
TECHNICAL BUDGET ANALYSES

22. 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. However, it can still be a useful tool in budgeting. 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 typically 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.

The Administration believes certain adjustments to the BBEDCA baseline are needed to better represent the deficit outlook under current policy and to serve as a more appropriate benchmark against which to measure policy changes. The baseline adjustments are discussed in more detail below. Table 22–1 shows estimates of re-

Table 22–1. CATEGORY TOTALS FOR THE ADJUSTED BASELINE
(In billions of dollars)

	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032
Receipts	4,047	4,431	4,509	4,601	4,782	5,142	5,442	5,712	5,972	6,250	6,545	6,826
Outlays:												
Discretionary:												
Defense	742	766	766	784	802	815	828	847	866	886	906	927
Non-defense	895	928	873	949	931	935	952	974	994	1,013	1,033	1,055
Subtotal, discretionary	1,636	1,694	1,639	1,733	1,733	1,750	1,781	1,822	1,860	1,899	1,939	1,981
Mandatory:												
Social Security	1,129	1,214	1,313	1,398	1,482	1,571	1,663	1,760	1,858	1,958	2,061	2,167
Medicare	689	753	847	853	972	1,071	1,158	1,311	1,261	1,420	1,492	1,645
Medicaid and CHIP	537	578	552	583	613	646	681	725	767	812	859	911
Other mandatory	2,479	1,255	938	835	836	851	841	907	898	946	973	1,020
Subtotal, mandatory	4,834	3,800	3,650	3,670	3,904	4,138	4,344	4,703	4,783	5,136	5,386	5,743
Net interest	352	357	396	477	567	653	736	818	891	963	1,038	1,116
Total, outlays	6,822	5,852	5,685	5,880	6,204	6,540	6,861	7,342	7,534	7,998	8,363	8,840
Unified deficit(+)/surplus(-)	2,775	1,421	1,176	1,279	1,422	1,399	1,419	1,630	1,562	1,748	1,818	2,014
(On-budget)	(2,724)	(1,381)	(1,090)	(1,164)	(1,277)	(1,224)	(1,220)	(1,406)	(1,300)	(1,456)	(1,495)	(1,656)
(Off-budget)	(52)	(41)	(86)	(115)	(145)	(174)	(198)	(225)	(262)	(292)	(323)	(357)
Memorandum:												
Adjusted baseline deficit	2,775	1,421	1,176	1,279	1,422	1,399	1,419	1,630	1,562	1,748	1,818	2,014
Extend transportation obligation limitations at CR levels		-3	-8	-11	-12	-13	-14	-15	-15	-16	-16	-17
Extension of certain emergency funding ¹ ...			4	15	57	74	81	84	88	91	94	97
Related debt service		-*	-*	-*	*	2	3	5	7	9	11	14
BBEDCA baseline deficit	2,775	1,418	1,172	1,283	1,468	1,461	1,489	1,705	1,642	1,832	1,907	2,108

*Less than \$500 million.

¹ Extends and inflates funding that was provided for only 2022 and designated as emergency funding in Division J of Public Law 117–58.

ceipts, outlays, and deficits under the Administration's baseline for 2021 through 2032.¹ The table also shows the Administration's estimates by major component of the budget. The estimates 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. The memorandum bank on Table 22-1 provides additional detail about the effects of the adjustments made to the BBEDCA baseline to produce the adjusted baseline.

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 2022 through 2032, 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, 2028;
- taxes deposited in the Highway Trust Fund and the Leaking Underground Storage Tank Trust Fund, which expire on September 30, 2028; and
- taxes deposited in the Hazardous Substances Superfund, which expire on December 31, 2031.
- 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 Administration believes adjustments to the BBEDCA baseline are needed to serve as a more appropriate benchmark against which to measure policy changes. Adjustments to discretionary spending are described below:

- Under the BBEDCA baseline, obligation limitations for the Highway Trust Fund are inflated from the

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.

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.

annualized level in the continuing resolution (Public Law 117-43, division A, as amended by Public Law 117-70, division A; Public Law 117-86, division A; and Public Law 117-95), resulting in outlays that are below the level of contract authority provided in the Infrastructure Investment and Jobs Act (Public Law 117-58). By contrast, the Administration's adjusted baseline assumes Highway Trust Fund obligation limitations for 2022 are at the levels of contract authority provided by Public Law 117-58, and then inflated into the outyears. This presentation shows an increase in total Highway Trust Fund outlays of \$138 billion over the 2023-2032 window and more closely aligns with the levels provided for in Public Law 117-58.

- Funding that was provided for only 2022 and designated as emergency funding in Division J of Public Law 117-58 has been removed from the baseline beginning in 2023. 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. Funding that was provided for years beyond 2022 and designated as emergency funding in Division J of Public Law 117-58 is extended and inflated from the final year it was provided.

Joint Committee Enforcement / BBEDCA § 251A sequestration.—The Joint Select Committee process under the BCA stipulated that, absent intervening legislation, enforcement procedures would be invoked annually through 2021 to reduce the levels of discretionary and mandatory spending to accomplish certain deficit reduction. The reductions to mandatory spending were subsequently extended through 2031.⁴ The BBEDCA baseline includes the effects of the across-the-board reductions (“sequestration”) already invoked by the BBEDCA § 251A sequestration orders for 2013 through 2022, the BBEDCA § 251A sequestration order for mandatory spending for 2023 issued with the transmittal of the 2023 Budget, and the extension of sequestration of mandatory spending through 2031.⁵ Amounts that are sequestered in the baseline but return in the subsequent year as available (pop-up) are shown through 2032. For discretionary programs, the enforcement procedures ended in 2021 along with the discretionary caps.

Economic Assumptions

As discussed above, an important purpose of the baseline is to serve as a benchmark against which policy

⁴ Since enactment of the BCA, the Congress has extended sequestration of mandatory spending through a series of amendments to section 251A of BBEDCA (2 U.S.C. 901a). Most recently, the Infrastructure Investment and Jobs Act (P.L. 117-58) extended it through 2031. Subsequently, P.L. 117-71 adjusted the sequestration percentages for Medicare spending in 2030.

⁵ The effects of the sequestration reductions are reflected in the detailed schedules for the affected budget accounts for all years. See Chapter 8, “Budget Concepts,” of this volume for a more thorough discussion of sequestration procedures.

proposals are measured. By convention, the President's Budget constructs baseline and policy estimates under the same set of economic and technical assumptions. These assumptions are developed on the basis that the President's Budget proposals will be enacted.

Of course, the economy and the budget interact. Government tax and spending policies can influence prices, economic growth, consumption, savings, and investment. In turn, changes in economic conditions due to the enactment of proposals affect tax receipts and spending, including for unemployment benefits, entitlement payments that receive automatic cost-of-living adjustments (COLAs), income support programs for low-income individuals, and interest on the Federal debt.

Because of these interactions, it would be reasonable, from an economic perspective, to assume different economic paths for the baseline projection and the President's Budget. However, this would greatly complicate the process of producing the Budget, which normally includes a large number of proposals that could have potential economic feedback effects. Agencies would have to produce two sets of estimates for programs sensitive to economic assumptions even if those programs were not directly affected by any proposal in the Budget. Using different economic assumptions for baseline and policy estimates would also diminish the value of the baseline estimates as a benchmark for measuring proposed policy changes, because it would be difficult to separate the effects of proposed policy changes from the effects of different economic assumptions. Using the same economic assumptions for the baseline and the President's Budget eliminates this potential source of confusion.

The economic assumptions underlying the Budget and the Administration's baseline are summarized in Table 22–2. The economic outlook underlying these assumptions 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 22–2, and assumptions about baseline caseload projections for the major benefit programs are shown in Table 22–3. 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

Table 22-3. BASELINE BENEFICIARY PROJECTIONS FOR MAJOR BENEFIT PROGRAMS
(Annual average, in thousands)

	Actual 2021	Estimate										
		2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032
Farmers receiving Federal payments	1,504	1,206	1,201	1,196	1,191	1,186	1,181	1,176	1,171	1,166	1,161	1,156
Federal direct student loans	6,464	6,464	6,431	6,536	6,562	6,575	6,575	6,582	6,597	6,614	6,614	6,613
Federal Pell Grants	6,104	6,133	6,306	6,958	7,083	7,207	7,344	7,610	7,741	7,881	8,034	8,157
Medicaid/Children's Health Insurance Program	89,692	93,313	88,328	89,205	89,697	90,647	91,453	92,213	92,266	92,641	93,354	94,078
Medicare-eligible military retiree health benefits	2,501	2,525	2,547	2,572	2,596	2,622	2,645	2,665	2,679	2,684	2,683	2,676
Medicare ¹ :												
Hospital insurance	63,199	64,359	65,857	67,550	69,231	70,904	72,479	73,969	75,371	76,638	77,693	78,607
Supplementary medical insurance:												
Part B	58,105	59,423	60,889	62,499	64,088	65,661	67,170	68,607	69,962	71,199	72,261	73,197
Part D	49,612	50,953	52,389	53,920	55,401	56,839	58,156	59,397	60,566	61,629	62,524	63,308
Prescription Drug Plans and Medicare:												
Advantage Prescription Drug Plans	48,543	50,016	51,554	53,155	54,676	56,108	57,408	58,633	59,788	60,837	61,720	62,494
Retiree Drug Subsidy	1,070	938	835	764	725	730	747	763	778	792	804	814
Managed Care Enrollment ²	26,916	29,479	31,555	33,033	34,328	35,613	36,864	38,068	39,217	40,294	41,265	42,147
Railroad retirement	492	485	478	471	464	457	451	444	437	431	424	415
Federal civil service retirement	2,761	2,789	2,815	2,837	2,859	2,883	2,906	2,928	2,949	2,969	2,987	3,004
Military retirement	2,314	2,326	2,384	2,393	2,396	2,399	2,398	2,395	2,389	2,383	2,374	2,362
Unemployment insurance	8,927	6,180	5,306	5,279	5,213	5,178	5,210	5,240	5,268	5,300	5,336	5,376
Unemployment insurance - RUIA	41	30	24	23	23	22	22	22	22	21	21	21
Supplemental Nutrition Assistance Program ...	41,499	42,308	43,538	43,059	41,209	39,209	38,709	39,009	39,309	39,609	39,709	39,759
Child nutrition	17,725	35,685	35,976	36,271	36,570	36,872	37,179	37,489	37,804	38,122	38,445	38,772
Foster care, Adoption Assistance and Guardianship Assistance	695	815	867	922	983	1,050	1,125	1,207	1,302	1,407	1,524	1,652
Supplemental security income (SSI):												
Aged	1,076	1,077	1,085	1,093	1,106	1,121	1,135	1,150	1,167	1,184	1,202	1,217
Blind/disabled	6,666	6,496	6,384	6,346	6,390	6,449	6,528	6,614	6,680	6,723	6,755	6,783
Total, SSI	7,742	7,573	7,469	7,439	7,496	7,570	7,663	7,765	7,847	7,907	7,957	8,000
Child care and development fund ³	2,058	2,046	2,023	2,016	2,017	1,958	1,876	1,794	1,718	1,644	1,573	1,501
Social security (OASDI):												
Old age and survivors insurance	55,344	56,461	57,713	59,059	60,408	61,742	63,038	64,442	65,784	67,048	68,231	69,306
Disability insurance	9,562	9,177	8,931	8,842	8,892	9,023	9,212	9,344	9,422	9,456	9,467	9,489
Total, OASDI	64,906	65,638	66,644	67,901	69,300	70,765	72,250	73,786	75,206	76,504	77,698	78,795
Veterans compensation:												
Veterans	5,150	5,324	5,539	5,739	5,932	6,120	6,301	6,476	6,645	6,809	6,968	7,122
Survivors (non-veterans)	453	467	483	502	523	547	573	601	631	663	697	732
Total, Veterans compensation	5,604	5,792	6,022	6,240	6,455	6,666	6,874	7,076	7,276	7,472	7,664	7,854
Veterans pensions:												
Veterans	205	184	162	143	125	109	96	84	73	64	56	49
Survivors (non-veterans)	147	126	114	106	101	96	92	88	84	80	77	74
Total, Veterans pensions	351	310	277	249	226	205	188	172	158	145	133	123

¹ Medicare figures (Hospital Insurance, Part B, and Part D) do not sum to total Medicare enrollment due to enrollment in multiple programs.

² Enrollment figures include only beneficiaries who receive both Part A and Part B services through managed care.

³ 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 22-7. CHANGE IN OUTLAY ESTIMATES BY CATEGORY IN THE ADJUSTED BASELINE
(In billions of dollars)

	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	Change 2022 to 2023		Change 2022 to 2027		Change 2022 to 2032		
												Amount	Percent	Amount	Average annual rate	Amount	Average annual rate	
Outlays:																		
Discretionary:																		
Defense	766	766	784	802	815	828	847	866	886	906	927	-*	-0.1%	62	1.6%	160	1.9%	
Non-defense	928	873	949	931	935	952	974	994	1,013	1,033	1,055	-55	-5.9%	24	0.5%	127	1.3%	
Subtotal, discretionary ...	1,694	1,639	1,733	1,733	1,750	1,781	1,822	1,860	1,899	1,939	1,981	-55	-3.2%	87	1.0%	287	1.6%	
Mandatory:																		
Farm programs	25	20	24	15	15	15	15	16	17	17	17	-5	-19.1%	-10	-9.9%	-8	-3.9%	
Medicaid	562	536	566	595	627	661	703	749	796	844	896	-26	-4.6%	99	3.3%	334	4.8%	
Other health care ..	185	135	122	126	123	129	133	136	137	137	144	-49	-26.6%	-55	-6.9%	-41	-2.5%	
Medicare	753	847	853	972	1,071	1,158	1,311	1,261	1,420	1,492	1,645	94	12.5%	405	9.0%	893	8.1%	
Federal employee retirement and disability	164	174	180	186	192	197	203	208	214	220	226	10	6.3%	33	3.7%	62	3.2%	
Unemployment compensation ...	77	48	38	41	39	41	42	44	46	46	48	-29	-37.5%	-36	-12.0%	-29	-4.7%	
Food and nutrition assistance	198	140	142	144	143	146	151	156	161	165	170	-58	-29.1%	-52	-5.9%	-28	-1.5%	
Other income security programs	391	224	204	201	206	195	204	197	207	211	216	-167	-42.7%	-196	-13.0%	-175	-5.8%	
Social Security	1,214	1,313	1,398	1,482	1,571	1,663	1,760	1,858	1,958	2,061	2,167	99	8.2%	450	6.5%	953	6.0%	
Veterans programs	164	164	160	185	198	211	243	223	254	270	285	*	0.2%	48	5.2%	122	5.7%	
Other mandatory programs	301	174	110	89	89	77	82	81	75	75	87	-127	-42.3%	-224	-23.8%	-214	-11.7%	
Undistributed offsetting receipts	-232	-126	-129	-132	-136	-149	-143	-145	-149	-152	-157	106	-45.7%	83	-8.4%	75	-3.8%	
Subtotal, mandatory	3,800	3,650	3,670	3,904	4,138	4,344	4,703	4,783	5,136	5,386	5,743	-150	-4.0%	544	2.7%	1,942	4.2%	
Net interest	357	396	477	567	653	736	818	891	963	1,038	1,116	39	10.8%	379	15.6%	759	12.1%	
Total, outlays	5,852	5,685	5,880	6,204	6,540	6,861	7,342	7,534	7,998	8,363	8,840	-167	-2.9%	1,010	3.2%	2,988	4.2%	

*Less than \$500 million.

Table 22–8. OUTLAYS BY FUNCTION IN THE ADJUSTED BASELINE
(In billions of dollars)

Function	2021 Actual	Estimate										
		2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032
National Defense:												
Department of Defense—Military ...	717.6	741.0	740.0	758.1	774.6	786.2	799.1	817.5	835.5	854.7	873.9	895.4
Other	36.3	38.7	39.7	40.0	41.4	42.6	43.5	44.3	45.2	46.1	47.0	47.5
Total, National Defense	753.9	779.7	779.8	798.1	816.1	828.8	842.6	861.8	880.7	900.8	921.0	942.9
International Affairs	46.9	61.6	59.8	60.1	59.4	61.8	63.1	64.6	66.1	67.4	68.3	69.9
General Science, Space, and Technology	35.5	39.1	39.6	40.1	42.2	41.9	42.5	43.1	43.9	44.8	45.8	46.8
Energy	6.0	5.7	15.4	12.8	15.7	15.9	14.2	16.4	17.2	18.2	18.5	18.9
Natural Resources and Environment	44.2	50.5	57.4	71.4	74.0	76.6	79.4	79.6	80.1	80.3	80.8	82.5
Agriculture	47.4	35.3	35.3	42.5	33.8	33.5	33.5	34.5	35.6	37.1	37.5	37.7
Commerce and Housing Credit	307.8	-2.4	8.0	42.5	17.7	16.1	7.7	9.1	8.7	7.5	6.9	7.6
(On-Budget)	(310.6)	(-7.4)	(6.0)	(38.4)	(13.6)	(7.0)	(7.4)	(8.8)	(8.5)	(7.3)	(6.6)	(7.3)
(Off-Budget)	(-2.7)	(5.1)	(2.0)	(4.1)	(4.2)	(9.1)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)
Transportation	154.3	141.5	145.3	147.7	152.9	156.8	163.0	170.2	176.4	173.6	177.8	187.7
Community and Regional Development	44.7	81.3	56.4	54.6	48.8	49.0	46.7	47.1	44.6	43.9	44.0	44.9
Education, Training, Employment, and Social Services	298.4	265.0	219.8	169.3	144.1	146.7	150.4	153.8	156.8	159.3	162.3	161.0
Health	796.5	868.4	759.9	786.1	818.9	837.7	876.0	923.2	974.1	1,024.0	1,074.5	1,134.4
Medicare	696.5	760.9	855.1	860.7	979.7	1,078.7	1,166.6	1,319.8	1,269.7	1,429.0	1,501.6	1,654.9
Income Security	1,647.7	926.2	680.0	656.7	666.8	675.6	675.2	697.3	705.5	729.0	745.4	764.5
Social Security	1,134.6	1,219.5	1,318.7	1,404.4	1,488.2	1,577.0	1,669.7	1,766.7	1,864.8	1,965.0	2,068.3	2,174.2
(On-Budget)	(34.9)	(48.6)	(51.0)	(55.5)	(60.4)	(72.3)	(80.8)	(87.5)	(94.6)	(102.4)	(110.7)	(119.7)
(Off-Budget)	(1,099.7)	(1,171.0)	(1,267.7)	(1,349.0)	(1,427.8)	(1,504.7)	(1,588.9)	(1,679.1)	(1,770.1)	(1,862.6)	(1,957.6)	(2,054.6)
Veterans Benefits and Services	234.3	274.0	279.1	278.0	304.4	319.5	335.9	370.5	353.3	388.2	407.0	425.8
Administration of Justice	71.4	79.5	74.4	74.3	76.2	77.6	79.1	80.9	82.7	84.6	86.5	95.0
General Government	273.9	140.7	31.2	32.1	30.6	29.7	28.7	29.0	28.4	30.7	31.1	32.1
Net Interest	352.3	357.1	395.7	477.5	566.9	652.9	736.3	817.5	890.6	963.2	1,038.2	1,115.9
(On-Budget)	(425.6)	(424.5)	(457.8)	(535.5)	(622.4)	(705.0)	(787.4)	(866.0)	(934.5)	(1,002.0)	(1,071.1)	(1,141.3)
(Off-Budget)	(-73.3)	(-67.4)	(-62.1)	(-58.0)	(-55.5)	(-52.1)	(-51.1)	(-48.5)	(-43.9)	(-38.8)	(-32.9)	(-25.4)
Allowances		0.3		0.1	0.1							
Undistributed Offsetting Receipts:												
Employer share, employee retirement (on-budget)	(-90.8)	(-97.1)	(-98.1)	(-100.5)	(-102.8)	(-105.1)	(-107.2)	(-109.5)	(-111.9)	(-114.4)	(-117.1)	(-120.6)
Employer share, employee retirement (off-budget)	(-19.9)	(-20.7)	(-21.5)	(-22.1)	(-23.0)	(-23.6)	(-24.3)	(-25.2)	(-25.6)	(-26.5)	(-27.3)	(-28.0)
Rents and royalties on the Outer Continental Shelf	-4.2	-10.7	-6.4	-6.4	-6.6	-6.8	-7.8	-7.8	-7.6	-7.8	-8.0	-8.2
Sale of major assets												
Other undistributed offsetting receipts	-9.0	-103.5	-*	-*	-*	-*	-10.0	-*	-*	-*	-*	-*
Total, Undistributed Offsetting Receipts	-123.9	-232.1	-125.9	-129.1	-132.3	-135.6	-149.3	-142.5	-145.2	-148.7	-152.3	-156.9
(On-Budget)	(-104.0)	(-211.4)	(-104.4)	(-106.9)	(-109.4)	(-112.0)	(-125.0)	(-117.3)	(-119.6)	(-122.2)	(-125.1)	(-128.8)
(Off-Budget)	(-19.9)	(-20.7)	(-21.5)	(-22.1)	(-23.0)	(-23.6)	(-24.3)	(-25.2)	(-25.6)	(-26.5)	(-27.3)	(-28.0)
Total	6,822.4	5,851.7	5,684.9	5,880.0	6,204.0	6,540.3	6,861.3	7,342.5	7,534.0	7,997.7	8,363.0	8,839.9
(On-Budget)	(5,818.6)	(4,763.8)	(4,498.8)	(4,607.1)	(4,850.6)	(5,102.2)	(5,347.6)	(5,736.8)	(5,833.1)	(6,200.2)	(6,465.3)	(6,838.5)
(Off-Budget)	(1,003.8)	(1,087.9)	(1,186.2)	(1,272.9)	(1,353.5)	(1,438.1)	(1,513.7)	(1,605.7)	(1,700.9)	(1,797.5)	(1,897.7)	(2,001.4)

*Less than \$500 million.

Table 22–9. OUTLAYS BY AGENCY IN THE ADJUSTED BASELINE
(In billions of dollars)

Agency	2021 Actual	Estimate										
		2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032
Legislative Branch	5.3	6.0	5.7	5.8	5.9	6.1	6.2	6.4	6.5	6.7	6.9	7.0
Judicial Branch	8.3	8.8	9.1	9.3	9.6	9.7	10.0	10.2	10.5	10.7	10.9	11.2
Agriculture	235.2	260.7	205.8	216.6	209.7	208.6	211.5	216.8	223.6	230.1	235.5	240.8
Commerce	13.1	16.6	15.8	45.5	20.4	11.9	12.0	12.2	12.5	12.8	13.1	13.5
Defense—Military Programs ...	717.6	741.0	740.0	758.1	774.6	786.2	799.1	817.5	835.5	854.7	873.9	895.4
Education	260.4	222.9	180.4	131.1	106.6	108.9	112.2	114.9	117.2	119.1	121.5	119.4
Energy	33.7	38.3	48.8	46.1	50.1	50.3	49.6	52.2	53.5	54.6	55.5	56.6
Health and Human Services ...	1,466.7	1,626.0	1,627.3	1,650.0	1,792.1	1,907.4	2,031.6	2,228.0	2,225.5	2,434.7	2,559.6	2,770.4
Homeland Security	91.1	89.5	80.3	80.7	76.4	79.0	77.9	81.1	82.7	84.0	85.8	94.0
Housing and Urban Development	35.1	33.4	59.7	60.5	61.5	61.4	60.5	61.0	58.5	58.1	57.7	57.9
Interior	15.8	19.9	20.9	22.6	23.3	23.4	23.1	23.0	23.1	23.5	24.0	24.8
Justice	39.3	44.2	40.7	39.6	40.5	41.1	41.7	42.7	43.6	44.6	45.7	46.9
Labor	404.8	146.0	80.7	56.8	55.9	56.9	54.5	55.5	57.8	59.9	60.3	62.6
State	35.8	35.1	34.1	35.4	36.5	37.2	37.6	38.3	39.2	40.0	40.9	41.8
Transportation	104.9	123.8	127.2	129.2	134.9	138.3	143.9	148.8	154.4	157.3	160.5	163.4
Treasury	1,633.8	942.3	701.2	785.4	874.0	953.6	1,038.7	1,125.5	1,193.5	1,262.7	1,337.4	1,421.1
Veterans Affairs	233.8	273.7	278.8	277.6	303.9	319.0	335.4	370.0	352.8	387.6	406.5	425.3
Corps of Engineers—Civil Works	7.9	7.0	7.6	13.6	13.0	14.1	16.3	15.9	15.3	14.3	13.4	13.7
Other Defense Civil Programs ..	58.1	63.9	72.3	74.8	77.7	82.7	82.7	84.5	87.8	90.0	92.6	92.4
Environmental Protection Agency	8.3	8.7	14.2	18.4	20.7	21.8	22.8	23.8	24.5	25.1	25.7	26.3
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	–1.3	–0.3	–1.4	–0.9	–0.7	–0.9	–1.4	–1.8	–1.8	–1.9	–1.9	–2.0
International Assistance Programs	20.0	24.6	24.6	23.8	22.3	24.0	24.9	25.7	26.3	26.8	26.8	27.4
National Aeronautics and Space Administration	22.2	23.4	23.8	24.1	25.0	25.4	26.0	26.5	27.1	27.7	28.3	28.9
National Science Foundation ...	7.4	8.6	8.8	9.3	10.1	9.9	9.8	9.6	9.7	9.9	10.0	10.3
Office of Personnel Management	108.6	114.5	119.1	124.0	128.4	133.4	138.2	143.3	148.1	151.2	151.9	157.0
Small Business Administration ...	322.7	24.1	1.5	0.8	0.8	0.8	0.8	0.9	0.9	0.9	0.9	0.9
Social Security Administration ...	1,192.5	1,282.6	1,379.7	1,464.2	1,555.2	1,646.7	1,742.1	1,847.0	1,937.1	2,045.0	2,150.7	2,259.0
(On-Budget)	(92.7)	(111.7)	(112.0)	(115.3)	(127.4)	(142.0)	(153.2)	(167.9)	(166.9)	(182.4)	(193.1)	(204.5)
(Off-Budget)	(1,099.7)	(1,171.0)	(1,267.7)	(1,349.0)	(1,427.8)	(1,504.7)	(1,588.9)	(1,679.1)	(1,770.1)	(1,862.6)	(1,957.6)	(2,054.6)
Other Independent Agencies....	14.4	43.9	35.3	39.2	42.0	48.5	41.8	44.3	44.9	45.3	46.1	47.9
(On-Budget)	(17.2)	(38.9)	(33.3)	(35.1)	(37.8)	(39.4)	(41.5)	(44.0)	(44.6)	(45.0)	(45.8)	(47.6)
(Off-Budget)	(–2.7)	(5.1)	(2.0)	(4.1)	(4.2)	(9.1)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)
Allowances .....	.....	(0.3)	.....	(0.1)	(0.1)	.....	.....	.....	.....	.....	.....	.....
Undistributed Offsetting Receipts	–273.4	–378.3	–257.5	–262.2	–266.7	–265.3	–288.5	–281.8	–276.9	–278.2	–277.7	–274.6
(On-Budget)	(–180.3)	(–290.1)	(–174.0)	(–182.0)	(–188.3)	(–189.6)	(–213.1)	(–208.1)	(–207.4)	(–212.9)	(–217.6)	(–221.1)
(Off-Budget)	(–93.1)	(–88.1)	(–83.6)	(–80.2)	(–78.5)	(–75.7)	(–75.5)	(–73.7)	(–69.5)	(–65.3)	(–60.2)	(–53.5)
Total	6,822.4	5,851.7	5,684.9	5,880.0	6,204.0	6,540.3	6,861.3	7,342.5	7,534.0	7,997.7	8,363.0	8,839.9
(On-Budget)	(5,818.6)	(4,763.8)	(4,498.8)	(4,607.1)	(4,850.6)	(5,102.2)	(5,347.6)	(5,736.8)	(5,833.1)	(6,200.2)	(6,465.3)	(6,838.5)
(Off-Budget)	(1,003.8)	(1,087.9)	(1,186.2)	(1,272.9)	(1,353.5)	(1,438.1)	(1,513.7)	(1,605.7)	(1,700.9)	(1,797.5)	(1,897.7)	(2,001.4)

Table 22-10. BUDGET AUTHORITY BY FUNCTION IN THE ADJUSTED BASELINE
(In billions of dollars)

Function	2021 Actual	Estimate										
		2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032
National Defense:												
Department of Defense—												
Military	719.5	727.0	746.6	763.3	780.7	798.3	816.9	835.4	854.7	874.5	895.0	916.9
Other	40.1	39.6	40.5	41.4	42.3	43.2	44.1	44.9	45.9	46.8	47.7	48.2
Total, National Defense ..	759.6	766.6	787.1	804.7	822.9	841.5	861.0	880.3	900.6	921.3	942.7	965.1
International Affairs	77.2	61.5	65.3	82.4	84.8	91.6	96.9	99.0	101.1	103.3	104.7	107.0
General Science, Space, and Technology	38.8	38.3	39.3	40.2	41.0	41.9	42.8	43.7	44.7	45.6	46.6	47.6
Energy	6.3	26.9	19.4	18.3	16.5	14.9	14.5	16.6	17.8	18.7	19.3	19.8
Natural Resources and Environment	48.6	107.6	72.9	76.1	77.6	77.1	78.6	80.5	82.5	84.3	86.1	88.6
Agriculture	40.9	40.7	35.9	36.5	34.4	34.4	34.9	35.6	36.7	38.0	38.5	39.3
Commerce and Housing												
Credit	-211.6	33.4	15.5	19.4	22.7	25.8	29.2	30.7	31.7	32.6	33.6	36.0
(On-Budget)	(-221.6)	(33.1)	(15.3)	(19.2)	(22.4)	(25.5)	(28.9)	(30.5)	(31.4)	(32.3)	(33.3)	(35.7)
(Off-Budget)	(10.0)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)
Transportation	209.1	155.1	161.9	164.7	166.8	169.8	172.0	175.8	177.9	173.9	176.4	183.9
Community and Regional Development	80.8	38.8	39.0	39.7	40.3	41.1	41.9	43.4	44.4	45.2	46.0	46.9
Education, Training, Employment, and Social Services	513.3	150.4	133.2	141.4	145.6	148.7	153.0	156.3	159.4	161.9	165.0	166.7
Health	906.3	779.4	758.9	764.2	800.6	839.7	880.3	925.3	980.7	1,033.1	1,084.5	1,145.3
Medicare	745.8	818.6	932.1	861.6	980.4	1,079.2	1,167.0	1,320.2	1,270.0	1,429.4	1,502.0	1,655.3
Income Security	1,834.8	858.9	656.6	649.0	668.3	671.8	678.2	702.6	713.6	740.2	757.8	777.8
Social Security	1,137.3	1,228.1	1,327.0	1,411.4	1,495.5	1,584.7	1,677.8	1,774.8	1,873.1	1,973.5	2,077.1	2,183.2
(On-Budget)	(34.9)	(48.5)	(51.0)	(55.5)	(60.4)	(72.3)	(80.8)	(87.5)	(94.6)	(102.4)	(110.7)	(119.7)
(Off-Budget)	(1,102.5)	(1,179.6)	(1,276.1)	(1,355.9)	(1,435.1)	(1,512.4)	(1,596.9)	(1,687.3)	(1,778.4)	(1,871.0)	(1,966.4)	(2,063.5)
Veterans Benefits and Services	255.9	258.3	276.2	273.4	306.4	322.9	339.7	357.3	374.9	393.1	412.1	431.1
Administration of Justice	72.1	72.3	76.0	75.0	76.9	78.5	80.4	82.2	84.0	85.9	87.9	96.1
General Government	397.9	30.3	27.2	27.9	28.3	29.0	29.6	30.3	30.9	31.5	32.2	33.2
Net Interest	352.3	357.1	395.7	477.5	566.9	652.9	736.3	817.5	890.6	963.2	1,038.2	1,115.9
(On-Budget)	(425.6)	(424.5)	(457.7)	(535.5)	(622.4)	(705.0)	(787.4)	(866.0)	(934.5)	(1,002.0)	(1,071.1)	(1,141.3)
(Off-Budget)	(-73.3)	(-67.4)	(-62.1)	(-58.0)	(-55.5)	(-52.1)	(-51.1)	(-48.5)	(-43.9)	(-38.8)	(-32.9)	(-25.4)
Allowances		0.3		0.1	0.1							
Undistributed Offsetting Receipts:												
Employer share, employee retirement (on-budget)	-90.8	-97.1	-98.1	-100.5	-102.8	-105.1	-107.2	-109.5	-111.9	-114.4	-117.1	-120.6
Employer share, employee retirement (off-budget)	-19.9	-20.7	-21.5	-22.1	-23.0	-23.6	-24.3	-25.2	-25.6	-26.5	-27.3	-28.0
Rents and royalties on the Outer Continental Shelf ..	-4.2	-10.7	-6.4	-6.4	-6.6	-6.8	-7.8	-7.8	-7.6	-7.8	-8.0	-8.2
Sale of major assets												
Other undistributed offsetting receipts	-9.0	-103.5	*	*	*	*	-10.0	*	*	*	*	*
Total, Undistributed Offsetting Receipts ...	-123.9	-232.1	-125.9	-129.1	-132.3	-135.6	-149.3	-142.5	-145.2	-148.7	-152.3	-156.9
(On-Budget)	(-104.0)	(-211.4)	(-104.4)	(-106.9)	(-109.4)	(-112.0)	(-125.0)	(-117.3)	(-119.6)	(-122.2)	(-125.1)	(-128.8)
(Off-Budget)	(-19.9)	(-20.7)	(-21.5)	(-22.1)	(-23.0)	(-23.6)	(-24.3)	(-25.2)	(-25.6)	(-26.5)	(-27.3)	(-28.0)
Total	7,141.6	5,590.4	5,693.3	5,834.5	6,243.8	6,610.0	6,964.7	7,429.6	7,669.3	8,125.8	8,498.3	8,981.8
(On-Budget)	(6,122.3)	(4,498.7)	(4,500.5)	(4,558.4)	(4,886.9)	(5,173.0)	(5,443.0)	(5,815.7)	(5,960.1)	(6,319.9)	(6,591.8)	(6,971.5)
(Off-Budget)	(1,019.3)	(1,091.7)	(1,192.8)	(1,276.1)	(1,356.9)	(1,436.9)	(1,521.8)	(1,613.9)	(1,709.2)	(1,806.0)	(1,906.5)	(2,010.3)

Table 22-10. BUDGET AUTHORITY BY FUNCTION IN THE ADJUSTED BASELINE—Continued
(In billions of dollars)

Function	2021 Actual	Estimate										
		2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032
MEMORANDUM												
Discretionary Budget Authority:												
National Defense	741.7	753.7	773.5	791.1	809.3	827.9	846.9	866.1	886.0	906.4	927.3	948.7
International Affairs	63.4	61.4	62.9	64.2	65.5	66.9	68.3	69.8	71.2	72.7	74.3	75.8
Domestic	812.8	819.6	756.1	772.1	788.1	802.4	820.2	838.3	856.9	875.8	895.3	915.1
Total, Discretionary	1,618.0	1,634.6	1,592.4	1,627.4	1,662.9	1,697.2	1,735.4	1,774.2	1,814.1	1,855.0	1,896.8	1,939.7

*Less than \$500 million.

Table 22–11. BUDGET AUTHORITY BY AGENCY IN THE ADJUSTED BASELINE
(In billions of dollars)

Agency	2021 Actual	Estimate										
		2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032
Legislative Branch	6.1	5.5	5.7	5.9	6.0	6.1	6.3	6.5	6.6	6.8	7.0	7.1
Judicial Branch	8.7	8.5	9.0	9.2	9.4	9.6	9.9	10.1	10.3	10.6	10.8	11.1
Agriculture	275.1	269.1	205.4	210.2	208.2	207.8	212.0	218.4	225.6	232.2	238.0	244.3
Commerce	14.3	56.4	11.3	11.6	11.8	12.0	12.3	12.6	12.9	13.2	13.5	13.8
Defense—Military Programs	719.5	727.0	746.6	763.3	780.7	798.3	816.9	835.4	854.7	874.5	895.0	916.9
Education	469.5	114.8	96.8	104.5	108.1	110.6	114.3	117.0	119.3	121.2	123.6	124.5
Energy	36.6	57.9	51.1	51.9	50.7	49.7	50.3	53.0	54.7	55.8	57.0	58.1
Health and Human Services	1,675.8	1,573.0	1,682.3	1,620.8	1,774.7	1,910.8	2,037.2	2,231.8	2,233.6	2,445.6	2,571.1	2,782.9
Homeland Security	123.2	71.4	71.1	72.8	74.3	76.0	77.8	82.0	84.0	85.8	87.7	95.5
Housing and Urban Development	69.4	61.1	65.9	67.0	68.1	69.2	70.4	71.5	72.7	73.9	75.2	76.4
Interior	20.7	40.1	21.3	21.7	21.9	20.6	20.9	21.3	21.8	22.2	22.7	23.6
Justice	38.7	38.2	41.9	39.9	40.9	41.7	42.8	43.8	44.8	45.8	46.8	48.1
Labor	460.1	130.4	75.1	52.9	55.5	49.5	52.8	55.3	59.8	64.5	64.9	67.4
State	36.4	34.4	35.2	36.0	36.7	37.5	38.4	39.2	40.1	40.9	41.9	42.8
Transportation	157.6	140.8	144.2	146.6	148.8	151.2	152.7	154.2	155.7	157.3	158.9	159.3
Treasury	1,336.3	786.1	695.0	779.8	873.1	953.6	1,040.3	1,127.0	1,196.3	1,263.9	1,339.0	1,423.0
Veterans Affairs	255.4	257.9	275.8	273.0	305.9	322.4	339.2	356.7	374.4	392.5	411.5	430.5
Corps of Engineers—Civil Works	7.3	28.3	14.8	15.1	15.4	15.8	16.1	16.5	16.8	17.2	17.6	18.0
Other Defense Civil Programs	57.9	63.8	72.6	75.0	78.0	83.0	83.1	84.9	88.1	90.4	93.0	92.8
Environmental Protection Agency	9.3	23.5	21.1	22.9	23.6	23.9	24.4	25.0	25.6	26.1	26.7	27.4
Executive Office of the President	0.6	0.4	0.4	0.4	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.6
General Services Administration	0.2	1.8	–1.6	–1.3	–1.4	–1.4	–1.4	–1.4	–1.5	–1.5	–1.5	–1.5
International Assistance Programs	37.5	25.4	28.4	44.7	46.3	52.3	56.7	58.0	59.2	60.4	61.0	62.3
National Aeronautics and Space Administration	23.3	23.6	24.2	24.7	25.2	25.7	26.3	26.9	27.4	28.0	28.6	29.2
National Science Foundation ...	9.2	8.6	8.9	9.0	9.2	9.4	9.6	9.8	10.0	10.2	10.4	10.6
Office of Personnel Management	109.9	115.7	121.7	126.8	131.6	136.5	141.6	146.8	152.2	155.6	157.2	162.9
Small Business Administration ...	208.8	–33.4	0.8	0.8	0.8	0.8	0.8	0.9	0.9	0.9	0.9	0.9
Social Security Administration ...	1,195.1	1,288.6	1,388.1	1,471.2	1,562.5	1,654.4	1,750.2	1,855.2	1,945.3	2,053.5	2,159.5	2,268.0
(On-Budget)	(92.6)	(109.1)	(112.0)	(115.2)	(127.4)	(142.0)	(153.2)	(167.9)	(166.9)	(182.4)	(193.1)	(204.5)
(Off-Budget)	(1,102.5)	(1,179.6)	(1,276.1)	(1,355.9)	(1,435.1)	(1,512.4)	(1,596.9)	(1,687.3)	(1,778.4)	(1,871.0)	(1,966.4)	(2,063.5)
Other Independent Agencies ...	52.5	49.2	38.1	40.2	44.1	47.4	50.8	52.7	54.2	56.1	57.6	60.0
(On-Budget)	(42.5)	(48.9)	(37.8)	(39.9)	(43.8)	(47.1)	(50.5)	(52.5)	(53.9)	(55.8)	(57.3)	(59.7)
(Off-Budget)	(10.0)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)
Allowances		(0.3)		(0.1)	(0.1)							
Undistributed Offsetting Receipts	–273.4	–378.3	–257.5	–262.2	–266.7	–265.3	–288.5	–281.8	–276.9	–278.2	–277.7	–274.6
(On-Budget)	(–180.3)	(–290.1)	(–174.0)	(–182.0)	(–188.3)	(–189.6)	(–213.1)	(–208.1)	(–207.4)	(–212.9)	(–217.6)	(–221.1)
(Off-Budget)	(–93.1)	(–88.1)	(–83.6)	(–80.2)	(–78.5)	(–75.7)	(–75.5)	(–73.7)	(–69.5)	(–65.3)	(–60.2)	(–53.5)
Total	7,141.6	5,590.4	5,693.3	5,834.5	6,243.8	6,610.0	6,964.7	7,429.6	7,669.3	8,125.8	8,498.3	8,981.8
(On-Budget)	(6,122.3)	(4,498.7)	(4,500.5)	(4,558.4)	(4,886.9)	(5,173.0)	(5,443.0)	(5,815.7)	(5,960.1)	(6,319.9)	(6,591.8)	(6,971.5)
(Off-Budget)	(1,019.3)	(1,091.7)	(1,192.8)	(1,276.1)	(1,356.9)	(1,436.9)	(1,521.8)	(1,613.9)	(1,709.2)	(1,806.0)	(1,906.5)	(2,010.3)