
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. 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, either for the Government’s overall fiscal health or for individual tax and spending programs.

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 multi-year 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, the baseline has been constructed using a variety of concepts and measures. Throughout the 1990s, the baseline was calculated using a detailed set of rules enacted through amendments to the Balanced Budget and Emergency Deficit Control Act of 1985 (BBEDCA) made by the Budget Enforcement Act of 1990 (BEA). The BBEDCA baseline rules lapsed after the enforcement provisions of the BEA expired in 2002, but even after the lapse they were largely adhered to in practice until they were officially reinstated through amendments to BBEDCA enacted in the Budget Control Act of 2011 (BCA).

Table 22–1 shows estimates of receipts, outlays, and deficits under the Administration’s baseline for 2016 through 2027.¹ 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.²

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 The table shows, as a memorandum item, illustrative estimates of total receipts, total outlays, and the deficit based on an economic forecast that assumes that the 2018 Budget proposals are not enacted.

Table 22–1. CATEGORY TOTALS FOR THE BASELINE

	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027
Receipts	3,268	3,460	3,707	3,869	4,059	4,264	4,495	4,730	4,984	5,251	5,538	5,844
Outlays:												
Discretionary:												
Defense	585	592	600	623	640	653	665	676	695	713	732	750
Non-defense	600	624	618	629	637	650	659	672	688	705	722	739
Subtotal, discretionary	1,185	1,215	1,219	1,251	1,277	1,303	1,323	1,348	1,384	1,418	1,453	1,488
Mandatory:												
Social Security	910	946	1,005	1,070	1,138	1,207	1,281	1,362	1,448	1,537	1,630	1,728
Medicare	588	593	582	646	701	757	854	885	913	1,012	1,106	1,195
Medicaid and CHIP	383	395	420	437	459	486	513	543	575	610	654	694
Other mandatory	546	639	577	620	637	665	711	713	720	753	815	841
Subtotal, mandatory	2,427	2,573	2,583	2,774	2,936	3,114	3,359	3,503	3,656	3,912	4,205	4,457
Net interest	240	276	316	372	431	487	542	592	634	670	706	741
Total, outlays	3,853	4,065	4,118	4,398	4,643	4,905	5,224	5,443	5,673	6,000	6,364	6,687
Unified deficit(+)/surplus(–)	585	605	411	529	584	641	728	713	689	749	826	842
(On-budget)	(620)	(647)	(436)	(533)	(564)	(612)	(682)	(640)	(593)	(627)	(681)	(668)
(Off-budget)	(–36)	(–42)	(–25)	(–4)	(20)	(29)	(47)	(72)	(97)	(122)	(145)	(174)
MEMORANDUM:												
Totals with pre-policy economic assumptions:												
Receipts	3,268	3,467	3,707	3,838	3,991	4,151	4,330	4,505	4,703	4,902	5,116	5,339
Outlays	3,853	4,072	4,120	4,392	4,638	4,894	5,211	5,431	5,659	5,984	6,350	6,678
Unified deficit	585	605	413	553	647	743	881	925	956	1,082	1,234	1,338

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. Two important exceptions specified in BBEDCA are described below:

- First, 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 2017 through 2027, the taxes affected by this exception are:
 - taxes deposited in the Airport and Airway Trust Fund, which expire on September 30, 2017;
 - taxes deposited in the Oil Spill Liability Trust Fund, which expire on December 31, 2017;
 - taxes deposited in the Patient-Centered Outcomes Research Trust Fund, which expire on September 30, 2019;
 - taxes deposited in the Sport Fish Restoration and Boating Resources Trust Fund, which expire on September 30, 2020; and
 - taxes deposited in the Highway Trust Fund and the Leaking Underground Storage Tank Trust Fund, which expire on September 30, 2022.
- Second, expiring authorizations for direct spending programs that were enacted before the Balanced Budget Act of 1997 are assumed to be extended if their current year outlays exceed \$50 million. For example, even though the National Flood Insurance program, which was authorized before the Balanced Budget Act of 1997, is scheduled to expire at the end of 2017, the baseline estimates assume continuation of this program through the projection period, be-

cause the program's current year outlays exceed the \$50 million threshold.³

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.⁴ For the budget year and beyond, the spending authority in the current year is adjusted for inflation, using specified inflation rates.⁵ The definition attempts to keep discretionary spending for each program roughly level in real terms.

BBEDCA also imposes caps through 2021 on budget authority for the defense function and for the aggregate of the non-defense functions. These caps were initially established by the BCA, and subsequent legislation later amended the caps through 2017. The baseline includes allowances that bring the inflated baseline calculated for individual discretionary accounts down to the level of the defense and non-defense caps. After 2021, these allowances assume that discretionary spending grows with inflation from the 2021 cap levels.

BBEDCA allows for adjustments to the discretionary caps for disaster relief spending, emergency requirements, Overseas Contingency Operations (OCO), and certain program integrity activities. The adjustments are permitted provided that such funding is designated

³ For programs enacted since the Balanced Budget Act of 1997, programs that are explicitly temporary in nature expire in the baseline as provided by current law even if their current year outlays exceed the \$50 million threshold. In contrast, for example, if commodity price support programs typically funded in the Farm Bill expire at the time the baseline is prepared, they are assumed to continue to operate in the same way they operated immediately before the expiration, because these programs were enacted prior to the Balanced Budget Act of 1997 and their current year outlays exceed the \$50 million threshold.

⁴ As of the preparation of the baseline for the 2018 Budget, most discretionary appropriations were operating under the Continuing Appropriations Act, 2017 (Division C of P.L. 114-223, as amended by Division A of P.L. 114-254) which provided continuing appropriations through April 28, 2017.

⁵ The Administration's baseline uses the same inflation rates for discretionary spending as required by BBEDCA, despite the fact that this allows for an overcompensation for Federal pay inherent in the BBEDCA definition. At the time the BEA was enacted, it failed to account for the nearly contemporaneous enactment of the Federal Employees Compensation Act of 1991 that shifted the effective date of Federal employee pay raises from October to January. This oversight was not corrected when the baseline definition was reinstated by the BCA amendments to BBEDCA. Correcting for this error would have only a small effect on the discretionary baseline.

in legislation by the Congress and, where appropriate, subsequently so by the President. Current adjustments include the following:

- **Disaster relief and emergency requirements.**—The BBEDCA baseline projects forward the \$8.1 billion of enacted full-year or continuing disaster relief funding for the Departments of Homeland Security and Housing and Urban Development in 2017, which is increased thereafter by the BBEDCA inflation rates but held at the projected funding ceiling for such appropriations determined by a formula included in BBEDCA. The baseline also inflates the \$2.7 billion of enacted emergency funding provided to the Departments of Agriculture, Housing and Urban Development, and Transportation as well as the Corps of Engineers for emergency response and recovery efforts to natural disasters, including Hurricane Matthew.
- **OCO.**—The BBEDCA baseline reflects the annualized level of OCO appropriations included in the 2017 continuing resolution and full-year OCO appropriations provided in the Security Assistance Appropriations Act, 2017 (Division B of Public Law 114-254) inflated at the BBEDCA inflation rates.
- **Program integrity activities.**—The baseline assumes annualized levels provided in the 2017 continuing resolution and full funding for the program integrity cap adjustments authorized in BBEDCA through 2021, and inflates those amounts after the cap adjustments expire in 2021. Additionally, the baseline assumes savings from enacting the program integrity cap adjustments at their full levels after 2017.

Joint Committee Enforcement.—The Joint Select Committee process under the BCA stipulated that, absent intervening legislation, enforcement procedures would be invoked annually to reduce the levels of discretionary and mandatory spending to accomplish certain deficit reduction. The BBEDCA baseline includes the effects of the across-the-board reductions (“sequestration”) already invoked by Joint Committee sequestration orders for 2013 through 2017, as well as the discretionary cap reductions and mandatory sequestration order for 2018 issued with the transmittal of the 2018 Budget.⁶ Further Joint Committee enforcement—consisting of mandatory sequestration and discretionary cap reductions for 2019 through 2021—is reflected in the BBEDCA baseline in the form of allowances in the amount of the required reductions. As with the allowances to reach the unreduced BBEDCA caps, after 2021, the allowances for the Joint Committee cap reductions assume that the reduced level of discretionary spending grows with inflation from the 2021 levels. Pursuant to subsequent legislation, the

BBEDCA baseline also includes the extension of mandatory sequestration through 2025 at the rate required for 2021 by the BCA.⁷

Economic Assumptions

As discussed above, an important purpose of the baseline is to serve as a benchmark against which policy proposals are measured. By convention, President’s Budgets construct 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.

While this estimating approach has the virtue of simplicity, it offers an incomplete view of the effects of proposals, because it fails to capture the fact that 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.

⁶ The effects of past sequestration reductions are reflected in the detailed schedules for the affected budget accounts, while the 2018 reductions are reflected in allowance accounts due to the timing of the preparation of the detailed budget estimates and the issuance of the 2018 sequestration order. See Chapter 10, “Budget Process,” of this volume for a more thorough discussion of the Joint Committee sequestration procedures.

⁷ The Bipartisan Budget Act of 2013 (P.L. 113-67) extended mandatory sequestration through 2023, at the rate required for 2021 by the BCA. This Act also specified for 2023 that, notwithstanding the 2 percent limit on Medicare sequestration in the BCA, the Medicare reduction should be 2.90 percent for the first half of the sequestration period and 1.11 percent for the second half of the period. The Military Retired Pay Restoration Act (P.L. 113-82) extended mandatory sequestration through 2024. The Protecting Access to Medicare Act of 2014 (P.L. 113-93) specified for 2024 that the Medicare reduction should be 4.0 percent for the first half of the sequestration period and zero for the second half of the period. The Bipartisan Budget Act of 2015 (P.L. 114-74) further extended mandatory sequestration through 2025. This Act also reset the Medicare reduction to a constant 2 percent through 2024 and specified for 2025 that the Medicare program should be reduced by 4.0 percent for the first half of the sequestration period and zero for the second half of the period.

Table 22–2. SUMMARY OF ECONOMIC ASSUMPTIONS
(Fiscal years; in billions of dollars)

	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027
Gross Domestic Product (GDP):												
Levels, in billions of dollars:												
Current dollars	18,407.4	19,161.9	20,013.7	20,947.3	21,980.6	23,092.7	24,261.3	25,489.1	26,778.9	28,133.9	29,557.4	31,053.0
Real, chained (2009) dollars	16,581.4	16,948.2	17,350.9	17,804.2	18,316.1	18,865.6	19,431.5	20,014.5	20,614.9	21,233.4	21,870.4	22,526.6
Percent change, year over year:												
Current dollars	2.8	4.1	4.4	4.7	4.9	5.1	5.1	5.1	5.1	5.1	5.1	5.1
Real, chained (2009) dollars	1.6	2.2	2.4	2.6	2.9	3.0	3.0	3.0	3.0	3.0	3.0	3.0
Inflation measures (percent change, year over year):												
GDP chained price index	1.2	1.8	2.0	2.0	2.0	2.0	2.0	2.0	2.0	2.0	2.0	2.0
Consumer price index (all urban)	0.9	2.4	2.3	2.3	2.3	2.3	2.3	2.3	2.3	2.3	2.3	2.3
Unemployment rate, civilian (percent)	4.9	4.7	4.5	4.5	4.7	4.7	4.8	4.8	4.8	4.8	4.8	4.8
Interest rates (percent):												
91-day Treasury bills	0.2	0.7	1.4	1.9	2.5	2.8	3.0	3.0	3.1	3.1	3.1	3.1
10-year Treasury notes	1.9	2.5	3.2	3.4	3.7	3.8	3.8	3.8	3.8	3.8	3.8	3.8
MEMORANDUM:												
Related program assumptions:												
Automatic benefit increases (percent):												
Social security and veterans pensions .....	.....	0.3	2.8	2.3	2.3	2.3	2.3	2.3	2.3	2.3	2.3	2.3
Federal employee retirement .....	.....	0.3	2.8	2.3	2.3	2.3	2.3	2.3	2.3	2.3	2.3	2.3
Supplemental Nutrition Assistance Program .....	.....	.....	.....	1.4	2.3	2.3	2.3	2.3	2.3	2.3	2.3	2.3
Insured unemployment rate	1.6	1.6	1.5	1.5	1.5	1.5	1.6	1.6	1.6	1.6	1.6	1.6

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. Although these adjustments are applied at the account level, they have no effect in the aggregate because discretionary baseline levels are constrained to the BBEDCA caps, as reduced for Joint Committee enforcement.

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 22–4, available on the Internet at www.budget.gov/budget/Analytical_Perspectives and on the Budget CD-ROM, provides a

listing of mandatory programs and taxes assumed to continue in the baseline after their expiration.⁸ Many other important assumptions must be made in order to calculate the baseline estimates. These include assumptions about the timing and substance of regulations that will be issued over the projection period, the use of administrative discretion provided under current law, and other assumptions about the way programs operate. Table 22–4 lists many of these assumptions and their effects on the baseline estimates. It is not intended to be an exhaustive listing; the variety and complexity of Government programs are too great to provide a complete list. Instead, some of the more important assumptions are shown.

Current Services Receipts, Outlays, and Budget Authority

Receipts.—Table 22–5 shows the Administration's baseline receipts by major source. Table 22–6 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 22–7 shows the growth from 2017 to 2018 and average annual growth over the five-year and ten-year periods for certain discretionary and major mandatory programs. Tables 22–8 and 22–9 show the Administration's baseline outlays by function and by agency, respectively. A more detailed presentation of

⁸ All discretionary programs with continuing or enacted appropriations in the current year, including costs for overseas contingency operations in Iraq and Afghanistan and other recurring international activities, are assumed to continue, and are therefore not presented in Table 22–4.

Table 22-3. BASELINE BENEFICIARY PROJECTIONS FOR MAJOR BENEFIT PROGRAMS

(Annual average, in thousands)

	Actual 2016	Estimate										
		2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027
Farmers receiving Federal payments	884	880	875	871	866	862	858	853	849	845	841	837
Federal direct student loans	10,090	10,182	10,528	10,710	10,911	11,103	11,294	11,536	11,761	12,004	12,228	12,443
Federal Pell Grants	7,213	7,143	7,281	7,477	7,602	7,748	7,878	8,029	8,189	8,345	8,457	8,581
Medicaid/Children's Health Insurance Program ¹	77,128	79,303	79,904	80,214	81,777	82,870	83,842	84,707	85,505	86,241	86,909	87,588
Medicare-eligible military retiree health benefits	2,340	2,372	2,400	2,427	2,453	2,482	2,513	2,543	2,574	2,606	2,636	2,665
Medicare ² :												
Hospital insurance	56,149	57,831	59,571	61,379	63,250	65,126	67,015	68,875	70,685	72,500	74,281	75,991
Supplementary medical insurance:												
Part B	51,744	53,166	54,653	56,235	57,909	59,574	61,256	62,936	64,543	66,162	67,774	69,303
Part D	42,844	44,144	45,670	47,373	48,869	50,300	51,747	53,173	54,560	55,950	57,316	58,628
Prescription Drug Plans and Medicare:												
Advantage Prescription Drug Plans	40,832	42,443	44,262	46,217	47,919	49,378	50,799	52,199	53,562	54,926	56,268	57,555
Retiree Drug Subsidy	2,012	1,700	1,409	1,156	951	922	948	973	999	1,024	1,048	1,072
Managed Care Enrollment ³	18,171	19,412	20,554	21,467	22,219	22,963	23,797	24,634	25,430	26,200	26,949	27,659
Railroad retirement	523	520	517	513	508	502	496	489	481	473	465	457
Federal civil service retirement	2,652	2,664	2,679	2,696	2,715	2,735	2,755	2,776	2,792	2,809	2,827	2,844
Military retirement	2,277	2,291	2,302	2,312	2,322	2,332	2,342	2,352	2,381	2,386	2,389	2,391
Unemployment insurance	6,282	6,357	6,470	6,643	6,833	6,963	7,043	7,102	7,159	7,210	7,251	7,287
Supplemental Nutrition Assistance Program (formerly Food Stamps)	44,219	42,815	42,164	41,310	40,961	40,453	39,986	39,559	38,989	38,557	38,120	37,701
Child nutrition	35,679	36,469	37,034	37,438	37,785	38,137	38,495	38,859	39,229	39,606	39,989	40,379
Foster care, Adoption Assistance and Guardianship Assistance	650	680	708	740	770	799	830	863	896	930	964	1,006
Supplemental security income (SSI):												
Aged	1,108	1,112	1,120	1,129	1,143	1,157	1,172	1,189	1,208	1,230	1,252	1,274
Blind/disabled	7,048	6,974	6,935	6,916	6,940	6,965	6,993	7,028	7,071	7,116	7,151	7,186
Total, SSI	8,157	8,086	8,054	8,046	8,083	8,121	8,164	8,217	8,278	8,346	8,403	8,460
Child care and development fund ⁴	2,017	2,019	1,964	1,908	1,852	1,796	1,743	1,692	1,642	1,594	1,548	1,503
Social security (OASDI):												
Old age and survivors insurance	49,455	50,989	52,612	54,301	56,021	57,554	59,183	60,872	62,576	64,201	65,791	67,296
Disability insurance	10,762	10,636	10,648	10,702	10,773	10,874	10,943	11,019	11,083	11,167	11,247	11,331
Total, OASDI	60,216	61,625	63,260	65,003	66,794	68,428	70,126	71,891	73,659	75,368	77,038	78,627
Veterans compensation:												
Veterans	4,270	4,446	4,617	4,779	4,930	5,076	5,218	5,356	5,491	5,621	5,748	5,872
Survivors (non-veterans)	395	408	420	432	445	460	475	492	509	527	545	564
Total, Veterans compensation	4,664	4,854	5,037	5,211	5,375	5,536	5,694	5,848	6,000	6,148	6,294	6,436
Veterans pensions:												
Veterans	292	289	289	290	291	292	293	294	296	297	298	299
Survivors (non-veterans)	204	203	204	205	206	208	210	212	214	216	218	220
Total, Veterans pensions	496	492	493	495	498	500	503	506	509	513	516	519

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 Temporary Assistance for Needy Families (TANF) transfers) and through funds spent directly on child care in the Social Services Block Grant and TANF programs.

these outlays (by function, category, subfunction, and program) is available on the Internet as part of Table 22-12 at www.budget.gov/budget/Analytical_Perspectives and on the Budget CD-ROM.

Budget authority.—Tables 22-10 and 22-11 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 22-12 at www.budget.gov/budget/Analytical_Perspectives and on the Budget CD-ROM.

(In billions of dollars)

	2016 Actual	Estimate										
		2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027
Individual income taxes	1,546.1	1,659.9	1,835.8	1,933.7	2,042.2	2,165.0	2,291.0	2,425.5	2,568.3	2,719.3	2,879.7	3,057.7
Corporation income taxes	299.6	323.6	354.9	374.7	401.1	400.3	414.3	424.9	438.8	454.6	475.0	496.5
Social insurance and retirement receipts	1,115.1	1,174.7	1,222.6	1,273.8	1,328.8	1,402.8	1,476.1	1,545.6	1,624.5	1,704.8	1,793.3	1,879.2
(On-budget)	(304.9)	(317.3)	(330.4)	(342.5)	(357.0)	(376.0)	(394.9)	(412.7)	(433.1)	(454.2)	(477.4)	(500.7)
(Off-budget)	(810.2)	(857.4)	(892.2)	(931.3)	(971.8)	(1,026.8)	(1,081.3)	(1,132.9)	(1,191.4)	(1,250.6)	(1,315.8)	(1,378.5)
Excise taxes	95.0	87.0	106.2	107.3	109.8	113.8	116.4	119.3	122.6	126.6	130.9	136.0
Estate and gift taxes	21.4	23.1	24.3	26.1	27.8	29.3	31.2	33.0	35.6	38.0	40.4	42.7
Customs duties	34.8	33.9	39.7	41.6	43.0	43.5	46.0	50.4	52.8	56.4	60.3	65.5
Miscellaneous receipts	156.0	157.4	123.6	111.4	106.4	108.7	120.2	131.5	141.2	151.2	158.3	166.7
Total, receipts	3,268.0	3,459.7	3,707.1	3,868.5	4,059.2	4,263.5	4,495.3	4,730.3	4,983.9	5,250.9	5,537.9	5,844.3
(On-budget)	2,457.8	2,602.3	2,814.9	2,937.2	3,087.4	3,236.7	3,414.1	3,597.4	3,792.4	4,000.3	4,222.0	4,465.7
(Off-budget)	810.2	857.4	892.2	931.3	971.8	1,026.8	1,081.3	1,132.9	1,191.4	1,250.6	1,315.8	1,378.5

(In billions of dollars)

[illegible]

Table 22–7. CHANGE IN OUTLAY ESTIMATES BY CATEGORY IN THE BASELINE
(In billions of dollars)

	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	Change 2017 to 2018		Change 2017 to 2022		Change 2017 to 2027	
													Amount	Percent	Amount	Average annual rate	Amount	Average annual rate
Outlays:																		
Discretionary:																		
Defense	585	592	600	623	640	653	665	676	695	713	732	750	9	1.5%	73	2.4%	158	2.4%
Non-defense	600	624	618	629	637	650	659	672	688	705	722	739	–6	–0.9%	35	1.1%	115	1.7%
Subtotal, discretionary	1,185	1,215	1,219	1,251	1,277	1,303	1,323	1,348	1,384	1,418	1,453	1,488	3	0.3%	108	1.7%	273	2.0%
Mandatory:																		
Farm programs	12	15	21	17	15	18	17	17	17	16	15	16	6	42.7%	2	2.7%	1	0.7%
GSE support	–14	–27	–20	–18	–18	–17	–16	–16	–15	–15	–14	–14	6	–23.9%	10	–9.4%	13	–6.5%
Medicaid	368	378	408	432	454	480	507	537	570	604	648	688	29	7.7%	129	6.0%	310	6.2%
Other health care	87	103	98	95	99	103	108	113	118	124	131	138	–5	–4.7%	5	1.0%	35	3.0%
Medicare	588	593	582	646	701	757	854	885	913	1,012	1,106	1,195	–11	–1.8%	262	7.6%	602	7.3%
Federal employee retirement and disability	145	141	140	150	155	160	171	170	169	181	186	192	–*	–0.2%	30	3.9%	51	3.2%
Unemployment compensation	32	33	33	34	36	38	40	42	44	46	48	50	*	0.2%	7	4.1%	17	4.3%
Other income security programs	271	273	265	275	279	287	299	301	304	313	328	330	–7	–2.6%	26	1.9%	58	1.9%
Social Security	910	946	1,005	1,070	1,138	1,207	1,281	1,362	1,448	1,537	1,630	1,728	59	6.2%	335	6.2%	781	6.2%
Veterans programs	106	102	103	115	121	128	145	144	142	163	171	180	1	0.8%	43	7.3%	78	5.9%
Other mandatory programs ...	17	110	53	57	57	54	56	53	53	54	68	70	–57	–52.0%	–55	–12.8%	–40	–4.5%
Undistributed offsetting receipts	–95	–93	–104	–99	–100	–101	–102	–105	–107	–122	–113	–116	–11	11.8%	–9	1.8%	–23	2.2%
Subtotal, mandatory	2,427	2,573	2,583	2,774	2,936	3,114	3,359	3,503	3,656	3,912	4,205	4,457	10	0.4%	786	5.5%	1,884	5.6%
Net interest	240	276	316	372	431	487	542	592	634	670	706	741	40	14.5%	265	14.4%	465	10.4%
Total, outlays	3,853	4,065	4,118	4,398	4,643	4,905	5,224	5,443	5,673	6,000	6,364	6,687	53	1.3%	1,159	5.1%	2,622	5.1%

*Less than \$500 million

Table 22–8. OUTLAYS BY FUNCTION IN THE BASELINE

(In billions of dollars)

Function	2016 Actual	Estimate										
		2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027
National Defense:												
Department of Defense—Military	565.4	571.0	580.6	602.7	620.2	633.7	644.6	655.0	673.8	691.0	708.4	726.2
Other	28.0	29.5	29.4	30.0	30.0	29.9	30.6	31.2	31.9	32.5	33.3	34.0
Total, National Defense	593.4	600.5	610.1	632.6	650.2	663.7	675.2	686.2	705.6	723.6	741.7	760.2
International Affairs	45.3	56.4	62.8	65.0	65.3	65.6	65.5	66.1	67.1	68.2	69.8	71.6
General Science, Space, and Technology	30.2	31.1	31.7	32.9	33.7	34.3	34.9	35.3	36.2	37.0	37.8	38.6
Energy	3.7	6.0	5.0	4.9	5.7	5.6	5.9	3.8	3.2	3.5	6.3	6.2
Natural Resources and Environment	39.5	40.6	43.0	44.3	46.7	47.4	48.0	49.2	50.3	51.2	52.1	52.4
Agriculture	18.3	21.1	27.4	23.9	21.9	25.2	23.9	24.3	24.6	23.8	23.5	23.9
Commerce and Housing Credit	–34.1	–17.7	–20.9	–14.1	–14.6	–13.9	–9.0	–8.3	–6.9	–5.6	–4.0	–2.7
(On-Budget)	(–32.7)	(–22.9)	(–21.6)	(–14.3)	(–14.8)	(–14.1)	(–9.3)	(–8.5)	(–7.2)	(–5.8)	(–4.2)	(–3.0)
(Off-Budget)	(–1.4)	(5.2)	(0.7)	(0.2)	(0.2)	(0.2)	(0.2)	(0.2)	(0.2)	(0.2)	(0.2)	(0.2)
Transportation	92.6	93.8	93.7	95.1	96.2	99.0	100.4	102.2	104.8	107.3	111.6	114.0
Community and Regional Development	20.1	22.1	23.7	26.9	25.3	25.3	22.8	22.3	22.7	23.2	23.7	24.1
Education, Training, Employment, and Social Services	109.7	147.0	104.5	113.4	117.0	121.8	124.1	126.4	128.9	131.3	134.8	139.3
Health	511.3	545.7	565.5	589.2	615.9	648.5	681.7	717.9	757.2	798.9	851.7	900.5
Medicare	594.5	599.7	588.7	653.3	708.1	764.9	861.8	892.4	920.7	1,020.1	1,114.1	1,203.7
Income Security	514.1	513.9	509.6	530.8	543.1	558.9	584.9	590.5	595.7	620.4	644.4	655.7
Social Security	916.1	951.9	1,010.6	1,076.0	1,143.9	1,212.4	1,287.0	1,368.2	1,454.2	1,543.4	1,637.0	1,734.6
(On-Budget)	(32.5)	(37.6)	(41.1)	(45.0)	(49.2)	(53.8)	(58.4)	(63.4)	(68.7)	(74.5)	(80.8)	(87.7)
(Off-Budget)	(883.5)	(914.3)	(969.6)	(1,031.0)	(1,094.7)	(1,158.6)	(1,228.6)	(1,304.8)	(1,385.5)	(1,468.9)	(1,556.1)	(1,646.9)
Veterans Benefits and Services	174.5	175.0	185.7	201.2	210.0	219.5	239.0	240.7	241.7	264.7	276.4	288.5
Administration of Justice	55.8	66.5	68.3	65.8	66.5	66.8	66.5	67.6	69.3	71.1	77.5	79.4
General Government	22.7	26.3	27.0	27.1	27.8	27.0	27.6	28.6	29.7	30.4	30.9	31.6
Net Interest	240.0	276.2	316.3	371.9	430.5	486.9	541.7	592.0	633.6	669.5	705.5	740.9
(On-Budget)	(330.6)	(362.7)	(401.1)	(456.7)	(514.1)	(569.6)	(621.5)	(670.3)	(709.4)	(743.5)	(777.3)	(811.2)
(Off-Budget)	(–90.6)	(–86.5)	(–84.8)	(–84.7)	(–83.6)	(–82.6)	(–79.9)	(–78.3)	(–75.8)	(–74.0)	(–71.7)	(–70.4)
Allowances		2.4	–30.1	–43.6	–49.9	–53.8	–55.8	–57.3	–58.6	–60.0	–58.3	–59.7
Undistributed Offsetting Receipts:												
Employer share, employee retirement (on-budget)	–67.1	–70.0	–73.0	–73.7	–74.3	–75.2	–76.3	–78.4	–79.9	–82.0	–84.0	–86.4
Employer share, employee retirement (off-budget)	–16.9	–17.5	–18.1	–18.8	–19.4	–20.0	–20.8	–21.4	–22.0	–22.9	–23.6	–24.4
Rents and royalties on the Outer Continental Shelf	–2.8	–4.2	–4.6	–4.8	–5.0	–5.1	–5.2	–5.2	–5.2	–5.2	–5.3	–5.3
Sale of major assets												
Other undistributed offsetting receipts	–8.4	–1.8	–8.7	–1.7	–1.8	–0.1		–0.1	–0.1	–12.3		
Total, Undistributed Offsetting Receipts	–95.3	–93.4	–104.4	–98.9	–100.4	–100.5	–102.3	–105.1	–107.1	–122.3	–112.9	–116.1
(On-Budget)	(–78.3)	(–75.9)	(–86.3)	(–80.1)	(–81.0)	(–80.5)	(–81.5)	(–83.7)	(–85.1)	(–99.5)	(–89.3)	(–91.7)
(Off-Budget)	(–16.9)	(–17.5)	(–18.1)	(–18.8)	(–19.4)	(–20.0)	(–20.8)	(–21.4)	(–22.0)	(–22.9)	(–23.6)	(–24.4)
Total	3,852.6	4,065.0	4,118.2	4,397.7	4,643.1	4,904.7	5,223.8	5,442.9	5,672.9	5,999.9	6,363.6	6,686.6
(On-Budget)	(3,077.9)	(3,249.5)	(3,250.7)	(3,470.0)	(3,651.2)	(3,848.5)	(4,095.6)	(4,237.6)	(4,385.0)	(4,627.6)	(4,902.5)	(5,134.2)
(Off-Budget)	(774.7)	(815.5)	(867.4)	(927.7)	(991.9)	(1,056.2)	(1,128.2)	(1,205.4)	(1,288.0)	(1,372.3)	(1,461.1)	(1,552.4)

Table 22–9. OUTLAYS BY AGENCY IN THE BASELINE

(In billions of dollars)

Agency	2016 Actual	Estimate										
		2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027
Legislative Branch	4.3	5.2	4.8	4.9	5.0	5.1	5.3	5.4	5.6	5.7	5.9	6.0
Judicial Branch	7.5	8.1	7.8	8.0	8.2	8.5	8.8	9.0	9.3	9.6	9.9	10.2
Agriculture	138.2	133.0	147.6	147.9	148.3	154.5	156.3	159.4	162.6	164.8	167.7	169.6
Commerce	9.2	10.7	10.9	11.3	11.7	11.8	11.7	11.1	11.3	11.6	11.9	12.3
Defense—Military Programs	565.4	569.3	588.0	614.9	635.2	650.3	662.2	673.4	693.2	711.4	729.6	748.4
Education	77.0	111.8	70.3	78.7	81.9	86.3	88.1	89.7	91.7	93.5	96.4	100.2
Energy	25.9	27.0	29.3	30.4	31.0	30.5	31.0	30.0	29.7	30.3	33.2	33.9
Health and Human Services	1,103.0	1,130.7	1,141.3	1,233.7	1,313.6	1,400.6	1,528.1	1,592.3	1,656.1	1,802.2	1,919.7	2,046.8
Homeland Security	45.2	50.1	48.7	53.2	53.4	54.7	52.8	54.1	55.6	57.1	64.8	66.2
Housing and Urban Development	26.4	56.8	41.9	42.3	41.7	42.8	43.9	44.0	45.0	46.1	47.3	48.2
Interior	12.6	13.5	14.7	14.7	15.6	15.6	15.8	16.2	16.4	16.6	16.9	17.3
Justice	29.5	38.2	41.1	38.9	38.8	38.6	37.6	37.9	38.8	39.9	40.8	41.9
Labor	41.4	45.1	43.8	44.6	47.1	50.2	53.0	56.0	59.4	59.0	68.9	67.9
State	29.4	30.1	32.2	34.3	34.6	35.0	34.9	35.5	36.1	36.8	37.6	38.4
Transportation	78.4	79.4	78.2	79.5	80.2	82.5	83.5	84.8	86.8	88.8	90.8	92.7
Treasury	526.1	567.0	606.3	670.7	736.2	801.7	865.2	923.1	974.1	1,016.8	1,054.3	1,115.7
Veterans Affairs	174.0	174.4	185.3	200.8	209.6	219.2	238.6	240.3	241.4	264.3	276.0	288.1
Corps of Engineers—Civil Works	6.4	6.9	7.9	8.6	8.9	8.9	8.9	9.0	9.2	9.3	9.3	8.8
Other Defense Civil Programs	64.5	58.0	56.5	63.5	64.9	66.8	75.0	71.6	67.7	77.3	82.2	82.2
Environmental Protection Agency	8.7	8.6	7.9	7.5	8.0	8.4	8.8	9.2	9.5	9.8	10.0	10.3
Executive Office of the President	0.4	0.4	0.4	0.4	0.4	0.5	0.5	0.5	0.5	0.5	0.5	0.6
General Services Administration	–0.7	–0.2	1.2	1.3	1.2	0.0	–0.0	0.1	0.2	0.2	0.2	0.2
International Assistance Programs	16.2	26.3	29.8	29.8	29.5	29.1	29.0	29.0	29.4	29.7	30.5	31.4
National Aeronautics and Space Administration	18.8	19.1	19.8	20.0	20.6	21.1	21.5	21.9	22.4	22.9	23.5	24.0
National Science Foundation	6.9	7.0	7.1	7.9	8.1	8.2	8.2	8.1	8.6	8.8	8.9	9.1
Office of Personnel Management	91.3	93.6	100.1	104.5	108.6	112.4	116.2	120.5	125.1	129.6	134.9	140.3
Small Business Administration	–0.4	0.4	1.0	0.9	0.9	1.0	1.0	1.0	1.0	1.1	1.1	1.1
Social Security Administration	976.8	1,008.9	1,064.9	1,136.0	1,205.6	1,275.9	1,357.3	1,435.7	1,518.6	1,615.0	1,710.8	1,810.5
(On-Budget)	(93.2)	(94.6)	(95.3)	(105.1)	(110.9)	(117.2)	(128.7)	(130.9)	(133.1)	(146.2)	(154.7)	(163.6)
(Off-Budget)	(883.5)	(914.3)	(969.6)	(1,031.0)	(1,094.7)	(1,158.6)	(1,228.6)	(1,304.8)	(1,385.5)	(1,468.9)	(1,556.1)	(1,646.9)
Other Independent Agencies	11.7	24.7	20.0	24.8	24.4	24.9	29.7	30.7	31.8	33.2	35.0	35.8
(On-Budget)	(13.0)	(19.5)	(19.3)	(24.6)	(24.1)	(24.6)	(29.4)	(30.5)	(31.6)	(33.0)	(34.7)	(35.5)
(Off-Budget)	(–1.4)	(5.2)	(0.7)	(0.2)	(0.2)	(0.2)	(0.2)	(0.2)	(0.2)	(0.2)	(0.2)	(0.2)
Allowances .....	.....	4.2	–42.7	–69.8	–80.2	–86.8	–91.4	–95.2	–98.5	–110.5	–85.9	–82.7
Undistributed Offsetting Receipts	–241.4	–243.3	–248.0	–246.5	–250.3	–253.4	–257.5	–261.6	–265.9	–281.9	–269.2	–289.0
(On-Budget)	(–133.9)	(–139.3)	(–145.1)	(–143.0)	(–147.3)	(–150.7)	(–156.9)	(–161.9)	(–168.1)	(–185.1)	(–173.9)	(–194.2)
(Off-Budget)	(–107.5)	(–104.0)	(–102.9)	(–103.5)	(–103.0)	(–102.7)	(–100.7)	(–99.7)	(–97.8)	(–96.8)	(–95.3)	(–94.7)
Total	3,852.6	4,065.0	4,118.2	4,397.7	4,643.1	4,904.7	5,223.8	5,442.9	5,672.9	5,999.9	6,363.6	6,686.6
(On-Budget)	(3,077.9)	(3,249.5)	(3,250.7)	(3,470.0)	(3,651.2)	(3,848.5)	(4,095.6)	(4,237.6)	(4,385.0)	(4,627.6)	(4,902.5)	(5,134.2)
(Off-Budget)	(774.7)	(815.5)	(867.4)	(927.7)	(991.9)	(1,056.2)	(1,128.2)	(1,205.4)	(1,288.0)	(1,372.3)	(1,461.1)	(1,552.4)

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

Function	2016 Actual	Estimate										
		2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027
National Defense:												
Department of Defense—Military	595.7	597.0	596.7	610.6	625.7	640.8	656.3	672.4	688.8	705.9	723.5	741.7
Other	28.4	28.4	28.5	29.0	29.6	30.3	30.9	31.5	32.2	32.9	33.6	34.3
Total, National Defense	624.1	625.5	625.2	639.7	655.4	671.0	687.2	703.9	721.0	738.8	757.1	776.0
International Affairs	50.5	54.8	61.9	53.1	56.9	60.3	63.5	66.4	68.6	70.5	72.5	74.4
General Science, Space, and Technology	31.6	31.5	32.2	32.9	33.6	34.4	35.1	35.9	36.7	37.5	38.3	39.1
Energy	5.3	7.3	5.8	5.3	5.9	6.0	5.8	4.1	3.7	4.0	6.7	6.7
Natural Resources and Environment	42.0	42.3	44.2	44.9	46.3	47.2	48.2	49.3	50.5	51.7	52.8	54.1
Agriculture	37.5	19.7	21.4	21.7	25.0	24.0	24.3	24.7	24.0	23.7	24.1	24.5
Commerce and Housing Credit	7.0	–15.1	–0.9	2.3	3.7	5.9	8.3	9.7	10.9	12.1	13.4	14.6
(On-Budget)	(6.7)	(–15.4)	(–1.1)	(2.1)	(3.5)	(5.7)	(8.1)	(9.5)	(10.7)	(11.9)	(13.2)	(14.4)
(Off-Budget)	(0.3)	(0.3)	(0.2)	(0.2)	(0.2)	(0.2)	(0.2)	(0.2)	(0.2)	(0.2)	(0.2)	(0.2)
Transportation	90.2	92.1	94.9	97.2	92.0	100.7	101.8	103.0	104.2	105.4	108.2	109.5
Community and Regional Development	18.0	21.2	20.2	20.9	21.8	22.2	22.8	23.3	23.8	24.4	24.9	25.3
Education, Training, Employment, and Social Services	110.6	148.4	109.6	115.6	119.0	123.8	126.4	128.7	131.3	133.7	137.1	141.6
Health	516.0	538.5	559.9	588.2	625.5	648.6	683.4	719.2	759.5	801.3	853.6	902.7
Medicare	604.5	602.6	586.9	653.3	708.1	764.9	861.7	892.6	920.8	1,017.3	1,119.9	1,203.9
Income Security	524.5	518.1	517.5	538.2	553.3	568.5	588.3	599.4	610.3	631.7	648.4	663.1
Social Security	920.1	955.2	1,016.2	1,081.5	1,149.7	1,218.2	1,293.4	1,375.1	1,461.6	1,551.0	1,645.0	1,743.0
(On-Budget)	(32.5)	(37.6)	(41.1)	(45.0)	(49.2)	(53.8)	(58.4)	(63.4)	(68.7)	(74.5)	(80.8)	(87.7)
(Off-Budget)	(887.6)	(917.7)	(975.1)	(1,036.5)	(1,100.5)	(1,164.4)	(1,235.0)	(1,311.8)	(1,392.8)	(1,476.5)	(1,564.1)	(1,655.3)
Veterans Benefits and Services	163.9	177.1	190.5	196.8	212.0	222.4	233.0	243.8	255.0	268.2	280.1	292.4
Administration of Justice	56.6	64.9	73.4	61.4	63.0	64.6	66.3	68.0	69.8	71.6	77.7	79.9
General Government	25.9	25.3	26.8	27.2	27.8	28.6	29.3	30.0	30.6	31.3	32.1	32.9
Net Interest	240.0	276.2	316.3	371.9	430.5	486.9	541.7	592.0	633.6	669.5	705.5	740.9
(On-Budget)	(330.6)	(362.7)	(401.1)	(456.7)	(514.1)	(569.6)	(621.5)	(670.3)	(709.4)	(743.5)	(777.3)	(811.2)
(Off-Budget)	(–90.6)	(–86.5)	(–84.8)	(–84.7)	(–83.6)	(–82.6)	(–79.9)	(–78.3)	(–75.8)	(–74.0)	(–71.7)	(–70.4)
Allowances		3.9	–52.9	–51.3	–53.9	–56.0	–57.3	–58.5	–59.8	–61.0	–57.8	–60.4
Undistributed Offsetting Receipts:												
Employer share, employee retirement (on-budget)	–67.1	–70.0	–73.0	–73.7	–74.3	–75.2	–76.3	–78.4	–79.9	–82.0	–84.0	–86.4
Employer share, employee retirement (off-budget)	–16.9	–17.5	–18.1	–18.8	–19.4	–20.0	–20.8	–21.4	–22.0	–22.9	–23.6	–24.4
Rents and royalties on the Outer Continental Shelf	–2.8	–4.2	–4.6	–4.8	–5.0	–5.1	–5.2	–5.2	–5.2	–5.2	–5.3	–5.3
Sale of major assets												
Other undistributed offsetting receipts	–8.4	–1.8	–8.7	–1.7	–1.8	–0.1		–0.1	–0.1	–12.3		
Total, Undistributed Offsetting Receipts	–95.3	–93.4	–104.4	–98.9	–100.4	–100.5	–102.3	–105.1	–107.1	–122.3	–112.9	–116.1
(On-Budget)	(–78.3)	(–75.9)	(–86.3)	(–80.1)	(–81.0)	(–80.5)	(–81.5)	(–83.7)	(–85.1)	(–99.5)	(–89.3)	(–91.7)
(Off-Budget)	(–16.9)	(–17.5)	(–18.1)	(–18.8)	(–19.4)	(–20.0)	(–20.8)	(–21.4)	(–22.0)	(–22.9)	(–23.6)	(–24.4)
Total	3,972.9	4,096.1	4,144.7	4,401.9	4,675.2	4,941.7	5,261.0	5,505.6	5,748.8	6,060.4	6,426.9	6,748.2
(On-Budget)	(3,192.5)	(3,282.1)	(3,272.2)	(3,468.7)	(3,677.5)	(3,879.7)	(4,126.4)	(4,293.2)	(4,453.5)	(4,680.5)	(4,957.9)	(5,187.4)
(Off-Budget)	(780.4)	(813.9)	(872.5)	(933.2)	(997.7)	(1,062.0)	(1,134.6)	(1,212.3)	(1,295.3)	(1,379.9)	(1,469.1)	(1,560.8)
MEMORANDUM												
Discretionary Budget Authority:												
National Defense	606.8	616.2	615.6	630.0	645.4	660.8	677.1	693.9	711.0	728.7	746.9	765.3
International Affairs	55.0	59.0	60.4	61.6	63.0	64.3	65.7	67.1	68.5	69.9	71.4	73.0
Domestic	504.8	492.0	487.8	500.3	512.5	524.9	538.2	552.0	566.0	580.5	595.4	610.5
Total, Discretionary	1,166.7	1,167.2	1,163.8	1,191.9	1,220.8	1,250.0	1,281.0	1,312.9	1,345.5	1,379.2	1,413.7	1,448.8

Table 22–11. BUDGET AUTHORITY BY AGENCY IN THE BASELINE

(In billions of dollars)

Agency	2016 Actual	Estimate										
		2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027
Legislative Branch	4.6	4.6	4.7	4.9	5.0	5.2	5.3	5.5	5.6	5.8	6.0	6.1
Judicial Branch	7.6	7.6	7.9	8.1	8.3	8.6	8.9	9.1	9.4	9.7	10.0	10.3
Agriculture	168.8	139.3	145.7	148.0	154.9	156.9	160.5	163.7	165.7	168.7	172.5	174.3
Commerce	10.4	9.5	9.9	10.1	10.4	10.7	10.9	11.2	11.5	11.8	12.1	12.4
Defense—Military Programs	595.7	594.2	611.4	626.5	642.2	658.5	674.7	691.5	708.8	726.7	745.1	764.4
Education	77.0	114.8	75.4	80.8	83.6	87.9	89.9	91.6	93.6	95.3	98.2	101.9
Energy	27.3	28.0	28.8	29.6	30.6	30.9	31.0	30.4	30.5	31.1	34.0	34.7
Health and Human Services	1,119.0	1,126.7	1,135.2	1,232.9	1,323.1	1,400.2	1,529.1	1,592.8	1,657.7	1,803.7	1,920.9	2,048.2
Homeland Security	46.0	48.0	48.0	49.4	51.0	52.3	53.8	55.2	56.7	58.2	65.6	67.3
Housing and Urban Development	48.8	51.5	48.3	50.0	51.2	52.4	53.5	54.7	55.8	57.0	58.2	59.2
Interior	14.0	13.7	14.7	14.8	15.3	15.5	15.8	16.2	16.3	16.7	17.1	17.5
Justice	32.1	39.1	45.9	34.4	35.3	36.2	37.2	38.1	39.1	40.1	41.0	42.1
Labor	47.0	47.3	47.8	49.4	52.0	54.0	56.1	58.3	60.5	63.0	65.4	68.0
State	29.8	31.4	32.2	32.9	33.6	34.4	35.1	35.9	36.7	37.5	38.3	39.2
Transportation	75.7	77.5	79.7	81.6	75.9	84.1	84.7	85.3	86.0	86.6	87.3	88.0
Treasury	519.9	563.0	605.1	670.5	736.6	803.0	866.6	924.7	975.5	1,018.2	1,055.9	1,117.5
Veterans Affairs	163.3	176.6	190.1	196.4	211.6	222.0	232.6	243.5	254.7	267.9	279.7	292.0
Corps of Engineers—Civil Works	6.0	6.9	7.1	7.2	7.4	7.6	7.8	8.0	8.2	8.4	8.6	8.8
Other Defense Civil Programs	60.1	57.6	61.2	63.7	65.2	67.0	69.5	71.6	74.0	77.6	82.5	82.5
Environmental Protection Agency	8.2	8.2	8.5	8.6	8.8	9.0	9.3	9.5	9.7	10.0	10.3	10.5
Executive Office of the President	0.4	0.4	0.4	0.4	0.4	0.5	0.5	0.5	0.5	0.5	0.5	0.6
General Services Administration	0.6	0.2	0.2	0.2	0.2	0.2	0.2	0.3	0.3	0.3	0.3	0.3
International Assistance Programs	20.8	23.0	28.3	18.8	21.8	24.4	26.7	28.8	30.1	31.2	32.3	33.4
National Aeronautics and Space Administration	19.3	19.3	19.8	20.2	20.7	21.2	21.7	22.1	22.7	23.2	23.7	24.3
National Science Foundation	7.6	7.5	7.7	7.9	8.0	8.2	8.3	8.5	8.7	8.9	9.0	9.2
Office of Personnel Management	93.7	95.7	102.4	106.6	110.9	115.2	119.7	124.4	129.1	133.9	139.0	144.6
Small Business Administration	–0.5	0.3	0.9	0.9	0.9	1.0	1.0	1.0	1.1	1.1	1.1	1.1
Social Security Administration	983.0	1,010.7	1,067.3	1,141.6	1,211.5	1,281.7	1,363.5	1,442.7	1,526.2	1,622.7	1,718.8	1,819.0
(On-Budget)	(95.3)	(93.0)	(92.2)	(105.1)	(111.0)	(117.3)	(128.4)	(130.9)	(133.4)	(146.2)	(154.7)	(163.7)
(Off-Budget)	(887.6)	(917.7)	(975.1)	(1,036.5)	(1,100.5)	(1,164.4)	(1,235.0)	(1,311.8)	(1,392.8)	(1,476.5)	(1,564.1)	(1,655.3)
Other Independent Agencies	28.1	29.8	32.5	33.2	34.6	36.5	38.5	39.3	40.3	41.5	42.9	43.6
(On-Budget)	(27.8)	(29.5)	(32.3)	(33.0)	(34.4)	(36.3)	(38.3)	(39.1)	(40.0)	(41.3)	(42.6)	(43.4)
(Off-Budget)	(0.3)	(0.3)	(0.2)	(0.2)	(0.2)	(0.2)	(0.2)	(0.2)	(0.2)	(0.2)	(0.2)	(0.2)
Allowances .....	.....	6.8	–74.5	–81.2	–85.8	–90.2	–93.9	–97.2	–100.2	–115.0	–80.3	–84.0
Undistributed Offsetting Receipts	–241.4	–243.3	–248.0	–246.5	–250.3	–253.4	–257.5	–261.6	–265.9	–281.9	–269.2	–289.0
(On-Budget)	(–133.9)	(–139.3)	(–145.1)	(–143.0)	(–147.3)	(–150.7)	(–156.9)	(–161.9)	(–168.1)	(–185.1)	(–173.9)	(–194.2)
(Off-Budget)	(–107.5)	(–104.0)	(–102.9)	(–103.5)	(–103.0)	(–102.7)	(–100.7)	(–99.7)	(–97.8)	(–96.8)	(–95.3)	(–94.7)
Total	3,972.9	4,096.1	4,144.7	4,401.9	4,675.2	4,941.7	5,261.0	5,505.6	5,748.8	6,060.4	6,426.9	6,748.2
(On-Budget)	(3,192.5)	(3,282.1)	(3,272.2)	(3,468.7)	(3,677.5)	(3,879.7)	(4,126.4)	(4,293.2)	(4,453.5)	(4,680.5)	(4,957.9)	(5,187.4)
(Off-Budget)	(780.4)	(813.9)	(872.5)	(933.2)	(997.7)	(1,062.0)	(1,134.6)	(1,212.3)	(1,295.3)	(1,379.9)	(1,469.1)	(1,560.8)

