

Financial Services and General Government (FSGG) FY2020 Appropriations: Overview

November 30, 2020

Congressional Research Service
<https://crsreports.congress.gov>

R46620



R46620

November 30, 2020

Baird Webel
Acting Section Research
Manager

Financial Services and General Government (FSGG) FY2020 Appropriations: Overview

The Financial Services and General Government (FSGG) appropriations bill includes funding for the Department of the Treasury, the Executive Office of the President, the judiciary, the District of Columbia, and more than two dozen independent agencies. The House and Senate FSGG bills fund the same agencies, with one exception. The Commodity Futures Trading Commission (CFTC) is usually funded through the Agriculture appropriations bill in the House and the FSGG bill in the Senate.

President Trump submitted his FY2020 budget request on March 11, 2019. The request included a total of \$47.1 billion for agencies funded through the FSGG appropriations bill, including \$315 million for the CFTC.

The House Committee on Appropriations reported a Financial Services and General Government Appropriations Act, 2020 (H.R. 3351; H.Rept. 116-122), on June 19, 2019. Total FY2020 funding in the reported bill would have been \$47.3 billion, with another \$315 million for the CFTC included in the Agriculture appropriations bill (H.R. 3164; H.Rept. 116-107). The combined total of \$47.6 billion would have been about \$0.5 billion above the President's FY2020 request. The House passed H.R. 3351 on June 26, 2019.

The Senate Committee on Appropriations reported a Financial Services and General Government Appropriations Act, 2020 (S. 2524; S.Rept. 116-111), on September 19, 2019. Total FY2020 funding in the reported bill would have been \$46.7 billion, about \$0.4 billion below the President's FY2020 request. The full Senate did not consider S. 2524.

No appropriations bills were enacted prior to the start of FY2020. Instead, multiple continuing resolutions were passed (P.L. 116-59 and P.L. 116-69) that generally maintained FSGG funding based on FY2019 levels.

Full FY2020 FSGG funding was provided in the Consolidated Appropriations Act, 2020 (P.L. 116-93), enacted on December 20, 2019. FSGG appropriations were included as Division C, with the CFTC funded in the Agriculture appropriations in Division B of the Further Consolidated Appropriations Act, 2020 (P.L. 116-94). Combined FY2020 enacted appropriations totaled \$46.6 billion for the FSGG agencies, \$0.5 billion below the original request.

With the onset of the Coronavirus Disease 2019 (COVID-19) pandemic, Congress passed several emergency supplemental bills (P.L. 116-123, P.L. 116-127, P.L. 116-136, and P.L. 116-139) to address the pandemic, providing nearly \$64 billion in appropriated funding to FSGG agencies, particularly the Small Business Administration.

Although financial services are a major focus of the FSGG appropriations bills, these bills do not include funding for many financial regulatory agencies, which are funded outside of the appropriations process. The FSGG bills do, however, often contain additional legislative provisions relating to such agencies. The President's budget request for FY2020 proposed that Consumer Financial Protection Bureau funding be provided by congressional appropriations rather than transfer from the Federal Reserve, but this change was explicitly rejected in the House committee report.

Contents

Administration and Congressional Action	1
Financial Regulatory Agencies and FSGG Appropriations	5
Committee Structure and Scope.....	6

Tables

Table 1. Status of FY2020 Financial Services and General Government (FSGG) Appropriations	2
Table 2. FSGG Appropriations, FY2019-FY2020.....	2
Table 3. FSGG Independent Agencies Appropriations, FY2019-FY2020.....	3

Contacts

Author Information	6
--------------------------	---

The Financial Services and General Government (FSGG) appropriations bill includes funding for the Department of the Treasury (Title I), the Executive Office of the President (Title II), the judiciary (Title III), the District of Columbia (Title IV), and more than two dozen independent agencies (Title V). The bill typically funds mandatory retirement accounts in Title VI, which also contains additional general provisions applying to the funding provided to agencies through the FSGG bill. Title VII typically contains general provisions applying government-wide.

The House and Senate FSGG bills fund the same agencies, with one exception. The Commodity Futures Trading Commission (CFTC) is funded through the Agriculture appropriations bill in the House and the FSGG bill in the Senate. Where the CFTC is funded upon enactment depends on which chamber originated the law, which typically alternates annually. Thus, the enacted amounts for the CFTC are typically in the Agriculture appropriations bill one year and the FSGG appropriations bill the following year.

This structure has existed in its current form since the 2007 reorganization of the House and Senate Committees on Appropriations. Although financial services are a major focus of the FSGG appropriations bill, the bill does not include funding for many financial regulatory agencies, which instead are funded outside of the appropriations process. It is not uncommon for legislative provisions addressing various financial regulatory issues to be included in titles at the end of the bill.

Administration and Congressional Action

President Trump submitted his FY2020 budget request on March 11, 2019. The request included a total of \$47.1 billion for agencies funded through the FSGG appropriations bill, including \$315 million for the CFTC.¹

The House Committee on Appropriations reported a Financial Services and General Government Appropriations Act, 2020 (H.R. 3351) on June 19, 2019.² Total FY2020 funding in the reported bill would have been \$47.3 billion, with another \$315 million for the CFTC included in the Agriculture appropriations bill (H.R. 3164).³ The combined total of \$47.6 billion would have been about \$0.5 billion above the President's FY2020 request. H.R. 3351 was considered in the House beginning June 25, 2019, with several amendments passed to shift a total of \$17.5 million among the FSGG accounts without affecting the overall totals.⁴ The House passed H.R. 3351 on June 26, 2019.

The Senate Committee on Appropriations reported a Financial Services and General Government Appropriations Act, 2020 (S. 2524) on September 19, 2019.⁵ Total FY2020 funding in the

¹ The President's budget does not total the requested amounts according to the congressional appropriations structure. This total amount is as reported in H.Rept. 116-122 and S.Rept. 116-111.

² U.S. Congress, House Committee on Appropriations, *Financial Services and General Government Appropriations Bill, 2020*, report to accompany H.R. 3351, 116th Cong., 1st sess., June 19, 2019, H.Rept. 116-122 (Washington: GPO, 2019).

³ U.S. Congress, House Committee on Appropriations, *Agriculture, Rural Development, Food and Drug Administration, and Related Agencies Appropriations Act, 2020*, report to accompany H.R. 3164, 116th Cong., 1st sess., June 4, 2019, H.Rept. 116-107 (Washington: GPO, 2019).

⁴ Amendments passed included H.Amdt. 435, H.Amdt. 495, H.Amdt. 498, H.Amdt. 499, H.Amdt. 500, H.Amdt. 501, and H.Amdt. 502.

⁵ U.S. Congress, Senate Committee on Appropriations, *Financial Services and General Government Appropriations Bill, 2020*, report to accompany S. 2524, 116th Cong., 1st sess., September 19, 2019, S.Rept. 116-111 (Washington:

reported bill would have been \$46.7 billion, about \$0.4 billion below the President's FY2020 request. The full Senate did not consider S. 2524.

No appropriations bills were enacted prior to the start of FY2020. Instead, multiple continuing resolutions were passed (P.L. 116-59 and P.L. 116-69) that generally maintained FSGG funding based on FY2019 levels.⁶

Full FY2020 FSGG funding was provided in the Consolidated Appropriations Act, 2020 (P.L. 116-93), enacted on December 20, 2019. FSGG appropriations were included as Division C, with the CFTC funded in the Agriculture appropriations in Division B of the Further Consolidated Appropriations Act, 2020 (P.L. 116-94). Combined FY2020 enacted appropriations totaled \$46.6 billion for the FSGG agencies, \$0.5 billion below the original request.

With the onset of the Coronavirus Disease 2019 pandemic, Congress passed several emergency supplemental bills (P.L. 116-123, P.L. 116-127, P.L. 116-136, and P.L. 116-139) to address the pandemic, providing nearly \$64 billion in appropriated funding to FSGG agencies, particularly the Small Business Administration.⁷

Table 1 below reflects the status of FY2020 FSGG appropriations measures at key points in the appropriations process in the 116th Congress. **Table 2** lists the broad amounts requested by the President and included in the various FSGG bills, largely by title, and **Table 3** details the amounts for the independent agencies. Specific columns in **Table 2** and **Table 3** are FSGG agencies' enacted amounts for FY2019, the President's FY2020 request, the FY2020 amounts from the House-passed and Senate committee bills, the initial FY2020 enacted amounts from P.L. 116-93, and the final enacted amounts including P.L. 116-123, P.L. 116-127, P.L. 116-136, and P.L. 116-139.

Table 1. Status of FY2020 Financial Services and General Government (FSGG) Appropriations

Subcommittee Markup		House Report	House Passage	Senate Report	Senate Passage	Conference Report	Final Adoption		Enactment
House	Senate						House	Senate	
June 3, 2019	Sept. 17, 2019	June 19, 2019	June 26, 2019	Sept. 19, 2019	—	—	Dec. 17, 2019	Dec. 19, 2019	Dec 20, 2019

Source: Prepared by the Congressional Research Service (CRS).

Table 2. FSGG Appropriations, FY2019-FY2020

(in millions of dollars)

Agency	FY2019 Enacted	FY2020 Request	FY2020 House-Passed	FY2020 Senate Committee	FY2020 Initial Enacted	FY2020 Final Enacted
Department of the Treasury	12,761	13,071	13,573	12,866	13,058	13,323

GPO, 2019).

⁶ For more information on the continuing resolutions, see CRS Report R45982, *Overview of Continuing Appropriations for FY2020 (P.L. 116-59)*, by James V. Saturno and Kate P. McClanahan.

⁷ Supplemental funding detail can be found on pp 181-184 of the FY2021 House committee report. See U.S. Congress, House Committee on Appropriations, *Financial Services and General Government Appropriations Bill, 2021*, report to accompany H.R. 7668, 114th Cong., 2nd sess., July 17, 2020, H.Rept. 116-456 (Washington: GPO, 2020).

Agency	FY2019 Enacted	FY2020 Request	FY2020 House- Passed	FY2020 Senate Committee	FY2020 Initial Enacted	FY2020 Final Enacted
Executive Office of the President	739	331	740	718	727	727
Judiciary	7,691	8,043	7,929	7,836	7,905	7,912
District of Columbia	726	717	741	673	714	719
Independent Agencies	2,035	3,030	2,700	2,672	2,308	65,985
Mandatory Retirement Accounts	21,818	21,911	21,911	21,911	21,911	21,911
Total	45,770	47,101	47,594	46,675	46,623	110,578

Sources: P.L. 116-93 Explanatory Statement, H.Rept. 116-122, H.R. 3351, S.Rept. 116-111, and H.Rept. 116-456.

Notes: Totals may not sum due to rounding. Figures are net reflecting rescissions and offsetting collections. Totals for each column include funding for the Commodity Futures Trading Commission (CFTC). The CFTC is funded in the House through the Agriculture appropriations bill and in the Senate through the FSGG bill.

The mandatory spending for the President's salary is contained in Section 619, whereas the rest of presidential spending is in Title II.

The "Mandatory Retirement Accounts" amount stems from Section 619.

The "Independent Agencies" funding is primarily in Title V but also reflects funding or rescissions for the Public Company Accounting Oversight Board scholarships, the Oversight.gov website (Inspectors General Council Fund), and the Small Business Administration in Title VI, as well as for the Office of Personnel Management or General Services Administration in Title VII.

Table 3. FSGG Independent Agencies Appropriations, FY2019-FY2020

(in millions of dollars)

Agency	FY2019 Enacted	FY2020 Request	FY2020 House- Passed	FY2020 Senate Committee	FY2020 Initial Enacted	FY2020 Final Enacted
Administrative Conference of the United States	3.1	3.1	3.1	3.3	3.3	3.3
Commodity Futures Trading Commission ^a	268.0	315.0	315.0	305.0	315.0	315.0
Consumer Product Safety Commission	127.0	127.0	135.5	127.0	132.5	132.5
Election Assistance Commission	9.2	12	616.2	262	440.2	840.2
Federal Communications Commission ^b	(399)	(335.6)	(339)	(339)	(339)	200.0
Federal Deposit Insurance Corporation: Office of Inspector General ^c	(43.0)	(43.0)	(43.0)	(43.0)	(43.0)	(43.0)
Federal Election Commission	71.3	70.5	71.5	70.5	71.5	71.5
Federal Labor Relations Authority	26.2	24.9	24.9	24.9	24.9	24.9
Federal Permitting Improvement Steering Council	—	—	—	9.1	8.0	8.0
Federal Trade Commission	156.7	153.3	190.7	153.3	172.0	172.0
General Services Administration ^d	-547.0	796.1	-865.7	-361.8	-1060.9	-765.7
Harry S. Truman Scholarship Foundation	1.0	—	1.7	1.7	1.7	1.7

Agency	FY2019 Enacted	FY2020 Request	FY2020 House- Passed	FY2020 Senate Committee	FY2020 Initial Enacted	FY2020 Final Enacted
Inspectors General Council Fund (Oversight.gov)	2.0	—	1.0	1.0	1.0	1.0
Merit Systems Protection Board	46.8	42.3	46.8	42.3	46.8	46.8
Morris K. Udall Foundation	5.1	5.0	5.0	4.9	5.0	5.0
National Archives and Records Administration ^e	364.1	357.9	374.0	375.3	377.8	385.9
National Credit Union Administration	2.0	—	2.0	—	1.5	1.5
Office of Government Ethics	17.0	17.4	17.4	17.0	17.5	17.5
Office of Personnel Management (discretionary)	295.9	—	337.3	337.3	328.0	420.1
Office of Special Counsel	26.5	26.3	28.0	26.5	27.5	27.5
Postal Regulatory Commission	15.2	16.6	16.6	16.6	16.6	16.6
Privacy and Civil Liberties Oversight Board	5.0	8.5	7.5	8.0	8.2	8.2
Public Building Reform Board	—	3.5	—	1.0	—	—
Public Company Accounting Oversight Board Scholarships	1.0	-5.0	-1.0	1.0	1.0	1.0
Securities and Exchange Commission ^b	(1,712.1)	(1,756.5)	(1,860.5)	(1,766.5)	(1,825.5)	(1,825.5)
Selective Service System	26.0	25.0	24.5	26.0	27.1	27.1
Small Business Administration (SBA)	806.6	668.1	1,001.8	859.1	998.5	63,680.5
SBA Prior Year Rescission	-50.0	—	-16.4	—	-16.4	-16.4
United States Postal Service (USPS)	55.2	56.7	56.7	56.7	56.7	56.7
USPS Office of Inspector General	250.0	250.0	252.0	250.0	250.0	250.0
United States Tax Court	51.5	55.6	53.6	54.5	53.0	53.0
Total: Independent Agencies (net discretionary)	2035.5	3029.7	2384.7	2672.3	2,308.0	65,985.4

Sources: P.L. 116-93 Explanatory Statement, H.Rept. 116-122, H.R. 3351, S.Rept. 116-111, and H.Rept. 116-456.

Notes: All figures are rounded to the nearest one hundred thousand dollars. Columns may not sum due to rounding. Figures in parentheses reflect offsetting collections and are not totaled. The funding for these agencies is primarily in Title V, but the table also reflects funding or rescissions for the Public Company Accounting Oversight Board scholarships (Section 620), the Oversight.gov website (Inspectors General Council Fund, Section 631), the Small Business Administration (Section 635), the Office of Personnel Management (Section 734), and the Commission on Federal Naming and Displays (Section 754).

- a. The Commodity Futures Trading Commission is funded in the House through the Agriculture appropriations bill and in the Senate through the FSGG bill.
- b. The Federal Communications Commission (FCC) and the Securities and Exchange Commission (SEC) are funded by collecting regulatory fees, often resulting in no direct appropriations. Therefore, the amounts shown for the FCC and SEC represent budgetary resources, but those amounts are not included in the table totals. The SEC reserve fund reduction is contained in the general provisions in Title VI rather than with the agency funding in Title V and is reflected in the totals.

- c. Budget authority transferred to the Federal Deposit Insurance Corporation's Office of Inspector General is not included in total FSGG appropriations; it is counted as part of the budget authority in the appropriations account from which it came.
- d. The General Services Administration's (GSA's) real property activities are funded through the Federal Buildings Fund (FBF), a multibillion-dollar revolving fund into which federal agencies deposit rental payments for leased GSA space. Congress makes the FBF revenue available each year to pay for GSA's real property activities. A negative total for the FBF occurs when the amount of funds made available for expenditure in a fiscal year is less than the amount of new revenue expected to be deposited.
- e. Amount as shown in the committee reports. Figures do not include appropriations for repayments of principal on the construction of the Archives II facility. The amount included in the President's budget request and the specific appropriations bills includes this principal repayment.

Financial Regulatory Agencies and FSGG Appropriations

Although financial services are a focus of the FSGG bill, the bill does not actually include funding for the regulation of much of the financial services industry.⁸ Financial services as an industry is often subdivided into banking, insurance, and securities. Federal regulation of the banking industry is divided among the Federal Reserve, the Federal Deposit Insurance Corporation (FDIC), the Office of Comptroller of the Currency, and the Bureau of Consumer Financial Protection (generally known as the Consumer Financial Protection Bureau, or CFPB).⁹ In addition, credit unions, which operate in a way that is similar to many banks, are regulated by the National Credit Union Administration (NCUA). None of these agencies receives its primary funding through the appropriations process, with only the FDIC inspector general and a small program operated by the NCUA currently funded in the FSGG bill.

Insurance is generally regulated at the state level, with some oversight at the holding company level by the Federal Reserve. There is a relatively small Federal Insurance Office (FIO) inside the Treasury, which is funded through the Departmental Offices account, but FIO has no regulatory authority.¹⁰

Federal securities regulation is divided between the Securities and Exchange Commission (SEC) and the CFTC, both of which are funded through appropriations.¹¹ The CFTC funding is a relatively straightforward appropriation from the general fund, whereas the SEC funding is provided by the FSGG bill but then offset through fees collected by the SEC.

In FY2020, the President's budget proposed that the funding for the CFPB be restructured. Current funding through the Federal Reserve would be reduced in FY2020, and funding going forward from FY2021 would be provided by congressional appropriations.¹² This proposed

⁸ For a more complete discussion regarding the funding of financial regulators and general financial regulatory structure, see CRS Report R43391, *Independence of Federal Financial Regulators: Structure, Funding, and Other Issues*, by Henry B. Hogue, Marc Labonte, and Baird Webel; and CRS Report R44918, *Who Regulates Whom? An Overview of the U.S. Financial Regulatory Framework*, by Marc Labonte.

⁹ For more information on banking regulation, see CRS In Focus IF10035, *Introduction to Financial Services: Banking*, by Raj Gnanarajah.

¹⁰ For more information, see CRS In Focus IF10043, *Introduction to Financial Services: Insurance*, by Baird Webel.

¹¹ For more information, see CRS In Focus IF10032, *Introduction to Financial Services: The Securities and Exchange Commission (SEC)*, by Gary Shorter; and CRS In Focus IF10117, *Introduction to Financial Services: Derivatives*, by Rena S. Miller.

¹² See Office of Management and Budget, *Major Savings and Reforms, Fiscal Year 2020*, p. 185, <https://www.govinfo.gov/content/pkg/BUDGET-2020-MSV/pdf/BUDGET-2020-MSV.pdf>.

change was specifically rejected in the House committee report and was not included in House legislation.¹³

Committee Structure and Scope

The House and Senate Committees on Appropriations reorganized their subcommittee structures in early 2007. Each chamber created a new Financial Services and General Government Subcommittee. In the House, the jurisdiction of the FSGG Subcommittee is composed primarily of agencies that had been under the jurisdiction of the Subcommittee on Transportation, Treasury, Housing and Urban Development, the Judiciary, the District of Columbia, and Independent Agencies, commonly referred to as TTHUD.¹⁴ In addition, the House FSGG Subcommittee was assigned four independent agencies that had been under the jurisdiction of the Science, State, Justice, Commerce, and Related Agencies Subcommittee: the Federal Communications Commission (FCC), the Federal Trade Commission (FTC), the SEC, and the Small Business Administration (SBA).

In the Senate, the jurisdiction of the new FSGG Subcommittee is a combination of agencies from the jurisdiction of three previously existing subcommittees. Most of the agencies that had been under the jurisdiction of the Transportation, Treasury, the Judiciary, and Housing and Urban Development, and Related Agencies Subcommittee were assigned to the FSGG Subcommittee.¹⁵ In addition, the District of Columbia, which had its own subcommittee in the 109th Congress, was placed under the purview of the FSGG Subcommittee, as were four independent agencies that had been under the jurisdiction of the Commerce, Justice, Science, and Related Agencies Subcommittee: the FCC, FTC, SEC, and SBA. As a result of this reorganization, the House and Senate FSGG Subcommittees have nearly identical jurisdictions, except the CFTC is under the jurisdiction of the FSGG Subcommittee in the Senate and the Agriculture Subcommittee in the House.

Author Information

Baird Webel
Acting Section Research Manager

¹³ H.Rept. 116-122, p. 49.

¹⁴ The agencies previously under the jurisdiction of TTHUD that did not become part of the FSGG Subcommittee were the Department of Transportation (DOT), the Department of Housing and Urban Development (HUD), the Architectural and Transportation Barriers Compliance Board, the Federal Maritime Commission, the National Transportation Safety Board, the Neighborhood Reinvestment Corporation, and the United States Interagency Council on Homelessness.

¹⁵ The agencies that did not transfer from the Senate Appropriations Subcommittee on Transportation, Treasury, the Judiciary, and Housing and Urban Development, and Related Agencies to the FSGG Subcommittee were DOT, HUD, the Architectural and Transportation Barriers Compliance Board, the Federal Maritime Commission, the National Transportation Safety Board, the Neighborhood Reinvestment Corporation, and the United States Interagency Council on Homelessness.

Disclaimer

This document was prepared by the Congressional Research Service (CRS). CRS serves as nonpartisan shared staff to congressional committees and Members of Congress. It operates solely at the behest of and under the direction of Congress. Information in a CRS Report should not be relied upon for purposes other than public understanding of information that has been provided by CRS to Members of Congress in connection with CRS's institutional role. CRS Reports, as a work of the United States Government, are not subject to copyright protection in the United States. Any CRS Report may be reproduced and distributed in its entirety without permission from CRS. However, as a CRS Report may include copyrighted images or material from a third party, you may need to obtain the permission of the copyright holder if you wish to copy or otherwise use copyrighted material.