

17. USER CHARGES AND OTHER COLLECTIONS

In addition to collecting taxes and other receipts by the exercise of its sovereign powers, which is discussed in the previous chapter, the Federal Government collects income from the public from market-oriented activities and the financing of regulatory expenses. These collections are classified as user charges, and they include the sale of postage stamps and electricity, charges for admittance to national parks, premiums for deposit insurance, and proceeds from the sale of assets, such as rents and royalties for the right to extract oil from the Outer Continental Shelf.

Depending on the laws that authorize the collections, they are credited to expenditure accounts as “offsetting collections,” or to receipt accounts as “offsetting receipts.” The budget refers to these amounts as “offsetting” because they are subtracted from gross outlays rather than added to taxes on the receipts side of the budget. The purpose of this treatment is to produce budget totals for receipts, outlays, and budget authority in terms of the amount of resources allocated governmentally, through collective political choice, rather than through the market.¹

Usually offsetting collections are authorized to be spent for the purposes of the account without further action by the Congress. Offsetting receipts may or may not be earmarked for a specific purpose, depending on the legislation that authorizes them. When earmarked, the authorizing legislation may either authorize them to be spent without further action by the Congress, or require them to be appropriated in annual appropriations acts before they can be spent.

Offsetting collections and receipts include most user charges, which are discussed below, as well as some amounts that are not user charges. Table 17–1 summarizes these transactions. For 2005, total offsetting collections and receipts from the public are estimated to be \$240.0 billion, and total user charges are estimated to be \$182.2 billion.

The following section discusses user charges and the Administration’s user charge proposals. The subsequent section displays more information on offsetting collections and receipts. The offsetting collections and receipts by agency are displayed in Table 20–1, “Outlays to the Public, Net and Gross,” which appears in Chapter 20 of this volume.

Table 17–1. GROSS OUTLAYS, USER CHARGES, OTHER OFFSETTING COLLECTIONS AND RECEIPTS FROM THE PUBLIC, AND NET OUTLAYS

(in billions)

	Actual 2003	Estimate	
		2004	2005
Gross outlays	2,389.0	2,556.6	2,639.9
Offsetting collections and receipts from the public:			
User charges ¹	159.6	169.6	179.4
Other	71.7	68.2	60.6
Subtotal, offsetting collections and receipts from the public	231.3	237.8	240.0
Net outlays	2,157.6	2,318.8	2,399.8

¹ Total user charges are shown below. They include user charges that are classified on the receipts side of the budget in addition to the amounts shown on this line. For additional details of total user charges, see Table 17–2, “Total User Charge Collections.”

Total user charges:			
Offsetting collections and receipts from the public	159.6	169.6	179.4
Receipts	2.6	2.8	2.9
Total, User charges	162.2	172.3	182.2

¹ Showing collections from business-type transactions as offsets on the spending side of the budget follows the concept recommended by the 1967 Report of the President’s Commis-

sion on Budget Concepts. The concept is discussed in Chapter 25: “The Budget System and Concepts” in this volume.

USER CHARGES

I. Introduction and Background

The Federal Government may charge those who benefit directly from a particular activity or those subject to regulation. Based on the definition used in this chapter, Table 17-2 shows that user charges were \$162.2 billion in 2003, and are estimated to increase to \$172.3 billion in 2004 and to \$182.2 billion in 2005, growing to an estimated \$208.2 billion in 2009, including the user charges proposals that are shown in Table 17-3. This table shows that the Administration's user charge proposals, including extension of expiring proposals, would increase user charges by an estimated \$2.3 billion in 2005, growing to an estimated \$7.5 billion in 2009.

Definition. User charges are fees, charges, and assessments levied on individuals or organizations directly benefiting from, or subject to regulation by, a government program or activity. In addition, the payers of the charge must be limited to those benefiting from, or subject to regulation by, the program or activity, and may not include the general public or a broad segment of the public (such as those who pay income taxes or customs duties).

- Examples of business-type or market-oriented user charges include charges for the sale of postal services (the sale of stamps), electricity (e.g., sales by the Tennessee Valley Authority), proceeds from the sale of goods by defense commissaries, payments for Medicare voluntary supplemental medical insurance, life insurance premiums for veterans, recreation fees for parks, the sale of weather maps and related information by the Department of Commerce, and proceeds from the sale of assets (property, plant, and equipment) and natural resources (such as timber, oil, and minerals).
- Examples of regulatory and licensing user charges include charges for regulating the nuclear energy industry, bankruptcy filing fees, immigration fees, food inspection fees, passport fees, and patent and trademark fees.

The "user charges" concept used here aligns these estimates with the concept that establishes policy for charging prices to the public for the sale or use of goods, services, property, and resources (see OMB Circular No. A-25, "User Charges," July 8, 1993).

User charges do not include all offsetting collections and receipts from the public, such as repayments received from credit programs; interest, dividends, and other earnings; payments from one part of the Federal Government to another; or cost sharing contributions. Nor do they include earmarked taxes (such as taxes paid to social insurance programs or excise taxes on gasoline), or customs duties, fines, penalties, and forfeitures.

Alternative definitions. The definition used in this chapter is useful because it is similar to the definition used in OMB Circular No. A-25, "User Charges," which provides policy guidance to Executive Branch agencies on setting prices for user charges. Alternative definitions may be used for other purposes. Much of the discussion of user charges below—their purpose, when they should be levied, and how the amount should be set—applies to these alternatives as well.

Other definitions of user charges could, for example:

- be narrower than the one used here, by limiting the definition to proceeds from the sale of goods and services (and excluding the sale of assets), and by limiting the definition to include only proceeds that are earmarked to be used specifically to finance the goods and services being provided. This definition is similar to one the House of Representatives uses as a guide for purposes of committee jurisdiction. The definition helps differentiate between taxes, which are under the jurisdiction of the Ways and Means Committee, and fees, which can be under the jurisdiction of other committees. (See the Congressional Record, January 3, 1991, p. H31, item 8.)
- be even narrower than the user fee concept described above, by excluding regulatory fees and focusing solely on business-type transactions.
- be broader than the one used in this chapter by including beneficiary- or liability-based excise taxes, such as gasoline taxes.²

What is the purpose of user charges? The purpose of user charges is to improve the efficiency and equity of certain Government activities, and to reduce the burden on taxpayers to finance activities whose benefits accrue to a relatively limited number of people, or to impose a charge on activities that impose a cost on the public.

User charges that are set to cover the costs of production of goods and services can provide efficiency in the allocation of resources within the economy. They allocate goods and services to those who value them the most, and they signal to the Government how much of the goods or services it should provide. Prices in private, competitive markets serve the same purposes.

User charges for goods and services that do not have special social benefits improve equity, or fairness, by requiring that those who benefit from an activity are the same people who pay for it. The public often perceives user charges as fair because those who benefit from the good or service pay for it in whole or in part, and those who do not benefit do not pay.

²Beneficiary- and liability-based taxes are terms taken from the Congressional Budget Office, *The Growth of Federal User Charges*, August 1993, and updated in October 1995. In addition to gasoline taxes, examples of beneficiary-based taxes include taxes on airline tickets, which finance air traffic control activities and airports. An example of a liability-based tax is the excise tax that formerly helped fund the hazardous substance superfund in the Environmental Protection Agency. This tax was paid by industry groups to finance environmental cleanup activities related to the industry activity but not necessarily caused by the payer of the fee.

When should the Government charge a fee? Discussions of whether to finance spending with a tax or a fee often focus on whether the benefits of the activity are to the public in general or to a limited group of people. In general, if the benefits accrue broadly to the public, then the program should be financed by taxes paid by the public; in contrast, if the benefits accrue to a limited number of private individuals or organizations, then the program should be financed by charges paid by the private beneficiaries. For Federal programs where the benefits are entirely public or entirely private, applying this principle is relatively easy. For example, according to this principle, the benefits from national defense accrue to the public in general and should be (and are) financed by taxes. In contrast, the benefits of electricity sold by the Tennessee Valley Authority accrue exclusively to those using the electricity, and should be (and are) financed by user charges.

In many cases, however, an activity has benefits that accrue to both public and to private groups, and it may be difficult to identify how much of the benefits accrue to each. Because of this, it can be difficult to know how much of the program should be financed by taxes and how much by fees. For example, the benefits from recreation areas are mixed. Fees for visitors to these areas are appropriate because the visitors benefit directly from their visit, but the public in general also benefits because these areas protect the Nation's natural and historical heritage now and for posterity.

As a further complication, where a fee may be appropriate to finance all or part of an activity, some consideration must be given to the ease of administering the fee.

What should be the amount of the fee? For programs that have private beneficiaries, the amount of the charge should depend on the costs of producing the goods or services and the portion of the program that is for private benefits. If the benefit is primarily private, and any public benefits are incidental, current policies support charges that cover the full cost to the Government, including both direct and indirect costs.³

The Executive Branch is working to put cost accounting systems in place across the Government that would make the calculation of full cost more feasible. The difficulties in measuring full cost are associated in part with allocating to an activity the full costs of capital, retirement benefits, and insurance, as well as other Federal costs that may appear in other parts of the budget. Guidance in the Statement of Federal Financial Accounting Standards No. 4, Managerial Cost Accounting Concepts and Standards for the Federal Govern-

ment (July 31, 1995), should underlie cost accounting in the Federal Government.

Classification of user charges in the budget. As shown in Table 17-1, most user charges are classified as offsets to outlays on the spending side of the budget, but a few are classified on the receipts side of the budget. An estimated \$2.9 billion in 2005 are classified this way and are included in the totals described in Chapter 16. "Federal Receipts." They are classified as receipts because they are regulatory charges collected by the Federal Government by the exercise of its sovereign powers. Examples include filing fees in the United States courts, agricultural quarantine inspection fees, and passport fees.

The remaining user charges, an estimated \$179.4 billion in 2005, are classified as offsetting collections and receipts on the spending side of the budget. Some of these are collected by the Federal Government by the exercise of its sovereign powers and would normally appear on the receipts side of the budget, but are required by law to be classified on the spending side as offsetting collections or receipts.

An estimated \$124.3 billion of user charges for 2005 are credited directly to expenditure accounts, and are generally available for expenditure when they are collected, without further action by the Congress. An estimated \$55.1 billion of user charges for 2005 are deposited in offsetting receipt accounts, and are available to be spent only according to the legislation that established the charges.

As a further classification, the accompanying Tables 17-2 and 17-3 identify the user charges as discretionary or mandatory. These classifications are terms from the Budget Enforcement Act of 1990 as amended and are used frequently in the analysis of the budget. "Discretionary" in this chapter refers to user charges generally controlled through annual appropriations acts and under the jurisdiction of the appropriations committees in the Congress. "Mandatory" refers to user charges controlled by permanent laws and under the jurisdiction of the authorizing committees.

These and other classifications are discussed further in this volume in Chapter 25, "The Budget System and Concepts."

II. Total User Charges

As shown in Table 17-2, total user charge collections (including those proposed in this budget) are estimated to be \$182.2 billion in 2005, increasing to \$208.2 billion in 2009. User charge collections by the Postal Service and for Medicare premiums are the largest and are estimated to be more than half of total user charge collections in 2005.

³Policies for setting user charges are promulgated in OMB Circular No. A-25: "User Charges" (July 8, 1993).

Table 17-2. TOTAL USER CHARGE COLLECTIONS

(in millions of dollars)

	Actual 2003	Estimates					
		2004	2005	2006	2007	2008	2009
Receipts							
Agricultural quarantine inspection fees	231	260	274	272	279	287	294
Abandoned mine reclamation fund	282	278	239	245	252	256	262
Department of State immigration, passport, and consular fees	642	634	627	651	675	702	729
Corps of Engineers harbor maintenance fees	758	812	886	965	1,036	1,051	1,074
Other	705	770	825	831	838	635	635
Subtotal, receipts	2,618	2,754	2,851	2,964	3,080	2,931	2,994
Offsetting Collections and Receipts from the Public							
Discretionary							
Department of Agriculture: Food safety inspection and other fees	106	140	308	305	307	310	312
Department of Commerce: Patent and trademark, fees for weather services, and other fees	1,395	1,506	1,767	1,900	2,013	2,135	2,222
Department of Defense: Commissary and other fees	7,309	9,008	9,098	10,770	10,534	10,534	10,534
Department of Energy: Federal Energy Regulation Commission, power marketing, and other fees ..	915	1,069	1,729	1,710	1,716	1,729	1,731
Department of Health and Human Services: Food and Drug Administration, Centers for Medicare and Medicaid Services, and other fees	891	771	974	963	966	968	970
Department of Homeland Security: Border and Transportation Security and other fees	1,558	2,387	2,510	2,639	2,771	2,909	3,044
Department of the Interior: Minerals Management Service and other fees	306	291	360	347	338	356	354
Department of Justice: Fees for bankruptcy oversight and other fees	265	266	306	298	299	301	301
Department of State: Passport and other fees	877	949	1,222	1,260	1,312	1,363	1,413
Department of Transportation: Motor carrier safety and other fees	84	100	101	104	105	107	109
Department of the Treasury: Sale of commemorative coins and other fees	1,393	1,518	1,580	1,540	1,542	1,550	1,553
Department of Veterans Affairs: Medical care and other fees	1,626	1,989	2,531	2,647	2,773	2,905	3,044
Social Security Administration, State supplemental fees, supplemental security income	107	120	121	118	118	119	119
Federal Communications Commission: Regulatory fees	363	358	364	355	355	357	357
Federal Trade Commission: Regulatory fees	61	135	170	183	188	191	194
Nuclear Regulatory Commission: Regulatory fees	526	546	541	532	535	541	545
Securities and Exchange Commission: Regulatory fees	1,000	1,547	1,806	2,146	1,115	1,147	1,332
All other agencies, discretionary user fees	654	430	588	576	589	599	600
Subtotal, discretionary user charges	19,436	23,130	26,076	28,393	27,576	28,121	28,734
Mandatory							
Department of Agriculture: Crop insurance and other fees	1,469	1,878	1,800	1,879	1,912	1,927	1,938
Department of Defense: Commissary surcharge and other fees	690	694	661	593	484	475	441
Department of Energy: Proceeds from the sale of energy, nuclear waste disposal fees, and other fees	4,829	4,945	4,055	4,132	3,966	4,021	4,098
Department of Health and Human Services: Medicare Part B insurance premiums, and other fees	28,466	32,253	36,926	38,904	40,196	42,601	45,171
Department of Homeland Security: Customs, immigration, and other fees	4,888	5,131	5,677	5,784	5,971	6,159	6,357
Department of the Interior: Recreation and other fees	2,941	3,359	4,077	3,434	3,442	3,531	3,397
Department of Justice: Federal Prison Commissary fees and other fees	295	361	403	409	374	380	386
Department of Labor: Insurance premiums to guaranty private pensions and other fees	1,490	2,605	3,005	3,220	3,662	3,579	3,642
Department of the Treasury: Bank regulation, and other fees	712	747	848	858	867	883	901
Department of Veterans Affairs: Veterans life insurance and other fees	1,857	1,674	1,633	1,586	1,542	1,509	1,483
Office of Personnel Management: Federal employee health and life insurance fees	8,951	9,937	10,696	11,360	12,162	13,117	14,014
Federal Deposit Insurance Corporation: Deposit insurance fees	1,655	1,351	1,153	1,431	2,516	3,972	4,672
National Credit Union Administration: Credit union share insurance and other fees	508	556	566	483	512	544	578
Postal Service: Fees for postal services	67,752	67,916	68,134	68,885	69,575	70,265	70,955
Tennessee Valley Authority: Proceeds from the sale of energy	7,255	7,513	7,959	7,997	8,104	8,147	8,242
Allowances, spectrum relocation fund				1,250	1,250		
Undistributed Offsetting Receipts: Sale of spectrum licenses, OCS receipts, and other fees	5,029	4,587	4,855	17,382	15,465	8,918	9,290
All other agencies, mandatory user fees	1,380	925	860	904	919	926	923
Subtotal, mandatory user charges	140,167	146,432	153,308	170,491	172,919	170,954	176,488
Subtotal, user charges that are offsetting collections and receipts from the public	159,603	169,562	179,384	198,884	200,495	199,075	205,222
TOTAL, User charges	162,221	172,316	182,235	201,848	203,575	202,006	208,216

III. User Charge Proposals

As shown in Table 17–3, the Administration is proposing new or increased user charges, including proposed extensions of expiring charges, that would increase collections by an estimated \$2.3 billion in 2005, increasing to \$7.5 billion in 2009.

A. User Charge Proposals to Offset Discretionary Spending

1. Offsetting collections

Department of Agriculture

Food Safety and Inspection Service.—The Administration proposes a new user fee for the Food Safety and Inspection Service (FSIS). Under the proposed fee, the meat, poultry and egg industries would be required to

reimburse the Federal Government for the full cost of extra shifts for inspection services. FSIS would cover the cost of a primary eight hour shift and the establishments would pay for additional complete work shifts. Currently, establishments pay for overtime when it is less than one complete shift.

The Grain Inspection, Packers, and Stockyards Administration (GIPSA).—GIPSA proposes to establish a fee to cover the cost associated with GIPSA's standardization activities and a licensing fee to cover the cost associated with administering meat packers and stockyards activities.

Animal and Plant Health Inspection Service.—Legislation will be proposed to establish user fees for animal welfare inspections, such as for animal research centers, humane societies and kennels.

Table 17–3. USER CHARGE PROPOSALS

(estimated collections in millions of dollars)

	2005	2006	2007	2008	2009	2005–2009
DISCRETIONARY						
<i>1. Offsetting collections</i>						
Department of Agriculture						
Food Safety Inspection user fees	124	121	121	122	122	610
Grain Inspection, Packers and Stockyards Administration	29	28	28	28	29	142
Animal and Plant Health Inspection Service	11	11	11	11	11	55
Department of Commerce						
Patent and Trademark Office	219	264	311	360	383	1,537
Department of Energy						
Office of Civilian Radioactive Waste Management: Reclassify fees	749	754	757	767	767	3,794
Department of Health and Human Services						
Medicare duplicate or unprocessable claims	195	195	195	195	195	975
Medicare appeals reform	10	32	33	34	35	144
Department of the Interior						
Fees transferred from the Power Marketing Administrations	30	29	29	29	29	146
Department of Justice						
FBI fees for forensic services	39	35	33	33	31	171
DEA fees for forensic services	3	3	3	3	3	15
Department of State						
Enhanced border security program user fees	100	105	111	116	122	554
Department of Transportation						
Motor carrier safety	13	13	13	13	13	65
Corps of Engineers—Civil Works						
Fees transferred from the Power Marketing Administrations	150	156	160	165	172	803
<i>2. Offsetting receipts</i>						
Department of Housing and Urban Development						
Office of Federal Housing Enterprise Oversight: GSE regulation	–44	–44	–45	–47	–47	–227
Department of Veterans Affairs						
Annual enrollment fee	268	281	295	310	326	1,480
Higher drug copayments	135	142	149	156	165	747
Environmental Protection Agency						
Abolish cap on pre-manufacturing notification fees	4	8	8	8	8	36
Remove prohibition on collection of registration fees	26	27	27	28	28	136
Nuclear Regulatory Commission						
Extend Nuclear Regulatory Commission fees	330	329	330	329	1,318
Subtotal, discretionary user charges proposals	2,061	2,490	2,568	2,661	2,721	12,501

Table 17–3. USER CHARGE PROPOSALS—Continued

(estimated collections in millions of dollars)

	2005	2006	2007	2008	2009	2005–2009
MANDATORY						
<i>1. Offsetting collections</i>						
Department of Housing and Urban Development						
Government-sponsored enterprise regulation	6	6	6	6	6	30
Department of the Treasury						
Government-sponsored enterprise regulation	83	81	81	82	82	409
Federal Deposit Insurance Corporation						
Deposit insurance premiums		–570	–744	58	59	–1,197
Federal Housing Finance Board						
Government-sponsored enterprise regulation	–34	–32	–34	–35	–36	–171
<i>2. Offsetting receipts</i>						
Department of Agriculture						
Forest Service recreation fees		37	50	50	55	192
Department of Energy						
Office of Civilian Radioactive Waste Management: Reclassify fees	–749	–754	–757	–767	–767	–3,794
Fees transferred from the Power Marketing Administrations	–180	–186	–191	–197	–204	–958
Arctic National Wildlife Refuge, collections for research and development		1,200				1,200
Department of Homeland Security						
Conveyance and passenger fees and merchandise processing fees	820	1,391	1,448	1,507	1,570	6,736
Department of the Interior						
Recreation fees		38	48	47	47	180
Hetch Hetchy rental payments	8	8	8	8	8	40
Bureau of Land Management land sale authority	24	33	38	48	48	191
Arctic National Wildlife Refuge, collection for payments to Alaska		1,201	1	101	1	1,304
Arctic National Wildlife Refuge, rents and bonuses		1	1	101	1	104
Department of Labor						
Application fee for the permanent foreign labor certification program	23	23	23	23	23	115
Corps of Engineers—Civil Works						
Special recreation user fees	7	7	7	7	7	35
Federal Communications Commission						
Analog spectrum fee			500	500	480	1,480
Extend auction authority			–2,000	–2,000	2,800	–1,200
Spectrum license user fees		50	150	300	300	800
Subtotal, mandatory user charges proposals	8	2,534	–1,365	–161	4,480	5,496
<i>3. Governmental receipts</i>						
Department of the Interior						
Extend abandoned mine reclamation fees	239	245	252	256	262	1,254
National Indian Gaming Commission, activity fees		4	4	5	5	18
Department of the Treasury						
Internal Revenue Service fees	32	44	45	46	47	214
Subtotal, governmental receipts user charges proposals	271	293	301	307	314	1,486
Total, User charges proposals	2,340	5,317	1,504	2,807	7,515	19,483

Department of Commerce

Patent and Trademark Office (PTO).—The Administration continues to support legislation proposed with the 2004 Budget to restructure patent fees and adjust trademark fees in support of the objectives of PTO's strategic plan to enhance examination quality, improve the efficiency of the patent and trademark examination systems, and better reflect the agency's costs.

Department of Energy

Office of Civilian Radioactive Waste Management—reclassify fees.—The Administration proposes legislation to reclassify fees currently paid to the Federal government by utilities that generate electricity using nuclear power. Fees equal to the amount appropriated would be credited as offsets to appropriations for the U.S.

nuclear waste management program and their classification would be changed from mandatory to discretionary. The Department of Energy will require substantial additional resources to complete the application process and construct the nuclear waste repository at Yucca Mountain, Nevada. This new funding mechanism will ensure that adequate funds are available for the repository to begin to accept waste in 2010.

Department of Health and Human Services

Medicare duplicate or unprocessable claims.—The Administration proposes new user fees for providers submitting duplicate or unprocessable claims. The Centers for Medicare and Medicaid Services (CMS) and its contractors go to great lengths to ensure that providers are aware of billing requirements and the need to submit accurate claims. Charging a fee for duplicate or

unprocessable claims would heighten provider awareness of these issues and increase efficiency by deterring this action.

Medicare appeals reform.—The Medicare, Medicaid, and SCHIP (State Children's Health Insurance Program) Benefits Improvement and Protection Act of 2000 and Medicare Prescription Drug, Improvement, and Modernization Act of 2003 require CMS to reform the current Medicare appeals process. The Administration proposes a modest filing fee for providers who submit Medicare appeals to Qualified Independent Contractors, which represent a new level of adjudication. This proposal would heighten provider awareness of a reformed appeals process and requirements as well as deter appeals submitted with inaccurate or insufficient information.

Department of the Interior

Fees transferred from the Power Marketing Administrations.—Beginning in 2005, the Administration proposes that the Western Area Power Administration (WAPA) transfer receipts to directly finance hydro-power-related operation and maintenance expenses of the Bureau of Reclamation in the Department of the Interior in those areas where pre-existing direct financing arrangements are not already in place. These receipts are derived from the sale of power and related services. This proposal transfers WAPA receipts to the Bureau of Reclamation equivalent to its operating and maintenance costs for the facilities in these areas. The Bureau of Reclamation already has a similar arrangement with the Bonneville Power Administration.

Department of Justice

Federal Bureau of Investigation (FBI) fees for forensic services.—The Administration proposes a new user fee associated with providing forensic support to State and local law enforcement agencies. Historically, requests from State and local law enforcement agencies comprise 25 to 30 percent of the forensic caseload of the FBI Laboratory. These services are currently provided at no cost. This significant expense to the FBI would be partially offset by the new user fee, which will be structured to minimize its impact, particularly on small State and local law enforcement agencies.

Drug Enforcement Administration (DEA) fees for forensic services.—The Administration proposes a new user fee associated with providing forensic support to the Metropolitan Police Department of the District of Columbia (MPD). In 2002, 64 percent of the drug exhibits analyzed by DEA's Mid-Atlantic Laboratory were submitted by the MPD. These services are currently provided at no cost. The Mid-Atlantic Laboratory is the only DEA laboratory where the workload for State and local law enforcement agencies exceeds one percent. The proposed fees would be structured to offset these costs.

Department of State

Enhanced border security program user fees.—The Department of State is strengthening the security of its adjudication processes and documents as well as

striving to meet all biometric-related requirements on time. In order to address all border security requirements, in addition to the fees currently collected and retained by the Department, the Administration is proposing the collection and retention of additional resources in 2005.

Department of Transportation

Motor carrier safety.—The Federal Motor Carrier Safety Administration collects registration and insurance validation fees from motor carriers applying to operate in interstate commerce. Carrier registration and proof of insurance are necessary for trucking firms to obtain Department of Transportation numbers for interstate operations. These fees are primarily used to fund the processing of carrier registration and insurance actions by the agency's Licensing and Insurance Divisions.

Corps of Engineers—Civil Works

Fees transferred from the Power Marketing Administrations (PMAs).—The Administration proposes that, starting in 2005, receipts from the sale of hydroelectric power generated at certain Federal dams operated by Corps of Engineers be used to finance the operation and maintenance of those facilities. This direct financing arrangement already exists for the Bonneville Power Administration, and the proposal would extend it to the Southeastern, Southwestern, and Western Power Administrations in the Department of Energy. Replacing the current Corps of Engineers appropriations for these activities with direct funding from user fees will make it easier to ensure that adequate funding is provided for operations and maintenance of these facilities.

2. Offsetting receipts

Department of Housing and Urban Development

Office of Federal Housing Enterprise Oversight: GSE regulation.—This proposal is discussed in the entry for the Department of the Treasury below that discusses government-sponsored enterprise regulation.

Department of Veterans Affairs

Establish an annual enrollment fee and increased pharmaceutical copayments for PL 7 and PL 8 veterans (non-disabled, higher income).—Legislation will be proposed to establish an annual enrollment fee of \$250 and an increased pharmaceutical copayment of \$15 for Priority Level 7 and 8 veterans. The increased receipts will allow the Department of Veterans Affairs to refocus the medical care system on caring for its core population—veterans with special needs, service-connected disabilities, and lower incomes.

Environmental Protection Agency

Abolish cap on pre-manufacturing notification fees.—EPA collects fees from chemical manufacturers seeking to bring new chemicals into commerce. These fees are authorized by the Toxic Substances Control Act and

are now subject to an outdated statutory cap. The Administration is proposing appropriations language to modify the cap so that EPA can increase fees to fully cover the cost of the program.

Remove prohibition on collection of registration fees.—The Administration is proposing to remove a prohibition on the collection of pesticide registration fees. These fees will be collected from entities seeking to register their pesticides for use in the United States.

Nuclear Regulatory Commission

Extend Nuclear Regulatory Commission (NRC) fees at their 2005 level for 2006 and later.—The Omnibus Budget Reconciliation Act (OBRA) of 1990, as amended, required that the NRC assess license and annual fees that recover approximately 90 percent of its budget authority in 2005, less the appropriation from the Nuclear Waste Fund. Licensees are required to reimburse NRC for its services, because licensees benefit from such services. After 2005, the recovery requirement reverts to 33 percent per year. If the 90 percent requirement is not extended beyond 2005, fees would drop from an estimated \$541 million in 2005 to \$202 million in 2006. With an extension at 90 percent, fees would be an estimated \$532 million in 2006, an increase of \$330 million.

B. User Charge Proposals to Offset Mandatory Spending

1. Offsetting collections

Department of Health and Human Services

Child support enforcement fees for never-TANF cases.—The Administration is re-proposing legislative proposals from the 2003 and 2004 budgets to mandate an annual user fee of \$25 for child support cases for people who have never been on assistance (temporary assistance for needy families (TANF), aid to families with dependent children, or Medicaid). The Federal and State governments would share in the savings proportionally to the Federal Financial Participation rate. This fee would be collected by State governments.

Department of Housing and Urban Development

Government-sponsored enterprise (GSE) regulation.—The Administration has proposed broad reform of the supervisory system for government-sponsored enterprises (GSEs) in the housing market. Part of this reform includes the assessment on Fannie Mae and Freddie Mac of the cost of HUD's responsibilities under the Federal Housing Enterprise Safety and Soundness Act of 1992 and amendments as proposed. These responsibilities include the establishment and enforcement of affordable housing goals for the GSEs, ensuring GSE compliance with fair housing laws, and providing consultation to the safety and soundness regulator on the GSEs' new activities. (For additional information see Chapter 7, "Credit and Insurance" in this volume, and the Department of Housing and Urban Development chapter in the Appendix volume.)

Department of the Treasury

Government-sponsored enterprise (GSE) regulation.—The Administration has proposed broad reform of the supervisory system for government-sponsored enterprises (GSEs) in the housing market. Fees currently collected by the Office of Federal Housing Enterprise Oversight and the Federal Housing Finance Board would instead be collected by a new housing GSE safety and soundness regulator in the Department of the Treasury. (For additional information, see Chapter 7, "Credit and Insurance", in this volume, and the Department of Treasury chapter in the Appendix volume.)

Federal Deposit Insurance Corporation

Deposit insurance premiums.—The Federal Deposit Insurance Corporation (FDIC) insures deposits in bank and savings associations (thrifts) through the Bank Insurance Fund (BIF) and the Savings Association Fund (SAIF). This budget proposes to merge the BIF and the SAIF, which offer an identical product. The FDIC maintains a reserve ratio of insurance fund reserves to total insured deposits of 1.25 percent. If insurance fund reserves fall below 1.25 percent, the FDIC will charge sufficient premiums to restore the reserve ratio to 1.25 percent. The Administration's 2005 Budget assumes that some premium fees will be required to maintain the reserve ratio in 2006 and beyond.

Federal Housing Finance Board

Government-sponsored enterprise (GSE) regulation.—This proposal is discussed above in the entry for the Department of the Treasury.

2. Offsetting receipts

Department of Agriculture

Forest Service recreation fees.—A recreation fee program is proposed, generally consistent with the existing recreation fee demonstration program, that would permanently authorize the direct expenditure of recreations fees collected by the Forest Service and the Department of the Interior beginning in 2005.

Department of Energy

Office of Civilian Radioactive Waste Management—reclassify fees.—This proposal is discussed under the discretionary Department of Energy proposal above.

Fees transferred from the Power Marketing Administration (PMAs).—Beginning in 2005, the Administration proposes that financing of the hydropower-related operation and maintenance costs of the Bureau of Reclamation in the Department of the Interior and the Corps of Engineers be directly funded by receipts from the PMAs—Southeastern, Southwestern, and Western Area Power Administrations—in those areas where pre-existing direct financing arrangements are not already in place. These receipts are derived from the sale of power and related services. This proposal would transfer receipts to the Bureau of Reclamation and to the Corps of Engineers equivalent to their operating and maintenance costs for the facilities in these areas. The Bureau

of Reclamation already has similar arrangements with other entities, such as the Bonneville Power Administration.

Arctic National Wildlife Refuge, collections for research and development.—The budget includes a proposal to authorize the Department of the Interior to conduct environmentally responsible oil and gas exploration and development within a small area of the Arctic National Wildlife Refuge, sometimes referred to as the “1002 Area,” located in northern Alaska. The Department of the Interior estimates that recoverable oil from this area is between 5.7 and 16 billion barrels of oil. The budget assumes that the first oil and gas lease sale would be held in 2006 and would result in \$2.4 billion in new revenues. Beginning in 2006 the budget would dedicate one-half of the first lease sale, \$1.2 billion, to fund increased research and development on renewable energy and related technology by the Department of Energy over a seven-year period. All oil and gas revenues from the 1002 Area would be shared fifty percent with the State of Alaska, including the estimated \$2 million annual rental payments.

Department of Homeland Security

Conveyance and passenger fees and merchandise processing fees.—The Administration proposes the reauthorization of two user fees; the Bureau of Customs and Border Protection (BCBP) conveyance and passenger fees, and the merchandise processing fee. BCBP currently collects multiple different conveyance and passenger user fees under the Consolidated Omnibus Budget Reconciliation Act (COBRA) of 1985 and related statutes and a merchandise processing fee established by the Omnibus Budget Reconciliation Act (OBRA) of 1986, all of which are set to expire on March 1, 2005.

Department of the Interior

Recreation fees.—The Administration proposal gives permanent authority for bureaus in the Department of the Interior (DOI) to collect and spend the receipts from entrance and other recreation fees. DOI's National Park Service, Fish and Wildlife Service, and Bureau of Land Management are currently authorized to do so through 2005 under the recreation fee demonstration program.

Hetch Hetchy rental payments, Yosemite Management Fund.—This legislative proposal would authorize the National Park Service to charge rental payments to the City of San Francisco for the Hetch Hetchy Reservoir in Yosemite National Park. The proposal would also authorize NPS to retain and expend the receipts, without further appropriations, for activities in Yosemite National Park.

Bureau of Land Management's (BLM's) land sale authority.—The Administration will propose legislation to amend BLM's land sale authority under the Federal Land Transaction Facilitation Act (FLTFA) to: (1) allow BLM to use updated management plans to identify areas suitable for disposal; (2) allow a portion of the receipts to be used by BLM for restoration projects; (3) cap receipt retention at \$100 million per year; (4)

extend the authority to 2015; and (5) eliminate the use of receipts for land exchanges. BLM is currently limited to selling lands that had been identified for disposal in land use plans that were in effect prior to enactment of FLTFA. Use of the receipts is currently limited to the purchase of other lands for conservation purposes.

Arctic National Wildlife Refuge, collections for payments to Alaska.—The budget includes a proposal to authorize the Department of the Interior to conduct environmentally responsible oil and gas exploration and development within a small area of the Arctic National Wildlife Refuge, sometimes referred to as the “1002 Area,” located in northern Alaska. This proposal is discussed under the Department of Energy above.

Department of Labor

Application fee for the permanent foreign labor certification program.—Legislation will be proposed to establish a fee for applicants to the Permanent Foreign Labor Certification Program. This fee, which would cover the cost of processing new applications, also would partially support the administrative costs of backlog reduction in the State and regional offices.

Corps of Engineers—Civil Works

Special recreation user fees.—The Corps of Engineers manages 4,300 recreation areas at 456 Corps projects (mostly lakes) in 43 states, used annually by millions of visitors. The Administration proposes that the Corps participate in the existing Federal Recreation User Fee Demonstration project and undertake six recreation demonstration projects. This will allow the agency to use the additional user fees it collects to modernize and upgrade boating, camping and other outdoor recreation facilities at the sites where the fees are collected. The initiative will improve the quantity and quality of recreation services available to the public.

Federal Communications Commission

Analog spectrum fee.—To encourage television broadcasters to vacate the analog spectrum after 2006, as required by law, the Administration continues to support proposals authorizing the Federal Communications Commission (FCC) to establish an annual lease fee totaling \$500 million for the use of analog spectrum by commercial broadcasters beginning in 2007. Upon return of their analog spectrum license to the FCC, individual broadcasters will be exempt from the fee, and fee collections would decline.

Extend auction authority.—The Administration continues to support proposals to extend indefinitely the FCC's authority to auction spectrum licenses, which expires in 2007. Reductions in estimated receipts in 2007 and 2008 resulting from possible shifting of spectrum auctions from 2007 into later years are more than offset by higher estimated receipts for those auctions in 2009 and 2010 as well as future new auctions. Estimated additional receipts from this proposal are \$2.4 billion over the next ten years.

Spectrum license user fees.—To continue to promote efficient spectrum use, the Administration continues to support proposals for new authority for the FCC to set user fees on unauctioned spectrum licenses, based on public-interest and spectrum-management principles. Fee collections are estimated to begin in 2006 and total \$3.1 billion in the first nine years.

3. Governmental receipts

Department of the Interior

Extend abandoned mine reclamation fees.—Collections from abandoned mine reclamation fees are allocated to States for reclamation grants. Current fees of 35 cents per ton for surface mined coal, 15 cents per ton for underground mined coal, and 10 cents per ton for lignite coal are scheduled to expire on September 30, 2004. Abandoned land problems are expected to exist in certain States after all the money from the collection of fees under current law is expended. The Administration proposes to extend these fees at a reduced rate to clean up and reclaim the most significant abandoned mine land problems in 25

years. The Administration also proposes to modify the authorization language to allocate more of the receipts collected toward restoration of abandoned coal mine land.

National Indian Gaming Commission, activity fees.—The National Indian Gaming Commission regulates and monitors gaming operations conducted on Indian lands. Since 1998, there has been a fixed cap on the annual fees the Commission may assess gaming operations to cover the costs of its oversight responsibilities. The Administration proposes to amend the current fee structure so that the Commission can adjust its activities to the growth in the Indian gaming industry.

Department of the Treasury

Permanently extend Internal Revenue Service (IRS) user fees.—The Administration proposes to permanently extend IRS authority to charge fees for written responses to questions from individuals, corporations, and organizations related to their tax status or the effects of particular transactions for tax purposes. Under current law, these fees are scheduled to expire effective with requests made after December 31, 2004.

OTHER OFFSETTING COLLECTIONS AND RECEIPTS

Table 17–4 shows the distribution of user charges and other offsetting collections and receipts according to whether they are offsetting collections credited to expenditure accounts or offsetting receipts. The table shows that total offsetting collections and receipts from the public are estimated to be \$240.0 billion in 2005. Of these, an estimated \$150.6 billion are offsetting collections credited to appropriation accounts and an estimated \$89.4 billion are deposited in offsetting receipt accounts.

Information on the user charges presented in Table 17–4 is available in Tables 17–2 and 17–3 and the discussion that accompanies those tables. Major offsetting collections deposited in expenditure accounts that are not user charges include collections by the Commodity Corporation fund in the Department of Agriculture, which are related to loans, collections from States to supplement payments in the supplemental security income program, and pre-credit reform loan

repayments. Major offsetting receipts that are not user charges include military assistance program sales and interest income.

Table 17–5 includes all offsetting receipts deposited in receipt accounts. These include payments from one part of the Government to another, called intragovernmental transactions, and collections from the public. These receipts are offset (deducted) from outlays in the Federal budget. In total, offsetting receipts are estimated to be \$539.1 billion in 2005: \$449.6 billion are intragovernmental transactions; and \$89.4 billion are from the public, shown in the table as proprietary receipts from the public and offsetting governmental receipts.

As noted above, offsetting collections and receipts by agency are also displayed in Table 20–1, “Outlays to the Public, Net and Gross,” which appears in Chapter 20 of this volume.

Table 17-4. OFFSETTING COLLECTIONS AND RECEIPTS FROM THE PUBLIC

(in millions of dollars)

	Actual 2003	Estimate	
		2004	2005
Offsetting collections credited to expenditure accounts:			
User charges:			
Postal service stamps and other postal fees	67,752	67,916	68,134
Defense Commissary Agency	5,064	5,118	5,161
Employee contributions for employees and retired employees health benefits funds	7,235	8,131	8,798
Sale of energy:			
Tennessee Valley Authority	7,255	7,513	7,959
Bonneville Power Administration	3,530	3,646	3,647
All other user charges	24,055	28,024	30,608
Subtotal, user charges	114,891	120,348	124,307
Other collections credited to expenditure accounts:			
Commodity Corporation fund	9,441	9,255	10,844
Supplemental security income (collections from the States)	3,925	4,229	4,314
Other collections	17,126	11,832	11,111
Subtotal, other collections	30,492	25,316	26,269
Subtotal, collections credited to expenditure accounts	145,383	145,664	150,576
Offsetting receipts:			
User charges:			
Medicare premiums	28,433	32,169	36,803
Outer Continental Shelf rents, bonuses, and royalties	5,029	4,587	4,755
All other user charges	11,250	12,458	13,519
Subtotal, user charges deposited in receipt accounts	44,712	49,214	55,077
Other collections deposited in receipt accounts:			
Military assistance program sales	10,454	11,974	10,882
Interest income	14,018	14,113	13,865
All other collections deposited in receipt accounts	16,752	16,799	9,608
Subtotal, other collections deposited in receipt accounts	41,224	42,886	34,355
Subtotal, collections deposited in receipt accounts	85,936	92,100	89,432
Total, offsetting collections and receipts from the public	231,319	237,764	240,008
Total, offsetting collections and receipts excluding off-budget	163,473	169,738	171,761
ADDENDUM:			
User charges that are offsetting collections and receipts ¹	159,603	169,562	179,384
Other offsetting collections and receipts from the public	71,716	68,202	60,624
Total, offsetting collections and receipts from the public	231,319	237,764	240,008

¹ Excludes user charges that are classified on the receipts side of the budget. For total user charges, see Table 17.1 or Table 17.2.

Table 17–5. OFFSETTING RECEIPTS BY TYPE

(In millions of dollars)

Source	2003 Actual	Estimate					
		2004	2005	2006	2007	2008	2009
INTRAGOVERNMENTAL TRANSACTIONS							
On-budget receipts:							
Federal intrafund transactions:							
Distributed by agency:							
Interest from the Federal Financing Bank	2,449	1,192	1,186	1,178	1,178	1,187	1,195
Interest on Government capital in enterprises	792	847	945	1,066	1,076	1,072	1,080
General fund payments to retirement and health benefits funds:							
DoD retiree health care fund	14,565	16,868	18,576	20,550	22,612	24,886	27,371
Other	3,218	2,419	2,642	2,718	2,800	2,851	2,991
Proposed Legislation (non-PAYGO)			8	15	28	41	51
Proposed Legislation (PAYGO)		6	6	6	6	6	6
Undistributed by agency:							
Employing agency contributions:							
DoD retiree health care fund	8,201	8,356	10,541	11,215	11,914	12,657	13,440
Total Federal intrafunds	29,225	29,688	33,904	36,748	39,614	42,700	46,134
Trust intrafund transactions:							
Distributed by agency:							
Payments to railroad retirement	23,233	6,251	6,392	6,082	6,320	6,479	6,552
Other	1	1	1	1	1	1	1
Total trust intrafunds	23,234	6,252	6,393	6,083	6,321	6,480	6,553
Total intrafund transactions	52,459	35,940	40,297	42,831	45,935	49,180	52,687
Interfund transactions:							
Distributed by agency:							
Federal fund payments to trust funds:							
Contributions to insurance programs:							
Military retirement fund	17,928	22,462	23,180	23,973	24,813	25,676	26,565
Supplementary medical insurance	80,906	96,839	116,896	166,468	181,364	193,195	205,853
Proposed Legislation (non-PAYGO)			-118	-149	-147	-139	-149
Hospital insurance	8,946	8,423	9,667	10,573	11,567	13,218	14,497
Railroad social security equivalent fund	112	120	118	123	132	147	152
Rail industry pension fund	318	326	303	313	324	337	351
Civilian supplementary retirement contributions	22,139	26,222	26,629	26,832	27,037	27,440	27,944
Unemployment insurance	1,265	1,377	595	591	599	612	630
Other contributions	468	516	535	539	540	534	527
Proposed Legislation (PAYGO)						13	28
Subtotal	132,082	156,285	177,805	229,263	246,229	261,033	276,398
Miscellaneous payments	984	1,995	2,098	1,587	1,603	1,633	1,658
Proposed Legislation (non-PAYGO)			3,281				
Subtotal	133,066	158,280	183,184	230,850	247,832	262,666	278,056
Trust fund payments to Federal funds:							
Other	1,113	1,183	1,263	1,328	2,701	3,202	3,269
Proposed Legislation (non-PAYGO)			2,764	-517	-512	-506	-507
Subtotal	1,113	1,183	4,027	811	2,189	2,696	2,762
Total interfunds distributed by agency	134,179	159,463	187,211	231,661	250,021	265,362	280,818
Undistributed by agency:							
Employer share, employee retirement (on-budget):							
Civil service retirement and disability insurance	11,288	11,566	12,769	13,768	14,927	16,191	17,509
CSRDI from Postal Service	3,331	4,364	4,450	4,514	4,577	4,640	4,703
Hospital insurance (contribution as employer) ¹	2,355	2,551	2,646	2,729	2,860	3,038	3,206
Proposed Legislation (non-PAYGO)			181				
Postal employer contributions to FHI	694	706	730	751	774	800	828
Military retirement fund	13,720	14,794	13,299	13,572	14,046	14,446	14,871
Other Federal employees retirement	162	156	145	151	158	165	171
Total employer share, employee retirement (on-budget)	31,550	34,137	34,220	35,485	37,342	39,280	41,288

Table 17-5. OFFSETTING RECEIPTS BY TYPE—Continued

(In millions of dollars)

Source	2003 Actual	Estimate					
		2004	2005	2006	2007	2008	2009
Interest received by on-budget trust funds	72,523	67,388	68,912	71,475	74,437	77,967	82,089
Proposed Legislation (non-PAYGO)			3	17	18	26	20
Total interfund transactions undistributed by agency	104,073	101,525	103,135	106,977	111,797	117,273	123,397
Total interfund transactions	238,252	260,988	290,346	338,638	361,818	382,635	404,215
Total on-budget receipts	290,711	296,928	330,643	381,469	407,753	431,815	456,902
Off-budget receipts:							
Trust intrafund transactions:							
Distributed by agency:							
Interfund transactions:							
Distributed by agency:							
Federal fund payments to trust funds:							
Old-age, survivors, and disability insurance	13,277	14,298	15,124	16,424	17,927	20,508	21,459
Undistributed by agency:							
Employer share, employee retirement (off-budget)	9,602	10,654	11,199	11,771	12,510	13,474	14,410
Proposed Legislation (non-PAYGO)			759				
Interest received by off-budget trust funds	83,544	86,286	91,918	100,124	110,171	122,419	136,640
Total off-budget receipts:	106,423	111,238	119,000	128,319	140,608	156,401	172,509
Total intragovernmental transactions	397,134	408,166	449,643	509,788	548,361	588,216	629,411
PROPRIETARY RECEIPTS FROM THE PUBLIC							
Distributed by agency:							
Interest:							
Interest on foreign loans and deferred foreign collections	465	459	451	434	458	373	371
Interest on deposits in tax and loan accounts	130	221	464	540	622	715	822
Other interest (domestic—civil) ²	10,934	11,538	11,839	12,311	13,094	14,010	14,834
Total interest	11,529	12,218	12,754	13,285	14,174	15,098	16,027
Dividends and other earnings	2,489	1,895	1,111	1,189	1,225	1,241	1,235
Royalties and rents	2,121	2,336	2,420	2,465	2,433	2,470	2,494
Proposed Legislation (PAYGO)			8	8	8	8	8
Sale of products:							
Sale of timber and other natural land products	198	429	446	447	471	507	494
Sale of minerals and mineral products	31	35	38	42	46	46	48
Sale of power and other utilities	686	691	726	822	826	826	846
Proposed Legislation (non-PAYGO)			-180	-186	-191	-197	-204
Other	92	75	86	82	72	89	85
Total sale of products	1,007	1,230	1,116	1,207	1,224	1,271	1,269
Fees and other charges for services and special benefits:							
Medicare premiums and other charges (trust funds)	28,433	32,169	36,839	49,297	55,128	58,926	62,969
Proposed Legislation (non-PAYGO)			-36	-50	-49	-51	-51
Nuclear waste disposal revenues	726	740	749	754	757	767	767
Proposed Legislation (PAYGO)			-749	-754	-757	-767	-767
Veterans life insurance (trust funds)	176	166	156	144	131	118	107
Other ²	4,120	4,263	4,880	11,325	14,109	14,893	15,712
Proposed Legislation (PAYGO)			7	82	105	104	109
Total fees and other charges	33,455	37,338	41,846	60,798	69,424	73,990	78,846
Sale of Government property:							
Sale of land and other real property ²	320	495	1,063	362	390	417	295
Proposed Legislation (PAYGO)			24	33	38	48	48
Military assistance program sales (trust funds)	10,454	11,974	10,882	10,849	11,044	11,243	11,446
Other	112	122	116	86	38	26	25
Total sale of Government property	10,886	12,591	12,085	11,330	11,510	11,734	11,814
Realization upon loans and investments:							
Negative subsidies and downward reestimates	9,842	8,399	937	891	882	866	853
Repayment of loans to foreign nations	85	88	94	108	25	28	30

Table 17-5. OFFSETTING RECEIPTS BY TYPE—Continued

(In millions of dollars)

Source	2003 Actual	Estimate					
		2004	2005	2006	2007	2008	2009
Other	95	88	84	80	78	74	74
Total realization upon loans and investments	10,022	8,575	1,115	1,079	985	968	957
Recoveries and refunds ²	3,487	4,552	4,822	4,705	4,291	3,702	3,812
Proposed Legislation (PAYGO)			15	-48	-134	-118	-122
Miscellaneous receipt accounts ²	1,631	2,241	2,277	2,316	2,338	2,367	2,394
Total proprietary receipts from the public distributed by agency	76,627	82,976	79,569	98,334	107,478	112,731	118,734
Undistributed by agency:							
Rents, bonuses, and royalties:							
Outer Continental Shelf rents and bonuses	1,292	620	527	564	557	588	545
Outer Continental Shelf royalties	3,737	3,967	4,228	5,043	5,056	5,128	5,148
Arctic National Wildlife Refuge:							
Proposed Legislation (PAYGO)				2,402	2	202	2
Sale of major assets				323			
Total proprietary receipts from the public undistributed by agency	5,029	4,587	4,755	8,332	5,615	5,918	5,695
Total proprietary receipts from the public	81,656	87,563	84,324	106,666	113,093	118,649	124,429
OFFSETTING GOVERNMENTAL RECEIPTS							
Distributed by agency:							
Defense cooperation		16	12	12	12	12	12
Regulatory fees	4,231	4,469	4,144	3,572	3,565	3,623	3,678
Proposed Legislation (non-PAYGO)			-44	-44	-45	-47	-47
Proposed Legislation (PAYGO)			843	1,414	1,471	1,530	1,593
Other	49	52	53	52	55	56	57
Undistributed by agency:							
Spectrum auction proceeds			100	9,000	11,200	4,200	15
Proposed Legislation (PAYGO)				50	-1,350	-1,200	3,580
Total offsetting governmental receipts	4,280	4,537	5,108	14,056	14,908	8,174	8,888
Total offsetting receipts	483,070	500,266	539,075	630,510	676,362	715,039	762,728

¹ Includes provision for covered Federal civilian employees and military personnel.² Includes both Federal funds and trust funds.