

21. OUTLAYS TO THE PUBLIC, NET AND GROSS

Table 21-1 shows net and gross outlays, and the relationship between them, for all major agencies. Outlays are the measure of Government spending. The budget records outlays when the Government makes payment for such things as Federal employee salaries, the purchase of supplies and equipment, grants to state and local government, and benefits to individuals. The Government's gross outlays are the sum of all these payments.

The outlay totals in the budget, however, whether for the Government as a whole or for agencies, programs, and functions (such as national defense), are net outlays, unless otherwise specified. Gross outlays, as the table shows, equal the net outlays plus offsetting receipts and collections from the public. Offsetting receipts and collections constitute the income the Government receives from its business-like enterprises and other market activities with the public, such as the proceeds from selling postage stamps, the fees charged for admittance to recreational areas, and the proceeds from selling land or natural resources. The budget refers to them as "offsetting," because they are subtracted from gross outlays rather than added to taxes and other collections from the public resulting from the exercise of the Government's sovereign or governmental powers

to levy or impose taxes, fees, fines, and the like. The table shows that offsetting receipts and collections are more important for some agencies than for others.

The budget focuses on net outlay totals in order to show outlays and receipts that measure governmental activity rather than a combination of governmental and market activity. As a result, the budget totals represent the amount of resources allocated and distributed by Governmental decision making rather than by private choice and the market mechanism. The surplus or deficit is calculated by subtracting total outlays from total receipts. It would be exactly the same if offsetting collections and receipts were to be included in total receipts and not subtracted from gross outlays.

In this table, negative net outlays occur when collections exceed payments. The amounts for "Allowances" cover certain transactions that are expected to increase or decrease outlays but are not, for various reasons, attributed to any specific agency. The amounts labeled "undistributed offsetting receipts" are deducted from the Government-wide outlay totals but not from any specific agency. Chapter 5, "User Charges and Other Collections," in this volume discusses offsetting collections and receipts in more detail.

Table 21-1. TOTAL OUTLAYS, NET AND GROSS OF OFFSETTING COLLECTIONS AND RECEIPTS FROM THE PUBLIC, BY AGENCY, 2002-2004

(In millions of dollars)

(Department or Other Unit)	2002			2003			2004		
	Net Outlays	Offsetting Collections and Receipts from the Public	Outlays Gross of Collections and Receipts from the Public	Net Outlays	Offsetting Collections and Receipts from the Public	Outlays Gross of Collections and Receipts from the Public	Net Outlays	Offsetting Collections and Receipts from the Public	Outlays Gross of Collections and Receipts from the Public
Legislative Branch	3,218	98	3,316	3,961	77	4,038	4,336	71	4,407
Judicial Branch	4,823	77	4,900	5,419	36	5,455	5,663	76	5,739
Executive Branch.									
Agriculture	68,731	19,011	87,742	72,773	21,021	93,794	74,124	19,021	93,145
Commerce	5,314	1,485	6,799	5,790	1,856	7,646	5,778	1,826	7,604
Defense - Military	331,951	11,548	343,499	358,155	10,576	368,731	370,707	10,736	381,443
Education	46,282	2,250	48,532	59,481	1,207	60,688	58,891	1,097	59,988
Energy	17,681	6,050	23,731	19,796	6,908	26,704	21,030	6,870	27,900
Health and Human Services	465,812	28,307	494,119	502,013	30,596	532,609	539,015	33,427	572,442
Homeland Security	17,476	5,899	23,375	28,155	8,258	36,413	27,942	8,186	36,128
Housing and Urban Development	31,885	3,632	35,517	37,987	3,293	41,280	36,486	1,799	38,285
Interior	9,739	3,093	12,832	10,357	3,656	14,013	10,722	3,483	14,205
Justice	21,112	645	21,757	22,156	751	22,907	24,271	791	25,062
Labor	64,704	3,213	67,917	70,746	2,609	73,355	58,118	3,242	61,360
State	9,453	461	9,914	10,977	816	11,793	10,205	1,000	11,205
Transportation	56,104	440	56,544	52,280	581	52,861	53,680	306	53,986
Treasury	370,558	15,520	386,078	368,803	15,866	384,669	391,968	16,779	408,747
Veteran Affairs	50,884	5,355	56,239	56,946	4,814	61,760	61,889	4,397	66,286
Corps of Engineers-Civil Works	4,797	1,080	5,877	4,146	473	4,619	4,117	471	4,588
Other Defense Civil Programs	35,157	14	35,171	40,148	16	40,164	40,442	21	40,463
Environmental Protection Agency	7,450	524	7,974	7,958	248	8,206	8,270	234	8,504
Executive Office of the President	451	0	451	334	0	334	341	0	341

Table 21-1. TOTAL OUTLAYS, NET AND GROSS OF OFFSETTING COLLECTIONS AND RECEIPTS FROM THE PUBLIC, BY AGENCY, 2002-2004—Continued

(In millions of dollars)

(Department or Other Unit)	2002			2003			2004		
	Net Outlays	Offsetting Collections and Receipts from the Public	Outlays Gross of Collections and Receipts from the Public	Net Outlays	Offsetting Collections and Receipts from the Public	Outlays Gross of Collections and Receipts from the Public	Net Outlays	Offsetting Collections and Receipts from the Public	Outlays Gross of Collections and Receipts from the Public
General Services Administration	-677	240	-437	424	263	687	80	247	327
International Assistance Programs	13,342	12,929	26,271	13,020	14,216	27,236	15,235	13,105	28,340
National Aeronautics and Space Administration	14,430	70	14,500	14,599	125	14,724	15,255	133	15,388
National Science Foundation	4,188	0	4,188	4,853	0	4,853	5,092	0	5,092
Office of Personnel Management	52,512	8,210	60,722	55,793	9,067	64,860	58,475	9,916	68,391
Small Business Administration	493	707	1,200	1,553	508	2,061	770	106	876
Social Security Administration	488,240	5,999	494,239	509,910	8,665	518,575	530,765	8,212	538,977
Export-Import Bank of the United States	-141	1,334	1,193	-3,105	3,925	820	180	475	655
Federal Deposit Insurance Corporation	-353	3,925	3,572	842	2,059	2,901	-169	2,323	2,154
Postal Service	207	64,957	65,164	-4,161	69,437	65,276	-2,985	70,159	67,174
Railroad Retirement Board	5,425	30	5,455	4,925	592	5,517	4,736	922	5,658
Other Independent Agencies	10,847	9,849	20,696	12,255	10,685	22,940	12,421	10,963	23,384
Allowances	0	0	0	-1,125	0	-1,125	-527	0	-527
Undistributed Offsetting Receipts	-201,120	5,026	-196,094	-207,787	4,380	-203,407	-217,898	4,189	-213,709
Total	2,010,975	221,978	2,232,953	2,140,377	237,580	2,377,957	2,229,425	234,583	2,464,008