

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.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 18–1 summarizes these transactions. For 2007, total offsetting collections and receipts from the public are estimated to be \$312.9 billion, and total user charges are estimated to be \$243.2 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 21–1, which appears in Chapter 21, “Outlays to the Public, Gross and Net,” of this volume.

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

(in billions)

	Actual 2005	Estimate	
		2006	2007
Gross outlays	2,728.8	2,993.1	3,083.0
Offsetting collections and receipts from the public:			
User charges ¹	181.8	205.6	239.8
Other	74.8	78.8	73.0
Subtotal, offsetting collections and receipts from the public ...	256.6	284.4	312.9
Net outlays	2,472.2	2,708.7	2,770.1

¹Total 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	181.8	205.6	239.8
Receipts	3.4	3.5	3.4
Total, User charges	185.2	209.1	243.2

¹Showing 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 \$185.2 billion in 2005, and are estimated to increase to \$209.1 billion in 2006 and to \$243.2 billion in 2007, growing to an estimated \$258.5 billion in 2011, 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 \$3.5 billion in 2007, growing to an estimated \$9.7 billion in 2011.

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 defini-

tions 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.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.

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

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.

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

II. TOTAL USER CHARGES

As shown in Table 18–2, total user charge collections (including those proposed in this Budget) are estimated to be \$243.2 billion in 2007, increasing to \$258.5 billion in 2011. User charge collections by the Postal Service

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 2007 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 \$239.8 billion in 2007, 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 \$136.5 billion of user charges for 2007 are credited directly to expenditure accounts, and are generally available for expenditure when they are collected, without further action by the Congress. An estimated \$103.3 billion of user charges for 2007 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."

and for Medicare premiums are the largest and are estimated to be more than half of total user charge collections in 2007.

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

Table 18–2. TOTAL USER CHARGE COLLECTIONS
(in millions of dollars)

	Actual 2005	Estimates					
		2006	2007	2008	2009	2010	2011
Receipts							
Judicial Branch: Filing fees, U. S. courts	275	308	306	333	332	340	343
Department of Agriculture: Agricultural quarantine inspection fees	338	363	368	371	376	380	388
Department of the Interior: Abandoned mine reclamation fund	293	300	.....	.....	.....	.....	.....
Department of State: Immigration, passport, and consular fees	911	835	922	924	923	922	921
Corps of Engineers: Harbor maintenance fees	1,048	1,133	1,228	1,329	1,451	1,590	1,743
Other charges	546	536	547	341	345	348	351
Subtotal, receipts	3,411	3,475	3,371	3,298	3,427	3,580	3,746
Offsetting Collections and Receipts from the Public							
Discretionary							
Department of Agriculture: Food safety inspection and other charges	299	324	364	352	351	346	350
Department of Commerce: Patent and trademark, fees for weather services, and other charges	1,596	1,810	1,970	1,892	2,059	2,245	2,434
Department of Defense: Commissary and other charges	8,934	9,135	9,901	9,903	9,903	9,903	9,903
Department of Energy: Federal Energy Regulation Commission, power marketing, and other charges	785	1,077	1,256	1,213	1,206	1,190	1,205
Department of Health and Human Services: Food and Drug Administration, Centers for Medicare and Medicaid Services, and other charges	1,377	977	1,175	1,039	1,033	1,018	1,031
Department of Homeland Security: Border and Transportation Security and other charges	2,044	2,384	4,115	4,319	4,535	4,759	4,996
Department of the Interior: Minerals Management Service and other charges	533	550	842	630	544	527	552
Department of Justice: charges for bankruptcy oversight and other charges	309	339	486	470	467	461	466
Department of State: Passport and other charges	1,605	1,129	1,390	1,437	1,496	1,554	1,623
Department of Transportation: Pipeline safety and other charges	115	111	114	110	110	109	110
Department of the Treasury: Sale of commemorative coins and other charges	1,550	2,428	2,521	2,436	2,423	2,390	2,418
Department of Veterans Affairs: Medical care and other charges	1,938	2,131	2,916	3,062	3,208	3,350	3,592
General Services Administration: Acquisition services fund and other charges	49	603	594	582	580	573	580
Social Security Administration, State supplemental fees, supplemental security income	123	119	119	115	114	113	114
Federal Communications Commission: Regulatory fees	378	374	387	374	373	369	373
Federal Trade Commission: Regulatory fees	118	139	138	151	156	159	163
National Credit Union Administration: Collections	152	172	197	215	220	224	229
Nuclear Regulatory Commission: Regulatory fees	534	624	627	609	608	602	611
Securities and Exchange Commission: Regulatory fees	1,665	2,144	1,116	1,140	1,321	1,504	1,724
All other agencies, discretionary user charges	-2,845	320	369	364	357	349	353
Subtotal, discretionary user charges	21,259	26,890	30,597	30,413	31,064	31,745	32,827
Mandatory							
Department of Agriculture: Crop insurance and other charges	1,880	1,559	1,847	1,841	1,802	1,863	1,908
Department of Defense: Commissary surcharge and other charges	1,090	657	545	598	645	661	687
Department of Energy: Proceeds from the sale of energy, nuclear waste disposal and other charges	4,709	4,406	4,781	4,709	4,882	4,822	4,888
Department of Health and Human Services: Medicare Part B insurance premiums and other charges	39,854	48,186	55,546	59,765	62,853	65,415	69,071
Department of Homeland Security: Customs, immigration, and other charges	6,196	6,790	7,140	7,480	7,841	8,203	8,557
Department of the Interior: Recreation and other charges	5,584	6,629	6,329	6,265	5,970	5,786	5,837
Department of Justice: Federal Prison Commissary fees and other charges	400	472	487	500	514	528	543
Department of Labor: Insurance premiums to guarantee private pensions and other collections ..	2,519	4,039	5,416	10,032	10,577	11,034	11,522
Department of the Treasury: Bank regulation, and other charges	875	919	1,107	1,136	1,161	1,189	1,216
Department of Veterans Affairs: Veterans life insurance and other charges	1,682	2,576	1,864	1,826	1,801	1,768	1,746
Office of Personnel Management: Federal employee health and life insurance fees	10,298	11,053	11,921	12,826	13,718	14,726	15,869
Federal Deposit Insurance Corporation: Deposit insurance fees	707	1,378	1,430	2,745	5,239	7,299	8,364
National Credit Union Administration: Credit union share insurance and other charges	324	293	323	285	220	219	224
Postal Service: Fees for postal services	68,504	71,176	71,491	71,678	71,872	72,066	72,310
Tennessee Valley Authority: Proceeds from the sale of energy	7,806	8,621	8,937	8,443	8,428	8,708	8,987
Undistributed Offsetting Receipts:							
Executive Office of the President: Spectrum relocation receipts .....	.....	.....	9,720	1,080	.....	.....	.....
Federal Communications Commission: Auction receipts	160	110	9,950	1,150	100	100	100
Outer Continental Shelf receipts and other collections	6,146	9,118	9,591	16,761	9,460	10,134	9,209
All other agencies, mandatory user charges	1,818	728	820	831	851	864	888
Subtotal, mandatory user charges	160,552	178,710	209,245	209,951	207,934	215,385	221,926
Subtotal, user charges that are offsetting collections and receipts from the public	181,811	205,600	239,842	240,364	238,998	247,130	254,753
TOTAL, User charges	185,222	209,075	243,213	243,662	242,425	250,710	258,499

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 \$3.5 billion in 2007, increasing to \$9.7 billion in 2011. These amounts are collections and receipts only. They do not include related spending.

A. Discretionary User Charge Proposals

1. Offsetting collections

Department of Agriculture

Farm Service Agency (FSA) user fees. New discretionary user fees are proposed to partially offset the salaries and expense cost necessary to operate two programs at FSA. The first fee would apply a service fee to loan deficiency payments (LDP) to help defray the cost associated with agency site visits and application preparation. The fee is estimated to be \$5 per LDP and would most likely be collected by taking the fee amount as a reduction from the total LDP payment prior to issuance. The second fee would also apply a service fee to conservation reserve program contracts (including re-enrollments and extensions) to help defray the cost associated with administration of the program. The fee would be determined by contract size and is estimated to average \$100 per contract.

Department of Defense

Medical care fees. The Budget increases enrollment fees and deductibles for military retirees under age 65 (and families). The new cost shares differ for officer and enlisted retirees and for those in the different types of plans. They are also phased in over two years and indexed thereafter. The Budget also assumes that retail pharmacy co-payments for all military retirees will increase. In all cases, the changes in the out-of-pocket

expenses would increase by no more than that of the annual Federal civilian health premium since 1996. None of these changes apply to active-duty members and their dependents. The total 2007 savings for these proposals is \$735 million, \$249 million of which requires new statutory authority.

Department of Health and Human Services

Medicare program management: Survey and certification user fee. The Budget proposes a new user fee for the Survey and Certification program within the Centers for Medicare and Medicaid Services. The agency would charge facilities participating in Medicare and Medicaid a fee for conducting follow-up surveys, which verify that they have taken appropriate action to correct identified deficiencies in compliance with specific Federal health, safety, and quality standards. This proposal could result in potential collections of \$35 million in 2007.

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 replace the two-tiered aviation passenger security fee with a single flat security fee of \$5.00 for a one-way trip. The single fee corresponds better with actual security screening, which normally occurs only once in a one-way trip regardless of the number of trip segments. This proposal, along with air carrier security fees, will result in fee levels paid by system users that cover about 70 percent of core aviation security costs. Requiring users to pay for aviation screening and security is what was intended by the Congress and will free up other homeland resources to address security threats across the general population.

Table 18-3. USER FEE AND OTHER USER CHARGE PROPOSALS ¹

(estimated collections in millions of dollars)

	2007	2008	2009	2010	2011	2007-2011
DISCRETIONARY						
<i>1. Offsetting collections</i>						
Department of Agriculture						
Farm Service Agency user fees	35	34	34	33	34	170
Department of Defense						
Medical care fees	249	635	907	1,106	1,353	4,250
Department of Health and Human Services						
Medicare program management: Survey and certification user fee	35	34	34	33	34	170
Department of Homeland Security						
Transportation Security Administration: Aviation security fees	1,631	1,778	1,938	2,105	2,283	9,735
Department of Housing and Urban Development						
Office of Federal Housing Enterprise Oversight: Government-sponsored enterprise (GSE) regulation	-62	-60	-60	-59	-59	-300
Department of Justice						
Bureau of Alcohol, Tobacco, Firearms, and Explosives: Explosives regulation user fees	120	116	115	114	115	580
Department of Transportation						
St. Lawrence Seaway Development Corporation commercial tolls*	9	9	9	9	9	45
Department of Veterans Affairs						
Medical care fees:						
Prescription copayments for PL7s and 8s	288	255	255	255	254	1,307
Annual enrollment user fee for PL 7s and 8s	226	229	221	212	204	1,092
Eliminating offset of copayments with insurance collections for PL 7s and 8s	30	34	38	42	47	191
Commodity Futures Trading Commission						
Transaction fees	127	123	122	120	122	614
<i>2. Offsetting receipts</i>						
Department of the Interior						
Abandoned mine reclamation fees	312	79	.....	.....	.....	391
Repeal Energy Bill fee prohibition .....	.....	20	20	20	20	80
Subtotal, discretionary user charge proposals	3,000	3,286	3,633	3,990	4,416	18,325
MANDATORY						
<i>1. Offsetting collections</i>						
Department of Housing and Urban Development						
Government-sponsored enterprise (GSE) regulation	6	6	6	6	6	30
Federal Housing Enterprise Regulator						
Government-sponsored enterprise (GSE) regulation	98	98	98	98	98	490
Federal Housing Finance Board						
Government-sponsored enterprise (GSE) regulation	-36	-38	-39	-40	-41	-194
<i>2. Offsetting receipts</i>						
Department of Agriculture						
Food Safety and Inspection Service user fees*	105	155	148	151	154	713
Grain, Inspection, Packers, and Stockyards Administration (GIPSA) user fees*	20	20	21	21	22	104
Agricultural Marketing Service standardization and marketing orders user fees*	14	14	15	15	15	73
Animal and Plant Health Inspection Service user fees*	8	11	11	12	12	54
Federal crop insurance fees* .....	.....	15	15	15	15	60
Department of Defense						
National defense stockpile asset sales: Authorization for additional sales	1	50	72	80	96	299
Department of Health and Human Services: Food and Drug Administration						
Re-inspection fees*	22	23	23	24	24	116
Food and animal feed export certification fees*	4	4	4	4	4	20
Department of Homeland Security						
Immigration examination fees	31	31	31	31	31	155
Department of the Interior						
Bureau of Land Management land sale authority .....	.....	5	9	14	52	80
Arctic National Wildlife Refuge, lease bonuses:						
Collections for payments to Alaska .....	.....	3,502	2	503	3	4,010
Collections deposited in the Treasury .....	.....	3,502	2	503	3	4,010
Department of Labor						
Foreign labor certification fees	35	35	35	35	35	175
Pension Benefit Guaranty Corporation premiums .....	.....	4,202	4,209	4,223	4,237	16,871
Department of the Treasury						
Alcohol and Tobacco Tax and Trade Bureau regulatory activity user fees*	29	29	29	29	29	145
Corps of Engineers—Civil Works						
Additional recreation fees	9	17	17	17	17	77
Environmental Protection Agency						
Pesticide user fees*	56	66	53	53	53	281
Pre-manufacture notice user fees*	4	8	8	8	8	36

Table 18-3. USER FEE AND OTHER USER CHARGE PROPOSALS¹—Continued

(estimated collections in millions of dollars)

	2007	2008	2009	2010	2011	2007–2011
Federal Communications Commission						
Authorize spectrum license fees	50	150	300	300	400	1,200
Subtotal, mandatory user charge proposals	456	11,905	5,069	6,102	5,273	28,805
GOVERNMENTAL RECEIPTS						
Department of the Interior						
National Indian Gaming Commission activity fees .....	.....	5	5	5	5	20
Total, user charge proposals	3,456	15,196	8,707	10,097	9,694	47,150

Note: A negative sign indicates a decrease in collections.

¹ These amounts are collections and receipts only. They do not include related spending.

* Once the fees are enacted, the Administration will work to reclassify them to offset discretionary spending beginning in 2008.

Department of Housing and Urban Development

Office of Federal Housing Enterprise Oversight: Government-sponsored enterprise (GSE) regulation. This proposal is discussed below in the section on the Federal Housing Enterprise Regulator.

Department of Justice

Bureau of Alcohol, Tobacco, Firearms and Explosives: Explosives regulation user fees. A new discretionary explosives user fee is proposed for all explosives manufactured in or imported into the United States. The fee would not apply to smokeless and black powder. Nor would it apply to sales to the military. For 2007, a user fee of \$0.02/ pound would generate an estimated \$120 million in additional collections, which would be used to offset the cost of regulating the explosives industry.

Department of Transportation

St. Lawrence Seaway Development Corporation (SLSDC) commercial tolls. 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. This Budget proposes to allow the SLSDC to collect commercial tolls from users of the Seaway. The proposal also provides some funding so that SLSDC could cover its full-year operational costs in 2007. In future years, the Seaway could be fully fee-funded, consistent with its Canadian counterpart.

Department of Veterans Affairs

Medical care fees. The President's Budget includes legislation to implement a \$250 annual enrollment fee and higher drug co-pays (from \$8 to \$15) for non-disabled higher-income veterans (PL 7/8 veterans). These proposals do not pertain to veterans who are considered among VA's core mission and the highest priority—those with service disabilities, lower incomes, or special needs. The Budget also includes technical correction language to ensure that current co-pays are charged to all eligible veterans equally and not reduced if a veteran has outside insurance. The total savings for

2007 is estimated to be \$795 million, of which \$544 million is increased collections.

Commodity Futures Trading Commission

Transaction fees. The Commodity Futures Trading Commission (CFTC) ensures the integrity and effectiveness of the U.S. futures and options markets and protects investors by preventing fraud and abuse and ensuring adequate disclosure of information. The Budget proposes a new transaction fee on commodity futures and option contracts traded on approved exchanges to cover the cost of the CFTC's regulatory activities. CFTC is the only Federal financial regulator that does not derive its funding from the specialized entities it regulates. This fee will shift CFTC's costs from the general taxpayer to the primary beneficiaries of CFTC's oversight and will be set at a level to avoid inhibiting the market's competitiveness.

2. Offsetting 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 through 2007.

Repeal Energy Bill fee prohibition. A last-minute addition to the 2005 Energy Policy Act prohibited the Administration from implementing new fees for oil and gas permit processing on Federal lands and provided a mandatory stream of funding for permit processing from funds that previously went to the Treasury. The Budget proposes to repeal this provision and institute new fees, as had been proposed in the 2006 Budget. The proposed fees are expected to generate approximately \$20 million in 2008, thereby reducing the cost to taxpayers for operating these programs and eliminating the need for mandatory funding.

B. Mandatory User Charge Proposals

1. Offsetting collections

Department of Housing and Urban Development (HUD)

Government-sponsored enterprise (GSE) regulation. Upon enactment of the Budget proposal for a strengthened regulator for GSE's it is expected that the cost of HUD's responsibilities under the Federal Housing Enterprise Safety and Soundness Act of 1992, and amendments as proposed, would be assessed on Fannie Mae and Freddie Mac. 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. The cost of these regulatory responsibilities is currently in the HUD salaries and expenses account as a non-reimbursable expense.

Federal Housing Enterprise Regulator

Government-sponsored enterprise (GSE) regulation. The Administration will again propose broad reform of the supervisory system for 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. For additional information, see Chapter 7, "Credit and Insurance", in this volume.

Federal Finance Housing Board

Government-sponsored enterprise (GSE) regulation. This proposal is discussed above in the section on the Federal Housing Enterprise Regulator.

2. Offsetting receipts

For the mandatory 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 2008. 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

*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 and marketing orders user fees.** The Administration is proposing two fees for the AMS. The first is a mandatory user fee (spending will be discretionary) to recover the full cost of the development of grade standards for which the agency currently provides grading services. The second is a proposal to recover a majority of the cost of the agency's oversight of marketing agreements and orders programs. These programs are industry run "self-help" initiatives and funding for Federal oversight of these programs should come from the industries that benefit substantially from their operation.

*Animal and Plant Health Inspection Service user fees.** The Administration proposes to establish user fees for animal welfare inspections, for animal research facilities, carriers, and in-transit handlers of animals.

*Federal crop insurance fees.** The Administration proposes to implement a participation fee in the Federal crop insurance program to fund modernization and future maintenance of the existing information technology (IT) system. The fee would be charged to insurance companies participating in the Federal crop insurance program based on a rate of about one-half cent per dollar of premium sold. Because it is the companies that will most benefit from better, more advanced computer systems, it is reasonable that they contribute to the modernization and maintenance of these systems.

Department of Defense

National Defense stockpile asset sales: Authorization for additional sales. The Administration proposes legislation to permit the sale of the remaining government-owned industrial commodities in the National Defense Stockpile that are not needed for national defense requirements. Sales of these commodities are expected to result in mandatory sales receipts of about \$1 million in 2007 and a total of about \$347 million in the next ten years. Sales receipts are subject to fluctuation based on commodity price changes.

Department of Health and Human Services: Food and Drug Administration (FDA)

*Re-inspection fees.** FDA conducts post-market inspections of food, human drug, biologic, animal drug and feed, and medical device manufacturers to assess their compliance with Good Manufacturing Practice requirements. The Administration proposes new fees that would be assessed for repeat inspections due to violations found during the first inspection. FDA estimates collections of \$22 million in 2007.

*Food and animal feed export certification fees.** FDA collects user fees for the issuance of export certifications for human and animal drugs, and medical devices as authorized by the Federal Food, Drug, and Cosmetic Act. The Administration proposes to expand FDA's authority to collect user fees for the issuance of export certificates for foods and animal feed. Timely issuance of food/feed export certificates funded through user fees would improve the ability of food and animal feed pro-

ducers to export their products. Thus, this proposal would enhance global competitiveness of U.S. industry. FDA estimates collections of \$4 million in 2007.

Department of Homeland Security

Extend Customs and Border Protection user fees. The Administration proposes the reauthorization beginning in 2015 of two user fees set to expire at the end of 2014: U.S. Customs and Border Protection (CBP) conveyance and passenger fees, and the Merchandise Processing Fee (MPF). CBP currently collects multiple different conveyance and passenger user fees under the Consolidated Omnibus Budget Reconciliation Act of 1985 and related statutes and a merchandise processing fee (MPF) established by the Omnibus Budget Reconciliation Act of 1986, all of which are set to expire on September 30, 2014. Collections in 2015 are estimated to be \$2.9 billion.

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

Bureau of Land Management 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) return 70 percent of land sale proceeds to the Treasury; and (4) cap receipt retention at \$60 million per year. 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. The new receipts shown in this chapter reflect only a portion of the savings from this proposal; additional savings will be generated by redirecting receipts under the existing FLTFA authority to the Treasury. The amounts shown in Table 18-3 reflect receipts only and do not include related spending.

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 2008 and would result in an estimated \$7 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 \$6 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 cost-based user fee for new applications under the permanent labor certification program. Fee proceeds would offset the costs of administering the program. Upon enactment of the fee, funding for these activities now included in the program administration account will be reviewed and adjusted.

Pension Benefit Guaranty Corporation premiums. The Administration will re-propose increases to the insurance premiums paid to the Pension Benefit Guaranty Corporation for single-employer defined benefit pension insurance. The increase in premiums is needed to eliminate over the next 10 years the nearly \$23 billion deficit in this system. The Administration is working with the Congress to enact comprehensive pension reform including funding, disclosure, and premium changes, to ensure the solvency of the pension system.

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, permit applications, and administrative fees for "drawbacks" from manufacturers of non-beverage products.

Corps of Engineers—Civil Works

Additional recreation fees. The Corps of Engineers manages 4,300 recreation areas at 465 Corps projects (mostly lakes and reservoirs) on 12 million acres in 43 States at an annual cost of about \$267 million. The Administration re-proposes a recreation modernization ("RecMod") initiative that would encourage the collection of entrance fees (not currently authorized) and the creation of public/private partnerships to improve Corps recreation facilities and services at little or no cost to the Federal Government. User fees and private/public partnerships would be implemented selectively, at recreation areas where fees would be appropriate. Some Corps recreation areas are isolated and remote; raising fees there might not be productive. But others are integral parts of prosperous urban communities with valuable lake-front property. Those communities may decide to help upgrade the Corps recreation areas that their citizens enjoy to provide amenities that might not otherwise be available.

Environmental Protection Agency

*Pesticide user fees.** EPA presently collects fees from entities seeking to register their pesticides and from entities with existing pesticides registered for use in the United States. The Administration proposes to better cover the costs of EPA's pesticide services by increasing collections of currently authorized, but soon to expire, pesticide user fees. Furthermore, the Federal

Food, Drug, and Cosmetic Act requires EPA to collect fees for the establishment and reassessment of pesticide tolerances. However, collection of these fees has been blocked through 2008. The Administration proposes to eliminate the prohibition and collect the tolerance fee in 2007. In addition, amendments to the Federal Insecticide, Fungicide, and Rodenticide Act require EPA to implement a new program to review all registered pesticides on a 15 year cycle to ensure that registrations reflect current science. EPA will phase in this new Registration Review program in 2007 while phasing out its Reregistration program. If EPA determines that a pesticide adversely impacts an endangered species during registration review, additional work is required to ensure adequate protections are implemented. The new registration review fee structure is designed to cover the incremental cost of this work.

*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.

Federal Communications Commission

Authorize spectrum license fees. 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 are estimated to total \$3.6 billion through 2016.

Extend spectrum auction authority. The Administration proposes to extend indefinitely the FCC's authority to auction spectrum licenses, which was slated to expire in 2007, but is extended through 2011 in the Deficit Reduction Act. Assuming that this temporary extension occurs, the additional receipts from a permanent extension are estimated to be \$1.0 billion for 2012–2016.

C. User Charge Proposals that are Governmental Receipts

Department of the Interior

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 \$312.9 billion in 2007. Of these, an estimated \$165.5 billion are offsetting collections credited to expenditure accounts and an estimated \$147.4 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 \$718.3 billion in 2007: \$570.8 billion are intragovernmental transactions; and \$147.4 billion are from the public, shown in the table as proprietary receipts from the public (\$130.8 billion) and offsetting governmental receipts (\$16.7 billion).

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

Table 18-4. OFFSETTING COLLECTIONS AND RECEIPTS FROM THE PUBLIC
(in millions of dollars)

	Actual 2005	Estimate	
		2006	2007
Offsetting collections credited to expenditure accounts:			
User charges:			
Postal service stamps and other postal fees	68,504	71,176	71,491
Defense Commissary Agency	5,393	5,296	5,294
Employee contributions for employees and retired employees health benefits funds	8,403	9,082	9,826
Sale of energy:			
Tennessee Valley Authority	7,806	8,621	8,937
Bonneville Power Administration	3,214	3,134	3,436
All other user charges	26,783	33,700	37,523
Subtotal, user charges	120,103	131,009	136,507
Other collections credited to expenditure accounts:			
Commodity Credit Corporation fund	11,059	14,751	13,047
Supplemental security income (collections from the States)	4,506	4,240	4,561
Other collections	16,057	11,737	11,340
Subtotal, other collections	31,622	30,728	28,948
Subtotal, collections credited to expenditure accounts	151,725	161,737	165,455
Offsetting receipts:			
User charges:			
Medicare premiums	38,243	48,119	55,478
Outer Continental Shelf rents, bonuses, and royalties	6,146	9,118	9,541
All other user charges	17,319	17,354	38,316
Subtotal, user charges deposited in receipt accounts	61,708	74,591	103,335
Other collections deposited in receipt accounts:			
Military assistance program sales	11,051	11,114	11,044
Interest income	15,168	14,003	15,203
All other collections deposited in receipt accounts	16,957	22,978	17,847
Subtotal, other collections deposited in receipt accounts	43,176	48,095	44,094
Subtotal, collections deposited in receipt accounts	104,884	122,686	147,429
Total, offsetting collections and receipts from the public	256,609	284,423	312,884
Total, offsetting collections and receipts excluding off-budget	188,042	213,187	241,332
ADDENDUM:			
User charges that are offsetting collections and receipts ¹	181,811	205,600	239,842
Other offsetting collections and receipts from the public	74,798	78,823	73,042
Total, offsetting collections and receipts from the public	256,609	284,423	312,884

¹ 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	2005 Actual	Estimate					
		2006	2007	2008	2009	2010	2011
INTRAGOVERNMENTAL TRANSACTIONS							
On-budget receipts:							
Federal intrafund transactions:							
Distributed by agency:							
Interest from the Federal Financing Bank	552	393	786	803	697	742	794
Interest on Government capital in enterprises	814	1,073	1,075	1,075	1,066	1,023	1,004
Interest received by retirement and health benefits funds	180	172	177	184	190	202	217
General fund payments to retirement and health benefits funds:							
Proposed Legislation (non-PAYGO)		1,713	1,999	2,353	2,599	2,966	3,377
DoD retiree health care fund	17,639	19,216	20,722	22,723	24,903	27,264	29,806
Proposed Legislation (non-PAYGO)			-2	-7	-11	-17	-22
Miscellaneous Federal retirement funds	277	285	285	306	377	474	437
Other	3,323	2,551	2,789	2,305	2,356	2,409	2,474
Proposed Legislation (non-PAYGO)		28	105	270	463	682	932
Undistributed by agency:							
Employing agency contributions:							
Proposed Legislation (non-PAYGO)		2,933	3,138	3,358	3,593	3,845	4,114
DoD retiree health care fund	10,490	11,072	11,546	12,125	12,824	13,601	14,410
Proposed Legislation (non-PAYGO)			-73	-77	-82	-87	-92
Total Federal intrafunds	33,275	39,436	42,547	45,418	48,975	53,104	57,451
Trust intrafund transactions:							
Distributed by agency:							
Payments to railroad retirement	4,726	4,900	6,576	6,793	6,911	7,048	6,896
Total trust intrafunds	4,726	4,900	6,576	6,793	6,911	7,048	6,896
Total intrafund transactions	38,001	44,336	49,123	52,211	55,886	60,152	64,347
Interfund transactions:							
Distributed by agency:							
Federal fund payments to trust funds:							
Contributions to insurance programs:							
Military retirement fund	21,358	23,180	24,049	24,951	25,886	26,857	27,865
Supplementary medical insurance	115,201	166,163	196,398	206,351	214,063	224,482	241,768
Proposed Legislation (non-PAYGO)			-466	-2,159	-3,284	-3,871	-4,405
Hospital insurance	9,381	10,689	12,206	14,001	15,347	15,953	18,146
Railroad social security equivalent fund	119	123	135	154	157	162	185
Rail industry pension fund	323	313	323	338	352	366	381
Civilian supplementary retirement contributions	25,887	27,453	27,815	28,428	29,105	29,688	30,108
Unemployment insurance	773	768	794	813	823	846	960
Other contributions	526	776	743	710	619	595	585
Subtotal	173,568	229,465	261,997	273,587	283,068	295,078	315,593
Miscellaneous payments	2,072	1,751	1,724	1,672	1,654	1,621	1,629
Proposed Legislation (non-PAYGO)			2,734				
Subtotal	175,640	231,216	266,455	275,259	284,722	296,699	317,222
Trust fund payments to Federal funds:							
Quinquennial adjustment for military service credits		350					
Other	3,305	1,744	3,046	3,542	3,604	3,667	3,730
Proposed Legislation (non-PAYGO)			2,282	-450	-453	-461	-470
Subtotal	3,305	2,094	5,328	3,092	3,151	3,206	3,260
Total interfunds distributed by agency	178,945	233,310	271,783	278,351	287,873	299,905	320,482
Undistributed by agency:							
Employer share, employee retirement (on-budget):							
Civil service retirement and disability insurance	13,059	13,346	14,365	15,489	16,522	17,638	18,816
CSRD from Postal Service	4,382	4,512	4,632	4,732	4,882	4,930	4,990
Hospital insurance (contribution as employer) ¹	2,630	2,734	2,782	2,858	2,920	3,009	3,130
Postal employer contributions to FHI	672	682	706	732	759	788	818
Military retirement fund	16,554	15,999	15,625	15,765	16,167	16,652	17,167

Table 18-5. OFFSETTING RECEIPTS BY TYPE—Continued

(In millions of dollars)

Source	2005 Actual	Estimate					
		2006	2007	2008	2009	2010	2011
Other Federal employees retirement	190	191	193	195	197	199	201
Total employer share, employee retirement (on-budget)	37,487	37,464	38,303	39,771	41,447	43,216	45,122
Interest received by on-budget trust funds	69,153	71,756	75,346	79,012	83,242	86,881	89,765
Proposed Legislation (non-PAYGO)			73	221	461	769	1,140
Total interfund transactions undistributed by agency	106,640	109,220	113,722	119,004	125,150	130,866	136,027
Total interfund transactions	285,585	342,530	385,505	397,355	413,023	430,771	456,509
Total on-budget receipts	323,586	386,866	434,628	449,566	468,909	490,923	520,856
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	16,517	16,379	18,310	21,362	22,091	23,762	27,442
Undistributed by agency:							
Employer share, employee retirement (off-budget)	10,941	11,677	12,161	12,832	13,459	14,179	15,040
Interest received by off-budget trust funds	91,836	97,443	105,748	115,701	127,788	140,427	154,322
Proposed Legislation (non-PAYGO)						-670	-2,976
Total off-budget receipts:	119,294	125,499	136,219	149,895	163,338	177,698	193,828
Total intragovernmental transactions	442,880	512,365	570,847	599,461	632,247	668,621	714,684
PROPRIETARY RECEIPTS FROM THE PUBLIC							
Distributed by agency:							
Interest:							
Interest on foreign loans and deferred foreign collections	418	402	426	341	339	337	334
Interest on deposits in tax and loan accounts	510	602	622	628	640	643	643
Other interest (domestic—civil) ²	11,135	12,129	12,815	13,502	14,094	14,658	16,214
Total interest	12,063	13,133	13,863	14,471	15,073	15,638	17,191
Dividends and other earnings	3,105	870	1,340	1,382	1,400	1,400	1,378
Royalties and rents	3,495	5,004	4,682	4,636	4,320	4,127	4,172
Proposed Legislation (PAYGO)			-50	-51	-50	-50	-50
Sale of products:							
Sale of timber and other natural land products	256	260	305	273	287	293	299
Sale of minerals and mineral products	63	753	94	36	33	32	31
Sale of power and other utilities	874	661	734	792	822	790	795
Other	107	102	92	109	105	94	113
Total sale of products	1,300	1,776	1,225	1,210	1,247	1,209	1,238
Fees and other charges for services and special benefits:							
Medicare premiums and other charges (trust funds)	38,243	48,119	55,585	60,141	63,264	65,811	69,407
Proposed Legislation (PAYGO)			-107	-445	-481	-467	-407
Nuclear waste disposal revenues	736	752	754	767	767	769	771
Veterans life insurance (trust funds)	171	162	146	132	120	107	96
Other ²	3,786	9,729	11,779	12,273	13,004	13,803	14,692
Proposed Legislation (non-PAYGO)			256	281	274	266	260
Proposed Legislation (PAYGO)			266	356	354	358	362
Total fees and other charges	42,936	58,762	68,679	73,505	77,302	80,647	85,181
Sale of Government property:							
Sale of land and other real property ²	1,333	999	988	986	954	952	915
Proposed Legislation (PAYGO)			48	278	155	101	118
Military assistance program sales (trust funds)	11,051	11,114	11,044	11,243	11,446	11,651	11,861
Other	324	146	71	74	77	77	71
Proposed Legislation (PAYGO)			1	50	72	80	96

Table 18-5. OFFSETTING RECEIPTS BY TYPE—Continued

(In millions of dollars)

Source	2005 Actual	Estimate					
		2006	2007	2008	2009	2010	2011
Total sale of Government property	12,708	12,259	12,152	12,631	12,704	12,861	13,061
Realization upon loans and investments:							
Negative subsidies and downward reestimates	5,839	7,992	875	832	810	786	782
Proposed Legislation (non-PAYGO)			676	880	939	1,039	1,171
Repayment of loans to foreign nations	263	108	25	28	30	33	36
Other	1,385	72	70	67	80	80	80
Total realization upon loans and investments	7,487	8,172	1,646	1,807	1,859	1,938	2,069
Recoveries and refunds ²	7,513	5,160	5,398	5,163	4,994	5,093	4,965
Proposed Legislation (non-PAYGO)			288	313	379	384	389
Proposed Legislation (PAYGO)			9	499	537	393	405
Miscellaneous receipt accounts ²	2,508	2,230	2,242	2,173	2,186	2,207	2,227
Proposed Legislation (PAYGO)			23	23	23	23	23
Total proprietary receipts from the public distributed by agency	93,115	107,366	111,497	117,762	121,974	125,870	132,249
Undistributed by agency:							
Rents, bonuses, and royalties:							
Outer Continental Shelf rents and bonuses	679	707	949	1,075	1,058	846	756
Outer Continental Shelf royalties	5,467	8,411	8,542	8,159	8,048	7,932	7,997
Proposed Legislation (PAYGO)			50	50	50	50	50
Arctic National Wildlife Refuge:							
Proposed Legislation (PAYGO)				7,004	4	1,006	6
Sale of major assets				323			
Other undistributed offsetting receipts			9,720	1,080			
Total proprietary receipts from the public undistributed by agency	6,146	9,118	19,261	17,691	9,160	9,834	8,809
Total proprietary receipts from the public	99,261	116,484	130,758	135,453	131,134	135,704	141,058
OFFSETTING GOVERNMENTAL RECEIPTS							
Distributed by agency:							
Defense cooperation	11	12	13	14	15	16	17
Regulatory fees	5,341	5,925	6,471	6,401	6,531	6,738	6,990
Proposed Legislation (non-PAYGO)			-62	-60	-60	-59	-59
Proposed Legislation (PAYGO)			66	66	66	66	66
Other	111	155	157	158	161	163	132
Proposed Legislation (PAYGO)			26	27	27	28	28
Undistributed by agency:							
Spectrum auction proceeds	160	110	9,950	12,238	2,870	100	100
Proposed Legislation (PAYGO)			50	150	300	300	400
Total offsetting governmental receipts	5,623	6,202	16,671	18,994	9,910	7,352	7,674
Total offsetting receipts	547,764	635,051	718,276	753,908	773,291	811,677	863,416

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