

AMENDMENTS TO AND REVISIONS IN BUDGET AUTHORITY FOR 2024

STATEMENT ON CHANGES

(Between the Transmittal of the 2024 and 2025 Budgets)

A statement of all amendments to, or revisions in, budget authority requested between transmittal of the 2024 Budget and the 2025 Budget is presented below. This statement is included in the Budget in accordance with the Congressional Budget Act of 1974 (31 U.S.C. 1105(d)).

The modifications to proposals for 2024 budget authority that were made through the course of the past year took the form of Presidential amendments to the Budget transmitted on March 9, 2023, and other requests.

These modifications were printed in the documents of the House of Representatives that are identified on the following listing.

Transmitted to the Congress on	Agencies affected	Printed as
May 9, 2023	Department of Agriculture	Not available
	Department of Defense	
	Department of Education	
	Department of Homeland Security	
	Department of Housing and Urban Development	
	Department of State and Other International Programs	
	Department of Transportation	
	Environmental Protection Agency	
	National Science Foundation	
	Legislative Branch	
August 10, 2023	Department of Agriculture	Not Available
	Department of Defense	
	Department of Energy	
	Department of Health and Human Services	
	Department of Homeland Security	
	Department of the Interior	
	Department of Justice	
	Department of Labor	
	Department of State and Other International Programs	
	U.S. Agency for International Development	
	Intelligence Community Management Account	
	Judicial Branch	
September 30, 2023	Department of Agriculture	H. Doc. No. 118-67

October 20, 2023	Department of Commerce	
	Department of Energy	
	Department of Health and Human Services	
	Department of Homeland Security	
	Department of Housing and Urban Development	
	Department of the Interior	
	Department of Justice	
	Department of State and Other International Programs	
	National Aeronautics and Space Administration	
	National Science Foundation	
	Corps of Engineers—Civil Works	
	Department of Defense	Not Available
	Department of Energy	
	Department of Health and Human Services	
	Department of Homeland Security	
	Department of Justice	
	Department of Labor	
	Department of State and Other International Programs	
	U.S. Agency for International Development	
	Intelligence Community Management Account	
	Department of Agriculture	Not available
	Department of Commerce	
	Department of Defense	
	Department of Education	
	Department of Energy	
	Department of Health and Human Services	
	Department of Homeland Security	
	Department of Housing and Urban Development	
	Department of the Interior	
	Department of Justice	
	Department of Labor	
	Department of State and Other International Programs	
	Department of Transportation	
	Corps of Engineers—Civil Works	
	Environmental Protection Agency	
	National Aeronautics and Space Administration	
	Small Business Administration	
	Federal Communications Commission	
	Legal Services Corporation	
	Judicial Branch	

ADVANCE APPROPRIATIONS

An advance appropriation is one made to become available one year or more beyond the year for which the appropriations act is passed. Advance appropriations in 2025 appropriations acts will become available for programs in 2026 or beyond. Since these appropriations are not available until after 2025, the amounts will not be included in the 2025 totals, but will be reflected in the totals for the year for which they are requested.

The Congressional Budget Act of 1974 (31 U.S.C. 1105(a)(17)) requires inclusion in the budget of "information on estimates of appropriations for the fiscal year following the fiscal year for which the budget is submitted for grants, contracts, and other payments under each program for which there is an authorization of appropriations for that following fiscal year when the appropriations are authorized to be included in an appropriation law for the fiscal year before the fiscal year in which the appropriation is to be available for obligation." In fulfillment of this requirement, the accompanying table lists those accounts that have either received discretionary or mandatory advance appropriations since 2023 or will request, in 2025, advance appropriations for 2026 and beyond and cites the applicable authorizing statute.

The Continuing Appropriations Act, 2024 (division A of Public Law 118-15, as amended), which was in place at the time the Budget was prepared, does not explicitly address advance appropriations for 2025. As a result, this Budget, as illustrated by the accompanying table, assumes that final full-year appropriations would include language to make 2025 advance appropriations available. This is in order to ensure comparability with annual funding provided under the Continuing Appropriations Act, 2024, and to depict accurately the 2025 discretionary request levels. The Budget assumes that the 2025 level that would be enacted for discretionary appropriations is consistent with the 2025 advance appropriations that were requested in the 2024 Budget.

For additional information on advance appropriations, please refer to the Budget Concepts chapter in the *Analytical Perspectives* volume.

Advance Appropriations by Agency in the 2025 Budget

(Budget authority in millions of dollars)

Agency/Program	Pre-cancellation, Pre-Transfer Enacted Levels			
	2023	2024	2025	2026 Request
Discretionary One-year Advances:				
Department of Education (20 U.S.C. 1223):				
Education for the Disadvantaged	10,841	10,841	10,841	10,841
Special Education	9,283	9,283	9,283	9,283
Career, Technical, and Adult Education	791	791	791	791
School Improvement Programs	1,681	1,681	1,681	1,681
Department of Health and Human Services:				
Indian Health Services .....	.....	4,628	.....	.....
Indian Health Facilities .....	.....	501	.....	.....
Department of Housing and Urban Development (42 U.S.C. 1437 et seq.):				
Tenant-Based Rental Assistance	4,000	4,000	4,000	4,000
Project-Based Rental Assistance	400	400	400	400
Department of Labor:				
Training and Employment Services (29 U.S.C. 2801 et seq.)	1,772	1,772	1,772	1,772
Department of Veterans Affairs (Public Law 111-81):				
Medical Services	70,323	74,004	71,000	75,039
Medical Community Care	24,157	33,000	20,382	34,000
Medical Support and Compliance	9,673	12,300	11,800	12,700
Medical Facilities	7,134	8,800	9,400	9,700
Discretionary Two-year Advances:				
Corporation for Public Broadcasting (47 U.S.C. 396) ¹	475	525	535	575
Subtotal, Discretionary Advance Appropriations	140,530	162,526	141,885	160,782
Mandatory:				
Department of Agriculture:				
Supplemental Nutrition Assistance Program (7 U.S.C. 2027) .....	.....	.....	.....	27,844
Department of Health and Human Services:				
Grants to States for Medicaid (42 U.S.C. 1396-1)	165,722	197,580	249,865	261,064
Payments to States for Child Support Enforcement and Family Support (42 U.S.C. Ch. 7)	1,300	1,300	1,400	1,600
Payments for Foster Care and Permanency (Public Law 96-272)	3,200	3,200	3,400	3,600
Department of Labor:				
Special Benefits for Disabled Coal Miners (30 U.S.C. 921)	11	10	7	6
Department of Veterans Affairs (Public Law 113-235):²				
Compensation and Pensions	152,017	146,778	182,311	204,496
Readjustment Benefits	8,907	8,453	13,400	17,622
Veterans Insurance and Indemnities	110	121	135	132

Cost of War Toxic Exposures Fund .....	.....	.....	.....	22,800
Social Security Administration:				
Supplemental Security Income Program (42 U.S.C. 1381)	15,600	15,800	21,700	22,100
Total, Advance Appropriations	487,397	535,768	614,103	722,046

¹ Historically, the Corporation for Public Broadcasting is provided a two-year advance appropriation. The 2025 request proposes a \$595 million advance appropriation for the Corporation in 2027.

² The 2026 amounts include \$15 million in Compensation and Pensions and \$8 million in Readjustment Benefits that will result from enactment of authorizing legislation that is proposed as part of the 2025 President's Budget.

The Infrastructure Investments and Jobs Appropriations Act (division J of Public Law 117-58; IIJAA) was enacted in fiscal year 2022 and provided advance appropriations for several programs that become available in fiscal years 2023 through 2026. In accordance with the Congressional Budget Act requirement, the table below lists the programs that received advance appropriations in IIJAA.

Infrastructure Investments and Jobs Appropriations Act

(Budget authority in millions of dollars)

Agency/Program	2023	Pre-transfer Enacted Levels		
		2024	2025	2026
Department of Agriculture:				
Research and Education Activities	5	.....	.....	.....
Capital Improvement and Maintenance	72	72	72	72
Forest and Rangeland Research	2	2	2	2
State and Private Forestry	305	305	305	305
National Forest System	530	530	530	530
Wildland Fire Management	36	36	36	36
Department of Commerce:				
Operations, Research, and Facilities	516	516	516	507
Pacific Coastal Salmon Recovery	34	34	34	34
Digital Equity	550	550	550	550
Department of Energy:				
Fossil Energy and Carbon Management	1,444	1,447	1,450	1,317
Electricity	1,610	1,610	1,610	1,610
Nuclear Energy	1,200	1,200	1,200	1,200
Energy Efficiency and Renewable Energy	2,222	1,945	1,945	1,945
Cybersecurity, Energy Security, and Emergency Response	100	100	100	100
Office of Clean Energy Demonstrations	4,426	4,476	4,526	2,900
Carbon Dioxide Transportation Infrastructure Finance and Innovation Program Account	2,097	.....	.....	.....
Department of Health and Human Services:				
Indian Health Facilities	700	700	700	700
Low Income Home Energy Assistance	100	100	100	100
Department of Homeland Security:				
Cybersecurity Response and Recovery Fund	20	20	20	20
Federal Assistance, Federal Emergency Management Agency	500	400	200	100
Disaster Relief Fund	200	200	200	200
National Flood Insurance Fund	700	700	700	700
Department of the Interior:				
Water and Related Resources	1,660	1,660	1,660	1,660
Surveys, Investigations, and Research	69	69	69	64
Resource Management	91	91	91	91
Operation of Indian Programs	43	43	43	43
Construction, Bureau of Indian Affairs	50	50	50	50
Departmental Operations	142	142	142	142
Wildland Fire Management	263	263	263	263
Department of Transportation:				
National Infrastructure Investments	2,500	2,500	2,500	2,500
National Culvert Removal, Replacement, and Restoration Grants	200	200	200	200
Strengthening Mobility and Revolutionizing Transportation Grant Program	100	100	100	100
Safe Streets and Roads for All	1,000	1,000	1,000	1,000
Facilities and Equipment	1,000	1,000	1,000	1,000
Airport Terminal Program	1,000	1,000	1,000	1,000
Airport Infrastructure Grants	3,000	3,000	3,000	3,000
Highway Infrastructure Programs	9,454	9,454	9,454	9,454
Motor Carrier Safety Grants	125	125	125	125
Motor Carrier Safety Operations and Programs	10	10	10	10
Vehicle Safety and Behavioral Research Programs	110	110	110	110
Crash Data	150	150	150	150
Supplemental Highway Traffic Safety Programs	62	62	62	62
Federal-State Partnership for Intercity Passenger Rail Grants	7,200	7,200	7,200	7,200
Railroad Crossing Elimination Program	600	600	600	600

ADVANCE APPROPRIATIONS—Continued

Infrastructure Investments and Jobs Appropriations Act—Continued

Agency/Program	Pre-transfer Enacted Levels			
	2023	2024	2025	2026
Northeast Corridor Grants to the National Railroad Passenger Corporation				
Passenger Corporation	1,200	1,200	1,200	1,200
National Network Grants to the National Railroad Passenger Corporation				
Passenger Corporation	3,200	3,200	3,200	3,200
Consolidated Rail Infrastructure and Safety Improvements				
Improvements	1,000	1,000	1,000	1,000
Capital Investment Grants				
Capital Investment Grants	1,600	1,600	1,600	1,600
Electric or Low-Emitting Ferry Program				
Electric or Low-Emitting Ferry Program	50	50	50	50
All Stations Accessibility Program				
All Stations Accessibility Program	350	350	350	350
Ferry Service for Rural Communities				
Ferry Service for Rural Communities	200	200	200	200
Transit Infrastructure Grants				
Transit Infrastructure Grants	2,050	2,050	2,050	2,050
Natural Gas Distribution Infrastructure Safety and Modernization				
Modernization	200	200	200	200
Port Infrastructure Development Program				
Port Infrastructure Development Program	450	450	450	450
Corps of Engineers—Civil Works:				
Investigations	30	.....	.....	.....
Construction	50	50	.....	.....
Operation and Maintenance	1,000	1,000	.....	.....
Environmental Protection Agency:				
State and Tribal Assistance Grants	10,819	11,221	11,621	11,621
Environmental Programs and Management	387	387	387	387
Appalachian Regional Commission:				
Appalachian Regional Commission	200	200	200	200

Federal Permitting Improvement Steering Council:

Environmental Review Improvement Fund

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Total, IIJAA Advance Appropriations

68,985 66,931 66,134 64,260

The Bipartisan Safer Communities Supplemental Appropriations Act, 2022 (division B of Public Law 117-159; BSCA) was enacted in fiscal year 2022 and provided advance appropriations for several programs that become available in fiscal years 2023 through 2026. In accordance with the Congressional Budget Act requirement, the table below lists the programs that received advance appropriations in BSCA.

Bipartisan Safer Communities Supplemental Appropriations Act, 2022

(Budget authority in millions of dollars)

Agency/Program	Pre-transfer Enacted Levels			
	2023	2024	2025	2026
Department of Education:				
Safe Schools and Citizenship Education	200	200	200	200
Department of Health and Human Services:				
Substance Abuse and Mental Health Services Administration	163	163	163	.....
Public Health and Social Services Emergency Fund	32	32	32	12
Department of Justice:				
State and Local Law Enforcement Assistance	280	280	280	280
Community Oriented Policing Services	20	20	20	20
Total, BSCA Advance Appropriations	695	695	695	512

FINANCING VEHICLES AND THE BOARD OF GOVERNORS OF THE FEDERAL RESERVE

This chapter contains descriptions of, and data on, financing vehicles and the Board of Governors of the Federal Reserve System (Board). The Resolution Funding Corporation provided financing for the Resolution Trust Corporation (RTC) and is subject to the general oversight and direction of the Secretary of the Treasury.

The Board's transactions are not included in the Budget because of its unique status in the conduct of monetary policy. The Board provides data on its administrative budget, which is included here for information. Its budget is not subject to review by the President and is executed and presented here on a calendar-year basis. The previous year's data reflects the final budget, as approved by the Board.

The 2022 balance sheet for the Resolution Funding Corporation is as of December 31, 2022, and the 2023 balance sheet is as of September 30, 2023.

RESOLUTION FUNDING CORPORATION

The Resolution Funding Corporation (REFCORP) is a mixed-ownership Government corporation established by Title V of the Financial Institutions Reform, Recovery, and Enforcement Act of 1989 or FIRREA (P.L. 101-73). The sole purpose of REFCORP was to provide financing for the Resolution Trust Corporation (RTC). Pursuant to FIRREA, REFCORP was authorized to issue debentures, bonds, and other obligations, subject to limitations contained in the Act and regulations established by the Thrift Depositor Protection Oversight Board. The proceeds of the debt (less any discount, plus any premium, net of issuance cost) were used solely to purchase nonredeemable capital certificates of RTC or to refund any previously issued obligations.

Until October 29, 1998, REFCORP was subject to the general oversight and direction of the Thrift Depositor Protection Oversight Board. At that time, the Oversight Board was abolished and its authority and duties were transferred to the Secretary of the Treasury. The day-to-day operations of REFCORP are under the management of a three-member Directorate composed of the Chief Executive Officer of the Office of Finance of the Federal Home Loan Banks and two members selected from among the presidents of the 11 Federal Home Loan Banks (FHLBs). Members of the Directorate serve without compensation, and REFCORP is not permitted to have any paid employees.

FIRREA, as amended, and the regulations adopted by the Thrift Depositor Protection Oversight Board and the Secretary of the Treasury required that FHLBs contribute 20 percent of net earnings annually to assist in the payment of interest on bonds issued by REFCORP until such time as the total payments are equivalent to a \$300 million annual annuity with a final maturity date of April 15, 2030. The FHLBs fulfilled this obligation on August 5, 2011. Since then, with the exception of funds derived from the sale of former RTC assets managed by the Federal Deposit Insurance Corporation's Federal Savings and Loan Insurance Corporation (FSLIC) Resolution Fund, only the U.S. Treasury has paid interest on REFCORP's long-term obligations. For details, please see the Payment to the Resolution Funding Corporation account in the Department of the Treasury section of the *Appendix* volume of the Budget.

Balance Sheet (in millions of dollars)

Identification code 920-4981-0-4-373	2022 actual	2023 actual
ASSETS:		
Federal assets:		
Investments in U.S. securities:		
1102 Principal fund account investment, net	6,164	6,516
1206 Non-Federal assets: Assessments receivable for interest expense	301	314
1999 Total assets	6,465	6,830
LIABILITIES:		
Non-Federal liabilities:		
2202 Accrued interest payable on long-term obligations	301	314
2203 Debt	10,547	10,543
2999 Total liabilities	10,848	10,857
NET POSITION:		
3100 Nonvoting capital stock issued to FHLBanks	2,513	2,513
3300 Cumulative results of operations	23,333	23,689
3300 RTC nonredeemable capital certificates	-31,286	-31,286
3300 Contributed capital - principal fund assessments	1,057	1,057
3999 Total net position	-4,383	-4,027
4999 Total liabilities and net position	6,465	6,830

BOARD OF GOVERNORS OF THE FEDERAL RESERVE SYSTEM

Program and Financing (in millions of dollars)

Identification code 920-4982-0-4-803	2022 actual	2023 est.	2024 est.
Obligations by program activity:			
0801 Monetary policy and Financial Stability	235	238	260
0802 Consumer Protection and Community Development	32	32	35
0803 Supervision and Regulation	194	205	223

Object Classification (in millions of dollars)

Identification code 920-4982-0-4-803	2022 actual	2023 est.	2024 est.
Reimbursable obligations:			
11.1 Personnel compensation: Full-time permanent	547	588	642
12.1 Civilian personnel benefits	108	117	123
13.0 Benefits for former personnel	30	16	14
21.0 Travel and transportation of persons	5	6	9
22.0 Transportation of things	26	32	29

BOARD OF GOVERNORS OF THE FEDERAL RESERVE SYSTEM—Continued

Object Classification—Continued

Identification code 920-4982-0-4-803	2022 actual	2023 est.	2024 est.
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25.1	Advisory and assistance services	125	140	157
25.2	Other services from non-Federal sources	66	68	65
25.4	Operation and maintenance of facilities	3	4	5
25.7	Operation and maintenance of equipment	7	8	8
26.0	Supplies and materials	1	1	1
31.0	Equipment	42	44	48
99.9	Total new obligations, unexpired accounts	1,007	1,073	1,153

GOVERNMENT-SPONSORED ENTERPRISES

This chapter contains descriptions of the data on the Government-sponsored enterprises listed below. These enterprises were established and chartered by the Federal Government for public policy purposes. They are not included in the Federal Budget because they are private companies, and their securities are not backed by the full faith and credit of the Federal Government. However, because of their public purpose, statements of financial condition are presented, to the extent such information is available, on a basis that is as consistent as practicable with the basis for the budget data of Government agencies.

—The Federal National Mortgage Association and the Federal Home Loan Mortgage Corporation provide assistance to the secondary market for residential mortgages.

—The Federal Home Loan Banks assist thrift institutions, banks, insurance companies, and credit unions in providing financing for housing and community development.

—Institutions of the Farm Credit System, which include the Agricultural Credit Bank and Farm Credit Banks, provide financing to agriculture. They are regulated by the Farm Credit Administration.

—The Federal Agricultural Mortgage Corporation, also a Farm Credit System institution under the regulation of the Farm Credit Administration, provides a secondary market for agricultural real estate, rural housing loans, and certain rural utility loans, as well as for farm and business loans guaranteed by the U.S. Department of Agriculture.

FEDERAL NATIONAL MORTGAGE ASSOCIATION

PORTFOLIO PROGRAMS

Status of Direct Loans (in millions of dollars)

Identification code 915-4986-0-4-371	2023 actual	2024 est.	2025 est.
Cumulative balance of direct loans outstanding:			
1210 Outstanding, start of year	83,982	75,962	75,962
1251 Repayments: Net repayments and prepayments	-8,020	.....	.....
1290 Outstanding, end of year	75,962	75,962	75,962

The Federal National Mortgage Association (Fannie Mae) is a Government-sponsored enterprise (GSE) in the housing finance market. As a housing GSE, Fannie Mae is a federally chartered, shareholder-owned, private company with a public mission to provide stability in and increase the liquidity of the residential mortgage market and to help increase the availability of mortgage credit to low- and moderate-income families and in underserved areas. Fannie Mae engages primarily in two forms of business: guaranteeing residential mortgage securities and investing in portfolios of residential mortgages.

Fannie Mae was established in 1938 to assist private markets in providing a steady supply of funds for housing. Fannie Mae was originally a subsidiary of the Reconstruction Finance Corporation and was permitted to purchase only loans insured by the Federal Housing Administration (FHA). In 1954, Fannie Mae was restructured as a mixed ownership (part government, part private) corporation. Legislation directed the sale of the Government's remaining interest in Fannie Mae in 1968 and completed the transformation to private shareholder ownership in 1970.

The Housing and Economic Recovery Act of 2008 reformed housing GSE regulation by creating the Federal Housing Finance Agency (FHFA), a new independent regulator, and providing temporary authority for the U.S. Department of the Treasury to purchase obligations of the housing GSEs. On September 6, 2008, FHFA placed Fannie Mae under Federal conservatorship in response to the GSEs' declining capital adequacy and to support the safety and soundness of the GSEs. On the following day, the U.S. Department of the Treasury entered into a Senior Preferred Stock Purchase Agreement (PSPA) with Fannie Mae to make investments of up to \$100 billion in senior preferred stock as required to maintain positive equity. In May 2009, Treasury increased the funding commitments for the PSPA to \$200 billion and in December 2009, Treasury modified the funding commitments in the PSPA to the greater of \$200 billion or \$200 billion plus cumulative net worth deficits experienced during 2010–2012, less any surplus remaining as of December 31, 2012. Based on the financial results reported by Fannie Mae as of December 31, 2012, and under the terms of the PSPA, the cumulative funding commitment cap for Fannie Mae was set at \$233.7 billion. As of December 31, 2023, Fannie Mae had received \$119.8 billion under the PSPA, and had made a total of \$181.4 billion in dividend payments to Treasury on the senior preferred stock. The Budget continues to reflect the GSEs as non-budgetary entities, though their status will continue to be reviewed. All of the current Federal assistance being provided to Fannie Mae, including the PSPA, is shown on-budget. For additional discussion of Fannie Mae, please see the *Analytical Perspectives* volume of the Budget documents.

Balance Sheet (in millions of dollars)

Identification code 915-4986-0-4-371	2022 actual	2023 actual
ASSETS:		
Federal assets:		
Investments in U.S. securities:		
Treasury securities, par	54,702	48,654
Non-Federal assets: Investments in non-Federal securities, net	23,950	22,850
Net value of assets related to direct loans receivable and acquired defaulted guaranteed loans receivable:		
Mortgage Loans and Mortgage Related Securities	50,119	46,901

1601	Mortgage Loans and Mortgage Related Securities – Consolidated Trusts	4,058,901	4,090,205
1604	Direct loans and interest receivable, net	4,109,020	4,137,106
1606	Acquired Property, net	1,539	.....
1699	Value of assets related to direct loans	4,110,559	4,137,106
Other Federal assets:			
1801	Cash and other monetary assets	84,070	105,501
1901	Other assets	16,172	15,269
1999	Total assets	4,289,453	4,329,380
LIABILITIES:			
Non-Federal liabilities:			
2202	Interest payable	9,650	10,758
2203	Debt	129,776	125,652
2203	Debt - Consolidated Trusts	4,078,038	4,106,110
2207	Other	13,149	13,135
2999	Total liabilities	4,230,613	4,255,655
NET POSITION:			
3300	Senior Preferred Stock	120,836	120,836
3300	Private Equity	-61,996	-47,111
3300	Noncontrolling Interest .....	.....	.....
3999	Total net position	58,840	73,725
4999	Total liabilities and net position	4,289,453	4,329,380

MORTGAGE-BACKED SECURITIES

Status of Direct Loans (in millions of dollars)

Identification code 915-4987-0-4-371	2023 actual	2024 est.	2025 est.
Cumulative balance of direct loans outstanding:			
1210 Outstanding, start of year	4,028,152	4,063,780	4,063,780
1231 Disbursements: Direct loan disbursements	392,282	.....	.....
1251 Repayments: Repayments and prepayments	-356,654	.....	.....
1290 Outstanding, end of year	4,063,780	4,063,780	4,063,780

Prior to January 1, 2010, the mortgages in the pools of loans supporting the mortgage-backed securities guaranteed by Fannie Mae were considered to be owned by the holders of these securities according to the accounting standards for private corporations. Consequently, on the books of Fannie Mae, these mortgages were not considered assets and the securities outstanding were not considered liabilities. New accounting standards implemented on January 1, 2010, require consolidation of many, but not all, of these securities in Fannie Mae's financial statements. For the purposes of the Budget they are presented as direct loans for mortgage-backed securities. "Disbursements" and "Repayments" are budgetary terms. These items are reported by Fannie Mae as "Issuances" and "Liquidations," respectively.

FEDERAL HOME LOAN MORTGAGE CORPORATION

PORTFOLIO PROGRAMS

Status of Direct Loans (in millions of dollars)

Identification code 913-4988-0-4-371	2023 actual	2024 est.	2025 est.
Cumulative balance of direct loans outstanding:			
1210 Outstanding, start of year	79,773	85,083	85,083
1231 Disbursements: Direct loan disbursements	5,310	.....	.....
1290 Outstanding, end of year	85,083	85,083	85,083

The Federal Home Loan Mortgage Corporation (Freddie Mac) is a Government-sponsored enterprise (GSE) in the housing finance market. As a housing GSE, Freddie Mac is a federally chartered, shareholder-owned, private company with a public mission to provide stability in and increase the liquidity of the residential mortgage market, and to help increase the availability of mortgage credit to low- and moderate-income families and in underserved areas. Freddie Mac engages primarily in two forms of business: guaranteeing residential mortgage securities and investing in portfolios of residential mortgages.

Freddie Mac was established in 1970 under the Emergency Home Finance Act. The Congress chartered Freddie Mac to provide mortgage lenders with an organized national secondary market enabling them to manage their conventional mortgage portfolio more effectively and gain indirect access to a ready source of additional funds to meet new demands for mortgages. Freddie Mac serves as a conduit facilitating the flow of investment dollars from the capital markets to mortgage lenders, and ultimately, to homebuyers.

PORTFOLIO PROGRAMS—Continued

The Housing and Economic Recovery Act of 2008 reformed housing GSE regulation by creating the Federal Housing Finance Agency (FHFA), a new independent regulator, and provided temporary authority for the U.S. Department of the Treasury to purchase obligations of the housing GSEs. On September 6, 2008, FHFA placed Freddie Mac under Federal conservatorship in response to the GSEs' declining capital adequacy and to support the safety and soundness of the GSEs. On the following day, the U.S. Department of the Treasury entered into a Senior Preferred Stock Purchase Agreement (PSPA) with Freddie Mac to make investments of up to \$100 billion in senior preferred stock as required to maintain positive equity. In May 2009, Treasury increased the funding commitments for the PSPA to \$200 billion and in December 2009, Treasury modified the funding commitments in the PSPA to the greater of \$200 billion or \$200 billion plus cumulative net worth deficits experienced during 2010–2012, less any surplus remaining as of December 31, 2012. Based on the financial results reported by Freddie Mac as of December 31, 2012, and under the terms of the PSPA, the cumulative funding commitment cap for Freddie Mac was set at \$211.8 billion. As of December 31, 2023, Freddie Mac had received \$71.6 billion under the PSPA, and had made a total of \$119.7 billion in dividend payments to Treasury on the senior preferred stock. The Budget continues to reflect the GSEs as non-budgetary entities, though their status will continue to be reviewed. All of the current Federal assistance being provided to Freddie Mac, including the PSPA, is shown on-budget. For additional discussion of Freddie Mac, please see the *Analytical Perspectives* volume of the Budget documents.

Balance Sheet (in millions of dollars)

Identification code 913–4988–0–4–371	2022 actual	2023 actual
ASSETS:		
Federal assets:		
Investments in U.S. securities:		
1102 Treasury securities, par	26,570	25,468
1201 Non-Federal assets: Investments in non-Federal securities, net	103,678	120,544
Net value of assets related to direct loans receivable and acquired defaulted guaranteed loans receivable:		
1601 Mortgage Loans and Mortgage Related Securities	61,504	64,107
1601 Mortgage Loans and Mortgage Related Securities - Consolidated Trusts	2,956,534	3,019,212
1604 Direct loans and interest receivable, net	3,018,038	3,083,319
1606 Acquired property, net .....	.....	.....
1699 Value of assets related to direct loans	3,018,038	3,083,319
Other Federal assets:		
1801 Cash and other monetary assets	36,809	37,435
1901 Other assets	5,561	4,875
1999 Total assets	3,190,656	3,271,641
LIABILITIES:		
Non-Federal liabilities:		
2202 Interest payable	6,915	8,451
2203 Debt	163,249	174,922
2203 Debt - Consolidated Trusts	2,973,973	3,027,175
2207 Other	11,289	16,432
2999 Total liabilities	3,155,426	3,226,980
NET POSITION:		
3300 Senior Preferred Stock	72,648	72,648
3300 Private Equity	−37,418	−27,987
3999 Total net position	35,230	44,661
4999 Total liabilities and net position	3,190,656	3,271,641

MORTGAGE-BACKED SECURITIES

Status of Direct Loans (in millions of dollars)

Identification code 914–4989–0–4–371	2023 actual	2024 est.	2025 est.
Cumulative balance of direct loans outstanding:			
1210 Outstanding, start of year			
1210 Outstanding, start of year	3,299,849	3,361,805	3,361,805
1231 Disbursements: Direct loan disbursements	355,423	.....	.....
1251 Repayments: Repayments and prepayments	−293,467	.....	.....
1290 Outstanding, end of year	3,361,805	3,361,805	3,361,805

Prior to January 1, 2010, the mortgages in the pools of loans supporting the mortgage-backed securities guaranteed by Freddie Mac were considered to be owned by the holders of these securities according to the accounting standards for private corporations. Consequently, on the books of Freddie Mac, these mortgages were not considered assets and the securities outstanding were not considered liabilities. New accounting standards implemented on January 1, 2010, require consolidation of many, but not all, of these securities in Freddie Mac's financial statements. For the purposes of the Budget, they are presented as direct loans for mortgage-backed securities.

"Disbursements" and "Repayments" are budgetary terms. These items are reported by Freddie Mac as "Issuances" and "Liquidations," respectively.

FEDERAL HOME LOAN BANK SYSTEM

FEDERAL HOME LOAN BANKS

Status of Direct Loans (in millions of dollars)

Identification code 913–4990–0–4–371	2023 actual	2024 est.	2025 est.
Cumulative balance of direct loans outstanding:			
1210 Outstanding, start of year	711,094	886,792	886,792
1231 Disbursements: Direct loan disbursements	13,360,421	.....	.....
1251 Repayments: Repayments and prepayments	−13,182,362	.....	.....
1264 Other adjustments, net (+ or −)	−2,361	.....	.....
1290 Outstanding, end of year	886,792	886,792	886,792

The Federal Home Loan Bank System is a Government-sponsored enterprise (GSE) in the housing finance market. The Federal Home Loan Banks (FHLBanks) were chartered by the Federal Home Loan Bank Board under the authority of the Federal Home Loan Bank Act of 1932 (Act). The 11 Federal Home Loan Banks are under the supervision of the Federal Housing Finance Agency (FHFA), established by the Congress in 2008. The common mission of FHLBanks is to facilitate the extension of credit through their members. To accomplish this mission, FHLBanks make loans, called "advances", and provide other credit products and services to their nearly 6,500 member commercial banks, savings associations, insurance companies, and credit unions. Advances and letters of credit must be fully secured by eligible collateral, and long-term advances may be made only for the purpose of providing funds for residential housing finance. However, "community financial institutions" may also use long-term advances to finance small businesses, small farms, and small agribusinesses. Specialized advance programs provide funds for community reinvestment and affordable housing programs. All regulated financial depositories, certified community development financial institutions, and insurance companies engaged in residential housing finance are eligible for membership, and must meet other requirements in the Act to obtain membership. Each FHLBank operates in a geographic district and together FHLBanks cover all of the United States, including the District of Columbia, Puerto Rico, the Virgin Islands, Guam, American Samoa, and the Northern Mariana Islands. The principal source of funds for the lending operation is the sale of consolidated obligations to the public. The consolidated obligations are not guaranteed by the U.S. Government as to principal or interest. Other sources of lendable funds include members' deposits and capital. Funds not immediately needed for advances to members are invested. The capital stock of the Federal Home Loan Banks is owned entirely by the members. Initially the U.S. Government purchased stock of the banks in the amount of \$125 million. The banks had repurchased the Government's investment in full by mid-1951. The Act, as amended in 1989, requires each FHLBank to operate an Affordable Housing Program (AHP). Each FHLBank provides subsidies in the form of direct grants or below-market rate advances for members that use the funds for qualifying affordable housing projects. Each of the FHLBanks must set aside annually 10 percent of its previous year's net earnings, subject to an aggregate minimum of \$100 million, for the AHP. For additional discussion of the FHLBanks, please see the *Analytical Perspectives* volume of the Budget.

Balance Sheet (in millions of dollars)

Identification code 913–4990–0–4–371	2022 actual	2023 actual
ASSETS:		
Federal assets:		
Investments in U.S. securities:		
1102 Treasury securities, par	47,320	40,893
Non-Federal assets:		
1201 Investments in non-Federal securities, net	330,117	371,413
1206 Interest receivable	1,906	4,393
1401 Net value of assets related to direct loans receivable: Direct loans receivable, gross	713,387	887,057
Other Federal assets:		
1801 Cash and other monetary assets	397	702
1901 Other assets	4,232	5,341
1999 Total assets	1,097,359	1,309,799
LIABILITIES:		
2101 Federal liabilities: REFCORP and Affordable Housing Program	898	1,292
Non-Federal liabilities:		
2202 Interest payable	1,816	6,878
2203 Debt	1,012,125	1,211,503
2207 Deposit funds and other borrowing	14,321	13,566
2207 Other	7,467	5,181
2999 Total liabilities	1,036,627	1,238,420
NET POSITION:		
3100 Invested capital	60,732	71,379
4999 Total liabilities and net position	1,097,359	1,309,799

FARM CREDIT SYSTEM

The Farm Credit System (System) is a Government-sponsored enterprise that provides privately financed credit to agricultural and rural communities. The major functional entities of the System are: (1) the agricultural credit bank (ACB); (2) the farm credit banks (FCBs); and (3) the direct-lender associations. The Federal Agricultural Mortgage Corporation (Farmer Mac), which is also an institution of the System, is discussed separately below. The history and specific functions of the bank entities are discussed after the presentation of financial schedules for each bank.

System entities are regulated and examined by the Farm Credit Administration (FCA), an independent Federal agency. The administrative costs of FCA are financed by assessments on System institutions, including Farmer Mac.

System banks finance loans primarily from sales of bonds to the public and from their own capital funds. The System bonds issued by the banks are not guaranteed by the U.S. Government as to either principal or interest. The bonds are backed by an insurance fund, administered by the Farm Credit System Insurance Corporation (FCSIC), an independent Federal Government-controlled corporation that collects insurance premiums from member banks to fund insurance reserves. All of FCSIC's operating expenses are also paid from the insurance premiums it receives from the System banks; as a result, FCSIC does not require budgetary resources from the Federal Government.

AGRICULTURAL CREDIT BANK

Status of Direct Loans (in millions of dollars)

Identification code 912-4991-0-4-351	2023 actual	2024 est.	2025 est.
Cumulative balance of direct loans outstanding:			
1210 Outstanding, start of year	133,905	142,166	148,142
1231 Disbursements: Direct loan disbursements	620,205	652,017	685,460
1251 Repayments: Repayments and prepayments	-611,917	-645,977	-677,796
1263 Write-offs for default: Direct loans	-27	-64	-65
1290 Outstanding, end of year	142,166	148,142	155,741

CoBank, Agricultural Credit Bank, which is headquartered near Denver, Colorado, provides funding to eligible cooperatives nationwide and agricultural credit associations (ACAs) in its chartered district. CoBank is the only ACB in the System. An ACB operates under statutory authority that combines the authorities of an FCB and a bank for cooperatives (BC). CoBank is the only System bank with the authorities of a BC. In exercising its FCB authority, CoBank's charter limits its lending to 16 ACAs located in the northeast, central, and western regions of the country. And, in exercising its BC authority, CoBank is chartered to provide credit and related services nationwide to eligible cooperatives primarily engaged in farm supply, grain, marketing, and processing (including sugar, dairy, and ethanol). CoBank also makes loans to rural utilities, including telecommunications companies, and it provides international loans for the financing of agricultural exports.

Statement of Changes in Net Worth (in thousands of dollars)

	2022 act.	2023 act.	2024 est.	2025 est.
Beginning balance of net worth	11,989,797	10,632,734	10,348,331	11,612,743
Capital stock and participations issued	825,053	4,930	300,000	300,000
Capital stock and participations retired	449,085	598,874	39,432	342,803
Net income	1,402,843	1,411,117	1,453,460	1,541,605
Cash/Dividends/Patronage distributions	-912,918	-951,361	-875,167	-920,020
Other, net	-2,222,956	-150,215	425,551	433,144
Ending balance of net worth	10,632,734	10,348,331	11,612,743	12,624,669

Financing Activities (in thousands of dollars)

	2022 act.	2023 act.	2024 est.	2025 est.
Beginning balance of outstanding system obligations	138,073,631	164,015,850	169,783,535	173,242,698
Consolidated systemwide and other bank bonds issued	75,432,515	81,438,100	85,615,258	90,006,672
Consolidated systemwide and other bank bonds retired	57,351,837	68,790,844	82,156,095	80,694,144
Consolidated systemwide notes, net	7,869,659	-6,849,803	0	0
Other (Net)	-8,118	-29,768	0	0
Ending balance of outstanding system obligations	164,015,850	169,783,535	173,242,698	182,555,226

Balance Sheet (in millions of dollars)

Identification code 912-4991-0-4-351	2022 actual	2023 actual
ASSETS:		
Non-Federal assets:		
1201 Cash and investment securities	47,121	43,026
1206 Accrued interest receivable on loans	572	959
Net value of assets related to direct loans receivable and acquired defaulted guaranteed loans receivable:		
1601 Direct loans, gross	133,905	142,166
1603 Allowance for estimated uncollectible loans and interest (-)	-656	-724
1699 Value of assets related to direct loans	133,249	141,442
1803 Other Federal assets: Property, plant and equipment, net	2,083	2,202
1999 Total assets	183,025	187,629

LIABILITIES:			
2104 Federal liabilities: Resources payable to Treasury	3,287	2,992	
Non-Federal liabilities:			
2201 Consolidated systemwide and other bank bonds	164,016	169,784	
2201 Notes payable and other interest-bearing liabilities	4,474	3,286	
2202 Accrued interest payable	615	1,219	
2999 Total liabilities	172,392	177,281	
NET POSITION:			
3300 Cumulative results of operations	10,633	10,348	
4999 Total liabilities and net position	183,025	187,629	

FARM CREDIT BANKS

Status of Direct Loans (in millions of dollars)

Identification code 912-4992-0-4-371	2023 actual	2024 est.	2025 est.
Cumulative balance of direct loans outstanding:			
1210 Outstanding, start of year	188,583	205,808	220,586
1231 Disbursements: Direct loan disbursements	328,428	342,521	355,826
1251 Repayments: Repayments and prepayments	-311,178	-327,722	-337,937
1263 Write-offs for default: Direct loans	-25	-21	-27
1290 Outstanding, end of year	205,808	220,586	238,448

The Agricultural Credit Act of 1987 (1987 Act) required the Federal land banks (FLBs) and Federal intermediate credit banks (FICBs) to merge into an FCB in each of the 12 Farm Credit districts. FCBs operate under statutory authority that combines the prior authorities of an FLB and an FICB. Mergers and consolidations of FCBs across district lines, which began in 1992, have continued to date. As a result of this restructuring activity, three FCBs, headquartered in the following cities, remain as of October 1, 2023: AgFirst Farm Credit Bank, Columbia, South Carolina; AgriBank, FCB, St. Paul, Minnesota; and FCB of Texas, Austin, Texas.

FCBs serve as discount banks and, as of October 1, 2023, provided funds to one Federal land credit association and 41 agricultural credit associations. These direct-lender associations, in turn, primarily make short- and intermediate-term production loans and long-term real estate loans to eligible farmers and ranchers, farm-related businesses, and rural homeowners. FCBs can also lend to other financing institutions, including commercial banks, as authorized by the Farm Credit Act of 1971, as amended (1971 Act).

All the capital stock of FICBs, from their organization in 1923 to December 31, 1956, was held by the U.S. Government. The Farm Credit Act of 1956 provided a long-range plan for the eventual ownership of the FICBs by the production credit associations and the gradual retirement of the Government's investment in the banks. This retirement was accomplished in full on December 31, 1968. The last of the Government capital that had been invested in FLBs was repaid in 1947.

Statement of Changes in Net Worth (in thousands of dollars)

	2022 act.	2023 act.	2024 est.	2025 est.
Beginning balance of net worth	11,843,457	10,275,997	11,018,976	12,282,917
Capital stock and participations issued	491,418	587,899	854,786	461,652
Capital stock and participations retired	71,682	12,096	250,000	0
Surplus retired	5,023	1,371	0	0
Net income	1,488,947	1,362,565	1,361,321	1,533,590
Cash/Dividends/Patronage distributions	-408,123	-882,242	-1,087,099	-1,243,970
Other, net	-2,062,997	-311,776	384,933	459,764
Ending balance of net worth	10,275,997	11,018,976	12,282,917	13,493,953

Financing Activities (in thousands of dollars)

	2022 act.	2023 act.	2024 est.	2025 est.
Beginning balance of outstanding system obligations	190,764,161	213,824,616	232,543,293	244,893,332
Consolidated systemwide and other bank bonds issued	282,708,307	155,944,782	135,418,523	144,839,962
Consolidated systemwide and other bank bonds retired	259,775,880	137,559,284	123,115,201	130,323,733
Consolidated systemwide notes, net	0	0	0	0
Other (Net)	128,028	333,179	46,717	82,229
Ending balance of outstanding system obligations	213,824,616	232,543,293	244,893,332	259,491,790

Balance Sheet (in millions of dollars)

Identification code 912-4992-0-4-371	2022 actual	2023 actual
ASSETS:		
Non-Federal assets:		
1201 Cash and investment securities	38,199	42,106
1206 Accrued Interest Receivable	1,021	1,730
Net value of assets related to direct loans receivable and acquired defaulted guaranteed loans receivable:		
1601 Direct loans, gross	188,583	205,807
1603 Allowance for estimated uncollectible loans and interest (-)	-69	-113
1699 Value of assets related to direct loans	133,249	141,442
1803 Other Federal assets: Property, plant and equipment, net	2,083	2,202
1999 Total assets	183,025	187,629

FARM CREDIT BANKS—Continued
Balance Sheet—Continued

Identification code 912-4992-0-4-371	2022 actual	2023 actual
1699 Value of assets related to direct loans	188,514	205,694
1803 Other Federal assets: Property, plant and equipment, net	1,197	1,213
1999 Total assets	228,931	250,743
LIABILITIES:		
2104 Federal liabilities: Resources payable to Treasury	588	729
Non-Federal liabilities:		
2201 Consolidated systemwide and other bank bonds	213,825	232,544
2201 Notes payable and other interest-bearing liabilities	3,529	5,071
2202 Accrued interest payable	713	1,380
2999 Total liabilities	218,655	239,724
NET POSITION:		
3300 Cumulative results of operations	10,276	11,019
4999 Total liabilities and net position	228,931	250,743

FEDERAL AGRICULTURAL MORTGAGE CORPORATION

Status of Guaranteed Loans (in millions of dollars)

Identification code 912-4993-0-4-351	2023 actual	2024 est.	2025 est.
Cumulative balance of guaranteed loans outstanding:			
2210 Outstanding, start of year	25,306	27,073	27,073
2231 Disbursements of new guaranteed loans	7,071	.....	.....
2251 Repayments and prepayments	-5,304	.....	.....
2290 Outstanding, end of year	27,073	27,073	27,073
Memorandum:			
2299 Guaranteed amount of guaranteed loans outstanding, end of year	2,532	.....	.....

FARMER MAC

Farmer Mac is authorized under the Farm Credit Act of 1971 (as amended by the 1987 Act) to create a secondary market for agricultural real estate and rural home mortgages. The Farmer Mac title of the 1971 Act was amended by the 1990 farm bill to authorize Farmer Mac to purchase, pool, and securitize the guaranteed portions of farmer program, rural business, and community development loans guaranteed by the U.S. Department of Agriculture (USDA). The Farmer Mac title was amended in 1991 to clarify Farmer Mac's authority to issue debt obligations, provide for the establishment of minimum capital standards, establish the Office of Secondary Market Oversight at the Farm Credit Administration (FCA), and expand the Agency's rulemaking authority. The Farm Credit System Reform Act of 1996 (1996 Act) amended the Farmer Mac title to allow Farmer Mac to purchase loans directly from lenders and to issue and guarantee mortgage-backed securities without requiring that a minimum cash reserve or subordinated (first loss) interest be maintained by poolers as had been required under its original authority. The 1996 Act expanded FCA's regulatory authority to include provisions for establishing a conservatorship or receivership, if necessary, and provided for increased core capital requirements at Farmer Mac phased in over three years. The 2008 Farm Bill, the Food, Conservation and Energy Act of 2008, amended the Farmer Mac title to authorize the financing of rural electric and telephone cooperatives. Most recently, the Agricultural Improvement Act of 2018, increased the acreage exception provided in section 8.8(c)(2) of the Farm Credit Act of 1971 from 1,000 acres to 2,000 acres. The change became effective on June 18, 2020.

Farmer Mac operates through several programs: the Farm & Ranch program involves mortgage loans secured by first liens on agricultural real estate or rural housing (qualified loans); the USDA Guarantees program involves the guaranteed portions of certain USDA-guaranteed loans; and the Rural Utilities program involves rural electric and telecommunications loans. Farmer Mac operates by: (1) purchasing, or committing to purchase, newly originated or existing qualified loans or guaranteed portions from lenders; (2) purchasing or guaranteeing AgVantage bonds backed by qualified loans; and (3) exchanging qualified loans, or guaranteed portions of qualified loans, for guaranteed securities. Loans purchased by Farmer Mac may be aggregated into pools that back Farmer Mac guaranteed securities, which are held by Farmer Mac or sold into the capital markets.

Farmer Mac is governed by a 15-member board of directors. Ten board members are elected by stockholders, including five by stockholders that are Farm Credit System (FCS) institutions and five by stockholders that are non-FCS financial services firms. Five are appointed by the President, subject to Senate confirmation.

FINANCING

Financial support and funding for Farmer Mac's operations come from several sources: sale of common and preferred stock, issuance of debt obligations, and income. Under procedures specified in the legislation, Farmer Mac may issue obligations to the U.S. Treasury in a cumulative amount not to exceed \$1.5 billion to fulfill Farmer Mac's guarantee obligations.

GUARANTEES

Farmer Mac provides a guarantee of timely payment of principal and interest on securities backed by qualified loans or pools of qualified loans. These securities are not guaranteed by the United States and are not considered Government securities.

Farmer Mac is subject to reporting requirements under securities laws, and its guaranteed mortgage-backed securities are subject to registration with the Securities and Exchange Commission under the 1933 and 1934 Securities Acts.

REGULATION

Farmer Mac is federally regulated by FCA through FCA's Office of Secondary Market Oversight. FCA is responsible for the supervision of, examination of, and rulemaking for Farmer Mac.

Balance Sheet (in millions of dollars)

Identification code 912-4993-0-4-351	2022 actual	2023 actual
ASSETS:		
1201 Non-Federal assets:		
1201 Investment in securities	4,449	4,924
1206 Receivables, net	286	281
Net value of assets related to direct loans receivable:		
1401 Direct loans receivable, gross	20,671	22,094
1402 Interest receivable	168	230
1499 Net present value of assets related to direct loans	20,839	22,324
1801 Other Federal assets: Cash and other monetary assets	868	782
1999 Total assets	26,442	28,311
LIABILITIES:		
Non-Federal liabilities:		
2201 Accounts payable	480	247
2202 Interest payable	91	172
2203 Debt	24,592	26,458
2204 Liabilities for loan guarantees	47	49
2999 Total liabilities	25,210	26,926
NET POSITION:		
3300 Invested capital	1,232	1,385
4999 Total liabilities and net position	26,442	28,311

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APPENDIX

BUDGET OF THE
U.S. GOVERNMENT

FISCAL YEAR 2025

OFFICE OF MANAGEMENT AND BUDGET



THE WHITE HOUSE
WASHINGTON