

FY 2002 Budget Resolution

Senate Democratic Alternative Budget



Senate Budget Committee Democratic Staff
Senator Kent Conrad, Ranking Member

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Senate Democratic Alternative Budget for 2002

The Senate Democratic Alternative Budget is a balanced and fiscally responsible plan that *protects the Social Security and Medicare surpluses from raids that would spend those surpluses for other purposes in every year*. In addition, the plan pays down the maximum amount of publicly held debt, provides for immediate fiscal stimulus of \$60 billion, contains a substantial but affordable tax cut for all Americans, reserves resources for a prescription drug benefit and other high priority domestic needs, and provides \$750 billion to strengthen Social Security and address long-term debt.

The GOP budget fails to protect the Social Security and Medicare surpluses for those programs and pays down less debt than the Democratic plan. The \$1.6 trillion tax cut in the Republican plan disproportionately benefits the wealthiest one percent of Americans and crowds out investments in important priorities. In addition, the GOP budget contains few details because those details would show that the numbers simply don't add up. When adjusted to exclude the HI trust fund surplus, the \$453 billion unallocated surplus in the GOP budget would not support adequate levels of education and defense spending, would not accommodate a prescription drug benefit for all seniors, or not maintain current levels of support for struggling farmers.

Table 1: The Democratic Alternative Budget vs. the GOP Budget

(Fiscal Years 2002 through 2011; \$ billions)	GOP Budget	Democratic Alternative
Social Security Trust Funds	2,490	2,490
Medicare Trust Fund	0	393
Tax Cuts	1,611	745
Spending Priorities	201	744
Strategic Reserve for Long Term Debt	0	745
Interest	461	490
TOTAL	4,775	5,610
Unallocated surplus	846	0
Unallocated surplus excluding HI trust fund	453	0
<i>Public debt at the end of 2011</i>	<i>818</i>	<i>497</i>

Protects the Trust Fund Surpluses

The Democratic Alternative reserves the entire \$2.5 trillion off-budget surplus to strengthen and preserve the Social Security program and the entire \$0.4 billion Medicare HI surplus to meet our current obligations to current and future Medicare beneficiaries.

The GOP Budget claims that all of the Social Security trust fund surpluses have been preserved for Social Security, but makes no attempt to protect the Medicare surplus. The \$393 billion Medicare HI trust fund surplus (based on CBO estimates) is part of the on-budget surplus, which will compete with defense, agriculture, tax extenders, and other more immediate needs.

Pays Down Maximum Amount of Debt

The Democratic Alternative pays down the debt to \$497 billion by 2011. This amount of debt reduction is feasible and is consistent with sound debt management practices. A large fraction of the existing debt held by the public comes due or is callable before 2011. A Treasury that was interested in reducing the debt could take a number of actions to cut the remaining amount of debt to about \$500 billion without incurring unacceptable costs. In addition, any surplus in excess of hard-to-redeem debt is unlikely to materialize before 2010, which allows plenty of time to decide what to do with any such excess cash.

The GOP Budget assumes that publicly held debt will be paid down to a level of \$818 billion in 2011. This represents an admission that the Bush Administration's claim that reducing the debt below \$1.2 trillion by 2011 would disrupt the markets or require the payment of exorbitant premiums to buy back debt before it matures is not supported by the facts.

Provides Immediate Fiscal Stimulus and Tax Cut for All Americans

The Democratic Alternative contains a \$60 billion economic stimulus that would put money into peoples' hands this year. The plan cuts taxes by an additional \$745 billion between 2002 and 2011, including a \$60 billion tax cut in 2002. The Democratic tax cut is not backloaded – nearly 42 percent occur during the first five years, 2002-2006. The principal components of the assumed tax cut include:

- ***Income tax rate reduction.*** The plan creates a 10 percent bracket for the first \$6,000 in taxable income (\$10,000 for heads of household; \$12,000 for joint filers) effective in 2002. The income tax rate reduction proposed by Democrats would truly be across-the-board bringing tax relief to all federal income tax payers.
- ***Estate tax reform.*** The Democratic plan provides for a fiscally responsible reform of the estate tax that would bring immediate relief to smaller estates. The plan includes a phased-in increase in unified credit and qualified family-owned business interest (QFOBI) deduction to \$4 million per individual and \$8 million per couple and allows unused QFOBI amounts

from the first-to-die spouse to be used by the surviving spouse. The plan for estate tax reform would eliminate estate taxes quickly for estates just above the threshold of estate tax liability. Within a few years, more than two-thirds of the estates currently subject to tax would be removed from the estate tax rolls entirely. Virtually all family farms and businesses would be exempt from the estate tax.

- ***Marriage penalty relief.*** The plan provides real marriage penalty relief by targeting couples who actually incur a marriage penalty under current law. It includes a 10 percent deduction for two-earner families, up to \$6,000 of the lower-earning spouse's income. The income cap is raised to \$12,000 in 2003, \$18,000 in 2004, \$24,000 in 2005, and \$30,000 in 2006.
- ***Unallocated tax cuts.*** The Democratic plan leaves a portion of the revenue reduction unallocated to account for such priorities as extenders, pension reform, education and agriculture incentives, school construction, and energy and health care tax credits.

The GOP Budget includes a \$60 billion tax rebate in 2001, but reduces taxes by only \$29 billion in 2002. Without a significant shift of revenue reduction amounts into fiscal 2002, there will be limited stimulus for the economy. Despite adjustments in the President's plan to make some of the rate cuts effective sooner, the \$1.6 trillion tax cut for 2002-2011 remains heavily backloaded. Less than 10 percent of the benefits become effective before 2004.

- ***\$1.6 trillion understates GOP tax plan.*** The revenue reductions called for in the Republican budget resolution fall short of the cost of the proposals endorsed by the Bush Administration. The cost of the tax provisions already passed in the House of Representatives, when combined with the Bush Administration estimates of the rest of the President's tax proposals already exceed \$1.8 trillion, well above the \$1.6 trillion figure the President has called "just right."
- ***The true cost of the GOP tax cut.*** The debt service alone on the House-passed items and the remaining Bush Administration tax cut agenda will cost almost \$475 billion, driving the total cost of the tax cut to more than \$2.3 trillion. The Joint Committee on Taxation has estimated that almost \$300 billion of the tax cuts assumed in the Republican budget plan will not reach taxpayers because they will be taken away by the alternative minimum tax. If this amount were added to the tax cut, the total cost would be \$2.6 trillion.
- ***The GOP tax cut is unfair.*** Despite Administration boasts that its plan gives the lowest income families the largest percentage reduction, the fact remains that the bottom 40 percent of earners will receive only 4 percent of the benefits under the Republican budget plan. The wealthiest 1 percent get at least 40 percent of the benefits of the tax cut.
- ***The GOP tax cut is backloaded.*** The Administration's estate tax repeal proposal would result in gigantic revenue losses just beyond the 10-year budget window – a time which coincides with the beginning of the demographic wave of baby boom generation retirements.

Provides Resources for Key Priorities

The Democratic Alternative. The Democratic budget allocates \$744 billion over ten years for key priorities and investments, including a meaningful prescription drug benefit, expanded health insurance coverage, agriculture, defense, education, infrastructure, and the environment. By comparison, the GOP budget allocates approximately \$200 billion. The Democratic budget increases overall discretionary spending by \$293 billion over the next ten years: \$100 billion for defense and \$193 billion for domestic programs. The Republican plan adds \$39 billion in defense outlays over ten years but reduces domestic discretionary spending by \$9 billion over ten years.

- **Education.** For 2002, the Democratic budget provides a \$7 billion increase in discretionary funding to improve education and related services. Over the next ten years, this amount grows to \$151 billion. For the ten-year period (2002-2011), the Democratic alternative provides \$130 billion more than the Republican budget for education and related services. These funds would allow an increase in funding for critical priorities such as: reducing class sizes by completing the goal of hiring 100,000 new teachers; improving student performance by making substantial investments in programs that serve disadvantaged children and low-performing schools; increasing funds for special education; improving and expanding teacher quality/training programs; continuing school repair and renovation grants and after-school programs; strengthening reading programs and closing the digital divide; raising the Pell grant maximum to \$4,350; and making Head Start available to eligible 3- and 4-year olds and expanding the Early Learning Fund.

By comparison, the Republican budget provides an increase of only \$945 million in 2002 and \$21 billion over 10 years.

- **Medicare Reform and Prescription drug benefit.** The Democratic budget includes \$311 billion for a comprehensive prescription drug benefit in the Medicare program that is voluntary; accessible to all beneficiaries; designed to assist seniors with the high cost of prescription drugs, protect them from excessive out-of-pocket costs, and give them bargaining power in the marketplace; affordable to all beneficiaries and the programs; administered using private sector entities and competitive purchasing techniques; and consistent with broader Medicare reform. This assumption is in line with recent prescription drug options prepared by the Congressional Budget Office that are based on their current projections of spending on prescription drugs by the Medicare-eligible population.
- **Defense.** The Democratic alternative makes good on President Bush's pledge that "help is on the way" for our nation's armed forces by providing the immediate and long-term defense increases that his budget fails to include. Whereas the President's budget does not include any additional 2001 funding to cover immediate personnel and readiness funding deficits, the Democratic alternative allows a \$7.1 billion 2001 emergency defense supplemental, including \$1.4 billion to make up deficits in the Defense Health Program. The Democratic alternative also provides an FY 2002 increase of \$11.6 billion in real terms, \$8.4 billion more than the last Clinton plan for FY 2002, which was adopted with only minor adjustments by President Bush. Over the long run, the Democratic alternative raises defense

spending by \$100 billion over the level identified by the Congressional Budget Office as required to maintain today's level of spending. This spending level is \$39.5 billion above the GOP budget.

- ***Expanded health insurance coverage.*** The Democratic alternative provides \$80 billion for program expansions in Medicaid and SCHIP and also reserves a portion of the unallocated tax cuts for health care tax credits to expand health insurance coverage. The President would expand coverage with \$72 billion in tax credits.
- ***Agriculture.*** The Democratic plan for agriculture reflects the need for a fourth year of supplemental farm aid in 2001 (\$9 billion) and an additional \$88 billion over the next 10 years (including \$79 billion for farm income support programs and \$9 billion for agricultural conservation programs). The additional \$9 billion for agricultural conservation programs assumes increased funding for environmental quality improvement, wetlands reserve, conservation reserve, farmland protection, wildlife habitat improvement, and related programs.
- ***Improving Food Stamp Benefits for the Elderly, Families with Children, and Legal Immigrants.*** The Democratic alternative includes \$2.5 billion over ten years to improve food stamp benefits for our most vulnerable populations. The funds would help end the child penalty in food stamp law so that families in deep poverty can get the maximum current benefit regardless of family size, increase the minimum food stamp benefit to \$25 to help senior citizens and low-income families on fixed incomes, provide more food stamps to children of families receiving child supports, and restore food stamp eligibility to some legal immigrants.
- ***International Affairs.*** The Democratic alternative provides \$23.9 billion in budget authority and \$19.6 billion in outlays for FY 2002 for international affairs. This level represents a \$50 million increase over the Bush budget. Over ten years, the Democratic plan increases the international affairs budget by \$7.5 billion in budget authority, which is \$153 million above the level proposed by President Bush.
- ***Research and development.*** The Democratic alternative would invest in research and development funding to stimulate the technological advances that are key to our nation's progress and economic growth. It would provide \$22 billion in 2002, \$326 million more than the GOP budget, and \$242 billion over ten years – \$3.5 billion above the GOP plan. These funds will help the nation compete in the global economy and improve our quality of life.

The GOP budget provides no new money for research and development. It would essentially maintain Federal spending at the fiscal year 2001 level for the National Aeronautics and Space Administration, the National Science Foundation and the energy science research programs of the Department of Energy (DOE).

- ***Energy.*** The Democratic budget would invest in energy programs to serve the short- and

long-term energy needs and economic prosperity of our nation. To help increase the reliability and affordability of energy, it provides \$5 billion in new funds for increased development of fossil and renewable energy sources, better transmission capacity, and conservation incentives.

The GOP Budget would cut appropriated energy programs for FY 2002 by \$500 million below the level needed to maintain constant purchasing power and by \$1.4 billion over ten years. These unwise cuts are proposed even though the nation is currently struggling with high energy costs and regional energy shortages, particularly in California.

- ***Land Conservation.*** The Democratic alternative would provide \$1.8 billion in FY 2002 and \$23.2 billion over 10 years to fully fund the Land Conservation, Preservation and Infrastructure Improvement Fund (also known as the Conservation Spending Category). The Fund, created by the 106th Congress, would provide vitally important tools to preserve our nation's natural and cultural heritage by protecting open space, wildlife habitat, wildlands and cultural treasures.
- ***Environment.*** The Democratic budget would provide a 4 percent per year increase in spending on natural resources and environmental needs, for a total of \$18.6 billion over ten years. This would allow the federal government to help fund clean drinking water, efficient management of our nation's land, mineral and water resources, and protection of our environment.

The GOP budget would cut spending on natural resources and the environment by \$53 billion over ten years, 15 percent below what is needed to maintain spending power at the 2001 level. These cuts would strain the operating capacity of agencies like the Interior Department, making them less able to efficiently manage our natural resources for economic and ecological purposes. It would likely shortchange funds for the Environmental Protection Agency's water infrastructure loans and grants, and new and ongoing Army Corps of Engineers projects. They could limit the Federal government's ability to clean up brownfields across the country, to protect endangered species, to manage our new Federal monuments, and to support declining fisheries in the Pacific Northwest and elsewhere.

- ***Housing.*** The Democratic alternative adds approximately \$4 billion over the next four years for public housing operating subsidies and the rental housing construction HOME partnership program.
- ***National Institutes of Health.*** The Democratic budget increases funding for the National Institutes of Health by \$2.8 billion in 2002. This increase is part of an initiative to double NIH's 1998 funding level by 2003. Over ten years, the Democratic budget adds \$61.6 billion to the NIH budget.

- **Veterans.** The Democratic alternative adds \$15 billion over the next ten years for veterans' medical care. The President's budget reduces discretionary spending for veterans programs by \$12 billion in budget authority and outlays.
- **Transportation.** The Democratic alternative includes total budget authority for transportation of \$741 billion and total outlays of \$667.7 billion between FY2002 and FY2011. This funding level represents \$40 billion more in budget authority and \$22 billion more in outlays than the GOP budget over the same time period. The Democratic alternative includes \$5.2 billion in budget authority and \$12.7 billion in outlays above the CBO baseline to meet the funding guarantees in TEA-21 and AIR-21. Furthermore, the Democratic alternative includes \$500 million in additional funding for mass transit "New Starts" projects and \$75 million for pipeline safety.

Table 2: The Democratic Alternative Budget vs. the GOP Budget Changes Proposed for Key Priorities - FY 2002-11

(Budget Authority; \$ billions)	GOP Budget	Democratic Alternative	GOP (+/-) Dem Alt.
Prescription drugs	+145	+311	-166
Expanded coverage	+72	+80	-8
Agriculture	-1	+88	-89
Income security	+3	+9	+6
Environment	-53	+19	-72
Defense	+68	+100	-32
Veterans	-19	+15	-34
Education	+24	+155	-31
Energy	-1	+5	-6
Space and science	+2	+5	-3

Contains a Strategic Reserve for Social Security and Long-Term Debt

The Democratic Alternative reserves \$750 billion over the next ten years for Social Security and long-term debt reduction. The resolution contains reserve fund language, which makes these resources available for legislation reported by the Senate Committee on Finance that would strengthen Social Security, extend the solvency of the Social Security Trust Funds, maintain progressivity in the Social Security benefit system, and continue to lift more seniors out of poverty. The retirement of the baby boom generation is only ten years away. The only way to prepare for the

future fiscal crunch is to set aside some of today's surpluses for tomorrow's demographic time bomb. Every plan that has been proposed to strengthen Social Security requires the use of additional revenues to shore up this important program. There are many ways to use these surplus dollars to strengthen Social Security. The Democratic alternative makes sure that these crucial resources are not consumed by a massive tax cut before the debate over how to strengthen Social Security has even begun.

The GOP Budget reserves no money to strengthen Social Security and address our nation's long-term debt. By failing to take advantage of the unprecedented surpluses we now enjoy, Republicans are trading an opportunity to shore-up our nation's most important anti-poverty program for a massive tax cut. When Social Security and Medicare surpluses are set aside, the GOP budget does not even provide adequate resources to address the immediate needs we know are coming, such as renewing expiring tax credits, reforming the alternative minimum tax, and providing real aid to distressed farmers, let alone additional funding for defense or the long-term needs of Social Security and Medicare.

The GOP budget not only fails to set aside additional resources to strengthen Social Security, but it also proposes to divert current Social Security surpluses into private accounts. These surpluses are already committed to paying benefits in existing law. Diverting money from the trust funds for new purposes will shorten the solvency of the Social Security Trust Funds. That plan is irresponsible and will result in benefit cuts, tax increases on future workers, or dramatic increases in public debt after the baby boomers retire.

Language provisions

Democratic alternative. The Democratic budget resolution includes several language provisions:

- ***Lockbox for Debt Reduction, Medicare, and Social Security.*** The budget resolution contains language that creates new supermajority points of order to protect the Social Security surplus, the Medicare surplus reserve, and debt reduction. These include: (1) a point of order against any budget resolution or subsequent legislation that would decrease the on-budget surplus in any year covered by this resolution below the level of the Debt reduction and Medicare Surplus Reserve for that year, (2) a point of order against any concurrent resolution on the budget that would violate section 13301 of the Omnibus Budget Reconciliation Act of 1990, (3) a point of order against a concurrent resolution on the budget or subsequent legislation that would decrease Social Security surpluses in any year covered by this resolution. The lockbox also modifies the current Senate pay-as-you-go point of order through 2010 to make certain that the Medicare trust fund surpluses cannot be spent.
- ***Discretionary spending adjustment.*** The plan includes a mechanism for increasing discretionary spending once the discretionary spending caps are increased. This provision is substantially similar to Section 202 of the GOP budget resolution.
- ***Strategic Reserve Fund.*** The Democratic budget contains a Strategic Reserve Fund for Long-Term Debt and Social Security, which would allow the levels in the resolution to be

changed by up to \$750 billion over the total of fiscal years 2002-2011 for legislation that would strengthen and extend the solvency of the Social Security trust funds, maintain progressivity in the Social Security benefit system, and continue to lift more seniors out of poverty, provided that the legislation would not reduce the on-budget surplus below the Medicare Hospital Insurance Trust Fund surplus in any year.

- ***Agriculture.*** The Democratic alternative includes a reserve fund for a fiscal year 2001 supplemental bill for agriculture, in the amount of \$9 billion. In addition, it contains a reserve fund for a Farm Bill and agricultural conservation programs in an amount of up to \$4.4 billion for 2002 and \$88 billion for the total of 2002 through 2011, provided that the legislation does not reduce the on-budget surplus below the Medicare HI surplus in any year.
- ***Sense of the Senate Provisions.*** The Democratic alternative includes language expressing the sense of the Senate that the resolution assumes \$311 billion over the next 10 years for a prescription drug benefit, \$80 billion over the next ten years for expanding access to health care for the uninsured, an increase of \$10.3 billion for energy and \$14.3 billion for energy tax credits, and \$7.07 billion for a 2001 defense supplemental bill. In addition, it expresses the sense of the Senate in support of pay parity for federal employees, and that it should not be in order in the Senate to consider legislation that would reduce the on-budget surplus below the Medicare HI trust fund surplus.

GOP Budget. The GOP Budget includes three language provisions. These include:

- ***Advance appropriations.*** The GOP budget contains directed scorekeeping language (Section 201) that provides that advance appropriations shall be scored as new budget authority in the fiscal year in which they are enacted, rather than in the fiscal year in which they become available. There is an exception for advance appropriations that, together with funding in the current year, provide full funding of a capital project – those will be scored as new budget authority in the year in which the funds become available for obligation.
- ***Discretionary cap adjustment.*** Section 202 of the GOP budget is a mechanism for increasing discretionary spending in 2002 once the discretionary spending caps are increased.
- ***Medicare reserve fund.*** The GOP budget, as amended, includes a reserve fund for prescription drugs and Medicare reform (sec. 203). It allows the Finance Committee's spending allocation to be increased by up to \$300 billion in budget authority and outlays for 2002 for the ten-year total of 2002 through 2011.

FY 2002 SENATE DEMOCRATIC ALTERNATIVE BUDGET

\$ billions	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	5 years	10 years
Budget Authority	1982.1	2024.4	2079.2	2162.3	2255.4	2332.9	2417.0	2500.4	2598.3	2698.8	2806.6	10854.2	23875.3
Off	350.0	363.7	375.5	389.8	401.0	413.4	426.0	439.6	456.0	473.1	491.3	1943.5	4229.5
On	1632.1	1660.7	1703.7	1772.5	1854.3	1919.5	1991.0	2060.9	2142.3	2225.6	2315.3	8910.7	19645.8
Outlays	1925.3	1951.5	2036.7	2127.3	2222.2	2296.2	2377.4	2463.3	2560.4	2661.5	2767.1	10633.8	23463.6
Off	347.9	361.5	373.1	387.6	398.7	411.0	423.4	436.6	452.7	470.3	488.7	1931.8	4203.5
On	1577.4	1590.0	1663.6	1739.7	1823.5	1885.2	1954.0	2026.8	2107.7	2191.1	2278.5	8702.0	19260.1
Revenues	2134.6	2175.4	2281.9	2390.9	2505.4	2620.5	2742.0	2879.5	3022.9	3181.3	3341.2	11974.2	27141.0
Off	504.1	532.3	560.9	588.7	620.1	649.2	679.9	712.5	746.4	782.0	819.2	2951.2	6691.2
On	1630.5	1643.1	1721.0	1802.2	1885.4	1971.3	2062.1	2167.0	2276.4	2399.3	2522.0	9023.0	20449.8
Surplus with BBA caps	209.3	223.9	245.3	263.6	283.2	324.3	364.6	416.1	462.4	519.9	574.1	1340.4	3677.4
Off	156.2	170.8	187.9	201.1	221.3	238.2	256.5	275.9	293.7	311.7	330.5	1019.4	2487.7
On	53.1	53.1	57.4	62.5	61.9	86.1	108.1	140.2	168.7	208.2	243.5	321.0	1189.7
On w/o HI	24.4	17.2	18.1	21.8	22.0	42.4	66.6	99.5	129.4	171.0	209.1	127.9	797.1
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050 National Defense													
Budget Authority	317.4	332.9	339.6	348.2	356.7	365.6	374.7	384.1	393.9	404.7	416.4	1743.0	3716.9
Outlays	301.9	325.6	332.3	340.9	352.9	359.3	365.5	378.1	387.9	398.3	409.6	1710.9	3650.4
150 International Affairs													
Budget Authority	22.4	23.9	23.9	24.5	25.4	26.2	26.9	27.5	28.0	28.4	29.6	123.8	264.3
Outlays	19.1	19.6	19.9	20.4	20.8	21.4	22.2	22.8	23.6	24.2	25.0	102.1	219.9
250 General Science, Space and Technology													
Budget Authority	21.0	21.6	22.7	23.3	24.2	25.3	23.9	24.4	24.9	25.4	26.0	117.1	241.7
Outlays	19.6	20.8	22.0	22.9	23.7	24.8	23.4	23.8	24.3	24.8	25.4	114.1	235.8
270 Energy													
Budget Authority	1.2	1.4	2.2	2.3	2.4	2.5	1.7	2.1	2.3	2.2	2.2	10.8	21.3
Outlays	-0.1	-0.0	0.8	0.9	1.1	1.1	0.3	0.7	0.9	0.9	0.9	3.9	7.6
300 Natural Resources and Environment													
Budget Authority	28.8	30.9	32.6	33.7	34.7	35.7	36.4	37.3	38.7	39.8	40.8	167.5	360.5
Outlays	26.4	28.9	31.5	32.8	33.8	34.8	35.7	36.5	37.8	38.8	39.9	161.9	350.7
350 Agriculture													
Budget Authority	35.3	23.3	29.5	29.6	29.4	28.0	26.6	21.7	21.5	21.1	21.2	139.7	251.8
Outlays	32.7	21.6	27.9	28.1	27.9	26.4	25.0	20.1	20.0	19.7	19.8	131.9	236.6
370 Commerce and Housing Credit													
Budget Authority	3.5	10.3	9.9	15.6	14.0	13.5	14.6	14.6	14.3	14.1	13.8	63.4	134.8
Outlays	0.2	7.0	4.5	11.4	10.4	9.3	10.3	10.2	9.9	9.5	9.1	42.7	91.7
Off Budget Authority	1.0	1.3	-0.1	1.3	0.0	0.0	0.0	0.0	0.0	0.0	0.0	2.5	2.5
Off Outlays	1.0	1.3	-0.1	1.3	0.0	0.0	0.0	0.0	0.0	0.0	0.0	2.5	2.5
On Budget Authority	2.5	9.0	10.0	14.3	14.0	13.5	14.6	14.6	14.3	14.1	13.8	60.9	132.3
On Outlays	-0.8	5.7	4.6	10.1	10.4	9.3	10.3	10.2	9.9	9.5	9.1	40.2	89.2
400 Transportation													
Budget Authority	62.1	65.2	68.6	69.9	71.5	73.2	74.9	76.6	78.4	80.3	82.2	348.5	740.8
Outlays	51.7	56.6	61.8	63.9	65.5	67.0	67.9	69.1	70.5	71.9	73.4	314.9	667.7
450 Community and Regional Development													
Budget Authority	11.2	11.8	11.8	12.0	12.1	12.3	12.4	12.5	12.7	12.8	13.0	59.9	123.4
Outlays	11.4	11.7	11.6	11.6	11.4	11.3	11.4	11.5	11.6	11.7	11.9	57.6	115.6
500 Education, Training, Employment, and Social Services													
Budget Authority	76.9	106.7	92.2	96.4	103.2	106.4	108.3	110.2	112.2	114.3	116.5	504.9	1066.4
Outlays	69.8	77.4	86.9	93.2	99.8	103.6	107.0	109.2	111.3	113.4	115.5	460.9	1017.3
550 Health													
Budget Authority	180.0	194.0	216.9	232.0	248.9	266.2	288.0	311.0	336.3	365.4	397.9	1158.0	2856.6
Outlays	173.0	190.4	212.5	230.4	246.9	264.5	285.5	308.6	334.2	363.7	395.8	1144.6	2832.5
570 Medicare													
Budget Authority	217.5	229.3	249.1	277.7	305.6	333.1	359.3	388.3	421.3	455.2	494.7	1394.9	3513.6
Outlays	217.7	229.2	248.9	277.9	305.5	332.9	359.5	388.2	421.0	455.4	494.7	1394.4	3513.2
600 Income Security													
Budget Authority	255.9	278.2	283.8	294.7	305.5	316.1	326.3	337.3	348.7	359.5	366.6	1478.3	3216.7
Outlays	256.9	271.9	282.6	293.1	303.9	314.6	324.9	336.0	347.1	357.8	364.5	1466.1	3196.4
650 Social Security													
Budget Authority	435.2	457.3	479.9	504.0	529.4	556.1	584.4	615.1	649.9	686.6	725.9	2526.7	5788.5
Outlays	433.1	455.1	477.4	501.8	527.1	553.7	581.8	612.1	646.6	683.9	723.2	2515.0	5762.5
Off Budget Authority	425.4	446.3	468.1	491.5	516.1	541.9	569.2	598.8	632.4	667.8	705.5	2463.9	5637.6
Off Outlays	423.3	444.1	465.7	489.3	513.8	539.5	566.6	595.8	629.1	665.0	702.8	2452.3	5611.6
On Budget Authority	9.8	11.0	11.7	12.5	13.3	14.2	15.2	16.2	17.5	18.9	20.4	62.7	150.9
On Outlays	9.8	11.0	11.7	12.5	13.3	14.2	15.2	16.2	17.5	18.9	20.4	62.7	150.9
700 Veterans Benefits and Services													
Budget Authority	46.7	53.1	54.8	56.8	58.6	60.4	62.2	63.8	66.2	68.1	70.2	283.7	614.3
Outlays	45.9	52.4	54.3	56.4	58.1	59.9	61.7	63.4	65.8	67.7	69.8	281.1	609.5

750 Administration of Justice													
Budget Authority	30.6	32.4	32.4	35.1	36.1	37.0	37.9	39.0	40.0	40.9	40.6	173.1	371.6
Outlays	30.0	31.4	32.7	35.3	36.1	36.6	37.4	38.5	39.5	40.4	40.2	172.2	368.3
800 General Government													
Budget Authority	16.3	16.4	16.5	16.8	17.3	17.7	18.1	18.2	18.7	19.2	19.8	84.7	178.9
Outlays	16.1	16.1	16.4	16.8	16.9	17.3	17.7	17.9	18.3	18.7	19.3	83.4	175.4
900 Net Interest													
Budget Authority	206.5	185.4	173.5	159.1	141.0	123.4	104.7	83.0	58.8	32.0	3.6	782.4	1064.5
Outlays	206.5	185.4	173.5	159.1	141.0	123.4	104.7	83.0	58.8	32.0	3.6	782.4	1064.5
Off Budget Authority	-68.5	-75.4	-83.4	-93.1	-104.4	-117.0	-131.0	-146.2	-162.4	-179.7	-198.0	-473.2	-1290.5
Outlays	-68.5	-75.4	-83.4	-93.1	-104.4	-117.0	-131.0	-146.2	-162.4	-179.7	-198.0	-473.2	-1290.5
On Budget Authority	275.0	260.8	256.8	252.2	245.4	240.4	235.7	229.2	221.2	211.7	201.6	1255.7	2355.0
Outlays	275.0	260.8	256.8	252.2	245.4	240.4	235.7	229.2	221.2	211.7	201.6	1255.7	2355.0
920 Allowances													
Budget Authority	59.5	-2.5	-2.4	-2.4	-2.3	-2.4	-2.5	-2.6	-2.7	-2.8	-2.9	-11.9	-25.5
Outlays	59.7	-2.4	-2.5	-2.4	-2.4	-2.5	-2.6	-2.7	-2.8	-2.9	-3.0	-12.1	-26.1
950 Offsetting Receipts													
Budget Authority	-46.2	-47.3	-58.2	-67.2	-58.3	-63.2	-61.8	-63.8	-65.9	-68.6	-71.5	-294.2	-625.7
Outlays	-46.2	-47.3	-58.2	-67.2	-58.3	-63.2	-61.8	-63.8	-65.9	-68.6	-71.5	-294.2	-625.7
Off Budget Authority	-7.9	-8.5	-9.2	-9.9	-10.7	-11.4	-12.2	-13.1	-14.0	-15.0	-16.2	-49.7	-120.1
Outlays	-7.9	-8.5	-9.2	-9.9	-10.7	-11.4	-12.2	-13.1	-14.0	-15.0	-16.2	-49.7	-120.1
On Budget Authority	-38.3	-38.8	-49.0	-57.3	-47.6	-51.8	-49.6	-50.7	-51.9	-53.6	-55.3	-244.5	-505.6
Outlays	-38.3	-38.8	-49.0	-57.3	-47.6	-51.8	-49.6	-50.7	-51.9	-53.6	-55.3	-244.5	-505.6
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Total Discretionary													
Budget Authority	642.5	685.1	707.7	728.2	749.9	769.3	785.7	804.3	823.6	843.3	864.9		
Outlays	646.0	694.3	727.9	754.2	780.4	798.3	813.5	836.0	855.6	875.6	896.3		
Defense discretionary:													
Budget Authority	318.1	333.3	339.8	348.4	356.9	365.7	374.9	384.3	394.1	404.9	416.6		
Outlays	302.6	326.0	332.5	341.1	353.0	359.5	365.7	378.3	388.1	398.5	409.8		
Nondefense discreitior	324.4	351.8	368.0	379.8	393.0	403.6	410.8	420.0	429.5	438.4	448.3		
Budget Authority	343.4	368.3	395.4	413.1	427.4	438.8	447.8	457.7	467.5	477.1	486.4		
Outlays													
Debt held by the public	3220.0	3009.4	2783.4	2538.6	2271.7	1961.3	1608.2	1201.8	744.4	515.4	497.4		