full-year CR enacted for FY2025 is the fourth full-year CR enacted since FY2000. Full-year CRs were also enacted for FY2007 (covering nine of the regular appropriations acts), FY2011 (covering 11 of the regular appropriations acts), and FY2013 (covering seven of the regular

¹ The federal fiscal year runs from October 1 of one calendar year through September 30 of the following calendar year.

The federal budget process distinguishes between discretionary spending, which is provided and controlled through appropriations acts, and direct (or mandatory) spending, which is provided or effectively controlled through authorizing laws. For more information on the appropriations process, see CRS Report R47106, *The Appropriations Process: A Brief Overview*, by James V. Saturno and Megan S. Lynch.

Appropriations bills provide agencies with budget authority, which is defined as the authority provided by federal law to enter into contracts or other financial obligations that will result in the immediate or future expenditure (outlay) of federal funds. For more on these terms, see CRS CRS In Focus IF12105, *Introduction to Budget Authority*, by James V. Saturno.

² Continuing appropriations acts are often referred to as “continuing resolutions” (CRs) because they have historically been enacted in the form of joint resolutions. For more on CRs, see CRS Report R46595, *Continuing Resolutions: Overview of Components and Practices*, coordinated by James V. Saturno.

³ Regular appropriations acts enacted for FY2024 include Divisions A-F of P.L. 118-42 and Divisions A-F of P.L. 118-47.

appropriations acts).⁴ Prior to FY2000, full-year CRs were enacted to cover some or all of the regular appropriations acts in 12 of the fiscal years between FY1978 and FY1992.⁵

This report summarizes Division A of P.L. 119-4, the Full-Year Continuing Appropriations Act, 2025. As is typical with CRs, Division A of P.L. 119-4 includes several provisions that are specific to certain agencies, accounts, and/or programs. The section of this report titled “Agency-, Account-, and Program-Specific Provisions” summarizes each of these provisions included in the CR, organized by regular appropriations act.

This report includes contributions from several CRS experts. Contact information for the authors contributing to this report, as specified in the accompanying footnotes, and other CRS appropriations experts can be found in CRS Report R42638, *Appropriations: CRS Experts*.

Background and Legislative History

None of the regular appropriations acts for FY2025 were enacted prior to the start of the fiscal year on October 1, 2024. As a result, a CR (Division A of P.L. 118-83) was enacted on September 26, 2024, to provide interim funding for programs and activities funded by all 12 regular appropriations acts through December 20, 2024.⁶ Prior to the start of the fiscal year, the House Appropriations Committee reported its version of all 12 of the regular appropriations bills for FY2025, and the House had passed five.⁷ The Senate Appropriations Committee reported its version of 11 of the 12 regular appropriations bills for FY2025, but the Senate did not consider any of them on the floor.⁸

The continuing appropriations provided by the initial CR were extended through March 14, 2025, by a second CR—the Further Continuing Appropriations Act, 2025 (Division A of P.L. 118-158)—enacted on December 21, 2024. Neither the House nor the Senate took further formal action on appropriations legislation for FY2025 until the introduction of the full-year CR for FY2025.

On March 8, 2025, the House Appropriations Committee issued a press release that included the draft text of the Full-Year Continuing Appropriations and Extensions Act, 2025.⁹ The measure was formally introduced in the House as H.R. 1968 on March 10, 2025. On March 11, 2025, the House considered H.R. 1968 pursuant to a special rule (H.Res. 211). No amendments to the

⁴ P.L. 110-5 (FY2007), Division B of P.L. 112-10 (FY2011), and Division F of P.L. 113-6 (FY2013).

⁵ For more information on full-year CRs enacted historically, see the section titled “Features of Full-Year CRs Since FY1977” in CRS Report R46595, *Continuing Resolutions: Overview of Components and Practices*, coordinated by James V. Saturno.

⁶ For a summary of the CR enacted in Division A of P.L. 118-83, see CRS Report R48214, *Overview of Continuing Appropriations for FY2025 (Division A of P.L. 118-83)*, by Drew C. Aherne.

⁷ The House considered a sixth regular appropriations bill on initial consideration—the Legislative Branch Appropriations Act, 2025 (H.R. 8772)—but it failed on passage by a vote of 205-213 on July 11, 2024.

⁸ The Senate Appropriations Committee did not report its version of the FY2025 Department of Homeland Security appropriations act. Instead, on November 14, 2024, the chair of the Senate Appropriations Committee issued a press release containing links to draft bill text, explanatory statement, Congressionally Directed Spending disclosure table, and bill summary information for the draft Senate FY2025 Homeland Security appropriations bill. See Senate Appropriations Committee, “Bill Summary: Homeland Security Fiscal Year 2025 Appropriations Bill,” press release, November 13, 2024, <https://www.appropriations.senate.gov/news/majority/bill-summary-homeland-security-fiscal-year-2025-appropriations-bill>.

⁹ See House Appropriations Committee, “Committee Releases Bill to Keep Government Open, Working for the American People,” press release, March 8, 2025, <https://appropriations.house.gov/news/press-releases/committee-releases-bill-keep-government-open-working-american-people>.

measure were considered on the floor, and the House passed the measure by a vote of 217-213 later that evening.¹⁰

On March 14, 2025, the Senate voted to invoke cloture on H.R. 1968 by a vote of 62-38. The Senate subsequently considered four amendments to the measure, none of which were agreed to, and passed H.R. 1968 without amendment by a vote of 54-46.¹¹ The President signed the measure into law as P.L. 119-4 on March 15, 2025.

Summary of Division A of P.L. 119-4

Most of the funding provided by the FY2025 full-year CR is based on the funding levels, authorities, and conditions enacted in the 12 regular appropriations acts for FY2024. This means that, unless specified otherwise, the measure provides the same amount of budget authority to each account funded in appropriations acts for FY2024. It also means that, unless specified otherwise, the requirements, authorities, conditions, limitations, or other provisions established in FY2024 appropriations acts generally continue to apply under the CR.

The funding provided in the FY2025 full-year CR deviates in several ways from the FY2024 appropriations acts, however. For instance, it explicitly excludes certain provisions enacted in FY2024 appropriations acts and includes funding for certain programs or activities not funded in FY2024. It also adjusts amounts provided to certain accounts for FY2025 and/or establishes, repeals, or amends provisions related to such accounts. Furthermore, the CR explicitly excludes funding for Community Project Funding (CPF) or Congressionally Directed Spending (CDS) items (known as “earmarks”) funded in FY2024 appropriations acts. It also does not include funding for FY2025 CPF and/or CDS items included in the House and/or Senate versions of the FY2025 appropriations acts or the reports accompanying those acts.

As with other full-year CRs enacted in recent decades, the full-year CR for FY2025 is not accompanied by any explanatory text, either in the form of a committee report, joint explanatory statement, or conference report. As a consequence, the House and Senate Appropriations Committee reports accompanying each chamber’s version of the FY2025 regular appropriations acts do not apply to the CR unless specified otherwise. The measure also does not include the limitations on agency obligations typical of short-term (or interim) CRs that are intended to preserve Congress’s ability to subsequently make final, full-year funding decisions.¹²

According to the Congressional Budget Office (CBO) cost estimate of the measure, it provides a total of \$1.60 trillion in base discretionary budget authority for FY2025.¹³ This includes \$892.50 billion in base defense (“security”) discretionary budget authority and \$707.97 billion in base

¹⁰ Record of this vote is available at <https://clerk.house.gov/Votes/202570>. H. Res. 211 provided that, upon its adoption, an amendment proposed by the chair of the House Appropriations Committee would be considered as adopted. Text of this amendment can be found at the end of the Rules Committee report accompanying H. Res. 211 (H.Rept. 119-15).

¹¹ Record of this vote is available at https://www.senate.gov/legislative/LIS/roll_call_votes/vote1191/vote_119_1_00133.htm.

¹² For more on these limitations, see the section titled “Purpose for Funds and Restrictions on New Activities” in CRS Report R46595, *Continuing Resolutions: Overview of Components and Practices*, coordinated by James V. Saturno.

¹³ “Base” budget authority refers to budget authority that counts for the purpose of enforcing statutory limits on discretionary spending, such as those established for FY2024 and FY2025 in the Fiscal Responsibility Act of 2023 (FRA, P.L. 118-5).

According to CBO, these totals include a total of \$298 million in base FY2025 budget authority provided in previously enacted CRs for FY2025. CBO, *H.R. 1968, Full-Year Continuing Appropriations and Extensions Act, 2025*, March 11, 2025, <https://www.cbo.gov/publication/61248>.

nondefense (“nonsecurity”) discretionary budget authority. These amounts, as estimated by CBO, are below the statutory limits on discretionary spending (“caps”) in effect for each category for FY2025.¹⁴ In addition, CBO estimates that the measure provides a total of \$47.16 billion in FY2025 budget authority for purposes that are effectively exempt from the enforcement of the caps (including \$6.62 billion in the defense discretionary category and \$40.55 billion in the nondefense discretionary category).¹⁵ Taking these exempted amounts into account—as well as certain other amounts that, under the law, are not counted toward the caps—CBO estimates that the measure provides a total of \$1.72 trillion in discretionary budget authority for FY2025.¹⁶

Division A of P.L. 119-4 is organized into 13 titles. Title I (“General Provisions”) consists mostly of provisions establishing the general parameters of the funding provided in the act. The other 12 titles of the measure (Titles II–XIII) contain agency-, account-, and/or program-specific provisions that establish exceptions to or deviate from the general funding provided by the CR for certain accounts or activities (“anomalies”), as well as other legislative provisions related to extending or amending existing law. Titles II–XIII are each named after one of the regular appropriations acts and pertain only to accounts funded by that respective act.

General Provisions¹⁷

Title I of the CR (“General Provisions”) consists mostly of provisions establishing the general parameters of the funding provided by the CR. It also includes provisions related to the

¹⁴ The FRA established statutory limits on discretionary spending (“caps”) for FY2024 and FY2025, respectively. The FRA created two separately enforceable caps for each fiscal year: a limit for defense (or “security”) discretionary spending and a limit for nondefense (or “nonsecurity”) discretionary spending. The caps for FY2025 are \$895.21 billion for the defense discretionary category and \$710.69 billion for the nondefense discretionary category, respectively. The Office of Management and Budget (OMB) is responsible for determining compliance with these limits. If enacted discretionary budget authority exceeds either limit for a given fiscal year, then the President is required to issue a sequestration order that implements largely across-the-board cuts to nonexempt discretionary spending in the category in which the breach occurred. For more on discretionary spending caps under the FRA, see CRS Insight IN12168, *Discretionary Spending Caps in the Fiscal Responsibility Act of 2023*, by Grant A. Driessen and Megan S. Lynch. For more on sequestration as a budget enforcement procedure, see CRS Report R42972, *Sequestration as a Budget Enforcement Process: Frequently Asked Questions*, by Megan S. Lynch.

OMB’s Final Sequestration Report for FY2025—issued on April 1, 2025—found that enacted appropriations for FY2025 were within the discretionary spending limits for FY2025 and that no sequestration was required. OMB, *OMB Final Sequestration Report to the President and Congress for Fiscal Year 2025*, April 1, 2025, available at https://www.whitehouse.gov/wp-content/uploads/2025/04/Sequestration_Final_Report_April_2025_POTUS.pdf.

¹⁵ These totals include certain full-year emergency-designated amounts provided by previous CRs enacted for FY2025. This includes \$6.6 billion in full-year emergency-designated appropriations for the Department of Defense, a \$17 million full-year emergency-designated appropriation for the Federal Bureau of Investigation, and a \$2 million full-year emergency-designated appropriation to the Department of Energy provided in Division A of P.L. 118-158, and a \$1 million full-year emergency-designated appropriation for the Office of Terrorism and Financial Intelligence provided in Division A of P.L. 118-83.

Current law governing enforcement of the caps establishes that discretionary spending for certain purposes or accounts is effectively exempt from counting toward the caps (e.g., spending designated by Congress and the President as an emergency requirement). These exempted purposes or accounts are sometimes referred to as “adjustments” or “adjustment categories.” For more on these exemptions, see CRS Report R48387, *Exemptions to the Fiscal Responsibility Act’s Discretionary Spending Limits*, by Drew C. Aherne and Megan S. Lynch.

¹⁶ Under current law, certain budget authority for FY2025 designated as an emergency requirement in previously enacted laws is not counted for the purpose of enforcing discretionary spending limits. According to CBO, these amounts total \$68.80 billion for FY2025. For more on these amounts, see the section titled “Certain Funds Designated as an Emergency Requirement in Previously Enacted Laws” in CRS Report R48387, *Exemptions to the Fiscal Responsibility Act’s Discretionary Spending Limits*, by Drew C. Aherne and Megan S. Lynch.

¹⁷ The summaries in this section were authored by Drew C. Aherne, Analyst on Congress and the Legislative Process, unless specified otherwise.

availability and accounting of funds provided under the act, agency and Office of Management and Budget (OMB) reporting requirements, and budget enforcement. This section provides summaries of each section included in Title I of the measure.

Section 1101—Coverage and Funding Levels

Section 1101 establishes that the CR generally provides funding in the same amounts and under the same authorities and conditions as provided for in appropriations acts enacted for FY2024. It establishes that the CR provides “such amounts as may be necessary” to fund accounts at the level and under the authority and conditions provided in the regular appropriations acts for FY2024. This means that, unless specified otherwise, accounts funded in the regular appropriations acts for FY2024 receive the same level of funding for FY2025. It also means that any authorities and conditions established in such acts for FY2024—such as limitations and allocations of funding—continue in effect for FY2025 unless specified otherwise. This includes transfer authority and obligation limits.

The CR continues the funding levels and authorities and conditions enacted in each of the 12 regular appropriations acts for FY2024, which are referenced in Section 1101(a)(1)-(12) of the CR.¹⁸ Several of these subsections include one or more provisions either excluding certain sections of the FY2024 acts from applying under the CR or changing amounts provided to certain accounts for FY2025. Summaries of each of these provisions are included in the section of this report titled “Agency-, Account-, and Program-Specific Provisions” under the headings for the relevant regular appropriations acts.

Section 1102—Appropriations Available to Extent and in Manner as Provided by FY2024 Appropriations Acts

Section 1102 establishes that the funding provided by the CR is available to agencies to the extent and in the manner that would be provided by the appropriations acts for FY2024 referenced in Section 1101.

Section 1103—Multi-Year and No-Year (“X”-Year) Availability

Section 1103 establishes that FY2025 appropriations provided by the CR will retain a period of availability comparable to the period of their availability for obligation in FY2024 appropriations acts. Budget authority provided in appropriations acts can be made available for obligation over any of three types of periods: a single fiscal year (one-year appropriations), multiple fiscal years (“multi-year” appropriations), or indefinitely until expended (no-year or “X”-year appropriations).¹⁹ For example, pursuant to this provision, if an appropriation provided in one of the regular appropriations acts for FY2024 was made available for two fiscal years (i.e., for FY2024, through September 30, 2025), then that appropriation is available for two fiscal years under the CR as well (i.e., for FY2025, through September 30, 2026). Likewise, FY2025 appropriations that received no-year availability in FY2024 (e.g., “to remain available until expended”) retain that availability under the CR.

¹⁸ Divisions A-F of P.L. 118-42 and Divisions A-F of P.L. 118-47, respectively.

¹⁹ For more on the duration of availability of appropriations, see CRS Report R48087, *Appropriations Duration of Availability: One-Year, Multi-Year, and No-Year Funds*, by Drew C. Aherne.

Section 1104—No Funds for Projects and Activities Specifically Prohibited in FY2024

Section 1104 prohibits funds appropriated by the CR from being used for projects and/or activities for which funding was specifically prohibited in covered FY2024 appropriations acts unless specified otherwise.

Section 1105—Continuation of Requirements, Authorities, Conditions, Limitations, and Other Provisions

Section 1105 establishes that, unless specified otherwise, requirements, authorities, conditions, limitations, and other provisions established in the regular appropriations act enacted for FY2024 continue to apply to funds appropriated by the CR.

Section 1106—Expiration Date

Section 1106 establishes September 30, 2025, as the general expiration date of the CR. It establishes that, unless specified otherwise, the funds provided and authority granted by the CR will remain available through the end of FY2025. The funds provided and authorities granted by the CR could be superseded—either in part or in full—through the subsequent enactment of regular, full-year appropriations for FY2025.

Section 1107—Spending Under Previous CRs Charged to Applicable Appropriations Accounts

Section 1107 establishes that funds spent under previously enacted CRs for FY2025 will be charged to the applicable appropriations account.²⁰ Pursuant to this provision, amounts provided to each account under the full-year CR are inclusive of—and not in addition to—amounts spent in FY2025 for programs, projects, and activities funded by such accounts under previously enacted CRs.

Section 1108—Authorization Requirements²¹

Section 1108 mirrors Section 7022 of Division F of P.L. 118-47, which allows for the obligation and expenditure of appropriated funds, notwithstanding selected provisions that require foreign affairs appropriations to be authorized prior to expenditure.²²

Section 1109—Appropriated Entitlements and Other Mandatory Payments

Section 1109(a) provides funding for the remainder of FY2025 for the continuation of entitlements, other mandatory payments, and the Supplemental Nutrition Assistance Program, whose budget authority was provided in appropriations acts for FY2024 (known as “appropriated entitlements” or “appropriated mandatories”). This section specifies that the CR provides “the

²⁰ Previously enacted CRs for FY2025 include Division A of P.L. 118-83, the Continuing Appropriations Act, 2025, as amended by Division A of P.L. 118-158, the Further Continuing Appropriations Act, 2025.

²¹ This section was authored by Emily McCabe, Specialist in Foreign Assistance, and Foreign Policy and Cory Gill, Analyst in Foreign Affairs.

²² For more on foreign relations and foreign assistance authorization, see CRS In Focus IF10293, *Foreign Relations Reauthorization: Background and Issues*, by Cory R. Gill; and CRS In Focus IF12885, *Foreign Assistance Authorization: Background and Issues*, by Emily M. McCabe.

amounts necessary to maintain program levels under current law and under the authority and conditions” provided in the appropriations acts for FY2024 referenced in Section 1101.²³

Section 1109(b) specifies mandatory appropriations for several accounts (see below) that fund benefits or payments with program costs that vary each fiscal year.²⁴ This funding is for certain program costs that occur during the first quarter of FY2026 and is available until expended. (Such funds are commonly called *advance appropriations*.²⁵) All of these accounts are traditionally funded by the Departments of Labor, Health and Human Services, and Education, and Related Agencies (LHHS) appropriations act.

- Special Benefits for Disabled Coal Miners (Department of Labor [DOL]): \$6 million in advance appropriations for FY2026, which is a \$1 million (-14%) decrease relative to the FY2025 advance provided in FY2024 enacted²⁶
- Grants to States for Medicaid (Department of Health and Human Services [HHS]): \$261.1 billion in advance appropriations for FY2026, which is a \$15.5 billion increase (+6%) relative to FY2025 advance provided in FY2024 enacted²⁷
- Payments to States for Child Support Enforcement and Family Support Programs (HHS): \$1.6 billion in advance appropriations for FY2026, which is a \$200 million (+14%) increase relative to FY2025 advance appropriations provided in FY2024 enacted²⁸

²³ *Mandatory (or direct) spending* is defined in law as (1) budget authority provided by law other than appropriations acts (known as authorizing law), (2) entitlement authority, and (3) the Supplemental Nutrition Assistance Program (SNAP) (2 U.S.C. §900(c)(8)). Entitlements are mandatory spending programs that require payment to persons, state or local governments, or other entities if specific eligibility criteria established in authorizing law are met. Entitlement payments are legal obligations of the federal government, and eligible beneficiaries may have legal recourse if full payment under the law is not provided. Most mandatory spending is not controlled through the annual appropriations process and derives its funding from budget authority provided in authorizing legislation.

Certain mandatory spending programs—known as “appropriated entitlements” or “appropriated mandates”—do not receive budget authority in authorizing law and are instead funded through annual appropriations acts. While funding for such programs is provided in annual appropriations acts, the level of spending for appropriated entitlements and/or appropriated mandates is not controlled through the annual appropriations process. Instead, the level of spending for such programs, like other mandatory spending, is determined by benefit and eligibility criteria established in authorizing law. The amounts provided in appropriations acts for these programs are intended to meet the projected amounts required to fulfill the legal financial obligations of the programs. Examples of appropriated entitlements and/or appropriated mandates include Medicaid, SNAP, and certain veterans’ programs.

²⁴ The summary for Section 1109(b) was authored by Jessica Tollestrup, Specialist in Social Policy.

²⁵ For more information on advance appropriations generally and as provided in Division A of P.L. 119-4, see the section of this report titled “Section 1112—Advance Appropriations.”

²⁶ For further information on Special Benefits for Disabled Coal Miners program and its funding, see Department of Labor (DOL), *FY2025 Congressional Justification, Special Benefits for Disabled Coal Miners*, <https://www.dol.gov/sites/dolgov/files/general/budget/2025/CBJ-2025-V2-07.pdf>.

²⁷ For general information on the Medicaid program and its funding, see CRS In Focus IF10322, *Medicaid Primer*, by Alison Mitchell.

²⁸ This account primarily funds the Child Support Enforcement program. For further information about this program, see CRS Report RS22380, *Child Support Services: Program Basics*, by Jessica Tollestrup. For information about the funding in this account, see Department of Health and Human Services (HHS), *Administration for Children and Families Fiscal Year 2025 Congressional Justification*, pp. 217-238, <https://acf.gov/sites/default/files/documents/olab/fy-2025-congressional-justification.pdf>.

- Payments for Foster Care and Permanency (HHS): \$3.6 billion in advance appropriations for FY2026, which is a \$200 million (+6%) increase relative to FY2025 advance appropriations provided in FY2024 enacted²⁹
- Supplemental Security Income (SSI) Program (Social Security Administration [SSA]): \$22.1 billion in advance appropriations for FY2026, which is a \$400 million (+2%) increase relative to FY2025 advance appropriations provided in FY2024 enacted³⁰

Section 1110—Continuation of Emergency and Disaster Relief Designations

Section 1110(a) establishes that amounts appropriated for FY2025 by Section 1101 that were designated by Congress as being for either an emergency requirement or disaster relief in covered appropriations acts for FY2024 retain such designations under the CR.

Current law governing enforcement of statutory discretionary spending caps establishes that discretionary spending for certain purposes or accounts is effectively exempt from counting toward the caps.³¹ These exempted purposes include amounts designated by both Congress and the President as being an emergency requirement and amounts designated by Congress as being for disaster relief.³² This subsection effectively exempts amounts provided for FY2025 by Section 1101 of the CR that Congress designated as being for disaster relief in FY2024 from enforcement of the FY2025 caps. Amounts designated by Congress as an emergency requirement under this subsection require a subsequent designation by the President in order to become available for obligation and exempted from the FY2025 caps (see below for more).

Section 1110(b) establishes that “each amount” provided by the CR and designated by Congress as an emergency requirement pursuant to Section 1110(a) will become available for obligation only if “the President subsequently so designates all such amounts and transmits such designations to the Congress.”³³ The inclusion of such language, or similar language, in appropriations acts making the availability of all emergency-designated funds in the measure

²⁹ For general information about child welfare programs, see CRS In Focus IF10590, *Child Welfare: Purposes, Federal Programs, and Funding*, by Emilie Stoltzfus. For information about the funding in this account, see HHS, *Administration for Children and Families Fiscal Year 2025 Congressional Justification*, pp. 281-308, <https://acf.gov/sites/default/files/documents/olab/fy-2025-congressional-justification.pdf>.

³⁰ For general information on the Supplemental Security Income program and its funding, see CRS In Focus IF10482, *Supplemental Security Income (SSI)*, by Emma K. Tatem and William R. Morton.

³¹ Most of these exemptions are established in Section 251(b) of the Balanced Budget and Emergency Deficit Control Act of 1985 (BBEDCA), as amended (codified at 2 U.S.C. §901(b)). For more on exemptions to the FRA’s discretionary spending limits, see CRS Report R48387, *Exemptions to the Fiscal Responsibility Act’s Discretionary Spending Limits*, by Drew C. Aherne and Megan S. Lynch.

³² For more on emergency designations (Section 251(b)(2)(A) of BBEDCA, codified at 2 U.S.C. §901(b)(2)(A)), see CRS Report R47594, *Budget Enforcement Rules: Emergency Designations*, by Drew C. Aherne. For more on the disaster relief designation (Section 251(b)(2)(D) of BBEDCA, codified at 2 U.S.C. §901(b)(2)(D)), see CRS In Focus IF10720, *Calculation and Use of the Disaster Relief Allowable Adjustment*, by William L. Painter.

³³ On March 24, 2025, OMB submitted a letter and attached memorandum to Congress designating as an emergency requirement only certain amounts provided in Division A of P.L. 119-4 that Congress had designated as an emergency requirement. OMB’s letter and memorandum appear to designate only 16 of a possible 27 total appropriations that had a congressional emergency designation, with the remaining 11 appropriations not receiving a designation. According to the letter, the amounts not designated by the President total “nearly \$3 billion.” The reason, according to the letter, for not designating such amounts was that they “were improperly designated by the Congress as emergency” and that the President does “not concur that the added spending is truly for emergency needs.” The March 24 OMB letter can be found at: <https://www.whitehouse.gov/wp-content/uploads/2025/03/Presidential-Designation-of-Funding-as-an-Emergency-Requirement-Multiple-Accounts-in-the-Full-Year-Continuing-Appropriations-and-Extensions-Act.pdf>.

contingent on the President subsequently designating all such amounts as an emergency requirement has been common in recent decades.

Section 1110(c) establishes that certain funds designated as an emergency requirement in several laws enacted in recent years, and for which funds will become available in FY2025, will continue not to count for the purpose of enforcing the statutory limits on discretionary spending for FY2025.³⁴

Section 1111—Exclusion of Funding for FY2024 Earmarks

Section 1111 establishes that, unless specified otherwise, the CR does not provide FY2025 funding for any CDS or CPF items that were funded in FY2024.³⁵ This provision does not affect the availability of funds provided in FY2024 appropriations acts for such earmarks. The CR also includes several provisions reducing funding levels for specific accounts for FY2025 by the amount provided to the account in FY2024 for CDS and/or CPF items. Summaries of these provisions are included in the section of this report titled “Agency-, Account-, and Program-Specific Provisions” under the headings for the relevant appropriations acts.

Division A of P.L. 119-4 does not include any provision generally incorporating funding for CDS and/or CPF items that were specified in the Senate and/or House versions of the regular FY2025 appropriations acts or the reports accompanying such acts. Unless specified otherwise, any language specifying an earmark in such acts, or the reports accompanying such acts, have no legal force and effect with regard to the funding provided by the CR.

Section 1112—Advance Appropriations

Section 1112 establishes that the CR provides advance appropriations for FY2026 and FY2027 for discretionary accounts that received advance appropriations for FY2025 and FY2026, respectively, in FY2024 appropriations acts.³⁶ The advance appropriations provided to such

³⁴ Section 103 of the FRA established that such amounts shall not count for the purposes of enforcing the statutory discretionary spending limits for FY2024 or FY2025. These include certain amounts appropriated in Division B of the Bipartisan Safer Communities Act (P.L. 117-159) and Division J of the Infrastructure Investment and Jobs Act (P.L. 117-58) and amounts available to the Hazardous Substance Superfund pursuant to Section 443(b) in Division G of the Consolidated Appropriations Act, 2023 (P.L. 117-328). For more on this provision, see the section titled “Certain Funds Designated as an Emergency Requirement in Previously Enacted Laws” in CRS Report R48387, *Exemptions to the Fiscal Responsibility Act’s Discretionary Spending Limits*, by Drew C. Aherne and Megan S. Lynch.

³⁵ Clause 9(e) of House Rule XXI defines *earmark* as “a provision or report language included primarily at the request of a Member, Delegate, Resident Commissioner, or Senator providing, authorizing or recommending a specific amount of discretionary budget authority for a contract, loan, loan guarantee, grant, loan authority, or other expenditure with or to an entity, or targeted to a specific State, locality or Congressional district, other than through a statutory or administrative formula-driven or competitive award process.”

Clause 5(a) of Senate rule XLIV defines *earmark* as “a provision or report language included primarily at the request of a Senator providing, authorizing, or recommending a specific amount of discretionary budget authority, credit authority, or other spending authority for a contract, loan, loan guarantee, grant, loan authority, or other expenditure with or to an entity, or targeted to a specific State, locality or Congressional district, other than through a statutory or administrative formula-driven or competitive award process.”

³⁶ Advance appropriations provide budget authority that first becomes available for obligation one or more fiscal years after the fiscal year for which the appropriation was enacted. For example, an advance appropriation in an appropriations act for FY2025 could provide budget authority for a particular account that will not become available for obligation until October 1, 2025 (the start of FY2026), or later. Budget authority provided by advance appropriations are not included in budget totals for the fiscal year in which they are provided but rather the fiscal year in which they first become available for obligation. For more on advance appropriations, see CRS Report R43482, *Advance Appropriations, Forward Funding, and Advance Funding: Concepts, Practice, and Budget Process Considerations*, by Jessica Tollestrup and Megan S. Lynch.

accounts under the CR will first become available one fiscal year subsequent to the fiscal year they were specified to first become available in FY2024 appropriations acts. For example, an advance appropriation that was specified to become available in FY2025 under an FY2024 appropriations act would become available in FY2026 under the CR. The amounts provided in advance appropriations for each account under Section 1112 equal the amounts provided in FY2024 appropriations acts unless specified otherwise. Advance appropriations provided by the CR also maintain the same period of availability as specified in FY2024 appropriations acts.

Certain provisions in the CR provide additional amounts of advance appropriations to specified accounts or otherwise alter the advance appropriations provided to those accounts. Summaries of these provisions are included in the section of this report titled “Agency-, Account-, and Program-Specific Provisions” under the headings of the relevant appropriations acts.

Section 1113—Agency Submission of Spending, Expenditure, or Operating Plans

Section 1113 requires various agencies and departments funded by the CR to submit spending, expenditure, or operating plans to the House and Senate Appropriations Committees no later than 45 days after the enactment of the measure.³⁷ These plans are required to provide information at the program, project, or activity level or, as applicable, greater levels of detail as required by appropriations acts for FY2024 or the explanatory text accompanying such acts.³⁸

Section 1114—OMB Reports on Obligations

Section 1114 requires OMB to submit monthly reports to the House and Senate Appropriations Committees providing information on all obligations incurred in FY2025 by each department and agency using funds provided by the CR.³⁹ These reports are required to include obligations incurred by each account and to compare such obligations to obligations incurred over the same period in FY2024.

Section 1115—U.S. Parole Commission⁴⁰

Section 1115 extends the authorization for the U.S. Parole Commission until the end of FY2025. The enactment of the Sentencing Reform Act of 1984 (P.L. 98-473) ended parole for any federal offenders convicted on or after November 1, 1987, and the commission’s authorities were to sunset on October 31, 1992. However, federal prisoners sentenced before this date remain eligible for parole, and the U.S. Parole Commission also makes release decisions for other populations, such as D.C. Code offenders. Absent transferring authority for making release decisions to another body, Congress has periodically extended the sunset date for the commission’s authorities.

³⁷ A list of the agencies and departments required to submit such plans under this provision is included in Section 1113(c).

³⁸ Section 1113(b) requires the plans to reflect any sequestration ordered by the President caused by a breach in the FY2025 discretionary spending limits if any such sequester occurs.

³⁹ The first such report is required no later than May 15, 2025, and subsequent reports are required each month thereafter through November 1, 2025.

⁴⁰ This section was authored by Nathan James, Analyst in Crime Policy.

Section 1116—Transferred Funds Designated as an Emergency Requirement Retain Emergency Designation

Section 1116 establishes that any appropriation provided by the CR that both Congress and the President designate as an emergency requirement will, if transferred to another account pursuant to transfer authorities provided by the CR, retain such emergency designation.⁴¹

Agency-, Account-, and Program-Specific Provisions

This section includes summaries of each agency-, account-, and/or program-specific provision in Titles II–XIII of the act organized by regular appropriations act. This includes “anomalies” that establish exceptions to or deviate from the general funding provided by the CR for certain accounts and activities, as well as other legislative provisions related to extending or amending existing provisions of law. This section also includes summaries of several provisos in Section 1101 of Title I that pertain only to specific accounts or activities funded in one of the regular appropriations acts. For additional information on the provisions summarized in this section, congressional clients may contact the CRS experts identified in the accompanying footnotes.

Anomalies and other legislative provisions are common features of CRs. Congress may include anomalies and other legislative provisions at the request of the President, who typically submits a list of requested provisions ahead of an expected CR.⁴² Congress can accept, reject, or modify such proposals in the course of drafting and considering CRs. In addition, Congress may develop additional anomalies or other legislative provisions for inclusion in a CR.

Agriculture, Rural Development, Food and Drug Administration, and Related Agencies

All of the provisions summarized in this section are included in Title II of the CR (“Agriculture, Rural Development, Food and Drug Administration, and Related Agencies”).

Section 1201—Reduction in Funding for FY2024 Earmarks⁴³

Section 1201 reduces FY2025 appropriations provided to seven accounts by a total of \$248 million compared to FY2024 levels. The seven accounts received a total of \$2.92 billion in FY2024. These reductions represent the FY2024 amounts provided to these accounts for CPF/CDS (“earmarks”).⁴⁴ These U.S. Department of Agriculture (USDA) accounts include (1) Agricultural Research Service Buildings and Facilities (100% of the FY2024 account appropriation was for earmarks); (2) Animal and Plant Health Inspection Service Salaries and Expenses (1% was for earmarks); (3) Natural Resources Conservation Service (NRCS)

⁴¹ Transfers—the shifting of budgetary resources from one appropriations or fund account to another—typically involve movement of funds between accounts either within an agency or across agency boundaries. Transfers are prohibited unless an agency has specific statutory authorization to do so. For more on transfers, see CRS Report R47600, *Transfer and Reprogramming of Appropriations: An Overview*, by Taylor N. Riccard and Dominick A. Fiorentino.

⁴² The list of anomaly requests from the Administration for this CR can be found in Aidan Quigley, “Trump White House Submits CR ‘Anomalies’ Request to Congress,” *Congressional Quarterly*, February 27, 2025, <https://plus.cq.com/doc/news-8184930?0>.

⁴³ This section was authored by Jim Monke, Specialist in Agricultural Policy.

⁴⁴ For additional background, see CRS Report R48471, *Agriculture Appropriations: Earmarks Disclosed from FY2022 to FY2024*, coordinated by Lisa S. Benson.

Conservation Operations (2% was for earmarks);⁴⁵ (4) NRCS Watershed and Flood Prevention Operations (58% was for earmarks); (5) Rural Utilities Service (RUS) Rural Water and Waste Disposal (20% was for earmarks); (6) RUS Distance Learning, Telemedicine, and Broadband (19% was for earmarks); and (7) RUS ReConnect broadband program (10% was for earmarks).⁴⁶

Section 1202—Increases in Appropriations for FY2025⁴⁷

Section 1202 increases FY2025 appropriations for three accounts by a total of \$627 million over FY2024 levels. These USDA accounts include (1) Food Safety and Inspection Service: \$1.21 billion for FY2025, an increase of \$24 million (+2%) over FY2024;⁴⁸ (2) Food and Nutrition Service Commodity Assistance Program: \$516 million for FY2025, an increase of \$36 million (+7%) over FY2024, of which \$425 million was provided for the Commodity Supplemental Food Program;⁴⁹ and (3) Food and Nutrition Service Special Supplemental Nutrition Program for Women, Infants, and Children (WIC): \$7.60 billion for FY2025, an increase of \$567 million (+8%) over FY2024.⁵⁰ The increase for WIC was requested by the Trump Administration. The prior FY2025 CRs had allowed the two Food and Nutrition Service programs to be apportioned at a rate necessary to maintain participation.⁵¹

Section 1203—Livestock Mandatory Reporting Act⁵²

Section 1203 extends the authorization of the Livestock Mandatory Reporting Act of 1999, as amended (7 U.S.C. §§1635-1636i), through FY2025. Congress reauthorized and amended this act in the Agriculture Reauthorizations Act of 2015 (P.L. 114-54) and has provided short-term extensions since that time. The Consolidated Appropriations Act, 2024 (P.L. 118-42) included the latest extension before enactment of P.L. 119-4.⁵³

Section 1204—Reduction in Funding for FY2024 Earmarks from Nonrecurring Expenses Fund⁵⁴

Section 1204 excludes from continuation for FY2025 the \$505 million from the Nonrecurring Expenses Fund that had been included in the FY2024 appropriation for the Rural Housing Service Community Facilities account. This reduction represents the FY2024 amount provided for

⁴⁵ For additional background, see CRS Report R47560, *Agricultural Conservation: FY2023 and FY2024 Appropriations*, by Megan Stubbs.

⁴⁶ For additional background, see CRS Report R47017, *USDA's ReConnect Program: Expanding Rural Broadband*, by Lisa S. Benson.

⁴⁷ This section was authored by Jim Monke, Specialist in Agricultural Policy, and Randy Alison Aussenberg, Specialist in Nutrition Assistance Policy.

⁴⁸ For additional background, see CRS In Focus IF12784, *Federal Inspection of Meat, Poultry, and Egg Products*, by Lia Biondo.

⁴⁹ For additional background, see CRS In Focus IF12255, *Farm Bill Primer: SNAP and Nutrition Title Programs*, by Randy Alison Aussenberg and Kara Clifford Billings.

⁵⁰ For additional background, see CRS Report R44115, *A Primer on WIC: The Special Supplemental Nutrition Program for Women, Infants, and Children*, by Randy Alison Aussenberg.

⁵¹ For additional background, see CRS Report R48214, *Overview of Continuing Appropriations for FY2025 (Division A of P.L. 118-83)*, by Drew C. Aherne.

⁵² This section was authored by Lia Biondo, Analyst in Agricultural Policy.

⁵³ For additional background, see CRS Report R45777, *Livestock Mandatory Reporting Act: Overview for Reauthorization in the 116th Congress*, by Joel L. Greene. Congressional staff may contact Frank Gottron, Section Research Manager, for inquiries related to this report.

⁵⁴ This section was authored by Jim Monke, Specialist in Agricultural Policy.

CPF/CDS (“earmarks”) for Community Facilities.⁵⁵ The Community Facilities account received a total of \$510 million in FY2024.⁵⁶ The Nonrecurring Expenses Fund allocation in FY2024 was from previously appropriated unobligated balances and therefore did not count against discretionary spending limits.

(Section 1111 of the CR establishes that the act does not provide funding for the purposes of the FY2024 earmarks, unless specified otherwise. Neither Section 1111 nor Section 1204 affects the availability of funds in FY2024 appropriations acts for such earmarks.)

Section 1205—Agricultural Credit Insurance Fund Program⁵⁷

Section 1205 allows amounts for loan subsidies for the USDA Farm Service Agency’s farm loan program to be reprogrammed among the loan categories to maintain FY2024 loan authorization levels.⁵⁸ This provision was requested by the Trump Administration.

Section 1206—Rural Development Programs⁵⁹

Section 1206 allows USDA to transfer appropriated amounts for the Rural Development mission area among the rural development accounts to maintain FY2024 program levels to the extent possible, provided that \$34 million must be transferred to the Rural Housing Service Rental Assistance Program. The Rental Assistance Program received \$1.61 billion out of nearly \$3.6 billion available for rural development in 2024. The \$34 million transfer would be an increase of 2% for the Rental Assistance Program.⁶⁰ This provision was requested by the Trump Administration. The implications for other Rural Development programs that USDA might reduce to accomplish the budget neutral transfer is uncertain.

Section 1207—Agricultural Disaster Assistance⁶¹

Section 1207 allows certain agricultural producers to retain supplemental disaster assistance payments that may have been claimed incorrectly under the Emergency Relief Program 2022 (ERP 2022).⁶² When completing the ERP 2022 application, some agricultural producers indicated that all of their acreage was insured through the Federal Crop Insurance Program or enrolled in the Noninsured Crop Disaster Assistance Program even though a portion of their land was not.⁶³

⁵⁵ For additional background, see CRS Report R48471, *Agriculture Appropriations: Earmarks Disclosed from FY2022 to FY2024*, coordinated by Lisa S. Benson.

⁵⁶ For additional background, see CRS Report R48431, *Agriculture and Related Agencies: FY2025 Appropriations*, by Jim Monke.

⁵⁷ This section was authored by Jim Monke, Specialist in Agricultural Policy.

⁵⁸ For additional background, see CRS Report R46768, *Agricultural Credit: Institutions and Issues*, by Jim Monke.

⁵⁹ This section was authored by Lisa S. Benson, Specialist in Agricultural Policy, and Maggie McCarty, Specialist in Housing Policy.

⁶⁰ For additional background, see CRS Report R48431, *Agriculture and Related Agencies: FY2025 Appropriations*, by Jim Monke.

⁶¹ This section was authored by Christine Whitt, Analyst in Agricultural Policy, and Stephanie Rosch, Analyst in Agricultural Policy.

⁶² USDA created the Emergency Relief Program 2022 to administer funds authorized by the Consolidated Appropriations Act, 2023, Title I, Division N (P.L. 117-328). For more information, see CRS Report RS21212, *Agricultural Disaster Assistance*, by Megan Stubbs, and CRS In Focus IF12544, *Department of Agriculture’s Emergency Relief Program (ERP)*, by Megan Stubbs.

⁶³ For background on the Federal Crop Insurance Program and the Noninsured Crop Disaster Assistance Program, see CRS Report R46686, *Federal Crop Insurance: A Primer*, by Stephanie Rosch and CRS Report R48245, *The Noninsured Crop Disaster Assistance Program (NAP)*, by Christine Whitt.

As a result, these producers would have received higher payments than they were entitled to receive (i.e., up to 90% of eligible losses covered compared to 70%). Section 1207 allows such producers to retain their disaster assistance payments if USDA determines that the losses from the uninsured or uncovered crops are small shares of their total losses. This provision was requested by the Trump Administration.

Commerce, Justice, Science, and Related Agencies⁶⁴

Unless specified otherwise in the accompanying footnotes, all of the provisions summarized in this section are included in Title III of the CR (“Commerce, Justice, Science, and Related Agencies”).

Section 1101(a)(2) – General Provisions⁶⁵

Section 1101(a)(2) provides continuing appropriations for Commerce, Justice, Science, and Related Agencies (CJS) accounts generally at the FY2024-enacted level. It also increases the obligation cap on the Crime Victims Fund⁶⁶ and adjusts some of the rescissions of unobligated balances that were included in the FY2024 CJS Appropriations Act (Division C of P.L. 118-42).

Section 1301 – Reductions for Select CJS Accounts

Section 1301 reduces amounts provided to several CJS accounts for FY2025 compared to FY2024 enacted levels:

- National Institute of Standards and Technology’s Scientific and Technical Research and Services account, which received a total of \$1.08 billion in FY2024, by \$223 million
- National Institute of Standards and Technology’s Construction of Research Facilities account, which received a total of \$168 million in FY2024, by \$80 million
- National Oceanic and Atmospheric Administration’s Operations, Research, and Facilities account, which received a total of \$5.55 billion in FY2024, by \$139 million
- Department of Justice’s State and Local Law Enforcement Assistance account, which received a total of \$2.48 billion in FY2024, by \$475 million
- Department of Justice’s Community Oriented Policing Services account, which received a total of \$665 million in FY2024, by \$247 million
- National Aeronautics and Space Administration’s Safety, Security and Mission Service account, which received a total of \$3.13 billion in FY2024, by \$37 million

⁶⁴ The summaries in this section were authored by Nathan James, Analyst in Crime Policy.

⁶⁵ This provision is from Title I of the CR (“General Provisions”) but is included in this section of the report because it pertains only to accounts funded in the Commerce, Justice, Science, and Related Agencies appropriations act.

⁶⁶ For more information on the Crime Victims Fund and the obligation cap, see CRS Report R42672, *The Crime Victims Fund (CVF): Federal Support for Victims of Crime*, by Lisa N. Sacco.

These reductions represent the FY2024 amount provided to these accounts for CPF/CDS (“earmarks”).⁶⁷ (Section 1111 of the CR establishes that the act does not provide funding for the purposes of the FY2024 earmarks unless specified otherwise. Neither Section 1111 nor Section 1301 affects the availability of funds in FY2024 appropriations acts for such earmarks.)

Section 1302—Increases for Select CJS Accounts

Section 1302 increases funding for two CJS accounts for FY2025 compared to FY2024 enacted levels. This includes increasing funding to the Department of Justice’s Justice Information Sharing Technology account from \$30 million for FY2024 to \$38.46 million for FY2025 and the U.S. Marshals Service’s Federal Prisoner Detention account from \$2.10 billion for FY2024 to \$2.24 billion for FY2025.

Department of Defense (DOD)⁶⁸

All of the provisions summarized in this section are included in Title IV of the CR (“Department of Defense”).

Section 1401—Selected Military Personnel Accounts⁶⁹

Section 1401 provides \$171.39 billion for certain DOD military personnel accounts for FY2025.⁷⁰ In general, these accounts fund military pay, allowances, clothing, travel, and other personnel-related costs. This amount is approximately \$5.70 billion (3.4%) more than the amount provided for such accounts in the Department of Defense Appropriations Act, 2024 (Division C of P.L. 118-47).⁷¹ The chairs of the House and Senate Committees on Appropriations described the increase in part as covering the cost of a pay raise for junior enlisted personnel.⁷²

⁶⁷ The reduction to the Department of Justice’s State and Local Law Enforcement Assistance account also reflects the CR zeroing out for FY2025 \$125 million in funding for reimbursing cities that hosted presidential nominating conventions for security-related expenses. In addition, funding for National Aeronautics and Space Administration’s Safety, Security and Mission Service account for FY2025 under the CR is \$20 million higher than what it would be if funding for CFP/CDS were subtracted from the FY2024-enacted appropriation for the account.

⁶⁸ The summaries in this section were authored by Brendan W. McGarry, Specialist in U.S. Defense Budget, and Cameron M. Keys, Analyst in Defense Logistics and Resource Management Policy.

⁶⁹ Section descriptions are derived in part from House Appropriations Committee, “Full-Year Continuing Appropriations and Extensions Act, 2025, Section-by-Section Summary,” <https://appropriations.house.gov/sites/evo-subsites/republicans-appropriations.house.gov/files/evo-media-document/full-year-cr-2025-section-by-section-final.pdf>, available in House Appropriations Committee, “Committee Releases Bill to Keep Government Open, Working for the American People.”

⁷⁰ This amount excludes \$11.05 billion appropriated as an accrual payment to the Medicare-Eligible Retiree Health Care Fund, which provides TRICARE for Life medical insurance for military retirees. Because this payment is made automatically under a provision of permanent law (10 U.S.C. §§1111-1117), these funds are not provided by annual defense appropriations acts even though they are treated as discretionary funding for purposes of the congressional budget process.

⁷¹ U.S. Congress, House Committee on Appropriations, *Further Consolidated Appropriations Act, 2024*, report to accompany H.R. 2882/P.L. 118-47 [Legislative Text and Explanatory Statement], Book 2 of 2, Divisions A-F, 118th Cong., 2nd sess., H.Prt. 55-008, 2024, p. 331.

⁷² See, for example, House Appropriations Committee, “Committee Releases Bill to Keep Government Open, Working for the American People”; and Senate Appropriations Committee, “Senator Collins Urges Colleagues to Support Continuing Resolution, Avert Shutdown,” press release, March 14, 2025, <https://www.appropriations.senate.gov/news/majority/senator-collins-urges-colleagues-to-support-continuing-resolution-avert-shutdown>. For more information on the junior enlisted pay raise, see CRS Insight IN12367, FY2025 NDAA: *Military Basic Pay Reform Proposal*, by Kristy N. Kamarck.

Section 1402—Selected Operation and Maintenance Accounts

Section 1402 provides \$290.29 billion for FY2025 for certain DOD operation and maintenance accounts.⁷³ In general, these accounts fund military training, recruiting, civilian pay, health care, facilities upkeep, and other operation costs of the armed services. This amount is approximately \$3.10 billion (1.1%) more than the amount provided for such accounts in the Department of Defense Appropriations Act, 2024.⁷⁴

Section 1403—Selected Procurement Accounts

Section 1403 provides \$134.13 billion for FY2025 for certain DOD procurement accounts. In general, these accounts fund new equipment, equipment upgrades, services, and supplies. This amount is approximately \$4.24 billion (3.1%) less than the amount provided for such accounts in the Department of Defense Appropriations Act, 2024.⁷⁵

Section 1404—Shipbuilding and Conversion Account

Section 1404 provides \$33.33 billion for FY2025 for the Shipbuilding and Conversion, Navy account—a type of procurement account.⁷⁶ In general, this account funds the construction, acquisition, or conversion of vessels, including armor and armament, plant equipment, appliances, and machine tools. This amount is approximately \$333.54 million (1.0%) less than the amount provided for this account in the Department of Defense Appropriations Act, 2024.⁷⁷

Section 1405—Research, Development, Test, and Evaluation Accounts

Section 1405 provides \$141.24 billion for FY2025 for DOD research, development, test, and evaluation (RDT&E) accounts. In general, these accounts fund basic research, advanced research, digital technology, and other types of research with potential defense applications. This amount is approximately \$7.08 billion (4.8%) less than the amount provided for these accounts in the Department of Defense Appropriations Act, 2024.⁷⁸

Section 1406—Revolving and Management Funds

Section 1406 provides \$1.84 billion for FY2025 for DOD revolving and management funds. In general, these funds support Defense Working Capital Funds—a type of revolving fund intended to operate as a self-supporting entity to fund buying and selling activities of the department—and the National Defense Stockpile Transaction Fund, which allows revenues from stockpile disposals to fund the acquisition of new materials and other expenses. This amount is approximately \$53.77

⁷³ In addition, Section 158 of the Further Continuing Appropriations Act, 2025 (Division A of P.L. 118-158), appropriated \$913.00 million in emergency-designated funding for the Operation and Maintenance, Defense-Wide account “to conduct risk reduction and modification of National Security Systems.”

⁷⁴ House Appropriations Committee, *Further Consolidated Appropriations Act, 2024*, H.Prt. 55-008, p. 332.

⁷⁵ House Appropriations Committee, *Further Consolidated Appropriations Act, 2024*, H.Prt. 55-008, p. 333.

⁷⁶ In addition, Section 157 of P.L. 118-158 appropriated \$5.69 billion in emergency-designated funding for the Shipbuilding and Conversion, Navy, account for “for the Virginia Class Submarine program and for workforce wage and non-executive salary improvements for other nuclear-powered vessel programs.”

⁷⁷ House Appropriations Committee, *Further Consolidated Appropriations Act, 2024*, H.Prt. 55-008, p. 333.

⁷⁸ House Appropriations Committee, *Further Consolidated Appropriations Act, 2024*, H.Prt. 55-008, p. 334.

million (3.0%) more than the amount provided for these funds in the Department of Defense Appropriations Act, 2024.⁷⁹

Section 1407—Other Accounts

Section 1407 provides \$42.82 billion for FY2025 for other DOD accounts, including \$40.40 billion for the Defense Health Program; \$775.51 million for Chemical Agents and Munition Destruction, Defense; \$1.11 billion for Drug Interdiction and Counter-Drug Activities, Defense; and \$539.77 million for the Office of the Inspector General. This amount is approximately \$124.69 million (0.3%) more than the amount provided for these accounts in the Department of Defense Appropriations Act, 2024.⁸⁰

Section 1408—Intelligence Community Management Account

Section 1408 provides \$629.13 million for FY2025 for the Intelligence Community Management Account, which is managed by the Office of the Director of National Intelligence in part to oversee intelligence personnel. This amount is approximately \$3.71 million (0.6%) more than the amount provided for this account in the Department of Defense Appropriations Act, 2024.⁸¹

Section 1409—“New Start” Authorities

Section 1409 prohibits DOD from initiating or resuming projects or activities (e.g., “new starts”) unless they were provided for in H.R. 8774, as engrossed in the House of Representatives, or S. 4921, as reported by the Senate Committee on Appropriations.⁸² The Full-Year Continuing Appropriations and Extensions Act, 2025 (Division A of P.L. 119-4) does not include an accompanying explanatory statement specifying defense funding allocations at the line-item level for DOD programs, projects, and activities.

Section 1410—Classified Annex

Section 1410 requires that levels for classified programs funded in appropriations accounts specified in Sections 1401-1408 conform to direction in the classified annex accompanying Title IV of the act and that such levels be implemented in a manner consistent with the Department of Defense Appropriations Act, 2024.

Section 1411—“80-20” Limitation Modification

Section 1411 allows DOD to obligate 40% of certain defense appropriations during the last two months of FY2025, an increase from 20% in FY2024.⁸³

Section 1412—General Transfer Authority Increase

Section 1412(a) allows DOD to transfer up to \$8.00 billion between certain multi-year defense appropriations provided for FY2024, an increase from a previous threshold of \$6.00 billion.

⁷⁹ House Appropriations Committee, *Further Consolidated Appropriations Act, 2024*, H.Prt. 55-008, p. 335.

⁸⁰ House Appropriations Committee, *Further Consolidated Appropriations Act, 2024*, H.Prt. 55-008, p. 336.

⁸¹ House Appropriations Committee, *Further Consolidated Appropriations Act, 2024*, H.Prt. 55-008, p. 337.

⁸² H.R. 8774 and H.Rept. 118-557; S. 4921 and S.Rept. 118-204.

⁸³ P.L. 118-47, §8004.

Section 1412(b) allows DOD to transfer up to \$8.00 billion between certain defense appropriations provided for FY2025.⁸⁴

Section 1413—Federally Funded Research and Development Center Funding

Section 1413 specifies that not more than \$2.89 billion appropriated by the CR for DOD may be used in FY2025 for professional technical staff-related costs of the defense federally funded research and development centers (FFRDCs), an increase from \$2.86 billion in FY2024, and \$461.30 million in FY2025 for the defense studies and analysis FFRDCs, an increase from \$456.80 million in FY2024.⁸⁵

Section 1414—Defense Security Cooperation Agency Funding

Section 1414 modifies funding levels for the Defense Security Cooperation Agency by providing \$1.36 billion for FY2025 for International Security Cooperation Programs and other programs to support and assist foreign security forces or other groups or individuals, a decrease from \$1.41 billion for FY2024; \$350.00 million for FY2025 to reimburse Jordan, Lebanon, Egypt, Tunisia, and Oman for enhanced border security, a decrease from \$380 million for FY2024; and \$50.41 million for FY2025 for payments to reimburse key cooperating nations for logistical, military, and other support, including access provided to U.S. military and stability operations to counter the Islamic State of Iraq and Syria, an increase from \$15 million for FY2024.⁸⁶

Section 1415—Prior-Year Recissions

Section 1415 establishes that funding rescissions for certain defense programs in the Department of Defense Appropriations Act, 2024, shall not apply to funds provided in the act for FY2025.

Section 1416—Current-Year Recissions

Section 1416 rescinds \$1.43 billion from certain DOD funds and accounts, with most recissions, in terms of dollar amount, occurring in Air Force procurement and RDT&E accounts.

Section 1417—Cost to Complete Funding for Certain Shipbuilding Programs

Section 1417 allocates \$2.39 billion of funds appropriated in the act for FY2025 for the Shipbuilding and Conversion, Navy account to fund prior-year shipbuilding cost increases for certain programs.

Section 1418—Multi-Year Procurement Authority

Section 1418 provides multiyear procurement authority for certain defense programs funded from DOD procurement accounts, namely the CH-53K Heavy Lift cargo helicopters, T408 engines used on the CH-53K rotorcraft, and USS *Virginia* Class (SSN-774) fast-attack submarines.

⁸⁴ P.L. 118-47, §8005.

⁸⁵ P.L. 118-47, §8026.

⁸⁶ P.L. 118-47, §§8109, 8110, 8117.

Section 1419—National Defense Reserve Fleet Funding

Section 1419 modifies funding levels for the Shipbuilding and Conversion, Navy account by providing \$204.94 million for FY2025 for the purchase of two used sealift vessels for the National Defense Reserve Fleet.

Section 1420—Office of Strategic Capital Pilot

Section 1420 provides \$89.05 million for FY2025 for the Credit Program Account managed by DOD’s Office of Strategic Capital for “a pilot program on capital assistance to support defense investment in the industrial base.”

Section 1421—Combatant Command Transfer Funding

Section 1421 provides \$8 billion for transfer to military personnel, operation and maintenance, and Defense Working Capital Fund accounts “for U.S. military operations, force protection, and deterrence” led by U.S. Central Command and U.S. European Command.

Section 1422—Operating Plan

Section 1422 requires DOD, after consulting the Defense Appropriations subcommittees, to submit within 45 days of enactment “a spending, expenditure, or operating plan” for FY2025 at the same level of detail required for a department report known as *Base for Reprogramming Actions*. The plan required by Section 1422 is to serve as the baseline for subsequent funding reallocations (i.e., transfers and reprogrammings).

Energy and Water Development and Related Agencies

Unless specified otherwise in the accompanying footnotes, all of the provisions summarized in this section are included in Title V of the CR (“Energy and Water Development and Related Agencies”).

Section 1101(a)(4)—FY2025 Energy and Water Development and Related Agencies Appropriations Act Funding and Exceptions⁸⁷

Section 1101(a)(4) provides, for FY2025, the levels of appropriations for accounts in the Energy and Water Development and Related Agencies Appropriations Act, 2024 (Division D of P.L. 118-42), except for the use of certain unobligated and unallocated Infrastructure Investment and Jobs Act (IIJA, P.L. 117-58) appropriations that P.L. 118-42 directed for specific uses. This includes:

- \$1.43 billion of unobligated and unallocated U.S. Army Corps of Engineers (USACE) construction appropriations from the IIJA to fund construction projects in the explanatory statement accompanying P.L. 118-42,
- funds transferred from IIJA and the Inflation Reduction Act (P.L. 117-169) to the Department of Energy (DOE) Office of the Inspector General for oversight of funds spent under those acts (Section 307),

⁸⁷ This provision is from Title I of the CR (“General Provisions”) but is included in this section of the report because it pertains only to accounts funded in the Energy and Water Development and Related Agencies appropriations act. This section was authored by Anna Normand, Specialist in Natural Resources Policy, and Mark Holt, Specialist in Energy Policy.

- \$950 million of unobligated amounts in IIJA funds for the DOE Civil Nuclear Credit Program to be available for small modular reactors (Section 311); and
- \$2.72 billion of unobligated amounts in IIJA funds for the DOE Civil Nuclear Credit Program to be available for the nuclear fuel availability program (Section 312).

Section 1501—Reduction in Reclamation and DOE Funding for FY2024

Earmarks⁸⁸

Section 1501(1) reduces amounts provided to the Bureau of Reclamation's (Reclamation's) Water and Related Resources account for FY2025 by \$41 million, which received a total of \$1.75 billion in FY2024.⁸⁹ This reduction represents the FY2024 amount provided to this account for CPF/CDS ("earmarks"). Section 1501(1) also removes an FY2024 provision allowing the deposit of a \$5.50 million Reclamation earmark to the San Gabriel Basin Restoration Fund.

Section 1501(2) reduces funding for FY2025 for DOE Energy Projects (CPF/CDS "earmarks") to zero from \$83.7 million appropriated for FY2024.

(Section 1111 of the CR establishes that the act does not provide funding for the purposes of the FY2024 earmarks unless specified otherwise. Neither Section 1111 nor Section 1501 affects the availability of funds in FY2024 appropriations acts for such earmarks.)

Section 1502—Changes in DOE Funding Amounts⁹⁰

Section 1502(1) changes appropriations and offsets for the DOE Title 17 Innovative Technology Loan Guarantee Program by reducing appropriations for administrative costs and offsetting collections that can be applied to administrative costs from \$70 million to \$55 million. The bill also estimates certain fee collections at \$170 million during FY2025.

Section 1502(2) increases the amount for FY2025 for the DOE National Nuclear Security Administration's (NNSA's) Weapons Activities to \$19.29 billion from \$19.11 billion for FY2024 (up \$185 million, or 1%).

Section 1502(3) decreases the amount for FY2025 for NNSA Defense Nuclear Nonproliferation to \$2.40 billion from \$2.58 billion for FY2024 (down \$185 million, or 7%).

Section 1502(4) increases the amount for FY2025 for DOE Other Defense Activities to \$1.11 billion from \$1.08 billion for FY2024 (up \$27 million, or 3%).

Section 1503—U.S. Army Corps of Engineers Work Plan⁹¹

Section 1503(a) removes the requirement under P.L. 118-42 for USACE to allocate appropriated funds in accordance with that act's explanatory statement. Instead, Section 1503(b) directs USACE to develop a work plan to allocate its FY2025 appropriations. For the Investigations,

⁸⁸ This section was authored by Charles V. Stern, Specialist in Natural Resources Policy, and Mark Holt, Specialist in Energy Policy.

⁸⁹ For more on FY2025 appropriations for the Bureau of Reclamation, see CRS In Focus IF12661, *Bureau of Reclamation: FY2025 Budget and Appropriations*, by Charles V. Stern.

⁹⁰ This section was authored by Mark Holt, Specialist in Energy Policy, and Phillip Brown, Specialist in Energy Policy.

⁹¹ This section was authored by Anna Normand, Specialist in Natural Resources Policy. For more information on FY2025 appropriations for the U.S. Army Corps of Engineers, see CRS In Focus IF12648, *U.S. Army Corps of Engineers: FY2025 Appropriations*, by Anna E. Normand and Nicole T. Carter.

Construction, and Mississippi River and Tributary accounts, the section specifies that USACE is to only allocate FY2025 funding to active studies and projects. That means that for FY2025 annual appropriations, there are no “new starts.”⁹² USACE is to deliver its FY2025 work plan to the House and Senate Appropriations Committees no later than May 14, 2025. USACE is not to deviate from the work plan aside from reprogramming authority as provided to USACE in P.L. 118-42.

Section 1504—Uranium Enrichment Decontamination and Decommissioning Fund⁹³

Section 1504 requires FY2025 appropriations for uranium enrichment facility decontamination and decommissioning to be “deposited into and subsequently derived from” the Uranium Enrichment Decontamination and Decommissioning Fund rather than only “derived from” the fund.

Section 1505—Clarification of Final Bill Amounts

Section 1505 specifies that the “Final Bill” amounts provided for FY2024 do not apply in FY2025 for the Weapons Activities, Defense Nuclear Nonproliferation, and Other Defense Activities accounts (so that the amounts in Section 1502 will apply instead).

Section 1506—Reclamation Northwestern New Mexico Rural Water Project Authorization⁹⁴

Section 1506 increases the authorization of appropriations and extends the expiration of the authorization for the Northwestern New Mexico Rural Water Project, a Reclamation rural water project that was originally authorized in 2009 under P.L. 111-11.⁹⁵ The section increases the authorization from \$870 million to \$1.64 billion and extends the project’s authority through 2025.

Section 1507—WIIN Act Funding Allocations⁹⁶

Section 1507(a) releases FY2024 Reclamation funding that was proposed for a surface water storage project (Sites Reservoir) in California in accordance with a May 2024 recommendation under the Biden Administration. Similarly, Section 1507(b) releases FY2023 and FY2024 Reclamation funding recommended in that same transmission for multiple water reuse and recycling projects. The recommendations and congressional release of prior year funding occurs pursuant to processes originally authorized in Sections 4007 and 4009 of the Water Infrastructure Improvements for the Nation Act (P.L. 114-322) and is consistent with other recent congressional approvals under these authorities.⁹⁷

⁹² USACE studies or projects receiving appropriations for the first time are referred to as “new starts.”

⁹³ Summaries for Section 1504 and Section 1505 were authored by Mark Holt, Specialist in Energy Policy.

⁹⁴ This section was authored by Charles V. Stern, Specialist in Natural Resources Policy.

⁹⁵ For more information about Reclamation Rural Water Projects, see CRS Report R46308, *Bureau of Reclamation Rural Water Projects*, by Anna E. Normand.

⁹⁶ This section was authored by Charles V. Stern, Specialist in Natural Resources Policy.

⁹⁷ For additional information, see CRS Report R47987, *Bureau of Reclamation Support for Water Storage Projects*, by Charles V. Stern; and CRS Report R44986, *Water Infrastructure Improvements for the Nation (WIIN) Act: Bureau of Reclamation and California Water Provisions*, by Charles V. Stern, Pervaze A. Sheikh, and Nicole T. Carter.

Section 1508—Naval Examination Acquisition Project⁹⁸

Section 1508 specifies that appropriations provided by the CR for NNSA Naval Reactors “may be used for the design and construction of the Naval Examination Acquisition Project.” FY2025 is the first budget year for this project to recapitalize the core examinations capability and enables Naval Reactors to begin the project’s design phase.

Section 1509—Funding Uses for Weapons Activities⁹⁹

Section 1509 specifies that appropriations provided by the CR for Weapons Activities may be used for:

- Domestic Uranium Enrichment (DUE), a wording change allowing NNSA to spend funds for the DUE program requested in FY2024 and FY2025 under the “Tritium Modernization and Domestic Uranium Enrichment (DUE)” budget line;
- Warhead Assembly Modernization, a new budget line in the FY2025 request that provides targeted investment into warhead assembly and disassembly capabilities;
- Principal Underground Laboratory for Subcritical Experimentation (PULSE) at the Nevada National Security Sites, a new budget line in the FY2025 request for the PULSE New Access project;
- Pantex Analytic Gas Laboratory, a new budget line in the FY2024 request that was not funded in FY2024 appropriations for the replacement of a gas analysis facility constructed in 1945; and
- Los Alamos National Laboratory (LANL) Plutonium Mission Safety and Quality Building, a new budget line in the FY2025 request to support construction for LANL’s plutonium mission.

Financial Services and General Government¹⁰⁰

Unless specified otherwise in the accompanying footnotes, all of the provisions summarized in this section are included in Title VI of the CR (“Financial Services and General Government”).

Section 1101(5)—Rescissions

Section 1101(5) generally extends FY2024 FSGG appropriations language while specifically changing the amounts for previous year rescissions from the Treasury Forfeiture Fund (to \$387.5 million) and Defender Services in District of Columbia Courts (to \$12 million). It specifically does not extend rescissions for Section 636 (White House Information Technology Oversight and Reform), Section 637 (General Services Administration), Section 638 (State Small Business Credit Initiative), and Section 639 (FCC Emergency Connectivity Fund).

⁹⁸ Summaries for Sections 1508 and 1509 were authored by Anya Fink, Analyst in U.S. Defense Policy.

⁹⁹ For more information about NNSA weapons activities, see CRS Report R48194, *The U.S. Nuclear Security Enterprise: Background and Possible Issues for Congress*, by Anya L. Fink.

¹⁰⁰ Unless specified otherwise in the accompanying footnotes, the summaries in this section were authored by Baird Webel, Specialist in Financial Economics.

Section 1601—Reduction in Funding for FY2024 Earmarks

- Section 1601(1) reduces to \$0 for FY2025 the \$13 million in additional amounts provided for FY2024 to Office of National Drug Control Policy.¹⁰¹
- Section 1601(2) reduces to \$0 for FY2025 the \$38 million in additional amounts provided for FY2024 to the National Archives and Records Administration National Historical Publications and Records Commission Grants Program.¹⁰²
- Section 1601(3) reduces to \$0 for FY2025 the \$117 million in additional amounts provided for FY2024 to the Small Business Administration (SBA) initiatives related to small business development and entrepreneurship.

These reductions in Section 1601 represent the additional FY2024 amounts provided to these accounts for CPF/CDS (“earmarks”). (Section 1111 of the CR establishes that the act does not provide funding for the purposes of the FY2024 earmarks unless specified otherwise. Neither Section 1111 nor Section 1601 affects the availability of funds in FY2024 appropriations acts for such earmarks.)

Section 1602—Changes in FSGG Funding levels for FY2025

- Section 1602(1) reduces the amount provided for FY2025 for Election Security Grants administered by the U.S. Election Assistance Commission (EAC) to \$15 million.¹⁰³ This account received \$55 million for FY2024.¹⁰⁴

The CR provides FY2025 funding under the same conditions as the FY2024 funding, which included a requirement to allocate minimum payments of \$1 million to each of the 50 states and the District of Columbia and \$200,000 to each of American Samoa, the Commonwealth of the Northern Mariana Islands, Guam, Puerto Rico, and the U.S. Virgin Islands.¹⁰⁵ To reconcile the intent to ensure a minimum allocation for each state, territory, and DC with the total funding provided for FY2025, the EAC has reduced the minimum payment amounts for FY2025 to \$272,727 for each state and DC and \$54,545 for each territory.¹⁰⁶

- Section 1602(2) provides an additional \$321 million for FY2025 compared to FY2024 enacted levels for the General Services Administration for building operations costs.¹⁰⁷
- Section 1602(3) provides \$8 million for FY2025 for the National Archives and Records Administration—Repairs and Restoration account, removing \$17.5 million in dedicated funding that was provided in FY2024 for the Dwight D. Eisenhower Presidential Library and Museum.¹⁰⁸

¹⁰¹ This section was authored by Barbara Schwemle, Analyst in American National Government.

¹⁰² This section was authored by Meghan Stuessy, Analyst in Government Organization and Management.

¹⁰³ This section was authored by Karen L. Shanton, Analyst in American National Government.

¹⁰⁴ For additional background, see CRS Report R46646, *Election Administration: Federal Grant Funding for States and Localities*, by Karen L. Shanton.

¹⁰⁵ Division A of P.L. 119-4, §1105; P.L. 118-47, Election Security Grants.

¹⁰⁶ CRS correspondence with the U.S. Election Assistance Commission, April 3, 2025.

¹⁰⁷ This section was authored by Garrett Hatch, Specialist in American National Government.

¹⁰⁸ This section was authored by Meghan Stuessy, Analyst in Government Organization and Management.

- Section 1602(4) provides \$90 million for FY2025 for emergency planning and security costs in the District of Columbia with \$50 million of this dedicated for costs associated with the presidential inauguration held in January 2025.¹⁰⁹

Section 1603—General Services Administration Pre-Election Presidential Transition Funding¹¹⁰

Section 1603 provides no funding for FY2025 for the General Services Administration Pre-Election Presidential Transition account. P.L. 118-47 had provided \$10 million for FY2024, which is available until the end of FY2025.

Section 1604—SBA Disaster Loans Program Account¹¹¹

Section 1604 provides a higher level of funding for FY2025 for the SBA Disaster Loan Program Account¹¹² than was provided for FY2024. This section provides \$406 million in total funding for FY2025 for administrative expenses of the disaster loan program compared to \$175 million for FY2024. The entire increase is for direct administrative expenses for the disaster loan program (increased to \$396 million for FY2025 from \$165 million for FY2024). Funding for indirect administrative expenses (\$8.4 million) and a transfer to the SBA Office of Inspector General (\$1.6 million) are unchanged from FY2024 levels.

SBA requested an increase in its disaster loan program account funding in its FY2025 congressional budget justification, stating that the funds would be used “to support administrative expenses and oversight of the agency’s COVID-19 loan and grant portfolio.”¹¹³ This account supports the ongoing servicing of 2.3 million COVID-19 Economic Injury Disaster Loans, totaling over \$286 billion.¹¹⁴

Section 1605—Continued Pay Freeze for Certain Senior Political Officials¹¹⁵

Section 1605 continues, through September 30, 2025, the freeze on the payable pay rates for the Vice President and certain senior political appointees paid under the Executive Schedule and the Senior Executive Service at Section 747 of Division B of P.L. 118-47, as in effect on September 30, 2024. Future congressional action would determine whether the pay freeze continues beyond that date. The freeze does not affect the official rates for the Vice President and the Executive Schedule, which are adjusted under normally applicable law.

¹⁰⁹ This section was authored by Joe Jaroscak, Analyst in Economic Development Policy.

¹¹⁰ This section was authored by Garrett Hatch, Specialist in American National Government.

¹¹¹ This section was authored by Anthony Cilluffo, Analyst in Public Finance; Corinne Blackford, Analyst in Small Business and Economic Development Policy; and Bruce Lindsay, Specialist in American National Government.

¹¹² For additional background, see CRS Report R44412, *SBA Disaster Loan Program: Frequently Asked Questions*, by Bruce R. Lindsay.

¹¹³ Small Business Administration, *FY2025 Congressional Budget Justification and FY2023 Annual Performance Report*, March 11, 2024, p. 5, <https://www.sba.gov/sites/default/files/2024-03/FY%202025%20SBA%20CBJ%20Final%20Updated-508.pdf>.

¹¹⁴ These data are as of September 30, 2024. See Small Business Administration, *FY2024 Annual Performance Report*, January 16, 2025, p. 75, <https://www.sba.gov/sites/default/files/2025-02/FY24%20SBA%20APR-2025-0123-508.pdf>.

¹¹⁵ This section was authored by Barbara Schwemle, Analyst in American National Government.

Section 1606—Treasury Cybersecurity Enhancement Account Transfer Authority

Section 1605 removes the transfer authority in Section 128 of Division B of P.L. 118-47 for FY2025. Section 128 allowed coronavirus local fiscal recovery funds returned to the Secretary of the Treasury under Title 42, Section 803(b)(2)(C)(iv), of the *U.S. Code* to be transferred and merged with the Department of the Treasury—Cybersecurity Enhancement Account.

Section 1607—Federal Communications Commission Universal Service Fund¹¹⁶

Section 1607 extends until the end of FY2025 an exemption to the Antideficiency Act for the Universal Service Fund originally put into place in Section 302 of Title III of P.L. 108-494.

Section 1608—Technical Adjustment (Allowance) for Estimating Differences¹¹⁷

Section 1608 establishes that the statutory discretionary spending caps for FY2025 shall be adjusted upward in the event that either limit (defense or nondefense) would be breached as a result of estimating differences between CBO and OMB. This provision establishes that the total of such adjustments, if any, may not exceed 0.25% of the sum of the adjusted discretionary spending limits for all categories for FY2025.

Provisions requiring adjustments to statutory discretionary spending limits to accommodate estimating differences between CBO and OMB have typically been included in appropriations acts for fiscal years for which such caps are in effect. In recent practice, such provisions have been included in the Financial Services and General Government appropriations act.¹¹⁸

Department of Homeland Security¹¹⁹

Unless specified otherwise in the accompanying footnotes, all of the provisions summarized in this section are included in Title VII of the CR (“Department of Homeland Security”).

Section 1101(a)(6)—Authorization Extensions

Section 1101(a)(6) extends the authorization of three immigration authorities through the end of FY2025. It does so by referencing Title I of Division G of P.L. 118-47. Sections 102-104 of that act provided year-long extensions of the authorities for:

- the Waiver of Foreign Residence Requirements for Physicians Working in Underserved Areas program (8 U.S.C. §1182 note, also known as the “Conrad State 30 Program”);
- the E-Verify program (8 U.S.C. §1324a note); and
- the Grant Special Immigrant Status to Religious Workers Other Than Ministers program (8 U.S.C. §1101(a)(27)(C)(ii)(II) and (III)).

¹¹⁶ This section was authored by Patty Figliola, Specialist in Internet and Telecommunications Policy.

¹¹⁷ This section was authored by Drew C. Aherne, Analyst on Congress and the Legislative Process.

¹¹⁸ For more on these provisions, see the section titled “Technical Adjustment (Allowance) for Estimating Differences” in CRS Report R48387, *Exemptions to the Fiscal Responsibility Act’s Discretionary Spending Limits*, by Drew C. Aherne and Megan S. Lynch.

¹¹⁹ The summaries in this section were authored by William L. Painter, Specialist in Homeland Security Policy and Appropriations.

Section 1101(a)(6) also extends Section 105 of that act, which provided authority for the Secretary of the Department of Homeland Security (DHS) to increase the number of temporary nonagricultural workers allowed into the country under the H-2B program.

These authorization issues were included in the anomalies request from the Biden Administration for potential inclusion in a CR if no further extension had been made and had been included in the interim CR as well in Section 101(6).¹²⁰ The three immigration authority extensions have been addressed in the appropriations process annually beginning with the FY2016 CR.¹²¹ The H-2B cap increase has been carried every year since the FY2018 CR.¹²²

Section 1701—Funding Changes: ICE, TSA, USCG, and FEMA, Including the Disaster Relief Fund

Section 1701 increases the funding levels for FY2025 for the Operations and Support Appropriations for U.S. Immigration and Customs Enforcement, Transportation Security Administration, and U.S. Coast Guard (USCG). It also reduces amounts provided to Federal Emergency Management Agency (FEMA) Federal Assistance appropriation by \$294 million. The FEMA Federal Assistance appropriation received a total of \$3.20 billion in FY2024. This reduction represents the FY2024 amount provided to this account for CPF/CDS (“earmarks”). (Section 1111 of the CR establishes that the act does not provide funding for the purposes of the FY2024 earmarks unless specified otherwise. Neither Section 1111 nor Section 1701 affects the availability of funds in FY2024 appropriations acts for such earmarks.)¹²³

This section also provides \$22.51 billion for FY2025 for the costs of major disasters to FEMA’s Disaster Relief Fund. Even with the additional resources added to FEMA’s projections, the major disasters portion of the fund is expected to be depleted in June 2025 unless measures are taken to slow the rate of obligations.¹²⁴

Section 1702—Polar Icebreaker Acquisition Fix

Section 1702 provides a technical fix to a provision of the Don Young Coast Guard Authorization Act of 2022 that authorized the USCG acquisition of a commercially available polar icebreaker

¹²⁰ OMB, “Authorization Issues,” August 30, 2024, p. 3,

https://www.crs.gov/products/Documents/FY2025_CR_Authorization_Fixes_TechAsst/pdf/FY2025_CR_Authorization_Fixes_TechAsst.pdf.

¹²¹ In FY2016 these extensions appeared in the CR (P.L. 114-53), then as general provisions in the final bill (P.L. 114-113, Division G, §§572-574). In FY2017 and FY2018, those general provisions were extended by reference in the CR (P.L. 114-223, Division C; P.L. 115-56, Division D). In the FY2018 consolidated appropriations act (P.L. 115-141), the immigration extensions were shifted to a different division (Division M), so in FY2019 they were included by reference in the first section of the CR (P.L. 115-245, Division C). This pattern of extension in CRs by reference to a year-end extensions division has continued since. See the next footnote for a more complete list.

¹²² FY2018, P.L. 115-56, Division D, §101, extended by reference to P.L. 115-31, Division F (FY2017 general provisions); FY2019, P.L. 115-245, Division C, §101, extended by reference to P.L. 115-141, Division M, Title II (prior fiscal year extensions, as are all the following); FY2020, P.L. 116-59, Division A, §101, extended by reference to P.L. 116-6, Division H, Title I; FY2021, P.L. 116-159, §101, extended by reference to P.L. 116-94, Division I, Title I; FY2022, P.L. 117-43, §101, extended by reference to P.L. 116-260, Division O, Title I, §§101-103 and 105; FY2023, P.L. 117-180, §101, extended by reference to P.L. 116-260, Division O, Title II; and FY2024, P.L. 118-15, Division A, §101, extended by reference to P.L. 117-328, Division O, Title III, §§301-304.

¹²³ For more details on changes in funding levels, see CRS Report R48189, *Department of Homeland Security Appropriations: FY2025 State of Play*, by William L. Painter.

¹²⁴ For more details, see CRS Report R47676, *Disaster Relief Fund State of Play: In Brief*, by William L. Painter.

and provided several exceptions to acquisition program requirements for the program.¹²⁵ The authorization bill inadvertently left several requirements in effect that needed to be delayed in order to allow the acquisition to proceed.¹²⁶

This anomaly was included in the anomalies request list from the Biden Administration and in Section 133 of the interim CR for FY2025 (Division A of P.L. 118-83).

Section 1703—USCG Senior Enlisted Ratio

Section 1703 waives a cap on the relative number of Senior Chief Petty Officers and Master Chief Petty Officers (E-8s and E-9s) in the USCG for FY2025.¹²⁷ Section 222 of the House-passed Coast Guard Authorization Act of 2024 included a somewhat similar provision providing for a specific increase in the ratio of these senior non-commissioned officers to total USCG enlisted personnel through FY2027.

While not requested by the Biden Administration as part of CR discussions, this anomaly had been included in Section 152 of the interim CR for FY2025 (Division A of P.L. 118-83). It was intended to prevent unpredictable workforce shortages and retention issues from affecting the USCG leadership development pipeline.¹²⁸

Section 1704—Secret Service Premium Pay

Section 1704 raises the limit on funding for U.S. Secret Service premium pay in excess of regular statutory limits from \$24 million to \$35 million.

Section 1705—USCG Towing Fee Collection

Section 1705 terminates the effect for FY2025 of an FY2024 administrative provision that restricted the USCG from collecting fees on the inspection of towing vessels until it took certain regulatory steps.

Section 1706—Rescission of Unobligated Funds

Section 1706 rescinds \$30 million in unobligated operations and support funds provided by the FY2024 DHS appropriations act from 10 DHS components.

Section 1707—Nonrecurring Expenses Fund Rescission

Section 1707 rescinds \$133 million from the DHS Nonrecurring Expenses Fund. The fund was established by Section 538 of the FY2022 DHS appropriations act to receive unobligated appropriations up to five years after their expiration to fund information technology improvements and facilities infrastructure improvements for DHS. Rescissions from the fund have frequently been used to offset the discretionary cost of the DHS appropriations bill.

¹²⁵ P.L. 117-263, Division K, §11223(b)(1).

¹²⁶ P.L. 117-263, Division K, §11223(b)(2).

¹²⁷ For any military service, Title 10, Section 517, of the *U.S. Code* limits the number of E-8s on any given day to no more than 2% (2.5% for the Army) of the total enlisted ranks as of January 1 and the number of E-9s to no more than 1%. Those on active duty for training or work with the reserves are not included in the total.

¹²⁸ See, for example, Jared Serbu, “Coast Guard Weathers Operational Cutbacks Amid Serious Personnel Shortage,” *Federal News Network*, August 13, 2024, <https://federalnewsnetwork.com/defense-news/2024/08/coast-guard-weather-operations-cutbacks-amid-serious-personnel-shortage/>.

Section 1708—FEMA Grant Offset

Section 1708 offsets the cost of \$115 million of FEMA’s Federal Assistance appropriation by deriving it from unobligated balances of dam safety grants provided under the IJA (P.L. 117-58).

Section 1709—National Flood Insurance Program (NFIP) Reauthorization

Section 1709 extends the authorization for the NFIP to continue to operate for the remainder of FY2025 by altering the application of two provisions in the *U.S. Code*.

The first provision is a temporary extension of the NFIP’s borrowing authority, and the second is a termination date for the NFIP’s authority to issue new policies. Both provisions are necessary to extend normal NFIP operations. The NFIP has \$30.4 billion of borrowing authority that would have expired at the end of FY2024 had it not been extended by the interim CRs.¹²⁹ Section 1709(a) extends this level of borrowing authority through the end of FY2025, allowing the NFIP to continue to pay claims. Additionally, the NFIP’s authority to issue new policies would have expired at the end of FY2024 had it not been extended by the interim CRs.¹³⁰ Section 1709(a) extends that authority through the duration of the CR as well.

Similar extensions have been enacted since FY2018, and CRs have been used intermittently as vehicles for temporary extensions of NFIP authorities since 1998.¹³¹

Department of the Interior, Environment, and Related Agencies

Unless specified otherwise in the accompanying footnotes, all of the provisions summarized in this section are included in Title VIII of the CR (“Department of the Interior, Environment, and Related Agencies”).

Section 1101(a)(7)—Exclusion from Coverage of Certain Provisions in FY2024 Interior, Environment, and Related Agencies Appropriations Act¹³²

Section 1101(a)(7) excludes from coverage under the CR several provisions in the FY2024 Interior, Environment, and Related Agencies appropriations act that provided for rescissions of unobligated balances of appropriations in earlier fiscal years for specified agencies and purposes. This provision also excludes from coverage under the CR \$4 million that had been provided for FY2024 for the Environmental Protection Agency to carry out Section 2001 of the American’s Water Infrastructure Act of 2018 (42 U.S.C. §300j-3c note).

¹²⁹ 42 U.S.C. §4016(a).

¹³⁰ 42 U.S.C. §4026.

¹³¹ For additional information on what expiration of the program might mean, see CRS Insight IN10835, *What Happens If the National Flood Insurance Program (NFIP) Lapses?*, by Diane P. Horn.

¹³² This provision is from Title I of the CR (“General Provisions”) but is included in this section of the report because it pertains only to accounts funded in the Interior, Environment, and Related Agencies appropriations act. Summaries for Sections 1101(a)(7), 1801, and 1802 were authored by Carol Hardy Vincent, Specialist in Natural Resources Policy.

Section 1801—Account Reductions

Section 1801 reduces funding for FY2025 for 10 accounts in various agencies compared to FY2024 enacted levels. The FY2025 amounts appear to match FY2024 appropriations for these accounts *less* the amounts specified for CPF, CDS, and other specified project funding.¹³³

(Section 1111 of the CR establishes that the act does not provide funding for the purposes of the FY2024 earmarks unless specified otherwise. Neither Section 1111 nor Section 1801 affects the availability of funds in FY2024 appropriations acts for such earmarks.)

Section 1802—Account Increases

Section 1802 increases FY2025 funding, over FY2024 enacted levels, for four accounts or programs within different departments and agencies. These departments and agencies are the National Park Service for planning and security related to the 2025 presidential Inauguration, the Environmental Protection Agency to modernize information technology systems, and both the Department of the Interior (DOI) and the U.S. Forest Service (FS) for wildland fire management pertaining to wildland firefighter pay.¹³⁴

Section 1803—Indian Health Service, Indian Health Services Account¹³⁵

Section 1803(a) adjusts the amount of FY2025 appropriations for the Indian Health Services account that would have otherwise been provided by Section 1101. Since FY2023, this account has received both regular appropriations for the budget year and an advance appropriation for the following fiscal year. The FY2024 Interior, Environment, and Related Agencies appropriations act provided an FY2024 total of \$4.95 billion for the account (inclusive of \$4.63 billion in FY2024 advance appropriations previously enacted) plus \$4.68 billion in advance appropriations for FY2025. This subsection of the CR reduces one of the FY2025 regular appropriations for the general purposes of the account to \$38.7 million (-\$17.4 million relative to FY2024).

FY2025 advance appropriations to the account were \$56.0 million more than FY2024 advance appropriations. As a result of the Section 1803(a) provision above, the FY2025 total for this account is \$4.99 billion, a \$38.7 million increase (0.8%) relative to FY2024.

Section 1803(b) provides an advance appropriation of \$38.7 million for FY2026 for the Indian Health Services account. This amount is in addition to the \$4.68 billion in advance appropriations provided to the account for FY2026 pursuant to Section 1112 of the CR for a total of \$4.72 billion.

Section 1804—Indian Health Service, Indian Health Facilities Account¹³⁶

Section 1804(a) adjusts various funding levels in the Indian Health Facilities account for FY2025 that would have otherwise been provided by Section 1101. Since FY2023, this account has

¹³³ A section-by-section summary of a draft of the Full-Year Continuing Appropriations and Extensions Act, 2025, released by the House Appropriations Committee (majority) indicated that the intent of Section 1801 was to reduce account levels to remove FY2024 funding for CPF and CDS in FY2024.

¹³⁴ A section-by-section summary of a draft of the Full-Year Continuing Appropriations and Extensions Act, 2025, released by the House Appropriations Committee (majority) specified the intent of the increases as reflected here.

¹³⁵ Jessica Tollestrup, Specialist in Social Policy, contributed to this section. For inquiries related to the Indian Health Service, contact Elayne J. Heisler, Specialist in Health Services.

¹³⁶ Jessica Tollestrup, Specialist in Social Policy, contributed to this section. For inquiries related to the Indian Health Service, contact Elayne J. Heisler, Specialist in Health Services.

received both regular appropriations for the budget year and an advance appropriation for the following fiscal year. The FY2024 Interior, Environment, and Related Agencies appropriations act provided an FY2024 total of \$813.2 million for the account (inclusive of \$501.5 million in FY2024 advance appropriations previously enacted) plus \$506.9 million in advance appropriations for FY2025. This subsection of the CR reduces the FY2025 regular appropriations for the general purposes of the account to \$3.9 million for FY2025 (-\$1.4 million relative to FY2024).

This subsection also reduces amounts provided to the account for FY2025 by \$17.0 million, the FY2024 amount provided for sanitation facilities construction CPF/CDS items. Within the account, this provision also reduces the FY2025 total for sanitation facilities construction and health care facilities construction by \$17.0 million, from \$306.3 million to \$289.3 million.

FY2025 advance appropriations to the account were \$5.4 million more than FY2024 advance appropriations. As a result of the Section 1804(a) provisions above, the FY2025 total for this account is \$800.1 million, a \$13.1 million decrease (-1.6%) relative to FY2024.

Section 1804(b) provides an advance appropriation of \$3.9 million for FY2026 for the Indian Health Facilities account. This amount is in addition to the \$506.9 million in advance appropriations provided to the account for FY2026 pursuant to Section 1112 of the CR for a total of \$510.8 million.

Section 1805—Office of Navajo and Hopi Indian Relocation¹³⁷

Section 1805 provides \$1.65 million for FY2025 for the Office of Navajo and Hopi Indian Relocation, which implements the relocation of Navajo and Hopi people living on each other's lands. The FY2024 Interior, Environment, and Related Agencies appropriations act had provided \$5 million for this purpose, derived from unobligated balances from prior year appropriations.

Section 1806—Wildland Fire Suppression¹³⁸

Section 1806 provides a total of \$2.75 billion to the FS and DOI for wildfire suppression pursuant to a budgetary mechanism known as the *wildfire adjustment* (see below).¹³⁹ Specifically, Section 1806(a) provides \$360 million for DOI's Wildfire Suppression Operations Reserve Fund, and Section 1806(b) provides \$2.39 billion to FS's Wildfire Suppression Operations Reserve Fund. The *wildfire adjustment* allows for an upward adjustment of the discretionary spending limits to accommodate a specific amount of additional funding for suppression. The wildfire adjustment is available annually through FY2027. The maximum amount available under the adjustment is specified in statute and increases annually. For FY2025, the maximum amount is \$2.75 billion. Statute does not specify how the money is to be divided between FS and DOI. Congress generally allocates the majority of funding to the FS.

Section 1807—Wildland Firefighter Pay

Section 1807 changes base rates of pay and incident response premium pay for federal wildland firefighters.¹⁴⁰ Among other components, it enacts into law Title 5, Section 5332a, of the *U.S.*

¹³⁷ This section was authored by Carol Hardy Vincent, Specialist in Natural Resources Policy, and Mariel J. Murray, Specialist in Natural Resources Policy.

¹³⁸ Summaries for Sections 1806 and 1807 were authored by Anne A. Riddle, Specialist in Natural Resources Policy.

¹³⁹ 2 U.S.C. §901(b)(2)(F).

¹⁴⁰ Such changes had been included in Sections 456 and 457 of H.R. 8998, 118th Congress, as passed by the House. Section 1807 of P.L. 119-4 states that these two sections of H.R. 8998 "are hereby enacted into law."

Code to entitle wildland firefighters (as defined in the section) to a special base rate of pay for all grades in the General Schedule, calculated by increasing each General Schedule base rate by a specified percentage, to replace the applicable General Schedule rate of pay for all purposes. The section also contains other provisions, such as specifying a maximum pay rate and specifying it shall not apply to positions that received salary increases under certain laws.

Section 1807 also enacts into law Title 5, Section 5545c, of the *U.S. Code* to entitle federal wildland firefighters, or those who perform wildland firefighting, to incident response premium pay for the period in which the covered employee is deployed to specified wildfires, prescribed fires, or similar incidents, or is pre-positioned to an area at high risk of wildfire. The new provision of law defines the formula for calculating incident response premium pay in statute and includes limitations and other components.

Section 1808—Historic Preservation Fund¹⁴¹

Section 1808 extends the availability of certain funds that were appropriated for FY2018 (in P.L. 115-123) to the National Park Service Historic Preservation Fund account. The funding is extended through September 30, 2026, “for the liquidation of valid obligations incurred in fiscal years 2018 and 2019.” In FY2018, Congress appropriated \$50 million in emergency supplemental funding to this account for necessary expenses related to the consequences of Hurricanes Harvey, Irma, and Maria. Although the funding expired at the end of FY2019, agencies generally have access to appropriated funding for five fiscal years following the date of expiration to make payments on obligations properly incurred during the period of availability.¹⁴² At the close of five fiscal years, the account is closed, and any remaining balance—whether obligated or unobligated—is cancelled. The remaining balance is no longer available for obligation or expenditure for any purpose.¹⁴³ Section 1808 allows any state historic preservation offices that were allocated emergency supplemental funding as part of P.L. 115-123 to make payments on funds obligated during the two-year period of availability ending on September 30, 2019.

Section 1809—Contribution Authority for Bureau of Ocean Energy Management and Bureau of Safety and Environmental Enforcement¹⁴⁴

Section 1809 extends through FY2025 statutory authority for the Secretary of the Interior to accept public and private contributions of money and services for use by the Bureau of Ocean Energy Management and the Bureau of Safety and Environmental Enforcement in their work to support the exploration and development of offshore energy resources, including preparation of environmental documents. Contribution authority for FY2014-FY2019 was provided in P.L. 113-76. Subsequently, P.L. 116-6 extended the contribution authority through FY2024.

¹⁴¹ This section was authored by Mark K. DeSantis, Analyst in Natural Resources Policy.

¹⁴² 31 U.S.C. §1553.

¹⁴³ 31 U.S.C. §1552. For more information on unobligated funds, see CRS In Focus IF12329, *Expiration and Cancellation of Unobligated Funds*, by Taylor N. Riccard.

¹⁴⁴ This section was authored by Laura B. Comay, Specialist in Natural Resources Policy.

Departments of Labor, Health and Human Services, and Education, and Related Agencies

Unless specified otherwise in the accompanying footnotes, all of the provisions summarized in this section are included in Title IX of the CR (“Departments of Labor, Health and Human Services, and Education, and Related Agencies”).

Section 1101(a)(8)—Exceptions to the Section 1101 Formula for LHHS

*HHS Nonrecurring Expenses Fund Rescission*¹⁴⁵

Section 1101(a)(8) rescinds \$1.47 billion in unobligated balances from HHS’s Nonrecurring Expenses Fund, a no-year fund for HHS capital expenditures, facilities, information technology, administrative, and related expenses. The fund was established by the Consolidated Appropriations Act of 2008 (P.L. 110-161) to enable the HHS Secretary to repurpose certain unobligated balances of expired discretionary funds appropriated to HHS from the General Fund.¹⁴⁶ In recent years, some LHHS appropriations acts have mandated transfers of these funds within HHS and also enacted rescissions of these funds.¹⁴⁷

*Adoption and Legal Guardianship Incentive Payments*¹⁴⁸

Section 1001(a)(8) contains language to ensure that funding for Adoption and Legal Guardianship Incentive Payments (ALGIP) will continue in FY2025 at the FY2024 level of \$75 million. Established via the Adoption and Safe Families Act of 1997 (P.L. 105-89), these payments recognize a state’s success in helping children who would otherwise remain indefinitely in foster care to find permanent families via adoption or legal guardianship. Each fiscal year, a state’s current rate of finalized adoptions/legal guardianships is compared to its past rate, and incentive payments are earned whenever the current rate reflects a higher number of adoptions or legal guardianships than the past rate.¹⁴⁹ In September 2024, HHS awarded \$61 million in incentive payments to 48 states, the District of Columbia, and Puerto Rico based on adoptions and legal guardianships completed in FY2023.¹⁵⁰ These funds are administered by the Department of Health and Human Services Administration for Children and Families.

The incentive payments are funded out of the Children and Families Services Program account, and the FY2025 support may be used to make award payments based on adoptions and legal guardianships completed in FY2024 or FY2025. The intent of this provision is to clarify that

¹⁴⁵ This section was authored by Kavya Sekar, Analyst in Health Policy.

¹⁴⁶ 42 U.S.C. §3514a.

¹⁴⁷ As an example of a transfer, the Consolidated Appropriations Act, 2021 (P.L. 116-260), directed a transfer of \$225 million from the Nonrecurring Expenses Fund (NEF) to the National Institutes of Health (NIH) for facilities and property related expenses. See P.L. 116-260, Division H, §237. Laws prior to FY2024 and FY2025 have also included rescissions to the NEF. See for example, in FY2023 in P.L. 117-328, Division H, §236.

¹⁴⁸ This section was authored by Emilie Stoltzfus, Specialist in Social Policy.

¹⁴⁹ See Section 473A(d) of the Social Security Act. See also U.S. Department of Health and Human Services (HHS), Administration for Children and Families (ACF), “Adoption and Legal Guardianship Incentive Payments,” July 8, 2015, <https://acf.gov/sites/default/files/documents/cb/pi1508.pdf>.

¹⁵⁰ Information on ALGIP awards for FY2023 performance received by CRS from ACF’s Office of Legislative Affairs and Budget in October 2024. For past incentive earnings by state, see this earnings history table, which shows incentives earned in each of FY1998-FY2022: <https://acf.gov/sites/default/files/documents/cb/algipp-earning-history-by-state.pdf>.

roughly \$15 million in unobligated ALGIP funds, which were appropriated in FY2024, remain available for incentive payments that may be awarded for adoptions or legal guardianships completed in FY2024.¹⁵¹

Innovation and Improvement Account Elimination of Funding Related to Earmarks¹⁵²

Section 1101(a)(8) reduces by \$88 million (-7%) the amount provided to the Department of Education (ED) Innovation and Improvement account for FY2025, which received a total of \$1.2 billion in FY2024. This reduction represents the FY2024 amount provided to this account for CPF/CDS (“earmarks”).¹⁵³ (Section 1111 of the CR establishes that the act does not provide funding for the purposes of the FY2024 earmarks unless specified otherwise. Neither Section 1111 nor Section 1101(a)(8) affects the availability of funds provided in FY2024 appropriations acts for such earmarks.) A separate provision—in Section 1908, discussed below—further reduces funding for ED by the amount provided for earmarks in the Higher Education account for FY2024.

State Children’s Health Insurance Program¹⁵⁴

Section 1101(a)(8) updates the amount in Section 528 of P.L. 118-47 for the purposes of the FY2025 funding provided by Section 1101. This provision has the effect of making \$13.1 billion of the funding deposited in the State Children’s Health Insurance Program Child Enrollment Contingency Fund (and income derived from investment of those funds) at HHS unavailable for obligation in FY2025. Similar provisions have been part of previous CRs and annual LHHS appropriations acts. For FY2024, the amount of the reduction in Section 528 of P.L. 118-47 was \$14.2 billion.

American Rescue Plan Act, Public Health Rescissions¹⁵⁵

Section 1101(a)(8) rescinds \$160 million in unobligated balances from appropriations for certain public health programs in the American Rescue Plan Act of 2021 (P.L. 117-2).¹⁵⁶ Previously, Section 529 of the FY2024 LHHS appropriations act (Division D of P.L. 118-47) had rescinded \$4.31 billion from these programs. Under the terms of Section 529, which also apply to this \$160 million rescission, HHS is required to submit to the House and Senate Appropriations Committees a report specifying the unobligated balances rescinded pursuant to this requirement.

¹⁵¹ Amount of unobligated FY2024 incentive payment funding based on information received by CRS from ACF’s Office of Legislative Affairs and Budget in October 2024.

¹⁵² This section was authored by Kyle D. Shohfi, Analyst in Education Policy.

¹⁵³ The addition of earmarks in the Innovation and Improvement account starting in FY2022 was budgeted for by increasing the funds in the account above the level allocated for regular programmatic purposes. In other words, the funding designated by Congress for these specific projects since FY2022 was in addition to the funding provided to the account for regular programmatic purposes.

¹⁵⁴ This section was authored by Alison Mitchell, Specialist in Health Care Financing.

¹⁵⁵ This section was authored by Kavya Sekar, Analyst in Health Policy.

¹⁵⁶ Provisions from which the funds may have been rescinded include those related to COVID-19, such as for vaccines, medical supply chains, and testing, as well as for non-COVID-19 programs such as wellness programs for health care workers and the Medical Reserve Corps program. The exact source of the rescissions cannot be determined from the section text alone.

Section 1901—Bureau of Labor Statistics (BLS)¹⁵⁷

Section 1901 provides for the DOL BLS Salaries and Expenses account an additional \$6 million (+1.0%) in funding for FY2025 relative to FY2024 enacted amounts (\$630 million). While Section 1901 does not direct the additional \$6 million to a specific use within the account, an earlier FY2025 CR (Section 144 of P.L. 118-83) provided additional funding to that account for the Current Population Survey (CPS) at a rate of operations of \$6 million.¹⁵⁸ (That earlier funding was superseded by the enactment of the FY2025 full-year CR.)

The CPS is a monthly survey of approximately 60,000 households and is the source of a wide range of labor market statistics, including monthly unemployment rates and related labor market indicators.¹⁵⁹ The CPS is used to collect data on other social and economic topics, such as supplemental surveys on contingent workers and work schedules, and as an input to the development of other statistical programs, such as the Local Area Unemployment Statistics program. Recently, BLS had indicated that additional resources for the CPS would be necessary to maintain current sample sizes (and thus reliability of estimates) due to the combination of falling response rates to CPS and rising operating costs for in-person data collection (due to repeated contact to encourage participation).¹⁶⁰

Section 1902—Program Integrity Adjustments¹⁶¹

Section 1902 updates the FY2025 amounts appropriated to three “program integrity” adjustments. These adjustments, which are available for certain accounts within the LHHS appropriations act, allow for discretionary spending limits to be adjusted upward to accommodate appropriations for certain program integrity activities, including the following¹⁶²:

- **Reemployment services and eligibility assessments.** Funding for this adjustment is for a DOL program providing grants to states under Section 306 of the Social Security Act for claimants of regular Unemployment Compensation (as defined in such section). For FY2025, the amount of this adjustment is limited to \$271 million in additional new budget authority, a \$6 million increase (+2%) relative to FY2024.
- **Health care fraud and abuse control.** Funding for this adjustment is for the health care fraud abuse control program at the Centers for Medicare and Medicaid Services (in HHS). For FY2025, the amount of this adjustment is limited to \$630 million in additional new budget authority, a \$26 million increase (+4%) relative to FY2024.
- **Continuing disability reviews and redeterminations.** Funding for this adjustment is for the costs associated with conducting continuing disability

¹⁵⁷ This section was authored by David Bradley, Section Research Manager.

¹⁵⁸ For additional information on the CPS, see DOL, Bureau of Labor Statistics (BLS), “Labor Force Statistics from the Current Population Survey Overview,” March 24, 2020, https://www.bls.gov/cps/cps_over.htm.

¹⁵⁹ For some of the labor market measures derived from the CPS, see BLS, “The Employment Situation—August 2024,” press release, April 4, 2025, <https://www.bls.gov/news.release/pdf/empst.pdf>.

¹⁶⁰ BLS, *FY2024 Congressional Budget Justification*, 2023, pp. BLS-29, <https://www.dol.gov/sites/dolgov/files/general/budget/2024/CBJ-2024-V3-01.pdf>.

¹⁶¹ This section was authored by Jessica Tollestrup, Specialist in Social Policy.

¹⁶² For further background on these adjustments and their function within the LHHS Appropriations Act, see Appendix A in CRS Report R47936, *Labor, Health and Human Services, and Education: FY2024 Appropriations*, coordinated by Karen E. Lynch and Jessica Tollestrup; and CRS Report R48387, *Exemptions to the Fiscal Responsibility Act’s Discretionary Spending Limits*, by Drew C. Aherne and Megan S. Lynch.

reviews, SSI nonmedical redeterminations of eligibility, co-operative disability investigation units, and the prosecution of fraud in the programs and operations of SSA by Special Assistant U.S. Attorneys. For FY2025, the amount of this adjustment is not more than \$1.6 billion in additional new budget authority, a \$52 million increase (+3%) relative to FY2024.

Section 1903—Dislocated Worker National Reserve Rescission¹⁶³

Section 1903 rescinds \$75 million from the FY2025 appropriation to the Workforce Innovation and Opportunity Act (WIOA) Dislocated Worker National Reserve in the FY2024 LHHS appropriations act (Division D of P.L. 118-47).¹⁶⁴ The FY2024 LHHS appropriations act provided a total of \$301 million for the Dislocated Worker National Reserve, \$200 million of which was an advance appropriation for FY2025. Section 1903 rescinds \$75 million of the \$200 million in advance appropriations for the National Reserve.

From total funding appropriated for the Dislocated Worker Employment and Training Activities program in a fiscal year, WIOA Section 132(a)(2)(A) specifies that 20% is to be used for a National Reserve account, which provides for National Dislocated Worker Grants (NDWG) and other services for dislocated workers.¹⁶⁵ Specifically, WIOA Section 132(a)(2)(A) provides that the 20% reservation is to be used for four purposes:

1. Reservation for outlying areas for Dislocated Worker Employment and Training Activities (Section 132(b)(2)(A))
2. Dislocated worker technical assistance (Section 168(b))
3. Dislocated worker projects (Section 169(c))
4. National Dislocated Worker Grants (Section 170)

The majority of the National Reserve funding is used for NDWG activities.

These NDWGs are awarded primarily to states and local Workforce Development Boards to provide services for eligible individuals, including dislocated workers, civilian employees of DOD or DOE employed at installations that are being closed within 24 months of eligibility determinations, employees or contractors with DOD at risk of dislocation due to reduced defense expenditures, or certain other members of the Armed Forces.

Services include job search assistance and training for eligible workers. In addition, NDWG funding may be used to provide direct employment (“disaster relief employment”) to individuals for a period of up to 12 months for work related to a disaster.

Section 1904—Organ Procurement and Transplantation Network Fees¹⁶⁶

Section 1904 authorizes the HHS Secretary to collect registration fees from members of the Organ Procurement and Transplantation Network for each transplant candidate that such members place on the waitlist for an organ transplant.¹⁶⁷ The section provides that such fees be

¹⁶³ This section was authored by David Bradley, Section Research Manager.

¹⁶⁴ This program is funded by the Training and Employment Services account within the DOL Employment and Training Administration.

¹⁶⁵ For additional information, see CRS Report R44252, *The Workforce Innovation and Opportunity Act and the One-Stop Delivery System*, by Benjamin Collins.

¹⁶⁶ This section was authored by Jared Sussman, Analyst in Health Policy.

¹⁶⁷ 42 U.S.C. §274. For more information, see CRS Report R48426, *Organ Procurement and Transplantation: Administration, Oversight, and Policy Issues*, coordinated by Marco A. Villagrana and Jared S. Sussman.

credited to the Health Resources and Services Administration (HRSA) Health Systems account and remain available until expended to support operation of the network. Further, the section provides that the Secretary can distribute fees collected pursuant to this section to the entities awarded grants, contracts, or cooperative agreements to operate the network under Title 42, Section 274(b)(1)(A), of the *U.S. Code*. This fee authority applies only to the period covered by the CR (i.e., through September 30, 2025).

Section 1905—National Institutes of Health (NIH) Innovation Account¹⁶⁸

Section 1905 reduces the FY2025 appropriation for the NIH Innovation Account to \$127 million, the level authorized for FY2025 in the 21st Century Cures Act (P.L. 114-255). The NIH Innovation Account, which first received funding in FY2017, funds specific NIH innovation projects that were authorized in the Cures Act and is subject to different budget enforcement rules than are the rest of the NIH appropriations in the LHHS Act.¹⁶⁹

Section 1906—Prevention and Public Health Fund Transfers¹⁷⁰

Section 1906 provides that the \$1.3 billion direct appropriation to the Prevention and Public Health Fund (PPHF, 42 U.S.C. §300u-11) for FY2025 is to be transferred to the same HHS agencies and programs in the same amounts as directed in the FY2024 LHHS appropriations act (Division D of P.L. 118-47). The FY2024 law transferred the \$1.3 billion PPHF appropriation (after sequestration) to specific programs at the Centers for Disease Control and Prevention (\$1.19 billion), Administration for Community Living (\$27.7 million), and Substance Abuse and Mental Health Services Administration (\$12 million).¹⁷¹ These funds supplement discretionary funding for programs at these agencies—in some cases, quite substantially. While the underlying PPHF statute provides the HHS Secretary with authority to transfer amounts from the fund to HHS agencies, since FY2014, provisions in annual appropriations acts and accompanying reports have explicitly directed the distribution of PPHF funds and prohibited the Secretary from making further transfers for those years.¹⁷²

Section 1907—Breast Cancer Screening Recommendations¹⁷³

Section 1907 clarifies the continued extension of the breast cancer screening recommendation provision specified by Section 223 of the FY2024 LHHS appropriations act (Division D of P.L. 118-47) from January 1, 2026, to January 1, 2027. The original version of this provision was enacted in the FY2016 LHHS appropriations act and has subsequently been included in LHHS appropriations acts since that time.¹⁷⁴ It provides that any law referring to current breast cancer

¹⁶⁸ This section was authored by Kavya Sekar, Analyst in Health Policy.

¹⁶⁹ For amounts appropriated to the NIH Innovation Account—up to the limit authorized for each fiscal year—those amounts are subtracted from any cost estimate for enforcing discretionary spending limits (i.e., the budget caps). In effect, appropriations to the NIH Innovation Account as authorized by the Cures Act are not subject to discretionary spending limits. For further information, see CRS Report R48387, *Exemptions to the Fiscal Responsibility Act's Discretionary Spending Limits*, by Drew C. Aherne and Megan S. Lynch.

¹⁷⁰ This section was authored by Kavya Sekar, Analyst in Health Policy.

¹⁷¹ See Section 222 of Division D of P.L. 118-47 and *Congressional Record*, vol. 170, no. 51, book II (March 22, 2024), p. H1894.

¹⁷² For further background, see CRS Report R47895, *Prevention and Public Health Fund: In Brief*, by Kavya Sekar and John H. Gorman.

¹⁷³ This section was authored by Alexa DeBoth, Analyst in Health Policy.

¹⁷⁴ See P.L. 114-113, Division H, Title II, §229. See also the accompanying House explanatory materials, *Congressional Record*, vol. 161, no. 134, book III (December 17, 2015), p. H10290.

screening, mammography, and prevention recommendations of the U.S. Preventive Services Task Force (USPSTF) shall be taken to reference to the recommendations last issued by USPSTF before 2009 rather than the most recent recommendations. These are the USPSTF recommendations on breast screening that were issued on September 3, 2002, which recommended that women age 40 and older receive screening mammography for breast cancer every one to two years.¹⁷⁵

Section 1908—DOL, HHS and ED—Elimination of Funding Related to Earmarks¹⁷⁶

Section 1908 reduces amounts provided for FY2025 to several accounts within the LHHS appropriations act. These reductions represent the FY2024 amount provided to these accounts for CPF/CDS (“earmarks”). (Section 1111 of the CR establishes that the act does not provide funding for the purposes of the FY2024 earmarks unless specified otherwise. Neither Section 1111 nor Section 1908 affects the availability of funds in FY2024 appropriations acts for such earmarks.)

In general, for these accounts, the addition of earmarks starting in FY2022 was budgeted for by increasing the funds in the accounts above the level allocated for regular programmatic purposes. In other words, the funding designated by Congress for these specific projects since FY2022 was in addition to the funding provided to those accounts for regular programmatic purposes. The accounts included in Section 1908 are listed below, along with amounts by which FY2025 appropriations were reduced relative to FY2024:

- DOL, Employment and Training Administration—Training and Employment Services, which received a total of \$4.0 billion for FY2024 and was reduced by \$108 million (-2.7%) for FY2025
- HRSA—HRSA-Wide Activities and Program Support, which received a total of \$1.1 billion for FY2024 and was reduced by \$890 million (-80.2%) for FY2025
- HHS, Substance Abuse and Mental Health Services Administration—Health Surveillance and Program Support, which received a total of \$210 million for FY2024 and was reduced by \$72 million (-34.3%) for FY2025
- ACF—Children and Families Services Programs, which received a total of \$14.8 billion for FY2024 and was reduced by \$40 million (-0.3%) for FY2025
- HHS, Administration for Community Living—Aging and Disability Services Programs, which received a total of \$2.5 billion for FY2024 and was reduced by \$29 million (-1.2%) for FY2025
- ED, Higher Education, which received a total of \$3.3 billion for FY2024 and was reduced by \$202 million (-6.2%) for FY2025

A separate provision—Section 1101(a)(8), discussed above—further reduces FY2025 funding for ED by the amount that was provided for earmarks in the Innovation and Improvement account for FY2024.

¹⁷⁵ U.S. Preventive Services Task Force, “Screening for Breast Cancer: Recommendations and Rationale,” *Annals of Internal Medicine*, vol. 137, no. 5, part 1 (September 3, 2002), pp. 344-346.

¹⁷⁶ This section was authored by Jessica Tollestrup, Specialist in Social Policy.

Section 1909—Account Maintenance Fees¹⁷⁷

Section 1909 extends mandatory budget authority for the ED Secretary to pay account maintenance fees to guaranty agencies under the Federal Family Education Loan (FFEL) program through FY2026. Under the program, state or national nonprofit guaranty agencies administer the federal loan insurance that protects holders of those loans against losses arising from borrower defaults or loan discharges due to a borrower's death or disability and provide a variety of administrative services to lenders. Section 458(a)(4) of the Higher Education Act provides mandatory budget authority to pay account maintenance fees to guaranty agencies as compensation for various tasks related to administering the federal loan guarantees. Account maintenance fees are equal to 0.06% of the original principal balance of outstanding FFEL program loans and are paid quarterly by the Secretary of Education to guaranty agencies. Although authority to originate new FFEL loans terminated on July 1, 2010, many FFEL program loans remain outstanding, and, thus, guaranty agencies continue to perform administrative tasks associated with those loans.

Section 1910—Corporation for National and Community Service¹⁷⁸

Section 1910 specifies that the rescission of discretionary unobligated balances within the National Service Trust will be \$235 million for FY2025, an \$8 million decrease relative to the amount of that rescission for FY2024. The National Service Trust, an account in the U.S. Treasury, provides educational awards for participants in AmeriCorps State and National Grants, the National Civilian Community Corps, and Volunteers in Service to America who successfully complete their terms of service.¹⁷⁹ The trust receives annual appropriations in the LHHS appropriations act to fund those educational awards, which are available until expended.

The number of educational awards to be disbursed depends upon the number of AmeriCorps alumni in any given year who decide to pursue higher education. Many alumni may never use their earned awards, which are a taxable benefit. In recent years, the National Service Trust has begun to accumulate funds in excess of the maximum possible number of educational awards. Therefore, when the FY2024 LHHS appropriations act provided a new \$180 million appropriation of funds to the trust, it also rescinded \$243 million of its discretionary unobligated balances. Section 1910 updates the amount of that rescission while keeping the amount of the new FY2025 appropriation the same as FY2024.

Section 1911—Social Security Administration Limitation on Administrative Expenses¹⁸⁰

Section 1911 provides SSA with the authority to expend \$170 million in FY2025 from user fees collected for the agency's administration of state supplementary payments (SSPs) under the SSI program, a \$20 million increase (+13%) relative to FY2024.¹⁸¹ SSI is a federal assistance

¹⁷⁷ This section was authored by Alexandra Hegji, Specialist in Social Policy.

¹⁷⁸ This section was authored by Adam K. Edgerton, Analyst in Education Policy.

¹⁷⁹ For more information, see CRS Report RL33931, *The Corporation for National and Community Service: Overview of Programs and Funding*, by Adam K. Edgerton.

¹⁸⁰ This section was authored by William Morton, Specialist in Income Security.

¹⁸¹ For additional background, see CRS Report R47097, *Social Security Administration (SSA): Trends in the Annual Limitation on Administrative Expenses (LAE) Appropriation*, by William R. Morton; and CRS Report R48187, *Social Security Administration (SSA): FY2025 Annual Limitation on Administrative Expenses (LAE) Appropriation: In Brief*, by William R. Morton and Tamar B. Breslauer.

program that provides monthly cash payments to older adults and individuals with qualifying disabilities who have income and resources (i.e., assets) within prescribed limits.¹⁸² Some states supplement federal SSI payments with SSPs, which are financed solely with state funds. States may elect to have SSA administer the SSPs on their behalf provided they pay a user fee on each SSP to the federal government. The annual appropriation to SSA's Limitation on Administrative Expenses account authorizes the agency to expend a specified amount of these fees. Any fees collected in excess of the specified amount are not available for expenditure until that authority is provided by subsequent appropriations acts.

Section 1912—Temporary Assistance for Needy Families (TANF) and Related Programs¹⁸³

Section 1912 extends funding for the TANF block grant, the TANF contingency fund, Healthy Marriage and Responsible Fatherhood Grants, and matching grants for TANF and child welfare activities within the U.S. territories.¹⁸⁴ Funding for these programs is provided and controlled by provisions in the Social Security Act; it is not annually appropriated as part of the LHHS appropriations act. Previously, TANF funding was extended through the end of FY2024 by Division G, Section 401, of the Consolidated Appropriations Act, 2024 (P.L. 118-42), and then through March 14, 2025, by Division A, Section 145, of P.L. 118-83, as amended. Section 1912 further extends the funding for the duration of the CR (September 30, 2025).¹⁸⁵

Legislative Branch¹⁸⁶

Unless specified otherwise in the accompanying footnotes, all of the provisions summarized in this section are included in Title X of the CR ("Legislative Branch").

Section 1101(a)(9)—Exclusion from Coverage of Certain Provisions in the FY2024 Legislative Branch Appropriations Act¹⁸⁷

Section 1101(a)(9) generally extends funding provided in the Legislative Branch Appropriations Act, 2024 (Division E of P.L. 118-47), not including funding for the Joint Congressional Committee on Inaugural Ceremonies of 2025. (A joint committee on the inauguration is funded once every four years.¹⁸⁸) This provision also extends the freeze on Member pay for the remainder of FY2025.¹⁸⁹

¹⁸² See CRS In Focus IF10482, *Supplemental Security Income (SSI)*, by Emma K. Tatem and William R. Morton.

¹⁸³ This section was authored by Gene Falk, Specialist in Social Policy.

¹⁸⁴ For an overview of TANF, see CRS Report R48413, *Temporary Assistance for Needy Families (TANF) Block Grant: A Primer*, by Gene Falk.

¹⁸⁵ For further information about previous extensions of these programs, see CRS Report R44668, *The Temporary Assistance for Needy Families (TANF) Block Grant: A Legislative History*, by Gene Falk.

¹⁸⁶ The summaries in this section were authored by Ida A. Brudnick, Specialist on the Congress. For additional background, see CRS Report R48145, *Legislative Branch: FY2025 Appropriations*, by Ida A. Brudnick.

¹⁸⁷ This provision is from Title I of the CR ("General Provisions") but is included in this section of the report because it pertains only to accounts funded in the Legislative Branch appropriations act.

¹⁸⁸ For additional information, see CRS Report R42603, *Joint Congressional Committee on Inaugural Ceremonies: History, Membership, and Inaugural Activities*, by Jacob R. Straus.

¹⁸⁹ For additional information on congressional salaries, see CRS Report 97-1011, *Salaries of Members of Congress: Recent Actions and Historical Tables*, by Ida A. Brudnick.

Section 11001—Adjusting Funding for the Senate

Section 11001 adjusts amounts provided for two Senate accounts for FY2025—Inquiries and Investigations (\$189.20 million) and the Senators’ Official Personnel and Office Expense Account (\$607.40 million).

Section 11002—Adjusting Funding for the House of Representatives

Section 11002 adjusts amounts provided for several House of Representatives accounts for FY2025: (1) Salaries and Expenses, which is the overall total amount provided for the House (\$1.88 billion); (2) the Members’ Representational Allowance (\$850 million); (3) “Salaries, Officers and Employees” (\$320.23 million) and the heading thereunder for the Office of the Sergeant at Arms (\$34.14 million); and (4) the “House of Representatives Modernization Initiatives Account” (\$2 million).

Section 11003—Adjusting Funding for Certain Other Legislative Branch Accounts

Section 11003 adjusts amounts provided for FY2025 for the Office of the Attending Physician (\$4.29 million), the salaries of the Capitol Police (\$603.63 million) and the Architect of the Capitol (Capitol Building, \$48.69 million; Capitol Grounds, \$21.60 million; House Office Buildings, \$146.17 million; Capitol Power Plant, \$123.85 million; and Library Buildings and Grounds, \$64.98 million).

Military Construction, Veterans Affairs, and Related Agencies

Unless specified otherwise in the accompanying footnotes, all of the provisions summarized in this section are included in Title XI of the CR (“Military Construction, Veterans Affairs, and Related Agencies”).

Section 1101(a)(10)—Exemptions from Certain Rescissions¹⁹⁰

Section 1101(a)(10) exempts advance appropriations for FY2026 to certain Department of Veterans Affairs (VA) accounts from rescissions that were included in the Military Construction, Veterans Affairs, and Related Agencies Appropriations Act, 2024 (Division A of P.L. 118-42). Division A of P.L. 118-42 provided several VA accounts with advance appropriations for FY2025.¹⁹¹ Discretionary accounts for which advance appropriations were provided for FY2025 were Medical Services, Medical Community Care, and Medical Support and Compliance. This provision exempts advance appropriations to these three accounts for FY2026 from certain rescissions applied to the FY2025 advance appropriation amounts that were previously provided in the Military Construction, Veterans Affairs, and Related Agencies Appropriations Act, 2024.

¹⁹⁰ This section was authored by Sidath Viranga Panangala, Specialist in Veterans Policy. This provision is from Title I of the CR (“General Provisions”) but is included in this section of the report because it pertains only to accounts funded in the Military Construction, Veterans Affairs, and Related Agencies appropriations act.

¹⁹¹ For additional background on the FY2025 advance appropriations and for a description of various mandatory and discretionary accounts discussed in these sections, see CRS Report R48056, *Department of Veterans Affairs FY2024 Appropriations*, by Sidath Viranga Panangala and Jared S. Sussman.

Section 11101—Department of Defense Military Construction Accounts (MILCON)¹⁹²

Section 11101 reduces the amounts provided to MILCON accounts for FY2025 to \$14.71 billion from a total of \$14.91 billion appropriated for the same accounts in the Military Construction, Veterans Affairs, and Related Agencies Appropriations Act, 2024 (P.L. 118-42, Division A, Title 1).

Section 11102—Family Housing Construction Accounts

Section 11102 reduces the amounts provided to family housing construction for FY2025 to \$752.63 million from the \$826.24 million appropriated for similar family housing construction accounts for FY2024 in the Military Construction, Veterans Affairs, and Related Agencies Appropriations Act, 2024 (P.L. 118-42, Division A, Title 1).

Section 11103—Family Housing Operations and Maintenance

Section 11103 increases the amounts appropriated for family housing operation and maintenance accounts for FY2025 to \$1.26 billion from the \$1.14 billion appropriated for similar accounts for FY2024 in the Military Construction, Veterans Affairs, and Related Agencies Appropriations Act, 2024 (P.L. 118-42, Division A, Title 1).

Section 11104—Application of Section 126 of Division A of P.L. 118-42

Section 11104 permits DOD to use available unobligated funds from prior appropriations acts for certain MILCON projects originally authorized from FY2017 to FY2020 so long as the funds are obligated before October 1, 2025.

Section 11105—Various Sections of Division A of P.L. 118-42 Shall Not Apply for FY2025¹⁹³

Section 11105 establishes that certain sections of the Military Construction, Veterans Affairs, and Related Agencies Appropriations Act, 2024 (Division A of P.L. 118-42) do not apply for FY2025. Specifically, it establishes that Sections 124 and 128-137 of the FY2024 act shall not apply for FY2025. These sections provided designated funding for projects on the FY2024 unfunded priorities lists, planning and design activities for projects that support installation resilience and defense laboratory facilities, funding for the Air Force for expenses incurred due to natural disasters and cost increases, planning and design activities for child development centers, planning and design activities for barracks, certain demolition projects, a Navy investment, and projects to support future foreign military training sites.

Section 11105 also excludes Sections 259 and 260 of the FY2024 Military Construction, Veterans Affairs, and Related Agencies appropriations act from applying for FY2025. These provisions in the FY2024 act made certain rescissions to appropriations to specified VA accounts. Pursuant to this section, none of the amounts specified in Sections 259 and 260 of Division A of P.L. 118-42 will be rescinded from the following accounts for FY2025: VA Medical Care, Veterans Benefits

¹⁹² Summaries for Sections 11101-Section 11104 were authored by Andrew Tilghman, Analyst for Defense Infrastructure.

¹⁹³ This section was authored by Andrew Tilghman, Analyst for Defense Infrastructure, and Sidath Viranga Panangala, Specialist in Veterans Policy.

Administration, General Operating Expenses, General Administration, Board of Veterans Appeals, Information Technology Systems, and Construction, Major Projects.

Section 11106—Access Road Project at Arlington National Cemetery¹⁹⁴

Section 11106 authorizes the use of unobligated Army MILCON funding for completion of an access road project at Arlington National Cemetery.

Section 11107—Changing Amounts to Various Military Construction Accounts (MILCON) for the Sheridan Building at the Armed Forces Retirement Home

Section 11107 makes \$31 million available for payment into the Armed Forces Retirement Home Trust Fund for the purpose of completing the renovation of the Sheridan Building at the Armed Forces Retirement Home in Washington, DC.¹⁹⁵

Section 11108—Various Provisions in Title I of Division A of P.L. 118-42 Shall Not Apply

Section 11108 states that certain restrictions on MILCON appropriations included in the Military Construction, Veterans Affairs, and Related Agencies Appropriations Act, 2024 (Division A of P.L. 118-42) shall not apply for the appropriations made available for FY2025.

Section 11109—Advance Appropriations for FY2026¹⁹⁶

Section 11109 provides advance appropriations for FY2026, which will become available on October 1, 2025. These amounts include the following discretionary advance appropriations for VA medical care accounts: \$75.04 billion for Medical Services, \$34.00 billion for Medical Community Care, \$12.70 billion for Medical Support and Compliance, \$9.70 billion for Medical Facilities. This section also provides the following mandatory advance appropriations for VA benefit programs: \$227.24 billion for Compensation and Pensions, \$20.37 billion for Readjustment Benefits, and \$131.52 million for Veterans Insurance and Indemnities.

Section 11110—Additional Amounts Over FY2025 Advance Appropriations

Section 11110 provides additional funds for FY2025 over the previously appropriated FY2025 advance appropriations for the following accounts: \$30.24 billion for Compensation and Pensions and \$4.86 billion for Readjustment Benefits. Additionally, this section provides \$6.00 billion for the Cost of War Toxic Exposure Fund.

¹⁹⁴ Summaries for Sections 11106-Section 11108 were authored by Andrew Tilghman, Analyst for Defense Infrastructure.

¹⁹⁵ For more on the Armed Forces Retirement Home, see CRS In Focus IF11626, *The Armed Forces Retirement Home*, by Bryce H. P. Mendez.

¹⁹⁶ Summaries for Section 11109 and 11110 were authored by Sidath Viranga Panangala, Specialist in Veterans Policy.

Department of State, Foreign Operations, and Related Programs¹⁹⁷

Unless specified otherwise in the accompanying footnotes, all of the provisions summarized in this section are included in Title XII of the CR (“Department of State, Foreign Operations, and Related Programs”).

Section 1101(a)(11)—Exclusion of Certain Rescissions¹⁹⁸

Section 1101(a)(11) excludes Sections 7074(e) and 7075(a) of the FY2024 Department of State, Foreign Operations, and Related Programs appropriations act (Division F of P.L. 118-47) from coverage under the CR. Section 7074(e) of P.L. 118-47 rescinded unobligated balances from amounts in the Department of the Treasury Forfeiture Fund, Emergency Capital Investment Fund, and Nonrecurring Expenses Fund. Section 7075(a) rescinded \$475 million of Millennium Challenge Corporation (MCC) unobligated balances.

Section 11201—Millennium Challenge Corporation

Section 11201 extends the term of an MCC board member who began their term on September 16, 2019, from December 31, 2024, to December 31, 2025, unless a new member of the board is appointed prior to that date.¹⁹⁹

Section 11202—Special Inspector General for Afghanistan Reconstruction (SIGAR)

Section 11202 grants the State Department discretion in FY2025 to provide SIGAR less than the \$24.84 million from the Office of Inspector General appropriations account that it was required to provide SIGAR in FY2024.

Section 11203—International Boundary and Water Commission (IBWC)

Section 11203 decreases the appropriation for the IBWC’s construction activities from \$156.05 million for FY2024 to \$78.0 million for FY2025.²⁰⁰ This section also increases the share of construction funds that can be transferred to IBWC salaries and expenses from \$5 million in FY2024 to \$15 million in FY2025.

Section 11204—Funding Adjustments

Section 11204 zeroes out funds for the Commission on Reform and Modernization of the Department of State for FY2025, which received \$2 million for FY2024. The section also reduces funding for Contributions for International Peacekeeping Activities from \$1.37 billion for

¹⁹⁷ The summaries in this section were authored by Emily McCabe, Specialist in Foreign Assistance and Foreign Policy, and Cory Gill, Analyst in Foreign Affairs.

¹⁹⁸ This provision is from Title I of the CR (“General Provisions”) but is included in this section of the report because it pertains only to accounts funded in the State, Foreign Operations, and Related Programs appropriations act.

¹⁹⁹ For more on the Millennium Challenge Corporation, see CRS In Focus IF12850, *Millennium Challenge Corporation*, by Nick M. Brown.

²⁰⁰ The International Boundary and Water Commission is a binational commission established to implement boundary and water treaties and international agreements between the United States and Mexico. The U.S. section of the commission is responsible for the overall management and operation of programs, facilities, and infrastructure created in accordance with the United States’ relevant treaties with Mexico. See State Department, *FY2025 Congressional Budget Justification Appendix 1: Department of State Diplomatic Engagement*, p. 498.

FY2024 to \$1.23 billion for FY2025, for Department of the Treasury Debt Restructuring from \$26 million for FY2024 to \$10 million for FY2025, and for a Contribution to the Asian Development Fund from \$87.22 million for FY2024 to \$43.61 million for FY2025.

Section 11205—Exclusion of Selected Provisions

Section 11205 excludes Sections 7004(e), 7034(r), and 7045(l)(2) of the Department of State, Foreign Operations, and Related Programs Appropriations Act, 2024 (Division F of P.L. 118-47) from applying to funds appropriated by the CR. Section 7004(e) of P.L. 118-47 withheld \$100 million in Diplomatic Programs funding from obligation until the Secretary of State took specified actions to implement the Secure Embassy Construction and Counterterrorism Act of 2022 (Division I, Title XCIII of P.L. 117-263). Section 7034(r) designated not less than \$5 million for “rendering assistance to international efforts to bring to justice ... foreign nationals accused of genocide, war crimes or crimes against humanity,” of which not less than \$2.5 million would be for the Trust Fund for Victims. Section 7045(l)(2) required that 50% of funds made available for democracy programs in Venezuela be obligated only after the Secretary of State “determines and reports” that certain criteria related to elections were met.

Section 11206—Changes to Selected General Provisions

Section 11206 reduces the amount of funding made available for FY2025 for “the procurement in Israel of defense articles and defense services, including research and development” to \$450.30 million from \$725.30 million for FY2024. It would also extend, by one-year, applicable dates in Sections 7045(g)(2) (regarding a certification requirement related to Haiti), 7053 (related to parking fines and real property taxes owed by foreign governments), and 7068(b) (related to authorized expenditures of passport and immigrant visa security surcharges).

Section 11207—Rescission Adjustments

Section 11207 changes rescission amounts for FY2025 from FY2024 amounts detailed in Section 7075 of Division F of P.L. 118-47. The rescission for International Narcotics Control and Law Enforcement would increase to \$65 million from \$50 million, the rescission for Consular and Border Security Programs would be reduced to \$375 million from \$902.34 million, and the Export-Import Bank rescission would be replaced with a \$111 million rescission of unobligated balances from the Department of Treasury Debt Restructuring account.

Section 11208—Extensions

Section 11208 extends from 2024 to 2025 provisions related to admission of refugees (8 U.S.C. §1157 note, 8 U.S.C. §1255 note, and 8 U.S.C. §1101 note). The section also extends from September 30, 2029, to September 30, 2030, loan guarantees to Israel (P.L. 108-11, 117 Stat. 576) and extends through 2027 a \$500 million limit on stockpiles of defense articles in foreign countries (22 U.S.C. §2321h(b)(2)(A)).

Transportation, Housing and Urban Development, and Related Agencies²⁰¹

Unless specified otherwise in the accompanying footnotes, all of the provisions summarized in this section are included in Title XIII of the CR (“Transportation, Housing and Urban Development, and Related Agencies”).

Section 1101(a)(12)—Exclusion from Coverage of Certain Provisions in FY2024 Transportation, Housing and Urban Development, and Related Agencies Appropriations Act²⁰²

Section 1101(a)(12) establishes that the CR covers for FY2025 the activities funded in the FY2024 Transportation, Housing and Urban Development, and Related Agencies (THUD) appropriations act, excluding the following provisions from the FY2024 act:

- Section 108, which rescinded prior year unobligated balances from the Department of Transportation (DOT), Railroad Rehabilitation and Improvement Financing Program
- Section 109B, which provided directions regarding the prioritization of the allocation of \$35 million within DOT, National Infrastructure Investments
- Section 119G, which rescinded prior year unobligated balances from DOT, Federal Aviation Administration
- Section 125, which rescinded prior year unobligated balances from DOT, Federal Highway Administration
- Section 154, which rescinded prior year unobligated balances from DOT, Amtrak
- Section 165, which rescinded prior year unobligated balances from DOT, Transit Research
- Section 171, a one-time appropriation to DOT of \$12 million for 10 sealift vessels for the National Defense Reserve Fleet
- Section 236, which rescinded prior year unobligated balances from HUD, Lead Hazard

Section 11301—Reductions in Funding for FY2024 Earmarks

Section 11301 reduces funding for FY2025 for the THUD accounts that received earmark funding in FY2024. As previously noted, Section 1111 of the CR establishes that the act does not provide FY2025 funding for the purposes of FY2024 CDS/CPF items (earmarks). In all cases, the FY2025 reductions in funding for each specified THUD account exactly match the amount of earmarked funding provided in FY2024. The reductions are as follows:

²⁰¹ The summaries in this section were authored by William J. Mallett, Specialist in Transportation Policy, and Maggie McCarty, Specialist in Housing Policy.

²⁰² This provision is from Title I of the CR (“General Provisions”) but is included in this section of the report because it pertains only to accounts funded in the Transportation, Housing and Urban Development, and Related Agencies appropriations act.

- Section 11301(1) reduces amounts provided to DOT, Office of the Secretary, Transportation Planning, Research, and Development for FY2025, which received a total of \$24 million for FY2024, by \$3 million.
- Section 11301(2) reduces amounts provided to DOT, Federal Aviation Administration, Facilities and Equipment for FY2025, which received a total of \$3.2 billion for FY2024, by \$15 million.
- Section 11301(3) reduces amounts provided to DOT, Federal Aviation Administration, Airport Improvement Program for FY2025, which received a total of \$532 million for FY2024, by \$482 million.
- Section 11301(4) reduces amounts provided to DOT, Federal Highway Administration, Highway Infrastructure Programs for FY2025, which received a total of \$2.23 billion for FY2024, by \$1.88 billion.
- Section 11301(5) reduces amounts provided to DOT, Federal Railroad Administration, Consolidated Rail Infrastructure and Safety Improvements for FY2025, which received a total of \$199 million for FY2024, by \$99 million.
- Section 11301(6) reduces amounts provided to DOT, Federal Transit Administration, Transit Infrastructure Grants for FY2025, which received a total of \$252 million for FY2024, by \$207 million.
- Section 11301(7) reduces amounts provided to DOT, Maritime Administration, Port Infrastructure Development Program for FY2025, which received a total of \$120 million for FY2024, by \$70 million.
- Section 11301(8) reduces amounts provided to the Department of Housing and Urban Development (HUD) Community Development Fund account to \$3.48 billion for FY2025. For FY2024, this account received \$6.72 billion. The difference between the two amounts equals the amount provided for Economic Development Initiative CPF/CDS projects in FY2024.

Section 1111 of the CR establishes that the act does not provide funding for the purposes of the FY2024 earmarks unless specified otherwise. Neither Section 1111 nor Section 11301 affects the availability of funds in FY2024 appropriations acts for such earmarks.

Section 11302—DOT Obligation Limitations

Section 11302(a) changes the obligation limitations related to mandatory contract authority from the DOT Highway Trust Fund from those provided in P.L. 118-42 to those enacted in the IIJA (P.L. 117-58). Section 11302(b) raises the obligation limitations from those provided in P.L. 118-42 to those enacted in the FAA Reauthorization Act of 2024 (P.L. 118-63). These changes are as follows:

- Section 11302(a)(2) raises the obligation limitation for DOT, Federal Highway Administration, Federal-Aid Highways by \$1.22 billion from \$60.10 billion in FY2024.²⁰³
- Section 11302(a)(3) lowers the obligation limitation for DOT, Federal Motor Carrier Safety Administration, Motor Carrier Safety Operations and Programs by \$29 million from \$411 million in FY2024.

²⁰³ As part of the overall limitation, Section 11301(1) raises the DOT, Federal Highway Administration, Limitation on Administrative Expenses by \$37 million from \$484 million in FY2024.

- Section 11302(a)(4) raises the obligation limitation for DOT, Federal Motor Carrier Safety Administration, Motor Carrier Safety Grants by \$10 million from \$516 million in FY2024.
- Section 11302(a)(5) raises the obligation limitation for DOT, National Highway Traffic Safety Administration, Operations and Research by \$4 million from \$201 million in FY2024.
- Section 11302(a)(6) raises the obligation limitation for DOT, National Highway Traffic Safety Administration, Highway Traffic Safety Grants by \$18 million from \$813 million in FY2024.
- Section 11302(a)(7) raises the obligation limitation for DOT, Federal Transit Administration, Transit Formula Grants by \$289 million from \$13.99 billion in FY2024.
- Section 11302(b) raises the obligation limitation for DOT, Federal Aviation Administration, Grants-in-Aid for Airports by \$650 million from \$3.35 billion in FY2024.

Section 11303—Funding Increases Relative to FY2024

Section 11303(1) increases amounts for the DOT, Office of the Secretary, Payments to Air Carriers account for FY2025 by \$101 million from \$349 million for FY2024.

Section 11303(2) increases amounts for the DOT, Federal Aviation Administration, Operations account for FY2025 by \$753 million from \$12.73 billion for FY2024.

Section 11303(3) reduces amounts for FY2025 for terminal facilities within the DOT, Federal Aviation Administration, Facilities and Equipment account to \$45 million from \$60 million for FY2024.

Sections 11303(4)-(6) increase amounts for FY2025 for HUD's rental assistance programs above FY2024 levels. These programs typically require funding increases each year to maintain current services. Specifically:

- Section 11303(4) increases the amount available in the Tenant-Based Rental Assistance account—which funds the Section 8 Housing Choice Voucher program—to \$32.04 billion for FY2025 (up from \$28.39 billion for FY2024). This is in addition to the \$4 billion in advance appropriations the account has typically received, so the overall budget authority for the account for FY2025 is \$36.04 billion (compared to \$32.39 billion for FY2024). The full increase is directed toward the renewal costs of existing vouchers. Further, the CR allows the HUD Secretary to use funding that is otherwise set aside for tenant protection vouchers, administrative fees, or new special purpose vouchers to cover the cost of renewing existing vouchers if needed to prevent termination of assistance to families due to inadequate funding. The President's anomalies request indicated that additional funding would be needed in this account to prevent termination of assistance to families.
- Section 11303(4) increases the total amount available for the Project-Based Rental Assistance account to \$16.49 billion for FY2025 (from \$15.61 billion for FY2024). This is in addition to the \$400 million in advance appropriations the account has typically received, so the overall new budget authority for the account is \$16.89 billion for FY2025 (compared to 16.01 billion for FY2024).

- The President’s anomalies request indicated that additional funding would be needed in this account to maintain existing contracts.
- Sections 11303(5) and (6) increase funding for Section 202 Housing for the Elderly and Section 811 Housing for Persons with Disabilities account to \$931.4 million and \$256.7 million, respectively, for FY2025 (from \$913 million and \$208 million, respectively, for FY2024). These funds are for the cost of maintaining existing rental assistance contracts.

Section 11303(8) increases amounts for FY2025 for the National Transportation Safety Board, Salaries and Expenses by \$5 million, from \$140 million for FY2024.

Section 11304—Elimination of FY2024 DOT Rescissions, Funding Direction

Section 11304(1) eliminates the direction of discretionary funds for certain purposes within the account for DOT, Federal Aviation Administration, Grants-in-Aid for Airports.

Section 11304(2) eliminates the rescission of \$17 million from DOT, Maritime Administration, Maritime Security Program.

Section 11304(3) eliminates the rescission of \$21 million from DOT, Maritime Administration, Tanker Security Program.

Section 11304(4) eliminates the rescission of \$4 million from DOT, Maritime Administration, Ship Disposal.

Section 11305—Repurpose Authority for Homelessness Funding

Section 11305 allows the HUD Secretary to repurpose funding for new projects within the Homeless Assistance Grants account to support the renewal needs of existing projects.

Author Information

Drew C. Aherne, Coordinator
Analyst on Congress and the Legislative Process

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