
TECHNICAL BUDGET ANALYSES

17. CURRENT SERVICES ESTIMATES

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

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

forward the funding for these programs beyond their scheduled expiration dates.

Since the early 1970s, when the first requirements for the calculation of a “current services” baseline were enacted, OMB has constructed the baseline using a variety of concepts and measures. Throughout the 1990s, OMB calculated the baseline using a detailed set of rules in the Balanced Budget and Emergency Deficit Control Act of 1985 (BBEDCA), as amended by the Budget Enforcement Act of 1990 (BEA; P.L. 101-508). Although BBEDCA’s baseline rules lapsed for a period when the enforcement provisions of the BEA expired in 2002, budget practitioners continued to adhere to them. The Budget Control Act of 2011 (BCA; P.L. 112-25) formally reinstated the BEA’s baseline rules.

Table 17–1 shows estimates of receipts, outlays, and deficits under the Administration’s baseline for 2020 through 2031.¹ The table also shows the Administration’s estimates by major component of the budget. The esti-

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

Table 17–1. CATEGORY TOTALS FOR THE BASELINE
(In billions of dollars)

	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031
Receipts	3,421	3,580	3,988	4,304	4,451	4,640	4,991	5,272	5,506	5,724	5,958	6,205
Outlays:												
Discretionary:												
Defense	714	735	754	756	778	796	811	828	846	865	884	903
Non-defense	913	960	913	874	842	849	851	862	880	896	913	931
Subtotal, discretionary	1,627	1,696	1,667	1,630	1,621	1,645	1,661	1,689	1,726	1,760	1,797	1,834
Mandatory:												
Social Security	1,090	1,135	1,196	1,261	1,333	1,410	1,493	1,580	1,673	1,769	1,868	1,969
Medicare	769	709	767	842	842	948	1,016	1,087	1,229	1,181	1,328	1,415
Medicaid and CHIP	475	538	535	547	582	612	642	676	717	757	798	843
Other mandatory	2,244	2,868	1,238	852	776	764	785	791	859	831	885	923
Subtotal, mandatory	4,578	5,251	3,735	3,503	3,533	3,735	3,935	4,135	4,478	4,537	4,879	5,149
Net interest	345	303	305	319	365	436	509	581	649	717	798	883
Total, outlays	6,550	7,249	5,707	5,453	5,519	5,816	6,106	6,405	6,854	7,015	7,475	7,866
Unified deficit(+)/surplus(-)	3,129	3,670	1,719	1,148	1,068	1,176	1,115	1,134	1,348	1,291	1,517	1,660
On-budget	(3,142)	(3,597)	(1,670)	(1,074)	(969)	(1,041)	(955)	(938)	(1,122)	(1,021)	(1,205)	(1,307)
Off-budget	(-13)	(73)	(48)	(74)	(99)	(135)	(160)	(195)	(226)	(270)	(312)	(354)
Memorandum:												
Baseline deficit	3,129	3,670	1,719	1,148	1,068	1,176	1,115	1,134	1,348	1,291	1,517	1,660
Extension of certain emergency funding ¹ .....	.....	.....	58	112	176	190	196	201	205	210	214	218
Related debt service .....	.....	.....	*	*	2	5	9	14	19	24	32	41
Baseline deficit including extension of all emergency funding	3,129	3,670	1,777	1,261	1,246	1,371	1,321	1,349	1,572	1,525	1,763	1,919

*Less than \$500 million.

¹ Extends and inflates funding that was provided and designated as emergency funding for 2021 in Division M of Public Law 116-260 to address the public health and economic effects of the COVID-19 public health emergency.

mates are based on the economic assumptions underlying the Budget, which, as discussed later in this chapter, were developed on the assumption that the Administration's budget proposals will be enacted. Additionally, as discussed below, the baseline removes the extension of certain emergency spending provided to address the public health and economic effects of the COVID-19 public health emergency. The memorandum bank on Table 17-1 provides additional detail about the effects of removing the extension of this funding.

Conceptual Basis for Estimates

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

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

The baseline generally—but not always—assumes that receipts and direct spending programs continue in the future as specified by current law. The budgetary effects of anticipated regulatory and administrative actions that are permissible under current law are also reflected in the estimates. BBEDCA requires several exemptions to this general rule. Exceptions in BBEDCA are described below:

- Expiring excise taxes dedicated to a trust fund are assumed to be extended at the rates in effect at the time of expiration. During the projection period of 2021 through 2031, the taxes affected by this exception are:
 - taxes deposited in the Airport and Airway Trust Fund, which expire on September 30, 2023;
 - taxes deposited in the Oil Spill Liability Trust Fund, which expire on December 31, 2025;
 - taxes deposited in the Patient-Centered Outcomes Research Trust Fund, which expire on September 30, 2029;
 - taxes deposited in the Sport Fish Restoration and Boating Resources Trust Fund, which expire on September 30, 2022; and

— taxes deposited in the Highway Trust Fund and the Leaking Underground Storage Tank Trust Fund, which expire on September 30, 2022.

- Expiring authorizations for direct spending programs that were enacted on or before the date of enactment of the Balanced Budget Act of 1997 are assumed to be extended if their current year outlays exceed \$50 million. For example, even though the Environmental Quality Incentives Program, which was authorized prior to the Balanced Budget Act of 1997, continues only through 2023 under current law, the baseline estimates assume continuation of this program through the projection period, because the program's current year outlays exceed the \$50 million threshold.²

Discretionary spending.—Discretionary programs differ in one important aspect from direct spending programs: the Congress provides spending authority for almost all discretionary programs one year at a time. The spending authority is normally provided in the form of annual appropriations. Absent appropriations of additional funds in the future, discretionary programs would cease to operate after existing balances were spent. If the baseline were intended strictly to reflect current law, then a baseline would reflect only the expenditure of remaining balances from appropriations laws already enacted. Instead, the BBEDCA baseline provides a mechanical definition to reflect the continuing costs of discretionary programs. Under BBEDCA, the baseline estimates for discretionary programs in the current year are based on that year's enacted appropriations, or on the annualized levels provided by a continuing resolution if final full-year appropriations have not been enacted. For the budget year and beyond, the spending authority in the current year is adjusted for inflation, using specified inflation rates.³ The definition attempts to keep discretionary spending for each program roughly level in real terms.

As noted above, the baseline does not include the extension and inflation of all emergency spending. Specifically, funding that was provided and designated as emergency funding for 2021 in Division M of Public Law 116-260 to address the public health and economic effects of the COVID-19 public health emergency has been removed from the baseline beginning in 2022. Removing the extension and inflation of this funding allows the baseline to provide a more meaningful benchmark for discretionary spending than a baseline strictly following the BBEDCA rules.

Joint Committee Enforcement / BBEDCA § 251A sequestration.—The Joint Select Committee process under the

² If enacted after the Balanced Budget Act of 1997 (P.L. 105-33), programs that are expressly temporary in nature expire in the baseline as provided by current law, even if their current year outlays exceed the \$50 million threshold.

³ The Administration's baseline uses the inflation rates for discretionary spending required by BBEDCA. This requirement results in an overcompensation in the calculation for Federal pay as a result of the calendar-year timing of Federal pay adjustments. Updating the calculation to address this annual timing discrepancy would have only a small effect on the discretionary baseline.

Table 17-3. BASELINE BENEFICIARY PROJECTIONS FOR MAJOR BENEFIT PROGRAMS

(Annual average, in thousands)

	Actual 2020	Estimate										
		2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031
Farmers receiving Federal payments	1,439	1,434	1,429	1,424	1,419	1,414	1,409	1,404	1,399	1,394	1,389	1,384
Federal direct student loans	7,207	7,358	7,381	7,380	7,417	7,423	7,435	7,466	7,467	7,490	7,508	7,510
Federal Pell Grants	6,303	6,456	6,857	7,169	7,741	7,634	7,809	7,991	8,175	8,354	8,538	8,730
Medicaid/Children's Health Insurance Program ¹	81,700	82,623	82,935	83,215	83,922	84,522	85,322	86,022	86,525	86,813	87,626	88,337
Medicare-eligible military retiree health benefits	2,456	2,479	2,503	2,524	2,545	2,571	2,596	2,618	2,637	2,650	2,654	2,653
Medicare ² :												
Hospital insurance	62,008	63,170	64,621	66,256	67,863	69,458	71,094	72,648	74,127	75,531	76,791	77,853
Supplementary medical insurance:												
Part B	56,981	58,185	59,532	61,056	62,570	64,077	65,614	67,096	68,506	69,854	71,074	72,140
Part D	48,303	49,605	50,991	52,490	53,946	55,365	56,773	58,072	59,301	60,470	61,527	62,429
Prescription Drug Plans and Medicare:												
Advantage Prescription Drug Plans	47,063	48,623	50,166	51,752	53,268	54,721	56,124	57,408	58,623	59,779	60,824	61,715
Retiree Drug Subsidy	1,240	981	825	738	678	644	649	664	678	691	703	713
Managed Care Enrollment ³	24,530	26,825	28,823	30,149	31,303	32,472	33,650	34,796	35,897	36,953	37,939	38,832
Railroad retirement	499	493	486	479	471	464	457	449	442	435	428	421
Federal civil service retirement	2,747	2,775	2,803	2,829	2,851	2,873	2,897	2,919	2,941	2,963	2,982	3,000
Military retirement	2,325	2,335	2,342	2,349	2,354	2,356	2,357	2,355	2,352	2,347	2,342	2,335
Unemployment insurance	29,799	8,598	5,745	5,318	5,267	5,300	5,334	5,365	5,397	5,420	5,461	5,499
Unemployment insurance—RUIA	41	44	25	24	22	21	20	20	20	20	19	19
Supplemental Nutrition Assistance Program	39,885	43,932	45,367	44,514	43,059	41,209	39,209	38,709	39,009	39,309	39,609	39,709
Child nutrition	29,766	30,027	36,953	37,231	37,438	37,648	37,860	38,075	38,293	38,513	38,737	38,963
Foster care, Adoption Assistance and Guardianship Assistance	675	807	910	1,005	1,045	1,087	1,132	1,180	1,230	1,290	1,345	1,405
Supplemental security income (SSI):												
Aged	1,109	1,084	1,100	1,107	1,113	1,122	1,133	1,144	1,158	1,173	1,188	1,205
Blind/disabled	6,802	6,704	6,791	6,811	6,819	6,836	6,847	6,855	6,867	6,884	6,908	6,939
Total, SSI	7,911	7,789	7,891	7,918	7,932	7,958	7,980	7,999	8,025	8,057	8,096	8,143
Child care and development fund ⁴	2,275	2,225	2,359	2,689	2,614	2,554	2,522	2,488	2,455	2,424	2,392	2,360
Social security (OASDI):												
Old age and survivors insurance	54,463	55,467	56,560	57,808	59,182	60,575	61,974	63,360	64,851	66,261	67,583	68,806
Disability insurance	9,882	9,657	9,685	9,724	9,756	9,815	9,875	9,945	9,941	9,942	9,954	9,969
Total, OASDI	64,345	65,124	66,245	67,532	68,938	70,390	71,849	73,305	74,792	76,203	77,537	78,775
Veterans compensation:												
Veterans	5,034	5,246	5,504	5,724	5,932	6,125	6,305	6,478	6,645	6,807	6,963	7,114
Survivors (non-veterans)	440	455	475	493	512	533	556	580	605	631	657	685
Total, Veterans compensation	5,474	5,701	5,979	6,217	6,444	6,659	6,861	7,058	7,250	7,438	7,620	7,798
Veterans pensions:												
Veterans	230	215	209	205	203	201	201	200	200	199	199	199
Survivors (non-veterans)	164	155	147	143	140	138	136	135	133	132	131	129
Total, Veterans pensions	393	370	357	348	342	339	337	335	333	331	330	328

¹ Medicaid enrollment excludes territories.² Medicare figures (Hospital Insurance, Part B, and Part D) do not sum to total Medicare enrollment due to enrollment in multiple programs.³ Enrollment figures include only beneficiaries who receive both Part A and Part B services through managed care.⁴ These levels include children served through CCDF (including TANF transfers) and through funds spent directly on child care in the Social Services Block Grant and TANF programs.

Table 17–5. RECEIPTS BY SOURCE IN THE PROJECTION OF BASELINE
(In billions of dollars)

	2020 Actual	Estimate										
		2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031
Individual income taxes	1,608.7	1,703.7	2,005.3	2,173.9	2,209.9	2,346.8	2,645.8	2,851.5	2,986.4	3,127.5	3,274.7	3,431.4
Corporation income taxes	211.8	268.5	265.9	367.2	412.0	432.3	424.6	423.7	432.9	431.6	433.3	438.5
Social insurance and retirement receipts	1,310.0	1,296.2	1,416.7	1,467.1	1,526.4	1,577.1	1,639.1	1,699.5	1,778.6	1,845.4	1,921.8	1,996.3
(On-budget)	(344.5)	(352.0)	(385.1)	(399.5)	(413.2)	(423.7)	(437.2)	(452.6)	(473.7)	(490.5)	(511.7)	(528.9)
(Off-budget)	(965.4)	(944.1)	(1,031.6)	(1,067.6)	(1,113.2)	(1,153.4)	(1,201.8)	(1,246.9)	(1,304.9)	(1,354.9)	(1,410.1)	(1,467.4)
Excise taxes	86.8	74.1	81.9	85.5	90.1	90.2	91.1	92.0	91.8	93.9	96.6	97.3
Estate and gift taxes	17.6	17.6	20.8	22.3	23.6	24.6	25.1	37.8	39.0	40.7	43.2	45.9
Customs duties	68.6	84.8	57.4	45.2	45.5	46.5	47.8	49.2	50.8	52.6	54.6	56.8
Miscellaneous receipts	117.7	134.7	140.2	143.1	143.1	122.9	117.3	117.8	126.3	132.0	133.6	139.1
Total, receipts	3,421.2	3,579.5	3,988.2	4,304.2	4,450.6	4,640.3	4,990.8	5,271.5	5,505.7	5,723.7	5,957.8	6,205.3
(On-budget)	(2,455.7)	(2,635.4)	(2,956.6)	(3,236.6)	(3,337.4)	(3,486.9)	(3,789.0)	(4,024.7)	(4,200.8)	(4,368.8)	(4,547.8)	(4,737.9)
(Off-budget)	(965.4)	(944.1)	(1,031.6)	(1,067.6)	(1,113.2)	(1,153.4)	(1,201.8)	(1,246.9)	(1,304.9)	(1,354.9)	(1,410.1)	(1,467.4)

tions is discussed in greater detail in Chapter 2 of this volume.

Major Programmatic Assumptions

A number of programmatic assumptions must be made to calculate the baseline estimates. These include assumptions about annual cost-of-living adjustments in the indexed programs and the number of beneficiaries who will receive payments from the major benefit programs. Assumptions about various automatic cost-of-living-adjustments are shown in Table 17–2, and assumptions about baseline caseload projections for the major benefit programs are shown in Table 17–3. These assumptions affect baseline estimates of direct spending for each of these programs, and they also affect estimates of the discretionary baseline for a limited number of programs. For the administrative expenses for Medicare, Railroad Retirement, and unemployment insurance, the discretionary baseline is increased (or decreased) for changes in the number of beneficiaries in addition to the adjustments for inflation described earlier. It is also necessary to make assumptions about the continuation of expiring programs and provisions. As explained above, in the baseline estimates provided here, expiring excise taxes dedicated to a trust fund are extended at current rates. In general, mandatory programs with spending of at least \$50 million in the current year are also assumed to continue, unless the programs are explicitly temporary in nature. Table 17–4, available at <https://www.whitehouse.gov/omb/analytical-perspectives/>, provides a listing of mandatory programs and taxes assumed to continue in the baseline after their expiration.⁶ Many other important assumptions must be made in order to calculate the baseline estimates. These include the timing and content of

regulations that will be issued over the projection period, the use of administrative discretion under current law, and other assumptions about the way programs operate. Table 17–4 lists many of these assumptions and their effects on the baseline estimates. The list is not intended to be exhaustive; the variety and complexity of Government programs are too great to provide a complete list. Instead, the table shows some of the more important assumptions.

Current Services Receipts, Outlays, and Budget Authority

Receipts.—Table 17–5 shows the Administration’s baseline receipts by major source. Table 17–6 shows the scheduled increases in the Social Security taxable earnings base, which affect both payroll tax receipts for the program and the initial benefit levels for certain retirees.

Outlays.—Table 17–7 shows the growth from 2021 to 2022 and average annual growth over the five-year and ten-year periods for certain discretionary and major mandatory programs. Tables 17–8 and 17–9 show the Administration’s baseline outlays by function and by agency, respectively. A more detailed presentation of these outlays (by function, category, subfunction, and program) is available on the internet as part of Table 17–12 at <https://www.whitehouse.gov/omb/analytical-perspectives/>.

Budget authority.—Tables 17–10 and 17–11 show estimates of budget authority in the Administration’s baseline by function and by agency, respectively. A more detailed presentation of this budget authority with program-level estimates is also available on the internet as part of Table 17–12 at <https://www.whitehouse.gov/omb/analytical-perspectives/>.

⁶ All discretionary programs with enacted non-emergency appropriations in the current year, as well as emergency appropriations other than those enacted in in Division M of Public Law 116-260, are assumed to continue, and are therefore not presented in Table 17-4.

Table 17-6. EFFECT ON RECEIPTS OF CHANGES IN THE SOCIAL SECURITY TAXABLE EARNINGS BASE
(In billions of dollars)

	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031

Table 17-7. CHANGE IN OUTLAY ESTIMATES BY CATEGORY IN THE BASELINE
(In billions of dollars)

	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Change 2021 to 2022		Change 2021 to 2026		Change 2021 to 2031		
												Amount	Percent	Amount	Average annual rate	Amount	Average annual rate	
Outlays:																		
Discretionary:																		
Defense	735	754	756	778	796	811	828	846	865	884	903	18	2.5%	75	2.0%	167	2.1%	
Non-defense	960	913	874	842	849	851	862	880	896	913	931	-47	-4.9%	-110	-2.4%	-29	-0.3%	
Subtotal, discretionary	1,696	1,667	1,630	1,621	1,645	1,661	1,689	1,726	1,760	1,797	1,834	-29	-1.7%	-34	-0.4%	139	0.8%	
Mandatory:																		
Farm programs	52	20	21	21	21	18	18	18	18	18	17	-31	-60.6%	-34	-19.4%	-34	-10.3%	
GSE support	-5	-4	-4	-3	-3	-2	-2	-2	-2	-2	-1	*	-6.9%	2	-12.6%	3	-11.5%	
Medicaid	521	518	529	563	592	621	654	698	741	783	828	-3	-0.7%	100	3.6%	307	4.7%	
Other health care	168	161	124	116	112	115	119	122	125	127	129	-7	-4.1%	-53	-7.3%	-39	-2.6%	
Medicare	709	767	842	842	948	1,016	1,087	1,229	1,181	1,328	1,415	58	8.1%	307	7.5%	706	7.2%	
Federal employee retirement and disability	158	167	167	167	178	183	188	199	193	205	212	10	6.1%	25	3.0%	54	3.0%	
Unemployment compensation	539	50	22	23	27	32	35	42	44	45	47	-489	-90.8%	-507	-43.1%	-492	-21.6%	
Food and nutrition assistance	196	157	110	108	107	106	108	111	114	118	121	-39	-19.9%	-89	-11.4%	-75	-4.7%	
Other income security programs	942	421	228	205	201	206	189	197	190	198	202	-521	-55.3%	-736	-26.2%	-740	-14.3%	
Social Security	1,135	1,196	1,261	1,333	1,410	1,493	1,580	1,673	1,769	1,868	1,969	61	5.3%	358	5.6%	834	5.7%	
Veterans programs	133	177	161	158	182	194	206	236	216	245	260	43	32.4%	60	7.7%	126	6.9%	
Other mandatory programs	906	250	162	123	86	85	87	91	91	90	99	-656	-72.4%	-822	-37.8%	-807	-19.8%	
Undistributed offsetting receipts	-204	-144	-121	-124	-127	-131	-134	-138	-141	-144	-148	60	-29.4%	73	-8.5%	55	-3.1%	
Subtotal, mandatory	5,251	3,735	3,503	3,533	3,735	3,935	4,135	4,478	4,537	4,879	5,149	-1,516	-28.9%	-1,315	-5.6%	-102	-0.2%	
Net interest	303	305	319	365	436	509	581	649	717	798	883	2	0.6%	206	10.9%	580	11.3%	
Total, outlays	7,249	5,707	5,453	5,519	5,816	6,106	6,405	6,854	7,015	7,475	7,866	-1,543	-21.3%	-1,144	-3.4%	616	0.8%	

*Less than \$500 million.

Table 17-8. OUTLAYS BY FUNCTION IN THE BASELINE
(In billions of dollars)

Function	2020 Actual	Estimate										
		2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031
National Defense:												
Department of Defense—Military	690.4	712.4	727.5	730.6	751.7	769.4	783.1	799.0	816.9	834.6	853.2	872.2
Other	34.2	36.0	40.8	41.2	41.1	41.9	42.8	43.8	44.7	45.7	46.7	47.6
Total, National Defense	724.6	748.4	768.3	771.9	792.8	811.3	825.8	842.8	861.6	880.4	899.9	919.8
International Affairs	67.7	51.7	59.3	62.0	63.0	62.5	64.7	66.4	67.9	69.4	70.7	71.5
General Science, Space, and Technology	34.0	38.2	39.5	39.6	40.7	41.9	41.9	42.6	43.3	44.2	45.1	46.1
Energy	7.1	6.1	7.6	5.5	4.6	4.9	5.2	4.1	7.5	8.0	8.7	8.7
Natural Resources and Environment	42.5	47.1	49.6	54.5	56.8	55.4	55.3	54.8	55.1	55.6	56.7	57.0
Agriculture	47.3	65.6	32.6	33.9	31.1	30.5	27.5	27.5	27.9	28.1	28.5	28.3
Commerce and Housing Credit	568.9	384.7	20.1	12.4	11.5	13.4	14.3	16.9	16.9	15.5	15.5	17.6
On-Budget	(574.5)	(380.2)	(12.7)	(9.9)	(11.2)	(13.2)	(14.0)	(16.6)	(16.6)	(15.2)	(15.2)	(17.3)
Off-Budget	(-5.6)	(4.4)	(7.4)	(2.6)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)
Transportation	145.6	178.1	138.4	125.6	121.3	117.7	117.2	119.1	123.4	126.2	127.6	131.2
Community and Regional Development	81.9	92.9	58.1	45.8	44.3	44.7	41.2	40.7	40.9	38.2	37.1	37.3
Education, Training, Employment, and Social Services	237.8	271.1	235.7	217.2	173.6	144.0	148.5	152.5	155.6	159.1	161.4	164.3
Health	747.6	836.2	803.7	770.4	781.6	801.6	824.6	858.9	908.3	955.7	1,001.4	1,049.9
Medicare	776.2	716.9	774.9	849.6	849.6	956.7	1,024.4	1,096.2	1,238.4	1,190.0	1,337.2	1,424.4
Income Security	1,263.6	1,926.5	884.3	617.6	590.7	602.3	617.6	611.0	642.2	634.3	662.5	679.8
Social Security	1,095.8	1,141.2	1,203.3	1,267.4	1,339.5	1,416.7	1,499.6	1,587.2	1,680.3	1,776.3	1,875.0	1,976.1
On-Budget	(39.9)	(34.9)	(44.3)	(47.4)	(51.2)	(55.5)	(67.1)	(75.2)	(81.2)	(87.6)	(94.3)	(101.5)
Off-Budget	(1,055.9)	(1,106.3)	(1,159.0)	(1,220.0)	(1,288.4)	(1,361.2)	(1,432.5)	(1,512.0)	(1,599.0)	(1,688.7)	(1,780.7)	(1,874.6)
Veterans Benefits and Services	218.7	236.3	287.9	276.5	274.0	298.9	313.1	328.5	361.0	343.7	376.6	394.1
Administration of Justice	72.0	83.4	73.9	73.3	72.8	74.2	75.6	77.5	79.2	80.9	82.7	90.6
General Government	180.1	325.6	108.0	31.4	30.2	30.5	30.9	31.4	32.5	32.9	33.8	34.6
Net Interest	345.5	303.0	304.9	319.4	365.2	436.4	509.0	581.1	649.3	717.2	798.3	882.5
On-Budget	(424.3)	(376.3)	(370.6)	(378.7)	(419.6)	(487.2)	(556.8)	(626.9)	(692.3)	(755.5)	(831.3)	(909.1)
Off-Budget	(-78.8)	(-73.3)	(-65.7)	(-59.3)	(-54.5)	(-50.8)	(-47.8)	(-45.8)	(-43.0)	(-38.3)	(-32.9)	(-26.6)
Allowances			0.3									
Undistributed Offsetting Receipts:												
Employer share, employee retirement (on-budget)	-80.9	-89.8	-96.9	-95.1	-97.2	-99.5	-101.9	-104.3	-106.7	-109.3	-111.8	-114.7
Employer share, employee retirement (off-budget)	-19.1	-19.9	-20.9	-21.4	-22.0	-22.8	-23.5	-24.2	-25.0	-25.4	-26.4	-27.1
Rents and royalties on the Outer Continental Shelf	-3.6	-3.8	-5.0	-4.6	-5.2	-5.2	-5.4	-5.6	-5.8	-5.9	-6.1	-6.3
Sale of major assets												
Other undistributed offsetting receipts	-2.7	-90.1	-21.0	-0.1	-0.1	-*	-*	-*	-*	-*	-*	-*
Total, Undistributed Offsetting Receipts	-106.4	-203.6	-143.8	-121.2	-124.4	-127.5	-130.7	-134.0	-137.5	-140.7	-144.2	-148.1
On-Budget	(-87.2)	(-183.7)	(-122.9)	(-99.8)	(-102.4)	(-104.7)	(-107.3)	(-109.9)	(-112.5)	(-115.2)	(-117.9)	(-121.0)
Off-Budget	(-19.1)	(-19.9)	(-20.9)	(-21.4)	(-22.0)	(-22.8)	(-23.5)	(-24.2)	(-25.0)	(-25.4)	(-26.4)	(-27.1)
Total	6,550.4	7,249.5	5,706.7	5,452.6	5,518.9	5,816.1	6,105.8	6,405.2	6,853.9	7,015.0	7,474.6	7,865.8
On-Budget	(5,598.0)	(6,231.9)	(4,626.9)	(4,310.6)	(4,306.7)	(4,528.2)	(4,744.2)	(4,962.9)	(5,322.6)	(5,389.8)	(5,752.9)	(6,044.6)
Off-Budget	(952.4)	(1,017.5)	(1,079.8)	(1,141.9)	(1,212.2)	(1,287.9)	(1,361.5)	(1,442.3)	(1,531.3)	(1,625.2)	(1,721.7)	(1,821.2)

*Less than \$500 million.

Table 17-9. OUTLAYS BY AGENCY IN THE BASELINE
(In billions of dollars)

Agency	2020 Actual	Estimate										
		2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031
Legislative Branch	5.4	6.4	5.8	5.9	6.0	6.1	6.2	6.4	6.5	6.7	6.8	7.0
Judicial Branch	8.3	8.7	9.1	9.3	9.6	9.7	10.0	10.3	10.4	10.7	10.9	11.2
Agriculture	184.2	288.7	218.3	174.4	169.2	168.3	164.6	166.5	170.6	173.9	178.8	182.4
Commerce	15.9	16.1	14.1	11.8	11.4	11.2	10.6	10.8	11.0	11.2	11.5	11.8
Defense—Military Programs	690.4	712.4	727.5	730.6	751.7	769.4	783.1	799.0	816.9	834.6	853.2	872.2
Education	204.4	232.0	195.0	178.7	135.0	105.1	109.4	112.9	115.4	118.2	119.8	121.8
Energy	32.0	35.0	41.5	40.4	39.4	40.2	40.7	40.3	43.6	44.8	45.8	46.6
Health and Human Services	1,504.0	1,547.4	1,590.9	1,630.5	1,628.5	1,752.7	1,840.2	1,944.5	2,131.8	2,127.4	2,320.0	2,456.3
Homeland Security	92.0	122.7	79.0	74.8	75.3	77.5	76.8	78.6	82.1	84.2	85.5	93.3
Housing and Urban Development	33.2	55.8	59.7	59.6	60.6	61.4	60.3	59.4	59.7	56.8	55.7	56.5
Interior	16.4	17.7	18.3	19.3	19.7	19.6	19.7	19.3	19.1	19.2	19.6	20.2
Justice	39.6	45.3	39.8	39.1	38.2	39.0	39.6	40.6	41.4	42.4	43.3	44.4
Labor	477.5	552.6	107.8	63.0	50.9	45.2	55.0	47.9	55.3	57.1	59.1	61.6
State	32.9	35.8	35.0	35.1	36.3	37.6	38.3	39.0	39.9	40.7	41.6	42.5
Transportation	100.3	125.7	119.9	106.9	102.0	99.4	97.8	98.4	100.2	102.0	103.7	105.7
Treasury	1,151.7	1,681.8	846.4	602.1	646.3	714.5	778.9	854.9	927.6	991.0	1,072.2	1,156.1
Veterans Affairs	218.4	235.9	287.6	276.1	273.6	298.4	312.7	328.1	360.5	343.3	376.1	393.6
Corps of Engineers—Civil Works	7.6	7.1	7.7	10.4	11.4	9.6	9.3	9.1	8.9	8.8	8.9	7.9
Other Defense Civil Programs	65.2	68.3	72.0	68.8	65.4	73.2	78.2	78.3	86.2	77.6	86.9	89.8
Environmental Protection Agency	8.7	7.5	8.5	8.9	9.4	9.8	10.1	10.3	10.5	10.8	11.0	11.3
Executive Office of the President	0.4	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5
General Services Administration	-0.3	2.1	1.7	-0.1	0.1	-0.1	0.0	0.1	0.1	0.1	0.1	0.1
International Assistance Programs	21.7	25.6	23.1	25.5	25.1	23.3	24.8	25.8	26.6	27.2	27.7	27.7
National Aeronautics and Space Administration	21.5	23.6	23.9	23.9	24.5	25.0	25.5	26.1	26.6	27.2	27.8	28.4
National Science Foundation	7.3	8.3	8.9	9.1	9.5	9.7	9.6	9.7	9.6	9.8	10.0	10.2
Office of Personnel Management	105.6	107.9	111.8	116.6	121.3	125.6	130.4	135.0	140.2	145.1	147.8	149.5
Small Business Administration	577.4	372.3	11.5	3.0	3.1	3.2	3.2	3.3	3.3	3.4	3.5	3.5
Social Security Administration	1,153.9	1,199.2	1,267.9	1,330.8	1,400.6	1,484.3	1,569.3	1,658.8	1,759.1	1,846.8	1,953.0	2,056.4
On-Budget	(98.0)	(93.0)	(108.9)	(110.7)	(112.2)	(123.1)	(136.8)	(146.8)	(160.1)	(158.1)	(172.3)	(181.8)
Off-Budget	(1,055.9)	(1,106.3)	(1,159.0)	(1,220.0)	(1,288.4)	(1,361.2)	(1,432.5)	(1,512.0)	(1,599.0)	(1,688.7)	(1,780.7)	(1,874.6)
Other Independent Agencies	16.2	35.0	42.0	38.5	37.4	39.7	40.1	43.3	44.4	43.8	44.7	46.6
On-Budget	(21.8)	(30.6)	(34.6)	(35.9)	(37.1)	(39.4)	(39.8)	(43.0)	(44.1)	(43.5)	(44.4)	(46.3)
Off-Budget	(-5.6)	(4.4)	(7.4)	(2.6)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)
Allowances .....	.....	.....	0.3	.....	.....	.....	.....	.....	.....	.....	.....	.....
Undistributed Offsetting Receipts	-241.6	-327.8	-268.4	-241.0	-242.9	-242.8	-238.9	-251.6	-254.3	-249.9	-251.0	-249.3
On-Budget	(-143.6)	(-234.6)	(-181.8)	(-160.4)	(-166.5)	(-169.2)	(-167.7)	(-181.7)	(-186.3)	(-186.1)	(-191.7)	(-195.6)
Off-Budget	(-97.9)	(-93.2)	(-86.6)	(-80.7)	(-76.5)	(-73.5)	(-71.3)	(-70.0)	(-68.0)	(-63.8)	(-59.3)	(-53.7)
Total	6,550.4	7,249.5	5,706.7	5,452.6	5,518.9	5,816.1	6,105.8	6,405.2	6,853.9	7,015.0	7,474.6	7,865.8
On-Budget	(5,598.0)	(6,231.9)	(4,626.9)	(4,310.6)	(4,306.7)	(4,528.2)	(4,744.2)	(4,962.9)	(5,322.6)	(5,389.8)	(5,752.9)	(6,044.6)
Off-Budget	(952.4)	(1,017.5)	(1,079.8)	(1,141.9)	(1,212.2)	(1,287.9)	(1,361.5)	(1,442.3)	(1,531.3)	(1,625.2)	(1,721.7)	(1,821.2)

Table 17–10. BUDGET AUTHORITY BY FUNCTION IN THE BASELINE
(In billions of dollars)

Function	2020 Actual	Estimate										
		2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031
National Defense:												
Department of Defense—Military	738.8	713.8	732.7	749.1	765.3	782.4	799.7	817.2	835.2	853.9	873.0	893.1
Other	35.7	40.2	40.4	41.2	42.0	42.9	43.8	44.6	45.5	46.4	47.3	48.3
Total, National Defense	774.5	754.0	773.0	790.3	807.3	825.3	843.5	861.8	880.8	900.4	920.4	941.4
International Affairs	73.2	84.5	78.9	81.9	84.7	87.1	94.0	99.3	101.4	103.5	105.7	107.2
General Science, Space, and Technology	37.5	38.6	38.9	39.7	40.5	41.4	42.3	43.1	44.1	45.0	45.9	46.9
Energy	6.6	5.3	8.0	5.4	5.7	5.0	5.2	4.6	7.9	8.6	9.1	9.3
Natural Resources and Environment	54.2	49.5	51.0	52.7	53.8	54.5	53.6	54.6	55.8	57.1	58.0	59.8
Agriculture	70.6	46.2	25.4	25.9	26.4	26.5	26.6	26.7	27.0	27.3	27.6	27.0
Commerce and Housing Credit	1,247.4	-211.1	19.4	21.9	26.1	29.6	33.2	35.2	36.3	37.4	38.6	41.1
On-Budget	(1,247.1)	(-221.4)	(19.2)	(21.6)	(25.8)	(29.3)	(32.9)	(34.9)	(36.1)	(37.1)	(38.3)	(40.8)
Off-Budget	(0.3)	(10.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)
Transportation	171.9	209.1	106.8	107.8	108.8	108.5	110.3	112.3	115.4	117.1	117.5	119.8
Community and Regional Development	134.4	80.8	32.1	32.7	33.4	34.1	35.8	36.5	37.0	37.6	38.3	38.9
Education, Training, Employment, and Social Services	268.6	477.8	129.1	134.4	140.7	145.7	151.0	155.1	158.2	161.8	164.1	167.2
Health	923.7	903.7	740.3	728.3	758.1	793.4	829.2	868.9	918.6	965.7	1,010.8	1,060.8
Medicare	819.8	703.4	839.1	830.5	850.9	957.9	1,025.6	1,097.4	1,239.6	1,191.2	1,338.4	1,425.8
Income Security	1,329.1	1,974.5	827.0	607.3	602.8	616.3	622.8	622.2	647.5	652.6	674.5	692.5
Social Security	1,099.2	1,145.0	1,207.3	1,273.3	1,345.8	1,423.4	1,506.8	1,594.8	1,688.2	1,784.4	1,883.4	1,984.7
On-Budget	(39.9)	(34.9)	(44.3)	(47.4)	(51.2)	(55.5)	(67.1)	(75.2)	(81.2)	(87.6)	(94.3)	(101.5)
Off-Budget	(1,059.3)	(1,110.1)	(1,163.0)	(1,225.9)	(1,294.6)	(1,367.9)	(1,439.6)	(1,519.6)	(1,606.9)	(1,696.9)	(1,789.0)	(1,883.2)
Veterans Benefits and Services	233.6	256.0	263.4	269.9	288.8	303.0	317.4	332.9	348.9	365.0	381.4	399.2
Administration of Justice	70.3	72.6	75.7	74.5	75.0	77.0	78.8	80.6	82.4	84.2	86.0	93.8
General Government	182.1	400.8	29.6	29.9	30.5	31.1	31.8	32.4	33.1	33.7	34.4	35.4
Net Interest	344.8	303.0	304.9	319.4	365.1	436.4	509.0	581.1	649.3	717.2	798.3	882.5
On-Budget	(423.6)	(376.3)	(370.5)	(378.7)	(419.6)	(487.2)	(556.8)	(626.9)	(692.3)	(755.5)	(831.3)	(909.1)
Off-Budget	(-78.8)	(-73.3)	(-65.7)	(-59.3)	(-54.5)	(-50.8)	(-47.8)	(-45.8)	(-43.0)	(-38.3)	(-32.9)	(-26.6)
Allowances			0.3									
Undistributed Offsetting Receipts:												
Employer share, employee retirement (on-budget)	-80.9	-89.8	-96.9	-95.1	-97.2	-99.5	-101.9	-104.3	-106.7	-109.3	-111.8	-114.7
Employer share, employee retirement (off-budget)	-19.1	-19.9	-20.9	-21.4	-22.0	-22.8	-23.5	-24.2	-25.0	-25.4	-26.4	-27.1
Rents and royalties on the Outer Continental Shelf	-3.6	-3.8	-5.0	-4.6	-5.2	-5.2	-5.4	-5.6	-5.8	-5.9	-6.1	-6.3
Sale of major assets												
Other undistributed offsetting receipts	-2.7	-90.1	-21.0	-0.1	-0.1	-*	-*	-*	-*	-*	-*	-*
Total, Undistributed Offsetting Receipts	-106.4	-203.6	-143.8	-121.2	-124.4	-127.5	-130.7	-134.0	-137.5	-140.7	-144.2	-148.1
On-Budget	(-87.2)	(-183.7)	(-122.9)	(-99.8)	(-102.4)	(-104.7)	(-107.3)	(-109.9)	(-112.5)	(-115.2)	(-117.9)	(-121.0)
Off-Budget	(-19.1)	(-19.9)	(-20.9)	(-21.4)	(-22.0)	(-22.8)	(-23.5)	(-24.2)	(-25.0)	(-25.4)	(-26.4)	(-27.1)
Total	7,735.3	7,090.1	5,406.5	5,304.6	5,520.1	5,868.8	6,186.1	6,505.4	6,933.9	7,149.1	7,588.4	7,985.4
On-Budget	(6,773.7)	(6,062.8)	(4,329.8)	(4,159.1)	(4,301.6)	(4,574.1)	(4,817.4)	(5,055.5)	(5,394.7)	(5,515.7)	(5,858.3)	(6,155.6)
Off-Budget	(961.6)	(1,027.2)	(1,076.7)	(1,145.5)	(1,218.5)	(1,294.7)	(1,368.7)	(1,449.9)	(1,539.2)	(1,633.4)	(1,730.0)	(1,829.8)
MEMORANDUM												
Discretionary Budget Authority:												
National Defense	756.6	740.8	758.9	775.7	792.9	810.5	828.5	846.8	865.6	884.9	904.6	924.7
International Affairs	59.2	62.6	63.8	65.1	66.4	67.8	69.2	70.7	72.1	73.6	75.1	76.7
Domestic	1,082.5	812.8	655.6	669.3	684.0	699.2	714.8	730.7	746.8	763.4	780.2	797.5
Total, Discretionary	1,898.3	1,616.2	1,478.3	1,510.1	1,543.3	1,577.5	1,612.5	1,648.2	1,684.6	1,721.9	1,759.9	1,798.9

*Less than \$500 million.

Table 17–11. BUDGET AUTHORITY BY AGENCY IN THE BASELINE
(In billions of dollars)

Agency	2020 Actual	Estimate										
		2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031
Legislative Branch	5.4	5.6	5.7	5.9	6.0	6.1	6.3	6.4	6.6	6.8	6.9	7.1
Judicial Branch	8.4	8.6	9.0	9.2	9.4	9.7	9.9	10.1	10.3	10.5	10.8	11.0
Agriculture	235.2	261.1	204.7	164.7	166.1	166.3	166.0	168.6	173.0	177.4	181.2	184.8
Commerce	17.4	14.3	9.7	10.0	10.2	10.4	10.7	10.9	11.1	11.4	11.6	11.9
Defense—Military Programs	738.8	713.8	732.7	749.1	765.3	782.4	799.7	817.2	835.2	853.9	873.0	893.1
Education	230.8	434.2	92.1	96.7	102.5	106.9	111.6	115.0	117.5	120.4	122.0	124.2
Energy	35.9	36.9	40.6	39.1	40.3	39.9	41.2	41.4	44.6	45.9	46.8	47.8
Health and Human Services	1,721.4	1,639.3	1,564.9	1,552.6	1,602.8	1,743.1	1,844.9	1,954.2	2,142.0	2,136.6	2,329.7	2,467.6
Homeland Security	114.2	124.3	71.2	72.2	73.9	75.6	78.3	80.0	83.4	85.4	87.2	94.7
Housing and Urban Development	73.8	69.2	60.4	61.4	62.4	63.4	64.6	65.7	66.8	67.9	69.0	70.1
Interior	19.3	21.0	18.8	18.9	19.2	19.4	18.2	18.5	18.9	19.3	19.5	20.2
Justice	37.3	38.7	42.0	40.7	40.5	41.6	42.6	43.6	44.6	45.6	46.6	47.8
Labor	506.6	549.8	99.6	68.2	56.6	56.8	55.0	53.5	60.6	62.5	64.6	67.1
State	31.8	35.4	36.0	36.8	37.5	38.3	39.1	40.0	40.8	41.7	42.5	43.4
Transportation	122.0	157.7	88.2	88.8	89.4	90.0	90.7	91.3	92.0	92.7	93.4	94.2
Treasury	1,635.4	1,309.1	752.0	599.0	646.4	714.8	779.6	855.8	928.1	991.8	1,072.8	1,157.1
Veterans Affairs	233.3	255.6	262.9	269.5	288.4	302.5	317.0	332.5	348.4	364.6	380.9	398.6
Corps of Engineers—Civil Works	7.6	7.8	7.9	8.1	8.3	8.5	8.7	8.9	9.1	9.3	9.5	9.7
Other Defense Civil Programs	65.4	68.4	67.1	69.0	70.8	73.5	78.5	78.6	80.5	83.9	87.2	90.2
Environmental Protection Agency	9.4	9.4	9.5	9.7	9.9	10.2	10.4	10.6	10.9	11.1	11.3	11.6
Executive Office of the President	0.5	0.6	0.4	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.6	0.6
General Services Administration	–0.8	0.1	0.6	0.3	0.3	0.3	0.3	0.3	0.3	0.4	0.4	0.4
International Assistance Programs	39.9	46.1	41.5	43.6	45.6	47.2	53.3	57.7	58.9	60.1	61.4	61.9
National Aeronautics and Space Administration	22.6	23.3	23.8	24.3	24.8	25.3	25.8	26.4	26.9	27.5	28.1	28.7
National Science Foundation	8.5	9.2	8.8	9.0	9.2	9.3	9.5	9.7	9.9	10.1	10.3	10.5
Office of Personnel Management	107.4	110.8	114.5	119.0	123.7	128.3	133.2	138.2	143.3	148.6	151.5	153.6
Small Business Administration	759.6	208.8	3.0	3.0	3.1	3.1	3.2	3.3	3.3	3.4	3.5	3.5
Social Security Administration	1,157.9	1,202.3	1,269.8	1,336.7	1,406.8	1,491.0	1,576.5	1,666.5	1,767.1	1,855.0	1,961.3	2,065.0
On-Budget	(98.7)	(92.1)	(106.9)	(110.8)	(112.2)	(123.1)	(136.8)	(146.8)	(160.1)	(158.1)	(172.3)	(181.8)
Off-Budget	(1,059.3)	(1,110.1)	(1,163.0)	(1,225.9)	(1,294.6)	(1,367.9)	(1,439.6)	(1,519.6)	(1,606.9)	(1,696.9)	(1,789.0)	(1,883.2)
Other Independent Agencies	32.0	56.4	37.3	39.7	43.2	46.9	49.8	51.7	53.5	54.8	55.6	58.0
On-Budget	(31.7)	(46.2)	(37.0)	(39.4)	(42.9)	(46.6)	(49.6)	(51.4)	(53.2)	(54.5)	(55.3)	(57.8)
Off-Budget	(0.3)	(10.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)
Allowances .....	.....	.....	0.3	.....	.....	.....	.....	.....	.....	.....	.....	.....
Undistributed Offsetting Receipts	–241.6	–327.8	–268.4	–241.0	–242.9	–242.8	–238.9	–251.6	–254.3	–249.9	–251.0	–249.3
On-Budget	(–143.6)	(–234.6)	(–181.8)	(–160.4)	(–166.5)	(–169.2)	(–167.7)	(–181.7)	(–186.3)	(–186.1)	(–191.7)	(–195.6)
Off-Budget	(–97.9)	(–93.2)	(–86.6)	(–80.7)	(–76.5)	(–73.5)	(–71.3)	(–70.0)	(–68.0)	(–63.8)	(–59.3)	(–53.7)
Total	7,735.3	7,090.1	5,406.5	5,304.6	5,520.1	5,868.8	6,186.1	6,505.4	6,933.9	7,149.1	7,588.4	7,985.4
On-Budget	(6,773.7)	(6,062.8)	(4,329.8)	(4,159.1)	(4,301.6)	(4,574.1)	(4,817.4)	(5,055.5)	(5,394.7)	(5,515.7)	(5,858.3)	(6,155.6)
Off-Budget	(961.6)	(1,027.2)	(1,076.7)	(1,145.5)	(1,218.5)	(1,294.7)	(1,368.7)	(1,449.9)	(1,539.2)	(1,633.4)	(1,730.0)	(1,829.8)