

July 22, 2002

Memorandum

To: Mr. Richard D. Parsons, CEO, AOL/Time Warner
Honorable Daniel Patrick Moynihan, Woodrow Wilson Center
Charles P. Blahous, National Economic Council

From Stephen C. Goss, Office of the Chief Actuary, Social Security
Administration

Subject: Revisions of Estimated Unified Budget Effects and Summary General
Revenue Requirements for Commission Models--Information

Estimated effects of models developed by the President's Commission to Strengthen Social Security (CSSS) on the unified budget were provided for the CSSS report and included in the actuarial memorandum of January 29, 2002. These estimates slightly understated the extent to which the models would improve these values relative to a modified version of present law that would permit borrowing or transfers from the General Fund of the Treasury to allow full payment of scheduled benefits. This memorandum provides revised estimates.

Specifically, the original estimates excluded from the unified budget estimates the additional revenue from treating personal account (PA) distributions in excess of the amount of benefit offset like Social Security benefits for the purpose of Federal personal income taxation. These amounts were included in the estimated operations of the Trust Funds, and in the estimates of cash flow from the General Fund of the Treasury to the Trust Funds. As a result, the error affected detailed unified budget tables for models 1, 2, and 3 where personal accounts were included, but not other detailed tables included in our memorandum of January 29. Revised unified budget tables are attached with page numbers as they appeared in the January 29 memorandum.

Some values in the Commission's "Summary Results: Fiscal Sustainability" table were also affected. Because estimates under "3. Gross reduction in cash flow requirements from general revenue relative to present law (unified budget concept)" in the Commission's summary table were based on the unified budget estimates, the general revenue requirements for the CSSS plans were slightly overstated. In addition, CPI indexation of these values was off by $\frac{1}{2}$ year, providing a further small overstatement. The attached Table 2, dated January 29, 2002, includes the errors as presented in the CSSS report and the actuarial memorandum. The attached Table 1, dated July 9, 2002 is revised to reflect all expected revenue from taxation of PA distributions and properly index values. The corrections reduce estimated general revenue cash flow requirements by \$0.1, 0.2, and 0.5 trillion for models 1, 2, and 3, respectively, assuming 67 percent participation in each case.

Note that the reduction in general revenue cash flow requirement is greater for model 3 because PA disbursements exceed benefit offsets to a greater degree, as a result of the fact that the distribution of the out-of-pocket 1-percent add-on PA contribution is taxed, but is not offset against Social Security benefits. Note that these values cannot be duplicated from the cash-flow tables for model 3 (tables 3c) because the general revenue required to finance the subsidy of the add-on PA contribution is included in the unified budget estimates, but not in the estimates of cash flow from the General Fund to the Trust Funds.

Also included are two additional tables. Table 3 expands the analysis in CSSS Summary Table 1 by providing two interpretations of the cash-flow requirements from general revenue. The first, 3a., is the "Net" cash flow requirement (not counting general revenue transfers), reflecting years in which OASDI cash flow is positive, as well as years in which cash flow is negative. The second concept, 3b, is the "Gross" cash flow requirement, including only years in which OASDI cash flow is projected to be negative in the absence of general revenue transfers. Tables 1 and 2 include only the second concept. Table 4 provides a further illustration of these cash flow requirements, including the estimated level required under each model and under modified present law, as well as the change for each model relative to present law.



Stephen C. Goss
Chief Actuary

Attachments

Table 1. CSSS Summary Results: Fiscal Sustainability--REVISED* 7/9/02

<i>Assuming 2/3 Participation in Individual Accounts</i>		Model 1 1/	Model 2	Model 3	Current Law
1. Expected PRA assets at end of 2075 (\$PV trillions)	\$1.1	\$1.3	\$1.6		NA
2. Gain in system assets at end of 2075 (Increase in Trust Fund plus Expected Personal Account Assets: \$ PV trillions)					NA
3. Gross reduction in cash flow requirements from general revenue relative to present law (unified budget concept) 2/ 3/					
Reduction in 75-year total (Sum of Ann Amts in \$2001 trillions)	\$0.5	\$4.8	\$5.0		
Percent reduction versus current law					
Reduction in 75-year total (\$PV trillions)					
Percent reduction versus current law					
4a. Social Security cashflow with general revenue transfers					
Positive by end of valuation window? IncomeRate(including GR Trans)-Cost Rate in 2075 (% of payroll)	No -4.56	Yes 1.41	Yes 0.12	Yes 4/ 4/	No -6.05
4b. Social Security cashflow without general revenue 3/					
Positive by end of valuation window? IncomeRate(excluding GR Trans)-Cost Rate in 2075 (% of payroll)	No -4.56	Yes 1.41	Yes -0.75	Yes No -6.05	No -6.05
5. Improvement in Actuarial Balance over 75-year period (% of payroll)					
Improvement with general revenue transfer Improvement without general revenue transfer 3/	-0.32 -0.32	1.99 1.15	1.88 0.87	0 5/ 0	
6. Transition Investment 6/					
a. Reduction in annual OASDI net cash-flow balance (including gen rev transfers) relative to current law 7/					
\$ PV trillions	\$1.1	\$0.9	\$0.4		
As % of GDP over years included in calculation	0.36	0.49	0.25		
b. Extent to which annual OASDI net cash-flow balance (including gen rev transfers) is negative or more negative than under current law 8/					
\$ PV trillions	\$0.7	\$0.4	\$0.1		
As % of GDP over years included in calculation	0.29	0.33	0.10		

1/ Model 1 does not include additional transfers for actuarial balance (solvency).

2/ Gross gen rev requirements include only GR required in any year, and excludes excess OASDI cashflow to the GF in any year.

3/ Taxes on benefits and on PA distributions are treated as Social Security revenues, not general revenue.

4/ Includes Model 2 provision for dedicated general revenue transfers.

5/ Improvement in actuarial balance would be +1.50 if new dedicated sources of revenue are included; see text.

6/ Difference between net annual OASDI cash-flow balance (income minus cost) of proposed model versus present law (with borrowing authority)

7/ Assumes current-law OASDI surplus would not be "saved" for Social Security financing.

8/ Assumes current-law OASDI surplus would be "saved" for Social Security financing.

* Values in 3. Revised on 7/9/02 to fully reflect tax on PA distributions.

Prepared by: OCACT/SSA July 9, 2002

Table 2. CSSS Summary Results: Fiscal Sustainability (Original Published Estimates without July 9 revisions)

<i>Assuming 2/3 Participation in Individual Accounts</i>	<i>Model 1 1/</i>	<i>Model 2</i>	<i>Model 3</i>	<i>Current Law</i>
1. Expected PRA assets at end of 2075 (\$PV trillions)	\$1.1	\$1.3	\$1.6	NA
2. Gain in system assets at end of 2075 (Increase in Trust Fund plus Expected Personal Account Assets: \$ PV trillions)	\$0.5	\$4.8	\$5.0	NA
3. Gross reduction in cash flow requirements from general revenue relative to present law (unified budget concept) 2/ 3/				
Reduction in 75-year total (Sum of Ann Amts in \$2001 trillions)	\$1.7	\$14.8	\$11.3	NA
Percent reduction versus current law	7.7	68.1	52.2	NA
Reduction in 75-year total (\$PV trillions)	-\$0.2	\$2.3	\$1.7	NA
Percent reduction versus current law	-3.8	45.0	33.9	NA
4a. Social Security cashflow with general revenue transfers	No	Yes	Yes	No
Positive by end of valuation window?	-4.56	1.41	0.12	-6.05
IncomeRate(excluding GR Trans)-Cost Rate in 2075 (% of payroll)				
4b. Social Security cashflow without general revenue 3/	No	Yes	Yes	No
Positive by end of valuation window?	-4.56	1.41	-0.75	-6.05
IncomeRate(excluding GR Trans)-Cost Rate in 2075 (% of payroll)				
5. Improvement in Actuarial Balance over 75-year period (% of payroll)				
Improvement with general revenue transfer	-0.32	1.99	1.88	0
Improvement without general revenue transfer 3/	-0.32	1.15	0.87	5/ 0
6. Transition investment 6/				
a. Reduction in annual OASDI net cash-flow balance (including gen rev transfers) relative to current law 7/				
\$ PV trillions	\$1.1	\$0.9	\$0.4	NA
As % of GDP over years included in calculation	0.36	0.49	0.25	NA
b. Extent to which annual OASDI net cash-flow balance (including gen rev transfers) is negative or more negative than under current law 8/				
\$ PV trillions	\$0.7	\$0.4	\$0.1	NA
As % of GDP over years included in calculation	0.29	0.33	0.10	NA

1/ Model 1 does not include additional transfers for actuarial balance (solvency).

2/ Gross gen rev requirements include only GR required in any year, and excludes excess OASDI cashflow to the GF in any year.

3/ Taxes on benefits and on PA distributions are treated as Social Security revenues, not general revenue.

4/ Includes Model 2 provision for dedicated general revenue transfers.

5/ Improvement in actuarial balance would be +1.50 if new dedicated sources of revenue are included; see text.

6/ Difference between net annual OASDI cash-flow balance (income minus cost) of proposed model versus present law (with borrowing authority).

7/ Assumes current-law OASDI surplus would not be "saved" for Social Security financing.

8/ Assumes current-law OASDI surplus would be "saved" for Social Security financing.

Prepared by: OCACT/SSA January 17, 2002

Table 3. CSSS Summary Results: Fiscal Sustainability*

Assuming 2/3 Participation in Individual Accounts		Model 1 1/	Model 2	Model 3	Current Law
1. Expected PRA assets at end of 2075		\$10.3 \$1.1	\$12.3 \$1.3	\$15.3 \$1.6	NA NA
\$ 2001 trillions					
\$ PV trillions					
2. Gain in system assets at end of 2075 (Trust Fund + Exp. PRA Assets)		\$4.5 \$0.5	\$45.3 \$4.8	\$46.57 \$5.0	NA NA
\$ 2001 trillions					
\$ PV trillions					
3a. Net reduction 2/ in general revenue requirements relative to present law (unified budget concept) **					
Reduction in 75-year total (Sum of Ann Amts in \$2001 trillions)		\$1.2 5.7 -\$0.6 -14.7	\$15.7 75.1 \$2.0 47.5	\$11.2 53.4 \$7.3 32.2	NA NA NA NA
Percent reduction versus current law					
Reduction in 75-year total (\$PV trillions)					
Percent reduction versus current law					
3b. Gross reduction 3/ in general revenue requirements relative to present law (unified budget concept) **					
Reduction in 75-year total (Sum of Ann Amts in \$2001 trillions)		\$1.8 8.0 -\$0.2 -3.5	\$15.0 68.2 \$2.3 45.5	\$11.8 53.4 \$1.8 35.5	NA NA NA NA
Percent reduction versus current law					
Reduction in 75-year total (\$PV trillions)					
Percent reduction versus current law					
4a. Social Security cashflow with general revenue transfers					
Positive by end of valuation window?		No IncomeRate(excluding GR Trans)-C-Cost Rate in 2075 (% of payroll)	Yes -4.56	Yes 1.41	Yes 0.12
IncomeRate(including GR Trans)-C-Cost Rate in 2075 (% of payroll)					No -6.05
4b. Social Security cashflow without general revenue**					
Positive by end of valuation window?		No IncomeRate(excluding GR Trans)-C-Cost Rate in 2075 (% of payroll)	Yes -4.56	Yes 1.41	No *** -0.75 ***
IncomeRate(excluding GR Trans)-C-Cost Rate in 2075 (% of payroll)					No -6.05
5. Improvement in Actuarial Balance over 75-year period					
Improvement with general revenue transfer		-0.32	1.99	1.88	0
Improvement without general revenue transfer***		-0.32	1.15	0.87 ****	0
6. Transition investment ****					
a. Reduction in annual OASDI net cash-flow balance (including gen rev transfers) relative to current law. 4/					
\$ PV trillions		\$1.1 0.36	\$0.9 0.49	\$0.4 0.25	NA NA
As % of GDP over years included in calculation					
b. Extent to which annual OASDI net cash-flow balance (including gen rev transfers) is negative or more negative than under current law. 5/					
\$ PV trillions		\$0.7 0.29	\$0.4 0.33	\$0.1 0.10	NA NA
As % of GDP over years included in calculation					

*Includes July 9, 2002 revisions in 3a. and 3b.

** Taxes on benefits and on PA distributions are treated as Social Security revenues, not general revenue.

*** Cashflow would be +0.12 percent of payroll in 2075 if new dedicated sources of revenue are included; see text.

**** Difference between net annual OASDI cash-flow balance (income minus cost) of proposed model versus present law (with borrowing authority) includes additional transfers for balance.

***** Improvement in actuarial balance would be +1.50 if new dedicated sources of revenue are included; see text.

1/ Model 1 does not include additional transfers for balance.

2/ Net gen rev requirements include both GR required in any year, and excess OASDI cashflow to the GF in any year.

3/ Gross gen rev requirements include only GR required in any year, and excludes excess OASDI cashflow to the GF in any year.

4/ Assumes current-law OASDI surplus would not be "Saved" for Social Security financing.

5/ Assumes current-law OASDI surplus would be "saved" for Social Security financing.

**Table 4. Cash-Flow Requirements from General Revenue for CSSS Models
and for Modified Present Law**

(Cash Flow from the General Fund of the Treasury to the OASI and DI Trust Funds)

	Net* cash-flow requirement from GR for 3a above -- trillions			
	<u>Model 1</u>	<u>Model 2</u>	<u>Model 3</u>	<u>PL modified</u>
Const 2002\$ change	19.7	5.2	9.8	20.9
1-1-2001 PV\$ change	4.8 0.6	2.2 -2.0	2.8 -1.3	4.2

*Includes years of positive cash flow but excludes 1-1-01 TF assets.

	Gross** cash-flow requirement from GR for 3b above -- trillions			
	<u>Model 1</u>	<u>Model 2</u>	<u>Model 3</u>	<u>PL modified</u>
Const 2002\$ change	20.3 -1.8	7.0 -15.0	10.3 -11.8	22.0
1-1-2001 PV\$ change	5.3 0.2	2.8 -2.3	3.3 -1.8	5.1

**Excludes years of positive cash flow and TF assets.

Based on Intermediate Assumptions of the 2001 Trustees Report

Prepared by: OCACT/SSA July 9, 2002