



February 24, 2021

WHAT YOU NEED TO KNOW ABOUT

# The \$1.9T Coronavirus Relief Package

## WHAT'S IN THE BILL?

*This Pro Bill Analysis is based on [the text of the bill as released Feb. 19](#), as well as [an accompanying committee document](#).*

### Committee on Agriculture (Title I)

**Agriculture (Subtitle A):** The bill would provide \$4 billion to the Agriculture Department for the food supply chain and for pandemic response, with funds available to purchase food and commodities and distribute them to people in need, as well as for loans and grants for Covid response. Of those funds, \$300 million would go toward animal monitoring and \$100 million would be used to reduce overtime costs of agricultural inspectors.

This subtitle would also provide:

— \$500 million to USDA for emergency grants to bolster rural health care, including increasing vaccine distribution capacity, medical surge capacity, telehealth capabilities, reimbursing for lost revenue and constructing temporary structures

— \$1.01 billion to provide assistance and support to socially disadvantaged farmers and ranchers, as well as additional authorization for farm loan assistance payments to pay off farm loans made or guaranteed by USDA in order to address “the longstanding and widespread discrimination against socially disadvantaged farmers and ranchers in farm loan programs and across the Department of Agriculture”

— \$800 million for Food for Peace Act Title II grants

**Nutrition (Subtitle B):** The measure would extend the 15 percent bump in Supplemental Nutrition Assistance Program benefits from June 30 through the rest of the fiscal year, which ends Sept. 30, and would appropriate \$1.15 billion to cover SNAP administrative expenses, including \$15 million for management and oversight and the rest for grants to state agencies in fiscal 2021 through 2023. It would also provide \$25 million for SNAP online purchasing and technology improvements.

The subtitle would provide an additional \$1 billion for nutrition assistance grants to the Northern Mariana Islands, Puerto Rico and American Samoa.

### Committee on Education and Labor (Title II)

*Analysis of this title is based in part on [a section-by-section summary](#) the committee released Feb. 8.*

**Education Matters (Subtitle A):** The bill would appropriate to the Education Department:

— \$128.55 billion for the [Elementary and Secondary School Emergency Relief fund](#), which provides grants to state and local education agencies (Sec. 2001). The measure would require each state receiving a grant via the fund to maintain spending in fiscal 2022 and fiscal 2023 at least at the same rate as averaged over fiscal 2017, 2018 and 2019 (Sec. 2003).



- \$39.58 billion for the Higher Education Emergency Relief Fund, which provides grants to higher education institutions (Sec. 2002). It would require higher education institutions to source at least 10 percent of their funds from outside the federal government (Sec. 2013).
- \$850 million for grants to U.S. territories (Sec. 2004)
- \$850 million for the Bureau of Indian Education (Sec. 2005)
- \$19 million for the Kendall Demonstration Elementary School, the Model Secondary School for the Deaf and Gallaudet University (Sec. 2006)
- \$91 million for the Student Aid Administration (Sec. 2007)
- \$35 million for Howard University (Sec. 2008)
- \$19 million for the National Technical Institute For The Deaf (Sec. 2009)
- \$100 million for the Institute of Education Sciences to research Covid-19’s impact on learning (Sec. 2010)
- \$15 million for the agency to adapt its programs to respond to Covid-19 (Sec. 2011)
- \$5 million for the Office of the Inspector General (Sec. 2012)

It would also provide:

- \$135 million each to the National Endowment for the Arts and the National Endowment for the Humanities (Secs. 2021, 2022)
- \$200 million to the Institute of Museum and Library Services (Sec. 2023)
- \$10 million to counter Covid-19 threats to the preservation of Native American languages (Sec. 2024)

**Labor Matters (Subtitle B):** This subtitle includes language from a stand-alone bill by Sen. Bernie Sanders (I-Vt.), [S. 53 \(117\)](#), that would increase the federal minimum wage to \$15 per hour and eliminate the federal tipped and subminimum wages over four years. Afterward, the wage would be indexed to median wage growth (Sec. 2101).

The subtitle would provide \$150 million to DOL for “worker protection activities,” at least half of which would be required to go to the Occupational Safety and Health Administration (Sec. 2102). It would allow certain federal, postal and maritime workers who cannot work remotely to be eligible for workers’ compensation benefits should they contract Covid-19 (Secs. 2103, 2104).



**Human Services and Community Supports (Subtitle C):** The bill would provide:

- \$276 million for aging and disability services programs (Sec. 2201)
- \$1.44 billion to programs authorized via the Older Americans Act of 1965, including \$750 million for nutrition programs (Sec. 2202)
- \$39 billion to the Child Care and Development Block Grant program: \$14.99 billion for agencies to provide child care, \$23.98 billion to aid child care providers affected by Covid-19 and \$35 million for administrative costs (Secs. 2203, 2204)
- \$1 billion to Head Start programs (Sec. 2205)
- \$450 million to programs authorized via the Family Violence Prevention and Services Act (Sec. 2206)
- \$350 million to child abuse prevention and treatment programs (Sec. 2207)
- \$4.5 billion to the Low-Income Home Energy Assistance Program, which aids families in affording utilities, through fiscal 2022 (Sec. 2208)
- \$425 million to HHS for cost increases in Administration for Children and Families programs (Sec. 2209)
- \$1 billion to the Corporation for National and Community Service and the National Service Trust for increased national service grants, including funds to increase AmeriCorps volunteers to respond to Covid-19 (Sec. 2210)

**Child Nutrition and Related Programs (Subtitle D):** The bill would:

- Authorize USDA to increase the amount of the cash value voucher in the Special Supplemental Nutrition Program for Women, Infants, and Children to \$35 per month for four months and provide \$490 million to carry out the change (Sec. 2301)
- Appropriate \$390 million to carry out outreach, innovation and program modernization efforts, including “appropriate waivers and flexibility,” to increase WIC participation (Sec. 2302)
- Expand the Child and Adult Care Food Program to include meals and supplements served at emergency shelters to those between the ages of 19 and 25 for the duration of the pandemic (Sec. 2303)
- Extend the Pandemic Electronic Benefit Transfer program to summers and any school year that overlaps with the Covid-19 public health emergency declaration (Sec. 2304)

**COBRA Continuation Coverage (Subtitle E):** The bill includes language taken from [a stand-alone bill](#) that would provide health insurance premium assistance for individuals who are eligible for COBRA because they become unemployed or are furloughed due to the coronavirus public health emergency.



### **Committee on Energy and Commerce (Title III)**

*Analysis of this title is based in part on a [section-by-section summary](#) the committee released Feb. 9.*

#### **Public Health (Subtitle A):** This subtitle would provide:

- \$7.5 billion to the CDC for vaccine distribution, administration, monitoring and tracking (Sec. 3001)
- \$1 billion to the CDC to “strengthen vaccine confidence” and improve rates of vaccination in the U.S. (Sec. 3002)
- \$5.2 billion to HHS for research, development, manufacturing, production and the purchase of vaccines, therapeutics and ancillary medical products and supplies to respond to coronavirus and variants with pandemic potential (Sec. 3003)
- \$500 million to the FDA for evaluation and oversight of vaccines, therapeutics and devices (Sec. 3004)
- \$46 billion to HHS for testing, contact tracing and mitigation activities (Sec. 3011)
- \$1.75 billion to the CDC for genomic sequencing, analytics and disease surveillance (Sec. 3012)
- \$750 million to the CDC for global disease detection efforts, global immunization and coordination on public health (Sec. 3013)
- \$500 million to the CDC for public health data surveillance and analytics infrastructure modernization initiatives and to modernize the U.S. disease warning system to forecast and track hotspots for Covid-19, its variants and emerging biological threats (Sec. 3014)
- \$7.66 billion to HHS for awards to state, local and territorial public health departments to expand the public health workforce (Sec. 3021) and \$100 million to HHS for the Medical Reserve Corps (Sec. 3022)
- \$7.6 billion to community health centers for vaccine distribution and other vaccine-related activities, contact tracing and testing equipment, expanding the workforce and other things (Sec. 3031)
- \$800 million to HHS for the National Health Service Corps (Sec. 3032), \$200 million for the Nurse Corps Loan Repayment Program (Sec. 3033) and \$330 million for teaching health centers that operate graduate medical programs as well as for teaching health center development grants (Sec. 3034)
- \$1.8 billion to HHS for Covid-19 testing, contact tracing and mitigation activities in congregate settings, including prisons, jails, detention centers, long-term care facilities, psychiatric hospitals, shared-living arrangements for individuals with disabilities and other residential care facilities (Sec. 3035)
- \$50 million for Title X family planning (Sec. 3036)
- \$425 million to HHS for child care, education, health care and other services provided to children under the care of the department (Sec. 3037)
- \$6.09 billion for the Indian Health Service (Sec. 3041)
- \$3.5 billion for Substance Abuse and Mental Health Services Administration block grants, split between community mental health services (Sec. 3051) and prevention and treatment of substance abuse (Sec. 3052)



— An additional \$380 million for mental and behavioral health-related programs and grants, including \$80 million for mental and behavioral health training to first responders (Sec. 3053), \$80 million for new SAMHSA grants for local substance abuse disorder services (Sec. 3056) and local behavioral health services (Sec. 3057) and \$100 million for the Health Resources and Services Administration’s behavioral health workforce education and training program (Sec. 3059B)

The subtitle would also provide \$20 million to HHS for grants for health exchange modernization (Sec. 3061).

**Medicaid (Subtitle B):** The bill would fulfill Biden’s request to provide funding of Covid-19 vaccinations for all Medicaid enrollees, after concerns that some populations wouldn’t be covered under current rules (Sec. 3101), and would allow states to extend postpartum Medicaid coverage from 60 days to 12 months, with the policy to last five years (Sec. 3102). There’s been bipartisan support for extending Medicaid coverage to help tackle high maternal mortality rates.

The legislation includes new financial incentives to encourage more conservative states to expand Medicaid under the Affordable Care Act. For two years, holdout states would receive 95 percent federal matching funds to cover their expansion population, rather than the current 90 percent rate (Sec. 3105). It would provide full federal funding for urban Indian and Native Hawaiian Medicaid coverage (Sec. 3106).

The subtitle includes language that would let state Medicaid programs penalize drug companies for big price hikes by lifting the federally mandated 100-percent cap on rebates that drug companies have to pay Medicaid programs for medications whose prices rise faster than the rate of inflation. The proposal, strongly opposed by the pharmaceutical industry, would take effect in 2023 and essentially mean drugmakers in some cases could be forced to pay states to provide their medicines (Sec. 3107).

It would provide a more than 7 percentage point federal pay bump for Medicaid patients’ home and community-based care for one year (Sec. 3108) and would provide \$250 million to HHS to help states create nursing home “strike teams” for facilities to manage Covid-19 outbreaks (Sec. 3109).

**Children’s Health Insurance Program (Subtitle C):** The subtitle would require CHIP coverage of Covid vaccines and treatment (Sec. 3201) and would allow states to extend CHIP eligibility for women for up to 12 months postpartum (Sec. 3202).

**Other Provisions (Subtitle D):** The legislation would allocate \$100 million to EPA to “address health outcome disparities from pollution and the COVID–19 pandemic,” with \$50 million to be doled out through environmental justice grants and \$50 million for air pollution monitoring and research (Sec. 3301). It would direct \$4.5 billion to the Low-Income Home Energy Assistance Program to help low-income households cover their energy costs (Sec. 3302) and would provide \$500 million to HHS to assist people struggling during the pandemic with payments for drinking water and wastewater expenses (Sec. 3303).

It would also allocate \$50 million to the Consumer Product Safety Commission to “protect consumers from potentially dangerous products related to COVID-19” (Sec. 3311) and \$7.6 billion, to be available through fiscal 2030, for an emergency connectivity fund to support connectivity at home for students and teachers during distance learning (Sec. 3312).



## Committee on Financial Services (Title IV)

**Defense Production Act of 1950 (Subtitle A):** This subtitle would provide \$10 billion for DPA spending to boost medical supplies and equipment, such as testing and personal protective equipment, and increase capacity for vaccine production (Sec. 4001).

**Housing Provisions (Subtitle B):** The bill would provide:

- \$19.05 billion, to be available through fiscal 2027, for emergency rental assistance programs, including those in U.S. territories (Sec. 4101)
- \$5 billion, to be available through fiscal 2030, for emergency housing vouchers, including voucher renewals and administrative fees (Sec. 4102)
- \$100 million in emergency assistance for rural housing grants (Sec. 4103)
- \$750 million, to be available through fiscal 2025, in housing assistance and supportive programs for Native Americans (Sec. 4104)
- \$100 million, to be available through fiscal 2025, to the Neighborhood Reinvestment Corporation for grants to housing counseling intermediaries approved by HUD, state housing agencies and NeighborWorks organizations to provide housing counseling services (Sec. 4105)
- \$5 billion, to be available through fiscal 2025, for homelessness assistance and supportive services programs including rental assistance (Sec. 4106)
- \$9.96 billion, to be available through fiscal 2025, for a homeowner assistance fund to “mitigate financial hardships associated with the coronavirus pandemic” (Sec. 4107)

**Small Business (Subtitle C):** This subtitle would provide \$10 billion to reauthorize and expand the State Small Business Credit Initiative to support up to \$100 billion in small business financing through state, territorial and tribal governments (Sec. 4201).

**Airlines (Subtitle D):** This subtitle would provide another \$15 billion in payroll support for airline workers, to come in the form of a second extension of the Payroll Support Program, with \$14 billion for airlines and \$1 billion for industry contractors (Sec. 4301). The language would prevent furloughs or other job cuts through the end of September and would include the same restrictions as the previous rounds of aid, including limits on executive compensation and prohibitions on paying dividends and stock buybacks.

## Committee on Oversight and Reform (Title V)

**Coronavirus State and Local Fiscal Recovery Funds (Subtitle A):** The bill would provide \$219.8 billion for payments to states, territories and tribal governments to mitigate the fiscal effects of the public health emergency, with \$195.3 billion set aside for states and the District of Columbia, \$20 billion set aside for tribal governments and \$4.5 billion set aside for territories. It would provide another \$130.2 billion for payments to localities (Sec. 5001).



**Other Matters (Subtitle B):** The legislation would provide \$570 million for federal employees to use emergency paid leave through Sept. 30 when the leave is related to Covid-19, such as for a quarantine or to care for someone under quarantine (Sec. 5111).

### **Committee on Small Business (Title VI)**

*Analysis of this title is based in part on a [section-by-section summary](#) the committee released Feb. 10.*

This title would expand eligibility of nonprofits and digital news outlets to apply for forgivable Paycheck Protection Program loans and would provide an additional \$7.25 billion to the Small Business Administration for the PPP (Sec. 6001).

The title would also provide:

- \$15 billion in additional funding for Economic Injury Disaster Loan grants (Sec. 6002)
- \$25 billion for a new SBA “restaurant revitalization” program to offer grants to restaurants and other food and drink establishments (Sec. 6003)
- \$175 million for the creation of an SBA "community navigator" program to increase awareness of SBA Covid-19 relief programs, with \$100 million for grants and \$75 million for outreach and education (Sec. 6004)
- \$1.25 billion for the shuttered venue operators grant program to provide aid to shuttered live venues (Sec. 6005)
- Another \$1.325 billion directly to the SBA, mostly in new administrative funding to carry out small business aid and loan programs (Sec. 6006)

### **Committee on Transportation and Infrastructure (Title VII)**

**Transportation and Infrastructure (Subtitle A):** This subtitle would provide:

- \$50 billion to FEMA for disaster spending under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Sec. 7001)
- \$3 billion to the Commerce Department for economic adjustment assistance (Sec. 7003)
- \$1.5 billion for grants to Amtrak (\$820 million of the total for the Northeast Corridor), with funding set aside to resume service on long-distance routes and recall furloughed employees (Sec. 7005)
- \$30 billion for Federal Transit Administration grants (Sec. 7006)
- \$8 billion in assistance to airports (Sec. 7007)



**Aviation Manufacturing Jobs Protection (Subtitle B):** The legislation would provide \$3 billion to establish a payroll support program for aviation manufacturing companies to provide supplemental compensation to qualified employees (Sec. 7102).

**Continued Assistance to Rail Workers (Subtitle C):** This subtitle would extend benefits under the Railroad Unemployment Insurance Act, including the extension of a waiver of the 7-day waiting period for benefits (Secs. 7201-7203).

### **Committee on Veterans' Affairs (Title VIII)**

This title would provide:

- \$272 million for claims and appeals processing (Sec. 8001)
- \$13.48 billion for medical care and health needs (Sec. 8002)
- \$100 million for supply chain modernization (Sec. 8003)
- \$500 million for state veterans' homes and \$250 million for state extended care facilities (Sec. 8004)

The title would allocate \$386 million for the VA Department to provide up to 12 months of retraining assistance to eligible veterans pursuing educational degrees (Sec. 8006). It would prohibit the VA from requiring veterans to make copayments or cost sharing for health care between April 6, 2020, and Sept. 30, 2021, and would provide \$2 billion to implement this provision and reimburse veterans for copayments and cost sharing already made during that period (Sec. 8007).

### **Committee on Ways and Means (Title IX)**

*Analysis of this title is based in part on [a collection of section-by-section summaries](#) the committee released Feb. 8.*

**Crisis Support for Unemployed Workers (Subtitle A):** The bill would extend several federally funded [CARES Act](#) jobless benefit programs through Aug. 29, 2021, rather than the end of September as initially floated by supporters.

That includes the Pandemic Unemployment Assistance program created by Congress in March 2020 for gig workers, the self-employed and anyone else ineligible for state unemployment benefits — as well as the Pandemic Emergency Unemployment Compensation program, which offers additional weeks of unemployment aid to those who have used up all their state benefits.

Biden's plan would also provide workers with \$400 in extra weekly benefits via an extension of the Federal Pandemic Unemployment Compensation program. The program originally provided laid-off workers with an extra \$600 a week before it expired last summer. Lawmakers restored the program in a previous relief package, but only at \$300 a week.

The bill would also extend CARES Act unemployment provisions that fully funded Extended Benefits programs in high-unemployment states and allowed states to defer interest on loans they took out to pay





unemployment benefits until Aug. 29, 2021. In addition, it would appropriate \$2 billion to DOL to improve state unemployment systems to reduce fraud and improve the payment process.

Other subtitles in this title would:

- Provide \$150 million to federal home visiting programs (Sec. 9101)
- Establish a \$1 billion Pandemic Emergency Assistance Fund to administer family assistance grants (Sec. 9201)
- Guarantee a total appropriation of at least \$188 million for aging and disability services programs in fiscal 2021 and 2022 (Sec. 9301)
- Provide a total of \$450 million to HHS to reduce infection spread in skilled nursing facilities (Secs. 9401, 9402)
- Include language from [a stand-alone bill](#), as did Title II of this bill, that would have the federal government cover 85 percent of the cost of COBRA continuation health coverage through fiscal 2021 for workers laid off during the pandemic (Secs. 9500, 9501).

**Promoting Economic Security (Subtitle G):** The legislation would authorize a third round of stimulus checks, this time worth \$1,400 (Sec. 9601). As with the last installment, the payments would begin to phase out when individuals make more than \$75,000 and couples \$150,000. But the payments would drop much more quickly as income rises, so that individuals making \$100,000 and couples making \$200,000 would not receive anything. Dependents, including children and adults alike, would qualify for the \$1,400 payment. Eligibility would be based on people's 2019 or 2020 returns. The bill would provide \$1.48 billion for this section.

It would also expand a popular tax credit for people with kids (Child Tax Credit) to as much as \$3,600 per child, up from the current \$2,000, while aiming to allow recipients to claim a portion of the break each month in the form of a check from the government (Secs. 9611, 9612). In a sign of the logistical challenges of setting up such a program, though, the legislation gives the Treasury Department the power to decide if delivering monthly checks is not possible. "If the Secretary determines that this frequency is infeasible, the Secretary is directed to issue the payments as frequently as is feasible," a summary of the plan reads. The extra \$1,000-per-child payment the bill would offer — or \$1,600 for those under the age of 6 — would begin to phase out when individuals make more than \$75,000 and couples \$150,000. Beyond those income levels, the current child tax credit rules would continue to apply.

The measure would expand the Earned Income Tax Credit for childless adults, a long-standing goal of Democrats (Secs. 9621-9626), and would boost a popular tax credit that helps pay for child care (Child and Dependent Care Tax Credit) and make it fully refundable in 2021 (Secs. 9631, 9632).

It would extend, through Sept. 30, 2021, and expand [Families First Coronavirus Response Act](#) tax credits for employers who provide their employees with paid sick leave and paid family leave (Secs. 9641-9644, 9646-9650) and would forbid employers from collecting the credit if they administer the leave in a discriminatory way (Sec. 9645).

The bill would also extend the CARES Act Employee Retention Credit, which is designed to help forestall layoffs (Sec. 9651), while making Economic Injury Disaster Loans (Sec. 9672) and Restaurant Revitalization Grants (Sec. 9673) tax exempt.



It would expand certain health care premium tax credits (Secs. 9661-9663) to fully subsidize ACA coverage for people earning up to 150 percent of the federal poverty level for two years as well as those on unemployment insurance. It would also end the so-called subsidy cliff for people making more than 400 percent of the federal poverty level, making them eligible for subsidies for the first time and capping their premium costs at 8.5 percent of income.

The subtitle would repeal a rule in the tax code giving businesses with operations in multiple countries the option of allocating their interest expenses on a worldwide level, across their entire company (Sec. 9671). The repeal would require multinational corporations to pay about \$22 billion more, according to the Joint Committee on Taxation.

**Pensions (Subtitle H):** The legislation would seek to save failing multiemployer pension plans via the inclusion of revised language from House Education and Labor Chair Bobby Scott's stand-alone [Emergency Pension Plan Relief Act](#), which is backed by Democrats on the House Ways and Means and Senate HELP and Finance committees.

The language would create a special financial assistance program within the Pension Benefit Guaranty Corp. for certain failing plans. Using an expedited application process, qualified plans could apply to receive enough Treasury Department funds to pay full benefits through 2051.

Plans that would be eligible include those in "critical and declining" status in any year between 2020 and 2022; plans with an approved application for a suspension of benefits; plans in "critical" status that are less than 40 percent funded and have an active-to-inactive participant ratio of less than 2-to-3 in any year between 2020 and 2022; and plans that became insolvent after Dec. 16, 2014, and have not been terminated.

Among its other provisions, the subtitle, like Scott's bill, would allow multiemployer pension plans to retain their endangered, critical, or critical and declining status as determined in 2019 through 2021 and allow multiemployer pension plans in endangered or critical status in 2020 or 2021 to extend their rehabilitation plans by five years, as Congress allowed plans to do after the 2008 recession.

CBO put the cost of related pension provisions in last year's [HEROES Act](#) at [about \\$52 billion over 10 years](#). Democrats say that pales in comparison to the cost to taxpayers should Congress not act, which the National Coordinating Committee for Multiemployer Plans says is [between \\$170 billion and \\$240 billion over 10 years](#).

**Child Care For Workers (Subtitle I):** The bill would increase annual funding for the child care entitlement to states to \$3.55 billion and make territories eligible to receive funds.