

## INCREASE OF TEMPORARY LIMIT ON PUBLIC DEBT

---

JUNE 13, 1974.—Ordered to be printed

---

MR. LONG, from the Committee on Finance,  
submitted the following

### REPORT

[To accompany H.R. 14832]

The Committee on Finance, to which was referred the bill (H.R. 14832) to provide for a temporary increase in the public debt limit, having considered the same, reports favorably thereon without amendment and recommends that the bill do pass.

#### I. SUMMARY

The permanent debt limitation under present law is \$400 billion. Effective through June 30, 1974, present law also provides for a temporary additional limit of \$75.7 billion, providing for an overall public debt limit of \$475.7 billion.

This bill provides for an increase of the present temporary debt limitation from \$475.7 billion to \$495 billion through March 31, 1975. No change is made in the permanent debt limit of \$400 billion.

The administration requested an increase in the debt limitation to \$505 billion through June 30, 1975. This level contains a \$6 billion allowance for contingencies and a \$6 billion cash balance. The committee believes that with prudent fiscal management a debt limitation of \$495 billion is likely to last through March 1975. Moreover, the committee believes a limitation at this level will provide a restraint on spending in the coming year. The committee favors a relatively tight limitation of this type because it believes that it is desirable to use the debt limitation as a means for providing at least some overall congressional control over the budget until the Congress enacts legislation creating a legislative system for examining and controlling budget totals and budget components.

TABLE 1.—STATUTORY DEBT LIMITATIONS, FISCAL YEARS 1947 TO DATE, AND A PROPOSED LIMITATION IN FISCAL YEAR 1975

[In billions of dollars]

Fiscal year	Statutory debt limitation		Total
	Permanent	Temporary additional	
1947-54	275		275.0
1955 through Aug. 27	275		275.0
1955: Aug. 28 through June 30	275	6.0	281.0
1956	275	6.0	281.0
1957	275	3.0	278.0
1958 through Feb. 25	275		275.0
1958: Feb. 26 through June 30	275	5.0	280.0
1959 through Sept. 1	275	5.0	280.0
1959: Sept. 2 through June 29	283	5.0	288.0
1959: June 30	285	5.0	290.0
1960	285	10.0	295.0
1961	285	8.0	293.0
1962 through Mar. 12	285	13.0	298.0
1962: Mar. 13 through June 30	285	15.0	300.0
1963 through Mar. 31	285	23.0	308.0
1963: Apr. 1 through May 28	285	20.0	305.0
1963: May 29 through June 30	285	22.0	307.0
1964 through Nov. 30	285	24.0	309.0
1964: Dec. 1 through June 28	285	30.0	315.0
1964: June 29 and 30	285	39.0	324.0
1965	285	39.0	324.0
1966	285	43.0	328.0
1967 through Mar. 1	285	45.0	330.0
1967: Mar. 2 through June 30	285	51.0	336.0
1968 <sup>1</sup>	358		358.0
1969 through Apr. 6 <sup>1</sup>	358	7.0	365.0
1969 after Apr. 6 <sup>1</sup>	358		358.0
1970 through June 30 <sup>1</sup>	365	12.0	377.0
1971 through June 30 <sup>1</sup>	380	15.0	395.0
1972 through June 30 <sup>1</sup>	400	50.0	450.0
1972 through Oct. 31 <sup>1</sup>	400	50.0	450.0
1973 through June 30 <sup>1</sup>	400	65.0	465.0
1973 through Nov. 30 <sup>1</sup>	400	65.0	465.0
1974 through June 30 <sup>1</sup>	400	75.7	475.7
Proposed:			
From June 30, 1974, through Mar. 31, 1975 <sup>1</sup>	400	95.0	495.0
After Mar. 31, 1975 <sup>1</sup>	400		400.0

<sup>1</sup> Includes FNMA participation certificates issued in fiscal year 1968.

## II. GENERAL EXPLANATION

### PRESENT LAW

The combined permanent and temporary limitation on the public debt is \$475.7 billion, effective through June 30, 1974. This limitation was approved by Congress and became law on December 3, 1973. It is expected that this limitation will be sufficient to meet the requirements of the Federal Government at least until mid-July of this year.

The Under Secretary of the Treasury, in his recent testimony indicated that he expected the outstanding debt on March 31, 1975, to be \$501 billion, given a \$6 billion cash balance, a \$3 billion margin for contingencies and an additional \$3 billion allowance for contingencies for possible additional borrowing for the Federal Home Loan Bank Board.

### CURRENT BUDGET OUTLOOK

The administration presented budget estimates to the committee for fiscal years 1974 and 1975 which included the estimates initially

presented in the budget and current revisions. These estimates are presented in table 2. For fiscal year 1974, the deficit in the unified budget declined from the \$4.7 billion estimate shown in the budget to the current estimate of \$3.5 billion. The estimated decrease in the Federal funds deficit was smaller, declining from the \$18.1 billion reported in the budget to the current estimate of \$17.7 billion. The smaller decrease in the Federal funds deficit is offset by an increase in the trust funds surplus from \$13.5 billion to \$14.1 billion.

TABLE 2.—BUDGET TOTALS, BY FUND GROUP

[Fiscal years; in billions of dollars]

	1973 actual	Budget estimate		Current estimate	
		1974	1975	1974	1975
<b>Receipts:</b>					
Federal funds.....	161.4	185.6	202.8	181.8	201.4
Trust funds.....	92.2	105.6	115.8	105.3	116.8
Interfund transactions.....	-21.3	-21.1	-23.6	-21.1	-24.2
<b>Total.....</b>	<b>232.2</b>	<b>270.0</b>	<b>295.0</b>	<b>266.0</b>	<b>294.0</b>
<b>Outlays:</b>					
Federal funds.....	186.4	203.7	220.6	199.5	221.3
Trust funds.....	81.4	92.1	107.4	91.2	108.3
Interfund transactions.....	-21.3	-21.1	-23.6	-21.1	-24.2
<b>Total.....</b>	<b>246.5</b>	<b>274.7</b>	<b>304.4</b>	<b>269.5</b>	<b>305.4</b>
<b>Surplus or deficit (-):</b>					
Federal funds.....	-25.0	-18.1	-17.9	-17.7	-19.9
Trust funds.....	10.7	13.5	8.4	14.1	8.5
<b>Total.....</b>	<b>-14.3</b>	<b>-4.7</b>	<b>-9.4</b>	<b>-3.5</b>	<b>-11.4</b>

Note: Detail may not add to totals due to rounding.

For fiscal year 1975, however, the estimated deficit in the unified budget has increased between February and May from \$9.4 billion to \$11.4 billion. The change results from both a \$1 billion increase in outlays and a \$1 billion decrease in receipts. The estimated deficit in the Federal funds budget also increased by \$2.0 billion. The Federal funds deficit increase reflects a \$1.4 billion decline in receipts and a \$700 million increase in outlays.

The details of the Treasury Department's estimates of receipts for fiscal years 1974 and 1975 are shown in tables 3 and 4. Receipts for fiscal year 1974 are now estimated to be \$4 billion below the February budget estimate. Of this, \$3.3 billion represents a decline in corporation income tax receipts.

For fiscal year 1975, the overall decline in unified budget receipts is \$1 billion. This represents both revised estimates associated with later forecasts of the performance of the economy in 1974 and a decline in receipts associated with the nonenactment of the administration's legislative receipt proposals. On a net basis, the revised estimates based on economic activity do not change the total. However, the absence of action on the legislative proposals accounts for the \$1.0 billion decrease.

TABLE 3.—COMPARISON OF FISCAL YEAR 1974 RECEIPTS BY MAJOR SOURCE, AS ESTIMATED IN JANUARY AND MAY 1974

[In billions of dollars]

	February 1974 budget	Change to May 1974			May 1974 estimate
		Economic and re- estimate	Legisla- tion	Total	
Individual income tax.....	118.0				118.0
Corporation income tax.....	43.0	-2.3	-1.0	-3.3	39.7
Employment taxes and contributions.....	67.7	-1.2		-1.2	66.4
Unemployment insurance.....	6.2	+ .7		+ .7	6.9
Contributions for other insurance and retirement.....	4.0				4.0
Excise taxes.....	17.1	+ .1		+ .1	17.2
Estate and gift taxes.....	5.4	- .3		-.3	5.1
Customs duties.....	3.5	- .1		-.1	3.4
Miscellaneous receipts.....	5.0	+ .3	-.02	+ .1	5.2
<b>Total budget receipts.....</b>	<b>270.0</b>	<b>-2.8</b>	<b>+1.2</b>	<b>-4.0</b>	<b>266.0</b>
<b>Underlying income assumptions calendar year 1973:</b>					
Gross national product.....	1,288.0				1,289.0
Personal income.....	1,035.0				1,035.0
Corporate profits before tax.....	126.0				126.0

Note: Figures are rounded and may not necessarily add to totals.

TABLE 4.—COMPARISON OF FISCAL YEARS 1975 RECEIPTS BY MAJOR SOURCE, AS ESTIMATED IN JANUARY AND MAY 1974

[In billions of dollars]

	February 1974 budget	Change to May 1974* estimate			May 1974 estimate
		Economic and reestimate	Legisla- tion	Total	
Individual income tax.....	129.0	+1.5	+0.5	+2.0	131.0
Corporation income tax.....	48.0	-1.8	-1.7	-3.5	44.5
Employment taxes and contributions.....	75.3	- .2		-.2	75.1
Unemployment insurance.....	6.0	+ .6		+ .6	6.6
Contributions for other insurance and retirement.....	4.3	+ .1		+ .1	4.4
Excise taxes.....	17.4	- .1		-.1	17.3
Estate and gift taxes.....	6.0	- .4		-.4	5.6
Customs duties.....	3.8	- .1		-.1	3.7
Miscellaneous receipts.....	5.2	+ .4	+ .2	+ .6	5.8
<b>Total budget receipts.....</b>	<b>295.0</b>		<b>-1.0</b>	<b>-1.0</b>	<b>294.0</b>
<b>Underlying income assumptions calendar year 1974:</b>					
Gross national product.....	1,390.0				1,401.0
Personal income.....	1,135.0				1,142.0
Corporate profits before tax.....	124.0				134.0

Note: Figures are rounded and may not necessarily add to totals.

Current and budget estimates of outlays by agency are shown in table 5. The decrease since last February of \$5.1 billion in the 1974 outlay total reflects many changes, the largest of which are a \$1 billion decrease in Defense and military assistance outlays and a \$3.0 billion fall in outlays by the Department of Health, Education, and Welfare. For fiscal year 1975, budget outlays now are estimated at \$1.0 billion above the level presented in the budget which results from changes in both directions. The largest increases are \$1.0 billion of interest payments on the public debt, \$1.6 billion in the Labor Department—including \$800 million higher benefit payments from the Unemploy-

ment Insurance trust fund, and \$600 million higher outlays by the Veterans Administration. The major decrease is a \$2.8 billion offset of outlays in the Interior Department that reflects an anticipated increase in receipts from the sale of leases with drilling rights on Outer Continental Shelf oil lands.

TABLE 5.—CHANGES IN BUDGET OUTLAYS BY AGENCY

[Fiscal years; in billions of dollars]

	1974				1975			
	1973 actual	Budget estimate	Current estimate	Change	Budget estimate	Current estimate	Change	
Defense and military assistance.....	73.8	79.5	78.5	-1.0	85.8	85.8	-----	
Agriculture.....	10.0	9.3	9.8	0.5	9.2	8.9	-.3	
CCC and Public Law 480.....	(4.4)	(1.8)	(1.7)	(-0.1)	(1.5)	(1.5)	(0)	
Commerce.....	1.4	1.5	1.4	-0.1	1.7	1.7	(0)	
Health, Education, and Welfare.....	82.0	96.8	93.8	-3.0	111.0	111.0	-----	
(Social security trust funds).....	(58.6)	(68.4)	(67.5)	(-0.9)	(79.3)	(79.3)	-----	
Housing and Urban Development.....	3.6	5.0	4.9	-0.1	5.6	6.1	.5	
Interior.....	-2.3	-3.8	-4.8	-1.0	-2.7	-5.5	-2.8	
Justice.....	1.5	1.9	1.8	-0.1	2.1	2.1	(0)	
Labor.....	8.6	8.6	8.9	0.3	10.0	11.6	1.6	
(Unemployment trust fund).....	(5.4)	(5.8)	(6.2)	(0.3)	(7.2)	(8.0)	(.8)	
State.....	.6	.7	.7	*	.8	.8	-----	
Transportation.....	8.2	8.4	8.2	-0.3	9.1	9.3	.3	
Treasury.....	31.0	35.8	36.1	0.3	37.6	38.7	1.0	
(General revenue sharing).....	(6.6)	(6.1)	(6.1)	(-----)	(6.2)	(6.2)	-----	
(Interest on the public debt).....	(24.2)	(29.1)	(29.4)	(0.2)	(30.5)	(31.5)	(1.0)	
Corps of Engineers.....	1.7	1.6	1.7	0.1	1.6	1.7	.1	
Atomic Energy Commission.....	2.4	2.3	2.3	-0.1	2.9	3.0	.1	
Environmental Protection Agency.....	1.1	2.6	2.4	-0.2	4.0	4.1	.1	
General Services Administration.....	.5	-.3	-.2	0.1	-.9	-.8	(0)	
National Aeronautics and Space Administration.....	3.3	3.2	3.2	-----	3.3	3.3	-----	
Veterans' Administration.....	12.0	13.2	13.5	0.2	13.6	14.2	.6	
Foreign economic assistance.....	1.7	2.2	2.2	*	2.4	2.7	.3	
Other independent agencies.....	13.8	15.7	15.2	-0.5	16.5	16.9	.3	
Allowances <sup>2</sup> .....		.3		-0.3	1.6	.9	-.7	
Undistributed intergovernmental transactions.....	-8.4	-10.0	-10.0	-----	-10.7	-10.9	-.2	
Total.....	246.5	274.7	269.5	-5.1	304.4	305.4	1.0	

<sup>1</sup> Less than \$50,000,000.

<sup>2</sup> Includes allowances for acceleration of energy research and development, civilian agency pay raises, and contingencies.

<sup>3</sup> In his housing policy recommendations of May 10, the President announced a 4-point plan to make additional mortgage money available to assist the housing market. If interest rates remain high, mortgage commitments under this plan could cause outlays in 1975 to get up to \$3,000,000,000 higher.

Note: Detail may not add to totals due to rounding.

#### ADMINISTRATION PROPOSAL

The administration requested the House to increase in the combined permanent and temporary limitation on the public debt to a level of \$505 billion for the fiscal year 1975. The estimate is based on the projections of receipts which have been summarized in the preceding section and on the assumption that budget outlays will be kept within the \$305.4 billion estimate presented by the administration. Treasury Department estimates of the outstanding public debt subject to limitation at the end of each month for the rest of fiscal year 1974 and throughout fiscal year 1975 are shown in table 6.

TABLE 6.—PUBLIC DEBT SUBJECT TO LIMITATION, FISCAL YEAR 1975—BASED ON ESTIMATED BUDGET OUTLAYS OF \$305.4 BILLION AND RECEIPTS OF \$294 BILLION

[In billions of dollars]

	Operating cash balance	Public debt subject to limitation	With usual \$3 billion margin for contingencies	With allowance for contingency of \$3 billion Federal Home Loan Bank borrowing <sup>1</sup>
<b>1974:</b>				
May 31.....	6	475.6	-----	-----
June 30.....	6	474	477	477
July 31.....	6	478	481	481
Aug. 31.....	6	484	487	490
Sept. 30.....	6	480	483	486
Oct. 31.....	6	482	485	488
Nov. 30.....	6	486	489	492
Dec. 31.....	6	488	491	494
<b>1975:</b>				
Jan. 31.....	6	486	489	492
Feb. 28.....	6	492	495	498
Mar. 31.....	6	495	498	501
Apr. 30.....	6	492	495	498
May 31.....	6	499	502	505
June 30.....	6	494	497	500

<sup>1</sup> Announced in housing policy statement by President on May 10, 1974; not included in outlay assumption of \$305,400,000,000.

The estimates for fiscal year 1975 show the usual \$6 billion cash balance, the usual \$3 billion margin for contingencies and a new \$3 billion additional allowance for contingencies for the Federal Home Loan Bank Board's stimulation of the housing industry. This additional contingency allowance is not included in the outlay estimates for fiscal year 1975 because of the uncertainty of the need for such outlays.

Table 7 provides a reconciliation of the administration's request to the House for a \$29.3 billion increase in the debt limit with the estimated debt levels on June 30, 1974, and the projection for fiscal year 1975. On June 30, 1974, the estimated debt is \$474 billion with a \$6 billion cash balance. To this must be added \$20 billion in Federal funds estimated deficit, \$3 billion to restore the usual margin for contingencies and the additional \$3 billion contingency allowance requested for the Federal Home Loan Bank Board. These total \$31 billion. A deduction of \$1.7 billion is made to allow for the difference between the present debt limit and the \$474 billion estimate for June 30, 1974. This leaves the total proposed increase of \$29.3 billion.

TABLE 7.—EXPLANATION OF ADMINISTRATION REQUEST FOR \$29.3 BILLION  
INCREASE IN PUBLIC DEBT LIMIT

	<i>Billions</i>
Peak debt, May 31, 1975.....	\$505. 0
Debt outstanding, June 30, 1974.....	474. 0
Difference.....	31. 0
Request for increase in debt limit.....	29. 3
Reconciliation:	
Federal funds deficit, fiscal year 1975.....	20. 0
Margin for contingencies:	
Restoration of usual margin.....	3. 0
Additional margin for housing stimulus from Federal Home Loan Bank Board.....	3. 0
Total.....	6. 0
Peak debt requirement—difference between debt on May 31, 1975 (\$505 billion), and June 30, 1975 (\$500 billion).....	5. 0
	31. 0
Less difference between June 30, 1974, estimated outstanding debt and debt limit that date.....	1. 7
Grand total.....	29. 3

#### BASIS FOR COMMITTEE ACTION

Congress acted last December to increase the debt limit to \$475.7 billion although the administration asked for an appreciably larger increase to \$480 billion. The action by Congress has been validated by events since then, because the outstanding debt on May 31, 1974, which is the peak for fiscal year 1974, was \$475.6 billion.

The Treasury Department's estimates of the debt requirements for fiscal year 1975 rise through December 31, 1974, reaching \$494 billion. This estimate includes the \$6 billion cash balance, the \$3 billion contingency margin, and an additional \$3 billion contingency for the Federal Home Loan Bank Board. It declines slightly on January 31, 1975, and again increases to \$501 billion by March 31, 1975. After a further decrease, the estimated peak of \$505 billion is reached on May 31, 1975.

In the present climate of economic uncertainty it is, of course, impossible to be sure as to budget requirements. However, given the fact that the Treasury Department estimate of \$501 billion debt on March 31, 1975, contains \$6 billion in allowances for contingencies, as well as a \$6 billion cash balance, it is quite likely that the \$495

billion debt limitation provided by this bill will be sufficient through the end of March 1975. In any event, since Congress will return during the first week of January 1975, there will be ample opportunity for early action on the debt limit if that would become necessary. Moreover, should there be more inflation in the coming year than the Treasury Department has assumed in its estimates, receipts may be larger than forecast.

In addition, the committee, while it recognizes that a debt limitation is not a satisfactory way of controlling budgetary expenditures and revenues, nevertheless believes that until the congressional budget control process can become operational, it is desirable to use the debt limitation to the extent possible as a means of budgetary control. The committee agrees with the desire of the House to provide a limitation which is stringent in that it makes no provision for unbudgeted spending, but at the same time is not so restrictive as to interfere with reasonable management of the public debt. For these reasons, the committee recommended the debt limitation that was approved by the House and which the Treasury agrees is high enough for it to meet its normal needs, as it has estimated them, through March 31, 1975.

#### RELATIONSHIP OF GOVERNMENT AND PRIVATE DEBT AND ECONOMIC ACTIVITY

Tables 8-15 show that the relative burden of the Federal Government debt has changed through the years but generally has been falling since the end of World War II, despite some years of large budget deficits.

Table 8 shows that gross Federal debt (outstanding Federal securities) relative to total gross government and private debt has fallen from its high at 62 percent in 1945 to 19 percent at the end of 1972 and 1973. It has not been that low proportionately since 1934. The same type of information using data on net Federal debt (outstanding debt in the hands of the public) is shown in table 11. The peak ratio was 62 percent in 1962 and the ratio has fallen to 14 percent since then, the lowest since 1933 when it also was 14 percent.

In table 9, it can be seen that per capita gross Federal debt has increased from \$1,825 in 1946 to \$2,293 in 1973, about 26 percent. Over the same time interval, private debt per capita has increased from \$419 to \$3,911, more than nine times. State and local debt per capita has increased from \$113 to \$892, an increase of just less than 8 times. Total government and private debt per capita has risen from \$3,123 to \$13,741, that is, it increased 4.4 times.

Per capita net debt is shown in table 12. The overall proportions of the increases are much the same as shown in table 9, but the per capita, net Federal debt increased by only 8.6 percent, far below the proportionate increases in the other sectors (more than 9 times) or in the total (more than 4 times).

Tables 10 and 13 show that the level of total debt (both gross and net) relative to gross national product has not changed substantially from 1929 to 1945 to 1973. Federal debt relative to GNP has increased and decreased in that period, and although higher than in 1929, the 1973 ratios are the lowest since 1932.

Real (December 1973 prices) per capita Federal debt is shown in the last 3 columns of table 14, where 3 measures of debt are shown—gross outstanding Federal debt, net outstanding Federal debt (outside of government accounts) and net privately held Federal debt (outside of government and Federal Reserve accounts). Lowest levels for each concept in the period shown were in 1929. In each of these series, the highest levels were reached in 1945 and declined since then to their current lowest levels, as of the end of 1973, \$2,293 for gross debt, \$1,662 for net debt and \$1,279 for net privately held debt.

TABLE 8.—ESTIMATED GROSS GOVERNMENT AND PRIVATE DEBT, BY MAJOR CATEGORIES

[Dollar amounts in billions]

Dec. 31	Private			State and local	Federal			Federal as a percent of total	
	Individual	Corporate <sup>1</sup>	Total		Public	Agency	Total		
1929	\$72.9	\$107.0	\$179.9	\$17.8	\$16.3	\$1.2	\$17.5	\$215.2	8
1932	57.1	96.1	153.2	19.7	20.8	1.2	22.0	194.9	11
1933	51.0	92.4	143.4	19.5	23.8	1.5	25.3	188.2	13
1934	49.8	90.6	140.4	19.2	28.5	4.8	33.3	192.9	17
1939	50.8	86.8	137.6	20.1	41.9	6.9	48.8	206.5	24
1940	53.0	89.0	142.0	20.2	45.0	7.2	52.2	214.4	24
1941	55.6	97.5	153.1	20.0	57.9	7.7	65.6	238.7	27
1945	54.7	99.5	154.2	16.0	278.1	1.5	279.6	449.8	62
1946	59.9	109.3	169.2	16.1	259.1	1.6	260.7	446.0	58
1947	69.4	128.9	198.3	17.5	256.9	.7	257.6	473.4	54
1948	80.6	139.4	220.0	19.6	252.8	1.0	253.8	493.4	51
1949	90.4	140.3	230.7	22.2	257.1	.8	257.9	510.8	50
1950	104.3	167.7	272.0	25.3	256.7	1.1	257.8	555.1	46
1951	114.3	191.9	306.2	28.0	259.4	.8	260.2	594.4	44
1952	129.4	202.9	332.3	31.0	267.4	.9	268.3	631.6	42
1953	143.2	212.9	356.1	35.0	275.2	.8	276.0	667.1	41
1954	157.2	217.6	374.8	40.2	278.8	.7	279.5	694.5	40
1955	180.1	253.9	434.9	46.3	280.8	1.4	282.2	763.4	37
1956	195.5	277.3	472.8	50.1	276.6	1.7	278.3	801.2	35
1957	207.6	295.8	503.4	54.7	274.9	3.2	278.1	836.2	33
1958	222.9	312.0	534.9	60.4	282.9	2.4	285.3	880.6	32
1959	245.0	341.4	586.4	66.6	290.8	5.7	296.5	949.5	31
1960	263.3	365.1	628.4	72.0	290.2	6.4	296.6	997.0	30
1961	284.8	391.5	676.3	77.6	296.2	6.8	303.0	1,056.9	29
1962	311.9	421.5	733.4	83.4	303.5	7.8	311.3	1,128.1	28
1963	345.8	457.1	802.2	89.5	309.3	8.1	317.4	1,209.1	26
1964	380.1	497.3	877.4	95.5	317.9	9.1	327.0	1,299.0	25
1965	415.7	551.9	967.6	103.1	320.9	9.8	330.7	1,401.4	24
1966	444.2	617.4	1,061.6	109.4	329.3	14.0	343.3	1,514.3	23
1967	476.2	672.9	1,149.1	117.9	344.7	20.1	364.9	1,631.9	22
1968	513.9	757.6	1,271.5	128.4	373.1	21.4	394.5	1,794.4	22
1969	548.7	882.1	1,430.8	137.9	382.0	30.6	412.6	1,981.3	21
1970	586.3	959.0	1,545.5	149.3	401.6	38.8	440.4	2,135.0	21
1971	648.3	1,045.0	1,693.3	166.3	435.2	39.9	475.1	2,334.6	20
1972	734.4	1,176.1	1,910.5	178.6	461.1	41.4	502.5	2,591.5	19
1973	821.3	1,335.6	2,156.9	187.4	481.5	59.8	541.3	2,885.6	19

<sup>1</sup> Includes debt of Federally sponsored agencies excluded from the Budget which amounted to \$700,000,000 on Dec. 31, 1947; \$30,600,000,000 on Dec. 31, 1969; \$38,800,000,000 on Dec. 31, 1970; \$39,900,000,000 on Dec. 31, 1971; and \$41,400,000,000 on Dec. 31, 1972; and \$59,800,000,000 on Dec. 31, 1973.

Source: Commerce and Treasury Departments.

TABLE 9.—ESTIMATED GROSS GOVERNMENT AND PRIVATE DEBT 1929 TO PRESENT

End of calendar year	Government debt						Private debt				Total Government and private debt	
	Amounts outstanding (billions)			Per capita <sup>2</sup>			Amounts outstanding (billions)		Per capita <sup>2</sup>		Amount outstanding (billions)	Per capita
	Federal <sup>1</sup>	State and local	Total	Federal	State and local	Total	Corporate business <sup>3</sup>	Individual and non-corporate business	Corporate business	Individual and non-corporate business		
1929	\$17.5	\$17.8	\$35.3	\$143	\$145	\$288	\$107.0	\$72.9	\$874	\$595	\$215.2	\$1,757
1932	22.0	19.7	41.7	176	157	333	96.1	57.1	767	456	194.9	1,555
1933	25.3	19.5	44.8	201	155	355	92.4	51.0	733	404	188.2	1,493
1934	33.0	19.2	52.2	260	151	411	90.6	49.8	714	392	192.9	1,520
1939	48.8	20.1	68.9	371	153	524	86.8	50.8	660	386	206.5	1,569
1940	52.2	20.2	72.4	393	152	545	89.0	53.0	670	399	214.4	1,615
1941	65.6	20.0	85.6	489	149	638	97.5	55.6	727	414	238.7	1,779
1945	279.6	16.0	295.6	1,987	114	2,101	99.5	54.7	707	389	449.8	3,197
1946	260.7	16.1	276.8	1,825	113	1,938	109.3	59.9	765	419	446.0	3,123
1947	257.6	17.5	275.1	1,771	120	1,891	128.9	69.4	886	477	473.4	3,254
1948	253.8	19.6	273.4	1,715	132	1,847	139.4	80.6	942	545	493.4	3,334
1949	257.9	22.2	280.1	1,713	147	1,860	140.3	90.4	932	600	510.8	3,393
1950	257.8	25.3	283.1	1,685	165	1,850	167.7	104.3	1,096	682	555.1	3,627
1951	260.2	28.0	288.2	1,671	180	1,851	191.9	114.3	1,232	734	594.4	3,817
1952	268.3	31.0	299.3	1,694	196	1,890	202.9	129.4	1,281	817	631.6	3,988
1953	276.0	35.0	311.0	1,714	217	1,931	212.9	143.2	1,322	889	667.1	4,142
1954	279.5	40.2	319.7	1,705	245	1,950	217.6	157.2	1,327	959	694.5	4,236
1955	282.2	46.3	328.5	1,691	276	1,967	253.9	180.1	1,522	1,079	762.5	4,552
1956	278.3	50.1	328.4	1,638	294	1,932	277.3	195.5	1,632	1,151	801.2	4,696
1957	278.1	54.7	332.8	1,609	315	1,924	295.8	207.6	1,712	1,201	836.2	4,820
1958	285.3	60.4	345.7	1,624	342	1,966	312.0	222.9	1,776	1,269	880.6	4,992
1959	296.5	66.6	363.1	1,653	371	2,024	341.4	245.0	1,903	1,366	949.5	5,293
1960	296.6	72.0	368.6	1,627	395	2,022	365.1	263.3	2,002	1,444	997.0	5,469
1961	303.0	77.6	380.6	1,635	419	2,054	391.5	284.8	2,112	1,537	1,056.9	5,704
1962	311.3	83.4	394.7	1,654	443	2,097	421.5	311.9	2,240	1,658	1,128.1	5,994
1963	317.4	89.5	406.9	1,663	469	2,131	457.1	345.8	2,395	1,812	1,209.8	6,337
1964	327.0	95.5	422.5	1,690	494	2,183	497.3	380.1	2,570	1,965	1,299.9	6,718
1965	330.7	103.1	433.8	1,688	526	2,214	551.9	415.7	2,818	2,124	1,401.8	7,156
1966	343.3	109.4	452.7	1,736	553	2,290	617.4	444.2	3,123	2,247	1,514.3	7,660
1967	364.9	117.9	482.8	1,827	590	2,417	672.9	476.2	3,370	2,385	1,631.9	8,172
1968	373.1	128.4	501.5	1,850	637	2,487	757.6	513.9	3,862	2,548	1,794.4	8,896
1969	382.0	137.9	519.9	1,875	673	2,547	882.1	548.7	4,478	2,691	1,981.3	9,719
1970	401.6	149.3	550.9	1,950	724	2,673	959.0	586.3	4,820	2,796	2,135.0	10,289
1971	435.2	166.3	601.5	2,091	804	2,895	1,045.0	648.3	5,155	3,032	2,334.6	11,083
1972	461.1	178.6	639.7	2,200	862	3,062	1,176.1	734.4	5,663	3,410	2,591.5	12,135
1973	481.5	187.4	668.9	2,293	892	3,185	1,335.6	821.3	6,360	3,911	2,885.6	13,741

<sup>1</sup> Total Federal securities, including public debt and Budget Agency securities.

<sup>2</sup> Debt divided by the population of the conterminous United States and including armed forces overseas. Alaska is included beginning 1959 and Hawaii beginning in 1960.

<sup>3</sup> Includes debt of federally sponsored agencies excluded from the budget.

Source: Federal debt, Treasury Department; other data, Bureau of Economic Analysis, Commerce Department.

Note: Details may not add to totals because of rounding.

TABLE 10.—GROSS GOVERNMENT AND PRIVATE DEBT RELATED TO GROSS NATIONAL PRODUCT

End of calendar year	Gross national product <sup>1</sup> (billions)	Ratios of debt to gross national product (percent)				Total
		Federal	State and local	Corporate	Individual and non-corporate	
1929	\$96.7	18.1	18.4	110.7	75.4	222.5
1932	56.8	38.7	34.7	169.2	100.5	343.1
1933	60.3	42.0	32.3	153.2	84.6	312.1
1934	68.6	48.1	28.0	132.1	72.6	280.8
1939	94.8	51.5	21.2	91.6	53.6	217.8
1940	107.6	48.5	18.8	82.7	49.3	199.3
1941	138.8	47.3	14.4	70.2	40.1	172.0
1945	196.0	142.6	8.2	50.8	27.9	229.5
1946	221.4	117.8	7.3	49.4	27.1	201.4
1947	245.0	105.1	7.1	52.6	28.3	193.2
1948	261.2	97.2	7.5	53.4	30.9	188.9
1949	260.5	99.0	8.5	53.9	34.7	196.1
1950	311.2	82.8	8.1	53.9	33.5	178.4
1951	338.2	76.9	8.3	56.7	33.8	175.8
1952	361.0	74.3	8.6	56.2	35.8	175.0
1953	360.8	76.5	9.7	59.0	39.7	184.9
1954	379.8	73.6	10.6	57.3	41.4	182.9
1955	409.7	68.9	11.3	62.0	44.0	185.9
1956	433.2	64.2	11.6	64.0	45.1	184.9
1957	438.1	63.5	12.5	67.5	47.4	190.8
1958	469.2	60.8	12.9	66.5	47.5	187.6
1959	496.8	59.7	13.4	68.7	49.3	190.8
1960	503.4	58.9	14.3	72.5	52.3	197.7
1961	542.8	55.8	14.3	72.1	52.5	194.7
1962	574.7	54.2	14.5	73.3	54.3	196.6
1963	611.8	51.9	14.6	74.7	56.5	197.9
1964	654.0	50.0	14.6	76.0	58.1	199.1
1965	719.2	46.0	14.3	76.7	57.8	194.9
1966	772.6	44.4	14.2	79.9	57.5	196.0
1967	825.0	44.2	14.3	81.5	57.7	197.8
1968	898.6	41.5	14.3	86.7	57.2	199.7
1969	953.7	40.1	14.4	95.7	57.5	207.7
1970	1,009.5	39.9	14.8	98.6	57.2	210.6
1971	1,098.4	39.8	15.3	98.1	57.7	210.9
1972	1,220.8	37.8	14.8	97.2	58.6	208.4
1973	1,290.0	37.3	14.5	108.2	63.7	223.7

<sup>1</sup> Implied level end of year, calculated as the average of the 4th and 1st calendar quarters at seasonally adjusted annual rates for the years 1939 through present. Prior to 1939, averages of 2 calendar year figures are used as the best approximation of Dec. 31 levels.

Note: Details may not add to totals because of rounding.

Source: Federal debt, Treasury Department; other data, Bureau of Economic Analysis, Commerce Department.

TABLE 11.—ESTIMATED NET GOVERNMENT AND PRIVATE DEBT, BY MAJOR CATEGORIES

[Dollar amounts in billions]

Dec. 31	Private			State and local	Federal	Total	Federal as a percent of total
	Individual	Corporate <sup>1</sup>	Total				
1916	\$36.3	\$40.2	\$76.5	\$4.5	\$1.2	\$82.2	1
1919	43.9	53.3	97.2	5.5	25.6	128.3	20
1929	72.9	88.9	161.8	13.6	16.5	191.9	9
1932	57.1	80.0	137.1	16.6	21.3	175.0	12
1933	51.0	76.9	127.9	16.3	24.3	168.5	14
1934	49.8	75.5	125.3	15.9	30.4	171.6	18
1939	50.8	73.5	124.3	16.4	42.6	183.3	23
1940	53.0	75.6	128.6	16.4	44.8	189.8	24
1941	55.6	83.4	139.0	16.1	56.3	211.4	27
1945	54.7	85.3	140.0	13.4	252.5	405.9	62
1946	59.9	93.5	153.4	13.7	229.5	396.6	58
1947	69.4	109.6	179.0	15.0	221.7	415.7	53
1948	80.6	118.4	199.0	17.0	215.3	431.3	50
1949	90.4	118.7	209.1	19.1	217.6	445.8	49
1950	104.3	142.8	247.1	21.7	217.4	486.2	45
1951	114.3	163.8	278.1	24.2	216.9	519.2	42
1952	129.4	172.3	301.7	27.0	221.5	550.2	40
1953	143.2	180.9	324.1	30.7	226.8	581.6	39
1954	157.2	184.1	341.3	35.5	229.1	605.9	38
1955	180.1	215.0	395.1	41.1	229.6	665.8	35
1956	195.5	234.1	429.6	44.5	224.3	698.4	32
1957	207.6	249.1	456.7	48.6	223.0	728.3	31
1958	222.9	262.0	484.9	53.7	231.0	769.6	30
1959	245.0	287.0	532.0	59.6	241.4	833.0	29
1960	263.3	306.3	569.6	64.9	239.8	874.2	27
1961	284.8	328.3	613.1	70.5	246.7	930.3	27
1962	311.9	353.5	665.4	77.0	253.6	996.0	25
1963	345.8	383.6	729.5	83.9	257.5	1,070.9	24
1964	380.1	417.1	797.2	90.4	264.0	1,151.6	23
1965	415.7	463.2	878.9	98.3	266.4	1,243.6	21
1966	444.2	517.8	962.0	104.8	271.8	1,338.6	20
1967	476.2	562.7	1,038.9	113.4	286.5	1,438.8	20
1968	513.9	652.9	1,166.8	123.9	291.9	1,582.5	18
1969	548.7	764.8	1,313.5	133.3	289.3	1,736.0	17
1970	586.3	836.5	1,422.8	145.0	301.1	1,868.9	16
1971	648.3	909.2	1,557.5	162.4	325.9	2,045.8	16
1972	734.4	1,019.7	1,759.1	175.0	341.2	2,270.2	15
1973	821.3	1,170.9	1,992.2	184.5	349.1	2,525.8	14

<sup>1</sup> Includes debt of privately owned, Federally-sponsored agencies excluded from the Budget which amounted to \$700,000,000 on Dec. 31, 1947; \$30,600,000,000 on Dec. 31, 1969; \$38,800,000,000 on Dec. 31, 1970; \$39,900,000,000 on Dec. 31, 1971; \$41,400,000,000 on Dec. 31, 1972; and \$59,800,000,000 on Dec. 31, 1973.

Source: Commerce and Treasury Departments.

End of calendar year	Government debt						Private debt				Total Government and private debt	
	Amounts outstanding (billions)			Per capita <sup>2</sup>			Amounts outstanding (billions)		Per capita <sup>2</sup>		Amount outstanding (billions)	Per capita
	Federal <sup>1</sup>	State and local	Total	Federal	State and local	Total	Corporate business <sup>3</sup>	Individual and non-corporate business	Corporate business	Individual and non-corporate business		
1916	\$1.2	\$4.5	\$5.7	\$12	\$44	\$56	\$40.2	\$36.3	\$391	\$353	\$82.2	\$80
1919	16.5	13.6	30.1	135	111	246	88.9	72.9	726	595	191.9	1,567
1929	21.3	16.6	37.9	170	132	302	80.0	57.1	638	456	175.0	1,396
1932	24.3	16.3	40.6	193	129	322	76.9	51.0	610	404	168.5	1,336
1933	30.4	15.9	46.3	240	125	365	75.5	49.8	595	392	171.6	1,352
1934	42.6	16.4	59.0	324	125	448	73.5	50.8	559	386	183.3	1,393
1939	44.8	16.4	61.2	337	123	461	75.6	53.0	569	399	189.8	1,429
1940	56.3	16.1	72.4	420	120	540	83.4	55.6	622	414	211.4	1,576
1941	252.5	13.4	265.9	1,795	95	1,890	85.3	54.7	606	389	405.9	2,885
1945	229.5	13.7	243.2	1,607	96	1,703	93.5	59.9	655	419	396.6	2,777
1946	221.7	15.0	236.7	1,524	103	1,627	109.6	69.4	753	477	415.7	2,858
1947	215.3	17.0	232.3	1,455	115	1,570	118.4	80.6	800	545	431.3	2,914
1948	217.6	19.1	236.7	1,445	127	1,572	118.7	90.4	788	600	445.8	2,961
1949	217.4	21.7	239.1	1,421	142	1,562	142.8	104.3	933	682	486.2	3,177
1950	216.9	24.2	241.1	1,393	155	1,548	163.8	114.3	1,052	734	519.2	3,334
1951	221.5	27.0	248.5	1,399	170	1,569	172.3	129.4	1,088	817	550.2	3,474
1952	226.8	30.7	257.5	1,408	191	1,599	180.9	143.2	1,123	889	581.6	3,611
1953	229.1	35.5	264.6	1,397	217	1,604	184.1	157.2	1,123	959	605.9	3,696
1954	229.6	41.1	270.7	1,376	245	1,616	215.0	180.1	1,289	1,079	665.8	2,975
1955	224.3	44.5	268.8	1,320	261	1,576	234.1	195.5	1,378	1,151	698.4	4,094
1956	223.0	48.6	271.6	1,290	280	1,565	249.1	207.6	1,441	1,201	728.3	4,198
1957	231.0	53.7	284.7	1,315	304	1,614	262.0	222.9	1,491	1,269	769.6	4,363
1958	241.4	59.6	301.0	1,346	332	1,678	287.0	245.0	1,600	1,366	833.0	4,643
1959	239.8	64.9	304.7	1,315	356	1,671	306.3	263.3	1,680	1,444	874.2	4,795
1960	246.7	70.5	317.2	1,331	380	1,712	328.3	284.8	1,771	1,537	930.3	5,021
1961	253.6	77.0	330.6	1,348	409	1,757	353.5	311.9	1,879	1,658	996.0	5,292
1962	257.5	83.9	341.4	1,349	439	1,788	383.6	345.8	2,010	1,812	1,070.9	5,610
1963	264.0	90.4	354.4	1,364	467	1,832	417.1	380.1	2,156	1,965	1,151.6	5,951
1964	266.4	98.3	364.7	1,360	502	1,862	463.2	415.7	2,365	2,123	1,243.6	6,350
1965	271.8	104.8	376.6	1,375	530	1,905	517.8	444.2	2,619	2,246	1,338.6	6,771
1966	286.5	113.4	399.9	1,434	568	2,001	562.7	476.2	2,818	2,383	1,438.8	7,205
1967	291.9	123.9	415.8	1,447	614	2,061	652.9	513.9	3,202	2,547	1,582.5	7,846
1968	289.3	133.3	422.6	1,419	654	2,073	764.8	548.7	3,791	2,692	1,736.0	8,514
1969	301.1	145.0	446.1	1,461	704	2,165	836.5	586.3	4,104	2,845	1,868.9	9,001
1970	325.9	162.4	488.3	1,566	780	2,347	909.2	648.3	4,369	3,116	2,045.8	9,703
1971	341.2	175.0	516.2	1,627	835	2,461	1,019.7	734.4	4,862	3,502	2,270.2	10,631
1972	349.1	184.5	533.6	1,745	879	2,624	1,170.9	821.3	5,544	3,911	2,525.8	11,958

<sup>1</sup> Borrowing from the public.

<sup>2</sup> Debt divided by the population of the conterminous United States and including armed forces overseas. Alaska is included beginning 1959 and Hawaii beginning in 1960.

<sup>3</sup> Includes debt of federally sponsored agencies excluded from the budget.

Source: Federal debt, Treasury Department; other data, Bureau of Economic Analysis, Commerce Department.

TABLE 13—NET GOVERNMENT AND PRIVATE DEBT RELATED TO GROSS NATIONAL PRODUCT

End of calendar year	Gross national product <sup>1</sup> (in billions)	Ratios of debt to gross national product (percent)				Total
		Federal	State and local	Corporate	Individual and non-corporate	
1929	\$96.7	17.1	14.1	91.9	75.4	198.4
1932	56.8	37.5	29.2	140.8	100.5	308.1
1933	60.3	40.3	27.0	127.5	84.6	279.4
1934	68.6	44.3	23.2	110.1	72.6	250.1
1939	94.8	44.9	17.3	77.5	53.6	193.4
1940	107.6	41.6	15.2	70.3	49.3	176.4
1941	138.8	40.6	11.6	60.1	40.1	152.3
1945	196.0	128.8	6.8	43.5	27.9	207.1
1946	221.4	103.7	6.2	42.2	27.1	179.1
1947	245.0	90.5	6.1	44.7	28.3	169.7
1948	261.2	82.4	6.5	45.3	30.9	165.1
1949	260.5	83.5	7.3	45.6	34.7	171.1
1950	311.2	69.9	7.0	45.9	33.5	156.2
1951	338.2	64.1	7.2	48.4	33.8	153.5
1952	361.0	61.4	7.5	47.7	35.8	152.4
1953	360.8	62.9	8.5	50.1	39.7	161.2
1954	379.8	60.3	9.3	48.5	41.4	159.5
1955	409.7	56.0	10.0	52.5	44.0	162.4
1956	433.2	51.8	10.3	54.0	45.1	161.1
1957	438.1	50.9	11.1	56.9	47.4	166.0
1958	469.2	49.2	11.4	55.8	47.5	163.8
1959	496.8	48.6	12.0	57.8	49.3	167.5
1960	503.4	47.6	12.9	60.8	52.3	173.6
1961	542.8	45.4	13.0	60.5	52.5	171.3
1962	574.7	44.1	13.4	61.5	54.3	173.3
1963	611.8	42.1	13.7	62.7	56.5	175.0
1964	654.0	40.4	13.8	63.8	58.1	176.1
1965	719.2	37.0	13.7	64.4	57.8	172.9
1966	772.6	35.2	13.6	67.0	57.5	173.3
1967	825.0	34.7	13.7	68.2	57.7	174.8
1968	898.6	32.5	13.8	72.7	57.2	176.1
1969	953.7	30.3	13.9	80.2	57.5	182.0
1970	1,009.5	29.9	14.4	82.7	57.2	184.2
1971	1,098.4	29.8	14.9	82.2	57.7	184.6
1972	1,220.8	28.0	14.5	81.6	58.5	182.5
1973	1,290.0	27.1	14.3	90.8	63.6	195.8

<sup>1</sup> Implied level end of year, calculated, as the average of the 4th and 1st calendar quarters at seasonally adjusted annual rates for the years 1939 through present. Prior to 1939, averages of 2 calendar year figures are used as the best approximation of Dec. 31 levels.

Notes: Detail may not add to total because of rounding.

Source: Federal debt, Treasury Department; other data, Bureau of Economic Analysis, Commerce Department.

TABLE 14.—ESTIMATED FEDERAL DEBT RELATED TO POPULATION AND PRICES, 1929-73

Dec. 31	Federal debt (billions)			Per capita Federal debt <sup>4</sup>			Real per capita Federal debt <sup>4</sup>		
	Gross <sup>1</sup>	Net <sup>2</sup>	Privately held net <sup>3</sup>	Gross <sup>1</sup>	Net <sup>2</sup>	Privately held net <sup>3</sup>	Gross <sup>1</sup>	Net <sup>2</sup>	Privately held net <sup>3</sup>
Dec. 31:									
1929	\$17.5	\$16.5	\$16.0	\$143	\$135	\$131	\$385	\$363	\$353
1932	22.0	21.3	19.4	176	170	155	621	601	547
1933	25.3	24.3	21.9	201	193	174	705	678	610
1934	33.3	30.4	28.0	260	240	221	895	826	761
1939	48.8	42.6	40.1	371	324	305	1,227	1,075	1,012
1940	52.2	44.8	42.6	393	337	321	1,288	1,104	1,052
1941	65.6	56.3	54.0	489	420	402	1,461	1,256	1,201
1945	279.6	252.5	228.2	1,987	1,795	1,622	5,052	4,563	4,123
1946	260.7	229.5	206.1	1,825	1,607	1,433	3,924	3,455	3,081
1947	257.6	221.7	199.1	1,771	1,524	1,369	3,497	3,009	2,704
1948	253.8	215.3	192.0	1,715	1,455	1,297	3,297	2,797	2,494
1949	257.9	217.6	197.7	1,713	1,445	1,313	3,352	2,828	2,570
1950	257.8	217.4	196.6	1,685	1,421	1,285	3,118	2,630	2,377
1951	260.2	216.9	193.1	1,671	1,393	1,240	2,918	2,433	2,165
1952	268.3	221.5	196.8	1,694	1,399	1,243	2,934	2,423	2,153
1953	276.0	226.8	200.9	1,714	1,408	1,247	2,951	2,424	2,147
1954	279.5	229.1	204.2	1,705	1,397	1,246	2,950	2,416	2,155
1955	282.2	229.6	204.8	1,691	1,376	1,227	2,911	2,367	2,112
1956	278.3	224.3	199.4	1,638	1,320	1,174	2,742	2,210	1,965
1957	278.1	223.0	198.8	1,609	1,290	1,150	2,617	2,098	1,870
1958	285.3	231.0	204.7	1,624	1,315	1,165	2,595	2,101	1,862
1959	296.5	241.4	214.8	1,653	1,346	1,197	2,602	2,119	1,884
1960	296.6	239.8	212.4	1,627	1,315	1,165	2,525	2,041	1,808
1961	303.0	246.7	217.8	1,635	1,331	1,175	2,520	2,051	1,810
1962	311.3	253.6	222.8	1,654	1,348	1,184	2,517	2,051	1,802
1963	317.4	257.5	223.9	1,663	1,349	1,173	2,490	2,052	1,755
1964	327.0	264.0	227.0	1,690	1,364	1,173	2,501	2,019	1,736
1965	330.7	266.4	225.6	1,688	1,360	1,152	2,452	1,976	1,673
1966	343.3	271.8	227.5	1,736	1,375	1,151	2,437	1,930	1,616
1967	364.9	286.4	237.3	1,827	1,435	1,188	2,490	1,956	1,620
1968	373.1	291.9	238.9	1,850	1,447	1,182	2,408	1,833	1,538
1969	382.0	289.3	232.1	1,874	1,420	1,140	2,293	1,738	1,395
1970	401.6	301.1	239.0	1,950	1,462	1,160	2,266	1,699	1,348
1971	435.2	325.9	255.1	2,091	1,566	1,227	2,352	1,763	1,381
1972	461.1	341.2	269.9	2,200	1,628	1,288	2,394	1,771	1,345
1973	481.5	349.1	268.6	2,293	1,662	1,279	2,293	1,662	1,279

<sup>1</sup> Total Federal securities outstanding, unified budget concept.

<sup>2</sup> Borrowing from the public, unified budget concept. Gross Federal debt less securities held by Government accounts.

<sup>3</sup> Borrowing from the public less Federal Reserve holdings.

<sup>4</sup> Debt divided by population of the coterminous United States, and including Armed Forces overseas.

<sup>5</sup> Per capita debt expressed in December 1973 prices (consumer price index for all items).

TABLE 15.—PRIVATELY HELD FEDERAL DEBT RELATED TO GNP

[Dollar amounts in billions]

Dec. 31	Gross national product <sup>1</sup>	Privately held debt <sup>2</sup>	Ratio of debt to GNP (percent)	Year-to-year price changes <sup>3</sup> (percent)	Dec. 31	Gross national product <sup>1</sup>	Privately held debt <sup>2</sup>	Ratio of debt to GNP (percent)	Year-to-year price changes <sup>3</sup> (percent)
1929	\$96.7	\$16.0	16.5	0.2	1956	\$433.2	\$199.4	46.0	2.9
1932	56.8	19.4	34.2	-10.3	1957	438.1	198.8	45.4	3.3
1933	60.3	21.9	36.3	.5	1958	469.2	204.7	43.6	1.8
1934	68.6	28.0	40.8	2.0	1959	496.8	214.8	43.2	1.5
1939	94.8	40.1	42.3	-5.0	1960	503.4	212.4	42.2	1.5
1940	107.6	42.6	39.6	1.0	1961	542.8	217.8	40.1	1.7
1941	138.8	54.0	38.9	9.7	1962	574.7	222.8	38.8	1.2
1945	196.0	228.2	116.4	2.3	1963	611.8	223.9	36.6	1.6
1946	221.4	206.1	93.1	18.2	1964	654.0	227.0	34.7	1.2
1947	245.0	199.1	81.3	9.0	1965	719.2	225.6	31.4	1.9
1948	261.2	192.0	73.5	2.7	1966	772.6	227.5	29.4	3.4
1949	260.5	197.7	75.9	-1.8	1967	825.0	237.3	28.8	3.0
1950	311.2	196.6	63.2	5.8	1968	898.6	238.9	26.6	4.7
1951	338.2	193.1	57.1	5.9	1969	953.7	232.1	24.3	6.1
1952	361.0	196.8	54.5	.9	1970	1,009.5	239.0	23.7	5.5
1953	360.8	200.9	55.7	.6	1971	1,098.4	255.1	23.2	3.4
1954	379.8	204.2	53.8	-5.5	1972	1,220.8	269.9	22.1	3.4
1955	409.7	204.8	50.0	.4	1973	1,290.0	268.6	21.0	8.8

<sup>1</sup> Implied level of gross national product, Dec. 31.<sup>2</sup> Borrowing from the public less Federal Reserve holdings, unified budget concept.<sup>3</sup> Measured by the all item Consumer Price Index, December-to-December basis.

Source: Office of the Secretary of the Treasury, Office of Debt Analysis, May 30, 1974.

## DENOMINATIONS OF FEDERAL DEBT OBLIGATIONS

In recent years, the Treasury Department has increased the minimum denomination of its bills and notes substantially above their previous level of \$1,000. The minimum obligation for Treasury bills (short-term debt under 1 year maturity, but mostly 90 and 180 day bills) currently is \$10,000. This step was taken in recognition of what the money market was buying and the higher cost to the Treasury of issuing smaller bills. Recently, the Treasury Department also issued its first notes (debt with maturity between 1 and 7 years) in minimum denominations substantially above \$1,000. Bonds still are issued in denominations as low as \$1,000.

The committee believes that the present failure to issue smaller denominations in these debt obligations works to the disadvantage of persons with modest savings. These people pay high interest rates when they borrow money but in practice are foreclosed from buying anything but long-term obligations if the shorter term debt is issued only in large denominations. In view of the unfairness of this to the individual saver of modest means, the committee has requested that in the future the Treasury Department make available issues of notes and bonds in denominations of \$1,000, unless it is convinced that this will result in a serious dislocation for the various institutions representing the market for savings. Representatives of the Treasury Department have given their assurances that they will follow the desires of this committee in this respect.

## III. APPENDIX

TABLE I.—*Debt limitation under sec. 21 of the Second Liberty Bond Act as amended—  
History of legislation*

Sept. 24, 1917:		
40 Stat. 288, sec. 1, authorized bonds in the amount of...		<sup>1</sup> \$7, 538, 945, 400
40 Stat. 290, sec. 5, authorized certificates of indebtedness outstanding revolving authority.....		<sup>2</sup> 4, 000, 000, 000
Apr. 4, 1918:		
40 Stat. 502, amending sec. 1, increased bond authority to.....		<sup>1</sup> 12, 000, 000, 000
40 Stat. 504, amending sec. 5, increased authority for certificates outstanding to.....		<sup>2</sup> 8, 000, 000, 000
July 9, 1918: 40 Stat. 844, amending sec. 1, increased bond authority to.....		<sup>2</sup> 20, 000, 000, 000
Mar. 3, 1919:		
40 Stat. 13, amending sec. 5, increased authority for certificates outstanding to.....		<sup>2</sup> 10, 000, 000, 000
40 Stat. 1309, new sec. 18 added, authorizing notes in the amount of.....		<sup>1</sup> 7, 000, 000, 000
Nov. 23, 1921: 42 Stat. 321, amending sec. 18, increased note authority outstanding (established revolving authority) to.....		<sup>2</sup> 7, 500, 000, 000
June 17, 1929: 46 Stat. 19, amending sec. 5, authorized bills in lieu of certificates of indebtedness; no change in limitation for the outstanding.....		<sup>2</sup> 10, 000, 000, 000
Mar. 3, 1931: 46 Stat. 1506, amending sec. 1, increased bond authority to.....		<sup>1</sup> 28, 000, 000, 000
Jan. 30, 1934: 48 Stat. 343, amending sec. 18, increased authority for notes outstanding to.....		<sup>2</sup> 10, 000, 000, 000
Feb. 4, 1935:		
49 Stat. 20, amending sec. 1, limited bonds outstanding (establishing revolving authority) to.....		<sup>2</sup> 25, 000, 000, 000
49 Stat. 21, new sec. 21 added, consolidating authority for certificates and bills (sec. 5) and authority for notes (sec. 18); same aggregate amount outstanding.....		<sup>2</sup> 20, 000, 000, 000
49 Stat. 21, new sec. 22 added authorizing U.S. savings bonds within authority of sec. 1.		
May 26, 1938; 52 Stat. 447, amending secs. 1 and 21, consolidating in sec. 21 authority for bonds, certificates of indebtedness, Treasury bills, and notes (outstanding bonds limited to \$30,000,000,000). Same aggregate total outstanding.....		<sup>2</sup> 45, 000, 000, 000
July 20, 1939: 53 Stat. 1071, amending sec. 21, removed limitation on bonds without changing total authorized outstanding of bonds, certificates of indebtedness, bills, and notes.....		<sup>2</sup> 45, 000, 000, 000
June 25, 1940: 54 Stat. 526, amending sec. 21, adding new paragraph:		
“(b) In addition to the amount authorized by the preceding paragraph of this section, any obligations authorized by secs. 5 and 18 of this Act, as amended, not to exceed in the aggregate \$4,000,000,000 outstanding at any one time, less any retirements made from the special fund made available under sec. 301 of the Revenue Act of 1940, may be issued under said sections to provide the Treasury with funds to meet any expenditures made, after June 30, 1940, for the national defense, or to reimburse the general fund of the Treasury therefor. Any such obligations so issued shall be designated ‘National Defense Series’ ”.....		<sup>2</sup> 49, 000, 000, 000

See footnotes at end of table.

TABLE I.—*Debt limitation under sec. 21 of the Second Liberty Bond Act as amended—History of legislation—Continued*

Feb. 19, 1941: 55 Stat. 7, amending sec. 21, limiting face amount of obligations issued under authority of act outstanding at any one time to-----	2 65, 000, 000, 000
Eliminated separate authority for \$4,000,000,000 of national defense series obligations.	
Mar. 28, 1942: 56 Stat. 189, amending sec. 21, increased limitation to-----	2 125, 000, 000, 000
Apr. 11, 1943: 57 Stat. 63 amending sec. 21, increased limitation to-----	2 210, 000, 000, 000
June 9, 1944: 58 Stat. 272, amending sec. 21, increased limitation to-----	2 260, 000, 000, 000
Apr. 3, 1945: 59 Stat. 47, amending sec. 21 to read: "The face amount of obligations issued under authority of this Act, and the face amount of obligations guaranteed as to principal and interest by the United States (except such guaranteed obligations as may be held by the Secretary of the Treasury), shall not exceed in the aggregate \$300-000,000,000 outstanding at any one time"-----	2 300, 000, 000, 000
June 26, 1946: 60 Stat. 316, amending sec. 21, adding: "The current redemption value of any obligation issued on a discount basis which is redeemable prior to maturity at the option of the holder thereof, shall be considered, for the purposes of this section, to be the face amount of such obligation," and decreasing limitation to-----	2 \$275, 000, 000, 000
Aug. 28, 1954: 68 Stat. 895, amending sec. 21, effective Aug. 28, 1954, and ending June 30, 1955, temporarily increasing limitation by \$6,000,000,000 to-----	2 281, 000, 000, 000
June 30, 1955; 69 Stat. 241, amending Aug. 28, 1954, act by extending until June 30, 1956, increase in limitation to---	2 281, 000, 000, 000
July 9, 1956: 70 Stat. 519, amending act of Aug. 28, 1954, temporarily increasing limitation by \$3,000,000,000 for period, beginning July 1, 1956, and ending June 30, 1957, to-----	2 278, 000, 000, 000
Effective July 1, 1957, temporary increase terminates and limitation reverts, under act of June 26, 1956, to---	2 275, 000, 000, 000
Feb. 26, 1958: 72 Stat. 27, amending sec. 21, effective Feb. 26, 1958, and ending June 30, 1959, temporarily increasing limitation by \$5,000,000,000-----	2 280, 000, 000, 000
Sept. 2, 1958: 72 Stat. 1758, amending sec. 21, increasing limitation to \$283,000,000,000, which, with temporary increase of Feb. 26, 1958, makes limitation-----	2 288, 000, 000, 000
June 30, 1959: 73 Stat. 156, amending sec. 21, effective June 30, 1959, increasing limitation to \$285,000,000,000, which, with temporary increase of Feb. 26, 1958, makes limitation on June 30, 1959-----	2 290, 000, 000, 000
Amending sec. 21, temporarily increasing limitation by \$10,000,000,000 for period beginning July 1, 1959, and ending June 30, 1960, which makes limitation beginning July 1, 1959-----	2 295, 000, 000, 000
June 30, 1960: 74 Stat. 290, amending sec. 21 for period beginning on July 1, 1960, and ending June 30, 1961, temporarily increasing limitation by \$8,000,000,000-----	2 293, 000, 000, 000
June 30, 1961: 75 Stat. 148, amending sec. 21, for period beginning on July 1, 1961, and ending June 30, 1962, temporarily increasing limitation by \$13,000,000,000 to---	2 298, 000, 000, 000
Mar. 13, 1962: 76 Stat. 23, amending sec. 21, for period beginning on Mar. 13, 1962, and ending June 30, 1962, temporarily further increasing limitation by \$2,000,000,000-----	2 300, 000, 000, 000
July 1, 1962: 76 Stat. 124 as amended by 77 Stat. 50, amending sec. 21, for period—	
1. Beginning July 1, 1962, and ending Mar. 31, 1953---	2 308, 000, 000, 000
2. Beginning Apr. 1, 1963, and ending June 24, 1963---	2 305, 000, 000, 000
3. Beginning June 25, 1963, and ending June 30, 1963---	2 300, 000, 000, 000

See footnotes at end of table.

TABLE I.—*Debt limitation under sec. 21 of the Second Liberty Bond Act as amended—  
History of Legislation—Continued*

May 29, 1963: 77 Stat. 50, amending sec. 21, for period—	
1. Beginning May 29, 1963, and ending June 30, 1963...	2 307, 000, 000, 000
2. Beginning July 1, 1963, and ending Aug. 31, 1963...	2 309, 000, 000, 000
Aug. 27, 1963: 77 Stat. 131, amending sec. 21, for the period beginning on Sept. 1, 1963, and ending on Nov. 30, 1963—	2 309, 000, 000, 000
Nov. 26, 1963: 77 Stat. 342, amending sec. 21 for the period—	
1. Beginning on Dec. 1, 1963, and ending June 29, 1964—	2 315, 000, 000, 000
2. On June 30, 1964—	2 309, 000, 000, 000
June 29, 1964: 78 Stat. 225, amending sec. 21, for the period beginning June 29, 1964, and ending June 30, 1965, tem- porarily increasing the debt limit to—	2 324, 000, 000, 000
June 24, 1965: 79 Stat. 172, amending sec. 21 for the period beginning July 1, 1965, and ending on June 30, 1966, tem- porarily increasing the debt limit to—	2 328, 000, 000, 000
June 24, 1966: 80 Stat. 221, amending sec. 21, for the period beginning July 1, 1966, and ending on June 30, 1967, tem- porarily increasing the debt limit to—	2 330, 000, 000, 000
Mar. 2, 1967: 81 Stat. 4, amending sec. 21, for the period beginning Mar. 2, 1967, and ending on June 30, 1967, tem- porarily increasing the debt limit to—	2 \$336, 000, 000, 000
June 30, 1967: 81 Stat. 99—	
1. Amending sec. 21, effective June 30, 1967, increasing limitation to—	2 358, 000, 000, 000
2. Temporarily increasing the debt limit by \$7,000,000,- 000 for the period from July 1 to June 20 of each year, to make the limit for such period—	2 365, 000, 000, 000
Apr. 7, 1969: 83 Stat. 7—	
1. Amending sec. 21, effective Apr. 7, 1969, increasing debt limitation to—	2 365, 000, 000, 000
2. Temporarily increasing the debt limit by \$12,000,- 000,000 for the period from Apr. 7, 1969 through June 30, 1970, to make the limit for such period—	2 377, 000, 000, 000
June 30, 1970: 84 Stat. 368—	
1. Amending sec. 21, effective July 1, 1970, increasing debt limitation to—	2 380, 000, 000, 000
2. Temporarily increasing the debt limit by \$15,000,000,- 000 for the period from July 1, 1970, through June 30, 1971, to make the limit for such period—	2 395, 000, 000, 000
Mar. 17, 1971: 85 Stat. 5—	
1. Amending sec. 21, effective Mar. 17, 1971, increasing debt limitation to—	2 400, 000, 000, 000
2. Temporarily increasing the debt limit by \$30,000,- 000 for the period from Mar. 17, 1971, through June 1972, to make the limit for such period—	2 430, 000, 000, 000
Mar. 15, 1972: 86 Stat. 63, temporarily increasing the debt limit by an additional \$20,000,000,000 for the period from Mar. 15, 1972, through June 30, 1972, to make the limit for such period—	2 450, 000, 000, 000
July 1, 1972: 86 Stat. 406, temporarily extending the tem- porary debt limit of \$50,000,000,000 for the period from July 1 through Oct. 31, 1972, to make the limit for such period—	2 450, 000, 000, 000
Oct. 27, 1972: 86 Stat. 1324, temporarily increasing the public debt limit by \$65,000,000,000 for the period from Nov. 1, 1972 through June 30, 1973, to make the limit for such period—	2 465, 000, 000, 000
July 1, 1973: 87 Stat. 134, temporarily extending the tem- porary debt limit of \$65,000,000,000 for the period from June 30, 1973, through Nov. 30, 1973, to make the limit for such period—	2 465, 000, 000, 000
Dec. 3, 1973: 87 Stat. 691, temporarily increasing the tem- porary debt limit by \$75,700,000,000 for the period from Dec. 3, 1973, through June 30, 1974, to make the limit for such period—	2 475, 700, 000, 000

<sup>1</sup> Limitation on issue.  
Limitation on outstanding.

TABLE II—PUBLIC DEBT SUBJECT TO LIMITATION AT END OF FISCAL YEARS 1938-73 AND TO DATE

[In millions of dollars]

Fiscal year	Public debt subject to limitation at end of year	Fiscal year	Public debt subject to limitation at end of year
1938	36,882	1957	270,188
1939	40,317	1958	276,013
1940	43,219	1959	284,398
1941	49,494	1960	286,065
1942	74,154	1961	288,862
1943	140,469	1962	298,212
1944	208,077	1963	306,099
1945	268,671	1964	312,164
1946	268,923	1965	317,581
1947	257,491	1966	320,102
1948	251,542	1967	326,471
1949	252,028	1968	350,743
1950	256,652	1969	356,932
1951	254,567	1970	373,425
1952	258,507	1971	399,475
1953	265,522	1972	428,576
1954	270,790	1973	459,089
1955	273,915	1974 <sup>2</sup>	471,794
1956	272,361		

<sup>1</sup> Includes FNMA participation certificates issued in fiscal year 1968.<sup>2</sup> Debt at close of business, June 7, 1974.<sup>3</sup> Debt at close of business, May 14, 1974.

Source: Table I: Annual Report of the Secretary of the Treasury on the State of the Finances, 1967, p. 439, through 1967; table FD-8; Treasury Bulletin, April 1974, p. 27, for 1968 through 1973; and Daily Treasury Statement for June 7, 1974

#### IV. COSTS OF CARRYING OUT THE BILL AND VOTE OF THE COMMITTEE IN REPORTING THE BILL

In compliance with section 252(a) of the Legislative Reorganization Act of 1970, the following statement is made relative to the costs incurred in carrying out this bill. The committee does not believe that the change made by this bill in the debt limitation will result in any costs either in the current fiscal year or in any of the 5 fiscal years following that year. The Treasury Department agrees with this statement.

In compliance with section 133 of the Legislative Reorganization Act of 1946, the following statement is made relative to the record vote by the committee of the motion to report the bill. The bill was ordered reported by voice vote.

#### V. CHANGES IN EXISTING LAW

In compliance with subsection (4) of rule XXIX of the Standing Rules of the Senate, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in *italics*, existing law in which no change is proposed is shown in *roman*):

## SECTION 21 OF THE SECOND LIBERTY BOND ACT

[LIMITATION ON AMOUNT OF NOTES, CERTIFICATES OF INDEBTEDNESS,  
AND TREASURY BILLS OUTSTANDING]

SEC. 21. The face amount of obligations issued under authority of this Act, and the face amount of obligations guaranteed as to principal and interest by the United States (except such guaranteed obligations as may be held by the Secretary of the Treasury), shall not exceed in the aggregate \$400,000,000,000 <sup>1</sup> outstanding at any one time. The current redemption value of any obligation issued on a discount basis which is redeemable prior to maturity at the option of the holder thereof shall be considered, for the purposes of this section, to be the face amount of such obligation.

---

ACT OF DECEMBER 3, 1973

AN ACT To provide for a temporary increase of \$10,700,000,000 in the public debt limit and to extend the period to which this temporary limit applies to June 30, 1974

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* [That during the period beginning on the date of the enactment of this Act and ending on June 30, 1974, the public debt limit set forth in the first sentence of section 21 of the Second Liberty Bond Act (31 U.S.C. 757b) shall be temporarily increased by \$75,700,000,000.]

SEC. 2. Effective on the date of the enactment of this Act, section 101 of the Act of October 27, 1972, providing for a temporary increase in the public debt limit for the fiscal year ending June 30, 1973 (Public Law 92-599), as amended by the first section of Public Law 93-53, is hereby repealed.,

<sup>1</sup>The bill as reported provides for a temporary increase of \$95,000,000,000 in this debt ceiling for the period ending March 31, 1975.