

# INTRODUCTION TO THE HISTORICAL TABLES

## STRUCTURE, COVERAGE, AND CONCEPTS

The *Historical Tables* provide a wide range of data on Federal Government finances. Many of the data series begin in 1940 and include estimates from the President's Budget for 2024–2031. Additionally, Table 1.1 provides data on receipts, outlays, and surpluses or deficits for 1901–1939 and for earlier multiyear periods.

### Structure

The *Historical Tables* are organized into 16 sections, each of which has one or more tables. Each section covers a common theme. Section 1, for example, provides an overview of the budget and off-budget totals; Section 2 provides tables on receipts by source; and Section 3 shows outlays by function. When a section contains several tables, the general rule is to start with tables showing the broadest overview data and then work down to more detailed tables. The purpose of these tables is to present a broad range of historical budgetary data in one convenient reference source and to provide relevant comparisons likely to be most useful. The most common comparisons are in terms of proportions (e.g., each major receipt category as a percentage of total receipts and of the gross domestic product).

Section notes explain the nature of the activities covered by the tables in each section. Additional descriptive information is also included where appropriate. Explanations are generally not repeated, but there are occasional cross-references to related materials.

Because of the numerous changes in the way budget data have been presented over time, there are inevitable difficulties in trying to produce comparable data to cover many years. The general rule is to provide data in as meaningful and comparable a fashion as possible. To the extent feasible, the data are presented on a basis consistent with current budget concepts. When a structural change is made, insofar as possible the data are adjusted for all years.

One significant change made in the early 1990s concerns the budgetary treatment of Federal credit programs, which was changed by the Federal Credit Reform Act of 1990. Previously the budget recorded transactions related to direct and guaranteed loans on a cash basis. Under credit reform, the budget records budget authority and outlays for the subsidy cost of direct and guaranteed loans made in 1992 and subsequent years. The subsidy is defined as the net estimated cash flows to and from the Government over the life of the loan, discounted to the present. The remaining cash transactions of credit programs are recorded as a “means of financing” the deficit. Because it is impossible to convert the pre-1992 loans to a credit reform basis, the data are on a cash basis for pre-1992 loans and on a credit reform basis for loans made in 1992 and subsequent years.

In addition, as a result of the Budget Enforcement Act of 1990, the measurement of budget authority (BA) changed in most special and trust funds with legislatively imposed limitations or benefit formulas that constrain the use of BA. Where previously BA was the total income to the fund, BA in these funds for 1990 and subsequent years is now an

estimate of the obligations to be incurred during the fiscal year for benefit payments, administration, and other expenses of the fund. In some, but not all, cases it was possible to adjust BA figures for these funds for years prior to 1990 to conform to the current concepts.

## Coverage

The Federal Government has used the unified or consolidated budget concept as the foundation for its budgetary analysis and presentation since the 1969 Budget. The basic guidelines for the unified budget were presented in the *Report of the President's Commission on Budget Concepts* (October 1967). The Commission recommended the budget include all Federal fiscal activities unless there were exceptionally persuasive reasons for exclusion. Nevertheless, from the very beginning some programs were perceived as warranting special treatment. For example, the Export-Import Bank was excluded by law from the budget totals beginning in the 1973 Budget, and other exclusions followed. These exclusions resulted in two new budget terms, *on-budget* and *off-budget*, to distinguish between these excluded entities and the rest of the budget. Although there is a legal distinction between on-budget and off-budget entities, there is no conceptual difference between the two. The off-budget Federal entities engage in the same kinds of governmental activities as the on-budget entities, and the programs of off-budget entities result in the same kind of outlays and receipts as on-budget entities. Like on-budget entities, off-budget entities are owned and controlled by the Government. The "unified budget" reflects the conceptual similarity between on-budget and off-budget entities by showing combined totals of outlays and receipts for both types of entities.

The Balanced Budget and Emergency Deficit Control Act of 1985 (Public Law 99-177) repealed the off-budget status of all then existing off-budget entities, but it also included a provision moving the Federal old-age, survivors, and disability insurance funds (collectively known as Social Security) off-budget. To provide a consistent time series, the historical tables show Social Security off-budget for all years since its inception, and show all formerly off-budget entities on-budget for all years. The Omnibus Budget Reconciliation Act of 1989 (OBRA 1989) moved the Postal Service fund off-budget, starting in 1989. Again to provide a consistent time series, transactions of the Postal Service fund are shown off-budget beginning with its inception in 1972. The transactions of its predecessor, the Post Office Department, remain on-budget.

Though Social Security and the Postal Service are now off-budget, they continue to be Federal programs. Indeed, Social Security currently accounts for nearly one-fourth of all Federal receipts and more than one-fifth of all Federal spending. Hence, the budget documents include these funds and focus on the Federal totals that combine the on-budget and off-budget amounts. Various budget tables show total Federal receipts, outlays, and surpluses and deficits, and divide these totals between the portions that are on-budget and off-budget.

## **Changes in Historical Budget Authority, Outlays, Receipts, and Deficits**

Certain transactions previously reported to the veterans burial program are now attributed to the veterans compensation program, affecting outlays in both programs by offsetting amounts in 2016 through 2024. Additionally, Concrete Masonry Products Board receipts were reclassified from excise taxes to miscellaneous receipts to better reflect the nature of the activity in the account.

Adjustments have been made to the historical budget authority and outlay totals to reflect corrections in agency reporting provided to the Department of the Treasury.

This year's annual consultations with the Congress regarding reclassification of accounts or activities as to function or subfunction resulted in no reclassifications.

### **Note on the Fiscal Year**

The Federal fiscal year begins on October 1 and ends on the subsequent September 30. It is designated by the year in which it ends; for example, fiscal year 2025 began on October 1, 2024, and ended on September 30, 2025. Prior to fiscal year 1977 the Federal fiscal years began on July 1 and ended on June 30. In calendar year 1976 the July-September period was a separate accounting period (known as the transition quarter or TQ) to bridge the period required to shift to the new fiscal year. All years referenced for budget data are fiscal years unless otherwise noted.

### **Note on Revisions to Historical GDP**

The Bureau of Economic Analysis (BEA) in the Department of Commerce completed its regular annual update of the National Income and Product Accounts (NIPA) data in September 2025. As a result of these changes, the figures for fiscal year Gross Domestic Product (GDP) shown in this publication for 2020 through 2024 differ from the GDP figures shown in last year's *Historical Tables* publication. The tables showing constant dollar amounts and the deflators shown in Table 10.1 have been correspondingly revised.

### **General Notes**

Detail in this document may not add to the totals due to rounding.

For technical reasons, these materials refer to the Department of War as the Department of Defense.

At the time the Budget was prepared, the 2026 appropriations bill for the Department of Homeland Security was not enacted, and funding provided by the last continuing resolution the Department had been operating under (Continuing Appropriations Act, 2026, division A of Public Law 119-37, as amended by division H of Public Law 119-75) had lapsed. References to 2026 spending in the text and tables for programs and activities normally provided for in the full-year appropriations bill reflect the annualized level provided by the last continuing resolution.

## Concepts Relevant to the Historical Tables

*Budget receipts* constitute the income side of the budget; they are composed almost entirely of taxes or other compulsory payments to the Government. In contrast, *offsetting collections* and *offsetting receipts* result from either of two kinds of transactions: business-like activities with the public (e.g., interest income or the sale of electric power) and the receipt by one Government account of a payment from another account. Offsetting collections and offsetting receipts are offset against outlays, so that total *budget outlays* are reported net of these transactions. This method of accounting permits users to easily identify the size and trends in Federal taxes and other compulsory income, and in Federal spending financed from taxes, other compulsory income, and borrowing. See the “Governmental Receipts” and “Offsetting Collections and Offsetting Receipts” chapters of the *Analytical Perspectives* volume for more information.

The budget is divided between two fund groups, *Federal funds* and *trust funds*. The Federal funds group includes all receipts and outlays not specified by law as being trust funds. All Federal funds are on-budget except for the Postal Service fund, which is shown as off-budget starting in 1972. All trust funds are on-budget, except the two Social Security retirement and disability trust funds, which are shown off-budget for all years. See the “Trust Funds and Federal Funds” chapter of the *Analytical Perspectives* volume for more information.

*Payments for individuals* are Federal Government spending programs designed to transfer income (in cash or in kind) to individuals or families. To the extent feasible, this category does not include reimbursements for current services rendered to the Government (e.g., salaries and interest). See “Notes on Section 6” below for more information.

*Means-Tested Entitlements* are entitlement programs that limit benefits or payments based on the beneficiary’s income and/or assets and payments from refundable tax credits that are phased out at certain income levels. See “Notes on Section 8” below for more information.

## SECTION NOTES

### Notes on Section 1 (Overview of Federal Government Finances)

This section provides an overall perspective on total receipts, outlays (spending), and surpluses or deficits. Off-budget transactions, which consist of the Social Security trust funds and the Postal Service fund, and on-budget transactions, which equal the total minus the off-budget transactions, are shown separately. Tables 1.1 and 1.2 have similar structures; 1.1 shows the data in millions of dollars, while 1.2 shows the same data as percentages of the gross domestic product (GDP). For all the tables using GDP, fiscal year GDP is used to calculate percentages of GDP. The fiscal year GDP data are shown in Table 1.2. Additionally, Table 1.1 shows budget totals annually back to 1901 and for multi-year periods back to 1789.

Table 1.3 shows total Federal receipts, outlays, and surpluses or deficits in current and constant (Fiscal Year 2017) dollars, and as percentages of GDP. Section 6 provides a disaggregation of the constant dollar outlays.

Table 1.4 shows receipts, outlays, and surpluses or deficits for the consolidated budget by fund group. The budget is composed of two principal fund groups—Federal funds and trust funds. Normally, whenever data are shown by fund group, any payments from programs in one fund group to accounts of the other are shown as outlays of the paying fund and receipts of the collecting fund. When the two fund groups are aggregated to arrive at budget totals these interfund transactions are deducted from both receipts and outlays in order to arrive at transactions with the public. Table 1.4 displays receipts and outlays on a gross basis. That is, in contrast to normal budget practice, collections of interfund payments are included in the receipts totals rather than as offsets to outlays. These interfund collections are grossed-up to more closely approximate cash income and outgo of the fund groups.

### Notes on Section 2 (Composition of Federal Government Receipts)

Section 2 provides historical information on on-budget and off-budget governmental receipts. Table 2.1 shows total receipts divided into five major categories; it also shows the split between on-budget and off-budget receipts. Table 2.2 shows the receipts by major category as percentages of total receipts, while Table 2.3 shows the same categories of receipts as percentages of GDP. Table 2.4 disaggregates two of the major receipts categories, social insurance and retirement receipts and excise taxes, and Table 2.5 disaggregates the “other receipts” category. While the focus of the section is on total Federal receipts, auxiliary data show the amounts of trust fund receipts in each category, so it is readily possible to distinguish the Federal fund and trust fund portions.

### **Notes on Section 3 (Federal Government Outlays by Function)**

Section 3 displays Federal Government outlays (on-budget and off-budget) according to their functional classification. The functional structure divides the budget into 18 broad areas (functions) that provide a coherent and comprehensive basis for analysis. Each function, in turn, is divided into basic groupings of programs, called subfunctions. The structure has two categories—allowances and undistributed offsetting receipts—that are not truly functions but are required in order to cover the entire budget. Allowances are used to categorize amounts in estimated years that cannot yet be allocated to individual functions. Undistributed offsetting receipts are offsetting receipts that are not offset against outlays for any specific agency or programmatic function.

In arraying data on a functional basis, budget authority and outlays are classified according to the primary purpose of the activity. To the extent feasible, this classification is made without regard to agency or organizational distinctions. Classifying each activity solely in the function defining its most important purpose—even though many activities serve more than one purpose—permits adding the budget authority and outlays of each function to obtain the budget totals. For example, Federal spending for Medicaid constitutes a health care program, but it also constitutes a form of income security benefits. However, the spending cannot be counted in both functions; since the main purpose of Medicaid is to finance the health care of the beneficiaries, this program is classified in the “health” function. Section 3 provides data on budget outlays by function, while Section 5 provides comparable data on budget authority.

At times a more summary presentation of functional data is needed; the data are arrayed by “superfunction” to satisfy this need. Table 3.1 provides outlays by superfunction and function while Table 3.2 shows outlays by function and subfunction.

### **Notes on Section 4 (Federal Government Outlays by Agency)**

Section 4 displays Federal Government outlays (on- and off-budget) by agency. Table 4.1 shows the dollar amounts of such outlays and Table 4.2 shows the percentage distribution. The outlays by agency are based on the agency structure currently in effect. For example, the Department of Homeland Security was established by legislation enacted in 2002. However, these data show spending by the Department of Homeland Security in previous years that consists of spending attributable to predecessor agencies in earlier years, but now attributable to the Department of Homeland Security.

## Notes on Section 5 (Budget Authority by Agency and by Subfunction)

Section 5 provides data on budget authority (BA). BA is the authority provided by law for agencies to obligate the Government to spend. Table 5.1 shows BA by function and subfunction, starting with 1976. Table 5.2 provides the same information by agency, and Table 5.3 provides a percentage distribution of BA by agency. Tables 5.4 and 5.5 provide the same displays as Tables 5.2 and 5.3, but for discretionary budget authority rather than total budget authority. Budget authority data are also provided by function in Table 5.6 for various discretionary program groupings. (Discretionary refers to the Budget Enforcement Act category that comprises programs subject to the annual appropriations process. See the “Budget Concepts” chapter of the *Analytical Perspectives* volume for more information.)

The data in these tables were compiled using the same methods used for the historical tables for receipts and outlays (e.g., to the extent feasible, changes in classification are reflected retroactively so the data show the same stream of transactions in the same location for all years). However, BA is heterogeneous in nature, varying in type from one program to another. As a result, it is not strictly additive—either across programs or agencies for a year or, in many cases, for an agency or program across a series of years—in the same sense that budget receipts and budget outlays are additive. The following are examples of different kinds of BA and the manner in which BA results in outlays:

- BA and outlays for each year may be exactly the same (e.g., interest on the public debt).
- For each year, the Congress may appropriate a large quantity of BA that will be spent over a subsequent period of years (e.g., many defense procurement contracts and major construction programs).
- Some BA (e.g., the salaries and expenses of an operating agency) is made available only for a year and any portion not obligated during that year lapses (i.e., it ceases to be available to be obligated).
- Revolving funds may operate spending programs indefinitely with no new infusion of BA, other than the authority to spend offsetting collections.
- BA may be enacted with the expectation it is unlikely ever to be used (e.g., standby borrowing authority).
- As noted in the Introduction above, beginning in 1990, BA in most special and trust funds with legislatively imposed limitations or benefit formulas that constrain the use of BA is an estimate of the obligations to be incurred during the fiscal year for benefit payments, administration, and other expenses of the fund. In some, but not all, cases it was possible to adjust BA figures for these funds for years prior to 1990 to conform to the current concepts.
- All income to a fund (e.g., certain revolving, special, and trust funds not subject to limitation or benefit formula) may be permanently appropriated as BA; as long as the fund has adequate resources, there is no further relationship between the BA and outlays.

- Although major changes in the way BA is measured for credit programs (beginning in 1992) result from the Federal Credit Reform Act, these tables could not be reconstructed to show revised BA figures for 1991 and prior years on the new basis. (This distinction between pre-1992 credit transactions and later ones also exists for outlays, which otherwise do not suffer from differences in type.)
- In its earliest years, the Federal Financing Bank (FFB) was conducted as a revolving fund, making direct loans to the public or purchasing loan assets from other funds or accounts. Each new loan by the FFB required new BA. In many cases, if the same loan were made by the account being serviced by the FFB, the loan could be financed from offsetting collections and no new BA would be recorded. Under terms of the 1985 legislation moving the FFB on-budget, the FFB ceased to make direct loans to the public. Instead, it makes loans to the accounts it services, and these accounts, in turn, make the loans to the public. Such loans could be made from new BA or other obligational authority available to the parent account. These tables have not been reconstructed to shift BA previously scored in the FFB to the parent accounts, because there is no technical way to reconfigure the data.

Despite these qualifications, there is a desire for historical data on BA, and this section has been developed to meet that desire.

## Notes on Section 6 (Composition of Federal Government Outlays)

The “composition” categories in this section divide total outlays into national defense and nondefense components, and then disaggregate the nondefense spending into several parts:

- *Payments for individuals:* These are Federal Government spending programs designed to transfer income (in cash or in kind) to individuals or families. To the extent feasible, this category does not include reimbursements for current services rendered to the Government (e.g., salaries and interest). The payments may be in the form of cash paid directly to individuals or they may take the form of the provision of services or the payment of bills for activities generally financed from personal income. They include outlays for the provision of medical care (in veterans’ hospitals, for example) and for the payment of medical bills (e.g., Medicare). They also include subsidies to reduce the cost of housing below market rates and food and nutrition assistance (such as SNAP – formerly food stamps). The data base, while not precise, provides a reasonable perspective of the size and composition of income support transfers within any particular year and trends over time. Section 11 disaggregates the components of this category. The data in Section 6 show a significant amount of payments for individuals takes the form of grants to State and local governments to finance benefits for the ultimate recipients. These grants include Medicaid, some food and nutrition assistance, and a significant portion of the housing assistance payments. Sections 11 and 12 provide a more detailed disaggregation of this spending.
- *All other grants to State and local governments:* This category consists of the Federal nondefense grants to State and local governments other than grants defined as payments for individuals. Section 12 disaggregates this spending.
- *Net interest:* Most spending for net interest is paid to the public as interest on the Federal debt. As shown in Table 3.2, net interest includes, as an offset, significant amounts of interest income. Spending in this category is equal to net outlays in the budget function of the same name.
- *All other:* This category consists of all remaining Federal spending and offsetting receipts except for those included in the functional category “undistributed offsetting receipts.” It includes most Federal loan activities and most Federal spending for foreign assistance, farm price supports, medical and other scientific research, and, in general, Federal direct program operations.
- *Undistributed offsetting receipts:* These are offsetting receipts that are not offset against any specific agency or programmatic function. They are classified as function 950 in the functional tables. Additional details on their composition can be found at the end of Table 3.2.

Table 6.1 shows these outlays in current and constant dollars, the percentage distribution of current dollar outlays, and the current dollar outlays as percentages of GDP. The term “constant dollars” means the amounts of money that would have had to be spent in each year if, on average, the unit cost of everything purchased within that category each year (including purchases financed by income transfers, interest, etc.) were the same as in the base year (Fiscal Year 2017). The adjustments to constant dollars are made by applying

a series of chain-weighted price indexes to the current dollar data base. The composite total outlays deflator is used to deflate current dollar receipts to produce the constant dollar receipts in Table 1.3. The separate composite deflators used for the various outlay categories are shown in Table 10.1.

## Notes on Section 7 (Federal Debt)

This section provides information about Federal debt. Table 7.1 contains data on gross Federal debt and its major components in terms of both the amount of debt outstanding at the end of each year and that amount as a percentage of fiscal year GDP.

Gross Federal debt is composed both of Federal debt held (owned) by the public and Federal debt held by Federal Government accounts, which is mostly held by trust funds. Federal debt held by the public consists of all Federal debt held outside the Federal Government accounts. For example, it includes debt held by individuals, private banks and insurance companies, the Federal Reserve Banks, and foreign central banks. The sale (or repayment) of Federal debt to the public is the principal means of financing a Federal budget deficit (or disposing of a Federal budget surplus).

Table 7.1 divides debt held by the public between the amount held by the Federal Reserve Banks and the remainder. The Federal Reserve System is the central bank for the Nation. Their holdings of Federal debt are shown separately because they do not have the same impact on private credit markets as does other debt held by the public. They accumulate Federal debt as a result of their role as the country's central bank, and the size of these holdings has a major impact on the Nation's money supply. Since the Federal budget does not forecast Federal Reserve monetary policy, it does not project future changes in the amounts of Federal debt that will be held by the Federal Reserve Banks. Hence, the split of debt held by the public into that portion held by the Federal Reserve Banks and the remainder is provided only for past years. Table 2.5 shows deposits of earnings by the Federal Reserve System. Most interest paid by Treasury on debt held by the Federal Reserve Banks is returned to the Treasury as deposits of earnings, which are recorded as budget receipts.

As a result of a conceptual revision in the quantification of Federal debt, the data on debt held by the public and gross Federal debt—but only a small part of debt held by Government accounts—were revised back to 1956 in the 1990 Budget. The total revision was relatively small—a change of less than one percent of the recorded value of the debt—but the revised basis is more consistent with the quantification of interest outlays, and provides a more meaningful measure of Federal debt. The change converted most debt held by the public from the par value to the sales price plus amortized discount.

Most debt held by Government accounts is issued at par, and securities issued at a premium or discount were formerly recorded at par. That portion of debt held by Government accounts that was not revised back to 1956 in the 1990 Budget was first recorded with an adjustment for any initial discount starting with debt issued in 1989. Zero-coupon bonds, however, are recorded at estimated market or redemption price.

Table 7.2 shows the end-of-year amounts of Federal debt subject to the general statutory limitation. It is recorded at par value (except for savings bonds) through 1988, but by law the basis was changed, in part, to accrual value for later years. Before World War I, each debt issue by the Government required specific authorization by the Congress. Starting in 1917, the nature of this limitation was modified in several steps until it developed into a

limit on the total amount of Federal debt outstanding. The Treasury is free to borrow whatever amounts are needed up to the debt limit, which is changed from time to time to meet new requirements. Table 7.3 shows the ceiling at each point in time since 1940. It provides the specific legal citation, a short description of the change, and the amount of the limit specified by each Act. Most, but not all, of gross Federal debt is subject to the statutory limit. See the “Federal Borrowing and Debt” chapter of the *Analytical Perspectives* volume for more information.

## Notes on Section 8 (Outlays by Budget Enforcement Act Category and Budget Authority for Discretionary Programs)

Section 8 is composed of eight tables that present outlays by the major categories used under the Budget Enforcement Act (BEA) and under previous budget agreements between the Congress and previous Administrations. Table 8.1 shows Federal outlays within each of the categories and subcategories. The principal categories are outlays for mandatory and related programs and outlays for discretionary programs. (Discretionary budget authority is shown in Section 5; on an agency basis in Table 5.4 and Table 5.5 and on a functional basis in Table 5.6.) Mandatory and related programs include direct spending and offsetting receipts whose budget authority is determined by law other than appropriations acts. These include appropriated entitlements and SNAP (formerly the food stamp program). Discretionary programs are those whose budgetary resources (other than entitlement authority) are determined by appropriations acts. The table shows two major categories of discretionary programs: National Defense (Function 050) and Nondefense (all other discretionary programs). Table 8.2 has the same structure, but shows the data in constant (FY 2017) dollars. Table 8.3 shows the percentage distribution of outlays by BEA category and Table 8.4 shows outlays by BEA category as a percentage of GDP.

Tables 8.1 through 8.4 include a category called *Other Means-Tested Entitlements*. Means-tested entitlement programs include Medicaid and a number of other programs that limit benefits or payments based on the beneficiary's income and/or assets. Also included in this category are payments from refundable tax credits that are phased out at certain income (generally, Adjusted Gross Income) levels. The programs currently categorized as Means-Tested Entitlements are:

- Funds for Strengthening Markets, Income, and Supply (section 32)
- The Supplemental Nutrition Assistance Program (SNAP), including nutrition assistance for Puerto Rico
- Child Nutrition Programs, including the special milk program
- Student Financial Assistance (mostly Pell Grants)
- Grants to States for Medicaid
- Children's Health Insurance Program
- Child Enrollment Contingency Fund
- Payments to States for Child Support Enforcement and Family Support Programs
- Temporary Assistance for Needy Families (TANF)
- TANF Contingency Fund
- Payment Where Adoption Credit Exceeds Liability for Tax
- Payments to States for Foster Care and Adoption Assistance
- Child Care Entitlement to States
- Payment Where Recovery Rebate Exceeds Liability for Tax
- Payment Where Earned Income Credit Exceeds Liability for Tax
- Health insurance supplement to earned income credit
- Payment Where Child Credit Exceeds Liability for Tax

- Payment Where Credit to Aid First-Time Homebuyers Exceeds Liability for Tax
- Payment Where American Opportunity Credit Exceeds Liability for Tax
- Payment Where Making Work Pay Credit Exceeds Liability for Tax
- Supplemental Security Income Program (SSI)
- Recovery of Beneficiary Overpayments from SSI Program
- Veterans' Pensions benefits
- Refundable Premium Tax Credit
- Cost Sharing Reductions
- Payment Where COBRA Credit Exceeds Liability for Tax
- U.S. Coronavirus Payments
- U.S. Coronavirus Refundable Credits
- Child and Dependent Care Tax Credit

Table 8.5 provides additional detail by function or subfunction for mandatory and related programs. Table 8.6 shows the same data in constant dollars.

Table 8.7 provides additional detail by function and subfunction on outlays for discretionary programs. Table 8.8 provides the same data in constant dollars.

## Notes on Section 9 (Federal Government Outlays for Major Physical Capital, Research and Development, and Education and Training)

Tables in this section provide a broad perspective on Federal Government outlays for investment in public physical capital, the conduct of research and development (R&D), and education and training. These data measure new Federal spending for major public physical assets, but they exclude major commodity inventories. In some cases it was necessary to use supplementary data sources to estimate missing data in order to develop a consistent historical data series. The data for the conduct of research and development exclude outlays for construction and major equipment because such spending is included in outlays for physical capital. See the “Federal Investment” chapter of the *Analytical Perspectives* volume for more information.

Table 9.1 shows total investment outlays for major public physical capital, R&D, and education and training in current and constant (FY 2017) dollars, and shows the percentage distribution of outlays and outlays as a percentage of GDP. Table 9.2 focuses on direct Federal outlays and grants for major public physical capital investment in current and constant (FY 2017) dollars, disaggregating direct Federal outlays into national defense and nondefense capital investment. Table 9.3 retains the same structure as 9.2, but shows direct Federal outlay totals for physical capital investment as percentages of total outlays and as percentages of GDP. Table 9.4 disaggregates national defense direct outlays, while Table 9.5 disaggregates nondefense outlays for major public physical capital investment. Table 9.6 shows the composition of grant outlays for major public physical capital investment.

Table 9.7 provides an overall perspective on Federal Government outlays for the conduct of R&D. It shows total R&D spending and the split between national defense and nondefense spending in four forms: in current dollars, in constant dollars, as percentages of total outlays, and as percentages of GDP. Table 9.8 shows outlays in current dollars by major function and program.

Table 9.9 shows outlays for the conduct of education and training in current dollars for direct Federal programs and for grants to State and local governments. Total outlays for the conduct of education and training as a percentage of Federal outlays and in constant (FY 2017) dollars are also shown. As with the series on physical capital, several budget data sources have been used to develop a consistent data series extending back to 1962. A discontinuity occurs between 1991 and 1992 and affects primarily direct Federal higher education outlays. For 1991 and earlier, these data include net loan disbursements, repayments, and other transactions on a cash basis. Beginning in 1992, pursuant to changes in the treatment of loans as specified in the Federal Credit Reform Act of 1990, this series includes outlays for loan repayments and defaults for loans originated in 1991 and earlier, but credit subsidy outlays for loans originated in 1992 and later years.

Table 9.9 also excludes education and training outlays for physical capital (which are included in Table 9.7) and education and training outlays for the conduct of research and development (which are in Table 9.8). Also excluded are education and training programs for Federal civilian and military personnel.

## **Notes on Section 10 (Implicit Outlay Deflators)**

Section 10 consists of Table 10.1, Gross Domestic Product and Deflators Used in the Historical Tables, which shows the various implicit deflators used to convert current dollar outlays to constant dollars. The constant dollar deflators are based on chain-weighted (FY 2017 chained-dollars) price indexes derived from the National Income and Product Accounts data.

## **Notes on Section 11 (Federal Government Payments for Individuals)**

This section provides detail on outlays for Federal Government payments for individuals, which are also described in the notes on Section 6. The basic purpose of the payments for individuals aggregation is to provide a broad perspective on Federal cash or in-kind payments for which no current service is rendered, yet which constitutes income transfers to individuals and families. Table 11.1 provides an overview display of these data in four different forms. All four of these displays show the total payments for individuals, and the split of this total between grants to State and local governments for payments for individuals (such as Medicaid and grants for housing assistance) and all other (“direct”) payments for individuals.

Table 11.2 shows the functional composition of payments for individuals (see notes on Section 3 for a description of the functional classification), and includes the same grants versus nongrants (“direct”) split provided in Table 11.1. The off-budget Social Security program finances a significant portion of the Federal payments for individuals. These tables do not distinguish between the on-budget and off-budget payments for individuals. However, all payments for individuals shown in Table 11.2 in function 650 (Social Security), except for minor payment amounts associated with the 2009 Recovery Act (ARRA), are off-budget outlays, and all other payments for individuals are on-budget. Table 11.3 displays the payments for individuals by major program category.

## **Notes on Section 12 (Federal Grants To State and Local Governments)**

For many decades the Federal budget documents have provided data on Federal grants to State and local governments. The purpose of these data is to identify Federal Government outlays that constitute income to State and local governments to help finance their services and their income transfers (payments for individuals) to the public. Grants generally exclude Federal Government payments for services rendered directly to the Federal Government; for example, they exclude most Federal Government payments for research and development, and they exclude payments to State social service agencies for screening disability insurance beneficiaries for the Federal disability insurance trust fund.

Table 12.1 provides an overall perspective on grants; its structure is similar to the structure of Table 11.1.

Table 12.2 displays Federal grants by function (see notes on Section 3 for a description of the functional classification). The bulk of Federal grants are included in the Federal funds group. However, since the creation of the highway trust fund in 1957, significant amounts of grants have been financed from trust funds. All Federal grants are on-budget, except for small amounts from 2000-2023 in the Federal Disability Insurance Trust Fund, which is off-budget. Wherever trust fund outlays are included in those data, Table 12.2 not only identifies the total grants by function but also shows the split between Federal funds and trust funds. See “Concepts Relevant to the Historical Tables” above for more information on Federal funds and trust funds.

Table 12.3 provides data on grants at the account or program level, with an identification of the function, agency, and fund group of the payment.

## Notes on Section 13 (Social Security and Medicare)

Table 13.1 displays the transactions of the Social Security and Medicare trust funds, including trust fund income, outgo, and balances, from their inception.

Over the past several decades the Social Security programs (the Federal old-age and survivors insurance (OASI) and the Federal disability insurance (DI) trust funds) and the Medicare programs (the Federal hospital insurance (HI) and the Federal supplementary medical insurance (SMI) trust funds) have grown to be among the largest parts of the Federal budget. Because of the size, the rates of growth, and the specialized financing of these programs, policy analysts frequently wish to identify these activities separately from all other Federal taxes and spending. As discussed in the introductory notes, the two Social Security funds are off-budget, while the Medicare funds are on-budget. As Table 13.1 shows, the first of these funds (OASI) began in 1937. The table shows the annual transactions of that fund and of the other funds beginning with their points of origin.

The table provides detailed information about Social Security and Medicare by fund. It shows total cash income (including offsetting receipts, but excluding any offsetting collections, which are offset within the expenditure accounts) by fund, separately identifying social insurance taxes and contributions, intragovernmental income, and proprietary receipts from the public. Virtually all of the proprietary receipts from the public, especially those for the SMI trust fund, are Medicare insurance premiums. The table shows the income, outgo, and surplus or deficit of each fund for each year, and also shows the balances of the funds available for future requirements. Most of these fund balances are invested in public debt securities and constitute a significant portion of the debt held by Government accounts (see Table 7.1).

The SMI fund, which was established in 1967, is financed primarily by payments from Federal funds and secondarily by medical insurance premiums (proprietary receipts from the public). The other three trust funds are financed primarily by dedicated social insurance taxes. The law establishing the rate and base of these taxes allocates the tax receipts among the three funds.

The table shows significant transfers by OASI and DI to the railroad retirement Social Security equivalent account. These transfers are equal to the additional amounts of money Social Security would have had to pay, less additional receipts it would have collected, if the rail labor force had been included directly under Social Security since the inception of the Social Security program.

In 1983, when the OASI fund ran short of money, Congress passed legislation that (a) provided for a one-time acceleration of military service credit payments to these trust funds, (b) provided for a Federal fund payment to OASI and DI for the estimated value of checks issued in prior years and charged to the trust funds but never cashed, (c) required that the Treasury make payments to OASI, DI, and HI on the first day of the month for the estimated amounts of their social insurance taxes to be collected over the course of each month (thereby increasing each affected trust fund's balances at the beginning of the month), and (d) subjected some Social Security benefits to Federal income or other taxes and provided for payments by Federal funds to Social Security of amounts equal to these

additional taxes. Additionally, in 1983 the OASI fund borrowed from the DI and HI funds (the tables show the amounts of such borrowing and repayments of borrowing). The large intragovernmental collections by OASI, DI, and HI in 1983 are a result of the transactions described under (a) and (b) above. Also starting in 1983, OASI began paying interest to DI and HI to reimburse them for the balances OASI borrowed from them; OASI, DI, and HI paid interest to Treasury to compensate it for the balances transferred to these funds on the first day of each month. The legal requirement for Treasury to make payments on the first day of the month, and the associated interest payment, ended in 1985 for HI and in 1991 for OASI and DI.

## **Notes on Section 14 (Total (Federal and State and Local) Government Finances)**

Section 14 provides a perspective on the size and composition of total Government (Federal, State, and local) receipts and spending. Both the Bureau of the Census and the Bureau of Economic Analysis in the Commerce Department provide information (in the national income and product accounts (NIPA) data) on income and spending for all levels of government in the United States. The tables in this section include the NIPA State and local transactions with the Federal Government (deducting the amount of overlap due to Federal grants to State and local governments) to measure total Government receipts and spending on a fiscal year basis. The NIPA State and local government receipts and expenditures have been adjusted to be more comparable to the Federal unified budget receipts and outlays by using State and local government Total Expenditures, by including NIPA Capital Receipts from Estate and Gift taxes, and by displaying State and local interest receipts as an offset to State and local interest expenditures.

## **Notes on Section 15 (Federal Health Spending)**

Section 15 consists of Table 15.1, Total Outlays for Health Programs. This table shows a broad definition of total Federal health spending by type of health program, including defense and veterans' health programs, Medicare, Medicaid, Federal employees' health benefits and other health spending. It also shows Federal health spending as percentages of total outlays and of GDP.

The Health Insurance Assistance category includes outlays in the following accounts:

- Payment Where Health Coverage Tax Credit Exceeds Liability for Tax
- Payment Where COBRA Credit Exceeds Liability for Tax
- Refundable Premium Tax Credit
- Cost Sharing Reductions
- Payment Where Small Business Health Insurance Tax Credit Exceeds Liability for Tax
- Pre-Existing Condition Insurance Plan Program
- Early Retiree Reinsurance Program
- Reinsurance and Risk Adjustment Program Payments

The Other Health category consists of outlays in the health function (function 550) that are not shown in any other category on the table.

## **Notes on Section 16 (Executive Branch Civilian Employment)**

Section 16 provides an overview of the size and scope of the Executive Branch Civilian work force. Federal employment in the Executive Branch is controlled on the basis of Full-Time Equivalent (FTE) employment, which is the measure of the total number of regular (non-overtime) hours worked by an employee divided by the number of compensable hours applicable to each fiscal year. A typical FTE workyear is equal to 2,080 hours. For example, one full-time employee counts as one FTE, and two employees who work half-time count as one FTE. FTE data have been collected for Executive Branch agencies since 1981.

The tables included in this section illustrate the size of the Executive Branch Civilian work force utilizing the FTE measures. Table 16.1 shows FTEs for the Executive Branch and selected agencies for 1981 and subsequent years; Table 16.2 shows these FTEs as a percentage of total Executive Branch FTEs.