FISCAL YEAR 2019
REPORT TO THE CONGRESS

U.S. Government Non-Tax Receivables and Debt Collection Activities of Federal Agencies

Department of the Treasury
July 2020

DEPARTMENT OF THE TREASURY
WASHINGTON, DC

OFFICE OF THE FISCAL ASSISTANT SECRETARY

A MESSAGE FROM THE FISCAL ASSISTANT SECRETARY

I am pleased to present the *Fiscal Year 2019 Report to the Congress on United States Government Non-tax Receivables and Debt Collection Activities of Federal Agencies*. This annual report provides important information to the American public on the status and collection of the Federal government's non-tax receivables (current and delinquent).

At the end of Fiscal Year (FY) 2019, the outstanding amount of non-tax receivables owed to the United States was $1.7 trillion. These receivables included loans to students, small business owners, homeowners, farmers, and veterans. They also included administrative non-tax receivables, including fines and penalties, overpayments, and fees.

Most citizens pay their debts on time. However, at the end of FY 2019, delinquent non-tax debt owed to the Federal government totaled $219.7 billion, an increase of $16.7 billion (8 percent) from FY 2018. The collection of delinquent debts helps fund government operations, maintain key programs, and reduce the Federal deficit. Thus, it is very important to continue to find ways to cost-effectively collect the delinquent debt owed to the government while, at the same time, providing debtors with due process and the opportunity to repay debt in accordance with their financial ability to pay.

Federal agencies face many challenges collecting and resolving delinquent debts. Despite these challenges, in FY 2019, Federal creditor agencies collected $27.0 billion of delinquent non-tax debt. The Department of the Treasury, Bureau of the Fiscal Service (Fiscal Service) collected $6.3 billion in delinquent Federal non-tax debt on behalf of Federal agencies through its delinquent debt collection programs. Additionally, Fiscal Service collected $3.4 billion in delinquent tax debt on behalf of the Internal Revenue Service and delinquent tax and non-tax debts on behalf of the State agencies through its Treasury Offset Program. Fiscal Service continues to collaborate with Federal and State agencies to maximize collections and resolve those debts for which collection is not possible because of a debtor's circumstances.

Information about the Federal government's management of receivables is available at *transparency.treasury.gov*. This website provides the public with easy-to-understand data about the Federal government's finances.

David A. Lebryk

FISCAL YEAR 2019 REPORT TO THE CONGRESS:
U.S. GOVERNMENT NON-TAX RECEIVABLES AND
DEBT COLLECTION ACTIVITIES OF FEDERAL AGENCIES

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I. Introduction

The Secretary of the Treasury (Secretary) reports to Congress annually on the Federal government's non-tax receivables and debt collection activities. As required by Federal law, this report includes information that Federal creditor agencies provide to the Secretary on the status of their accounts receivable, as reported in the *Treasury Report on Receivables and Debt Collection Activities (TROR)*.[1] Information about the Federal government's management of receivables is available to the public at *transparency.treasury.gov*.

Based on policies from Congress and the President, Federal creditor agencies make loans to borrowers, guarantee loans made by private lending institutions, and impose fines and penalties. These activities result in the creation of accounts receivable as assets of the government. In addition, Federal creditor agencies award grants, make payments, and provide other services, which, in certain circumstances, can also result in the creation of accounts receivable.

At the end of FY 2019, the government's outstanding non-tax receivables totaled $1.7 trillion, an increase of $106.6 billion (7 percent) from FY 2018. A receivable is current when it is not yet due or is being repaid as agreed. When the government's receivables are not paid by the due date, they generally become delinquent debt. At the end of FY 2019, delinquent non-tax debt owed to the United States totaled $219.7 billion, an increase of $16.7 billion (8 percent) from FY 2018.

Each Federal creditor agency is required to make every reasonable effort to collect its receivables. At the end of FY 2019, collections on Federal non-tax receivables totaled $339.7 billion, an increase of $1.9 billion (0.6 percent).[2] The Fiscal Service and the Department of Justice (DOJ) share the responsibility for setting government-wide policy on non-tax debt collection, and each plays a major role in the centralized collection of delinquent non-tax debt. In FY 2019, Federal creditor agencies collected $27.0 billion of delinquent non-tax debt, a decrease of $0.9 billion (3 percent) from FY 2018.

This report provides summary data on the value of receivables owed to the Federal government, the portion of those receivables that are delinquent, and efforts to collect or write-off delinquent debt. The report provides comparative information from previous fiscal years to FY 2019, and information on specific aspects of government-wide non-tax receivables and debt collection activities.

Note: Delinquencies and collections result from various events and conditions that can occur over multiple reporting periods. Depending on the structure of repayment terms, for example, the date that a receivable is due may be in the same fiscal year that it is recorded or it may be due in a future fiscal year. Similarly, collections during FY 2019 may be associated with non-tax debt that became delinquent either in FY 2019 or in a prior year, and are most often associated with receivables that were recorded in a prior fiscal year. Therefore, use caution when comparing annual totals and year-over-year changes of receivables, delinquencies, and collections. Dollar figures in this report have been rounded to the tenth decimal point. Percentage changes are calculated based on the rounded dollar figures.

II. Federal Non-Tax Receivables Owed to the United States

A. Total Federal Non-Tax Receivables

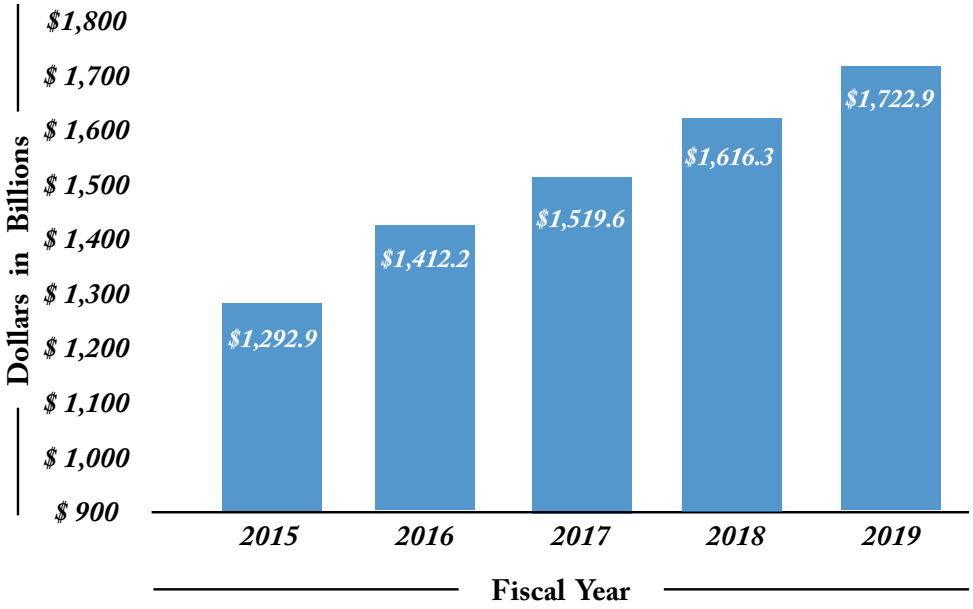
Federal non-tax receivables are amounts owed to the Federal government by a person (including individuals, organizations, and other entities). Receivables are categorized as being either current or delinquent. Delinquent receivables are also referred to as delinquent debt.

At the end of FY 2019, total Federal non-tax receivables owed to the United States totaled $1.7 trillion, an increase of $106.6 billion (7 percent) from FY 2018. The total outstanding receivable balance at the end of a fiscal year is the net of receivables that remained unpaid from prior fiscal years and new receivables recorded during that fiscal year, less collections, adjustments, and amounts written off and closed out.

New Federal non-tax receivables recorded as of the end of FY 2019 totaled $409.7 billion, an increase of $14.6 billion (4 percent) from FY 2018. Collection of Federal non-tax receivables in FY 2019 was $339.7 billion, an increase of $1.9 billion (0.6 percent) from FY 2018.

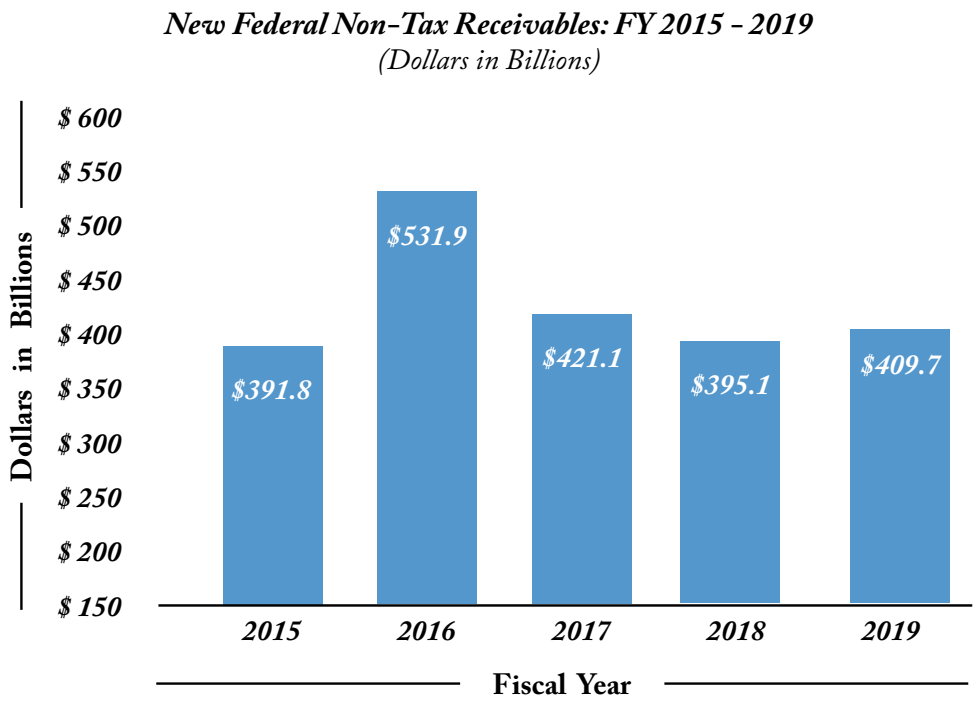
FIGURE 1

Outstanding Federal Non-Tax Receivables: FY 2015-2019
(Dollars in Billions)



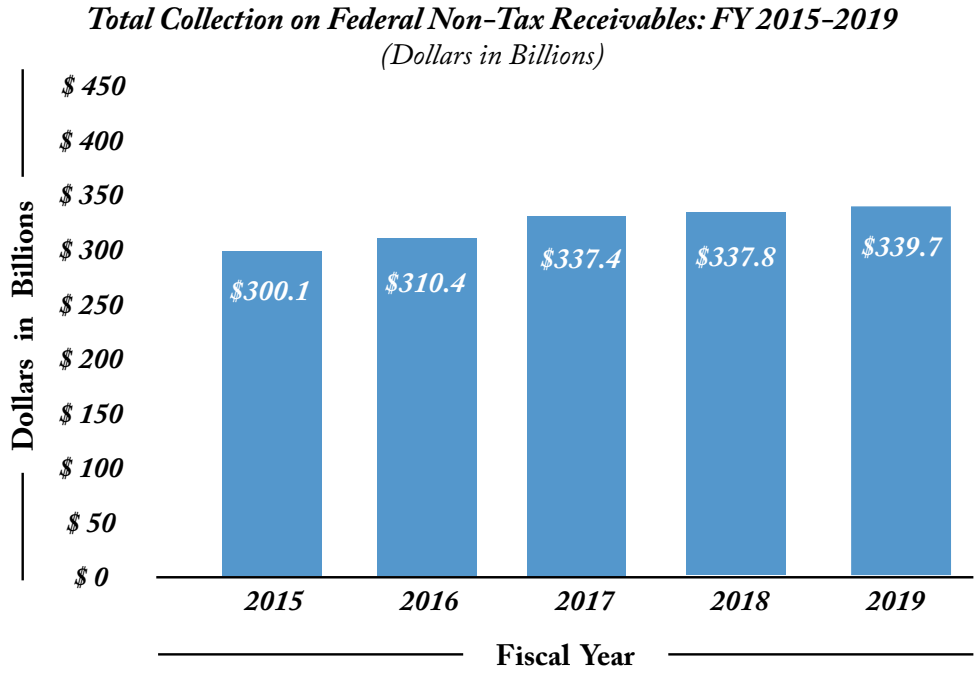
SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES — FOURTH QUARTER FY 2015 - 2019

FIGURE 2



SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES & DoD — FOURTH QUARTER FY 2015 - 2019

FIGURE 3



SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES & DoD — FOURTH QUARTER FY 2015 - 2019

B. By Creditor Agency

Receivables owed to the Department of Education (Education)[3] and the Department of Agriculture (USDA) at the end of FY 2019 accounted for $1.5 trillion (86 percent) of the government's total outstanding Federal non-tax receivables.

FIGURE 4

FY 2018 to FY 2019 Percentage Change in Outstanding Federal Non-Tax Receivables:[4] FY 2019 Top Five Federal Creditor Agencies
(Dollars in Billions)

Agency	FY 2018	FY 2019	% Change from FY 2018 to FY 2019
Department of Education	$1,275.9	$1,365.0	7.0%
Department of Agriculture	$109.9	$115.2	4.8%
Department of Housing and Urban Development	$44.9	$55.6	23.8% [5]
Department of Health and Human Services	$34.3	$31.9	-7.0%
Social Security Administration	$24.5	$25.8	5.3%
All Others	$126.8	$129.4	2.1%
Total Government	**$1,616.3**	**$1,722.9**	**6.6%**

SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES — FOURTH QUARTER FY 2018 - 2019

In FY 2019, Education, the Department of Health and Human Services (HHS), USDA, the Department of Defense (DoD) and the Department of Housing and Urban Development (HUD), collected a combined $237.5 billion (70 percent) in Federal non-tax receivables.

FIGURE 5

FY 2018 to FY 2019 Percentage Change in Collection of Federal Non-Tax Receivables: FY 2019 Top Five Federal Creditor Agencies
(Dollars in Billions)

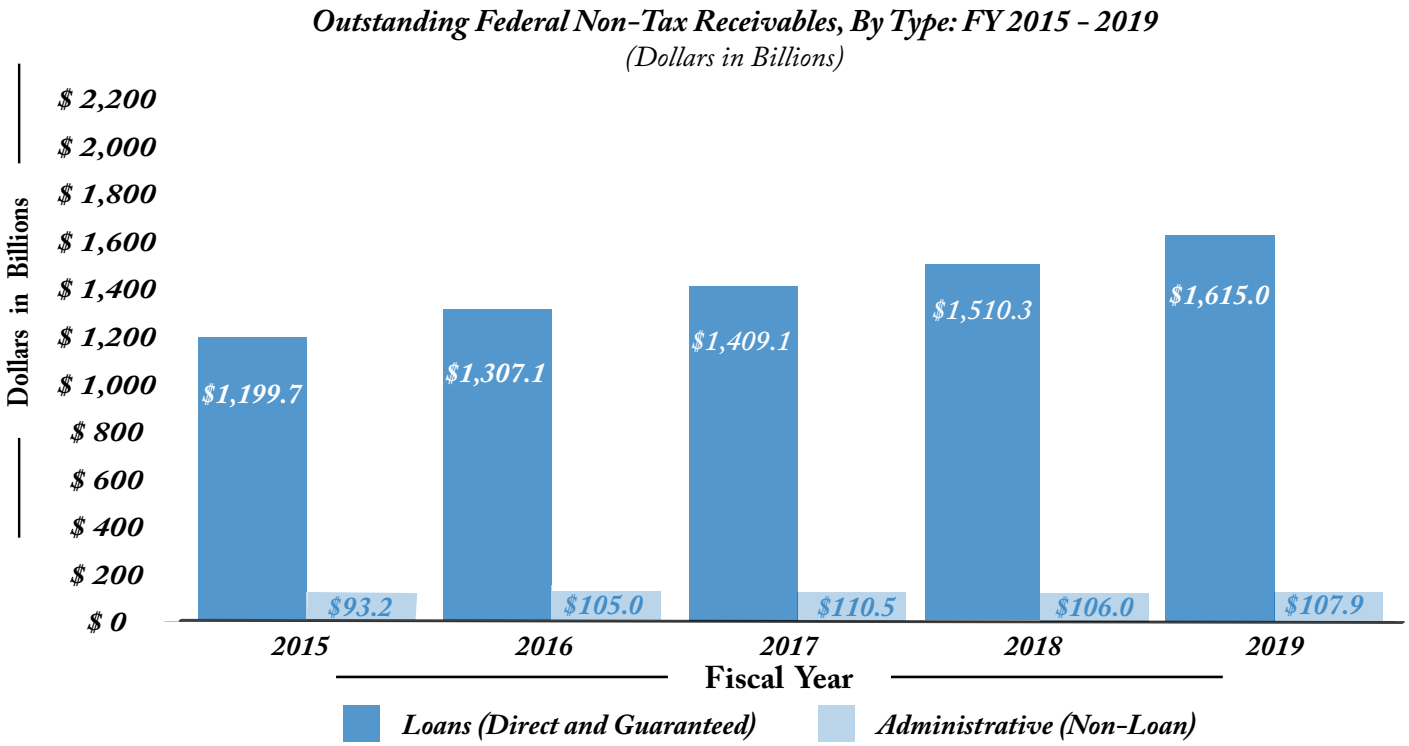
Agency	FY 2018	FY 2019	% Change from FY 2018 to FY 2019
Department of Education	$101.1	$106.5	5.3%
Department of Health and Human Services	$71.9	$77.0	7.1%
Department of Agriculture	$24.2	$24.3	0.4%
Department of Defense	$18.7 [6]	$15.2	-18.7%
Department of Housing and Urban Development	$15.3	$14.5	-5.2%
All Others	$106.6	$102.2	-4.1%
Total Government	**$337.8**	**$339.7**	**0.6%**

SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES & DoD — FOURTH QUARTER FY 2018 - 2019

C. By Receivable Type

Of the $1.7 trillion in Federal non-tax receivables outstanding (both current and delinquent) in FY 2019, Federal loan receivables (direct loans and defaulted guaranteed loans) represented $1.6 trillion (94 percent) of total outstanding receivables. Receivables attributable to direct loans and defaulted guaranteed loans increased by $104.7 billion (7 percent) from FY 2018 to FY 2019. Administrative receivables (all non-loan receivables)[7] represented $107.9 billion of the total outstanding receivables at the end of FY 2019, an increase of $1.9 billion (2 percent) from FY 2018.

FIGURE 6



SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES — FOURTH QUARTER FY 2015-2019

D. Interest, Penalties, and Administrative Costs

Generally, Federal creditor agencies assess interest on outstanding loan receivables. Federal creditor agencies are also generally required to assess interest, penalties, and administrative costs when receivables become delinquent.[8] Of the $1.7 trillion in outstanding current and delinquent receivables at the end of FY 2019, $123.6 billion (7 percent) represented unpaid interest, penalties, and administrative costs.

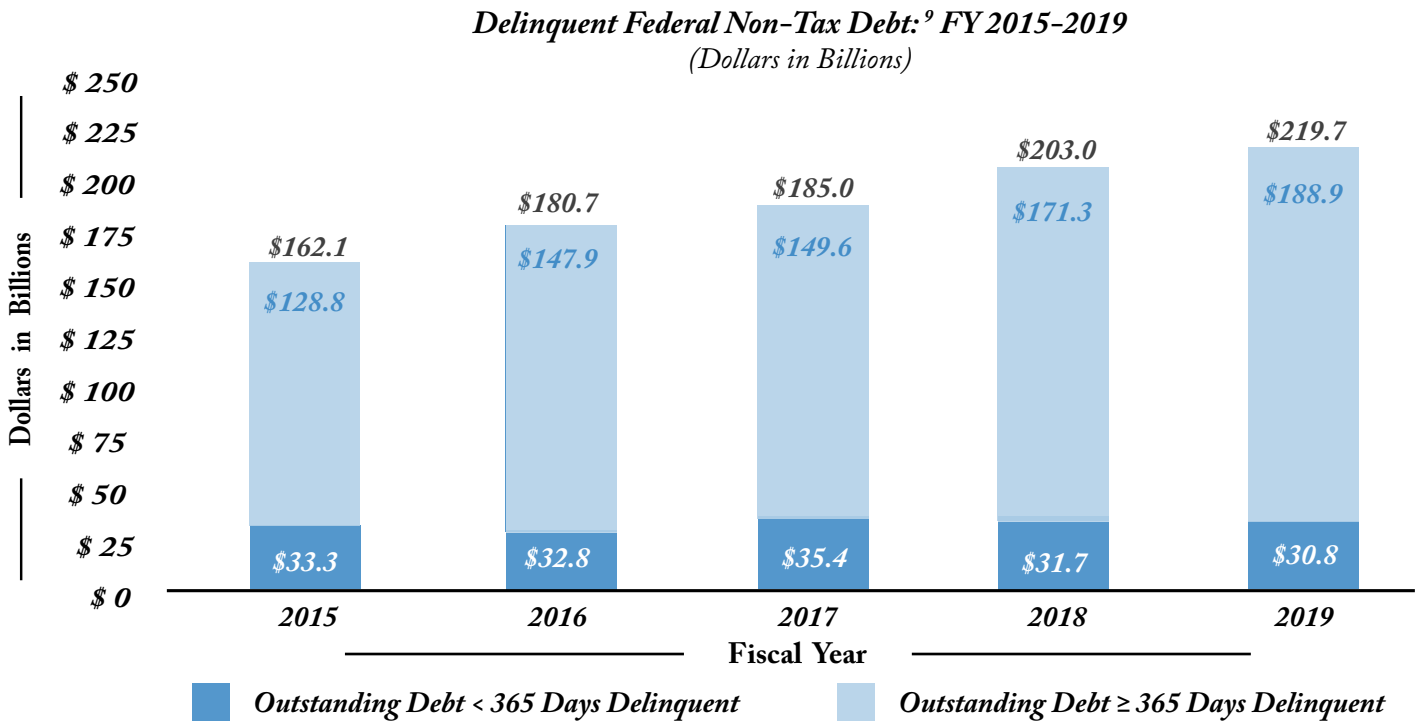
III. Delinquent Federal Non-Tax Debt Owed to the United States

A. Total Delinquent Federal Non-Tax Debt

A non-tax debt is considered delinquent if it has not been paid by the date specified in an agency's initial written demand for payment or applicable agreement. A non-tax debt may become delinquent during the same fiscal year that it was recorded as a receivable or during a subsequent fiscal year.

At the end of FY 2019, outstanding delinquent non-tax debt owed to the United States totaled $219.7 billion, an increase of $16.7 billion (8 percent) from FY 2018. The total outstanding delinquent debt balance at the end of a fiscal year is the net of debt that remained delinquent from previous fiscal years and debt that became delinquent during that fiscal year, less collections, adjustments, and amounts written off.

FIGURE 7



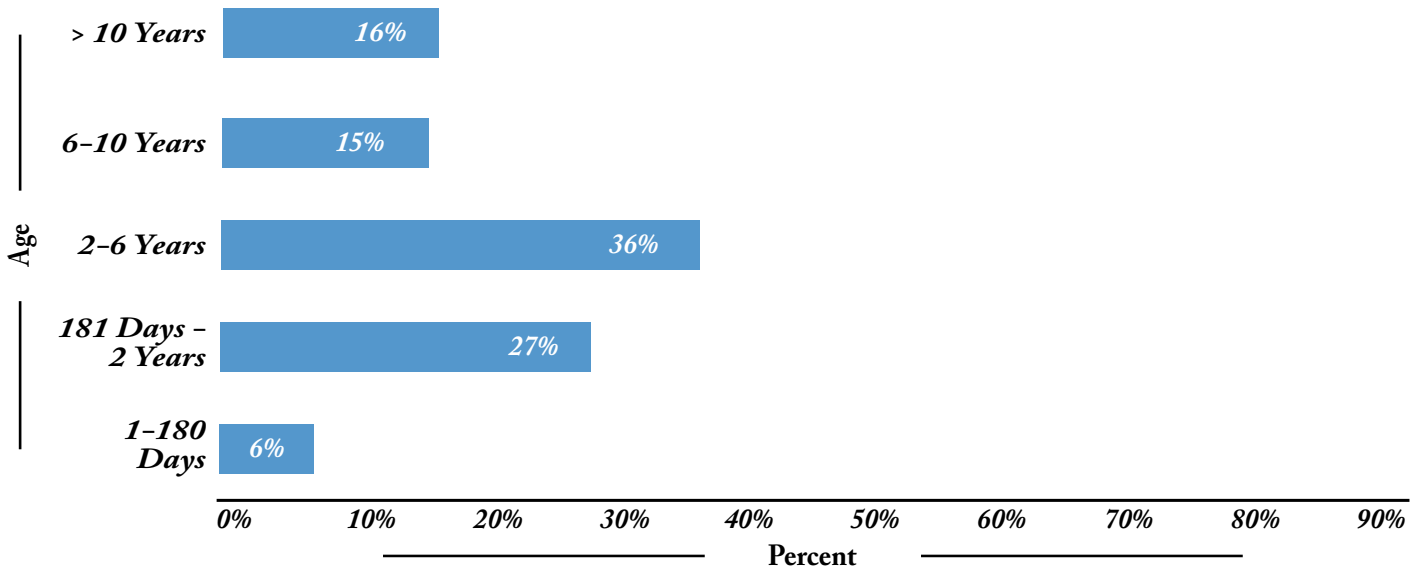
SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES — FOURTH QUARTER FY 2015-2019

B. By Age

Of the total $219.7 billion of outstanding delinquent Federal non-tax debt at the end of FY 2019, $148.3 billion (68 percent) was more than two years delinquent and $71.4 billion was less than two years delinquent.

FIGURE 8

Percentages of Federal Non-Tax Delinquencies, By Age: FY 2019
(Percentage of Total Delinquent Debt)



SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES — FOURTH QUARTER FY 2019

FIGURE 9

Total Federal Non-Tax Delinquencies, By Age: FY 2015 - FY 2019
(Dollars in Billions)

Delinquency Age	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019
1-180 Days	$16.2	$15.2	$14.3	$14.8	$12.3
181 Days - 2 Years	$51.3	$55.7	$56.4	$55.6	$59.1
2-6 Years	$52.5	$61.4	$64.5	$72.7	$79.8
6-10 Years	$17.4	$21.0	$22.2	$28.9	$33.5
> 10 Years	$24.7	$27.4	$27.6	$31.0	$35.0
Total	**$162.1**	**$180.7**	**$185.0**	**$203.0**	**$219.7**

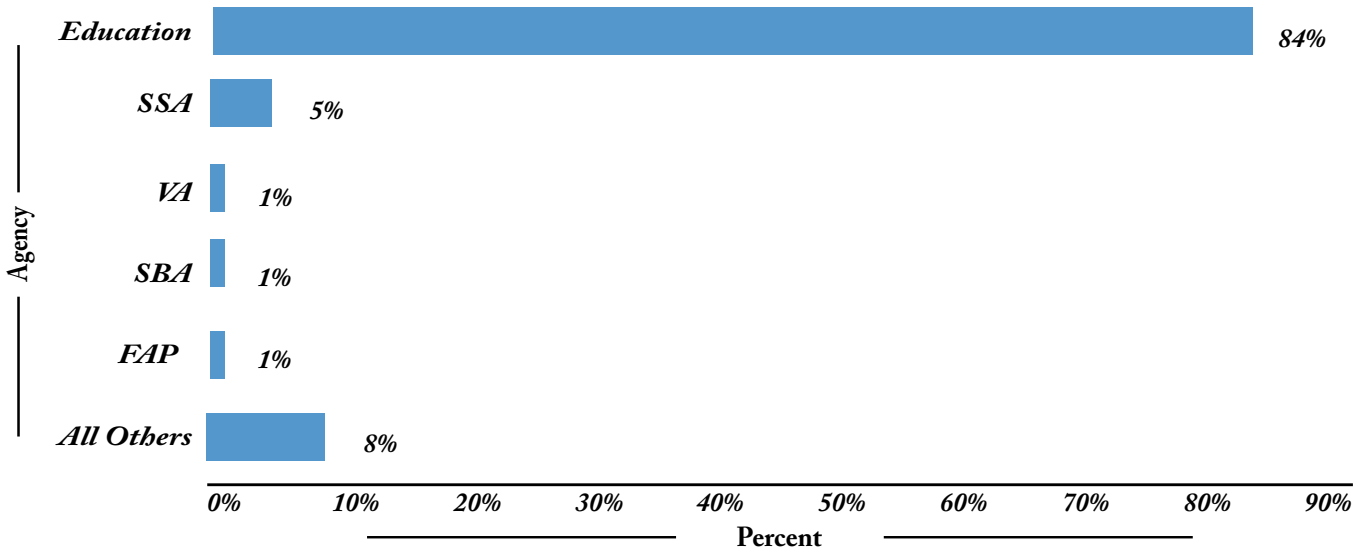
SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES — FOURTH QUARTER FY 2015 - 2019

C. By Creditor Agency

At the end of FY 2019, $204.5 billion (92 percent) in delinquent debt was owed to five Federal creditor agencies: Education, Social Security Administration (SSA), Department of Veterans Affairs (VA), Small Business Administration (SBA), and Funds Appropriated to the President (FAP).[10]

FIGURE 10

Federal Non-Tax Delinquencies: Top Five Federal Creditor Agencies
(Percentage of Total)



SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES — FOURTH QUARTER FY 2019

FIGURE 11

FY 2018 to FY 2019 Percentage Change in Federal Non-Tax Delinquencies: FY 2019 Top Five Federal Creditor Agencies
(Dollars in Billions)

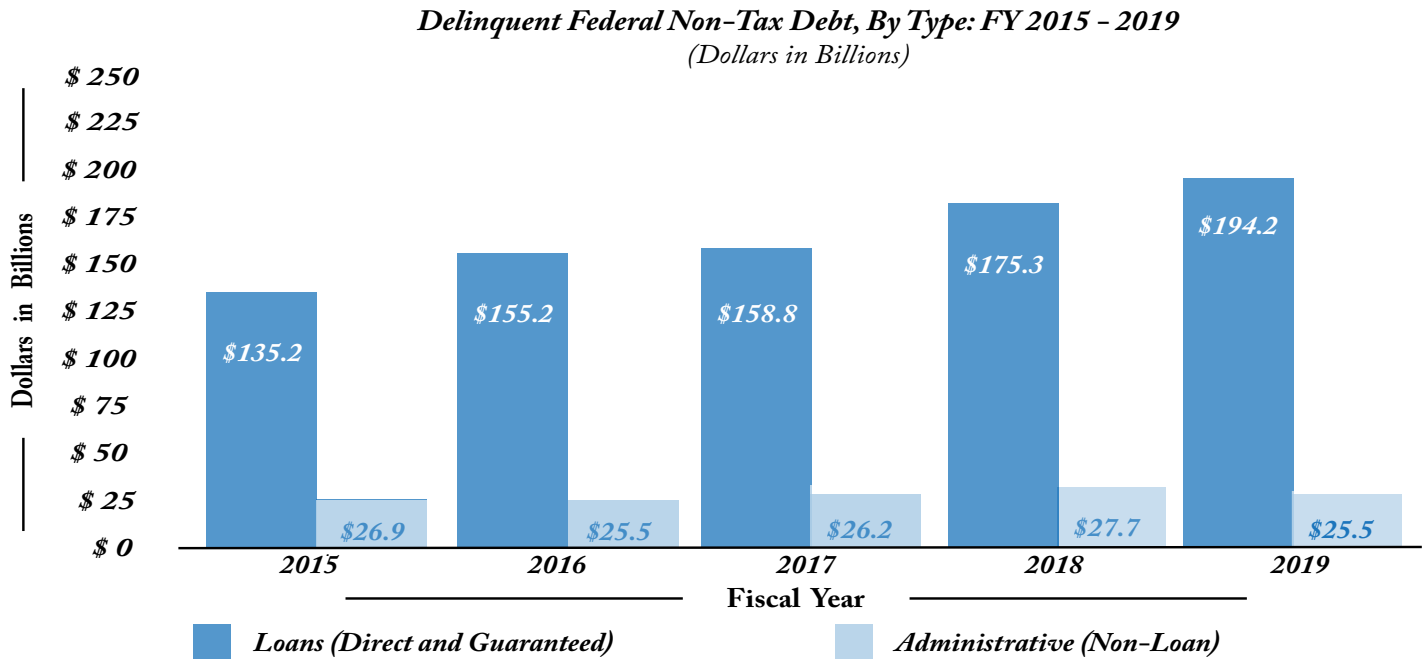
Agency	FY 2018	FY 2019	% Change from FY 2018 to FY 2019
Department of Education	$166.5	$185.1	11.2%
Social Security Administration	$10.2	$11.4	11.8%
Department of Veterans Affairs	$2.7	$2.8	3.7%
Small Business Administration	$2.4	$2.7	12.5%
Funds Approp. to the President	$2.4	$2.5	4.2%
All Others	$18.8	$15.2	- 19.1%
Total Government	**$203.0**	**$219.7**	**8.2%**

SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES — FOURTH QUARTER FY 2018-2019

D. By Debt Type

Federal loan program delinquencies (direct and guaranteed) totaled $194.2 billion (88 percent) of total delinquencies at the end of FY 2019, an increase of $18.9 billion (11 percent) from FY 2018. Administrative delinquencies totaled $25.5 billion at the end of FY 2019, a decrease of $2.2 billion (8 percent) from FY 2018.

FIGURE 12



SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES — FOURTH QUARTER FY 2015-2019

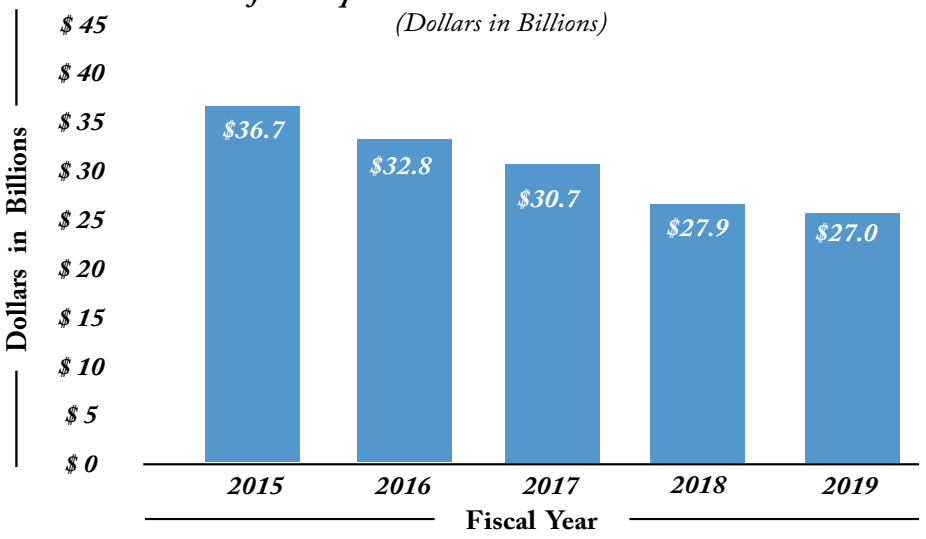
IV. Delinquent Federal Non-Tax Debt Collection Activities

A. Total Delinquent Federal Non-Tax Debt Collection

In FY 2019, Federal creditor agencies collected $27.0 billion in delinquent non-tax debt, a decrease of $0.9 billion (3 percent) from FY 2018.

FIGURE 13

Collection of Delinquent Federal Non-Tax Debt: FY 2015 - 2019
(Dollars in Billions)



SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES — FOURTH QUARTER FY 2015-2019

B. By Creditor Agency

During FY 2019, $21.0 billion of the delinquent non-tax debt collected was owed to five Federal creditor agencies: Education (54 percent), SEC (9 percent), VA (6 percent), USDA (5 percent), and HHS (4 percent).

FIGURE 14

FY 2018 to FY 2019 Percentage Change in Collection of Federal Non-Tax Delinquencies: FY 2019 Top Five Federal Creditor Agencies
(Dollars in Billions)

Agency	FY 2018	FY 2019	% Change from FY 2018 to FY 2019
Department of Education	$14.7	$14.5	-1.4%
Securities and Exchange Commission	$2.2	$2.4	9.0%
Department of Veterans Affairs	$1.0	$1.5	50.0%[11]
Department of Agriculture	$1.4	$1.4	0.0%
Department of Health and Human Services	$1.2	$1.2	0.0%
All Others	$7.4	$6.0	- 18.9%
Total Government	**$27.9**	**$27.0**	**- 3.2%**

SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES — FOURTH QUARTER FY 2018-2019

Federal creditor agencies utilize a combination of debt collection tools. Among these collection tools are administrative wage garnishment (AWG), use of private collection agencies (PCAs), offset of Federal and State[12] payments through the Treasury Offset Program (TOP), use of Fiscal Service's Cross-Servicing Program, and litigation. Before using most collection tools, Federal creditor agencies must first provide debtors with due process. This includes providing notice and an opportunity to enter into a repayment agreement based on the debtor's financial circumstances, dispute the debt, or object to the intended collection action.

1. Administrative Wage Garnishment

Federal law authorizes Federal creditor agencies to garnish a delinquent debtor's wages without obtaining a court order by ordering a non-Federal employer to withhold up to 15 percent of an employee's disposable income to collect a delinquent Federal non-tax debt owed to the agency. AWG serves as an effective tool in collecting delinquent non-tax debt from those debtors who are able but unwilling to voluntarily pay their obligations. In FY 2019, Federal creditor agencies collected $1.5 billion through the use of AWG, an increase of $167.1 million (13 percent) from FY 2018.[13]

FIGURE 15

AWG Collections: FY 2015-2019
(Dollars in Millions)

	FY 2015	*FY 2016*	*FY 2017*	*FY 2018*	*FY 2019*
AWG	*$685.3*	*$1,149.9* [14]	*$1,137.0*	*$1,299.5*	*$1,466.6*

SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES — FOURTH QUARTER FY 2015-2019

2. Private Collection Agencies

PCAs assist Federal creditor agencies in many ways, including locating debtors, establishing repayment agreements, and resolving debt administratively when a debtor is deceased, unable to pay, bankrupt, or out of business. In FY 2019, PCAs assisted Federal creditor agencies by collecting $452.8 million, an increase of approximately $9.8 million (2 percent) from FY 2018.[15]

FIGURE 16

PCA Collections: FY 2015-2019
(Dollars in Millions)

	FY 2015	*FY 2016*	*FY 2017*	*FY 2018*	*FY 2019*
PCAs	*$465.2*	*$1,508.2* [14]	*$214.6* [16]	*$443.0* [17]	*$452.8*

SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES — FOURTH QUARTER FY 2015-2019

C. Centralized Government-Wide Debt Collection Programs

Generally, Federal creditor agencies are required to refer delinquent Federal non-tax debt to Fiscal Service for collection through its delinquent debt collection programs, known as the Cross-Servicing Program and TOP. Federal creditor agencies generally are required to refer debts at no later than 120 days delinquent to the Cross-Servicing Program and TOP. Before referring a debt to Fiscal Service for collection, Federal creditor agencies must provide debtors with notice and an opportunity to enter into a repayment agreement based on the debtor's financial circumstances, dispute the debt, or object to the intended collection action. While Federal creditor agencies are responsible for providing this required due process, Fiscal Service also provides debtors with additional opportunities to resolve their debts prior to the initiation of adverse collection action. For example, prior to initiating a collection action, the Cross-Servicing Program sends a demand letter to each debtor, and TOP sends a warning letter to payees before offsetting recurring payments.

1. Treasury's Cross-Servicing Program Collections

Treasury's Cross-Servicing Program collects delinquent non-tax debts through various means. Fiscal Service services the delinquent non-tax debts on behalf of Federal creditor agencies by contacting debtors through demand letters and telephone calls, negotiating payment agreements, submitting delinquent debt to TOP, referring delinquent debt to PCAs, referring delinquent debt to DOJ for litigation, reporting debt to credit bureaus, and initiating AWG. In FY 2019, Fiscal Service collected $603.1 million of delinquent Federal non-tax debt through its Cross-Servicing Program, which includes debt collected through TOP, an increase of $154.3 million (34 percent)[18] from FY 2018.

2. Treasury Offset Program Collections

For non-tax debt submitted to TOP, Fiscal Service intercepts eligible Federal and State payments and applies them to a payee's delinquent non-tax debt. Eligible payments include Federal tax refunds; Federal non-tax payments (e.g., Social Security benefits, civil service and military retirement, salary, vendor); State tax refunds; and other payments made by the States participating in TOP's State Reciprocal Program.[19] For more information about collections through TOP, see Appendix IV. For more information about the types of payments for which exemptions from centralized administrative offset have been approved, see Appendix VI.

In FY 2019, Fiscal Service collected $9.3 billion through TOP for Federal and State agencies. Of the $9.3 billion collected, $5.9 billion was from debtors who owed delinquent Federal non-tax debt, $801.5 million was from debtors who owed delinquent Federal tax debt, and $2.6 billion was from debtors who owed State debts, including delinquent child support obligations. Figure 17 shows a breakdown of TOP offsets by payment type for the collection of Federal non-tax debt.

FIGURE 17

TOP Collection of Federal Non-Tax Debt by Payment Type: FY 2015-2019
(Dollars in Millions)

Payment Type	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019
Federal Tax Refund Payments	$2,708.6	$2,994.1	$3,213.2	$3,256.4	$5,198.5
Federal Non-Tax Payments	$508.0	$483.8	$457.9	$485.4	$647.8
State Payments	$35.3	$46.8	$53.2	$63.6	$103.3
Total	**$3,251.9**	**$3,524.7**	**$3,724.3**	**$3,805.4**	**$5,949.6**

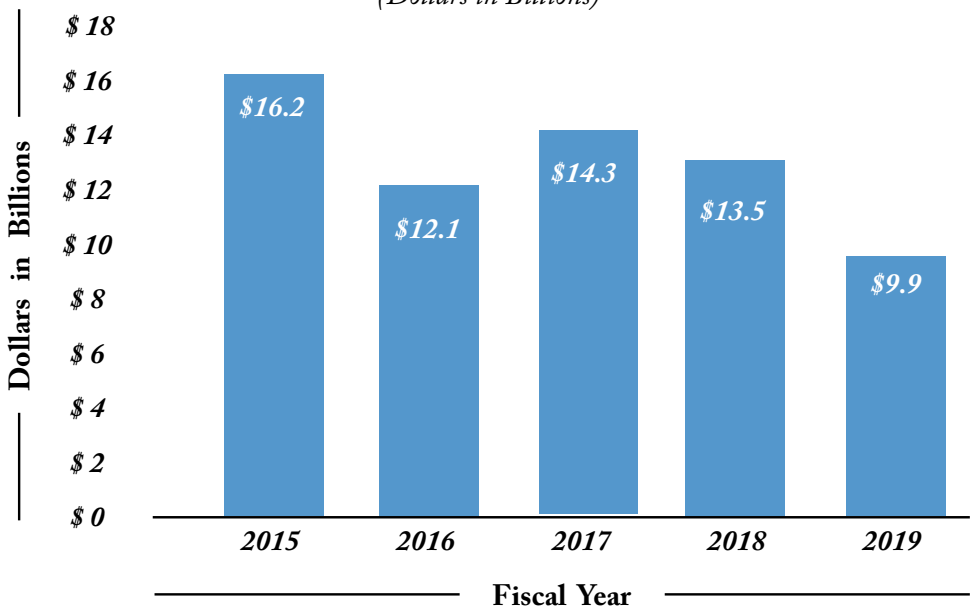
SOURCE: DEPARTMENT OF THE TREASURY, BUREAU OF THE FISCAL SERVICE

3. Enforced Collection by the Department of Justice

In FY 2019, DOJ collected a total of $9.9 billion on behalf of Federal creditor agencies, a decrease of $3.6 billion (27 percent) from FY 2018. When a Federal creditor agency cannot collect a non-tax debt administratively, or believes that enforced collection action is otherwise more appropriate, the agency may refer the debt to DOJ to pursue enforced collection[20] through the judicial process.

FIGURE 18

Civil Litigation Cash Collection: FY 2015-2019
(Dollars in Billions)

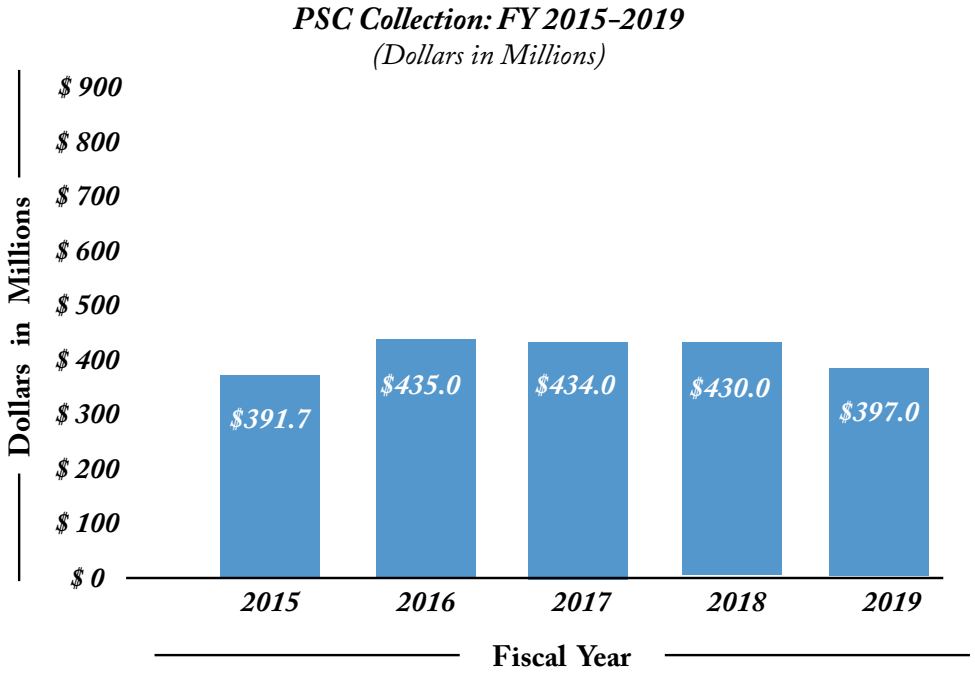


SOURCE: DEPARTMENT OF JUSTICE, OFFICE OF DEBT COLLECTION MANAGEMENT

4. Department of Health and Human Services' Program Support Center

HHS's Program Support Center (PSC) is a Treasury-designated debt collection center that collects non-tax debt for Federal creditor bureaus within HHS and several Federal creditor agencies outside of HHS. In addition, the PSC serves as the HHS conduit for referrals to Fiscal Service for both TOP and the Cross-Servicing Program. In FY 2019, the PSC collected $397.0 million, a decrease of $33.0 million (8 percent) from FY 2018.

FIGURE 19



SOURCE: DEPARTMENT OF HEALTH AND HUMAN SERVICES, PROGRAM SUPPORT CENTER

V. Write-Offs of Delinquent Federal Non-Tax Debt

Federal creditor agencies are generally required to write off non-tax debt that is two years delinquent (see *Office of Management and Budget Circular A-129*).[21] By writing off delinquent Federal non-tax debt as uncollectible, Federal creditor agencies more accurately reflect the value of their receivables on the books of the United States. Certain write-offs are categorized as "currently not collectible" (CNC), which means that collection efforts continue until the agency determines it should terminate those efforts.

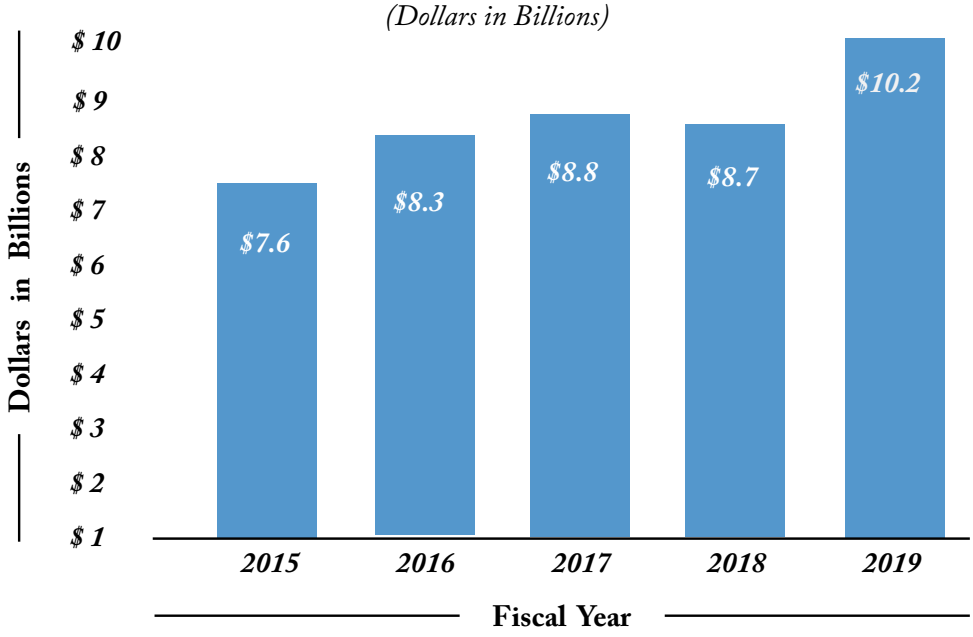
Other write-offs are categorized as "closed out," which means that a Federal creditor agency has terminated all debt collection action. Consequently, a Federal creditor agency may be required to report such write-offs to the Internal Revenue Service (IRS) as potential income to the debtor.

In FY 2019, Federal non-tax debt that was written off and categorized as "closed out" totaled $10.2 billion, an increase of $1.5 billion (17 percent) from FY 2018. The Federal creditor agencies with the largest write-off amounts in FY 2019 include Education ($7.9 billion), USDA ($612.6 million), and SSA ($390.0 million).

FIGURE 20

Annual Write-Offs and Closed Out Debts: FY 2015-2019

(Dollars in Billions)



SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES — FOURTH QUARTER FY 2015-2019

Appendices

Appendix I: Total Federal Non-Tax Receivables by Creditor Agency

At the end of FY 2019, 97 percent of Federal receivables were from programs administered by the ten Federal creditor agencies listed below.

FIGURE 21

Total Federal Non-Tax Receivables and Delinquent Federal Non-Tax Debt: Top Ten Creditor Agencies

(Dollars in Millions)

Agency	Receivables Balance (FY 2019)	Delinquent Debt Balance (FY 2019)
Department of Education	$1,364,965.3	$185,082.8
Department of Agriculture	$115,191.5	$1,891.5
Department of Housing and Urban Development	$55,600.6	$398.7
Department of Health and Human Services	$31,892.4	$1,693.5
Social Security Administration	$25,834.7	$11,389.4
Department of Transportation	$21,506.0	$262.6
Department of Energy	$18,132.5	$35.0
Export-Import Bank	$16,618.8	$1,080.2
Small Business Administration	$13,405.3	$2,694.4
Department of Defense	$8,495.4	$1,394.9
Top 10 Total	**$1,671,642.5**	**$205,923.0**
All Others	$51,287.3	$13,791.5
Government Total	**$1,722,929.8**	**$219,714.5**

SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES — FOURTH QUARTER FY 2019

Appendix II: Total FY 2019 Collection of Delinquent Federal Non-Tax Debt by Creditor Agency

In FY 2019, 91 percent of the collection of delinquent Federal non-tax debt was associated with debt administered by the ten Federal creditor agencies listed below.

FIGURE 22

Total Collection of Delinquent Federal Non-Tax Debt: Top Ten Creditor Agencies
(Dollars in Millions)

Agency	*FY 2019 Collections*
Department of Education	*$14,489.2*
Securities and Exchange Commission	*$2,396.8*
Department of Veterans Affairs	*$1,507.5*
Department of Agriculture	*$1,393.7*
Department of Health and Human Services	*$1,198.2*
General Services Administration	*$1,022.1*
Department of Housing and Urban Development	*$1,008.4*
Environmental Protection Agency	*$758.8*
Department of Defense	*$524.9*
Federal Trade Commission	*$405.9*
Top 10 Total	***$24,705.5***
All Other	*$2,300.7*
Government Total	***$27,006.2***

SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES — FOURTH QUARTER FY 2019

Appendix III: Total FY 2019 Write-Offs and Close Outs by Creditor Agency

In FY 2019, 99 percent of the Federal debt that was written off and "closed out" arose from programs administered by the ten Federal creditor agencies listed below.

FIGURE 23

Total Federal Write-Offs and Close Outs: Top Ten Creditor Agencies
(Dollars in Millions)

Agency	*FY 2019 Write-Offs*
Department of Education	*$7,937.9*
Department of Agriculture	*$612.6*
Social Security Administration	*$390.0*
Department of Housing and Urban Development	*$386.5*
Securities and Exchange Commission	*$224.3*
Department of Veterans Affairs	*$181.0*
Export-Import Bank	*$167.1*
Department of Labor	*$113.1*
Commodity Futures Trading Commission	*$88.2*
Department of Defense	*$24.7*
Top 10 Total	***$10,125.4***
All Other	*$116.8*
Government Total	***$10,242.2***

SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES — FOURTH QUARTER FY 2019

Appendix IV: TOP Collections Including Debts Owed to the Internal Revenue Service and State Agencies

TOP is the centralized process through which Federal and State disbursing agencies intercept, or "offset," eligible Federal and State payments to satisfy delinquent debts owed to Federal and State agencies. Delinquent debts owed to Federal agencies include loans, overpayments, fines, penalties, and more. In addition, the Federal Payment Levy Program, processed through TOP, allows the IRS to continuously levy Federal payments due to delinquent Federal taxpayers.[22] Delinquent debts owed to State agencies include child support and unemployment insurance obligations.

In FY 2019, Fiscal Service collected $9.3 billion through TOP for Federal and State agencies, of which $6.7 billion was for debts owed to Federal agencies and $2.6 billion for debts owed to State agencies. Highlights include:

- $1.7 billion was collected for delinquent child support obligations submitted to TOP by HHS's Office of Child Support Enforcement on behalf of States.
- $532.3 million was collected for the 41 States and the District of Columbia that participated in TOP's State Income Tax Program, whereby Federal tax refunds and Federal vendor payments are offset to collect delinquent State income tax obligations.
- $273.4 million was collected for the 49 States and the District of Columbia that participated TOP's Unemployment Insurance Compensation (UIC) Program, whereby Federal tax refunds and Federal vendor payments are offset to collect delinquent unemployment insurance benefit and employer tax obligations.
- $54.6 million was collected for the 11 States and the District of Columbia that participated in TOP's State Reciprocal Program for other state debts, whereby eligible Federal vendor payments are offset to collect debt owed to States. In return, States offset $103.3 million from State payments to collect delinquent Federal non-tax debts.
- TOP collected $801.5 million of delinquent Federal taxes through the Federal Payment Levy Program.

FIGURE 24

TOP Collection – Federal Debt: FY 2015 – 2019
(Dollars in Millions)

Type of Debt	*Type of Payment Offset / Levy*	*FY 2015*	*FY 2016*	*FY 2017*	*FY 2018*	*FY 2019*
Federal Non-tax Debt	*Tax Refund Offset*	*$2,708.6*	*$2,994.1*	*$3,213.2*	*$3,256.4*	*$5,198.5*
Federal Non-tax Debt	*Administrative Offset*	*$508.1*	*$483.8*	*$457.9*	*$485.4*	*$647.8*
Federal Non-tax Debt	*State Payments Offset*	*$35.3*	*$46.8*	*$53.2*	*$63.6*	*$103.3*
Federal Tax Debt	*Tax Levy (Federal Payments)*	*$724.4*	*$692.4*	*$682.6*	*$678.9*	*$801.5*
Total		***$3,976.4***	***$4,217.1***	***$4,406.9***	***$4,484.3***	***$6,751.1***

SOURCE: DEPARTMENT OF THE TREASURY, BUREAU OF THE FISCAL SERVICE

FIGURE 25

TOP Collection – State Debt as of September 30: FY 2015 – 2019

(Dollars in Millions)

Type of Debt	Type of Payment Offset	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019
Child Support	Tax Refund Offset	$1,889.1	$1,872.0	$1,796.4	$1,751.9	$1,723.3
State Income Tax Debt	Tax Refund Offset	$571.2	$582.8	$607.7	$563.5	$493.2
State Unemployment Compensation Debt	Tax Refund Offset	$547.8	$403.2	$353.8	$300.3	$270.9
Child Support	Administrative Offset	$7.6	$7.6	$7.1	$7.6	$8.6
State Income Tax Debt (Reciprocal Program)	Administrative Offset	$15.0	$22.7	$36.9 [23]	$36.9	$39.1
Other State Debt (Reciprocal Program)	Administrative Offset	$32.6	$38.8	$48.4	$46.7	$54.6
State Unemployment Compensation Debt (Reciprocal Program)	Administrative Offset	N/A	N/A	N/A	$4.6	$2.5
Total		$3,063.3	$2,926.5	$2,850.3	$2,711.5	$2,592.2

SOURCE: DEPARTMENT OF THE TREASURY, BUREAU OF THE FISCAL SERVICE

Appendix V: Compliance with 120-Day Delinquent Debt Referral Requirement

The Digital Accountability and Transparency Act of 2014 (DATA Act) requires Federal agencies to notify Treasury of legally enforceable, non-tax debts that are greater than 120 days delinquent for purposes of administrative offset.[24] The DATA Act also requires Treasury to report to Congress when debts are not referred timely.

The figure below shows the extent to which each Federal agency satisfied this referral requirement in FY 2019. The figure only includes agencies that had eligible debts to refer to Fiscal Service. Agencies that did not have eligible debts to refer are not listed.

The data used in this figure, as with the data for much of this Report, are based on data that agencies reported on the TROR at the close of FY 2019. When agencies report information on the TROR, they certify to its accuracy.

FIGURE 26

Compliance with 120-Day Delinquent Debt Referral Requirement as of September 30: FY 2019

Agency	Total Number of Eligible Debts	Number of Eligible Debts Referred	Number of Eligible Debts Not Referred	Compliance Rate
Department of Education	28,601,259	23,554,086	5,047,173	82.4%
Department of Veterans Affairs	8,850,936	8,739,730	111,206	98.7%
Social Security Administration	1,583,831	486,602	1,097,229	30.7%
Department of Defense	1,429,077	298,695	1,130,382	20.9%
Department of Health and Human Services	1,134,288	1,116,587	17,701	98.4%
Small Business Administration	121,126	121,032	94	99.9%
Department of Agriculture	65,349	63,657	1,692	97.4%
Department of Homeland Security	61,838	61,838	0	100.0%
U.S. Postal Service	42,211	34,181	8,030	81.0%
Department of Justice	35,906	35,621	285	99.2%
Department of Labor	35,558	19,325	16,233	54.3%
Department of Interior	33,336	33,315	21	99.9%
Department of State	24,180	24,135	45	99.8%
Federal Communications Commission	10,908	10,908	0	100.0%
Department of Transportation	6,744	6,727	17	99.7%
Department of Housing and Urban Development	6,384	6,381	3	99.9%
Department of the Treasury	6,140	5,759	381	93.8%
General Services Administration	5,171	4,855	316	93.9%

SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES — FOURTH QUARTER FY 2019

Compliance with 120-Day Delinquent Debt Referral Requirement as of September 30: FY 2019

Agency	Total Number of Eligible Debts	Number of Eligible Debts Referred	Number of Eligible Debts Not Referred	Compliance Rate
Railroad Retirement Board	4,273	4,273	0	100.0%
Pension Benefit Guaranty Corporation	1,558	1,558	0	100.0%
Department of Commerce	1,419	1,419	0	100.0%
Office of Personnel Management	1,249	849	400	68.0%
Securities and Exchange Commission	857	857	0	100.0%
Commodity Futures Trading Commission	371	371	0	100.0%
The Judiciary	325	211	114	64.9%
U.S. House of Representatives	244	68	176	27.9%
Nuclear Regulatory Commission	237	230	7	97.0%
Corp. for National and Community Service	227	214	13	94.3%
Environmental Protection Agency	207	207	0	100.0%
National Aeronautics and Space Admin.	124	121	3	97.6%
Armed Forces Retirement Home	106	102	4	96.2%
National Archives and Records Administration	98	97	1	99.0%
Department of Energy	94	94	0	100.0%
National Science Foundation	94	94	0	100.0%
Federal Election Commission	90	81	9	90.0%
Presidio Trust Corporation	84	76	8	90.5%
Federal Trade Commission	66	66	0	100.0%
Consumer Financial Protection Bureau	63	0	63	0.0%
Architect of the Capital	60	0	60	0.0%
Agency for International Development	56	54	2	96.4%
Equal Employment Opportunity Commission	28	28	0	100.0%
Government Publishing Office	27	0	27	0.0%
James Madison Memorial Fellowship Found.	23	0	23	0.0%
Government Accountability Office	19	14	5	73.7%

SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES — FOURTH QUARTER FY 2019

Compliance with 120-Day Delinquent Debt Referral Requirement as of September 30: FY 2019

Agency	Total Number of Eligible Debts	Number of Eligible Debts Referred	Number of Eligible Debts Not Referred	Compliance Rate
Federal Maritime Commission	16	6	10	37.5%
Library of Congress	10	0	10	0.0%
U.S. Institute for Environmental Conflict Resolution	7	0	7	0.0%
U.S. Court of Veterans Appeals	5	5	0	100.0%
Council of the Inspectors General Integrity and Efficiency	4	0	4	0.0%
Broadcasting Board of Governors	2	2	0	100.0%
Consumer Product Safety Commission	1	1	0	100.0%
Farm Credit Administration	1	1	0	100.0%
National Council on Disability	1	0	1	0.0%
U.S. Merit Systems Protection Board	1	1	0	100.0%
Udall Foundation	1	0	1	0.0%
U.S. Commission on International Religious Freedom	1	0	1	0.0%

SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES — FOURTH QUARTER FY 2019

Appendix VI: Payments Exempted from Centralized Administrative Offset by the Secretary of the Treasury

As authorized by Federal law, 31 U.S.C. § 3716(c)(3)(B), the Secretary of the Treasury, at the request of a paying agency, may exempt certain classes of Federal payments from the requirement that they be offset for the purpose of collecting non-tax debt owed to the United States. *A complete list of payment classes exempt from centralized administrative offset is available on Treasury's website*.

FIGURE 27

New Exemptions from Administrative Offset in FY 2019

Payment Agency	*Type of Payment*
Social Security Administration	*Supplemental Security Income (SSI) benefits made to individuals with limited income and resources who are disabled, blind, or age 65 or older Approved on July 3, 2019.*

SOURCE: DEPARTMENT OF THE TREASURY, BUREAU OF THE FISCAL SERVICE

Appendix VII: Sources of Data

Data in this report were obtained from the following sources and reported as of September 30, 2019:

Sources

Treasury Report on Receivables and Debt Collection Activities — Fourth Quarter 2019, as reported by Federal creditor agencies to the Department of the Treasury

Department of the Treasury, Bureau of the Fiscal Service

Department of Health and Human Services, Program Support Center

Department of Justice, Office of Debt Collection Management

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Endnotes

[1] This report is provided in accordance with 31 U.S.C. § 3719(b) (requiring the Secretary to report annually to Congress on the status of loans and accounts receivables managed by Federal agencies during the previous year) and fulfils other reporting requirements under 31 U.S.C. § 3716(c)(3)(B) (requiring the Secretary to report annually to Congress regarding payments exempted from offset) and 31 U.S.C. § 3716(c)(6)(B) (requiring the Secretary to report to Congress on agency failure to refer debts for administrative offset). Although this report incorporates some information about Federal tax and state debt collections, information on the management and collection of Federal tax receivables and state debts is generally outside the scope of this report.

[2] Collections on receivables includes loan consolidations from the Department of Education. A loan consolidation is the process of combining one or more eligible loans into a single new loan.

[3] More information on Education's Student Aid programs can be found in the Federal Student Aid Annual Report.

[4] All year-over-year changes are calculated based on the exact value in whole dollars and may differ from the change calculated based on the rounded values expressed in millions or billions of dollars.

[5] HUD receivables grew by 23.8% due to an $11.3B increase in its Federal Housing Administration loan programs.

[6] Source: DoD

[7] Non-loan receivables include fines, payments, and overpayments.

[8] The rate of interest is generally governed by 31 U.S.C. § 3717 and published by the Department of the Treasury.

[9] The calculation of the amount that became delinquent during FY 2019 is based on debt that was between 1 and 365 days delinquent as of September 30, 2019.

[10] The delinquent debts are associated with loans to foreign countries for the purchase of defense articles and services.

[11] Department of Veteran Affairs delinquent collections grew by 50.0% due to a $445M increase in its Veteran Benefits and Medical and Construction programs.

[12] The term "State" includes the several states of the United States, the District of Columbia, American Samoa, Guam, the United States Virgin Islands, the Commonwealth of the Northern Mariana Islands, and the Commonwealth of Puerto Rico.

[13] This amount does not include collections resulting from the use of AWG by Fiscal Service's Cross-Servicing Program or from judicial garnishment actions.

[14] Education's Office of Federal Student Aid revised a segment of its reporting process, which led to the increase in its AWG and PCA collections.

[15] This amount does not include collections resulting from the use of PCAs by Fiscal Service's Cross-Servicing Program or from the use of private counsel by DOJ. This amount also does not include collections from AWG.

[16] The decrease in PCA collections is a result of a change to Education's delinquent debt aging methodology for its Federal Student Aid (student loan) programs.

Endnotes

[17] The increase in Federal Student Aid's PCA collections is primarily due to 1) a general increase in PCA collections and 2) a correction to the aging methodology implemented by its default servicer. Federal Student Aid's default servicer implemented the revised aging methodology in December 2018 but had to make additional system changes during July 2018 to correctly apply the revised aging methodology.

[18] The increase in Cross-Servicing collections was in large part due to offset collections for Veterans Health Administration (VHA) increasing from $38 million to $126 million from FY2018 to FY2019. This was a direct result of increased VHA referrals to Cross-Servicing.

[19] Generally, one-time payments (tax refunds and vendor payments) may be offset up to 100 percent of the payment amount. For recurring payments (Social Security, retirement, and salary), the offset amount is generally limited to a percentage of the payment.

[20] An "enforced" collection action refers to an action taken by DOJ (or by another Federal creditor agency with independent litigation authority) to obtain a judgment against the debtor and to pursue available post-judgment remedies (including wage and bank garnishment and liens filed against property).

[21] "Write-off" of a delinquent debt is an accounting action. Federal creditor agencies may pursue collection of a delinquent Federal non-tax debt, however, without regard to whether it has been written off.

[22] "Levy" is legally distinct from "offset." While offset involves the netting out of mutual obligations between two parties, a levy is a legal seizure of property, usually in the hands of a third party, to satisfy a tax debt.

[23] Revised and updated from FY 2017 Annual Report.

[24] 31 U.S.C. § 3716(c)(6).