

Historical Tables: The National Debt 1940--2008 _z

OMB Office of Management and Budget (2003/01/24)

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Key Words: National debt, deficit, federal budget

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HISTORICAL TABLES



BUDGET OF THE UNITED STATES GOVERNMENT

Fiscal Year 2004

It was not practicable to make any adjustments for notes and bonds that had matured.

Beginning in 1992, discretionary budget authority for most trust funds was defined to be equal to the obligation limitations on administrative expenses. The *Historical Tables* had previously reflected the new definition for 1990 and forward. This year, discretionary budget authority for 1976 through 1989 was adjusted to reflect the current definition. Mandatory budget authority was reduced by the amount reclassified as discretionary. For 1976 through 1988, budget authority for SSI administrative expenses has also been changed to discretionary, reflecting current classifications. The reclassification of budget authority for this account was overlooked when the changes were made in 1992.

Treasury corrections of prior year data include a \$164 million increase in miscellaneous federal fund excise taxes for 2001 and other minor corrections to 2000 and 2001. In addition, the data have been adjusted to reflect anticipated Treasury corrections for Tennessee Valley Authority debt that will increase debt in 2000 and 2001 by \$300 million and \$272 million, respectively.

In addition to changes that affect the major aggregates, the historical data has been adjusted for a number of functional classifications and agency reorganizations. Budget authority for the emergency response fund in 2001, which was shown entirely in the justice function last year, has now been allocated to the various functions to which it was transferred. The portion of the Social Security Office of Inspector General that covers supplemental security income has now been shifted to the income security function. In previous years, it was shown in the Social Security function. There have also been some subfunction reclassifications in justice and natural resources. Agency reorganizations that are now reflected in the historical data include the shift of most of the Bureau of Alcohol, Tobacco, and Firearms from the Department of the Treasury to the Department of Justice, the shift of special benefits for disabled coal miners from the Social Security Administration to the Department of Labor, and changing the struc-

ture of accounts in the Department of Veterans Affairs. There have also been some minor adjustments to payments for individuals and investment historical data and other minor changes to the functional or Budget Enforcement Act (BEA) category classifications of certain accounts as a result of joint consultations among congressional committees, the Congressional Budget Office and the Office of Management and Budget.

Constant Dollar Amounts and Percents of GDP

The time series for fiscal year nominal Gross Domestic Product (GDP) has been revised back to 1998 to incorporate the benchmark GDP revisions completed by the staff of the Bureau of Economic Analysis in the Department of Commerce. Corresponding revisions were made to the price indexes of various components of GDP. As a result, historical budget data expressed as a percent of GDP or in constant dollars have also been revised.

Note on the Fiscal Year

The Federal fiscal year begins on October 1 and ends on the subsequent September 30. It is designated by the year in which it ends; for example, fiscal year 2002 began on October 1, 2001, and ended on September 30, 2002. Prior to fiscal year 1977 the Federal fiscal years began on July 1 and ended on June 30. In calendar year 1976 the July-September period was a separate accounting period (known as the transition quarter or TQ) to bridge the period required to shift to the new fiscal year.

Concepts Relevant to the Historical Tables

Budget receipts constitute the income side of the budget; they are composed almost entirely of taxes or other compulsory payments to the Government. Any income from business-type activities (e.g., interest income or sale of electric power), and any income by Government accounts arising from payments by other Government accounts is offset against outlays, so that total *budget outlays* are reported net of offsetting collections. This

method of accounting permits users to easily identify the size and trends in Federal taxes and other compulsory income, and in Federal spending financed from taxes, other compulsory income, or borrowing. *Budget surplus* refers to any excess of budget receipts over budget outlays, while *budget deficit* refers to any excess of budget outlays over budget receipts.

The terms *off-budget receipts*, *off-budget outlays*, *off-budget surpluses*, and *off-budget deficits* refer to similar categories for off-budget activities. The sum of the on-budget and off-budget transactions constitute the consolidated or total Federal Government transactions.

The budget is divided between two fund groups, Federal funds and trust funds. The Federal funds grouping includes all receipts and outlays not specified by law as being trust funds. All Federal funds are on-budget except for the Postal Service fund, which is off-budget starting with fiscal year 1989. All trust funds are on-budget, except the two Social Security retirement trust funds, which are shown off-budget for all years.

The term *trust fund* as used in Federal budget accounting is frequently misunderstood. In the private sector, “trust” refers to funds of one party held by a second party (the trustee) in a fiduciary capacity. In the Federal budget, the term “trust fund” means only that the law requires the funds be accounted for separately and used only for specified purposes and that the account in which the funds are deposited is designated as a “trust fund.” A change in law may change the future receipts and the terms under which the fund’s resources are spent. The determining factor as to whether a particular fund is designated as a “Federal” fund or “trust” fund is the law governing the fund.

The largest trust funds are for retirement and social insurance (e.g., civil service and military retirement, Social Security, Medicare, and unemployment benefits). They are financed largely by social insurance taxes and contributions and payments from the general fund (the main component of Federal funds).

However, there are also major trust funds for transportation (highway and airport and airways) and for other programs financed in whole or in part by beneficiary-based, earmarked taxes.

Sometimes there is confusion between budget receipts and offsetting receipts and offsetting collections. Receipts are income that results from the Government’s exercise of its sovereign power to tax, or otherwise compel payment, or from gifts of money to the Government. They are also called governmental receipts or budget receipts. Offsetting collections and offsetting receipts result from either of two kinds of transactions: business-like or market-oriented activities with the public and intragovernmental transactions, the receipt by one Government account of a payment from another account.

For example, the budget records the proceeds from the sale of postage stamps, the fees charged for admittance to recreation areas, and the proceeds from the sale of Government-owned land, as offsetting collections or offsetting receipts. An example of an intragovernmental transaction is the payments received by the General Services Administration from other Government agencies for the rent of office space. These are credited as offsetting collections in the Federal Buildings Fund. Offsetting collections and offsetting receipts are deducted from gross budget authority and outlays, rather than added to receipts. This treatment produces budget totals for receipts, budget authority, and outlays that represent governmental transactions with the public rather than market activity.

When funds are earmarked, it means the receipts or collections are separately identified and used for a specified purpose—they are not commingled (in an accounting sense) with any other money. This does not mean the money is actually kept in a separate bank account. All money in the Treasury is merged for efficient cash management. However, any earmarked funds are accounted for in such a way that the balances are always identifiable and available for the stipulated purposes.

HISTORICAL TRENDS

Because the *Historical Tables* publication provides a large volume and wide array of data on Federal Government finances, it is sometimes difficult to perceive the longer term patterns in various budget aggregates and components. To assist the reader in understanding some of these longer term patterns, this section provides a short summary of the trends in Federal deficits and surpluses, debt, receipts, outlays and employment.

Deficits and Debt.—As shown in Table 1.1, except for periods of war (when spending for defense increased sharply), depressions or other economic downturns (when receipts fell precipitously), the Federal budget was generally in surplus throughout most of the Nation's first 200 years. For our first 60 years as a Nation (through 1849), cumulative budget surpluses and deficits yielded a net surplus of \$70 million. The Civil War, along with the Spanish-American War and the depression of the 1890s, resulted in a cumulative deficit totaling just under \$1 billion during the 1850–1900 period. Between 1901 and 1916, the budget hovered very close to balance every year. World War I brought large deficits that totaled \$23 billion over the 1917–1919 period. The budget was then in surplus throughout the 1920s. However, the combination of the Great Depression followed by World War II resulted in a long, unbroken string of deficits that were historically unprecedented in magnitude. As a result, Federal debt held by the public mushroomed from less than \$3 billion in 1917 to \$16 billion in 1930 and then to \$242 billion by 1946. In relation to the size of the economy, debt held by the public grew from 16% of GDP in 1930 to 109% in 1946.

During much of the postwar period, this same pattern persisted—large deficits were incurred only in time of war (e.g., Korea and Vietnam) or as a result of recessions. As shown in Table 1.2, prior to the 1980s, postwar deficits as a percent of GDP reached their highest during the 1975–76 recession

at 4.2% in 1976. Debt held by the public had grown to \$477 billion by 1976, but, because the economy had grown faster, debt as a percent of GDP had declined throughout the postwar period to a low of 23.8% in 1974, climbing back to 27.5% in 1976. Following five years of deficits averaging 2.5% of GDP between 1977–1981, debt held by the public stood at 25.8% of GDP by 1981, only two percentage points higher than its postwar low.

The traditional pattern of running large deficits only in times of war or economic downturns was broken during much of the 1980s. In 1982, partly in response to a recession, large tax cuts were enacted. However, these were accompanied by substantial increases in defense spending. Although reductions were made to nondefense spending, they were not sufficient to offset the impact on the deficit. As a result, deficits averaging \$207 billion were incurred between 1983 and 1992. These unprecedented peacetime deficits increased debt held by the public from \$789 billion in 1981 to \$3.0 trillion (48.2% of GDP) in 1992.

After peaking at \$290 billion in 1992, deficits declined each year, dropping to a level of \$22 billion in 1997. In 1998, the Nation recorded its first budget surplus (\$69.2 billion) since 1969. As a percent of GDP, the budget bottom line went from a deficit of 4.7% in 1992 to a surplus of 0.8% in 1998, increasing to a 2.4% surplus in 2000. An economic slowdown began in 2001 and was exacerbated by the terrorists attacks of September 11, 2001. The deterioration in the performance of the economy together with income tax relief provided to help offset the economic slowdown and additional spending in response to the terrorist attacks produced a drop in the surplus to \$127.1 billion (1.3% of GDP) and a return to deficits (\$157.8 billion, 1.5% of GDP) in 2002. Debt held by the public, which peaked at 49.5% of GDP in 1993, fell to 33.1% in 2001 and increased slightly to 34.3% in 2002.

Receipts.— From the beginning of the Republic until the start of the Civil War, our Nation relied on customs duties to finance the activities of the Federal Government. During the 19th Century, sales of public lands supplemented customs duties. While large amounts were occasionally obtained from the sale of lands, customs duties accounted for over 90% of Federal receipts in most years prior to the Civil War. Excise taxes became an important and growing source of Federal receipts starting in the 1860s. Estate and gift taxes were levied and collected sporadically from the 1860s through World War I, although never amounting to a significant source of receipts during that time. Prior to 1913, income taxes did not exist or were inconsequential, other than for a brief time during the Civil War period, when special tax legislation raised the income tax share of Federal receipts to as much as 13% in 1866. Subsequent to the enactment of income tax legislation in 1913, these taxes grew in importance as a Federal receipts source during following decade. By 1930, the Federal Government was relying on income taxes for 60% of its receipts, while customs duties and excise taxes each accounted for 15% of the receipts total.

During the 1930s, total Federal receipts averaged about 5% of GDP. World War II brought a dramatic increase in receipts, with the Federal receipts share of GDP peaking at 20.9% in 1944. The share declined somewhat after the war and has remained between 16% - 20% of GDP during most of this time. In recent years, receipts have increased as a share of GDP -- from 17.5% in 1992 to 20.8% in 2000, dropping back to 17.9% in 2002. There have been some significant shifts during the post-war period in the underlying sources or composition of receipts.

The increase in taxes needed to support the war effort in the 1940s saw the income tax rise to prominence as a source of Federal receipts, reaching nearly 80% of total receipts in 1944. After the war, the income tax share of total receipts fell from a postwar high of 74% in 1952 to 64% in the late 1960s. The growth in social insurance taxes (such as Social Security and Medicare) more than offset a postwar secular decline in

excise and other non-income tax shares. The combination of substantial reductions in income taxes enacted in the early 1980s and the continued growth in social insurance taxes resulted in a continued decline in the income tax share of total receipts. By 1983 the income tax share had dropped to 54% of total receipts, where it remained until the mid-1990s. Since 1994, the income tax share of total receipts has increased, reaching 60% in 2000, before falling back to 54% by 2002.

Corporation income taxes accounted for a large part of this postwar decline in total income tax share, falling from 30% of total Federal receipts in the early 1950s to 20% in 1969. During the same period, pretax corporate profits fell from about 12% of GDP in the early 1950s to 10% in 1968. By 1980 the corporation income tax share of total receipts had dropped to 12.5%. During the 1980s, pretax corporate profits declined as a percent of GDP and, thus, the corporation income tax share dropped to a low of 6.2% in 1983. By 1996, the share had climbed back to 11.8%. It dropped back to 7.6% by 2001 and increased slightly to 8.0% in 2002, which was still below the 1980 share. This sharp drop in corporation income tax share of total receipts was more than offset by the growth in social insurance taxes, as both tax rates and percentage of the workforce covered by these payroll taxes increased. Social insurance taxes increased from only 8% of total receipts during the mid-1940s to 38% by 1992, but declined to 32% by 2000, then rose during the past two years to reattain a 38% share in 2002. Excise taxes have also declined in relative importance during the postwar period, falling from a 19% share in 1950 to about 3-1/2% currently.

Outlays and Federal employment.—Through-out most of the Nation's history prior to the 1930s, the bulk of Federal spending went towards national defense, veterans benefits and interest on the public debt. In 1929, for example, 71% of Federal outlays were in these three categories. The 1930s began with Federal outlays comprising just 3.4% of GDP. As shown in Table 1.2, the efforts to fight the Great Depression with public works and other nondefense Federal

spending, when combined with the depressed GDP levels, caused outlays and their share of GDP to increase steadily during most of that decade, with outlays rising to 10.3% of GDP by 1939 and to 12.0% by 1941 on the eve of U.S. involvement in World War II. Defense spending during World War II resulted in outlays as a percent of GDP rising sharply, to a peak of 43.7% in 1944. The end of the war brought total spending down to 14.3% of GDP by 1949. Then the Korean war increased spending to an average 19.5% of GDP for a few years in the early 1950s, but outlays as a percent of GDP then stabilized at around 17–19% until U.S. involvement in the Vietnam war escalated sharply in the middle 1960s and early 1970s. From 1967 through 1971, Federal outlays averaged 19.6% of GDP. The decline in defense spending as a percent of GDP that began in 1971, as the Vietnam War began to wind down, was more than offset by increased spending on human resources programs during the 1970s—due to the maturation of the Social Security program and other longstanding income support programs, as well as a takeoff in spending on the recently enacted Great Society programs, such as Medicare and Medicaid—so that total spending increased as a percent of GDP, averaging 20.0% during the 1970s. Part of the increase in Federal spending came from a substantial increase in grants to State and local governments during the 1970s. Since receipts were averaging 18% of GDP during that decade, the result was chronic deficits averaging 2% of GDP (contributing to this was the recession of 1975–76, which saw deficits increase to 4.2% in 1976).

The 1980s began with substantial momentum in the growth of Federal nondefense spending in the areas of human resources, grants to State and local governments, and, as a result of the deficits incurred throughout the 1970s, interest on the public debt. In the early 1980s, a combination of substantially increased defense spending, continued growth in human resource spending, a tax cut and a recession caused the deficits to soar, which, in turn, sharply increased spending for interest on the public debt. Federal spending climbed to an average of nearly 23% of GDP during the 1981–1985 period. An end

to the rapid defense buildup and a partial reversal of the tax cuts, along with a strong economy during the second half of the decade, brought Federal spending back down to 21.2% of GDP by 1989. In the early 1990s, another recession, in the face of continued rapid growth in Federal health care spending and additional spending resulting from the savings and loan crisis, caused the outlay share of GDP to average over 22.2% in 1991 and 1992. Since then, this outlay growth trend was reversed. Outlays as a percent of GDP fell to 18.4% by 2000, but have risen to 19.5% in 2002.

Despite the growth in total Federal spending as a percent of GDP in the postwar period, Federal Executive Branch employment, as shown in Table 17.1, has remained roughly constant, ranging from 1.6 to 2.3 million civilian employees (excluding the Postal Service) throughout this period. The composition of employment has shifted dramatically between defense and civilian agencies over the last 35 years. In 1951, for example, of the 2.0 million employees, 1.2 million worked for the Department of Defense and 0.7 million worked for civilian agencies. By 1974, Federal employment was split equally between defense and civilian agencies, with each accounting for 1.1 million employees. After a buildup in defense civilian employment in the 1980s, the shift away from defense to civilian agency employment resumed in the 1990s, so that by 1999 civilian agency employment was 1.2 million and Department of Defense employment was 0.7 million, nearly the reverse of the proportions in 1951. During the past several years, total Federal employment has begun to decline. Since 1992, when there were over 2.2 million civilians employed by the Federal Government, employment has been reduced by over 400 thousand, bringing Executive Branch employment down to 1.8 million in 2002.

Although total spending has increased substantially as a percent of GDP since the 1950s, the growth in the various components of spending has not been even and, thus, the composition of spending has changed significantly during the same period.

Discretionary spending totaled 12.7% of GDP in 1962, with three-fourths going to

defense. Defense spending increased during the Vietnam War buildup in the late 1960s causing total discretionary outlays to rise to 13.6% of GDP by 1968, after which a secular decline began. By the middle 1970s, this category had dropped to 10% of GDP. It fluctuated between 9½–10½% of GDP until the late 1980's, when the defense buildup that started early in that decade ended. As a percent of GDP, discretionary spending has fallen substantially over the past decade, from 9.0% in 1991 to 7.1% in 2002. While discretionary spending has followed a path of secular decline over the past 25 years, its major components—defense and non-defense—have contrasting histories.

Defense discretionary spending was at 9.2% of GDP in 1962. As shown in Table 8.4, spending in this category had declined to 7.4% of GDP by 1965, then increased as a result of the Vietnam War. After peaking at 9.5% of GDP in 1968, it returned to the 1965 level by 1971. The decline continued throughout the 1970s, hitting a low point in this decade of 4.7% of GDP in 1979. The defense buildup starting in the early 1980s boosted its percentage of GDP back to 6.2% by 1986, after which it again began a gradual decline throughout the rest of that decade. By 2000, defense discretionary spending stood at 3.0% of GDP, reflecting the impact of the end of the Cold War on our Nation's defense requirements and the significant economic growth during much of the 1990s. The current war against terrorism has begun to partially reverse this decline, with defense discretionary spending growing to 3.4% of GDP in 2002.

Nondefense discretionary spending as a percent of GDP has followed a much different path. In 1962, it stood at 3.4% of GDP. During the next few years it quickly increased, reaching 4.2% of GDP by 1967. It dropped slightly after that year, but still averaged about 4.0% of GDP until 1975, when it surged to 4.5% of GDP due to the recession and partly due to growth in spending on energy, the environment, housing and other income support programs. Much of this growth was in the form of Federal grants to State and local governments. Additional grant spending arose from the creation of General Revenue Sharing in 1972 and various anti-

recession grants at the end of the decade. Nondefense discretionary outlays peaked as a percent of GDP during the recession in 1980 at 5.2%. They declined sharply as a percent of GDP starting in 1982, falling to 3.9% by 1985 and to 3.5% during the 1987–1991 period. Spending for these programs has increased slightly as a percent of GDP, climbing to 3.8% by 1993 before falling back in subsequent years, reaching a low of 3.2% in 1998 and 1999. Growth in recent years has brought its share back to 3.7% by 2002.

Programmatic mandatory spending (which excludes net interest and undistributed offsetting receipts) accounts for a large part of the growth in total Federal spending as a percent of GDP since the 1950s. Major programs in this category include Social Security, Medicare, deposit insurance and means-tested entitlements (Medicaid, aid to dependent children, food stamps and other programs subject to an income test). Prior to the start of Medicare and Medicaid in 1966, this category averaged 5.7% of GDP between 1962 and 1965 (less than half the size of total discretionary spending), with Social Security accounting for nearly half. Within a decade, this category was comparable in size to total discretionary spending, nearly doubling as a percent of GDP to 10.6% by 1976 (1.1% of which was for unemployment compensation that year).

Although part of this growth represented the impact of the 1975–76 recession on GDP levels and outlays for unemployment compensation, the largest part was due to growth in Social Security, Medicare and Medicaid. These three programs totaled 3.4% of GDP in 1968 and grew rapidly to 5.5% of GDP by 1976. While Social Security stabilized as a percent of GDP during 1985–1997, ranging from 4.3% to 4.6%, the growth in other programmatic mandatory spending has continued to outpace the growth in GDP since the mid-1970s (apart from recession recovery periods) due largely to Medicare and Medicaid. These two programs, which were 1.2% of GDP in 1975, have more than doubled as a percent of GDP since then, reaching 3.5% in 1997, dropping slightly to 3.2% in 1999 and 2000, before rising to 3.4% in 2001 and to 3.6% in 2002.

Excluding Medicaid, spending for means-tested entitlements in 2002 was at 1.2% percent of GDP, less than it was over twenty-five years ago in 1975. By way of contrast, the remaining programmatic mandatory spending — i.e, excluding Medicare, unemployment compensation, Social Security, deposit insurance and means-tested entitlements — has been more than halved as a percent of GDP, falling from 3.2% in 1975 to no more than 1.5% during the past nine years. (Major programs in this grouping include

Federal employee and railroad retirement, farm price supports and veterans' compensation and readjustment benefits.) Nevertheless, total programmatic mandatory spending in 2002 was at 11.2% of GDP compared to 6.5% for total discretionary spending.

Additional perspectives on spending trends available in this document include spending by agency, by function and subfunction and by composition of outlays categories, which include payments for individuals and grants to State and local governments.

Table 7.1—FEDERAL DEBT AT THE END OF YEAR: 1940–2008

End of Fiscal Year	In Millions of Dollars					As Percentages of GDP				
	Gross Federal Debt	Less: Held by Federal Government Accounts	Equals: Held by the Public			Gross Federal Debt	Less: Held by Federal Government Accounts	Equals: Held by the Public		
			Total	Federal Reserve System	Other			Total	Federal Reserve System	Other
1940	50,696	7,924	42,772	2,458	40,314	52.4	8.2	44.2	2.5	41.7
1941	57,531	9,308	48,223	2,180	46,043	50.5	8.2	42.3	1.9	40.4
1942	79,200	11,447	67,753	2,640	65,113	54.9	7.9	47.0	1.8	45.2
1943	142,648	14,882	127,766	7,149	120,617	79.2	8.3	70.9	4.0	67.0
1944	204,079	19,283	184,796	14,899	169,897	97.6	9.2	88.4	7.1	81.3
1945	260,123	24,941	235,182	21,792	213,390	117.5	11.3	106.3	9.8	96.4
1946	270,991	29,130	241,861	23,783	218,078	121.7	13.1	108.6	10.7	97.9
1947	257,149	32,810	224,339	21,872	202,467	109.6	14.0	95.6	9.3	86.3
1948	252,031	35,761	216,270	21,366	194,904	98.3	13.9	84.3	8.3	76.0
1949	252,610	38,288	214,322	19,343	194,979	93.0	14.1	78.9	7.1	71.8
1950	256,853	37,830	219,023	18,331	200,692	93.9	13.8	80.1	6.7	73.4
1951	255,288	40,962	214,326	22,982	191,344	79.5	12.8	66.8	7.2	59.6
1952	259,097	44,339	214,758	22,906	191,852	74.3	12.7	61.6	6.6	55.0
1953	265,963	47,580	218,383	24,746	193,637	71.2	12.7	58.5	6.6	51.9
1954	270,812	46,313	224,499	25,037	199,462	71.6	12.3	59.4	6.6	52.8
1955	274,366	47,751	226,616	23,607	203,009	69.4	12.1	57.3	6.0	51.4
1956	272,693	50,537	222,156	23,758	198,398	63.8	11.8	51.9	5.6	46.4
1957	272,252	52,931	219,320	23,035	196,285	60.4	11.7	48.7	5.1	43.6
1958	279,666	53,329	226,336	25,438	200,898	60.7	11.6	49.1	5.5	43.6
1959	287,465	52,764	234,701	26,044	208,657	58.4	10.7	47.7	5.3	42.4
1960	290,525	53,686	236,840	26,523	210,317	56.0	10.3	45.6	5.1	40.5
1961	292,648	54,291	238,357	27,253	211,104	55.0	10.2	44.8	5.1	39.7
1962	302,928	54,918	248,010	29,663	218,347	53.3	9.7	43.6	5.2	38.4
1963	310,324	56,345	253,978	32,027	221,951	51.7	9.4	42.4	5.3	37.0
1964	316,059	59,210	256,849	34,794	222,055	49.3	9.2	40.1	5.4	34.6
1965	322,318	61,540	260,778	39,100	221,678	46.9	8.9	37.9	5.7	32.2
1966	328,498	64,784	263,714	42,169	221,545	43.6	8.6	35.0	5.6	29.4
1967	340,445	73,819	266,626	46,719	219,907	41.8	9.1	32.8	5.7	27.0
1968	368,685	79,140	289,545	52,230	237,315	42.5	9.1	33.3	6.0	27.3
1969	365,769	87,661	278,108	54,095	224,013	38.5	9.2	29.3	5.7	23.6
1970	380,921	97,723	283,198	57,714	225,484	37.6	9.6	28.0	5.7	22.3
1971	408,176	105,140	303,037	65,518	237,519	37.7	9.7	28.0	6.1	22.0
1972	435,936	113,559	322,377	71,426	250,951	36.9	9.6	27.3	6.0	21.2
1973	466,291	125,381	340,910	75,181	265,729	35.6	9.6	26.1	5.7	20.3
1974	483,893	140,194	343,699	80,648	263,051	33.6	9.7	23.8	5.6	18.2
1975	541,925	147,225	394,700	84,993	309,707	34.7	9.4	25.3	5.4	19.9
1976	628,970	151,566	477,404	94,714	382,690	36.2	8.7	27.5	5.5	22.0
TQ	643,561	148,052	495,509	96,702	398,807	35.4	8.1	27.2	5.3	21.9
1977	706,398	157,294	549,104	105,004	444,100	35.8	8.0	27.9	5.3	22.5
1978	776,602	169,476	607,126	115,480	491,646	35.0	7.6	27.4	5.2	22.2
1979	829,467	189,161	640,306	115,594	524,712	33.1	7.6	25.6	4.6	21.0
1980	909,041	197,118	711,923	120,846	591,077	33.3	7.2	26.1	4.4	21.6
1981	994,828	205,418	789,410	124,466	664,944	32.5	6.7	25.8	4.1	21.7
1982	1,137,315	212,740	924,575	134,497	790,078	35.2	6.6	28.6	4.2	24.5
1983	1,371,660	234,392	1,137,268	155,527	981,741	39.9	6.8	33.1	4.5	28.5
1984	1,564,586	257,611	1,306,975	155,122	1,151,853	40.8	6.7	34.0	4.0	30.0
1985	1,817,423	310,163	1,507,260	169,806	1,337,454	43.9	7.5	36.4	4.1	32.3
1986	2,120,501	379,878	1,740,623	190,855	1,549,767	48.2	8.6	39.5	4.3	35.2
1987	2,345,956	456,203	1,889,753	212,040	1,677,713	50.5	9.8	40.7	4.6	36.1
1988	2,601,104	549,487	2,051,616	229,218	1,822,398	51.9	11.0	40.9	4.6	36.3
1989	2,867,800	677,084	2,190,716	220,088	1,970,628	53.1	12.5	40.5	4.1	36.5
1990	3,206,290	794,733	2,411,558	234,410	2,177,147	55.9	13.9	42.0	4.1	38.0
1991	3,598,178	909,179	2,688,999	258,591	2,430,408	60.7	15.3	45.3	4.4	41.0
1992	4,001,787	1,002,050	2,999,737	296,397	2,703,341	64.4	16.1	48.2	4.8	43.5
1993	4,351,044	1,102,647	3,248,396	325,653	2,922,744	66.3	16.8	49.5	5.0	44.6
1994	4,643,307	1,210,242	3,433,065	355,150	3,077,915	66.9	17.4	49.4	5.1	44.3

Table 7.1—FEDERAL DEBT AT THE END OF YEAR: 1940–2008—Continued

End of Fiscal Year	In Millions of Dollars					As Percentages of GDP				
	Gross Federal Debt	Less: Held by Federal Government Accounts	Equals: Held by the Public			Gross Federal Debt	Less: Held by Federal Government Accounts	Equals: Held by the Public		
			Total	Federal Reserve System	Other			Total	Federal Reserve System	Other
1995	4,920,586	1,316,208	3,604,378	374,114	3,230,264	67.2	18.0	49.2	5.1	44.1
1996	5,181,465	1,447,392	3,734,073	390,924	3,343,149	67.3	18.8	48.5	5.1	43.4
1997	5,369,206	1,596,862	3,772,344	424,518	3,347,826	65.6	19.5	46.1	5.2	40.9
1998	5,478,189	1,757,090	3,721,099	458,182	3,262,917	63.2	20.3	42.9	5.3	37.7
1999	5,605,523	1,973,160	3,632,363	496,644	3,135,719	61.3	21.6	39.8	5.4	34.3
2000	5,628,700	2,218,896	3,409,804	511,413	2,898,391	57.9	22.8	35.1	5.3	29.8
2001	5,769,881	2,450,266	3,319,615	534,135	2,785,480	57.6	24.5	33.1	5.3	27.8
2002	6,198,401	2,657,974	3,540,427	604,191	2,936,235	60.0	25.7	34.3	5.8	28.4
2003 estimate	6,752,033	2,873,595	3,878,438	N/A	N/A	62.8	26.7	36.1	N/A	N/A
2004 estimate	7,320,769	3,154,708	4,166,061	N/A	N/A	64.8	27.9	36.9	N/A	N/A
2005 estimate	7,837,499	3,450,984	4,386,515	N/A	N/A	66.0	29.0	36.9	N/A	N/A
2006 estimate	8,353,379	3,750,731	4,602,648	N/A	N/A	66.9	30.0	36.9	N/A	N/A
2007 estimate	8,857,525	4,060,878	4,796,647	N/A	N/A	67.6	31.0	36.6	N/A	N/A
2008 estimate	9,387,680	4,384,733	5,002,947	N/A	N/A	68.3	31.9	36.4	N/A	N/A

N/A: Not available.

Table 7.2—DEBT SUBJECT TO STATUTORY LIMIT: 1940–2008

(in millions of dollars)

End of Fiscal Year	Debt Subject to Limit	End of Fiscal Year	Debt Subject to Limit	End of Fiscal Year	Debt Subject to Limit	End of Fiscal Year	Debt Subject to Limit
1940	43,219	1958	275,395	1976	621,556	1992	3,972,578
1941	49,494	1959	282,419	TQ	635,822	1993	4,315,571
1942	74,154	1960	283,827	1977	699,963	1994	4,605,338
1943	140,469	1961	286,308	1978	772,691	1995	4,884,605
1944	208,077	1962	295,374	1979	827,615	1996	5,137,195
1945	268,671	1963	302,923	1980	908,723	1997	5,327,624
1946	268,932	1964	308,583	1981	998,818	1998	5,439,447
1947	255,767	1965	314,126	1982	1,142,913	1999	5,567,694
1948	250,381	1966	316,293	1983	1,377,953	2000	5,591,625
1949	250,965	1967	323,143	1984	1,572,975	2001	5,732,802
1950	255,382	1968	348,534	1985	1,823,775	2002	6,161,431
1951	253,284	1969	356,107	1986	2,110,975	2003 estimate	6,730,714
1952	257,233	1970	372,600	1987	2,336,014	2004 estimate	7,299,692
1953	264,220	1971	398,650	1988	2,586,869	2005 estimate	7,816,852
1954	269,379	1972	427,751	1989	2,829,770	2006 estimate	8,332,860
1955	272,348	1973	458,264	1990	3,161,223	2007 estimate	8,837,491
1956	270,619	1974	475,181	1991	3,569,300	2008 estimate	9,368,239
1957	269,120	1975	534,207				