

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 governments, 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 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 political 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 the same if offsetting collections and receipts were to be included in total receipts and not subtracted from gross outlays.

The table shows that offsetting receipts and collections are relatively much more important for some agencies than for others. In this table, negative net outlays occur when collections exceed payments, for example insurance premiums. 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 Fees 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, 2001-2003

(In millions of dollars)

(Department or Other Unit)	2001			2002			2003		
	Net Outlays	Offsetting Collections and Receipts from the Public	Outlays Gross of Collections from the Public	Net Outlays	Offsetting Collections and Receipts from the Public	Outlays Gross of Collections from the Public	Net Outlays	Offsetting Collections and Receipts from the Public	Outlays Gross of Collections from the Public
Legislative Branch	3,135	94	3,229	3,625	102	3,727	3,970	90	4,060
Judicial Branch	4,519	22	4,541	4,977	24	5,001	5,497	26	5,523
Executive Branch.									
Agriculture	68,599	21,669	90,268	76,565	21,151	97,716	74,443	19,880	94,323
Commerce	5,137	1,415	6,552	5,495	1,681	7,176	5,670	1,843	7,513
Defense—Military	293,995	10,617	304,612	330,553	10,804	341,357	360,989	10,118	371,107
Education	35,748	1,554	37,302	47,587	1,399	48,986	53,800	1,222	55,022
Energy	16,490	6,337	22,827	19,093	6,934	26,027	19,784	6,631	26,415
Health and Human Services	426,767	25,759	452,526	459,366	27,617	486,983	488,794	29,600	518,394
Housing and Urban Development	33,994	3,515	37,509	30,948	4,493	35,441	34,600	2,471	37,071
Interior	8,249	3,759	12,008	10,290	2,926	13,216	10,822	2,816	13,638
Justice	21,296	2,519	23,815	23,073	3,040	26,113	29,385	3,124	32,509
Labor	39,367	2,506	41,873	58,579	2,694	61,273	56,554	2,570	59,124
State	7,524	667	8,191	11,132	620	11,752	9,883	776	10,659
Transportation	54,838	349	55,187	60,788	1,717	62,505	58,843	2,853	61,696
Treasury	390,569	18,078	408,647	382,616	17,347	399,963	398,188	19,199	417,387
Veteran Affairs	45,839	4,432	50,271	51,451	5,134	56,585	56,513	3,864	60,377
Corps of Engineers—Civil Works	4,834	386	5,220	4,975	395	5,370	4,347	486	4,833
Other Defense Civil Programs	34,167	12	34,179	35,537	13	35,550	40,933	15	40,948
Environmental Protection Agency	7,490	231	7,721	7,790	206	7,996	8,061	249	8,310
Executive Office of the President	254	.....	254	464	.....	464	334	.....	334
Federal Emergency Management Agency	4,426	1,628	6,054	5,789	1,745	7,534	7,550	1,802	9,352
General Services Administration	-1	242	241	586	272	858	-52	537	485
International Assistance Programs	11,792	12,128	23,920	13,287	11,851	25,138	12,969	11,609	24,578
National Aeronautics and Space Administration	14,199	73	14,272	14,484	89	14,573	14,885	75	14,960
National Science Foundation	3,696	.....	3,696	4,564	.....	4,564	4,886	.....	4,886
Office of Personnel Management	50,919	7,404	58,323	54,277	8,037	62,314	67,940	9,969	77,909
Small Business Administration	-550	1,519	969	1,073	658	1,731	587	421	1,008
Social Security Administration	462,026	4,987	467,013	492,671	5,756	498,427	509,655	6,001	515,656
Export-Import Bank of the United States	-1,747	3,411	1,664	-201	1,254	1,053	322	358	680
Federal Deposit Insurance Corporation	-1,188	2,408	1,220	702	2,642	3,344	1,738	4,302	6,040
Postal Service	2,395	64,871	67,266	2,786	67,794	70,580	-1,371	73,727	72,356
Railroad Retirement Board	5,546	25	5,571	4,854	396	5,250	4,605	807	5,412
Other Independent Agencies	8,946	9,715	18,661	11,826	10,266	22,092	11,964	10,488	22,452
Allowances .....	.....	.....	.....	27,000	.....	27,000	6,356	.....	6,356
Undistributed Offsetting Receipts	-199,344	8,219	-191,125	-206,282	4,336	-201,946	-235,214	3,292	-231,922
Total	1,863,926	220,551	2,084,477	2,052,320	223,393	2,275,713	2,128,230	231,221	2,359,451