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## **XIV. BUDGET ENFORCEMENT ACT PREVIEW REPORT**

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**Part Five-1**



## XIV. BUDGET ENFORCEMENT ACT PREVIEW REPORT

The Budget Enforcement Act of 1990 (BEA), which was enacted into law as part of the Omnibus Reconciliation Act of 1990 (OBRA 1990), contained procedures designed to enforce last year's deficit reduction agreement. The BEA extended and substantially revised the Balanced Budget and Emergency Deficit Control Act of 1985 (commonly known as Gramm-Rudman-Hollings or G-R-H). In addition, it amended the Congressional Budget Act of 1974, altering the congressional budget process, and established scorekeeping guidelines for measuring compliance with the BEA's requirements.

The BEA divides the budget into two mutually exclusive categories—discretionary programs, on the one hand, and direct spending and receipts, on the other. For 1991 through 1995, the BEA limits discretionary spending and establishes a “pay-as-you-go” requirement that legislation changing direct spending and receipts must, in total, be at least deficit neutral. Deficit targets, which were the sole focus of the old G-R-H law, are retained under the BEA. To enforce its requirements, the BEA continues to rely on sequesters—automatic, across-the-board reductions of budgetary resources. But BEA sequesters would be limited to the category where the violation occurs.

As under the old G-R-H law, both OMB and the Congressional Budget Office (CBO) must independently prepare sequester reports on specified dates. CBO submits its reports to OMB and Congress. Five days after the CBO reports are transmitted, OMB submits its reports to the President and Congress. The OMB reports are used to determine if a sequester is required, and they serve as the basis for sequestration orders issued by the President. The schedule for the sequestration reports and Presidential orders are in the accompanying timetable.

The preview, update, and final sequestration reports are themselves composed of three reports, each relating to a different type of sequester: discretionary, pay-as-you-go, and deficit. In addition, the OMB reports must

include an explanation of the differences between the OMB and CBO estimates. The preview report must use the economic and technical assumptions underlying the President's budget submission. The OMB update and final reports must also use these same economic and technical assumptions. Estimates in the update and final reports can only be revised to reflect laws enacted since the preview report. Under the old G-R-H law, OMB initial and final reports used revised economic and technical assumptions, consistent with the updated assumptions in the *Mid-Session Review of the Budget*.

The BEA has made other changes in the process as well. For the current year, a “within-session” sequester report is now required if supplemental appropriations are enacted before July 1st and cause a breach of the current year discretionary limits. For the budget year, the initial Presidential sequester order is no longer required, and the final report and final Presidential order are submitted after the session of Congress has ended instead of on a fixed date.

Sequestration Report or Order	Date
Preview:	
CBO report .....	5 days before President's budget submission.
OMB report .....	President's budget submission.
Within-session:	
CBO report .....	Before July 10 (if required).
OMB report and Presidential order .....	Before July 15 (if required).
Update:	
CBO report .....	August 15.
OMB report .....	August 20.
Final:	
CBO report .....	10 days after end of session of Congress.
OMB report and Presidential order .....	15 days after end of session of Congress.

As required by the BEA, this OMB preview report includes estimates of discretionary, pay-as-you-go, and deficit sequestration based on current law. This information is presented below.

### Discretionary Sequestration Report

Discretionary programs are, in general, those that have their program levels established annually through the appropriations process. The scorekeeping guidelines accompanying the BEA identify accounts with discretionary resources. The BEA limits budget authority and outlays available for discretionary programs each year through 1995. Appropriations that cause either the budget authority or outlay limits to be exceeded will trigger a sequester to eliminate any such breach. There

is no requirement that the full amount available under the discretionary limits be appropriated.

For 1991–1993, limits are specified for three categories of discretionary programs: defense, international, and domestic. The limits on each of these three categories are enforced independently. Thus savings in one category cannot be used to increase spending in another. Similarly, a breach of a category limit will result only in a sequester in the category where

the breach occurs. For 1994 and 1995, there are no separate categories for discretionary programs, and the caps apply to total discretionary budget authority and outlays.

**Adjustments to the limits: preview report.**—The BEA permits certain adjustments to the enacted discretionary limits—also known as caps. For each preview report submitted through 1995, the caps must be adjusted to reflect differences between actual and projected inflation and changes in concepts and definitions. Adjustments apply to the budget year and each outyear through 1995. Table XIV-1 shows the impact on the caps of these adjustments.

The enacted discretionary caps reflect assumptions about inflation, as measured by the gross national product implicit price deflator. These assumptions are presented in the law for 1990 through 1993. The BEA requires an inflation adjustment if the actual rate of inflation for a year is different from the rate identified in the law for that year. Because the actual rate of inflation for 1990 was 4.0 percent, slightly less than the estimated 4.1 percent, a downward adjustment has been made to all three of the discretionary caps for 1992 through 1995.

Changes in concepts and definitions since the BEA was enacted affect specific accounts, and they produce adjustments only to the category limits in which these accounts are included. One of these adjustments to the caps reflects new accounting for Federal credit programs, as required by the Federal Credit Reform Act of 1990, which was enacted as part of OBRA 1990. (See Chapter VIII.A., “Recognizing and Reducing Federal Underwriting Risks,” for a discussion of credit reform.) Another adjustment is required by the BEA’s new definition of budget authority, which changed the treatment of budget authority for specified trust funds. (See “Glossary of Budget Terms” in Part Eight for a discussion of the new definition of budget authority.) The outlay cap was adjusted to accommodate the new scoring guidelines as they apply to leases and lease-purchases that agencies may enter into under existing authority. The discretionary limits were further adjusted to reflect changes in the methodology for estimating social insurance administrative expenses as required by the BEA and as needed to make these estimates conform with the BEA baseline definitions.

Several cap adjustments reflect legislative action that caused a reclassification of certain programs, shifting them between the mandatory (i.e., direct spending) category and the discretionary category. For instance, the underlying authorizing statute of two commodity distribution programs—food donations to soup kitchens and temporary emergency food assistance—were amended to require annual appropriations, changing their status from mandatory to discretionary. In the case of interim assistance to States for legalization, the shift between categories was made to comply with the new scorekeeping guidelines that require the Appropriations Committees to be credited (or charged) for actions affecting mandatory programs. A Nuclear Regu-

latory Commission fee enacted as part of OBRA 1990 generates collections that finance discretionary activities. The enacted discretionary caps did not assume these collections, so an adjustment was made.

**Adjustments to the limits: after appropriations.**—The BEA identifies other adjustments to the discretionary caps that can be made only after appropriations have been enacted. Unless otherwise noted, these adjustments can be made to reflect appropriations action taken in all years from 1991 through 1995 to cover the following:

- Internal Revenue Service (IRS) funding.—Funding for the IRS compliance initiative above the CBO baseline levels estimated in June 1990. Adjustments are limited to the budget authority and outlay amounts specified in the law.
- Debt forgiveness.—For calendar years 1990 and 1991 only, the estimated cost of forgiving Egypt’s foreign military sales debt to the United States and any part of Poland’s debt to the United States.
- International Monetary Fund (IMF) funding.—Funding to cover the increase in the U.S. quota as part of the IMF Ninth General Review of Quotas.
- Emergency appropriations.—Funding for accounts that the President designates as emergency requirements and that the Congress so designates in statute. The BEA further specifies that the costs of Operation Desert Shield are to be treated as emergency funding requirements.

In addition, the BEA provides special allowances for budget authority in 1992 and 1993, and for outlays in 1991 through 1995. The outlay allowance is intended to provide a cushion for technical estimating differences between OMB and CBO. Thus an appropriation that meets both the budget authority and outlay caps under CBO scoring, but exceeds the outlay cap under OMB scoring, would not trigger a sequester if the excess is less than the available outlay allowance. The dollar amounts for the outlay allowances are specified in the BEA: In 1991 through 1993, the allowances are \$2.5 billion for defense, \$1.5 billion for international, \$2.5 billion for domestic; and, in 1994 and 1995, \$6.5 billion for total discretionary.

The special budget authority allowances apply primarily to the international and domestic discretionary categories. The budget authority allowances are based on a percentage of the total adjusted discretionary limits for budget authority in 1991 through 1993. The outlays associated with the budget authority allowances are calculated based on spendout rates contained in the law. These outlays are subtracted from the outlay allowance, reducing the amount available for technical estimating differences. In addition to the budget authority allowances for the international and domestic categories, there is a small budget authority allowance for technical estimating differences between OMB and CBO that can be applied to all three discretionary categories.

Table XIV-1. DISCRETIONARY SPENDING LIMITS

(In millions of dollars)

		1991	1992	1993	1994	1995
<b>DEFENSE</b>						
Defense limits set in OBRA 1990 .....	BA	288,918	291,643	291,785	.....	.....
	OL	297,660	295,744	292,686	.....	.....
Adjustments included in November 1990 final sequester report:						
Previously enacted FY 1991 Operation Desert Shield supplemental .....	BA	1,000	.....	.....	.....	.....
Additional adjustments required for preview report:	OL	1,188	238	87	16	-2
Inflation .....	BA	.....	-282	-305	-318	-330
	OL	.....	-182	-250	-290	-315
Subtotal, defense adjustments required for preview report .....	BA	1,000	-282	-305	-318	-330
	OL	1,188	56	-163	-274	-317
Preview report defense limits .....	BA	289,918	291,361	291,480	.....	.....
	OL	298,848	295,800	292,523	.....	.....
Estimated end-of-session defense limits <sup>1</sup> .....	BA	289,918	291,361	291,480	.....	.....
	OL	298,848	295,800	292,523	.....	.....
<b>INTERNATIONAL</b>						
International limits set in OBRA 1990 .....	BA	20,100	20,500	21,400	.....	.....
	OL	18,600	19,100	19,600	.....	.....
Adjustments included in November 1990 final sequester report:	BA	.....	.....	.....	.....	.....
Debt forgiveness .....	OL	100	129	167	210	231
Special outlay allowance used .....	BA	.....	.....	.....	.....	.....
	OL	512	.....	.....	.....	.....
Additional adjustments required for preview report:	BA	.....	-20	-21	-22	-23
Inflation .....	OL	.....	-10	-15	-18	-21
Credit reform program costs .....	BA	.....	437	264	267	264
	OL	.....	-42	50	434	658
Subtotal, international adjustments required for preview report .....	BA	.....	417	243	245	241
	OL	612	77	202	626	868
Preview report international limits .....	BA	20,100	20,917	21,643	.....	.....
	OL	19,212	19,177	19,802	.....	.....
Further adjustments to reflect enactment of the President's budget proposals:	BA	.....	12,158	.....	.....	.....
IMF funding .....	OL	.....	.....	.....	.....	.....
Special allowances .....	BA	.....	950	969	.....	.....
	OL	.....	436	636	437	291
Subtotal, further international adjustments .....	BA	.....	13,108	969	.....	.....
	OL	.....	436	636	437	291
Estimated end-of-session international limits .....	BA	20,100	34,025	22,612	.....	.....
	OL	19,212	19,613	20,438	.....	.....
<b>DOMESTIC</b>						
Domestic limits set in OBRA 1990 .....	BA	182,700	191,300	198,300	.....	.....
	OL	198,100	210,100	221,700	.....	.....
Adjustments included in November 1990 final sequester report:	BA	191	.....	.....	.....	.....
IRS funding .....	OL	183	8	.....	.....	.....
Special outlay allowance used .....	BA	.....	.....	.....	.....	.....
	OL	1,580	.....	.....	.....	.....
Additional adjustments required for preview report:	BA	.....	-187	-189	-191	-195
Inflation .....	OL	.....	-111	-166	-190	-204
Credit reform:	BA	.....	1,317	1,344	1,376	1,416
Credit reform program costs .....	OL	.....	-8	413	625	769
FmHA administrative expenses .....	BA	.....	297	312	327	343
	OL	.....	297	312	327	343
Other conceptual:	BA	.....	.....	.....	.....	.....
Lease purchase .....	OL	.....	405	650	450	82
Statutory requirements and other changes for social insurance accounts .....	BA	.....	6,384	6,158	5,996	5,949
	OL	.....	550	442	300	317
Statutory and other shifts between categories .....	BA	.....	-711	-134	-141	-149

Table XIV-1. DISCRETIONARY SPENDING LIMITS—Continued  
(In millions of dollars)

		1991	1992	1993	1994	1995
Subtotal, domestic adjustments required for preview report .....	OL .....		-171	-135	-142	-150
BA .....	191	7,100	7,491	7,337	7,364	
OL .....	1,763	970	1,516	1,370	1,157	
Preview report domestic limits .....	BA .....	182,891	198,400	205,791	.....	.....
Further adjustments to reflect enactment of the President's proposals:	OL .....	199,863	211,070	223,216	.....	.....
IRS funding .....	BA .....		172	183	187	188
Special allowances .....	OL .....		169	182	187	188
Subtotal, further domestic adjustments .....	BA .....		1,535	1,535	.....	.....
OL .....			814	1,289	660	215
Estimated end-of-session domestic limits .....	BA .....		1,707	1,718	187	188
OL .....			983	1,471	847	403
<b>TOTAL DISCRETIONARY</b>						
Discretionary limits set in OBRA 1990 .....	BA .....	182,891	200,107	207,509	.....	.....
OL .....	199,863	212,053	224,687	.....	.....	.....
Adjustments required for preview report:	BA .....	491,718	503,443	511,485	510,800	517,700
Defense .....	OL .....	514,360	524,944	533,986	534,800	540,800
International .....	BA .....	1,000	-282	-305	-318	-330
Domestic .....	OL .....	1,188	56	-163	-274	-317
Subtotal, discretionary adjustments required for preview report .....	BA .....		417	243	245	241
OL .....			612	77	202	868
BA .....	191	7,100	7,491	7,337	7,364	
OL .....	1,763	970	1,516	1,370	1,157	
Preview report discretionary limits .....	BA .....	1,191	7,235	7,428	7,264	7,276
OL .....	3,563	1,102	1,555	1,721	1,709	
Further adjustments to reflect enactment of the President's proposals:	BA .....	492,909	510,678	518,913	518,064	524,976
International .....	OL .....	517,923	526,046	535,541	536,521	542,509
Domestic .....	BA .....		13,108	969	.....	.....
OL .....			436	636	437	291
BA .....			1,707	1,718	187	188
OL .....			983	1,471	847	403
Subtotal, further adjustments .....	BA .....		14,815	2,687	187	188
OL .....			1,419	2,108	1,284	694
Estimated end-of-session discretionary limits <sup>1</sup> .....	BA .....	492,909	525,493	521,600	518,251	525,164
OL .....	517,923	527,465	537,648	537,805	543,203	

<sup>1</sup> End-of-session estimates do not include the Operation Desert Shield placeholder.

Several of these adjustments were made to the 1991 and subsequent caps following enactment of the 1991 appropriations bills, as reported in the *Final Sequester Report to the President and the Congress*, issued November 9, 1990. As shown in Table XIV-1, adjustments were made for Operation Desert Shield, debt forgiveness, and IRS funding. In addition, a portion of the outlay allowance was used for the international and domestic categories.

The actual adjustments to the discretionary caps to be included in the final sequester report at the end of this year's session of Congress cannot be determined until appropriations have been enacted. Table XIV-1 shows the end-of-session adjustments that would result if the President's discretionary proposals were enacted. The President's request includes funding in 1992 to cover the increase in the U.S. quota to the IMF and additional funding for the IRS compliance initiative. Although the President's budget includes a placeholder

for 1991 supplemental appropriations for Operation Desert Shield, no adjustment was made to the caps. As noted above, funding for Operation Desert Shield (including Desert Storm) cannot trigger a sequester.

Consistent with the BEA, the President's request assumes an increase in budget authority and outlays for the international and domestic categories based on the special allowance formulas. For international affairs programs, the adjustment in 1992 would increase budget authority by \$1.0 billion and outlays by \$0.4 billion. For domestic programs, the adjustment in 1992 would be \$1.5 billion in budget authority and \$0.8 billion in outlays. The remaining outlay allowance available for technical estimating differences in 1992 would be \$2.5 billion for defense, \$1.1 billion for international affairs, and \$1.7 billion for domestic.

The President's budget proposals for discretionary programs are below the adjusted caps, as currently estimated, in all years through 1995 and in all three disre-

tionary categories in 1992 and 1993. Table XIV-2 compares the President's proposals with the adjusted discretionary caps.

**Sequester determinations.**—Five days after enactment of an appropriations act, OMB must submit a report to Congress estimating the budget authority and outlays provided by the legislation for the current year and the budget year. These estimates must be based on the same economic and technical assumptions used in the most recent President's budget. In addition, the report must include CBO estimates and explain the differences between the OMB and CBO estimates. The OMB estimates are used in all subsequent calculations to determine whether a breach of any of the budget authority or outlay caps has occurred, and whether a sequester is required.

Compliance with the discretionary caps is monitored throughout the fiscal year. The first determination of whether a sequester is necessary for a given fiscal year occurs when the final sequestration report is issued after Congress adjourns to end a session—near the beginning of the fiscal year. The monitoring process begins again after Congress reconvenes for a new session. Appropriations for the fiscal year in progress that cause a breach in any of the category caps would, if enacted before July 1st, trigger a sequester in that category. When such a breach is estimated, a “within-session” sequestration report and Presidential order are issued.

For a breach that results from appropriations enacted on or after July 1st, reductions necessary to eliminate the breach are not applied to current year funds. However, the corresponding caps for the following fiscal year are reduced by the amount of the breach.

A within-session sequester can only be caused by newly enacted appropriations. Reestimates of budget authority and outlays for already enacted funds cannot trigger a sequester. A within-session sequester for any of the three discretionary categories for 1991 is possible only if additional appropriations for 1991 are enacted. OMB reported in the *Final Sequester Report to the President and the Congress* that enacted defense and domestic appropriations for 1991 were within the prescribed spending limits. The enacted 1991 appropriations for international affairs exceeded the category limit because of an unintended error in legislative drafting. A Presidential sequester order was issued requiring across-the-board reductions in the international category to eliminate the breach.

**Composition of discretionary outlays.**—Approximately 60 percent of total discretionary outlays are associated with budgetary resources subject to sequester in 1992. Those outlays exempt from sequester are primarily associated with obligations made in prior years. The law exempts relatively few discretionary programs from sequester, although it limits the sequester on certain discretionary health programs.

Table XIV-2. PRESIDENT'S BUDGET COMPARED TO THE ADJUSTED DISCRETIONARY SPENDING LIMITS

(In millions of dollars)

		1992	1993	1994	1995
<b>PRESIDENT'S DISCRETIONARY PROPOSALS:</b>					
Defense <sup>1</sup> .....	BA	291,351	291,450	292,486	295,688
	OL	295,800	292,521	287,220	289,179
International .....	BA	34,022	22,612	22,098	22,343
	OL	19,613	20,437	21,477	21,755
Domestic .....	BA	197,370	201,497	202,713	205,519
	OL	212,032	223,171	228,939	231,743
Total discretionary .....	BA	522,744	515,559	517,298	523,550
	OL	527,445	536,129	537,636	542,677
<b>ADJUSTED DISCRETIONARY LIMITS:<sup>2</sup></b>					
Defense .....	BA	291,361	291,480	.....	.....
	OL	295,800	292,523	.....	.....
International .....	BA	34,025	22,612	.....	.....
	OL	19,613	20,438	.....	.....
Domestic .....	BA	200,107	207,509	.....	.....
	OL	212,053	224,687	.....	.....
Total discretionary .....	BA	525,493	521,600	518,251	525,164
	OL	527,465	537,648	537,805	543,203
<b>PRESIDENT'S DISCRETIONARY PROPOSALS BELOW (—) THE ADJUSTED DISCRETIONARY LIMITS:</b>					
Defense .....	BA	—10	—30	.....	.....
	OL	—	—2	.....	.....
International .....	BA	—3	—	.....	.....
	OL	—	—1	.....	.....
Domestic .....	BA	—2,737	—6,012	.....	.....
	OL	—21	—1,516	.....	.....
Total discretionary .....	BA	—2,749	—6,041	—954	—1,614
	OL	—21	—1,519	—169	—526

<sup>1</sup> The President's request does not reflect the Operation Desert Shield placeholder.

<sup>2</sup> The discretionary limits include adjustments to be made following enactment of appropriations proposed in the President's budget. See Table XIV-1 for details.

The President has the authority to exempt any military personnel account from sequester or provide for a lower uniform percentage reduction than would otherwise apply. Presidential notification to Congress concerning the treatment of military personnel is not required until August 10th of each year. An estimated 65 percent of 1992 outlays for defense discretionary programs are associated with budgetary resources subject to an across-the-board percentage reduction. If the military personnel accounts were exempted by the President, about 40 percent of defense discretionary outlays would be associated with sequestrable resources.

Approximately 55 percent of international discretionary outlays are associated with sequestrable budgetary resources in 1992. For domestic discretionary programs in 1992, nearly 55 percent of outlays are associated with sequestrable budgetary resources. About 5 percent of domestic discretionary outlays are associated with certain discretionary special rule programs, the largest of which is veterans medical care. The law limits spending reductions for these programs to 2 percent.

A sequester does not reduce outlays directly; rather it permanently cancels budget authority and other authority to obligate and expend funds (except that special rules apply to amounts sequestered in special and trust funds). For defense discretionary programs, sequestrable budgetary resources for 1992 are defined to be new budget authority provided in appropriations for 1992 and unobligated balances of budget authority provided in previous years. For international and domestic discretionary programs, sequestrable budgetary resources for 1992 are new budget authority and obligation limitations provided by appropriations action.

Federal administrative expenses for most programs and activities are sequestrable, including social security

and otherwise exempt programs that are self-supporting. Although budgetary resources available for Federal pay are subject to sequestration, the law provides that rates of pay for civilian employees (and rates of pay, basic subsistence allowances, and basic quarters allowances for members of the uniformed services), or any scheduled pay increases, may not be reduced pursuant to a sequestration order. For discretionary credit programs, the subsidy budget authority provided in the credit program accounts is sequestrable. Direct loan obligations and guaranteed loan commitments are no longer sequestrable resources beginning in 1992. Nevertheless, they would be reduced indirectly by a sequester of budget authority in the credit program account, which is required in order to make new loans and commitments.

**Sequester calculations.**—If either the budget authority or outlay caps were exceeded in a discretionary category, an across-the-board reduction of sequestrable budgetary resources in that category would be required to eliminate the breach. The percentage reduction for the special rule programs would be limited to 2 percent. Once this limit is reached, the uniform percentage reduction for all other discretionary sequestrable resources in that category would be increased to a level sufficient to achieve the required reduction.

If both the budget authority and outlay caps were exceeded, a sequester would first be calculated to eliminate the budget authority breach. If estimated outlays still remained above the cap, even after applying the available outlay allowance, further reductions in budgetary resources to eliminate the outlay breach would then be required.

## Pay-As-You-Go Sequestration Report

This section discusses the enforcement procedures that apply to the remainder of the budget—direct spending and receipts. The BEA defines direct spending as budget authority provided by law other than appropriations acts, entitlement authority, and the food stamp program. Social security and the Postal Service are not subject to pay-as-you-go enforcement, nor is legislation specifically designated as an emergency requirement.

The BEA requires that all direct spending and receipts legislation enacted beginning with the 102nd Congress must, in total, be deficit neutral or reduce the deficit in every year through 1995. Although the pay-as-you-go requirements are generally enforced on a year-to-year basis, there are certain tradeoffs between the budget year and the prior year, as explained below. Savings in the outyears, however, cannot offset costs in the budget year. Deficit neutrality is enforced by sequester.

**Sequester determinations.**—The BEA requires that, five days after enactment of each piece of direct spending or receipts legislation, OMB submit a report to Congress estimating the change in outlays or receipts for each fiscal year through 1995 resulting from that legislation. The estimates must use the economic and technical assumptions underlying the most recent President's budget. Changes are measured relative to the baseline estimates for direct spending and receipts included in that budget. In addition, the report must include CBO estimates and an explanation of differences between the OMB and CBO estimates. Under the BEA, the OMB estimates are used to determine if the pay-as-you-go requirements have been met.

The cumulative nature of the pay-as-you-go process requires maintaining a "scorecard" that shows, beginning with the 102nd Congress, the deficit impact of enacted direct spending and receipts legislation and required pay-as-you-go sequesters. The preview reports

Table XIV-3. DEFICIT IMPACT OF ADMINISTRATION PAY-AS-YOU-GO PROPOSALS

(In billions of dollars)

	1991	1992	1993	1994	1995	1991-95
Deficit impact of Administration pay-as-you-go proposals:						
Direct spending (see Table II-8) .....	-0.1	-6.3	-9.3	-9.0	-11.0	-35.8
Receipts:						
Extenders (selected) .....	*	1.1	1.8	1.7	2.0	6.6
Long-term investment incentive <sup>1</sup> .....	-0.4	-3.0	-1.7	-0.9	-1.8	-7.8
All other .....	*	-0.8	-0.6	0.2	0.9	-0.3
Total, receipts .....	-0.4	-2.7	-0.4	0.9	1.0	-1.5
Total, receipts with long-term investment incentive at zero .....	*	0.3	1.3	1.8	2.8	6.3
Total, net deficit impact .....	-0.5	-9.0	-9.8	-8.1	-9.9	-37.3
Total, net deficit impact with long-term investment incentive at zero .....	-0.1	-6.0	-8.1	-7.2	-8.1	-29.5

<sup>1</sup> The proposal to enhance long-term investment is shown as estimated by the Treasury Department's Office of Tax Analysis (OTA). Because the methodological differences among OTA, Congressional estimators, and outside experts have not yet been resolved, totals are presented with the Administration's estimates and with a zero (neutral) entry for this proposal.

are intended to show how these past actions affect the upcoming fiscal year. Because the process begins with this session of Congress, there are no pay-as-you-go estimates of legislation or sequesters from previous years to include in this preview report.

The pay-as-you-go requirements are enforced only once a year—at the time the final sequestration report is issued. (There are no within-session sequestration reports for pay-as-you-go enforcement.) The final report presents the “scorecard” of all direct spending and receipts legislation enacted and sequesters implemented beginning with the 102nd Congress. The report estimates the cumulative net impact on the deficit of those actions for the fiscal year that just ended and the fiscal year just beginning. If any deficit increase is estimated for these fiscal years, a reduction of sequesterable mandatory resources in the budget year would be required to offset the amount of the combined increase.

A pay-as-you-go sequester is not currently estimated for this year. Such a sequester would be required at the end of the session only if enacted direct spending and receipts legislation increase the combined 1991 and 1992 deficits. Only the action taken during this session will have an impact on this year's final sequester estimates. In future years, however, estimates of action taken in prior years and the impact of prior-year sequesters will be combined with the estimates of newly enacted legislation to determine whether the pay-as-you-go requirements have been met.

The President's budget includes a variety of proposals affecting direct spending and receipts. As shown in Table XIV-3, enactment of these proposals would yield net deficit reduction in each fiscal year, 1991 through 1995. If the President's proposals were enacted, significant pay-as-you-go savings would be created through 1995, and no sequester would be required. For additional details on the Administration's direct spending and receipt proposals, see Chapter II, “Director's Introduction and Overview Tables,” and Chapter X, “Receipts, User Fees, and Other Collections.”

If the net of all legislation enacted during this year's session of Congress increased the deficit in each fiscal

year, 1992 through 1995, a sequester would be required at the end of the session to eliminate the increase in the 1992 deficit. But a sequester of direct spending resources primarily yields one-year savings. Thus the 1992 sequester would not eliminate the deficit increase for 1993–1995 caused by the enacted legislation. The preview report accompanying the 1993 budget would, therefore, show that a sequester would be required in 1993. To avoid another sequester, Congress would have to enact new legislation to offset the estimated increase in the 1993 deficit caused by the legislation enacted during the previous session.

**Composition of direct spending outlays.**—For all direct spending, including social security benefits, more than 80 percent of outlays are associated with budgetary resources exempt from sequestration in 1992. The burden of sequester falls on programs that comprise the remaining 20 percent of direct spending outlays. Of the total estimated 1992 direct spending outlays, about 15 percent are associated with programs subject to certain special rules, and less than 5 percent are associated with budgetary resources subject to an across-the-board percentage reduction.

Most direct spending programs are exempt from sequestration. Social security benefits, net interest, certain low-income programs, most Federal retirement and disability benefits, regular State unemployment insurance benefits, veterans compensation and pensions, and the Postal Service are all exempt from sequestration. The Federal Deposit Insurance Corporation, Resolution Trust Corporation, and other deposit insurance programs are exempt from sequester.

Certain programs and activities, while not exempt, are subject to special rules that limit the amount of the spending reduction. For medicare, a pay-as-you-go sequester reduction is limited to 4 percent annually. For three programs specified in the law, the total amount of the automatic spending increase is sequesterable, but the program base is exempt. The Federal share of extended unemployment benefits is sequesterable, but if States act to increase their share by the amount of the reduction in the Federal share,

total budget outlays, which include both the Federal and State shares, will not be changed by the sequester.

**Sequester calculations.**—If a pay-as-you-go sequester were required, sequester reductions would be calculated as follows: First, savings from eliminating automatic spending increases in three specific programs—the National Wool Act, the special milk program, and vocational rehabilitation basic State grants—would be applied to the required reduction in direct spending outlays.

Second, if further reductions were required, the maximum permissible reductions to the guaranteed student loan and foster care and adoption assistance programs would be made.

Third, any reductions in direct spending programs still required would be applied to sequesterable budg-

etary resources on a uniform percentage basis. Once the 4 percent limit on medicare reductions is reached, the uniform percentage reduction of all other sequesterable direct spending resources would be increased to a level sufficient to achieve the required reduction in direct spending.

The law requires special calculations to achieve the uniform percentage reduction for child support enforcement and for the JOBS portion of aid to families with dependent children. Sequester savings from the Commodity Credit Corporation (CCC) would include savings from both the budget year and the following year. If a pay-as-you-go sequester were required in 1992, for instance, CCC outlay reductions in 1993 resulting from contract adjustments made in 1992 because of the sequester would be credited to the overall direct spending outlay reduction required for 1992.

## Deficit Sequestration Report

The BEA specifies maximum deficit amounts for 1991 through 1995. These deficit amounts reflect economic and technical assumptions current at the time the BEA was enacted. For the 1992 and 1993 budgets, the BEA requires adjusting the maximum deficit amounts for all years through 1995 to reflect up-to-date economic and technical assumptions. For the 1994 and 1995 budgets, the President has the option of whether to continue making these economic and technical adjustments to the maximum deficit amounts.

As specified in the BEA, the current maximum deficit amount reflects the on-budget current law levels for

direct spending and receipts, and the cap levels for discretionary programs. Table XIV-4 shows the current maximum deficit amounts and the current estimated deficits calculated under BEA rules. It also shows the maximum deficit amounts as specified in OBRA 1990. A deficit sequester would be required if the estimated deficit were to exceed the maximum deficit amount by more than the allowed margin—zero in 1992 and 1993, and \$15 billion in 1994 and 1995. The current maximum deficit amounts and estimated deficits are identical. There is no excess deficit, and thus no sequester, estimated for 1992.

Table XIV-4. MAXIMUM DEFICIT AMOUNTS, 1992-1995  
(In billions of dollars)

	1992	1993	1994	1995
Current maximum deficit amounts .....	349.8	285.2	157.5	117.3
Current estimated deficit .....	349.8	285.2	157.5	117.3
Excess deficit .....	0	0	0	0
<b>ADDENDUM</b>				
Margin .....	0	0	15.0	15.0
OBRA 1990 maximum deficit amounts .....	317.0	236.0	102.0	83.0

## Comparison of OMB and CBO Estimates

In its preview report, CBO estimates a maximum deficit amount for 1992 of \$352.6 billion, \$2.8 billion above the OMB estimate. As presented in Table XIV-5, these differences are the result of the different economic and technical assumptions used by OMB and CBO. The Administration and CBO have similar forecasts of GNP, but CBO's is somewhat lower than the Administration's in 1994 and 1995, contributing to CBO's lower receipts estimates. In addition, CBO has slightly lower corporate profits and taxable personal income as a percentage of GNP. CBO's interest rate assumptions are somewhat higher than the Administration's, resulting in

higher interest costs, which are the primary economic reason for the different outlay estimates.

For discretionary programs, OMB and CBO estimates of the discretionary spending caps differ primarily due to the different treatment of social security administrative expenses. OMB interprets the BEA's definition of the discretionary category as requiring social security administrative expenses to be included in the discretionary category. CBO interprets the law as requiring that all of social security, including the administrative expenses, be excluded from all BEA calculations. The remaining outlay differences and the budget authority differences are due in part to differences in the credit

Table XIV-5. DIFFERENCES BETWEEN OMB AND CBO MAXIMUM DEFICIT AMOUNTS

(in billions of dollars)

	1992	1993	1994	1995
OMB maximum deficit amounts .....	349.8	285.2	157.5	117.3
Differences:				
Economic:				
Receipts .....	-6.6	1.2	14.7	24.1
Outlays .....	4.6	11.0	16.2	22.2
Subtotal, economic .....	-2.0	12.2	30.9	46.3
Technical:				
Receipts .....	-0.8	-0.1	19.5	28.2
Outlays:				
Discretionary .....	-3.7	-4.2	-4.1	-4.8
Mandatory:				
Deposit insurance .....	9.6	3.5	63.0	-4.4
Medicare .....	0.1	-0.5	-1.8	-3.0
Medicaid .....	-3.1	-4.7	-6.5	-8.8
Other .....	2.8	0.4	-2.5	-2.2
Subtotal, outlays .....	5.6	-5.6	48.1	-23.2
Subtotal, technical .....	4.8	-5.7	67.5	5.0
Total, differences .....	2.8	6.5	98.4	51.3
CBO maximum deficit amounts .....	352.6	291.7	256.0	168.6
<b>ADDENDUM</b>				
OMB discretionary budget authority .....	510.7	518.9	518.1	525.0
Differences .....	-2.1	-1.8	-1.3	-0.9
CBO discretionary budget authority .....	508.6	517.1	516.7	524.1

reform adjustments OMB and CBO made to the discretionary caps.

The OMB and CBO estimates for deposit insurance differ primarily due to assumptions about the Resolution Trust Corporation's (RTC) working capital needs. Although OMB and CBO have nearly identical estimates of thrift losses in 1992 and 1993, CBO generally estimates higher RTC outlays for resolving these cases. The large difference in 1994 reflects the CBO assumption that RTC will continue covering the losses of failed thrifts in that year. OMB assumes that by 1994 RTC will no longer be resolving cases. CBO's higher estimates for RTC are slightly offset by lower estimates than OMB for the Bank Insurance Fund (BIF). Compared to OMB, CBO assumes that BIF will collect more bank premiums and that, consistent with its economic assumptions, there will be fewer bank failures.

OMB estimates for medicaid are higher than CBO's due largely to different assumptions about program

growth. Recently, States have misestimated budget year medicaid expenditures, resulting in low Federal estimates. OMB estimates rely on statistical models to adjust for these estimating problems. However, as discussed in Chapter IX.A., "Strengthening Management and Accountability," there remains a significant gap in medicaid program information, which leads to a great uncertainty about the magnitude of expenditure growth. In the coming year, OMB will work closely with the Department of Health and Human Services and CBO to develop better systems for estimating medicaid expenditures. For medicare, the differences between OMB and CBO are primarily due to different assumptions about growth utilization and health care services. Here again, gaps in medicare financial reporting compromise the reliability of both OMB and CBO data.



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## XV. CURRENT SERVICES ESTIMATES

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## XV. CURRENT SERVICES ESTIMATES

The Congressional Budget Act of 1974, as amended, requires that the President submit current services estimates to Congress. These estimates provide a base against which the Administration's budget proposals, or other proposals, may be compared. In general, current services estimates are designed to show what outlays, receipts, and budget authority would be if no policy changes were made. Enacted last year as part of the Omnibus Reconciliation Act of 1990 (OBRA 1990), the Budget Enforcement Act (BEA) set limits on discretionary spending and requires that direct spending and receipts legislation must, in total, be at least deficit neutral (see Chapter XIV, "Budget Enforcement Act Preview Report"). The BEA covers 1991 through 1995. The current services estimates presented in this chapter are consistent with the discretionary totals that will be enforced by the BEA and current law estimates for direct spending and receipts.

The current services estimates are shown on a consolidated basis. The off-budget outlays and receipts of the social security trust funds and the Postal Service Fund are combined with on-budget amounts to calculate the budget totals. The concepts used in developing the current services estimates are described below.

Table XV-1 compares the current services and Administration outlay, receipt, and deficit estimates for 1990 through 1996. The Administration's proposals would reduce the current services deficit by \$4.0 billion in 1992. Between 1992 and 1996, the cumulative deficit reduction proposed by the Administration totals \$35.5 billion. Pay-as-you-go proposals for direct spending and

receipts would reduce the deficit by \$0.5 billion and \$9.0 billion in 1991 and 1992, respectively. The Administration's request for discretionary programs, in total, is slightly under the 1992 discretionary cap. The Administration's budget also includes a placeholder for 1991 supplemental appropriations to fund Operation Desert Shield (including Desert Storm) that, combined with anticipated contributions from other countries, increases the deficit by \$8.2 billion and \$4.6 billion in 1991 and 1992, respectively. Finally, other primarily technical changes, such as accrual adjustments for Defense Department and Public Health Service retirement, and debt service would increase the deficit by \$0.4 billion in 1992.

**Direct spending and receipts.**—The current services estimates for direct spending programs and receipts reflect the future implications of current law, including the impact of final and proposed regulations. The current services estimates assume that expiring provisions providing revenues and spending authority will terminate as scheduled. Expiring provisions affecting excise taxes dedicated to trust funds, however, are assumed to be extended at current rates.

The current services estimates are based on the same technical assumptions, such as beneficiary levels and crop forecasts, and economic projections used in developing the President's policy estimates. In addition, the policy and current services estimates for deposit insurance are identical, reflecting amounts sufficient to address insolvencies in the thrift and banking industries.

Table XV-1. CURRENT SERVICES AND ADMINISTRATION BUDGET TOTALS, 1990-1996

(in billions of dollars)

	1990 actual	Estimate					
		1991	1992	1993	1994	1995	1996
Current services estimates:							
Receipts .....	1,031.3	1,091.1	1,162.3	1,252.1	1,366.0	1,468.2	1,565.1
Outlays .....	1,251.7	1,401.4	1,447.2	1,464.4	1,433.5	1,480.3	1,551.0
Deficit or surplus (-) .....	220.4	310.3	284.9	212.3	67.5	12.1	-14.1
Deficit impact of Administration proposals:							
Pay-as-you-go direct spending proposals .....		-0.1	-6.3	-9.3	-9.0	-11.0	-11.0
Pay-as-you-go receipt proposals .....		-0.4	-2.7	-0.4	0.9	1.0	4.5
Discretionary proposals (relative to the caps) .....		.....	-*	-1.5	-0.2	-0.5	.....
Operation Desert Shield placeholder .....		8.2	4.6	0.8	0.4	.....	.....
Other changes and debt service .....		0.1	0.4	-0.2	2.1	1.3	0.7
Total deficit impact .....		7.8	-4.0	-10.8	-5.7	-9.2	-5.8
Administration budget:							
Receipts .....	1,031.3	1,091.4	1,165.0	1,252.7	1,365.3	1,467.3	1,560.7
Outlays .....	1,251.7	1,409.6	1,445.9	1,454.2	1,427.1	1,470.3	1,540.8
Deficit or surplus (-) .....	220.4	318.1	280.9	201.5	61.8	2.9	-19.9

\* \$50 million or less.

Note: Estimates for 1990 and 1991 are presented on a pre-credit reform basis. The estimates for 1992 through 1996 use credit reform accounting.

**Discretionary programs.**—The current services estimates for both defense and nondefense discretionary programs are, in general, based on the enacted 1991 appropriations level. Resources are inflated to reflect year-to-year changes in the discretionary caps.

The 1991 estimates are the current estimates of enacted 1991 appropriations. For 1992 through 1995, the current services estimates match the adjusted discretionary caps. As discussed in the BEA preview report, the discretionary caps are to be adjusted following the enactment of appropriations. For purposes of estimating these adjusted caps, enactment of the President's proposals are assumed. Estimates of the end-of-session adjusted caps are shown in Table XIV-1 in the previous chapter. There are no discretionary caps for 1996, so the current services estimates for that year reflect the President's request for discretionary programs. Because the Administration's proposals for 1992 through 1995 are consistent with the discretionary caps, the 1996 proposals provide a reasonable approximation of an "extension" of the caps.

**Credit programs.**—The Federal Credit Reform Act of 1990 requires, beginning in 1992, new accounting for credit programs. Under credit reform, credit transactions are recorded in three types of accounts: program, financing, and liquidating accounts. Program accounts include the subsidy and administrative costs. The subsidy reflects the net present value of the cost to the Government over the life of the loan measured in the year the action is taken. Most program accounts are classified as discretionary. Financing accounts receive the subsidy from the program accounts and reflect all cash flows of the credit transactions, including the disbursement of direct loans and guarantee claims and the collection of loan repayments and fees. Financing accounts are scored as a means of financing and therefore excluded from the budget totals. Finally, the costs associated with pre-1992 loan obligations and commitments are displayed in liquidating accounts. All liquidating accounts are classified as mandatory.

The current services concepts for mandatory and discretionary programs discussed above apply to credit programs. Estimates for mandatory credit programs reflect subsidies for new credit activity permitted under current law. For discretionary credit programs, subsidy

amounts and administrative costs are inflated to reflect year-to-year changes in the discretionary caps. Because no subsidy amounts were appropriated in 1991, an estimate of the subsidy implied by the enacted program level was used as the base to estimate the current services levels for 1992 through 1996.

The shift in accounting techniques creates a mismatch when current services estimates from 1990 and 1991, presented on a pre-credit reform basis, are compared with those from 1992 through 1996, which follow the new credit accounting rules. In total, the mismatch is rather small; however, large discrepancies can appear for particular programs.

For a more detailed discussion of credit reform, see Chapter VIII.A., "Recognizing and Reducing Federal Underwriting Risks."

**Economic assumptions.**—The current services estimates are based on the same economic assumptions as the President's budget proposals. The economic assumptions assume that the President's budget proposals will be adopted. Continuation of all programs and tax laws unchanged would result in different economic conditions than would occur under the budget proposals.

Changes in economic conditions significantly affect budget estimates because of their effects on tax receipts, unemployment benefits, interest on the federal debt, and other programs where spending is sensitive to economic factors. As a result, if different economic assumptions were used in developing the current services and policy estimates, it would be very difficult to separate the effects of policy differences from the effects of differences in the economic assumptions.

The economic assumptions common to the budget and the current services estimates are summarized in Table XV-2. They are discussed in more detail in Chapter III, "Economic Assumptions and Sensitivities."

#### Current Services Receipts

Table XV-3 shows current services receipts by major source. Current services receipts are projected to increase by \$71.2 billion from 1991 to 1992 and by \$402.8 billion from 1992 to 1996, largely due to assumed increases in incomes resulting from both real economic growth and inflation.

Table XV-2. SUMMARY OF ECONOMIC ASSUMPTIONS, 1990-1996

(Fiscal years)

	1990	1991	1992	1993	1994	1995	1996
Gross national product (in billions of current dollars) .....	5,406	5,616	5,986	6,424	6,876	7,334	7,809
Constant dollar GNP (percent change) .....	1.3	-0.5	2.4	3.5	3.3	3.1	3.0
Inflation measures (percent change):							
GNP deflator .....	4.0	4.4	4.1	3.7	3.6	3.5	3.4
Consumer Price Index .....	4.8	5.7	4.1	3.8	3.5	3.5	3.4
Unemployment rate (percent) .....	5.3	6.5	6.6	6.3	5.9	5.5	5.1
Interest rate, 91-day Treasury bills (percent) .....	7.7	6.6	6.1	5.8	5.7	5.4	5.3
Interest rate, 10-year Treasury notes (percent) .....	8.4	7.8	7.3	6.9	6.6	6.5	6.3

Table XV-3. CURRENT SERVICES RECEIPTS BY SOURCE

(In billions of dollars)

	1990 actual	Current services		1992 Administration proposals	Proposed 1992 less 1991
		1991 estimate	1992 estimate		
Individual income taxes .....	466.9	492.3	527.2	529.5	37.2
Corporation income taxes .....	93.5	95.9	102.8	101.9	6.0
Social insurance taxes and contributions .....	380.0	402.0	428.1	429.4	27.4
On-budget .....	(98.4)	(103.7)	(112.9)	(114.1)	(10.4)
Off-budget .....	(281.7)	(298.3)	(315.3)	(315.3)	(17.0)
Excise taxes .....	35.3	44.8	47.7	47.8	3.0
Other .....	55.5	56.2	56.5	56.5	0.3
<b>Total</b> .....	<b>1,031.3</b>	<b>1,091.1</b>	<b>1,162.3</b>	<b>1,165.0</b>	<b>73.9</b>
On-budget .....	(749.7)	(792.8)	(847.1)	(849.8)	(57.0)
Off-budget .....	(281.7)	(298.3)	(315.3)	(315.3)	(17.0)

Individual income taxes are estimated to increase by \$35.0 billion from 1991 to 1992 under current law. This growth of 7.1 percent is the effect of increased collections resulting from rising personal incomes, the changes in individual income tax rates and the limitations on personal exemptions and itemized deductions provided in OBRA 1990, and the expiration of several credits and exclusions from tax on December 31, 1991. These expiring provisions include the exclusion for employer-provided educational assistance and the low income housing tax credit. Individual income taxes are projected to grow at an average annual rate of 9.0 percent between 1992 and 1996. The estimates for 1996 reflect expiration of the limitations on personal exemptions and itemized deductions on December 31, 1995.

Corporation income taxes under current law are estimated to grow by \$6.9 billion or 7.2 percent from 1991 to 1992, in large part due to higher corporate profits. These estimates also reflect the expiration of the research and experimentation (R&E) credit, the R&E allocation rules, the targeted jobs credit, and several other credits and exclusions from tax that expire on December 31, 1991. Corporation income taxes are projected to increase at an average annual rate of 8.1 percent from 1992 to 1996.

Social insurance taxes and contributions are estimated to increase by \$26.2 billion between 1991 and 1992, and by an additional \$138.7 billion between 1992 and 1996. The estimates reflect assumed increases in total wages and salaries paid, and scheduled increases in the social security taxable earnings base from \$53,400 in 1991 to \$69,000 in 1996, and increases in the medicare taxable earnings base from \$125,000 in 1991 to \$162,600 in 1996.

Current services excise taxes are estimated to increase by \$2.9 billion from 1991 to 1992, in large part due to legislated increases in excise taxes provided in OBRA 1990. Excise taxes are estimated to increase by \$3.6 billion from 1992 to 1996. The estimates for 1992

through 1996 assume extension of the following taxes, which are scheduled to expire in 1995: the highway fuels taxes and other highway user taxes deposited in the Highway Trust Fund, the motor boat fuels taxes and certain other taxes deposited in the Aquatic Resources Trust Fund, the Hazardous Substance Superfund Trust Fund taxes, and the Airport and Airway Trust Fund taxes. The estimates also reflect extension of the Oil Spill Liability Trust Fund taxes and the Vaccine Injury Compensation Trust Fund taxes that are scheduled to expire December 31, 1994, and December 31, 1992, respectively.

Other current services receipts (estate and gift taxes, customs duties, and miscellaneous receipts) are projected to increase by \$7.6 billion from 1991 to 1996.

#### Current Services Outlays

Current services outlays are estimated to total \$1,447.2 billion in 1992. The increase in current services outlays from 1991 to 1992 is \$45.8 billion, or 3.3 percent. Between 1992 and 1996 current services outlays are projected to increase at an average annual rate of 1.7 percent.

Changes in current services outlays from 1991 to 1992 for entitlements and other mandatory programs are largely due to changes in the number of beneficiaries, to cost-of-living adjustments, and to revised estimates of commercial bank and savings and loan association insolvency costs. In the case of annually appropriated programs, the change reflects year-to-year growth permitted under the discretionary caps.

Table XV-4 shows outlay estimates for current services and Administration budget proposals by function. These same estimates, arrayed by agency, are presented in Table XV-5. A more detailed comparison (by function, subfunction, and program) of current services and Administration policy outlay estimates appears in Table XV-11 at the end of the chapter.

Table XV-4. CURRENT SERVICES OUTLAYS BY FUNCTION  
(In billions of dollars)

	1990 actual	Current Services		1992 Administration proposals	Proposed 1992 less 1991
		1991 estimate	1992 estimate		
National defense:					
Department of Defense—Military .....	289.8	288.2	283.6	283.0	-5.2
Other .....	9.6	11.3	11.6	12.2	0.9
International affairs .....	13.8	16.8	17.8	17.8	1.0
General science, space, and technology .....	14.4	15.8	16.1	17.5	1.7
Energy .....	2.4	2.7	4.2	3.7	1.0
Natural resources and environment .....	17.1	18.8	19.5	19.5	0.7
Agriculture .....	12.0	15.8	15.3	15.3	-0.6
Commerce and housing credit .....	67.1	119.5	94.7	92.8	-26.7
On-budget .....	(65.5)	(119.4)	(96.0)	(93.9)	(-25.5)
Off-budget .....	(1.6)	(0.1)	(-1.3)	(-1.1)	(-1.2)
Transportation .....	29.5	31.5	33.2	32.7	1.2
Community and regional development .....	8.5	7.8	6.7	6.5	-1.3
Education, training, employment, and social services .....	38.5	42.8	46.4	45.5	2.7
Health .....	57.7	71.2	81.8	81.3	10.1
Medicare .....	98.1	104.4	116.9	113.7	9.3
Income security .....	147.3	173.0	185.2	184.8	11.9
Social security .....	248.6	269.0	288.4	288.6	19.7
On-budget .....	(3.6)	(5.1)	(5.8)	(5.8)	(0.7)
Off-budget .....	(245.0)	(263.8)	(282.5)	(282.8)	(18.9)
Veterans benefits and services .....	29.1	31.5	33.3	33.0	1.5
Administration of justice .....	10.0	12.5	13.2	14.5	1.9
General government .....	10.7	11.2	13.1	13.2	2.0
Net interest .....	184.2	196.7	205.3	206.3	9.6
On-budget .....	(200.2)	(216.9)	(229.1)	(230.1)	(13.2)
Off-budget .....	(-16.0)	(-20.2)	(-23.7)	(-23.7)	(-3.6)
Allowances:					
Proposed agency contributions for PHS retirement .....				0.1	0.1
Operation Desert Shield placeholder .....				4.6	4.6
Undistributed offsetting receipts:					
Employer share, employee retirement (on-budget) .....	-28.0	-29.5	-30.4	-30.6	-1.0
Employer share, employee retirement (off-budget) .....	-5.6	-5.8	-6.2	-6.2	-0.4
Rents and royalties on the Outer Continental Shelf .....	-3.0	-3.7	-2.7	-2.7	1.0
Sale of major assets .....				-0.1	-0.1
Other undistributed offsetting receipts .....				-1.2	-1.2
Total undistributed offsetting receipts .....	-36.6	-39.1	-39.3	-40.8	-1.7
On-budget .....	(-31.0)	(-33.3)	(-33.0)	(-34.5)	(-1.3)
Off-budget .....	(-5.6)	(-5.8)	(-6.2)	(-6.2)	(-0.4)
<b>Total outlays</b> .....	<b>1,251.7</b>	<b>1,401.4</b>	<b>1,447.2</b>	<b>1,445.9</b>	<b>44.5</b>
On-budget .....	(1,026.6)	(1,163.5)	(1,196.0)	(1,194.2)	(30.7)
Off-budget .....	(225.1)	(237.9)	(251.3)	(251.7)	(13.8)

Note: Estimates for 1990 and 1991 are presented on a pre-credit reform basis. The estimates for 1992 use credit reform accounting.

Current services outlays for social security are estimated to increase by \$19.4 billion between 1991 and 1992, from \$269.0 billion in 1991 to \$288.4 billion in 1992. Medicare outlays are estimated to increase by \$12.5 billion, from \$104.4 billion in 1991 to \$116.9 billion in 1992. Outlays for medicaid grants are estimated to increase by \$8.3 billion, from \$51.6 billion in 1991 to \$59.9 billion in 1992. These increases in medicare and medicaid outlays are largely the result of increases in medical care prices and utilization. Table XV-6 shows caseload projections for these and other major benefit programs and other selected programmatic assumptions.

Defense (050) outlays are estimated to decrease by \$4.3 billion between 1991 and 1992, from \$299.5 billion to \$295.2 billion, consistent with the defense discretionary spending limits. These defense estimates do not reflect the placeholder for Operation Desert Shield, which includes Desert Storm.

Outlays for deposit insurance decrease by \$23.4 billion, from \$111.5 billion in 1991 to \$88.1 billion in 1992. Spending by the Resolution Trust Corporation (RTC) to resolve savings and loan insolvencies, and out-

lays by the Bank Insurance Fund (BIF) of the Federal Deposit Insurance Corporation (FDIC) to resolve bank insolvencies, decline between 1991 and 1992 by \$8.5 billion and \$6.2 billion, respectively. This estimated decline primarily reflects increased receipts in 1992 from the sale of assets of past failed thrifts and banks. These estimates assume present RTC funding and BIF obligation constraints are raised. A decrease of \$7.8 billion in outlays between 1991 and 1992 for the Federal Savings and Loan Insurance Corporation (FSLIC) Resolution Fund is due to the completed restructuring of expensive pre-1989 contracts of the former FSLIC in 1991.

#### Current Services Budget Authority

Current services budget authority is estimated to total \$1,585.6 billion in 1992. Table XV-7 shows budget authority estimates for current services and Administration policy by function. These estimates, arrayed by agency, are presented in Table XV-8. A more detailed comparison (by function, subfunction, and program) of current services and Administration policy budget au-

Table XV-5. CURRENT SERVICES OUTLAYS BY AGENCY

(In billions of dollars)

	1990 actual	Current Services		1992 Administration proposals	Proposed 1992 less 1991
		1991 estimate	1992 estimate		
Legislative Branch .....	2.2	2.5	2.7	3.0	0.4
The Judiciary .....	1.6	2.0	1.9	2.3	0.3
Executive Office of the President .....	0.2	0.3	0.3	0.3	—*
Funds Appropriated to the President .....	10.1	11.2	12.0	12.0	0.8
Department of Agriculture .....	46.0	55.4	55.9	55.7	0.3
Department of Commerce .....	3.7	2.8	2.8	2.8	—*
Department of Defense—Military .....	289.8	288.2	283.6	283.0	-5.2
Department of Defense—Civil .....	25.0	26.4	28.2	28.2	1.8
Department of Education .....	23.1	24.8	27.6	27.5	2.7
Department of Energy .....	12.0	13.5	14.3	14.9	1.4
Department of Health and Human Services, except Social Security .....	193.7	222.3	247.2	242.5	20.2
Department of Health and Human Services, Social Security .....	245.0	263.8	282.5	282.8	18.9
Department of Housing and Urban Development .....	20.2	23.5	25.4	24.3	0.8
Department of the Interior .....	5.8	6.4	7.0	6.5	0.1
Department of Justice .....	6.5	8.7	9.3	10.0	1.4
Department of Labor .....	25.3	34.4	35.0	34.8	0.4
Department of State .....	4.0	4.2	4.4	4.5	0.3
Department of Transportation .....	28.6	30.8	32.6	31.9	1.1
Department of the Treasury .....	255.3	276.7	297.5	298.6	21.9
Department of Veterans Affairs .....	29.0	31.3	33.1	32.8	1.5
Environmental Protection Agency .....	5.1	5.8	5.8	5.9	0.1
General Services Administration .....	-0.1	0.8	0.6	0.7	—*
National Aeronautics and Space Administration .....	12.4	13.5	13.8	14.7	1.2
Office of Personnel Management .....	31.9	35.2	37.1	37.0	1.9
Small Business Administration .....	0.7	0.5	0.6	0.3	-0.2
Other independent agencies .....	73.6	125.7	102.3	102.1	-23.6
Allowances:					
Proposed agency contributions for PHS retirement .....				0.1	0.1
Operation Desert Shield placeholder .....				4.6	4.6
Undistributed offsetting receipts .....	-99.0	-109.4	-116.4	-118.0	-8.6
<b>Total outlays .....</b>	<b>1,251.7</b>	<b>1,401.4</b>	<b>1,447.2</b>	<b>1,445.9</b>	<b>44.5</b>
On-budget .....	(1,026.6)	(1,163.5)	(1,196.0)	(1,194.2)	(30.7)
Off-budget .....	(225.1)	(237.9)	(251.3)	(251.7)	(13.8)

\* \$50 million or less.

Note: Estimates for 1990 and 1991 are presented on a pre-credit reform basis. The estimates for 1992 use credit reform accounting.

Table XV-6. PROGRAMMATIC ASSUMPTIONS 1991–1996

		Fiscal years					
		1991	1992	1993	1994	1995	1996
Beneficiaries (annual average, in thousands):							
Social security (OASDI) .....	40,033	40,593	41,107	41,565	41,988	42,388	
Railroad retirement .....	939	931	912	891	868	843	
Federal civil service retirement .....	2,202	2,239	2,301	2,363	2,425	2,487	
Military retirement .....	1,668	1,702	1,736	1,769	1,801	1,832	
Veterans compensation .....	2,493	2,473	2,455	2,438	2,424	2,412	
Veterans pensions .....	1,050	999	960	925	895	870	
Disabled coal miners programs .....	285	267	250	233	217	202	
Supplemental security income .....	4,850	5,051	5,257	5,468	5,687	5,908	
Maintenance assistance (AFDC) .....	12,367	12,741	12,856	12,906	12,959	13,001	
Food stamps <sup>1</sup> .....	21,775	22,368	22,589	22,422	22,142	21,809	
Medicaid .....	27,333	28,880	30,136	31,051	31,883	32,715	
Medicare:							
Hospital insurance .....	33,777	34,326	34,862	35,381	35,874	36,412	
Supplementary medical insurance .....	32,732	33,141	33,544	33,966	34,395	34,808	
Automatic benefit increases (percent):							
Social security and veterans pensions (January) .....	4.1	4.2	4.7	4.3	4.1	4.0	
Federal employee retirement (January) .....	4.1	4.2	4.7	4.3	4.1	4.0	
Food stamps (October) .....	5.2	5.3	3.9	3.7	3.6	3.5	
Unemployment rate (percent, annual average):							
Total (civilian and military) .....	6.7	6.6	6.2	5.8	5.4	5.1	
Insured <sup>2</sup> .....	3.1	3.0	2.8	2.5	2.4	2.2	

<sup>1</sup> Average monthly participation.<sup>2</sup> This measures unemployment under State regular unemployment insurance as a percentage of covered employment under that program. It does not include recipients of extended benefits under that program.

uthority estimates appears in Table XV-11 at the end of the chapter.

Increases in current services budget authority between 1991 and 1992 generally reflect year-to-year increases permitted under the discretionary caps for dis-

cretionary programs and the higher funding levels that would be necessary to maintain current law program levels for mandatory programs. In the case of most trust funds, the funds' receipts automatically become budget authority; thus increases in budget authority

for these funds simply reflect year-to-year growth in expected receipts. As defined in the BEA, however, budget authority for the medicare, unemployment, and railroad retirement trust funds is equal to estimated obligations to be incurred during the fiscal year for benefit, administrative, and other expenses.

### Current Services Outlays and Budget Authority by Function and Program

Table XV-9 presents the current services estimates and the Administration's proposed budget by category. Table XV-10 presents outlay estimates of mandatory and related programs for 1990 through 1996. Table XV-11 presents current services and Administration budget authority and outlay estimates in function order, with subfunction and program level detail.

Table XV-7. CURRENT SERVICES BUDGET AUTHORITY BY FUNCTION

(In billions of dollars)

	1990 actual	Current Services		1992 Administration proposals	Proposed 1992 less 1991
		1991 estimate	1992 estimate		
National defense:					
Department of Defense—Military .....	293.0	276.4	279.0	278.3	1.9
Other .....	10.3	12.0	11.8	12.5	0.5
International affairs .....	18.8	19.8	35.7	35.7	15.9
General science, space, and technology .....	14.6	16.5	16.8	18.9	2.5
Energy .....	4.9	5.2	4.9	4.1	-1.1
Natural resources and environment .....	18.1	18.8	20.0	19.7	0.9
Agriculture .....	14.5	20.7	20.6	20.2	-0.5
Commerce and housing credit .....	62.3	122.1	107.0	105.8	-16.3
On-budget .....	(59.3)	(119.4)	(106.2)	(104.0)	(-15.4)
Off-budget .....	(3.1)	(2.7)	(0.8)	(1.8)	(-0.9)
Transportation .....	30.9	31.2	32.7	34.3	3.2
Community and regional development .....	9.8	7.8	6.6	5.8	-2.0
Education, training, employment, and social services .....	40.3	45.3	48.6	46.9	1.7
Health .....	60.9	73.6	81.9	81.3	7.7
Medicare .....	98.8	104.5	117.0	113.8	9.3
Income security .....	179.8	210.7	221.3	222.7	12.0
Social security .....	307.0	329.5	351.1	351.1	21.7
On-budget .....	(3.8)	(5.1)	(5.8)	(5.8)	(0.7)
Off-budget .....	(303.2)	(324.3)	(345.3)	(345.3)	(20.9)
Veterans benefits and services .....	30.6	32.2	33.6	33.4	1.2
Administration of justice .....	12.4	12.7	13.4	14.8	2.1
General government .....	13.2	12.3	14.1	12.7	0.4
Net interest .....	184.7	196.3	205.3	206.3	10.1
On-budget .....	(200.7)	(216.4)	(229.1)	(230.1)	(13.6)
Off-budget .....	(-16.0)	(-20.2)	(-23.7)	(-23.7)	(-3.6)
Allowances:					
Proposed agency contributions for PHS retirement .....	.....	.....	.....	0.1	0.1
Budget authority to reach domestic discretionary cap .....	.....	.....	3.4	.....	.....
Undistributed offsetting receipts:					
Employer share, employee retirement (on-budget) .....	-28.0	-29.5	-30.4	-30.6	-1.0
Employer share, employee retirement (off-budget) .....	-5.6	-5.8	-6.2	-6.2	-0.4
Rents and royalties on the Outer Continental Shelf .....	-3.0	-3.7	-2.7	-2.7	1.0
Sale of major assets .....	.....	.....	.....	-0.1	-0.1
Other undistributed offsetting receipts .....	.....	.....	.....	-1.2	-1.2
Total undistributed offsetting receipts .....	-36.6	-39.1	-39.3	-40.8	-1.7
On-budget .....	(-31.0)	(-33.3)	(-33.0)	(-34.5)	(-1.3)
Off-budget .....	(-5.6)	(-5.8)	(-6.2)	(-6.2)	(-0.4)
<b>Total budget authority</b> .....	<b>1,368.5</b>	<b>1,508.3</b>	<b>1,585.6</b>	<b>1,577.8</b>	<b>69.5</b>
On-budget .....	(1,083.8)	(1,207.3)	(1,269.5)	(1,260.7)	(53.4)
Off-budget .....	(284.7)	(301.1)	(316.1)	(317.1)	(16.1)

Note: Estimates for 1990 and 1991 are presented on a pre-credit reform basis. The estimates for 1992 use credit reform accounting.

Table XV-8. CURRENT SERVICES BUDGET AUTHORITY BY AGENCY  
(In billions of dollars)

	1990 actual	Current Services		1992 Administration proposals	Proposed 1992 less 1991
		1991 estimate	1992 estimate		
Legislative Branch .....	2.2	2.5	2.6	3.0	0.5
The Judiciary .....	1.7	2.0	2.1	2.6	0.6
Executive Office of the President .....	0.3	0.3	0.3	0.2	—*
Funds Appropriated to the President .....	12.4	13.2	25.6	25.4	12.2
Department of Agriculture .....	55.3	64.4	62.9	62.1	—2.2
Department of Commerce .....	3.7	2.7	2.8	2.6	—0.1
Department of Defense—Military .....	293.0	276.4	279.0	278.3	1.9
Department of Defense—Civil .....	37.3	38.9	40.4	40.5	1.5
Department of Education .....	24.7	27.1	29.2	29.6	2.5
Department of Energy .....	14.0	15.4	15.5	16.1	0.7
Department of Health and Human Services, except Social Security .....	195.9	224.9	248.8	242.8	17.8
Department of Health and Human Services, Social Security .....	303.2	324.3	345.3	345.3	20.9
Department of Housing and Urban Development .....	17.3	27.0	25.3	25.6	—1.5
Department of the Interior .....	6.7	6.7	7.2	6.5	—0.3
Department of Justice .....	8.6	8.9	9.3	10.2	1.3
Department of Labor .....	26.6	32.3	33.5	33.2	0.9
Department of State .....	4.4	4.6	4.9	5.7	1.1
Department of Transportation .....	30.2	30.7	32.2	33.5	2.8
Department of the Treasury .....	259.1	278.1	298.9	300.0	21.9
Department of Veterans Affairs .....	30.5	32.1	33.5	33.2	1.2
Environmental Protection Agency .....	5.4	5.9	6.0	6.0	—*
General Services Administration .....	2.2	1.9	1.7	0.3	—1.6
National Aeronautics and Space Administration .....	12.3	14.0	14.2	15.7	1.7
Office of Personnel Management .....	55.9	59.2	61.1	61.2	2.0
Small Business Administration .....	0.9	0.5	1.1	0.8	0.3
Other independent agencies .....	63.7	123.7	114.9	115.5	—8.3
Allowances:					
Proposed agency contributions for PHS retirement .....				0.1	0.1
Budget authority to reach international discretionary cap .....			0.3	.....	.....
Budget authority to reach domestic discretionary cap .....			3.4	.....	.....
Undistributed offsetting receipts .....	—99.0	—109.4	—116.4	—118.0	—8.6
<b>Total budget authority .....</b>	<b>1,368.5</b>	<b>1,508.3</b>	<b>1,585.6</b>	<b>1,577.8</b>	<b>69.5</b>
On-budget .....	(1,083.8)	(1,207.3)	(1,269.5)	(1,260.7)	(53.4)
Off-budget .....	(284.7)	(301.1)	(316.1)	(317.1)	(16.1)

\* \$50 million or less.

Note: Estimates for 1990 and 1991 are presented on a pre-credit reform basis. The estimates for 1992 use credit reform accounting.

Table XV-9. CURRENT SERVICES AND BUDGET CATEGORY TOTALS, 1991-1996

(In billions of dollars)

	1991	1992	1993	1994	1995	1996
<b>CURRENT SERVICES ESTIMATES:</b>						
Discretionary .....	518.4	527.5	537.6	537.8	543.2	554.2
Mandatory:						
Social Security benefits .....	266.7	286.0	303.8	320.3	336.9	354.0
Remaining mandatory .....	458.7	467.7	452.6	402.9	430.4	477.3
Subtotal, mandatory .....	725.4	753.7	756.4	723.2	767.3	831.3
Undistributed offsetting receipts .....	-39.1	-39.3	-41.2	-43.0	-44.5	-46.3
Net Interest .....	196.7	205.3	211.6	215.5	214.3	211.8
Total Outlays .....	1,401.4	1,447.2	1,464.4	1,433.5	1,480.3	1,551.0
Total Receipts .....	1,091.1	1,162.3	1,252.1	1,366.0	1,468.2	1,565.1
Deficit or surplus (-) .....	310.3	284.9	212.3	67.5	12.1	-14.1
<b>ADMINISTRATION PROPOSED BUDGET:</b>						
Discretionary <sup>1</sup> .....	526.3	532.1	536.9	538.0	542.7	554.2
Mandatory:						
Social Security benefits .....	266.7	286.2	303.9	320.4	336.9	354.0
Remaining mandatory .....	458.6	460.8	442.8	393.4	418.8	465.7
Subtotal, mandatory .....	725.3	747.0	746.7	713.8	755.8	819.6
Undistributed offsetting receipts .....	-39.1	-39.5	-41.4	-40.2	-42.0	-44.0
Net Interest .....	197.0	206.3	212.0	215.5	213.8	211.0
Total Outlays .....	1,409.6	1,445.9	1,454.2	1,427.1	1,470.3	1,540.8
Total Receipts .....	1,091.4	1,165.0	1,252.7	1,365.3	1,467.3	1,560.7
Deficit or surplus (-) .....	318.1	280.9	201.5	61.8	2.9	-19.9
<b>DIFFERENCE:</b>						
Discretionary .....	7.9	4.6	-0.8	0.2	-0.5	.....
Mandatory:						
Social Security benefits .....	.....	0.1	0.1	*	.....	.....
Remaining mandatory .....	-0.1	-6.8	-9.8	-9.5	-11.6	-11.7
Subtotal, mandatory .....	-0.1	-6.7	-9.7	-9.5	-11.6	-11.7
Undistributed offsetting receipts .....	.....	-0.2	-0.2	2.8	2.5	2.3
Net Interest .....	0.3	1.0	0.5	-0.1	-0.5	-0.8
Total Outlays .....	8.1	-1.3	-10.2	-6.4	-10.0	-10.2
Total Receipts .....	0.4	2.7	0.6	-0.7	-0.9	-4.3
Deficit or surplus (-) .....	7.8	-4.0	-10.8	-5.7	-9.2	-5.8

<sup>\*</sup>\$50 million or less.

Note: Estimates for 1991 are presented on a pre-credit reform basis. The estimates for 1992 through 1996 use credit reform accounting.

<sup>1</sup>Includes Operation Desert Shield placeholder.

Table XV-10. OUTLAYS FOR MANDATORY AND RELATED PROGRAMS UNDER CURRENT LAW  
(in billions of dollars)

	Actual 1990	Estimate					
		1991	1992	1993	1994	1995	1996
Mandatory programs:							
Human resources programs:							
Education, training, employment, and social services .....	10.9	12.3	13.3	13.1	12.0	11.6	7.6
Health:							
Medicaid .....	41.1	51.6	59.9	68.5	78.3	88.7	99.8
Other .....	1.7	2.8	3.9	4.6	5.2	5.5	6.7
Subtotal, health .....	42.9	54.3	63.8	73.1	83.5	94.2	106.5
Medicare .....	95.8	101.9	114.2	126.3	141.4	158.2	179.1
Income security:							
Retirement and disability .....	56.6	60.8	64.3	67.2	71.1	75.0	80.8
Unemployment compensation .....	17.1	25.0	25.0	24.7	23.8	23.7	23.1
Food and nutrition assistance .....	21.3	25.3	27.1	28.7	30.1	31.2	32.3
Other .....	28.7	35.5	39.2	42.3	46.9	50.7	51.7
Subtotal, income security .....	123.8	146.6	155.7	162.9	171.8	180.7	188.0
Social Security .....	246.5	266.7	286.0	303.8	320.3	336.9	354.0
Veterans benefits and services:							
Income security for veterans .....	15.2	17.0	17.3	17.9	19.9	19.0	17.9
Other .....	0.7	0.5	1.2	1.1	1.2	1.0	1.0
Subtotal, veterans benefits and services .....	15.9	17.5	18.5	19.0	21.1	20.0	18.9
Subtotal, mandatory human resources programs .....	535.8	599.5	651.5	698.2	750.2	801.7	854.0
Other mandatory programs:							
Agriculture .....	9.3	12.9	12.0	11.0	10.3	8.9	9.2
Commerce and housing credit .....	63.3	115.9	91.0	48.9	-34.4	-39.4	-28.1
Other functions .....	-3.5	-2.9	-0.8	-1.7	-2.9	-3.8	-3.8
Subtotal, other mandatory programs .....	69.2	126.0	102.2	58.2	-27.0	-34.3	-22.7
Subtotal, mandatory programs .....	604.9	725.4	753.7	756.4	723.2	767.3	831.3
Net interest:							
Interest on the public debt .....	264.8	286.0	303.5	319.8	330.3	334.9	339.2
Interest received by trust funds .....	-62.4	-70.3	-77.2	-84.9	-93.0	-102.0	-112.1
Other interest .....	-18.2	-18.9	-21.0	-23.4	-21.8	-18.7	-15.3
Subtotal, net interest .....	184.2	196.7	205.3	211.6	215.5	214.3	211.8
Undistributed offsetting receipts:							
Employer share, employee retirement .....	-33.6	-35.4	-36.6	-37.9	-39.8	-41.3	-42.8
Rents and royalties on the Outer Continental Shelf .....	-3.0	-3.7	-2.7	-3.3	-3.3	-3.2	-3.5
Subtotal, undistributed offsetting receipts .....	-36.6	-39.1	-39.3	-41.2	-43.0	-44.5	-46.3
Total Outlays for Mandatory and Related Programs Under Current Law .....	752.5	883.0	919.8	926.7	895.7	937.1	996.8

Note: Estimates for 1990 and 1991 are presented on a pre-credit reform basis. The estimates for 1992 through 1996 use credit reform accounting.

Table XV-11. CURRENT SERVICES BUDGET AUTHORITY AND OUTLAYS BY FUNCTION AND PROGRAM

(In millions of dollars)

Major missions and programs	Budget Authority				Outlays			
	1990 actual	Current Services		1992 Administration proposals	1990 actual	Current Services		1992 Administration proposals
		1991 estimate	1992 estimate			1991 estimate	1992 estimate	
<b>050 NATIONAL DEFENSE</b>								
<b>051 Department of Defense-Military:</b>								
Military personnel .....	78,876	79,021	78,773	78,017	75,622	78,938	78,560	77,848
Operation and maintenance .....	88,309	86,019	86,732	86,452	88,340	86,192	86,427	85,723
Procurement .....	81,376	66,521	65,521	63,404	80,972	79,385	74,488	74,300
Research, development, test and evaluation .....	36,459	35,440	35,013	39,918	37,458	36,038	35,386	37,841
Military construction .....	5,130	5,115	5,061	4,537	5,080	4,603	5,035	4,948
Family housing .....	3,143	3,296	3,254	3,611	3,501	3,336	3,272	3,419
Revolving and management funds .....	604	1,784	1,683	3,435	-321	564	1,192	1,841
Offsetting receipts and other .....	-897	-812	-756	-756	-897	-812	-756	-756
Allowances: Savings from reform of Davis-Bacon Act (proposed) .....				-150				-81
Allowances: general transfer authority .....								420
Allowances: Retirement accrual and other legislation (proposed) .....				-186				-2,457
Allowances: Budget authority to reach defense discretionary cap .....			3,708					
Subtotal, Department of Defense-Military .....	292,999	276,386	278,989	278,282	289,755	288,244	283,606	283,045
<b>053 Atomic energy defense activities</b> .....	9,656	10,955	10,802	11,780	8,988	10,355	10,641	11,443
<b>054 Defense-related activities</b> .....	609	1,053	1,039	757	587	947	998	756
Total .....	303,263	288,394	290,829	290,820	299,331	299,546	295,244	295,245
<b>150 INTERNATIONAL AFFAIRS</b>								
<b>151 International development and humanitarian assistance:</b>								
Agency for International Development .....	2,587	3,172	3,382	3,311	2,586	2,489	2,834	2,868
Enterprise for the Americas Initiative:								
Existing law .....			103	101			103	16
Proposed legislation .....				309				309
Multilateral development banks:								
Existing law .....	1,469	1,588	1,686	1,500	1,429	1,303	1,480	1,474
Proposed legislation .....				185				10
Food aid .....	978	981	1,534	1,301	978	1,097	731	585
Refugee programs .....	513	511	543	511	544	455	538	520
Voluntary contributions to international organizations .....	274	279	297	250	265	270	304	257
State Department narcotics assistance .....	130	147	156	172	111	127	140	146
Peace Corps .....	166	182	197	200	156	179	195	198
Other programs .....	61	77	98	97	-90	-69	-67	-64
Offsetting receipts .....	-483	-464	-483	-480	-483	-464	-483	-480
Allowances: Budget authority to reach international discretionary cap .....			337					
Subtotal, International development and humanitarian assistance .....	5,696	6,473	7,851	7,456	5,498	5,387	5,776	5,838
<b>152 International security assistance:</b>								
Foreign military financing .....	4,407	4,620	4,966	4,650	4,059	4,179	4,385	4,223
Economic support fund .....	3,957	3,085	3,274	3,240	3,719	3,229	3,411	3,394
Other programs .....	261	535	-111	-111	1,106	1,271	526	527
Offsetting receipts .....	-232	-231	-384	-384	-232	-231	-384	-384
Subtotal, International security assistance .....	8,393	8,009	7,745	7,395	8,652	8,448	7,938	7,759
<b>153 Conduct of foreign affairs:</b>								
State Department salaries and expenses .....	1,792	1,825	1,980	2,050	1,822	1,861	1,948	2,005
Foreign buildings .....	293	223	240	570	356	376	333	399
United Nations programs .....	702	893	948	1,327	727	923	948	956
Other programs .....	144	154	166	174	145	177	164	173
Subtotal, Conduct of foreign affairs .....	2,933	3,095	3,334	4,121	3,050	3,336	3,391	3,532
<b>154 Foreign information and exchange activities:</b>								
U.S. Information Agency .....	927	987	1,053	1,059	887	1,021	1,045	1,056
Board for International Broadcasting .....	373	194	206	218	208	270	302	314
Other programs .....	17	28	25	26	8	35	27	27
Subtotal, Foreign information and exchange activities .....	1,317	1,209	1,285	1,303	1,103	1,326	1,375	1,398
<b>155 International financial programs:</b>								
Export-Import Bank .....	56	170	2,429	2,360	357	542	644	590
International Monetary Fund .....	*		12,158	12,158	-741			
Exchange stabilization fund .....	373	931	965	965	-2,947	-1,800	-1,500	-1,500
Foreign military sales trust fund (net) .....					-985	-245	255	255
Other programs:								
Existing law .....	139	10	11		-129	-93	31	31
Proposed legislation .....				20				9
Offsetting receipts .....	-94	-96	-98	-98	-94	-96	-98	-98

Table XV-11. CURRENT SERVICES BUDGET AUTHORITY AND OUTLAYS BY FUNCTION AND PROGRAM—Continued

(In millions of dollars)

Major missions and programs	Budget Authority				Outlays			
	1990 actual	Current Services		1992 Administration proposals	1990 actual	Current Services		1992 Administration proposals
		1991 estimate	1992 estimate			1991 estimate	1992 estimate	
Subtotal, International financial programs .....	473	1,015	15,465	15,405	-4,539	-1,692	-668	-713
Total .....	18,811	19,802	35,680	35,679	13,764	16,806	17,811	17,814
<b>250 GENERAL SCIENCE, SPACE, AND TECHNOLOGY</b>								
<b>251 General science and basic research:</b>								
National Science Foundation programs .....	2,100	2,335	2,389	2,743	1,838	2,123	2,289	2,436
Department of Energy general science programs .....	1,084	1,149	1,173	1,549	997	1,137	1,059	1,343
Subtotal, General science and basic research .....	3,184	3,483	3,563	4,292	2,835	3,259	3,348	3,779
<b>253 Space flight</b> .....	7,164	7,992	8,196	8,898	7,401	7,931	7,857	8,249
<b>254 Space science, applications, and technology</b> .....	3,141	3,744	3,849	4,517	3,068	3,519	3,771	4,188
<b>255 Supporting space activities</b> .....	1,155	1,259	1,179	1,227	1,140	1,072	1,173	1,237
Total .....	14,644	16,479	16,787	18,934	14,444	15,781	16,149	17,452
<b>270 ENERGY</b>								
<b>271 Energy supply:</b>								
Research and development .....	3,171	3,377	3,510	3,363	2,521	2,691	3,120	3,130
Petroleum reserves .....	-386	-431	-295	-301	-393	-447	-303	-307
Federal power marketing:								
Existing law .....	-377	-285	-372	-321	-719	-664	-537	-500
Proposed legislation .....				-377				-393
Tennessee Valley Authority .....	174	260	982	982	-410	-59	702	702
Uranium enrichment:								
Existing law .....					-140	-104	-145	-145
Proposed legislation .....								145
Uranium Supply and Enrichment Revolving Fund (proposed)								-145
Nuclear waste disposal fund .....	-277	-320	-315	-256	-233	-281	-310	-279
Subsidies for nonconventional fuel production .....	*	*	*		95	136	149	149
Rural electric and telephone:								
Existing law .....	1,073	1,322	169	159	265	389	491	492
Proposed legislation .....				-91				-13
Isotopes .....	16		8	6			8	8
Subtotal, Energy supply .....	3,394	3,923	3,680	3,167	992	1,662	3,176	2,846
<b>272 Energy conservation:</b>								
Energy conservation grants and R&D .....	366	465	476	296	364	393	442	406
Solar Energy and Energy Conservation Bank .....								
Subtotal, Energy conservation .....	366	465	476	296	365	394	442	406
<b>274 Emergency energy preparedness:</b>								
Existing law .....	571	439	405	390	442	342	246	236
Proposed legislation .....								
Subtotal, Emergency energy preparedness .....	571	439	405	390	442	342	246	236
<b>276 Energy information, policy, and regulation:</b>								
Nuclear Regulatory Commission .....	266	23	20	20	221	21	16	7
Other energy programs .....	329	348	256	338	322	327	327	215
Subtotal, Energy information, policy, and regulation .....	595	353	368	276	559	343	343	223
Total .....	4,926	5,180	4,929	4,129	2,358	2,740	4,207	3,710
<b>300 NATURAL RESOURCES AND ENVIRONMENT</b>								
<b>301 Water resources:</b>								
Corps of Engineers .....	3,306	3,465	3,679	3,750	3,466	3,499	3,643	3,667
Bureau of Reclamation .....	1,066	1,082	1,108	1,016	1,029	1,163	1,109	1,033
Other .....	305	234	243	199	250	257	239	207
Offsetting receipts .....	-344	-422	-468	-468	-344	-422	-468	-468
Subtotal, Water resources .....	4,332	4,360	4,562	4,497	4,401	4,496	4,522	4,439
<b>302 Conservation and land management:</b>								
Management of national forests, cooperative forestry, and forestry research (Forest Service) .....	3,043	2,828	2,883	2,891	2,500	2,806	2,735	2,735
Management of public lands (BLM) .....	1,005	813	856	922	785	866	845	877
Mining reclamation and enforcement .....	295	310	321	272	327	255	328	314
Conservation reserve program .....	1,011	1,315	1,643	1,643	1,513	1,815	1,791	1,791
Wetlands reserve program .....			124	124			80	80
Other conservation of agricultural lands:								
Existing law .....	733	780	797	844	740	774	795	844
Proposed legislation .....				*				*
Other resources management .....	262	349	365	379	256	319	359	367
Offsetting receipts:								
Existing law .....	-2,567	-2,835	-2,810	-2,893	-2,567	-2,835	-2,810	-2,893

Table XV-11. CURRENT SERVICES BUDGET AUTHORITY AND OUTLAYS BY FUNCTION AND PROGRAM—Continued

(In millions of dollars)

Major missions and programs	Budget Authority				Outlays			
	1990 actual	Current Services		1992 Administration proposals	1990 actual	Current Services		1992 Administration proposals
		1991 estimate	1992 estimate			1991 estimate	1992 estimate	
Proposed legislation .....	.....	.....	.....	-2	.....	.....	.....	-2
Subtotal, Conservation and land management .....	3,783	3,560	4,179	4,179	3,553	3,999	4,124	4,112
<b>303 Recreational resources:</b>								
Federal land acquisition .....	311	358	399	338	238	325	367	349
Urban park and historic preservation funds .....	33	54	56	36	33	35	41	39
Operation of recreational resources:								
Existing law .....	2,134	2,183	2,313	2,176	1,689	1,949	2,196	2,218
Proposed legislation .....	.....	.....	.....	8	.....	.....	.....	6
Corps of Engineers recreational fee (proposed) .....	.....	.....	.....	-20	.....	.....	.....	-20
Forest Service recreational fee (proposed) .....	.....	.....	.....	-8	.....	.....	.....	-8
Offsetting receipts .....	-84	-107	-106	-106	-84	-107	-106	-106
Subtotal, Recreational resources .....	2,395	2,488	2,661	2,424	1,876	2,202	2,498	2,478
<b>304 Pollution control and abatement:</b>								
Regulatory, enforcement, and research programs:								
Existing law .....	1,969	2,353	2,414	2,509	1,744	2,179	2,294	2,356
Proposed legislation .....	.....	.....	.....	5	.....	.....	.....	3
Hazardous substance response fund .....	1,530	1,616	1,659	1,750	1,144	1,361	1,495	1,514
Oil pollution funds (gross) .....	149	113	114	133	44	55	116	132
Sewage treatment plant construction grants .....	1,948	2,102	2,145	1,900	2,290	2,354	2,199	2,194
Leaking underground storage tank trust fund .....	74	65	67	85	59	69	83	91
Offsetting receipts .....	-125	-150	-237	-237	-125	-150	-237	-237
Subtotal, Pollution control and abatement .....	5,545	6,098	6,162	6,145	5,156	5,869	5,949	6,051
<b>306 Other natural resources:</b>								
Program activities .....	2,093	2,318	2,433	2,482	2,095	2,283	2,460	2,483
Offsetting receipts .....	-16	-19	-19	-19	-16	-19	-19	-19
Subtotal, Other natural resources .....	2,077	2,298	2,413	2,463	2,080	2,263	2,441	2,464
Total .....	18,132	18,805	19,978	19,708	17,067	18,829	19,535	19,545
<b>350 AGRICULTURE</b>								
<b>351 Farm income stabilization:</b>								
Commodity Credit Corporation:								
Existing law .....	6,273	11,327	10,773	10,773	6,380	10,844	11,000	11,079
Proposed legislation .....	.....	.....	.....	-36	.....	.....	.....	-36
Crop insurance:								
Existing law .....	401	663	644	632	979	884	943	936
Proposed legislation .....	.....	.....	.....	-157	.....	.....	.....	-77
Agricultural credit insurance .....	5,459	6,018	6,302	6,278	2,241	1,715	858	835
State mediation grants .....	.....	.....	4	2	.....	.....	2	1
Farm Credit System assistance .....	169	170	174	147	167	170	173	-104
Temporary emergency food assistance program .....	11	*	*	.....	17	11	155	-103
Other .....	.....	.....	.....	.....	.....	.....	.....	.....
Subtotal, Farm income stabilization .....	12,313	18,179	17,896	17,638	9,761	13,453	12,872	12,790
<b>352 Agricultural research and services:</b>								
Research programs:								
Existing law .....	946	1,064	1,106	1,104	953	1,028	1,046	1,046
Proposed legislation .....	.....	.....	.....	-3	.....	.....	.....	-3
Extension programs .....	369	398	407	411	364	388	404	407
Marketing programs:								
Existing law .....	146	171	174	195	151	171	173	191
Proposed legislation .....	.....	.....	.....	.....	.....	.....	.....	.....
Marketing and inspection fees (proposed) .....	.....	.....	.....	-12	.....	.....	.....	-12
Animal and plant health programs .....	375	418	547	441	371	408	411	410
Economic intelligence .....	221	239	251	262	216	233	248	257
Other programs and unallocated overhead .....	277	313	324	297	248	275	279	287
Offsetting receipts .....	-106	-112	-113	-113	-106	-112	-113	-113
Subtotal, Agricultural research and services .....	2,229	2,493	2,697	2,581	2,197	2,391	2,448	2,470
Total .....	14,542	20,671	20,593	20,219	11,958	15,844	15,321	15,261
<b>370 COMMERCE AND HOUSING CREDIT</b>								
<b>371 Mortgage credit:</b>								
Mortgage-backed securities (GNMA) .....	*	.....	.....	.....	-462	-142	-282	-327
Mortgage purchase activities (GNMA) .....	.....	.....	.....	.....	-6	-3	-5	-5
Mortgage credit (FHA) .....	2,504	3,610	2,394	1,188	988	1,533	1,782	590
Housing for the elderly or handicapped .....	399	75	.....	.....	313	645	741	741
Rural housing programs (FmHA) .....	6,943	6,143	4,236	3,983	3,014	3,219	2,797	2,652
Other .....	.....	.....	.....	.....	-2	10	.....	.....
Subtotal, Mortgage credit .....	9,847	9,829	6,631	5,171	3,845	5,263	5,034	3,652

Table XV-11. CURRENT SERVICES BUDGET AUTHORITY AND OUTLAYS BY FUNCTION AND PROGRAM—Continued

(In millions of dollars)

Major missions and programs	Budget Authority				Outlays			
	1990 actual	Current Services		1992 Administration proposals	1990 actual	Current Services		1992 Administration proposals
		1991 estimate	1992 estimate			1991 estimate	1992 estimate	
<b>372 Postal service:</b>								
Payments to the Postal Service fund:								
Existing law .....	490	511	523	601 -378	490	511	523	601 -378
Proposed legislation .....								
Postal Service:								
Existing law .....	3,083	2,722	814	814 990	1,626	59	-1,322	-1,322 198
Proposed legislation .....								
Subtotal, Postal service .....	3,573	3,233	1,337	2,027	2,116	570	-799	-900
<b>373 Deposit insurance:</b>								
Resolution Trust Corporation:								
Existing law .....	41,507	80,416	76,055	76,055	46,547	84,568	76,055	-11,849 87,904
Proposed legislation .....								
Bank Insurance Fund .....	3,453	11,718	20,411	20,411	6,429	15,881	9,731	9,731
FSLIC Resolution Fund .....	664	14,775	.....	.....	5,213	11,067	3,262	3,262
Savings Association Insurance Fund .....					87	13	-847	-847
National Credit Union Administration .....					-101	-37	-156	-156
Other bank and thrift regulation .....	*	11	11	30	-94	-1	8	27
Subtotal, Deposit insurance .....	45,624	106,920	96,477	96,496	58,081	111,491	88,053	88,073
<b>376 Other advancement of commerce:</b>								
Small and minority business assistance:								
Existing law .....	626	612	946	851 -160	386	506	784	714
Proposed legislation .....								
Science and technology .....	273	292	298	279	296	310	304	293
Economic and demographic statistics .....	1,556	419	445	351	1,602	588	448	361
International trade and other:								
Existing law .....	845	796	858	774 -9	822	781	835	748
Proposed legislation .....								
Subtotal, Other advancement of commerce .....	3,299	2,119	2,547	2,086	3,105	2,184	2,370	1,963
Total .....	62,342	122,100	106,991	105,780	67,147	119,508	94,659	92,788
On-budget .....	(59,259)	(119,378)	(106,177)	(103,976)	(65,522)	(119,449)	(95,981)	(93,912)
Off-budget .....	(3,083)	(2,722)	(814)	(1,804)	(1,626)	(59)	(-1,322)	(-1,124)
<b>400 TRANSPORTATION</b>								
<b>401 Ground transportation:</b>								
Highways .....	15,164	14,483	15,079	15,824	14,181	14,364	15,726	15,146
Highway safety .....	338	360	375	437	362	359	373	395
Mass transit .....	3,245	3,310	3,409	3,381	3,830	4,107	3,830	3,571
Railroads .....	579	840	886	525	537	750	881	605
Regulation:								
Existing law .....	44	44	47	41 -11	43	44	47	42 -12
Proposed legislation .....								
Subtotal, Ground transportation .....	19,369	19,037	19,796	20,197	18,954	19,623	20,856	19,746
<b>402 Air transportation:</b>								
Airports and airways (FAA) .....	7,367	7,938	8,541	9,267	6,390	7,419	7,700	7,970
Aeronautical research and technology .....	862	980	1,014	1,079	819	976	1,007	1,046
Air carrier subsidies and other .....	31	27	27	39	24	29	27	34
Subtotal, Air transportation .....	8,260	8,944	9,582	10,385	7,234	8,424	8,733	9,050
<b>403 Water transportation:</b>								
Marine safety and transportation .....	3,060	2,837	2,995	3,386	2,977	2,809	3,044	3,387
Ocean shipping .....	108	85	83	83	189	362	348	349
Panama Canal Commission .....	6	5	5	5	-15	—*	*	*
Subtotal, Water transportation .....	3,168	2,927	3,082	3,474	3,151	3,171	3,393	3,736
<b>407 Other transportation</b>								
Total .....	143	251	261	256	146	252	256	175
	30,940	31,160	32,722	34,312	29,485	31,469	33,239	32,707
<b>450 COMMUNITY AND REGIONAL DEVELOPMENT</b>								
<b>451 Community development:</b>								
Community development block grants .....	2,915	3,200	3,267	2,920	2,818	3,073	3,111	3,097
Urban homesteading .....	13	13	13	.....	13	14	13	.....
Rental housing assistance for the homeless .....	11	.....	.....	57	3	4	5	14
Rental rehabilitation and rental development .....	128	70	71	.....	37	72	118	93
Pennsylvania Avenue Development Corporation .....	744	12	12	22	31	97	134	144
Other:								
Existing law .....	249	375	391	388	630	650	569	506
Proposed legislation .....								
Subtotal, Community development .....	4,060	3,670	3,755	3,387	3,530	3,910	3,950	3,853

Table XV-11. CURRENT SERVICES BUDGET AUTHORITY AND OUTLAYS BY FUNCTION AND PROGRAM—Continued

(In millions of dollars)

Major missions and programs	Budget Authority				Outlays			
	1990 actual	Current Services		1992 Administration proposals	1990 actual	Current Services		1992 Administration proposals
		1991 estimate	1992 estimate			1991 estimate	1992 estimate	
<b>452 Area and regional development:</b>								
Rural development:								
Existing law .....	2,236	2,554	915	812	1,407	1,417	1,100	1,102
Proposed legislation .....				-3				-*
Economic development assistance .....	217	236	242	20	169	201	208	179
Indian programs .....	1,607	1,311	1,444	1,390	1,362	1,306	1,391	1,326
Regional commissions .....	152	175	179	105	134	121	137	134
Tennessee Valley Authority .....	119	135	143	91	98	113	133	120
Other .....	-5	-7			-8			
Offsetting receipts .....	-294	-321	-448	-492	-294	-321	-448	-492
Subtotal, Area and regional development .....	4,033	4,082	2,475	1,924	2,868	2,836	2,521	2,369
<b>453 Disaster relief and insurance:</b>								
Small business disaster loans:								
Existing law .....	342	-107	200	200	344	63	-171	-171
Proposed legislation .....				-56				-33
Disaster relief .....	1,251			184	1,333	822	282	356
Other .....	134	131	137	129	424	131	90	84
Subtotal, Disaster relief and insurance .....	1,728	24	337	457	2,100	1,016	200	236
Total .....	9,820	7,776	6,567	5,768	8,498	7,762	6,671	6,457
<b>500 EDUCATION, TRAINING, EMPLOYMENT, AND SOCIAL SERVICES</b>								
<b>501 Elementary, secondary, and vocational education:</b>								
School improvement programs .....	1,418	1,583	1,616	1,501	1,179	1,541	1,611	1,597
Compensatory education:								
Existing law .....	5,368	6,225	6,355	6,224	4,482	5,335	6,052	6,037
Proposed legislation .....				200				24
Special education .....	2,055	2,467	2,519	2,730	1,617	2,317	2,607	2,632
Impact aid .....	795	781	797	620	816	815	822	695
Vocational and adult education .....	1,130	1,253	1,279	1,262	1,307	906	1,043	1,041
Educational excellence (proposed) .....				490				59
Other .....	528	824	853	703	518	681	830	671
Subtotal, Elementary, secondary, and vocational education .....	11,293	13,132	13,418	13,729	9,918	11,596	12,965	12,756
<b>502 Higher education:</b>								
Student financial assistance:								
Existing law .....	6,082	6,714	6,607		5,920	5,970	6,489	5,278
Proposed legislation .....				6,714				1,262
Guaranteed student loan program:								
Existing law .....	4,348	4,210	6,020	3,122	4,372	4,201	5,110	3,282
Proposed legislation .....				2,770				1,736
Higher education:								
Existing law .....	625	763	779	6	659	599	640	527
Proposed legislation .....				778				108
Other:								
Existing law .....	257	292	267	248	155	336	333	328
Proposed legislation .....								*
Subtotal, Higher education .....	11,311	11,978	13,673	13,639	11,107	11,107	12,572	12,522
<b>503 Research and general education aids:</b>								
Existing law .....	1,633	1,896	1,946	1,982	1,577	1,820	1,967	1,957
Proposed legislation .....				20				2
Subtotal, Research and general education aids .....	1,633	1,896	1,946	2,002	1,577	1,820	1,967	1,959
<b>504 Training and employment:</b>								
Training and employment services:								
Existing law .....	3,929	4,079	4,170	4,052	3,837	3,897	4,052	4,049
Proposed legislation .....								25
TAA training assistance:								
Existing law .....	79	71	72	72	3	54	70	70
Proposed legislation .....				-72				-22
Older Americans employment .....	367	390	399	343	345	360	390	380
Federal-State employment service .....	1,123	1,157	1,184	1,061	1,103	1,136	1,169	1,122
Other .....	65	70	74	75	74	85	69	70
Subtotal, Training and employment .....	5,563	5,767	5,899	5,531	5,361	5,532	5,750	5,693
<b>505 Other labor services</b>								
	817	864	913	980	810	846	890	946
<b>506 Social services:</b>								
Social services block grant .....	2,762	2,800	2,800	2,800	2,749	2,802	2,801	2,801
Grants to States for special services .....	389	436	445	11	351	444	443	148
Rehabilitation services:								
Existing law .....	1,780	1,889	2,003	27	1,780	1,921	1,972	451

Table XV-11. CURRENT SERVICES BUDGET AUTHORITY AND OUTLAYS BY FUNCTION AND PROGRAM—Continued

(In millions of dollars)

Major missions and programs	Budget Authority				Outlays			
	1990 actual	Current Services		1992 Administration proposals	1990 actual	Current Services		1992 Administration proposals
		1991 estimate	1992 estimate			1991 estimate	1992 estimate	
Proposed legislation .....	.....	.....	.....	1,976	.....	.....	.....	1,522
Payments to States for foster care and adoption assistance:								
Existing law .....	1,375	2,584	2,614	2,614 -247	1,579	2,444	2,520	2,520 -210
Proposed legislation .....	.....	.....	.....	90	.....	.....	.....	72
Human development services:								
Existing law .....	2,936	3,462	3,536	3,577	2,550	3,157	3,538	3,555
Proposed legislation .....	.....	.....	.....	199	.....	.....	.....	189
Domestic volunteer programs .....	176	191	196	199	169	179	188	189
Interim assistance to States for legalization .....	303	273	1,123	.....	546	942	827	585
Points of Light Initiative .....	5	5	5	8	.....	2	7	9
Other social services .....	7	11	12	7	—*	8	10	10
Subtotal, Social services .....	9,727	11,652	12,734	11,062	9,723	11,899	12,305	11,652
Total .....	40,344	45,289	48,582	46,943	38,497	42,800	46,450	45,530
<b>550 HEALTH</b>								
<b>551 Health care services:</b>								
Medicaid grants:								
Existing law .....	40,690	51,555	59,899	59,808 25	41,103	51,555	59,899	59,808 25
Proposed legislation .....	.....	.....	507	507	.....	.....	507	507
Health insurance tax credit .....	.....	.....	.....	.....	.....	.....	.....	.....
Federal employees' health benefits:								
Existing law .....	3,727	3,510	2,504	2,504 -66	1,640	2,354	3,010	3,012 -66
Proposed legislation .....	.....	.....	.....	-111	.....	.....	.....	-111
PHS retirement transfer (proposed) .....	.....	.....	.....	.....	.....	.....	.....	.....
Other health care services:								
Existing law .....	6,003	6,945	7,069	6,812	4,894	6,423	6,800	6,776
Proposed legislation .....	.....	.....	.....	.....	.....	.....	.....	.....
Subtotal, Health care services .....	50,420	62,009	69,979	69,478	47,637	60,331	70,216	69,951
<b>552 Health research:</b>								
National Institutes of Health research .....	7,216	7,890	8,085	8,373	7,145	7,419	7,870	7,872
Other research programs .....	1,109	1,297	1,334	1,297	882	1,118	1,262	1,237
Subtotal, Health research .....	8,324	9,187	9,419	9,670	8,027	8,538	9,132	9,109
<b>553 Education and training of health care work force:</b>								
National Institutes of Health research training .....	361	387	397	402	347	364	386	382
Clinical training .....	238	260	328	147	198	281	341	234
Other .....	71	77	79	68	44	65	74	72
Subtotal, Education and training of health care work force .....	670	725	803	616	589	709	800	687
<b>554 Consumer and occupational health and safety:</b>								
Consumer safety:								
Existing law .....	1,057	1,168	1,240	1,085 -50	1,008	1,140	1,181	1,071 -50
Proposed legislation .....	.....	.....	492	500	454	462	485	491
Occupational safety and health .....	445	469	492	500	454	462	485	491
Subtotal, Consumer and occupational health and safety .....	1,503	1,638	1,732	1,535	1,462	1,602	1,666	1,512
Total .....	60,917	73,558	81,933	81,300	57,716	71,180	81,814	81,260
<b>570 MEDICARE</b>								
<b>571 Medicare:</b>								
Hospital insurance (HI):								
Existing law .....	64,415	70,264	77,805	77,494 -2,035	66,687	70,211	77,711	77,437 -2,035
Proposed legislation .....	.....	.....	.....	.....	.....	.....	.....	.....
Supplementary medical insurance (SMI):								
Existing law .....	43,272	46,071	52,189	52,129 -795	43,022	46,056	52,188	52,096 -795
Proposed legislation .....	.....	.....	.....	.....	.....	.....	.....	.....
Medicare premiums and collections:								
Existing law .....	-8,891	-11,834	-12,958	-12,938 -44	-11,607	-11,834	-12,958	-12,938 -44
Proposed legislation .....	.....	.....	.....	.....	.....	.....	.....	.....
Total .....	98,796	104,501	117,037	113,811	98,102	104,433	116,941	113,720
<b>600 INCOME SECURITY</b>								
<b>601 General retirement and disability insurance (excluding social security):</b>								
Railroad retirement:								
Existing law .....	4,161	4,648	4,890	4,742 -108	4,249	4,064	4,617	4,540 74
Proposed legislation .....	.....	.....	.....	.....	.....	.....	.....	.....
Special benefits for disabled coal miners .....	1,549	1,425	1,385	1,302	1,486	1,437	1,442	1,441
Pension Benefit Guaranty Corporation .....	106	109	119	119	93	-605	-555	-551
Other .....	.....	.....	.....	.....	101	113	113	113

Table XV-11. CURRENT SERVICES BUDGET AUTHORITY AND OUTLAYS BY FUNCTION AND PROGRAM—Continued

(In millions of dollars)

Major missions and programs	Budget Authority			Outlays			1992 Administration proposals	
	1990 actual	Current Services		1992 Administration proposals	Current Services			
		1991 estimate	1992 estimate		1991 estimate	1992 estimate		
Subtotal, General retirement and disability insurance (excluding social security) .....	5,815	6,182	6,394	6,055	5,148	4,996	5,617	
<b>602 Federal employee retirement and disability:</b>								
Civilian retirement and disability programs:								
Existing law .....	52,986	56,477	59,428	59,428	31,451	34,007	35,325	
Proposed legislation .....	.....	.....	.....	132	.....	.....	35,328	
PHS retirement transfer (proposed) .....	.....	.....	.....	164	.....	.....	111	
Military retirement .....	33,970	35,551	36,874	36,874	21,545	22,978	24,673	
Federal employees workers' compensation (FECA) .....	166	319	189	189	—93	276	24,673	
Federal employees life insurance fund .....	3	9	14	14	—923	—934	178	
Subtotal, Federal employee retirement and disability .....	87,125	92,356	96,506	96,801	51,981	56,327	59,225	
<b>603 Unemployment compensation:</b>								
Existing law .....	18,960	24,040	25,294	25,491	18,889	27,033	27,511	
Proposed legislation .....	.....	.....	.....	—90	.....	.....	27,329	
Subtotal, Unemployment compensation .....	18,960	24,040	25,294	25,400	18,889	27,033	27,511	
<b>604 Housing assistance:</b>								
Subsidized housing .....	7,302	8,522	8,700	9,029	12,751	13,662	14,299	
Renewal of Section 8 contracts .....	1,164	7,735	6,882	7,025	3	564	1,470	
HOPE grants .....	.....	.....	.....	865	.....	.....	41	
Public housing operating subsidies .....	1,865	2,100	2,144	2,156	1,759	2,013	2,145	
Low-rent public housing loans .....	350	200	100	100	413	282	176	
Transitional housing and emergency shelter for the homeless .....	200	223	228	221	79	124	154	
Other housing assistance .....	254	981	1,471	2,093	886	1,087	1,525	
Subtotal, Housing assistance .....	11,135	19,761	19,525	21,488	15,891	17,731	19,768	
<b>605 Food and nutrition assistance:</b>								
Food stamps .....	15,970	18,277	19,650	19,650	14,992	18,312	19,638	
Aid to Puerto Rico .....	937	963	1,013	1,013	931	963	1,013	
Child nutrition and other programs:								
Existing law .....	8,148	8,895	9,500	9,654	8,040	8,941	9,466	
Proposed legislation .....	.....	.....	.....	1	.....	.....	—8	
Subtotal, Food and nutrition assistance .....	25,054	28,135	30,163	30,318	23,964	28,216	30,116	
<b>609 Other income security:</b>								
Supplemental security income (SSI):								
Existing law .....	12,576	17,409	17,376	17,476	12,568	16,786	17,376	
Proposed legislation .....	.....	.....	.....	—96	.....	.....	17,599	
Family support payments:								
Existing law .....	12,165	14,008	15,162	15,162	12,246	14,110	15,237	
Proposed legislation .....	.....	.....	.....	—120	.....	.....	—120	
JOBS training program for welfare recipients .....	531	1,000	1,000	1,000	258	636	868	
Earned income tax credit (EITC) .....	4,354	4,857	6,772	6,772	4,354	4,857	6,772	
Refugee assistance .....	390	411	419	411	441	386	414	
Low income home energy assistance .....	1,443	1,610	1,644	1,025	1,314	1,669	1,458	
Payments to states for day-care assistance .....	732	760	745	.....	22	568	567	
Other:								
Existing law .....	220	224	237	248	222	208	228	
Proposed legislation .....	.....	.....	.....	5	.....	.....	2	
Subtotal, Other income security .....	31,679	40,251	43,370	42,628	31,404	38,675	42,921	
Total .....	179,768	210,724	221,251	222,691	147,277	172,977	185,159	
							184,839	
<b>650 SOCIAL SECURITY</b>								
<b>651 Social security:</b>								
Old-age and survivors insurance (OASI):								
Existing law .....	278,557	298,932	318,720	318,720	223,432	241,604	258,795	
Proposed legislation .....	.....	.....	.....	.....	.....	.....	130	
Disability insurance (DI) .....	28,282	30,515	32,389	32,389	25,191	27,361	29,594	
Interfund transactions .....	141	3	.....	.....	.....	.....	29,630	
Total .....	306,980	329,451	351,109	351,109	248,623	268,965	288,388	
On-budget .....	(3,766)	(5,131)	(5,847)	(5,847)	(3,625)	(5,127)	(5,847)	
Off-budget .....	(303,214)	(324,320)	(345,262)	(345,262)	(244,998)	(263,837)	(282,541)	
							(282,785)	
<b>700 VETERANS BENEFITS AND SERVICES</b>								
<b>701 Income security for veterans:</b>								
Service-connected compensation:								
Existing law .....	11,566	11,627	11,181	11,181	10,715	11,671	11,217	
Proposed legislation .....	.....	303	1,146	1,131	.....	412	1,097	
Non-service-connected pensions:								
Existing law .....	3,884	3,936	3,897	3,897	3,594	3,955	3,900	
							3,900	

Table XV-11. CURRENT SERVICES BUDGET AUTHORITY AND OUTLAYS BY FUNCTION AND PROGRAM—Continued

(In millions of dollars)

Major missions and programs	Budget Authority				Outlays			
	1990 actual	Current Services		1992 Administration proposals	1990 actual	Current Services		1992 Administration proposals
		1991 estimate	1992 estimate			1991 estimate	1992 estimate	
Proposed legislation .....	.....	.....	.....	-2	.....	.....	.....	-2
Burial and other benefits .....	140	122	131	131	145	129	131	131
National service life insurance trust fund .....	1,442	1,459	1,428	1,428	1,223	1,301	1,323	1,323
All other insurance programs .....	28	28	36	36	-36	-19	-6	6
Insurance program receipts .....	-400	-403	-373	-373	-400	-403	-373	-373
Subtotal, Income security for veterans .....	16,660	17,071	17,447	17,431	15,241	17,046	17,290	17,273
<b>702 Veterans education, training, and rehabilitation:</b>								
Readjustment benefits (GI Bill and related programs):								
Existing law .....	473	538	635	635	486	541	633	633
Proposed legislation .....	.....	.....	.....	-12	.....	.....	.....	-12
Post-Vietnam era education .....	-193	-198	-206	-206	15	67	46	46
All-volunteer force educational assistance trust fund .....	.....	.....	.....	.....	-221	-199	-178	-178
Veterans jobs program .....	.....	.....	.....	.....	2	.....	.....	.....
Other:								
Existing law .....	.....	1	1	1	-4	-3	-3	-3
Proposed legislation .....	.....	.....	.....	-*	.....	.....	.....	-*
Subtotal, Veterans education, training, and rehabilitation .....	279	341	431	419	278	406	497	485
<b>703 Hospital and medical care for veterans:</b>								
Medical care and hospital services:								
Existing law .....	11,436	12,310	12,999	13,287	11,330	12,101	12,842	13,037
Proposed legislation .....	.....	.....	.....	-27	.....	.....	.....	-27
Medical administration, research, and other:								
Existing law .....	261	269	285	268	253	262	276	263
Proposed legislation .....	.....	.....	.....	1	.....	.....	.....	1
Construction .....	619	810	829	739	699	585	632	639
Third-party medical recoveries .....	.....	-293	-379	-379	.....	-306	-381	-381
Fees and other charges for medical services .....	-148	-45	-10	-135	-148	-45	-10	-135
Subtotal, Hospital and medical care for veterans .....	12,168	13,051	13,724	13,754	12,134	12,597	13,359	13,397
<b>704 Veterans housing:</b>								
Loan guaranty revolving fund:								
Existing law .....	548	635	586	588	649	629	617	619
Proposed legislation .....	.....	.....	.....	-100	.....	.....	.....	-106
Direct loan revolving fund:								
Existing law .....	.....	.....	1	1	-16	-15	-4	-4
Proposed legislation .....	.....	.....	.....	-1	.....	.....	.....	4
Guaranty and indemnity:								
Existing law .....	.....	83	481	482	-116	-216	569	570
Proposed legislation .....	.....	.....	.....	-193	.....	.....	.....	-207
Subtotal, Veterans housing .....	548	718	1,068	777	517	398	1,182	876
<b>705 Other veterans benefits and services:</b>								
Cemeteries, administration of veterans benefits, and other ....	863	957	877	909	858	942	828	856
Non-VA support programs .....	77	91	85	91	84	95	103	114
Subtotal, Other veterans benefits and services .....	940	1,048	962	999	943	1,036	930	970
Total .....	30,595	32,229	33,632	33,380	29,112	31,483	33,258	33,001
<b>750 ADMINISTRATION OF JUSTICE</b>								
<b>751 Federal law enforcement activities:</b>								
Criminal investigations (DEA, FBI, FCEN, OCDE) .....	2,448	2,738	2,893	3,189	2,122	2,762	2,717	2,952
Alcohol, tobacco, and firearms investigation (ATF) .....	264	306	323	317	255	302	320	314
Border enforcement activities (Customs and INS) .....	2,488	2,429	2,536	2,652	2,247	2,380	2,455	2,550
Customs user fee .....	-892	-699	-696	-696	-892	-699	-696	-696
Protection activities (Secret Service) .....	384	425	449	495	386	424	439	477
Other enforcement .....	507	536	566	608	529	546	565	613
Subtotal, Federal law enforcement activities .....	5,200	5,734	6,070	6,566	4,648	5,714	5,799	6,211
<b>752 Federal litigative and judicial activities:</b>								
Civil and criminal prosecution and representation:								
Existing law .....	1,740	2,084	2,201	2,401	1,608	2,093	2,152	2,329
Proposed legislation .....	.....	.....	.....	1	.....	.....	.....	1
Federal judicial activities .....	1,773	2,015	2,130	2,585	1,680	2,073	1,952	2,385
Representation of indigents in civil cases .....	317	327	334	327	291	325	333	327
Subtotal, Federal litigative and judicial activities .....	3,829	4,427	4,666	5,314	3,579	4,491	4,437	5,042
<b>753 Federal correctional activities</b> .....	2,578	1,732	1,822	2,195	1,291	1,575	2,272	2,557
<b>754 Criminal justice assistance</b> .....	774	821	863	767	477	759	698	677
Total .....	12,381	12,714	13,421	14,842	9,995	12,539	13,206	14,486

Table XV-11. CURRENT SERVICES BUDGET AUTHORITY AND OUTLAYS BY FUNCTION AND PROGRAM—Continued  
(In millions of dollars)

Major missions and programs	Budget Authority				Outlays			
	1990 actual	Current Services		1992 Administration proposals	1990 actual	Current Services		1992 Administration proposals
		1991 estimate	1992 estimate			1991 estimate	1992 estimate	
<b>800 GENERAL GOVERNMENT</b>								
<b>801 Legislative functions</b>	1,800	2,021	2,144	2,468	1,752	2,085	2,198	2,466
<b>802 Executive direction and management</b>	296	270	281	243	160	259	281	248
<b>803 Central fiscal operations:</b>								
Collection of taxes	5,500	6,111	6,733	6,733	5,370	5,993	6,561	6,561
Other fiscal operations:								
Existing law	715	-1,079	25	47	634	-1,042	11	30
Proposed legislation				-94				-94
Subtotal, Central fiscal operations	6,215	5,032	6,758	6,687	6,004	4,951	6,572	6,497
<b>804 General property and records management:</b>								
Federal buildings fund	1,967	1,870	1,619	233	-220	655	540	626
Property receipts	-61	-169	-171	-171	-61	-169	-171	-171
Records management	126	139	145	153	157	241	250	255
Other	282	203	215	212	155	268	259	261
Subtotal, General property and records management	2,313	2,042	1,808	426	31	995	878	971
<b>805 Central personnel management:</b>								
Existing law	156	164	174	172	176	160	165	163
Proposed legislation				1				1
Subtotal, Central personnel management	156	164	174	173	176	160	165	164
<b>806 General purpose fiscal assistance:</b>								
Payments and loans to the District of Columbia	515	533	544	499	548	540	544	499
Payments to States and counties from Forest Service receipts:								
Existing law	365	355	367	367	369	356	364	364
Proposed legislation				2				2
Payments to States from receipts under the Mineral Leasing Act	451	515	522	473	451	515	522	473
Payments to States and counties from Federal land management activities	132	124	130	133	230	119	129	132
Payments in lieu of taxes	105	104	107	105	103	104	107	105
Payments to territories and Puerto Rico	177	210	220	220	175	210	220	220
Other	288	287	287	288	285	288	287	288
Subtotal, General purpose fiscal assistance	2,033	2,128	2,176	2,087	2,161	2,133	2,172	2,083
<b>808 Other general government:</b>								
Compacts of free association	136	177	157	150	179	177	157	150
Territories	109	154	156	87	119	146	150	95
Treasury claims	485	427	468	468	485	427	468	468
Civil liberties public education fund		500	500	500		500	500	500
Presidential election campaign fund	32	33	33	33	-*	21	158	158
Other	-13	143	163	92	17	97	160	109
Subtotal, Other general government	750	1,433	1,477	1,330	800	1,367	1,593	1,479
<b>809 Deductions for offsetting receipts</b>								
Total	13,202	12,310	14,092	12,688	10,724	11,169	13,133	13,183
<b>900 NET INTEREST</b>								
<b>901 Interest on the public debt:</b>								
Existing law	264,820	285,958	303,482	303,894	264,820	285,958	303,482	303,894
Proposed legislation				84				84
Subtotal, Interest on the public debt	264,820	285,958	303,482	303,978	264,820	285,958	303,482	303,978
<b>902 Interest received by on-budget trust funds:</b>								
Existing law	-46,416	-50,178	-53,432	-53,432	-46,416	-50,178	-53,432	-53,432
Proposed legislation				-84				-84
Subtotal, Interest received by on-budget trust funds	-46,416	-50,178	-53,432	-53,516	-46,416	-50,178	-53,432	-53,516
<b>903 Interest received by off-budget trust funds</b>								
<b>908 Other interest:</b>								
Interest on loans to Federal Financing Bank	-13,731	-16,137	-18,552	-18,552	-13,731	-16,137	-18,552	-18,552
Interest on refunds of tax collections	2,329	2,265	2,248	2,248	2,329	2,265	2,248	2,248
Interest on loans to FHA	-395	-534	-606		-395	-534	-606	
Other	-5,904	-4,937	-4,081	-4,082	-6,394	-4,511	-4,081	-4,082
Subtotal, Other interest	-17,701	-19,344	-20,991	-20,386	-18,191	-18,918	-20,991	-20,386
Total	184,711	196,273	205,325	206,343	184,221	196,699	205,325	206,343
On-budget	(200,702)	(216,437)	(229,058)	(230,076)	(200,212)	(216,863)	(229,058)	(230,076)

Table XV-11. CURRENT SERVICES BUDGET AUTHORITY AND OUTLAYS BY FUNCTION AND PROGRAM—Continued

(in millions of dollars)

Major missions and programs	Budget Authority				Outlays			
	1990 actual	Current Services		1992 Administration proposals	1990 actual	Current Services		1992 Administration proposals
		1991 estimate	1992 estimate			1991 estimate	1992 estimate	
Off-budget .....	(-15,991)	(-20,164)	(-23,733)	(-23,733)	(-15,991)	(-20,164)	(-23,733)	(-23,733)
<b>920 ALLOWANCES</b>								
<b>925 Budget authority to reach domestic discretionary cap</b> .....			3,441					
<b>926 Proposed agency contributions for PHS retirement</b> .....				97				97
<b>929 Operation Desert Shield placeholder</b> .....								4,611
Total .....			3,441	97				4,708
<b>950 UNDISTRIBUTED OFFSETTING RECEIPTS</b>								
<b>951 Employer share, employee retirement (on-budget):</b>								
Military retired contributions .....	-16,324	-16,254	-16,161	-16,161	-16,324	-16,254	-16,161	-16,161
Contributions to HI trust fund .....	-2,153	-2,209	-2,346	-2,346	-2,153	-2,209	-2,346	-2,346
Contributions from Postal Service:								
Existing law .....	-3,536	-4,584	-4,871	-4,871	-3,536	-4,584	-4,871	-4,871
Proposed legislation .....				-132				-132
Contributions from other civilian agencies:								
Existing law .....	-6,032	-6,490	-6,979	-6,979	-6,032	-6,490	-6,979	-6,979
Proposed legislation .....				-97				-97
Subtotal, Employer share, employee retirement (on-budget)	-28,044	-29,537	-30,357	-30,586	-28,044	-29,537	-30,357	-30,586
<b>952 Employer share, employee retirement (off-budget)</b> .....	-5,567	-5,827	-6,231	-6,231	-5,567	-5,827	-6,231	-6,231
<b>953 Rents and royalties on the Outer Continental Shelf</b> .....	-3,004	-3,729	-2,687	-2,687	-3,004	-3,729	-2,687	-2,687
<b>954 Sale of major assets</b> .....					-85			-85
<b>959 Other undistributed offsetting receipts</b> .....					-1,191			-1,191
Total .....	-36,615	-39,093	-39,275	-40,780	-36,615	-39,093	-39,275	-40,780
On-budget .....	(-31,048)	(-33,266)	(-33,044)	(-34,549)	(-31,048)	(-33,266)	(-33,044)	(-34,549)
Off-budget .....	(-5,567)	(-5,827)	(-6,231)	(-6,231)	(-5,567)	(-5,827)	(-6,231)	(-6,231)
<b>Total</b> .....	<b>1,368,500</b>	<b>1,508,322</b>	<b>1,585,624</b>	<b>1,577,773</b>	<b>1,251,703</b>	<b>1,401,436</b>	<b>1,447,233</b>	<b>1,445,902</b>
On-budget .....	(1,083,762)	(1,207,271)	(1,269,512)	(1,260,671)	(1,026,638)	(1,163,531)	(1,195,978)	(1,194,205)
Off-budget .....	(284,738)	(301,051)	(316,112)	(317,102)	(225,065)	(237,905)	(251,256)	(251,697)

Note: Estimates for 1990 and 1991 are presented on a pre-credit reform basis. The estimates for 1992 use credit reform accounting.

\* \$500 thousand or less.