

## 27. TRUST FUNDS AND FEDERAL FUNDS

As is common for State and local government budgets, the budget for the Federal Government contains information about collections and expenditures for different types of funds. This chapter presents summary information about the transactions of the two major fund groups used by the Federal Government, trust funds and Federal funds. It also presents information about the income and outgo of the major trust funds and certain Federal funds that are financed by dedicated collections in a manner similar to trust funds.

### The Federal Funds Group

The Federal funds group includes all financial transactions of the Government that are not required by law to be recorded in trust funds. It accounts for a larger share of the budget than the trust funds group.

The Federal funds group includes the “general fund,” which is used for the general purposes of Government rather than being restricted by law to a specific program. The general fund is the largest fund in the Government and it receives all collections not dedicated for some other fund, including virtually all income taxes and many excise taxes. The general fund is used for all programs that are not supported by trust, special, or revolving funds.

The Federal funds group also includes special funds and revolving funds, both of which receive collections that are dedicated by law for specific purposes. Where the law requires that Federal fund collections be dedicated to a particular program, the collections and associated disbursements are recorded in special fund receipt and expenditure accounts.<sup>1</sup> An example is the portion of the Outer Continental Shelf mineral leasing receipts deposited into the Land and Water Conservation Fund. Money in special fund receipt accounts must be appropriated before it can be obligated and spent. The majority of special fund collections are derived from the Government’s power to impose taxes or fines, or otherwise compel payment, as in the case of the Crime Victims Fund. In addition, a significant amount of collections credited to special funds is derived from certain types of business-like activity, such as the sale of Government land or other assets or the use of Government property. These collections include receipts from timber sales and royalties from oil and gas extraction.

Revolving funds are used to conduct continuing cycles of business-like activity. Revolving funds receive proceeds from the sale of products or services, and these proceeds finance ongoing activities that continue to provide products

<sup>1</sup> There are two types of budget accounts: expenditure (or appropriation) accounts and receipt accounts. Expenditure accounts are used to record outlays and receipt accounts are used to record governmental receipts and offsetting receipts. For further detail on expenditure and receipt accounts, see Chapter 11, “Budget Concepts,” in this volume.

or services. Instead of being deposited in receipt accounts, the proceeds are recorded in revolving fund expenditure accounts. The proceeds are generally available for obligation and expenditure without further legislative action. Outlays for programs with revolving funds are reported both gross and net of these proceeds; gross outlays include the expenditures from the proceeds and net program outlays are derived by subtracting the proceeds from gross outlays. Because the proceeds of these sales are recorded as offsets to outlays within expenditure accounts rather than receipt accounts, the proceeds are known as “offsetting collections.”<sup>2</sup> There are two classes of revolving funds in the Federal funds group. Public enterprise funds, such as the Postal Service Fund, conduct business-like operations mainly with the public. Intragovernmental funds, such as the Federal Buildings Fund, conduct business-like operations mainly within and between Government agencies.

### The Trust Funds Group

The trust funds group consists of funds that are designated by law as trust funds. Like special funds and revolving funds, trust funds receive collections that are dedicated by law for specific purposes. Many of the larger trust funds are used to budget for social insurance programs, such as Social Security, Medicare, and unemployment compensation. Other large trust funds are used to budget for military and Federal civilian employees’ retirement benefits, highway and transit construction and maintenance, and airport and airway development and maintenance. There are a few trust revolving funds that are credited with collections earmarked by law to carry out a cycle of business-type operations. There are also a few small trust funds that have been established to carry out the terms of a conditional gift or bequest.

There is no substantive difference between special funds in the Federal funds group and trust funds, or between revolving funds in the Federal funds group and trust revolving funds. Whether a particular fund is designated in law as a trust fund is, in many cases, arbitrary. For example, the National Service Life Insurance Fund is a trust fund, but the Servicemen’s Group Life Insurance Fund is a Federal fund, even though both receive dedicated collections from veterans and both provide life insurance payments to veterans’ beneficiaries.

The Federal Government uses the term “trust fund” differently than the way in which it is commonly used. In common usage, the term is used to refer to a private fund that has a beneficiary who owns the trust’s income and may also own the trust’s assets. A custodian or trustee

<sup>2</sup> See Chapter 15 in this volume for more information on offsetting collections and offsetting receipts.

manages the assets on behalf of the beneficiary according to the terms of the trust agreement, as established by a trustor. Neither the trustee nor the beneficiary can change the terms of the trust agreement; only the trustor can change the terms of the agreement. In contrast, the Federal Government owns and manages the assets and the earnings of most Federal trust funds and can unilaterally change the law to raise or lower future trust fund collections and payments or change the purpose for which the collections are used. Only a few small Federal trust funds are managed pursuant to a trust agreement whereby the Government acts as the trustee; even then the Government generally owns the funds and has some ability to alter the amount deposited into or paid out of the funds.

Deposit funds, which are funds held by the Government as a custodian on behalf of individuals or a non-Federal entity, are similar to private-sector trust funds. The

Government makes no decisions about the amount of money placed in deposit funds or about how the proceeds are spent. For this reason, these funds are not classified as Federal trust funds, but are instead considered to be non-budgetary and excluded from the Federal budget.<sup>3</sup>

The income of a Federal Government trust fund must be used for the purposes specified in law. The income of some trust funds, such as the Federal Employees Health Benefits fund, is spent almost as quickly as it is collected. In other cases, such as the military and Federal civilian employees' retirement trust funds, the trust fund income is not spent as quickly as it is collected. Currently, these funds do not use all of their annual income (which includes intragovernmental interest income). This surplus of income over outgo adds to the trust fund's balance,

<sup>3</sup> Deposit funds are discussed briefly in Chapter 12 of this volume, "Coverage of the Budget."

**Table 27-1. RECEIPTS, OUTLAYS AND SURPLUS OR DEFICIT BY FUND GROUP**  
(In billions of dollars)

	2018 Actual	Estimate					
		2019	2020	2021	2022	2023	2024
<b>Receipts:</b>							
Federal funds cash income:							
From the public .....	2,467.5	2,477.6	2,629.2	2,818.5	2,980.8	3,206.5	3,458.9
From trust funds .....	1.1	1.0	1.1	1.1	1.1	1.2	1.2
Total, Federal funds cash income .....	2,468.5	2,478.6	2,630.3	2,819.6	2,981.9	3,207.6	3,460.1
Trust funds cash income:							
From the public .....	1,426.5	1,512.0	1,577.2	1,659.6	1,746.1	1,837.2	1,940.7
From Federal funds:							
Interest .....	150.2	148.9	147.4	150.2	156.0	159.4	164.4
Other .....	589.5	613.8	661.3	694.7	731.7	774.8	823.9
Total, Trust funds cash income .....	2,166.2	2,274.6	2,385.9	2,504.5	2,633.8	2,771.3	2,929.1
Offsetting collections from the public and offsetting receipts:							
Federal funds .....	-377.6	-352.3	-350.1	-383.4	-371.8	-380.5	-389.2
Trust funds .....	-927.2	-963.2	-1,021.3	-1,063.8	-1,115.4	-1,177.0	-1,247.4
Total, offsetting collections from the public and offsetting receipts .....	-1,304.8	-1,315.6	-1,371.4	-1,447.2	-1,487.1	-1,557.5	-1,636.6
Unified budget receipts:							
Federal funds .....	2,090.9	2,126.2	2,280.2	2,436.2	2,610.1	2,827.2	3,070.8
Trust funds .....	1,239.0	1,311.4	1,364.6	1,440.7	1,518.5	1,594.3	1,681.7
Total, unified budget receipts .....	3,329.9	3,437.7	3,644.8	3,876.9	4,128.6	4,421.5	4,752.5
<b>Outlays:</b>							
Federal funds cash outgo .....	3,401.8	3,679.5	3,835.8	3,989.6	4,092.1	4,209.3	4,298.7
Trust funds cash outgo .....	2,012.0	2,165.2	2,281.2	2,402.8	2,572.5	2,678.3	2,790.9
Offsetting collections from the public and offsetting receipts:							
Federal funds .....	-377.6	-352.3	-350.1	-383.4	-371.8	-380.5	-389.2
Trust funds .....	-927.2	-963.2	-1,021.3	-1,063.8	-1,115.4	-1,177.0	-1,247.4
Total, offsetting collections from the public and offsetting receipts .....	-1,304.8	-1,315.6	-1,371.4	-1,447.2	-1,487.1	-1,557.5	-1,636.6
Unified budget outlays:							
Federal funds .....	3,024.2	3,327.2	3,485.7	3,606.2	3,720.3	3,828.8	3,909.4
Trust funds .....	1,084.8	1,202.0	1,259.9	1,339.0	1,457.1	1,501.3	1,543.5
Total, unified budget outlays .....	4,109.0	4,529.2	4,745.6	4,945.2	5,177.5	5,330.1	5,453.0
<b>Surplus or deficit(-):</b>							
Federal funds .....	-933.3	-1,200.9	-1,205.5	-1,170.0	-1,110.2	-1,001.6	-838.6
Trust funds .....	154.2	109.4	104.7	101.7	61.3	93.0	138.2
Total, unified surplus/deficit(-) .....	-779.1	-1,091.5	-1,100.8	-1,068.3	-1,048.8	-908.6	-700.5

Note: Receipts include governmental, interfund, and proprietary, and exclude intrafund receipts (which are offset against intrafund payments so that cash income and cash outgo are not overstated).

which is available for future expenditures. The balances are generally required by law to be invested in Federal securities issued by the Department of the Treasury.<sup>4</sup> The National Railroad Retirement Investment Trust is a rare example of a Government trust fund authorized to invest balances in equity markets.

A trust fund normally consists of one or more receipt accounts (to record income) and an expenditure account (to record outgo). However, a few trust funds, such as the Veterans Special Life Insurance fund, are established by law as trust revolving funds. Such a fund is similar to a revolving fund in the Federal funds group in that it may consist of a single account to record both income and outgo. Trust revolving funds are used to conduct a cycle of business-type operations; offsetting collections are credited to the funds (which are also expenditure accounts) and the funds' outlays are displayed net of the offsetting collections.

### Income and Outgo by Fund Group

Table 27-1 shows income, outgo, and the surplus or deficit by fund group and in the aggregate (netted to avoid double-counting) from which the total unified budget receipts, outlays, and surplus or deficit are derived. Income consists mostly of governmental receipts (derived from governmental activity, primarily income, payroll, and excise taxes). Income also includes offsetting receipts, which include proprietary receipts (derived from business-like transactions with the public), interfund collections (derived from payments from a fund in one fund group to a fund in the other fund group), and gifts. Outgo consists of payments made to the public or to a fund in the other fund group.

Two types of transactions are treated specially in the table. First, income and outgo for each fund group exclude all transactions that occur between funds within the same fund group.<sup>5</sup> These intrafund transactions constitute outgo and income for the individual funds that make and collect the payments, but they are offsetting within the fund group as a whole. The totals for each fund group measure only the group's transactions with the public and the other fund group. Second, outgo is calculated net of the collections from Federal sources that are credited to expenditure accounts (which, as noted above, are referred to as offsetting collections); the spending that is financed by those collections is included in outgo and the collections from Federal sources are subsequently subtracted from outgo.<sup>6</sup> Although it would be conceptually correct to

<sup>4</sup> Securities held by trust funds (and by other Government accounts), debt held by the public, and gross Federal debt are discussed in Chapter 4 of this volume, "Federal Borrowing and Debt."

<sup>5</sup> For example, the railroad retirement trust funds pay the equivalent of Social Security benefits to railroad retirees in addition to the regular railroad pension. These benefits are financed by a payment from the Federal Old-Age and Survivors Insurance trust fund to the railroad retirement trust funds. The payment and collection are not included in Table 27-1 so that the total trust fund income and outgo shown in the table reflect transactions with the public and with Federal funds.

<sup>6</sup> Collections from non-Federal sources are shown as income and spending that is financed by those collections is shown as outgo. For example, postage stamp fees are deposited as offsetting collections in

add interfund offsetting collections from Federal sources to income for a particular fund, this cannot be done at the present time because the budget data do not provide this type of detail. As a result, both interfund and intrafund offsetting collections from Federal sources are offset against outgo in Table 27-1 and are not shown separately.

The vast majority of the interfund transactions in the table are payments by the Federal funds to the trust funds. These payments include interest payments from the general fund to the trust funds for interest earned on trust fund balances invested in interest-bearing Treasury securities. The payments also include payments by Federal agencies to Federal employee benefits trust funds and Social Security trust funds on behalf of current employees and general fund transfers to employee retirement trust funds to amortize the unfunded liabilities of these funds. In addition, the payments include general fund transfers to the Supplementary Medical Insurance trust fund for the cost of Medicare Parts B (outpatient and physician benefits) and D (prescription drug benefits) that is not covered by premiums or other income from the public.

In addition to investing their balances with the Treasury, some funds in the Federal funds group and most trust funds are authorized to borrow from the general fund of the Treasury.<sup>7</sup> Similar to the treatment of funds invested with the Treasury, borrowed funds are not recorded as receipts of the fund or included in the income of the fund. Rather, the borrowed funds finance outlays by the fund in excess of available receipts. Subsequently, any excess fund receipts are transferred from the fund to the general fund in repayment of the borrowing. The repayment is not recorded as an outlay of the fund or included in fund outgo. This treatment is consistent with the broad principle that borrowing and debt redemption are not budgetary transactions but rather a means of financing deficits or disposing of surpluses.<sup>8</sup>

Some income in both Federal funds and trust funds consists of offsetting receipts.<sup>9</sup> Offsetting receipts are not considered governmental receipts (such as taxes), but they are instead recorded on the outlay side of the budget. Expenditures resulting from offsetting receipts are recorded as gross outlays and the collections of offsetting receipts are then subtracted from gross outlays to derive net outlays. Net outlays reflect the Government's net transactions with the public.

the Postal Service Fund. As a result, the Fund's income reported in Table 27-1 includes postage stamp fees and the Fund's outgo is gross disbursements, including disbursements financed by those fees.

<sup>7</sup> For example, the Unemployment trust fund is authorized to borrow from the general fund for unemployment benefits; the Bonneville Power Administration Fund, a revolving fund in the Department of Energy, is authorized to borrow from the general fund; and the Black Lung Disability Trust Fund, a trust fund in the Department of Labor, is authorized to receive appropriations of repayable advances from the general fund, which constitute a form of borrowing.

<sup>8</sup> Borrowing and debt repayment are discussed in Chapter 4 of this volume, "Federal Borrowing and Debt," and Chapter 11 of this volume, "Budget Concepts."

<sup>9</sup> Interest on borrowed funds is an example of an intragovernmental offsetting receipt and Medicare Part B's premiums are an example of offsetting receipts from the public.

**Table 27–2. COMPARISON OF TOTAL FEDERAL FUND AND TRUST FUND RECEIPTS TO UNIFIED BUDGET RECEIPTS, FISCAL YEAR 2018**

(In billions of dollars)

<b>Gross Federal fund and Trust fund cash income:</b>	
Federal funds .....	2,796.9
Trust funds .....	2,225.4
Total, gross Federal fund and Trust fund cash income	5,022.3
<b>Deduct: intrabudgetary offsetting collections (from funds within same fund group):</b>	
Federal funds .....	-295.8
Trust funds .....	-52.2
Subtotal, intrabudgetary offsetting collections .....	-348.0
<b>Deduct: intrafund receipts (from funds within same fund group):</b>	
Federal funds .....	-32.6
Trust funds .....	-7.0
Subtotal, intrafund receipts .....	-39.6
<b>Federal fund and Trust fund cash income net of intrabudgetary offsetting collections and intrafund receipts:</b>	
Federal funds .....	2,468.5
Trust funds .....	2,166.2
Total, Federal fund and Trust fund cash income net of intrafund receipts	4,634.7
<b>Deduct: offsetting collections from the public:</b>	
Federal funds .....	-244.4
Trust funds .....	-22.2
Subtotal, offsetting collections from the public .....	-266.6
<b>Deduct other offsetting receipts:</b>	
Federal fund receipts from Trust funds .....	-1.1
Trust fund receipts from Federal funds:	
Interest in receipt accounts .....	-150.2
General fund payments to Medicare Parts B and D .....	-318.1
Employing agencies' payments for pensions, Social Security, and Medicare .....	-79.0
General fund payments for unfunded liabilities of Federal employees' retirement funds .....	-126.4
Transfer of taxation of Social Security and RRB benefits to OASDI, HI, and RRB .....	-60.7
Other receipts from Federal funds .....	-5.4
Subtotal, Trust fund receipts from Federal funds .....	-739.7
<b>Proprietary receipts:</b>	
Federal funds .....	-119.6
Trust funds .....	-159.4
Subtotal, proprietary receipts .....	-279.0
<b>Offsetting governmental receipts:</b>	
Federal funds .....	-12.5
Trust funds .....	-5.9
Subtotal, offsetting governmental receipts .....	-18.4
Subtotal, other offsetting receipts .....	-1,038.2
<b>Unified budget receipts:</b>	
Federal funds .....	2,090.9
Trust funds .....	1,239.0
Total, unified budget receipts .....	3,329.9
<b>Memorandum:</b>	
<b>Gross receipts:<sup>1</sup></b>	
Federal funds .....	2,256.7
Trust funds .....	2,151.0
Total, gross receipts .....	4,407.7

<sup>1</sup> Gross income excluding offsetting collections.

As shown in Table 27–1, 37 percent of all governmental receipts were deposited in trust funds in 2018 and the remaining 63 percent of governmental receipts were deposited in Federal funds, which, as noted above, include the general fund. As noted above, most outlays between the trust fund and Federal fund groups (interfund outlays) flow from Federal funds to trust funds, rather than from trust funds to Federal funds. As a result, while trust funds account for 26 percent of total 2018 outlays, they account for 32 percent of 2018 outlays net of interfund transactions.

Because the income for Federal funds and trust funds recorded in Table 27–1 includes offsetting receipts and offsetting collections from the public, offsetting receipts and offsetting collections from the public must be deducted from the two fund groups' combined gross income in order to reconcile to total governmental receipts in the unified budget. Similarly, because the outgo for Federal funds and trust funds in Table 27–1 consists of outlays gross of offsetting receipts and offsetting collections from the public, the amount of the offsetting receipts and offsetting collections from the public must be deducted from the sum of the Federal funds' and the trust funds' gross outgo in order to reconcile to total (net) unified budget outlays. Table 27–2 reconciles, for fiscal year 2018, the gross total of all trust fund and Federal fund receipts with the receipt total of the unified budget.

### Income, Outgo, and Balances of Trust Funds

Table 27–3 shows, for the trust funds group as a whole, the funds' balance at the start of each year, income and outgo during the year, and the end-of-year balance. Income and outgo are divided between transactions with the public and transactions with Federal funds. Receipts from Federal funds are divided between interest and other interfund receipts.

The definitions of income and outgo in this table differ from those in Table 27–1 in one important way. Trust fund collections that are offset against outgo (offsetting collections from Federal sources) within expenditure accounts instead of being deposited in separate receipt accounts are classified as income in this table, but not in Table 27–1. This classification is consistent with the definitions of income and outgo for trust funds used elsewhere in the budget. It has the effect of increasing both income and outgo by the amount of the offsetting collections from Federal sources. The difference was approximately \$52 billion in 2018. Table 27–3, therefore, provides a more complete summary of trust fund income and outgo.

The trust funds group ran a surplus of \$154 billion in 2018, and is expected to continue to run surpluses over the next several years. The resulting growth in trust fund balances continues a trend that has persisted over the past several decades.

The size of the trust fund balances is largely the consequence of the way some trust funds are financed. Some of the larger trust funds (primarily Social Security and the Federal retirement funds) are fully or partially advance funded, with collections on behalf of individual par-

**Table 27-3. INCOME, OUTGO, AND BALANCES OF TRUST FUNDS GROUP**  
(In billions of dollars)

	2018 Actual	Estimate					
		2019	2020	2021	2022	2023	2024
Balance, start of year .....	5,033.8	5,188.1	5,297.8	5,402.9	5,504.6	5,566.0	5,659.0
Adjustments to balances .....	-0.3	.....	.....	.....	.....	.....	.....
Total balance, start of year .....	5,033.5	5,188.1	5,297.8	5,402.9	5,504.6	5,566.0	5,659.0
<b>Income:</b>							
Governmental receipts .....	1,239.0	1,311.4	1,364.6	1,440.7	1,518.5	1,594.3	1,681.7
Offsetting governmental .....	5.9	1.2	2.6	*	*	*	*
Proprietary .....	179.5	198.5	209.0	218.0	226.7	242.0	258.2
From Federal funds:							
Interest .....	153.3	151.0	149.8	152.7	158.7	162.5	167.8
Other .....	640.7	667.0	716.5	753.1	792.8	838.3	890.5
Total income during the year .....	2,218.4	2,329.1	2,442.5	2,564.6	2,696.8	2,837.1	2,998.3
Outgo (-) .....	-2,064.2	-2,219.6	-2,337.8	-2,462.9	-2,635.4	-2,744.2	-2,860.2
<b>Change in fund balance:</b>							
Surplus or deficit(-):							
Excluding interest .....	0.9	-41.6	-45.1	-51.0	-97.3	-69.5	-29.7
Interest .....	153.3	151.0	149.8	152.7	158.7	162.5	167.8
Subtotal, surplus or deficit (-) .....	154.2	109.4	104.7	101.7	61.3	93.0	138.2
Borrowing, transfers, lapses, & other adjustments .....	0.4	0.4	0.4	.....	.....	.....	.....
Total change in fund balance .....	154.6	109.8	105.1	101.7	61.3	93.0	138.2
Balance, end of year .....	5,188.1	5,297.8	5,402.9	5,504.6	5,566.0	5,659.0	5,797.1

\* \$50 million or less.

Note: In contrast to Table 27-1, income also includes income that is offset within expenditure accounts as offsetting collections from Federal sources, instead of being deposited in receipt accounts.

ticipants received by the funds years earlier than when the associated benefits are paid. For example, under the Federal military and civilian retirement programs, Federal agencies and employees together are required to pay the retirement trust funds an amount equal to accruing retirement benefits. Since many years pass between the time when benefits are accrued and when they are paid, the trust funds accumulate substantial balances over time.<sup>10</sup>

Due to advance funding and economic growth (both real and nominal), trust fund balances increased from \$205 billion in 1982 to \$5.2 trillion in 2018. Based on the estimates in the 2020 Budget, which include the effect of the Budget's proposals, the balances are estimated to increase by approximately 12 percent by the year 2024, rising to \$5.8 trillion. Almost all of these balances are invested in Treasury securities and earn interest.

From the perspective of the trust fund, these balances are assets that represent the value, in today's dollars, of past taxes, fees, and other income from the public and

from other Government accounts that the trust fund has received in excess of past spending. Trust fund assets held in Treasury securities are legal claims on the Treasury, similar to Treasury securities issued to the public. Like all other fund assets, these are available to the fund for future benefit payments and other expenditures. From the perspective of the Government as a whole, however, the trust fund balances do not represent net additions to the Government's balance sheet. The trust fund balances are assets of the agencies responsible for administering the trust fund programs and liabilities of the Department of the Treasury. These assets and liabilities cancel each other out in the Government-wide balance sheet. The effects of Treasury debt held by trust funds and other Government accounts are discussed further in Chapter 4 of this volume, "Federal Borrowing and Debt."

Although total trust fund balances are growing, the balances of some major individual funds are declining. Social Security and Medicare face particular challenges due to the decline in the ratio of active workers paying payroll taxes relative to retired workers receiving Social Security and Medicare benefits. Within the 2018-2024 window presented in Table 27-3, the Social Security and Medicare trust funds will begin to run deficits and their balances will consequently begin to fall. In the longer run, absent changes in the laws governing these programs, the funds will become unable to meet their obligations in full. For further discussion of the longer-term outlook of Social Security and Medicare, and the Federal budget as

<sup>10</sup> Until the 1980s, most trust funds operated on a pay-as-you-go basis as distinct from a pre-funded basis. Taxes and fees were set at levels sufficient to finance current program expenditures and administrative expenses, and to maintain balances generally equal to one year's worth of expenditures (to provide for unexpected events). As a result, trust fund balances tended to grow at about the same rate as the funds' annual expenditures. In the 1980s, pay-as-you-go financing was replaced by full or partial advance funding for some of the larger trust funds. The Social Security Amendments of 1983 (P.L. 98-21) raised payroll taxes above the levels necessary to finance then-current expenditures. Legislation enacted in the mid-1980s established the requirement for full accrual basis funding of Federal military and civilian retirement benefits.

a whole, see Chapter 3 of this volume, “Long-Term Budget Outlook.”

Table 27–4 shows estimates of income, outgo, surplus or deficit, and balances for 2018 through 2024 for the major trust funds. With the exception of transactions between trust funds, the data for the individual trust funds are conceptually the same as the data in Table 27–3 for the trust funds group. As explained previously, transactions between trust funds are shown as outgo of the fund that makes the payment and as income of the fund that collects it in the data for an individual trust fund, but the collections are offset against outgo in the data for the trust fund group as a whole.

As noted above, trust funds are funded by a combination of payments from the public and payments from Federal funds, including payments directly from the general fund and payments from agency appropriations. Similarly, the fund outgo amounts in Table 27–4 represent both outflows to the public—such as for the provision of benefit payments or the purchase of goods or services—and outflows to other Government accounts—such as for reimbursement for services provided by other agencies or payment of interest on borrowing from Treasury.

Because trust funds and Federal special and revolving funds conduct transactions both with the public and with other Government accounts, the surplus or deficit of an individual fund may differ from the fund’s impact on the surplus or deficit of the Federal Government. Transactions with the public affect both the surplus or deficit of an individual fund and the Federal Government surplus or deficit. Transactions with other Government accounts affect the surplus or deficit of the particular fund. However, because that same transaction is offset in another Government account, there is no net impact on the total Federal Government surplus or deficit.

A brief description of the major trust funds is given below; additional information for these and other trust funds can be found in the Status of Funds tables in the *Budget Appendix*.

- **Social Security Trust Funds:** The Social Security trust funds consist of the Old Age and Survivors Insurance (OASI) trust fund and the Disability Insurance (DI) trust fund. The trust funds are funded by payroll taxes from employers and employees, interest earnings on trust fund balances, Federal agency payments as employers, and a portion of the income taxes paid on Social Security benefits.
- **Medicare Trust Funds:** Like the Social Security trust funds, the Medicare Hospital Insurance trust fund is funded by payroll taxes from employers and employees, Federal agency payments as employers, and a portion of the income taxes paid on Social Security benefits. The HI trust fund also receives

transfers from the general fund of the Treasury for certain HI benefits and premiums from certain voluntary participants. The other Medicare trust fund, Supplementary Medical Insurance (SMI), finances Part B (outpatient and physician benefits) and Part D (prescription drug benefits). SMI receives premium payments from covered individuals, transfers from States toward Part D benefits, excise taxes on manufacturers and importers of brand-name prescription drugs, and transfers from the general fund of the Treasury for the portion of Part B and Part D costs not covered by premiums or transfers from States. In addition, like other trust funds, these two trust funds receive interest earnings on their trust fund balances.

- **Highway Trust Fund:** The fund finances Federal highway and transit infrastructure projects, as well as highway and vehicle safety activities. The Highway Trust Fund is financed by Federal motor fuel taxes and associated fees, and, in recent years, by general fund transfers, as those taxes and fees have been inadequate to support current levels of investment.
- **Unemployment Trust Fund:** The Unemployment Trust Fund is funded by Federal and State taxes on employers, payments from Federal agencies, taxes on certain employees, and interest earnings on trust fund balances. Unemployment insurance is administered largely by the States, following Federal guidelines. The Unemployment Trust Fund is composed of individual accounts for each State and several Federal accounts, including accounts related to the separate unemployment insurance program for railroad employees.
- **Civilian and military retirement trust funds:** The Civil Service Retirement and Disability Fund is funded by employee and agency payments, general fund transfers for the unfunded portion of retirement costs, and interest earnings on trust fund balances. The Military Retirement Fund likewise is funded by payments from the Department of Defense, general fund transfers for unfunded retirement costs, and interest earnings on trust fund balances.

Table 27–5 shows income, outgo, and balances of two Federal funds that are designated as special funds. These funds are similar to trust funds in that they are financed by dedicated receipts, the excess of income over outgo is invested in Treasury securities, the interest earnings add to fund balances, and the balances remain available to cover future expenditures. The table is illustrative of the Federal funds group, which includes many revolving funds and special funds.



**Table 27-4. INCOME, OUTGO, AND BALANCES OF MAJOR TRUST FUNDS—Continued**  
(In billions of dollars)

	2018 Actual	Estimate					
		2019	2020	2021	2022	2023	2024
Offsetting governmental .....	.....	.....	.....	.....	.....	.....	.....
Proprietary .....	16.4	16.9	17.7	19.1	20.6	21.8	23.1
Intrabudgetary:							
Intrafund .....	.....	.....	.....	.....	.....	.....	.....
Interest .....	0.3	0.4	0.5	0.5	0.6	0.9	1.1
Other intrabudgetary .....	37.8	38.8	40.6	43.9	46.2	48.4	51.1
Total income during the year .....	54.5	56.0	58.8	63.6	67.4	71.1	75.3
Outgo (-) .....	-53.2	-55.8	-58.6	-62.5	-66.1	-69.1	-73.2
Change in fund balance:							
Surplus or deficit(-):							
Excluding interest .....	1.0	-0.2	-0.2	0.5	0.8	1.1	0.9
Interest .....	0.3	0.4	0.5	0.5	0.6	0.9	1.1
Subtotal, surplus or deficit (-) .....	1.3	0.2	0.2	1.0	1.4	2.0	2.1
Borrowing, transfers, lapses, & other adjustments .....	0.1	.....	.....	.....	.....	.....	.....
Total change in fund balance .....	1.3	0.2	0.2	1.0	1.4	2.0	2.1
Balance, end of year .....	27.4	27.6	27.8	28.8	30.2	32.2	34.2
<b>Employees Life Insurance Fund</b>							
Balance, start of year .....	45.5	46.5	47.6	48.9	50.3	51.9	53.8
Adjustments to balances .....	.....	.....	.....	.....	.....	.....	.....
Total balance, start of year .....	45.5	46.5	47.6	48.9	50.3	51.9	53.8
Income:							
Governmental receipts .....	.....	.....	.....	.....	.....	.....	.....
Offsetting governmental .....	.....	.....	.....	.....	.....	.....	.....
Proprietary .....	2.9	3.1	3.1	3.2	3.3	3.4	3.5
Intrabudgetary:							
Intrafund .....	.....	.....	.....	.....	.....	.....	.....
Interest .....	0.7	0.8	0.9	1.0	1.2	1.4	1.5
Other intrabudgetary .....	0.6	0.6	0.6	0.6	0.6	0.6	0.6
Total income during the year .....	4.2	4.4	4.6	4.8	5.1	5.4	5.6
Outgo (-) .....	-3.3	-3.3	-3.3	-3.4	-3.5	-3.5	-3.6
Change in fund balance:							
Surplus or deficit(-):							
Excluding interest .....	0.2	0.4	0.4	0.4	0.5	0.5	0.5
Interest .....	0.7	0.8	0.9	1.0	1.2	1.4	1.5
Subtotal, surplus or deficit (-) .....	0.9	1.1	1.3	1.4	1.6	1.9	2.0
Borrowing, transfers, lapses, & other adjustments .....	.....	.....	.....	.....	.....	.....	.....
Total change in fund balance .....	0.9	1.1	1.3	1.4	1.6	1.9	2.0
Balance, end of year .....	46.5	47.6	48.9	50.3	51.9	53.8	55.8
<b>Foreign Military Sales Trust Fund</b>							
Balance, start of year .....	33.1	33.6	33.6	33.6	33.7	30.7	29.7
Adjustments to balances .....	.....	.....	.....	.....	.....	.....	.....
Total balance, start of year .....	33.1	33.6	33.6	33.6	33.7	30.7	29.7
Income:							
Governmental receipts .....	.....	.....	.....	.....	.....	.....	.....
Offsetting governmental .....	.....	.....	.....	.....	.....	.....	.....
Proprietary .....	32.2	43.1	47.4	46.7	43.5	44.3	44.4
Intrabudgetary:							
Intrafund .....	.....	.....	.....	.....	.....	.....	.....
Interest .....	.....	.....	.....	.....	.....	.....	.....
Other intrabudgetary .....	.....	.....	.....	.....	.....	.....	.....
Total income during the year .....	32.2	43.1	47.4	46.7	43.5	44.3	44.4
Outgo (-) .....	-31.7	-43.1	-47.4	-46.6	-46.5	-45.3	-45.4

**Table 27-4. INCOME, OUTGO, AND BALANCES OF MAJOR TRUST FUNDS—Continued**  
(In billions of dollars)

	2018 Actual	Estimate					
		2019	2020	2021	2022	2023	2024
<b>Change in fund balance:</b>							
Surplus or deficit(-):							
Excluding interest .....	0.5	*	*	0.1	-3.0	-1.0	-1.0
Interest .....							
Subtotal, surplus or deficit (-) .....	0.5	*	*	0.1	-3.0	-1.0	-1.0
Borrowing, transfers, lapses, & other adjustments .....							
Total change in fund balance .....	0.5	*	*	0.1	-3.0	-1.0	-1.0
Balance, end of year .....	33.6	33.6	33.6	33.7	30.7	29.7	28.7
<b>Foreign Service Retirement and Disability Fund</b>							
Balance, start of year .....	18.8	19.2	19.6	20.0	20.4	20.8	21.2
Adjustments to balances .....							
Total balance, start of year .....	18.8	19.2	19.6	20.0	20.4	20.8	21.2
<b>Income:</b>							
Governmental receipts .....	*	*	*	*	*	*	*
Offsetting governmental .....							
Proprietary .....							
<b>Intrabudgetary:</b>							
Intrafund .....	*	*	*	*	*	*	*
Interest .....	0.5	0.6	0.6	0.6	0.6	0.6	0.6
Other intrabudgetary .....	0.8	0.8	0.8	0.8	0.8	0.8	0.8
Total income during the year .....	1.4	1.4	1.4	1.4	1.4	1.4	1.5
Outgo (-) .....	-1.0	-1.0	-1.0	-1.0	-1.0	-1.0	-1.1
<b>Change in fund balance:</b>							
Surplus or deficit(-):							
Excluding interest .....	-0.2	-0.1	-0.2	-0.2	-0.2	-0.2	-0.2
Interest .....	0.5	0.6	0.6	0.6	0.6	0.6	0.6
Subtotal, surplus or deficit (-) .....	0.4	0.4	0.4	0.4	0.4	0.4	0.4
Borrowing, transfers, lapses, & other adjustments .....							
Total change in fund balance .....	0.4	0.4	0.4	0.4	0.4	0.4	0.4
Balance, end of year .....	19.2	19.6	20.0	20.4	20.8	21.2	21.6
<b>Highway Trust Fund</b>							
Balance, start of year .....	56.3	44.5	31.9	18.0	3.3	.....	.....
Adjustments to balances .....							
Total balance, start of year .....	56.3	44.5	31.9	18.0	3.3	.....	.....
<b>Income:</b>							
Governmental receipts .....	42.6	42.8	43.3	43.4	43.5	43.5	43.5
Offsetting governmental .....	*	*	*	*	*	*	*
Proprietary .....	0.2	.....	.....	.....	.....	.....	.....
<b>Intrabudgetary:</b>							
Intrafund .....	0.1	.....	.....	.....	.....	.....	.....
Interest .....	0.7	0.9	0.6	0.1	0.1	.....	.....
Other intrabudgetary .....	0.1	0.4	0.4	0.4	0.4	0.4	0.4
Total income during the year .....	43.8	44.1	44.3	44.0	44.0	43.9	43.9
Outgo (-) .....	-55.6	-56.7	-58.1	-58.7	-47.3	-43.9	-43.9
<b>Change in fund balance:</b>							
Surplus or deficit(-):							
Excluding interest .....	-12.5	-13.5	-14.4	-14.8	-3.4	.....	.....
Interest .....	0.7	0.9	0.6	0.1	0.1	.....	.....
Subtotal, surplus or deficit (-) .....	-11.8	-12.6	-13.8	-14.7	-3.3	.....	.....
Borrowing, transfers, lapses, & other adjustments .....	*	.....	-0.1	.....	.....	.....	.....
Total change in fund balance .....	-11.8	-12.6	-13.9	-14.7	-3.3	.....	.....
Balance, end of year .....	44.5	31.9	18.0	3.3	.....	.....	.....



**Table 27-4. INCOME, OUTGO, AND BALANCES OF MAJOR TRUST FUNDS—Continued**  
(In billions of dollars)

	2018 Actual	Estimate					
		2019	2020	2021	2022	2023	2024
Offsetting governmental .....	.....	.....	.....	.....	.....	.....	.....
Proprietary .....	.....	.....	.....	.....	.....	.....	.....
Intrabudgetary:							
Intrafund .....	.....	.....	.....	.....	.....	.....	.....
Interest .....	27.4	28.1	28.4	30.2	35.7	38.0	42.3
Other intrabudgetary .....	107.9	116.7	122.2	125.7	129.5	133.4	137.3
Total income during the year .....	135.4	144.9	150.6	155.9	165.2	171.3	179.6
Outgo (-) .....	-54.5	-60.3	-62.1	-63.9	-70.9	-67.7	-64.7
Change in fund balance:							
Surplus or deficit(-):							
Excluding interest .....	53.4	56.4	60.1	61.8	58.6	65.7	72.5
Interest .....	27.4	28.1	28.4	30.2	35.7	38.0	42.3
Subtotal, surplus or deficit (-) .....	80.9	84.5	88.4	92.0	94.3	103.7	114.8
Borrowing, transfers, lapses, & other adjustments .....	.....	.....	.....	.....	.....	.....	.....
Total change in fund balance .....	80.9	84.5	88.4	92.0	94.3	103.7	114.8
Balance, end of year .....	735.2	819.7	908.2	1,000.2	1,094.5	1,198.2	1,313.0
<b>Railroad Retirement Trust Funds</b>							
Balance, start of year .....	24.0	24.6	22.9	22.3	21.3	20.5	19.9
Adjustments to balances .....	-0.3	.....	.....	.....	.....	.....	.....
Total balance, start of year .....	23.7	24.6	22.9	22.3	21.3	20.5	19.9
Income:							
Governmental receipts .....	5.7	5.7	5.9	6.1	6.3	6.5	6.7
Offsetting governmental .....	.....	.....	.....	.....	.....	.....	.....
Proprietary .....	*	.....	.....	.....	.....	.....	.....
Intrabudgetary:							
Intrafund .....	4.9	5.0	5.0	5.0	5.3	5.3	5.4
Interest .....	2.0	0.9	0.9	0.9	0.9	0.9	0.8
Other intrabudgetary .....	0.9	0.9	0.9	0.9	0.9	0.9	0.9
Total income during the year .....	13.6	12.5	12.7	12.9	13.3	13.6	13.9
Outgo (-) .....	-13.1	-14.4	-13.7	-13.9	-14.1	-14.3	-14.4
Change in fund balance:							
Surplus or deficit(-):							
Excluding interest .....	-1.5	-2.8	-1.9	-2.0	-1.6	-1.5	-1.4
Interest .....	2.0	0.9	0.9	0.9	0.9	0.9	0.8
Subtotal, surplus or deficit (-) .....	0.5	-1.9	-1.0	-1.0	-0.7	-0.7	-0.6
Borrowing, transfers, lapses, & other adjustments .....	0.3	0.3	0.3	.....	.....	.....	.....
Total change in fund balance .....	0.8	-1.6	-0.6	-1.0	-0.7	-0.7	-0.6
Balance, end of year .....	24.6	22.9	22.3	21.3	20.5	19.9	19.3
<b>Social Security: Disability Insurance (DI) Trust Fund</b>							
Balance, start of year .....	69.4	93.1	94.0	88.1	87.6	91.7	99.2
Adjustments to balances .....	.....	.....	.....	.....	.....	.....	.....
Total balance, start of year .....	69.4	93.1	94.0	88.1	87.6	91.7	99.2
Income:							
Governmental receipts .....	163.5	143.4	137.8	145.6	153.7	161.6	170.4
Offsetting governmental .....	.....	.....	.....	.....	.....	.....	.....
Proprietary .....	0.1	0.1	0.1	0.1	0.1	0.1	0.1
Intrabudgetary:							
Intrafund .....	.....	.....	.....	.....	.....	.....	.....
Interest .....	2.2	2.9	3.0	2.9	2.8	2.9	3.2
Other intrabudgetary .....	4.5	4.0	4.3	4.5	4.7	4.9	5.2
Total income during the year .....	170.3	150.4	145.2	153.1	161.3	169.6	178.8



**Table 27-4. INCOME, OUTGO, AND BALANCES OF MAJOR TRUST FUNDS—Continued**  
(In billions of dollars)

	2018 Actual	Estimate					
		2019	2020	2021	2022	2023	2024
Total change in fund balance .....	14.6	16.1	16.9	15.9	14.9	14.0	14.1
Balance, end of year .....	73.1	89.2	106.0	122.0	136.9	150.9	165.0
<b>All Other Trust Funds</b>							
Balance, start of year .....	41.9	49.7	51.1	54.8	57.2	59.4	62.1
Adjustments to balances .....	*	.....	.....	.....	.....	.....	.....
Total balance, start of year .....	41.9	49.7	51.1	54.8	57.2	59.4	62.1
Income:							
Governmental receipts .....	5.3	4.6	5.2	5.9	5.8	5.7	5.8
Offsetting governmental .....	5.9	1.1	2.6	*	*	*	*
Proprietary .....	4.7	4.4	3.7	3.7	3.7	3.8	3.7
Intrabudgetary:							
Intrafund .....	0.1	0.1	.....	.....	.....	.....	.....
Interest .....	0.7	1.0	1.0	1.0	1.1	1.1	1.2
Other intrabudgetary .....	14.9	15.5	15.1	16.3	16.6	16.9	17.2
Total income during the year .....	31.6	26.8	27.7	26.9	27.2	27.4	27.8
Outgo (-) .....	-23.8	-25.3	-24.1	-24.5	-25.0	-24.7	-24.4
Change in fund balance:							
Surplus or deficit(-):							
Excluding interest .....	7.1	0.5	2.6	1.4	1.2	1.6	2.3
Interest .....	0.7	1.0	1.0	1.0	1.1	1.1	1.2
Subtotal, surplus or deficit (-) .....	7.8	1.5	3.6	2.4	2.2	2.7	3.5
Borrowing, transfers, lapses, & other adjustments .....	*	-0.1	*	.....	.....	.....	.....
Total change in fund balance .....	7.8	1.4	3.7	2.4	2.2	2.7	3.5
Balance, end of year .....	49.7	51.1	54.8	57.2	59.4	62.1	65.6

\* \$50 million or less.

**Table 27-5. INCOME, OUTGO, AND BALANCES OF SELECTED SPECIAL FUNDS**  
(In billions of dollars)

	2018 Actual	Estimate					
		2019	2020	2021	2022	2023	2024
<b>Abandoned Mine Reclamation Fund</b>							
Balance, start of year .....	2.8	2.8	2.6	2.4	2.3	2.1	1.9
Adjustments to balances .....							
Total balance, start of year .....	2.8	2.8	2.6	2.4	2.3	2.1	1.9
Income:							
Governmental receipts .....	0.2	0.1	0.1	0.1	.....	.....	.....
Offsetting governmental .....	.....	.....	.....	.....	.....	.....	.....
Proprietary .....	.....	.....	.....	.....	.....	.....	.....
Intrabudgetary:							
Intrafund .....	.....	.....	.....	.....	.....	.....	.....
Interest .....	*	0.1	0.1	0.1	0.1	0.1	0.1
Other intrabudgetary .....	.....	.....	.....	.....	.....	.....	.....
Total income during the year .....	0.2	0.2	0.2	0.2	0.1	0.1	0.1
Outgo (-) .....	-0.3	-0.4	-0.4	-0.3	-0.3	-0.3	-0.3
Change in fund balance:							
Surplus or deficit(-):							
Excluding interest .....	-0.1	-0.2	-0.3	-0.1	-0.3	-0.3	-0.3
Interest .....	*	0.1	0.1	0.1	0.1	0.1	0.1
Subtotal, surplus or deficit (-) .....	-0.1	-0.2	-0.2	-0.1	-0.2	-0.2	-0.2
Borrowing, transfers, lapses, & other adjustments .....	.....	.....	.....	.....	.....	.....	.....
Total change in fund balance .....	-0.1	-0.2	-0.2	-0.1	-0.2	-0.2	-0.2
Balance, end of year .....	2.8	2.6	2.4	2.3	2.1	1.9	1.7
<b>Department of Defense Medicare-Eligible Retiree Health Care Fund</b>							
Balance, start of year .....	224.4	238.7	250.7	264.1	278.1	292.7	308.1
Adjustments to balances .....							
Total balance, start of year .....	224.4	238.7	250.7	264.1	278.1	292.7	308.1
Income:							
Governmental receipts .....	.....	.....	.....	.....	.....	.....	.....
Offsetting governmental .....	.....	.....	.....	.....	.....	.....	.....
Proprietary .....	.....	.....	.....	.....	.....	.....	.....
Intrabudgetary:							
Intrafund .....	15.0	13.5	14.0	14.6	15.3	16.0	16.8
Interest .....	9.5	9.5	10.8	11.3	11.7	12.4	13.2
Other intrabudgetary .....	.....	.....	.....	.....	.....	.....	.....
Total income during the year .....	24.4	22.9	24.7	25.9	27.0	28.4	29.9
Outgo (-) .....	-10.1	-11.0	-11.3	-11.9	-12.4	-13.1	-13.7
Change in fund balance:							
Surplus or deficit(-):							
Excluding interest .....	4.9	2.5	2.7	2.7	2.9	3.0	3.1
Interest .....	9.5	9.5	10.8	11.3	11.7	12.4	13.2
Subtotal, surplus or deficit (-) .....	14.3	12.0	13.4	14.0	14.6	15.4	16.3
Borrowing, transfers, lapses, & other adjustments .....	.....	.....	.....	.....	.....	.....	.....
Total change in fund balance .....	14.3	12.0	13.4	14.0	14.6	15.4	16.3
Balance, end of year .....	238.7	250.7	264.1	278.1	292.7	308.1	324.3

\* \$50 million or less.