SECTION 81—POLICY AND BASELINE ESTIMATES OF BUDGET AUTHORITY, OUTLAYS, AND RECEIPTS (SCHEDULES A, S, R, AND K)

81.1   What are the basic requirements?

MAX contains detailed information on budgetary resources, outlays, and receipts for *presidential policy* (schedules A and R) and *baseline* (schedules S and K). You will enter the data for schedules A and S in the combined schedule X in MAX. The system will copy the appropriate entries from schedule X into schedules A and S.

- Presidential policy data covers the period PY through BY+9.
- Baseline data covers the period CY through BY+9.
- Schedules A and S include information on budget authority, limitations and outlays.
- Schedules R and K include information on receipts.

For all accounts, except credit financing accounts and Government-sponsored enterprises, you must:

- Submit policy data (all transmittal codes).
- Submit baseline data for the regular budget schedule (transmittal code "0").
- Submit baseline data for supplemental requests (transmittal code "1") that are classified as *mandatory* and finance obligations that exist under current law (such as payments under entitlement programs).

  ▶ Do not provide baseline estimates for *discretionary* supplemental requests.
  ▶ Do not provide baseline estimates for other transmittals (e.g., codes "2", "4", "8") unless specifically requested by OMB.

Use the guidance in section 31 and section 32 to develop the policy estimates. Use the guidance in section 80 to develop the baseline estimates.

81.2   What data classifications do I use to enter data into MAX?

Report data using the classifications specified below. Multiple entries are required when more than one classification applies to a budgetary resource, limitation, offset, or outlay. When inserting or revising data in MAX, choose the appropriate line number, subfunction, budget enforcement subcategory, and other classifications from a list provided on the screen. For more on inserting data classifications in MAX, see exhibit 81.

DATA CLASSIFICATIONS FOR SCHEDULES X (A and S), R, AND K

Classification	Description
LINE NUMBER	Line numbers for schedules A, S, R and K consist of a four-digit number and a two-digit suffix (xxxx–xx). For schedules A and S, the first four digits describe the type of data being reported and the last two digits distinguish between policy and baseline data or describe the types of outlays (see section 82.4). For schedules R and K, the six-digit number (xxxx–xx) indicates the character classification (see section 81.3 and 84.4).
SUBFUNCTION	For accounts with a single subfunctional classification (see section 79.2), you can enter data without specifying the subfunction; MAX automatically provides the subfunction designation. For accounts with multiple subfunctions, you must enter data for each subfunction separately.
CIVILIAN PAY AND BENEFITS/ MILITARY PAY AND BENEFITS/ NON-PAY	Indicates whether amounts are used to fund personnel compensation and benefits ("pay") or other activities ("non-pay"). This is entered in schedule X on line xxxx–50. Applies to baseline budget authority (other than spending authority from offsetting collections) and limitations. The requirement to distinguish baseline pay and benefits from other amounts applies only to discretionary budget authority and limitations. For mandatory amounts, you may choose to make the distinction, or just to code all amounts as non-pay. *Civilian pay and benefits* means the amount of new budgetary resources used to fund personnel compensation and benefits for civilian personnel, consistent with the definitions for object classes 11.1 through 11.5 and 12.1. *Military pay and benefits* means the amount of new budgetary resources used to fund personnel compensation and benefits for military personnel, consistent with object classes 11.6, 11.7 and 12.2. *Other than pay and benefits* means the amount of new budgetary resources not used to fund personnel compensation.
BUDGET ENFORCEMENT CATEGORY/ SUBCATEGORY/ JURISDICTION/	Indicates: • *Budget enforcement category.* (i.e., discretionary, mandatory, net interest, governmental receipt) As a general rule, for offsetting collections from Federal sources, you should classify any spending authority from offsetting collections, the offsetting collections from which they are derived, and the associated outlays as mandatory or discretionary based on the activities for which the offsetting collections are spent in the receiving account. This means the classification will have the same classification as the funding provided for similar activities being carried out by the account. For offsetting collections from non-Federal sources (e.g. user fees), amounts should be classified as mandatory if the legislative language that creates the collection is in authorizing legislation or discretionary if the legislative language is in an appropriations act. • *Subcategory.* Includes subcategories from before discretionary enforcement expired in 2002 (e.g. third scorecard, highway, mass transit, non-emergency supplemental funding, and discretionary change in a mandatory program), as well as the cap adjustments included in the Budget Control Act of 2011 (BCA) (e.g., overseas contingency operations/global war on terrorism, emergency funding, program integrity, and disaster relief). Report data by the categories listed in the next table, "Summary of Budget Enforcement Data Classifications." Use multiple entries if more than one classification applies to the budgetary resources and outlays in an account.

Classification	Description
	• *Jurisdiction.* (appropriations or authorizing committee) All discretionary resources are under the jurisdiction of appropriations committees. The classification for mandatory resources differentiates between appropriations and authorizing committee jurisdiction. Only accounts that have been approved by OMB should include mandatory resources under the jurisdiction of the appropriations committees.
	• *Rescissions and cancellations.* Use an emergency, overseas contingency operations/global war on terrorism (OCO/GWOT), or disaster relief subcategory to classify rescissions and cancellations of amounts that have been designated as emergency, OCO/GWOT, or as disaster relief appropriations, respectively. Reductions of funds that have been designated as emergency requirements will not be counted as PAYGO offsets for the purposes of the Statutory Pay-As-You-Go Act of 2010. Reductions of funds that have been designated as emergency requirements, as OCO/GWOT appropriations, or as disaster relief will not be counted as discretionary offsets for appropriations of non-emergency funds.
	• *Other*. The above rules apply to all line entries *except* the number of beneficiaries (line 5250-00).

SUMMARY OF BUDGET ENFORCEMENT DATA CLASSIFICATIONS

If the resource is classified as ...	And is controlled by the ...	And the following conditions apply ...	Then the data classification is ...
Discretionary	Appropriations committee	None of the conditions described below applies.	DISCRETIONARY This category includes spending authority that requires appropriations committee action and the associated outlays, as well as receipts made available through action by appropriations committees in discretionary accounts. Do not use this category if amounts can be classified in any of the other discretionary categories described below.
		The amounts are under the discretionary highway category of BBEDCA.	DISCRETIONARY, HIGHWAY Classify amounts in excess of the highway category spending cap as "discretionary" not as "discretionary, highway."
		The amounts are under the discretionary mass transit category of BBEDCA.	DISCRETIONARY, MASS TRANSIT Classify amounts in excess of the mass transit category spending cap as "discretionary" not as "discretionary, mass transit."

If the resource is classified as ...	And is controlled by the ...	And the following conditions apply ...	Then the data classification is ...
		The amounts include enacted or proposed emergency funding for the current year and proposed emergency funding for the budget year (i.e., funding that is either proposed or enacted with an emergency designation by both the President and the Congress pursuant to Section 251(b)(2)(A) of BBEDCA) and is limited to emergency amounts that are not for overseas contingency operations/global war on terrorism, or disaster relief.	DISCRETIONARY, EMERGENCY PURSUANT TO 2011 BUDGET CONTROL ACT Use only with OMB approval. Do not use this category if amounts can be classified in any of the other discretionary categories described below.
		Use for enacted or proposed NON-emergency funding for the current year and proposed NON-emergency funding for the budget year for funding requested or provided in a supplemental act.	NON-EMERGENCY SUPPLEMENTAL FUNDING Use only with OMB approval.
		Use for enacted or proposed funding for the current year and proposed funding for the budget year that is designated by both the President and the Congress as being for overseas contingency operations/global war on terrorism pursuant to Section 251(b)(2)(A) of BBEDCA.	OVERSEAS CONTINGENCY OPERATIONS/GLOBAL WAR ON TERRORISM Use only with OMB approval.
		Use for enacted or proposed funding for the current year and proposed funding for the budget year for either SSA Continuing Disability Reviews and Redeterminations or for the HHS Health Care Fraud and Abuse Control account for program integrity efforts pursuant to Sections 251(b)(2)(B) and 251(b)(2)(C) of BBEDCA. This may also be used only for Administration proposals for program integrity efforts for Internal Revenue Service tax enforcement or unemployment insurance improper payment reviews.	PROGRAM INTEGRITY FUNDING Use only with OMB approval.

If the resource is classified as ...	And is controlled by the ...	And the following conditions apply ...	Then the data classification is ...
		Use for enacted or proposed funding for the current year and proposed funding for the budget year that is designated by the Congress as being for disaster relief pursuant to Section 251(b)(2)(D) of BBEDCA.	DISASTER RELIEF FUNDING Use only with OMB approval.
		Use for *proposed* changes to mandatory spending requested in appropriations laws (CHIMPs). Changes to budget authority and the associated outlays resulting from *enacted* CHIMPs should be classified under the appropriate mandatory category.	DISCRETIONARY, DISCRETIONARY CHANGE IN A MANDATORY PROGRAM Does not apply to baseline estimates. Use only with OMB approval. (Unless otherwise instructed by OMB, this category only applies to proposed CHIMPs. See definition of CHIMPs in section 20.3.)
Mandatory	Appropriations committee	None of the conditions described below applies.	MANDATORY, APPROPRIATIONS COMMITTEE Do not use this category if amounts can be classified in any of the other mandatory categories described below.
		The amounts include emergency funding (i.e., funding that is proposed to be designated as emergency by the President and the Congress in statute).	MANDATORY, EMERGENCY, APPROPRIATIONS COMMITTEE Use only with OMB approval.
	Authorizing committee	None of the conditions described below applies.	MANDATORY, AUTHORIZING COMMITTEE Do not use this category if amounts can be classified in any of the other mandatory categories described below.
		The amounts include emergency funding (i.e., funding that is proposed to be designated as emergency by the President and the Congress in statute.)	MANDATORY, EMERGENCY, AUTHORIZING COMMITTEE Use only with OMB approval.
		The amounts include funding sequestered in the previous year that becomes available for obligation without further legislative action.	MANDATORY, SEQUESTRATION POP-UP, AUTHORIZING COMMITTEE Use only with OMB approval. Use for CY and BY only

If the resource is classified as ...	And is controlled by the ...	And the following conditions apply ...	Then the data classification is ...
Net Interest		None of the conditions described below applies.	NET INTEREST Applies to budget authority, outlays, and offsetting receipts included in the net interest functions (function 900).
		The amounts result from the effects of proposed legislative changes on interest budget authority, outlays, or receipts, and are not scored as PAYGO.	NET INTEREST, THIRD SCORECARD Does not apply to baseline estimates.
Governmental receipts	Authorizing committee	None of conditions described below applies.	GOVERNMENTAL RECEIPTS Applies to governmental receipts in schedules K and R.

81.3   What information do I need to report?

(a)   Expenditure accounts

Report all budgetary resources, limitations, outlays, and offsets in schedule X and MAX will automatically copy the data to schedules A and S. For more information about schedule X, see section 82.

The following rules apply to expenditure accounts:

- For PY through BY, the sum of amounts for total policy BA (lines xxxx-40) and offsets (lines xxxx-41) must equal the amounts entered for schedule P (four-digit line numbers).

- For discretionary CY amounts in transmit 0, baseline BA; limitations; and offset amounts must equal policy amounts. You will enter data in the baseline lines, and MAX will copy it to policy and lock the policy amount.

- For mandatory amounts in CY through BY+9 in transmit 0, all baseline amounts must equal policy amounts. You will enter data in the baseline lines, and MAX will copy it to policy and lock the policy amounts.

- For discretionary baseline BA and limitations (except spending authority from offsetting collections), you will enter a CY amount and MAX will generate and lock BY through BY+9. For mandatory baseline BA and limitations, you will enter all amounts.

- For discretionary policy BA and limitations (except spending authority from offsetting collections), you will enter a BY amount and MAX will generate and lock BY+1 through BY+9. In some cases, OMB will unlock BY+1 through BY+9 so you can overwrite the amounts in the outyears.

- For discretionary offsets and spending authority from offsetting collections, you will enter data for CY in baseline and BY in policy, and MAX will generate the outyears. You may overwrite these generated amounts.

- For discretionary outlays, you will enter in policy:

  o Outlay **amounts** in PY.

  o Outlay **amounts** in all years for outlays from balances (both obligated and unobligated) of budget authority brought forward from PY (end of PY balances).

  o Outlay **rates** that apply to BA or limitations provided in the CY and beyond. You may use different outlay rates for the CY than you use for BY and beyond.

  MAX will copy all outlay rates and end of PY balance outlay amounts to baseline.

- For mandatory outlays, you may choose to enter all amounts by hand, or use the outlay rates where applicable. MAX will copy outlay amounts and rates to baseline.

(b)   Receipt accounts

Report data on all collections deposited in receipt accounts (i.e., governmental receipts and offsetting receipts) in schedules R and K. The line numbers for offsetting receipts are also used to designate receipt character classification (see section 84.4). Only one character classification (line number) is valid for each receipt account, and that information must be specified in advance in OMB's database of account information before you can report the character classification data for the applicable account.

The following rules apply to receipts:

- Past year data will be loaded into schedule R from agency data reported to Treasury. These amounts cannot be overridden but can be changed by OMB when agencies provide valid justification, to include coordination with Treasury (see section 82.12).

- MAX automatically calculates *discretionary policy receipts* in schedule R through BY+9 for the years that are subject to across-the-board rules. You may overwrite these amounts, if necessary.

- MAX also automatically calculates *discretionary baseline receipts* in schedule K for BY through BY+9 based on the CY budgetary resources entered by the agency and inflation factors entered by OMB. You may overwrite these amounts, if necessary.

- MAX copies the mandatory baseline receipts data you enter in schedule K to schedule R. To change the policy estimates, you must revise the baseline estimates.

The following table indicates the line numbers used to report receipts in schedules K and R:

RECEIPTS

Entry	Title	Description
0000–00	Governmental receipts	Report all collections classified as governmental receipts (see section 20.7).

Entry	Title	Description
	Offsetting receipts:	Report all offsetting receipts based on the character classification of the receipts (see section 84.4). *Most offsetting receipts will be reported on line 2004–03.*
1330–03	Proceeds from sale of commodities	
1340–03	Receipts from sales of property or assets	
1352–03	Receipts from other physical assets	
1512–03	Receipts for education and training	
2004–03	All other offsetting receipts	

How do I add a new data classification to my account in MAX?

When you add a new policy line (line number xxxx-40 or xxxx-41) to schedule X in the MAX A-11 Data Entry application (MAX), you are required to specify a data classification. The classification includes the budget enforcement category (discretionary or mandatory), committee jurisdiction (appropriations or authorizing), and possibly a budget enforcement subcategory (e.g., emergency). See section 81.2 for a list of these combinations.

To add a line with a data classification that is not already represented in your account:

- Right-click on the title of the four-digit line number associated with the data you need to insert (e.g., 1160);
- Choose Insert line/schedule;
- Choose the item from the line number list with the same line number you just clicked on plus the last two digits '30' (e.g., 116030) and titled Budget Enforcement Act Category;
- Click on Insert; and
- Choose the appropriate data classification (e.g., Discretionary, Discretionary Change in a Mandatory Program, Appropriations Committee).

You should enter your data on the lines directly below the new header that will appear onscreen.

To add another line series for an existing data classification:

- Right-click on the title of a policy line (e.g., 1160-40) with the correct classification
- Choose Insert line/schedule.
- Choose the item from the line number list with the same line number plus the last two digits '40' (e.g., 116040);
- Click on Insert;
- Choose a Sequence number or leave blank if you want the system to assign a value
- Click Choose

Line	Description			
	Appropriations, discretionary:			
1100 01	Appropriation	1,105	626	743
1130 01	Appropriations permanently reduced	....	....	....
1131 01	Unobligated balance of appropriations permanently red...	-200	-50	....
1160	Appropriation, discretionary (total)	905	576	743
1160-20	Appropriation, discretionary - Computed Totals	905	576	743
	Discretionary, Appropriations Committee			
1160-40 01	Appropriation [Text] **OL Rates**	891	522	694
1160-50 01	Baseline Non-Pay		522	530
	Policy Outlays:			
1160-61 01	New Authority	59	5	7
1160-62 01	Balances (excl of EOY PY Bal)	2,178	....	167
1160-63 01	End of PY Balances		2,107	2,691
1160-64 01	Subtotal, outlays	2,237	2,112	2,865

Right-click here to add a new data classification to your account.

Right-click here to add a new set of lines with a data classification that is already present in your account (e.g., 1160-40 02)