

21. OUTLAYS TO THE PUBLIC, GROSS AND NET

Outlays are the measure of Government spending. The Government records outlays when payments are made for such things as Federal employee salaries, purchases of supplies and equipment, grants to State and local governments, and benefits to individuals. The Government's gross outlays are the sum of all these payments. Net outlays equal gross outlays minus certain kinds of receipts or collections (discussed below) that are reported as negative amounts on the outlay side of the budget. The outlay totals in the budget, whether for the Government as a whole or for agencies, programs, and functions (such as national defense), are net outlays, unless otherwise specified.

Two categories of receipts are reported in the budget as offsets (reductions) to outlays, instead of being shown on the receipts side of the ledger:

- Income the Government receives from business-like transactions or market-oriented activities with the public, such as fees charged for admittance to recreational areas, proceeds from sales of electricity by the Power Marketing Administrations, and proceeds from selling land or natural resources. These collections are offset against the payments made by the Government to provide those goods and services, so that the budget totals for receipts and outlays represent governmental rather than market activity.
- Collections for goods and services provided by one Federal Government account to another. The amounts are deducted to avoid double counting outlays—once as outlays of the purchasing agency and again as outlays of the agency providing the goods or services.

As shown at the bottom of Table 21–1, total gross outlays to the public (i.e.; gross outlays adjusted to

avoid double-counting of collections from one Federal account to another) were \$3,051 billion in 2007, and total net outlays were \$2,730 billion. The difference—\$321 billion—represents business-like collections from the public, which is deducted from gross outlays. Fees collected by the Postal Service and premiums paid by Medicare recipients are the largest of these collections.

Table 21–1 also shows outlays by major agency, gross and net of business-like collections from the public. These are rough approximations of each agency's transactions with the public. They are not exact because they include payments by each agency to other agencies, net of collections of payments received from other agencies. These payments and collections between agencies net to zero at the total Government level, but not at the individual agency level. Indeed, for 2007 the table shows \$260 billion of "undistributed offsetting receipts" in the net outlays column, of which \$240 billion are collections of payments between agencies. Thus, the amounts shown for each agency as gross outlays to the public are overstated by \$240 billion in total. This has the largest impact on the Department of the Treasury, which shows gross outlays of \$507 billion, of which \$178 billion is interest outlays to various trust funds that is not distributed by agency in this table.

See the section on "outlays" in Chapter 26, "The Budget System and Concepts," for a more detailed discussion of the outlay totals in the budget. Offsetting collections and offsetting receipts are discussed in more detail in Chapter 18 of this volume, "User Charges and Other Collections." An illustration of the difference between gross receipts and net governmental receipts is shown in Chapter 22 of this volume, "Trust Funds and Federal Funds," Table 22–3.

**Table 21-1. TOTAL OUTLAYS, GROSS AND NET OF OFFSETTING COLLECTIONS AND RECEIPTS
FROM THE PUBLIC, BY AGENCY, 2007-2009**

(In millions of dollars)

Department or Other Unit	2007			2008			2009		
	Outlays Gross of Collections and Receipts from the Public	Offsetting Collections and Receipts from the Public	Net Outlays	Outlays Gross of Collections and Receipts from the Public	Offsetting Collections and Receipts from the Public	Net Outlays	Outlays Gross of Collections and Receipts from the Public	Offsetting Collections and Receipts from the Public	Net Outlays
Legislative Branch	4,374	-66	4,308	4,655	-69	4,586	5,023	-61	4,962
Judicial Branch	6,104	-98	6,006	6,235	-74	6,161	7,060	-79	6,981
Executive Branch									
Department of Agriculture	103,739	-19,302	84,437	113,894	-19,130	94,764	112,213	-17,460	94,753
Department of Commerce	9,130	-2,654	6,476	10,241	-2,090	8,151	11,470	-2,224	9,246
Department of Defense—Military	542,965	-13,090	529,875	595,566	-12,509	583,057	663,603	-12,441	651,162
Department of Education	72,988	-6,616	66,372	75,301	-7,255	68,046	68,116	-4,616	63,500
Department of Energy	26,115	-5,999	20,116	29,947	-6,738	23,209	30,153	-6,828	23,325
Department of Health and Human Services	740,226	-68,191	672,035	782,062	-72,681	709,381	814,399	-75,766	738,633
Department of Homeland Security	49,932	-10,760	39,172	53,580	-11,240	42,340	56,282	-11,985	44,297
Department of Housing and Urban Development	50,341	-4,780	45,561	55,803	-3,534	52,269	47,254	-1,624	45,630
Department of the Interior	16,630	-6,140	10,490	18,077	-6,996	11,081	18,177	-7,938	10,239
Department of Justice	24,264	-915	23,349	26,022	-996	25,026	27,481	-961	26,520
Department of Labor	51,231	-3,687	47,544	53,522	-3,870	49,652	59,534	-5,342	54,192
Department of State	14,969	-1,222	13,747	21,036	-2,144	18,892	24,325	-2,222	22,103
Department of Transportation	62,128	-431	61,697	69,163	-501	68,662	71,437	-333	71,104
Department of the Treasury	506,521	-15,916	490,605	538,698	-18,535	520,163	567,044	-19,243	547,801
Department of Veterans Affairs	78,983	-6,163	72,820	93,049	-6,406	86,643	97,115	-5,300	91,815
Corps of Engineers-Civil Works	4,476	-558	3,918	8,254	-1,043	7,211	9,776	-1,004	8,772
Other Defense Civil Programs	47,129	-16	47,113	49,082	-15	49,067	51,234	-14	51,220
Environmental Protection Agency	8,732	-473	8,259	7,927	-386	7,541	8,433	-434	7,999
Executive Office of the President	2,960	-4	2,956	2,081	-2	2,079	530	-2	528
General Services Administration	901	-870	31	491	-134	357	816	-94	722
International Assistance Programs	30,250	-17,480	12,770	32,251	-17,027	15,224	32,205	-15,754	16,451
National Aeronautics and Space Administration	16,564	-703	15,861	17,556	-238	17,318	18,300	-163	18,137
National Science Foundation	5,532	-3	5,529	6,258	-2	6,256	6,416	-2	6,414
Office of Personnel Management	70,113	-11,663	58,450	76,484	-12,311	64,173	80,238	-13,025	67,213
Small Business Administration	1,994	-819	1,175	1,318	-788	530	865	-40	825
Social Security Administration	629,133	-7,370	621,763	664,332	-7,769	656,563	700,720	-7,937	692,783
Export-Import Bank of the United States	464	-1,829	-1,365	716	-1,200	-484	225	-249	-24
Federal Deposit Insurance Corporation	-406	-592	-998	3,962	-5,546	-1,584	6,898	-9,947	-3,049
Postal Service	79,088	-73,891	5,197	78,005	-76,961	1,044	79,482	-78,322	1,160
Railroad Retirement Board	6,217	-4,734	1,483	6,571	-3,313	3,258	6,876	-1,624	5,252
Other Independent Agencies	26,870	-13,175	13,695	29,729	-13,562	16,167	31,084	-14,535	16,549
Allowances							-495		-495
Undistributed Offsetting Receipts	-239,742	-20,464	-260,206	-262,281	-23,300	-285,581	-276,738	-12,627	-289,365
Totals	3,050,915	-320,674	2,730,241	3,269,587	-338,365	2,931,222	3,437,551	-330,196	3,107,355