23. TRUST FUNDS AND FEDERAL FUNDS

As is common for State and local government budgets, the budget for the Federal Government contains information about collections and expenditures for different types of funds. This chapter presents summary information about the transactions of the two major fund groups used by the Federal Government, trust funds and Federal funds. It also presents information about the income and outgo of the major trust funds and certain Federal funds that are financed by dedicated collections in a manner similar to trust funds.

The Federal Funds Group

The Federal funds group includes all financial transactions of the Government that are not required by law to be recorded in trust funds. It accounts for a larger share of the budget than the trust funds group.

The Federal funds group includes the "general fund," which is used for the general purposes of Government rather than being restricted by law to a specific program. The general fund is the largest fund in the Government and it receives all collections not dedicated for some other fund, including virtually all income taxes and many excise taxes. The general fund is used for all programs that are not supported by trust, special, or revolving funds.

The Federal funds group also includes special funds and revolving funds, both of which receive collections that are dedicated by law for specific purposes. Where the law requires that Federal fund collections be dedicated to a particular program, the collections and associated disbursements are recorded in special fund receipt and expenditure accounts.[1] An example is the portion of the Outer Continental Shelf mineral leasing receipts deposited into the Land and Water Conservation Fund. Money in special fund receipt accounts must be appropriated before it can be obligated and spent. The majority of special fund collections are derived from the Government's power to impose taxes or fines, or otherwise compel payment, as in the case of the Crime Victims Fund. In addition, a significant amount of collections credited to special funds is derived from certain types of business-like activity, such as the sale of Government land or other assets or the use of Government property. These collections include receipts from timber sales and royalties from oil and gas extraction.

Revolving funds are used to conduct continuing cycles of business-like activity. Revolving funds receive proceeds from the sale of products or services, and these proceeds finance ongoing activities that continue to provide products or services. Instead of being deposited in receipt accounts, the proceeds are recorded in revolving fund expenditure accounts. The proceeds are generally available for obligation and expenditure without further legislative action. Outlays for programs with revolving funds are reported both gross and net of these proceeds; gross outlays include the expenditures from the proceeds and net program outlays are derived by subtracting the proceeds from gross outlays. Because the proceeds of these sales are recorded as offsets to outlays within expenditure accounts rather than receipt accounts, the proceeds are known as "offsetting collections."[2] There are two classes of revolving funds in the Federal funds group. Public enterprise funds, such as the Postal Service Fund, conduct business-like operations mainly with the public. Intragovernmental funds, such as the Federal Buildings Fund, conduct business-like operations mainly within and between Government agencies.

The Trust Funds Group

The trust funds group consists of funds that are designated by law as trust funds. Like special funds and revolving funds, trust funds receive collections that are dedicated by law for specific purposes. Some of the larger trust funds are used to budget for social insurance programs, such as Social Security, Medicare, and unemployment compensation. Other large trust funds are used to budget for military and Federal civilian employees' retirement benefits, highway and transit construction and maintenance, and airport and airway development and maintenance. There are a few trust revolving funds that are credited with collections earmarked by law to carry out a cycle of business-type operations. There are also a few small trust funds that have been established to carry out the terms of a conditional gift or bequest.

There is no substantive difference between special funds in the Federal funds group and trust funds, or between revolving funds in the Federal funds group and trust revolving funds. Whether a particular fund is designated in law as a trust fund is, in many cases, arbitrary. For example, the National Service Life Insurance Fund is a trust fund, but the Servicemen's Group Life Insurance Fund is a Federal fund, even though both receive dedicated collections from veterans and both provide life insurance payments to veterans' beneficiaries.

The Federal Government uses the term "trust fund" differently than the way in which it is commonly used. In common usage, the term is used to refer to a private fund that has a beneficiary who owns the trust's income and may also own the trust's assets. A custodian or trustee manages the assets on behalf of the beneficiary accord-

[1] There are two types of budget accounts: expenditure (or appropriation) accounts and receipt accounts. Expenditure accounts are used to record outlays and receipt accounts are used to record governmental receipts and offsetting receipts. For further detail on expenditure and receipt accounts, see the "Budget Concepts" chapter of this volume.

[2] See the "Offsetting Collections and Offsetting Receipts" chapter of this volume for more information.

ing to the terms of the trust agreement, as established by a trustor. Neither the trustee nor the beneficiary can change the terms of the trust agreement; only the trustor can change the terms of the agreement. In contrast, the Federal Government owns and manages the assets and the earnings of most Federal trust funds, and can unilaterally change the law to raise or lower future trust fund collections and payments or change the purpose for which the collections are used. Only a few small Federal trust funds are managed pursuant to a trust agreement whereby the Government acts as the trustee; even then, the Government generally owns the funds and has some ability to alter the amount deposited into or paid out of the funds.

Deposit funds, which are funds held by the Government as a custodian on behalf of individuals or a non-Federal entity, are similar to private-sector trust funds. The Government makes no decisions about the amount of money placed in deposit funds or about how the proceeds are spent. For this reason, these funds are not classified as Federal trust funds, but are instead considered to be non-budgetary and excluded from the Federal budget.[3]

The income of a Federal Government trust fund must be used for the purposes specified in law. The income of some trust funds, such as the Employees and Retired Employees Health Benefits Fund, is spent almost as quickly as it is collected. In other cases, such as the military and Federal civilian employees' retirement trust funds, the trust fund income is not spent as quickly as it is collected. Currently, these funds do not use all of their annual income (which includes intragovernmen-

[3] Deposit funds are also discussed in the "Coverage of the Budget" chapter of this volume.

Table 23–1. RECEIPTS, OUTLAYS, AND SURPLUS OR DEFICIT BY FUND GROUP

(In billions of dollars)

	2023 Actual	Estimate					
		2024	2025	2026	2027	2028	2029
Receipts:							
Federal funds cash income:							
From the public	3,548.1	3,663.6	3,973.9	4,322.8	4,566.2	4,848.8	5,020.0
From trust funds	1.9	2.4	2.2	2.1	1.9	1.8	1.7
Total, Federal funds cash income	3,550.0	3,666.0	3,976.2	4,324.9	4,568.1	4,850.6	5,021.7
Trust funds cash income:							
From the public	1,950.1	2,058.7	2,253.0	2,307.0	2,411.6	2,533.0	2,642.2
From Federal funds:							
Interest	169.2	184.2	177.0	196.7	205.7	212.0	220.7
Other	822.4	904.8	966.7	1,021.1	963.2	1,022.5	1,104.8
Total, Trust funds cash income	2,941.6	3,147.6	3,396.7	3,524.8	3,580.5	3,767.5	3,967.8
Offsetting collections from the public and offsetting receipts:							
Federal funds	–797.6	–381.2	–463.2	–463.5	–475.4	–535.2	–472.6
Trust funds	–1,253.1	–1,350.9	–1,424.7	–1,513.4	–1,487.0	–1,573.2	–1,687.0
Total, offsetting collections from the public and offsetting receipts	–2,050.7	–1,732.1	–1,887.9	–1,976.9	–1,962.4	–2,108.4	–2,159.6
Unified budget receipts:							
Federal funds	2,752.4	3,284.8	3,512.9	3,861.4	4,092.7	4,315.4	4,549.2
Trust funds	1,688.5	1,796.8	1,972.0	2,011.4	2,093.5	2,194.2	2,280.7
Total, unified budget receipts	4,440.9	5,081.5	5,484.9	5,872.7	6,186.2	6,509.6	6,829.9
Outlays:							
Federal funds cash outgo	5,427.2	5,768.1	6,029.7	6,095.9	6,155.7	6,410.9	6,616.7
Trust funds cash outgo	2,758.1	2,904.9	3,124.1	3,300.5	3,503.3	3,780.0	3,855.7
Offsetting collections from the public and offsetting receipts:							
Federal funds	–797.6	–381.2	–463.2	–463.5	–475.4	–535.2	–472.6
Trust funds	–1,253.1	–1,350.9	–1,424.7	–1,513.4	–1,487.0	–1,573.2	–1,687.0
Total, offsetting collections from the public and offsetting receipts	–2,050.7	–1,732.1	–1,887.9	–1,976.9	–1,962.4	–2,108.4	–2,159.6
Unified budget outlays:							
Federal funds	4,629.6	5,386.9	5,566.5	5,632.4	5,680.3	5,875.7	6,144.2
Trust funds	1,505.0	1,554.0	1,699.4	1,787.0	2,016.3	2,206.8	2,168.7
Total, unified budget outlays	6,134.7	6,940.9	7,266.0	7,419.4	7,696.6	8,082.5	8,312.8
Surplus or deficit(–):							
Federal funds	–1,877.2	–2,102.1	–2,053.6	–1,771.0	–1,587.5	–1,560.3	–1,595.0
Trust funds	183.5	242.8	272.6	224.3	77.2	–12.5	112.1
Total, unified surplus/deficit(–)	–1,693.7	–1,859.4	–1,781.0	–1,546.6	–1,510.3	–1,572.9	–1,482.9

Note: Receipts include governmental, interfund, and proprietary, and exclude intrafund receipts (which are offset against intrafund payments so that cash income and cash outgo are not overstated).

tal interest income). This surplus of income over outgo adds to the trust fund's balance, which is available for future expenditures. Trust fund balances are generally required by law to be invested in Federal securities issued by the Department of the Treasury.[4] The National Railroad Retirement Investment Trust is a rare example of a Government trust fund authorized to invest balances in equity markets.

A trust fund normally consists of one or more receipt accounts (to record income) and an expenditure account (to record outgo). However, a few trust funds, such as the Veterans Special Life Insurance fund, are established by law as trust revolving funds. Such a fund is similar to a revolving fund in the Federal funds group in that it may consist of a single account to record both income and outgo. Trust revolving funds are used to conduct cycle of business-type operations; offsetting collections are credited to the funds (which are also expenditure accounts) and the funds' outlays are displayed net of the offsetting collections.

Income and Outgo by Fund Group

Table 23–1 shows income, outgo, and the surplus or deficit by fund group and in the aggregate (netted to avoid double-counting) from which the total unified budget receipts, outlays, and surplus or deficit are derived. Income consists mostly of governmental receipts (derived from governmental activity, primarily income, payroll, and excise taxes). Income also includes offsetting receipts, which include proprietary receipts (derived from business-like transactions with the public), interfund collections (derived from payments from a fund in one fund group to a fund in the other fund group), and gifts. Outgo consists of payments made to the public or to a fund in the other fund group.

Two types of transactions are treated specially in the table. First, income and outgo for each fund group exclude all transactions that occur between funds within the same fund group.[5] These intrafund transactions constitute outgo and income for the individual funds that make and collect the payments, but they are offsetting within the fund group as a whole. The totals for each fund group measure only the group's transactions with the public and the other fund group. Second, outgo is calculated net of the collections from Federal sources that are credited to expenditure accounts (which, as noted above, are referred to as offsetting collections); the spending that is financed by those collections is included in outgo and the collections from Federal sources are subsequently subtracted from outgo.[6] As a result, both interfund and intrafund offsetting collections from Federal sources are offset against outgo in Table 23–1 and are not shown separately.

The vast majority of the interfund transactions in the table are payments by the Federal funds to the trust funds. These payments include interest payments from the general fund to the trust funds for interest earned on trust fund balances invested in interest-bearing Treasury securities. The payments also include payments by Federal agencies to Federal employee benefits trust funds and Social Security trust funds on behalf of current employees and general fund transfers to employee retirement trust funds to amortize the unfunded liabilities of these funds. In addition, the payments include general fund transfers to the Supplementary Medical Insurance (SMI) trust fund for the cost of Medicare Parts B (outpatient and physician benefits) and D (prescription drug benefits) that is not covered by premiums or other income from the public. The Budget includes proposals to extend the solvency of the Medicare Hospital Insurance (HI) trust fund indefinitely, by increasing the net investment income tax (NIIT) rate and additional Medicare tax rate for high-income taxpayers, and directing the revenue from the NIIT to the trust fund. The Budget also directs an amount equivalent to the savings from proposed Medicare drug reforms into the HI trust fund.

In addition to investing their balances with the Treasury, some funds in the Federal funds group and most trust funds are authorized to borrow from the general fund of the Treasury.[7] Similar to the treatment of funds invested with the Treasury, borrowed funds are not recorded as receipts of the fund or included in the income of the fund. Rather, the borrowed funds finance outlays by the fund in excess of available receipts. Subsequently, any excess fund receipts are transferred from the fund to the general fund in repayment of the borrowing. The repayment is not recorded as an outlay of the fund or included in fund outgo. This treatment is consistent with the broad principle that borrowing and debt redemption are not budgetary transactions but rather a means of financing deficits or disposing of surpluses.[8]

[4] Securities held by trust funds (and by other Government accounts), debt held by the public, and gross Federal debt are discussed in the "Federal Borrowing and Debt" chapter of this volume.

[5] For example, the railroad retirement trust funds pay the equivalent of Social Security benefits to railroad retirees in addition to the regular railroad pension. These benefits are financed by a payment from the Federal Old-Age and Survivors Insurance trust fund to the railroad retirement trust funds. The payment and collection are not included in Table 23–1 so that the total trust fund income and outgo shown in the table reflect transactions with the public and with Federal funds.

[6] Collections from non-Federal sources are shown as income and spending that is financed by those collections is shown as outgo. For example, postage stamp fees are deposited as offsetting collections in the Postal Service Fund. As a result, the Fund's income reported in Table 23–1 includes postage stamp fees and the Fund's outgo is gross disbursements, including disbursements financed by those fees.

[7] For example, the Unemployment Trust Fund is authorized to borrow from the general fund for unemployment benefits; the Bonneville Power Administration Fund, a revolving fund in the Department of Energy, is authorized to borrow from the general fund; and the Black Lung Disability Trust Fund, a trust fund in the Department of Labor, is authorized to receive appropriations of repayable advances from the general fund, which constitute a form of borrowing.

[8] Borrowing and debt repayment are discussed in the "Federal Borrowing and Debt" and "Budget Concepts" chapters.

Table 23–2. COMPARISON OF TOTAL FEDERAL FUND AND TRUST FUND RECEIPTS TO UNIFIED BUDGET RECEIPTS, FISCAL YEAR 2023
(In billions of dollars)

Gross Federal fund and Trust fund cash income:	
Federal funds	3,965.3
Trust funds	3,010.8
Total, gross Federal fund and Trust fund cash income	6,976.1
Deduct: intrabudgetary offsetting collections (from funds within same fund group):	
Federal funds	–366.0
Trust funds	–62.1
Subtotal, intrabudgetary offsetting collections	–428.1
Deduct: intrafund receipts (from funds within same fund group):	
Federal funds	–49.3
Trust funds	–7.1
Subtotal, intrafund receipts	–56.3
Federal fund and Trust fund cash income net of intrabudgetary offsetting collections and intrafund receipts:	
Federal funds	3,550.0
Trust funds	2,941.6
Total, Federal fund and Trust fund cash income net of intrafund receipts	6,491.6
Deduct: offsetting collections from the public:	
Federal funds	–328.6
Trust funds	–25.1
Subtotal, offsetting collections from the public	–353.8
Deduct: other offsetting receipts:	
Federal fund receipts from Trust funds	–1.9
Trust fund receipts from Federal funds:	
Interest in receipt accounts	–169.2
General fund payments to Medicare Parts B and D	–443.9
Employing agencies' payments for pensions, Social Security, and Medicare	–115.0
General fund payments for unfunded liabilities of Federal employees' retirement funds	–171.1
Transfer of taxation of Social Security and RRB benefits to OASDI, HI, and RRB	–86.8
Other receipts from Federal funds	–5.6
Subtotal, Trust fund receipts from Federal funds	–991.5
Proprietary receipts:	
Federal funds	–452.2
Trust funds	–236.5
Subtotal, proprietary receipts	–688.7
Offsetting governmental receipts:	
Federal funds	–14.8
Trust funds	–*
Subtotal, offsetting governmental receipts	–14.8
Subtotal, other offsetting receipts	–1,696.9
Unified budget receipts:	
Federal funds	2,752.4
Trust funds	1,688.5
Total, unified budget receipts	4,440.9
Memoradum:	
Gross receipts: [1]	
Federal funds	3,270.7
Trust funds	2,923.6
Total, gross receipts	6,194.2

* $50 million or less.
[1] Gross income excluding offsetting collections.

Some income in both Federal funds and trust funds consists of offsetting receipts.[9] Offsetting receipts are not considered governmental receipts (such as taxes), but they are instead recorded on the outlay side of the budget.[10] Expenditures resulting from offsetting receipts are recorded as gross outlays and the collections of offsetting receipts are then subtracted from gross outlays to derive net outlays. Net outlays reflect the Government's net transactions with the public.

As shown in Table 23–1, 38 percent of all governmental receipts were deposited in trust funds in 2023 and the remaining 62 percent of governmental receipts were deposited in Federal funds, which, as noted above, include the general fund. As noted above, most outlays between the trust fund and Federal fund groups (interfund outlays) flow from Federal funds to trust funds, rather than from trust funds to Federal funds. As a result, while trust funds accounted for 25 percent of total 2023 outlays, they accounted for 29 percent of 2023 outlays net of interfund transactions.

Because the income for Federal funds and trust funds recorded in Table 23–1 includes offsetting receipts and offsetting collections from the public, offsetting receipts and offsetting collections from the public must be deducted from the two fund groups' combined gross income in order to reconcile to total governmental receipts in the unified budget. Similarly, because the outgo for Federal funds and trust funds in Table 23–1 consists of outlays gross of offsetting receipts and offsetting collections from the public, the amount of the offsetting receipts and offsetting collections from the public must be deducted from the sum of the Federal funds' and the trust funds' gross outgo in order to reconcile to total (net) unified budget outlays. Table 23–2 reconciles, for fiscal year 2023, the gross total of all trust fund and Federal fund receipts with the receipt total of the unified budget.

Income, Outgo, and Balances of Trust Funds

Table 23–3 shows, for the trust funds group as a whole, the funds' balance at the start of each year, income and outgo during the year, and the end-of-year balance. Income and outgo are divided between transactions with the public and transactions with Federal funds. Receipts from Federal funds are divided between interest and other interfund receipts.

The definitions of income and outgo in this table differ from those in Table 23–1 in one important way. Trust fund collections that are offset against outgo (offsetting collections from Federal sources) within expenditure accounts instead of being deposited in separate receipt accounts are classified as income in this table, but not in Table 23–1. This classification is consistent with the definitions of income and outgo for trust funds used elsewhere in the budget. It has the effect of increasing both income and outgo by the amount of the offsetting collections from

[9] Interest on borrowed funds is an example of an intragovernmental offsetting receipt and Medicare Part B's premiums are an example of offsetting receipts from the public.

[10] For further discussion of offsetting receipts, see the "Offsetting Collections and Offsetting Receipts" chapter.

Federal sources. The difference was approximately $62 billion in 2023. Table 23–3, therefore, provides a more complete summary of trust fund income and outgo.

In 2023, the trust funds group ran a surplus of $183 billion. The trust fund group is expected to run a $243 billion surplus in 2024 and a $273 billion surplus in 2025.

The size of the trust fund balances is largely the consequence of the way some trust funds are financed. Some of the larger trust funds (primarily Social Security and the Federal retirement funds) are fully or partially advance funded, with collections on behalf of individual participants received by the funds years earlier than when the associated benefits are paid. For example, under the Federal military and civilian retirement programs, Federal agencies and employees together are required to pay the retirement trust funds an amount equal to accruing retirement benefits. Since many years pass between the time when benefits are accrued and when they are paid, the trust funds accumulate substantial balances over time.[11]

[11] Until the 1980s, most trust funds operated on a pay-as-you-go basis as distinct from a pre-funded basis. Taxes and fees were set at levels sufficient to finance current program expenditures and administrative expenses, and to maintain balances generally equal to one year's worth of expenditures (to provide for unexpected events). As a result, trust fund balances tended to grow at about the same rate as the funds' annual expenditures. In the 1980s, pay-as-you-go financing was replaced by full or partial advance funding for some of the larger trust funds. The Social Security Amendments of 1983 (Public Law 98-21) raised payroll taxes above the levels necessary to finance then-current expenditures. Legislation enacted in the mid-1980s established the requirement for full accrual basis funding of Federal military and civilian retirement benefits.

Due to advance funding and economic growth (both real and nominal), trust fund balances increased from $205 billion in 1982 to $5.9 trillion in 2023. Based on the estimates in the 2025 Budget, which include the effect of the Budget's proposals, the balances are estimated to be $6.8 trillion at the end of 2029. Almost all of these balances are invested in Treasury securities and earn interest.

From the perspective of the trust fund, these balances are assets that represent the value, in today's dollars, of past taxes, fees, and other income from the public and from other Government accounts that the trust fund has received in excess of past spending. Trust fund assets held in Treasury securities are legal claims on the Treasury, similar to Treasury securities issued to the public. Like all other fund assets, these are available to the fund for future benefit payments and other expenditures. From the perspective of the Government as a whole, however, the trust fund balances do not represent net additions to the Government's balance sheet. The trust fund balances are assets of the agencies responsible for administering the trust fund programs and liabilities of the Department of the Treasury. These assets and liabilities cancel each other out in the Government-wide balance sheet. The effects of Treasury debt held by trust funds and other Government accounts are discussed further in the "Federal Borrowing and Debt" chapter of this volume.

Table 23–4, available online, shows estimates of income, outgo, surplus or deficit, and balances for 2023 through 2029 for the major trust funds. With the exception of transactions between trust funds, the data for the

Table 23–3. INCOME, OUTGO, AND BALANCES OF TRUST FUNDS GROUP

(In billions of dollars)

	2023 Actual	Estimate					
		2024	2025	2026	2027	2028	2029
Balance, start of year	5,727.6	5,912.4	6,157.6	6,430.7	6,655.1	6,732.3	6,719.7
Adjustments to balances	0.5	....	....	....	....	....	....
Total balance, start of year	5,728.1	5,912.4	6,157.6	6,430.7	6,655.1	6,732.3	6,719.7
Income:							
Governmental receipts	1,688.5	1,796.8	1,972.0	2,011.4	2,093.5	2,194.2	2,280.7
Offsetting governmental	*	*	*	*	*	*	*
Proprietary	258.4	260.5	278.2	294.0	316.6	337.4	360.2
From Federal funds:							
Interest	174.6	189.0	183.2	201.9	210.8	217.1	225.8
Other	882.2	966.3	1,032.1	1,090.2	1,036.5	1,100.0	1,187.0
Total income during the year	3,003.7	3,212.6	3,465.6	3,597.4	3,657.4	3,848.8	4,053.7
Outgo (–)	–2,820.2	–2,969.9	–3,193.0	–3,373.1	–3,580.2	–3,861.3	–3,941.6
Change in fund balance:							
Surplus or deficit(–):							
Excluding interest	8.9	53.7	89.4	22.5	–133.6	–229.6	–113.7
Interest	174.6	189.0	183.2	201.9	210.8	217.1	225.8
Subtotal, surplus or deficit (–)	183.5	242.8	272.6	224.3	77.2	–12.5	112.1
Borrowing, transfers, lapses, & other adjustments	0.9	2.4	0.6	....	....	....	....
Total change in fund balance	184.4	245.2	273.1	224.3	77.2	–12.5	112.1
Balance, end of year	5,912.4	6,157.6	6,430.7	6,655.1	6,732.3	6,719.7	6,831.8

* $50 million or less.

Note: In contrast to Table 23–1, income also includes income that is offset within expenditure accounts as offsetting collections from Federal sources, instead of being deposited in receipt accounts.

individual trust funds are conceptually the same as the data in Table 23–3 for the trust funds group. As explained previously, transactions between trust funds are shown as outgo of the fund that makes the payment and as income of the fund that collects it in the data for an individual trust fund, but the collections are offset against outgo in the data for the trust fund group as a whole.

As noted above, trust funds are funded by a combination of payments from the public and payments from Federal funds, including payments directly from the general fund and payments from agency appropriations. Similarly, the fund outgo amounts in Table 23–4 represent both outflows to the public—such as for the provision of benefit payments or the purchase of goods or services—and outflows to other Government accounts—such as for reimbursement for services provided by other agencies or payment of interest on borrowing from Treasury. The outgo amounts reflect the Budget's assumption that all obligations of the trust funds are met.

Because trust funds and Federal special and revolving funds conduct transactions both with the public and with other Government accounts, the surplus or deficit of an individual fund may differ from the fund's impact on the surplus or deficit of the Federal Government. Transactions with the public affect both the surplus or deficit of an individual fund and the Federal Government surplus or deficit. Transactions with other Government accounts affect the surplus or deficit of the particular fund. However, because that same transaction is offset in another Government account, there is no net impact on the total Federal Government surplus or deficit.

A brief description of the major trust funds is given below; additional information for these and other trust funds can be found in the Status of Funds tables in the Budget *Appendix*.

- Social Security Trust Funds: The Social Security trust funds consist of the Old Age and Survivors Insurance (OASI) trust fund and the Disability Insurance (DI) trust fund. The trust funds are funded by payroll taxes from employers and employees, interest earnings on trust fund balances, Federal agency payments as employers, and a portion of the income taxes paid on Social Security benefits.

- Medicare Trust Funds: Like the Social Security trust funds, the Medicare HI trust fund is funded by payroll taxes from employers and employees, Federal agency payments as employers, and a portion of the income taxes paid on Social Security benefits. The HI trust fund also receives transfers from the general fund of the Treasury for certain HI benefits and premiums from certain voluntary participants. The other Medicare trust fund, SMI, finances Part B (outpatient and physician benefits) and Part D (prescription drug benefits). SMI receives premium payments from covered individuals, transfers from States toward Part D benefits, excise taxes on manufacturers and importers of brand-name prescription drugs, and transfers from the general fund of the Treasury for the portion of Part B and Part D costs not covered by premiums or transfers from States. In addition, like other trust funds, these two trust funds receive interest earnings on their trust fund balances.

- Highway Trust Fund: The fund finances Federal highway and transit infrastructure projects, as well as highway and vehicle safety activities. The Highway Trust Fund is financed by Federal motor fuel taxes and associated fees, and, in recent years, by general fund transfers, as those taxes and fees have been inadequate to support current levels of spending.

- Unemployment Trust Fund: The Unemployment Trust Fund is funded by Federal and State taxes on employers, payments from Federal agencies, taxes on certain employees, and interest earnings on trust fund balances. Unemployment insurance is administered largely by the States, following Federal guidelines. The Unemployment Trust Fund is composed of individual accounts for each State and several Federal accounts, including accounts related to the separate unemployment insurance program for railroad employees.

- Civilian and military retirement trust funds: The Civil Service Retirement and Disability Fund is funded by employee and agency payments, general fund transfers for the unfunded portion of retirement costs, and interest earnings on trust fund balances. The Military Retirement Fund likewise is funded by payments from the Department of Defense, general fund transfers for unfunded retirement costs, and interest earnings on trust fund balances.

Table 23–5, available online, shows income, outgo, and balances of two Federal funds that are designated as special funds. These funds are similar to trust funds in that they are financed by dedicated receipts, the excess of income over outgo is invested in Treasury securities, the interest earnings add to fund balances, and the balances remain available to cover future expenditures. The table is illustrative of the Federal funds group, which includes many revolving funds and special funds