

25. CURRENT SERVICES ESTIMATES

Current services, or “baseline,” estimates are designed to provide a benchmark against which budget proposals can be measured. A baseline is not a prediction of the final outcome of the annual budget process, nor is it a proposed budget. It can be a useful tool in budgeting, however. It can be used as a benchmark against which to measure the magnitude of the policy changes in the President’s Budget or other budget proposals, and it can also be used to warn of future problems if policy is not changed, either for the Government’s overall fiscal health or for individual tax and spending programs.

Ideally, a current services baseline would provide a projection of estimated receipts, outlays, deficits or surpluses, and budget authority reflecting this year’s enacted policies and programs for each year in the future. Defining this baseline is challenging because funding for many programs in operation today expires within the 10-year budget window. Most significantly, funding for discretionary programs is provided one year at a time in annual appropriations acts. Mandatory programs are not subject to annual appropriations, but many operate under multi-year authorizations that expire within the budget window. The framework used to construct the baseline must address whether and how to project forward the funding for these programs beyond their scheduled expiration dates.

Since the early 1970s, when the first requirements for the calculation of a “current services” baseline were enacted, the baseline has been constructed using a variety of concepts and measures. Throughout the 1990s, the baseline was calculated using a detailed set of rules enacted through amendments to the Balanced Budget Emergency Deficit Control Act of 1985 (BBEDCA) made by the Budget Enforcement Act of 1990 (BEA). The BBEDCA baseline rules lapsed after the enforcement provisions of the BEA expired in 2002, but even after the lapse they were largely adhered to in practice until they were officially reinstated through amendments to BBEDCA enacted in the Budget Control Act of 2011 (BCA).

The Administration believes adjustments to the BBEDCA baseline are needed to better represent the deficit outlook under current policy and to serve as a more appropriate benchmark for measuring policy changes. The next section provides detailed estimates of an adjusted baseline that corrects for some of the shortcomings in the BBEDCA baseline. Table 25–1 shows estimates of receipts, outlays, and deficits under the Administration’s adjusted baseline for 2013 through 2024.¹ The estimates are based on the economic assumptions described later in this chapter. The table also shows the Administration’s estimates by major component of the budget. Estimates

based on the BBEDCA baseline rules are shown as a memorandum in the table.

Conceptual Basis for Estimates

Receipts and outlays are divided into two categories that are important for calculating the baseline: those controlled by authorizing legislation (direct spending and receipts) and those controlled through the annual appropriations process (discretionary spending). Different estimating rules apply to each category.

Direct spending and receipts.—Direct spending includes the major entitlement programs, such as Social Security, Medicare, Medicaid, Federal employee retirement, unemployment compensation, and the Supplemental Nutrition Assistance Program (SNAP). It also includes such programs as deposit insurance and farm price and income supports, where the Government is legally obligated to make payments under certain conditions. Receipts and direct spending are alike in that they involve ongoing activities that generally operate under permanent or long-standing authority, and the underlying statutes generally specify the tax rates or benefit levels that must be collected or paid, and who must pay or who is eligible to receive benefits.

The baseline generally—but not always—assumes that receipts and direct spending programs continue in the future as specified by current law. The budgetary effects of anticipated regulatory and administrative actions that are permissible under current law are also reflected in the estimates. BBEDCA requires several exceptions to this general rule, and the Administration’s adjusted baseline also provides exceptions to reflect a more realistic deficit outlook. Exceptions in the BBEDCA and the Administration’s adjusted baselines are described below:

- Consistent with BBEDCA, expiring excise taxes dedicated to a trust fund are assumed to be extended at current rates. During the projection period of 2014 through 2024, the taxes affected by this exception are tobacco assessments deposited in the Tobacco Trust Fund, which expire on September 30, 2014; taxes deposited in the Airport and Airway Trust Fund, which expire on September 30, 2015; taxes deposited in the Highway Trust Fund, the Leaking Underground Storage Tank Trust Fund, and the Sport Fish Restoration and Boating Trust Fund, which expire on September 30, 2016; taxes deposited in the Oil Spill Liability Trust Fund, which expire on December 31, 2017; and taxes deposited in the Patient-Centered Outcomes Research Trust Fund, which expire on September 30, 2019.
- While BBEDCA requires the extension of trust fund excise taxes, it otherwise bases the receipt estimates

¹ The estimates are shown on a unified budget basis; i.e., the off-budget receipts and outlays of the Social Security trust funds and the Postal Service Fund are added to the on-budget receipts and outlays to calculate the unified budget totals.

on current law. The following tax credits provided to individuals and families under the American Recovery and Reinvestment Act of 2009 (ARRA), which were extended through 2017 by the American Taxpayer Relief Act of 2012 (ATRA), are assumed to expire according to current law in the BBEDCA baseline: increased refundability of the child tax credit, expansions in the earned income tax credit (EITC) for larger families and married taxpayers filing a joint return, and the American opportunity tax credit (AOTC). However, the Administration's adjusted baseline extends these tax credits permanently.

- BBEDCA requires temporary direct spending programs that were enacted before the Balanced Budget Act of 1997 to be extended if their current year outlays exceed \$50 million. For example, the vocational rehabilitation State grants program is scheduled to expire at the end of 2015. The baseline estimates assume continuation of this program through the projection period.²
- Medicare payment updates to physicians are determined under a formula, commonly referred to as the "sustainable growth rate" (SGR). This formula has called for reductions in physician payment rates since 2002, which the Congress has routinely overridden for more than a decade. Under the SGR formula, physician payment rates would be reduced by nearly 24 percent on April 1, 2014, and these reductions are reflected in the BBEDCA baseline. However, rather than reflect the large cuts scheduled under current law, the adjusted baseline includes the costs of expected Medicare physician payments, assuming a zero percent update for physician payment rates.
- Under the Postal Accountability and Enhancement Act of 2006 (P.L. 109-435), the United States Postal Service (USPS) is required to make specified annual payments through 2016 to the Postal Service Retiree Health Benefits (RHB) Fund in the Office of Personnel Management. These payments are designed to prefund unfunded liabilities for health costs for future Postal retirees. Starting in 2017, the USPS's remaining unfunded liability is amortized over a 40-year period. Because of its current financial challenges, the USPS defaulted on two statutory RHB payments due in 2012 totaling \$11.1 billion and defaulted on the \$5.6 billion payment due September 30, 2013. The USPS indicated that, absent changes to its financial forecast (largely dependent on legislative action), the USPS will likely default on future

RHB payments. While the BBEDCA baseline shows USPS making the \$5.7 billion payment in 2014 as required, the adjusted baseline assumes USPS would not have the resources to make the full payment and would likely default absent legislative action. Both the BBEDCA and the adjusted baselines show USPS making its full 2015 and 2016 payments. While defaulted payments remain as outstanding statutory liabilities, any default amount is factored into the 40-year amortization schedule mentioned above.

Discretionary spending.—Discretionary programs differ in one important aspect from direct spending programs: the Congress provides spending authority for almost all discretionary programs one year at a time. The spending authority is normally provided in the form of annual appropriations. Absent appropriations of additional funds in the future, discretionary programs would cease to operate after existing balances were spent. If the baseline were intended strictly to reflect current law, then a baseline would reflect only the expenditure of remaining balances from appropriations laws already enacted. Instead, the BBEDCA baseline provides a mechanical definition to reflect the continuing costs of discretionary programs. Under BBEDCA, the baseline estimates for discretionary programs in the current year are based on that year's enacted appropriations.³ For the budget year and beyond, the spending authority enacted in the current year is adjusted for inflation, using specified inflation rates.⁴ The definition attempts to keep discretionary spending roughly level in real terms. The Administration's adjusted baseline makes the following modifications to the BBEDCA baseline:

- The adjusted baseline reflects the costs of continuing the annually appropriated portion of the Pell grant program for all eligible students at the maximum award amount of \$4,860 specified in existing appropriations. While the Pell program has traditionally been funded largely through discretionary appropriations, this baseline treatment reflects the reality that the program has effectively operated as an entitlement, in which funding is provided to meet the specified award level for all eligible students.
- The adjusted baseline reflects the discretionary "caps" enacted in BBEDCA, which limit the amount of discretionary budget authority that can be pro-

² For programs enacted since the Balanced Budget Act of 1997, programs that are explicitly temporary in nature expire in the baseline even if their current year outlays exceed the \$50 million threshold. For example, the tobacco buyout payments from the Tobacco Trust Fund enacted in the Fair and Equitable Tobacco Reform Act of 2004 are scheduled to expire in 2014 even though current year outlays are estimated to be over \$1 billion, and even though the receipts used to finance these payments are assumed to be continued in the baseline as noted in the previous bullet. In addition, if commodity price support programs typically funded in the Farm Bill expire, they are assumed to continue to operate in the same way they operated immediately before the expiration, even if the authority has lapsed at the time the baseline is prepared.

³ When current year appropriations have not been enacted the BBEDCA requires the baseline estimates for discretionary spending and collections for the current year to be based on the levels provided in the full-year continuing resolution or the annualized level of the part-year continuing resolution.

⁴ The Administration's baseline uses the same inflation rates for discretionary spending as required by the BBEDCA, despite the fact that this allows for an overcompensation for Federal pay inherent in the BBEDCA definition. At the time the BEA was enacted, it failed to account for the nearly contemporaneous enactment of the Federal Employees Compensation Act of 1991 that shifted the effective date of Federal employee pay raises from October to January. This oversight was not corrected when the baseline definition was reinstated by the BCA amendments to BBEDCA. Correcting for this error would have only a small effect on the discretionary baseline.

vided through the annual appropriations process. The current caps were initially established by the BCA and later amended for 2013, 2014, and 2015 by ATRA and the Bipartisan Budget Act of 2013. (Chapter 9 of this volume, “Budget Concepts,” provides more information on the effects of BBEDCA, as amended by the BCA and subsequent legislation.)

- The BBEDCA caps allow for adjustments for disaster relief spending and for emergency requirements.⁵ The adjusted baseline does not reflect funding under the disaster relief or emergency cap adjustments beyond what has already been enacted for 2014. While the BBEDCA baseline projects forward the \$5.6 billion of enacted disaster relief funding for the Department of Homeland Security in 2014, increased by the BBEDCA inflation rates, the adjusted baseline removes this extrapolation. At the time the Budget

was prepared there were no 2014 appropriations designated as emergency requirements, so there was no need for a baseline adjustment.

Reclassification of transportation spending. — To provide an appropriate baseline for assessing the budgetary impact of the Administration’s proposal for surface transportation and rail reauthorization, the adjusted baseline reclassifies surface transportation spending from discretionary to mandatory. The Administration requests to fund the proposal with mandatory contract authority (with associated mandatory outlays) out of a new Transportation Trust Fund (formerly Highway Trust Fund). The reclassification, which is a zero-sum shift of outlays from the discretionary category to the mandatory category, provides a more transparent presentation of the difference between baseline levels and the surface transportation and rail proposal, and allows accounting for the proposal under the PAYGO system of budget enforcement.

Disaster funding. — An allowance for the possible future costs of major natural or man-made disasters during the remainder of 2014 and in subsequent years is

⁵ The BBEDCA caps also allow for adjustments for Overseas Contingency Operations (OCO) and program integrity activities. The adjusted baseline for OCO is identical to the BBEDCA baseline, reflecting 2014 enacted funding for OCO inflated at the specified inflation rates. The adjusted baseline also reflects the BBEDCA cap adjustment for Social Security program integrity in 2015.

Table 25–1. CATEGORY TOTALS FOR THE ADJUSTED BASELINE

(In billions of dollars)

	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
Receipts	2,775	3,005	3,251	3,457	3,656	3,851	4,057	4,271	4,505	4,736	4,970	5,218
Outlays:												
Discretionary:												
Defense	626	612	606	619	629	637	649	659	675	726	756	778
Non-defense	522	562	543	520	519	524	534	546	558	591	614	631
Subtotal, discretionary	1,147	1,174	1,150	1,139	1,148	1,161	1,182	1,204	1,233	1,316	1,370	1,409
Mandatory:												
Social Security	808	852	896	947	1,003	1,063	1,127	1,195	1,264	1,337	1,415	1,499
Medicare	492	513	529	580	596	617	682	734	790	879	914	947
Medicaid and CHIP	275	319	342	368	386	400	422	446	471	499	528	562
Other mandatory	512	550	638	666	682	680	728	753	781	820	819	847
Subtotal, mandatory	2,086	2,234	2,405	2,561	2,667	2,760	2,960	3,128	3,306	3,535	3,677	3,855
Disaster costs ¹	0	2	6	8	8	9	9	10	10	10	10	10
Net interest	221	223	251	318	393	480	563	635	697	761	827	886
Total, outlays	3,455	3,633	3,812	4,025	4,217	4,409	4,714	4,978	5,247	5,623	5,884	6,160
Unified deficit(+)/surplus(–)	680	628	560	569	560	559	658	707	741	887	914	942
On-budget	719	648	558	569	548	538	623	651	676	800	800	799
Off-budget	–39	–19	3	–1	12	20	34	56	66	87	114	143
Memorandum:												
BBEDCA baseline deficit	680	617	568	617	629	637	721	773	812	907	918	918
Adjustments to reflect current tax policies	0	0	0	0	0	1	24	26	26	26	25	25
Adjustments to reflect current spending policies	0	9	14	13	14	9	9	11	12	14	15	15
Set discretionary budget authority at cap levels	0	0	–24	1	13	15	14	13	9	8	8	8
Reflect Joint Committee enforcement	0	0	0	–66	–96	–102	–105	–107	–107	–54	–38	–10
Remove non-recurring emergency costs	0	0	–2	–4	–6	–6	–7	–7	–7	–7	–8	–8
Add placeholder for future emergency costs	0	2	6	8	8	9	9	10	10	10	10	10
Related debt service	0	*	*	–*	–2	–5	–8	–11	–14	–16	–16	–16
Adjusted baseline deficit	680	628	561	568	560	558	657	707	741	887	914	942

*\$500 million or less.

¹ These amounts represent the probability of major disasters requiring Federal assistance for relief and reconstruction. Such assistance might be provided in the form of discretionary or mandatory outlays or tax relief. These amounts are included as outlays for convenience.

Table 25–2. SUMMARY OF ECONOMIC ASSUMPTIONS
(Fiscal years; in billions of dollars)

	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
Gross Domestic Product (GDP):												
Levels, in billions of dollars:												
Current dollars	16,618.6	17,332.3	18,219.4	19,180.6	20,199.4	21,216.3	22,196.1	23,199.7	24,224.8	25,280.1	26,381.4	27,530.6
Real, chained (2009) dollars	15,648.3	16,087.1	16,623.9	17,182.8	17,743.6	18,271.1	18,739.2	19,200.7	19,654.2	20,106.3	20,568.8	21,041.9
Percent change, year over year:												
Current dollars	3.3	4.3	5.1	5.3	5.3	5.0	4.6	4.5	4.4	4.4	4.4	4.4
Real, chained (2009) dollars	1.6	2.8	3.3	3.4	3.3	3.0	2.6	2.5	2.4	2.3	2.3	2.3
Inflation measures (percent change, year over year):												
GDP chained price index	1.5	1.5	1.7	1.9	2.0	2.0	2.0	2.0	2.0	2.0	2.0	2.0
Consumer price index (all urban)	1.6	1.4	1.9	2.1	2.2	2.3	2.3	2.3	2.3	2.3	2.3	2.3
Unemployment rate, civilian (percent)	7.6	7.1	6.6	6.1	5.7	5.5	5.4	5.4	5.4	5.4	5.4	5.4
Interest rates (percent):												
91-day Treasury bills	0.1	0.1	0.2	1.0	2.0	3.0	3.6	3.7	3.7	3.7	3.7	3.7
10-year Treasury notes	2.1	2.9	3.4	3.9	4.3	4.5	4.7	4.8	5.1	5.1	5.1	5.1
MEMORANDUM:												
Related program assumptions:												
Automatic benefit increases (percent):												
Social security and veterans pensions	1.7	1.5	1.4	2.0	2.2	2.2	2.3	2.3	2.3	2.3	2.3	2.3
Federal employee retirement	1.7	1.5	1.4	2.0	2.2	2.2	2.3	2.3	2.3	2.3	2.3	2.3
Supplemental Nutrition Assistance Program ¹	0.0	0.7	1.9	2.0	2.1	2.2	2.3	2.3	2.3	2.3	2.3	2.3
Insured unemployment rate	2.4	2.2	2.2	2.2	2.1	2.1	2.1	2.1	2.1	2.1	2.1	2.1

¹ Enhanced Thrifty Food Plan (TFP) benefits provided by the Recovery Act (P.L. 111–5) expired on October 31, 2013. Benefits have now returned to regular levels and will be updated annually based on the TFP from the preceding June.

assumed in the adjusted baseline to make budget totals more realistic. Baselines would be more meaningful if they did not project forward whatever disaster funding happened to have been provided in the current year. Rather, baselines should replace the projection of enacted current-year funding—which might be unusually low or unusually high—with plausible estimates of future costs.

Joint Committee Enforcement. — Because the Joint Select Committee process under Title IV of the BCA did not result in enactment of legislation that reduced the deficit by at least \$1.2 trillion, the BCA stipulated that, absent intervening legislation, enforcement procedures would be invoked on an annual basis to reduce the levels of discretionary and mandatory spending to accomplish deficit reduction. The BBEDCA baseline includes those across-the-board reductions (“sequestration”) already invoked by sequestration orders for discretionary and mandatory funding in 2013 and mandatory funding only in 2014, as well as the mandatory sequestration order for 2015 issued with the transmittal of the 2015 Budget.⁶ As stated above, the BBEDCA baseline also reflects the revised discretionary caps for 2014 and 2015, as established by the Bipartisan Budget Act of 2013 (BBA), which replaced \$63 billion of the discretionary spending reductions that would otherwise have been required by Joint Committee enforcement in 2014 and 2015. Joint Committee enforcement for years after 2015—consisting

of mandatory sequestration and discretionary cap reductions for 2016 through 2021—are reflected as adjustments to the BBEDCA baseline in the form of an allowance in the amount of the required reductions. Pursuant to the BBA, the adjusted baseline also includes the extension of mandatory sequestration to 2022 and 2023 at the rate required for 2021 by the BCA.^{7,8}

Economic Assumptions

As discussed above, an important purpose of the baseline is to serve as a benchmark against which policy proposals are measured. However, this purpose is achieved only if the policies and the baseline are constructed under the same set of economic and technical assumptions. For this reason, the Administration uses the same assumptions—for example, the same inflation assumptions—in preparing its current service estimates and its Budget. These assumptions are based on enactment of the President’s Budget proposals.

The economy and the budget interact. Changes in economic conditions significantly alter the estimates of

⁶ The 2013 and 2014 reductions are reflected in the detailed schedules for the affected budget accounts, while the 2015 reductions are reflected in an allowance due to the timing of the preparation of the detailed budget estimates and the issuance of the sequestration order.

⁷ The BBA also specified that, notwithstanding the 2 percent limit on Medicare sequestration in the BCA, in extending sequestration into 2023 the reduction in the Medicare program should be 2.90 percent for the first half of the sequestration period and 1.11 percent for the second half of the period.

⁸ The Military Retired Pay Restoration Act extended the sequestration of mandatory spending into 2024, but the effects are not included in the 2015 Budget estimates because of the late date of enactment.

tax receipts, unemployment benefits, entitlement payments that receive automatic cost-of-living adjustments (COLAs), income support programs for low-income individuals, and interest on the Federal debt. In turn, Government tax and spending policies influence prices, economic growth, consumption, savings, and investment. Because of these interactions, it would be reasonable, from an economic perspective, to assume different economic paths for the baseline projection and the President's Budget. However, this would diminish the value of the baseline estimates as a benchmark for measuring proposed policy changes, because it would then be difficult to separate the effects of proposed policy changes from the effects of different economic assumptions. Using the same economic assumptions for the baseline and the President's Budget eliminates this potential source of confusion. The economic assumptions underlying the Budget and the Administration's baseline are summarized in Table 25–2. The economic outlook underlying these assumptions is discussed in greater detail in Chapter 2, “Economic Assumptions and Interactions with the Budget,” of this volume.

Major Programmatic Assumptions

In addition to the baseline adjustments described early in this chapter, a number of programmatic assumptions must be made to calculate the baseline estimates. These include assumptions about annual cost-of-living adjustments in the indexed programs and the number of beneficiaries who will receive payments from the major benefit programs. Assumptions about various automatic cost-of-living-adjustments are shown in Table 25–2, and assumptions about baseline caseload projections for the major benefit programs are shown in Table 25–3. These assumptions affect baseline estimates of direct spending for each of these programs, and they also affect estimates of the discretionary baseline for a limited number of programs. For Pell Grants and the administrative expenses for Medicare, Railroad Retirement, and unemployment insurance, the discretionary baseline is increased (or decreased) for changes in the number of beneficiaries in addition to the adjustments for inflation described earlier.⁹

It is also necessary to make assumptions about the continuation of expiring programs and provisions. As explained above, in the baseline estimates provided here,

expiring excise taxes dedicated to a trust fund are extended at current rates. In general, mandatory programs with spending of at least \$50 million in the current year are also assumed to continue, unless the programs are explicitly temporary in nature. Table 25–4, available on the Internet at www.budget.gov/budget/Analytical_Perspectives and on the Budget CD-ROM, provides a listing of mandatory programs and taxes assumed to continue in the baseline after their expiration.¹⁰ Many other important assumptions must be made in order to calculate the baseline estimates. These include assumptions about the timing and substance of regulations that will be issued over the projection period, the use of administrative discretion provided under current law, and other assumptions about the way programs operate. Table 25–4 lists many of these assumptions and their effects on the baseline estimates. It is not intended to be an exhaustive listing; the variety and complexity of Government programs are too great to provide a complete list. Instead, some of the more important assumptions are shown.

Current Services Receipts, Outlays, and Budget Authority

Receipts.—Table 25–5 shows the Administration's baseline receipts by major source. Table 25-6 shows the scheduled increases in the Social Security taxable earnings base.

Outlays.—Table 25–7 shows the growth from 2014 to 2015 and average annual growth over the five-year and ten-year periods for certain discretionary and major mandatory programs. Tables 25–8 and 25–9 show the Administration's baseline outlays by function and by agency, respectively. A more detailed presentation of these outlays (by function, category, subfunction, and program) is available on the Internet as part of Table 25–12 at www.budget.gov/budget/Analytical_Perspectives and on the Budget CD-ROM.

Budget authority.—Tables 25–10 and 25–11 show estimates of budget authority in the Administration's baseline by function and by agency, respectively. A more detailed presentation of this budget authority with program level estimates is also available on the Internet as part of Table 25–12 at www.budget.gov/budget/Analytical_Perspectives and on the Budget CD-ROM.

⁹ Although these adjustments are applied at the account level, they have no effect in the aggregate because discretionary baseline levels are constrained to the BBEDCA caps.

¹⁰ All discretionary programs with enacted non-emergency, non-disaster appropriations in the current year and the 2014 costs for overseas contingency operations in Iraq and Afghanistan and other recurring international activities are assumed to continue, and are therefore not presented in Table 25-4.

Table 25-3. BASELINE BENEFICIARY PROJECTIONS FOR MAJOR BENEFIT PROGRAMS

(Annual average, in thousands)

	Actual 2013	Estimate										
		2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
Farmers receiving Federal payments	1,170	1,164	1,158	1,152	1,146	1,140	1,134	1,128	1,122	1,116	1,110	1,104
Federal direct student loans	10,453	9,907	9,846	10,150	10,461	10,782	11,113	11,458	11,816	12,186	12,571	12,971
Federal Pell Grants	8,861	8,711	8,852	9,015	9,168	9,304	9,478	9,598	9,734	9,848	9,993	10,120
Medicaid/Children's Health Insurance Program	64,877	70,897	77,381	82,253	82,943	81,491	81,614	82,741	83,060	83,423	83,774	84,134
Medicare-eligible military retiree health benefits	2,230	2,269	2,298	2,323	2,349	2,374	2,397	2,421	2,446	2,472	2,496	2,522
Medicare:												
Hospital insurance	51,564	53,217	54,897	56,569	58,265	59,994	61,762	63,575	65,418	67,302	69,195	71,075
Supplementary medical insurance:												
Part B	47,621	49,157	50,611	52,065	53,541	55,047	56,592	58,192	59,819	61,487	63,176	64,844
Part D	38,655	40,107	41,445	42,781	44,069	45,360	46,680	48,063	49,457	50,874	52,298	53,712
Prescription Drug Plans and Medicare Advantage:												
Prescription Drug Plans	34,794	37,678	39,779	41,793	43,236	44,501	45,796	47,154	48,521	49,911	51,309	52,696
Retiree Drug Subsidy	3,861	2,430	1,666	988	834	858	883	909	935	962	989	1,016
Managed Care Enrollment ¹	14,527	15,508	15,833	16,144	16,829	17,291	17,971	18,782	19,611	20,422	21,194	21,909
Railroad retirement	535	532	529	526	523	519	514	509	502	495	486	478
Federal civil service retirement	2,591	2,604	2,617	2,632	2,648	2,666	2,685	2,704	2,724	2,744	2,764	2,779
Military retirement	2,246	2,257	2,265	2,273	2,281	2,289	2,296	2,304	2,313	2,322	2,332	2,360
Unemployment insurance	8,247	8,152	8,356	8,396	8,401	8,366	8,342	8,360	8,414	8,401	8,406	8,421
Supplemental Nutrition Assistance Program	47,636	47,596	46,949	44,701	42,550	40,683	39,027	37,444	36,192	35,280	34,156	33,046
Child nutrition	34,333	34,172	34,471	34,268	34,521	34,778	35,040	35,305	35,575	35,850	36,129	36,412
Foster care, Adoption Assistance and Guardianship Assistance	613	612	624	649	665	684	704	725	747	771	796	821
Supplemental security income (SSI):												
Aged	1,089	1,095	1,105	1,117	1,129	1,142	1,156	1,173	1,189	1,206	1,225	1,246
Blind/disabled	7,000	7,101	7,147	7,177	7,181	7,182	7,196	7,225	7,242	7,268	7,304	7,349
Total, SSI	8,089	8,196	8,252	8,294	8,310	8,324	8,352	8,398	8,431	8,474	8,529	8,595
Child care and development fund	2,134	2,091	2,112	2,155	2,111	2,050	2,032	2,163	2,142	2,117	2,097	2,081
Social security (OASDI):												
Old age and survivors insurance	46,167	47,650	49,177	50,778	52,455	54,167	55,906	57,668	59,255	60,887	62,528	64,179
Disability insurance	10,916	11,028	11,125	11,217	11,306	11,380	11,444	11,504	11,622	11,753	11,870	11,960
Total, OASDI	57,083	58,678	60,302	61,995	63,761	65,547	67,350	69,172	70,877	72,640	74,398	76,139
Veterans compensation:												
Veterans	3,633	3,903	4,187	4,377	4,521	4,654	4,778	4,898	5,015	5,129	5,240	5,349
Survivors (non-veterans)	358	369	382	397	414	432	451	470	490	511	532	554
Total, Veterans compensation	3,991	4,272	4,569	4,774	4,935	5,086	5,229	5,368	5,505	5,640	5,772	5,903
Veterans pensions:												
Veterans	309	308	309	309	309	309	310	310	310	311	311	311
Survivors (non-veterans)	207	209	211	213	216	218	221	223	226	228	231	234
Total, Veterans pensions	516	517	520	522	525	527	531	533	536	539	542	545

¹ Enrollment figures include only beneficiaries who receive both Part A and Part B services through managed care.

(In billions of dollars)

	2013 Actual	Estimate										
		2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
Individual income taxes	1,316.4	1,388.7	1,498.3	1,606.1	1,726.6	1,854.2	1,970.9	2,094.5	2,223.0	2,352.9	2,487.2	2,621.8
Corporation income taxes	273.5	332.5	411.6	463.3	488.2	500.7	512.4	523.7	537.9	552.5	565.7	585.4
Social insurance and retirement receipts	947.8	1,021.1	1,055.0	1,124.8	1,176.9	1,236.5	1,298.1	1,355.6	1,427.1	1,497.8	1,563.5	1,635.4
(On-budget)	(274.5)	(288.8)	(299.2)	(316.4)	(328.7)	(340.5)	(355.7)	(371.2)	(388.5)	(407.6)	(424.8)	(444.9)
(Off-budget)	(673.3)	(732.3)	(755.8)	(808.5)	(848.3)	(896.0)	(942.4)	(984.4)	(1,038.6)	(1,090.2)	(1,138.7)	(1,190.5)
Excise taxes	84.0	93.5	98.8	100.3	104.5	108.4	113.6	117.8	123.1	128.7	135.4	143.1
Estate and gift taxes	18.9	15.7	17.5	19.0	20.4	21.9	23.2	24.4	26.0	27.5	29.2	31.0
Customs duties	31.8	35.5	37.9	40.9	44.3	47.7	50.9	54.2	57.7	61.3	65.1	69.5
Miscellaneous receipts	102.6	117.6	131.3	102.9	95.2	81.9	88.2	100.4	110.4	115.3	124.2	131.8
Total, receipts	2,775.1	3,004.6	3,250.5	3,457.3	3,656.2	3,851.3	4,057.2	4,270.6	4,505.2	4,735.9	4,970.1	5,218.2
(On-budget)	(2,101.8)	(2,272.2)	(2,494.7)	(2,648.8)	(2,808.0)	(2,955.3)	(3,114.8)	(3,286.3)	(3,466.6)	(3,645.7)	(3,831.4)	(4,027.6)
(Off-budget)	(673.3)	(732.3)	(755.8)	(808.5)	(848.3)	(896.0)	(942.4)	(984.4)	(1,038.6)	(1,090.2)	(1,138.7)	(1,190.5)

(In billions of dollars)

[illegible]

Table 25–7. CHANGE IN OUTLAY ESTIMATES BY CATEGORY IN THE ADJUSTED BASELINE

(In billions of dollars)

	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	Change 2014 to 2015		Change 2014 to 2019		Change 2014 to 2024	
												Amount	Percent	Amount	Average annual rate	Amount	Average annual rate
Outlays:																	
Discretionary:																	
Defense	612	606	619	629	637	649	659	675	726	756	778	–6	–1.0%	36	1.2%	166	2.4%
Non-defense	562	543	520	519	524	534	546	558	591	614	631	–19	–3.3%	–28	–1.0%	69	1.2%
Subtotal, discretionary	1,174	1,150	1,139	1,148	1,161	1,182	1,204	1,233	1,316	1,370	1,409	–25	–2.1%	8	0.1%	235	1.8%
Mandatory:																	
Farm programs	16	12	18	21	20	13	13	13	13	12	12	–4	–26.5%	–2	–3.4%	–3	–2.4%
GSE support	–71	–21	–23	–23	–23	–19	–17	–15	–14	–13	–12	49	–69.9%	51	–22.8%	58	–16.1%
Medicaid	308	331	353	373	393	416	440	466	493	522	556	23	7.5%	108	6.2%	248	6.1%
Other health care	79	116	132	145	143	151	157	162	169	177	184	36	45.5%	71	13.6%	104	8.8%
Medicare	513	529	580	596	617	682	734	790	879	914	947	16	3.1%	169	5.9%	434	6.3%
Federal employee retirement and disability	135	139	148	149	149	158	163	168	180	180	180	4	3.3%	23	3.2%	45	2.9%
Unemployment compensation	45	41	41	42	43	45	47	49	51	53	55	–5	–10.6%	–1	–0.4%	9	1.9%
Other income security programs	278	279	283	283	281	292	297	301	312	311	310	*	0.2%	14	1.0%	31	1.1%
Social Security	852	896	947	1,003	1,063	1,127	1,195	1,264	1,337	1,415	1,499	44	5.2%	275	5.8%	647	5.8%
Veterans programs	89	94	106	104	104	118	125	132	148	146	144	5	5.5%	30	5.9%	55	5.0%
Other mandatory programs	77	85	77	77	74	79	78	84	79	71	97	7	9.4%	2	0.5%	20	2.3%
Undistributed offsetting receipts	–88	–94	–102	–104	–103	–102	–103	–106	–110	–113	–116	–6	6.3%	–13	2.8%	–28	2.8%
Subtotal, mandatory	2,234	2,405	2,561	2,667	2,760	2,960	3,128	3,306	3,535	3,677	3,855	172	7.7%	726	5.8%	1,622	5.6%
Disaster costs ¹	2	6	8	8	9	9	10	10	10	10	10	4	193.3%	8	38.0%	8	18.2%
Net interest	223	251	318	393	480	563	635	697	761	827	886	28	12.7%	340	20.3%	663	14.8%
Total, outlays	3,633	3,812	4,025	4,217	4,409	4,714	4,978	5,247	5,623	5,884	6,160	179	4.9%	1,082	5.4%	2,528	5.4%

*Less than \$500 million.

¹These amounts represent the statistical probability of a major disaster requiring federal assistance for relief and reconstruction. Such assistance might be provided in the form of discretionary or mandatory outlays or tax relief. These amounts are included as outlays for convenience.

Table 25–8. OUTLAYS BY FUNCTION IN THE ADJUSTED BASELINE

(In billions of dollars)

Function	2013 Actual	Estimate										
		2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
National Defense:												
Department of Defense—Military	607.8	593.3	585.4	599.8	608.9	617.4	628.9	638.5	654.2	702.3	731.5	752.7
Other	25.6	27.2	29.2	27.9	28.1	27.8	28.3	28.9	29.4	31.6	32.9	33.7
Total, National Defense	633.4	620.6	614.6	627.7	637.0	645.2	657.3	667.4	683.6	733.9	764.4	786.4
International Affairs	46.4	48.5	51.1	53.6	54.4	55.1	55.8	56.5	56.9	56.2	58.4	59.6
General Science, Space, and Technology	28.9	28.7	31.1	30.7	31.0	31.5	32.0	32.8	33.9	34.5	35.2	35.7
Energy	11.0	13.4	9.2	5.6	3.8	2.8	2.9	3.1	3.4	3.4	3.0	3.1
Natural Resources and Environment	38.1	39.1	42.1	42.2	42.1	42.1	43.5	44.7	45.5	46.6	47.9	48.8
Agriculture	29.5	22.7	17.9	24.5	27.7	26.4	20.0	20.1	20.0	20.0	20.1	20.1
Commerce and Housing Credit	–83.2	–80.6	–32.4	–33.6	–31.9	–34.9	–27.4	–28.8	–19.9	–23.0	–25.1	–26.9
On-Budget	(–81.3)	(–78.3)	(–33.4)	(–34.8)	(–32.7)	(–35.1)	(–27.7)	(–29.1)	(–20.2)	(–23.3)	(–25.4)	(–27.2)
Off-Budget	(–1.9)	(–2.3)	(1.0)	(1.3)	(0.8)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)
Transportation	91.7	95.5	95.9	96.4	97.3	96.1	97.4	99.1	100.3	101.7	103.6	107.4
Community and Regional Development	32.3	33.3	26.9	19.2	14.8	15.0	14.2	13.7	14.1	13.6	13.6	13.7
Education, Training, Employment, and Social Services	72.8	100.5	101.8	105.4	110.3	115.0	118.2	121.1	123.4	126.6	128.6	130.3
Health	358.3	447.4	504.4	543.8	577.6	596.8	628.5	659.4	691.9	727.9	766.3	809.1
Medicare	497.8	518.7	535.3	586.4	602.9	624.0	689.4	742.0	798.4	888.2	923.5	957.0
Income Security	536.5	524.8	527.1	540.4	542.5	543.0	566.1	579.5	593.3	618.6	622.4	624.4
Social Security	813.6	857.3	902.6	951.1	1,007.6	1,067.9	1,132.0	1,200.0	1,268.6	1,342.2	1,420.6	1,504.3
On-Budget	(56.0)	(26.2)	(32.2)	(35.3)	(38.8)	(42.4)	(46.1)	(49.9)	(53.7)	(57.8)	(62.2)	(66.6)
Off-Budget	(757.5)	(831.1)	(870.4)	(915.9)	(968.8)	(1,025.5)	(1,085.9)	(1,150.1)	(1,214.9)	(1,284.5)	(1,358.4)	(1,437.7)
Veterans Benefits and Services	138.9	151.2	159.8	174.9	174.5	176.0	191.6	200.5	209.6	227.9	228.7	228.1
Administration of Justice	52.6	53.1	64.4	61.2	62.5	60.6	62.1	65.4	65.5	67.2	69.0	74.2
General Government	27.8	22.4	24.2	25.3	25.0	24.9	25.6	26.7	27.2	28.1	28.9	30.0
Net Interest	220.9	223.0	251.4	317.7	393.3	479.6	563.0	635.2	697.4	761.2	826.8	886.1
On-Budget	(326.5)	(323.3)	(347.6)	(410.6)	(485.3)	(571.2)	(654.3)	(725.4)	(787.8)	(847.8)	(911.1)	(967.9)
Off-Budget	(–105.7)	(–100.2)	(–96.2)	(–93.0)	(–92.0)	(–91.6)	(–91.2)	(–90.2)	(–90.4)	(–86.6)	(–84.3)	(–81.8)
Allowances		1.9	–21.6	–45.1	–52.0	–54.8	–56.1	–57.8	–60.3	–42.0	–39.2	–15.2
Undistributed Offsetting Receipts:												
Employer share, employee retirement (on-budget)	–65.2	–63.8	–66.2	–66.9	–70.3	–71.7	–73.5	–75.6	–77.8	–80.1	–82.4	–84.9
Employer share, employee retirement (off-budget)	–16.2	–15.7	–16.0	–16.7	–17.3	–17.9	–18.8	–19.6	–20.4	–21.3	–22.0	–22.7
Rents and royalties on the Outer Continental Shelf	–8.9	–8.2	–8.2	–8.1	–7.5	–7.1	–7.3	–7.5	–7.8	–8.1	–8.4	–8.3
Sale of major assets	–2.6	–*										
Other undistributed offsetting receipts		–0.7	–3.6	–10.6	–8.8	–6.2	–2.1	–0.3	–0.3	–0.2	–0.1	
Total, Undistributed Offsetting Receipts	–92.8	–88.4	–94.0	–102.3	–103.8	–102.9	–101.7	–103.0	–106.3	–109.8	–113.0	–116.0
On-Budget	(–76.6)	(–72.7)	(–77.9)	(–85.6)	(–86.6)	(–85.0)	(–82.9)	(–83.4)	(–85.9)	(–88.5)	(–91.0)	(–93.3)
Off-Budget	(–16.2)	(–15.7)	(–16.0)	(–16.7)	(–17.3)	(–17.9)	(–18.8)	(–19.6)	(–20.4)	(–21.3)	(–22.0)	(–22.7)
Total	3,454.6	3,632.9	3,811.8	4,025.3	4,216.6	4,409.5	4,714.5	4,977.6	5,246.5	5,623.0	5,883.8	6,160.5
On-Budget	(2,820.8)	(2,920.0)	(3,052.6)	(3,217.8)	(3,356.3)	(3,493.2)	(3,738.3)	(3,937.0)	(4,142.1)	(4,446.2)	(4,631.3)	(4,827.0)
Off-Budget	(633.8)	(712.9)	(759.2)	(807.5)	(860.3)	(916.3)	(976.2)	(1,040.6)	(1,104.4)	(1,176.8)	(1,252.4)	(1,333.4)

*\$50 million or less.

Table 25–9. OUTLAYS BY AGENCY IN THE ADJUSTED BASELINE

(In billions of dollars)

Agency	2013 Actual	Estimate										
		2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
Legislative Branch	4.3	4.7	4.7	4.9	5.0	5.0	5.2	5.3	5.4	5.5	5.7	5.9
Judicial Branch	7.1	7.3	7.6	7.7	7.8	8.0	8.2	8.4	8.7	8.9	9.1	9.3
Agriculture	155.9	149.2	141.3	146.7	149.4	148.4	142.6	143.5	144.9	147.0	148.8	148.6
Commerce	9.1	8.2	9.5	9.9	8.7	10.1	10.3	10.5	10.7	10.6	10.4	10.6
Defense—Military Programs	607.8	593.3	592.2	615.6	628.1	638.3	651.3	661.9	678.5	694.6	711.4	728.8
Education	40.9	65.6	66.1	70.2	74.9	79.3	82.0	84.3	86.1	88.7	90.0	91.2
Energy	24.7	27.8	29.4	28.0	27.4	26.5	27.0	27.6	28.1	28.7	29.3	29.8
Health and Human Services	886.3	957.4	1,008.6	1,082.2	1,115.9	1,150.1	1,240.3	1,318.2	1,400.2	1,518.5	1,584.7	1,654.9
Homeland Security	57.2	51.6	47.8	44.4	43.0	44.6	44.9	45.9	47.3	47.8	49.0	55.2
Housing and Urban Development	56.6	42.1	37.4	34.2	31.6	30.9	30.6	29.8	29.3	29.1	28.8	28.6
Interior	9.6	12.8	13.3	13.1	13.2	13.2	13.4	13.7	14.1	14.4	14.7	14.6
Justice	29.7	28.7	41.0	36.0	36.3	34.0	34.9	37.5	36.7	37.7	38.7	39.6
Labor	80.3	61.1	56.4	55.7	57.0	58.9	61.3	64.5	68.1	71.1	74.0	76.7
State	25.9	27.8	30.0	30.8	30.9	31.1	31.7	32.2	32.7	33.1	33.8	34.5
Transportation	76.3	80.5	80.8	81.1	81.6	80.2	81.1	82.5	83.4	84.2	85.6	87.3
Treasury	399.1	469.1	571.4	648.9	737.5	830.6	931.9	1,018.3	1,096.5	1,168.9	1,246.2	1,314.8
Veterans Affairs	138.5	150.7	159.3	174.4	174.1	175.5	191.2	200.1	209.1	227.4	228.2	227.6
Corps of Engineers—Civil Works	6.3	7.2	8.4	7.9	7.3	6.7	7.2	7.3	7.1	7.3	7.4	7.6
Other Defense Civil Programs	56.8	57.9	57.4	62.9	60.3	57.0	63.4	64.8	67.0	75.2	72.5	69.8
Environmental Protection Agency	9.5	8.1	8.4	8.3	8.2	8.5	8.8	9.2	9.4	9.6	9.9	10.1
Executive Office of the President	0.4	0.4	0.5	3.0	3.0	0.4	0.5	0.5	0.5	0.6	0.6	0.5
General Services Administration	–0.4	–0.5	0.5	1.3	0.7	–*	0.1	*	*	*	0.1	0.1
International Assistance Programs	19.7	20.4	21.3	23.0	23.6	23.9	24.1	24.2	24.0	22.8	24.4	24.8
National Aeronautics and Space Administration	17.0	17.1	18.3	18.7	18.8	19.2	19.6	20.1	20.5	21.0	21.3	21.8
National Science Foundation	7.4	7.1	8.1	7.3	7.3	7.4	7.3	7.6	8.1	8.2	8.4	8.6
Office of Personnel Management	83.9	86.7	84.5	87.9	98.2	102.0	106.2	110.6	115.0	119.8	124.5	129.7
Small Business Administration	0.5	0.4	1.1	1.0	1.0	1.0	1.1	1.1	1.1	1.1	1.2	1.2
Social Security Administration	867.4	914.4	961.3	1,015.8	1,070.9	1,128.7	1,199.6	1,269.8	1,340.5	1,421.7	1,497.0	1,577.6
On-Budget	(109.8)	(83.3)	(90.8)	(99.9)	(102.1)	(103.2)	(113.7)	(119.7)	(125.6)	(137.2)	(138.5)	(139.9)
Off-Budget	(757.5)	(831.1)	(870.4)	(915.9)	(968.8)	(1,025.5)	(1,085.9)	(1,150.1)	(1,214.9)	(1,284.5)	(1,358.4)	(1,437.7)
Other Independent Agencies	26.3	20.4	20.8	19.2	20.9	20.5	26.0	22.5	31.3	28.8	27.1	26.0
On-Budget	(28.2)	(22.7)	(19.8)	(17.9)	(20.1)	(20.2)	(25.7)	(22.2)	(31.1)	(28.5)	(26.8)	(25.7)
Off-Budget	(–1.9)	(–2.3)	(1.0)	(1.3)	(0.8)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)
Allowances .....		1.9	–28.7	–61.6	–72.2	–76.7	–79.5	–82.3	–85.8	–34.0	–18.1	9.8
Undistributed Offsetting Receipts	–249.5	–246.4	–246.8	–252.9	–253.7	–253.9	–257.5	–262.0	–272.2	–275.5	–280.9	–285.4
On-Budget	(–127.6)	(–130.5)	(–134.6)	(–143.3)	(–144.5)	(–144.4)	(–147.5)	(–152.2)	(–161.4)	(–167.6)	(–174.6)	(–180.8)
Off-Budget	(–121.8)	(–115.9)	(–112.2)	(–109.6)	(–109.2)	(–109.5)	(–110.0)	(–109.8)	(–110.8)	(–107.9)	(–106.3)	(–104.6)
Total	3,454.6	3,632.9	3,811.8	4,025.3	4,216.6	4,409.5	4,714.5	4,977.6	5,246.5	5,623.0	5,883.8	6,160.5
On-Budget	(2,820.8)	(2,920.0)	(3,052.6)	(3,217.8)	(3,356.3)	(3,493.2)	(3,738.3)	(3,937.0)	(4,142.1)	(4,446.2)	(4,631.3)	(4,827.0)
Off-Budget	(633.8)	(712.9)	(759.2)	(807.5)	(860.3)	(916.3)	(976.2)	(1,040.6)	(1,104.4)	(1,176.8)	(1,252.4)	(1,333.4)

*\$50 million or less.

Table 25–10. BUDGET AUTHORITY BY FUNCTION IN THE ADJUSTED BASELINE

(In billions of dollars)

Function	2013 Actual	Estimate										
		2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
National Defense:												
Department of Defense—Military	585.2	586.9	589.5	593.1	607.3	621.8	636.3	651.9	667.1	736.0	754.0	772.3
Other	24.9	26.7	26.7	26.7	27.2	27.8	28.3	28.9	29.4	32.6	33.3	33.9
Total, National Defense	610.1	613.6	616.2	619.8	634.5	649.6	664.6	680.7	696.5	768.6	787.3	806.3
International Affairs	40.6	38.5	40.7	43.8	46.1	48.9	52.6	55.3	56.6	58.5	61.2	62.6
General Science, Space, and Technology	28.0	29.4	29.9	30.6	31.2	31.9	32.6	33.3	34.0	34.8	35.5	36.3
Energy	8.4	8.4	7.5	5.7	4.6	4.2	3.9	4.0	4.6	4.3	3.9	4.0
Natural Resources and Environment	41.0	37.0	38.0	39.0	40.6	41.7	42.7	44.2	45.2	46.3	47.7	48.6
Agriculture	27.4	24.8	18.0	24.4	27.9	26.7	20.3	20.6	20.5	20.3	20.7	20.8
Commerce and Housing Credit	−36.5	−62.9	−8.4	−5.0	−5.1	−6.2	−0.5	2.8	5.5	7.0	8.8	10.3
On-Budget	(−36.5)	(−63.2)	(−8.4)	(−5.3)	(−5.4)	(−6.5)	(−0.7)	(2.5)	(5.2)	(6.7)	(8.5)	(10.0)
Off-Budget .....	.....	(0.3)	(*)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)
Transportation	99.3	86.9	87.7	89.6	91.7	93.7	95.8	98.0	100.2	102.5	104.9	108.8
Community and Regional Development	51.1	17.9	13.0	12.7	12.8	13.7	14.0	14.2	14.7	15.0	15.3	15.5
Education, Training, Employment, and Social Services	71.2	91.3	96.4	107.3	112.4	116.7	120.1	122.6	125.2	128.4	130.5	132.1
Health	339.0	444.8	520.0	540.9	569.9	595.6	628.3	670.5	693.4	730.0	768.1	810.1
Medicare	507.8	525.1	535.4	586.6	603.2	624.3	689.7	742.3	798.8	888.6	923.9	957.4
Income Security	533.6	529.4	527.0	537.7	544.7	552.1	572.1	584.8	598.7	617.7	627.0	634.6
Social Security	816.5	860.8	905.4	956.1	1,012.7	1,073.3	1,137.8	1,206.1	1,274.8	1,348.8	1,427.7	1,511.8
On-Budget	(55.9)	(26.0)	(32.0)	(35.3)	(38.8)	(42.4)	(46.1)	(49.9)	(53.7)	(57.8)	(62.2)	(66.6)
Off-Budget	(760.6)	(834.8)	(873.4)	(920.8)	(973.9)	(1,030.9)	(1,091.7)	(1,156.2)	(1,221.1)	(1,291.0)	(1,365.5)	(1,445.3)
Veterans Benefits and Services	136.6	151.3	161.6	169.5	176.4	185.7	194.4	203.4	212.6	222.3	232.1	242.1
Administration of Justice	51.7	54.6	67.0	58.2	61.3	61.0	62.6	64.3	66.0	67.8	69.6	74.7
General Government	26.0	24.9	24.8	25.3	25.8	26.6	27.3	28.0	28.8	29.6	30.4	31.1
Net Interest	220.9	223.0	251.4	317.7	393.3	479.6	563.0	635.2	697.4	761.2	826.8	886.1
On-Budget	(326.5)	(323.3)	(347.6)	(410.6)	(485.3)	(571.2)	(654.3)	(725.4)	(787.8)	(847.8)	(911.1)	(967.9)
Off-Budget	(−105.7)	(−100.2)	(−96.2)	(−93.0)	(−92.0)	(−91.6)	(−91.2)	(−90.2)	(−90.4)	(−86.6)	(−84.3)	(−81.8)
Allowances .....	.....	7.5	−30.1	−59.8	−54.6	−56.4	−57.3	−59.5	−62.5	−30.2	−31.4	−8.4
Undistributed Offsetting Receipts:												
Employer share, employee retirement (on-budget)	−65.2	−63.8	−66.2	−66.9	−70.3	−71.7	−73.5	−75.6	−77.8	−80.1	−82.4	−84.9
Employer share, employee retirement (off-budget)	−16.2	−15.7	−16.0	−16.7	−17.3	−17.9	−18.8	−19.6	−20.4	−21.3	−22.0	−22.7
Rents and royalties on the Outer Continental Shelf	−8.9	−8.2	−8.2	−8.1	−7.5	−7.1	−7.3	−7.5	−7.8	−8.1	−8.4	−8.3
Sale of major assets	−2.6	−*	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Other undistributed offsetting receipts .....	.....	−0.7	−3.6	−10.6	−8.8	−6.2	−2.1	−0.3	−0.3	−0.2	−0.1	.....
Total, Undistributed Offsetting Receipts	−92.8	−88.4	−94.0	−102.3	−103.8	−102.9	−101.7	−103.0	−106.3	−109.8	−113.0	−116.0
On-Budget	(−76.6)	(−72.7)	(−77.9)	(−85.6)	(−86.6)	(−85.0)	(−82.9)	(−83.4)	(−85.9)	(−88.5)	(−91.0)	(−93.3)
Off-Budget	(−16.2)	(−15.7)	(−16.0)	(−16.7)	(−17.3)	(−17.9)	(−18.8)	(−19.6)	(−20.4)	(−21.3)	(−22.0)	(−22.7)
Total	3,479.7	3,617.8	3,807.6	3,997.7	4,225.7	4,459.6	4,762.6	5,047.8	5,304.7	5,711.7	5,976.9	6,268.8
On-Budget	(2,841.0)	(2,898.7)	(3,046.5)	(3,186.3)	(3,360.7)	(3,537.9)	(3,780.6)	(4,001.0)	(4,194.1)	(4,528.3)	(4,717.4)	(4,927.8)
Off-Budget	(638.8)	(719.1)	(761.1)	(811.4)	(865.0)	(921.7)	(982.0)	(1,046.8)	(1,110.6)	(1,183.4)	(1,259.5)	(1,341.0)
MEMORANDUM												
Discretionary budget authority:												
National Defense	600.4	606.0	608.1	611.6	626.4	641.3	656.3	672.3	688.3	760.4	779.1	797.9
International affairs	51.9	50.7	51.8	52.9	54.1	55.3	56.5	57.7	58.9	60.2	61.5	62.8
Domestic	484.0	470.7	444.1	441.9	452.2	463.0	476.0	487.8	499.5	547.5	561.4	575.5
Total, discretionary	1,136.3	1,127.4	1,104.0	1,106.4	1,132.7	1,159.6	1,188.7	1,217.7	1,246.7	1,368.1	1,401.9	1,436.2

*\$50 million or less.

Table 25–11. BUDGET AUTHORITY BY AGENCY IN THE ADJUSTED BASELINE

(In billions of dollars)

Agency	2013 Actual	Estimate										
		2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
Legislative Branch	4.3	4.5	4.6	4.7	4.9	5.0	5.2	5.3	5.5	5.6	5.8	6.0
Judicial Branch	6.9	7.3	7.5	7.7	7.9	8.1	8.3	8.6	8.8	9.0	9.3	9.5
Agriculture	154.9	158.4	148.3	152.3	155.2	154.2	148.6	149.8	151.4	153.0	154.9	154.6
Commerce	8.0	10.3	11.0	11.7	9.1	9.3	9.5	9.8	10.0	10.2	10.5	10.8
Defense—Military Programs	585.2	586.9	600.4	614.4	629.0	644.4	660.0	676.2	692.4	709.3	726.7	744.7
Education	39.5	56.7	61.7	72.0	76.8	80.6	83.5	85.5	87.5	90.1	91.5	92.7
Energy	21.2	22.5	25.7	26.3	26.8	27.4	27.5	28.1	28.6	29.2	29.8	30.5
Health and Human Services	873.3	961.9	1,023.0	1,078.5	1,107.3	1,148.1	1,240.4	1,329.1	1,401.3	1,520.2	1,585.9	1,656.2
Homeland Security	61.9	45.3	40.6	41.5	42.6	44.4	45.6	46.9	48.2	49.6	50.9	57.1
Housing and Urban Development	69.0	41.5	43.5	44.6	45.6	46.7	48.4	49.6	50.8	52.1	53.5	54.6
Interior	11.8	11.6	11.6	11.8	12.5	12.9	13.2	13.8	13.9	14.3	14.7	14.6
Justice	28.1	29.5	41.5	32.8	35.2	34.2	35.1	35.9	36.9	37.8	38.8	39.8
Labor	82.3	60.8	55.1	56.1	57.3	58.7	60.3	62.5	65.0	67.2	69.5	71.8
State	29.6	28.5	29.0	29.7	30.3	31.0	31.7	32.4	33.1	33.8	34.5	35.3
Transportation	84.3	72.4	73.6	75.0	76.6	78.2	79.8	81.5	83.2	84.9	86.7	88.6
Treasury	440.9	463.9	566.8	645.4	734.0	829.5	932.4	1,018.4	1,097.9	1,170.6	1,247.9	1,316.1
Veterans Affairs	136.0	150.9	161.2	169.0	175.9	185.2	193.9	202.9	212.1	221.8	231.6	241.6
Corps of Engineers—Civil Works	9.7	5.3	5.5	5.6	5.8	5.9	6.1	6.2	6.4	6.6	6.7	6.9
Other Defense Civil Programs	57.6	57.2	57.6	58.7	60.3	61.7	63.6	65.0	67.3	69.8	72.6	75.9
Environmental Protection Agency	8.4	8.1	8.3	8.5	8.7	8.9	9.2	9.4	9.6	9.9	10.1	10.4
Executive Office of the President	0.4	0.4	0.5	3.0	3.0	0.4	0.5	0.5	0.5	0.6	0.6	0.5
General Services Administration	–1.3	1.8	0.2	0.2	0.2	0.2	0.2	0.2	0.3	0.3	0.3	0.3
International Assistance Programs	10.8	9.3	11.2	13.7	15.4	17.5	20.5	22.4	22.9	24.0	25.9	26.5
National Aeronautics and Space Administration	16.9	17.6	18.0	18.4	18.8	19.3	19.7	20.2	20.6	21.1	21.6	22.1
National Science Foundation	7.0	7.3	7.4	7.5	7.7	7.9	8.0	8.2	8.3	8.5	8.7	8.9
Office of Personnel Management	87.0	89.7	87.1	90.4	101.0	105.2	109.6	114.1	118.7	123.7	128.6	133.0
Small Business Administration	1.0	0.2	1.0	1.0	1.0	1.0	1.1	1.1	1.1	1.1	1.2	1.2
Social Security Administration	869.6	917.8	964.1	1,020.5	1,076.1	1,134.4	1,205.5	1,275.9	1,346.7	1,428.0	1,504.1	1,585.2
On-Budget	(109.0)	(83.0)	(90.7)	(99.6)	(102.2)	(103.5)	(113.8)	(119.7)	(125.6)	(136.9)	(138.6)	(140.0)
Off-Budget	(760.6)	(834.8)	(873.4)	(920.8)	(973.9)	(1,030.9)	(1,091.7)	(1,156.2)	(1,221.1)	(1,291.0)	(1,365.5)	(1,445.3)
Other Independent Agencies	25.3	29.4	29.9	31.6	31.8	33.0	34.8	35.4	36.8	37.1	37.5	38.3
On-Budget	(25.3)	(29.1)	(29.9)	(31.3)	(31.5)	(32.7)	(34.6)	(35.1)	(36.5)	(36.8)	(37.2)	(38.0)
Off-Budget .....	.....	(0.3)	(*)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)
Allowances .....	.....	7.5	–41.5	–82.2	–77.4	–80.0	–82.1	–85.0	–89.0	–2.1	–2.8	20.6
Undistributed Offsetting Receipts	–249.5	–246.4	–246.8	–252.9	–253.7	–253.9	–257.5	–262.0	–272.2	–275.5	–280.9	–285.4
On-Budget	(–127.6)	(–130.5)	(–134.6)	(–143.3)	(–144.5)	(–144.4)	(–147.5)	(–152.2)	(–161.4)	(–167.6)	(–174.6)	(–180.8)
Off-Budget	(–121.8)	(–115.9)	(–112.2)	(–109.6)	(–109.2)	(–109.5)	(–110.0)	(–109.8)	(–110.8)	(–107.9)	(–106.3)	(–104.6)
Total	3,479.7	3,617.8	3,807.6	3,997.7	4,225.7	4,459.6	4,762.6	5,047.8	5,304.7	5,711.7	5,976.9	6,268.8
On-Budget	(2,841.0)	(2,898.7)	(3,046.5)	(3,186.3)	(3,360.7)	(3,537.9)	(3,780.6)	(4,001.0)	(4,194.1)	(4,528.3)	(4,717.4)	(4,927.8)
Off-Budget	(638.8)	(719.1)	(761.1)	(811.4)	(865.0)	(921.7)	(982.0)	(1,046.8)	(1,110.6)	(1,183.4)	(1,259.5)	(1,341.0)

*\$50 million or less.