

## 18. 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.<sup>1</sup>

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 18–1 summarizes these transactions. For 2006, total offsetting collections and receipts from the public are estimated to be \$275.8 billion, and total user charges are estimated to be \$207.3 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 21–1, “Outlays to the Public, Net and Gross,” which appears in Chapter 21 of this volume.

**Table 18–1. GROSS OUTLAYS, USER CHARGES, OTHER OFFSETTING COLLECTIONS AND RECEIPTS FROM THE PUBLIC, AND NET OUTLAYS**

(in billions)

	Actual 2004	Estimate	
		2005	2006
Gross outlays .....	2,541.8	2,732.5	2,843.4
Offsetting collections and receipts from the public:			
User charges <sup>1</sup> .....	169.2	183.4	203.9
Other .....	80.4	69.7	71.8
Subtotal, offsetting collections and receipts from the public	249.6	253.1	275.8
Net outlays .....	2,292.2	2,479.4	2,567.6

<sup>1</sup> 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 18–2, “Total User Charge Collections.”

Total user charges:			
Offsetting collections and receipts from the public .....	169.2	183.4	203.9
Receipts .....	2.7	3.2	3.4
Total, User charges .....	171.9	186.6	207.3

<sup>1</sup> Showing collections from business-type transactions as offsets on the spending side of the budget follows the concept recommended by the *Report of the President’s Commission*

on *Budget Concepts* in 1967. The concept is discussed in Chapter 26: “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 18–2 shows that user charges were \$171.9 billion in 2004, and are estimated to increase to \$186.6 billion in 2005 and to \$207.3 billion in 2006, growing to an estimated \$243.1 billion in 2010, including the user charges proposals that are shown in Table 18–3. This table shows that the Administration’s user charge proposals, including extension of expiring charges, would increase user charges by an estimated \$5.3 billion in 2006, growing to an estimated \$11.2 billion in 2010.

**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, 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. (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.<sup>2</sup>

**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.

**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

<sup>2</sup>Beneficiary- 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.

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 historic 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.<sup>3</sup>

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

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

***Classification of user charges in the budget.*** As shown in Table 18–1, 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 \$3.4 billion in 2006 are classified on the receipts side and are included in the totals described in Chapter 17. "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 \$203.9 billion in 2006, 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 conceptually would 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 \$131.7 billion of user charges for 2006 are credited directly to expenditure accounts, and are generally available for expenditure when they are collected, without further action by the Congress. An estimated \$72.2 billion of user charges for 2006 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 18–2 and 18–3 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 26, "The Budget System and Concepts."

## II. Total User Charges

As shown in Table 18–2, total user charge collections (including those proposed in this Budget) are estimated to be \$207.3 billion in 2006, increasing to \$243.1 billion in 2010. 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 2006.

Table 18–2. TOTAL USER CHARGE COLLECTIONS

(in millions of dollars)

	Actual 2004	Estimates					
		2005	2006	2007	2008	2009	2010
<b>Receipts</b>							
Agricultural quarantine inspection fees .....	258	328	363	368	372	377	381
Abandoned mine reclamation fund .....	287	303	304	312	318	322	323
Department of State immigration, passport, and consular fees .....	556	846	886	889	892	895	898
Corps of Engineers harbor maintenance fees .....	870	896	1,002	1,098	1,173	1,221	1,269
Other .....	748	811	816	845	645	650	656
Subtotal, receipts .....	2,719	3,184	3,371	3,512	3,400	3,465	3,527
<b>Offsetting Collections and Receipts from the Public</b>							
<b>Discretionary</b>							
Department of Agriculture: Food safety inspection and other fees .....	289	227	231	226	226	225	222
Department of Commerce: Patent and trademark, fees for weather services, and other fees .....	1,628	1,757	1,898	1,996	2,105	2,241	2,393
Department of Defense: Commissary and other fees .....	9,316	9,287	9,783	9,828	9,853	9,853	9,853
Department of Energy: Federal Energy Regulation Commission, power marketing, and other fees .....	887	1,155	1,314	1,287	1,287	1,283	1,265
Department of Health and Human Services: Food and Drug Administration, Centers for Medicare and Medicaid Services, and other fees .....	1,324	899	981	958	960	955	940
Department of Homeland Security: Border and Transportation Security and other fees .....	1,997	2,449	4,325	4,528	4,751	4,984	5,230
Department of the Interior: Minerals Management Service and other fees .....	505	507	549	527	544	540	522
Department of Justice: Fees for bankruptcy oversight and other fees .....	284	302	313	306	306	305	300
Department of State: Passport and other fees .....	755	935	1,051	1,090	1,136	1,183	1,230
Department of the Treasury: Sale of commemorative coins and other fees .....	1,509	1,789	1,819	1,777	1,778	1,772	1,743
Department of Veterans Affairs: Medical care and other fees .....	1,815	2,033	2,248	2,344	2,446	2,553	2,663
Social Security Administration, State supplemental fees, supplemental security income .....	118	128	135	132	132	132	130
Federal Communications Commission: Regulatory fees .....	370	365	386	376	376	375	368
Federal Trade Commission: Regulatory fees .....	98	123	139	156	156	156	153
Nuclear Regulatory Commission: Regulatory fees .....	545	541	567	558	562	563	559
Securities and Exchange Commission: Regulatory fees .....	1,393	1,806	2,141	1,115	1,147	1,332	1,520
All other agencies, discretionary user charges .....	389	565	677	664	670	668	657
Subtotal, discretionary user charges .....	23,222	24,868	28,557	27,868	28,435	29,120	29,748
<b>Mandatory</b>							
Department of Agriculture: Crop insurance and other fees .....	1,539	1,959	1,971	2,008	2,066	2,131	2,181
Department of Defense: Commissary surcharge and other fees .....	877	908	589	518	404	354	338
Department of Energy: Proceeds from the sale of energy, nuclear waste disposal fees, and other fees .....	4,556	4,985	4,719	4,669	5,025	5,784	6,141
Department of Health and Human Services: Medicare Part B insurance premiums, and other fees .....	32,201	38,049	48,808	54,156	56,992	60,681	64,981
Department of Homeland Security: Customs, immigration, and other fees .....	5,176	6,052	6,496	6,677	6,864	7,048	7,234
Department of the Interior: Recreation and other fees .....	3,612	5,668	5,289	5,234	5,381	5,474	5,411
Department of Justice: Federal Prison Commissary fees and other fees .....	362	413	586	568	579	590	602
Department of Labor: Insurance premiums to guaranty private pensions and other fees .....	2,202	4,005	7,251	9,025	9,335	9,461	9,418
Department of the Treasury: Bank regulation, and other fees .....	752	812	988	1,003	1,024	1,047	1,068
Department of Veterans Affairs: Veterans life insurance and other fees .....	1,724	1,717	2,004	1,964	1,932	1,908	1,878
Office of Personnel Management: Federal employee health and life insurance fees .....	9,738	10,661	11,439	12,258	13,162	14,060	15,122
Federal Deposit Insurance Corporation: Deposit insurance premiums .....	763	666	908	1,071	1,470	2,059	3,059
National Credit Union Administration: Credit union share insurance and other fees .....	379	448	474	590	673	761	859
Postal Service: Fees for postal services .....	68,001	67,538	67,628	67,753	68,747	68,941	69,435
Tennessee Valley Authority: Proceeds from the sale of energy .....	7,576	7,797	8,075	8,108	8,091	8,149	8,338
Undistributed Offsetting Receipts: Sale of spectrum licenses, OCS receipts, and other charges ..	5,106	5,986	7,231	10,806	14,589	18,386	12,806
All other agencies, mandatory user charges .....	1,422	879	911	949	955	955	968
Subtotal, mandatory user charges .....	145,986	158,543	175,367	187,357	197,289	207,789	209,839
Subtotal, user charges that are offsetting collections and receipts from the public .....	169,208	183,411	203,924	215,225	225,724	236,909	239,587
<b>TOTAL, User charges</b> .....	<b>171,927</b>	<b>186,595</b>	<b>207,295</b>	<b>218,737</b>	<b>229,124</b>	<b>240,374</b>	<b>243,114</b>

### III. User Charge Proposals

As shown in Table 18–3, the Administration is proposing new or increased user charges, including proposed extensions of expiring charges, that would increase collections by an estimated \$5.3 billion in 2006, increasing to \$11.2 billion in 2010.

#### A. Discretionary User Charge Proposals

##### 1. Offsetting collections

##### Department of Commerce

*Patent and Trademark Office (PTO).* The Administration will propose legislation to permanently extend changes to PTO's patent and trademark fees that were enacted in the 2005 Consolidated Appropriations Act. These changes restructured patent fees and adjusted trademark fees for 2005 and 2006 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 Homeland Security

*Transportation Security Administration: Aviation security fees.* Aviation security fees are levied on both passengers and air carriers. The Budget proposes to increase aviation security passenger fees. In general, passenger security fees will rise by \$3.00. On a typical one-way ticket, the passenger security fee will rise from \$2.50 to \$5.50. For passengers flying multiple legs on a one-way ticket, the fee will rise from \$5.00 under current law to \$8.00. This proposal, along with air carrier security fees, will result in fee levels that recover nearly all of the \$4.5 billion cost of airport screening operations.

**Table 18–3. USER FEE AND OTHER USER CHARGE PROPOSALS<sup>1</sup>**

(estimated collections in millions of dollars)

	2006	2007	2008	2009	2010	2006–2010
<b>DISCRETIONARY</b>						
1. <i>Offsetting collections</i>						
<b>Department of Commerce</b>						
Patent and Trademark Office .....		168	145	115	81	509
<b>Department of Homeland Security</b>						
Transportation Security Administration:						
Aviation security fees .....	1,479	1,622	1,776	1,937	2,108	8,922
<b>Department of Housing and Urban Development</b>						
Office of Federal Housing Enterprise Oversight: Government-sponsored enterprise (GSE) regulation .....	–60	–59	–59	–58	–57	–293
2. <i>Offsetting receipts</i>						
<b>Nuclear Regulatory Commission</b>						
Extend Nuclear Regulatory Commission fees .....	365	351	350	346	337	1,749
Subtotal, discretionary user charge proposals .....	1,784	2,082	2,212	2,340	2,469	10,887
<b>MANDATORY</b>						
1. <i>Offsetting collections</i>						
<b>Department of Housing and Urban Development</b>						
Government-sponsored enterprise (GSE) regulation .....	6	6	6	6	6	30
<b>Department of Labor</b>						
Pension Benefit Guaranty Corporation .....	2,195	3,702	3,490	3,199	2,836	15,422
<b>Department of the Treasury</b>						
Office of Housing Finance Supervision: Government-sponsored enterprise (GSE) regulation .....	96	94	94	95	95	474
<b>Federal Deposit Insurance Corporation</b>						
Merge the bank insurance fund and the savings association insurance fund .....				–380	–856	–1,236
<b>Federal Housing Finance Board</b>						
Government-sponsored enterprise (GSE) regulation .....	–36	–37	–38	–39	–40	–190
2. <i>Offsetting receipts</i>						
<b>User Fee Proposals</b>						
<b>Department of Agriculture</b>						
Animal and Plant Health Inspection Service user fees* .....	11	11	11	12	12	57
Food Safety and Inspection Service user fees* .....	139	142	145	148	151	725
Grain Inspection, Packers and Stockyards Administration user fees* .....	25	26	26	27	27	131
Agricultural Marketing Service standardization user fees* .....	3	3	3	3	3	15
<b>Department of Justice</b>						
Bureau of Alcohol, Tobacco, Firearms and Explosives:						
Explosives regulation user fees* .....	120	120	120	120	120	600
<b>Department of Transportation</b>						
St. Lawrence Seaway Development Corporation user fees* .....	8	17	17	17	17	76

**Table 18-3. USER FEE AND OTHER USER CHARGE PROPOSALS<sup>1</sup>—Continued**

(estimated collections in millions of dollars)

	2006	2007	2008	2009	2010	2006–2010
<b>Department of the Treasury</b>						
Alcohol and Tobacco Tax and Trade Bureau regulatory activity user fees*	29	29	29	29	29	145
<b>Department of Veterans Affairs</b>						
Establish an annual enrollment fee for non-disabled, higher income veterans*	248	248	248	248	1,240	
Increased pharmaceutical copayments*	176	178	180	181	183	898
Medical services (illustrative discretionary spending authority—non-add)	(424)	(426)	(428)	(429)	(431)	(2,138)
<b>Environment Protection Agency</b>						
Pre-manufacture notice user fees*	4	8	8	8	8	36
Pesticide tolerance user fees* <sup>2</sup>	20	20	21	21	22	104
Pesticide registration user fees*	26	27	27	28	28	136
<b>Federal Communications Commission</b>						
Authorize spectrum license user fees		50	150	300	300	800
Analog spectrum lease fees		500	500	480	450	1,930
<b>Subtotal, User fee proposals</b>	<b>809</b>	<b>1,379</b>	<b>1,485</b>	<b>1,622</b>	<b>1,598</b>	<b>6,893</b>
<b>Other Proposals</b>						
<b>Department of Agriculture</b>						
Forest Service: Administration of rights-of-way	5	5	5	5	5	25
Forest Service: Facilities enhancement	42	42	42	65	65	256
<b>Department of Energy</b>						
Power Marketing Administrations: Charge market rates	40	157	446	1,145	1,406	3,194
<b>Department of Homeland Security</b>						
Immigration examination fees	31	31	31	31	31	155
<b>Department of the Interior</b>						
Arctic National Wildlife Refuge, sale of leases:						
Collections for payments to Alaska		1,200	1	101	1	1,303
Federal receipts		1,200	1	101	1	1,303
<b>Department of Labor</b>						
Foreign labor certification fees	40	40	40	40	40	200
<b>Corps of Engineers—Civil Works</b>						
Additional recreation fees	9	17	17	17	17	77
<b>Federal Communications Commission</b>						
Extending spectrum auction authority			-1,083	2,156	3,239	4,312
<b>Subtotal, other proposals</b>	<b>167</b>	<b>2,692</b>	<b>-500</b>	<b>3,661</b>	<b>4,805</b>	<b>10,825</b>
<b>Subtotal, mandatory user charge proposals</b>	<b>3,237</b>	<b>7,836</b>	<b>4,537</b>	<b>8,164</b>	<b>8,444</b>	<b>32,218</b>
<b>GOVERNMENTAL RECEIPTS</b>						
<b>Department of the Interior</b>						
Abandoned mine reclamation fees	304	312	318	322	323	1,579
Increase Indian Gaming Commission, activity fees		4	4	5	5	18
<b>Subtotal, governmental receipts user charge proposals</b>	<b>304</b>	<b>316</b>	<b>322</b>	<b>327</b>	<b>328</b>	<b>1,597</b>
<b>Total, user charge proposals</b>	<b>5,325</b>	<b>10,234</b>	<b>7,071</b>	<b>10,831</b>	<b>11,241</b>	<b>44,702</b>

<sup>1</sup> A negative sign indicates a decrease in collections.<sup>2</sup> Includes outlay reductions in 2009 and 2010.

\* The Administration will work with Congress to reclassify the enacted fees as discretionary beginning in 2007. Once reclassified, the Administration proposes to offset these fees against discretionary spending. Discretionary totals in those years will be reduced by these fees.

## Department of Housing and Urban Development

*Office of Federal Housing Enterprise Oversight: Government-sponsored enterprise (GSE) regulation.* This proposal is discussed below in the Department of the Treasury entry for the Office of Housing Finance Supervision.

### 2. Offsetting receipts

#### Nuclear Regulatory Commission

*Extend Nuclear Regulatory Commission (NRC) fees at their 2005 level for 2006 and later.* The Budget is proposing to extend NRC fees. The Omnibus Budget Reconciliation Act (OBRA) of 1990, as amended, re-

quired 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 a proposed \$567 million in 2006 to \$202 million, a loss of \$365 million.

## **B. Mandatory User Charge Proposals**

### **1. Offsetting collections**

#### **Department of Housing and Urban Development**

*Government-sponsored enterprise (GSE) regulation.* This proposal is discussed below in the Department of the Treasury entry for the Office of Housing Finance Supervision.

#### **Department of Labor**

*Pension Benefit Guaranty Corporation (PBGC).* The PBGC receives much of its income for its single-employer plan through flat-rate and variable-rate premiums. The current flat-rate premiums are \$19 per participant and have not been changed since 1991. The Administration's 2006 proposal would increase this amount to \$30 per participant and future increases would be indexed to wage growth. Variable-rate premiums would also be reformed to reflect new funding targets. The PBGC's Board of Directors would periodically review the variable-rate premiums to cover the cost of expected claims and to improve the PBGC's financial position. In 2006 these changes would result in an additional \$2,195 million in premium income for the PBGC.

#### **Department of the Treasury**

*Office of Housing Finance Supervision: Government-sponsored enterprise (GSE) regulation.* The Administration will again propose 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. The Budget places this new regulator in the Department of the Treasury. For additional information, see Chapter 7, "Credit and Insurance", in this volume, and the Department of the Treasury chapter in the Appendix volume.

#### **Federal Deposit Insurance Corporation**

*Merge the bank insurance fund and the saving association insurance fund.* The Federal Deposit Insurance Corporation (FDIC) insures deposits in banks and savings associations (thrifts) through the Bank Insurance Fund (BIF) and the Savings Association Insurance 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. Under baseline assumptions, BIF is expected to need to dramatically increase the insurance premiums it charges banks in 2009. Because the merged fund would be financially stronger, the combined fund is not expected to need to increase premiums until 2012.

## **Federal Housing Finance Board**

*Government-sponsored enterprise (GSE) regulation.* This proposal is discussed above in the Department of the Treasury entry for the Office of Housing Finance Supervision.

### **2. Offsetting receipts**

#### **User Fee Proposals**

For the proposals noted with an asterisk (\*) in the text below and in Table 18–3, the Administration will work with Congress to reclassify the enacted fees as discretionary beginning in 2007. Once reclassified, the Administration proposes to offset these fees against discretionary spending. Discretionary totals in those years will be reduced by these fees.

#### **Department of Agriculture**

*Animal and Plant Health Inspection Service user fees.\** The Administration proposes to establish user fees for animal welfare inspections, such as for animal research centers, humane societies, and kennels.

*Food Safety and Inspection Service user fees.\** 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.

*Grain Inspection, Packers, and Stockyards Administration (GIPSA) user fees.\** The Administration 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.

*Agriculture Marketing Service (AMS) standardization user fees.\** The Administration proposes to recover the cost of developing, reviewing and modifying quality grade standards through user fees. This proposal would enable the AMS to charge fees to customers of the agency's inspection and grading programs for the cost associated with the development, review, and maintenance of official grade standards for which the agency has these established services.

#### **Department of Justice**

*Bureau of Alcohol, Tobacco, Firearms and Explosives: Explosives regulation user fees.\** The Budget includes a proposal to authorize the Department of Justice to assess an explosives user fee on all explosives manufactured in or imported into the United States. For 2006, a user fee of \$0.02/ pound would generate \$120 million in additional collections. This new user fee, when combined with the Department's current explosives licensing fees, would provide full offset for the Bureau's regulation of the explosives industry. The fee would be set

in regulation, and could be increased as deemed necessary by the Attorney General.

### Department of Transportation

*St. Lawrence Seaway Development Corporation (SLSDC) user fees.\** This SLSDC is a wholly owned government corporation and an operating administration of the Department of Transportation responsible for the operations and maintenance of the U.S. portion of the St. Lawrence Seaway between Montreal and Lake Erie. The President's Budget proposes permanent authority for the U.S. SLSDC to collect mandatory receipts from users of the seaway. The proposal also provides some funding in 2006 for SLSDC if revenues are not sufficient to cover operational costs in the first year of implementation. The President's proposal would make SLSDC consistent with the St. Lawrence Seaway Management Corporation, its Canadian counterpart, which currently supports its operations through fees.

### Department of the Treasury

*Alcohol and Tobacco Tax and Trade Bureau regulatory activity user fees.\** The Budget proposes to establish user fees to cover the costs of the Tax and Trade Bureau's regulatory functions under its "Protect the Public" line-of-business. The new user fees include filing fees for Certificate of Label Approvals, proposed formulas, and permit applications, among others.

### Department of Veterans Affairs

*Establish an annual enrollment fee for PL 7 and PL 8 veterans (non-disabled, higher income).\** The Administration proposes to establish an annual enrollment fee of \$250 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.

*Increased pharmaceutical copayments for PL 7 and PL 8 veterans (non-disabled, higher income).\** The Administration proposes to increase pharmaceutical copayments from \$7 to \$15 for Priority Level 7 and 8 veterans. The increased receipts will more closely align the Department of Veterans Affairs with the private sector and the Department of Defense while allowing 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

*Pre-manufacture notice user fees.\** EPA presently collects fees from chemical manufacturers seeking to bring new chemicals into commerce. These fees are authorized by the Toxic Substances Control Act and are subject to an outdated statutory cap. The Administration proposes to eliminate the cap so that EPA can recover a greater portion of the cost of the program.

*Pesticide tolerance user fees.\** The Federal Food, Drug, and Cosmetic Act (FFDCA) requires the Environmental Protection Agency (EPA) to collect fees for es-

tablishment and reassessment of pesticide tolerances. Tolerances are maximum limits set by EPA on the amount of pesticides that may remain in or on foods after they have been treated. Collection of these tolerance fees has been blocked in appropriations acts since 2001. Most recently, provisions in the 2004 Consolidated Appropriations Act suspended this authority through 2008. The Administration proposes to eliminate the prohibition on the collection of the tolerance fee beginning in 2006.

*Pesticide registration user fees.\** EPA has the authority and an existing rule to collect fees from entities seeking to register their pesticides for use in the United States. However, these fees have been blocked through appropriations acts since 1989. Most recently, provisions in the 2004 Consolidated Appropriations Act suspended this authority through 2010. The Administration proposes to eliminate the prohibition on collecting this pesticide registration fee beginning in 2006.

### Federal Communications Commission

*Authorize spectrum license user fees.* To continue to promote efficient spectrum use, the Administration proposes new authority for the FCC to set user fees on unauctioned spectrum licenses, based on public-interest and spectrum-management principles. Fee collections are proposed to begin in 2007 and total \$3.1 billion through 2015.

*Analog spectrum lease fee.* To encourage television broadcasters to vacate the analog spectrum in a timely fashion as required by law, the Administration proposes authorizing the 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 would be exempt from the fee, and fee collections would decline.

## Other Proposals

### Department of Agriculture

*Forest Service: Administration of rights-of-way.* This increase in receipts reflects a Budget proposal that would permit the Forest Service to collect fees based upon a more accurate reflection of costs incurred in the administration and monitoring of special use permits on National Forest Systems lands.

*Forest Service: Facilities enhancement.* The Administration proposes reforms to enhance Forest Service efforts to improve its accountability and focus on measurable results in the management of national forests. These reforms will allow for the sale of unneeded facilities, with receipts being devoted to maintenance or replacement of needed existing facilities.

### Department of Energy

*Power Marketing Administrations: Charge market rates.* The Budget proposes to very gradually bring PMA electricity rates closer to average market rates throughout the country. According to the Government

Accountability Office, taxpayers across the Nation have borne some of the PMAs' costs and, therefore, helped subsidize the cost of PMA power purchased by electricity wholesalers. Reducing subsidies to electricity wholesalers is consistent with the Administration's policies, and this proposal will create a more level playing field for the Nation's electricity suppliers and encourage appropriate energy conservation.

### Department of Homeland Security

*Immigration examination fees.* The Administration proposes to adjust fees for Temporary Protected Status applications to fully capture processing costs and allow the Department to charge premium service fees for certain adjudications.

### Department of the Interior

*Arctic National Wildlife Refuge: Collections for payments to Alaska and Federal receipts.* 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. The Budget assumes that the first oil and gas lease sale would be held in 2007 and would result in \$2.4 billion in new revenues. All oil and gas revenues from the 1002 Area would be shared fifty percent with the State of Alaska, including the estimated \$2 million in annual rental payments. (The Federal share of revenues would be deposited in the Treasury.)

### Department of Labor

*Foreign labor certification fees.* The Administration will propose legislation to establish a new fee for applications under the permanent labor certification program. Fee proceeds would offset the costs of administering the program and partially support backlog reduction in regional offices. Upon enactment of the fee, funding for these activities now included in the Program Administration account will be reviewed and adjusted.

### Corps of Engineers—Civil Works

*Additional recreation fees.* The Corps of Engineers manages 4,300 recreation areas at 465 Corps projects (mostly lakes) in 43 states, used annually by millions of visitors. The Administration proposes a Corps recreation modernization initiative, based on a promising model now used by the National Park Service, the Forest Service, and other major Federal recreation pro-

viders. The agency would use a portion of the fees it collects (such as entrance fees) to upgrade the site where the fees are collected. The Corps would also seek legislative authority to operate a limited number of public/private partnerships, such as lake improvement districts, which would draw on local property owners and community leaders to help manage and finance the Corps recreation program. The Administration will use user fees as a percent of total program spending as a performance measure for this program since that is an indicator of community support for the program.

### Federal Communications Commission (FCC)

*Extending spectrum auction authority.* The Administration proposes to extend indefinitely the FCC's authority to auction spectrum licenses, which expires in 2007. Reductions in estimated receipts in 2008 resulting from possible shifting of spectrum auctions into later years are more than offset by higher estimated receipts for those auctions in 2009 and 2010 as well as new future auctions. Estimated additional receipts from this proposal are \$5.1 billion over the next ten years.

### C. User Charge Proposals that are Governmental Receipts

#### Department of the Interior

*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 June 30, 2005. 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 to clean up and reclaim in 25 years the most significant abandoned mine land problems. 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.

## OTHER OFFSETTING COLLECTIONS AND RECEIPTS

Table 18-4 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 \$275.8 billion in 2006. Of these, an estimated \$162.0 billion are offsetting collections credited to expenditure accounts and an esti-

mated \$113.8 billion are deposited in offsetting receipt accounts.

Information on the user charges presented in Table 18-4 is available in Tables 18-2 and 18-3 and the discussion that accompanies those tables. Major offsetting collections deposited in expenditure accounts that are not user charges include collections by the Commodity Credit 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 18-5 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 \$651.4 billion in 2006: \$537.6 billion are intragovernmental transactions; and \$113.8 billion are from the public, shown in the table as proprietary receipts from the public (\$108.0 billion) and offsetting governmental receipts (\$5.8 billion).

As noted above, offsetting collections and receipts by agency are also displayed in Table 21-1, "Outlays to the Public, Net and Gross," which appears in Chapter 21 of this volume.

**Table 18-4. OFFSETTING COLLECTIONS AND RECEIPTS FROM THE PUBLIC**

(in millions of dollars)

	Actual 2004	Estimate	
		2005	2006
<b>Offsetting collections credited to expenditure accounts:</b>			
User charges:			
Postal service stamps and other postal fees .....	68,001	67,538	67,628
Defense Commissary Agency .....	5,281	5,262	5,256
Employee contributions for employees and retired employees health benefits funds .....	7,932	8,776	9,442
Sale of energy:			
Tennessee Valley Authority .....	7,576	7,797	8,075
Bonneville Power Administration .....	3,279	3,647	3,647
All other user charges .....	27,539	30,828	37,665
Subtotal, user charges .....	119,608	123,848	131,713
Other collections credited to expenditure accounts:			
Commodity Credit Corporation fund .....	8,699	14,383	13,736
Supplemental security income (collections from the States) .....	4,168	4,318	4,520
Other collections .....	15,800	12,090	12,006
Subtotal, other collections .....	28,667	30,791	30,262
Subtotal, collections credited to expenditure accounts .....	148,275	154,639	161,975
<b>Offsetting receipts:</b>			
User charges:			
Medicare premiums .....	32,140	38,010	48,765
Outer Continental Shelf rents, bonuses, and royalties .....	5,106	5,886	7,131
All other user charges .....	12,354	15,667	16,315
Subtotal, user charges deposited in receipt accounts .....	49,600	59,563	72,211
Other collections deposited in receipt accounts:			
Military assistance program sales .....	11,734	10,882	11,114
Interest income .....	14,160	14,529	14,248
All other collections deposited in receipt accounts .....	25,832	13,454	16,215
Subtotal, other collections deposited in receipt accounts .....	51,726	38,865	41,577
Subtotal, collections deposited in receipt accounts .....	101,326	98,428	113,788
<b>Total, offsetting collections and receipts from the public .....</b>	<b>249,601</b>	<b>253,067</b>	<b>275,763</b>
<b>Total, offsetting collections and receipts excluding off-budget .....</b>	<b>181,509</b>	<b>185,457</b>	<b>208,062</b>
<b>ADDENDUM:</b>			
User charges that are offsetting collections and receipts <sup>1</sup> .....	169,208	183,411	203,924
Other offsetting collections and receipts from the public .....	80,393	69,656	71,839
<b>Total, offsetting collections and receipts from the public .....</b>	<b>249,601</b>	<b>253,067</b>	<b>275,763</b>

<sup>1</sup> Excludes user charges that are classified on the receipts side of the budget. For total user charges, see Table 18-1 or Table 18-2.

Table 18–5. OFFSETTING RECEIPTS BY TYPE

(In millions of dollars)

Source	2004 Actual	Estimate						
		2005	2006	2007	2008	2009	2010	
<b>INTRAGOVERNMENTAL TRANSACTIONS</b>								
<b>On-budget receipts:</b>								
Federal intrafund transactions:								
Distributed by agency:								
Interest from the Federal Financing Bank .....	1,156	515	429	668	574	436	467	
Proposed Legislation (non-PAYGO) .....				79	105	103	101	
Interest on Government capital in enterprises .....	1,000	922	1,165	1,170	1,120	1,086	1,067	
Interest received by retirement and health benefits funds .....		217	217	215	213	213	215	
General fund payments to retirement and health benefits funds:								
DoD retiree health care fund .....	16,961	17,273	18,971	20,871	22,954	25,223	27,690	
Miscellaneous Federal retirement funds .....		277	277	277	309	369	466	
Proposed Legislation (non-PAYGO) .....			1,951	2,227	2,565	2,796	3,148	
Other .....	2,303	2,308	2,470	2,558	2,140	2,203	2,233	
Proposed Legislation (non-PAYGO) .....			19	97	282	495	733	
Undistributed by agency:								
Employing agency contributions:								
DoD retiree health care fund .....	8,140	10,753	10,996	11,592	12,287	13,057	13,880	
Proposed Legislation (non-PAYGO) .....			2,951	3,157	3,378	3,615	3,868	
Total Federal intrafunds .....	29,560	32,265	39,446	42,911	45,927	49,596	53,868	
Trust intrafund transactions:								
Distributed by agency:								
Payments to railroad retirement .....	5,993	4,935	6,225	6,545	6,640	6,735	6,982	
Total trust intrafunds .....	5,993	4,935	6,225	6,545	6,640	6,735	6,982	
Total intrafund transactions .....	35,553	37,200	45,671	49,456	52,567	56,331	60,850	
Interfund transactions:								
Distributed by agency:								
Federal fund payments to trust funds:								
Contributions to insurance programs:								
Military retirement fund .....	18,189	21,358	23,241	24,112	25,015	25,955	26,927	
Supplementary medical insurance .....	94,736	115,230	182,748	194,542	204,071	216,112	229,885	
Proposed Legislation (non-PAYGO) .....			108	36				
Hospital insurance .....	9,259	9,332	10,492	11,574	13,453	14,800	15,543	
Railroad social security equivalent fund .....	121	118	121	132	148	153	158	
Rail industry pension fund .....	314	323	318	330	343	357	371	
Civilian supplementary retirement contributions .....	26,177	26,431	26,835	27,426	27,922	28,520	29,019	
Unemployment insurance .....	1,543	802	738	715	715	714	718	
Other contributions .....	402	550	572	573	583	585	579	
Subtotal .....	150,741	174,144	245,173	259,440	272,250	287,196	303,200	
Miscellaneous payments .....	2,123	1,817	1,730	1,692	1,683	1,675	1,638	
Proposed Legislation (non-PAYGO) .....			3,808					
Subtotal .....	152,864	175,961	250,711	261,132	273,933	288,871	304,838	
Trust fund payments to Federal funds:								
Existing law .....	1,283	3,307	1,664	3,021	3,513	3,568	3,632	
Proposed Legislation (non-PAYGO) .....			3,343	–459	–452	–448	–449	
Subtotal .....	1,283	3,307	5,007	2,562	3,061	3,120	3,183	
Total interfunds distributed by agency .....	154,147	179,268	255,718	263,694	276,994	291,991	308,021	
Undistributed by agency:								
Employer share, employee retirement (on-budget):								
Civil service retirement and disability insurance .....	12,083	12,765	13,690	14,706	15,860	16,918	18,060	
CSRD from Postal Service .....	4,199	4,414	4,507	4,555	4,605	4,659	4,712	
Hospital insurance (contribution as employer) <sup>1</sup> .....	2,713	2,627	2,659	2,696	2,781	2,871	2,968	
Postal employer contributions to FHI .....	710	673	674	701	729	758	788	
Military retirement fund .....	14,071	16,636	15,466	15,776	16,317	16,822	17,405	
Other Federal employees retirement .....	184	211	242	278	320	368	423	

Table 18-5. OFFSETTING RECEIPTS BY TYPE—Continued

(In millions of dollars)

Source	2004 Actual	Estimate					
		2005	2006	2007	2008	2009	2010
Total employer share, employee retirement (on-budget) .....	33,960	37,326	37,238	38,712	40,612	42,396	44,356
Interest received by on-budget trust funds .....	67,761	71,457	73,378	76,405	79,673	83,320	86,634
Proposed Legislation (non-PAYGO) .....			-4	-1	-7	-9	-9
Total interfund transactions undistributed by agency .....	101,721	108,783	110,612	115,116	120,278	125,707	130,981
Total interfund transactions .....	255,868	288,051	366,330	378,810	397,272	417,698	439,002
Total on-budget receipts .....	291,421	325,251	412,001	428,266	449,839	474,029	499,852
<b>Off-budget receipts:</b>							
Interfund transactions:							
Distributed by agency:							
Federal fund payments to trust funds:							
Old-age, survivors, and disability insurance .....	14,342	16,388	16,066	17,716	20,512	21,422	23,156
Undistributed by agency:							
Employer share, employee retirement (off-budget) .....	11,331	10,911	11,357	11,802	12,475	13,190	13,907
Interest received by off-budget trust funds .....	86,228	91,995	98,144	106,672	117,008	128,724	141,373
Total off-budget receipts: .....	111,901	119,294	125,567	136,190	149,995	163,336	178,436
<b>Total intragovernmental transactions .....</b>	<b>403,322</b>	<b>444,545</b>	<b>537,568</b>	<b>564,456</b>	<b>599,834</b>	<b>637,365</b>	<b>678,288</b>
<b>PROPRIETARY RECEIPTS FROM THE PUBLIC</b>							
<b>Distributed by agency:</b>							
Interest:							
Interest on foreign loans and deferred foreign collections .....	411	432	415	439	354	352	350
Interest on deposits in tax and loan accounts .....	136	338	471	529	564	578	593
Other interest (domestic—civil) <sup>2</sup> .....	10,624	11,922	12,112	12,765	13,526	14,153	14,730
Total interest .....	11,171	12,692	12,998	13,733	14,444	15,083	15,673
Dividends and other earnings .....	2,989	1,837	1,250	1,296	1,313	1,319	1,308
Royalties and rents .....	2,449	3,815	3,732	3,671	3,752	3,855	3,781
Sale of products:							
Sale of timber and other natural land products .....	211	244	258	280	332	318	323
Sale of minerals and mineral products .....	35	59	65	67	65	66	67
Sale of power and other utilities .....	617	721	409	411	413	409	394
Proposed Legislation (PAYGO) .....			40	157	446	1,145	1,406
Other .....	79	99	97	86	103	100	89
Total sale of products .....	942	1,123	869	1,001	1,359	2,038	2,279
Fees and other charges for services and special benefits:							
Medicare premiums and other charges (trust funds) .....	32,140	38,010	48,730	54,101	56,949	60,637	64,937
Proposed Legislation related to Medicaid proposal (PAYGO) .....			35	12			
Nuclear waste disposal revenues .....	776	749	754	757	767	767	769
Veterans life insurance (trust funds) .....	204	176	163	146	132	120	106
Veterans pharmaceutical copayments: Proposed Legislation (PAYGO) .....			176	178	180	181	183
Other <sup>2</sup> .....	3,780	3,824	10,785	13,765	14,773	15,867	17,049
Proposed Legislation (PAYGO) .....			1,265	1,291	1,295	1,301	1,305
Total fees and other charges .....	36,900	42,759	61,908	70,250	74,096	78,873	84,349
Sale of Government property:							
Sale of land and other real property <sup>2</sup> .....	621	1,321	982	985	987	967	970
Proposed Legislation (PAYGO) .....			-576	-576	-576	-553	-553
Military assistance program sales (trust funds) .....	11,734	10,882	11,114	11,044	11,243	11,446	11,651
Other .....	81	166	89	64	16	16	16
Total sale of Government property .....	12,436	12,369	11,609	11,517	11,670	11,876	12,084
Realization upon loans and investments:							
Negative subsidies and downward reestimates .....	8,159	5,434	1,071	1,001	990	970	845
Repayment of loans to foreign nations .....	88	94	108	25	28	30	33
Other .....	9,547	281	80	78	75	88	88

Table 18-5. OFFSETTING RECEIPTS BY TYPE—Continued

(In millions of dollars)

Source	2004 Actual	Estimate					
		2005	2006	2007	2008	2009	2010
Total realization upon loans and investments .....	17,794	5,809	1,259	1,104	1,093	1,088	966
Recoveries and refunds <sup>2</sup> .....	4,384	4,548	4,729	4,893	5,112	6,077	5,209
Proposed Legislation (PAYGO) .....			294	328	356	386	393
Miscellaneous receipt accounts <sup>2</sup> .....	2,650	2,168	2,209	2,226	2,245	2,263	2,290
Proposed Legislation (PAYGO) .....			33	33	31	31	29
Total proprietary receipts from the public distributed by agency .....	91,715	87,120	100,890	110,052	115,471	122,889	128,361
<b>Undistributed by agency:</b>							
Rents, bonuses, and royalties:							
Outer Continental Shelf rents and bonuses .....	644	646	677	669	683	662	594
Outer Continental Shelf royalties .....	4,462	5,240	6,454	6,074	6,085	6,438	6,727
Arctic National Wildlife Refuge:							
Proposed Legislation (PAYGO) .....				2,402	2	202	2
Sale of major assets .....				323			
Other undistributed offsetting receipts .....				1,500	5,000	4,300	
Total proprietary receipts from the public undistributed by agency .....	5,106	5,886	7,131	10,968	11,770	11,602	7,323
<b>Total proprietary receipts from the public .....</b>	<b>96,821</b>	<b>93,006</b>	<b>108,021</b>	<b>121,020</b>	<b>127,241</b>	<b>134,491</b>	<b>135,684</b>
<b>OFFSETTING GOVERNMENTAL RECEIPTS</b>							
<b>Distributed by agency:</b>							
Defense cooperation .....		17	12	13	14	15	16
Regulatory fees .....	4,481	5,183	5,521	5,515	5,558	5,596	5,630
Proposed Legislation (non-PAYGO) .....			-60	-59	-59	-58	-57
Proposed Legislation (PAYGO) .....			71	71	71	71	71
Other .....	24	122	123	123	123	123	124
<b>Undistributed by agency:</b>							
Spectrum auction proceeds .....		100	100	788	8,252	8,148	1,494
Proposed Legislation (PAYGO) .....				550	-433	2,936	3,989
Total offsetting governmental receipts .....	4,505	5,422	5,767	7,001	13,526	16,831	11,267
<b>Total offsetting receipts .....</b>	<b>504,648</b>	<b>542,973</b>	<b>651,356</b>	<b>692,477</b>	<b>740,601</b>	<b>788,687</b>	<b>825,239</b>

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

