



441 G St. N.W.  
Washington, DC 20548

February 15, 2024

The President  
The President of the Senate  
The Speaker of the House of Representatives

**Financial Audit: FY 2023 and FY 2022 Consolidated Financial Statements of the U.S. Government**

This report transmits the results of GAO’s audit of the U.S. government’s fiscal years 2023 and 2022 consolidated financial statements. GAO’s audit report is incorporated on page 218 in the enclosed *Fiscal Year 2023 Financial Report of the United States Government* that the Secretary of the Treasury prepared in coordination with the Director of the Office of Management and Budget.

To operate as effectively and efficiently as possible, Congress, the administration, and federal managers must have ready access to reliable and complete financial and performance information—both for individual federal entities and for the federal government as a whole. Our report on the U.S. government’s consolidated financial statements for fiscal years 2023 and 2022 discusses progress that has been made but also underscores that much work remains to improve federal financial management and that the federal government continues to face an unsustainable long-term fiscal path.<sup>1</sup>

Our audit report on the U.S. government’s consolidated financial statements is enclosed. In summary, we found the following:

- Certain material weaknesses<sup>2</sup> in internal control over financial reporting and other limitations resulted in conditions that prevented us from expressing an opinion on the accrual-based consolidated financial statements as of and for the fiscal years ended September 30, 2023, and 2022.<sup>3</sup> About 48 percent of the federal government’s reported total assets as of September 30, 2023, and approximately 15 percent of the federal government’s reported net cost for fiscal year

<sup>1</sup>As discussed later in this report, an unsustainable long-term fiscal path is a situation where federal debt held by the public grows faster than gross domestic product (GDP) over the long term.

<sup>2</sup>A material weakness is a deficiency, or combination of deficiencies, in internal control over financial reporting, such that there is a reasonable possibility that a material misstatement of the entity’s financial statements will not be prevented, or detected and corrected, on a timely basis. A deficiency in internal control exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct, misstatements on a timely basis.

<sup>3</sup>The accrual-based consolidated financial statements comprise the (1) Statements of Net Cost, Statements of Operations and Changes in Net Position, Reconciliations of Net Operating Cost and Budget Deficit, and Statements of Changes in Cash Balance from Budget and Other Activities, for the fiscal years ended September 30, 2023, and 2022; (2) Balance Sheets as of September 30, 2023, and 2022; and (3) related notes to these financial statements. Most revenues are recorded on a modified cash basis.

2023 relate to significant federal entities that received a disclaimer of opinion<sup>4</sup> or qualified opinion<sup>5</sup> on their fiscal year 2023 financial statements or whose fiscal year 2023 financial information was unaudited.<sup>6</sup>

- Significant uncertainties (discussed in Note 25, *Social Insurance*, to the consolidated financial statements), primarily related to the achievement of projected reductions in Medicare cost growth, prevented us from expressing an opinion on the sustainability financial statements, which consist of the 2023 and 2022 Statements of Long-Term Fiscal Projections;<sup>7</sup> the 2023, 2022, 2021, 2020, and 2019 Statements of Social Insurance;<sup>8</sup> and the 2023 and 2022 Statements of Changes in Social Insurance Amounts. About \$53.1 trillion, or 68 percent, of the reported total present value of future expenditures in excess of future revenue presented in the 2023 Statement of Social Insurance relates to the Medicare program reported in the Department of Health and Human Services' (HHS) 2023 Statement of Social Insurance, which received a disclaimer of opinion. A material weakness in internal control also prevented us from expressing an opinion on the 2023 and 2022 Statements of Long-Term Fiscal Projections.
- Material weaknesses resulted in ineffective internal control over financial reporting for fiscal year 2023.

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<sup>4</sup>A disclaimer of opinion arises when the auditor is unable to obtain sufficient appropriate audit evidence to provide a basis for an audit opinion, and the auditor concludes that the possible effects on the financial statements of undetected misstatements, if any, could be both material and pervasive and accordingly does not express an opinion on the financial statements.

<sup>5</sup>A qualified opinion arises when the auditor is able to express an opinion on the financial statements except for specific areas where the auditor was unable to obtain sufficient appropriate evidence, and the auditor concludes that the possible effects on the financial statements of undetected misstatements, if any, could be material but not pervasive.

<sup>6</sup>These entities include the following: (1) The Department of Defense received a disclaimer of opinion on its fiscal years 2023 and 2022 financial statements. (2) The Small Business Administration received a disclaimer of opinion on its fiscal years 2023 and 2022 balance sheets, and its remaining statements were unaudited. (3) The Department of Education received a disclaimer of opinion on its fiscal year 2023 balance sheet and its remaining statements were unaudited. The department received a disclaimer of opinion on its fiscal year 2022 financial statements. (4) The Department of Labor received a qualified opinion on its fiscal years 2023 and 2022 financial statements. (5) The Department of Agriculture received a qualified opinion on its fiscal year 2023 financial statements but received an unmodified opinion on its fiscal year 2022 financial statements. (6) The Security Assistance Accounts received a disclaimer of opinion on its fiscal years 2023 and 2022 financial statements. (7) The fiscal year 2023 Schedules of the General Fund were not audited to allow the Department of the Treasury time to continue to implement a remediation plan to address the issues we reported as part of our disclaimer of opinion on the fiscal year 2022 Schedules of the General Fund. (8) The Railroad Retirement Board received a disclaimer of opinion on its fiscal years 2023 and 2022 financial statements.

<sup>7</sup>The 2023 and 2022 Statements of Long-Term Fiscal Projections present, for all the activities of the federal government, the present value of projected receipts and noninterest spending under current policy without change, the relationship of these amounts to projected gross domestic product (GDP), and changes in the present value of projected receipts and noninterest spending from the prior year. These statements also present the fiscal gap, which is the combination of receipt increases and noninterest spending reductions necessary to hold debt held by the public as a share of GDP at the end of the 75-year projection period to its value at the beginning of the period. The valuation date for the Statements of Long-Term Fiscal Projections is September 30.

<sup>8</sup>The Statements of Social Insurance present the present value of revenue and expenditures for social benefit programs, primarily Social Security and Medicare. These statements are presented for the current year and each of the 4 preceding years as required by U.S. generally accepted accounting principles. For the Statements of Social Insurance, the valuation date is January 1 for the Social Security and Medicare programs, October 1 for the Railroad Retirement program, and September 30 for the Black Lung program.

- Material weaknesses and other scope limitations, discussed above, limited tests of compliance with selected provisions of applicable laws, regulations, contracts, and grant agreements for fiscal year 2023.

## Progress in Federal Financial Management

Overall, the federal government has made significant strides in improving financial management since key federal financial management reforms were enacted in the 1990s. Nineteen of the 24 Chief Financial Officers Act of 1990 (CFO Act) agencies received clean opinions on their fiscal year 2023 financial statements, up from six CFO Act agencies that received clean audit opinions for fiscal year 1996.<sup>9</sup>

Accounting and financial reporting standards have continued to evolve to provide greater transparency and accountability over the federal government’s operations and financial condition, including long-term sustainability. We have reported areas where financial management can be improved, including standardizing and clarifying the responsibilities of chief financial officers, preparing government-wide and agency-level financial management plans, better linking performance and cost information for decision-making, and strengthening improper payment and fraud risk management reporting.<sup>10</sup>

While the U.S. government’s consolidated financial statements provide a high-level summary of the financial position, operating results, and financial condition for the federal government as a whole, substantial benefits have been achieved as a result of agencies’ preparation and audit of financial statements, including

- useful and necessary insight into government operations, including the agencies’ financial conditions;
- increased federal agency accountability to Congress and citizens, including independent assurance about the reliability of reported financial information;
- greater confidence to stakeholders (e.g., governance officials, taxpayers, consumers, and regulated entities) that federal funds are being properly accounted for and assets are properly safeguarded;
- an assessment of the reliability and effectiveness of systems and related internal controls, including identifying control deficiencies that could lead to fraud, waste, or abuse;
- a focus on information security;
- early warnings of financial management issues; and
- identification of noncompliance with laws and regulations, which can present challenges to agency operations.

The preparation and audit of individual federal entities’ financial statements have also identified numerous deficiencies, leading to corrective actions to strengthen federal entities’ internal controls, processes, and systems. For instance, in fiscal year 2023 the Department of Housing and Urban

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<sup>9</sup>The 19 agencies include the Department of Health and Human Services, which received an unmodified (“clean”) opinion on all statements except the Statements of Social Insurance and the Statements of Changes in Social Insurance Amounts.

<sup>10</sup>GAO, *Federal Financial Management: Substantial Progress Made since Enactment of the 1990 CFO Act; Refinements Would Yield Added Benefits*, [GAO-20-566](#) (Washington, D.C.: Aug. 6, 2020), and *Emergency Relief Funds: Significant Improvements Are Needed to Ensure Transparency and Accountability for COVID-19 and Beyond*, [GAO-22-105715](#) (Washington, D.C.: Mar. 17, 2022).

Development's auditor reported a significant deficiency in internal control over financial reporting, which was an improvement from the prior year's reported material weakness.<sup>11</sup>

## Financial Management Challenges

Since the federal government began preparing consolidated financial statements, for fiscal year 1997, three major impediments have continued to prevent us from rendering an opinion on the federal government's accrual-based consolidated financial statements: (1) serious financial management problems at the Department of Defense (DOD), (2) the federal government's inability to adequately account for intragovernmental activity and balances between federal entities, and (3) weaknesses in the federal government's process for preparing the consolidated financial statements.

DOD continues to take positive steps to improve its financial management but faces long-standing issues. After many years of working toward financial statement audit readiness, DOD underwent full financial statement audits for fiscal years 2018 through 2023. These audits resulted in disclaimers of opinion, material weaknesses in internal control over financial reporting (28 in both fiscal years 2023 and 2022), and thousands of audit findings.

DOD leadership identified a number of financial management-related benefits from these department-wide audits, as well as operational improvements. Specifically, DOD reported that the annual financial statement audits (1) are vital to the department's data transformation and business reform efforts, and (2) provide objective, independent assessments of the department's internal controls, financial reporting practices, and reliability of financial information. DOD also reported that auditor findings help DOD leadership prioritize improvements, drive efficiencies, identify issues with systems, and measure progress in modernizing the department's financial management capabilities. Further, DOD reported that the audits have been a catalyst for business process and business system reform across DOD, resulting in greater financial integrity, increased transparency, and a better supported warfighter. Examples of recent financial management-related benefits DOD identified include:

- **Obligations.** Better management of budget obligations, resulting in the availability of budget funds that could be used for more immediate mission-support and mission-critical needs. For example, for fiscal year 2023, DOD reported that it identified and deobligated \$330 million, which allowed the department to reprogram the funds for other needs.
- **Real property.** Better real property management, resulting in improved real property records and redeployment of maintenance costs.
- **Inventory.** Identification of several billion dollars related to (1) usable inventory that was not tracked in the inventory system but was available for use in addressing unmet needs, (2) unneeded inventory that resulted in freeing up storage space, and (3) inventory that was unavailable or unusable to meet mission needs. For example, initiatives to locate untracked or excess material identified more than \$4.4 billion of material that was made available for redeployment.
- **Systems.** Improved accuracy of the systems inventory, consolidation and retirement of systems, and reduction of maintenance costs for legacy systems. For example, in fiscal year 2023, DOD retired 10 financial reporting systems.

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<sup>11</sup>A significant deficiency is a deficiency, or a combination of deficiencies, in internal control over financial reporting that is less severe than a material weakness yet important enough to merit attention by those charged with governance.

DOD has acknowledged that achieving a clean audit opinion will take time. DOD management prioritized certain critical areas for improvement (i.e., for fiscal year 2023, its priorities were to improve fund balance with Treasury (FBWT), establish user access controls, and create a universe of transactions).<sup>12</sup> DOD reported that it uses the number of audit findings closed and material weaknesses downgraded or resolved from year to year to measure progress toward achieving a clean audit opinion. For example, while FBWT remains a material weakness at the DOD-wide level, certain components reported progress in addressing deficiencies in this area in fiscal year 2023. Specifically, the Department of the Army Working Capital Fund and the Department of the Navy General Fund reduced their FBWT material weaknesses to significant deficiencies, and the Department of the Air Force General Fund remediated its FBWT material weakness.

Various efforts are also under way to address the other two major impediments to rendering an opinion on the accrual-based consolidated financial statements. In addition to Treasury's and the Office of Management and Budget's (OMB) continued leadership, federal entities' strong and sustained commitment is critical to fully addressing these impediments.

The Department of the Treasury made progress addressing the material weakness related to the government's inability to adequately account for intragovernmental activity and balances between federal entities. For example, in fiscal year 2023, Treasury was able to work with component entities to reduce intragovernmental differences to amounts Treasury determined were immaterial to the consolidated financial statements, although it is uncertain if this outcome can be sustained in the future due to underlying deficiencies at component entities. Treasury also (1) continued to provide information and assistance to significant component entities to aid in resolving their intragovernmental differences and (2) issued additional guidance to federal entities related to accounting for intragovernmental transactions.

Treasury has also made progress addressing the material weaknesses related to the federal government's process for preparing the consolidated financial statements. In recent years, Treasury's corrective actions have included implementing new processes for preparing the consolidated financial statements, enhancing guidance for federal entity financial reporting, and implementing procedures to address certain previously issued internal control deficiencies.<sup>13</sup>

In addition to the three major impediments, certain federal entities have experienced financial management challenges in recent years.

- The Small Business Administration (SBA), which had substantial activity related to COVID-19 relief programs, such as the Paycheck Protection Program and the COVID-19 Economic Injury Disaster Loan program, was unable to obtain an opinion on its fiscal years 2020 through 2023 financial statements, after years of receiving clean opinions. SBA's auditor reported that the urgent need for SBA to implement COVID-19-related programs led to deficiencies in internal control processes.<sup>14</sup> SBA's auditor reported several material weaknesses in internal control in fiscal years 2020 through 2023 related to these programs. These weaknesses limit the reliability of SBA's financial reporting

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<sup>12</sup>Fund balance with Treasury (FBWT) is the amount in an entity's accounts with Treasury that is available for making expenditures and paying liabilities. Universe of transactions relates to transaction-level populations supporting material financial statement line items.

<sup>13</sup>GAO, *U.S. Consolidated Financial Statements: Improvements Needed in Internal Controls over Treasury and OMB Preparation Processes*, [GAO-23-106707](#) (Washington, D.C.: Aug. 15, 2023).

<sup>14</sup>Small Business Administration, *Agency Financial Report for Fiscal Year 2023* (Washington, D.C.: Nov. 15, 2023).

and increase the risk of fraud and improper payments. Due to the continuing material weaknesses in controls associated with the two programs that led to loans going to potentially ineligible borrowers, we have designated Emergency Loans for Small Businesses as a high-risk area since 2021.<sup>15</sup>

- The Department of Education, after years of receiving clean opinions, was unable to obtain an opinion on its fiscal years 2022 and 2023 financial statements. Education’s auditor continued to report a material weakness related to the department’s controls over the data used for estimating the costs of its loan programs.<sup>16</sup> For example, for fiscal year 2023, errors existed in the underlying data used for estimating the costs for the department’s student loan program. This weakness limits the reliability of Education’s financial reporting.
- The Department of Labor received a qualified opinion on its fiscal years 2021 through 2023 financial statements. Labor was unable to adequately support assumptions used for estimating remaining obligations and benefit overpayments related to the unemployment insurance program.<sup>17</sup>
- The Department of Agriculture received a qualified opinion on its fiscal year 2023 financial statements related to the recognition of certain budget obligations for Supplemental Nutrition Assistance Program benefits.<sup>18</sup>

The material weaknesses underlying the financial management challenges discussed above (1) hamper the federal government’s ability to reliably report a significant portion of its assets, liabilities, costs, and other related information; (2) affect the federal government’s ability to reliably measure the full cost, as well as the financial and nonfinancial performance, of certain programs and activities; (3) impair the federal government’s ability to adequately safeguard significant assets and properly record various transactions; and (4) hinder the federal government from having reliable, useful, and timely financial information to operate effectively and efficiently. We have made a number of recommendations to OMB, Treasury, DOD, and SBA to address these issues.<sup>19</sup> These entities have taken or plan to take actions to address these recommendations.

In addition to the material weaknesses referred to above, we identified two other continuing material weaknesses. These are the federal government’s inability to (1) determine the full extent to which improper payments occur and reasonably assure that appropriate actions are taken to reduce them and (2) identify and resolve information system control deficiencies and manage information security risks on an ongoing basis. The fiscal year 2023 government-wide total of reported improper payment estimates was \$236 billion. However, this amount does not include improper payment estimates for certain programs. For example, improper payment estimates were not reported for HHS’s Temporary Assistance for Needy Families program. As it relates to information system controls, 13 of the 24

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<sup>15</sup>For more information on GAO’s high-risk area with regards to Emergency Loans for Small Businesses, see GAO, *High-Risk Area: Emergency Loans for Small Businesses*, accessed on February 7, 2024, <https://www.gao.gov/highrisk/emergency-loans-small-businesses>.

<sup>16</sup>Department of Education, *Agency Financial Report for Fiscal Year 2023* (Washington, D.C.: Nov. 16, 2023).

<sup>17</sup>Department of Labor, *Agency Financial Report for Fiscal Year 2023* (Washington, D.C.: Nov. 14, 2023).

<sup>18</sup>Department of Agriculture, *Agency Financial Report for Fiscal Year 2023* (Washington, D.C.: Jan. 16, 2024).

<sup>19</sup>See GAO, *High Risk Area: DOD Financial Management*, accessed February 7, 2024, [https://www.gao.gov/highrisk/dod\\_financial\\_management](https://www.gao.gov/highrisk/dod_financial_management); [GAO-23-106707](https://www.gao.gov/2023/10/23/gao-23-106707); and *High Risk Area: Emergency Loans for Small Businesses*. Further, other auditors have made recommendations to DOD and SBA for improving their financial management.

agencies covered by the Chief Financial Officers Act of 1990 reported material weaknesses or significant deficiencies in information system controls.

Our audit report presents additional details concerning these material weaknesses and their effect on the accrual-based consolidated financial statements, sustainability financial statements, and managing federal government operations. Until the problems outlined in our audit report are adequately addressed, they will continue to have adverse implications for the federal government and the American people.

## Unsustainable Long-Term Fiscal Path

The 2023 Statement of Long-Term Fiscal Projections and related information in Note 24, *Long-Term Fiscal Projections*, to the consolidated financial statements and in the unaudited Required Supplementary Information section of the *2023 Financial Report of the United States Government (2023 Financial Report)* show that, based on current revenue and spending policies, the federal government continues to face an unsustainable long-term fiscal path. GAO and the Congressional Budget Office (CBO) prepare long-term federal fiscal simulations, which also continue to show federal debt held by the public rising as a share of gross domestic product (GDP) in the long term.<sup>20</sup> This situation—in which debt held by the public grows faster than GDP—means the federal government’s long-term fiscal path is unsustainable.

GAO, CBO, and the *2023 Financial Report*, although using somewhat different assumptions, all project that debt held by the public as a share of GDP (debt-to-GDP) will surpass its historical high (106 percent in 1946) in 2028. Health care and Social Security remain key drivers of federal noninterest spending in the long-term projections. In addition, GAO, CBO and the *2023 Financial Report* project that growing debt held by the public and increases in interest rates from recent historic lows will lead to higher spending on net interest (primarily interest on debt held by the public).

The *2023 Financial Report* provides an estimate of the magnitude of policy changes needed to achieve a target debt-to-GDP ratio of 97 percent (the 2023 level) in 2098 (the fiscal gap).<sup>21</sup> Policymakers could close the fiscal gap, achieving the target ratio, through a combination of revenue increases and noninterest spending reductions. To illustrate the magnitude of policy changes needed, if policymakers choose to close the fiscal gap solely through increased revenues, they would need to make policy changes over a 75-year period (fiscal years 2024 to 2098) that increase each year’s projected revenues by 23.8 percent. If policymakers choose to close the fiscal gap solely through reductions in noninterest spending, they would need to make policy changes over a 75-year period (fiscal years 2024 to 2098) that reduce each year’s projected noninterest spending by 19.8 percent. The projections show that the longer policy changes are delayed, the more significant the magnitude of policy changes will need to be to achieve the debt-to-GDP target.

Since 2017, we have stated that Congress should develop a fiscal plan to place the federal government on a sustainable fiscal path and ensure that the United States remains in a strong economic position to meet its social and security needs, as well as to preserve flexibility to address unforeseen events, such as an economic downturn or large-scale disaster. In developing a fiscal plan, policymakers will need to

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<sup>20</sup>For more information on GAO’s simulations, see GAO, *The Nation’s Fiscal Health: Road Map Needed to Address Projected Unsustainable Debt Levels*, [GAO-24-106987](#) (Washington, D.C.: Feb. 15, 2024). For more information on CBO’s simulations, see Congressional Budget Office, *The Budget and Economic Outlook: 2024 to 2034* (Washington, D.C.: Feb. 7, 2024).

<sup>21</sup>Fiscal gap can also be calculated using different time horizons and different target debt-to-GDP ratios. GAO projects a fiscal gap for a 30-year period. For more information, see GAO, “Interactive Graphic: Exploring the Tough Choices for a Sustainable Fiscal Path,” accessed February 7, 2024, <https://files.gao.gov/multimedia/gao-23-106201/interactive>.

consider the entire range of federal activities, both revenue (including tax expenditures) and spending (entitlement programs, other mandatory spending, and discretionary spending) that affect the debt.<sup>22</sup>

In September 2020, we suggested that a long-term fiscal plan include fiscal rules and targets, such as a debt-to-GDP target, and identified key considerations for the design, implementation, and enforcement of fiscal rules and targets.<sup>23</sup> For example, the design should provide flexibility to address emerging issues, such as an economic downturn or large-scale disaster. Well-designed fiscal rules and targets can help manage debt by controlling factors like spending and revenue. GAO issues an annual report on the fiscal health of the federal government, which provides more information on the federal government's unsustainable long-term fiscal path.<sup>24</sup>

We have also previously suggested that Congress consider alternative approaches to the current debt limit as part of any long-term fiscal plan.<sup>25</sup> The debt limit is a legal limit on the total amount of federal debt that can be outstanding at one time.<sup>26</sup> However, it does not restrict Congress's ability to pass spending and revenue legislation that affects the level of debt in the future, nor does it otherwise constrain fiscal policy. Delays in raising the debt limit could force Treasury to delay payments on maturing securities and interest until sufficient funds are available, compromising the safety of Treasury securities. This risk disrupts financial markets, and investors may require higher interest rates to hedge against the increased risks.

Further, there are other risks—such as natural disasters and climate change, global or regional military conflicts, housing finance, and public health crises—that could affect the federal government's financial condition in the future. These risks are not fully accounted for in the government's long-term fiscal projections. Some of the specific risks that could affect the federal government's financial condition include the following:

- Federal support of the housing finance market remains significant even though the market has largely recovered since the 2007 to 2009 financial crisis. In 2008, the federal government placed the Federal National Mortgage Association (Fannie Mae) and the Federal Home Loan Mortgage Corporation (Freddie Mac) under conservatorship and entered into preferred stock purchase agreements with these government-sponsored enterprises (GSE) to help ensure their financial stability. These agreements could affect the federal government's financial condition. At the end of fiscal year 2023, the federal government reported about \$240 billion of investments in these GSEs, which is net of about \$70 billion in valuation losses. The reported maximum remaining contractual commitment to these GSEs, if needed, is about \$254 billion.

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<sup>22</sup>Tax expenditures, as defined by law, are provisions of the federal tax code that reduce taxpayers' tax liability and therefore the amount of tax revenue paid to the federal government. Examples include tax credits, deductions, exclusions, exemptions, deferrals, and preferential tax rates. 2 U.S.C. § 622(3).

<sup>23</sup>GAO, *The Nation's Fiscal Health: Effective Use of Fiscal Rules and Targets*, [GAO-20-561](#) (Washington, D.C.: Sept. 23, 2020).

<sup>24</sup>[GAO-24-106987](#).

<sup>25</sup>GAO, *Debt Limit: Market Response to Recent Impasses Underscores Need to Consider Alternative Approaches*, [GAO-15-476](#) (Washington, D.C.: July 9, 2015).

<sup>26</sup>The debt limit is codified at 31 U.S.C. § 3101(b), as amended, and applies to federal debt issued pursuant to authority under 31 U.S.C. chapter 31. A very small amount of total federal debt is not subject to the debt limit. This amount primarily comprises unamortized discounts on Treasury bills and Zero Coupon Treasury bonds; debt securities issued by agencies other than Treasury, such as the Tennessee Valley Authority; and debt securities issued by the Federal Financing Bank.



The ultimate role of these GSEs could affect the federal government's financial condition and the financial condition of certain federal entities, including the Federal Housing Administration (FHA), which in the past expanded its lending role in distressed housing and mortgage markets. Federal actions and strong housing market conditions have strengthened the financial condition of FHA and these GSEs. However, risks remain that could affect their ability to absorb unexpected losses under severely adverse conditions.<sup>27</sup>

- Disaster costs are expected to increase as extreme weather events become more frequent and intense because of climate change, as the U.S. Global Change Research Program and the National Academies of Sciences, Engineering, and Medicine have observed and projected. Key sources of exposure include supplemental appropriations to provide disaster assistance, additional losses on federal insurance programs (e.g., crop and flood insurance), and damage to federal property that might be affected. For example, as currently structured, the National Flood Insurance Program's premiums and dedicated resources are not sufficient to cover expected costs without borrowing from Treasury.<sup>28</sup> As of September 30, 2023, the Federal Emergency Management Agency (FEMA), which administers the National Flood Insurance Program, owed about \$21 billion to Treasury for money borrowed to pay claims and other expenses. We have reported that FEMA is unlikely to collect enough in premiums in the future to repay this debt.<sup>29</sup>

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Our audit report on the U.S. government's consolidated financial statements would not be possible without the commitment and professionalism of inspectors general throughout the federal government who are responsible for annually auditing the financial statements of individual federal entities. We also appreciate the cooperation and assistance of Treasury and OMB officials as well as the federal entities' chief financial officers' flexibility, adaptability, and ability to issue their financial statements on a timely basis. We look forward to continuing to work with these individuals, the administration, and Congress to achieve the goals and objectives of federal financial management reform.

Our guide, *Understanding the Financial Report of the United States Government*, is intended to help those who seek to obtain a better understanding of the financial report and is available on GAO's website at <https://www.gao.gov>.<sup>30</sup>

We are sending copies of this report to the Majority and Minority Leaders of the U.S. Senate and House of Representatives, interested congressional committees, the Secretary of the Treasury, the Director of the Office of Management and Budget, and other agency officials. In addition, the report is available at no charge on the GAO website at <https://www.gao.gov>.

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<sup>27</sup>GAO, *Housing Finance System: Future Reforms Should Consider Past Plans and Vulnerabilities Highlighted by Pandemic*, [GAO-22-104284](https://www.gao.gov/products/GAO-22-104284) (Washington, D.C.: Jan. 13, 2022).

<sup>28</sup>We have suggested an alternative way to record insurance commitments in the budget such that the federal government's commitment would be more fully recognized. See GAO, *Fiscal Exposures: Federal Insurance and Other Activities That Transfer Risk or Losses to the Government*, [GAO-19-353](https://www.gao.gov/products/GAO-19-353) (Washington, D.C.: Mar. 27, 2019).

<sup>29</sup>GAO, *Flood Insurance: FEMA's New Rate-Setting Methodology Improves Actuarial Soundness but Highlights Need for Broader Program Reform*, [GAO-23-105977](https://www.gao.gov/products/GAO-23-105977) (Washington, D.C.: July 31, 2023).

<sup>30</sup>GAO, *Understanding the Financial Report of the United States Government*, [GAO-18-239SP](https://www.gao.gov/products/GAO-18-239SP) (Washington, D.C.: Feb. 2018).

If you have any questions about our audit report, please contact me on (202) 512-5500 or Robert F. Dacey, Chief Accountant, or Dawn B. Simpson, Director, Financial Management and Assurance, on (202) 512-3406. Contact points for our Offices of Congressional Relations and Public Affairs may be found on the last page of this report.

A handwritten signature in black ink that reads "Gene L. Dodaro". The signature is written in a cursive style with a large, prominent initial "D" and a long horizontal flourish extending to the right.

Gene L. Dodaro  
Comptroller General  
of the United States

Enclosure



# FINANCIAL REPORT

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of the  
**United States  
Government**

FISCAL YEAR 2023





**DEPARTMENT OF THE TREASURY**  
**WASHINGTON, D.C.**

February 15, 2024

*A Message from the Secretary of the Treasury*

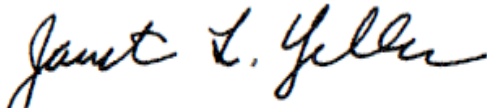
During fiscal year 2023, the American economy continued to improve and the gains have been widely shared: consumers have more purchasing power, businesses have been investing more, and inflation has come down significantly. The labor market is also strong, with the unemployment rate near historic lows.

This is the result of a historically fast recovery, as well as actions to navigate adverse shocks. Over the past year, the Biden Administration acted decisively in response to stress in the banking sector to protect depositors and mitigate systemic risks to the financial system. The Administration continues to vigilantly monitor potential economic spillovers from global events, including Russia's war in Ukraine and the conflict in the Middle East.

The Biden Administration also remains focused on growing our economy for the medium to long term. This year, Americans are starting to see the results of the historic legislation passed in 2021 and 2022: the Bipartisan Infrastructure Law, the CHIPS and Science Act, and the Inflation Reduction Act. Public dollars are now crowding in private investment, with companies announcing over \$600 billion in clean energy and manufacturing investments since the start of the Biden Administration and new jobs being created in twenty-first century industries.

To further the government's commitment to financial transparency and accountability, the annual Financial Report of the United States Government lays out comprehensive data and analysis on our nation's finances. Here, you will find information on all aspects of the government's current financial position, as well as information on changes in the financial position during this fiscal year, and potential future changes.

It is my duty and pleasure to present the Fiscal Year 2023 Report to the American people.

  
Janet L. Yellen

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<p><b><i>For a complete listing of frequently used acronyms found throughout the Financial Report, please refer to the Glossary of Acronyms located in Appendix B.</i></b></p>
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<b>NATION BY THE NUMBERS</b>		
<b>A Snapshot of The Government's Financial Position &amp; Condition</b>		
	<b>2023</b>	<b>2022*</b>
<b>Financial Measures (Dollars in Billions):</b>		
<b>Net Cost:</b>		
Gross Costs	\$ (7,661.7)	\$ (7,420.1)
Less: Earned Revenue	\$ 539.5	\$ 531.1
Gain/(Loss) from Changes in Assumptions	\$ (760.6)	\$ (2,207.9)
<b>Total Net Cost</b>	<b>\$ (7,882.8)</b>	<b>\$ (9,096.9)</b>
<b>Less: Total Tax and Other Unearned Revenues</b>	<b>\$ 4,465.6</b>	<b>\$ 4,925.9</b>
<b>Net Operating Cost</b>	<b>\$ (3,417.2)</b>	<b>\$ (4,171.0)</b>
<b>Budget Deficit</b>	<b>\$ (1,695.2)</b>	<b>\$ (1,375.5)</b>
<b>Assets, comprised of:</b>		
Cash and Other Monetary Assets	\$ 922.2	\$ 877.8
Inventory and Related Property, Net	\$ 423.0	\$ 406.9
Loans Receivable, Net	\$ 1,695.1	\$ 1,434.1
General Property, Plant, and Equipment, Net	\$ 1,235.0	\$ 1,197.5
Other	\$ 1,143.8	\$ 1,046.1
<b>Total Assets</b>	<b>\$ 5,419.1</b>	<b>\$ 4,962.4</b>
<b>Less: Liabilities, comprised of:</b>		
Federal Debt and Interest Payable	\$ (26,347.7)	\$ (24,328.0)
Federal Employee & Veteran Benefits Payable	\$ (14,327.4)	\$ (12,811.9)
Other	\$ (2,223.2)	\$ (1,882.4)
<b>Total Liabilities</b>	<b>\$ (42,898.3)</b>	<b>\$ (39,022.3)</b>
Unmatched Transactions and Balances <sup>1</sup>	\$ -	\$ (1.3)
<b>Net Position<sup>2</sup></b>	<b>\$ (37,479.2)</b>	<b>\$ (34,061.2)</b>
<b>Sustainability Measures (Dollars in Trillions):</b>		
Social Insurance Net Expenditures	\$ (78.4)	\$ (75.9)
Total Federal Non-Interest Net Expenditures	\$ (73.2)	\$ (79.5)
<b>Sustainability Measures as Percent GDP:</b>		
Social Insurance Net Expenditures <sup>3</sup>	(4.4%)	(4.3%)
Total Federal Non-Interest Net Expenditures	(3.8%)	(4.2%)
Fiscal Gap <sup>4</sup>	(4.5%)	(4.9%)
<p><sup>1</sup> Unmatched transactions and balances are net adjustments needed to balance the financial statements and are due primarily to unresolved intra-governmental differences.</p> <p><sup>2</sup> The government's net position is calculated in accordance with federal accounting standards. Per these standards, net position does not include the financial value of the government's sovereign power to tax, regulate commerce, or set monetary policy, or the value of nonoperational resources, such as national and natural resources, for which the government is a steward.</p> <p><sup>3</sup> Pursuant to federal accounting standards, for SOSI reporting, the federal government's social insurance programs include Social Security; Medicare Parts A, B, and D; DOL's Black Lung program; and the RRB.</p> <p><sup>4</sup> To prevent the debt-to-GDP ratio from rising over the next 75 years, a combination of non-interest spending reductions and receipts increases that amount to 4.5 percent of GDP on average is needed (4.9 percent of GDP on average in FY 2022). See Financial Statement Note 24.</p> <p>* Change in presentation (see Financial Statement Note 1.W).</p>		

## Executive Summary to the FY 2023 Financial Report of the United States Government

The FY 2023 [Financial Report](#) presents the U.S. government’s current financial position and condition, and discusses key financial topics and trends. The *Financial Report* is produced by Treasury in coordination with OMB, which is part of the Executive Office of the President. The table on the preceding page presents several key indicators of the government’s financial position and condition, which are discussed in this Executive Summary and, in greater detail, in the *Financial Report*. The Secretary of the [Treasury](#), the Director of [OMB](#), and the Comptroller General of the U.S. at the [GAO](#) believe that the information discussed in the *Financial Report* is important to all Americans.

The *Financial Report* addresses the government’s financial activity and results as of and for the fiscal years ended September 30, 2023, and 2022. Note 30—Subsequent Events discusses events that occurred after the end of the fiscal year that may affect the government’s financial position and condition.

### Results in Brief

The “Nation by the Numbers” table on the preceding page and the following summarize key metrics about the federal government’s financial position for and during FY 2023:

- The budget deficit increased by \$319.7 billion (23.2 percent) to \$1.7 trillion and net operating cost decreased by \$753.8 billion (18.1 percent) to \$3.4 trillion.
- Net operating cost decreased due largely to significant decreases in non-cash costs (including decreases in losses stemming from changes in assumptions affecting cost and liability estimates for the government’s employee and veteran benefits programs (which do not affect the current year deficit) and reestimates of long-term student loan costs).
- The government’s gross costs of \$7.7 trillion, less \$539.5 billion in revenues earned for goods and services provided to the public, plus \$760.6 billion in net losses from changes in assumptions yields the government’s net cost of \$7.9 trillion, a decrease of \$1.2 trillion (13.3 percent) from FY 2022.
- Tax and other revenues decreased by \$460.3 billion to \$4.5 trillion. Deducting these revenues from net cost yields the federal government’s “bottom line” net operating cost of \$3.4 trillion referenced above.
- Comparing total government assets of \$5.4 trillion (including \$1.7 trillion of loans receivable, net and \$1.2 trillion of PP&E) to total liabilities of \$42.9 trillion (including \$26.3 trillion in federal debt and interest payable, and \$14.3 trillion of federal employee and veteran benefits payable) yields a negative net position of \$37.5 trillion.
- The Statement of Long-Term Fiscal Projections (SLTFP) shows that the present value (PV) of total non-interest spending, over the next 75 years, under current policy, is projected to exceed the PV of total receipts by \$73.2 trillion (total federal non-interest net expenditures from the table on the previous page).
- The debt-to-GDP ratio was approximately 97 percent at the end of FY 2023. Under current policy and based on this report’s assumptions, it is projected to reach 531 percent by 2098. The projected continuous rise of the debt-to-GDP ratio indicates that current policy is unsustainable.
- The Statement of Social Insurance (SOSI) shows that the PV of the government’s expenditures for Social Security and Medicare Parts A, B and D, and other social insurance programs over 75 years is projected to exceed social insurance revenues by about \$78.4 trillion, a \$2.5 trillion increase over 2022 social insurance projections.

## Where We Are Now

The government's financial position and condition have traditionally been expressed through the *Budget*, focusing on surpluses, deficits, and debt. However, this primarily cash-based discussion of the government's net outlays (deficit) or net receipts (surplus) tells only part of the story. The government's accrual-based net position, (the difference between its assets and liabilities, adjusted for unmatched transactions and balances), and its "bottom line" net operating cost (the difference between its revenues and costs) are also key financial indicators. The following includes brief discussions of some of the diminishing effects of the pandemic on the government's financial results for FY 2023. Please refer to Note 29—COVID-19 Activity and other disclosures in this *Financial Report*, as well as in the individual entities' financial statements for more information.

### Comparing the Budget and the Financial Report

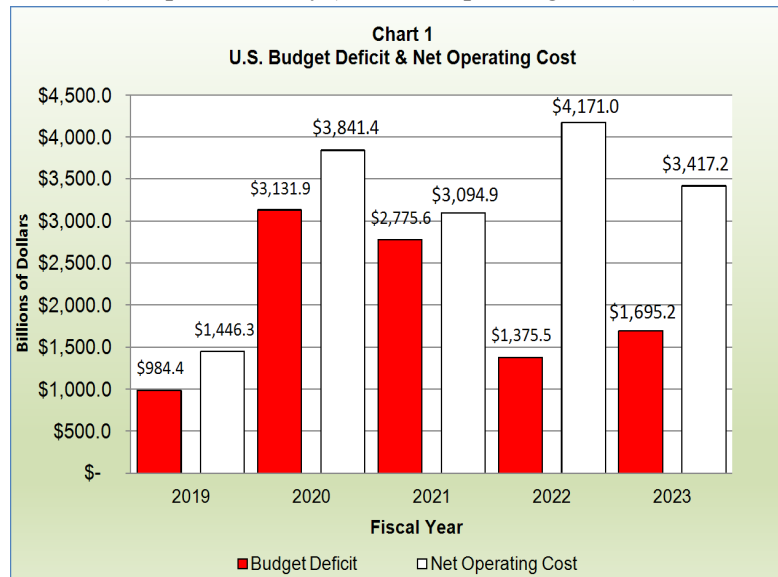
The *Budget* and the *Financial Report* present complementary perspectives on the government's financial position and condition.

- The *Budget* is the government's primary financial planning and control tool. It accounts for past government receipts and spending and includes the President's proposed receipts and spending plan. Receipts are cash received by the U.S. government and spending is measured as outlays, or payments made by the federal government to the public or entities outside the government. When total receipts exceed outlays, there is a budget surplus; conversely, if total outlays exceed total receipts, there is a budget deficit.
- The *Financial Report* includes the government's costs and revenues, assets and liabilities, and other important financial information. It compares the government's revenues (amounts earned, but not necessarily collected), with costs (amounts incurred, but not necessarily paid) to derive net operating cost.

Chart 1 compares the government's budget deficit (receipts vs. outlays) and net operating cost (revenues vs. costs) for FYs 2019 - 2023. During FY 2023:

- A \$456.8 billion decrease in receipts more than offset a \$137.1 billion decrease in outlays resulting in a \$319.7 billion (23.2 percent) increase in the budget deficit from \$1.4 trillion to \$1.7 trillion.
- Net operating cost decreased \$753.8 billion or 18.1 percent from \$4.2 trillion to \$3.4 trillion, due mostly to a \$1.2 trillion or 13.3 percent decrease in net cost which more than offset a \$460.3 billion or 9.3 percent decrease in tax and other revenues.

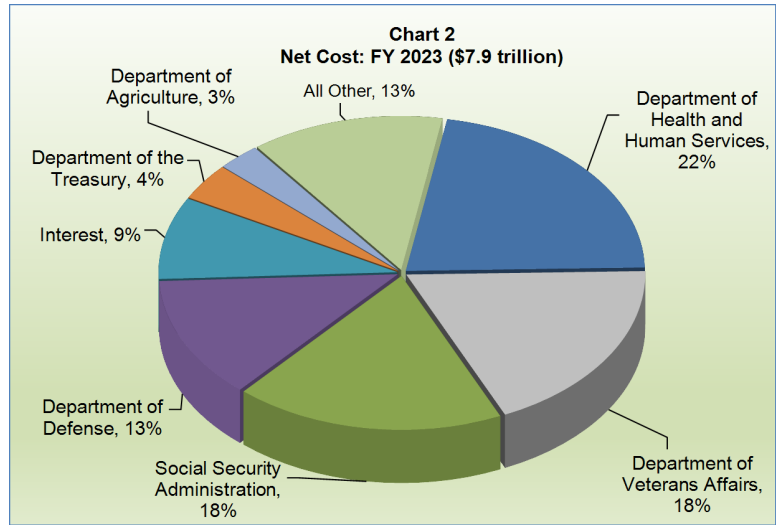
The \$1.7 trillion difference between the budget deficit and net operating cost for FY 2023 is primarily due to accrued costs (incurred but not necessarily paid) that are included in net operating cost, but not the budget deficit. These are primarily actuarial costs related to federal employee and veteran benefits programs, particularly at VA, DOD, and OPM. Other sources of differences include but are not limited to decreases in taxes receivable, increases in advances and deferred revenue received by the federal government from others, decreases in advances and prepayments made by the federal government.



## Costs and Revenues

The government's "bottom line" net operating cost decreased \$753.8 billion (18.1 percent) during FY 2023 to \$3.4 trillion. It is calculated as follows:

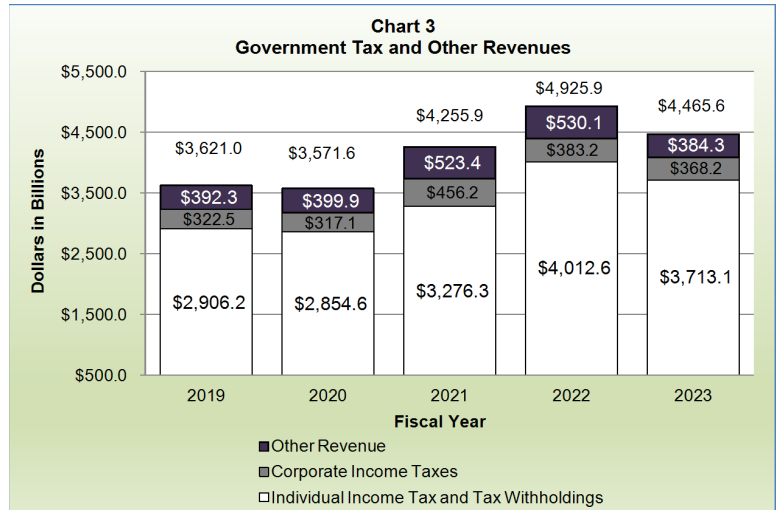
- Starting with total gross costs of \$7.7 trillion, the government subtracts earned program revenues (e.g., Medicare premiums, national park entry fees, and postal service fees) and adjusts the balance for gains or losses from changes in actuarial assumptions used to estimate future federal employee and veteran benefits payments to derive its net cost before taxes and other revenues of \$7.9 trillion (see Chart 2), a decrease of \$1.2 trillion (13.3 percent) from FY 2022. This net decrease is the combined effect of many offsetting increases and decreases across the government. For example:



- Entities administering federal employee and veteran benefits programs, including the [VA](#), [DOD](#), and [OPM](#) employ a complex series of assumptions to make actuarial projections of their long-term benefits liabilities. These assumptions include but are not limited to interest rates, beneficiary eligibility, life expectancy, and medical cost levels. Changes in these assumptions can result in either losses (net cost increases) or gains (net cost decreases). Across the government, these net losses from changes in assumptions amounted to \$760.6 billion in FY 2023, a loss decrease (and a corresponding net cost decrease) of \$1.4 trillion compared to FY 2022.
- In particular, VA net costs decreased \$479.6 billion due largely to decreased losses from changes in assumptions as referenced above, partially offset by an increase in costs as a result of legislation expanding and extending eligibility for veteran's benefits.
- DOD net costs decreased \$455.6 billion due primarily to a \$437.7 billion loss decrease from changes in assumptions as referenced above. However, most of DOD's net costs included those related to military operations, readiness and support, procurement, personnel, and R&D.
- A \$222.7 billion decrease in [Treasury](#) net costs was largely due to a decrease in costs associated with Treasury's pandemic relief programs, including: 1) the Coronavirus State and Local Fiscal Recovery Funds; and 2) COVID-19 related refunds and other payments such as the EIP and advances for child tax credits.
- [Education](#) net costs decreased \$521.0 billion due largely to the combined effect of: 1) an FY 2022 cost increase of \$330.9 billion due largely to a \$337.3 billion loan modification stemming from the announced broad-based student loan debt relief; and 2) an FY 2023 cost decrease of \$319.9 billion from a downward modification to reverse the broad-based student loan debt relief, as a result of the Supreme Court's ruling on Biden v. Nebraska. Education's FY 2023 net costs were also impacted by: 1) \$71.4 billion in upward cost reestimates of the Department's existing loan portfolio; and 2) \$115.7 billion of upward modifications related to COVID-19 administrative actions, changes to repayment plans, and other programmatic changes.
- A \$54.1 billion net cost increase at [HHS](#) primarily due to a \$116.1 billion increase across the Medicare and Medicaid benefits programs largely associated with increasing benefits payments. This cost increase was offset by a \$62.0 billion cost decrease across all other HHS segments primarily due to decreases in COVID-19 costs.

- [SSA](#) net costs increased \$138.8 billion due largely to a 2.5 percent increase in the number of OASI beneficiaries, combined with an 8.7 percent COLA provided to beneficiaries in 2023.
- Interest costs related to federal debt securities held by the public increased by \$181.5 billion due largely to increases in outstanding debt held by the public and the average interest rates, which were offset by a decrease in inflation adjustments.
- The government deducts tax and other revenues from net cost (with some adjustments) to derive its FY 2023 “bottom line” net operating cost of \$3.4 trillion.

- From Chart 3, total government tax and other revenues decreased by \$460.3 billion (9.3 percent) to about \$4.5 trillion for FY 2023 due primarily to a decline in individual income and tax withholdings and corporate income taxes as well as decreased deposits of earnings from the Federal Reserve due to increased interest rates.

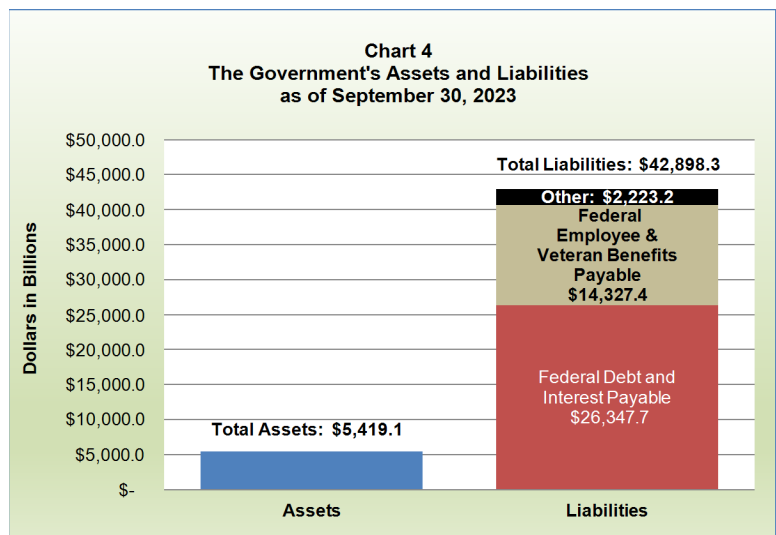


- Together, individual income tax and tax withholdings, and corporate income taxes accounted for about 91.4 percent of total tax and other revenues in FY 2023. Other revenues include Federal Reserve earnings, excise taxes, and customs duties.

## Assets and Liabilities

Chart 4 summarizes the assets and liabilities that the government reports on its Balance Sheet. As of September 30, 2023:

- More than three-fourths of the federal government’s total assets (\$5.4 trillion) consist of: 1) \$922.2 billion in cash and monetary assets; 2) \$423.0 billion in inventory and related property; 3) \$1.7 trillion in loans receivable, net (primarily student loans); and 4) \$1.2 trillion in net PP&E.
- Cash and monetary assets (\$922.2 billion) is comprised largely of the operating cash of the U.S. government. Operating cash held by Treasury increased \$21.9 billion (3.5 percent) to \$638.9 billion during FY 2023.



- Inventory and related property (\$423.0 billion) includes: 1) inventory, which is tangible personal property that is either held for sale, in the process of production for sale, or to be consumed in the production of goods for sale or in the provision of services for a fee; 2) OM&S, or tangible personal property to be consumed in normal operations (e.g., spare and repair parts, ammunition, and tactical

missiles); and 3) stockpiles, or strategic and critical materials held due to statutory requirements for use in national defense, conservation, or local/national emergencies.

- Loans receivable, net (\$1.7 trillion) is comprised of loans provided by multiple agencies, including Education and [SBA](#), to promote the nation's welfare by making financing available to segments of the population not served adequately by non-federal institutions or otherwise providing for certain activities or investments. The government's net loan portfolio increased by \$261.0 billion (18.2 percent) during FY 2023. This net increase was largely due to a \$214.3 billion increase in Education's Federal Direct Student Loans, net, primarily due to a reversal of the broad-based student loan debt relief as a result of the Supreme Court's ruling in *Biden v. Nebraska*. Additional Loans Receivable, net increases included Treasury's purchase of a \$50 billion note issued by a trust created by FDIC in its receivership capacity and backed by a guarantee from the FDIC in its corporate capacity. These and other net increases were partially offset by a \$49.6 billion decrease in SBA's loan receivables, net, due largely to write-offs of direct disaster loans. Other changes included fluctuations in loan programs for HUD, DOT, and DFC.
- Federal government general PP&E includes many of the physical resources that are vital to the federal government's ongoing operations, including buildings, structures, facilities, equipment, internal use software, and general-purpose land. DOD comprises approximately 67.4 percent of the government's reported general PP&E of \$1.2 trillion as of September 30, 2023.
- Other significant government resources not reported on the Balance Sheet include the government's power to tax and set monetary policy, natural resources, and stewardship assets. Stewardship assets, including heritage assets and stewardship land, benefit the nation (e.g., national monuments, national parks) and are intended to be held indefinitely.
- Total liabilities (\$42.9 trillion) consist mostly of: 1) \$26.3 trillion in federal debt and interest payable; and 2) \$14.3 trillion in federal employee and veteran benefits payable.
  - Federal debt held by the public is debt held outside of the government by individuals, corporations, state and local governments, the FR System, foreign governments, and other non-federal entities.
  - The government borrows from the public (increases federal debt levels) to finance deficits. During FY 2023, federal debt held by the public increased \$2.0 trillion (8.3 percent) to \$26.3 trillion.
  - The government also reports about \$6.9 trillion of intra-governmental debt outstanding, which arises when one part of the government borrows from another. For example, government funds (e.g., Social Security and Medicare Trust Funds) typically must invest excess receipts, including interest earnings, in Treasury-issued federal debt securities. Although not reflected in Chart 4, these securities are included in the calculation of federal debt subject to the debt limit.
  - Federal debt held by the public plus intra-governmental debt equals gross federal debt, which, with some adjustments, is subject to a statutory debt ceiling ("debt limit"). Congress and the President increased the debt limit by \$2.5 trillion in December 2021 with the enactment of P.L. 117-73. In response to delays in raising the statutory debt limit, Treasury took extraordinary measures to meet the government's obligations as they came due without exceeding the debt limit from January 19 through June 2, 2023. On June 3, 2023, P.L. 118-5 was enacted, suspending the debt limit through January 1, 2025. On Monday, June 5, 2023, Treasury discontinued its use of extraordinary measures and resumed normal debt management operations. At the end of FY 2023, debt subject to the statutory limit was \$33.1 trillion. Increasing or suspending the debt limit does not increase spending or authorize new spending; rather, it permits the government to continue to honor pre-existing commitments (see Note 12—Federal Debt and Interest Payable).
  - Federal employee and veteran benefits payable (\$14.3 trillion) represents the amounts of benefits payable by agencies that administer the government's pension and other benefit plans for its military and civilian employees.

See Note 29—COVID-19 Activity, as well as the referenced agencies' FY 2023 financial statements for additional information about the financial effects of the federal government's response to the pandemic. See Note

30—Subsequent Events for information about events that occurred after the end of the fiscal year that may affect the government’s financial results.

## Key Economic Trends

An analysis of U.S. economic performance provides useful background when evaluating the government’s financial statements. Over the course of FY 2023, the economy’s growth accelerated even as inflation continued to slow. In addition, labor markets remained tight and continued to generate a substantial number of jobs but also showed signs of very gradual easing over the course of FY 2023. These and other economic and financial developments are discussed in greater detail in the *Financial Report*.

## An Unsustainable Fiscal Path

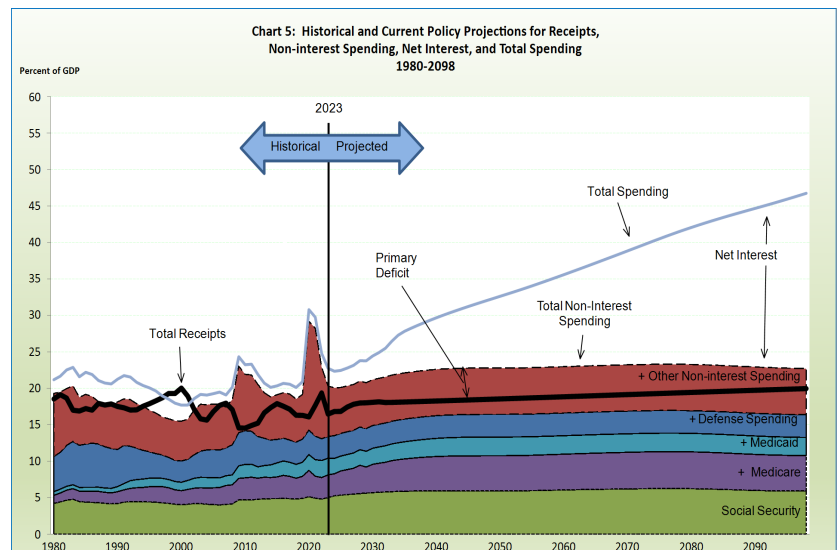
An important purpose of this *Financial Report* is to help citizens understand current fiscal policy and the importance and magnitude of policy reforms necessary to make it sustainable. A sustainable fiscal policy is defined as one where the ratio of debt held by the public to GDP (the debt-to-GDP ratio) is stable or declining over the long term. GDP measures the size of the nation’s economy in terms of the total value of all final goods and services that are produced in a year. Considering financial results relative to GDP is a useful indicator of the economy’s capacity to sustain the government’s many programs. This *Financial Report* presents data, including debt, as a percent of GDP to help readers assess whether current fiscal policy is sustainable. The debt-to-GDP ratio was approximately 97 percent at the end of FY 2023, which is similar to (but slightly above) the debt-to-GDP ratio at the end of FY 2022. The long-term fiscal projections in this *Financial Report* are based on the same economic and demographic assumptions that underlie the SOSI.

The current fiscal path is unsustainable. To determine if current fiscal policy is sustainable, the projections based on the assumptions discussed in the *Financial Report* assume current policy will continue indefinitely.<sup>1</sup> The projections are therefore neither forecasts nor predictions. Nevertheless, the projections demonstrate that policy changes need to be enacted for the actual financial outcomes to differ from those projected.

## Receipts, Spending, and the Debt

Chart 5 shows historical and current policy projections for receipts, non-interest spending by major category, net interest, and total spending expressed as a percent of GDP.

- The primary deficit is the difference between non-interest spending and receipts. The ratio of the primary deficit to GDP is useful for gauging long-term fiscal sustainability.
- The primary deficit-to-GDP ratio increased during the financial crisis of 2008 and the COVID-19 pandemic. Spending was elevated in 2020 and 2021 due to funding to support economic recovery, but increased receipts reduced the primary deficit-to-GDP ratio to 10.8 percent in 2021 from 13.3 percent in 2020. The primary deficit-to-GDP ratio in 2023 was 3.8 percent, increasing by 0.2 percentage points from 3.6 percent in 2022 partially due to lower receipts.



<sup>1</sup> Current policy in the projections is based on current law, but includes extension of certain policies that expire under current law but are routinely extended or otherwise expected to continue.



- The persistent long-term gap between projected receipts and total spending shown in Chart 5 occurs despite the projected effects of the PPACA<sup>2</sup> on long-term deficits.
  - Enactment of the PPACA in 2010 and the [MACRA \(P.L. 114-10\)](#) in 2015 established cost controls for Medicare hospital and physician payments whose long-term effectiveness is still to be demonstrated fully.
  - There is uncertainty about the extent to which these projections can be achieved and whether the PPACA’s provisions intended to reduce Medicare cost growth will be overridden by new legislation.

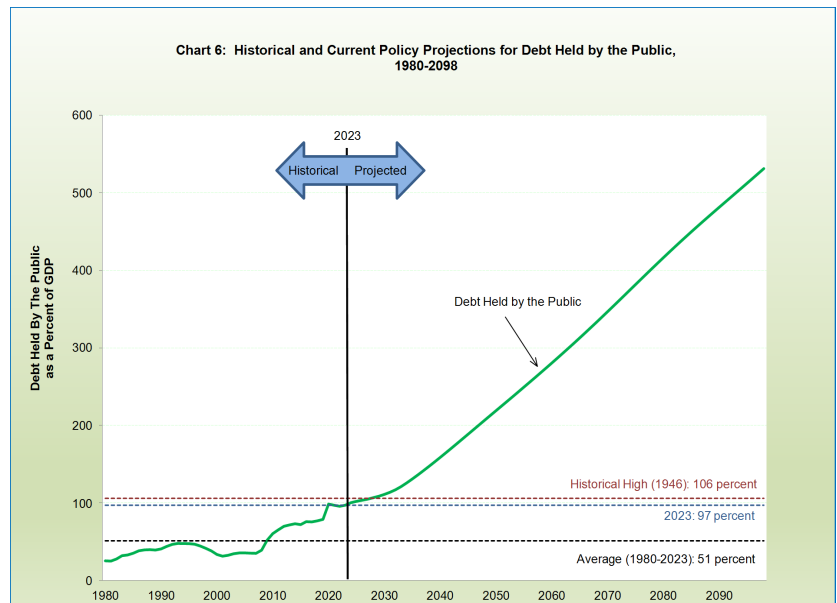
Table 1 summarizes the status and projected trends of the government’s Social Security and Medicare Trust Funds.

Table 1: Trust Fund Status		
Fund	Projected Depletion	Projected Post-Depletion Trend
Medicare Hospital Insurance *	2031	In 2031, trust fund income is projected to cover 89 percent of benefits, decreasing to 81 percent in 2047, then returning to 96 percent by 2097.
Combined Old-Age Survivors and Disability Insurance **	2034	In 2034, trust fund income is projected to cover 80 percent of scheduled benefits, decreasing to 74 percent by 2097.

\* Source: 2023 Medicare Trustees Report \*\* Source: 2023 OASDI Trustees Report  
 This Report's projections assume full Social Security and Medicare benefits are paid after fund depletion contrary to current law.

The primary deficit projections in Chart 5, along with those for interest rates and GDP, determine the debt-to-GDP ratio projections in Chart 6.

- The debt-to-GDP ratio was approximately 97 percent at the end of FY 2023, and under current policy and based on this report’s assumptions is projected to reach 531 percent in 2098.
- The debt-to-GDP ratio rises continuously in great part because primary deficits lead to higher levels of debt. The continuous rise of the debt-to-GDP ratio indicates that current fiscal policy is unsustainable.
- These debt-to-GDP projections are lower than both the 2022 and 2021 *Financial Report* projections.



<sup>2</sup> The PPACA refers to [P.L. 111-148](#), as amended by [P.L. 111-152](#). The PPACA expands health insurance coverage, provides health insurance subsidies for low-income individuals and families, includes many measures designed to reduce health care cost growth, and significantly reduces Medicare payment rate updates relative to the rates that would have occurred in the absence of the PPACA. (See Note 25 and the RSI section of the *Financial Report*, and the 2023 Medicare Trustees Report for additional information).

## The Fiscal Gap and the Cost of Delaying Fiscal Policy Reform

- The 75-year fiscal gap is a measure of how much primary deficits must be reduced over the next 75 years in order to make fiscal policy sustainable. That estimated fiscal gap for 2023 is 4.5 percent of GDP (compared to 4.9 percent for 2022).
- This estimate implies that making fiscal policy sustainable over the next 75 years would require some combination of spending reductions and receipt increases that equals 4.5 percent of GDP on average over the next 75 years. The fiscal gap represents 23.8 percent of 75-year PV receipts and 19.8 percent of 75-year PV non-interest spending.
- The timing of policy changes to make fiscal policy sustainable has important implications for the well-being of future generations as is shown in Table 2.

<b>Period of Delay</b>	<b>Change in Average Primary Surplus</b>
Reform in 2024 (No Delay)	4.5 percent of GDP between 2024 and 2098
Reform in 2034 (Ten-Year Delay)	5.3 percent of GDP between 2034 and 2098
Reform in 2044 (Twenty-Year Delay)	6.5 percent of GDP between 2044 and 2098

- Table 2 shows that, if reform begins in 2034 or 2044, the estimated magnitude of primary surplus increases necessary to close the 75-year fiscal gap is 5.3 percent and 6.5 percent of GDP, respectively. The difference between the primary surplus increase necessary if reform begins in 2034 or 2044 and the increase necessary if reform begins in 2024, an additional 0.8 and 2.0 percentage points, respectively, is a measure of the additional burden policy delay would impose on future generations.
- The longer policy action to close the fiscal gap is delayed, the larger the post-reform primary surpluses must be to achieve the target debt-to-GDP ratio at the end of the 75-year period. Future generations are harmed by a policy delay because the higher the primary surpluses are during their lifetimes, the greater is the difference between the taxes they pay and the programmatic spending from which they benefit.

## Conclusion

- Projections in the *Financial Report* indicate that the government's debt-to-GDP ratio is projected to rise over the 75-year projection period and beyond if current policy is kept in place. The projections in this *Financial Report* show that current policy is not sustainable.
- If changes in fiscal policy are not so abrupt as to slow economic growth and those policy changes are adopted earlier, then the required changes to revenue and/or spending will be smaller to return the government to a sustainable fiscal path.

## Reporting on Climate Change

As stated in Executive Order 14008, *Tackling the Climate Crisis at Home and Abroad* “the United States and the world face a profound climate crisis...Domestic action must go hand in hand with United States international leadership, aimed at significantly enhancing global action.” In response, the administration has enacted key legislation and issued important policy actions. As summarized in the MD&A section of the *Financial Report*, many of the 24 CFO Act agencies have leveraged their FY 2023 financial statements to discuss a wide range of topics concerning how their agencies are responding to the climate crisis, including providing links to agency Climate Adaptation and Resilience Plans.

## Find Out More

The FY 2023 *Financial Report* and other information about the nation's finances are available at:

- Treasury, [https://www.fiscal.treasury.gov/fsreports/rpt/finrep/fr/fr\\_index.htm](https://www.fiscal.treasury.gov/fsreports/rpt/finrep/fr/fr_index.htm) and <https://fiscaldata.treasury.gov/americas-finance-guide/>;
- OMB's Office of Federal Financial Management, <https://www.whitehouse.gov/omb/management/office-federal-financial-management/>; and
- GAO, <https://www.gao.gov/federal-financial-accountability>.

The GAO audit report on the U.S. government's consolidated financial statements can be found beginning on page 218 of the full *Financial Report*. GAO was unable to express an opinion (disclaimed) on these consolidated financial statements for the reasons discussed in the audit report.

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# MANAGEMENT'S DISCUSSION AND ANALYSIS

## Introduction

The FY 2023 *Financial Report* provides the President, Congress, and the American people with a comprehensive view of the federal government's financial position and condition; and discusses important financial issues and significant conditions that may affect future operations, including the need to achieve fiscal sustainability over the long-term.

Pursuant to 31 U.S.C. § 331(e)(1), Treasury, in cooperation with OMB, must submit an audited (by GAO) financial statement for the preceding fiscal year, covering all accounts and associated activities of the executive branch of the U.S. government<sup>1</sup> to the President and Congress no later than six months after the September 30 fiscal year-end.

The *Financial Report* is prepared from the financial information provided by 166 federal consolidation entities (see organizational chart on the next page and Appendix A). As it has for the past 25 years, GAO issued a disclaimer of opinion on the accrual-based, consolidated financial statements for the fiscal years ended September 30, 2023, and 2022. GAO also issued a disclaimer of opinion on the sustainability financial statements, which consist of the 2023 and 2022 SLTFP; the 2023, 2022, 2021, 2020, and 2019 SOSI; and the 2023 and 2022 SCSIA. A disclaimer of opinion indicates that sufficient information was not available for the auditors to determine whether the reported financial statements were fairly presented in accordance with GAAP. In FY 2023, 32<sup>2</sup> of the 40 most significant entities earned unmodified ("clean") opinions on their financial statements.

The FY 2023 *Financial Report* consists of:

- MD&A, which provides management's perspectives on and analysis of information presented in the *Financial Report*, such as financial and performance trends;
- Financial statements and the related notes to the financial statements;
- RSI and Other Information; and
- GAO's audit report.

This *Financial Report* addresses the government's financial activity and results as of and for the fiscal years ended September 30, 2023, and 2022. Note 30—Subsequent Events discusses events that occurred after the end of the fiscal year that may affect the government's financial position and condition.

In addition, the Executive Summary to this *Financial Report* provides a quick reference to the key issues in the *Financial Report* and an overview of the government's financial position and condition.

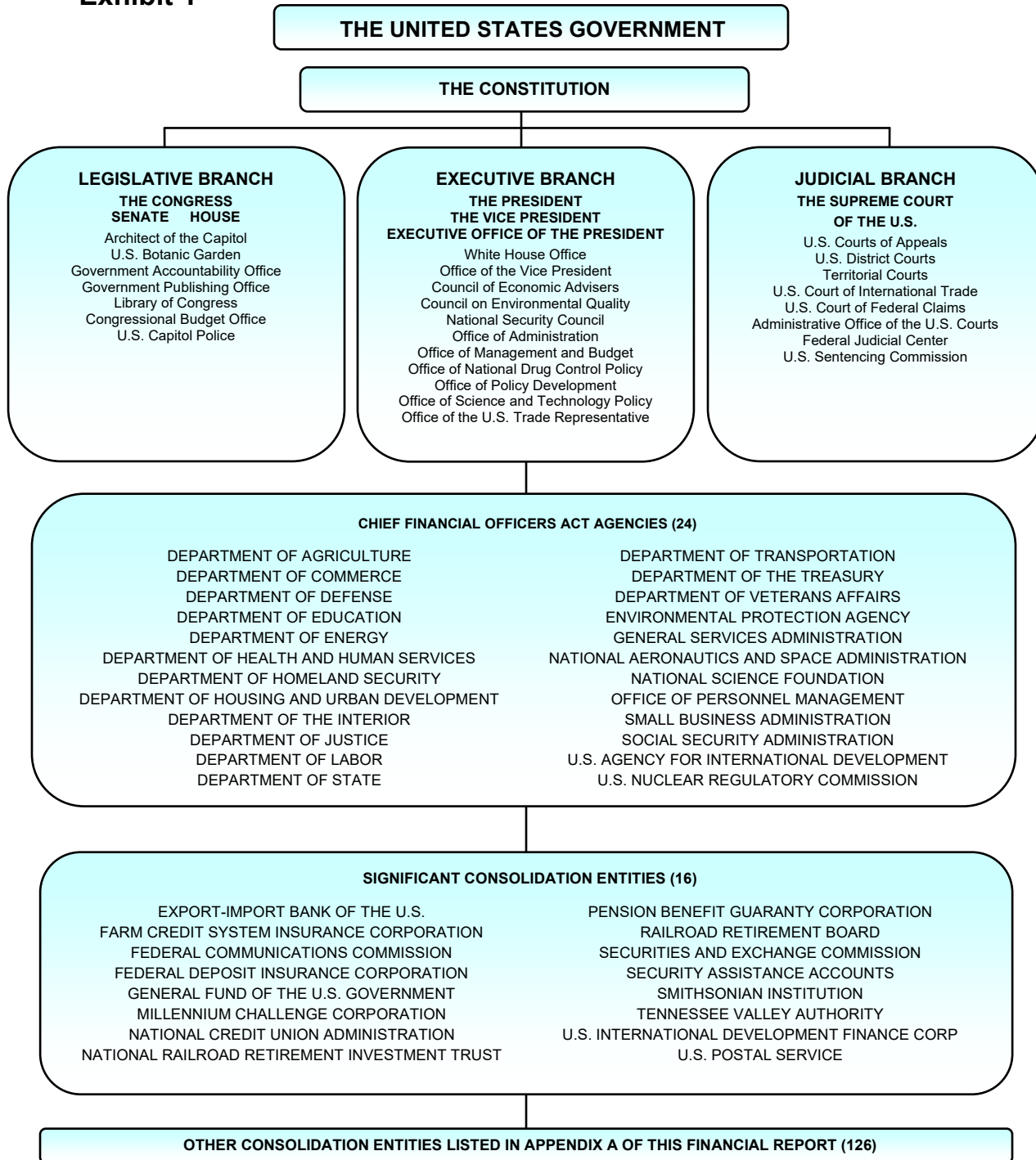
## Mission & Organization

The government's fundamental mission is derived from the Constitution: "...to form a more perfect union, establish justice, insure domestic tranquility, provide for the common defense, promote the general welfare and secure the blessings of liberty to ourselves and our posterity." The government's functions have evolved over time to include health care, income security, veterans benefits and services, housing and transportation, security, and education. Exhibit 1 provides an overview of how the U.S. government is organized.

<sup>1</sup> The *Government Management Reform Act of 1994* has required such reporting, covering the executive branch of the government, beginning with financial statements prepared for FY 1997. The consolidated financial statements include the legislative and judicial branches.

<sup>2</sup> The 32 entities include the HHS, which received disclaimers of opinion on its 2023, 2022, 2021, 2020, and 2019 SOSI and on its 2023 and 2022 SCSIA.

**Exhibit 1**



## The Government's Financial Position and Condition

This *Financial Report* presents the government's financial position at the end of the fiscal year, explains how and why the financial position changed during the year, and discusses the government's financial condition and how it may change in the future.

**Table 1**  
**The Federal Government's Financial Position and Condition**

	2023	2022*	Increase / (Decrease)	
			\$	%
<b>FINANCIAL MEASURES (Dollars in Billions)</b>				
<b>Gross Cost</b>	\$ (7,661.7)	\$ (7,420.1)	\$ 241.6	3.3%
Less: Earned Revenue	\$ 539.5	\$ 531.1	\$ 8.4	1.6%
Gain/(Loss) from Changes in Assumptions	\$ (760.6)	\$ (2,207.9)	\$ (1,447.3)	(65.6%)
<b>Net Cost</b>	\$ (7,882.8)	\$ (9,096.9)	\$ (1,214.1)	(13.3%)
<b>Less: Total Tax and Other Unearned Revenues</b>	\$ 4,465.6	\$ 4,925.9	\$ (460.3)	(9.3%)
<b>Net Operating Cost</b>	\$ (3,417.2)	\$ (4,171.0)	\$ (753.8)	(18.1%)
<b>Budget Deficit</b>	\$ (1,695.2)	\$ (1,375.5)	\$ 319.7	23.2%
<b>Assets:</b>				
Cash & Other Monetary Assets	\$ 922.2	\$ 877.8	\$ 44.4	5.1%
Inventory and Related Property, Net	\$ 423.0	\$ 406.9	\$ 16.1	4.0%
Loans Receivable, Net	\$ 1,695.1	\$ 1,434.1	\$ 261.0	18.2%
General Property, Plant & Equipment, Net	\$ 1,235.0	\$ 1,197.5	\$ 37.5	3.1%
Other	\$ 1,143.8	\$ 1,046.1	\$ 97.7	9.3%
<b>Total Assets</b>	\$ 5,419.1	\$ 4,962.4	\$ 456.7	9.2%
<b>Liabilities:</b>				
Federal Debt and Interest Payable	\$ (26,347.7)	\$ (24,328.0)	\$ 2,019.7	8.3%
Federal Employee & Veteran Benefits Payable	\$ (14,327.4)	\$ (12,811.9)	\$ 1,515.5	11.8%
Other	\$ (2,223.2)	\$ (1,882.4)	\$ 340.8	18.1%
<b>Total Liabilities</b>	\$ (42,898.3)	\$ (39,022.3)	\$ 3,876.0	9.9%
Unmatched Transactions and Balances <sup>1</sup>	\$ -	\$ (1.3)	\$ (1.3)	(100.0%)
<b>Net Position</b>	\$ (37,479.2)	\$ (34,061.2)	\$ 3,418.0	10.0%
<b>SUSTAINABILITY MEASURES (Dollars in Trillions)</b>				
<b>Social Insurance Net Expenditures:</b>				
Social Security (OASDI)	\$ (25.2)	\$ (23.3)	\$ 1.9	8.2%
Medicare (Parts A, B, & D)	\$ (53.1)	\$ (52.5)	\$ 0.6	1.1%
Other	\$ (0.1)	\$ (0.1)	\$ -	0.0%
<b>Total Social Insurance Net Expenditures</b>	\$ (78.4)	\$ (75.9)	\$ 2.5	3.3%
<b>Total Federal Non-Interest Net Expenditures</b>	\$ (73.2)	\$ (79.5)	\$ (6.4)	(8.1%)
<b>75-Year Fiscal Gap (Percent of Gross Domestic Product)<sup>2</sup></b>	(4.5%)	(4.9%)	(0.4%)	(8.2%)
<sup>1</sup> Unmatched transactions and balances are net adjustments needed to balance the financial statements and are due primarily to unresolved intra-governmental differences.				
<sup>2</sup> To prevent the debt-to-GDP ratio from rising over the next 75 years, a combination of non-interest spending reductions and receipts increases that amounts to 4.5 percent of GDP on average is needed (4.9 percent of GDP on average in FY 2022). See Financial Statement Note 24.				
* Change in presentation (see Financial Statement Note 1.W).				

Table 1 on the previous page and the following summarize the federal government's financial position:

- This *Financial Report* includes discussion and analysis of the effects that the federal government's response to the COVID-19 pandemic continued to have on the government's financial position during FY 2023.
- During FY 2023, the budget deficit increased by \$319.7 billion (23.2 percent) to \$1.7 trillion. However, net operating cost decreased by \$753.8 billion (18.1 percent) to \$3.4 trillion.
- Net operating cost decreased due largely to significant decreases in non-cash costs (including decreases in losses stemming from changes in assumptions affecting cost and liability estimates for the government's employee and veteran benefits programs (which do not affect the current year deficit), and reestimates of long-term student loan costs).
- The government's gross costs of \$7.7 trillion, less \$539.5 billion in revenues earned for goods and services provided to the public (e.g., Medicare premiums, national park entry fees, and postal service fees), plus \$760.6 billion in net losses from changes in assumptions (e.g., interest rates, inflation, disability claims rates) yields the government's net cost of \$7.9 trillion, a decrease of \$1.2 trillion or 13.3 percent compared to FY 2022.
- Total tax and other revenues decreased \$460.3 billion to \$4.5 trillion. Deducting these revenues from net cost results in a "bottom line" net operating cost of \$3.4 trillion for FY 2023, a decrease of \$753.8 billion or 18.1 percent compared to FY 2022.
- Comparing total FY 2023 government assets of \$5.4 trillion (including \$1.7 trillion of loans receivable, net and \$1.2 trillion of PP&E) to total liabilities of \$42.9 trillion (including \$26.3 trillion in federal debt and interest payable<sup>3</sup>, and \$14.3 trillion of federal employee and veteran benefits payable) yields a negative net position of \$37.5 trillion.
- The budget deficit is primarily financed through borrowing from the public. As of September 30, 2023, debt held by the public, excluding accrued interest, was \$26.3 trillion. This amount, plus intra-governmental debt (\$6.9 trillion) equals gross federal debt, which, with some adjustments, is subject to the statutory debt limit. As of September 30, 2023, the government's total debt subject to the debt limit was \$33.1 trillion. Congress and the President increased the debt limit by \$480.0 billion in October 2021 and by \$2.5 trillion in December 2021. On June 3, 2023, P.L. 118-5 was enacted, suspending the debt limit through January 1, 2025.

This *Financial Report* also contains information about projected impacts on the government's future financial condition. Under federal accounting rules, social insurance amounts as reported in both the SLTFP and in the SOSI are not considered liabilities of the government. From Table 1:

- The SLTFP shows that the PV<sup>4</sup> of total non-interest spending, including Social Security, Medicare, Medicaid, defense, and education, etc., over the next 75 years, under current policy, is projected to exceed the PV of total receipts by \$73.2 trillion (total federal non-interest net expenditures from Table 1).
- The SOSI shows that the PV of the government's expenditures for Social Security and Medicare Parts A, B and D, and other social insurance programs over 75 years is projected to exceed social insurance revenues<sup>5</sup> by about \$78.4 trillion, a \$2.5 trillion increase over 2022 social insurance projections.
- The Social Insurance and Total Federal Non-Interest Net Expenditures measures in Table 1 differ primarily because total non-interest net expenditures from the SLTFP include the effects of general revenues and non-social insurance spending, neither of which is included in the SOSI.

The government's current financial position and long-term financial condition can be evaluated both in dollar terms and in relation to the economy. GDP is a measure of the size of the nation's economy in terms of the total value of all final goods and services that are produced in a year. Considering financial results relative to GDP is a useful indicator of the economy's capacity to sustain the government's many programs. For example:

- The budget deficit increased from \$1.4 trillion in FY 2022 to \$1.7 trillion in FY 2023. The deficit-to-GDP ratio also increased from 5.4 percent in FY 2022 to 6.3 percent in 2023.
- The budget deficit is primarily financed through borrowing from the public. As of September 30, 2023, the \$26.3 trillion in debt held by the public, excluding accrued interest, equates to 97 percent of GDP.
- The 2023 SOSI projection of \$78.4 trillion net PV excess of expenditures over receipts over 75 years represents about 4.4 percent of the PV of GDP over 75 years. The excess of total projected non-interest spending over receipts of \$73.2 trillion from the SLTFP represents 3.8 percent of GDP over 75 years. As discussed in this *Financial Report*, changes in these projections can, in turn, have a significant impact on projected debt as a percent of GDP.
- To prevent the debt-to-GDP ratio from rising over the next 75 years, a combination of non-interest spending reductions and receipts increases that amounts to 4.5 percent of GDP on average is needed (4.9 percent of GDP on

<sup>3</sup> On the government's Balance Sheet, federal debt and interest payable consists of Treasury securities, net of unamortized discounts and premiums, and accrued interest payable. The "public" consists of individuals, corporations, state and local governments, FRB, foreign governments, and other entities outside the federal government.

<sup>4</sup> PVs recognize that a dollar paid or collected in the future is worth less than a dollar today because a dollar today could be invested and earn interest. To calculate a PV, future amounts are thus reduced using an assumed interest rate, and those reduced amounts are summed.

<sup>5</sup> Social Security is funded by the payroll taxes and revenue from taxation of benefits. Medicare Part A is funded by the payroll taxes, revenue from taxation of benefits, and premiums that support those programs. Medicare Parts B and D are primarily financed by transfers from the General Fund, which are presented, and by accounting convention, eliminated in the SOSI. For the FYs 2023 and 2022 SOSI, the amounts eliminated totaled \$48.5 trillion and \$47.5 trillion, respectively. In addition, the SOSI programs include DOL's Black Lung Program, the projection period for which is 40 years.



average in the 2022 projections). The fiscal gap in the 2023 projections represents 23.8 percent of 75-year PV receipts and 19.8 percent of 75-year PV non-interest spending.

## FY 2023 Financial Statement Audit Results

For FY 2023, GAO issued a disclaimer of audit opinion on the accrual-based, government-wide financial statements, as it has for the past 26 years, due to certain material weaknesses in internal control over financial reporting and other limitations on the scope of its work. In addition, GAO issued a disclaimer of opinion on the sustainability financial statements due to significant uncertainties primarily related to the achievement of projected reductions in Medicare cost growth and certain other limitations. GAO's audit report on page 218 of this *Financial Report*, discusses GAO's findings.

In FY 2023, 19 of the 24 entities required to issue audited financial statements under the CFO Act received unmodified audit opinions, as did 13 of 16 additional significant consolidation entities (see Table 10 and Appendix A).<sup>6</sup>

### The Government-wide Reporting Entity

This *Financial Report* includes the financial status and activities of the executive, legislative, and judicial branches of the federal government. SFFAS No. 47, *Reporting Entity*, provides criteria for identifying organizations that are consolidation entities, disclosure entities, and related parties. Such criteria are summarized in Note 1.A, Significant Accounting Policies, Reporting Entity, and in Appendix A, which lists the entities included in this *Financial Report* by these categories. The assets, liabilities, results of operations, and related activity for consolidation entities are consolidated in the financial statements.

Fannie Mae and Freddie Mac meet the criteria for disclosure entities and, consequently, are not consolidated into the government's financial statements. However, the values of the investments in such entities, changes in value, and related activity with these entities are included in the consolidated financial statements. The FR System and the SPVs are disclosure entities and are not consolidated into the government's financial statements. See Note 1.A and Note 27—Disclosure Entities and Related Parties for additional information. In addition, per SFFAS No. 31, *Accounting for Fiduciary Activities*, fiduciary funds are not consolidated in the government financial statements.<sup>7</sup>

Most significant consolidation entities prepare financial statements that include financial and performance related information, as well as Annual Performance Reports. More information may be obtained from entities' websites indicated in Appendix A and at <https://www.performance.gov/>.

The following pages contain a more detailed discussion of the government's financial results for FY 2023, the *Budget*, the economy, the debt, and a long-term perspective about fiscal sustainability, including the government's ability to meet its social insurance benefits obligations. The information in this *Financial Report*, when combined with the *Budget*, collectively presents information on the government's financial position and condition.

## Accounting Differences Between the Budget and the Financial Report

Each year, the administration issues two reports that detail the government's financial results: the *Budget* and this *Financial Report*. The exhibit on the following page provides the key characteristics and differences between the two documents.

Treasury generally prepares the financial statements in this *Financial Report* on an accrual basis of accounting as prescribed by GAAP for federal entities.<sup>8</sup> These principles are tailored to the government's unique characteristics and circumstances. For example, entities prepare a uniquely structured "Statement of Net Cost," which is intended to present net government resources used in its operations. Also, unique to government is the preparation of separate statements to reconcile differences and articulate the relationship between the *Budget* and financial accounting results.

<sup>6</sup> The 19 entities include the HHS, which received disclaimers of opinions on its 2023, 2022, 2021, 2020, and 2019 SOSI and its 2023 and 2022 SCSIA. The 13 entities include the FDIC, the NCUA, and the FCSIC, which operate on a calendar year basis (December 31 year-end). Statistic reflects 2022 audit results for these organizations if 2023 results are not available.

<sup>7</sup> See Note 23—Fiduciary Activities.

<sup>8</sup> Under GAAP, most U.S. government revenues are recognized on a 'modified cash' basis, (see Financial Statement Note 1.B). The SOSI presents the PV of the estimated future revenues and expenditures for scheduled benefits over the next 75 years for the Social Security, Medicare, RRP; and 25 years for the Black Lung program. The SLTFP presents the 75-year PV of the projected future receipts and non-interest spending for the federal government.

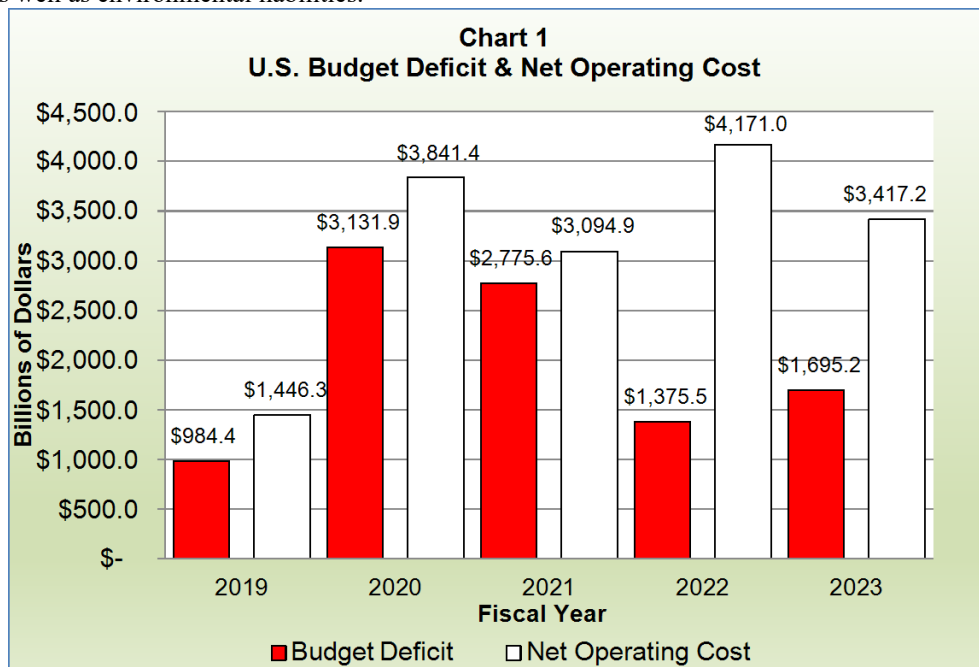
Budget of the U.S. Government	Financial Report of the U.S. Government
<p>Prepared primarily on a “cash basis”</p> <ul style="list-style-type: none"> <li>Initiative-based and prospective: focus on current and future initiatives planned and how resources will be used to fund them.</li> <li>Receipts (“cash in”), taxes and other collections recorded when received.</li> <li>Outlays (“cash out”), largely recorded when payment is made.</li> </ul>	<p>Prepared on an “accrual basis” and “modified cash basis”</p> <ul style="list-style-type: none"> <li>Entity-based and retrospective – prior and present resources used to implement initiatives.</li> <li>Revenue: Tax revenue (more than 90.0 percent of total revenue) recognized on modified cash basis (see Financial Statement Note 1.B). Remainder recognized when earned, but not necessarily received.</li> <li>Costs: recognized when incurred, but not necessarily paid.</li> </ul>

## Budget Deficit vs. Net Operating Cost

Three key components of the *Budget* process are: 1) appropriations; 2) obligations; and 3) outlays. An appropriation is a provision of law authorizing the expenditure of funds for a given purpose. Rescissions and cancellations are reductions in law of budgetary resources. They are considered permanent reductions unless legislation clearly indicates that the reduction is temporary. Once funds are appropriated by Congress, Treasury issues warrants that officially establish the amounts available to be obligated and spent (i.e., expended or outlayed) by each agency. An agency’s obligation of funds is a binding agreement to outlay funds for a particular purpose immediately or in the future. The budget deficit is measured as the excess of outlays, or payments made by the government, over receipts, or cash received by the government.

Net operating cost, calculated on an accrual basis, is the excess of costs (what the government has incurred but has not necessarily paid) over revenues (what the government has collected and expects to collect but has not necessarily received). As shown in Chart 1, net operating cost typically exceeds the budget deficit due largely to the inclusion of cost accruals associated with increases in estimated liabilities for the government’s postemployment benefit programs for its military and civilian employees and veterans as well as environmental liabilities.

The government’s primarily cash-based<sup>9</sup> budget deficit increased by \$319.7 billion (23.2 percent) from approximately \$1.4 trillion in FY 2022 to about \$1.7 trillion in FY 2023 due to a \$456.8 billion decrease in receipts which more than offset a \$137.1 billion decrease in outlays in FY 2023. The decrease in receipts can be attributed to lower individual income tax receipts as capital gains realizations fell and lower deposits of earnings by the Federal Reserve due to higher interest rates. These decreases were partially offset by higher social insurance and retirement receipts due to a strong labor market boosting wages and salaries. The decrease in outlays in part reflects the broad-based student loan debt relief, which increased outlays in FY 2022, and the effect of the reversal of broad-based debt relief in FY 2023 as a result of the Supreme Court’s decision in *Biden v. Nebraska*. It also reflects decreases due to the expiration of the expanded child tax credit as well as reductions in COVID-19 related spending, including spending by Treasury from the Coronavirus Relief Fund and by the Food and Nutrition Service for SNAP and child nutrition programs. Outlays for some other categories of spending increased, including Social Security, Medicare, Medicaid, and net interest.<sup>10</sup>



<sup>9</sup> Interest outlays on Treasury debt held by the public are recorded in the *Budget* when interest accrues, not when the interest payment is made. For federal credit programs, outlays are recorded when loans are disbursed, in an amount representing the PV cost to the government, commonly referred to as credit subsidy cost. Credit subsidy cost excludes administrative costs.

<sup>10</sup> 10/20/23 press release – [Joint Statement of Janet L. Yellen, Secretary of the Treasury, and Shalanda D. Young, Director of the Office of Management and Budget, on Budget Results for Fiscal Year 2023](#). Note that some amounts in this *Financial Report* reflect updates subsequent to publication of the press release.

Treasury's [September 2023 MTS](#) provides fiscal year-end receipts, spending, and deficit information for this *Financial Report*. The MTS presents primarily cash-based spending, or outlays, for the fiscal year in a number of ways, including by month, by entity, and by budget function classification. The *Budget* is divided into approximately 20 categories, or budget functions, as a means of organizing federal spending by primary purpose (e.g., National Defense, Transportation, and Health). Multiple entities may contribute to one or more budget functions, and a single budget function may be associated with only one entity. For example, DOD, DHS, DOE, and multiple other entities administer programs that are critical to the broader functional classification of National Defense. DOD, OPM, and many other entities also administer Income Security programs (e.g., retirement benefits, housing, financial assistance). By comparison, the Medicare program is a budget function category unto itself and is administered exclusively at the federal level by HHS. Federal spending information by budget function and other categorizations may be found in the September 2023 MTS.<sup>11</sup>

The government's largely accrual-based net operating cost decreased by \$753.8 billion (18.1 percent) to \$3.4 trillion during FY 2023. As discussed in this *Financial Report*, as the deficit is affected by changes in both receipts and outlays, so too are the government's net operating costs affected by changes in both revenues and costs.

The *Reconciliation of Net Operating Cost and Budget Deficit* statement articulates the relationship between the government's accrual-based net operating cost and the primarily cash-based budget deficit. The difference between the government's budget deficit and net operating cost is typically impacted by many variables. For example, from Table 2, 88 percent of the \$1.7 trillion net difference for FY 2023 is attributable to a \$1.5 trillion net increase in liabilities for federal employee and veteran benefits payable (see Note 13—Federal Employee and Veteran Benefits Payable). Other differences include: 1) a \$108.1 billion increase in advances from others and deferred revenue (see Note 17—Advances from Others and Deferred Revenue); 2) a \$55.0 billion decrease in net taxes receivable (see Note 3—Accounts Receivable, Net); and 3) a \$45.4 billion decrease in advances and prepayments made by the federal government (see Note 9—Advances and Prepayments).

Dollars in Billions	2023	2022*
<b>Net Operating Cost</b>	<b>\$ (3,417.2)</b>	<b>\$ (4,171.0)</b>
Changes in:		
Federal Employee and Veteran Benefits Payable	\$ 1,515.5	\$ 2,629.0
Advances from Others and Deferred Revenue	\$ 108.1	\$ 45.2
Taxes Receivable, Net	\$ 55.0	\$ 65.5
Advances and Prepayments	\$ 45.4	\$ 71.3
Other, Net	\$ (2.0)	\$ (15.5)
Subtotal - Net Difference:	\$ 1,722.0	\$ 2,795.5
<b>Budget Deficit</b>	<b>\$ (1,695.2)</b>	<b>\$ (1,375.5)</b>

\*Change in presentation (see Financial Statement Note 1.W).

## The Government's Net Position: "Where We Are"

The government's financial position and condition have traditionally been expressed through the *Budget*, focusing on surpluses, deficits, and debt. However, this primarily cash-based discussion of the government's net outlays (deficit) or net receipts (surplus) tells only part of the story. The government's accrual-based net position, (the difference between its assets and liabilities, adjusted for unmatched transactions and balances), and its "bottom line" net operating cost (the difference between its revenues and costs) are also key financial indicators. The following includes brief discussions of some of the diminishing effects of the pandemic on the government's financial results for FY 2023. Please refer to Note 29—COVID-19 Activity and other disclosures in this *Financial Report*, as well as in the individual entities' financial statements for more information.

### Costs and Revenues

The government's Statement of Operations and Changes in Net Position, much like a corporation's income statement, shows the government's "bottom line" and its impact on net position (i.e., assets net of liabilities, adjusted for unmatched transactions and balances). To derive the government's "bottom line" net operating cost, the Statement of Net Cost first shows how much it costs to operate the federal government, recognizing expenses when incurred, regardless of when payment is made (accrual basis). It shows the derivation of the government's net cost or the net of: 1) gross costs, or the costs

<sup>11</sup> [Final MTS for FY 2023 through September 30, 2023 and Other Periods](#).

of goods produced and services rendered by the government; 2) the earned revenues generated by those goods and services during the fiscal year; and 3) gains or losses from changes in actuarial assumptions used to estimate certain liabilities. This amount, in turn, is offset against the government's taxes and other revenue reported in the Statement of Operations and Changes in Net Position to calculate the "bottom line" or net operating cost.

Dollars in Billions	2023	2022*	Increase / (Decrease)	
			\$	%
<b>Gross Cost</b>	\$ (7,661.7)	\$ (7,420.1)	\$ 241.6	3.3%
Less: Earned Revenue	\$ 539.5	\$ 531.1	\$ 8.4	1.6%
Gain/(Loss) from Changes in Assumptions	\$ (760.6)	\$ (2,207.9)	\$ (1,447.3)	(65.6%)
<b>Net Cost</b>	\$ (7,882.8)	\$ (9,096.9)	\$ (1,214.1)	(13.3%)
Less: Tax and Other Revenues	\$ 4,465.6	\$ 4,925.9	\$ (460.3)	(9.3%)
<b>Net Operating Cost</b>	\$ (3,417.2)	\$ (4,171.0)	\$ (753.8)	(18.1%)

\*Change in presentation (see Financial Statement Note 1.W).

Table 3 shows that the government's "bottom line" net operating cost decreased \$753.8 billion (18.1 percent) during 2023 from \$4.2 trillion to \$3.4 trillion. This decrease is due mostly to a \$1.2 trillion (13.3 percent) decrease in net costs, which more than offset a \$460.3 billion (9.3 percent) decrease in tax and other revenues over the past fiscal year as discussed in the following.

### Gross Cost and Net Cost

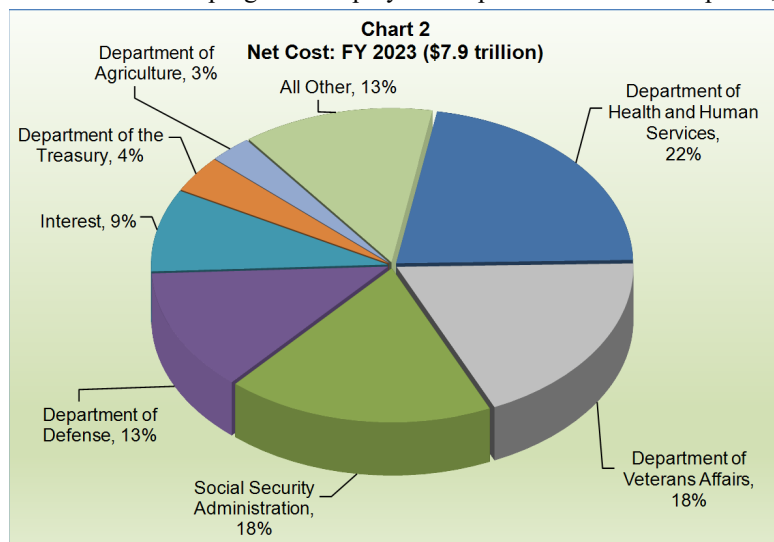
The FY 2023 Statement of Net Cost starts with the government's total gross costs of \$7.7 trillion, subtracts \$539.5 billion in revenues earned for goods and services provided (e.g., Medicare premiums, national park entry fees, and postal service fees), and adjusts the balance for gains or losses from changes in actuarial assumptions used to estimate certain liabilities (\$760.6 billion loss), including federal employee and veteran benefits to derive its net cost of \$7.9 trillion, a \$1.2 trillion (13.3 percent) decrease compared to FY 2022.

Typically, the annual change in the government's net cost is the result of a variety of offsetting increases and decreases across entities. Offsetting changes in federal entity net cost during FY 2023 included:

- Entities administering federal employee and veteran benefits programs employ a complex series of assumptions,

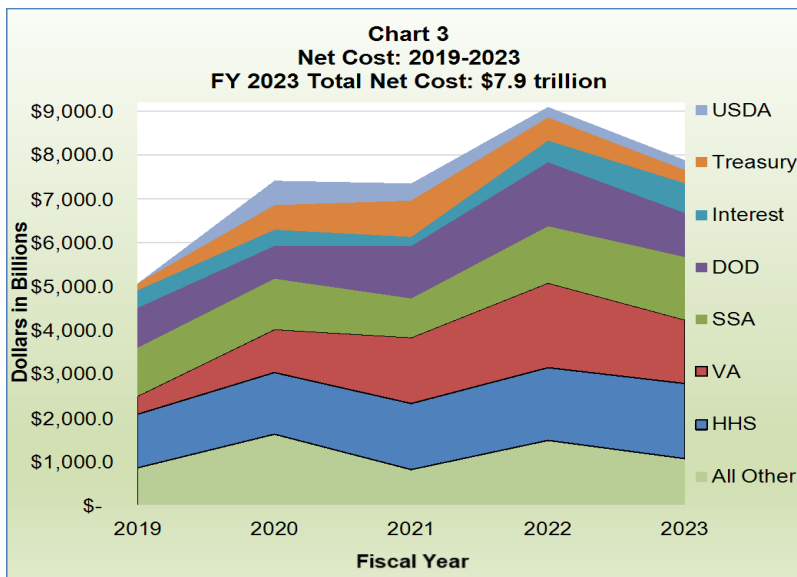
including but not limited to interest rates, beneficiary eligibility, life expectancy, and medical cost levels, to make actuarial projections of their long-term benefits liabilities. Changes in these assumptions can result in either losses (net cost increases) or gains (net cost decreases). Across the government, these net losses from changes in assumptions amounted to \$760.6 billion in FY 2023, a net loss (and a corresponding net cost) decrease of \$1.4 trillion compared to FY 2022. The primary entities that administer programs impacted by these assumptions – typically federal employee pension and benefit programs – are the [VA](#), [DOD](#), and [OPM](#). All three of these entities recorded losses from changes in assumptions in the amounts of \$111.9 billion, \$89.3 billion, and \$558.8 billion, respectively. These actuarial estimates and the resulting gains or losses from changes in assumptions can sometimes cause significant swings in total entity costs from year to year. For example, for FY 2023, net cost decreases at OPM (\$88.5 billion), DOD (\$455.6 billion), and VA (\$479.6 billion) were significantly impacted by the decreases in losses from assumption changes at these entities.

- A \$479.6 billion decrease in [VA](#) net cost was impacted largely by a \$967.7 billion decrease in losses from changes in assumptions as referenced above, partially offset by an increase in costs as a result of legislation expanding and extending the eligibility for veteran's benefits.
- The \$455.6 billion decrease in [DOD](#) net cost is primarily due to a \$437.7 billion decrease in losses from changes in assumptions referenced above. While losses from changes in assumptions represented the largest decrease, the majority (more than 80 percent) of DOD costs are attributable to a wide range of functions, including military operations, readiness, and support; procurement; military personnel; and R&D.



- The \$222.7 billion decrease in [Treasury](#) net costs is largely due to a decrease in costs associated with Treasury's pandemic relief programs. As discussed in Note 29—COVID-19 Activity, Treasury's net costs related to COVID-19 relief efforts decreased \$105.5 billion, from \$164.4 billion to \$58.9 billion, during FY 2023, mainly attributed to a reduction in the estimated amount of eligible costs incurred by state and local, territorial, and tribal program recipients of Coronavirus State and Local Fiscal Recovery Funds. In addition, Treasury gross costs reported in this *Financial Report* reflect a decrease in COVID-19 related refunds and other payments, such as EIP and advances for child tax credits, from \$89.2 billion to \$53.4 billion.

- A \$521.0 billion decrease at [Education](#), due largely to the combined effect of: 1) the announced broad-based student loan debt relief in continued response to the pandemic to help borrowers at highest risk of delinquencies or default once payments resumed; and 2) the reversal of the announced broad-based student loan debt relief as a result of the Supreme Court's ruling in *Biden v. Nebraska*. The combined effect on Education's net cost was: 1) an FY 2022 cost increase of \$330.9 billion, due largely to a \$337.3 billion upward cost modification to its direct loan program stemming from the announced broad-based relief; and 2) a \$319.9 billion downward cost modification in FY 2023 related to the student loan debt relief. Education's FY 2023 costs were also impacted by: 1) a \$71.4 billion upward loan reestimate of the costs of its existing loan portfolio; and 2) \$115.7 billion in upward modifications related to COVID-19 administrative actions, changes to repayment plans, and other programmatic changes.

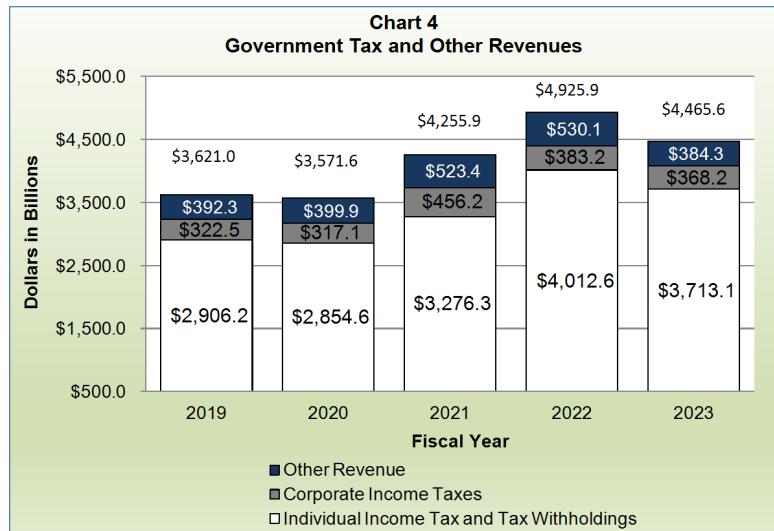


- A \$54.1 billion net cost increase at [HHS](#) was primarily due to \$116.1 billion across the Medicare and Medicaid benefit programs largely associated with increasing benefits. Notably, Medicare HI costs increased due to increases in HI benefit expenses of \$26.6 billion and contingent liability of \$10.4 billion. Medicaid benefit expense increased \$19.1 billion from higher grant awards to the states due to the continuation of the COVID-19 relief, offset by \$1.1 billion decrease in contingent liability expenses for the state plan amendments. HHS also experienced a \$62.0 billion decrease across all other HHS segments primarily due to decreased COVID-19 costs.
- A \$138.8 billion increase at [SSA](#), due to a 2.5 percent increase in the number of OASI beneficiaries, and the 8.7 percent COLA provided to beneficiaries in 2023. The OASI, DI, and SSI net cost increased by 12.0 percent, 6.0 percent, and 0.1 percent respectively. Total benefit expenses increased by \$137.8 billion or 10.8 percent.
- A \$181.5 billion increase in [interest on debt held by the public](#) primarily attributable to an increase in the outstanding debt held by the public and an increase in the average interest rates, which were partially offset by a decrease in inflation adjustments.

Chart 2 shows the composition of the government's net cost for FY 2023, and Chart 3 shows the five-year trend in the largest agency cost components. In FY 2023, approximately 87 percent of the federal government's total net cost came from only six agencies (HHS, VA, SSA, DOD, Treasury, USDA), and interest on the debt. The other 150-plus entities included in the government's FY 2023 Statement of Net Cost accounted for a combined 13 percent of the government's total net cost for FY 2023. HHS and SSA net costs for FY 2023 (\$1.7 trillion and \$1.4 trillion, respectively) are largely attributable to major social insurance programs administered by these entities. VA net costs of \$1.5 trillion support health, education and other benefits programs for our nation's veterans. DOD net costs of \$1.0 trillion relate primarily to operations, readiness, and support; personnel; research; procurement; and retirement and health benefits. Treasury net costs of \$303.7 billion support a broad array of programs that promote conditions for sustaining economic growth and stability, protecting the integrity of our nation's financial system, and effectively managing the U.S. government's finances and resources. USDA net costs of \$226.3 billion support a wide range of programs that provide effective, innovative, science-based public policy leadership in agriculture, food and nutrition, natural resource protection and management, rural development, and related issues with a commitment to deliver equitable and climate-smart opportunities that inspire and help America thrive.

## Tax and Other Revenues

As noted earlier, tax and other revenues from the Statement of Operations and Changes in Net Position are deducted from total net cost to derive the government's "bottom line" net operating cost. Chart 4 shows that total tax and other revenue decreased by \$460.3 billion or 9.3 percent to \$4.5 trillion for FY 2023. This decrease is attributable mainly to an overall decline in income tax collections, primarily from individuals and corporations, coupled with decreased deposits of earnings from the Federal Reserve due to increased interest rates. Earned revenues from Table 3 are not considered "taxes and other revenue" and, thus, are not shown in Chart 4. Individual income tax and tax withholdings and corporate income taxes accounted for about 83.1 percent and 8.2 percent of total revenue, respectively in FY 2023; other revenues from Chart 4 include Federal Reserve earnings, excise taxes, unemployment taxes, and customs duties.



As previously shown in Table 3, the decrease in tax and other revenue was more than offset by the decrease in net cost, yielding a \$753.8 billion decrease to the government's bottom line net operating cost to \$3.4 trillion for FY 2023.

## Tax Expenditures

Tax and other revenues reported reflect the effects of tax expenditures, which are special exclusions, exemptions, deductions, tax credits, preferential tax rates, and tax deferrals that allow individuals and businesses to reduce taxes they may otherwise owe. Tax expenditures may be viewed as alternatives to other policy instruments, such as spending or regulatory programs. For example, the government supports college attendance through both spending programs and tax expenditures. The government uses Pell Grants to help low- and moderate-income students afford college and allows certain funds used to meet college expenses to grow tax free in special college savings accounts. Tax expenditures may include deductions and exclusions which reduce the amount of income subject to tax (e.g., deductions for personal residence mortgage interest). Tax credits, which reduce tax liability dollar for dollar for the amount of credit (e.g., child tax credit), are also considered tax expenditures. Tax expenditures may also allow taxpayers to defer tax liability.

Receipts in the calculation of surplus or deficit, and tax revenues in the calculation of net position, reflect the effect of tax expenditures. As discussed in more detail in the Other Information section of this *Financial Report*, tax expenditures will generally lower federal government receipts although tax expenditure estimates do not necessarily equal the increase in federal revenues (or the change in the *Budget* balance) that would result from repealing these special provisions.

Tax expenditures are reported annually in the Analytical Perspectives of the *Budget*. In addition, current and past tax expenditure estimates and descriptions can be found at the following location from Treasury's Office of Tax Policy: <https://home.treasury.gov/policy-issues/tax-policy/tax-expenditures>.

## Assets and Liabilities

The government's net position at the end of the fiscal year is derived by netting the government's assets against its liabilities, as presented in the Balance Sheet (summarized in Table 4).<sup>12</sup> The Balance Sheet does not include the financial value of the government's sovereign powers to tax, regulate commerce, or set monetary policy or value of nonoperational resources of the government, such as national and natural resources, for which the government is a steward. In addition, as is the case with the Statement of Operations and Changes in Net Position, the Balance Sheet includes a separate presentation of the portion of net position related to funds from dedicated collections. Moreover, the government's exposures are broader than the liabilities presented on the Balance Sheet. The government's future social insurance exposures (e.g., Medicare and Social Security) as well as other fiscal projections, commitments and contingencies, are reported in separate statements and disclosures. This information is discussed later in this MD&A section, the financial statements, and RSI sections of this *Financial Report*.

<sup>12</sup> As shown in Table 4, the government's Balance Sheet includes an adjustment for unmatched transactions and balances, which represent unresolved differences in intra-governmental activity and balances between federal entities. These amounts are described in greater detail in the Other Information section of this *Financial Report*.

<b>Table 4: Assets and Liabilities</b>				
<b>Dollars in Billions</b>	<b>2023</b>	<b>2022</b>	<b>Increase / (Decrease)</b>	
			<b>\$</b>	<b>%</b>
<b>Assets</b>				
Cash & Other Monetary Assets	\$ 922.2	\$ 877.8	\$ 44.4	5.1%
Inventory and Related Property, Net	\$ 423.0	\$ 406.9	\$ 16.1	4.0%
Loans Receivable, Net	\$ 1,695.1	\$ 1,434.1	\$ 261.0	18.2%
General Property, Plant & Equipment, Net	\$ 1,235.0	\$ 1,197.5	\$ 37.5	3.1%
Other	\$ 1,143.8	\$ 1,046.1	\$ 97.7	9.3%
<b>Total Assets</b>	<b>\$ 5,419.1</b>	<b>\$ 4,962.4</b>	<b>\$ 456.7</b>	<b>9.2%</b>
<b>Less: Liabilities, comprised of:</b>				
Federal Debt and Interest Payable	\$(26,347.7)	\$(24,328.0)	\$ 2,019.7	8.3%
Federal Employee & Veteran Benefits Payable	\$(14,327.4)	\$(12,811.9)	\$ 1,515.5	11.8%
Other	\$ (2,223.2)	\$ (1,882.4)	\$ 340.8	18.1%
<b>Total Liabilities</b>	<b>\$(42,898.3)</b>	<b>\$(39,022.3)</b>	<b>\$ 3,876.0</b>	<b>9.9%</b>
Unmatched Transactions and Balances <sup>1</sup>	\$ -	\$ (1.3)	\$ (1.3)	(100.0%)
<b>Net Position</b>	<b>\$(37,479.2)</b>	<b>\$(34,061.2)</b>	<b>\$ 3,418.0</b>	<b>10.0%</b>
<sup>1</sup> Unmatched transactions and balances are net adjustments needed to balance the financial statements and are due primarily to unresolved intra-governmental differences.				

## Assets

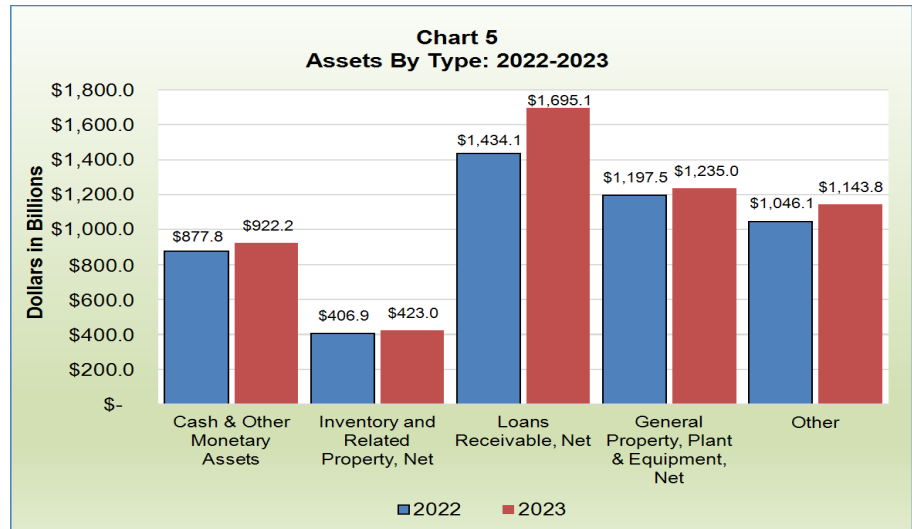
From Table 4, as of September 30, 2023, more than three-fourths of the government's \$5.4 trillion in reported assets is comprised of: 1) cash and other monetary assets (\$922.2 billion); 2) inventory and related property, net (\$423.0 billion); 3) loans receivable, net (\$1.7 trillion); and 4) net PP&E (\$1.2 trillion).<sup>13</sup> Chart 5 compares the balances of these and other Balance Sheet amounts as of September 30, 2023, and 2022.

Cash and other monetary assets (\$922.2 billion) is comprised largely of the operating cash of the U.S. government. Operating cash held by Treasury, which represents balances from tax collections, federal debt receipts, and other various receipts net of cash outflows for federal debt repayments and other payments, increased \$21.9 billion (3.5 percent) to \$638.9 billion (see Note 2—Cash and Other Monetary Assets).

Inventory and related property is comprised of inventory; OM&S; stockpile materials; commodities; and seized, forfeited, and foreclosed property. Inventory is tangible personal property that is either held for sale, in the process of production for sale, or to be consumed in the production of goods for sale or in the provision of services for a fee (e.g., raw materials, finished goods, spare and repair parts, clothing and textiles, and fuels). OM&S consists of tangible personal property to be consumed in normal operations (e.g., spare and repair parts, ammunition, and tactical missiles). Stockpile materials are strategic and critical materials held due to statutory requirements for use in national defense, conservation, or local/national emergencies. Contributing agencies include [DOD](#), [DOE](#), [Treasury](#), [DHS](#), and [HHS](#) (see Note 5—Inventory and Related Property, Net).

<sup>13</sup> For financial reporting purposes, other than multi-use heritage assets, stewardship assets of the government are not recorded as part of PP&E. Stewardship assets are comprised of stewardship land and heritage assets. Stewardship land primarily consists of public domain land (e.g., national parks, wildlife refuges). Heritage assets include national monuments and historical sites that among other characteristics are of historical, natural, cultural, educational, or artistic significance. See Note 26—Stewardship Property, Plant, and Equipment.

The federal government's direct loans and loan guarantee programs are used to promote the nation's welfare by making financing available to segments of the population not served adequately by non-federal institutions, or otherwise providing for certain activities or investments. For those unable to afford credit at the market rate, federal credit programs provide subsidies in the form of direct loans offered at an interest rate lower than the market rate. For those to whom non-federal financial institutions are reluctant to grant credit because of the high risk involved, federal credit programs guarantee the payment of these non-federal loans and absorb the cost of defaults. For example, Education supports individuals engaged in education programs through a variety of student



loan, grant and other assistance programs. USDA administers loan programs to support the nation's farming and agriculture community. HUD loan programs support affordable homeownership, as well as the construction and rehabilitation of housing projects for the elderly and persons with disabilities. SBA loan programs enable the establishment and vitality of small businesses and assist in the economic recovery of communities after disasters. Loans receivable consists primarily of direct loans disbursed by the government, receivables related to guaranteed loans that have defaulted, and certain receivables for guaranteed loans that the government has purchased from lenders. The federal government's direct loan portfolio increased by \$261.0 billion (18.2 percent) to \$1.7 trillion during FY 2023, with Education and SBA together accounting for more than three-fourths of the total.

Loan guarantee programs are another form of federal lending. For those to whom non-federal financial institutions are reluctant to grant credit because of the high risk involved, federal credit programs guarantee the payment of these non-federal loans and absorb the cost of defaults. Significant changes to the federal government's loans receivable, net, and loan guarantee liabilities, as discussed in Note 4, include:

- [Education](#) has loan programs that are authorized by Title IV of the *Higher Education Act of 1965*. The William D. Ford Federal Direct Loan Program (referred to as the Direct Loan Program), was established in FY 1994 and offers four types of educational loans: Stafford, Unsubsidized Stafford, Parent Loan for Undergraduate Students, and consolidation loans. Education's net loans receivable for its Direct Loan Program increased from \$816.6 billion to \$1.0 trillion (60.8 percent of total loans receivable, net). This increase was largely due to the reversal of the broad-based student loan debt relief as a result of the Supreme Court's ruling in *Biden v. Nebraska*. Education had announced the broad-based relief during FY 2022 to address the financial harms of the pandemic by smoothing the transition back to repayment and helping borrowers at highest risk of delinquencies or default once payments resumed. In addition, all federal wage garnishments and collections actions for borrowers with federally held loans in default were halted.
- Treasury purchased a \$50 billion note issued by a trust created by FDIC in its receivership capacity and backed by a guarantee from the FDIC in its corporate capacity.
- [SBA](#) makes loans to microloan intermediaries and provides a direct loan program that assists homeowners, renters and businesses recover from disasters. SBA's Disaster Assistance Loan Program makes direct loans to disaster survivors under four categories: 1) physical disaster loans to repair or replace damaged homes and personal property; 2) physical disaster loans to businesses of any size; 3) EIDLs to eligible small business and nonprofit organizations without credit available elsewhere; and 4) economic injury loans to eligible small businesses affected by essential employees called up to active duty in the military reserves. In FY 2023 SBA's credit program receivables decreased by \$49.6 billion from FY 2022 due largely to write-offs of direct disaster loans.
- Fluctuations in loan programs for HUD, DOT, and DFC.

Federal government general PP&E includes many of the physical resources that are vital to the federal government's ongoing operations, including buildings, structures, facilities, equipment, internal use software, and general-purpose land. DOD comprises approximately 67.4 percent of the government's reported general PP&E of \$1.2 trillion as of September 30, 2023. See Note 6—General Property, Plant, and Equipment, Net.

"Other" assets of \$1.1 trillion in Table 4 and Chart 5 includes: 1) \$319.9 billion in accounts receivable, net; 2) \$252.7 billion in "Advances and Prepayments"; and 3) \$240.4 billion in investments in GSEs. Treasury comprises approximately 57.7 percent of the government's reported accounts receivable, net, mostly in the form of reported taxes receivable, which consist of unpaid assessments due from taxpayers, unpaid taxes related to IRC section 965, and deferred payments for employer's share of FICA taxes pursuant to the CARES Act. Taxes receivable, net, decreased by \$55.0 billion during FY

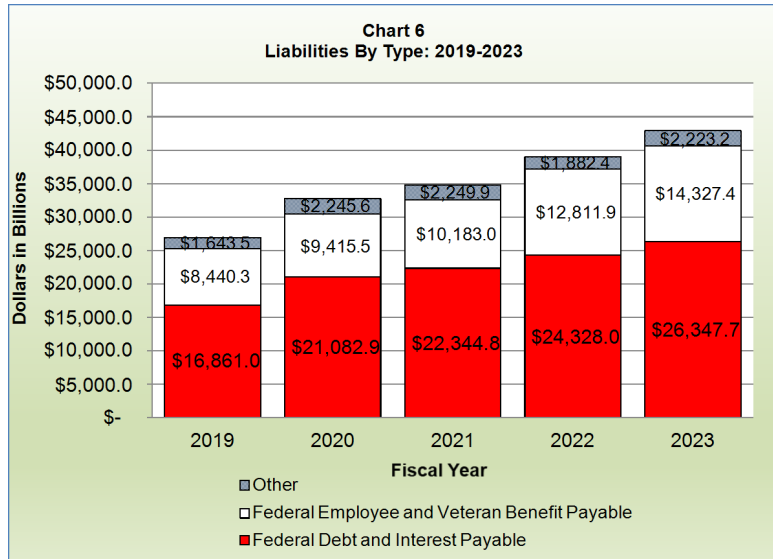


2023, primarily due to the reduction in IRC 965(h) and to payments to Treasury of the deferred employer portion of FICA Social Security taxes. (See Note 3—Accounts Receivable, Net). Advances and Prepayments represent funds disbursed in contemplation of the future performance of services, receipt of goods, the incurrence of expenditures, or the receipt of other assets. The \$45.4 billion decrease in this amount was largely attributable to a reduction in the estimated amount of eligible costs incurred by state, local, territorial, and tribal governments pursuant COVID-19 legislation (See Note 9—Advances and Prepayments). Investments in GSEs refers to actions taken by Treasury in the wake of the 2008 financial crisis to maintain the solvency of the GSEs (Fannie Mae and Freddie Mac) so they can continue to fulfill their vital roles in the mortgage market while the administration and Congress determine what structural changes should be made to the housing finance system. (See Note 8—Investment in Government-Sponsored Enterprises).

**Liabilities**

As indicated in Table 4 and Chart 6, of the government’s \$42.9 trillion in total liabilities, the largest liability is federal debt and interest payable, the balance of which increased by \$2.0 trillion (8.3 percent) to \$26.3 trillion as of September 30, 2023.

The other major component of the government’s liabilities is federal employee and veteran benefits payable (i.e., the government’s pension and other benefit plans for its military and civilian employees), which increased \$1.5 trillion (11.8 percent) during FY 2023, to about \$14.3 trillion. This total amount is comprised of \$3.3 trillion in benefits payable for the current and retired civilian workforce, and \$11.1 trillion for the military and veterans. OPM administers the largest civilian pension plan, covering nearly 2.8 million active employees, including the Postal Service, and more than 2.7 million annuitants, including survivors. The DOD military pension plan covers about 2.1 million current military personnel (including active service, reserve, and National Guard) and approximately 2.4 million retirees and survivors.



**Federal Debt**

The budget surplus or deficit is the difference between total federal spending and receipts (e.g., taxes) in a given year. The government borrows from the public (increases federal debt levels) to finance deficits. During a budget surplus (i.e., when receipts exceed spending), the government typically uses those excess funds to reduce the debt held by the public. The Statement of Changes in Cash Balance from Budget and Other Activities reports how the annual budget surplus or deficit relates to the federal government’s borrowing and changes in cash and other monetary assets. It also explains how a budget surplus or deficit normally affects changes in debt balances.

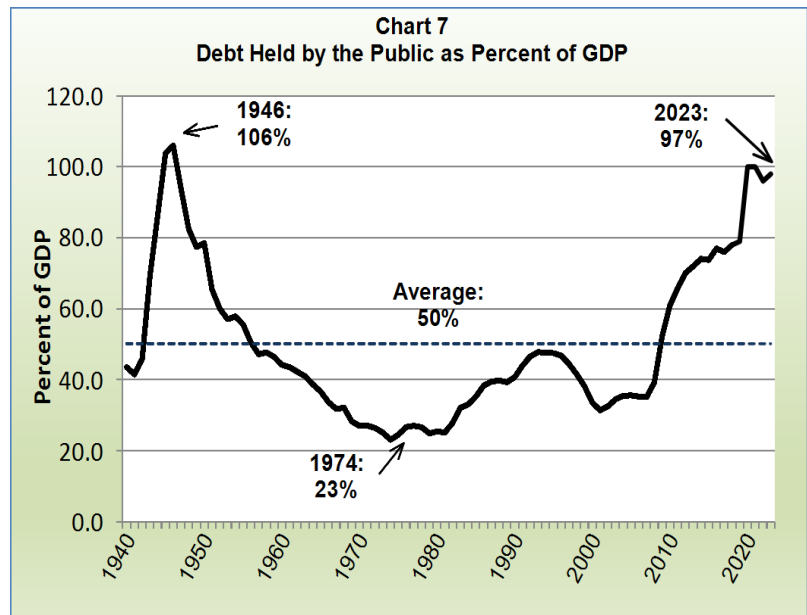
The government’s federal debt and interest payable (Balance Sheet liability), which is comprised of publicly-held debt and accrued interest payable, increased \$2.0 trillion (8.3 percent) to \$26.3 trillion as of September 30, 2023. It is comprised of Treasury securities, such as bills, notes, and bonds, net of unamortized discounts and premiums issued or sold to the public; and accrued interest payable. The “public” consists of individuals, corporations, state and local governments, FRB, foreign governments, and other entities outside the federal government. As indicated above, budget surpluses have typically resulted in borrowing reductions, and budget deficits have conversely yielded borrowing increases. However, the government’s debt operations are generally much more complex. Each year, trillions of dollars of debt matures and new debt is issued to take its place. In FY 2023, new borrowings were \$20.2 trillion, and repayments of maturing debt held by the public were \$18.2 trillion, both increases over FY 2022. The \$2.0 trillion increase in publicly held debt and accrued interest payable is largely attributable to the need to finance the government’s operations.

Prior to 1917, Congress approved each debt issuance. In 1917, to facilitate planning in World War I, Congress and the President established a dollar ceiling for federal borrowing. With the *Public Debt Act of 1941* (P.L. 77-7), Congress and the President set an overall limit of \$65 billion on Treasury debt obligations that could be outstanding at any one time. Since then, Congress and the President have enacted a number of measures affecting the debt limit, including several in recent years. Congress and the President most recently suspended the debt limit from June 3, 2023 through January 1, 2025. It is important to note that increasing or suspending the debt limit does not increase spending or authorize new spending; rather, it permits the U.S. to continue to honor pre-existing commitments to its citizens, businesses, and investors domestically and around the world.

In addition to debt held by the public, the government has about \$6.9 trillion in intra-governmental debt outstanding, which arises when one part of the government borrows from another. It represents debt issued by Treasury and held by government accounts, including the Social Security (\$2.8 trillion) and Medicare (\$353.9 billion) Trust Funds. Intra-governmental debt is primarily held in government trust funds in the form of special nonmarketable securities by various parts of the government. Laws establishing government trust funds generally require excess trust fund receipts (including interest earnings) over disbursements to be invested in these special securities. Because these amounts are both liabilities of Treasury and assets of the government trust funds, they are eliminated as part of the consolidation process for the government-wide financial statements (see Financial Statement Note 12). When those securities are redeemed, e.g., to pay Social Security benefits, the government must obtain the resources necessary to reimburse the trust funds. The sum of debt held by the public and intra-governmental debt equals gross federal debt, which (with some adjustments), is subject to a statutory ceiling (i.e., the debt limit). Note that when intra-governmental debt decreases, debt held by the public will increase by an equal amount (if the general account of the U.S. government is in deficit), so that there is no net effect on gross federal debt. At the end of FY 2023, debt subject to the statutory limit was \$33.1 trillion.<sup>14</sup>

The federal debt held by the public measured as a percent of GDP (debt-to-GDP ratio) (Chart 7) compares the country's debt to the size of its economy, making this measure sensitive to changes in both. Over time, the debt-to-GDP ratio has varied widely:

- For most of the nation's history, through the first half of the 20<sup>th</sup> century, the debt-to-GDP ratio has tended to increase during wartime and decline during peacetime.
- Chart 7 shows that wartime spending and borrowing pushed the debt-to-GDP ratio to an all-time high of 106 percent in 1946, soon after the end of World War II, but it decreased rapidly in the post-war years.
- The ratio grew rapidly from the mid-1970s until the early 1990s. Strong economic growth and fundamental fiscal decisions, including measures to reduce the federal deficit and implementation of binding PAYGO rules (which require that new tax or



- spending laws not add to the deficit), generated a significant decline in the debt-to-GDP ratio, from a peak of 48 percent in FYs 1993-1995, to 31 percent in 2001.
- The debt-to-GDP ratio rose significantly in 2008-2009 during the financial crisis and again in 2020-2021 during the pandemic reflecting the government's responses to both events and the resulting significant spending and deficit increases, as well as the economic challenges experienced during both periods.
- During the first decade of the 21<sup>st</sup> century, PAYGO rules were allowed to lapse, significant tax cuts were implemented, entitlements were expanded, and spending related to defense and homeland security increased. By September 2008, the debt-to-GDP ratio was 39 percent of GDP.
- PAYGO rules were reinstated in 2010, but the extraordinary demands of the 2008 economic and financial crisis and the consequent actions taken by the federal government, combined with slower economic growth in the wake of the crisis, pushed the debt-to-GDP ratio up to 74 percent by the end of FY 2014.
- The extraordinary demands of the pandemic, the government's response, and pressures on the economy contributed to a rise in the debt-to-GDP ratio to approximately 100 percent during FY 2020 and FY 2021.

<sup>14</sup> Beginning in FY 2021 and continuing into FY 2022 and again in FY 2023, Treasury faced two delays in raising the statutory debt limit that required it to depart from its normal debt management procedures and to invoke legal authorities to avoid exceeding the statutory debt limit. During these periods, extraordinary measures taken by Treasury have resulted in federal debt securities not being issued to certain federal government accounts with the securities being restored including lost interest to the affected federal government accounts subsequent to the end of the delay period. During the first delay, Treasury took extraordinary actions from August 2, 2021, through December 15, 2021. On October 14, 2021, P.L. 117-50 was enacted which raised the statutory debt limit by \$480.0 billion, from \$28,401.5 billion to \$28,881.5 billion. Even with this increase, extraordinary measures continued in order for Treasury to manage below the debt limit. On December 16, 2021, P.L. 117-73 was enacted, increasing the debt limit by \$2.5 trillion to \$31.4 trillion. Due to a second delay in raising the debt limit, Treasury began taking extraordinary actions from January 19, 2023, through June 2, 2023. On June 3, 2023, P.L. 118-5 was enacted, suspending the debt limit through January 1, 2025. See Note 12—Federal Debt and Interest Payable.

- The debt was approximately 97 percent of GDP at the end of FY 2023. This ratio increased during FY 2023 because debt grew faster than GDP.<sup>15,16</sup> From Chart 7, since 1940, the average debt-to-GDP ratio is 50 percent.

See Note 29—COVID-19 Activity, as well as the referenced agencies' FY 2023 financial statements for additional information about the financial effects of the federal government's response to the pandemic. See Note 30—Subsequent Events for information about events that occurred after the end of the fiscal year that may affect the government's financial results.

## The Economy in FY 2023

A consideration of U.S. economic performance provides useful context when evaluating the government's financial statements. In FY 2023, the economy's growth accelerated and yet inflation continued to slow. Payroll job creation remained relatively strong even as the rebalancing of labor demand and supply gained momentum. Personal saving rates ended up higher over the year—though they remained below pre-pandemic levels. In addition, supply chains (which were stressed in FY 2022 due to lingering effects of the pandemic and Russia's invasion of Ukraine) recovered further, lessening inflationary pressures. This significant progress on the inflation front has supported real (inflation-adjusted) income and wage growth.

As summarized in Table 5, the real GDP grew by 2.9 percent over the four quarters of FY 2023. PCE and net exports were the largest contributors to economic growth. Over the four quarters of FY 2023, growth of PCE accelerated to 2.2 percent, after growing 1.9 percent in the previous fiscal year; net exports added 0.2 percentage points to growth in FY 2023, stepping up from an 0.1 percentage point contribution in FY 2022. In addition, total government consumption and investment increased in FY 2023. In the previous fiscal year, government spending had declined 0.6 percent as pandemic-related financial support programs unwound, but public expenditures rose 4.8 percent in FY 2023—partly reflecting higher real spending by state and local governments as well as higher federal defense expenditures. Meanwhile, business fixed investment and inventories made positive, though smaller contributions. Business fixed investment expanded by 4.1 percent, slowing from a gain of 5.8 percent over the previous four quarters. Inventory investment contributed 0.2 percentage points to growth in FY 2023, or one-half the 0.4 percentage point addition to growth in FY 2022, as firms built up inventories more slowly. In addition, the drag from residential investment slowed somewhat despite rising mortgage rates: residential investment growth dropped 11.4 percent in FY 2022, but the decline tapered to 7.2 percent in the most recent fiscal year. Notably, the final quarter of FY 2023 saw an upturn in residential investment, after nine consecutive quarters of decline.

Labor markets continued to generate a substantial number of jobs but also showed signs of very gradual easing over the course of FY 2023. On average, employers added 255,000 payroll jobs per month in FY 2023, a relatively rapid pace but about one-half the monthly average of 492,000 generated in FY 2022. Twice during FY 2023 the unemployment rate dropped to a 54-year low of 3.4 percent but climbed to 3.8 percent by the end of the fiscal year, pushed higher by improved labor force participation rates, including participation among older workers and women. In addition to increased labor supply, labor demand gradually eased. From September 2022 to September 2023, the number of job openings fell from 10.9 million to 9.4 million—still elevated but only 1.8 million above the pre-pandemic peak. Moreover, the ratio of vacancies to unemployed persons declined by 0.4 units to 1.5 job openings per unemployed person, suggesting some loosening of conditions but still above the 1.2 vacancies per unemployed person averaged in 2018 and 2019.

Inflation slowed markedly during FY 2023, as supply-chain disruptions receded, demand for goods and services became more balanced, and energy and food prices eased. Nonetheless, shelter price inflation remained very high, partly offsetting progress in reducing other components of core inflation (which excludes good and energy). The CPI rose 3.7 percent over the 12 months of FY 2023, less than half the 8.2 percent pace during the previous fiscal year. Core inflation was 4.1 percent over the fiscal year ending September 2023, decelerating from the 6.6 percent pace during FY 2022.

**Table 5: National Economic Indicators<sup>1</sup>**

	2023	2022
Real GDP Growth <sup>1</sup> (4-quarter percent change)	2.9%	1.7%
Real Personal Consumption Expenditures <sup>1</sup> (4-quarter percent change)	2.2%	1.9%
Average monthly payroll job change (thousands) <sup>2</sup>	255	492
Unemployment rate <sup>2</sup> (percent, September of fiscal year shown)	3.8%	3.5%
CPI (12-month percent change) <sup>2</sup> (not seasonally adjusted, NSA)	3.7%	8.2%
CPI, excluding food and energy <sup>2</sup> (12-month percent change, NSA)	4.1%	6.6%
Real Disposable Personal Income <sup>1</sup> (12-month percent change)	3.8%	(2.3%)
Real Average Hourly Earnings <sup>2</sup> Production and Non-Supervisory (12-month percent change)	0.8%	(2.4%)

<sup>1</sup> Source: Bureau of Economic Analysis

<sup>2</sup> Source: Bureau of Labor Statistics

\* Some FY 2022 data may differ from the FY 2022 Financial Report due to updates and revisions.

<sup>15</sup> GDP, in this context, refers to nominal GDP.

<sup>16</sup> The increase in debt of \$2.0 trillion was greater than the FY 2023 deficit of \$1.7 trillion primarily because of the budgetary cost reduction relating to the broad-based student loan debt relief reversal resulting from the Supreme Court's determination in *Biden v. Nebraska*.

Although gains in nominal income and wages slowed to a more normal pace, lower inflation helped to boost purchasing power in real terms. Real disposable personal income increased 3.8 percent over the 12 months of FY 2023, more than recovering from the 2.3 percent decline during the previous fiscal year. Although the pace of nominal average hourly earnings growth for production and non-supervisory workers slowed in FY 2023 to 4.4 percent, it was still relatively strong. Combined with slower inflation, real average hourly earnings rose 0.8 percent during FY 2023, after declining 2.4 percent in the previous fiscal year.

## An Unsustainable Fiscal Path

An important purpose of the *Financial Report* is to help citizens understand current fiscal policy and the importance and magnitude of policy reforms necessary to make it sustainable. This *Financial Report* includes the SLTFP and a related note disclosure (Note 24). The Statements display the PV of 75-year projections of the federal government's receipts and non-interest spending<sup>17</sup> for FY 2023 and FY 2022.

## Fiscal Sustainability

A sustainable fiscal policy is defined as one where the debt-to-GDP ratio is stable or declining over the long term. The projections based on the assumptions in this *Financial Report* indicate that current policy is not sustainable. This *Financial Report* presents data, including debt, as a percent of GDP to help readers assess whether current fiscal policy is sustainable. The debt-to-GDP ratio was approximately 97 percent at the end of FY 2023, which is similar to (but slightly above) the debt-to-GDP ratio at the end of FY 2022. The long-term fiscal projections in this *Financial Report* are based on the same economic and demographic assumptions that underlie the 2023 SOSI, which is as of January 1, 2023. As discussed below, if current policy is left unchanged and based on this *Financial Report's* assumptions, the debt-to-GDP ratio is projected to exceed 200 percent by 2047 and reach 531 percent in 2098. By comparison, under the 2022 projections, the debt-to-GDP ratio exceeded 200 percent one year earlier in 2046 and reached 566 percent in 2097. Preventing the debt-to-GDP ratio from rising over the next 75 years is estimated to require some combination of spending reductions and revenue increases that amount to 4.5 percent PV of GDP over the period. While this estimate of the "75-year fiscal gap" is highly uncertain, it is nevertheless nearly certain that current fiscal policies cannot be sustained indefinitely.

Delaying action to reduce the fiscal gap increases the magnitude of spending and/or revenue changes necessary to stabilize the debt-to-GDP ratio as shown in Table 6 below.

The estimates of the cost of policy delay assume policy does not affect GDP or other economic variables. Delaying fiscal adjustments for too long raises the risk that growing federal debt would increase interest rates, which would, in turn, reduce investment and ultimately economic growth.

The projections discussed here assume current policy<sup>18</sup> remains unchanged, and hence, are neither forecasts nor predictions. Nevertheless, the projections demonstrate that policy changes must be enacted to move towards fiscal sustainability.

### The Primary Deficit, Interest, and Debt

The primary deficit – the difference between non-interest spending and receipts – is the determinant of the debt-to-GDP ratio over which the government has the greatest control (the other determinants include interest rates and growth in GDP). Chart 8 shows receipts, non-interest spending, and the difference – the primary deficit – expressed as a share of GDP. The primary deficit-to-GDP ratio spiked during 2009 through 2012 due to the 2008-09 financial crisis and the ensuing severe recession, as well as the effects of the government's response thereto. These elevated primary deficits resulted in a sharp increase in the ratio of debt to GDP, which rose from 39 percent at the end of 2008 to 70 percent at the end of 2012. As an economic recovery took hold, the primary deficit ratio fell, averaging 2.1 percent of GDP over 2013 through 2019. The primary deficit-to-GDP ratio again spiked in 2020, rising to 13.3 percent of GDP in 2020, due to increased spending to address the COVID-19 pandemic and lessen the economic impacts of stay-at-home and social distancing orders on individuals, hard-hit industries, and small businesses. Spending remained elevated in 2021 due to additional funding to support economic recovery, but increased receipts reduced the primary deficit-to-GDP ratio to 10.8 percent.

The primary deficit-to-GDP ratio in 2023 was 3.8 percent, increasing by 0.2 percentage points from 2022 primarily due to lower receipts, partially offset by lower non-interest spending. The primary deficit-to-GDP ratio is projected to fall to 3.2

<sup>17</sup> For the purposes of the SLTFP and this analysis, spending is defined in terms of outlays. In the context of federal budgeting, spending can either refer to: 1) budget authority – the authority to commit the government to make a payment; 2) obligations – binding agreements that will result in either immediate or future payment; or 3) outlays, or actual payments made.

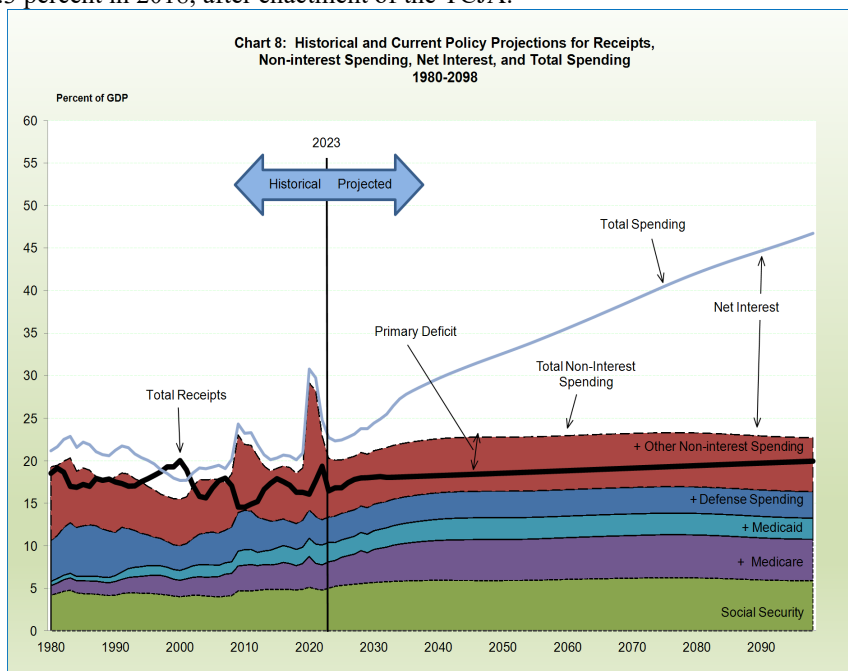
<sup>18</sup> Current policy in the projections is based on current law, but includes certain adjustments, such as extension of certain policies that expire under current law but are routinely extended or otherwise expected to continue (e.g., reauthorization of the Supplemental Nutrition Assistance Program). See Note 24 for additional discussion of departures of current policy from current law.

percent in 2024, based on the technical assumptions in this *Financial Report*, and projected changes in receipts and outlays, including an estimated decrease in Medicaid outlays as the expiration of temporary measures related to the COVID-19 pandemic winds down. After 2024, increased spending for Social Security and health programs due to the continued retirement of the baby boom generation, is projected to result in increasing primary deficit ratios that peak at 4.4 percent of GDP in 2043. Primary deficits as a share of GDP gradually decrease beyond that point, as aging of the population continues at a slower pace and reach 2.8 percent of GDP in 2098, the last year of the projection period.

Trends in the primary deficit are heavily influenced by tax receipts. The receipt share of GDP was markedly depressed in 2009 through 2012 because of the recession and tax reductions enacted as part of the ARRA and the *Tax Relief, Unemployment Insurance Reauthorization, and Job Creation Act of 2010*. The share subsequently increased to nearly 18.0 percent of GDP by 2015, before falling to 16.3 percent in 2018, after enactment of the TCJA.

Receipts reached 19.6 percent of GDP in 2022, the highest share of GDP since 2000, then fell to 16.5 percent of GDP in 2023 due to a decrease in individual income tax receipts and lower deposits of earnings by the Federal Reserve. Receipts are projected to gradually increase to 18.1 percent of GDP in 2033 when corporation income tax and other receipts stabilize as a share of GDP. After 2033, receipts grow slightly more rapidly than GDP over the projection period as increases in real (i.e., inflation-adjusted) incomes cause more taxpayers and a larger share of income to fall into the higher individual income tax brackets.<sup>19</sup>

On the spending side, the non-interest spending share of GDP was 20.3 percent in 2023, 2.9 percentage points below the share of GDP in 2022, which was 23.2 percent. The ratio of non-interest spending to GDP is projected to fall to 20.1 percent in 2024



and then rise gradually, reaching 23.3 percent of GDP in 2076. The ratio of non-interest spending to GDP then declines to 22.7 percent in 2098, the end of the projection period. These increases are principally due to faster growth in Social Security, Medicare, and Medicaid spending (see Chart 8). The aging of the baby boom generation, among other factors, is projected to increase the spending shares of GDP of Social Security and Medicare by about 0.7 and 1.7 percentage points, respectively, from 2024 to 2040. After 2040, the Social Security and Medicare spending shares of GDP continue to increase in most years, albeit at a slower rate, due to projected increases in health care costs and population aging, before declining toward the end of the projection period.

On a PV basis, deficit projections reported in the FY 2023 *Financial Report* decreased in both present-value terms and as a percent of the current 75-year PV of GDP. As shown in the SLTFP, this year's estimate of the 75-year PV imbalance of receipts less non-interest spending is 3.8 percent of the current 75-year PV of GDP (\$73.2 trillion), compared to 4.2 percent (\$79.5 trillion) as was projected in last year's *Financial Report*. As discussed in Note 24, these decreases are attributable to the net effect of the following factors:

- Changes due to program-specific actuarial assumptions is the effect of new Social Security, Medicare, and Medicaid program-specific actuarial assumptions, which decrease the fiscal imbalance as a share of the 75-year PV of GDP by 0.6 percentage points (\$10.6 trillion). This change is primarily attributable to near-term growth rate assumptions for Medicaid. In the 2022 projections, growth rates through 2027 followed projections in the *2018 Medicaid Actuarial Report*. Growth rates for the 2023 projections are based on NHE data and reflect the expiration of temporary measures related to the COVID-19 pandemic.
- Changes due to updated budget data increased the fiscal imbalance by 0.4 percentage points (\$7.4 trillion). This change stems from actual budget results for FY 2023 and baseline estimates published in the FY 2024 President's Budget, plus adjustments to discretionary spending and receipts from legislation enacted in the FRA (P.L. 118-5).<sup>20</sup> This deterioration in the fiscal position is largely due to a higher 75-year PV of discretionary spending on defense programs and mandatory spending on programs other than Social Security, Medicare, and Medicaid, and lower

<sup>19</sup> Other possible paths for the receipts-to-GDP ratio and projected debt held by the public are shown in the "Alternative Scenarios" RSI section of this *Financial Report*.

<sup>20</sup> Legislation enacted toward the end of FY 2022 includes: An act making appropriations for Legislative Branch for the fiscal year ending September 30, 2022, and for other purposes (P.L. 117-167); PACT Act (P.L. 117-168); and an act to provide for reconciliation pursuant to title II of S.Con.Res. 14 (P.L. 117-169).

individual income taxes as a share of wages and salaries. That deterioration is partially offset by a lower 75-year PV of spending on non-defense discretionary programs—attributable to the FRA caps—and higher other receipts.

- Changes due to economic and demographic assumptions decreased the fiscal imbalance by 0.3 percentage points (\$5.0 trillion). Contributing to this improvement in the imbalance are higher wages that increase receipts and GDP growth rates that lead to reduced spending as a percentage of GDP. The 75-year PV of GDP for this year's projections is \$1,919.1 trillion, greater than last year's \$1,872.9 trillion.
- Change in reporting period is the effect of shifting calculations from 2023 through 2097 to 2024 through 2098 and increased the imbalance of the 75-year PV of receipts less non-interest spending by \$1.9 trillion, which has a negligible effect on the 75-year PV of GDP.

The net effect of the changes in the table above, equal to the penultimate row in the SLTFP, shows that this year's estimate of the overall 75-year PV of receipts less non-interest spending is negative 3.8 percent of the 75-year PV of GDP (negative \$73.2 trillion, as compared to a GDP of \$1,919.1 trillion).

One of the most important assumptions underlying the projections is that current federal policy does not change. The projections are therefore neither forecasts nor predictions, and do not consider large infrequent events such as natural disasters, military engagements, or economic crises. By definition, they do not build in future changes to policy. If policy changes are enacted, perhaps in response to projections like those presented here, then actual fiscal outcomes will be different than those projected.

Another important assumption is the future growth of health care costs. As discussed in Note 25, these future growth rates – both for health care costs in the economy generally and for federal health care programs such as Medicare, Medicaid, and PPACA exchange subsidies – are highly uncertain. In particular, enactment of the PPACA in 2010 and the MACRA in 2015 lowered payment rate updates for Medicare hospital and physician payments whose long-term effectiveness of which is not yet clear. The Medicare spending projections in the long-term fiscal projections are based on the projections in the 2023 Medicare Trustees Report, which assume the PPACA and MACRA cost control measures will be effective in producing a substantial slowdown in Medicare cost growth.

As discussed in Note 25, the Medicare projections are subject to much uncertainty about the ultimate effects of these provisions to reduce health care cost growth. Certain features of current law may result in some challenges for the Medicare program including physician payments, payment rate updates for most non-physician categories, and productivity adjustments. Payment rate updates for most non-physician categories of Medicare providers are reduced by the growth in economy-wide private nonfarm business total factor productivity although these health providers have historically achieved lower levels of productivity growth. Should payment rates prove to be inadequate for any service, beneficiaries' access to and the quality of Medicare benefits would deteriorate over time, or future legislation would need to be enacted that would likely increase program costs beyond those projected under current law. For the long-term fiscal projections, that uncertainty also affects the projections for Medicaid and exchange subsidies, because the cost per beneficiary in these programs is assumed to grow at the same reduced rate as Medicare cost growth per beneficiary. Other key assumptions, as discussed in greater detail in Note 24—Long-Term Fiscal Projections, include the following:

- Medicaid spending projections start with the NHE projections which are based on recent trends in Medicaid spending, as well as Trustees Report assumptions. NHE projections, which end in 2031, are adjusted to accord with the actual Medicaid spending in FY 2023. After 2031, the number of beneficiaries is projected to grow at the same rate as total population. Medicaid cost per beneficiary is assumed to grow at the same rate as Medicare benefits per beneficiary after 2034, after a three-year phase-in to the Medicare per beneficiary growth rate over the period 2032-2034. The most recent Social Security and Medicare Trustees Reports were released in March 2023.
- Other mandatory spending includes federal employee retirement, veterans' disability benefits, and means-tested entitlements other than Medicaid. Current mandatory spending components that are judged permanent under current policy are assumed to increase by the rate of growth in nominal GDP starting in 2024, implying that such spending will remain constant as a percent of GDP.
- Defense and non-defense discretionary spending follows the FRA caps through 2025, then grows with GDP starting in 2026.
- Debt and interest spending is determined by projected interest rates and the level of outstanding debt held by the public. The long-run interest rate assumptions accord with those in the 2023 Social Security Trustees Report. The average interest rate over this year's projection period is 4.5 percent, approximately the same as the 2022 *Financial Report*. Debt at the end of each year is projected by adding that year's deficit and other financing requirements to the debt at the end of the previous year.
- Receipts (other than Social Security and Medicare payroll taxes) is comprised of individual income taxes, corporate income taxes and other receipts.
  - Individual income taxes were based on the share of individual income taxes of salaries and wages in the current law baseline projection in the FY 2024 President's Budget, and the salaries and wages projections from the Social Security 2023 Trustees Report. That baseline accords with the tendency of effective tax rates to increase as growth in income per capita outpaces inflation (also known as "bracket creep") and the expiration dates of individual income and estate and gift tax provisions of the TCJA. Individual income taxes are projected to

increase gradually from 19 percent of wages and salaries in 2024, to 29 percent of wages and salaries in 2098 as real taxable incomes rise over time and an increasing share of total income is taxed in the higher tax brackets.

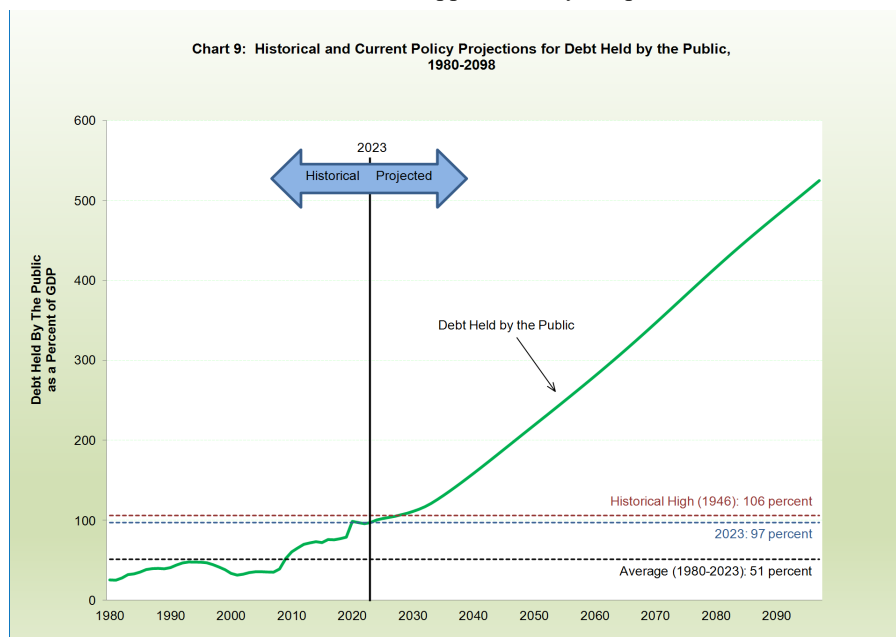
- Corporation tax receipts as a percent of GDP reflect the economic and budget assumptions used in developing the FY 2024 President's Budget ten-year baseline budgetary estimates through the first ten projection years, after which they are projected to grow at the same rate as nominal GDP. Corporation tax receipts fall from 1.7 percent of GDP in 2024 to 1.2 percent of GDP in 2033, where they stay for the remainder of the projection period.
- Other receipts, including excise taxes, estate and gift taxes, customs duties, and miscellaneous receipts, also reflect the FY 2024 President's Budget baseline levels as a share of GDP throughout the budget window, and grow with GDP outside of the budget window. The ratio of other receipts, to GDP is estimated to increase from 1.1 percent in 2024 to 1.2 percent by 2027 where it remains through the projection period.
- Projections for the other categories of receipts and spending are consistent with the economic and demographic assumptions in the Trustees Reports and include updates for actual budget results for FY 2023 or budgetary estimates from the FY 2024 President's Budget.

The primary deficit-to-GDP projections in Chart 8, projections for interest rates, and projections for GDP together determine the debt-to-GDP ratio projections shown in Chart 9. That ratio was approximately 97 percent at the end of FY

2023 and under current policy is projected to exceed the historic high of 106 percent in 2028, rise to 200 percent by 2047 and reach 531 percent by 2098. The change in debt held by the public from one year to the next generally represents the budget deficit, the difference between total spending and total receipts. The debt-to-GDP ratio rises continually in great part because primary deficits lead to higher levels of debt, which lead to higher net interest expenditures, and higher net interest expenditures lead to higher debt.<sup>21</sup> The continuous rise of the debt-to-GDP ratio indicates that current policy is unsustainable.

These debt-to-GDP projections are lower than the corresponding projections in both the 2022 and 2021 *Financial Reports*. For example, the last

year of the 75-year projection period used in the FY 2021 *Financial Report* is 2096. In the FY 2023 *Financial Report*, the debt-to-GDP ratio for 2096 is projected to be 518 percent, which compares with 559 and 701 percent for the 2096 projection year in the FY 2022 *Financial Report* and the FY 2021 *Financial Report*, respectively.<sup>22</sup>



## The Fiscal Gap and the Cost of Delaying Policy Reform

The 75-year fiscal gap is one measure of the degree to which current policy is unsustainable. It is the amount by which primary surpluses over the next 75 years must, on average, rise above current-policy levels in order for the debt-to-GDP ratio in 2098 to remain at its level in 2023. The projections show that projected primary deficits average 3.8 percent of GDP over the next 75 years under current policy. If policies were adopted to eliminate the fiscal gap, the average primary surplus over the next 75 years would be 0.6 percent of GDP, 4.5 percentage points higher than the projected PV of receipts less non-interest spending shown in the financial statements. Hence, the 75-year fiscal gap is estimated to equal to 4.5 percent of GDP. This amount is, in turn, equivalent to 23.8 percent of 75-year PV receipts and 19.8 percent of 75-year PV non-interest spending. This estimate of the fiscal gap is 0.4 percentage points smaller than was estimated in the FY 2022 *Financial Report* (4.9 percent of GDP).

In these projections, closing the fiscal gap requires running substantially positive primary surpluses, rather than simply eliminating the primary deficit. The primary reason is that the projections assume future interest rates will exceed the growth rate of GDP. Achieving primary balance (that is, running a primary surplus of zero) implies that the debt grows each year by the amount of interest spending, which under these assumptions would result in debt growing faster than GDP.

<sup>21</sup> The change in debt each year is also affected by certain transactions not included in the budget deficit, such as changes in Treasury's cash balances and the nonbudgetary activity of federal credit financing accounts. These transactions are assumed to hold constant at about 0.3 percent of GDP each year, with the same effect on debt as if the primary deficit was higher by that amount.

<sup>22</sup> See the Note 24 of the *FY 2022 Financial Report of the U.S. Government* for more information about changes in the long-term fiscal projections between FYs 2022 and 2021.

Table 6 shows the cost of delaying policy reform to close the fiscal gap by comparing policy reforms that begin in three different years. Immediate reform would require increasing primary surpluses by 4.5 percent of GDP on average between 2024 and 2098 (i.e., some

combination of reducing spending and increasing revenue by a combined 4.5 percent of GDP on average over the 75-year projection period). Table 6 shows that delaying policy reform forces larger and more abrupt policy reforms over shorter periods. For example, if policy reform is delayed by 10 years, closing the fiscal gap requires increasing the primary surpluses by 5.3 percent of GDP on average between 2034 and 2098. Similarly, delaying reform by 20 years requires primary surplus increases of 6.5 percent of GDP on average between 2044 and 2098. The differences between the required primary surplus increases that start in 2034 and 2044 (5.3 and 6.5 percent of GDP, respectively) and that which starts in 2024 (4.5 percent of GDP) is a measure of the additional burden that delay would impose on future generations. Future generations are harmed by policy reform delay, because the higher the primary surplus is during their lifetimes the greater the difference is between the taxes they pay and the programmatic spending from which they benefit.

## Conclusion

The debt-to-GDP ratio is projected to rise over the 75-year projection period and beyond if current policy is unchanged, based on this *Financial Report's* assumptions, which implies that current policy is not sustainable and must ultimately change. If policy changes are not so abrupt as to slow economic growth, then the sooner policy changes are adopted to avert these trends, the smaller the changes to revenue and/or spending that would be required to achieve sustainability over the long term. While the estimated magnitude of the fiscal gap is subject to a substantial amount of uncertainty, it is nevertheless nearly certain that current fiscal policies cannot be sustained indefinitely.

These long-term fiscal projections and the topic of fiscal sustainability are discussed in further detail in Note 24 and the RSI section of this *Financial Report*. The fiscal sustainability under alternative scenarios for the growth rate of health care costs, interest rates, discretionary spending, and receipts are illustrated in the "Alternative Scenarios" section within the RSI.

## Social Insurance

The long-term fiscal projections reflect government receipts and spending as a whole. The SOSI focuses on the government's "social insurance" programs: Social Security, Medicare, Railroad Retirement, and Black Lung.<sup>23</sup> For these programs, the SOSI reports: 1) the actuarial PV of all future program revenue (mainly taxes and premiums) – excluding interest – to be received from or on behalf of current and future participants; 2) the estimated future scheduled expenditures to be paid to or on behalf of current and future participants; and 3) the difference between 1) and 2). Amounts reported in the SOSI and in the RSI section in this *Financial Report* are based on each program's official actuarial calculations.

This year's projections for Social Security and Medicare are based on the same economic and demographic assumptions that underlie the 2023 Social Security and Medicare Trustees Reports and the 2023 SOSI, while comparative information presented from last year's report is based on the 2022 Social Security and Medicare Trustees Reports and the 2022 SOSI. Table 7 summarizes amounts reported in the SOSI, showing that net social insurance expenditures are projected to be \$78.4 trillion over 75 years as of January 1, 2023 for the open group, an increase of \$2.5 trillion over net expenditures of \$75.9 trillion projected in the FY 2022 *Financial Report*.<sup>24</sup> The current-law 2023 amounts reported for Medicare reflect the physician payment levels expected under the MACRA payment rules and the PPACA-mandated reductions in other Medicare payment rates, but not the payment reductions and/or delays that would result from trust fund depletion.<sup>25</sup> Similarly, current-

<sup>23</sup> The *Black Lung Benefits Act* provides for monthly payments and medical benefits to coal miners totally disabled from pneumoconiosis (black lung disease) arising from their employment in or around the nation's coal mines. See [https://www.dol.gov/owcp/regs/compliance/ca\\_main.htm](https://www.dol.gov/owcp/regs/compliance/ca_main.htm). RRB's projections are based on economic and demographic assumptions that underlie the *28th Actuarial Valuation of the Assets and Liabilities Under the Railroad Retirement Acts as of December 31, 2019 with Technical Supplement* and the 2023 Annual Report on the Railroad Retirement System required by Section 502 of the *Railroad Retirement Solvency Act of 1983* (P.L. 98-76).

<sup>24</sup> Closed group and open group differ by the population included in each calculation. From the SOSI, the closed group includes: 1) participants who have attained eligibility; and 2) participants who have not attained eligibility. The open group adds future participants to the closed group. See "Social Insurance" in the RSI section in this *Financial Report* for more information.

<sup>25</sup> MACRA permanently replaces the Sustainable Growth Rate formula, which was used to determine payment updates under the Medicare physician fee schedule with specified payment updates through 2025. The changes specified in MACRA also establish differential payment updates starting in 2026 based on practitioners' participation in eligible APM; payments are also subject to adjustments based on the quality of care provided, resource use, use of certified electronic health records, and clinical practice improvement.



law projections for Social Security do not reflect benefit payment reductions and/or delays that would result from fund depletion. By accounting convention, the transfers from the General Fund to Medicare Parts B and D are eliminated in the consolidation of the SOSI at the government-wide level and as such, the General Fund transfers that are used to finance Medicare Parts B and D are not included in Table 7. For the FYs 2023 and 2022 SOSI, the amounts eliminated totaled \$48.5 trillion and \$47.5 trillion, respectively. SOSI programs and amounts are included in the broader fiscal sustainability analysis in the previous section, although on a slightly different basis (as described in Note 24).

In addition, the Medicare projections have been significantly affected by the enactment of the IRA of 2022. This legislation has wide-ranging provisions, including those that restrain price growth and negotiate drug prices for certain Part B and Part D drugs and that redesign the Part D benefit structure to decrease beneficiary out-of-pocket costs. The law takes several years to implement, resulting in very different effects by year. The total effect of the IRA of 2022 is to reduce government expenditures for Part B, to increase expenditures for Part D through 2030, and to decrease Part D expenditures beginning in 2031.

The amounts reported in the SOSI provide perspective on the government's long-term estimated exposures for social insurance programs. These amounts are not considered liabilities in an accounting context. Future benefit payments will be recognized as expenses and liabilities as they are incurred based on the continuation of the social insurance programs' provisions contained in current law. The social insurance trust funds account for all related program income and expenses. Medicare and Social Security taxes, premiums, and other income are credited to the funds; fund disbursements may only be made for benefit payments and program administrative costs. Any excess revenues are invested in special nonmarketable U.S. government securities at a market rate of interest. The trust funds represent the accumulated value, including interest, of all prior program surpluses, and provide automatic funding authority to pay cover future benefits.

<b>Table 7: Social Insurance Future Expenditures in Excess of Future Revenues</b>					
Dollars in Trillions	2023	2022	Increase / (Decrease)		
			\$	%	
<b>Open Group (Net):</b>					
Social Security (OASDI)	\$ (25.2)	\$ (23.3)	\$ 1.9		8.2%
Medicare (Parts A, B, & D)	\$ (53.1)	\$ (52.5)	\$ 0.6		1.1%
Other	\$ (0.1)	\$ (0.1)	\$ -		0.0%
<b>Total Social Insurance Expenditures, Net (Open Group)</b>	<b>\$ (78.4)</b>	<b>\$ (75.9)</b>	<b>\$ 2.5</b>		<b>3.3%</b>
<b>Total Social Insurance Expenditures, Net (Closed Group)</b>	<b>\$ (104.2)</b>	<b>\$ (100.6)</b>	<b>\$ 3.6</b>		<b>3.6%</b>
<b>Social Insurance Net Expenditures as a % of GDP*</b>					
<b>Open Group</b>					
Social Security (OASDI)	(1.4%)	(1.3%)			
Medicare (Parts A, B, & D)	(3.0%)	(3.0%)			
<b>Total (Open Group)</b>	<b>(4.4%)</b>	<b>(4.3%)</b>			
<b>Total (Closed Group)</b>	<b>(5.7%)</b>	<b>(5.7%)</b>			
Source: SOSI. Amounts equal estimated present value of projected revenues and expenditures for scheduled benefits over the next 75 years of certain Social Insurance programs (e.g., Social Security, Medicare). Open group totals reflect all current and projected program participants during the 75-year projection period. Closed group totals reflect only current participants.					
* GDP values used are from the 2023 & 2022 Social Security and Medicare Trustees Reports and represent the present value of GDP over the 75-year projection period. As the GDP used for Social Security and Medicare differ slightly in the Trustees Reports, the two values are averaged to estimate the Other and Total Net Social Insurance Expenditures as a percent of GDP. As a result, totals may not equal the sum of components due to rounding.					

Table 8 identifies the principal reasons for the changes in projected social insurance amounts during 2023 and 2022.

The following briefly summarizes the significant changes for the current valuation (as of January 1, 2023) as disclosed in Note 25—Social Insurance. Note 25 is compiled from disclosures included in the financial statements of those entities administering these programs, including SSA and HHS. See Note 25 for additional information.

- Change in valuation period (affects both Social Security and Medicare): This change replaces a small negative net cash flow for 2022 with a much larger negative net cash flow for 2097. As a result, the PV of the estimated future net cash flows decreased (became more negative) by \$0.7 trillion and \$1.3 trillion for Social Security and Medicare, respectively.
- Changes in demographic data, assumptions, and methods (affects both Social Security and Medicare): There was one notable change in demographic methodology. The method for projecting the age distributions of LPR new arrival and adjustment-of-status immigrants was updated reflecting recent data showing a slightly older population at the time of attaining LPR status than had previously been estimated. This change decreased the PV of the estimated future net cash flows. In addition, the starting demographic values and the way these values transition to the ultimate assumptions were changed. Projected birth rates through 2055, during the period of transition to the ultimate level, were slightly lower than in the prior valuation. Updates to near-term mortality assumptions to better reflect the effects of the COVID-19 pandemic led to an increase in death rates through 2024 compared to the prior valuation. Historical population data, other-than-LPR immigration data, and marriage and divorce data were updated since the prior valuation. Overall, changes to these assumptions caused the PV of the estimated future net cash flows to decrease (became more negative) by \$0.1 trillion and \$0.1 trillion for Social Security and Medicare, respectively.
- Changes in economic data and assumptions (affects Social Security only): Several changes were made to the ultimate economic assumptions since the last valuation period. The annual percentage change in the average OASDI covered wage, adjusted for inflation, is assumed to average 1.14 percentage points over the last 65 years of the 75-year projection period. This is 0.02 percentage point higher than the value assumed for the prior valuation. This change to the wage growth assumptions increased the PV of estimated future net cash flows. In addition to these changes in ultimate economic assumptions, the starting economic values and the way these values transition to the ultimate assumptions were changed. The levels of GDP and labor productivity are assumed to be about 3.0 percent lower by 2026 and for all years thereafter relative to the prior valuation. The assumed real interest rates over the first 10 years of the projection period are generally higher than those assumed for the prior valuation. The changes to the GDP and productivity levels decreased the PV of the estimated future net cash flows, while the change to near-term real interest increased the PV of the estimated future net cash flows. There was one notable change in economic methodology. The method for estimating the level of OASDI taxable wages for historical years 2000-2021 was improved by adopting a more consistent approach for estimating completed values across various types of wages. This change increased the PV of the estimated future net cash flows. Overall, changes to economic data, assumptions, and methods caused the PV of the estimated future net cash flows to decrease (became more negative) by \$0.8 trillion for Social Security.
- Changes in law or policy (affects both Social Security and Medicare): The monetary effect of the changes in law or policy caused the PV of the estimated future net cash flows of Medicare to increase by \$1.1 trillion; and the effect on the PV of estimated future net cash flows of OASDI was not significant at the consolidated level. Please refer to SSA's and HHS's financial statements for additional information related to the impact of the changes in law or policy on the PV of estimated future net cash flows of the OASDI and Medicare programs.
- Changes in methodology and programmatic data (affects Social Security only). Several methodological improvements and updates of program-specific data are included in the current valuation (beginning on January 1, 2023). The most significant are as follows: Actual disability data for 2022 and slightly lower-near term disability incidence rate assumptions were incorporated. The sample of new beneficiaries used to project average benefits

<b>Dollars in Trillions</b>		<b>2023</b>	<b>2022</b>
<b>NPV - Open Group (Beginning of the Year)</b>		<b>\$ (75.9)</b>	<b>\$ (71.0)</b>
<b>Changes In:</b>			
Valuation Period		\$ (2.0)	\$ (1.7)
Demographic data, assumptions, and methods		\$ (0.2)	\$ (0.8)
Economic data, assumptions, and methods <sup>1</sup>		\$ (0.8)	\$ (0.2)
Law or policy		\$ 1.1	\$ -
Methodology and programmatic data <sup>1</sup>		\$ (0.3)	\$ 0.6
Economic and other healthcare assumptions <sup>2</sup>		\$ (2.6)	\$ (5.3)
Change in projection base <sup>2</sup>		\$ 2.3	\$ 2.5
<b>Net Change in Open Group measure</b>		<b>\$ (2.5)</b>	<b>\$ (4.9)</b>
<b>NPV - Open Group (End of the Year)</b>		<b>\$ (78.4)</b>	<b>\$ (75.9)</b>
<sup>1</sup> Relates to Social Security Program.			
<sup>2</sup> Relates to Medicare Program.			

level was updated from worker beneficiaries newly entitled in 2018 to those newly entitled in 2019. Updates were made to the post-entitlement benefit adjustment factors. These factors are used to account for changes in benefit levels, primarily due to differential mortality by benefit level and earnings after benefit entitlement. Overall, changes to programmatic data and methods caused the PV of the estimated future net cash flows to decrease by \$0.3 trillion for Social Security.

- Changes in economic and healthcare assumptions (affects Medicare only): The economic assumptions used in the Medicare projections are the same as those used for the OASDI (described above) and are prepared by the Office of the Chief Actuary at SSA. In addition to the economic assumptions changes described above, the healthcare assumptions are specific to the Medicare projections. Changes to these assumptions in the current valuation include lower projected spending growth because of anticipated effect of negotiating drug prices and other price growth constraints. Overall, these changes decreased the PV of estimated future net cash flow by \$2.6 trillion for Medicare.
- Change in Projection Base (affects Medicare only): Actual income and expenditures in 2022 were different than what was anticipated when the 2022 Medicare Trustees Report projections were prepared. For Part A and Part B income and expenditures were lower than estimated based on experience. Part D income and expenditures were higher than estimated based on actual experience. Actual experience of the Medicare Trust Funds between January 1, 2022, and January 1, 2023, is incorporated in the current valuation and is less than projected in the prior valuation. Overall, the net impact of Part A, B, and D projection base change is an increase in the estimated future net cash flows by \$2.3 trillion for Medicare.

As reported in Note 25, uncertainty remains about whether the projected cost savings and productivity improvements will be sustained in a manner consistent with the projected cost growth over time. Note 25 includes an alternative projection to illustrate the uncertainty of projected Medicare costs. As indicated earlier, GAO disclaimed opinions on the 2023, 2022, 2021, 2020 and 2019 SOSI because of these significant uncertainties.

Costs as a percent of GDP of both Medicare and Social Security, which are analyzed annually in the Medicare and Social Security Trustees Reports, are projected to increase substantially through the mid-2030s because: 1) the number of beneficiaries rises rapidly as the baby-boom generation retires; and 2) the lower birth rates that have persisted since the baby boom cause slower growth in the labor force and GDP.<sup>26</sup> According to the Medicare Trustees Report, spending on Medicare is projected to rise from its current level of 3.7 percent of GDP in 2022 to 6.0 percent in 2047 and to 6.1 percent in 2097.<sup>27</sup> As for Social Security, combined spending is projected to generally increase from 5.2 percent of GDP in 2023 to a peak of 6.3 percent for 2076, and then decline to 6.0 percent by 2097. The government collects and maintains funds supporting the Social Security and Medicare programs in trust funds. A scenario in which projected funds expended exceed projected funds received, as reported in the SOSI, will cause the balances in those trust funds to deplete over time. Table 9 summarizes additional current status and projected trend information, including years of projected depletion, for the Medicare HI and Social Security Trust Funds.

**Table 9: Trust Fund Status**

Fund	Projected Depletion	Projected Post-Depletion Trend
Medicare Hospital Insurance *	2031	In 2031, trust fund income is projected to cover 89 percent of benefits, decreasing to 81 percent in 2047, then returning to 96 percent by 2097.
Combined Old-Age Survivors and Disability Insurance **	2034	In 2034, trust fund income is projected to cover 80 percent of scheduled benefits, decreasing to 74 percent by 2097.

\* Source: 2023 Medicare Trustees Report \*\* Source: 2023 OASDI Trustees Report  
 This Report's projections assume full Social Security and Medicare benefits are paid after fund depletion contrary to current law.

As previously discussed and as noted in the Trustees Reports, these programs are on a fiscally unsustainable path. Additional information from the Trustees Reports may be found in the RSI section of this *Financial Report*.

<sup>26</sup> [A Summary of the 2023 Annual Social Security and Medicare Trust Fund Reports](#), page 8.

<sup>27</sup> Percent of GDP amounts are expressed in gross terms (including amounts financed by premiums and state transfers).

## Reporting on Climate Change

The Biden-Harris administration has deployed a whole-of-government approach to respond to the climate crisis. From reducing climate pollution and conserving our lands, waters, and biodiversity to increasing the resilience of federal facilities and operations to the impacts of climate change, federal entities are tackling the climate crisis. The federal government is on a path towards CFE by 2030, a zero-emission vehicles fleet by 2035, and a net-zero building portfolio by 2045.

The \$1 trillion [IIJA](#), signed in November 2021, and the [IRA](#), signed in August 2022, included historic climate funding. The IIJA provides funding to protect the country against the detrimental effects of climate change, and the IRA, the largest climate investment in U.S. history, provides tax incentives and other clean energy initiatives to reduce energy costs for consumers and small businesses. These investments have put America on track to decrease GHG emissions by about 40 percent below 2005 levels in 2030.<sup>28</sup>

There is also growing recognition that climate-related events and climate-related financial risks will affect the financial position and condition of the federal government. Many CFO Act entities are engaged in a wide array of climate-related activities and have, per federal reporting guidance, discussed their responses to the climate crisis in their FY 2023 financial reports. The breadth of these important efforts is expansive, and the examples immediately below from financial statements discuss both the physical impacts of climate change on entities (physical risk) and the broader challenges entities face in transitioning to a lower-carbon economy (transition risk). Many entity climate adaptation and resiliency efforts emphasize the federal government's physical assets and infrastructure and discuss transition risks in the context of transitioning their infrastructure so as to reduce GHG emissions. Both of these risks are important and affect government operations in unique ways, which will be discussed below for a select number of federal entities.

The following illustrates the wide range of federal entity efforts to mitigate the risks of climate change on federal entity infrastructure:

- The impact of climate change on DOE and its operations and infrastructure is significant and projected to increase with climate change. In support of the administration's goals of net-zero GHG emissions by 2050, with power sector GHG emissions attaining net-zero by 2035; DOE has continued to develop solar and geothermal sourced energy for heating building space and water. DOE sites have been collaborating with their electricity provider to ensure the availability of CFE. For example, the National Renewable Energy Laboratory, a DOE national lab, has signed the first-ever CFE Memorandum of Agreement between DOE and Xcel Energy, committing to the delivery of 100 percent CFE by 2030 to federal entities served by the utility. In partnership with DOE, DOT has leveraged their newly formed Joint Office of Energy and Transportation to deploy a national network of EV chargers. This supports the President's IIJA goal of installing 500,000 EV chargers.
- [GSA](#) is also strategically focused on increasing building resilience, reducing overall GHG emissions, improving energy, water, and waste efficiency, and supporting the transition to CFE. In FY 2023, GSA significantly increased the number of zero-emission vehicles across government, thereby achieving a 37.1 percent increase in miles per gallon for vehicle replacements in the GSA leased fleet. GSA is taking steps to build a climate resilient supply chain by inviting all major Federal Supply Schedule contractors to voluntarily measure, track, and disclose their climate-related risks to the Carbon Disclosure Project, a not-for-profit charity, that runs the global disclosure system for companies to measure environmental risks and opportunities.
- [DOD](#) is challenged with absorbing the recovery costs from extreme weather events typical of those fueled by climate change, including: \$1 billion to rebuild Offutt Air Force Base, Nebraska after historic floods; \$3 billion to rebuild Camp Lejeune, North Carolina after Hurricane Florence; and \$5 billion to rebuild Tyndall Air Force Base, Florida after Hurricane Michael. To address transition risk, DOD has identified reducing climate impacts to its installations as an Agency Priority Goal and has invested \$35.9 billion in facilities investments, including for Facilities, Sustainment, Restoration and Modernization with a \$3.7 billion investment for installation resiliency and adaptation focused on military facilities to withstand harsh weather conditions.
- [DOC](#) has been actively engaged in planning efforts with the White House Council on Environmental Quality, OMB, and DOE to identify opportunities to purchase CFE for federal use through federal contracting mechanisms directly with facilities' utility providers.
- [SSA](#) noted that a source of funding challenge for the agency includes the loss or replacement of facilities, fleet, and information technology equipment resulting from climate change, as well as the health and safety costs of keeping operations active during severe climate-related events. Its financial risk exposure mainly concerns the impact of energy usage to cool and heat its delegated sites.
- Both [State](#) and [USAID](#) have advanced international climate programs under the auspice of the FY 2022-2026 State-USAID Joint Strategic Plan with both entities focused on mitigating physical and transition risks. State has more than 25,000 building assets at 287 locations overseas, with a current replacement value for these assets at \$75.2 billion. For managing the risk of exposure to natural hazards of these overseas facilities, State uses a portfolio

<sup>28</sup> <https://www.energy.gov/articles/doe-projects-monumental-emissions-reduction-inflation-reduction-act>

screening tool that assesses risk level for seven natural hazards: flooding, extreme heat, extreme wind, water stress, earthquake, tsunami, and landslide.

In-line with several Biden-Harris administration executive orders, including Executive Order 14008, Tackling the Climate Crisis at Home and Abroad, and other broad performance goals, entities have made strides towards a whole-of-government approach to the climate crisis affecting the nation. This section summarizes some of the actionable plans that federal entities are putting in place, and progress that they have seen. It illustrates the broader programmatic efforts that some entities are undertaking which support the growth of America's clean energy and clean technology industries.

- The economic impacts of positioning the global economy for a clean and sustainable future are a focus at Treasury. Treasury's strategic objectives include aims to promote incentives and policies to encourage the private sector's investment in climate-friendly projects. The IRA of 2022 is the most significant investment in climate and clean energy in U.S. history. As tax incentives deliver most of the law's investment, Treasury is playing a leading role in implementing the law. The IRA of 2022 established or modified approximately 20 clean energy-related tax incentives that will be critical in advancing the nation's climate goals while lowering costs for consumers and creating good-paying jobs.
- [DOI](#) is concerned about conserving and protecting its natural and cultural resources. By September 30, 2025, DOI will assist states in reclaiming 1,150 abandoned coal mine lands; and support the plugging of 7,900 identified orphaned oil and gas wells on state, private, tribal, and federal lands. By reducing legacy pollution with IJA investments, DOI is helping to improve community health and safety, create good paying jobs, and address the climate crisis, all of which is transforming a legacy of pollution into a legacy of environmental stewardship.
- In addition to DOC's efforts to mitigate the effects of climate change on agency operations, DOC's financial statements also references a \$799.1 million increase in the entity's gross costs related to National Oceanic and Atmospheric Administration's core mission of enhancing weather forecasting, water quality monitoring, and climate reporting.
- To relay the importance of mitigating climate change for broader economic resiliency, [HHS](#) has discussed its efforts at addressing the impact of climate change on the health of the American people by identifying vulnerable communities and populations at risk from climate impacts and fostering climate adaptation and resilience for these communities. This summer HHS launched the Heat-Related Illness Emergency Medical Services Activation Surveillance Dashboard to help communities and officials keep people cool and safe through effective heat mitigation strategies. And its investments into infrastructure and emergency equipment ahead of hurricane season have ensured communities in hurricane-prone areas have continuous access to primary care services.
- In addition to the joint State-USAID effort to address physical and transition risks referenced above, USAID has been at the fore of helping other countries phase out fossil fuels and transition to clean energy usage. The entity has boosted renewable energy through competitive auctions in the Philippines; boosted wind farm generation in South Africa; and secured renewable energy investment in Pakistan.

Readers are encouraged to review both the financial statements and Climate Adaptation Plans of the entities referenced above, as well as others for additional information about efforts being employed across the federal government to address the many risks associated with climate change.

## Financial Management

### Grants and Cooperative Agreements

In FY 2023, the federal government obligated approximately \$1.2 trillion for grants and cooperative agreements, according to [USAspending.gov](#). This figure does not include obligations for other types of financial assistance, such as loans or direct appropriations. A large portion of grant funding was provided under the Bipartisan Infrastructure Law and the IRA of 2022 while additional funding continued to support the nation's response to the pandemic through the ARP, the CARES Act, and other COVID-19 funding. Improving access to key financial assistance data continues to be a priority for OMB.

In 2023, OMB undertook an initiative to update the Guidance on Grants and Agreements published in 2 CFR to reduce the administrative burden for federal agencies and recipients, as well as to clarify the guidance and make it more accessible. These updates will represent the most substantial changes to the guidance since its release in December 2013 and will reduce unnecessary compliance requirements and ensure that assistance is delivered in a more effective and impactful way and to the communities that most need it.

On August 19, 2023, OMB issued M-23-19 Establishment of the COFFA. This council created a leadership body in the federal government for oversight and management of federal financial assistance. The COFFA launched a partnership among federal grant-making agencies, providing a single forum to inform federal financial assistance policy, oversight, and technology activities. The COFFA is also responsible for providing strategic direction, policy recommendations, and priority-setting for other government-wide grant-related activities.

## Payment Integrity

Preventing improper payments in the federal government continues to be a management priority. To be successful in preventing improper payments, there must be a focus on systemic enhancements intended to make payments correctly the first time with an emphasis on minimizing monetary loss. An improper payment is any payment that should not have been made or that was made in an incorrect amount under statutory, contractual, administrative, or other legally applicable requirement. The term “improper payment” consists of two main components: 1) improper payments resulting in a monetary loss to the government; and 2) improper payments that do not result in a monetary loss to the government. Monetary loss occurs when payments are made to the wrong recipient and/or in the wrong amount. Improper payments that do not result in a monetary loss include under payments and payments made to the right recipient for the right amount, but the payment was not made in accordance with statute or regulation. The federal government, through the CFO community, continues to develop strategies to better analyze and prevent monetary loss.

Agencies with programs reporting more than \$100.0 million in monetary loss provide a quarterly scorecard at [PaymentAccuracy.gov](https://www.paymentaccuracy.gov). These scorecards provide information on the actions taken and progress made on preventing improper payments that would result in monetary loss to the federal government. Details, including FY 2023 improper payment data, for programs with at least \$100.0 million in monetary loss can also be found at [PaymentAccuracy.gov](https://www.paymentaccuracy.gov). This website also includes payment integrity information that had previously been reported in agency financial reports, such as information about program compliance, corrective actions, and accountability mechanisms.

OMB will continue to work with agencies, the CFO Council, and other stakeholders to improve the identification of the root causes of improper payments that result in monetary loss and to prevent improper payments from occurring.

## Agency Financial Report Audits

Since the passage of the CFO Act, the federal financial community has made significant progress in financial accounting and reporting. As shown in Table 10, for FY 2023, 19 of the 24 CFO Act agencies obtained an unmodified opinion from the independent auditors on their financial statements.<sup>29</sup> In addition, 52 auditor-identified material weaknesses were identified for FY 2023, two more than in FY 2022. Twenty-eight of these are associated with DOD. The other 24 material weaknesses are associated with non-DOD agencies. Although virtually all federal agencies have adopted and maintained disciplined financial reporting operations, implemented effective internal controls over financial reporting, and integrated transaction processing with accounting records, weaknesses in financial management practices continue to prevent the government as a whole from achieving an audit opinion.

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<sup>29</sup> The 19 entities include HHS, which received an unmodified (“clean”) opinion on all statements except the SOSI and the SCSIA.

**Table 10: Agency Audit Results: FY 2023**

Agency	Audit Opinion	Auditor-Reported Material Weaknesses				
		Beginning	New	Resolved	Consolidated	Ending
Department of Agriculture (USDA)	Qualified	2	1	1	-	2
Department of Commerce (DOC)	Unmodified	-	1	-	-	1
Department of Defense (DOD)	Disclaimer	28	-	-	-	28
Department of Education (Education)	Disclaimer	1	1	-	1	1
Department of Energy (DOE)	Unmodified	-	-	-	-	-
Department of Health and Human Services (HHS)*	Unmodified	-	-	-	-	-
Department of Homeland Security (DHS)	Unmodified	4	1	-	-	5
Department of Housing & Urban Development (HUD)	Unmodified	1	-	1	-	-
Department of the Interior (DOI)	Unmodified	1	2	-	-	3
Department of Justice (DOJ)	Unmodified	1	-	-	-	1
Department of Labor (DOL)**	Qualified	1	-	-	-	1
Department of State (State)	Unmodified	-	-	-	-	-
Department of Transportation (DOT)	Unmodified	-	-	-	-	-
Department of the Treasury (Treasury)	Unmodified	-	-	-	-	-
Department of Veterans Affairs (VA)	Unmodified	3	-	-	-	3
Agency for International Development (USAID)	Unmodified	-	-	-	-	-
Environmental Protection Agency (EPA)	Unmodified	-	-	-	-	-
General Services Administration (GSA)	Unmodified	1	-	1	-	-
National Aeronautics & Space Administration (NASA)	Unmodified	-	-	-	-	-
National Science Foundation (NSF)	Unmodified	-	-	-	-	-
Nuclear Regulatory Commission (NRC)	Unmodified	-	-	-	-	-
Office of Personnel Management (OPM)	Unmodified	1	-	-	-	1
Small Business Administration (SBA)	Disclaimer	6	1	-	1	6
Social Security Administration (SSA)	Unmodified	-	-	-	-	-
<b>Totals</b>		<b>50</b>	<b>7</b>	<b>3</b>	<b>2</b>	<b>52</b>

\* Unmodified opinion on all statements except SOSI and SCSIA, which received a disclaimer.  
 \*\*Unmodified opinion on the SOSI and SCSIA

### Financial Management Systems

Federal agencies improved, but continue to face challenges, in implementing financial management systems that meet federal requirements. The number of CFO Act agencies reporting lack of substantial compliance with one or more of the three Section 803(a) requirements of the FFMIA remained at seven in FY 2023, and the number of auditors reporting lack of substantial compliance with one or more of the three Section 803(a) FFMIA requirements remained at eight in FY 2023.

Because of the federal government’s size and diversity, its financial management infrastructure consists of both legacy and modernized systems and standardized and customized systems. Treasury works closely with agencies to manage systems for collecting and disbursing the government’s cash and financing disbursements when necessary, recording and reporting on those collections and disbursements, and reporting on all government revenues, expenses, assets, and liabilities.

Treasury was designated as the Financial Management Systems QSMO in 2020 and continues to pursue financial management improvement strategies that have government-wide implications. These strategies include standing up a financial management systems marketplace and developing system standards, standardized processes, system requirements, and system interfaces. These efforts are providing a path to the decommissioning of legacy systems and migration to updated systems, leveraging modernized technologies. In addition, agencies continue to coordinate with the Treasury QSMO to improve their financial management and financial reporting systems as described in their financial reports, congressional budget justifications, and performance plans. DOD continues to address its material weaknesses in financial reporting, and is bringing its financial systems into compliance with federal financial management systems requirements, including the FFMIA.

HHS was designated as the Grants QSMO in 2021 and continues working to modernize and streamline the government’s vast and aging legacy grants management systems. The goal of this effort is to allow agencies to successfully manage grants through the entire award cycle and allow grants management systems to interface with agency financial management systems.

### Internal Controls

Federal managers are responsible for developing and maintaining effective internal controls. Internal controls help to ensure effective and efficient operations, reliable financial reporting, and compliance with applicable laws and regulations. Safeguarding assets is a goal of each of these three objectives.

OMB Circular No. A-123 implements the requirements of 31 U.S.C. 3512 (c) and (d) (commonly known as the *Federal Managers’ Financial Integrity Act*) by providing agencies a framework for assessing and managing risks strategically and

tactically. The Circular reflects GAO's *Standards for Internal Control in the Federal Government* and contains multiple appendices that address one or more of the objectives of effective internal control.

- Appendix A provides for agencies to use a risk-based approach to assess, document, test, and report on internal controls over reporting and data integrity;
- Appendix B requires agencies to maintain internal controls that reduce the risk of fraud, waste, and error in government charge card programs;
- Appendix C implements the requirements for effective estimation and remediation of improper payments; and
- Appendix D defines requirements for determining compliance with the FFMA that are intended to reduce the cost, risk, and complexity of financial system modernizations.

As noted above, the total number of reported material weaknesses for CFO Act agencies was 52 for FY 2023, two more than in FY 2022. Effective internal controls are a challenge at the agency level and at the government-wide level, with GAO reporting that at the government-wide level, material weaknesses resulted in ineffective internal control over financial reporting. While progress is being made at many agencies and across the government in identifying and resolving internal control deficiencies, additional work is needed.

## Legal Compliance

Federal agencies are required to comply with a wide range of laws and regulations, including appropriations, employment, and health and safety, among others. Responsibility for compliance rests with agency management and compliance is addressed as part of agency financial statement audits. Agency auditors test for compliance with selected laws and regulations related to financial reporting and certain individual agency audit reports contain instances of noncompliance. None of these instances were material to the government-wide financial statements; however, GAO reported that its work on compliance with laws and regulations was limited by the material weaknesses and scope limitations discussed in its report.

## Conclusion

The federal government has seen significant progress in financial management since the passage of the CFO Act more than 30 years ago, but significant challenges remain to realizing the intended financial management reforms of the act. The issues that the federal government faces today require financial managers to improve both the efficiency and effectiveness of financial management activities, which includes moving toward integrated government operations with standardized business processes, systems, and data. Together with Treasury and OMB, agencies are building on tools and capabilities to improve financial accountability and transparency.

# Additional Information

This *Financial Report's* Appendix contains the names and websites of the significant government agencies included in the U.S. government's consolidated financial statements. Details about the information in this *Financial Report* can be found in these agencies' financial statements. This *Financial Report*, as well as those from previous years, is also available at Treasury, OMB, and GAO websites at:

<https://www.fiscal.treasury.gov/reports-statements/>; <https://www.whitehouse.gov/omb/management/office-federal-financial-management/>; and <https://www.gao.gov/federal-financial-accountability> respectively. Other related government resources include, but are not limited to the:

- [\*Budget of the United States Government\*](#);
- [\*Treasury Bulletin\*](#);
- [\*Monthly Treasury Statement of Receipts and Outlays of the United States Government\*](#);
- [\*Monthly Statement of the Public Debt of the United States\*](#);
- [\*Your Guide to America's Finances\*](#);
- [\*Economic Report of the President\*](#); and
- [\*Trustees Reports for the Social Security and Medicare Programs\*](#).





U.S. GOVERNMENT ACCOUNTABILITY OFFICE

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Comptroller General  
of the United States

February 15, 2024

The President  
The President of the Senate  
The Speaker of the House of Representatives

To operate as effectively and efficiently as possible, Congress, the administration, and federal managers must have ready access to reliable and complete financial and performance information—both for individual federal entities and for the federal government as a whole. Our report on the U.S. government’s consolidated financial statements for fiscal years 2023 and 2022 discusses progress that has been made but also underscores that much work remains to improve federal financial management and that the federal government continues to face an unsustainable long-term fiscal path.<sup>1</sup>

Our audit report on the U.S. government’s consolidated financial statements is enclosed. In summary, we found the following:

- Certain material weaknesses<sup>2</sup> in internal control over financial reporting and other limitations resulted in conditions that prevented us from expressing an opinion on the accrual-based consolidated financial statements as of and for the fiscal years ended September 30, 2023, and 2022.<sup>3</sup> About 48 percent of the federal government’s reported total assets as of September 30, 2023, and approximately 15 percent of the federal government’s reported net cost for fiscal year 2023 relate to significant federal entities that received a disclaimer of opinion<sup>4</sup> or qualified opinion<sup>5</sup>

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<sup>1</sup>As discussed later in this report, an unsustainable long-term fiscal path is a situation where federal debt held by the public grows faster than gross domestic product (GDP) over the long term.

<sup>2</sup>A material weakness is a deficiency, or combination of deficiencies, in internal control over financial reporting, such that there is a reasonable possibility that a material misstatement of the entity’s financial statements will not be prevented, or detected and corrected, on a timely basis. A deficiency in internal control exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct, misstatements on a timely basis.

<sup>3</sup>The accrual-based consolidated financial statements comprise the (1) Statements of Net Cost, Statements of Operations and Changes in Net Position, Reconciliations of Net Operating Cost and Budget Deficit, and Statements of Changes in Cash Balance from Budget and Other Activities, for the fiscal years ended September 30, 2023, and 2022; (2) Balance Sheets as of September 30, 2023, and 2022; and (3) related notes to these financial statements. Most revenues are recorded on a modified cash basis.

<sup>4</sup>A disclaimer of opinion arises when the auditor is unable to obtain sufficient appropriate audit evidence to provide a basis for an audit opinion, and the auditor concludes that the possible effects on the financial statements of undetected misstatements, if any, could be both material and pervasive and accordingly does not express an opinion on the financial statements.

<sup>5</sup>A qualified opinion arises when the auditor is able to express an opinion on the financial statements except for specific areas where the auditor was unable to obtain sufficient appropriate evidence, and the auditor concludes that the possible effects on the financial statements of undetected misstatements, if any, could be material but not pervasive.

on their fiscal year 2023 financial statements or whose fiscal year 2023 financial information was unaudited.<sup>6</sup>

- Significant uncertainties (discussed in Note 25, *Social Insurance*, to the consolidated financial statements), primarily related to the achievement of projected reductions in Medicare cost growth, prevented us from expressing an opinion on the sustainability financial statements, which consist of the 2023 and 2022 Statements of Long-Term Fiscal Projections;<sup>7</sup> the 2023, 2022, 2021, 2020, and 2019 Statements of Social Insurance;<sup>8</sup> and the 2023 and 2022 Statements of Changes in Social Insurance Amounts. About \$53.1 trillion, or 68 percent, of the reported total present value of future expenditures in excess of future revenue presented in the 2023 Statement of Social Insurance relates to the Medicare program reported in the Department of Health and Human Services' (HHS) 2023 Statement of Social Insurance, which received a disclaimer of opinion. A material weakness in internal control also prevented us from expressing an opinion on the 2023 and 2022 Statements of Long-Term Fiscal Projections.
- Material weaknesses resulted in ineffective internal control over financial reporting for fiscal year 2023.
- Material weaknesses and other scope limitations, discussed above, limited tests of compliance with selected provisions of applicable laws, regulations, contracts, and grant agreements for fiscal year 2023.

## Progress in Federal Financial Management

Overall, the federal government has made significant strides in improving financial management since key federal financial management reforms were enacted in the 1990s. Nineteen of the 24 Chief Financial Officers Act of 1990 (CFO Act) agencies received clean opinions on their fiscal year 2023

<sup>6</sup>These entities include the following: (1) The Department of Defense received a disclaimer of opinion on its fiscal years 2023 and 2022 financial statements. (2) The Small Business Administration received a disclaimer of opinion on its fiscal years 2023 and 2022 balance sheets, and its remaining statements were unaudited. (3) The Department of Education received a disclaimer of opinion on its fiscal year 2023 balance sheet and its remaining statements were unaudited. The department received a disclaimer of opinion on its fiscal year 2022 financial statements. (4) The Department of Labor received a qualified opinion on its fiscal years 2023 and 2022 financial statements. (5) The Department of Agriculture received a qualified opinion on its fiscal year 2023 financial statements but received an unmodified opinion on its fiscal year 2022 financial statements. (6) The Security Assistance Accounts received a disclaimer of opinion on its fiscal years 2023 and 2022 financial statements. (7) The fiscal year 2023 Schedules of the General Fund were not audited to allow the Department of the Treasury time to continue to implement a remediation plan to address the issues we reported as part of our disclaimer of opinion on the fiscal year 2022 Schedules of the General Fund. (8) The Railroad Retirement Board received a disclaimer of opinion on its fiscal years 2023 and 2022 financial statements.

<sup>7</sup>The 2023 and 2022 Statements of Long-Term Fiscal Projections present, for all the activities of the federal government, the present value of projected receipts and noninterest spending under current policy without change, the relationship of these amounts to projected gross domestic product (GDP), and changes in the present value of projected receipts and noninterest spending from the prior year. These statements also present the fiscal gap, which is the combination of receipt increases and noninterest spending reductions necessary to hold debt held by the public as a share of GDP at the end of the 75-year projection period to its value at the beginning of the period. The valuation date for the Statements of Long-Term Fiscal Projections is September 30.

<sup>8</sup>The Statements of Social Insurance present the present value of revenue and expenditures for social benefit programs, primarily Social Security and Medicare. These statements are presented for the current year and each of the 4 preceding years as required by U.S. generally accepted accounting principles. For the Statements of Social Insurance, the valuation date is January 1 for the Social Security and Medicare programs, October 1 for the Railroad Retirement program, and September 30 for the Black Lung program.

financial statements, up from six CFO Act agencies that received clean audit opinions for fiscal year 1996.<sup>9</sup>

Accounting and financial reporting standards have continued to evolve to provide greater transparency and accountability over the federal government's operations and financial condition, including long-term sustainability. We have reported areas where financial management can be improved, including standardizing and clarifying the responsibilities of chief financial officers, preparing government-wide and agency-level financial management plans, better linking performance and cost information for decision-making, and strengthening improper payment and fraud risk management reporting.<sup>10</sup>

While the U.S. government's consolidated financial statements provide a high-level summary of the financial position, operating results, and financial condition for the federal government as a whole, substantial benefits have been achieved as a result of agencies' preparation and audit of financial statements, including

- useful and necessary insight into government operations, including the agencies' financial conditions;
- increased federal agency accountability to Congress and citizens, including independent assurance about the reliability of reported financial information;
- greater confidence to stakeholders (e.g., governance officials, taxpayers, consumers, and regulated entities) that federal funds are being properly accounted for and assets are properly safeguarded;
- an assessment of the reliability and effectiveness of systems and related internal controls, including identifying control deficiencies that could lead to fraud, waste, or abuse;
- a focus on information security;
- early warnings of financial management issues; and
- identification of noncompliance with laws and regulations, which can present challenges to agency operations.

The preparation and audit of individual federal entities' financial statements have also identified numerous deficiencies, leading to corrective actions to strengthen federal entities' internal controls, processes, and systems. For instance, in fiscal year 2023 the Department of Housing and Urban Development's auditor reported a significant deficiency in internal control over financial reporting, which was an improvement from the prior year's reported material weakness.<sup>11</sup>

## Financial Management Challenges

Since the federal government began preparing consolidated financial statements, for fiscal year 1997, three major impediments have continued to prevent us from rendering an opinion on the federal government's accrual-based consolidated financial statements: (1) serious financial management problems at the Department of Defense (DOD), (2) the federal government's inability to adequately account for intragovernmental activity and balances between federal entities, and (3) weaknesses in the federal government's process for preparing the consolidated financial statements.

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<sup>9</sup>The 19 agencies include the Department of Health and Human Services, which received an unmodified ("clean") opinion on all statements except the Statements of Social Insurance and the Statements of Changes in Social Insurance Amounts.

<sup>10</sup>GAO, *Federal Financial Management: Substantial Progress Made since Enactment of the 1990 CFO Act; Refinements Would Yield Added Benefits*, [GAO-20-566](#) (Washington, D.C.: Aug. 6, 2020), and *Emergency Relief Funds: Significant Improvements Are Needed to Ensure Transparency and Accountability for COVID-19 and Beyond*, [GAO-22-105715](#) (Washington, D.C.: Mar. 17, 2022).

<sup>11</sup>A significant deficiency is a deficiency, or a combination of deficiencies, in internal control over financial reporting that is less severe than a material weakness yet important enough to merit attention by those charged with governance.

DOD continues to take positive steps to improve its financial management but faces long-standing issues. After many years of working toward financial statement audit readiness, DOD underwent full financial statement audits for fiscal years 2018 through 2023. These audits resulted in disclaimers of opinion, material weaknesses in internal control over financial reporting (28 in both fiscal years 2023 and 2022), and thousands of audit findings.

DOD leadership identified a number of financial management-related benefits from these department-wide audits, as well as operational improvements. Specifically, DOD reported that the annual financial statement audits (1) are vital to the department's data transformation and business reform efforts, and (2) provide objective, independent assessments of the department's internal controls, financial reporting practices, and reliability of financial information. DOD also reported that auditor findings help DOD leadership prioritize improvements, drive efficiencies, identify issues with systems, and measure progress in modernizing the department's financial management capabilities. Further, DOD reported that the audits have been a catalyst for business process and business system reform across DOD, resulting in greater financial integrity, increased transparency, and a better supported warfighter. Examples of recent financial management-related benefits DOD identified include:

- **Obligations.** Better management of budget obligations, resulting in the availability of budget funds that could be used for more immediate mission-support and mission-critical needs. For example, for fiscal year 2023, DOD reported that it identified and deobligated \$330 million, which allowed the department to reprogram the funds for other needs.
- **Real property.** Better real property management, resulting in improved real property records and redeployment of maintenance costs.
- **Inventory.** Identification of several billion dollars related to (1) usable inventory that was not tracked in the inventory system but was available for use in addressing unmet needs, (2) unneeded inventory that resulted in freeing up storage space, and (3) inventory that was unavailable or unusable to meet mission needs. For example, initiatives to locate untracked or excess material identified more than \$4.4 billion of material that was made available for redeployment.
- **Systems.** Improved accuracy of the systems inventory, consolidation and retirement of systems, and reduction of maintenance costs for legacy systems. For example, in fiscal year 2023, DOD retired 10 financial reporting systems.

DOD has acknowledged that achieving a clean audit opinion will take time. DOD management prioritized certain critical areas for improvement (i.e., for fiscal year 2023, its priorities were to improve fund balance with Treasury (FBWT), establish user access controls, and create a universe of transactions).<sup>12</sup> DOD reported that it uses the number of audit findings closed and material weaknesses downgraded or resolved from year to year to measure progress toward achieving a clean audit opinion. For example, while FBWT remains a material weakness at the DOD-wide level, certain components reported progress in addressing deficiencies in this area in fiscal year 2023. Specifically, the Department of the Army Working Capital Fund and the Department of the Navy General Fund reduced their FBWT material weaknesses to significant deficiencies, and the Department of the Air Force General Fund remediated its FBWT material weakness.

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<sup>12</sup>Fund balance with Treasury (FBWT) is the amount in an entity's accounts with Treasury that is available for making expenditures and paying liabilities. Universe of transactions relates to transaction-level populations supporting material financial statement line items.

Various efforts are also under way to address the other two major impediments to rendering an opinion on the accrual-based consolidated financial statements. In addition to Treasury's and the Office of Management and Budget's (OMB) continued leadership, federal entities' strong and sustained commitment is critical to fully addressing these impediments.

The Department of the Treasury made progress addressing the material weakness related to the government's inability to adequately account for intragovernmental activity and balances between federal entities. For example, in fiscal year 2023, Treasury was able to work with component entities to reduce intragovernmental differences to amounts Treasury determined were immaterial to the consolidated financial statements, although it is uncertain if this outcome can be sustained in the future due to underlying deficiencies at component entities. Treasury also (1) continued to provide information and assistance to significant component entities to aid in resolving their intragovernmental differences and (2) issued additional guidance to federal entities related to accounting for intragovernmental transactions.

Treasury has also made progress addressing the material weaknesses related to the federal government's process for preparing the consolidated financial statements. In recent years, Treasury's corrective actions have included implementing new processes for preparing the consolidated financial statements, enhancing guidance for federal entity financial reporting, and implementing procedures to address certain previously issued internal control deficiencies.<sup>13</sup>

In addition to the three major impediments, certain federal entities have experienced financial management challenges in recent years.

- The Small Business Administration (SBA), which had substantial activity related to COVID-19 relief programs, such as the Paycheck Protection Program and the COVID-19 Economic Injury Disaster Loan program, was unable to obtain an opinion on its fiscal years 2020 through 2023 financial statements, after years of receiving clean opinions. SBA's auditor reported that the urgent need for SBA to implement COVID-19-related programs led to deficiencies in internal control processes.<sup>14</sup> SBA's auditor reported several material weaknesses in internal control in fiscal years 2020 through 2023 related to these programs. These weaknesses limit the reliability of SBA's financial reporting and increase the risk of fraud and improper payments. Due to the continuing material weaknesses in controls associated with the two programs that led to loans going to potentially ineligible borrowers, we have designated Emergency Loans for Small Businesses as a high-risk area since 2021.<sup>15</sup>
- The Department of Education, after years of receiving clean opinions, was unable to obtain an opinion on its fiscal years 2022 and 2023 financial statements. Education's auditor continued to report a material weakness related to the department's controls over the data used for estimating

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<sup>13</sup>GAO, *U.S. Consolidated Financial Statements: Improvements Needed in Internal Controls over Treasury and OMB Preparation Processes*, [GAO-23-106707](#) (Washington, D.C.: Aug. 15, 2023).

<sup>14</sup>Small Business Administration, *Agency Financial Report for Fiscal Year 2023* (Washington, D.C.: Nov. 15, 2023).

<sup>15</sup>For more information on GAO's high-risk area with regards to Emergency Loans for Small Businesses, see GAO, *High-Risk Area: Emergency Loans for Small Businesses*, accessed on February 7, 2024, <https://www.gao.gov/highrisk/emergency-loans-small-businesses>.

the costs of its loan programs.<sup>16</sup> For example, for fiscal year 2023, errors existed in the underlying data used for estimating the costs for the department's student loan program. This weakness limits the reliability of Education's financial reporting.

- The Department of Labor received a qualified opinion on its fiscal years 2021 through 2023 financial statements. Labor was unable to adequately support assumptions used for estimating remaining obligations and benefit overpayments related to the unemployment insurance program.<sup>17</sup>
- The Department of Agriculture received a qualified opinion on its fiscal year 2023 financial statements related to the recognition of certain budget obligations for Supplemental Nutrition Assistance Program benefits.<sup>18</sup>

The material weaknesses underlying the financial management challenges discussed above (1) hamper the federal government's ability to reliably report a significant portion of its assets, liabilities, costs, and other related information; (2) affect the federal government's ability to reliably measure the full cost, as well as the financial and nonfinancial performance, of certain programs and activities; (3) impair the federal government's ability to adequately safeguard significant assets and properly record various transactions; and (4) hinder the federal government from having reliable, useful, and timely financial information to operate effectively and efficiently. We have made a number of recommendations to OMB, Treasury, DOD, and SBA to address these issues.<sup>19</sup> These entities have taken or plan to take actions to address these recommendations.

In addition to the material weaknesses referred to above, we identified two other continuing material weaknesses. These are the federal government's inability to (1) determine the full extent to which improper payments occur and reasonably assure that appropriate actions are taken to reduce them and (2) identify and resolve information system control deficiencies and manage information security risks on an ongoing basis. The fiscal year 2023 government-wide total of reported improper payment estimates was \$236 billion. However, this amount does not include improper payment estimates for certain programs. For example, improper payment estimates were not reported for HHS's Temporary Assistance for Needy Families program. As it relates to information system controls, 13 of the 24 agencies covered by the Chief Financial Officers Act of 1990 reported material weaknesses or significant deficiencies in information system controls.

Our audit report presents additional details concerning these material weaknesses and their effect on the accrual-based consolidated financial statements, sustainability financial statements, and managing federal government operations. Until the problems outlined in our audit report are adequately addressed, they will continue to have adverse implications for the federal government and the American people.

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<sup>16</sup>Department of Education, *Agency Financial Report for Fiscal Year 2023* (Washington, D.C.: Nov. 16, 2023).

<sup>17</sup>Department of Labor, *Agency Financial Report for Fiscal Year 2023* (Washington, D.C.: Nov. 14, 2023).

<sup>18</sup>Department of Agriculture, *Agency Financial Report for Fiscal Year 2023* (Washington, D.C.: Jan. 16, 2024).

<sup>19</sup>See GAO, *High Risk Area: DOD Financial Management*, accessed February 7, 2024, [https://www.gao.gov/highrisk/dod\\_financial\\_management](https://www.gao.gov/highrisk/dod_financial_management); [GAO-23-106707](https://www.gao.gov/highrisk/dod_financial_management); and *High Risk Area: Emergency Loans for Small Businesses*. Further, other auditors have made recommendations to DOD and SBA for improving their financial management.

## Unsustainable Long-Term Fiscal Path

The 2023 Statement of Long-Term Fiscal Projections and related information in Note 24, *Long-Term Fiscal Projections*, to the consolidated financial statements and in the unaudited Required Supplementary Information section of the *2023 Financial Report of the United States Government (2023 Financial Report)* show that, based on current revenue and spending policies, the federal government continues to face an unsustainable long-term fiscal path. GAO and the Congressional Budget Office (CBO) prepare long-term federal fiscal simulations, which also continue to show federal debt held by the public rising as a share of gross domestic product (GDP) in the long term.<sup>20</sup> This situation—in which debt held by the public grows faster than GDP—means the federal government’s long-term fiscal path is unsustainable.

GAO, CBO, and the *2023 Financial Report*, although using somewhat different assumptions, all project that debt held by the public as a share of GDP (debt-to-GDP) will surpass its historical high (106 percent in 1946) in 2028. Health care and Social Security remain key drivers of federal noninterest spending in the long-term projections. In addition, GAO, CBO and the *2023 Financial Report* project that growing debt held by the public and increases in interest rates from recent historic lows will lead to higher spending on net interest (primarily interest on debt held by the public).

The *2023 Financial Report* provides an estimate of the magnitude of policy changes needed to achieve a target debt-to-GDP ratio of 97 percent (the 2023 level) in 2098 (the fiscal gap).<sup>21</sup> Policymakers could close the fiscal gap, achieving the target ratio, through a combination of revenue increases and noninterest spending reductions. To illustrate the magnitude of policy changes needed, if policymakers choose to close the fiscal gap solely through increased revenues, they would need to make policy changes over a 75-year period (fiscal years 2024 to 2098) that increase each year’s projected revenues by 23.8 percent. If policymakers choose to close the fiscal gap solely through reductions in noninterest spending, they would need to make policy changes over a 75-year period (fiscal years 2024 to 2098) that reduce each year’s projected noninterest spending by 19.8 percent. The projections show that the longer policy changes are delayed, the more significant the magnitude of policy changes will need to be to achieve the debt-to-GDP target.

Since 2017, we have stated that Congress should develop a fiscal plan to place the federal government on a sustainable fiscal path and ensure that the United States remains in a strong economic position to meet its social and security needs, as well as to preserve flexibility to address unforeseen events, such as an economic downturn or large-scale disaster. In developing a fiscal plan, policymakers will need to consider the entire range of federal activities, both revenue (including tax expenditures) and spending (entitlement programs, other mandatory spending, and discretionary spending) that affect the debt.<sup>22</sup>

In September 2020, we suggested that a long-term fiscal plan include fiscal rules and targets, such as a debt-to-GDP target, and identified key considerations for the design, implementation, and enforcement

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<sup>20</sup>For more information on GAO’s simulations, see GAO, *The Nation’s Fiscal Health: Road Map Needed to Address Projected Unsustainable Debt Levels*, [GAO-24-106987](https://www.gao.gov/products/GAO-24-106987) (Washington, D.C.: Feb. 15, 2024). For more information on CBO’s simulations, see Congressional Budget Office, *The Budget and Economic Outlook: 2024 to 2034* (Washington, D.C.: Feb. 7, 2024).

<sup>21</sup>Fiscal gap can also be calculated using different time horizons and different target debt-to-GDP ratios. GAO projects a fiscal gap for a 30-year period. For more information, see GAO, “Interactive Graphic: Exploring the Tough Choices for a Sustainable Fiscal Path,” accessed February 7, 2024, <https://files.gao.gov/multimedia/gao-23-106201/interactive>.

<sup>22</sup>Tax expenditures, as defined by law, are provisions of the federal tax code that reduce taxpayers’ tax liability and therefore the amount of tax revenue paid to the federal government. Examples include tax credits, deductions, exclusions, exemptions, deferrals, and preferential tax rates. 2 U.S.C. § 622(3).

of fiscal rules and targets.<sup>23</sup> For example, the design should provide flexibility to address emerging issues, such as an economic downturn or large-scale disaster. Well-designed fiscal rules and targets can help manage debt by controlling factors like spending and revenue. GAO issues an annual report on the fiscal health of the federal government, which provides more information on the federal government's unsustainable long-term fiscal path.<sup>24</sup>

We have also previously suggested that Congress consider alternative approaches to the current debt limit as part of any long-term fiscal plan.<sup>25</sup> The debt limit is a legal limit on the total amount of federal debt that can be outstanding at one time.<sup>26</sup> However, it does not restrict Congress's ability to pass spending and revenue legislation that affects the level of debt in the future, nor does it otherwise constrain fiscal policy. Delays in raising the debt limit could force Treasury to delay payments on maturing securities and interest until sufficient funds are available, compromising the safety of Treasury securities. This risk disrupts financial markets, and investors may require higher interest rates to hedge against the increased risks.

Further, there are other risks—such as natural disasters and climate change, global or regional military conflicts, housing finance, and public health crises—that could affect the federal government's financial condition in the future. These risks are not fully accounted for in the government's long-term fiscal projections. Some of the specific risks that could affect the federal government's financial condition include the following:

- Federal support of the housing finance market remains significant even though the market has largely recovered since the 2007 to 2009 financial crisis. In 2008, the federal government placed the Federal National Mortgage Association (Fannie Mae) and the Federal Home Loan Mortgage Corporation (Freddie Mac) under conservatorship and entered into preferred stock purchase agreements with these government-sponsored enterprises (GSE) to help ensure their financial stability. These agreements could affect the federal government's financial condition. At the end of fiscal year 2023, the federal government reported about \$240 billion of investments in these GSEs, which is net of about \$70 billion in valuation losses. The reported maximum remaining contractual commitment to these GSEs, if needed, is about \$254 billion.

The ultimate role of these GSEs could affect the federal government's financial condition and the financial condition of certain federal entities, including the Federal Housing Administration (FHA), which in the past expanded its lending role in distressed housing and mortgage markets. Federal actions and strong housing market conditions have strengthened the financial condition of FHA and

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<sup>23</sup>GAO, *The Nation's Fiscal Health: Effective Use of Fiscal Rules and Targets*, [GAO-20-561](#) (Washington, D.C.: Sept. 23, 2020).

<sup>24</sup>[GAO-24-106987](#).

<sup>25</sup>GAO, *Debt Limit: Market Response to Recent Impasses Underscores Need to Consider Alternative Approaches*, [GAO-15-476](#) (Washington, D.C.: July 9, 2015).

<sup>26</sup>The debt limit is codified at 31 U.S.C. § 3101(b), as amended, and applies to federal debt issued pursuant to authority under 31 U.S.C. chapter 31. A very small amount of total federal debt is not subject to the debt limit. This amount primarily comprises unamortized discounts on Treasury bills and Zero Coupon Treasury bonds; debt securities issued by agencies other than Treasury, such as the Tennessee Valley Authority; and debt securities issued by the Federal Financing Bank.



these GSEs. However, risks remain that could affect their ability to absorb unexpected losses under severely adverse conditions.<sup>27</sup>

- Disaster costs are expected to increase as extreme weather events become more frequent and intense because of climate change, as the U.S. Global Change Research Program and the National Academies of Sciences, Engineering, and Medicine have observed and projected. Key sources of exposure include supplemental appropriations to provide disaster assistance, additional losses on federal insurance programs (e.g., crop and flood insurance), and damage to federal property that might be affected. For example, as currently structured, the National Flood Insurance Program's premiums and dedicated resources are not sufficient to cover expected costs without borrowing from Treasury.<sup>28</sup> As of September 30, 2023, the Federal Emergency Management Agency (FEMA), which administers the National Flood Insurance Program, owed about \$21 billion to Treasury for money borrowed to pay claims and other expenses. We have reported that FEMA is unlikely to collect enough in premiums in the future to repay this debt.<sup>29</sup>

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Our audit report on the U.S. government's consolidated financial statements would not be possible without the commitment and professionalism of inspectors general throughout the federal government who are responsible for annually auditing the financial statements of individual federal entities. We also appreciate the cooperation and assistance of Treasury and OMB officials as well as the federal entities' chief financial officers' flexibility, adaptability, and ability to issue their financial statements on a timely basis. We look forward to continuing to work with these individuals, the administration, and Congress to achieve the goals and objectives of federal financial management reform.

Our audit report begins on page 218. Our guide, *Understanding the Financial Report of the United States Government*, is intended to help those who seek to obtain a better understanding of the financial report and is available on GAO's website at <https://www.gao.gov>.<sup>30</sup>

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<sup>27</sup>GAO, *Housing Finance System: Future Reforms Should Consider Past Plans and Vulnerabilities Highlighted by Pandemic*, [GAO-22-104284](#) (Washington, D.C.: Jan. 13, 2022).

<sup>28</sup>We have suggested an alternative way to record insurance commitments in the budget such that the federal government's commitment would be more fully recognized. See GAO, *Fiscal Exposures: Federal Insurance and Other Activities That Transfer Risk or Losses to the Government*, [GAO-19-353](#) (Washington, D.C.: Mar. 27, 2019).

<sup>29</sup>GAO, *Flood Insurance: FEMA's New Rate-Setting Methodology Improves Actuarial Soundness but Highlights Need for Broader Program Reform*, [GAO-23-105977](#) (Washington, D.C.: July 31, 2023).

<sup>30</sup>GAO, *Understanding the Financial Report of the United States Government*, [GAO-18-239SP](#) (Washington, D.C.: Feb. 2018).

If you have any questions about our audit report, please contact me on (202) 512-5500 or Robert F. Dacey, Chief Accountant, or Dawn B. Simpson, Director, Financial Management and Assurance, on (202) 512-3406.

A handwritten signature in black ink that reads "Gene L. Dodaro". The signature is written in a cursive style with a large, prominent "D" and a long horizontal flourish extending to the right.

Gene L. Dodaro  
Comptroller General  
of the United States

cc: The Majority Leader of the Senate  
The Minority Leader of the Senate  
The Majority Leader of the House of Representatives  
The Minority Leader of the House of Representatives

# Financial Statements of the United States Government for the Fiscal Years Ended September 30, 2023, and 2022

The consolidated financial statements of the U.S. government were prepared using GAAP. These statements include the accrual-based financial statements and the sustainability financial statements, which are discussed in more detail below, and the related notes to the consolidated financial statements. Collectively, the accrual-based financial statements, the sustainability financial statements, and the notes represent basic information that is deemed essential for the consolidated financial statements to be presented in conformity with GAAP.

## ACCRUAL-BASED FINANCIAL STATEMENTS

The accrual-based financial statements present historical information on what the federal government owns (assets) and owes (liabilities) at the end of the year, what came in (revenues) and what went out (net costs) during the year, and how accrual-based net operating costs of the federal government reconcile to the budget deficit and changes in its cash balance during the year. The following sections discuss each of the accrual-based financial statements.

## Statements of Net Cost

These statements present the net cost of the government operations for FYs 2023 and 2022. Costs and earned revenues are categorized on the Statement of Net Cost by significant entity, providing greater accountability by showing the relationship of the entities' net cost to the government-wide net cost. Costs and earned revenues are presented in this *Financial Report* on an accrual basis, while the *Budget* presents outlays and receipts, generally on a cash basis. The focus of the *Budget* is by entity.

The Statements of Net Cost contain the following four components:

- Gross cost—is the total cost of providing federal goods and services, excluding (gain)/loss from changes in assumptions and before considering related exchange revenue. The gross costs are the amounts reported by each entity, adjusted to reflect certain cost assignments made on a cause-and-effect or other reasonable basis (see discussion below).
- Earned revenue—is exchange revenue resulting from the government providing goods and services to the public at a price.
- (Gain)/loss from changes in assumptions—is the gain or loss from changes in long-term assumptions used to measure the liabilities reported for federal civilian and military employee pensions, OPEB, and ORB, including veterans' compensation.
- Net cost—is computed by subtracting earned revenue from gross cost, adjusted by the (gain)/loss from changes in assumptions.

Individual entity net cost amounts will differ from the entity's financial statements primarily because of the elimination of intra-governmental activity and the subsequent reallocation of certain costs to individual entities at the government-wide level. While intra-governmental costs are eliminated from the face of the financial statements, the consolidated Statements of Net Cost is intended to show the total cost for each entity, therefore, reallocations are completed at the government-wide level to show costs more accurately at the entity level for employee benefit costs, intra-governmental buy/sell costs and related revenues, custodial collections, and imputed costs. These reallocated costs have a net effect of zero on the Statements of Net Cost in the *Financial Report*.

Because of its specific function, most of the employee benefit costs originally associated with the OPM have been reallocated to the user entities for government-wide reporting purposes. With regard to intra-governmental buy/sell

transactions the selling entities' costs are reallocated to the buying entities in order to allocate the costs to the entities that benefit from such costs.

In addition, the intra-governmental imputed costs recognized for the receipt of goods and services, financed in whole or part by the providing entities, have been reallocated to the net cost amounts of the individual entities receiving the benefit and subtracted from the applicable administering entities' net cost amounts. The most significant types of imputed costs that are recorded relate to post-retirement and health benefits, FECA, and Treasury's Judgment Fund.

The interest on securities issued by Treasury and held by the public is reported on Treasury's financial statements, but because of its importance and the dollar amounts involved, it is reported separately in these statements.

## Statements of Operations and Changes in Net Position

These statements report the results of government operations (net operating costs). They include non-exchange revenues, which are generated from transactions that do not require a government entity to give value directly in exchange for the inflow of resources. The government does not "earn" the non-exchange revenue. These are generated principally by the government's sovereign power to tax, levy duties, and assess fines and penalties. These statements also include the net cost reported in the Statements of Net Cost. They further include certain adjustments and unmatched transactions and balances that affect the net position. These statements present information for funds from dedicated collections and funds other than those from dedicated collections. Each of these types are presented on a consolidated basis whereby transactions within each fund type are eliminated. In order to present the activity on a government-wide basis, transactions between funds from dedicated collections and funds other than those from dedicated collections are eliminated.

### Revenue

Inflows of resources to the government that the government demands or that it receives by donations are identified as non-exchange revenue. The inflows that it demands include individual income tax and tax withholdings, corporate income taxes, excise taxes, unemployment taxes, custom duties, and estate and gift taxes. The non-exchange revenue is recognized when collected and adjusted for the change in amounts receivable.

Individual income tax and tax withholdings include FICA/SECA taxes and other taxes. Excise taxes consist of taxes collected for various items, such as airline tickets, gasoline products, distilled spirits and imported liquor, tobacco, firearms, and other items.

Other taxes and receipts include FRBs earnings, tax related fines, penalties and interest, and railroad retirement taxes.

Miscellaneous earned revenues consist of earned revenues received from the public with virtually no associated cost. These revenues include rents and royalties on the Outer Continental Shelf Lands resulting from the leasing and development of mineral resources on public lands.

Intra-governmental revenue represents interest earned from the investment of surplus dedicated collections, which finance the deficit spending of all other fund's non-dedicated operations. These investments are recorded as intra-governmental debt holdings and are included in Note 12—Federal Debt and Interest Payable, in the table titled Intra-governmental Debt Holdings: Federal Debt Securities Held as Investments by Government Accounts. These interest earnings and the associated investments are eliminated in the consolidation process.

### Net Cost of Government Operations

The net cost of government operations—gross cost (including gains/losses from changes in assumptions) less earned revenue—flows through from the Statements of Net Cost.

Intra-governmental cost represents interest expense from the investment of surplus dedicated collections, which finance the deficit spending of all other fund's non-dedicated operations. These investments are recorded as intra-governmental debt holdings. The interest cost and the associated investments are eliminated in the consolidation process.

## Intra-governmental Transfers

Intra-governmental transfers are transfers between funds other than those from dedicated collections and funds from dedicated collections, such as intra-governmental interest and amounts required by statute to be transferred from the General Fund to funds from dedicated collections. These intra-governmental transfers include appropriations, transfers, and other financing sources. These amounts are labeled as “other changes in fund balance” in Note 22—Funds from Dedicated Collections.

## Net Operating Cost

The net operating cost equals revenue less net cost of government operations (that flows from the Statement of Net Cost).

## Net Position, Beginning of Period

The net position, beginning of period, reflects the amount reported on the prior year’s Balance Sheet as of the end of that fiscal year.

Adjustments to beginning net position may include corrections of material errors or changes in accounting principles. See Note 1.U—Changes in Accounting Principles and Note 1.V—Corrections of Errors for additional information.

Unmatched transactions and balances are adjustments needed to bring the change in net position into balance due primarily to unresolved intra-governmental differences. See Note 1.T—Unmatched Transactions and Balances for additional information.

The unmatched transactions are to make the sum of net operating costs and adjustments to beginning net position for the year equal to the change in net position balance. The unmatched balances are included in the net position, funds other than those from dedicated collections on the Balance Sheet.

## Net Position, End of Period

The net position, end of period, reflects the amount as of the end of the fiscal year. The net position for funds from dedicated collections is separately shown.

## Reconciliations of Net Operating Cost and Budget Deficit

These statements reconcile the results of operations (net operating cost) on the Statements of Operations and Changes in Net Position to the budget deficit (result of outlays exceeding receipts during a particular fiscal year). The premise of the reconciliation is that accrual accounting and budgetary accounting often share much of the same transactional data. However, some transactions differ between the two bases of accounting and are presented as reconciling items from the net operating cost to the budget deficit.

Receipts and outlays in the *Budget* are measured primarily on a cash basis and differ from the accrual basis of accounting used in the *Financial Report*. Refer to Note 1.B—Basis of Accounting and Revenue Recognition for additional information on the accrual basis of accounting. These statements begin with the net results of operations (net operating cost) and report activities where the basis of accounting for the components of net operating cost and the budget deficit differ.

Some presentations of the budget deficit make the distinction between on-budget and off-budget totals. On-budget totals reflect the transactions of all government entities, except those excluded from the *Budget* by law. Off-budget totals reflect the transactions of government entities that are excluded from the on-budget totals by law. Under current law, the off-budget totals include the Social Security Trust Funds and USPS. The budget deficit, as presented in the *Financial Report*, combines the on-budget and off-budget totals to derive consolidated totals for federal activity.

## Components of Net Operating Cost Not Part of the Budget Deficit

This information includes the operating components, such as the changes in benefits payable for veterans, military and civilian employees, environmental and disposal liabilities, and depreciation expense, not included in the budget results.

## Components of the Budget Deficit Not Part of Net Operating Cost

This information includes the budget components, such as the acquisition of capital assets (that are recorded as outlays in the budget when cash is disbursed and reflected in net operating cost through depreciation expense over the useful life of the asset) and increases in other assets that are not included in the operating results.

## Statements of Changes in Cash Balance from Budget and Other Activities

The primary purpose of these financial statements is to report how the annual budget deficit relates to the change in the government's cash and other monetary assets, as well as federal debt. It explains why the budget deficit normally would not result in an equivalent change in the government's cash and other monetary assets.

These statements reconcile the budget deficit to the change in cash and other monetary assets during the fiscal year. They also serve to explain how the budget deficits were financed. These statements show the adjustments for non-cash outlays included in the *Budget*, and items affecting the cash balance not included in the *Budget*, to explain the change in cash and other monetary assets.

The budget deficit is primarily financed through borrowings from the public. When receipts exceed outlays, the difference is a surplus. The *Budget* treats borrowing and debt repayment as a means of financing, not as receipts and outlays. The *Budget* records outlays for the interest on the public issues of Treasury debt securities as the interest accrues, not when the cash is paid.

Non-cash flow amounts in the *Budget* related to loan financing account activity also reflect intra-governmental transactions such as interest expense paid or interest revenue received from Treasury, entity year-end credit reform subsidy reestimates, and the receipt of subsidy expense from program accounts. Cash flow from non-budget activities related to loan financing account activity includes all cash flows to and from the public, including direct loan disbursements/default payments to lenders, fees collected, principal and interest repayments, collections on defaulted guarantee loans, and sale proceeds of foreclosed property. The *Budget* totals exclude the transactions of the financing accounts because they are not a cost to the government. However, since loan financing accounts record all credit cash flows to and from the public, they affect the means of financing a budget deficit.

## Balance Sheets

The Balance Sheets show the government's assets, liabilities, and net position. When combined with stewardship information, this information presents a more comprehensive understanding of the government's financial position. The net position for funds from dedicated collections is shown separately.

## Assets

Assets included on the Balance Sheets are resources of the government that remain available to meet future needs. The most significant assets that are reported on the Balance Sheets are loans receivable, net, general PP&E, net; accounts receivable, net; and cash and other monetary assets. There are, however, other significant resources available to the government that extend beyond the assets presented in these Balance Sheets. Those resources include stewardship PP&E in addition to the government's sovereign powers to tax and set monetary policy.

## Liabilities and Net Position

Liabilities are obligations of the government resulting from prior actions that will require financial resources. The most significant liabilities reported on the Balance Sheets are federal debt and interest payable and federal employee and veteran benefits payable. Liabilities also include environmental and disposal liabilities, benefits due and payable, loan guarantee liabilities, as well as insurance and guarantee program liabilities.

As with reported assets, the government's responsibilities, policy commitments, and contingencies are much broader than these reported Balance Sheet liabilities. They include the social insurance programs reported in the SOSI and disclosed in the unaudited RSI—Social Insurance section, fiscal long-term projections of non-interest spending reported in the SLTFP, and a wide range of other programs under which the government provides benefits and services to the people of this nation, as well as certain future loss contingencies.

The government has entered into contractual commitments requiring the future use of financial resources and has unresolved contingencies where existing conditions, situations, or circumstances create uncertainty about future losses. Commitments and contingencies that do not meet the criteria for recognition as liabilities on the Balance Sheets, but for which there is at least a reasonable possibility that losses have been incurred, are disclosed in Note 20—Commitments and Note 21—Contingencies.

Unmatched transactions and balances are adjustments needed to reconcile differences between assets and liabilities, that are primarily due to unresolved intra-governmental differences. See Note 1.T—Unmatched Transactions and Balances for additional information.

The collection of certain taxes and other revenue is credited to the corresponding funds from dedicated collections that will use these funds to meet a particular government purpose. If the collections from taxes and other sources exceed the payments to the beneficiaries, the excess revenue is invested in Treasury securities or deposited in the General Fund; therefore, the trust fund balances do not represent cash. An explanation of the trust funds for social insurance is included in Note 22—Funds from Dedicated Collections. That note also contains information about trust fund receipts, disbursements, and assets.

Due to its sovereign power to tax and borrow, and the country's wide economic base, the government has unique access to financial resources through generating tax revenues and issuing federal debt securities. This provides the government with the ability to meet present obligations and those that are anticipated from future operations and are not reflected in net position.

The net position is the residual difference between assets and liabilities, adjusted for unmatched transactions and balances reported in the Balance Sheet, and is the cumulative results of operations since inception. For detailed components that comprise the net position, refer to the section "Statement of Operations and Changes in Net Position."

## SUSTAINABILITY FINANCIAL STATEMENTS

The sustainability financial statements are comprised of the SLTFP, covering all federal government programs, and the SOSI and the SCSIA, covering social insurance programs (Social Security, Medicare, Railroad Retirement, and Black Lung programs). The sustainability financial statements are designed to illustrate the relationship between projected receipts and expenditures if current policy is continued over a 75-year time horizon.<sup>1</sup> In preparing the sustainability financial statements, management selects assumptions and data that it believes provide a reasonable basis to illustrate whether current policy is sustainable. Current policy is based on current law but includes several adjustments. In the SLTFP, notable adjustments to current law are: 1) projected spending, receipts, and borrowing levels assume raising or suspending the current statutory limit on federal debt; 2) continued discretionary appropriations are assumed throughout the projections period; 3) scheduled Social Security and Medicare Part A benefit payments are assumed to occur beyond the projected point of trust fund depletion; and 4) many mandatory programs with expiration dates prior to the end of the 75-year projection period are assumed to be reauthorized. In the SOSI, the one adjustment to current law is that scheduled Social Security and Medicare Part A benefit payments are assumed to occur beyond the projected point of trust fund depletions. Assumptions underlying such sustainability information do not consider changes in policy or all potential future events that could affect future income, future expenditures, and, hence, sustainability. The projections do not reflect any adverse economic consequences resulting from continuously rising debt levels. A large number of factors affect the sustainability financial statements and future events and circumstances cannot be estimated with certainty. Therefore, even if current policy is continued, there will be differences

<sup>1</sup> With the exception of the Black Lung program, which has a rolling 25-year projection period that begins on the September 30 valuation date each year.

between the estimates in the sustainability financial statements and actual results, and those differences may be material. The unaudited RSI section of this *Financial Report* includes PV projections using different assumptions to illustrate the sensitivity of the sustainability financial statements to changes in certain assumptions. The sustainability financial statements are intended to help the readers understand current policy and the importance and magnitude of policy reforms necessary to make it sustainable.

By accounting convention, General Fund transfers to Medicare Parts B and D reported in the SOSI are eliminated when preparing the government-wide consolidated financial statements. The SOSI shows the projected General Fund transfers as eliminations that, under current law, would be used to finance the remainder of the expenditures in excess of revenues for Medicare Parts B and D reported in the SOSI. The SLTFP include all revenues (including general revenues) of the federal government.

## Statements of Long-Term Fiscal Projections

The SLTFP, including the corresponding Note and RSI, are intended to help readers of the government's financial statements assess the federal government's financial condition and how it has changed during the year and may change in the future. The statements and corresponding analysis are specifically designed to help readers assess whether future budgetary resources will be sufficient to sustain public services and to meet obligations as they come due, assuming that current policy for federal government services and taxation continues without change.

The SLTFP display the PV of 75-year projections by major category of receipts and non-interest spending. The projections show the extent to which future receipts of the government exceed or fall short of the government's non-interest spending and are presented both in terms of PV dollars and in terms of PV dollars as a percent of PV GDP. The projections reflect policies currently in place and are neither forecasts nor predictions. The projections are consistent with the projections for Social Security and Medicare presented in the SOSI and are based on the same economic and demographic assumptions that underlie the SOSI. The SLTFP display the fiscal gap, which is a summary measure of the change in receipts or non-interest spending that is necessary to reach a target ratio of debt held by the public to GDP at the end of the projection period. Note 24—Long-Term Fiscal Projections, explains the methods used to prepare the projections. Unaudited RSI further assesses the sustainability of current fiscal policy and provides results that are based on alternative assumptions to those used in the SLTFP.

As discussed further in Note 24, a sustainable policy is one where the debt-to-GDP ratio is stable or declining over the long term. Because GDP measures the size of the nation's economy in terms of the total value of all final goods and services that are produced in a year, the debt-to-GDP ratio is a useful indicator of the economy's capacity to support federal government's services.

## Statements of Social Insurance and Changes in Social Insurance Amounts

SOSI provides estimates of the status of the most significant social insurance programs: Social Security, Medicare, Railroad Retirement, and Black Lung.<sup>2</sup> They are administered by SSA, HHS, RRB, and DOL, respectively. The SSA and HHS projections are based on the intermediate economic and demographic assumptions representing the Trustees' reasonable estimates of likely future economic and demographic conditions, as set forth in the applicable Social Security and Medicare Trustees Reports as well as in the financial statements of HHS and SSA. RRB's projections are based on assumptions from the *28<sup>th</sup> Actuarial Valuation of the Assets and Liabilities Under the Railroad Retirement Acts as of December 31, 2019*, the *2023 Annual Report of the Railroad Retirement System required by Section 502 of the Railroad Retirement Solvency Act of 1983 (P.L. 98-76)*, as well as in RRB's financial statements and DOL's projections are based on assumptions disclosed in its financial statements.

The SCSIA show two reconciliations: 1) change from the period beginning on January 1, 2022 to the period beginning on January 1, 2023; and 2) change from the period beginning on January 1, 2021 to the period beginning on January 1, 2022. It reconciles the changes (between the current valuation and the prior valuation) in the PV of estimated future revenue less estimated future expenditures for current and future participants (the open group measure) over the next 75 years (except

<sup>2</sup> In relation to the amounts presented in the SOSI and SCSIA, because the combined Railroad Retirement and Black Lung programs account for less than one-quarter of 1.0 percent of the statement totals, they are not material from the government-wide perspective.



Black Lung which has a rolling 25-year projection period through September 30, 2048). The reconciliation identifies several components of the changes that are significant and provides reasons for the changes in Note 25—Social Insurance.

**United States Government  
Statement of Net Cost  
for the Year Ended September 30, 2023**

(In billions of dollars)	Gross Cost	Earned Revenue	Subtotal	(Gain)/Loss from Changes in Assumptions	Net Cost
Department of Health and Human Services	1,875.6	161.2	1,714.4	(0.3)	1,714.1
Department of Veterans Affairs	902.0	5.5	896.5	558.8	1,455.3
Social Security Administration	1,433.1	0.3	1,432.8	-	1,432.8
Department of Defense	969.0	55.0	914.0	89.3	1,003.3
Interest on Treasury Securities held by the public	678.0	-	678.0	-	678.0
Department of the Treasury	357.4	53.7	303.7	-	303.7
Department of Agriculture	238.1	11.8	226.3	-	226.3
Office of Personnel Management	124.0	29.4	94.6	111.9	206.5
Department of Transportation	108.2	1.5	106.7	-	106.7
Security Assistance Accounts	109.3	6.1	103.2	-	103.2
Department of Homeland Security	111.2	15.6	95.6	1.0	96.6
Department of Energy	86.2	11.3	74.9	-	74.9
Department of Housing and Urban Development	71.4	4.1	67.3	-	67.3
Department of Justice	51.6	3.7	47.9	-	47.9
Department of Labor	45.3	-	45.3	-	45.3
Pension Benefit Guaranty Corporation	55.0	17.0	38.0	-	38.0
Agency for International Development	36.8	-	36.8	-	36.8
Department of State	41.6	6.0	35.6	(0.2)	35.4
Small Business Administration	35.5	5.2	30.3	-	30.3
Department of the Interior	29.5	3.0	26.5	-	26.5
National Aeronautics and Space Administration	24.8	0.4	24.4	-	24.4
Department of Education	50.9	32.4	18.5	-	18.5
Federal Communications Commission	18.6	0.4	18.2	-	18.2
Railroad Retirement Board	15.6	-	15.6	-	15.6
Department of Commerce	17.3	4.3	13.0	-	13.0
Environmental Protection Agency	12.3	0.4	11.9	-	11.9
Federal Deposit Insurance Corporation	21.8	11.9	9.9	-	9.9
National Science Foundation	9.0	-	9.0	-	9.0
United States Postal Service	83.8	77.0	6.8	-	6.8
Smithsonian Institution	2.0	0.5	1.5	-	1.5
Millennium Challenge Corporation	0.7	-	0.7	-	0.7
National Credit Union Administration	0.4	0.1	0.3	-	0.3
U.S. Nuclear Regulatory Commission	0.8	0.7	0.1	-	0.1
General Services Administration	0.9	1.1	(0.2)	-	(0.2)
Securities and Exchange Commission	2.4	2.6	(0.2)	-	(0.2)
United States International Development Finance Corporation	-	0.3	(0.3)	-	(0.3)
Farm Credit System Insurance Corporation	-	0.6	(0.6)	-	(0.6)
Tennessee Valley Authority	11.4	12.0	(0.6)	-	(0.6)
Export-Import Bank of the United States	(0.9)	(0.2)	(0.7)	-	(0.7)
National Railroad Retirement Investment Trust	0.1	2.8	(2.7)	-	(2.7)
All other entities	31.0	1.8	29.2	0.1	29.3
<b>Total</b>	<b>7,661.7</b>	<b>539.5</b>	<b>7,122.2</b>	<b>760.6</b>	<b>7,882.8</b>

The accompanying notes are an integral part of these financial statements.

**United States Government  
Statement of Net Cost  
for the Year Ended September 30, 2022\***

(In billions of dollars)	Gross Cost	Earned Revenue	Subtotal	(Gain)/Loss from Changes in Assumptions	Net Cost
Department of Health and Human Services	1,812.7	154.1	1,658.6	1.4	1,660.0
Department of Veterans Affairs	413.8	5.4	408.4	1,526.5	1,934.9
Social Security Administration	1,294.3	0.3	1,294.0	-	1,294.0
Department of Defense	979.7	47.8	931.9	527.0	1,458.9
Interest on Treasury Securities held by the public	496.5	-	496.5	-	496.5
Department of the Treasury	557.7	31.3	526.4	-	526.4
Department of Agriculture	250.4	9.7	240.7	-	240.7
Office of Personnel Management	174.1	27.3	146.8	148.2	295.0
Department of Transportation	116.3	1.0	115.3	-	115.3
Security Assistance Accounts	102.1	19.3	82.8	-	82.8
Department of Homeland Security	102.3	14.7	87.6	1.2	88.8
Department of Energy	50.3	22.1	28.2	-	28.2
Department of Housing and Urban Development	28.2	1.9	26.3	-	26.3
Department of Justice	42.4	1.2	41.2	-	41.2
Department of Labor	42.3	-	42.3	-	42.3
Pension Benefit Guaranty Corporation	9.9	16.9	(7.0)	-	(7.0)
Agency for International Development	29.5	0.1	29.4	-	29.4
Department of State	40.0	4.8	35.2	3.4	38.6
Small Business Administration	47.8	4.3	43.5	-	43.5
Department of the Interior	28.2	2.7	25.5	-	25.5
National Aeronautics and Space Administration	22.3	0.3	22.0	-	22.0
Department of Education	595.1	55.6	539.5	-	539.5
Federal Communications Commission	16.0	0.4	15.6	-	15.6
Railroad Retirement Board	8.2	-	8.2	-	8.2
Department of Commerce	15.8	4.2	11.6	0.1	11.7
Environmental Protection Agency	9.9	0.3	9.6	-	9.6
Federal Deposit Insurance Corporation	1.9	8.2	(6.3)	-	(6.3)
National Science Foundation	8.2	-	8.2	-	8.2
United States Postal Service	78.7	76.2	2.5	-	2.5
Smithsonian Institution	1.7	0.1	1.6	-	1.6
Millennium Challenge Corporation	0.7	-	0.7	-	0.7
National Credit Union Administration	0.3	0.1	0.2	-	0.2
U.S. Nuclear Regulatory Commission	0.8	0.7	0.1	-	0.1
General Services Administration	0.3	0.9	(0.6)	-	(0.6)
Securities and Exchange Commission	2.6	2.4	0.2	-	0.2
United States International Development Finance Corporation	0.3	0.2	0.1	-	0.1
Farm Credit System Insurance Corporation	-	0.6	(0.6)	-	(0.6)
Tennessee Valley Authority	11.3	12.4	(1.1)	-	(1.1)
Export-Import Bank of the United States	-	0.5	(0.5)	-	(0.5)
National Railroad Retirement Investment Trust	4.7	1.1	3.6	-	3.6
All other entities	23.4	2.0	21.4	0.1	21.5
Subtotal	7,420.7	531.1	6,889.6	2,207.9	9,097.5
Unmatched transactions and balances (Note 1.T)	(0.6)	-	(0.6)	-	(0.6)
Total	7,420.1	531.1	6,889.0	2,207.9	9,096.9

\* Certain amounts differ from prior year reported amounts due to a change in presentation (see Financial Statement Note 1.W).  
The accompanying notes are an integral part of these financial statements.

**United States Government**  
**Statement of Operations and Changes in Net Position**  
**for the Year Ended September 30, 2023 (Consolidated)**

	Funds other than those from Dedicated Collections	Funds from Dedicated Collections (Note 22)	Eliminations	Total
(In billions of dollars)				
	<b>2023</b>			
<b>Revenue (Note 19):</b>				
Individual income tax and tax withholdings	2,122.4	1,590.7	-	3,713.1
Corporate income taxes	368.2	-	-	368.2
Excise taxes	27.4	66.3	-	93.7
Unemployment taxes	7.8	39.3	-	47.1
Customs duties	78.1	0.1	-	78.2
Estate and gift taxes	33.7	-	-	33.7
Other taxes and receipts	86.6	28.7	-	115.3
Miscellaneous earned revenues	16.3	-	-	16.3
Intra-governmental revenue	-	106.0	(106.0)	-
Total revenue	<u>2,740.5</u>	<u>1,831.1</u>	<u>(106.0)</u>	<u>4,465.6</u>
<b>Net Cost of Government Operations:</b>				
Net cost	5,504.6	2,378.2	-	7,882.8
Intra-governmental cost	106.0	-	(106.0)	-
Total net cost	<u>5,610.6</u>	<u>2,378.2</u>	<u>(106.0)</u>	<u>7,882.8</u>
<b>Intra-governmental transfers</b>	<u>(611.0)</u>	<u>611.0</u>	<u>-</u>	<u>-</u>
<b>Net operating (cost)/revenue</b>	<u>(3,481.1)</u>	<u>63.9</u>	<u>-</u>	<u>(3,417.2)</u>
<b>Net position, beginning of period</b>	(37,757.6)	3,696.4	-	(34,061.2)
Adjustments to beginning net position				
Changes in accounting principles (Note 1.U)	(1.0)	0.2	-	(0.8)
Net operating (cost)/revenue	<u>(3,481.1)</u>	<u>63.9</u>	<u>-</u>	<u>(3,417.2)</u>
<b>Net position, end of period</b>	<u>(41,239.7)</u>	<u>3,760.5</u>	<u>-</u>	<u>(37,479.2)</u>

The accompanying notes are an integral part of these financial statements.

**United States Government**  
**Statement of Operations and Changes in Net Position**  
**for the Year Ended September 30, 2022 (Consolidated)\***

	Funds other than those from Dedicated Collections	Funds from Dedicated Collections (Note 22)	Eliminations	Total
(In billions of dollars)		<b>2022</b>		
<b>Revenue (Note 19):</b>				
Individual income tax and tax withholdings	2,571.1	1,441.5	-	4,012.6
Corporate income taxes	383.2	-	-	383.2
Excise taxes	34.4	58.4	-	92.8
Unemployment taxes	6.9	56.7	-	63.6
Customs duties	98.6	0.1	-	98.7
Estate and gift taxes	32.6	-	-	32.6
Other taxes and receipts	182.3	16.2	-	198.5
Miscellaneous earned revenues	43.9	-	-	43.9
Intra-governmental revenue	-	99.8	(99.8)	-
Total revenue	<u>3,353.0</u>	<u>1,672.7</u>	<u>(99.8)</u>	<u>4,925.9</u>
<b>Net Cost of Government Operations:</b>				
Net cost	6,970.2	2,126.7	-	9,096.9
Intra-governmental cost	99.8	-	(99.8)	-
Total net cost	<u>7,070.0</u>	<u>2,126.7</u>	<u>(99.8)</u>	<u>9,096.9</u>
<b>Intra-governmental transfers</b>	<u>(667.4)</u>	<u>667.4</u>	<u>-</u>	<u>-</u>
<b>Net operating (cost)/revenue</b>	<u>(4,384.4)</u>	<u>213.4</u>	<u>-</u>	<u>(4,171.0)</u>
<b>Net position, beginning of period</b>	(33,368.8)	3,483.0	-	(29,885.8)
Adjustments to beginning net position				
Changes in accounting principles (Note 1.U)	(4.3)	-	-	(4.3)
Net operating (cost)/revenue	(4,384.4)	213.4	-	(4,171.0)
Unmatched transactions and balances (Note 1.T)	(0.1)	-	-	(0.1)
<b>Net position, end of period</b>	<u>(37,757.6)</u>	<u>3,696.4</u>	<u>-</u>	<u>(34,061.2)</u>

\* Certain amounts differ from prior year reported amounts due to a change in presentation (see Financial Statement Note 1.W).

The accompanying notes are an integral part of these financial statements.

**United States Government**  
**Reconciliations of Net Operating Cost and Budget Deficit**  
**for the Years Ended September 30, 2023, and 2022**

(In billions of dollars)	<b>2023</b>	<b>2022*</b>
<b>Net operating cost</b>	<u>(3,417.2)</u>	<u>(4,171.0)</u>
<b>Components of net operating cost not part of the budget deficit:</b>		
<b>Excess of accrual-basis expenses over budget outlays:</b>		
** Federal employee and veteran benefits payable:		
Pension and accrued benefits	303.7	774.1
Veterans compensation and burial benefits	1,130.7	1,662.8
Post-retirement health and accrued benefits	49.5	176.3
Other benefits	<u>31.6</u>	<u>15.8</u>
Subtotal - federal employee and veteran benefits payable	1,515.5	2,629.0
** Insurance and guarantee program liabilities	(5.2)	(25.3)
** Environmental and disposal liabilities	19.0	13.0
** Accounts payable	9.6	(8.5)
** Benefits due and payable	37.6	14.4
** Advances from others and deferred revenue	108.1	45.2
** Other liabilities	<u>178.1</u>	<u>(182.0)</u>
Subtotal - excess of accrual-basis expenses over budget outlays	1,862.7	2,485.8
<b>Amortized expenses not included in budget outlays:</b>		
Property, plant, and equipment depreciation expense	77.9	78.3
<b>Other expenses that are not reported as budget outlays:</b>		
Property, plant, and equipment disposals and revaluations	9.1	15.5
<b>Excess of accrual-basis revenue over budget receipts:</b>		
Accounts receivable, net	(18.6)	(20.8)
Taxes receivable, net	55.0	65.5
<b>Other losses/(gains) and cost/(revenue) that are not budget receipts:</b>		
** Investments in government-sponsored enterprises	<u>(16.7)</u>	<u>(2.8)</u>
Subtotal - components of net operating cost not part of budget deficit	1,969.4	2,621.5
<b>Components of the budget deficit that are not part of net operating cost:</b>		
<b>Budget receipts not included in net operating cost:</b>		
Credit reform and other loan activities	24.5	(58.5)
<b>Budget outlays not included in net operating cost:</b>		
Acquisition of capital assets	(124.5)	(114.4)
** Investments	(0.5)	31.3
** Inventory and related property, net	(16.1)	(7.7)
** Advances and prepayments	45.4	71.3
** Other assets	<u>(157.7)</u>	<u>1.0</u>
Subtotal - components of the budget deficit that are not part of net operating cost	(228.9)	(77.0)
<b>Adjustments to beginning net position</b>	<u>(0.8)</u>	<u>(4.3)</u>
<b>Other:</b>		
Allocations of special drawing rights	(4.0)	14.8
Effect of uninvested principal from the TSP's G Fund	-	156.7
All other reconciling items	<u>(13.7)</u>	<u>83.8</u>
Total other	(17.7)	255.3
<b>Budget deficit</b>	<u><u>(1,695.2)</u></u>	<u><u>(1,375.5)</u></u>

\* Certain amounts differ from prior year reported amounts due to a change in presentation (see Financial Statement Note 1.W).

\*\* The amounts represent the year over year net change in the Balance Sheet line items.

The accompanying notes are an integral part of these financial statements.

**United States Government  
Statements of Changes in Cash Balance from Budget and Other Activities  
for the Years Ended September 30, 2023, and 2022**

(In billions of dollars)	2023	2022
<b>Cash flow from budget activities:</b>		
Total budget receipts	4,439.3	4,896.1
Total budget outlays	(6,134.5)	(6,271.6)
<i>Budget deficit</i>	<u>(1,695.2)</u>	<u>(1,375.5)</u>
<b>Adjustments for non-cash outlays included in the budget:</b>		
Non-cash flow amounts in the budget related to federal debt:		
Accrued interest	407.2	311.3
Net amortization	197.4	31.9
Other	47.7	260.0
<i>Subtotal - adjustments for non-cash flow amounts in the budget related to federal debt</i>	<u>652.3</u>	<u>603.2</u>
Non-cash flow amounts in the budget related to loan financing account activity:		
Interest revenue on uninvested funds	11.9	12.7
Interest expense on entity borrowings	(45.4)	(45.5)
Downward reestimates/negative subsidy payments	(357.4)	(55.9)
Subsidy expense/upward reestimates	191.4	542.6
<i>Subtotal - adjustments for non-cash flow amounts in the budget related to loan financing account activity</i>	<u>(199.5)</u>	<u>453.9</u>
<i>Total of adjustments for non-cash outlays included in the budget</i>	<u>452.8</u>	<u>1,057.1</u>
<b>Cash flow from activities not included in the budget:</b>		
Cash flow from non-budget activities related to federal debt:		
Interest paid	(371.8)	(299.2)
<i>Subtotal - cash flow from non-budget activities related to federal debt</i>	<u>(371.8)</u>	<u>(299.2)</u>
Cash flow from non-budget activities related to loan financing account activity:		
Loan disbursements/default payments	(219.5)	(522.6)
Fees	22.1	25.4
Principal and interest repayments	91.3	87.5
Other collections on defaulted loans receivable and sale of foreclosed property	4.6	2.2
Special purpose vehicle disbursements	(0.2)	(4.5)
Repayments of special purpose vehicle investments	4.7	9.1
<i>Subtotal - cash flow from non-budget activities related to loan financing account activity</i>	<u>(97.0)</u>	<u>(402.9)</u>
Cash flow from financing federal debt:		
Borrowings	20,196.0	17,457.5
Repayments	(18,212.8)	(15,701.2)
Discount/premium	(285.5)	(78.7)
Effect of uninvested principal from the TSP's G Fund	-	(156.7)
<i>Subtotal - cash flow from financing federal debt</i>	<u>1,697.7</u>	<u>1,520.9</u>
<i>Total cash flow from activities not included in the budget</i>	<u>1,228.9</u>	<u>818.8</u>
<b>Other:</b>		
Allocations of special drawing rights	4.0	(14.8)
All other reconciling items	53.9	(82.8)
<i>Total other</i>	<u>57.9</u>	<u>(97.6)</u>
Change in cash and other monetary assets balance	44.4	402.8
Beginning cash and other monetary assets balance	877.8	475.0
<i>Ending cash and other monetary assets balance</i>	<u>922.2</u>	<u>877.8</u>

The accompanying notes are an integral part of these financial statements.

**United States Government  
Balance Sheets  
as of September 30, 2023, and 2022**

(In billions of dollars)	2023	2022
<b>Assets:</b>		
Cash and other monetary assets (Note 2)	922.2	877.8
Accounts receivable, net (Note 3)	319.9	356.3
Loans receivable, net (Note 4)	1,695.1	1,434.1
Negative loan guarantee liabilities (Note 4)	4.6	-
Inventory and related property, net (Note 5)	423.0	406.9
General property, plant and equipment, net (Note 6)	1,235.0	1,197.5
Investments (Note 7)	130.8	130.3
Investments in government-sponsored enterprises (Note 8)	240.4	223.7
Advances and prepayments (Note 9)	252.7	298.1
Other assets (Note 10)	195.4	37.7
Total assets	<u>5,419.1</u>	<u>4,962.4</u>
Stewardship property, plant, and equipment (Note 26)		
<b>Liabilities:</b>		
Accounts payable (Note 11)	124.2	114.6
Federal debt and interest payable (Note 12)	26,347.7	24,328.0
Federal employee and veteran benefits payable (Note 13)	14,327.4	12,811.9
Environmental and disposal liabilities (Note 14)	645.3	626.3
Benefits due and payable (Note 15)	325.9	288.3
Loan guarantee liabilities (Note 4)	-	6.4
Insurance and guarantee program liabilities (Note 16)	99.3	104.5
Advances from others and deferred revenues (Note 17)	355.3	247.2
Other liabilities (Note 18)	673.2	495.1
Total liabilities	<u>42,898.3</u>	<u>39,022.3</u>
Commitments (Note 20) and Contingencies (Note 21)		
<b>Unmatched transactions and balances (Note 1.T)</b>	-	1.3
<b>Net Position:</b>		
Funds from Dedicated Collections (Note 22)	3,760.5	3,696.4
Funds other than those from Dedicated Collections	<u>(41,239.7)</u>	<u>(37,757.6)</u>
Total net position	<u>(37,479.2)</u>	<u>(34,061.2)</u>
Total liabilities and net position*	<u>5,419.1</u>	<u>4,962.4</u>

\* Total liabilities and net position equals Total liabilities, Total net position and Unmatched transactions and balances.

The accompanying notes are an integral part of these financial statements.



**United States Government  
Statements of Long-Term Fiscal Projections (Note 24)  
Present Value of 75-Year Projections as of September 30, 2023, and 2022<sup>1</sup>**

	In trillions of dollars			Percent of GDP <sup>2</sup>		
	2023	2022	Change	2023	2022	Change
<b>Receipts:</b>						
Social Security payroll taxes	80.8	77.8	2.9	4.2	4.2	0.1
Medicare payroll taxes	27.4	26.4	1.0	1.4	1.4	-
Individual income taxes	204.4	201.1	3.3	10.7	10.7	(0.1)
Corporation income taxes	24.3	25.0	(0.7)	1.3	1.3	(0.1)
Other receipts	23.0	20.2	2.9	1.2	1.1	0.1
<b>Total receipts</b>	<b>360.0</b>	<b>350.6</b>	<b>9.3</b>	<b>18.8</b>	<b>18.7</b>	<b>-</b>
<b>Non-interest spending:</b>						
Social Security	114.2	109.0	5.3	6.0	5.8	0.1
Medicare Part A <sup>3</sup>	37.9	37.1	0.8	2.0	2.0	-
Medicare Parts B & D <sup>4</sup>	52.2	51.1	1.1	2.7	2.7	-
Medicaid	47.3	56.5	(9.2)	2.5	3.0	(0.6)
Other mandatory	62.8	53.4	9.4	3.3	2.8	0.4
Defense discretionary	59.8	56.9	2.9	3.1	3.0	0.1
Non-defense discretionary	58.9	66.2	(7.3)	3.1	3.5	(0.5)
<b>Total non-interest spending</b>	<b>433.1</b>	<b>430.2</b>	<b>3.0</b>	<b>22.6</b>	<b>23.0</b>	<b>(0.4)</b>
<b>Receipts less non-interest spending</b>	<b>(73.2)</b>	<b>(79.5)</b>	<b>6.4</b>	<b>(3.8)</b>	<b>(4.2)</b>	<b>0.4</b>
<b>Fiscal gap<sup>5</sup></b>				<b>(4.5)</b>	<b>(4.9)</b>	<b>0.4</b>

<sup>1</sup> 75-year present value projections for 2023 are as of 9/30/2023 for FYs 2024-2098; projections for 2022 are as of 9/30/2022 for FYs 2023-2097.

<sup>2</sup> The 75-year present value of nominal GDP, which drives the calculations above is \$1,919.1 trillion starting in FY 2024, and was \$1,872.9 trillion starting in FY 2023.

<sup>3</sup> Represents portions of Medicare supported by payroll taxes.

<sup>4</sup> Represents portions of Medicare supported by general revenues. Consistent with the President's Budget, outlays for Parts B & D are presented net of premiums.

<sup>5</sup> To prevent the debt-to-GDP ratio from rising over the next 75 years, a combination of non-interest spending reductions and receipt increases that amounts to 4.5 percent of GDP on average is needed (4.9 percent of GDP on average in 2022). See Note 24—Long-Term Fiscal Projections.

Totals may not equal the sum of components due to rounding.

The accompanying notes are an integral part of these financial statements.

**United States Government  
Statements of Social Insurance (Note 25)  
Present Value of Long-Range (75 Years, except Black Lung) Actuarial Projections**

(In trillions of dollars)	2023	2022	2021	2020	2019
<b>Federal Old-Age, Survivors and Disability Insurance (Social Security):<sup>11</sup></b>					
<i>Revenue (Contributions and Dedicated Taxes) from:</i>					
Participants who have attained eligibility age (age 62 and over)	2.2	2.0	1.8	1.7	1.5
Participants who have not attained eligibility age	42.2	40.4	37.5	35.2	33.6
Future participants	43.0	41.8	39.3	37.0	35.3
All current and future participants	<u>87.4</u>	<u>84.2</u>	<u>78.6</u>	<u>73.9</u>	<u>70.4</u>
<i>Expenditures for Scheduled Future Benefits for:</i>					
Participants who have attained eligibility age (age 62 and over)	(23.5)	(21.6)	(19.8)	(18.3)	(16.9)
Participants who have not attained eligibility age	(71.2)	(68.5)	(64.9)	(59.8)	(55.8)
Future participants	(17.9)	(17.4)	(16.6)	(15.5)	(14.5)
All current and future participants	<u>(112.6)</u>	<u>(107.5)</u>	<u>(101.3)</u>	<u>(93.6)</u>	<u>(87.2)</u>
<i>Present value of future expenditures in excess of future revenue</i>	<u>(25.2)<sup>1</sup></u>	<u>(23.3)<sup>2</sup></u>	<u>(22.7)<sup>3</sup></u>	<u>(19.7)<sup>4</sup></u>	<u>(16.8)<sup>5</sup></u>
<b>Federal Hospital Insurance (Medicare Part A):<sup>11</sup></b>					
<i>Revenue (Contributions and Dedicated Taxes) from:</i>					
Participants who have attained eligibility age (age 65 and over)	0.9	0.8	0.7	0.6	0.6
Participants who have not attained eligibility age	15.4	14.8	13.0	12.5	12.0
Future participants	15.0	14.6	13.0	12.5	11.8
All current and future participants	<u>31.3</u>	<u>30.2</u>	<u>26.7</u>	<u>25.6</u>	<u>24.4</u>
<i>Expenditures for Scheduled Future Benefits for:</i>					
Participants who have attained eligibility age (age 65 and over)	(7.2)	(7.0)	(6.2)	(6.1)	(5.3)
Participants who have not attained eligibility age	(23.6)	(23.2)	(20.9)	(20.1)	(20.0)
Future participants	(5.1)	(5.0)	(4.6)	(4.2)	(4.5)
All current and future participants	<u>(35.9)</u>	<u>(35.2)</u>	<u>(31.7)</u>	<u>(30.4)</u>	<u>(29.8)</u>
<i>Present value of future expenditures in excess of future revenue</i>	<u>(4.6)<sup>1</sup></u>	<u>(5.0)<sup>2</sup></u>	<u>(5.0)<sup>3</sup></u>	<u>(4.8)<sup>4</sup></u>	<u>(5.4)<sup>5</sup></u>
<b>Federal Supplementary Medical Insurance (Medicare Part B):<sup>11</sup></b>					
<i>Revenue (Premiums) from:</i>					
Participants who have attained eligibility age (age 65 and over)	2.1	2.2	1.9	1.7	1.5
Participants who have not attained eligibility age	10.9	11.8	10.0	9.3	7.5
Future participants	2.7	3.1	2.6	2.5	1.9
General Fund transfers	40.9	39.5	35.5	33.1	28.8
All current and future participants	<u>56.6</u>	<u>56.6</u>	<u>50.0</u>	<u>46.6</u>	<u>39.7</u>
<i>Expenditures for Scheduled Future Benefits for:</i>					
Participants who have attained eligibility age (age 65 and over)	(8.0)	(7.8)	(6.9)	(6.2)	(5.8)
Participants who have not attained eligibility age	(38.5)	(38.6)	(34.1)	(31.8)	(27.3)
Future participants	(10.1)	(10.2)	(9.0)	(8.6)	(6.6)
All current and future participants	<u>(56.6)</u>	<u>(56.6)</u>	<u>(50.0)</u>	<u>(46.6)</u>	<u>(39.7)</u>
<i>Eliminations</i>	<u>(40.9)</u>	<u>(39.5)</u>	<u>(35.5)</u>	<u>(33.1)</u>	<u>(28.8)</u>
<i>Present value of future expenditures in excess of future revenue (after eliminations)<sup>6</sup></i>	<u>(40.9)<sup>1</sup></u>	<u>(39.5)<sup>2</sup></u>	<u>(35.5)<sup>3</sup></u>	<u>(33.1)<sup>4</sup></u>	<u>(28.8)<sup>5</sup></u>

The accompanying notes are an integral part of these financial statements.

**United States Government**  
**Statements of Social Insurance (Note 25), continued**  
**Present Value of Long-Range (75 Years, except Black Lung) Actuarial Projections**

(In trillions of dollars)	2023	2022	2021	2020	2019
<b>Federal Supplementary Medical Insurance (Medicare Part D):<sup>11</sup></b>					
<i>Revenue (Premiums and State Transfers) from:</i>					
Participants who have attained eligibility age (age 65 and over)	0.4	0.4	0.3	0.3	0.2
Participants who have not attained eligibility age	1.9	2.3	2.0	2.0	2.1
Future participants	0.7	1.0	0.9	0.9	0.9
General Fund transfers	7.6	8.0	7.7	7.8	8.0
All current and future participants	<u>10.6</u>	<u>11.7</u>	<u>10.9</u>	<u>11.0</u>	<u>11.2</u>
<i>Expenditures for Scheduled Future Benefits for:</i>					
Participants who have attained eligibility age (age 65 and over)	(1.3)	(1.2)	(1.1)	(1.0)	(1.0)
Participants who have not attained eligibility age	(6.9)	(7.4)	(6.9)	(7.0)	(7.2)
Future participants	(2.4)	(3.1)	(2.9)	(3.0)	(3.0)
All current and future participants	<u>(10.6)</u>	<u>(11.7)</u>	<u>(10.9)</u>	<u>(11.0)</u>	<u>(11.2)</u>
<i>Eliminations</i>	<u>(7.6)</u>	<u>(8.0)</u>	<u>(7.7)</u>	<u>(7.8)</u>	<u>(8.0)</u>
<i>Present value of future expenditures in excess of future revenue (after eliminations)<sup>6</sup></i>	<u>(7.6)<sup>1</sup></u>	<u>(8.0)<sup>2</sup></u>	<u>(7.7)<sup>3</sup></u>	<u>(7.8)<sup>4</sup></u>	<u>(8.0)<sup>5</sup></u>
<b>Other:</b>					
<i>Present value of future expenditures in excess of future revenue<sup>7</sup></i>	<u>(0.1)</u>	<u>(0.1)</u>	<u>(0.1)</u>	<u>(0.1)</u>	<u>(0.1)</u>
<i>Total present value of future expenditures in excess of future revenue<sup>8, 9, 10</sup></i>	<u>(78.4)</u>	<u>(75.9)</u>	<u>(71.0)</u>	<u>(65.5)</u>	<u>(59.1)</u>

The accompanying notes are an integral part of these financial statements.

**United States Government**  
**Statements of Social Insurance (Note 25), continued**  
**Present Value of Long-Range (75 Years, except Black Lung) Actuarial Projections**

(In trillions of dollars)	2023	2022	2021	2020	2019
<b>Social Insurance Summary:<sup>11</sup></b>					
<i>Participants who have attained eligibility age:</i>					
Revenue (e.g., contributions and dedicated taxes)	5.6	5.4	4.7	4.3	3.8
Expenditures for scheduled future benefits	<u>(40.0)</u>	<u>(37.6)</u>	<u>(34.0)</u>	<u>(31.6)</u>	<u>(29.1)</u>
Present value of future expenditures in excess of future revenue	<u>(34.4)</u>	<u>(32.2)</u>	<u>(29.3)</u>	<u>(27.3)</u>	<u>(25.3)</u>
<i>Participants who have not attained eligibility age:</i>					
Revenue (e.g., contributions and dedicated taxes)	70.4	69.3	62.5	59.0	55.2
Expenditures for scheduled future benefits	<u>(140.2)</u>	<u>(137.7)</u>	<u>(126.8)</u>	<u>(118.7)</u>	<u>(110.3)</u>
Present value of future expenditures in excess of future revenue	<u>(69.8)</u>	<u>(68.4)</u>	<u>(64.3)</u>	<u>(59.7)</u>	<u>(55.1)</u>
<b>Closed group - Total present value of future expenditures in excess of future revenue</b>	<u>(104.2)</u>	<u>(100.6)</u>	<u>(93.6)</u>	<u>(87.0)</u>	<u>(80.4)</u>
<i>Future participants:</i>					
Revenue (e.g., contributions and dedicated taxes)	61.4	60.5	55.8	52.9	49.9
Expenditures for scheduled future benefits	<u>(35.6)</u>	<u>(35.8)</u>	<u>(33.2)</u>	<u>(31.4)</u>	<u>(28.6)</u>
Present value of future revenue in excess of future expenditure	<u>25.8</u>	<u>24.7</u>	<u>22.6</u>	<u>21.5</u>	<u>21.3</u>
<b>Open group - Total present value of future expenditures in excess of future revenue</b>	<u>(78.4)</u>	<u>(75.9)</u>	<u>(71.0)</u>	<u>(65.5)</u>	<u>(59.1)</u>

<sup>1</sup> The projection period for Social Security and Medicare is 1/1/2023 - 12/31/2097 and the valuation date is 1/1/2023.

<sup>2</sup> The projection period for Social Security and Medicare is 1/1/2022 - 12/31/2096 and the valuation date is 1/1/2022.

<sup>3</sup> The projection period for Social Security and Medicare is 1/1/2021 - 12/31/2095 and the valuation date is 1/1/2021.

<sup>4</sup> The projection period for Social Security and Medicare is 1/1/2020 - 12/31/2094 and the valuation date is 1/1/2020.

<sup>5</sup> The projection period for Social Security and Medicare is 1/1/2019 - 12/31/2093 and the valuation date is 1/1/2019.

<sup>6</sup> These amounts represent the PV of the future transfers from the General Fund to the SMI Trust Funds. These future intra-governmental are included as income in both HHS's and the CMS's financial statements but, by accounting convention, are not income from the government-wide perspective of this report.

<sup>7</sup> Includes Railroad Retirement and Black Lung.

<sup>8</sup> These amounts do not include the PV of the financial interchange between the railroad retirement and social security systems, which is included as income in the Railroad Retirement Financial Report, but is not included from the government-wide perspective of this report (See discussion of RRB in the unaudited RSI section of this report).

<sup>9</sup> Does not include interest expense accruing on the outstanding debt of the BLDTF.

<sup>10</sup> For information on the projection periods and valuation dates for the Railroad Retirement and Black Lung programs, refer to the financial statements of RRB and DOL, respectively.

<sup>11</sup> Current participants for the Social Security and Medicare programs are assumed to be the closed group of individuals who are at least 15 years of age at the start of the projection period, and are participating as either taxpayers, beneficiaries, or both. Amounts shown exclude General Fund transfers reported by CMS for Medicare's Parts B and D.

The accompanying notes are an integral part of these financial statements.

**United States Government**  
**Statement of Changes in Social Insurance Amounts**  
**for the Year Ended September 30, 2023 (Note 25)**

(In trillions of dollars)	<b>Social Security<sup>1</sup></b>	<b>Medicare HI<sup>1</sup></b>	<b>Medicare SMI<sup>1, 3</sup></b>	<b>Other<sup>2</sup></b>	<b>Total</b>
NPV of future revenue less future expenditures for current and future participants (open group) over the next 75 years, beginning of the year	(23.3)	(5.0)	(47.5)	(0.1)	(75.9)
Reasons for changes in the NPV during the year:					
Changes in valuation period	(0.7)	(0.2)	(1.1)	-	(2.0)
Changes in demographic data, assumptions, and methods	(0.1)	(0.3)	0.2	-	(0.2)
Changes in economic data, assumptions, and methods	(0.8)	-	-	-	(0.8)
Changes in law or policy	-	-	1.1	-	1.1
Changes in methodology and programmatic data	(0.3)	-	-	-	(0.3)
Changes in economic and health care assumptions	-	(0.3)	(2.3)	-	(2.6)
Change in projection base	-	1.2	1.1	-	2.3
Net change in open group measure	(1.9)	0.4	(1.0)	-	(2.5)
Open group measure, end of year	<u>(25.2)</u>	<u>(4.6)</u>	<u>(48.5)</u>	<u>(0.1)</u>	<u>(78.4)</u>

<sup>1</sup> Amounts represent changes between valuation dates 1/1/2022 and 1/1/2023.

<sup>2</sup> Includes Railroad Retirement changes between valuation dates 10/1/2021 and 10/1/2022 and Black Lung changes between 9/30/2022 and 9/30/2023.

<sup>3</sup> Amounts shown exclude General Fund transfers reported by CMS for Medicare's Parts B and D.

The accompanying notes are an integral part of these financial statements.

**United States Government**  
**Statement of Changes in Social Insurance Amounts**  
**for the Year Ended September 30, 2022 (Note 25)**

(In trillions of dollars)	<b>Social Security<sup>1</sup></b>	<b>Medicare HI<sup>1</sup></b>	<b>Medicare SMI<sup>1, 3</sup></b>	<b>Other<sup>2</sup></b>	<b>Total</b>
NPV of future revenue less future expenditures for current and future participants (open group) over the next 75 years, beginning of the year	(22.7)	(5.0)	(43.2)	(0.1)	(71.0)
Reasons for changes in the NPV during the year:					
Changes in valuation period	(0.7)	(0.1)	(0.9)	-	(1.7)
Changes in demographic data, assumptions, and methods	(0.3)	-	(0.5)	-	(0.8)
Changes in economic data, assumptions, and methods	(0.2)	-	-	-	(0.2)
Changes in law or policy	-	-	-	-	-
Changes in methodology and programmatic data	0.6	-	-	-	0.6
Changes in economic and health care assumptions	-	(1.9)	(3.4)	-	(5.3)
Change in projection base	-	2.0	0.5	-	2.5
Net change in open group measure	(0.6)	-	(4.3)	-	(4.9)
Open group measure, end of year	(23.3)	(5.0)	(47.5)	(0.1)	(75.9)

<sup>1</sup> Amounts represent changes between valuation dates 1/1/2021 and 1/1/2022.

<sup>2</sup> Includes Railroad Retirement changes between valuation dates 10/1/2020 and 10/1/2021 and Black Lung changes between 9/30/2021 and 9/30/2022.

<sup>3</sup> Amounts shown exclude General Fund transfers reported by CMS for Medicare's Parts B and D.

The accompanying notes are an integral part of these financial statements.

# United States Government Notes to the Financial Statements for the Fiscal Years Ended September 30, 2023, and 2022

## Note 1. Summary of Significant Accounting Policies

### A. Reporting Entity

The government includes the executive branch, the legislative branch, and the judicial branch. This *Financial Report* includes the financial status and activities related to the operations of the government. SFFAS No. 47, *Reporting Entity* provides criteria for identifying organizations that are included in the *Financial Report* as consolidation entities or disclosure entities. The determination as to whether an organization is a consolidation entity or disclosure entity is based on the assessment of the following characteristics as a whole, the organization: a) is financed through taxes and other non-exchange revenues; b) is governed by the Congress or the President; c) imposes or may impose risks and rewards to the government; and d) provides goods and services on a non-market basis.

Consolidation entities are organizations that are consolidated in the financial statements. For disclosure entities, data is not consolidated in the financial statements, instead information is disclosed in the notes to the financial statements concerning: a) the nature of the government's relationship with the disclosure entities; b) the nature and magnitude of relevant activity with the disclosure entities during the period and balances at the end of the period; and c) a description of financial and non-financial risks, potential benefits and, if possible, the amount of the government's exposure to gains and losses from the past or future operations of the disclosure entity or entities.

SFFAS No. 47 also provides guidance for identifying related parties and in determining what information to provide about related party relationships of such significance that it would be misleading to exclude such information.

Based on the criteria in GAAP for federal entities, the assets, liabilities, and results of operations of Fannie Mae and Freddie Mac are not consolidated into the government's consolidated financial statements. However, the values of the investments in such entities, changes in value, and related activity with these entities are included in the government's consolidated financial statements. Although federal investments in Fannie Mae and Freddie Mac are significant, these entities do not meet the GAAP criteria for consolidation entities.

Under SFFAS No. 47 criteria, Fannie Mae and Freddie Mac were owned or controlled by the government as a result of: a) regulatory actions (such as organizations in receivership or conservatorship); or b) other government intervention actions. Under the regulatory or other intervention actions, the relationship with the government is not expected to be permanent. These entities are classified as disclosure entities based on their characteristics as a whole (see Note 27—Disclosure Entities and Related Parties for additional information on these disclosure entities).

Also, under GAAP criteria, the FR System and SPVs are not consolidated into the government's consolidated financial statements (see Note 7—Investments for additional information on SPVs and Note 27—Disclosure Entities and Related Parties for additional information concerning the FR System).

For additional information regarding Reporting Entity, see Appendix A—Reporting Entity.

### B. Basis of Accounting and Revenue Recognition

#### Consolidated Financial Statements

The consolidated financial statements of the government are prepared in accordance with the standards established by FASAB. As permitted by FASAB standards, certain components of the federal government prepare their financial statements following the standards established by FASB. Information from those components is included within the government's consolidated financial statements without conversion to FASAB standards. Intra-governmental transactions are eliminated in

consolidation, except as described in the Other Information—Unmatched Transactions and Balances. See Note 1.T—Unmatched Transactions and Balances for additional information. The consolidated financial statements include accrual-based financial statements and sustainability financial statements, which are discussed in more detail below, and the related notes to the consolidated financial statements. Collectively, the accrual-based financial statements, the sustainability financial statements, and the notes represent information that is deemed essential for the financial statements and notes to be presented in conformity with GAAP.

Accounting standards allow certain presentations and disclosures to be modified, if needed, to prevent the disclosure of classified information. Accordingly, modifications may have been made to certain presentations and disclosures.

### Accrual-Based Financial Statements

The accrual-based financial statements were prepared under the following principles:

- Expenses are generally recognized when incurred.
- Non-exchange revenue, including taxes, duties, fines, and penalties, are recognized when collected and adjusted for the change in amounts receivable (modified cash basis). Related refunds and other offsets, including those that are measurable and legally payable, are netted against non-exchange revenue.
- Exchange (earned) revenue is recognized when the government provides goods and services to the public for a price. Exchange revenue includes user charges such as admission to federal parks and premiums for certain federal insurance.

The basis of accounting used for budgetary purposes, which is primarily on a cash basis (budget deficit) and follows budgetary concepts and policies, differs from the basis of accounting used for the financial statements which follow GAAP. See the Reconciliations of Net Operating Cost and Budget Deficit in the Financial Statements section and Note 29—COVID-19 Activity in the notes to the financial statements.

### Sustainability Financial Statements

The sustainability financial statements were prepared based on the projected PV of the estimated future revenue and estimated future expenditures, primarily on a cash basis, for a 75-year period. The sustainability financial statements consist of the: 1) SLTFP, covering all federal government programs and all sources of federal revenue; 2) SOSI; and 3) SCSIA.

### New Standards Issued in Prior and Current Years and Implemented in Current Year

In FY 2016, the government began implementing the requirements of new standards related to the reporting for inventory and related property, net and general PP&E. These standards are available to each reporting entity once per line item addressed in the standard. The standards being implemented are:

- FASAB issued SFFAS No. 48, *Opening Balances for Inventory, Operating Materials and Supplies, and Stockpile Materials*. SFFAS No. 48 permits a reporting entity to apply an alternative valuation method in establishing opening balances and applies when a reporting entity is presenting financial statements, or one or more line items addressed by this statement. SFFAS No. 48 was effective beginning in FY 2017. Early implementation was permitted. DOD did partially implement in 2016 and select component entities have continued to implement in FY 2017 through FY 2023. DOD has not declared full implementation yet; therefore, this standard continues to be partially implemented each year.
- FASAB issued SFFAS No. 50, *Establishing Opening Balances for General Property, Plant and Equipment*. SFFAS No. 50 permits a reporting entity to apply an alternative valuation method in establishing opening balances and applies when a reporting entity is presenting financial statements, or one or more line items addressed by this statement. SFFAS No. 50 was effective beginning in FY 2017. Early implementation was permitted. DOD did partially implement in 2016 and select component entities have continued to implement in FY 2017 through FY 2023. DOD has not declared full implementation yet; therefore, this standard continues to be partially implemented each year.

In July 2021, FASAB issued SFFAS No. 59, *Accounting and Reporting of Government Land*. Per SFFAS No. 59, starting in FY 2026, land and permanent land rights will no longer be capitalized, and the previously capitalized amounts will be removed from the Balance Sheet. Also, starting in FY 2026, SFFAS No. 59 requires certain disclosures in the notes to the financial statements, including estimated acreage of land and permanent land rights and its predominant use. For FY 2022 through FY 2025, such disclosures are required to be presented as RSI. These include:

- Estimated acres of general PP&E land and stewardship land using three predominant use sub-categories:
  - Conservation and preservation land;
  - Operational land; and
  - Commercial use land.



- Estimated acres of land held for disposal or exchange.

## **New Standards Issued and Not Yet Implemented**

As of September 2023, FASAB has issued the following new standards that are applicable to the *Financial Report*, but are not yet implemented at the government-wide level for FY 2023:

In April 2018, FASAB issued SFFAS No. 54, *Leases: An Amendment of SFFAS No. 5, Accounting for Liabilities of the Federal Government, and SFFAS No. 6, Accounting for Property, Plant, and Equipment*. SFFAS No. 54 revises the financial reporting standards for federal lease accounting. It provides a comprehensive set of lease accounting standards to recognize federal lease activities in the reporting entity's financial statements and includes appropriate disclosures. This statement requires that federal lessees recognize a lease liability and a right-to-use lease asset at the commencement of the lease term, unless it meets any of the scope exclusions or meets the definition/criteria of short-term leases, contracts or agreements that transfer ownership, or intra-governmental leases. A federal lessor would recognize a lease receivable and deferred revenue, unless it meets any of the scope exclusions or meets the definition/criteria of short-term leases, contracts or agreements that transfer ownership, or intra-governmental leases. SFFAS No. 58, *Deferral of the Effective Date of SFFAS No. 54, Leases*, issued in June 2020, defers the effective date of SFFAS No. 54 to FY 2024 and early implementation is not permitted. The following standards were issued to amend SFFAS No. 54, *Leases*: SFFAS No. 60, *Omnibus Amendments 2021, Leases-Related Topics*, SFFAS No. 61, *Omnibus Amendments 2023, Leases Related Topics II*, and SFFAS No. 62, *Transitional Amendment to SFFAS 54*. These amendments are effective for FY 2024.

## **C. Accounts Receivable, Net**

Accounts receivable include the amount of taxes receivable that consist primarily of uncollected tax assessments, penalties, and interest when taxpayers have agreed, or a court has determined, the assessments are owed. Taxes receivable do not include unpaid assessments when taxpayers or a court have not agreed that the amounts are owed (compliance assessments) or the government does not expect further collections due to factors such as the taxpayer's death, bankruptcy, or insolvency (write-offs). Taxes receivable are reported net of an allowance for the estimated portion deemed to be uncollectible.

Other accounts receivable represent claims to cash or other assets from entities outside the government that arise from the sale of goods or services, duties, fines, certain license fees, recoveries, or other provisions of the law. Accounts receivable are reported net of an allowance for uncollectible amounts. An allowance is established when it is more likely than not the receivables will not be totally collected. The allowance method varies among the entities in the government and is usually based on past collection experience and is reestimated periodically as needed. Methods may include statistical sampling of receivables, specific identification and intensive analysis of each case, aging methodologies, and percentage of total receivables based on historical collection. See Note 3—Accounts Receivable, Net for additional information.

## **D. Loans Receivable, Net**

Direct loans committed after FY 1991 are valued at their gross amounts less an allowance for the PV of the amounts not expected to be recovered, and thus having to be subsidized is called an "allowance for subsidy."

Direct loans obligated before FY 1992 are valued under the PV method. Under the PV method, the outstanding principal of direct loans is reduced by an allowance equal to the difference between the outstanding principal and the PV of the expected net cash flows. See Note 4—Loans Receivable, Net and Loan Guarantee Liabilities for additional information.

## **E. Loan Guarantee Liabilities**

Loan guarantees committed after FY 1991 are valued at the PV of the cash outflows less the PV of the related inflows. The estimated PV of net long-term cash outflows of an entity for subsidized costs is net of recoveries, interest supplements, and offsetting fees. The loan guarantee liabilities present the net PV of all future cash flows from loans.

Loan guarantees committed before FY 1992 are valued under the allowance-for-loss method. The allowance for loan losses is recognized when it is more likely than not that the direct loans will not be totally collected. The allowance of the uncollectible amounts is reestimated each year. See Note 4—Loans Receivable, Net and Loan Guarantee Liabilities for additional information.

Generally, loan guarantees are recorded as a liability except when cash inflows are expected to exceed cash outflows on a PV basis. This results in a negative loan guarantee that is reported as an asset on the Balance Sheet.

## F. Inventory and Related Property, Net

Inventory is tangible personal property that is categorized as: 1) held for current sale; 2) held in reserve for future sale; 3) held for repair; or 4) excess, obsolete, and unserviceable. Inventory held for current sale and held in reserve for future sale are valued by the main contributing entities at historical cost using the MAC flow assumption. Historical cost includes all appropriate purchase, transportation, and production costs incurred to bring the items to their current condition and location. Any abnormal costs, such as excessive handling or rework costs, are charged to operations of the period. Inventory held for repair is accounted for by the main contributors using the allowance method which values inventory at the same value as a serviceable item. However, an allowance for repairs contra-asset account (e.g., allowance for loss) is established to recognize estimated repair costs in the current period operating expenses. Excess, obsolete, and unserviceable inventory is valued at its net realizable value.

Related property includes OM&S, stockpile materials, and other miscellaneous related property. OM&S is tangible personal property to be consumed in normal operations. Stockpile materials are strategic and critical materials being held due to statutory requirements for use in national defense, conservation, or national emergencies. The main contributing entities value OM&S and stockpile materials using various methods including MAC, standard price, historical cost, replacement price, and direct method. The entities also use both the consumption method and purchase method. The consumption method expenses OM&S when consumed, while the purchase method expenses OM&S when purchased. If OM&S are not significant amounts, are in the hands of the end user for use in normal operations, or if it is not cost beneficial to apply the consumption method; then the purchases method is applied.

FASAB issued additional guidance, SFFAS No. 48, *Opening Balances for Inventory, Operating Materials and Supplies, and Stockpile Materials*, which permits a reporting entity to apply an alternative valuation method (e.g., deemed cost) in establishing opening balances for inventory, OM&S, and stockpile materials. This guidance is intended to provide an alternative valuation method when historical records and systems do not provide a basis for valuation of opening balances in accordance with SFFAS No. 3, *Accounting for Inventory and Related Property*. Please refer to Note 5—Inventory and Related Property, Net, for additional information.

## G. General Property, Plant, and Equipment, Net

General PP&E consists of tangible assets (e.g., buildings, structures and facilities, furniture and fixtures, equipment, and land) that have an estimated useful life of two or more years, are not intended for sale in the ordinary course of business and are intended for use or available for use by the entity. General PP&E also includes internal use software, land rights, assets acquired through capital leases, and leasehold improvements.

At the government-wide level, SFFAS No. 6, *Accounting for Property, Plant, and Equipment* is followed and requires that general PP&E is recorded at cost and includes all costs incurred to bring the general PP&E to a form and location suitable for its intended use. The main contributing entities use estimated historical cost for general PP&E. Costs to acquire general PP&E, extend the useful life of an existing asset, or enlarge or improve its capacity are capitalized and depreciated or amortized over the remaining useful life. Depreciation expense is recognized on all capitalized general PP&E, except land and land rights of unlimited duration. In the case of constructed general PP&E, the asset is recorded as construction work in process until it is placed in service, at which time the balance is transferred to a major class of general PP&E. See Note 6—General Property, Plant, and Equipment, Net, for additional information.

FASAB issued additional guidance, SFFAS No. 50, *Establishing Opening Balances for General Property, Plant, and Equipment*, which states that a reporting entity may choose one of three alternative methods for establishing an opening balance for general PP&E. The alternative methods include using deemed cost to establish opening balances of general PP&E, selecting between deemed cost and prospective capitalization of internal use software, and allowing an exclusion of land and land rights from opening balances with disclosure of acreage information and expensing of future acquisitions. An entity electing to exclude land and land rights from its general PP&E opening balances must disclose, with a reference on the Balance Sheet to the related disclosure, the number of acres held at the beginning of each reporting period, the number of acres added during the period, the number of acres disposed of during the period, and the number of acres held at the end of each reporting period. Some consolidating DOD contributors used the alternative valuation methods from SFFAS No. 50

based on historical records such as expenditure data, contracts, budget information, and engineering documentation. When applicable, DOD will continue to adopt SFFAS No. 50.

For financial reporting purposes, heritage assets (excluding multi-use heritage assets) and stewardship land are not recorded as part of general PP&E. Since heritage assets are intended to be preserved as national treasures, it is anticipated that they will be maintained in reasonable repair and that there will be no diminution in their usefulness over time. Many assets are clearly heritage assets. For example, the National Park Service manages the Washington Monument, the Lincoln Memorial and the Mall. Heritage assets that are predominantly used in general government operations are considered multi-use heritage assets and are included in general PP&E. Stewardship land is also consistent with the treatment of heritage assets in that much of the government's land is held for the general welfare of the nation and is intended to be preserved and protected. Stewardship land is land owned by the government but not acquired for or in connection with general PP&E. Because most federal land is not directly related to general PP&E, it is deemed to be stewardship land and accordingly, it is not reported on the Balance Sheet. Examples of stewardship land include national parks and forests. For additional information on stewardship assets, see Note 26—Stewardship Property, Plant, and Equipment.

## H. Investments

Most investments are reported at FV. FV is the estimate of the price at which an orderly transaction to sell the asset would take place between market participants at the measurement date under current market conditions. Market or observable inputs are used as the preferred source of values, followed by assumptions based on hypothetical transactions in absence of market inputs. Certain investments rely on NAV as a practical expedient (i.e., priced without adjustments) to estimate their FV. NAV is derived from the FV of the underlying investments as of the reporting date. See Note 7—Investments for additional information.

## I. Investments in Government-Sponsored Enterprises

The senior preferred stock and associated warrants for the purchase of common stock in the GSEs (Fannie Mae and Freddie Mac) are presented at their FV. SPSPAs, which Treasury entered into with each GSE when they were placed under conservatorship, can result in payments to the GSEs when, at the end of any quarter, the FHFA, acting as the conservator, determines that the liabilities of either GSE exceed its respective assets. Such payments result in an increase to the liquidation preference of investment in the GSEs' senior preferred stock, with a corresponding decrease to cash held by Treasury for government-wide operations. In addition, the liquidation preference of investments in the GSEs will increase, based on the quarterly earnings of the GSEs, up to the adjusted capital reserve amounts set for each GSE.

The valuation to estimate the investment's FV incorporates forecasts, projections, and cash flow analyses. Changes in valuation, including impairments, are deemed usual and recurring and thus are recorded as exchange transactions on the Statement of Net Cost (as earned revenue) and investments in GSEs on the Balance Sheet. The government also records dividends related to these investments as exchange transactions (as earned revenue) which are accrued when declared.

The potential liabilities to the GSEs, if any, are assessed annually and recorded at the gross estimated amount. For additional information on investments in GSEs, refer to Note 8—Investments in Government-Sponsored Enterprises.

## J. Federal Debt and Interest Payable

Federal debt is primarily comprised of Treasury securities, which are debt instruments issued to the public to raise money needed to operate the federal government and pay off maturing obligations. Treasury issues these debt instruments to the public in the form of marketable bills, notes, bonds, TIPS and FRNs, and in the form of nonmarketable securities including Government Account Series securities, U.S. Savings Securities, and SLGS securities. The amount of the debt, or principal, is also called the security's face value or par value. To accurately reflect the federal debt, Treasury records principal transactions with the public at par value at the time of the transaction. Certain Treasury securities are issued at a discount or premium. These discounts and premiums are amortized over the term of the security using an interest method for all long-term securities (term greater than one year) and the straight-line method for short-term securities (term of one year or less). In addition, the principal for TIPS is adjusted daily based on the CPI for all Urban Consumers. Certain Treasury securities also pay interest. For marketable securities, Treasury issues notes and bonds that pay semi-annual interest based on the security's stated interest rate. For FRNs, which accrue interest daily and pay the aggregated interest on a quarterly basis,

the interest rate is based on two components; the index rate tied to the highest accepted discount rate of the most recent 13-week marketable bill auction and the spread rate, which is the highest accepted discount rate determined at auction when the FRN is first offered. TIPS, on the other hand, pay a semi-annual fixed rate of interest applied to the inflation-adjusted principal. However, for all security types accrued interest is recorded as an expense when incurred, instead of when paid. See Note 12—Federal Debt and Interest Payable for additional information.

## K. Federal Employee and Veteran Benefits Payable

Generally, federal employee and veteran benefits payable are recorded during the time employee services are rendered. The related liabilities for defined benefit pension plans, veterans' compensation, burial, education and training benefits, post-retirement health benefits, and life insurance benefits, are recorded at estimated PV of future benefits, less any estimated PV of future normal cost contributions. Normal cost is the portion of the actuarial PV of projected benefits allocated as an expense for employee services rendered in the current year. Actuarial gains and losses (as well as prior service cost, if any) are recognized immediately in the year they occur without amortization.

VA provides certain veterans and/or their dependents with pension benefits, based on annual eligibility reviews, if the veteran died or was disabled for nonservice-related causes. The pension program for veterans is not accounted for as a "federal employee pension plan" under SFFAS No. 5, *Accounting for Liabilities of the Federal Government*, due to differences between its eligibility conditions and those of federal employee pensions. Therefore, a future liability for pension benefits is not recorded. These benefits are recognized as expenses when benefits are paid rather than when employee services are rendered.

In accordance with 38 CFR § 17.36(c), the VA makes an annual enrollment decision that identifies which veterans, by priority, will be treated for that fiscal year based on funds appropriated, estimated collections, usage, the severity index of enrolled veterans, and changes in cost. While VA expects to continue to provide medical care to veterans in future years, an estimate of this amount cannot be reasonably made. These medical care expenses are recognized in the period the medical care services are provided.

The actuarial liability for FECA benefits is recorded at estimated PV of future benefits for injuries and deaths that have already been incurred.

Gains and losses from changes in long-term assumptions used to estimate federal employee pensions, ORB, and OPEB liabilities are reflected separately on the Statement of Net Cost and the components of the expense related to federal employee pension, ORB, and OPEB liabilities are disclosed in Note 13—Federal Employee and Veteran Benefits Payable as prescribed by SFFAS No. 33, *Pensions, Other Retirement Benefits, and Other Postemployment Benefits: Reporting the Gains and Losses from Changes in Assumptions and Selecting Discount Rates and Valuation Dates*. In addition, SFFAS No. 33 also provides a standard for selecting the discount rate assumption for PV estimates of federal employee pension, ORB, and OPEB liabilities. See Note 13—Federal Employee and Veteran Benefits Payable for additional information.

## L. Environmental and Disposal Liabilities

Environmental and disposal liabilities are estimated costs for anticipated remediation, cleanup, and disposal costs resulting from the use of the governments assets or operations. Estimated costs for environmental and disposal liabilities can change over time because of laws and regulation updates, technology updates, inflation or deflation factors, and disposal plan revisions. Accruals for environmental cleanup costs are the cost of removing, containing, and/or disposing of hazardous wastes or materials that, because of quantity, concentration, or physical or chemical characteristics, may pose a substantial present or potential hazard to human health or the environment. Cleanup costs include, but are not limited to decontamination, decommissioning, site restoration, site monitoring, closure, and post-closure costs. PP&E recognition of an anticipated environmental disposal liability begins when the asset is placed in service. See Note 14—Environmental and Disposal Liabilities for additional information.

## M. Benefits Due and Payable

A liability for social insurance programs (including but not limited to: Social Security, Medicare, Railroad Retirement, Black Lung, and Unemployment) is recognized for any unpaid amounts currently due and payable to beneficiaries or service providers as of the end of the reporting period. See Note 15—Benefits Due and Payable for additional information.

## N. Insurance and Guarantee Program Liabilities

Insurance programs are authorized by law to financially compensate a designated population of beneficiaries by accepting all or part of the risk for losses incurred as a result of an adverse event. Certain consolidation entities with significant insurance and guarantee programs (e.g., PBGC and FDIC) apply FASB standards and are not converted to FASAB standards in consolidation, as permitted by SFFAS No. 47.

PBGC values its liabilities at the PV of future benefits and PV of nonrecoverable future financial assistance using assumptions derived from market-based (FV) annuity prices from insurance companies. Assumptions are selected in accordance with PBGC's best estimate of anticipated experience for expected retirement ages and the cost of administrative expenses.

The PV of future benefits is the estimated liability for future pension benefits that PBGC is or will be obligated to pay the participants of trustee plans and the net liability for plans pending termination and trusteeship. PBGC recognizes a single-employer program liability for trustee or terminated plans and probable plan terminations. The liability is PBGC's best estimate of the losses, net of plan assets, and the PV of expected recoveries (from sponsors and members of their controlled group) for plans that are likely to terminate in the future. PBGC uses assumptions to adjust the value of those future payments to reflect the time value of money (by discounting) and the probability of payment (by means of decrements, such as for death or retirement). PBGC also includes anticipated expenses to settle the benefit obligation in the determination of the PV of future benefits. Significant unobservable inputs are incorporated in the calculation of the PV of future benefits as well. Refer to PBGC's financial statements for additional information.

PBGC recognizes a multiemployer program liability for future financial assistance to insolvent plans and to plans deemed probable to becoming insolvent. Projecting a future insolvency requires considering several complex factors, such as an estimate of future cash flows, future mortality rates, and age of participants not in pay status. In general, if a terminated plan's assets are less than the PV of its liabilities, PBGC considers the plan a probable risk of requiring financial assistance in the future.

FDIC records a liability for FDIC-insured institutions that are likely to fail when the liability is probable and reasonably estimable, absent some favorable event such as obtaining additional capital or merging. The FDIC liability is derived by applying expected failure rates and loss rates to the institutions based on supervisory ratings, balance sheet characteristics, and projected capital levels.

PBGC's exposure to losses from plan terminations and FDIC's exposure to losses from insured institutions that are classified as reasonably possible are disclosed in Note 21—Contingencies.

All other insurance and guarantee programs are accounted for in the consolidated financial statements in accordance with SFFAS No. 51, *Insurance Programs*.

Insurance programs exclude programs that administer direct loans and loan guarantees; qualify as social insurance; are authorized to engage in disaster relief activities; provide grants; provide benefits or assistance based on an individual's or a household's income and/or assets; assume the risk of loss arising from federal government operations; pay claims through an administrative or judicial role for individuals or organizations who claim they have been harmed by a federal entity; indemnify contractors, agreement partners, and other third parties for loss or damage incurred while or caused by work performed for a federal entity; or are workers' or occupational illness compensation programs that compensate current or former employees (or survivors) and certain third parties for injuries and occupational diseases obtained while working for a federal entity.

Per SFFAS No. 51, there are three categories of insurance programs: 1) exchange transaction insurance programs other than life insurance; 2) non-exchange transaction insurance programs; and 3) life insurance programs.

For exchange transaction insurance programs other than life insurance, revenues are recognized when earned over the insurance arrangement period and liabilities are recognized for unearned premiums, unpaid insurance claims, and for losses on remaining coverage. Losses on remaining coverage represent estimated amounts to be paid to settle claims for the period after year-end through the end of insurance coverage in excess of the summation of unearned premiums and premiums due after the end of the reporting period.

For non-exchange transaction insurance programs, revenue is recognized the same as other non-exchange transaction revenue, no unearned premium liability is recorded, and a liability is only recognized for unpaid insurance claims.

For life insurance programs, revenue is recognized when due, and liabilities are recognized for unpaid insurance claims and future policy benefits. The liability for future policy benefits represents the expected PV of future claims to be paid to, or on behalf of, existing policyholders, less the expected PV of future net premiums to be collected from those policyholders. Life insurance programs are disclosed in Note 13—Federal Employee and Veteran Benefits Payable. See Note 16—Insurance and Guarantee Program Liabilities for additional information.

## O. Deferred Maintenance and Repairs

DM&R are maintenance and repairs that were not performed when they should have been or scheduled maintenance and repairs that were delayed or postponed. Maintenance is the act of keeping fixed assets in acceptable condition, including preventative maintenance, normal repairs, and other activities needed to preserve the assets, so they continue to provide acceptable service and achieve their expected life. Maintenance and repairs exclude activities aimed at expanding the capacity of assets or otherwise upgrading them to serve needs different from those originally intended. DM&R are not expensed in the Statements of Net Cost or accrued as liabilities on the Balance Sheet. However, DM&R information is presented in the unaudited RSI section of this report. Please see unaudited RSI—Deferred Maintenance and Repairs for additional information including measurement methods.

## P. Commitments

Commitments reflect binding agreements that may result in the future expenditure of financial resources that are not recognized or not fully recognized on the Balance Sheet and should be disclosed. Examples of commitments include certain long-term leases, undelivered orders, P3s, international or other agreements in support of international economic development, or agreements in support of financial market stability. See Note 20—Commitments for additional information.

## Q. Contingencies

Liabilities for contingencies are recognized on the Balance Sheet when both:

- A past transaction or event has occurred, and
- A future outflow or other sacrifice of resources is probable and measurable.

The estimated contingent liability may be a specific amount or a range of amounts. If some amount within the range is a better estimate than any other amount within the range, then that amount is recognized. If no amount within the range is a better estimate than any other amount, then the minimum amount in the range is recognized and the range and a description of the nature of the contingency is disclosed.

A contingent liability is disclosed if any of the conditions for liability recognition do not meet the above criteria and there is at least a reasonable possibility that a loss may be incurred. See Note 21—Contingencies for additional information.

## R. Funds from Dedicated Collections

Generally, funds from dedicated collections are financed by specifically identified revenues, provided to the government by non-federal sources, often supplemented by other financing sources that remain available over time. These specifically identified revenues and other financing sources are required by statute to be used for designated activities, benefits, or purposes, and must be accounted for separately from the government's general revenues. The three required criteria for a fund from dedicated collections are:

- A statute committing the government to use specifically identified revenues and/or other financing sources that are originally provided to the government by a non-federal source only for designated activities, benefits, or purposes;
- Explicit authority for the fund to retain revenues and/or other financing sources not used in the current period for future use to finance the designated activities, benefits, or purposes; and
- A requirement to account for and report on the receipt, use, and retention of the revenues and/or other financing sources that distinguishes the fund from the government's general revenues.

Funds from dedicated collections on the Statement of Operations and Changes in Net Position are presented on the consolidated basis. The consolidated dedicated collections presentation eliminates balances and transactions between funds from dedicated collections held by the entity. For additional information on funds from dedicated collections, see Note 22—Funds from Dedicated Collections.

## S. Sustainability Financial Statements

The sustainability financial statements are estimates based on economic as well as demographic assumptions presented in Note 24—Long-Term Fiscal Projections and 25—Social Insurance. The sustainability financial statements are not forecasts or predictions. The sustainability financial statements are designed to illustrate the relationship between receipts and expenditures, if current policy is continued. For this purpose, the projections assume, among other things, that scheduled social insurance benefit payments would continue after related trust funds are projected to be depleted, contrary to current law, and that debt could continue to rise indefinitely without severe economic consequences.

SOSI and SCSIA are based on the selection of accounting policies and the application of significant accounting estimates, some of which require management to make significant assumptions. Further, the estimates are based on current conditions and expectations of future conditions. Actual results could differ materially from the estimated amounts. Each statement includes information to assist in understanding the effect of changes in assumptions to the related information.

By accounting convention, General Fund transfers to Medicare Parts B and D reported in the SOSI are eliminated when preparing the government-wide consolidated financial statements. The SOSI shows the projected General Fund transfer(s) as eliminations that, under current law, would be used to finance the remainder of the expenditures in excess of revenues for Medicare Parts B and D that is reported in the SOSI. The SLTFP include all revenues (including general revenues) of the federal government.

## T. Unmatched Transactions and Balances

The reconciliation of the change in net position requires that the difference between ending and beginning net position equals the difference between revenue and cost, plus or minus prior-period adjustments. The unmatched transactions and balances includes unmatched intra-governmental balances on the Balance Sheet and includes unmatched intra-governmental current year transactions on the Statement of Net Cost and the Statement of Operations and Changes in Net Position to reconcile the change in net position to ensure beginning and ending net position equals the difference between revenue and cost, plus or minus prior-period adjustments. Unresolved intra-governmental differences (i.e., unmatched transactions and balances) result in errors in the consolidated financial statements.

The unmatched transactions and balances are needed to balance the accrual-based financial statements. The Statement of Net Cost, the Statement of Operations and Changes in Net Position and the Balance Sheet include specific lines for the unmatched transactions and balances. The primary factors affecting this out of balance situation are:

- Unmatched intra-governmental transactions and balances between federal entities; and
- Errors and restatements in federal entities' reporting.

As intra-governmental transactions and balances reduce to immaterial amounts, the corresponding individual lines in the "Unmatched Transactions and Balances" table are adjusted to remove the differences for the fiscal year. Please refer to the table of "Unmatched Transactions and Balances" in Other Information (Unaudited) for examples of the individual lines.

Refer to the Other Information (unaudited)—Unmatched Transactions and Balances for additional information.

## U. Changes in Accounting Principles

A change in accounting principle results from either adopting a new accounting pronouncement or an entity adopting an allowable alternative accounting principle on the basis that is preferable. Generally, as applicable, changes in accounting principles are shown as an adjustment to beginning net position in the Statement of Operations and Changes in Net Position of the period in which the change is implemented.

Adjustments to beginning net position in FY 2023 and FY 2022 for changes in accounting principles were (\$0.8) billion and (\$4.3) billion, respectively, mostly due to DOD's continued implementation of SFFAS No. 48, *Opening Balances for Inventory, Operating Materials and Supplies, and Stockpile Materials* and SFFAS No. 50, *Establishing Opening Balances for General Property, Plant, and Equipment*.

## V. Corrections of Errors

Corrections of errors in financial statements result from mathematical mistakes, mistakes in the application of accounting principles, or oversight or misuse of facts that existed at the time financial statements were prepared. When preparing comparative financial statements, if the material error occurred in the prior period presented and the effect is known, then the affected line items of the prior period are restated. There were no material corrections of errors identified for fiscal years ending September 30, 2023, and 2022.

## W. Changes in Presentation

Changes in presentation are done to improve clarity of the presentation of the *Financial Report* and include changes since the prior year that are not the result of corrections of errors or changes in accounting principles. In FY 2023, due to a change in presentation of the reported unmatched transactions and balances on the Statement of Net Cost, Statement of Operations and Changes in Net Position, and Unmatched Transactions and Balances in Other Information (unaudited), the FY 2022 Statement of Net Cost was adjusted by \$.1 billion to report the associated unmatched transactions and balances that were previously reported on the Statement of Operations and Changes in Net Position unmatched transactions and balances line and the buy/sell costs that were previously included in the gross cost recorded on the Statement of Net Cost. They are now reported on the standalone unmatched transaction and balances line on the Statement of Net Cost. Additionally, the Unmatched Transactions and Balances in Other Information (unaudited) was updated to show the details of the unmatched transactions and balances by statement. For more information refer to the Statement of Net Cost, Statement of Operations and Changes in Net Position, Reconciliation of Net Operating Cost and Budget Deficit, and Unmatched Transactions and Balances in Other Information (unaudited). The FY 2022 presentation was modified to conform to the FY 2023 presentation.

## X. Fiduciary Activities

Fiduciary activities are the collection or receipt, as well as the management, protection, accounting, investment and disposition by the government of cash or other assets in which non-federal individuals or entities have an ownership interest that the government must uphold. Fiduciary cash and other fiduciary assets are not assets of the government and are not recognized on the Balance Sheet. See Note 23—Fiduciary Activities, for additional information.

## Y. Use of Estimates

The government has made certain estimates and assumptions relating to the reporting of assets, liabilities, revenues, expenses, and the disclosure of contingent liabilities to prepare these financial statements. There are a large number of factors that affect these assumptions and estimates, which are inherently subject to substantial uncertainty arising from the likelihood of future changes in general economic, regulatory, and market conditions. As such, actual results will differ from these estimates and such differences may be material.

Significant transactions subject to estimates are included in the balance of loans receivable, net, federal employee and veteran benefits payable, investments, investments in SPVs, investments in GSEs, tax receivables, receivables from resolution activities, loan guarantee liabilities, depreciation, other actuarial liabilities, cost and earned revenue allocations, as well as contingencies and any related recognized liabilities.

The government recognizes the sensitivity of credit reform modeling to slight changes in some model assumptions and uses regular review of model factors, statistical modeling, and annual reestimates to reflect the most current cost estimate of the credit programs to the U.S. government. *Federal Credit Reform Act of 1990* loan receivables and loan guarantees are disclosed in Note 4—Loans Receivable, Net and Loan Guarantee Liabilities.

Estimates are also used to determine the FV of investments in SPVs and GSEs. The FV of the SPV preferred equity investments is estimated based on a discounted cash flow valuation methodology, whereby the primary input is the PV of the projected annual cash flows associated with these investments. The FV of the GSE senior preferred stock considers forecasted cash flows to equity holders and the traded prices of the other equity securities, including the GSE's common stock and junior preferred stock. The value of the GSE senior preferred stock is estimated by first estimating the FV of the



total equity of each GSE (which, in addition to the GSE senior preferred stock, is comprised of other equity instruments including common stock, common stock warrants, and junior preferred stock). The FV of the GSE total equity is based on a discounted cash flow valuation methodology, whereby the primary input is the PV of the projected quarterly cash flows to equity holders. The FV of the GSEs' other equity instruments are then deducted from its total equity, with the remainder representing the FV of the GSE senior preferred stock.

Factors impacting the FV of the GSE warrants include the nominal exercise price and the large number of potential exercise shares, the market trading of the common stock that underlies the warrants as of September 30, the principal market, and the market participants. Other factors impacting the FV of the GSE warrants include, the holding period risk related directly to the assumption of the amount of time that it will take to sell the exercised shares without depressing the market. For additional information on investments in SPVs and GSEs, see Note 7—Investments and Note 8—Investments in Government-Sponsored Enterprises, respectively.

Treasury performs annual calculations, as of September 30, to assess the need for recording an estimated liability in accordance with SFFAS No. 5, *Accounting for Liabilities of The Federal Government*, and to the government's funding commitment to the GSEs under the SPSPAs. For additional information on investments in GSEs and the amended SPSPAs, see Note 8—Investments in Government-Sponsored Enterprises.

## Z. Credit Risk

Credit risk is the potential, no matter how remote, for financial loss from a failure of a borrower or counterparty to perform in accordance with underlying contractual obligations. The government takes on credit risk when it makes direct loans or guarantees to non-federal entities, provides credits to foreign entities, or becomes exposed to institutions that engage in financial transactions with foreign countries.

The government also takes on credit risk related to committed, but undisbursed direct loans, CARES Act Section 4003 COVID-19 credit program receivables, funding commitments to GSEs, CARES Act Section 4003 Section 13(3) funding provided to Corporate Credit Facility LLC, MSF, MLF, TALF, and other activities. Many of these programs were developed or provided credit support to the pandemic emergency relief programs of the Federal Reserve Board, to provide credit where borrowers are not able to get access to credit with reasonable terms and conditions. These programs expose the government to potential costs and losses. The extent of the risk assumed is described in more detail in the notes to the financial statements, and where applicable, is factored into credit reform models and reflected in FV measurements.

## AA. Treaties and Other International Agreements

For financial reporting purposes, treaties and other international agreements may be understood as falling into three broad categories:

- No present or contingent obligation to provide goods, services, or financial support;
- Present obligation to provide goods, services, or financial support; or
- Contingent obligation to provide goods, services, or financial support.

The proper financial reporting of treaties and other international agreements depends on the probable future outflow or other sacrifice of resources as a result of entering into the agreement.

In many cases, treaties and other international agreements establish frameworks that govern cooperative activities with other countries, but leave to the discretion of the parties whether to engage in any such activities. In other cases, the agreements may contemplate specific cooperative activities, but create no present or contingent obligations to engage in them. Cooperative activities relevant to these treaties and other international agreements fall under the first category, which does not result in the U.S. government incurring any financial liability. Since these treaties and other international agreements have no financial impact, they are not reported or disclosed in this *Financial Report*.

Some treaties and other international agreements fall under the second category, and involve a present obligation, and therefore result in liability recognition. Such present obligation may relate to the U.S. government providing financial and in-kind support, including assessed contributions, voluntary contributions, grants, and other assistance to international organizations in which it participates as a member. Examples of such agreements include those that establish international organizations under which the U.S. government undertakes obligations to pay assessed dues to the organization; grant agreements under which the U.S. government provides foreign assistance funds to other countries; and claims settlement agreements under which the U.S. government agrees to pay specific sums of money to settle claims.

The last category encompasses those treaties or other international agreements which result in contingencies that may require recognition or disclosure in the financial statements. Such contingencies may stem from commitments in a treaty or other international agreement to provide goods, services, or financial support when a future event occurs, or from litigation, claims, or assessments forged by other parties to the agreement. For additional information related to treaties and other international agreements that fall under the last category, refer to Note 21—Contingencies.

## **AB. Public-Private Partnerships**

SFFAS No. 49, *Public-Private Partnerships* establishes principles to ensure that disclosures about applicable P3s are presented in the government's notes to the financial statements. The principles guide entity financial reporting disclosure by establishing a P3 definition and identifying risk-based characteristics that need to exist before considering the P3 arrangement or transaction for disclosure. The standard exempts certain arrangements or transactions from the P3 disclosure requirements, as such exempt arrangements or transactions are subject to existing disclosure requirements in other accounting standards. The P3s that are deemed material to the consolidated financial statements and have met the criteria of SFFAS No. 49, *Public-Private Partnerships* are disclosed. See Note 28—Public-Private Partnerships for additional information.

## Note 2. Cash and Other Monetary Assets

<b>Cash and Other Monetary Assets as of September 30, 2023, and 2022</b>		
(In billions of dollars)	<b>2023</b>	<b>2022</b>
<b>Unrestricted cash:</b>		
Cash held by Treasury for government-wide operations	638.9	617.0
Other	5.9	3.7
Restricted	56.3	46.8
Total cash	<u>701.1</u>	<u>667.5</u>
International monetary assets	195.5	185.3
Gold and silver	11.1	11.1
Foreign currency	14.5	13.9
Total cash and other monetary assets	<u>922.2</u>	<u>877.8</u>

Unrestricted cash includes cash held by Treasury for government-wide operations (operating cash) and all other unrestricted cash held by the federal entities. Operating cash represents balances from tax collections, federal debt receipts, and other various receipts net of cash outflows for federal debt repayments and other payments. Treasury checks outstanding are netted against operating cash until they are cleared by the FR System. Other unrestricted cash not included in Treasury's operating cash balance includes balances representing cash, cash equivalents, and other funds held by entities, such as undeposited collections, deposits in transit, demand deposits, amounts held in trust, and imprest funds.

Restrictions on cash are due to the imposition on cash deposits by law, regulation, or agreement. Restricted cash is primarily composed of cash held by the SAA, which executes Foreign Military Sales. The SAA included \$46.1 billion and \$39.9 billion as of September 30, 2023, and 2022, respectively.

International monetary assets include the U.S. reserve position in the IMF and additional U.S. holdings of SDR. The U.S. reserve position in the IMF (denominated in SDRs) had a U.S. dollar equivalent of \$32.0 billion and \$31.3 billion as of September 30, 2023, and 2022, respectively. Only a portion of the U.S. financial subscription to the IMF is made in the form of reserve assets; the remainder is provided in the form of a letter of credit. The balance available under the letter of credit totaled \$76.6 billion and \$74.4 billion as of September 30, 2023, and 2022 respectively. The total amount of SDR holdings of the U.S. (in addition to the reserve position discussed above) resulting from additional IMF allocations and purchases was the equivalent of \$163.2 billion and \$153.6 billion as of September 30, 2023, and 2022, respectively. For more information regarding the U.S. participation in the IMF and SDR, see Treasury's financial statements and Note 27—Disclosure Entities and Related Parties.

The gold reserves that are held by the government are partially offset by a liability for gold certificates issued by the Secretary to the FRBs at the statutory rate. As of September 30, 2023, and 2022, gold totaling \$11.0 billion per statutory carrying value was pledged as collateral for gold certificates also valued at \$11.0 billion. All the gold certificates issued are payable to the FRBs, and a small portion of gold is in the custody of the FRBs. Additionally, the U.S. Mint holds 100,000 FTOs of gold without certificates. The amount for gold and silver listed in the above table is based on the statutory values which are \$42.2222 per FTO of gold and \$1.2929 per FTO of silver. As of September 30, 2023, and 2022, the number of FTOs of gold and silver held is 261,498,927.0 and 16,000,000.0, respectively. While gold and silver are valued on the Balance Sheet using statutory rates, the market value of gold on the London Fixing was \$1,870.50 and \$1,671.75 per FTO as of September 30, 2023, and 2022, respectively and the market value of silver was \$23.08 and \$19.02 per FTO as of September 30, 2023, and 2022, respectively. Please refer to the financial statements of Treasury for additional information regarding gold reserves and Treasury's liability for gold.

The foreign currency is maintained by Treasury's ESF and various U.S. federal entities as well as foreign banks. Foreign currency is translated into U.S. dollars at the exchange rate at fiscal year-end.

## Note 3. Accounts Receivable, Net

<b>Accounts Receivable, net as of September 30, 2023, and 2022</b>		
(In billions of dollars)	<b>2023</b>	<b>2022</b>
<b>Taxes receivable:</b>		
Taxes receivable, gross	419.4	451.4
Allowance for uncollectible amounts	(228.7)	(205.7)
Taxes receivable, net	190.7	245.7
<b>Other accounts receivable:</b>		
Other accounts receivable, gross	234.6	204.5
Allowance for uncollectible amounts	(105.4)	(93.9)
Other accounts receivable, net	129.2	110.6
Total accounts receivable, net	319.9	356.3

Taxes receivable is listed first above due to being the significant portion of total accounts receivable, and the rest are referred to as other accounts receivable. Other accounts receivable, gross includes related interest receivable of \$4.2 billion and \$2.8 billion as of September 30, 2023, and 2022, respectively.

Treasury comprises approximately 57.7 percent of the government's reported accounts receivable, net, as of September 30, 2023. Treasury accounts for nearly all the reported taxes receivable, which consist of receivables (taxes and associated penalties and interest) supported by a taxpayer agreement, unpaid taxes related to IRC section 965, and deferred payments resulting from the CARES Act. Examples of receivables supported by a taxpayer agreement are the filing of a tax return without sufficient payment or a court ruling in favor of the IRS. Section 965(h) of the IRC requires taxpayers who are shareholders of certain specified foreign corporations to pay a transition tax on foreign earnings as if those earnings had been repatriated to the U.S. IRC 965(h) allows taxpayers to elect to pay their tax on an eight-year installment schedule. Pursuant to the CARES Act, employers, through December 31, 2020, could defer payment, without penalty, of their portions of the Social Security segment of FICA and the employer's and employee representative's share of the Railroad Retirement Tax. Treasury experienced a year over year net decrease of \$53.0 billion primarily due to the reduction in IRC 965(h) and to payments to Treasury of the deferred employer portion of FICA Social Security taxes. Additionally, the \$21 billion increase to Treasury's allowance for uncollectible amounts was largely due to an increase in delinquent taxes receivable inventory.

Pursuant to Section 13(c)(4)(G) of the *Federal Deposit Insurance Act*, on March 12, 2023, the Secretary of the Treasury invoked the statutory systemic risk exception to allow the FDIC to complete its resolution of both Silicon Valley Bank, Santa Clara, California, and Signature Bank, New York, New York, in a manner that protects uninsured depositors. Accordingly, the FDIC imposed a special assessment on all insured depository institutions to recover the loss to the DIF arising from the protection of uninsured depositors. This \$16.3 billion receivable was a factor in the year over year increase to other accounts receivable, gross.

The following entities are the main contributors to the government's reported accounts receivable, net as of September 30, 2023. Refer to each entity's financial statements for additional information:

- Treasury
- HHS
- FDIC
- DOD
- DHS
- SSA
- USDA
- DOI
- DOL
- PBGC
- VA
- DOE
- OPM
- TVA
- DOJ
- USPS
- HUD
- FCC
- SEC
- EPA
- FCSIC

## Note 4. Loans Receivable, Net and Loan Guarantee Liabilities

### Loans Receivable, net as of September 30, 2023

(In billions of dollars)	Loans Receivable, Gross	Interest Receivable	Foreclosed Property	Subsidy Cost Allowance	Loans Receivable, Net	Subsidy Expense (Income) for the Fiscal Year
Federal Direct Student Loans - Education	1,336.2	83.4	-	(388.7)	1,030.9	(116.5)
Disaster Assistance Loans - SBA	311.3	13.3	-	(53.9)	270.7	34.4
Federal Housing Admin Loans - HUD	61.8	25.8	0.7	(17.6)	70.7	(0.1)
Electric Loans - USDA	56.5	0.2	-	0.7	57.4	(1.3)
FDIC (acting in its capacity as receiver) <sup>1</sup>	50.0	0.1	-	-	50.1	-
Federal Family Education Loans - Education	79.0	20.9	-	(60.5)	39.4	2.3
All other programs	190.1	4.2	0.8	(19.2)	175.9	2.0
Total loans receivable	<u>2,084.9</u>	<u>147.9</u>	<u>1.5</u>	<u>(539.2)</u>	<u>1,695.1</u>	<u>(79.2)</u>

<sup>1</sup>Treasury purchased a \$50 billion note issued by a trust created by FDIC in its receivership capacity and guaranteed by FDIC in its corporate capacity.

### Loans Receivable, net as of September 30, 2022

(In billions of dollars)	Loans Receivable, Gross	Interest Receivable	Foreclosed Property	Subsidy Cost Allowance	Loans Receivable, Net	Subsidy Expense (Income) for the Fiscal Year
Federal Direct Student Loans - Education	1,341.8	86.7	-	(611.9)	816.6	385.4
Disaster Assistance Loans - SBA	367.0	14.8	-	(61.5)	320.3	43.0
Federal Housing Admin Loans - HUD	53.8	20.9	0.5	(14.3)	60.9	(0.1)
Electric Loans - USDA	53.9	-	-	(2.2)	51.7	0.7
Federal Family Education Loans - Education	80.3	21.6	-	(62.1)	39.8	10.8
All other programs	159.6	4.0	0.8	(19.6)	144.8	0.1
Total loans receivable	<u>2,056.4</u>	<u>148.0</u>	<u>1.3</u>	<u>(771.6)</u>	<u>1,434.1</u>	<u>439.9</u>

### Loans Receivable

Loans receivable consists primarily of direct loans disbursed by the government, receivables related to guaranteed loans that have defaulted, and certain receivables for guaranteed loans that the government has purchased from lenders. Direct loans are used to promote the nation's welfare by making financing available to segments of the population not served adequately by non-federal institutions, or otherwise providing for certain activities or investments. For those unable to afford

credit at the market rate, federal credit programs provide subsidies in the form of direct loans offered at an interest rate lower than the market rate.

The amount of the long-term cost of post-1991 direct loans equals the subsidy cost allowance for direct loans as of September 30. The amount of the long-term cost of pre-1992 direct loans equals the allowance for subsidy amounts (or PV allowance) for direct loans. The long-term cost is based on all direct loans disbursed in this fiscal year and previous years that are outstanding as of September 30. It includes the subsidy cost of these direct loans estimated as of the time of loan disbursement and subsequent adjustments such as modifications, reestimates, amortizations, and write-offs.

Loans receivable, net includes related interest and foreclosed property. Foreclosed property is property that is transferred from borrowers to a federal credit program, through foreclosure or other means, in partial or full settlement of post-1991 direct loans or as compensation for losses that the government sustained under post-1991 loan guarantees. Please refer to the financial statements of HUD, USDA, and VA for additional information regarding foreclosed property.

The total subsidy expense/(income) is the cost recognized during the fiscal year. It consists of the subsidy expense/(income) incurred for direct loans disbursed during the fiscal year, for modifications made during the fiscal year of direct loans outstanding, and for upward or downward reestimates as of the end of the fiscal year. This expense/(income) is included in the Statements of Net Cost.

The majority of loans receivable programs are provided by Education, SBA, HUD, and USDA. For additional information regarding the direct loan programs listed in the tables above, please refer to the financial statements of the entities.

Education has loan programs that are authorized by Title IV of the *Higher Education Act of 1965*. The William D. Ford Federal Direct Loan Program (referred to as the Direct Loan Program), was established in FY 1994 and offers four types of educational loans: Stafford, Unsubsidized Stafford, Parent Loan for Undergraduate Students, and consolidation loans. With this program, the government makes loans directly to students and parents through participating institutions of higher education. Education disbursed approximately \$122.3 billion in direct loans to eligible borrowers in FY 2023 and approximately \$120.4 billion in FY 2022. In FY 2023, there was a \$214.3 billion increase in Education's Federal Direct Loan program primarily due to the combination of 1) broad based debt relief announced in FY 2022 causing a decrease in the net loans receivable reported in FY 2022; and 2) an increase in the net loans receivable balance during FY 2023 largely due to a downward modification to reverse the inclusion of student loan debt relief as a result of the Supreme Court's ruling on June 30, 2023. In FY 2023, there were also upward modifications of \$23.3 billion related to COVID-19 administrative actions. In addition, Education stopped all federal wage garnishments and collection actions for borrowers with federally held loans in default. For additional information regarding the CARES Act refer to the financial statements of Education and Note 29—COVID-19 Activity.

The SBA makes loans to microloan intermediaries and provides a direct loan program that assists homeowners, renters and businesses recover from disasters. SBA's Disaster Assistance Loan Program makes direct loans to disaster survivors under four categories: physical disaster loans to repair or replace damaged homes and personal property; physical disaster loans to businesses of any size; EIDLs to eligible small business and nonprofit organizations without credit available elsewhere; and economic injury loans to eligible small businesses affected by essential employees called up to active duty in the military reserves. In FY 2023, SBA's credit program receivables saw a decrease of \$49.6 billion from FY 2022 from a decrease in direct disaster loans as a result of disaster lending activity returning to a comparable level with the pre-pandemic period due to the EIDL program no longer approving loans for COVID-19 in FY 2023, recoupment of loans previously dispersed, and current year write-offs.

HUD's loans receivable balance largely comprises defaulted single-family mortgages and reverse mortgages that were insured by FHA. In addition, HUD finances mortgages and provides loans to support construction and rehabilitation of low-rent housing, principally for the elderly and disabled.

USDA's Rural Development offers direct loans with unique missions to bring prosperity and opportunity to rural areas. The Rural Housing programs provide affordable, safe, and sanitary housing and essential community facilities to rural communities. Rural Utility programs help improve the quality of life in rural areas through a variety of loan programs for electric energy, telecommunications, and water and environmental projects.

In FY 2023, Treasury purchased a \$50 billion note guaranteed by the FDIC in its corporate capacity as deposit insurer and regulator. FDIC as Receiver for the First Republic Bank created a trust and sold a PMN to the trust. JPMorgan had issued the PMN to the FDIC as Receiver for the First Republic Bank in connection with the resolution of the First Republic Bank and JPMorgan's acquisition of certain assets and liabilities of First Republic Bank. The PMN, which matures in 2028, is full-recourse to JPMorgan and is collateralized by a pool of mortgage loans acquired by JPMorgan through the related receivership and sale of First Republic Bank. Cash flows from the PMN will be used to repay the principal and interest due on the Treasury-purchased note issued by the trust. The Treasury-purchased note principal is due to Treasury from the trust on May 4, 2028, with semi-annual interest payments at 4.445% beginning May 2024. The Treasury-purchased note is recorded at cost (\$50 billion) and considered to be fully collectable by Treasury based on the following factors: 1)

JPMorgan's strength as a counterparty and commitment under the PMN; 2) over-collateralization of the PMN's underlying collateral; 3) a funded reserve account to cover shortfalls in interest owed on the Treasury-purchased note relative to the PMN; and 4) an option to prepay the note at par prior to maturity. For information on additional receivership activity see Note 30—Subsequent Events.

All other programs saw an increase of \$31.2 billion in FY 2023 largely due to fluctuations in loan programs for HUD, DOT, and DFC. The increase in HUD's Other Non-Credit Reform Loans of \$19.5 billion is primarily due to Ginnie Mae's new Home Equity Conversion Mortgage portfolio, as a result of the Reverse Mortgage Funding issuer default.

<b>Loan Guarantee Liabilities as of September 30, 2023, and 2022</b>								
	<b>Loan Guarantee Liabilities</b>		<b>Principal Amount of Loans Under Guarantee</b>		<b>Principal Amount Guaranteed by the U.S.</b>		<b>Subsidy Expense (Income) for the Fiscal Year</b>	
	<b>2023</b>	<b>2022</b>	<b>2023</b>	<b>2022</b>	<b>2023</b>	<b>2022</b>	<b>2023</b>	<b>2022</b>
(In billions of dollars)								
Federal Housing Administration Loans - HUD	(32.6)	(39.8)	1,669.1	1,533.7	1,481.3	1,368.0	(2.2)	(37.8)
Small Business Loans	7.9	25.7	165.5	187.9	140.3	163.8	(1.1)	(5.0)
Federal Family Education Loans - Education	10.9	10.4	80.6	98.6	80.6	98.6	5.3	11.2
Veterans Housing Benefit Programs	9.1	9.9	994.7	940.9	250.1	237.3	(4.5)	(2.2)
All other guaranteed loan programs	0.1	0.2	189.0	195.0	172.3	178.3	(1.6)	(2.3)
Total loan guarantee liabilities	<u>(4.6)<sup>1</sup></u>	<u>6.4</u>	<u>3,098.9</u>	<u>2,956.1</u>	<u>2,124.6</u>	<u>2,046.0</u>	<u>(4.1)</u>	<u>(36.1)</u>

<sup>1</sup>Loan guarantees are recorded as a liability except when cash inflows are expected to exceed cash outflows on a PV basis. This results in a negative loan guarantee that is reported as an asset on the Balance Sheet.

## Loan Guarantee Liabilities

Loan guarantee programs are also used to promote the nation's welfare by making financing available to segments of the population not served adequately by non-federal institutions, or otherwise providing for certain activities or investments. For those to whom non-federal financial institutions are reluctant to grant credit because of the high risk involved, federal credit programs guarantee the payment of these non-federal loans and absorb the cost of defaults.

The amount of the long-term cost of post-1991 loan guarantees outstanding equals the liability for loan guarantees as of September 30. The amount of the long-term cost of pre-1992 loan guarantees equals the allowance for subsidy amounts (or PV allowance) and the liability for loan guarantees. The long-term cost is based on all guaranteed loans disbursed in this fiscal year and previous years that are outstanding as of September 30. It includes the subsidy cost of the loan guarantees estimated as of the time of loan disbursement and subsequent adjustments such as modifications, reestimates, amortizations, and write-offs.

The total subsidy expense/(income) is the cost of loan guarantees recognized during the fiscal year. It consists of the subsidy expense/(income) incurred for guaranteed loans disbursed during the fiscal year, for modifications made during the fiscal year of loan guarantees outstanding, and for upward or downward reestimates as of the end of the fiscal year of the cost of loan guarantees outstanding. This expense/(income) is included in the Statements of Net Cost.

The majority of the loan guarantee programs are provided by HUD, SBA, Education and VA. For additional information regarding the guaranteed loan programs listed in the tables above, please refer to the financial statements of the entities.

HUD's Office of Housing promotes equal housing opportunities. It includes FHA who provides mortgage insurance on mortgages for single family mortgage loans made by FHA-approved lenders as well as providing mortgage insurance on multifamily rental housing, healthcare facilities and single-family Title I manufactured housing and property improvement loans. FHA strives to meet the needs of many first-time and minority homebuyers who, without the FHA guarantee, may find mortgage credit to be unaffordable or simply unavailable. These programs are a critical component of FHA's efforts to meet the nation's need for decent, safe, and affordable housing. FHA's total loan guarantee subsidy expense increased by \$35.7 billion in FY 2023, primarily due to a smaller downward reestimate in FY 2023 as compared to FY 2022.

The SBA provides guarantees that help small businesses obtain bank loans and licensed companies to make investments in qualifying small businesses. Their business loan programs include the Loan Guaranty program in which the SBA guaranties up to 90 percent of the amount of loans made by participating banks and other lending institutions to eligible small businesses not able to obtain credit elsewhere. The CARES Act added the PPP which was designed to provide a direct incentive for small businesses to keep their workers on the payroll. SBA's Loan Guaranty Liabilities decreased \$17.8 billion primarily because of claim payments to lenders and miscellaneous recoveries in FY 2023, which are mostly attributable to PPP purchase guarantee and forgiveness payments. As of September 2023, over 10.6 million applications have been submitted requesting PPP loan forgiveness, with nearly \$760.0 billion total forgiveness paid. Approximately 96 percent of total PPP loan value has been forgiven, in full or in part.

Education has loan programs that are authorized by Title IV of the *Higher Education Act of 1965*. The FFEL Program was established in FY 1965 and operates through state and private, nonprofit guaranty agencies that provided loan guarantees on loans made by private lenders to eligible students. The *Student Aid and Fiscal Responsibility Act*, which was enacted as part of the *Health Care Education and Reconciliation Act of 2010* (P.L. 111-152), eliminated the authority to guarantee new FFEL after June 30, 2010.

VA operates the following loan guarantee programs: Housing Guaranteed Loans and Loan Sale Guarantees. The Home Loans program provides loan guarantees to veterans, service members, qualifying dependents, and limited non-veterans to purchase homes and retain homeownership with favorable market terms.



## Note 5. Inventory and Related Property, Net

<b>Inventory and Related Property, net as of September 30, 2023, and 2022</b>		
(In billions of dollars)	<b>2023</b>	<b>2022</b>
Inventory held for current sale	77.7	76.3
Inventory held in reserve for future sale	1.0	0.9
Inventory and operating material and supplies held for repair	77.8	78.3
Inventory—excess, obsolete, and unserviceable	0.8	0.8
Operating materials and supplies held for use	168.0	163.5
Operating materials and supplies held in reserve for future use	30.4	29.7
Operating materials and supplies—excess, obsolete, and unserviceable	0.6	0.6
Stockpile materials held in reserve for future use	69.5	59.4
Stockpile materials held for sale	1.0	2.1
Other related property	6.8	5.5
Allowance for loss	(10.6)	(10.2)
Total inventory and related property, net	<u>423.0</u>	<u>406.9</u>

Inventory and related property, net includes inventory, OM&S, stockpile materials, forfeited property, commodities, seized property, and foreclosed property. DOD comprises approximately 80.7 percent of the government's inventory and related property, net as of September 30, 2023.

Inventory is tangible personal property that is either held for sale, in the process of production for sale, or to be consumed in the production of goods for sale or in the provision of services for a fee. Examples of inventory include raw materials, finished goods, spare and repair parts, clothing and textiles, and fuels.

Inventory is categorized as one of the following:

- Held for current sale – includes items currently for sale or transfer to either entities outside the federal government, or other federal entities.
- Held in reserve for future sale – includes items being held for sale or transfer to either entities outside the federal government or other federal entities in the future.
- Held for repair – items that require servicing to make them suitable for sale or use.
- Excess, obsolete, and unserviceable – stock that exceeds the demand expected in the normal course of operations, items that are no longer needed, and damaged items.

OM&S consists of tangible personal property to be consumed in normal operations (e.g., spare and repair parts, ammunition, and tactical missiles) and is categorized as one of the above categories or in the additional listed category below:

- Held in reserve for future sale or use – items maintained because they are not readily available in the market or because there is more than a remote chance that they will eventually be needed.

Stockpile materials are strategic and critical materials held due to statutory requirements for use in national defense, conservation, or local/national emergencies. Stockpile materials are not held with the intent of selling in the ordinary course of business and are restricted unless released by congressional action. Once authorized, the materials (e.g., ores, metals, alloys, and medical supplies) are reclassified to held for sale. Refer to the financial statements of DOD, DOE, and HHS for additional information regarding stockpile materials.

Other related property includes the following:

- Forfeited property consists of monetary instruments, intangible property, real property, and tangible personal property acquired through forfeiture proceedings; property acquired by the government to satisfy a tax liability; and unclaimed and abandoned merchandise. Please refer to the financial statements of DOJ and Treasury for additional information regarding forfeited property.
- Goods acquired under price support and stabilization programs are referred to as commodities. Commodities are items of commerce or trade having an exchange value. Please refer to the financial statements of USDA for additional information regarding commodities.

- Seized property includes monetary instruments, real property, and tangible personal property of others in the actual or constructive possession of the custodial entity. For additional information on seized property, refer to the financial statements of DOJ and Treasury.
- Foreclosed property consists of any asset received in satisfaction of a loan receivable or as a result of payment of a claim under a guaranteed or insured loan (excluding commodities acquired under price support programs). For additional information on foreclosed property, see Note 4—Loans Receivable, Net and Loan Guarantee Liabilities and refer to the financial statements of USDA, VA, and HUD.

Additional information concerning inventory and related property can be obtained from the financial statements of DOD, DOE, Treasury, HHS, and DHS.

## Note 6. General Property, Plant, and Equipment, Net

### General Property, Plant, and Equipment, net as of September 30, 2023, and 2022

	Accumulated Depreciation/ Amortization			Accumulated Depreciation/ Amortization		
	Cost	Net	Net	Cost	Net	Net
(In billions of dollars)	2023			2022		
Buildings, structures, and facilities	754.0	448.7	305.3	720.0	421.6	298.4
Furniture, fixtures, and equipment	1,457.6	891.3	566.3	1,442.5	868.2	574.3
Construction in progress	297.8	N/A	297.8	260.4	N/A	260.4
Internal use software	69.3	43.3	26.0	66.1	40.9	25.2
Land	22.9	N/A	22.9	22.4	N/A	22.4
Other general property, plant, and equipment	36.5	19.8	16.7	35.2	18.4	16.8
Total general property, plant, and equipment, net	2,638.1	1,403.1	1,235.0	2,546.6	1,349.1	1,197.5

Note: "N/A" indicates not applicable.

General PP&E consists of tangible assets, including land. Internal use software, land rights, assets acquired through capital leases, and leasehold improvements are also included. DOD comprises approximately 67.4 percent of the government's reported general PP&E, net as of September 30, 2023. DOD continues to implement SFFAS No. 50, *Establishing Opening Balances for General Property, Plant, and Equipment* which permits alternative methods in establishing opening balances for general PP&E and has elected to exclude land and land rights. The total acreage excluded was 23,463,823 as of September 30, 2023, and 22,958,006 as of September 30, 2022. Differences year over year are due to DOD understating general PP&E due to asset balances that had a change in acquisition cost, change in acquisition date, retrospective depreciation adjustments, and unrecorded asset transfers in prior years.

The following entities are the main contributors to the government's reported general PP&E net of \$1,235.0 billion as of September 30, 2023. Please refer to each entity's financial statements for additional information.

- DOD
- DOE
- GSA
- DOC
- Treasury
- HHS
- DOI
- USPS
- DHS
- USDA
- SSA
- NASA
- VA
- TVA
- State
- DOJ
- DOT

Certain PP&E are multi-use heritage assets, see Note 26—Stewardship Property, Plant, and Equipment for additional information on multi-use heritage assets. Please refer to DM&R and Land and Permanent Land Rights located in the unaudited RSI for information concerning the estimated maintenance and repair costs related to PP&E and the federal estimated acreage by predominant use.

## Note 7. Investments

<b>Investments as of September 30, 2023</b>					
(In billions of dollars)	<b>Level 1</b>	<b>Level 2</b>	<b>Level 3</b>	<b>Other</b>	<b>Total</b>
<b>Pension Benefit Guaranty Corporation:</b>					
Asset backed/mortgage backed securities	-	11.6	-	-	11.6
Corporate bonds and other	-	17.2	-	-	17.2
International fixed maturity securities	-	6.2	-	-	6.2
Equity securities	3.5	0.1	-	9.8	13.4
Pooled funds	-	-	-	1.3	1.3
Real estate and real estate investment trusts	1.1	-	-	0.5	1.6
Other securities	-	7.3	0.3	2.1	9.7
Total Pension Benefit Guaranty Corporation	4.6	42.4	0.3	13.7	61.0
<b>National Railroad Retirement Investment Trust:</b>					
U.S. equity	7.1	-	-	-	7.1
Non-U.S. equity	5.5	-	-	-	5.5
Private equity	-	-	-	3.6	3.6
Global fixed income	0.1	2.2	-	0.5	2.8
Global real assets	0.3	-	-	2.6	2.9
Absolute return mandates	-	-	-	0.9	0.9
Opportunistic mandates	-	-	-	0.6	0.6
Total National Railroad Retirement Investment Trust	13.0	2.2	-	8.2	23.4
<b>Department of the Treasury:</b>					
Investments in Special Purpose Vehicles	-	-	15.1	-	15.1
Other Investments	3.8	-	2.9	-	6.7
Total Department of the Treasury	3.8	-	18.0	-	21.8
<b>Tennessee Valley Authority:</b>					
Commingled funds measured at net asset value	-	-	-	2.1	2.1
Equity securities	1.3	-	-	-	1.3
Corporate debt securities	-	1.4	-	-	1.4
Private equity measured at net asset value	-	-	-	2.4	2.4
Private real assets measured at net asset value	-	-	-	1.5	1.5
Private credit measured at net asset value	-	-	-	0.9	0.9
Other securities	0.6	1.3	0.1	0.5	2.5
Total Tennessee Valley Authority	1.9	2.7	0.1	7.4	12.1
Department of Defense	-	-	-	9.4	9.4
Smithsonian Institution	0.5	-	-	2.0	2.5
All other	-	-	-	0.6	0.6
Total investments	23.8	47.3	18.4	41.3	130.8

<b>Investments as of September 30, 2022</b>					
(In billions of dollars)	<b>Level 1</b>	<b>Level 2</b>	<b>Level 3</b>	<b>Other</b>	<b>Total</b>
<b>Pension Benefit Guaranty Corporation:</b>					
Asset backed/mortgage backed securities	-	9.7	-	-	9.7
Corporate bonds and other	-	18.3	-	-	18.3
International fixed maturity securities	0.1	5.8	-	-	5.9
Equity securities	2.8	-	-	9.7	12.5
Pooled funds	-	-	-	2.2	2.2
Real estate and real estate investment trusts	1.1	-	-	0.4	1.5
Other securities	-	4.8	0.3	2.3	7.4
Total Pension Benefit Guaranty Corporation	4.0	38.6	0.3	14.6	57.5
<b>Department of the Treasury:</b>					
Investments in Special Purpose Vehicles	-	-	17.8	-	17.8
Other Investments	3.9	-	2.9	-	6.8
Total Department of the Treasury	3.9	-	20.7	-	24.6
<b>National Railroad Retirement Investment Trust:</b>					
U.S. equity	6.4	-	-	-	6.4
Non-U.S. equity	4.9	-	-	-	4.9
Private equity	-	-	-	3.8	3.8
Global fixed income	-	2.1	-	0.5	2.6
Global real assets	0.3	-	-	2.5	2.8
Absolute return mandates	-	-	-	1.0	1.0
Opportunistic mandates	-	-	-	0.7	0.7
Total National Railroad Retirement Investment Trust	11.6	2.1	-	8.5	22.2
<b>Tennessee Valley Authority:</b>					
Commingled funds measured at net asset value	-	-	-	2.4	2.4
Equity securities	1.2	-	-	-	1.2
Corporate debt securities	-	1.4	-	-	1.4
Private equity measured at net asset value	-	-	-	1.9	1.9
Private real assets measured at net asset value	-	-	-	1.5	1.5
Private credit measured at net asset value	-	-	-	0.6	0.6
Other securities	0.7	1.3	0.1	0.5	2.6
Total Tennessee Valley Authority	1.9	2.7	0.1	6.9	11.6
Department of Defense	-	-	-	11.4	11.4
Smithsonian Institution	0.5	-	-	2.1	2.6
All other	-	-	0.1	0.3	0.4
Total investments	21.9	43.4	21.2	43.8	130.3

PBGC, NRRIT, TVA, and Smithsonian apply financial accounting and reporting standards issued by FASB and such entities, as permitted by SFFAS No. 47, *Reporting Entity* are consolidated into the U.S. government's consolidated financial statements without conversion to accounting and reporting standards issued by FASAB. PBGC, NRRIT, and TVA also hold investments in Treasury securities which are not included in the above tables, as such investments are eliminated in consolidation.

PBGC insures pension benefits of participants in covered single-employer and multiemployer defined benefit pension plans and values its financial assets at estimated FV consistent with the standards issued by FASB. PBGC's investments are used to pay future benefits of covered participants.

NRRIT on behalf of the RRB, manages and invests railroad retirement assets that are to be used to pay retirement benefits to the nation's railroad workers under the Railroad Retirement System. As an investment company, NRRIT is subject to accounting standards for investment companies issued by FASB.

Treasury's investments consist of foreign currency holdings invested in interest bearing securities issued or held through foreign governments or monetary authorities, SPVs, and common stock warrants that include non-federal investment holdings acquired pursuant to the establishment of emergency relief programs in response to the COVID-19 pandemic that are valued at FV. Common stock warrants provide Treasury with the right to purchase shares of common stock of either publicly or non-publicly traded air carriers.

TVA's investments consist of amounts held in the Nuclear Decommissioning Trust, Asset Retirement Trust, Supplemental Executive Retirement Plan, Deferred Compensation Plan, and Restoration Plan. TVA's qualified benefit pension plan is funded with qualified plan assets.

Certain other investments reported by DOD represent joint ventures with private developers constructing or improving military housing on behalf of the department. Refer to Note 28—Public-Private Partnerships for additional information.

Please refer to PBGC, NRRIT, TVA, Treasury, DOD, and Smithsonian's financial statements for additional information on these investments and FV measurement.

### Investments in Special Purpose Vehicles

The SPVs were established by FRBNY and FRBB for the purpose of making loans, purchasing debt, and other commercial paper of eligible entities affected by COVID-19. The valuation to estimate the investment's FV incorporates forecasts, projections, and cash flow analyses. Changes in valuation, including impairments, are deemed usual and recurring and thus are recorded as exchange transactions on the Statement of Net Cost and investments on the Balance Sheet. For additional information regarding the recording of revenue and the changes in valuation refer to Treasury's financial statements.

Certain lending facilities were implemented through SPVs, which consist of the MSF, MLF, and TALF. The MSF supports lending to small and medium-sized businesses that were in sound financial condition before the onset of the COVID-19 pandemic and have good post-pandemic prospects. The MLF helps state and local governments manage cash flow pressures while continuing to serve households and businesses in their communities. The TALF supports the flow of credit to consumers and businesses for purposes of stabilizing the U.S. financial system. As of January 8, 2021, the SPVs have ceased purchasing of loan participations, eligible notes, and no new credit extensions have been made. For additional information regarding the SPVs refer to Treasury's financial statements and to Note 27—Disclosure Entities and Related Parties.

### Fair Value Measurement

Investments are recorded at FV and have been categorized based upon a FV hierarchy, in accordance with FASB ASC Topic 820. FV is a market-based measurement. For some assets, observable market transactions or market information might be available. For other assets, observable market transactions and market information might not be available. However, the objective of a FV measurement in both cases is the same—to estimate the price at which an orderly transaction to sell the asset would take place between market participants at the measurement date under current market conditions.

When a price for an identical asset is not observable, a reporting entity measures FV using another valuation technique that maximizes the use of relevant observable inputs and minimizes the use of unobservable inputs. Because FV is a market-based measurement, it is measured using the assumptions that market participants would use when pricing the asset, including assumptions about risk. As a result, a reporting entity's intention to hold an asset is not relevant when measuring FV.

The measurement of FV of an asset is categorized with different levels of FV hierarchy as follows:

- Level 1—Unadjusted quoted prices in active markets for identical assets that the reporting entity can access at the measurement date.
- Level 2—Inputs other than quoted prices included with Level 1 that are based on observable market data (quoted prices for similar assets or liabilities in active markets, quoted prices for identical or similar assets or liabilities in inactive markets), or that are either directly or indirectly observable for substantially the full term of the asset or liability.
- Level 3—Inputs that are both unobservable and significant to the overall FV measurement.
- Other—This category contains investments in certain commingled funds and partnerships that are measured at FV using NAV practical expedient that are not classified within the FV hierarchy and joint ventures. Please refer to PBGC, NRRIT, TVA, and Smithsonian's financial statements for additional information on investments priced by

NAV per share (or its equivalent) practical expedient and DOD's financial statements for additional information about joint ventures.

## Note 8. Investments in Government-Sponsored Enterprises

### Investments in GSEs as of September 30, 2023

(In billions of dollars)	Gross Investments	Cumulative Valuation Gain/(Loss)	Fair Value
Fannie Mae senior preferred stock	190.4	(55.9)	134.5
Freddie Mac senior preferred stock	114.4	(12.7)	101.7
Fannie Mae warrants common stock	3.1	(0.4)	2.7
Freddie Mac warrants common stock	2.3	(0.8)	1.5
Total investments in GSEs	<u>310.2</u>	<u>(69.8)</u>	<u>240.4</u>

### Investments in GSEs as of September 30, 2022

(In billions of dollars)	Gross Investments	Cumulative Valuation Gain/(Loss)	Fair Value
Fannie Mae senior preferred stock	177.7	(62.0)	115.7
Freddie Mac senior preferred stock	106.6	(2.1)	104.5
Fannie Mae warrants common stock	3.1	(0.9)	2.2
Freddie Mac warrants common stock	2.3	(1.0)	1.3
Total investments in GSEs	<u>289.7</u>	<u>(66.0)</u>	<u>223.7</u>

Congress established Fannie Mae and Freddie Mac as GSEs to provide stability and increase liquidity in the secondary mortgage market and to promote access to mortgage credit throughout the nation. A key function of the GSEs is to purchase mortgages, package those mortgages into securities, which are subsequently sold to investors, and guarantee the timely payment of principal and interest on these securities.

Congress passed the *Housing and Economic Recovery Act of 2008* (P.L. 110-289) in July 2008 in response to the financial crisis that year and the increasingly difficult conditions in the housing market which challenged the soundness and profitability of the GSEs and thereby threatened to undermine the entire housing market. This Act created FHFA, with enhanced regulatory authority over the GSEs, and provided the Secretary of the Treasury with certain authorities intended to ensure the financial stability of the GSEs, if necessary. In September 2008, FHFA placed the GSEs under conservatorship and Treasury invested in the GSEs by entering into a SPSPA with each GSE. These actions were taken to preserve the GSEs' assets, ensure a sound and solvent financial condition, and mitigate systemic risks that contributed to market instability.

The purpose of such actions is to maintain the solvency of the GSEs so they can continue to fulfill their vital roles in the mortgage market while the Administration and Congress determine what structural changes should be made to the housing finance system. Draws under the SPSPAs would result in an increased investment in the GSEs as further discussed below. Under SFFAS No. 47, *Reporting Entity* criteria, Fannie Mae and Freddie Mac were owned or controlled by the government only as a result of: a) regulatory actions (such as organizations in receivership or conservatorship); or b) other government intervention actions. Under the regulatory or other intervention actions, the relationship with the government was and is not expected to be permanent. These entities are classified as disclosure entities based on their characteristics as a whole. Accordingly, these entities are not consolidated into the government's consolidated financial statements; however, the value



of the investments in these entities, changes in value, and related activity with these entities are included in the government's consolidated financial statements. The net change in valuations of the GSEs include both liquidation preference adjustments and changes in FV, both of which are discussed below and are included on the Statement of Net Cost.

### Senior Preferred Stock Purchase Agreements

In return for committing to maintain the GSEs' solvency by making a quarterly advance of funds to each GSE in an amount equal to any excess of the GSEs' total liabilities over its total assets as of the end of the previous quarter, Treasury initially received from each GSE: 1) 1,000,000 shares of non-voting variable liquidation preference senior preferred stock with a liquidation preference value of \$1,000 per share; and 2) a non-transferable warrant for the purchase, at a nominal cost, of 79.9 percent of common stock on a fully-diluted basis. The warrants expire on September 7, 2028. Treasury was entitled to distributions on the senior preferred stock equal to 10.0 percent per annum fixed rate dividend on the total liquidation preference (as discussed below). This dividend structure was changed in the third amendment in August 2012 to a variable equivalent to the GSEs' positive net worth above a capital reserve amount. The capital reserve amount was initially set at \$3.0 billion for calendar year 2013 and, upon nearing its scheduled decline to zero, was reset at \$3.0 billion in calendar year 2017. On September 27, 2019, Treasury and FHFA amended the SPSPAs to increase the capital reserve amounts of Fannie Mae and Freddie Mac to \$25.0 billion and \$20.0 billion, respectively. In exchange, Treasury's liquidation preference in each GSE was scheduled to gradually increase quarterly up to the adjusted capital reserve amounts based on the quarterly earnings of each GSE.

On January 14, 2021, Treasury and FHFA further amended the SPSPAs to replace the prior variable dividend with an alternative compensation plan for Treasury that permits the GSEs to continue their recapitalization efforts, as prescribed by the GSE capital framework finalized by FHFA in 2020. Under the amended SPSPAs, each GSE is permitted to retain capital until the GSE has achieved its regulatory minimum capital requirement, including buffers (i.e., the capital reserve end date), at which point its cash dividend obligations will resume along with the obligation to pay a periodic commitment fee. As compensation to Treasury for the replacement of the variable dividend, the liquidation preference of Treasury's senior preferred stock in each GSE will increase by the amount of retained capital until each GSE has achieved its capital reserve end date.

Additionally, the January 14 amendment, among other things, imposed restrictions on certain GSE business activities, including purchases of loans backed by investment properties, second homes, and multifamily properties, and on purchases of loans with multiple high-risk characteristics or for cash consideration. On September 14, 2021, Treasury and FHFA agreed to suspend certain business activity restrictions added to the SPSPAs by the January 14 amendment while FHFA undertakes a review of the extent to which these requirements are redundant or inconsistent with existing FHFA standards, policies, and directives. The suspension will terminate six months after Treasury notifies the GSEs. As of September 30, 2023, Treasury has not provided notice to GSEs to terminate the suspension.

For the fiscal year ended September 30, 2023, Treasury's liquidation preference in Fannie Mae and Freddie Mac increased by \$12.6 billion and \$7.9 billion, respectively. For the fiscal year ended September 30, 2022, Treasury's liquidation preference in Fannie Mae and Freddie Mac increased by \$19.1 billion and \$11.7 billion, respectively. The GSEs will not pay a quarterly dividend until after the capital reserve end date. Treasury received no cash dividends for the fiscal years ended September 30, 2023, and 2022, as the GSEs had not achieved their capital reserve end date as of September 30, 2023, and their positive net worth was below the permitted capital reserve amounts as of September 30, 2023.

The SPSPAs, which have no expiration date, require that Treasury will disburse funds to either GSE if, at the end of any quarter, the FHFA determines that the liabilities of either GSE exceed its assets. Draws from Treasury under the SPSPAs are designed to ensure that the GSEs maintain positive net worth, with a fixed maximum amount available to each GSE under this agreement established as of December 31, 2012 (refer to the "Contingent Liability to GSEs" section below and Note 21—Contingencies). Draws against the funding commitment of the SPSPAs do not result in the issuance of additional shares of senior preferred stock; instead, they increase the liquidation preference of the initial 1,000,000 shares by the amount of the draw. The combined cumulative liquidation preference totaled \$305.0 billion and \$284.0 billion as of September 30, 2023, and 2022, respectively. There were no payments to the GSEs for the fiscal years ended September 30, 2023, and 2022.

## Senior Preferred Stock and Warrants for Common Stock

In determining the FV of the senior preferred stock and warrants for common stock, Treasury relied on the GSEs' public filings and press releases concerning their financial statements, as well as non-public, long-term financial forecasts, monthly summaries, quarterly credit supplements, independent research regarding preferred stock trading, independent research regarding the GSEs' common stock trading on the Over-The-Counter Market, discussions with each of the GSEs and FHFA, and other information pertinent to the valuations. Because the senior preferred stock is not publicly traded, there is no comparable trading information available. The fair valuation of the senior preferred stock relies on significant Level 3 unobservable inputs that reflect assumptions about the expectations that market participants would use in pricing.

The FV of the senior preferred stock considers forecasted cash flows to equity holders and the traded prices of the other equity securities, including the GSEs' common stock and junior preferred stock. The FV of the senior preferred stock-as measured by unobservable and observable inputs-increased as of September 30, 2023, when compared to September 30, 2022. Fannie Mae's senior preferred stock drove this increase primarily due to higher projected cash flows and a decrease in credit-related expenses.

Factors impacting the FV of the warrants include the nominal exercise price and the large number of potential exercise shares, the market prices and trading volumes of the underlying common stock as of September 30, the principal market, and the market participants. Other factors impacting the FV include, among other things, the holding period risk related directly to the assumption of the amount of time that it will take to sell the exercised shares without depressing the market. The FV of the warrants-as measured by observable inputs-increased at the end of FY 2023, when compared to FY 2022, primarily due to increases in the Level 1 FV measurement of the market price of the underlying common stock of each GSE.

## Estimation Factors

Treasury's forecasts concerning the GSEs may differ from actual experience. Estimated senior preferred values and future draw amounts will depend on numerous factors that are difficult to predict including, but not limited to, changes in government policy with respect to the GSEs, the business cycle, inflation, home prices, unemployment rates, interest rates, changes in housing preferences, home financing alternatives, availability of debt financing, market rates of guarantee fees, outcomes of loan refinancings and modifications, new housing programs, and other applicable factors.

## Contingent Liability to GSEs

As part of the annual process undertaken by Treasury, a series of long-term financial forecasts are prepared to assess, as of September 30, the likelihood and magnitude of future draws to be required by the GSEs under the SPSPAs within the forecast time horizon. Treasury used 25-year financial forecasts prepared through years 2048 and 2047 in assessing if a contingent liability was required as of September 30, 2023, and 2022, respectively. If future payments under the SPSPAs are deemed to be probable within the forecast horizon, and Treasury can reasonably estimate such payment, Treasury will accrue a contingent liability to the GSEs to reflect the forecasted equity deficits of the GSEs. Treasury does not discount this accrued contingent liability, nor take into account any of the offsetting dividends that could be received, as the dividends, if any, would be owed directly to the General Fund. Treasury will adjust such recorded accruals in subsequent years as new information develops or circumstances change.

Based on Treasury's annual assessment, there were no probable future funding draws as of September 30, 2023, and 2022, and thereby no accrued contingent liability. However, as of September 30, 2023, it is reasonably possible that a period of sustained economic and housing market volatility could potentially cause the GSEs to generate quarterly losses of sufficient magnitude to result in future funding draws against the funding commitment. Due to challenges quantifying future market volatility or the timing, magnitude, and likelihood of such events, Treasury could not estimate the total amount of this reasonably possible future funding liability as of September 30, 2023, and 2022. There were no payments to the GSEs for fiscal years ended September 30, 2023, and 2022. At September 30, 2023, and 2022, the maximum remaining contractual commitment to the GSEs for the remaining life of the SPSPAs was \$254.1 billion. Subsequent funding draws will reduce the remaining commitments. Refer to Note 20—Commitments for a full description of other commitments and risks.

In assessing the need for an estimated contingent liability, Treasury relied on the GSEs' public filings and press releases, including their financial statements, monthly business summaries, and quarterly credit supplements, as well as non-public, long-term financial forecasts, the FHFA House Price Index, discussions with each of the GSEs and FHFA, and other information pertinent to the liability estimates. The forecasts prepared in assessing the need for an estimated contingent liability as of September 30, 2023, include two potential scenarios, with varying assumptions regarding the continuation of the GSEs' new business activities, including purchasing mortgage loans and issuing new guaranteed MBS. The forecasts as of September 30, 2023, also assumed the maintenance of the GSEs' retained mortgage portfolios below the maximum permitted under the amended SPSPAs.

## Regulatory Environment

To date, Congress has not passed legislation nor has FHFA taken action to end the GSEs' conservatorships. The GSEs continue to operate under the direction of FHFA as conservator.

The *Temporary Payroll Tax Cut Continuation Act of 2011* (P.L. 112-78) was funded by an increase of ten basis points in the GSEs' guarantee fees (referred to as "the incremental fees") which began in April 2012 and extended by the *Infrastructure Investment and Jobs Act of 2021* (P.L. 117-58) through September 30, 2032. The incremental fees are remitted to Treasury and not retained by the GSEs and, thus, do not affect the profitability of the GSEs. For fiscal years ended 2023 and 2022, the GSEs remitted to Treasury incremental fees totaling \$6.2 billion and \$5.8 billion, respectively.

## Note 9. Advances and Prepayments

### Advances and Prepayments as of September 30, 2023, and 2022

(In billions of dollars)	2023	2022
Department of the Treasury	171.9	225.2
Department of Health and Human Services	45.1	39.2
All other	35.7	33.7
Total advances and prepayments	<u>252.7</u>	<u>298.1</u>

Advances and prepayments are assets that represent funds disbursed in contemplation of the future performance of services, receipt of goods, the incurrence of expenditures, or the receipt of other assets. These include advances to contractors, grantees, Medicare providers, and state, local, territorial, and tribal governments; travel advances; and prepayments for items such as rents, taxes, insurance, royalties, commissions, and supplies.

Until such time as the goods or services are received, contract terms are met or progress has been made, or prepaid expenses expired these should be recorded as assets. Any amounts that are subject to a refund at the time of completion should be transferred to accounts receivable.

Treasury had a large decrease to advances and prepayments due to additional liquidation of advances primarily paid to state, local, territorial, and tribal governments pursuant to the COVID-19 related legislations enacted during FY 2021 and 2020.

## Note 10. Other Assets

### Other Assets as of September 30, 2023, and 2022

(In billions of dollars)	2023	2022
FDIC receivables from resolution activity, net	158.4	0.6
Regulatory assets	14.3	15.2
Other	22.7	21.9
Total other assets	<u>195.4</u>	<u>37.7</u>

Other assets are miscellaneous assets that are not reported elsewhere on the Balance Sheet (e.g., receivables from resolution activity, regulatory assets, investments, and costs related to special projects).

FDIC insures the deposits of insured depository institutions and resolves failed institutions upon appointment of FDIC as receiver. FDIC, as receiver, is responsible for managing and disposing of the assets of failed institutions in an orderly and efficient manner. The receivables from resolutions result from payments to cover insured depositors of failed institutions, advances to resolution entities (receiverships, conservatorships, and bridge institutions) for working capital, and administrative expenses paid on behalf of resolution entities. Assets held by resolution entities are the main source of repayment of FDIC's receivables from resolution activity. Estimates are made for the valuation of the assets held by resolution entities to compute the allowance for credit losses, including FDIC's estimate of future payments on losses incurred on assets sold to an acquiring institution under a shared-loss agreement. Multiple insured institutions failed throughout FY 2023, including Silicon Valley Bank, Signature Bank of New York, First Republic Bank, and Heartland Tri-State Bank. These failures caused the net of receivables from resolution activity to increase from \$0.6 billion as of September 30, 2022, to \$158.4 billion as of September 30, 2023.

The FDIC's estimated cash recoveries are based on asset recovery rates from several sources, which may include the following: actual or pending institution-specific asset disposition data, failed institution-specific asset valuation data, aggregate asset valuation data on several recently failed or troubled institutions, sampled asset valuation data, and empirical asset recovery data based on failures since 2007. Methodologies for determining the asset recovery rates incorporate estimating future cash recoveries, net of applicable liquidation cost estimates, and discounting based on market-based risk factors applicable to a given asset's type and quality. The resulting estimated asset recoveries are then used to derive the allowance for credit losses on the receivables from these resolutions. Estimated asset recoveries on assets in liquidation are regularly evaluated during the year but remain subject to uncertainties because of potential changes in economic and market conditions, which may cause the actual recoveries to vary significantly from current estimates. Losses on the covered assets are shared between the acquirer of the failed institution and the FDIC, in its receivership capacity, of the failed institution when losses occur through the sale, foreclosure, loan modification, or write-down of loans in accordance with the terms of the shared-loss agreement. The agreements cover a seven- to eight-year period with the receiver covering 50 to 95 percent of the losses incurred by the acquiring bank. The estimated shared-loss liability is accounted for by the receiver and is included in the calculation of the allowance for credit losses against the corporate receivable from the resolution. The allowance for credit losses increased from \$50.0 billion as of September 30, 2022, to \$67.1 billion as of September 30, 2023.

DOE and TVA record regulatory assets in accordance with FASB ASC Topic 980, *Regulated Operations*. The provisions of this standard require that regulated enterprises reflect rate actions of the regulator in their financial statements, when appropriate. These rate actions can provide reasonable assurance of the existence of an asset, reduce or eliminate the value of an asset, or impose a liability on a regulated enterprise. In order to defer incurred costs under FASB ASC Topic 980, a regulated entity must have the statutory authority to establish rates that recover all costs, and those rates must be charged to and collected from customers. If rates should become market-based, FASB ASC Topic 980 would no longer be applicable, and all the deferred costs under that standard would be expensed. DOE's BPA is responsible for repaying Treasury for transmission and power-generating assets owned by other entities based on this deferred cost. Other regulatory assets for DOE include BPA's fixed schedule of benefit payments for investor-owned utility customers, repayment of debt for terminated nuclear projects, and deferred energy conservation measures relating to fish and wildlife. TVA's regulatory assets represent incurred costs that have been deferred because such costs are probable of future recovery in customer rates.

Items included in other are investments in MDB, DOC's cost contribution to buildout/continuing enhancement of the NPSBN, DOE's operating non-federal generation, and derivative assets. Additional information concerning other assets can be obtained from the financial statements of FDIC, DOE, TVA, Treasury, DOC, and OPM.

## Note 11. Accounts Payable

<b>Accounts Payable as of September 30, 2023, and 2022</b>		
(In billions of dollars)	<b>2023</b>	<b>2022</b>
Department of Defense	44.0	37.4
Security Assistance Accounts	16.9	17.5
Department of the Treasury	8.6	8.4
General Services Administration	6.9	6.3
Department of Energy	6.2	5.1
Department of Agriculture	4.3	2.5
Department of Veterans Affairs	4.3	5.0
Department of Education	3.9	4.5
Department of Homeland Security	3.2	3.2
Department of State	3.1	2.9
U.S. Agency for International Development	3.1	3.1
Department of Justice	2.8	2.7
U.S. Postal Service	2.3	2.3
All other	14.6	13.7
Total accounts payable	<u>124.2</u>	<u>114.6</u>

Accounts payable includes amounts due for goods and property ordered and received, services rendered by other than federal employees, cancelled appropriations for which the U.S. government has contractual commitments for payment, and non-debt related interest payable.

## Note 12. Federal Debt and Interest Payable

<b>Federal Debt and Interest Payable as of September 30, 2023, and 2022 (held by the public)</b>					
(In billions of dollars)	2022	Net Change	2023	Average Interest Rate	
				2023	2022
<b>Treasury securities:</b>					
<b>Marketable securities:</b>					
Treasury bills	3,643.7	1,615.6	5,259.3	5.4%	2.5%
Treasury notes	13,696.5	28.4	13,724.9	2.1%	1.6%
Treasury bonds	3,867.7	372.5	4,240.2	3.1%	3.0%
Treasury inflation-protected securities (TIPS)	1,839.8	95.1	1,934.9	0.6%	0.5%
Treasury floating rate notes (FRN)	625.9	(50.4)	575.5	5.0%	3.3%
Total marketable Treasury securities	23,673.6	2,061.2	25,734.8		
Nonmarketable securities	625.6	(30.3)	595.3	3.7%	2.7%
Net unamortized premiums/(discounts)	(71.7)	(47.0)	(118.7)		
Total Treasury securities, net (public)	24,227.5	1,983.9	26,211.4		
<b>Agency securities:</b>					
Tennessee Valley Authority	19.0	0.3	19.3		
Total agency securities, net of unamortized premiums and discounts	19.0	0.3	19.3		
Accrued interest payable	81.5	35.5	117.0		
Total federal debt and interest payable	24,328.0	2,019.7	26,347.7		
Types of marketable securities:					
Bills—Short-term obligations issued with a term of 1 year or less.					
Notes—Medium-term obligations issued with a term of 2-10 years.					
Bonds—Long-term obligations of more than 10 years.					
TIPS—Term of 5 years or more.					
FRN—Term of 2 years.					

Federal debt held by the public consists of securities outside the government held by individuals, corporations, state or local governments, FRBs, foreign governments, and other non-federal entities. The above table details government borrowing primarily to finance operations and shows marketable and nonmarketable securities at face value less net unamortized premiums and discounts including accrued interest.

Securities that represent federal debt held by the public are issued primarily by Treasury and include:

- Interest-bearing marketable securities (bills, notes, bonds, inflation-protected, and FRN).
- Interest-bearing nonmarketable securities (Government Account Series held by fiduciary and certain deposit funds, foreign series, SLGS, domestic series, and savings bonds).
- Non-interest-bearing marketable and nonmarketable securities (matured and other).

In FY 2020, Treasury expanded its domestic series to include a new special nonmarketable Treasury security, known as a SPV security. Treasury issued these securities to SPVs, which were established by the Federal Reserve to implement its



emergency lending facilities under Section 13(3) of the Federal Reserve Act to respond to the COVID-19 pandemic. An SPV security is a demand deposit certificate of indebtedness for which interest accrues daily and is paid at redemption. The total amount of SPV redemptions in FY 2023 and 2022 was \$4.0 billion and \$7.0 billion, including \$0.5 billion and \$0.1 billion in capitalized interest, respectively. There were no new issuances of SPV securities in FY 2023 and 2022. As of September 30, 2023, and 2022, the total amount of SPV securities outstanding was \$11.9 billion and \$15.4 billion, respectively.

Gross federal debt, with some adjustments, is the sum of debt held by the public and intra-governmental debt holdings (discussed on the next page) and is subject to a statutory ceiling (i.e., the debt limit). Prior to 1917, Congress approved each debt issuance. In 1917, to facilitate planning in World War I, Congress and the President first enacted a statutory dollar ceiling for federal borrowing. With the *Public Debt Act of 1941* (P.L. 77-7), Congress and the President set an overall limit of \$65.0 billion on Treasury debt obligations that could be outstanding at any one time; since then, Congress and the President have enacted a number of debt limit increases.

Beginning in FY 2021 and continuing into FY 2022 and again in FY 2023, Treasury faced two delays in raising the debt limit that required it to depart from its normal debt management procedures and invoke legal authorities to avoid exceeding the statutory debt limit. During these periods, extraordinary actions taken by Treasury resulted in federal debt securities not being issued to certain federal government accounts with the securities being restored, including lost interest, to the affected government accounts subsequent to the end of the delay period. During the first delay, Treasury took extraordinary actions from August 2, 2021, through December 15, 2021. On October 14, 2021, P.L. 117-50 was enacted, which raised the statutory debt limit by \$480.0 billion, from \$28,401.5 billion to \$28,881.5 billion. Even with this increase, extraordinary measures continued for Treasury to manage below the debt limit. On December 16, 2021, P.L. 117-73 was enacted, increasing the debt limit by \$2,500.0 billion, from \$28,881.5 billion to \$31,381.5 billion. Due to a second delay in raising the statutory debt limit, Treasury took extraordinary actions from January 19, 2023, through June 2, 2023. On June 3, 2023, P.L. 118-5 was enacted suspending the debt limit through January 1, 2025.

As of September 30, 2023, and 2022, outstanding debt obligations subject to the statutory debt limit was \$33,070.5 billion and \$30,869.3 billion, respectively. The debt subject to the limit includes Treasury securities held by the public (shown in the above table) and intra-governmental debt holdings (shown in the following table), with some adjustments. From FY 2022 to FY 2023, interest on Treasury securities held by the public increased from \$496.5 billion to \$678.0 billion. This \$181.5 billion increase primarily resulted from an increase in the outstanding debt held by the public and an increase in the average interest rate (see table above), which were offset by a decrease in inflation adjustments.

<b>Intra-governmental Debt Holdings: Federal Debt Securities Held as Investments by Government Accounts as of September 30, 2023, and 2022</b>			
(In billions of dollars)	2022	Net Change	2023
Social Security Administration, Federal Old-Age and Survivors Insurance Trust Fund	2,723.6	(49.9)	2,673.7
Department of Defense, Military Retirement Fund	1,194.7	172.1	1,366.8
Office of Personnel Management, Civil Service Retirement and Disability Fund	1,011.7	24.9	1,036.6
Department of Defense, Medicare-Eligible Retiree Health Care Fund	322.0	32.2	354.2
Department of Health and Human Services, Federal Hospital Insurance Trust Fund	177.4	17.0	194.4
Department of Health and Human Services, Federal Supplementary Medical Insurance Trust Fund	168.0	(8.5)	159.5
Social Security Administration, Federal Disability Insurance Trust Fund	114.7	28.2	142.9
Department of Housing and Urban Development, FHA, Mutual Mortgage Insurance Capital Reserve Account	119.9	13.2	133.1
Department of Transportation, Highway Trust Fund	127.5	(11.8)	115.7
Federal Deposit Insurance Corporation, Deposit Insurance Fund	125.5	(41.2)	84.3
Department of Labor, Unemployment Trust Fund	73.6	8.2	81.8
Pension Benefit Guaranty Corporation	55.6	5.6	61.2
Department of Energy, Nuclear Waste Disposal Fund	56.6	3.9	60.5
Office of Personnel Management, Employees Life Insurance Fund	51.0	1.5	52.5
Office of Personnel Management, Postal Service Retiree Health Benefits Fund	35.6	(3.6)	32.0
Office of Personnel Management, Employees Health Benefits Fund	27.3	(1.7)	25.6
U.S. Postal Service, Postal Service Fund	20.9	1.1	22.0
National Credit Union Share Insurance Fund	20.7	0.9	21.6
Department of State, Foreign Service Retirement and Disability Fund	20.7	0.4	21.1
Department of Housing and Urban Development, Guarantees of Mortgage-Backed Securities Capital Reserve Account	18.4	2.6	21.0
Department of Transportation, Airport and Airway Trust Fund	10.8	5.8	16.6
Department of the Treasury, ESF	18.4	(3.7)	14.7
Department of the Interior, Abandoned Mine Reclamation Fund	14.4	0.3	14.7
Pension Benefit Guaranty Corporation Deposit Fund	13.7	(2.4)	11.3
Environmental Protection Agency, Hazardous Substance Superfund	9.4	1.6	11.0
Army Corps of Engineers, Harbor Maintenance Trust Fund	9.4	1.0	10.4
All other programs and funds	88.3	9.6	97.9
Subtotal	6,629.8	207.3	6,837.1
Total net unamortized premiums/(discounts) for intra-governmental	88.7	(49.8)	38.9
Total intra-governmental debt holdings, net	6,718.5	157.5	6,876.0

Intra-governmental debt holdings represent the portion of the gross federal debt held as investments by government entities such as trust funds, revolving funds, and special funds.

Government entities that held investments in Treasury securities include trust funds that have funds from dedicated collections. For additional information on funds from dedicated collections, see Note 22—Funds from Dedicated Collections. These intra-governmental debt holdings are eliminated in the consolidation of these financial statements.

## Note 13. Federal Employee and Veteran Benefits Payable

### Federal Employee and Veteran Benefits Payable as of September 30, 2023, and 2022

(In billions of dollars)	Civilian		Military		Total	Total
	2023	2022	2023	2022	2023	2022
Pension benefits	2,756.7	2,556.0	2,616.5	2,513.5	5,373.2	5,069.5
Veterans compensation and burial benefits	N/A	N/A	7,095.8	5,965.1	7,095.8	5,965.1
Post-retirement health benefits	396.7	427.4	1,125.2	1,045.0	1,521.9	1,472.4
Veterans education and training benefits	N/A	N/A	197.5	170.0	197.5	170.0
Life insurance benefits	66.3	62.9	3.6	3.9	69.9	66.8
FECA benefits	26.7	25.9	7.1	7.1	33.8	33.0
Unfunded leave	10.4	10.3	16.8	16.6	27.2	26.9
Liability for other benefits	1.8	1.8	6.3	6.4	8.1	8.2
<b>Total federal employee and veteran benefits payable</b>	<b>3,258.6</b>	<b>3,084.3</b>	<b>11,068.8</b>	<b>9,727.6</b>	<b>14,327.4</b>	<b>12,811.9</b>

Note: "N/A" indicates not applicable.

The government offers its employees retirement and other benefits, as well as health and life insurance. The liabilities for these benefits, which include both actuarial amounts and amounts due and payable to beneficiaries and health care carriers, apply to current and former civilian and military employees. The actuarial accrued liability represents an estimate of the PV of the cost of benefits that have accrued, determined based on future economic and demographic assumptions. Actuarial accrued liabilities can vary widely from year to year, due to actuarial gains and losses that result from changes to the assumptions and from experience that has differed from prior assumptions.

OPM administers the largest civilian pension and post-retirement health benefits plans. DOD and VA administer the military pension and post-retirement health benefit plans. Other significant pension plans with more than \$10.0 billion in actuarial accrued liability include those of Foreign Service (State), TVA, and HHS's Public Health Service Commissioned Corps Retirement System. Please refer to the financial statements of the entities listed for additional information regarding their pension plans and other benefits.

In accordance with SFFAS No. 33, *Pension, Other Retirement Benefits, and Other Postemployment Benefits: Reporting the Gains and Losses from Changes in Assumptions and Selecting Discount Rates and Valuation Dates*, entities are required to separately present gains and losses from changes in long-term assumptions used to estimate liabilities associated with pensions, ORB, and OPEB on the Statement of Net Cost. SFFAS No. 33 also provides a standard for selecting the discount rate assumption for PV estimates of federal employee pension, ORB, and OPEB liabilities. The SFFAS No. 33 standard for selecting the discount rate assumption requires it be based on a historical average of interest rates on marketable Treasury securities consistent with the cash flows being discounted. Additionally, SFFAS No. 33 provides a standard for selecting the valuation date for estimates of federal employee pension, ORB, and OPEB liabilities that establishes a consistent method for such measurements. This SFFAS No. 33 does not apply to the FECA program.

To provide a sustainable, justifiable data resource for the affected entities, Treasury developed a model and methodology for developing these interest rates in FY 2014.<sup>1</sup> The model is based on the methodology used to produce the HQM yield curve pursuant to the *Pension Protection Act of 2006*. As of July 2014, Treasury began releasing interest rate yield curve data using this new Treasury's TNC yield curve, which is derived from Treasury notes and bonds. The TNC yield curve provides information on Treasury nominal coupon issues and the methodology extrapolates yields beyond 30 years through 100 years maturity. The TNC yield curve is used to produce a Treasury spot yield curve (a zero coupon curve), which provides the basis for discounting future cash flows.

In addition to the benefits presented in this note, federal, civilian, and military employees and federal entities contribute to the TSP. The TSP is administered by an independent government entity, the FRTIB, which is charged with operating the

<sup>1</sup> Treasury's HQM resource is available at: <https://home.treasury.gov/data/treasury-coupon-issues-and-corporate-bond-yield-curves/treasury-coupon-issues>.

TSP prudently and solely in the interest of the participants and their beneficiaries. Please refer to Note 23—Fiduciary Activities for additional information on the TSP.

## Pension Benefits

Change in Pension Benefits  (In billions of dollars)	Civilian		Military		Total	
	2023	2022	2023	2022	2023	2022
	Actuarial accrued pension liability, beginning of fiscal year	2,556.0	2,361.8	2,513.5	1,933.6	5,069.5
<b>Pension expense:</b>						
Prior (and past) service costs from plan amendments or new plans	-	-	-	-	-	-
Normal costs	64.5	55.9	62.7	38.0	127.2	93.9
Interest on liability	66.8	64.6	70.2	55.6	137.0	120.2
Actuarial (gains)/losses (from experience)	22.9	96.0	33.3	112.9	56.2	208.9
Actuarial (gains)/losses (from assumption changes)	154.2	142.9	11.2	376.7	165.4	519.6
Other	-	(63.7)	-	63.6	-	(0.1)
Total pension expense	308.4	295.7	177.4	646.8	485.8	942.5
Less benefits paid	(107.7)	(101.5)	(74.4)	(66.9)	(182.1)	(168.4)
Actuarial accrued pension liability, end of fiscal year	<u>2,756.7</u>	<u>2,556.0</u>	<u>2,616.5</u>	<u>2,513.5</u>	<u>5,373.2</u>	<u>5,069.5</u>

Significant Long-Term Economic Assumptions Used in Determining Pension Liability and the Related Expense	Civilian				Military	
	2023		2022		2023	2022
	FERS	CSRS	FERS	CSRS		
Rate of interest	3.00%	2.40%	2.90%	2.30%	2.90%	2.80%
Rate of inflation	2.60%	2.60%	2.00%	2.00%	2.60%	2.30%
Projected salary increases	2.10%	2.10%	1.60%	1.60%	2.60%	2.30%
Cost of living adjustment	2.30%	2.60%	1.80%	2.00%	2.60%	2.30%

## Civilian Employees' Pension

OPM administers the largest civilian pension plan, which covers substantially all full-time, permanent civilian federal employees. This plan includes two components of defined benefits, the CSRS and the FERS. The basic benefit components of the CSRS and the FERS are financed and operated through the CSRDF, a trust fund. CSRDF monies are generated primarily from employees' contributions, federal entity contributions, payments from the General Fund, and interest on investments in Treasury securities. As of September 30, 2023, USPS has accrued, but not paid OPM, \$22.7 billion in CSRS and FERS retirement benefit expenses since 2014. USPS made a partial payment of \$0.6 billion and \$0.5 billion in 2023 and 2022, respectively, towards the required payment for FERS amortization. In order for USPS to preserve liquidity and to ensure the ability to fulfill its primary universal service mission was not placed at undue risk, USPS has not made all of the required payments for FERS or CSRS amortization. The cost of each year's payment, including defaulted payments, along with other benefit program costs, are included in USPS' net cost for that year in the consolidated Statements of Net Cost. The liability is not included on the government-wide Balance Sheet due to the USPS liability being eliminated with OPM's corresponding receivable.

The civilian pension liability increased by \$200.7 billion, primarily due to higher inflation and salary increase assumptions.

## Military Employees' Pensions

The Military Retirement System consists of a funded, noncontributory, defined benefit plan for military personnel (Services of Army, Navy, Air Force, Marine Corps, Space Force, and the USCG) with an entry date prior to January 1, 2018 and the BRS, generally for military personnel with an entry date on or after January 1, 2018. The defined benefit plan includes non-disability retired pay, disability retired pay, survivor annuity programs, Concurrent Retirement and Disability Pay, and Combat-Related Special Compensation. The Service Secretaries may approve immediate non-disability retired pay at any age with credit of at least 20 years of active duty service. Reserve retirees must be at least 60 years old and have at least 20 qualifying years of service before retired pay commences; however, in some cases, the age can be less than 60 if the reservist performs certain types of active service. P.L. 110-181 and P.L. 113-291 includes provisions for a three-month reduction in the reserve retirement age from age 60 for each aggregate of 90 days of certain active-duty service served in any fiscal year after January 28, 2008, or in any two consecutive fiscal years after September 30, 2014. However, in no case may the retirement age drop below age 50. There is no vesting of defined benefits before non-disabled retirement. There are distinct non-disability benefit formulas related to four populations within the Military Retirement System: Final Pay, High-3, Career Status Bonus/Redux, and the BRS enacted in the NDAA for FY 2016, effective January 1, 2018. The BRS is a retirement benefit merging aspects of both a defined benefit annuity with a defined contribution account, through the TSP. The date an individual enters the military generally determines which retirement system they would fall under and if they have the option to select, via a one-time irrevocable election, their retirement system. Military personnel with a start date on or after January 1, 2018 are automatically enrolled in BRS. Although all members serving as of December 31, 2017 were grandfathered under the prior retirement system, Active Duty, National Guard and Reserve personnel meeting established criteria may have opted into BRS during calendar year 2018. Under the BRS, retiring members are given the option to receive a portion of their retired pay annuity in the form of a lump sum distribution. For additional information on these benefits, see DOD's Office of Military Compensation website <https://militarypay.defense.gov>.

The DOD MRF was established by P.L. 98-94 (currently 10 U.S.C. §1461-1467) and accumulates funds to finance, on an accrual basis, the liabilities of DOD military retirement and survivor benefit programs. This fund receives income from three sources: monthly normal cost payments from the services to pay for DOD's portion of the current year's service cost; annual payments from Treasury to amortize the unfunded liability and pay for the increase in the normal cost attributable to Concurrent Receipt (certain beneficiaries with combat-related injuries who are receiving payments from VA) per P.L. 108-136; and investment income.

The [NDAA for FY 2021, §§ 8224-8225](#) requires the USCG be covered by the MRF no later than the beginning of FY 2023. For additional information regarding DOD's USCG actuarial liability, please refer to DOD's financial statements.

DOD's Office of the Actuary calculates the actuarial liability annually using economic and demographic assumptions about the future (e.g., mortality and retirement rates). The \$103.0 billion increase in the Military Retirement Pension liability is primarily attributable to interest on the liability and normal cost.

The VA provides eligible veterans and/or their dependents with pension benefits if the veteran died, is over age 65 or is totally disabled, based on annual eligibility reviews. Unlike a traditional pension program, VA pension is only available to veterans who meet the financial means test. As such, only the amounts currently due and payable are reflected as a liability on VA's balance sheet, which is consistent with federal accounting standards. No actuarial liability is recognized for the NPV of projected future benefit payments.

## Veterans Compensation and Burial Benefits

<b>Change in Veterans Compensation and Burial Benefits</b>						
(In billions of dollars)	<b>Compensation</b>		<b>Burial</b>		<b>Total</b>	
	<b>2023</b>	<b>2022</b>	<b>2023</b>	<b>2022</b>	<b>2023</b>	<b>2022</b>
Actuarial accrued liability, beginning of fiscal year	5,953.4	4,291.7	11.7	10.6	5,965.1	4,302.3
<b>Current year expense:</b>						
Prior (and past) service costs from program amendments or new programs during the period	468.7	7.0	-	-	468.7	7.0
Interest on the liability balance	167.9	126.6	0.3	0.3	168.2	126.9
Actuarial (gains)/losses (from experience)	86.3	144.6	(0.1)	(0.4)	86.2	144.2
Actuarial (gains)/losses (from assumption changes)	549.2	1,505.2	0.2	1.5	549.4	1,506.7
Total current year expense	1,272.1	1,783.4	0.4	1.4	1,272.5	1,784.8
Less benefits paid	(141.5)	(121.7)	(0.3)	(0.3)	(141.8)	(122.0)
Actuarial accrued liability, end of fiscal year	<u>7,084.0</u>	<u>5,953.4</u>	<u>11.8</u>	<u>11.7</u>	<u>7,095.8</u>	<u>5,965.1</u>

<b>Significant Long-Term Economic Assumptions Used in Determining Veterans Compensation and Burial Benefits as of September 30, 2023, and 2022</b>		
	<b>2023</b>	<b>2022</b>
Discount Rate, Single Equivalent	2.87%	2.82%
Long-Term COLA Rate	2.40%	2.40%

The government compensates disabled veterans and their survivors. Veterans' compensation is payable as a disability benefit or a survivor's benefit. Entitlement to compensation depends on the veterans' disabilities incurred in or aggravated during active military service, death while on duty, or death resulting from service-connected disabilities after active duty.

Eligible veterans who die or are disabled during active military service-related causes, as well as their dependents, and dependents of service members who died during active military service, receive compensation benefits. In addition, service members who die during active military service and veterans who separated under other than dishonorable conditions are provided with a burial flag, headstone/marker, and grave liner for burial in a VA national cemetery or are provided a burial flag, headstone/marker and a plot allowance for burial in a private cemetery. These benefits are provided under 38 U.S.C., Part 2, §2301-2308, in recognition of a veteran's military service and are recorded as a liability in the period the requirements are met.

Several significant actuarial assumptions were used in the valuation of compensation and burial benefits to calculate the PV of the liability. A liability was recognized for the projected benefit payments to: 1) those beneficiaries, including veterans and survivors, currently receiving benefit payments; 2) current veterans who are expected in the future to become beneficiaries of the compensation program; and 3) a proportional share of those in active military service as of the valuation date who are expected to be future veterans and to become beneficiaries of the compensation program. Future benefit payments to survivors of those veterans in classes 1, 2, and 3 above are also incorporated into the projection.

The veterans' compensation and burial benefits liability is developed on an actuarial basis. It is impacted by interest on the liability balance, experience gains or losses, changes in actuarial assumptions, prior service costs, and amounts paid for costs included in the liability balance.

The actuarial liability for compensation and burial benefits as of September 30, 2023, was \$7.1 trillion, which represents an increase of \$1.1 trillion from September 30, 2022, liability of \$6.0 trillion. This increase was primarily the result of actuarial losses from assumption changes and prior (past) service costs from program amendments or new programs during the period, which together increased the liability by \$1.0 trillion.

In FY 2023, VA conducted in-depth experience studies and refined several assumptions and methods within the compensation and burial model. These refinements led to an overall increase from assumption changes of \$549.4 billion in the compensation and burial liability as of September 30, 2023.

On August 10, 2022, the PACT Act, P.L. 117-168, was signed into law expanding and extending eligibility for VA benefits and health care for veterans with toxic exposures and veterans of the Vietnam, Gulf War and Post-9/11 eras. The PACT Act is the most significant expansion of benefits for toxic exposed veterans in more than 30 years. Provisions of the PACT Act that directly impact compensation benefits include the addition of over 20 presumptive medical conditions from exposures to burn pits and other toxins. VA reviewed the requirements for estimating the liability impact of the new law in accordance with SFFAS No. 5, *Accounting for Liabilities of the Federal Government* and determined that the impact on the compensation liability is measurable using disability compensation claims data to establish an estimate liability impact of the PACT Act.

In FY 2023, VA assessed the impact of the PACT Act and applied certain updates to the disability compensation model. These modifications led to an increase of \$468.7 billion as prior service costs from plan amendments to the disability compensation liability as of September 30, 2023.

## Post-Retirement Health Benefits

<b>Change in Post-Retirement Health Benefits</b>						
(In billions of dollars)	<b>Civilian</b>		<b>Military</b>		<b>Total</b>	
	<b>2023</b>	<b>2022</b>	<b>2023</b>	<b>2022</b>	<b>2023</b>	<b>2022</b>
Actuarial accrued post-retirement health benefits liability, beginning of fiscal year	427.4	427.3	1,045.0	868.7	1,472.4	1,296.0
<b>Post-Retirement health benefits expense:</b>						
Prior (and past) service costs from plan amendments or new plans	-	(28.3)	-	-	-	(28.3)
Normal costs	18.6	21.3	33.7	25.4	52.3	46.7
Interest on liability	13.1	13.5	30.9	29.0	44.0	42.5
Actuarial (gains)/losses (from experience)	(1.9)	0.4	(38.8)	(5.6)	(40.7)	(5.2)
Actuarial (gains)/losses (from assumption changes)	(43.0)	10.2	78.3	150.2	35.3	160.4
Total post-retirement health benefits expense	(13.2)	17.1	104.1	199.0	90.9	216.1
Less claims paid	(17.5)	(17.0)	(23.9)	(22.7)	(41.4)	(39.7)
Actuarial accrued post-retirement health benefits liability, end of fiscal year	<u>396.7</u>	<u>427.4</u>	<u>1,125.2</u>	<u>1,045.0</u>	<u>1,521.9</u>	<u>1,472.4</u>
<b>Significant Long-Term Economic Assumptions Used in Determining Post-Retirement Health Benefits and the Related Expense</b>						
	<b>Civilian</b>		<b>Military</b>			
	<b>2023</b>	<b>2022</b>	<b>2023</b>	<b>2022</b>	<b>2023</b>	<b>2022</b>
Rate of interest	3.10%	3.10%	2.90%	2.90%	2.90%	2.90%
Single equivalent medical trend rate	4.90%	4.50%	4.90%	4.60%	4.60%	4.60%
Ultimate medical trend rate	4.00%	3.40%	4.60%	4.30%	4.30%	4.30%

### Civilian Employees' Post-Retirement Health Benefits

The post-retirement civilian health benefit liability is an estimate of the government's future cost of providing post-retirement health benefits to current employees and retirees. Although active and retired employees pay insurance premiums

under the Federal Employee Health Benefits Program, these premiums cover only a portion of the costs. The OPM actuary applies economic and demographic assumptions to historical cost information to estimate the liability. The decrease in post-retirement health benefit liability of \$30.7 billion is primarily attributable to actuarial gains from assumption changes.

### **Military Employees' Post-Retirement Health Benefits**

Military retirees who are not yet eligible for Medicare (and their non-Medicare eligible dependents) are eligible for post-retirement medical coverage provided by DOD. Depending on the benefit plan selected, retirees and their eligible dependents may receive care from MTF on a space-available basis or from civilian providers through TRICARE. This TRICARE coverage is available as Select (a preferred provider health plan that contracts with medical providers to create a network of participating providers; member cost-shares are typically higher for services received out-of-network) and Prime (a health maintenance plan that limits services to a specific network of medical personnel and facilities and usually by requiring referral by a primary-care physician for specialty care; coverage is also available for non-referred and out-of-network care, subject to higher cost-sharing). These post-retirement medical benefits are paid by the DOD Defense Health Program on a pay-as-you-go basis.

Since FY 2002, DOD has provided medical coverage to Medicare-eligible retirees (and their eligible Medicare-eligible dependents). This coverage, called TFL, is a Medicare Supplement plan which includes inpatient, outpatient and pharmacy coverage. Enrollment in Medicare Part B is required to maintain eligibility in TFL. Retirees with TFL coverage can obtain care from MTF on a space-available basis or from civilian providers.

10 U.S.C., Chapter 56 created the DOD MERHCF, which became operative on October 1, 2002. The purpose of this fund is to account for and accumulate funds for the health benefit costs of Medicare-eligible military retirees, and their dependents and survivors who are Medicare eligible. The Fund receives revenues from three sources: interest earnings on MERHCF assets, Uniformed Services normal cost contributions, and Treasury contributions. The DOD Medicare-Eligible Retiree Health Care Board of Actuaries (the MERHCF Board) approves the methods and assumptions used in actuarial valuations of the MERHCF for the purpose of calculating the per capita normal cost rates (to fund the annual accrued benefits) and determining the unfunded liability amortization payment (Treasury contribution).

The Secretary of Defense directs the Secretary of the Treasury to make DOD's normal cost payments. The MERHCF pays for medical costs incurred by Medicare-eligible beneficiaries at MTF and civilian providers (including payments to U.S. Family Health Plans for grandfathered beneficiaries), plus the costs associated with claims administration.

DOD's Office of the Actuary calculates the actuarial liabilities annually using assumptions and experience (e.g., mortality and retirement rates, health care costs, medical trend rates, and the discount rate) in accordance with SFFAS No. 33. Actuarial liabilities are calculated for all DOD retiree medical benefits, including both the benefits funded through the MERHCF and the benefits for pre-Medicare retirees who are paid on a pay-as-you-go basis. Military post-retirement health and accrued benefits payable increased \$80.2 billion. The increase is primarily attributable to interest on the liability, normal cost, and changes in assumptions.

In addition to the health care benefits the federal government provides for civilian and military retirees and their dependents, the VA also provides medical care to veterans on an "as available" basis, subject to the limits of the annual appropriations. For the FYs 2019 through 2023, the average medical care cost per year was \$94.8 billion.



## Veterans Education and Training Benefits

<b>Change in Veterans Education and Training Benefits</b>		
(In billions of dollars)	<b>2023</b>	<b>2022</b>
Actuarial accrued liability, beginning of fiscal year	170.0	151.2
<b>Current year expense:</b>		
Prior (and past) service costs from plan amendments or new plans	2.0	-
Interest on liability	4.0	3.7
Actuarial (gains)/losses (from experience)	24.0	7.4
Actuarial (gains)/losses (from assumption changes)	9.4	19.8
Total current year expense	<u>39.5</u>	<u>30.9</u>
Less benefits paid	<u>(11.9)</u>	<u>(12.1)</u>
Actuarial accrued liability, end of fiscal year	<u>197.5</u>	<u>170.0</u>

For eligible veterans and their dependents, the VA provides four education/retraining type programs:

- Post 9/11 GI Bill;
- VR&E;
- DEA; and
- Montgomery GI Bill-Active Duty.

Based on the actuarial estimates of future payments, the total liability for the four education and training programs increased by \$27.5 billion in FY 2023.

In FY 2023, VA performed updates to the Post 9/11 GI Bill, DEA, Montgomery GI Bill-Active Duty and VR&E programs, which resulted in the liability increase of \$27.5 billion with a \$24.0 billion attributed to experience losses, \$9.4 billion increase attributed to assumption changes, and an offset of \$(11.9) billion due to amounts paid.

For additional information regarding actuarial assumptions and the four education and training type programs, please refer to VA's financial statements.

## Life Insurance Benefits

### Civilian Employees' Life Insurance Benefits

<b>Change in Civilian Life Insurance Benefits</b>		
(In billions of dollars)	<b>2023</b>	<b>2022</b>
Actuarial accrued life insurance benefits liability, beginning of fiscal year	62.9	60.1
<b>Life insurance benefits expense:</b>		
New entrant expense	0.7	0.9
Interest on liability	1.7	1.7
Actuarial (gains)/losses (from experience)	0.5	(0.4)
Actuarial (gains)/losses (from assumption changes)	1.2	1.3
Total life insurance benefits expense	4.1	3.5
Less costs paid	(0.7)	(0.7)
Actuarial accrued life insurance benefits liability, end of fiscal year	<u>66.3</u>	<u>62.9</u>
<b>Significant Long-Term Economic Assumptions Used in Determining Life Insurance Benefits and the Related Expense</b>		
	<b>Civilian</b>	
	<b>2023</b>	<b>2022</b>
Rate of interest	2.80%	2.80%
Rate of increase in salary	2.10%	1.60%

One of the other significant employee benefits is the FEGLI Program. Employee and annuitant contributions and interest on investments fund a portion of this liability. The actuarial life insurance liability is the expected PV of future benefits to pay to, or on behalf of, existing FEGLI participants, less the expected PV of future contributions to be collected from those participants. The OPM actuary uses salary increase and interest rate yield curve assumptions that are generally consistent with the pension liability.

As of September 30, 2023, the total amount of FEGLI insurance in-force is estimated at \$800.8 billion (\$669.2 billion for employees and \$108.6 billion for annuitants).

### Veterans' Life Insurance Benefits

The largest veterans' life insurance programs consist of the following:

- National Service Life Insurance covers policyholders who served during World War II.
- Veterans' Special Life Insurance was established in 1951 to meet the insurance needs of veterans who served during the Korean Conflict and through the period ending January 1, 1957.
- Service-Disabled Veterans Insurance program was established in 1951 to meet the insurance needs of veterans who received a service-connected disability rating.

Death benefit liabilities consist of reserves for permanent plan and term policies as well as policy benefits for Veterans Mortgage Life Insurance. Disability income and waiver liabilities consist of reserves to fund the monthly payments to disabled insureds under the Total Disability Income Provision and the policy premiums waived for qualifying disabled veterans. Insurance dividends payable consists of dividends left on deposit with VA and dividends payable to policyholders. Unpaid policy claims consist of insurance claims that are pending at the end of the reporting period, an estimate of claims that have been incurred but not yet reported, and disbursements in transit. The veteran's life insurance liability for future policy benefits as of September 30, 2022, and 2021, was \$3.6 billion and \$3.9 billion, respectively. For additional information on veteran's life insurance liability, please refer to VA's financial statements.

The VA supervises SGLI and Veterans Group Life Insurance programs that provide life insurance coverage to members of the uniformed armed services, reservists, and post-Vietnam Veterans as well as their families. VA has entered into a group

policy with the Prudential Insurance Company of America to administer and provide the insurance payments under these programs. All SGLI insureds are automatically covered under the Traumatic Injury Protection program, which provides for insurance payments to veterans who suffer a serious traumatic injury in service.

The amount of insurance in-force is the total face amount of life insurance coverage provided by each administered and supervised program at the end of the fiscal year. It includes any paid-up additional coverage provided under these policies. The supervised programs' policies and face values are not reflected in VA's liabilities because the risk of loss on these programs is assumed by Prudential and its reinsurers through the terms and conditions of the group policy. As a result, the information provided for the supervised programs is for informational purposes only and is unaudited. The face value for supervised programs as of September 30, 2022, and 2021, was \$1,213.2 billion and \$1,219.0 billion, respectively. The face value for administered programs as of September 30, 2022, and 2021, was \$4.8 billion and \$5.3 billion, respectively.

## Federal Employees' Compensation Act Benefits

### Workers' Compensation Benefits

DOL determines both civilian and military entities' liabilities for future workers' compensation benefits for civilian federal employees, as mandated by the FECA, for death, disability, medical, and miscellaneous costs for approved compensation cases, and a component for incurred, but not reported, claims. Actuarial liability includes the non-billable and unreimbursed costs from claims covered by Section 4016, "Eligibility for Workers' Compensation Benefits for Federal Employees Diagnosed with COVID-19," of the ARP Act. However, claims for COVID-19 diagnosed after January 27, 2023, are billable to other federal entities. In addition, the NDAA of 2023, P.L. 117-263 enacted December 23, 2022, section 5305, "Fairness for Federal firefighters," amended the FECA and established that certain illnesses and diseases are to be deemed to be proximately caused by the employment in federal fire protection activities and the costs are billable to the entities that employ federal firefighters.

The FECA liability is determined annually using historical claim data and benefit payment patterns related to injury years to predict the future payments. The actuarial methodology provides for the effects of inflation and adjusts liability estimates to constant dollars by applying wage inflation factors (COLA) and medical inflation factors (CPIM) to the calculation of projected benefits. DOL selects the COLA factors and CPIM factors by averaging over five years the COLA rates and CPIM rates, respectively. The FY 2023 methodology for averaging the COLA rates used OMB provided rates; the FY 2023 methodology for averaging the CPIM rates used OMB-provided rates and information obtained from the Bureau of Labor Statistics public releases for CPI. Using averaging renders estimates that reflect trends over five years instead of conditions that exist in one year.

The COLAs and CPIMs used in the projections for FY 2023 are listed below in the table.

Fiscal Year	COLA	CPIM
2024	4.04%	3.25%
2025	4.29%	3.21%
2026	4.38%	3.51%
2027	4.13%	3.87%
2028+	3.13%	4.03%

DOL selects the discount rates by averaging interest rates for the current and prior four years. Using averaging renders estimates that reflect historical trends over five years instead of conditions that exist in one year. DOL selected the interest rate assumptions whereby projected annual payments were discounted to PV based on interest rate assumptions on the TNC yield curve to reflect the average duration of income payments and medical payments. The average durations for income payments and medical payments were 14.5 years and 10.3 years, respectively. Based on averaging the TNC yield curves for the current and prior four years, the interest rate assumptions for income payments and medical payments were 2.3 percent and 2.1 percent, respectively.

For the COLAs, CPIMs, average durations, and interest rate assumptions used in the projections for FY 2022, refer to the FY 2022 *Financial Report*.

## **Unfunded Leave**

Unfunded leave are the amounts recorded by an employer federal entity for unpaid leave earned that an employee is entitled to upon separation and that will be funded by future years' budgetary resources. The total unfunded leave as of September 30, 2023, and 2022, was \$27.2 billion and \$26.9 billion, respectively.

## **Liability for Other Benefits**

Liability for other benefits includes several programs. The largest program is VA's Community Care Program, with an estimated liability of \$4.8 billion and \$4.7 billion as of September 30, 2023, and 2022, respectively.

## Note 14. Environmental and Disposal Liabilities

### Environmental and Disposal Liabilities as of September 30, 2023, and 2022

(In billions of dollars)	2023	2022
Department of Energy	534.3	519.7
Department of Defense	93.8	90.6
All other entities	17.2	16.0
Total environmental and disposal liabilities	<u>645.3</u>	<u>626.3</u>

After World War II, the U.S. developed a massive industrial complex to research, produce, and test nuclear weapons and commercial nuclear power reactors. The nuclear complex was comprised of nuclear reactors, chemical-processing buildings, metal machining plants, laboratories, and maintenance facilities.

At all sites where these activities took place, some environmental contamination occurred. This contamination was caused by the production, storage, and use of radioactive materials and hazardous chemicals, which resulted in contamination of soil, surface water, or groundwater. The environmental legacy of nuclear weapons production also includes thousands of contaminated buildings and large volumes of waste and special nuclear materials requiring treatment, stabilization, and disposal.

Estimated cleanup costs at sites for which there are no current feasible remediation approaches are excluded from the estimates, although applicable stewardship and monitoring costs for these sites are included. DOE has not been required through regulation to establish remediation activities for these sites.

Estimating DOE's environmental cleanup liability requires making assumptions about future activities and is inherently uncertain. The future course of DOE's environmental cleanup and disposal will depend on a number of fundamental technical and policy choices, many of which have not been made. Some contaminated sites and facilities could be restored to a condition suitable for any desired use or could be restored to a point where they pose no near-term health risks to the surrounding communities. Achieving the former condition of the sites and facilities would have a higher cost which may or may not warrant the cost or be legally required. The environmental and disposal liability estimates include contingency estimates intended to account for the uncertainties associated with the technical cleanup scope of the program. Congressional appropriations at lower-than anticipated levels or lack of congressional approval, unplanned delays in project completions including potential delays due to COVID-19, unforeseen technical issues, obtaining regulatory approval, among other things, could cause increases in life-cycle costs.

DOE's environmental and disposal liabilities also include the estimated cleanup and post-closure responsibilities, including surveillance and monitoring activities, soil and groundwater remediation, and disposition of excess material for sites. DOE is responsible for the post-closure activities at many of the closure sites as well as other sites. The costs for these post-closure activities are estimated for a period of 75 years after the balance sheet date, i.e., through 2098 in FY 2023 and through 2097 in FY 2022. While some post-cleanup monitoring and other long-term stewardship activities post-2098 are included in the liability, there are others DOE expects to continue beyond 2098 for which the costs cannot reasonably be estimated.

A portion of DOE's environmental liability at various field sites includes anticipated costs for facilities managed by DOE's ongoing program operations, which will ultimately require stabilization, deactivation, and decommissioning. The estimates are largely based upon a cost-estimating model. Site specific estimates are used in lieu of the cost-estimating model, when available. Cost estimates for ongoing program facilities are updated each year. For facilities newly contaminated since FY 1997, cleanup costs allocated to the periods benefiting from the operations of the facilities. Facilities' cleanup costs allocated to future periods and not included in the environmental and disposal liabilities amounted to \$1.1 billion for fiscal years ending September 30, 2023, and 2022.

DOD has cleanup requirements and conducts the cleanup under DERP at active installations, Base Realignment Closure, and Formerly Used Defense Sites. DOD has additional cleanup requirements for active installations not driven by DERP, weapon systems programs, and chemical weapons disposal programs. The weapons system program consists of chemical weapons disposal, nuclear powered aircraft carriers, nuclear powered submarines, and other nuclear ships. All cleanup efforts are performed in coordination with regulatory entities, other responsible parties, and current property owners, as applicable.

DOD follows CERCLA, SARA, RCRA or other applicable federal or state laws to clean up contamination. The CERCLA, SARA, and RCRA require DOD to clean up contamination in coordination with regulatory entities, current owners of property damaged by DOD, and third parties that have a partial responsibility for the environmental restoration. Failure to comply with agreements and legal mandates puts the DOD at risk of incurring fines and penalties.

DOD utilizes an estimating methodology model which includes the use of mathematical equations to convert resources data into cost data to project environmental cleanup cost. DOD validates the models and estimates liabilities based on data received during preliminary assessment and site investigation.

For general PP&E placed into service after September 30, 1997, DOD expenses associated environmental cleanup costs using two methods: physical capacity usage of the assets or systematically recognized over the useful life. DOD expensed cleanup costs for general PP&E placed into service before October 1, 1997, unless costs are to be recovered through user charges. As costs are recovered DOD expenses cleanup costs associated with the asset life that has passed since the general PP&E was placed into service. DOD systematically recognizes the remaining cost over the remaining life of the asset. The unrecognized portion of the estimated total cleanup costs associated with disposal of general PP&E was \$4.7 billion and \$3.9 billion for fiscal years ending September 30, 2023, and 2022, respectively.

DOD is responsible for environmental restoration and corrective action for buried chemical munitions and agents; however, a reasonable estimate is indeterminable because the extent of the buried chemical munitions and agents is unknown. DOD has ongoing studies for the Formerly Utilized Sites Remedial Action Program and will update its estimate as additional information is identified. DOD may incur costs for restoration initiatives in conjunction with returning overseas DOD facilities to host nations. DOD continues its efforts to reasonably estimate required restoration costs.

Environmental liabilities change over time because of laws and regulation updates, technology advances, inflation or deflation factors and disposal plan revisions. DOD revised estimates resulting from previously unknown contaminants, reestimation based on different assumptions, and other changes in project scope.

Please refer to the financial statements of the main contributing entities, DOD and DOE, for additional information regarding environmental and disposal liabilities, including cleanup costs.

Legal contingent liabilities including contingencies related to environmental legal disputes are recognized as an other liability on the Balance Sheet. See Note 18—Other Liabilities and Note 21—Contingencies for additional information related to legal contingencies.

## Note 15. Benefits Due and Payable

<b>Benefits Due and Payable as of September 30, 2023, and 2022</b>		
(In billions of dollars)	<b>2023</b>	<b>2022</b>
Federal Old-Age and Survivors Insurance - SSA	111.0	98.6
Medicare Insurance (Parts A, B, and D) - HHS	106.2	85.1
Grants to states for Medicaid - HHS	52.0	54.8
Federal Disability Insurance - SSA	29.8	24.2
Unemployment Insurance - DOL	10.7	11.1
All other benefits programs	16.2	14.5
Total benefits due and payable	<u>325.9</u>	<u>288.3</u>

Benefits due and payable are amounts owed to program recipients or medical service providers as of September 30, 2023 that have not been paid. HHS had an increase in entitlement benefits of \$18.3 billion or 13 percent over FY 2022 that was due to an increase in medical services and claims incurred but not reported. Please refer to the financial statements of SSA, HHS, and DOL for more information.

## Note 16. Insurance and Guarantee Program Liabilities

<b>Insurance and Guarantee Program Liabilities as of September 30, 2023, and 2022</b>		
(In billions of dollars)	<b>2023</b>	<b>2022</b>
Single-Employer Program - Pension Benefit Guaranty Corporation	73.9	78.3
Federal Crop Insurance - Department of Agriculture	17.3	17.3
Multiemployer Program - Pension Benefit Guaranty Corporation	2.6	2.4
Other insurance and guarantee programs	5.5	6.5
Total insurance and guarantee program liabilities	<u>99.3</u>	<u>104.5</u>

The federal government incurs liabilities related to various insurance and guarantee programs as detailed in the table above. Note 21—Contingencies includes a discussion of contingencies and other risks related to significant insurance and guarantee programs. Insurance information and the related liability concerning federal employee and veteran benefits are included in Note 13—Federal Employee and Veteran Benefits Payable. Social insurance and loan guarantees are not considered insurance programs under SFFAS No. 51, *Insurance Programs*, and are accounted for under SFFAS No. 17, *Accounting for Social Insurance*, and SFFAS No. 2, *Accounting for Direct Loans and Loan Guarantees*. Loan guarantees are disclosed in Note 4—Loans Receivable, Net and Loan Guarantee Liabilities, and social insurance information is included primarily in the sustainability financial statements and in Note 25—Social Insurance.

Insurance and guarantee program liabilities are recognized for known losses and contingent losses to the extent that the underlying contingency is deemed probable and a loss amount is reasonably measurable. Please see Note 21—Contingencies for discussion on the meaning of “probable” depending on the accounting framework used by each significant consolidation entity. PBGC, which insures defined benefit pensions, has the largest insurance and guarantee program liability.

PBGC insures pension benefits for participants in covered defined benefit pension plans. The FY 2023 decrease of \$4.2 billion in PBGC’s liability for its two separate insurance programs is comprised of a decrease of \$4.4 billion in the single-employer program liability and an increase of \$0.2 billion in the multiemployer program liability. As of September 30, 2023, and 2022, PBGC had total liabilities of \$88.8 billion and \$90.3 billion, respectively. As of September 30, 2023, PBGC’s total assets exceeded its total liabilities by \$46.1 billion, and in FY 2022 its total assets exceeded its total liabilities by \$37.6 billion.

On March 11, 2021, the ARP established the SFA program for distressed multiemployer pension plans that meet specific eligibility criteria. The SFA program is administered by PBGC and paid in a single lump sum rather than in periodic payments. An application under the ARP must be filed by the eligible plans no later than December 31, 2025. Unlike PBGC’s insolvency insurance program for multiemployer plans, which is funded by insurance premiums and investment income, the SFA program is funded by appropriations from the General Fund. The SFA program is intended to enable eligible plans to pay benefits due through plan year 2051, and, as a result, these plans are no longer considered to be liabilities to PBGC. PBGC projects the range of total costs for the SFA program to be between \$78.6 billion and \$81.9 billion, which includes the \$45.6 billion paid during FY 2023 and \$7.5 billion paid in FY 2022. Refer to PBGC’s financial statements and FY 2022 Projections Report for additional information.

As of September 30, 2023, and 2022, \$17.3 billion pertain to USDA’s FCIP. The FCIP is administered by the FCIC, which provides insurance to reduce agricultural producers’ economic losses due to natural disasters.

As of September 30, 2023, and 2022, \$4.1 billion and \$5.8 billion, respectively, pertain to the DHS NFIP, which is included in other insurance and guarantee programs. The NFIP insurance program liability represents an estimate based on the loss and loss adjustment expense factors inherent to the NFIP Insurance Underwriting Operations, including trends in claim severity and frequency. The estimate is driven primarily by the timing and severity of flooding activity in the U.S. and can significantly vary year over year.



## Note 17. Advances from Others and Deferred Revenue

<b>Advances from Others and Deferred Revenue as of September 30, 2023, and 2022</b>		
(In billions of dollars)	<b>2023</b>	<b>2022</b>
Security Assistance Accounts	270.5	167.7
Department of Energy	52.9	50.6
All other	31.9	28.9
Total advances from others and deferred revenue	<u>355.3</u>	<u>247.2</u>

Advances from others and deferred revenue consists of payments received in advance of performance of activities for which revenue has not been earned and other deferred revenue or income received but not yet earned not otherwise classified as advances or repayments. Some examples include deferred project revenue funded in advance, funds received in advance under the terms of a settlement agreement, prepaid postage, and unearned fees, assessments, and surcharges.

SAA advances from others represent liabilities for collections received to cover future expenses or acquisition of assets and are related to contracts authorizing progress payments based on cost as defined in the Federal Acquisition Regulation. In accordance with contract terms, specific rights to the contractors' work vest when a specific type of contract financing payment is made. Due to the probability the contractors will complete their efforts and deliver satisfactory products, and because the amount of potential future payments is estimable, the SAA has recognized a contingent liability for estimated future payments which are conditional pending delivery and government acceptance. SAA had a large increase of \$102.8 billion over the previous fiscal year due to increases in cash collections received from foreign partners.

The DOE's Nuclear Waste Fund collects revenues from owners or generators of high-level radioactive waste and SNF to pay their share of disposal costs. These revenues are recognized as a financing source as costs are incurred, and revenues that exceed the expenses are considered deferred revenue.

## Note 18. Other Liabilities

<b>Other Liabilities as of September 30, 2023, and 2022</b>		
(In billions of dollars)	<b>2023</b>	<b>2022</b>
Other liabilities with related budgetary obligations	202.0	55.8
Allocation of special drawing rights	151.0	147.0
Other liabilities without related budgetary obligations	83.9	94.6
Actuarial liabilities for Treasury-managed benefit programs	76.6	56.7
Contingent liabilities	67.6	51.6
Liability for non-fiduciary deposit funds and undeposited collections	22.4	19.6
Other miscellaneous liabilities	69.7	69.8
<b>Total other liabilities</b>	<b>673.2</b>	<b>495.1</b>

Other liabilities are the amounts owed to the public and are not reported elsewhere in the Balance Sheet.

- Other liabilities with related budgetary obligations are amounts of liabilities for which there is a related budgetary obligation. Grant accruals, subsidies, and unpaid obligations related to assistance programs are all part of this category. Substantial contributors to this category are DOT, HHS, DOD, and USDA. A sharp year over year increase occurred due to the failures of First Republic Bank, Silicon Valley Bank, and Signature Bank. The FDIC recorded liabilities totaling \$138.0 billion to resolution entities representing the agreed-upon value of assets transferred from the receiverships, at the time of failure, to the acquiring institutions for use in funding the deposits assumed by the acquiring institutions. The DIF satisfies these liabilities by sending cash directly to a receivership to pay claims, liabilities, and other expenses of the receiverships or by offsetting receivables from resolutions when a receivership declares a dividend.
- Allocation of SDR is the amount of corresponding liability representing the value of the reserve assets allocated by the IMF to meet global needs to supplement existing reserve assets. SDR derive their quality as reserve assets from the undertakings of the members to accept them in exchange for “freely useable” currencies (the U.S. dollar, European euro, Chinese renminbi, Japanese yen, and British pound sterling). Treasury is the sole contributor. For additional information, refer to Note 27—Disclosure Entities and Related Parties.
- Other liabilities without related budgetary obligations represent those unfunded liabilities for which congressional action is needed before budgetary resources can be provided. The largest contributions to this category are HUD’s Home Equity Conversion Mortgage-Backed Security Obligations, at FV, and DOE’s contractor-sponsored pension plans and other post-retirement benefits.
- Actuarial liabilities for Treasury-managed benefit programs are the amounts recorded by Treasury for actuarial liabilities of future benefit payments to be paid from programs such as the D.C. Federal Pension Fund and the D.C. Judicial Retirement Fund. The only contributors are DOL and Treasury.
- Contingent liabilities are amounts that are recognized as a result of a past event where a future outflow or sacrifice of resource is probable and measurable. These consist of a wide variety of administrative proceedings, legal actions, and tort claims which may ultimately result in settlements or decisions adverse to the federal government. DOE and HHS are the top contributors. For additional information, refer to Note 21—Contingencies.
- Liability for non-fiduciary deposit funds and undeposited collections is the amount offsetting undeposited collections and collections deposited in non-fiduciary deposit funds awaiting disposition. The most substantial contributions are from DOJ’s seized cash and monetary instruments, SEC’s liability for disgorgement and penalties from securities law violators, and DOD.
- Other miscellaneous liabilities are the liabilities not otherwise classified above. Many entities reported relatively small amounts.

The following entities are the main contributors to the government's reported other liabilities as of September 30, 2023. Refer to each entity's financial statements for additional information:

- Treasury
- FDIC
- DOL
- DOE
- HHS
- DOD
- HUD
- DOJ
- DOT
- PBGC
- USPS
- DHS
- USDA
- Education
- DOI
- SEC
- State

## Note 19. Collections and Refunds of Federal Revenue

<b>Collections of Federal Tax Revenue for the Year Ended September 30, 2023</b>					
(In billions of dollars)	Federal Tax Revenue Collections	Tax Year to Which Collections Relate			
		2023	2022	2021	Prior Years
Individual income tax and tax withholdings	4,112.0	2,546.8	1,414.1	69.6	81.5
Corporate income taxes	457.0	270.3	155.5	4.9	26.3
Excise taxes	97.1	75.4	21.1	0.2	0.4
Unemployment taxes	47.3	39.0	8.1	-	0.2
Customs duties	85.1	78.0	7.1	-	-
Estate and gift taxes	35.4	1.3	29.9	2.1	2.1
Railroad retirement taxes	7.2	5.4	1.6	-	0.2
Fines, penalties, interest, and other revenue	5.5	5.4	0.1	-	-
Subtotal	<u>4,846.6</u>	<u>3,021.6</u>	<u>1,637.5</u>	<u>76.8</u>	<u>110.7</u>
Less: amounts collected for non-federal entities	<u>(0.4)</u>				
Total	<u><u>4,846.2</u></u>				

Treasury is the government's principal revenue-collecting entity. Collections of individual income and tax withholdings include FICA/SECA and individual income taxes. These taxes are characterized as non-exchange revenue.

Excise taxes, also characterized as non-exchange revenue, consist of taxes collected for various items, such as airline tickets, gasoline products, distilled spirits and imported liquor, tobacco, firearms, and others.

Tax and other revenues reported reflect the effects of tax expenditures, which are special exclusions, exemptions, deductions, tax credits, preferential tax rates, and tax deferrals that allow individuals and businesses to reduce taxes they may otherwise owe. The *Budget Act* (P.L. 93-344) requires that a list of tax expenditures be included in the annual *Budget*. Tax expenditures may be viewed as alternatives to other policy instruments, such as spending or regulatory programs. For example, the government supports college attendance through both spending programs and tax expenditures. The government uses Pell Grants to help low- and moderate-income students afford college and allows certain funds used to meet college expenses to grow tax free in special college savings accounts.

Tax expenditures include deductions and exclusions, which reduce the amount of income subject to tax. Examples are the deduction for mortgage interest on personal residences and the exclusion of interest on state and local bonds. Tax expenditures also include tax credits, which reduce tax liability dollar for dollar for the amount of credit. For example, the child tax credit reduces liability by \$2,000 per child for taxpayers eligible to use it fully. Other credits are targeted at business activity, such as credits for producing electricity from renewable energy or the research and experimentation credit, which encourages businesses in the U.S. to increase investment in research activities. In addition, tax expenditures include some provisions that allow taxpayers to defer tax liability. Examples include provisions that allow immediate expensing or accelerated depreciation of certain capital investments, and others that allow taxpayers to defer their tax liability, such as the deferral of recognition of income on contributions to and income accrued within qualified retirement plans.

The total revenues reported in the Statement of Operations and Changes in Net Position and the related information reported in this note, do not include explicit line items for tax expenditures, but the total revenue amounts and budget results reflect the effect of these expenditures. Tax expenditures are discussed in this note, the unaudited MD&A, and in the unaudited Other Information section of the *Financial Report*.

**Federal Tax Refunds Disbursed and Other Payments for the Year Ended September 30, 2023**

(In billions of dollars)	Refunds Disbursed	Tax Year to Which Refunds Relate			
		2023	2022	2021	Prior Years
Individual income tax and tax withholdings	611.0	100.0	302.6	160.6	47.8
Corporate income taxes	43.9	4.4	8.7	11.0	19.8
Other taxes, fines, and penalties	11.7	4.9	3.2	1.5	2.1
Total	<u>666.6</u>	<u>109.3</u>	<u>314.5</u>	<u>173.1</u>	<u>69.7</u>

**Reconciliation of Tax Collections to Revenue for the Year Ended September 30, 2023, and 2022**

(In billions of dollars)	2023	2022
Total collections of federal tax revenue	4,846.2	5,091.8
Refunds of federal taxes and other payments	(666.6)	(649.1)
Individual and other tax credits	239.8	338.3
Federal Insurance Contributions Act - Tax	(18.6)	(20.7)
Federal Reserve earnings	0.6	106.7
Change in taxes receivable	(55.0)	(65.5)
Nontax-related fines and penalties reported by entities	102.9	80.5
Nontax-related earned revenue	<u>16.3</u>	<u>43.9</u>
Consolidated revenue per the Statement of Operations and Changes in Net Position	<u>4,465.6</u>	<u>4,925.9</u>

Consolidated revenue in the Statement of Operations and Changes in Net Position is presented on a modified cash basis, net of tax refunds, and includes other non-tax related revenue. Refunds of federal taxes and other payments and individual and other tax credits in FY 2023 and FY 2022 include the CARES Act, CAA, 2021 and ARP stimulus disbursements of \$2.0 billion and \$13.1 billion, respectively, to eligible taxpayers. Individual and other tax credits amounts are included in gross cost in the Statements of Net Cost. Refer to Note 3—Accounts Receivable, Net for further explanation of line changes in taxes receivable. The FICA – tax paid by federal entities is included in the individual income and tax withholdings line in the Collections of Federal Tax Revenue; however, it is not reported on the Statement of Operations and Changes in Net Position as these collections are intra-governmental revenue and eliminated in consolidation. The table above reconciles federal tax collections to total revenue.

**Collections of Federal Tax Revenue for the Year Ended September 30, 2022**

(In billions of dollars)	Federal Tax Revenue Collections	Tax Year to Which Collections Relate			
		2022	2021	2020	Prior Years
Individual income tax and tax withholdings	4,308.1	2,495.6	1,680.0	99.5	33.0
Corporate income taxes	475.8	294.0	156.6	3.4	21.8
Excise taxes	95.3	74.8	20.1	-	0.4
Unemployment taxes	63.8	49.8	13.8	-	0.2
Customs duties	104.7	97.9	6.8	-	-
Estate and gift taxes	33.4	2.3	25.9	1.8	3.4
Railroad retirement taxes	6.1	4.4	1.3	0.4	-
Fines, penalties, interest and other revenue	5.0	4.9	0.1	-	-
Subtotal	<u>5,092.2</u>	<u>3,023.7</u>	<u>1,904.6</u>	<u>105.1</u>	<u>58.8</u>
Less: amounts collected for non-federal entities	(0.4)				
Total	<u>5,091.8</u>				

**Federal Tax Refunds Disbursed and Other Payments for the Year Ended September 30, 2022**

(In billions of dollars)	Refunds Disbursed	Tax Year to Which Refunds Relate			
		2022	2021	2020	Prior Years
Individual income tax and tax withholdings	583.3	85.8	418.5	15.4	63.6
Corporate income taxes	55.7	4.4	12.3	32.9	6.1
Other taxes, fines, and penalties	10.1	4.0	2.0	2.4	1.7
Total	<u>649.1</u>	<u>94.2</u>	<u>432.8</u>	<u>50.7</u>	<u>71.4</u>

## Note 20. Commitments

### Long-Term Operating Leases as of September 30, 2023, and 2022

(In billions of dollars)	2023	2022
General Services Administration	29.3	28.5
Department of Veterans Affairs	7.1	6.0
Department of Health and Human Services	1.5	2.9
Department of State	1.4	1.2
Other operating leases	2.9	3.6
Total long-term operating leases	<u>42.2</u>	<u>42.2</u>

The government has entered into contractual commitments that require future use of financial resources. It has significant amounts of long-term lease obligations. Long-term operating leases in this note refer to those leases in which federal entities do not assume the risks of ownership of the underlying general PP&E, and payments are expensed over the lease term. The lease liabilities and assets arising from operating leases for FASB-reporting entities who have implemented FASB ASC 842, *Leases*, are recorded on the Balance Sheet in other liabilities and PP&E, respectively, and thus are not included in this Commitments note.

<b>Undelivered Orders and Other Commitments as of September 30, 2023, and 2022</b>		
(In billions of dollars)	<b>2023</b>	<b>2022</b>
<b>Undelivered Orders - Unpaid:</b>		
Department of Defense	486.7	440.2
Department of Health and Human Services	240.2	254.6
Department of Education	211.0	262.4
Department of Transportation	176.4	166.7
Department of Housing and Urban Development	101.1	92.6
Department of Homeland Security	98.9	95.4
Department of Agriculture	95.0	83.1
Department of Energy	60.5	41.6
Security Assistance Accounts	52.3	41.2
Environmental Protection Agency	36.8	27.4
Department of State	31.5	30.9
U.S. Agency for International Development	24.8	24.8
Department of the Treasury	23.5	26.4
All other entities	191.3	184.1
Total undelivered orders - unpaid	<u>1,830.0</u>	<u>1,771.4</u>
<b>Other Commitments:</b>		
GSE Senior Preferred Stock Purchase Agreements	254.1	254.1
U.S. participation in the International Monetary Fund	151.0	146.4
Callable capital subscriptions for Multilateral Development Banks	130.2	127.9
All other commitments	19.2	20.8
Total other commitments	<u>554.5</u>	<u>549.2</u>

## Undelivered Orders and Other Commitments

### Undelivered Orders - Unpaid

Undelivered orders, included in this note disclosure, represent the value of goods and services ordered that have not yet been received and that have not been prepaid. As of September 30, 2023, and 2022, the total reported unpaid undelivered orders were \$1,830.0 billion and \$1,771.4 billion, respectively. In FY 2023, Education had a \$51.4 billion decrease that was primarily due to a decrease in unpaid obligations from COVID-19 appropriations, as a result of payments during FY 2023. DOD had a \$46.5 billion increase that was primarily due to an overall increase in funding from the CAA, 2023.

### GSE Senior Preferred Stock Purchase Agreements

As of September 30, 2023, and 2022, the maximum remaining potential commitment to the GSEs for the remaining life of the SPSPAs was \$254.1 billion, which was established on December 31, 2012. Refer to Note 8—Investments in Government-Sponsored Enterprises for a full description of the SPSPAs related commitments and contingent liability, if any, as well as additional information.



**U.S. Participation in the International Monetary Fund**

The government participates in the IMF through a quota subscription and certain borrowing arrangements that supplement IMF resources. As of September 30, 2023, and 2022, the financial commitment under the U.S. quota and borrowing arrangements was \$151.0 billion and \$146.4 billion, respectively. Refer to Note 2—Cash and Other Monetary Assets and Note 27—Disclosure Entities and Related Parties for additional information regarding the U.S. participation in the IMF.

**Callable Capital Subscriptions for Multilateral Development Banks**

The government has callable subscriptions in certain MDB, which are international financial institutions that finance economic and social development projects in developing countries. Callable capital in the MDB serves as a supplemental pool of resources that may be redeemed and converted into ordinary paid in shares, if the MDB cannot otherwise meet certain obligations through its other available resources. MDB are able to use callable capital as backing to obtain favorable financing terms when borrowing from international capital markets. To date, there has never been a call on this capital at any MDB and none is anticipated. As of September 30, 2023, and 2022, the capital commitment to MDB was \$130.2 billion and \$127.9 billion, respectively.

## Note 21. Contingencies

Loss contingencies are existing conditions, situations, or sets of circumstances involving uncertainty as to possible loss to an entity. The uncertainty will ultimately be resolved when one or more future events occur or fail to occur. The government is subject to loss contingencies related to:

- Legal and environmental and disposal;
- Insurance and guarantees; and
- Other Contingencies.

The government is involved in various litigation, including administrative proceedings, legal actions, and tort claims, which may ultimately result in settlements or decisions adverse to the government. In addition, the government is subject to loss contingencies for a variety of environmental cleanup costs for the storage and disposal of hazardous material as well as the operations and closures of facilities at which environmental contamination may be present. Refer to the Legal Contingencies and Environmental and Disposal Contingencies section of this note for additional information.

The government provides insurance and guarantees via a variety of programs. At the time an insurance policy or guarantee is issued, a contingency arises. The contingency is the risk of loss assumed by the insurer, that is, the risk of loss from events that may occur during the term of the policy. For additional information, refer to the Insurance and Guarantees sections of this note.

Other contingencies include those related to the government's establishment of construction budgets without receiving appropriations from Congress for such projects, appeals of Medicaid audit and program disallowances by the states, potential draws by GSEs, and whistleblower awards. The government is also a party to treaties and other international agreements. These treaties and other international agreements address various issues including, but not limited to, trade, commerce, security, and law enforcement that may involve financial obligations or give rise to possible exposure to losses. Estimated potential losses for legal claims related to treaties and international agreements are included in the Legal Contingencies and Environmental and Disposal Contingencies section of this note. For additional information on the government's other loss contingencies, refer to the Other Contingencies section of this note.

### Financial Treatment of Loss Contingencies

The reporting of loss contingencies depends on the likelihood that a future event or events will confirm the loss or impairment of an asset or the incurrence of a liability and the likelihood of loss can range from probable to remote. SFFAS No. 5, *Accounting for Liabilities of the Federal Government*, identifies the probability classifications used to assess the range for the likelihood of loss as probable, reasonably possible, and remote. Loss contingencies where a past event or exchange transaction has occurred, and where a future outflow or other sacrifice of resources is assessed as probable and measurable, are accrued in the financial statements. Loss contingencies that are assessed to be at least reasonably possible are disclosed in this note, and loss contingencies that are assessed as remote are neither reported in the financial statements, nor disclosed in the notes. Federal entities account for loss contingencies based on the likelihood of loss and measurability criteria provided in the following table.<sup>2</sup>

<sup>2</sup> In addition, a third condition must be met to be a loss contingency: a past event or an exchange transaction must occur.

Likelihood of future outflow or sacrifice of resources	Loss amount can be reasonably measured	Loss range can be reasonably measured	Loss amount or range cannot be reasonably measured
<p><b>Probable</b> Future confirming event(s) is(are) more likely than not to occur.<sup>3</sup></p>	<p>Accrue the liability. Report on Balance Sheet and Statement of Net Cost.</p>	<p>Accrue liability of best estimate or minimum amount in loss range if there is no best estimate, and disclose nature of contingency and range of estimated liability.</p>	<p>Disclose nature of contingency and include a statement that an estimate cannot be made.</p>
<p><b>Reasonably possible</b> Possibility of future confirming event(s) occurring is more than remote but less than probable.</p>	<p>Disclose nature of contingency and estimated amount.</p>	<p>Disclose nature of contingency and estimated loss range.</p>	<p>Disclose nature of contingency and include a statement that an estimate cannot be made.</p>
<p><b>Remote</b> Possibility of future event(s) occurring is slight.</p>	<p>No action is required.</p>	<p>No action is required.</p>	<p>No action is required.</p>

Loss contingencies arise in the normal course of operations and their ultimate disposition is unknown. Based on information currently available, however, it is management's opinion that the expected outcome of these matters, individually or in the aggregate, will not have a material adverse effect on the financial statements, except for the litigation and insurance described in the following sections, which could have a material adverse effect on the financial statements.

Certain significant consolidation entities apply financial accounting and reporting standards issued by FASB, and such entities, as permitted by SFFAS No. 47, *Reporting Entity*, are consolidated into the U.S. government's consolidated financial statements without conversion to financial and reporting standards issued by FASAB.<sup>4</sup> Generally, under FASAB standards, a contingency is considered "probable" if the future event or events are more likely than not to occur. Under FASB standards, a contingency is considered "probable" if the future event or events are likely to occur. "Likely to occur" is considered to be more certain than "more likely than not to occur." Under both accounting frameworks, a contingency is considered "reasonably possible" if occurrence of the future event or events is more likely than remote, but less likely than "probable" ("probable" as defined within each corresponding accounting framework).

<sup>3</sup> For pending or threatened litigation and unasserted claims, the future confirming event or events are considered "probable" if such events are likely to occur.

<sup>4</sup> Significant consolidation entities that apply FASB standards without conversion to FASAB standards are FCSIC, FDIC, NRRIT, PBGC, Smithsonian, TVA, and USPS.

## Legal Contingencies and Environmental and Disposal Contingencies

Legal Contingencies and Environmental and Disposal Contingencies as of September 30, 2023, and 2022						
(In billions of dollars)	2023			2022		
	Accrued Liabilities <sup>1</sup>	Estimated Range of Loss for Certain Cases <sup>2</sup>		Accrued Liabilities <sup>1</sup>	Estimated Range of Loss for Certain Cases <sup>2</sup>	
		Lower End	Upper End		Lower End	Upper End
Probable	55.9	55.4	66.3	41.1	40.6	43.6
Reasonably possible	N/A	10.6	107.4	N/A	17.2	44.5

<sup>1</sup> Accrued liabilities are recorded and presented in other liabilities on the Balance Sheet.

<sup>2</sup> Does not reflect the total range of loss; many cases assessed as reasonably possible of an unfavorable outcome did not include estimated losses that could be determined.

Note: "N/A" indicates not applicable.

Management and legal counsel have determined that it is “probable” that some legal actions, litigation, tort claims, and environmental and disposal contingencies will result in a loss to the government and the loss amounts are reasonably measurable. The estimated liabilities for “probable” cases against the government are \$55.9 billion and \$41.1 billion as of September 30, 2023, and 2022, respectively, and are included in “Other Liabilities” on the Balance Sheet. For example, the U.S. Supreme Court 2012 decision in *Salazar v. Ramah Navajo Chapter*, and subsequent cases related to contract support costs have resulted in increased claims against the Indian Health Service, which is a component within HHS. As a result of this decision, many tribes have filed claims. Some claims have been paid and others have been asserted but not yet settled. It is expected that some tribes will file additional claims for prior years. The estimated amount recorded for contract support costs is \$6.4 billion in FY 2023 and \$6.1 billion in FY 2022.

There are also administrative claims and legal actions pending where adverse decisions are considered by management and legal counsel as “reasonably possible” with an estimate of potential loss or a range of potential loss. The estimated potential losses reported for such claims and actions range from \$10.6 billion to \$107.4 billion as of September 30, 2023, and from \$17.2 billion to \$44.5 billion as of September 30, 2022.

The estimated upper range of potential loss for probable and reasonably possible claims and actions increased \$22.7 billion, and \$62.9 billion, respectively in FY 2023. The increase is primarily due to new cases, a change in the likelihood of loss, along with the net change in the amount of potential loss, and legal cases that are no longer pending.

In accordance with the NWPAs, DOE entered into more than 69 standard contracts with utilities in which, in return for payment of fees into the Nuclear Waste Fund, DOE agreed to begin disposal of SNF by January 31, 1998. Because DOE has no facility available to receive SNF under the NWPAs, it has been unable to begin disposal of the utilities’ SNF as required by the contracts. Significant litigation claiming damages for partial breach of contract has ensued as a result of this delay. Based on settlement estimates, the total liability estimate as of September 30, 2023 is in a range between \$44.7 billion and \$51.6 billion. After deducting the cumulative amount paid of \$10.6 billion as of September 30, 2023 under settlements, and as a result of final judgments, the remaining accrued liability is estimated to be approximately \$34.1 billion, compared to approximately \$31.0 billion as of September 30, 2022.

A number of class action and/or multiple plaintiff tort suits have been filed against current and former DOE contractors in which the plaintiffs seek damages for alleged exposures to radioactive and/or toxic substances as a result of the historic operations of DOE’s nuclear facilities. Collectively, in these cases, damages of \$1.2 billion are currently sought.

Numerous litigation cases are pending where the outcome is uncertain or it is reasonably possible that a loss has been incurred and where estimates cannot be made. There are other litigation cases where the plaintiffs have not made claims for specific dollar amounts, but the settlement may be significant. The ultimate resolution of these legal actions for which the potential loss could not be determined may materially affect the U.S. government’s financial position or operating results.

A number of cases were filed in the U.S. Court of Federal Claims and U.S. District Courts in which the plaintiffs allege, among other things, that the U.S. government took their property, breached contractual rights of preferred and common

stockholders, and breached fiduciary duties when the third amendments to the SPSPAs between Treasury and each GSE were executed in August 2012 (please refer to Note 8—Investments in Government-Sponsored Enterprises). In the U.S. Court of Federal Claims, the plaintiffs seek just compensation and other damages from the U.S. government. With respect to certain cases pending before the U.S. Court of Federal Claims, the U.S. government's motion to dismiss was granted with respect to certain claims and denied with respect to certain other claims. The U.S. Court of Appeals for the Federal Circuit dismissed all of the claims. Certain plaintiffs filed petitions for a writ of certiorari with the Supreme Court, which were denied. While most of the cases brought before the U.S. Court of Federal Claims have been dismissed, some are still pending. In the U.S. District Courts, the plaintiffs seek to set aside the third amendments to the SPSPAs as well as damages, and in some cases an injunction that results in changes to Treasury's liquidation preference, or that converts Treasury's GSE senior preferred stock to common stock. Following the Supreme Court's decision in June 2021, the Court left open the possibility that the plaintiffs may be entitled to retrospective relief if the unconstitutional provision inflicted "compensable harm". The Fifth and Eighth Circuit Courts of Appeals remanded cases to the U.S. District Court for the Southern District of Texas and the U.S. District Court for the District of Minnesota, where plaintiffs filed amended complaints alleging that the unconstitutional provision inflicted "compensable harm". In the Southern District of Texas litigation, plaintiffs also added claims that FHFA's funding structure violates the Appropriations Clause of the U.S. Constitution. The U.S. District Court for the Southern District of Texas dismissed the amended complaint, and the Fifth Circuit Court of Appeals affirmed the dismissal. The U.S. District Court for the District of Minnesota also dismissed the amended complaint, and that case is now again pending at the Eighth Circuit Court of Appeals. The Sixth Circuit Court of Appeals remanded a case to the U.S. District Court for the Western District of Michigan to determine if the unconstitutional provision inflicted "compensable harm," while rejecting claims that an FHFA director had been serving in violation of the Appointments Clause of the U.S. Constitution. The plaintiffs filed a petition for a writ of certiorari with the Supreme Court regarding the Appointments Clause claim, which was denied. On remand, plaintiffs are seeking to amend their complaint to add claims that FHFA's funding structure violates the Appropriations Clause of the U.S. Constitution. A case in the Eastern District of Pennsylvania remains in litigation, and a motion to dismiss is pending. Treasury is unable to determine the likelihood of an unfavorable outcome or an estimate of potential loss in these cases at this time.

## Insurance and Guarantees

As discussed in Note 1.N—Insurance and Guarantee Program Liabilities, certain consolidation entities with significant insurance and guarantee programs apply FASB standards, while other insurance programs are accounted for in the consolidated financial statements pursuant to FASAB standards. Please refer to Note 16—Insurance and Guarantee Program Liabilities for insurance and guarantee liabilities and Note 13—Federal Employee and Veteran Benefits Payable for insurance related to federal employee and veteran benefits.

### Entities Reporting under FASB

PBGC, FCSIC, and FDIC are the main contributing consolidation entities with significant insurance or guarantee programs that apply FASB standards. Insurance in-force estimates and a discussion of PBGC's coverage are disclosed to provide an understanding of the magnitude of the programs. Current conditions indicate it is extremely unlikely that losses equal to the maximum risk exposure described below would be incurred.

PBGC insures pension benefits for participants in covered defined benefit pension plans. Under current law, PBGC's liabilities may be paid only from PBGC's assets. Accordingly, PBGC's liabilities are not backed by the full faith of the U.S. government. As of September 30, 2023, PBGC's single-employer and multiemployer pension insurance programs had \$130.9 billion and \$4.0 billion in total assets, respectively. In FY 2022, PBGC reported pension insurance program total assets for single-employer and multiemployer of \$124.4 billion and \$3.5 billion, respectively.

PBGC operates two separate pension insurance programs: a single-employer program and a multiemployer program. The single-employer program covered about 20.6 million people (excluding those in plans that PBGC has trustee) in FY 2023, down from about 22.3 million people in FY 2022, and the maximum guaranteed annual benefit for participants who are in a plan that terminated in FY 2023 and commence benefits at age 65 is \$81,000. The maximum guaranteed benefit for single-employer plan participants is determined by the year the retiree's plan terminated (if the plan terminated during the plan sponsor's bankruptcy, the year the sponsor entered bankruptcy) and the participant's age at the later of the date the sponsor entered bankruptcy or the date the participant begins collecting benefits. The number of covered ongoing plans at the end of FY 2023 was about 23,500.

The multiemployer program covers about 11.0 million participants in about 1,360 insured plans and the maximum annual benefit is \$12,870 to a participant who worked for 30 years in jobs covered by the plan. The maximum benefit for multiemployer plan participants varies with covered service and would be lower if the participant worked less than 30 years and higher if the participant worked more than 30 years. On March 11, 2021, the President signed into law the ARP. The ARP established a new multiemployer SFA program resulting in a new source of financing from the General Fund. PBGC

receives appropriated SFA funds to disburse to multiemployer plans that meet certain criteria. Unlike traditional financial assistance where PBGC provides assistance to the multiemployer plans in the form of a loan, the new special financial assistance will be provided via a transfer of funds with no obligation of repayment. The SFA program is expected to enable PBGC to satisfy long-term multiemployer obligations by providing SFA to currently insolvent and probable plans. PBGC's FY 2022 Projection Report shows that the multiemployer program is likely to remain solvent for more than 40 years.

FCSIC insures the timely payment of principal and interest on Systemwide Debt Securities. Systemwide Debt Securities are the general unsecured joint and several obligations of the FCSB. Systemwide Debt Securities are not obligations of and are not guaranteed by the U.S. government. As stated in the Farm Credit *Quarterly Information Statement of the Farm Credit System*, outstanding Systemwide Debt Securities reported by the FCSB totaled \$401.9 billion and \$377.2 billion as of September 30, 2023, and 2022 respectively. The insurance provided by FCSIC is also not an obligation of and is not guaranteed by the U.S. government. Under current law, if FCSIC does not have sufficient funds to pay unpaid principal and interest on insured Systemwide Debt Securities, the FCSB will be required to make payments under joint and several liability. As of September 30, 2023, and 2022, FCSIC reported an Insurance Fund balance of \$7.2 billion and \$6.5 billion, respectively.

FDIC insures bank and savings association deposits, which exposes FDIC to various risks. FDIC has estimated total insured deposits of \$10,592.6 billion and \$9,926.3 billion as of September 30, 2023, and 2022 respectively, for the DIF.

As described below, the government also has insurance and guarantee contingencies for PBGC and FDIC that are reasonably possible in the amount of \$26.4 billion and \$54.5 billion as of September 30, 2023, and 2022, respectively.

PBGC reported \$26.1 billion and \$54.2 billion as of September 30, 2023, and 2022, respectively, for the estimated aggregate unfunded vested benefits exposure to PBGC for private-sector single-employer and multiemployer defined benefit pension plans that are classified with a reasonably possible exposure to loss. As of September 30, 2023, PBGC's estimate of its single-employer reasonably possible exposure decreased to \$25.7 billion. The \$26.3 billion decrease from the reasonably possible exposure of \$52.0 billion as of September 30, 2022, is primarily due to the significant increase in the interest factors used for valuing liabilities as of the measurement date.<sup>5</sup> In FY 2023, PBGC estimated that it is reasonably possible that multiemployer plans may require future assistance in the amount of \$0.4 billion, a \$1.8 billion decrease from the \$2.2 billion in FY 2022. The primary reason for the decrease in exposure was a net decrease in the number of plans classified as reasonably possible.

FDIC reported \$0.3 billion as of September 30, 2023, and 2022 for reasonably possible losses to the DIF for additional risks identified in the financial services industry should potentially vulnerable insured institutions ultimately fail. Actual losses, if any, will largely depend on future economic and market conditions.

### Entities Reporting under FASAB

The total amount of coverage provided by an insurer as of the end of the reporting period is referred to as insurance in-force. Insurance in-force represents the total amount of unexpired insurance arrangements for the corresponding program as of a given date. Insurance in-force is presented to provide the reader with a better understanding of the unexpired insurance arrangements that are not considered a liability. It is extremely unlikely that losses equal to the maximum risk exposure would be incurred. The table below shows the estimate of insurance in-force for consolidation entities with significant insurance programs that apply FASAB standards in accordance with SFFAS No. 51, *Insurance Programs*.

<b>Insurance In-force as of September 30, 2023, and 2022</b>		
(In billions of dollars)	<b>2023</b>	<b>2022</b>
Ginnie Mae - HUD.....	2,472.8	2,284.5
National Credit Union Share Insurance Fund - NCUA .....	1,700.0	1,700.0
National Flood Insurance Program - DHS.....	1,281.9	1,286.2
Federal Crop Insurance - USDA .....	206.1	193.2

Ginnie Mae insures MBS and commitments, which exposes Ginnie Mae to various risks. Ginnie Mae's MBS program guarantees the timely payment of principal and interest on securities backed by pools of mortgage loans insured by FHA, Public and Indian Housing, and Rural Housing Service, or guaranteed by the VA. Accordingly, Ginnie Mae's credit risk

<sup>5</sup> The estimate of the reasonably possible exposure to the loss for the single-employer plans was determined using a measurement date of December 31, 2022.

related to outstanding MBS is greatly mitigated by guarantees discussed in Note 4—Loans Receivable, Net and Loan Guarantee Liabilities.

NCUA operates and manages the NCUSIF, insuring the deposits of over 138.8 million account holders in all federal credit unions and the majority of state-chartered credit unions. NCUSIF insures the balance of each members' accounts, dollar-for-dollar, up to at least the standard maximum share insurance amount of \$250,000.

NFIP, managed by FEMA, is considered an exchange transaction insurance program and pays claims to policy holders who experience flood damage due to flooding within the NFIP rules and regulations. FEMA is authorized to secure reinsurance coverage from private reinsurance and capital markets to maintain the financial ability of the program to pay claims from major flooding events.

FEMA, a component of DHS, is authorized to borrow from Treasury up to \$30.4 billion to fund the payment of flood insurance claims and claims-related expenses of the NFIP. Amounts borrowed at any time are not predetermined, and authority is used only as needed to pay existing obligations for claims and expenses. Insurance premiums collected are used to pay insurance claims and to repay borrowings. As of September 30, 2023, and 2022, FEMA had drawn from Treasury \$20.5 billion, leaving \$9.9 billion available to be borrowed. Premiums collected by FEMA are not expected to be sufficient to cover the debt repayments. Given the current premium rate structure, FEMA is not expected to be able to generate sufficient resources from premiums to pay its debt in full.

The FCIP, administered by USDA's FCIC, is considered a short-duration exchange transaction insurance program. The crop insurance policies insure against unexpected declines in yield and/or price due to natural causes. There were approximately 1.2 million crop insurance policies in force for crop years 2023, and 2022. The insurance policies are structured as a contract between approved insurance providers and producers, with the FCIC providing reinsurance to approved insurance providers. Crop insurance policies automatically renew each year unless producers cancel them by a published annual deadline. FCIC may request the Secretary of Agriculture to provide borrowing authority funds of the Commodity Credit Corporation if at any time the amounts in the insurance fund are insufficient to allow FCIC to carry out its duties. Even though the authority exists, FCIC did not request Commodity Credit Corporation funds in the reporting period. USDA has a permanent indefinite appropriation for the crop insurance program used to cover premium subsidy, delivery expenses, losses in excess of premiums, and research and delivery costs. FCIC has no outstanding borrowing as of September 30, 2023.

Please refer to the financial statements of the main contributing entities, HUD, NCUA, DHS, and USDA for additional information.

Congress originally enacted the *Terrorism Risk Insurance Act* in November 2002, to address market disruptions resulting from terrorist attacks on September 11, 2001. Most recently, the *Terrorism Risk Insurance Program Reauthorization Act* of 2019 extended TRIP until December 31, 2027. The TRIP helps to ensure available and affordable commercial property and casualty insurance for terrorism risk, and simultaneously allows private markets to stabilize. The authority to pay claims under TRIP is activated when the Secretary of the Treasury (in consultation with the Secretary of the DHS and the U.S. Attorney General) certifies an "act of terrorism." In the event of certification of an "act of terrorism" insurers may be eligible to receive reimbursement from the U.S. government for associated insured losses assuming an aggregate insured loss threshold ("Program Trigger") has been reached once a particular insurer has satisfied its designated deductible amount. For calendar years 2023 and 2022, the Program Trigger amount was \$200.0 million. Insurance companies and the U.S. government will share insured losses above insurer deductibles. TRIP includes both mandatory and discretionary authority for Treasury to recoup federal payments made under TRIP through policyholder surcharges under certain circumstances, and contains provisions designed to manage litigation arising from or relating to a certified "act of terrorism." There were no claims under TRIP as of September 30, 2023 or 2022.

## Other Contingencies

DOT, HHS, and Treasury reported the following other contingencies:

FHWA has a reasonably possible contingency due to their authority to approve projects using advance construction under 23 U.S.C. § 115(a) and 23 CFR 630.701-630.709. FHWA does not guarantee the ultimate funding to the states for these "advance construction" projects and, accordingly, does not obligate any funds for these projects. The state may submit a written request to FHWA that a project be converted to a regular federal aid project at any time provided that sufficient federal aid funds and obligation authority are available. As of September 30, 2023, and 2022, FHWA has \$75.4 billion and \$69.3 billion, respectively, of advanced construction authorizations that could be converted to federal obligations subject to the availability of funds. These authorizations have not been recognized in the DOT consolidated financial statements.

Contingent liabilities have been accrued as a result of Medicaid audit and program disallowances that are currently being appealed by the states. The Medicaid amounts are \$8.2 billion and \$7.0 billion for fiscal years ending September 30, 2023, and 2022, respectively. The states could return the funds through payments to HHS, or HHS could recoup the funds by reducing future grant awards to the states. Conversely, if the appeals are decided in favor of the states, HHS will be required

to pay these amounts. In addition, certain amounts for payment have been deferred under the Medicaid program when there is reasonable doubt as to the legitimacy of expenditures claimed by a state. There are also outstanding reviews of the state expenditures in which a final determination has not been made.

Treasury has a contingency for future draws by the GSEs. There were no probable future draws accrued as of September 30, 2023, and 2022, and the total amount of reasonably possible future draws is not estimable as of September 30, 2023. Refer to Note 8—Investments in Government-Sponsored Enterprises for additional information.



## Note 22. Funds from Dedicated Collections

### Funds from Dedicated Collections as of September 30, 2023

(In billions of dollars)	Federal Old-Age and Survivors Insurance Trust Fund (Combined)	Federal Disability Insurance Trust Fund (Combined)	Federal Medicare Insurance Trust Funds (Part A, B, D) (Combined)	All Other Funds from Dedicated Collections (Combined)	Total Funds from Dedicated Collections (Combined) <sup>1</sup>	Funds from Dedicated Collections Eliminations	Total Funds from Dedicated Collections (Consolidated) <sup>2</sup>
<b>Assets:</b>							
Cash and other monetary assets	-	-	-	180.6	180.6	-	180.6
Accounts receivable, net	2.3	2.8	24.6	24.7	54.4	-	54.4
Loans receivable, net	-	-	-	21.4	21.4	-	21.4
Inventory and related property, net	-	-	-	3.5	3.5	-	3.5
General property, plant and equipment, net	-	-	0.4	40.4	40.8	-	40.8
Investments	-	-	-	27.3	27.3	-	27.3
Advances and prepayments	-	-	45.1	11.3	56.4	-	56.4
Other assets <sup>3</sup>	-	-	-	18.5	18.5	-	18.5
Investments in Treasury securities, net of unamortized premiums/discounts	2,673.8	142.9	353.9	391.5	3,562.1	-	3,562.1
Other federal assets	15.8	1.0	400.8	332.0	749.6	(247.6)	502.0
<b>Total assets</b>	<b>2,691.9</b>	<b>146.7</b>	<b>824.8</b>	<b>1,051.2</b>	<b>4,714.6</b>	<b>(247.6)</b>	<b>4,467.0</b>
<b>Liabilities and net position:</b>							
Accounts payable	-	-	0.2	6.2	6.4	-	6.4
Federal employee and veteran benefits payable	-	-	-	6.1	6.1	-	6.1
Environmental and disposal liabilities	-	-	-	26.0	26.0	-	26.0
Benefits due and payable	111.0	29.8	106.3	10.1	257.2	-	257.2
Insurance and guarantee program liabilities	-	-	-	5.2	5.2	-	5.2
Advances from others and deferred revenues	-	-	1.8	70.7	72.5	-	72.5
Other liabilities <sup>3</sup>	-	-	10.4	219.7	230.1	-	230.1
Federal liabilities	6.7	0.8	130.7	212.4	350.6	(247.6)	103.0
<b>Total liabilities</b>	<b>117.7</b>	<b>30.6</b>	<b>249.4</b>	<b>556.4</b>	<b>954.1</b>	<b>(247.6)</b>	<b>706.5</b>

**Funds from Dedicated Collections as of September 30, 2023, continued**

(In billions of dollars)	Federal Old-Age and Survivors Insurance Trust Fund (Combined)	Federal Disability Insurance Trust Fund (Combined)	Federal Medicare Insurance Trust Funds (Part A, B, D) (Combined)	All Other Funds from Dedicated Collections (Combined)	Total Funds from Dedicated Collections (Combined) <sup>1</sup>	Funds from Dedicated Collections Eliminations	Total Funds from Dedicated Collections (Consolidated) <sup>2</sup>
<b>Net position:</b>							
Total net position	2,574.2	116.1	575.4	494.8	3,760.5	-	3,760.5
Total liabilities and net position	2,691.9	146.7	824.8	1,051.2	4,714.6	(247.6)	4,467.0
<b>Change in net position:<sup>4</sup></b>							
Net position, beginning of period	2,636.2	93.2	499.4	467.6	3,696.4	-	3,696.4
Adjustments to beginning net position							
Changes in accounting principles	-	-	-	0.2	0.2	-	0.2
Beginning net position, adjusted	2,636.2	93.2	499.4	467.8	3,696.6	-	3,696.6
Individual income taxes and tax withholdings	1,039.0	176.5	375.1	0.1	1,590.7	-	1,590.7
Other taxes and miscellaneous earned revenue	-	-	0.4	134.0	134.4	-	134.4
Other changes in fund balance (e.g., appropriations, transfers)	41.0	(1.7)	564.8	6.9	611.0	-	611.0
Federal non-exchange revenue	62.7	3.5	-	39.8	106.0	-	106.0
Total financing sources	1,142.7	178.3	940.3	180.8	2,442.1	-	2,442.1
Program gross costs and non-program expenses	1,204.7	155.4	1,006.0	261.0	2,627.1	(0.9)	2,626.2
Less: program revenue	-	-	(141.7)	(107.2)	(248.9)	0.9	(248.0)
Net cost	1,204.7	155.4	864.3	153.8	2,378.2	-	2,378.2
Ending net position	2,574.2	116.1	575.4	494.8	3,760.5	-	3,760.5

<sup>1</sup>The combined presentation does not eliminate intra-entity balances or transactions between funds from dedicated collections held by the entity.

<sup>2</sup>The consolidated dedicated collections presentation eliminates balances and transactions between funds from dedicated collections held by the entity, but does not eliminate balances or transactions between funds from dedicated collections and funds from other than dedicated collections.

<sup>3</sup>Other assets and other liabilities include multiple line items on the Balance Sheet.

<sup>4</sup>By law, certain expenses (costs), revenues, and other financing sources related to the administration of the above funds are not charged to the funds and are therefore financed and/or credited to other sources.

**Funds from Dedicated Collections as of September 30, 2022**

(In billions of dollars)	Federal Old-Age and Survivors Insurance Trust Fund (Combined)	Federal Disability Insurance Trust Fund (Combined)	Federal Medicare Insurance Trust Funds (Part A, B, D) (Combined)	All Other Funds from Dedicated Collections (Combined)	Total Funds from Dedicated Collections (Combined) <sup>1</sup>	Funds from Dedicated Collections Eliminations	Total Funds from Dedicated Collections (Consolidated) <sup>2</sup>
<b>Assets:</b>							
Cash and other monetary assets	-	-	-	167.8	167.8	-	167.8
Accounts receivable, net	2.1	2.9	25.6	26.0	56.6	-	56.6
Loans receivable, net	-	-	-	2.0	2.0	-	2.0
Inventory and related property, net	-	-	-	2.4	2.4	-	2.4
General property, plant and equipment, net	-	-	0.5	37.8	38.3	-	38.3
Investments	-	-	-	26.2	26.2	-	26.2
Advances and prepayments	-	-	39.0	10.3	49.3	-	49.3
Other assets <sup>3</sup>	-	-	-	18.9	18.9	-	18.9
Investments in Treasury securities, net of unamortized premiums/discounts	2,723.6	114.7	345.4	379.9	3,563.6	-	3,563.6
Other federal assets	15.6	0.7	284.0	323.7	624.0	(205.2)	418.8
Total assets	<u>2,741.3</u>	<u>118.3</u>	<u>694.5</u>	<u>995.0</u>	<u>4,549.1</u>	<u>(205.2)</u>	<u>4,343.9</u>
<b>Liabilities and net position:</b>							
Accounts payable	-	-	0.1	4.8	4.9	-	4.9
Federal employee and veteran benefits payable	-	-	-	6.5	6.5	-	6.5
Environmental and disposal liabilities	-	-	-	26.1	26.1	-	26.1
Benefits due and payable	98.7	24.2	85.1	10.2	218.2	-	218.2
Insurance and guarantee program liabilities	-	-	-	9.6	9.6	-	9.6
Advances from others and deferred revenues	-	-	1.3	66.4	67.7	-	67.7
Other liabilities <sup>3</sup>	-	-	-	190.1	190.1	-	190.1
Federal liabilities	6.4	0.9	108.6	213.7	329.6	(205.2)	124.4
Total liabilities	<u>105.1</u>	<u>25.1</u>	<u>195.1</u>	<u>527.4</u>	<u>852.7</u>	<u>(205.2)</u>	<u>647.5</u>

**Funds from Dedicated Collections as of September 30, 2022, continued**

(In billions of dollars)	Federal Old-Age and Survivors Insurance Trust Fund (Combined)	Federal Disability Insurance Trust Fund (Combined)	Federal Medicare Insurance Trust Funds (Part A, B, D) (Combined)	All Other Funds from Dedicated Collections (Combined)	Total Funds from Dedicated Collections (Combined) <sup>1</sup>	Funds from Dedicated Collections Eliminations	Total Funds from Dedicated Collections (Consolidated) <sup>2</sup>
<b>Net position:</b>							
Total net position	2,636.2	93.2	499.4	467.6	3,696.4	-	3,696.4
Total liabilities and net position	2,741.3	118.3	694.5	995.0	4,549.1	(205.2)	4,343.9
<b>Change in net position:<sup>4</sup></b>							
Net position, beginning of period	2,681.0	80.5	409.9	311.6	3,483.0	-	3,483.0
Adjustments to beginning net position							
Beginning net position, adjusted	2,681.0	80.5	409.9	311.6	3,483.0	-	3,483.0
Individual income taxes and tax withholdings	929.0	157.8	354.7	-	1,441.5	-	1,441.5
Other taxes and miscellaneous earned revenue	-	-	(0.8)	132.2	131.4	-	131.4
Other changes in fund balance (e.g., appropriations, transfers)	37.9	(1.2)	504.4	126.3	667.4	-	667.4
Federal non-exchange revenue	64.1	2.7	-	33.0	99.8	-	99.8
Total financing sources	1,031.0	159.3	858.3	291.5	2,340.1	-	2,340.1
Program gross costs and non-program expenses	1,075.8	146.6	905.7	227.3	2,355.4	(0.8)	2,354.6
Less: program revenue	-	-	(136.9)	(91.8)	(228.7)	0.8	(227.9)
Net cost	1,075.8	146.6	768.8	135.5	2,126.7	-	2,126.7
Ending net position	2,636.2	93.2	499.4	467.6	3,696.4	-	3,696.4

<sup>1</sup>The combined presentation does not eliminate intra-entity balances or transactions between funds from dedicated collections held by the entity.

<sup>2</sup>The consolidated dedicated collections presentation eliminates balances and transactions between funds from dedicated collections held by the entity, but does not eliminate balances or transactions between funds from dedicated collections and funds from other than dedicated collections.

<sup>3</sup>Other assets and other liabilities include multiple line items on the Balance Sheet.

<sup>4</sup>By law, certain expenses (costs), revenues, and other financing sources related to the administration of the above funds are not charged to the funds and are therefore financed and/or credited to other sources.

Generally, funds from dedicated collections are financed by specifically identified revenues, often supplemented by other financing sources, provided to the government by non-federal sources, which remain available over time. These specifically identified revenues and other financing sources are required by statute to be used for designated activities, benefits, or purposes and must be accounted for separately from the government's general revenues. Funds from dedicated collections generally include trust funds, public enterprise revolving funds (not including credit reform financing funds), and special funds. Funds from dedicated collections specifically exclude any fund established to account for pensions, ORB, OPEB, or other benefits provided for federal employees (civilian and military). In the *Budget*, the term "trust fund" means only that the law requires a particular fund to be accounted for separately, used only for a specified purpose, and designated as a trust fund. A change in law may change the future receipts and the terms under which the fund's resources are spent. In the private sector, trust fund refers to funds of one party held and managed by a second party (the trustee) in a fiduciary capacity. The activity of funds from dedicated collections differs from fiduciary activities primarily in that assets within funds from dedicated collections are government-owned. For additional information related to fiduciary activities, see Note 23—Fiduciary Activities.

Public enterprise revolving funds include expenditure accounts authorized by law to be credited with offsetting collections, mostly from the public, that are generated by and dedicated to finance a continuing cycle of business-type operations. Some of the financing for these funds may be from appropriations.

Special funds are federal funds dedicated by law for a specific purpose. Special funds include the special fund receipt account and the special fund expenditure account.

Total assets represent the unexpended balance from all sources of receipts and amounts due to the funds from dedicated collections, regardless of source, including related governmental transactions. These are transactions between two different entities within the government or intradepartmental (for example, monies received by one entity of the government from another entity of the government).

The federal assets are comprised of fund balances with Treasury, investments in Treasury securities—including unamortized amounts, and other assets that include the related accrued interest receivable on federal investments. These amounts were excluded in preparing the principal financial statements. The non-federal assets include activity with individuals and organizations outside of the government.

Most of the assets within funds from dedicated collections are invested in intra-governmental debt holdings. The government does not set aside assets to pay future benefits or other expenditures associated with funds from dedicated collections. The cash receipts collected from the public for funds from dedicated collections are deposited in the General Fund, which uses the cash for general government purposes. Treasury securities are issued to federal entities as evidence of its receipts. Treasury securities are an asset to the federal entities and a liability to Treasury and, therefore, they do not represent an asset or a liability in the *Financial Report*. These securities require redemption if a fund's disbursements exceeds its receipts. Redeeming these securities will increase the government's financing needs and require more borrowing from the public (or less repayment of debt), or will result in higher taxes than otherwise would have been needed, or less spending on other programs than otherwise would have occurred, or some combination thereof. See Note 12—Federal Debt and Interest Payable for additional information related to the investments in federal debt securities.

Below is a description of the major funds from dedicated collections, which also identifies the government entities that administer each particular fund. For additional information regarding funds from dedicated collections, please refer to the financial statements of the corresponding administering entities. For additional information on the benefits due and payable liability associated with certain funds from dedicated collections, see Note 15—Benefits Due and Payable.

## **Federal Old-Age and Survivors Insurance Trust Fund**

The OASI Trust Fund, administered by SSA, provides retirement and survivors benefits to qualified workers and their families.

Payroll and self-employment taxes primarily fund the OASI Trust Fund. Interest earnings on Treasury securities, federal entities' payments for the Social Security benefits earned by military and federal civilian employees, and Treasury payments for a portion of income taxes collected on Social Security benefits provide the fund with additional income. The law establishing the OASI Trust Fund and authorizing the depositing of amounts to the credit of the fund is set forth in 42 U.S.C. § 401.

## Federal Disability Insurance Trust Fund

The DI Trust Fund, administered by SSA, provides assistance and protection against the loss of earnings due to a wage earner's disability in form of monetary payments.

Like the OASI Trust Fund, payroll taxes primarily fund the DI Trust Fund. The fund also receives income from interest earnings on Treasury securities, federal entities' payments for the Social Security benefits earned by military and federal civilian employees, and Treasury payments for a portion of income taxes collected on Social Security benefits. The law establishing the DI Trust Fund and authorizing the depositing of amounts to the credit of the fund is set forth in 42 U.S.C. § 401.

## Federal Medicare Insurance Trust Funds (Medicare Parts A, B and D)

The HI Trust Fund, administered by HHS, finances Medicare Part A. This program funds the cost of inpatient hospital and related care for individuals age 65 or older who meet certain insured status requirements and individuals younger than age 65 with certain disabilities.

The HI Trust Fund is financed primarily by payroll taxes, including those paid by federal entities. It also receives income from interest earnings on Treasury securities, a portion of income taxes collected on Social Security benefits, premiums paid by, or on behalf of, aged uninsured beneficiaries, and receipts from fraud and abuse control activities. Section 1817 of the *Social Security Act* established the Medicare Hospital Trust Fund.

The SMI Trust Fund, administered by HHS, finances the Medicare Part B and the Medicare Prescription Drug Benefit Program (Medicare Part D). These programs provide SMI benefits for enrolled eligible participants to cover physician and outpatient services not covered by Medicare Part A and to obtain qualified prescription drug coverage, respectively. Medicare Part B financing is not based on payroll taxes; it is primarily based on monthly premiums, income from the General Fund, and interest earnings on Treasury securities. The Medicare SMI Trust Fund was established by Section 1841 of the *Social Security Act*.

Medicare Part D was created by the *Medicare Modernization Act of 2003* (P.L. 108-173). Medicare Part D financing is similar to Part B; it is primarily based on monthly premiums and income from the General Fund, not on payroll taxes. The fund also receives transfers from states.

## All Other Funds from Dedicated Collections

The government is responsible for the management of numerous funds from dedicated collections that serve a wide variety of purposes. The funds from dedicated collections presented on an individual basis in the above tables represent the majority of the government's net position attributable to funds from dedicated collections. All other activity attributable to funds from dedicated collections is aggregated in accordance with SFFAS No. 27, *Identifying and Reporting Funds from Dedicated Collections*, as amended by SFFAS No. 43, *Funds from Dedicated Collections: Amending Statement of Federal Financial Accounting Standards 27, Identifying and Reporting Earmarked Funds*. The majority entities with funds from dedicated collections within the "all other" aggregate, include the following:

- DOT
- DOC
- DOI
- Treasury
- DOD
- RRB
- DOE
- HUD
- DOJ
- EPA

In accordance with SFFAS No. 43, any funds established to account for pension, other retirement, or OPEB to civilian or military personnel are excluded from the reporting requirements related to funds from dedicated collections.

## Note 23. Fiduciary Activities

Fiduciary activities are the collection or receipt, and the management, protection, accounting, investment and disposition by the government of cash or other assets in which non-federal individuals or entities have an ownership interest that the government must uphold. Fiduciary cash and other assets are not assets of the government and are not recognized on the consolidated Balance Sheet. The government's fiduciary activities include the TSP, which is administered by the FRTIB, and the Indian Tribal and individual Indian Trust Funds, which are administered by the DOI.

### Schedule of Fiduciary Net Assets as of September 30, 2023, and 2022

(In billions of dollars)	2023	2022
Thrift Savings Plan	794.7	726.0
Department of the Interior	9.0	8.5
All other	5.6	5.4
Total fiduciary net assets	<u>809.3</u>	<u>739.9</u>

In accordance with the requirements of SFFAS No. 31, *Accounting for Fiduciary Activities*, fiduciary investments in Treasury securities and fund balance with Treasury held by fiduciary funds are to be recognized on the Balance Sheet as federal debt and interest payable and a liability for fiduciary fund balance with Treasury, respectively.

As of September 30, 2023, total fiduciary investments in Treasury securities and in non-Treasury securities are \$296.8 billion and \$496.5 billion, respectively. As of September 30, 2022, total fiduciary investments in Treasury securities and in non-Treasury securities were \$318.4 billion and \$406.3 billion, respectively. Refer to Note 12—Federal Debt and Interest Payable for more information on Treasury securities.

As of September 30, 2023, and 2022, the total fiduciary fund balance with Treasury is \$1.7 billion and \$1.7 billion, respectively. A liability for this fiduciary fund balance with Treasury is reflected as other miscellaneous liabilities in Note 18—Other Liabilities.

As of September 30, 2023, and 2022, collectively, the fiduciary investments in Treasury securities and fiduciary fund balance with Treasury held by all government entities represent \$5.1 billion and \$4.8 billion, respectively, of unrestricted cash included within cash held by Treasury for government-wide operations shown in Note 2—Cash and Other Monetary Assets.

### Thrift Savings Plan

The TSP maintains and holds in trust the assets of the TSP. The TSP is administered by an independent government entity, the FRTIB, which is charged with operating the TSP prudently and solely in the interest of the participants and their beneficiaries.

The TSP is a retirement savings and investment plan for federal employees and members of the uniformed services. It was authorized by the Congress in the *Federal Employees' Retirement System Act of 1986*. The plan provides federal employees and members of the uniformed services with a savings and tax benefit similar to what many private sector employers offer their employees under 401(k) plans. This includes two fixed income funds, three stock funds and ten lifecycle funds. Effective June 1, 2022, Accenture Federal Services, as part of its recordkeeping services contract, provides a Mutual Fund Window that offers participants who meet certain eligibility criteria access to mutual funds. The plan was primarily designed to be a key part of the retirement package (along with a basic annuity benefit and Social Security) for employees who are covered by FERS.

As of September 30, 2023, and 2022, the TSP held \$794.7 billion and \$726.0 billion, respectively, in net assets, which included \$293.4 billion and \$315.4 billion, respectively, of nonmarketable Treasury securities. The TSP combines the net assets of the TSP and the FRTIB in its financial statements. Only the TSP net assets of the TSP financial statements are disclosed in this note. The most recent audited financial statements for the TSP are as of December 31, 2022, and 2021. For additional information about FRTIB, the TSP and the investment options of the TSP, please refer to the FRTIB website at <https://www.frtib.gov>.

## Department of Interior–Indian Trust Funds

As stated above, DOI has responsibility for the assets held in trust on behalf of American Indian Tribes and individuals. DOI maintains accounts for Tribal and Other Trust Funds (including the Alaska Native Escrow Fund) and IIM Trust Funds in accordance with the *American Indian Trust Fund Management Reform Act of 1994*. The fiduciary balances that have accumulated in these funds have resulted from land use agreements, royalties on natural resource depletion, other proceeds derived directly from trust resources, judgment awards, settlements of claims, and investment income. DOI maintains separate financial statements for these trust funds, which are prepared using a cash or modified cash basis of accounting, a comprehensive basis of accounting other than GAAP. The independent auditors' reports on the Tribal and Other Trust Funds were qualified as it was not practical to extend audit procedures sufficiently to satisfy themselves as to the fairness of the trust fund balances. The IIM Trust Funds received an unmodified opinion from the auditors. As of September 30, 2023, and 2022, the DOI held \$9.0 billion and \$8.5 billion, respectively, in net assets. For additional information related to these assets, please refer to the DOI website at <https://www.doi.gov>.

## All Other Entities with Fiduciary Activities

The government is responsible for the management of other fiduciary net assets on behalf of various non-federal entities. The entities presented individually in the table on the previous page represent the vast majority of the government's fiduciary net assets. All other component entities with fiduciary net assets are aggregated in accordance with SFFAS No. 31. As of September 30, 2023, and 2022, including TSP and DOI, there are a total of 21 federal entities with fiduciary activities at a grand total of 62 and 68 fiduciary funds, respectively. SBA and DOD are the largest entities relating to the fiduciary activities of the remaining entities within the "all other" aggregate balance. As of September 30, 2023, "all other" fiduciary net assets were \$5.6 billion, compared to \$5.4 billion as of September 30, 2022.



## Note 24. Long-Term Fiscal Projections

The SLTFP is prepared pursuant to SFFAS No. 36, *Comprehensive Long-Term Projections for the U.S. Government*. The financial statements, Note 24, and unaudited RSI provide information to aid readers of the *Financial Report* in assessing whether current policies for federal spending and taxation can be sustained and the extent to which the cost of public services received by current taxpayers will be shifted to future taxpayers. This assessment requires prospective information about receipts and spending, the resulting debt, and how these amounts relate to the size of the economy. A sustainable policy is defined as one where the ratio of federal debt held by the public to GDP (the debt-to-GDP ratio) is ultimately stable or declining. The *Financial Report* does not address the sustainability of state and local government fiscal policy.

The projections and analysis presented here are extrapolations based on an array of assumptions described in detail below. A fundamental assumption is that current federal policy will not change. This assumption is made so as to inform the question of whether current fiscal policy is sustainable and, if it is not sustainable, the magnitude of needed reforms to make fiscal policy sustainable. The projections are therefore neither forecasts nor predictions. If policy changes are implemented, perhaps in response to projections like those presented here, then actual financial outcomes will be different than those projected. The methods and assumptions underlying the projections are subject to continuing refinement.

The projections focus on future cash flows, and do not reflect either the accrual basis or the modified-cash basis of accounting. These cash-based projections reflect receipts or spending at the time cash is received or when a payment is made by the government. In contrast, accrual-based projections would reflect amounts in the time period in which income is earned or when an expense or obligation is incurred. The cash basis accounting underlying the long-term fiscal projections is consistent with methods used to prepare the SOSI and the generally cash-based federal budget.

The SLTFP displays the PV of 75-year projections for various categories of the federal government's receipts and non-interest spending.<sup>6</sup> The projections for FYs 2023 and 2022 are expressed in PV dollars and as a percent of the PV of GDP<sup>7</sup> as of September 30, 2023 and September 30, 2022, respectively. The PV of a future amount, for example \$1.0 billion in October 2098, is the amount of money that if invested on September 30, 2023 in an account earning the government borrowing rate would have a value of \$1.0 billion in October 2098.<sup>8</sup>

The PV of a receipt or spending category over 75 years is the sum of the annual PV amounts. When expressing a receipt or spending category over 75 years as a percent of GDP, the PV dollar amount is divided by the PV of GDP over 75 years. Measuring receipts and spending as a percent of GDP is a useful indicator of the economy's capacity to sustain federal government programs.

### Fiscal Projections

Receipt categories in the long-term fiscal projections include individual and corporation income taxes, Social Security and Medicare payroll taxes, and a residual category of "other receipts." Non-interest spending categories include discretionary spending that is funded through annual appropriations, such as spending for national security, and mandatory (entitlement) spending that is generally funded with permanent or multi-year appropriations, such as spending for Social Security and Medicare. This year's long-term fiscal projections for Social Security and Medicare are based on the same economic and demographic assumptions that underlie the 2023 SOSI, which is as of January 1, 2023. Accordingly, the economic and demographic assumptions used in the long-term fiscal projections are not adjusted for the more current near-term economic information after the time assumptions were set in December 2022. Projections for the other categories of receipts and spending are consistent with the economic and demographic assumptions in the Trustees Reports and include updates for actual budget results for FY 2023 or budgetary estimates from the President's FY 2024 Budget.<sup>9</sup> Where possible, those budget totals are adjusted before spending is projected to remove outlays for programs or activities that are judged to be temporary, such as spending related to the COVID-19 pandemic and economic recovery.

The projections assume the continuance of current policy, which builds off current law, but can be different than current law in cases where lawmakers have in the past periodically changed the law in a consistent way. The specific assumptions that depart from current law and are used for the current policy basis of these projections are explained below.

<sup>6</sup> For the purposes of this analysis, spending is defined in terms of outlays. In the context of federal budgeting, spending can either refer to budget authority – the authority to commit the government to make a payment; to obligations – binding agreements that will result in payments, either immediately or in the future; or to outlays – actual payments made.

<sup>7</sup> GDP is a standard measure of the overall size of the economy and represents the total market value of all final goods and services produced domestically during a given period of time. The components of GDP are: private sector consumption and investment, government consumption and investment, and net exports (exports less imports). Equivalently, GDP is a measure of the gross income generated from domestic production over the same time period.

<sup>8</sup> PVs recognize that a dollar paid or collected in the future is worth less than a dollar today because a dollar today could be invested and earn interest. To calculate a PV, future amounts are thus reduced using an assumed interest rate, and those reduced amounts are summed.

<sup>9</sup> Social Security and Medicare Trustees Reports can be found at <https://www.ssa.gov/OACT/TR/>.

The projections shown in the SLTFP are made over a 75-year time frame, consistent with the time frame featured in the Social Security and Medicare Trustees Reports. However, these projections are for fiscal years starting on October 1, whereas the Trustees Reports feature calendar-year projections. Using fiscal years allows the projections to start from the actual budget results from FYs 2023 and 2022.

### Changes in Long-Term Fiscal Projections

PV of 75-Year Projections	Trillions of \$	Percent of 75-Year PV of GDP
<b>Receipts less non-interest spending as of September 30, 2022</b>	(79.5)	(4.2) %
<b>Components of Change:</b>		
Change in Reporting Period	(1.9)	-
Change in Model Technical Assumptions	-	-
Change due to Economic and Demographic Assumptions	5.0	0.3
Change due to Program-Specific Actuarial Assumptions	10.6	0.6
Change due to Updated Budget Data	(7.4)	(0.4)
Total	6.4	0.4
<b>Receipts less non-interest spending as of September 30, 2023</b>	<b>(73.2)</b>	<b>(3.8)</b>

Note: Totals may not equal the sum of components due to rounding. The 75-year PV of GDP is updated with the change in reporting period and change in economic and demographic assumptions.

This year's estimate of the 75-year PV imbalance of receipts less non-interest spending is 3.8 percent of the current 75-year PV of GDP, compared to 4.2 percent as was projected in last year's *Financial Report*.<sup>10</sup> The above table reports the effects of various factors on the updated projections.

- The largest factor affecting the projections is the effect of new Social Security, Medicare, and Medicaid program-specific actuarial assumptions, which decrease the fiscal imbalance as a share of the 75-year PV of GDP by 0.6 percentage points (\$10.6 trillion).<sup>11</sup> The change is primarily attributable to near-term growth rate assumptions for Medicaid. In the 2022 projections, growth rates through 2027 followed projections in the *2018 Medicaid Actuarial Report*.<sup>12</sup> Growth rates for the 2023 projections are based on the NHE data and reflect the expiration of temporary measures related to the COVID-19 pandemic.
- The second largest factor affecting the projections—increasing the imbalance as a share of the 75-year PV of GDP by 0.4 percentage points (\$7.4 trillion)—is due to actual budget results for FY 2023 and baseline estimates published in the FY 2024 President's Budget, plus adjustments to discretionary spending enacted in the FRA (P.L. 118-5). This deterioration in the fiscal position is largely due to a higher 75-year PV of discretionary spending on defense programs and mandatory spending on programs other than Social Security, Medicare, and Medicaid, and lower individual income taxes as a share of wages and salaries. That deterioration is partially offset by a lower 75-year PV of spending on non-defense discretionary programs—attributable to the FRA caps—and higher other receipts.
- The next largest factor affecting the projections is the update of economic and demographic assumptions that decreases the fiscal imbalance by 0.3 percentage points (\$5.0 trillion). Contributing to this improvement in the imbalance are higher wages that increase receipts and GDP growth rates that lead to reduced spending as a percentage of GDP. The 75-year PV of GDP for this year's projections is \$1,919.1 trillion, greater than last year's \$1,872.9 trillion.
- The fourth largest factor affecting the projected imbalance is the change in reporting period—the effect of shifting calculations from 2023 through 2097 to 2024 through 2098. The update increases the imbalance of the 75-year PV

<sup>10</sup> The fiscal imbalances reported in the long-term fiscal projections do not include the initial level of publicly held debt, which was \$26.2 trillion in 2023 and \$24.3 trillion in 2022, and, therefore, they do not by themselves answer the question of how large fiscal reforms must be to make fiscal policy sustainable. See "Sustainability and the Fiscal Gap" for additional discussion. More information on the projections in last year's *Financial Report* can be found in Note 24 to the financial statements here: <https://fiscal.treasury.gov/reports-statements/#>.

<sup>11</sup> For more information on Social Security and Medicare actuarial estimates, refer to Note 25—Social Insurance.

<sup>12</sup> Christopher J. Truffer, Kathryn E. Rennie, Lindsey Wilson, and Eric T. Eckstein II, *2018 Actuarial Report on the Financial Outlook for Medicaid*, Office of the Actuary, CMS, and HHS.

of receipts less non-interest spending by \$1.9 trillion, which has a negligible effect as a share of the 75-year PV of GDP.

The net effect of the changes in the table above, equal to the penultimate row in the SLTFP, shows that this year's estimate of the overall 75-year PV of receipts less non-interest spending is negative 3.8 percent of the 75-year PV of GDP (negative \$73.2 trillion, as compared to a GDP of \$1,919.1 trillion). This imbalance can be broken down by funding source. Spending projections exceeded receipts by 2.2 percent of GDP (about \$42.2 trillion) among programs funded by the government's general revenues, and there is an imbalance of 1.6 percent of GDP (about \$30.9 trillion)<sup>13</sup> for the combination of Social Security (OASDI) and Medicare Part A, which under current law are funded with payroll taxes and not in any material respect with general revenues.<sup>14,15</sup> By comparison, the FY 2022 projections showed that programs funded by the government's general revenues had an excess of spending over receipts of 2.7 percent of GDP (\$50.2 trillion) while the payroll tax-funded programs had an imbalance of spending over receipts of 1.6 percent of GDP (\$29.4 trillion).

## Sustainability and the Fiscal Gap

This *Financial Report* presents data, including debt, as a percent of GDP to help readers assess whether current fiscal policy is sustainable. The debt-to-GDP ratio was approximately 97 percent at the end of FY 2023. As discussed further in the unaudited RSI, the projections based on this *Financial Report's* assumptions indicate that current policy is not sustainable. If current policy is left unchanged, the projections show the debt-to-GDP ratio will be approximately 100 percent in 2024, rise to 200 percent by 2047 and reach 531 percent in 2098. Moreover, if the trends that underlie the 75-year projections were to continue, the debt-to-GDP ratio would continue to rise beyond the 75-year window.

The fiscal gap measures how much the primary surplus (receipts less non-interest spending) must increase in order for fiscal policy to achieve a target debt-to-GDP ratio in a particular future year. In these projections, the fiscal gap is estimated over a 75-year period, from 2024 to 2098, and the target debt-to-GDP ratio is equal to the ratio at the beginning of the projection period, in this case the estimated debt-to-GDP ratio at the end of FY 2023. The target year is the last year of the 75-year period (2098).

The 75-year fiscal gap under current policy is estimated at 4.5 percent of GDP, which is 23.8 percent of the 75-year PV of projected receipts and 19.8 percent of the 75-year PV of non-interest spending. This estimate of the fiscal gap is 0.4 percentage points smaller than was estimated in 2022 (4.9 percent of GDP).

The projections show that projected primary deficits average 3.8 percent of GDP over the next 75 years under current policy. If policies were put in place that would close the fiscal gap, the average primary surplus over the next 75 years would be 0.6 percent of GDP, 4.5 percentage points higher than the projected PV of receipts less non-interest spending shown in the SLTFP. In these projections, closing the fiscal gap requires running a substantially positive level of primary surplus, rather than simply eliminating the primary deficit. The primary reason is that the projections assume future interest rates will exceed the growth rate of GDP. Achieving primary balance (that is, running a primary surplus of zero) implies that the debt held by the public grows each year by the amount of interest spending, which under these assumptions would result in debt growing faster than GDP.

<sup>13</sup> The 75-year PV imbalance for Social Security and Medicare Part A of \$30.9 trillion is comprised of several line items from the SLTFP – Social Security outlays net of Social Security payroll taxes (\$33.5 trillion) and Medicare Part A outlays net of Medicare payroll taxes (\$10.4 trillion) – as well as subcomponents of these programs not presented separately in the statement. These subcomponents include Social Security and Medicare Part A administrative costs that are classified as non-defense discretionary spending (\$0.6 trillion) and Social Security and Medicare Part A income other than payroll taxes: taxation of benefits (-\$6.4 trillion), federal employer share (-\$1.5 trillion), and other income (-\$5.8 trillion).

<sup>14</sup> Social Security and Medicare Part A expenditures can exceed payroll tax revenues in any given year to the extent that there are sufficient balances in the respective trust funds; these balances derive from past excesses of payroll tax revenues over expenditures and interest earned on those balances and represent the amount the General Fund owes the respective trust fund programs. When spending does exceed payroll tax revenues, as has occurred each year since 2008 for Medicare Part A and 2010 for Social Security, the excess spending is financed first with interest due from the General Fund and secondly with a drawdown of the trust fund balance; in either case, the spending is ultimately supported by general revenues or borrowing. Under current law, benefits for Social Security and Medicare Part A can be paid only to the extent that there are sufficient balances in the respective trust funds. In order for the long-term fiscal projections to reflect the full size of these programs' commitments to pay future benefits, the projections assume that all scheduled benefits will be financed with borrowing to the extent necessary after the trust funds are depleted.

<sup>15</sup> The fiscal imbalances reported in the long-term fiscal projections are limited to future outlays and receipts. They do not include the initial level of publicly-held debt, \$26.2 trillion in 2023 and \$24.3 trillion in 2022, and therefore they do not by themselves answer the question of how large fiscal reforms must be to make fiscal policy sustainable, or how those reforms divide between reforms to Social Security and Medicare Part A and to other programs. Other things equal, past cash flows (primarily surpluses) for Social Security and Medicare Part A reduced federal debt at the end of 2023 by \$3.0 trillion (the trust fund balances at that time); the contribution of other programs to federal debt at the end of 2023 was therefore \$29.2 trillion. Similarly, because the \$30.9 trillion imbalance between outlays and receipts over the next 75 years for Social Security and Medicare Part A does not take account of the Social Security and Medicare Part A trust fund balances, it overstates the magnitude of reforms necessary to make Social Security and Medicare Part A solvent over 75 years by \$3.0 trillion. The \$3.0 trillion combined Social Security and Medicare Part A trust fund balance represents a claim on future general revenues.

## Assumptions Used and Relationship to Other Financial Statements

A fundamental assumption underlying the projections is that current federal policy (defined below) does not change. The projections are therefore neither forecasts nor predictions, and do not consider large infrequent events such as natural disasters, military engagements, or economic crises. By definition, they do not build in future changes to policy. If policy changes are enacted, perhaps in response to projections like those presented here, then actual fiscal outcomes will be different than those projected.

Even if policy does not change, actual spending and receipts could differ materially from those projected here. Long-range projections are inherently uncertain and are necessarily based on simplifying assumptions. For example, one key simplifying assumption is that interest rates paid on debt held by the public remain unchanged, regardless of the amount of debt outstanding. To the contrary, it is likely that future interest rates would increase if the debt-to-GDP ratio rises as shown in these projections. To help illustrate this uncertainty, projections that assume higher and lower interest rates are presented in the “Alternative Scenarios” discussion in the unaudited RSI section of this *Financial Report*.

As is true for prior long-term fiscal projections for the *Financial Report*, the assumptions for GDP, interest rates, and other economic and demographic variables underlying this year’s projections are the same assumptions that underlie the most recent Social Security and Medicare Trustees Report projections, adjusted for historical revisions that occur annually. These assumptions differ from those in the President’s Budget because they extend for 75 years, rather than 25 years. Additionally, they assume extension of current policy whereas the economic assumptions in the President’s Budget assume full implementation of policy proposals reflected in the Budget.<sup>16</sup> The use of discount factors consistent with the Social Security Trustees rate allows for consistent PV calculations over 75 years between the SLTFP and the SOSI.

The following bullets summarize the key assumptions used for the categories of receipts and spending presented in the SLTFP and the disclosures:

- **Social Security:** Projected Social Security (OASDI) spending excludes administrative expenses, which are classified as discretionary spending, and is based on the projected spending in the 2023 Social Security Trustees Report for benefits and for the Railroad Retirement interchange. The projections of Social Security payroll taxes and Social Security spending are based on future spending and payroll taxes projected in the 2023 Social Security Trustees Report, adjusted for presentational differences and converted to a fiscal year basis. More information about the assumptions for Social Security cost growth can be found in Note 25 and the unaudited RSI discussion of Social Insurance.
- **Medicare:** Projected Medicare spending also excludes administrative expenses, which are classified as discretionary spending, and is based on projected spending from the 2023 Medicare Trustees Report. The projections here make some adjustments to the Trustees Report projections. Medicare Part B and D premiums, as well as state contributions to Part D, are subtracted from gross spending in measuring Part B and Part D spending, just as they are subtracted from gross cost to yield net cost in the financial statements.<sup>17</sup> Here, as in the federal budget, premiums are treated as “negative spending” rather than receipts since they represent payment for a service rather than payments obtained through the government’s sovereign power to tax. This is similar to the financial statement treatment of premiums as “earned” revenue as distinct from all other sources of revenue, such as taxes. The projections are based on Medicare spending in the Medicare Trustees Report, adjusted for presentational differences and converted to a fiscal year basis. Medicare Part A payroll taxes are projected similarly. More information about the assumptions for Medicare cost growth can be found in Note 25 and the unaudited RSI discussion of Social Insurance. As discussed in Note 25, there is uncertainty about whether the reductions in health care cost growth assumed in the Medicare Trustees Report will be fully achieved. Note 25 illustrates this uncertainty by presenting an illustrative alternative scenario.
- **Medicaid:** The Medicaid spending projections start with NHE projections prepared by CMS’s Office of the Actuary, which were released in June 2023.<sup>18,19</sup> These projections are based on recent trends in Medicaid spending and the demographic, economic, and health cost growth assumptions in the Medicare Trustees Report. The NHE projections, which end in 2031, are adjusted to accord with the actual Medicaid spending in FY 2023. After 2031,

<sup>16</sup> See the FY 2024 President’s Budget, Analytical Perspectives Volume, Chapter 3 “Long-Term Budget Outlook.”

<sup>17</sup> Medicare Part B and D premiums and state contributions to Part D are subtracted from the Part B and D spending displayed in the SLTFP. The total 75-year PV of these subtractions is \$20.1 trillion, or 1.0 percent of GDP.

<sup>18</sup> This represents an update to the model’s assumptions and methodology. In the 2022 *Financial Report*, Medicaid projections began with the projections from the 2018 *Medicaid Actuarial Report* prepared by the CMS’s Office of Actuary, and those projections were similarly adjusted to account for actual spending in the most recently completed fiscal year. Actual Medicaid spending in FY 2022 included temporary spending increases due to changes in enrollment and other temporary measures related to the COVID-19 pandemic. Spending associated with those temporary measures could not be identified and excluded from budget totals before Medicaid outlays were projected, adding uncertainty to the 2022 long-term fiscal projections.

<sup>19</sup> NHE data are available at <https://www.cms.gov/data-research/statistics-trends-and-reports/national-health-expenditure-data>.

the number of beneficiaries is projected to grow at the same rate as total population. Medicaid cost per beneficiary is assumed to grow at the same rate as Medicare benefits per beneficiary after 2034, after a three-year phase-in to the Medicare per beneficiary growth rate over the period 2032-2034. Between 1987 and 2017, the average annual growth rates of spending per beneficiary for Medicaid and Medicare were within 0.3 percentage point of each other. Projections of Medicaid spending are subject to added uncertainty related to: 1) assumed reductions in health care cost growth discussed above in the context of Medicare; 2) the projected size of the Medicaid enrolled population, which depends on a variety of factors, including future state actions regarding the PPACA Medicaid expansion; and 3) any continued effects of the COVID-19 pandemic.

- **Other Mandatory Spending:** Other mandatory spending includes federal employee retirement, veterans' disability benefits, and means-tested entitlements other than Medicaid. Current mandatory spending components that are judged permanent under current policy are assumed to increase by the rate of growth in nominal GDP starting in 2024, implying that such spending will remain constant as a percent of GDP.<sup>20,21</sup> Projected spending for insurance exchange subsidies starting in 2024 grows with growth in the non-elderly population and with the NHE projected per enrollee cost growth for other private health insurance for the NHE projection period (through 2031 for the FY 2023 projections), and with growth in per enrollee health care costs as projected for the Medicare program after that period. As discussed in Note 25, there is uncertainty about whether the reductions in health care cost growth projected in the Medicare Trustees Report will be fully achieved. Projected exchange subsidy spending as a percent of GDP remains below the failsafe provision in the PPACA that limits the federal share of spending to 0.504 percent of GDP.
- **Defense and Non-defense Discretionary Spending:** Discretionary spending through 2025 follows the caps enacted in the FRA, then grows with GDP starting in 2026. To illustrate sensitivity to different assumptions, PV calculations under alternative discretionary growth scenarios are presented in the unaudited "Alternative Scenarios" RSI section.
- **Receipts (Other than Social Security and Medicare Payroll Taxes):** Individual income taxes are based on the share of salaries and wages in the current law baseline projection in the FY 2024 President's Budget, and the salaries and wages projections in the Social Security 2023 Trustees Report. That baseline accords with the tendency of effective tax rates to increase as growth in income per capita outpaces inflation (also known as "bracket creep") and the expiration dates of individual income and estate and gift tax provisions of TCJA. Individual income taxes increase gradually from 19 percent of wages and salaries in 2024 to 29 percent of wages and salaries in 2098 as real taxable incomes rise over time and an increasing share of total income is taxed in the higher tax brackets. Through the first 10 years of the projections, corporation tax receipts as a percent of GDP reflect the economic and budget assumptions used in developing the FY 2024 President's Budget 10-year baseline budgetary estimates. After this time, corporation tax receipts grow at the same rate as nominal GDP. Other receipts also reflect the FY 2024 President's Budget baseline levels as a share of GDP throughout the budget window, and grow with GDP outside of the budget window. Corporation tax receipts fall from 1.7 percent of GDP in 2024 to 1.2 percent of GDP in 2033, where they stay for the remainder of the projection period. The ratio of other receipts, including excise taxes, estate and gift taxes, customs duties, and miscellaneous receipts, to GDP is estimated to increase from 1.1 percent in 2024 to 1.2 percent by 2027 where it remains through the projection period. To illustrate uncertainty, PV calculations under higher and lower receipts growth scenarios are presented in the "Alternative Scenarios" section.
- **Debt and Interest Spending:** Interest spending is determined by projected interest rates and the level of outstanding debt held by the public. The long-run interest rate assumptions accord with those in the 2023 Social Security Trustees Report.<sup>22</sup> The average interest rate over this year's projection period is 4.5 percent, approximately the same as the 2022 *Financial Report*. These rates are also used to convert future cash flows to PVs as of the start of FY 2024. Debt at the end of each year is projected by adding that year's deficit and other financing requirements to the debt at the end of the previous year.

## Departures of Current Policy from Current Law

The long-term fiscal projections are made on the basis of current policy, which in some cases is assumed to be different from current law. The notable differences between current policy that underlies the projections and current law are: 1)

<sup>20</sup> Other mandatory spending in 2023 from legislation enacted in response to the COVID-19 pandemic is considered temporary and is not assumed to increase with nominal GDP. Such spending is identified using Disaster Emergency Fund Code attributes in budget execution data for the following: the *Families First Coronavirus Response Act* (P.L. 116-127); the *CARES Act* (P.L. 116-136); the *Paycheck Protection Program and Health Care Enhancement Act* (P.L. 116-139); the *CAA, 2021* (P.L. 116-260, Division N); and the *ARP* (P.L. 117-2). Spending data for COVID-19 response legislation are available on [USAspending.gov](https://USAspending.gov).

<sup>21</sup> This assumed growth rate for other mandatory programs after 2024 is slightly higher than the average growth rate in the most recent OMB and Congressional Budget Office 10-year budget baselines.

<sup>22</sup> As indicated in the more detailed discussion of Social Insurance in Note 25 to the financial statements.

projected spending, receipts, and borrowing levels assume raising or suspending the current statutory limit on federal debt; 2) continued discretionary appropriations are assumed throughout the projection period; 3) scheduled Social Security and Medicare Part A benefit payments are assumed to occur beyond the projected point of trust fund depletion; and 4) many mandatory programs with expiration dates prior to the end of the 75-year projection period are assumed to be reauthorized. As is true in the Medicare Trustees Report and in the SOSI, the projections incorporate programmatic changes already scheduled in law, such as the PPACA productivity adjustment for non-physician Medicare services and the expiration of certain physician bonus payments in 2025.

## Note 25. Social Insurance

SOSI presents the projected actuarial PV of the estimated future revenue and estimated future expenditures of the Social Security, Medicare, Railroad Retirement, and Black Lung social insurance programs which are administered by the SSA, HHS, RRB, and DOL, respectively. Social Security and Medicare projections are based on current law and the Social Security and Medicare trustees intermediate set of assumptions, except that the projections assume full Social Security and Medicare Part A benefits are paid after fund depletion contrary to current law.

Contributions consist of: payroll, income, and excise taxes, premiums from, and state transfers on behalf of, participants in Medicare, and miscellaneous reimbursements from the General Fund. Generally, beneficiaries finance the remainder of Parts B and D costs via monthly premiums to these programs. With the introduction of Part D drug coverage, Medicaid is no longer the primary payer of drug costs for full-benefit dually eligible beneficiaries of Medicare and Medicaid. For those beneficiaries, states are subject to a contribution requirement and must pay a portion of their estimated foregone drug costs into the Part D account (referred to as state transfers). By accounting convention, the General Fund transfers are eliminated in the consolidation of the SOSI at the government-wide level. These General Fund transfers that are used to finance Medicare Parts B and D are also shown as eliminations on these calculations. For the FYs 2023 and 2022, the amounts eliminated totaled \$48.5 trillion and \$47.5 trillion, respectively.

The SOSI also includes projected general revenues that, under current law, would be used to finance the remainder of the expenditures in excess of revenues for Medicare Parts B and D that is reported in the SOSI. Expenditures include benefit payments scheduled under current law and administrative expenses. Current Social Security and Medicare Part A law provides for full benefit payments only to the extent that there are sufficient balances in the trust funds. Social insurance programs utilize “trust funds” to account for dedicated collections held for later use to accomplish the program’s purpose. Expenditures reflect full benefit payments even after the point at which trust fund asset reserves are projected to be depleted. Refer to the unaudited RSI–Social Insurance section and SSA’s, HHS’s, RRB’s, and DOL’s financial statements for additional information on Social Security, Medicare, Railroad Retirement, and Black Lung program financing.

The estimates in the consolidated SOSI of the open group measures are for persons who are participants or eventually will participate in the programs as contributors (workers) or beneficiaries (retired workers, survivors, dependents, and disabled) during the 75-year projection period. The closed group comprises only current participants which are those who have attained age 15 at the start of the projection period. Actuarial PV of estimated future income (excluding interest) and estimated future expenditures for the Social Security and Medicare social insurance programs are presented for three different groups of participants: 1) current participants who have not yet attained eligibility age; 2) current participants who have attained eligibility age; and 3) new entrants, who are expected to become participants in the future. Current participants in the Social Security and Medicare programs are the closed group of taxpayers and/or beneficiaries who are aged at least 15 years at the start of the projection period. Future participants for Social Security and Medicare include those born during the projection period and individuals below age 15 as of January 1 of the valuation year. Railroad Retirement’s future participants are the projected new entrants as of October 1 of the valuation year.

The trust fund balances as of the valuation date for the respective programs, including interest earned, are shown in the table below.<sup>23</sup> The PV of estimated future expenditures in excess of estimated future revenue are calculated by subtracting the actuarial PV of future scheduled contributions as well as dedicated tax income by and on behalf of current and future participants from the actuarial PV of the future scheduled benefit payments to them or on their behalf. To determine a program’s funding shortfall over any given period of time, the starting trust fund balance is subtracted from the PV of expenditures in excess of revenues over the period. The portion of each trust fund not required to pay benefits and administrative costs is invested, on a daily basis, in interest-bearing obligations of the U.S. government. The *Social Security Act* authorizes the issuance by Treasury of special nonmarketable, intra-governmental debt obligations for purchase exclusively by the trust funds. Although the special issues cannot be bought or sold in the open market, they are redeemable at any time at face value and thus bear no risk of fluctuation in principal value due to changes in market yield rates. Interest on the bonds is credited to the trust funds and becomes an asset to the funds and a liability to the General Fund. These Treasury securities and related interest are eliminated in consolidation at the government-wide level. For additional information, see Note 22—Funds from Dedicated Collections.

<sup>23</sup> Trust fund balances for the Railroad Retirement and Black Lung programs are not included, as these balances are less than \$50.0 billion.

<b>Social Insurance Programs Trust Fund Balances<sup>1</sup></b>					
(In trillions of dollars)	<b>2023</b>	<b>2022</b>	<b>2021</b>	<b>2020</b>	<b>2019</b>
Social Security	2.8	2.9	2.9	2.9	2.9
Medicare	0.4	0.4	0.3	0.3	0.3

<sup>1</sup> As of the valuation date of the respective programs.

### **Medicare – Illustrative Alternative Scenario**

The financial projections for the Medicare program reflect substantial, but very uncertain, cost savings deriving from current-law provisions that lowered increases in Medicare payment rates to most categories of health care providers. Certain features of current law may result in some challenges for the Medicare program including physician payments, payment rate updates for most non-physician categories, and productivity adjustments. Payment rate updates for most non-physician categories of Medicare providers are reduced by the growth in economy-wide private nonfarm business total factor productivity although these health providers have historically achieved lower levels of productivity growth. Should payment rates prove to be inadequate for any service, beneficiaries' access to and the quality of Medicare benefits would deteriorate over time, or future legislation would need to be enacted that would likely increase program costs beyond those projected under current law. Please refer to the unaudited RSI—Social Insurance and HHS financial statements for additional information.

The illustrative alternative scenario projections below help to illustrate and quantify the magnitude of the potential cost understatement under current law. The difference between current-law and illustrative alternative scenario projections is substantial for Parts A and B. The illustrative alternative scenario projections for Parts A and B illustrate the impact that would occur if the payment updates that are affected by the productivity adjustments were to gradually transition from current law to the payment updates assumed for private health plans, the physician updates transition to the Medicare Economic Index, and the bonuses paid to qualified physicians in advance APM did not expire. The extent to which actual future Part A and Part B costs exceed the projected amounts due to changes to the productivity adjustments and physician updates depends on what specific changes might be legislated and whether Congress would pass further provisions to help offset such costs. This alternative was developed for illustrative purposes only and the calculations have not been audited.



**Medicare Present Values (Unaudited)**

(In trillions of dollars)	2023 Consolidated SOSI Current Law	Illustrative Alternative Scenario <sup>1,2</sup>
<b>Income:</b>		
Part A	31.3	31.3
Part B <sup>3</sup>	15.7	17.9
Part D <sup>4</sup>	3.0	3.0
Total income	50.0	52.2
<b>Expenditures:</b>		
Part A	35.9	42.3
Part B	56.6	64.5
Part D	10.6	10.6
Total expenditures	103.1	117.4
<b>Income less expenditures:</b>		
Part A	(4.6)	(11.0)
Part B	(40.9)	(46.6)
Part D	(7.6)	(7.6)
Excess of expenditures over income	(53.1)	(65.2)

<sup>1</sup> These amounts are not presented in the current fiscal year Trustees Report.

<sup>2</sup> A set of illustrative alternative Medicare projections has been prepared under a hypothetical modification to current law. No endorsement of the illustrative alternative by the Trustees, CMS, or the Office of the Actuary should be inferred.

<sup>3</sup> Excludes \$40.9 trillion and \$46.6 trillion of general revenue contributions from the 2023 Consolidated SOSI Current Law projection and the Illustrative Alternative Scenario's projection, respectively; i.e., to reflect Part B income on a consolidated government-wide basis.

<sup>4</sup> Excludes \$7.6 trillion of general revenue contributions from both the 2023 Consolidated SOSI Current Law projection and the Illustrative Alternative Scenario's projection; i.e., to reflect Part D income on a consolidated government-wide basis.

## Demographic and Economic Assumptions

<b>Social Security and Medicare – Demographic and Economic Assumptions and Summary Measures</b>									
	<b>Demographic Assumptions</b>								
	<b>2023</b>	<b>2030</b>	<b>2040</b>	<b>2050</b>	<b>2060</b>	<b>2070</b>	<b>2080</b>	<b>2090</b>	<b>2100<sup>13</sup></b>
Total Fertility Rate <sup>1</sup>	1.7	1.9	2.0	2.0	2.0	2.0	2.0	2.0	2.0
Age-Sex Adjusted Death Rate <sup>2</sup>	798.0	738.4	679.9	627.3	580.7	539.4	502.7	469.9	440.6
Net Annual Immigration <sup>3</sup>	2,030	1,348	1,291	1,258	1,241	1,228	1,220	1,216	1,214
Period Life Expectancy at Birth - Male <sup>4</sup>	76.1	77.1	78.1	79.2	80.2	81.1	82.0	82.9	83.6
Period Life Expectancy at Birth - Female <sup>4</sup>	81.2	82.1	83.0	83.8	84.7	85.4	86.1	86.8	87.4
	<b>Economic Assumptions (percent change)</b>								
	<b>2023</b>	<b>2030</b>	<b>2040</b>	<b>2050</b>	<b>2060</b>	<b>2070</b>	<b>2080</b>	<b>2090</b>	<b>2100<sup>13</sup></b>
Real Wage Growth <sup>5</sup>	0.2	1.6	1.2	1.1	1.1	1.1	1.1	1.1	1.1
Wages <sup>6</sup>	4.2	4.0	3.6	3.5	3.6	3.6	3.6	3.6	3.6
CPI <sup>7</sup>	4.0	2.4	2.4	2.4	2.4	2.4	2.4	2.4	2.4
Real GDP <sup>8</sup>	0.7	2.0	1.9	2.0	2.0	1.9	2.0	2.1	2.0
Total Employment <sup>9</sup>	0.2	0.4	0.3	0.4	0.4	0.3	0.4	0.5	0.4
Avg. Annual Interest Rate (percent) <sup>10</sup>	3.5	4.6	4.7	4.7	4.7	4.7	4.7	4.7	4.7
Real Interest Rate (percent) <sup>11</sup>	(1.0)	2.0	2.3	2.3	2.3	2.3	2.3	2.3	-
Per Beneficiary Cost - HI <sup>12</sup>	5.3	14 5.0	4.2	3.4	3.3	3.4	3.5	3.5	-
Per Beneficiary Cost - SMI Part B <sup>12</sup>	7.8	14, 15 5.5	4.9	3.7	3.8	3.5	3.7	3.7	-
Per Beneficiary Cost - SMI Part D <sup>12</sup>	2.5	15 1.7	3.6	4.1	4.0	3.8	3.9	4.0	-

<sup>1</sup> Average number of children per woman.

<sup>2</sup> The age-sex-adjusted death rate per 100,000 that would occur in the enumerated population as of April 1, 2010, if that population were to experience the death rates by age and sex observed in, or assumed for, the selected year.

<sup>3</sup> Includes legal immigration, net of emigration, as well as other, non-legal, immigration per thousand of persons.

<sup>4</sup> Summary measure of average number of years expected prior to death for a person born on January 1 in that year, using the mortality rates for that year over the course of his or her remaining life. (Social Security)

<sup>5</sup> Difference between percentage increases in wages and the CPI.

<sup>6</sup> Average annual wage in covered employment.

<sup>7</sup> CPI represents a measure of the average change in prices over time in a fixed group of goods and services.

<sup>8</sup> Total dollar value of all goods and services produced in the U.S., adjusted to remove the impact of assumed inflation growth.

<sup>9</sup> Summary measure of average weekly U.S. civilian employment and U.S. Armed Forces. (Social Security)

<sup>10</sup> The average of the nominal interest rates, compounded semi-annually, for special public-debt obligations issuable monthly.

<sup>11</sup> Average rate of interest earned on new trust fund securities, above and beyond rate of inflation. (Medicare)

<sup>12</sup> These increases reflect the overall impact of more detailed assumptions that are made for each of the different type of services provided by the Medicare program. These assumptions include changes in the payment rates, utilization, and intensity of each type of services. (Medicare)

<sup>13</sup> The valuation period used for the 2023 Statement of Social Insurance extends to 2097. (Social Security) Medicare did not report assumptions for 2100.

<sup>14</sup> Reflects the updated expectations for healthcare spending following the COVID-19 pandemic.

<sup>15</sup> Reflects IRA of 2022.

The Boards of Trustees<sup>24</sup> of the Social Security and Medicare Trust Funds provide in their annual reports to Congress short-range (10-year) and long-range (75-year) actuarial estimates of each trust fund. Significant uncertainty surrounds the estimates, especially for a period as long as 75 years. To illustrate the range of uncertainty, the Trustees use three alternative

<sup>24</sup> The boards are composed of six members. Four members serve by virtue of their positions in the federal government: the Secretary of the Treasury, who is the Managing Trustee; the Secretary of Labor; the Secretary of HHS; and the Commissioner of Social Security. The President appoints and the Senate confirms the other two members to serve as public representatives. These two positions are currently vacant.

scenarios (low-cost, intermediate, and high-cost) that use specific assumptions. These assumptions include fertility rates, rates of change in mortality, LPR and other than LPR immigration levels, emigration levels, changes in real GDP, changes in the CPI, changes in average real wages, unemployment rates, trust fund real yield rates, and disability incidence and recovery rates. The assumptions used for the most recent set of projections shown above in the Social Security and Medicare demographic and economic assumption table are generally referred to as the “intermediate assumptions,” and reflect the Trustees reasonable estimate of expected future experience. For additional information on Social Security and Medicare demographic and economic assumptions, refer to SSA’s and HHS’s financial statements.

The RRB’s estimated future revenues and expenditures reflected in the SOSI are based on various economic, employment, and other actuarial assumptions, and assume that the program will continue as presently constructed. For further details on actuarial assumptions related to the program and how these assumptions affect amounts presented on the SOSI and SCSIA, consult the Technical Supplement to the *28th Actuarial Valuation of the Assets and Liabilities Under the Railroad Retirement Acts as of December 31, 2019*, the *2023 Annual Report of the Railroad Retirement System required by Section 502 of the Railroad Retirement Solvency Act of 1983* (P.L. 98-76), and RRB’s financial statements.

The BLDBP significant assumptions used in the projections are the coal excise tax revenue estimates, the tax rate structure, the number of beneficiaries, life expectancy, federal civilian pay raises, medical cost inflation, and the interest rates used to discount future cash flows.

## Statement of Changes in Social Insurance Amounts

The SCSIA reconciles the change (between the current valuation and the prior valuation) in the PV of estimated future revenue less estimated future expenditures for current and future participants (the open group measure) over the next 75 years (except Black Lung which has a rolling 25-year projection period through September 30, 2048). The reconciliation identifies several components of the changes that are significant and provides reasons for the changes. The following disclosures relate to the SCSIA including the reasons for the components of the changes in the open group measure during the reporting period from the end of the previous reporting period for the government’s social insurance programs.

All estimates relating to the Social Security and Medicare Programs in the SCSIA represent values that are incremental to the prior change. In general, an increase in the PV of net cash flows represents a positive change (improving financing), while a decrease in the PV of net cash flows represents a negative change (worsening financing). For additional information regarding the estimates used to prepare the SCSIA, see SSA’s, HHS’s, RRB’s, and DOL’s financial statements.

### Assumptions Used for the Components of the Changes

The PV included in the SCSIA are for the current and prior years and are based on various economic as well as demographic assumptions used for the intermediate assumptions in the Social Security and Medicare Trustees Report for these years. The Social Security and Medicare – Demographic and Economic Assumptions table summarizes these assumptions for the current year. This year’s SOSI projections for Social Security and Medicare, which are as of January 1, 2023, are based on the same demographic and economic assumptions that underlie the 2023 Social Security and Medicare Trustees Report. The 2023 SOSI projections are not adjusted for the more current near-term economic information after the time assumptions were set in December 2022.

PV as of January 1, 2022 and January 1, 2021 are calculated using interest rates from the intermediate assumption of the 2022 and 2021 Trustees Reports, respectively. All other PV in this part of the SCSIA are calculated as a PV as of January 1, 2023 and January 1, 2022 respectively.

For the period beginning on January 1, 2022 to the period beginning on January 1, 2023 (current year) and period beginning on January 1, 2021 to the period beginning on January 1, 2022 (prior year) estimates of the PV of Social Security and Medicare changes in social insurance amounts due to changing the valuation period, projection base, demographic data and assumptions, methods, and law are presented using the interest rates under the intermediate assumption of the 2022 and 2021 Trustees Report respectively. Since interest rates are an economic estimate and all estimates in the table are incremental to the prior change, the estimates of the PV of changes in economic and health care assumptions and all other PV in this part of the SCSIA are calculated using the interest rates under the intermediate assumptions of the 2023 and 2022 Trustees Reports, respectively.

### Changes in Valuation Period

#### From the period beginning on January 1, 2022 to the period beginning on January 1, 2023

The effect on the 75-year PV of changing the valuation period from the prior valuation period (2022-2096) to the current valuation period (2023-2097) is measured by using the assumptions for the prior valuation and extending them to

cover the current valuation. Changing the valuation period removes a small negative estimated net cash flow for 2022, replaces it with much larger negative estimated cash flow for 2097, and measures the PV as of January 1, 2023, one year later. As a result, the PV of the estimated future net cash flows decrease by \$0.7 trillion and \$1.3 trillion for Social Security and Medicare, respectively.

#### **From the period beginning on January 1, 2021 to the period beginning on January 1, 2022**

The effect on the 75-year PV of changing the valuation period from the prior valuation period (2021-2095) to the current valuation period (2022-2096) is measured by using the assumptions for the prior valuation and extending them to cover the current valuation. Changing the valuation period removes a small negative estimated net cash flow for 2021, replaces it with a much larger negative estimated net cash flow for 2096, and measures the PV as of January 1, 2022, one year later. As a result, the PV of the estimated future net cash flows decreased by \$0.7 trillion and \$1.0 trillion for Social Security and Medicare, respectively.

### **Changes in Demographic Data, Assumptions, and Methods**

#### **From the period beginning on January 1, 2022 to the period beginning on January 1, 2023**

For the current valuation (beginning on January 1, 2023), the ultimate demographic assumptions are the same as those for the prior valuation. However, the starting demographic values and the way these values transition to the ultimate assumptions were changed.

- Projected birth rates through 2055, during the period of transition to the ultimate level, were slightly lower than in the prior valuation.
- Updates to near-term mortality assumptions to better reflect the effects of the COVID-19 pandemic led to an increase in death rates through 2024 compared to the prior valuation.
- Historical population data, other-than-lawful permanent resident immigration data, and marriage and divorce data were updated since the prior valuation.

There was one notable change in demographic methodology. The method for projecting the age distributions of LPR new arrival and adjustment-of-status immigrants was updated reflecting recent data showing a slightly older population at the time of attaining LPR status than had previously been estimated. This change decreased PV of the estimated future net cash flows.

Overall, changes in demographic data, assumptions, and methods caused the PV of the estimated future net cash flows to decrease by \$0.1 trillion for Social Security and Medicare, respectively.

#### **From the period beginning on January 1, 2021 to the period beginning on January 1, 2022**

For the current valuation (beginning on January 1, 2022), the ultimate demographic assumptions are the same as those for the prior valuation. However, the starting demographic values and the way these values transition to the ultimate assumptions were changed.

- Final birth rate data for calendar year 2020 indicated slightly lower birth rates than were assumed in the prior valuation.
- Near-term LPR immigration data were updated since the prior valuation; near-term LPR immigration assumptions were also updated to better reflect the expected effects of the recovery from the pandemic.
- Historical population data and other-than-LPR immigration data were updated since the prior valuation.

There was one notable change in demographic methodology. An improvement was made to put more emphasis on recent mortality data by increasing the weights for the most recent years in the regressions used to calculate the starting rates of improvement and starting death rates. This change decreased the PV of the estimated future net cash flows.

Overall, changes in demographic data, assumptions, and methods caused the PV of the estimated future net cash flows to decrease by \$0.3 trillion and \$0.5 trillion for Social Security and Medicare, respectively.

### **Changes in Economic Data, Assumptions, and Methods (Social Security Only)**

#### **From the period beginning on January 1, 2022 to the period beginning on January 1, 2023**

For the current valuation (beginning of January 1, 2023), there was one change to the ultimate economic assumptions.

- The annual percentage change in the average OASDI covered wage, adjusted for inflation, is assumed to average 1.14 percentage points over the last 65 years of the 75-year projection period. This is 0.02 percentage point higher than the value assumed for the prior valuation.

This change to the wage growth assumptions increased the PV of estimated future net cash flows. In addition to this change, the starting economic values, and the way these values transition to the ultimate assumptions were changed. The most significant changes are identified below.

- The levels of GDP and labor productivity are assumed to be about 3.0 percent lower by 2026 and for all years thereafter relative to the prior valuation.
- The assumed real interest rates over the first 10 years of the projection period are generally higher than those assumed for the prior valuation.

The changes to the GDP and productivity levels decreased the PV of the estimated future net cash flows, while the change to near-term real interest increased the PV of the estimated future net cash flows.

There was one notable change in economic methodology. The method for estimating the level of OASDI taxable wages for historical year 2000-21 was improved by adopting a more consistent approach for estimating completed values across various types of wages. This change increased the PV of the estimated future net cash flows. Overall, changes to economic data, assumptions and methods caused the PV of the estimated future net cash flows to decrease by \$0.8 trillion for Social Security.

### **From the period beginning on January 1, 2021 to the period beginning on January 1, 2022**

For the current valuation (beginning on January 1, 2022), the ultimate economic assumptions are the same as those for the prior valuation. However, the starting economic values and the way these values transition to the ultimate assumptions were changed. The most significant are identified below.

- Near-term real interest rates are assumed to be slightly higher on average than those for the prior valuation.
- Economic starting values and near-term growth assumptions were updated to reflect the stronger-than-expected recovery from the pandemic-induced recession.
- The level of potential GDP for years 2021 and later is assumed to be about 1.1 percent higher than the level in the prior valuation, reflecting the strong recovery and the expectation of a permanent level shift in total economy labor productivity.

The changes to near-term real interest rates and the resulting effects on PV calculations decreased the PV of the estimated future net cash flows, while changes to starting values and near-term economic growth assumptions and the level shift in the assumptions for potential GDP increased the PV of the estimated future net cash flows.

There were no additional notable changes in economic methodology. Overall, changes to economic data, assumptions, and methods caused the PV of the estimated future net cash flows to decrease by \$0.2 trillion for Social Security.

## **Changes in Law or Policy**

### **From the period beginning on January 1, 2022 to the period beginning on January 1, 2023**

For Social Security, between prior valuation (beginning on January 1, 2022) and the current valuation (beginning January 1, 2023), no notable changes in law or policy are expected to have a significant effect on the long-range cost of OASDI program.

Most of the provisions enacted as part of the Medicare legislation since prior valuation date had little or no impact on the program. The following provisions did have a financial impact.

- The *Postal Service Reform Act of 2022* (P.L. 117-108, enacted on April 6, 2022) included one provision that affects Parts B and D of the SMI program.
- The *IRA of 2022* (P.L. 117-169, enacted on August 16, 2022) included provisions that affect the SMI programs.
- The *Continuing Appropriations and Ukraine Supplemental Appropriations Act, 2023* (P.L. 117-180, enacted on September 30, 2022) included provisions that affect the HI and SMI programs.
- The *Further Continuing Appropriations and Extensions Act, 2023* (P.L. 117-229, enacted on December 16, 2022) included provisions that affect the HI and SMI programs.
- The *CAA, 2023* (P.L. 117-328, enacted on December 29, 2022) included provisions that affect the HI and SMI programs.

Overall, the changes to these laws, regulations, and policies caused the PV of the estimated future net cash flow to increase by \$1.1 trillion for Medicare.

### **From the period beginning on January 1, 2021 to the period beginning on January 1, 2022**

The monetary effect of the changes in law or policy on the PV of estimated future net cash flows of the OASDI and Medicare programs was not significant at the consolidated level. Please refer to SSA's and HHS's financial statements for additional information related to the impact of the changes in law or policy on the PV of estimated future net cash flows of the OASDI and Medicare programs.

## Changes in Methodology and Programmatic Data (Social Security Only)

### From the period beginning on January 1, 2022 to the period beginning on January 1, 2023

Several methodological improvements and updates of program-specific data are included in the current valuation (beginning on January 1, 2023). The most significant are identified below.

- Actual disability data for 2022 and slightly lower-near term disability incidence rate assumptions were incorporated.
- The current valuation uses a 10.0 percent sample of all newly entitled worker beneficiaries in 2019 to project average benefit levels of retired-worker and disabled-worker beneficiaries.
- Updates were made to the post-entitlement benefit adjustment factors. These factors are used to account for changes in benefit levels, primarily due to differential mortality by benefit level and earnings after benefit entitlement.

Overall, changes to programmatic data and methods caused the PV of estimated future net cash flows to decrease by \$0.3 trillion for Social Security.

### From the period beginning on January 1, 2021 to the period beginning on January 1, 2022

Several methodological improvements and updates of program-specific data are included in the current valuation (beginning on January 1, 2022). The most significant are identified below.

- The ultimate disability incidence rate was lowered from 5.0 per thousand exposed in the prior valuation to 4.8 in the current valuation.
- The current valuation is updated using a 10.0 percent sample of all newly entitled worker beneficiaries in 2018 to project average benefit levels of retired-worker and disabled-worker beneficiaries.
- Recent data and estimates provided by the Office of Tax Analysis at Treasury indicate higher near-term and ultimate levels of revenue from taxation of OASDI benefits than projected in the prior valuation.
- Updates were made to the post-entitlement benefit adjustment factors. These factors are used to account for changes in benefit levels, primarily due to differential mortality by benefit level and earnings after benefit entitlement.

Overall, changes to programmatic data and methods caused the PV of the estimated future net cash flows to increase by \$0.6 trillion for Social Security.

## Changes in Economic and Health Care Assumptions (Medicare Only)

### From the period beginning on January 1, 2022 to the period beginning on January 1, 2023

The economic assumptions used in the Medicare projections are the same as those used for the Social Security program shown above while the health care assumption are specific to the Medicare projections. The following health care assumptions were changes in the current valuation.

- Lower projected spending growth because of anticipated effect of negotiating drug prices and other price growth constraints.

Overall, these changes decrease the PV of the estimated future net cash flow by \$2.6 trillion for Medicare.

### From the period beginning on January 1, 2021 to the period beginning on January 1, 2022

The economic assumptions used in the Medicare projections are the same as those for the Social Security programs shown above while the health care assumptions are specific to the Medicare projections. The following health care assumptions were changed in the current valuation.

- High projected spending growth for outpatient hospital services and for physician-administered drugs.
- Slower price growth and higher direct and indirect remuneration.

Overall, these changes decreased the PV of estimated future net cash flow by \$5.3 trillion for Medicare.

## Change in Projection Base (Medicare Only)

### From the period beginning on January 1, 2022 to the period beginning on January 1, 2023

Actual income and expenditures in 2022 were different from what was anticipated when the 2022 Trustees Report projections were prepared. For Part A and Part B income and expenditures were lower than estimated based on experience. Part D income and expenditures were higher than estimated based on actual experience. Actual experience of the Medicare Trust Funds between January 1, 2022, and January 1, 2023, is incorporated in the current valuation and is less than projected in the prior valuation. Overall, the net impact of Part A, B, and D projection base change is an increase in the estimated future net cash flows by \$2.3 trillion for Medicare.

**From the period beginning on January 1, 2021 to the period beginning on January 1, 2022**

Actual income and expenditures in 2021 were different from what was anticipated when the 2021 Trustees Report projections were prepared. For Part A, income was higher, and expenditures were lower than anticipated in 2021 based on actual expenditures. Part B income and expenditures were lower than estimated based on actual experience. Part D income and expenditures were higher than estimated based on actual experience. Actual experience of the Medicare Trust Funds between January 1, 2021 and January 1, 2022 is incorporated in the current valuation and is more than projected in the prior valuation. Overall, the net impact of Part A, B, and D projection base change is an increase in the estimated future net cash flows by \$2.5 trillion for Medicare.

## Note 26. Stewardship Property, Plant, and Equipment

Stewardship PP&E consists of items whose physical properties resemble those of general PP&E traditionally capitalized in financial statements. However, stewardship PP&E differs from general PP&E in that their values may be indeterminable or may have little meaning (e.g., museum collections, monuments, assets acquired in the formation of the nation) or that allocating the cost of such assets to accounting periods that benefit from the ownership of such assets is meaningless. Stewardship PP&E includes stewardship land (land not acquired for or in connection with general PP&E) and heritage assets (e.g., federal monuments and memorials and historically or culturally significant property).

Stewardship land is land and land rights owned by the federal government intended to be held indefinitely. The majority of stewardship land was acquired by the government during the first century of the nation's existence. Examples of stewardship land include land reserved, managed, planned, used, or acquired for forests and parks, recreation and conservation, wildlife and grazing, historical landmarks, multiple purpose ancillary revenue generating activities, and/or buffer zones. "Land" is defined as the solid part of the surface of the earth. Excluded from the definition are the natural resources (that is, depletable resources, such as mineral deposits and petroleum; renewable resources, such as timber; and the outer-continental shelf resources) related to land.

Additional information concerning stewardship land, such as entity stewardship policies, physical units by major categories, and the condition of stewardship land, can be obtained from the financial statements of DHS, DOC, DOD, DOE, DOI, DOT, EPA, HHS, TVA, USDA, and VA. Please refer to Land and Permanent Land Rights located in the unaudited RSI for information concerning the federal estimated acreage.

Heritage assets are government-owned assets that have one or more of the following characteristics: historical or natural significance; cultural, educational, or artistic importance; or significant architectural characteristics. Entities provide protection and preservation services to maintain all heritage assets in the best possible condition as part of America's history. Examples of heritage assets include the Declaration of Independence, the U.S. Constitution, and the Bill of Rights preserved by the National Archives. Heritage assets are classified into two categories: collection and non-collection. Collection type heritage assets include objects gathered and maintained for exhibition, for example, museum collections, art collections, and library collections. Non-collection type heritage assets include parks, memorials, monuments, and buildings. In some cases, heritage assets may serve two purposes: a heritage function and general government operations. In those cases, the heritage asset should be considered a multi-use heritage asset if the predominant use of the asset is in general government operations (e.g., the main Treasury building used as an office building). The cost of acquisition, improvement, reconstruction, or renovation of multi-use heritage assets is capitalized as general PP&E and depreciated over its estimated useful life.

Additional information concerning other significant heritage assets, multi-use heritage assets, component federal entity stewardship policies for heritage assets, physical units by major categories of heritage assets, and the condition of heritage assets, can be obtained from the financial statements of DHS, DOC, DOD, DOE, DOI, DOT, GSA, NASA, State, Treasury, USDA, and VA. Please refer to DM&R located in the unaudited RSI for information concerning estimated maintenance and repair costs.



## Note 27. Disclosure Entities and Related Parties

SFFAS No. 47, *Reporting Entity* provides criteria for identifying organizations that are consolidation entities, disclosure entities, and related parties, and how such organizations are reported within the *Financial Report*. For consolidation entities, the assets, liabilities, results of operations, and related activity are consolidated into the government's financial statements. For disclosure entities and related parties, balances and transactions with such entities are included in the financial statements and certain information about their relationship with the federal government is disclosed in the notes to the consolidated financial statements. Disclosure entities and related parties are important to the *Financial Report* but are not consolidated into the government's financial statements.

### Disclosure Entities

Disclosure entities are organizations similar to consolidation entities in that they are either: a) in the *Budget*; b) majority owned by the government; c) controlled by the government; or d) would be misleading to exclude. Disclosure entities have a greater degree of autonomy with the government than consolidation entities. In addition, organizations may be owned or controlled by the government as a result: of a) regulatory actions (such as organizations in receivership or conservatorship); or b) other government intervention actions. Under such regulatory or other intervention actions, if the relationship with the government is not expected to be permanent, such entities generally would be classified as disclosure entities based on their characteristics taken as a whole.

Based on the criteria in GAAP for federal entities, the disclosure entities in the *Financial Report* are FR System, SPVs, Fannie Mae, Freddie Mac, and National Railroad Passenger Corporation (more commonly referred to as Amtrak). In addition, there are additional disclosure entities reported by component reporting entities that do not meet the qualitative or quantitative criteria in SFFAS No. 47 to be reported in the *Financial Report*.

### Federal Reserve System

Congress, under the Federal Reserve Act, created the FR System. The FR System includes the Federal Reserve Board, the FRB, and FOMC. Collectively, the FR System serves as the nation's central bank and is responsible for formulating and conducting monetary policy, issuing and distributing currency (Federal Reserve Notes), supervising and regulating financial institutions, providing nationwide payment systems (including large-dollar transfers of funds, Automated Clearing House operations, and check collections), providing certain financial services to federal entities and fiscal principals, and serving as the U.S. government's bank. Monetary policy includes actions undertaken by the FR System that influence the availability and cost of money and credit as a means of helping to promote national economic goals. The FR System also conducts operations in foreign markets in order to counter disorderly conditions in exchange markets or to meet other needs specified by the FOMC to carry out its central bank responsibilities. The FR System is considered an independent central bank, and the executive branch of the government does not ratify its decisions.

The 12 FRB are chartered under the Federal Reserve Act, which requires each member bank to own the capital stock of its FRB. Each FRB has a board of directors that exercises supervision and control of each FRB, with three members appointed by the Federal Reserve Board, and six board members elected by their member banks. The FRB participate in formulating and conducting monetary policy, distributing currency and coin, and serving as the government's fiscal agent, as well as the fiscal agent for other fiscal principals. Fiscal principals, generally speaking, relate to banks, credit unions, and savings and loan institutions. Additionally, the FRB provide short-term loans to depository institutions and loans to participants in programs or facilities with broad-based eligibility in unusual and crucial circumstances when approved by the Federal Reserve Board and the Secretary of the Treasury.

The government interacts with FRB in a variety of ways, including the following:

- The FRB serve as the government's fiscal agent and depository, executing banking and other financial transactions on the government's behalf. The government reimburses the FRB for these services, the cost of which is included on the Statements of Net Cost;
- The FRB hold Treasury and other federal securities in the FRBs' SOMA for the purpose of conducting monetary policy (see Note 12—Federal Debt and Interest Payable);
- The FRB hold gold certificates issued by the government in which the certificates are collateralized by gold (see Note 2—Cash and Other Monetary Assets);
- The FRB hold SDR certificates issued by the government which are collateralized by SDR (see Note 2—Cash and Other Monetary Assets); and
- The FRB are required by Federal Reserve Board policy to transfer their excess earnings to the government, which are included in Other Taxes and Receipts on the Statements of Operations and Changes in Net Position.

- **Federal Reserve System Structure**

The Federal Reserve Board is an independent organization governed by seven members who are appointed by the President and confirmed by the Senate. The full term of a Federal Reserve Board member is 14 years, and the appointments are staggered so that one term expires on January 31 of each even-numbered year. The Federal Reserve Board has a number of supervisory and regulatory responsibilities for institutions including, among others, state-chartered banks that are members of the FR System, bank holding companies, and savings and loan holding companies. In addition, the Federal Reserve Board has general supervisory responsibilities for the 12 FRB, and issues currency (Federal Reserve Notes) to the FRB for distribution.

The FOMC is comprised of the seven Federal Reserve Board members and five of the 12 FRB presidents, and is charged with formulating and conducting monetary policy primarily through open market operations (the purchase and sale of certain securities in the open market), the principal tool of national monetary policy. These operations affect the amount of reserve balances available to depository institutions, thereby influencing overall monetary and credit conditions.

- **Federal Reserve Monetary Policy Action**

Monetary policy comprises the Federal Reserve's actions and communications to promote maximum employment, stable prices, and moderate long-term interest rates; the economic goals the Congress has instructed the Federal Reserve to pursue.

During FY 2023, Consumer price inflation, as measured by the 12-month change in the price index for PCE was 4.4 percent in April 2023, down from its peak of 7.0 percent in June 2022, but still well above the FOMC 2.0 percent objective.

In the beginning of FY 2023, in response to high inflation, the FOMC continued to increase interest rates and reduce its securities holdings. In November 2022, the FOMC decided to raise the target range for the federal funds rate by 0.75 percent to 3.75 percent to 4.0 percent. In December 2022, considering the cumulative tightening of monetary policy and the lags with which monetary policy affects economic activity and inflation, the FOMC slowed the pace of policy tightening. The FOMC decided to raise the target range for the federal funds rate to 4.25 percent to 4.50 percent in December 2022. By March 2023, the FOMC decided to raise the target range for the federal funds rate to 4.75 percent to 5.0 percent. In May 2023, the FOMC decided to raise the target range for the federal funds rate to 5.0 percent to 5.25 percent. In July 2023, the FOMC continued to raise the target range for the federal funds rate reaching 5.25 percent to 5.50 percent.

The FOMC began reducing its securities holdings in June 2022 and, since then, has continued to implement its plan for significantly reducing the size of the Federal Reserve's balance sheet in a predictable manner. Since September 2022, principal payments from securities held in the SOMA have been reinvested only to the extent that they exceeded monthly caps of \$60.0 billion per month for Treasury securities and \$35.0 billion per month for agency mortgage-backed securities. The FRB balance sheet developments may be obtained at <https://www.federalreserve.gov/balancesheet>.

- **Federal Reserve System Assets, Liabilities, Revenues, Expenses, Gains, and Losses**

The FRB hold Treasury and other securities in the SOMA for the purpose of conducting monetary policy. As of September 30, 2023, Treasury securities held by the FRB totaled \$2,786.7 billion, which excludes \$2,139.0 billion in Treasury securities used in overnight reverse repurchase transactions. As of September 30, 2022, Treasury securities held by the FRB totaled \$2,731.1 billion, which excludes \$2,908.0 billion in Treasury securities used in overnight reverse repurchase transactions. Such securities are included in federal debt and interest payable (see Note 12—Federal Debt and Interest Payable). For fiscal years ended September 30, 2023, and 2022, Treasury incurred interest cost relating to the FRB's Treasury holdings amounting to \$105.1 billion and \$114.7 billion, respectively, which is included in interest on Treasury securities held by the public on the Statement of Net Cost. Unrestricted Cash held on deposit at the FRB as of September 30, 2023, and 2022, was \$638.9 billion and \$617.0 billion, respectively, and are included in cash and other monetary assets. In addition, restricted cash as of September 30, 2023, and 2022, was \$56.3 billion and \$46.8 billion, respectively; a significant portion is held on deposit at the FRB (see Note 2—Cash and Other Monetary Assets). The outstanding SDR certificates issued by the government to the Federal Reserve, valued at \$5.2 billion as of September 30, 2023, and 2022, are reported under Other Liabilities on the government's Balance Sheet (see Note 18—Other Liabilities).

Treasury securities are generally subject to the same market condition as other financial instruments. In the open market, the FRB purchase and sell Treasury securities as a mechanism for controlling the money supply.

Financial and other information concerning the FR System, including financial statements for the Federal Reserve Board and the FRB, may be obtained at <https://federalreserve.gov>.

- **FRB Residual Earnings Transferred to the Government**

FRB generate income from interest earned on securities, reimbursable services provided to federal entities, and the provision of priced services to depository institutions, as specified by the *Monetary Control Act of 1980*. Although the FRB generate earnings from carrying out open market operations (via the earnings on securities held in the SOMA account), their execution of these operations is for the purpose of accomplishing monetary policy rather than generating earnings. Each FRB is required by Federal Reserve Board policy to transfer to the government its residual (or excess) earnings, after providing for the cost of operations, payment of dividends, and surplus funds not to exceed an FRB's allocated portion of an aggregate of \$6.8 billion for all FRB. These residual earnings may vary due to, among other things, changes in the SOMA balance levels that may occur in conducting monetary policy. If an FRB's earnings for the year are not sufficient to provide for the cost of operations, payment of dividends, or allocated portion of \$6.8 billion aggregate surplus funds limitation, an FRB will suspend its payments to the government until such earnings become sufficient. These funds are part of restricted cash at the Federal Reserve (see Note 2—Cash and Other Monetary Assets). The FRB residual earnings of \$0.6 billion and \$106.7 billion for fiscal years ended September 30, 2023, and 2022, respectively, are reported as other taxes and receipts on the Statements of Operations and Changes in Net Position. Accounts receivable, net, includes a receivable for FRB's residual earnings which represents the earnings due to the General Fund as of September 30, but not collected by the General Fund until after the end of the month (see Note 3—Accounts Receivable, Net).

**Special Purpose Vehicles**

In response to the COVID-19 pandemic, Treasury holds equity investments in SPVs established by the Federal Reserve Board for the purpose of enhancing the liquidity of the U.S. financial system. Involvement in these programs represents non-permanent intervention activities designed to help mitigate the economic impacts of the pandemic. Accordingly, the government's equity interests in these SPVs meet the SFFAS No. 47 criteria for classifying our SPV investments as disclosure entities. These entities are not consolidated as part of the government's consolidated financial statements; however, the value of the investments in the SPVs, changes in value, and related activity with the SPVs are included in the government's consolidated financial statements (see Note 7—Investments).

**Fannie Mae and Freddie Mac**

In 2008, during the financial crisis, the government placed Fannie Mae and Freddie Mac under conservatorship to help ensure their financial stability. These entities meet the criteria in SFFAS No. 47, for disclosure entities as both: a) "receiverships and conservatorships,"; and b) as entities wherein "federal government intervention actions resulted in control or ownership" with intervention actions not expected to be permanent. Accordingly, these entities are not consolidated into the government's consolidated financial statements. However, the values of the investments in such entities, changes in value, and related activity with these entities are included in the government's consolidated financial statements (see Note 8—Investments in Government-Sponsored Enterprises for additional information).

**Amtrak**

Amtrak was incorporated in 1971 pursuant to the *Rail Passenger Service Act of 1970* and is authorized to operate a nationwide system of passenger rail transportation. Amtrak is a private, for-profit corporation under 49 U.S.C. § 24301 and D.C. law. It is not a department, entity, or instrumentality of the government. Amtrak's classification as a disclosure entity is attributable to being: a) listed in the *Budget*; b) financed mostly by sources other than taxes; and c) governed by an independent Board of Directors, which is comprised of 10 directors. The Secretary of Transportation, who is a director by statute, and eight of the other Amtrak directors, are appointed by the President with the advice and consent of the U.S. Senate. The President of Amtrak also is a board member and is appointed by the board. Amtrak does not take actions on behalf of the government but benefits the national economy by providing a transportation option in 46 states and the D.C.

The government (through the DOT) owns 100.0 percent of Amtrak's preferred stock (109,396,994 shares of \$100.00 par value). Each share of preferred stock is convertible into ten shares of common stock. The common stockholders have voting rights for "amendments to Amtrak's Articles of Incorporation proposed by the Board of Directors and for certain other extraordinary events." Although Section 4.02(g) of the Amtrak Articles of Incorporation allow for the conversion of preferred stock to common stock, current government administrative policy is to not convert its holdings without congressional authorization. Section 4.02(g) of the Amtrak Articles of Incorporation does not limit the timing of conversion or require any preapprovals. Conversion is effective the business day following receipt of written notice of the holder's election to convert. The government does not recognize the Amtrak preferred stock in its financial statements because, under the corporation's current financial structure, the preferred shares do not have a liquidation preference over the common shares, the preferred shares do not have any voting rights, and dividends are neither declared nor in arrears.

In addition to the purchase/ownership of the Amtrak preferred stock, the government has provided funding to Amtrak, since 1972, primarily through grants and loans. Amtrak receives grants from the government that cover a portion of the corporation's annual operating expenses and capital investments. Funding provided to Amtrak through grant agreements are included in the *Budget* and the DOT financial statements. For the fiscal year ended September 30, 2023, the net cost amount related to grants was \$2.9 billion, and total budgetary outlays were \$3.2 billion. For the fiscal year ended September 30, 2022, the net cost amount related to grants was \$3.2 billion, and total budgetary outlays were \$2.3 billion.

The government (through the DOT) has possession of two long-term notes with Amtrak. The first note is for \$4.0 billion and matures in 2975 and, the second note is for \$1.1 billion and matures in 2082 with renewable 99-year terms. Interest is not accruing on these notes as long as the current financial structure of Amtrak remains unchanged. If the financial structure of Amtrak changes, both principal and accrued interest are due and payable. The government does not recognize the long-term notes in its financial statements since the notes, with maturity dates of 2975 and 2082, are considered fully uncollectible due to the lengthy terms, Amtrak's history of operating losses, and ability to generate funds for repayment. Amtrak's ability to continue to operate in its current form is dependent upon the continued receipt of subsidies from the government.

Financial statements and other information (including loans) concerning Amtrak may be obtained at <https://www.amtrak.com/reports-documents> and <https://www.transportation.gov/fy23-afr>.

### Related Parties

Related parties exist if the existing relationship, or one party to the existing relationship, has the ability to exercise significant influence over the party's policy decisions. Related parties do not meet the principles for inclusion, but are reported in the *Financial Report* if they maintain relationships of such significance that it would be misleading to exclude.

Based on the criteria in SFFAS No. 47, the related parties reported in the *Financial Report* are FHLBanks, IMF, Multilateral Banks, and PEFCO. In addition, there are additional related parties reported by component reporting entities that do not meet the criteria to be reported in the *Financial Report*.

### Federal Home Loan Banks

The government is empowered with supervisory and regulatory oversight of the 11 FHLBanks. The government is responsible for ensuring that each regulated entity operates in a safe and sound manner, including maintenance of adequate capital and internal control, and carries out its housing and community development finance missions. Each FHLBank operates as a separate federally chartered corporation with its own board of directors, management, and employees. The FHLBanks are GSEs that were organized under the *Federal Home Loan Bank Act of 1932*, to serve the public by enhancing the availability of credit for residential mortgages and targeted community development. They are financial cooperatives that provide a readily available, competitively-priced source of funds to their member institutions. The FHLBanks are not government entities and do not receive financial support from taxpayers. The government does not guarantee, directly or indirectly, the debt securities or other obligations of FHLBanks.

By law, in the event of certain adverse circumstances, Treasury is authorized to purchase up to \$4.0 billion of obligations of the FHLBanks. This authority may be exercised only if alternative means cannot be effectively employed to permit the FHLBanks to continue to supply reasonable amounts of funds to the mortgage market, and the ability to supply such funds is substantially impaired because of monetary stringency and a high level of interest rates. Any funds borrowed from Treasury shall be repaid by the FHLBanks at the earliest practicable date. Treasury has not used such authority. Also, in accordance with the *Government Corporations Control Act*, Treasury prescribes certain terms concerning the FHLBanks issuance of obligations to the public. Financial and other information concerning FHLBanks including financial statements may be obtained at <http://www.fhlbanks.com/>.

### International Monetary Fund and Multilateral Development Banks

The IMF's primary purpose is to ensure the stability of the international monetary system—the system of exchange rates and international payments that enables countries to transact with each other. Member countries provide resources for IMF loans through their subscription quotas (quotas). The IMF also has additional pools of resources that can be used in the event of a crisis that requires lending beyond the level available from quota resources: 1) the NAB; 2) bilateral borrowing arrangements; and 3) additional allocation of SDRs. Participation in the IMF works like an exchange of monetary assets.

Quotas are the principal component of the IMF's financial resources and are denominated in SDR. The size of each member's quota is based broadly on its relative position in the world economy. The U.S. holds the largest quota of any IMF member. Since 2016, U.S. quota in the IMF has been about SDR 83 billion. The equivalent dollar value of the quota total U.S. as of September 30, 2023, and 2022, was approximately \$108.9 billion and approximately \$106.0 billion, respectively. The government has funded a portion of U.S. quota to the IMF for lending, represented by U.S. reserve position at the IMF, while the remainder of the U.S. quota is represented by a letter of credit on which the IMF can draw as needed for lending.

The U.S. reserve position was approximately \$32.0 billion as of September 30, 2023, and approximately \$31.3 billion as of September 30, 2022, with the remaining undrawn letter of credit representing the balance (see Note 2—Cash and Other Monetary Assets and Note 20—Commitments). The government's quota serves as the key determinant for its 16.5 percent share of voting rights in various IMF decisions. Since certain key IMF decisions require approval by at least 85.0 percent of the voting power, the government (represented by the Secretary of the Treasury) holds a substantial voice in the IMF and exercises significant influence over IMF policies, including veto power over major IMF decisions.

Some IMF members also supplement the IMF's resources through the NAB and bilateral borrowing agreements. Through the NAB, the U.S. and other participating members make additional resources available to the IMF if required to cope with or forestall an impairment of the international monetary system. In accordance with the CARES Act, effective January 1, 2021, U.S. participation in the NAB increased by SDR 28.2 billion. Accordingly, the government's participation in the NAB as of September 30, 2023, and 2022, was SDR 56.4 billion respectively, which is equivalent to \$74.2 billion and \$72.2 billion, respectively. When the government transfers funds to the IMF under the NAB, it receives a liquid and interest-bearing claim on the IMF. As of September 30, 2023, and 2022, loans outstanding to the IMF from the government under the NAB stood at \$0.1 billion and \$0.5 billion, respectively. These loans were reported under Loans Receivable, Net on the Balance Sheet. The NAB is not currently activated, and the U.S. has veto power over its activation, as well as over most changes to its terms or size. The government does not have a bilateral borrowing agreement with the IMF, though it exercises indirect control over their activation, since NAB activation is a prerequisite for the IMF to draw on its bilateral borrowing arrangements.

As of September 30, 2023, and 2022, the government's total undrawn financial commitment to the IMF was \$151.0 billion and \$146.4 billion, respectively, which is composed of the quota related letter of credit and the undrawn portion of the NAB (see Note 20—Commitments).

Under the IMF Articles of Agreement, the IMF may allocate SDRs to member countries in proportion to their IMF quotas. SDR allocations are an international reserve asset created by the IMF to supplement its member countries' official reserves. In FY 2021, the IMF approved a historic allocation of SDRs of \$650.0 billion to further support the COVID-19 recovery. This was the largest allocation in the IMF's history, which substantially boosted the reserves and liquidity of the IMF's member countries, without adding to their debt burdens. The U.S. received an additional 79.5 billion SDRs valued at \$112.8 billion as a part of this historic allocation. The SDR allocation creates an asset and a liability on the Balance Sheet but does not increase the IMF's available lending resources. The SDR asset as of September 30, 2023, and 2022, amounted to \$163.2 billion and \$153.6 billion, respectively, and includes the SDR allocation as well as purchased SDR (see Note 2—Cash and Other Monetary Assets). The SDR liability as of September 30, 2023, and 2022, amounted to \$151.0 billion and \$147.0 billion, respectively (see Note 18—Other Liabilities).

The value of the SDR is based on a weighted average of the U.S. dollar, euro, Chinese renminbi, Japanese yen, and pound sterling. More information on the SDR valuation can be found at <https://www.imf.org>.

Historically, IMF has never experienced a default by a borrowing country. The government, which is not directly exposed to borrowers from the IMF, has never experienced a loss of value on its IMF quota or an instance of non-repayment, and it is not likely that the government will experience future losses as a result of its additional commitments.

Additionally, the government invests in and provides funding to the MDBs to support poverty reduction and promote sustainable economic growth in developing countries. The MDBs provide financial and technical support by means of strengthening institutions, providing assistance that addresses the root causes of instability in fragile and conflict-affected countries, responding to global crisis, and fostering economic growth and entrepreneurship. The government's participation in the MDBs is in the form of financial contributions used to ensure the effectiveness and impact of the MDBs' global development agenda. The U.S. has voting power in each of the MDBs to which it contributes, ranging from approximately 6.0 percent to 50.0 percent (see Note 10—Other Assets and Note 20—Commitments for additional information).

### **Private Export Funding Corporation**

The financial statements reflect the results of agreements with PEFCO. PEFCO, is owned by a consortium of private-sector banks, industrial companies, and financial services institutions. It makes and purchases from private sector lenders, medium-term and long-term fixed-rate, and variable-rate loans guaranteed by EXIM Bank to foreign borrowers to purchase U.S. made equipment "export loans."

EXIM Bank's credit and guarantee agreement with PEFCO provides that EXIM Bank will guarantee the due and punctual payment of interest on PEFCO's secured debt obligations which EXIM Bank has approved, and it grants to EXIM Bank a broad measure of supervision over certain of PEFCO's major financial management decisions, including the right to have representatives be present in all meetings of PEFCO's Board of Directors, advisory board, and exporters' council, and to review PEFCO's financials and other records. However, EXIM Bank does not have voting rights and does not influence normal operations. In September 2020, the EXIM Board of Directors unanimously voted to renew its agreement with PEFCO for 25 years.

PEFCO has an agreement with EXIM Bank which provides that EXIM Bank will generally provide PEFCO with an unconditional guarantee covering the due and punctual payment of principal and interest on export loans PEFCO makes and purchases. PEFCO's guarantees on the export loans plus the guarantees on the secured debt obligations aggregating to \$1,891.0 million at September 30, 2023 and \$2,228.6 million at September 30, 2022, are included by EXIM Bank in the total for guarantee, insurance and undisbursed loans and the allowance related to these transactions is included in the Loan Guarantee Liabilities on the Balance Sheets.

EXIM Bank received fees totaling \$22.4 million in FY 2023 and \$29.1 million in FY 2022 for the agreements, which are included in Earned Revenue on the Statements of Net Cost.

## Note 28. Public-Private Partnerships

The government enters into various collaborative relationships with private sector entities in which the goals, structures, governance, roles and responsibilities are mutually determined to produce a risk-sharing arrangement. These relationships are referred to as P3s, in accordance with SFFAS No. 49, *Public-Private Partnerships: Disclosure Requirements*. Although there are inherent financial risks to the federal government in these types of complex, risk-sharing arrangements, P3s by nature are used to manage certain risks, and federal entities take steps to mitigate risks of loss to the government and continue to evaluate the risks associated with these arrangements. P3 arrangements that federal entities identified are related to energy savings, broadband network and communication projects, and housing and building rehabilitation projects. While many of the government's relationships may be referred to as a P3, only those meeting the disclosure requirements outlined in SFFAS No. 49 are disclosed.

FirstNet was created to develop, deploy, and enhance wireless broadband communications for first responders; to give 21<sup>st</sup> century communication tools to help save lives; and to keep U.S. communities and responders safe. This network must be designed to be reliable, functional, safe, and secure, and to provide optimal levels of operational capability at all times. The NPSBN is being built out, deployed, operated, and maintained under a 25-year contract awarded by FirstNet to AT&T in March 2017. The service will cover all 50 U.S. states, five territories, and D.C., including rural communities and tribal nations. Under the terms of the contract, total receipts for DOC over the life of the contract are \$18.0 billion based on annual payments AT&T is required to make. FirstNet oversees and monitors the contract with AT&T to ensure it delivers on the requirements associated with deploying, operating, and maintaining the NPSBN through various mechanisms, including subscriber adoption targets, successful milestone completion, disincentives, and other mechanisms outlined in the contract. Additionally, DOC is required to make payments to AT&T for success-based payment milestones under firm-fixed price buildout and continuing enhancement Task Orders.

DOD identified MHPI agreements as P3s requiring disclosure. The MHPI agreements are with private sector entities established as LLCs or LPs. These MHPI project LLC and LP entities with Private Partners serve as the project's managing members and have direct managerial control allowing DOD to work with the private sector to build, renovate, and sustain military housing by obtaining private capital to leverage government dollars. By engaging MHPI agreements, DOD benefits through use of private industry expertise and tools, improving the condition of military housing more expediently and efficiently than the traditional military construction process would allow. Private Partners serve as the majority managing member ensuring performance objectives are met over the expected life of the agreement. Military departments generally serve as the minority member and enter a long-term ground lease (generally 50 years), and convey the associated real property assets (buildings, structures, facilities, and utilities) to the MHPI project LLC or LP. The contractual terms and termination clauses vary by agreement. The DOD's involvement in the operations and management of the MHPI LLC or LP is governed by evaluating the percentage of ownership interest and analyzing ownership control indicators, which determine the level of influence over the partnership. The DOD provides funding to the LLC or LP through:

- Equity Investments - Provision of cash and transfer of real property ownership (land, housing units, and other structures) to a project and, in return, the DOD receives a portion of that project's profits and losses. If the investment is sold, the DOD receives compensation. Refer to Note 7—Investments for more information.
- Government Direct Loans - Provision of cash to a project with the expectation of future payment;
- Government Loan Guarantees - Agreement to pay a percentage of the outstanding balance on a non-government loan in the event of nonpayment by the project;
- Differential Lease Payments - Provision of monthly payments to a project above the Basic Allowance for Housing paid by the military personnel.

DOD continues to assess agreements using criteria from SFFAS No. 49 to determine if there are additional P3s to disclose. DOD will report these agreements as soon as these assessments are complete.

The consolidated amounts the government received and paid in FY 2023 were \$0.3 billion and \$14.7 billion, respectively. The estimated amounts to be received and paid in the aggregate over the expected life of the P3s is \$22.7 billion and \$23.8 billion, respectively. Please refer to the financial statements of DOC, DOD and GSA for additional information.

## Note 29. COVID-19 Activity

The global spread of COVID-19 over the past several years resulted in a severe global health and economic crisis. From March 2020 until the expiration of the federal Public Health Emergency on May 11, 2023, the COVID-19 pandemic caused widespread disruption to the American economy. In FY 2020 and 2021, Congress took steps to limit the damage the pandemic caused in the U.S. by passing several key statutes, including the CARES Act, the CAA, and the ARP. The relief funding these legislative Acts provided helped reduce the financial burden on individuals, and their families, minimized business and employment losses and enhance the liquidity of the U.S. financial system. In addition to the FY 2022 and FY 2021 rescission pursuant to the IJA and the CAA, respectively on June 3, 2023, Congress passed the FRA of 2023 which rescinded certain unobligated funds that were provided by these legislative acts.

The COVID-19 related legislation provided supplemental appropriations totaling \$4.6 trillion for federal entities to respond to COVID-19 since the beginning of the pandemic and includes enacted rescissions, returns of unused permanent and indefinite authority and obligation adjustments. Significant impacts of these programs on the government's FY 2023 and 2022 Balance Sheet and financial results are discussed below. For additional information regarding COVID-19 relief efforts please refer to Treasury, HHS, and Education's financial statements.

Treasury's COVID-19 programs established under the legislative acts enacted in response to the pandemic include taxpayer support programs through EIPs and tax credits, programs directed through state, local, territorial, and tribal government to support job retention, renter and homeowners' assistance, capital projects, and small business initiatives. Support for the American industry and financial markets was provided to assist with business losses incurred as a result of COVID-19 through the use of payroll support, loans, and purchasing debt and commercial paper to support key U.S. financial markets. Additional support was provided to American small businesses through Community Development Financial Institutions. Treasury's net costs related to COVID-19 relief efforts were \$58.9 billion and \$164.4 billion for fiscal years ending September 30, 2023, and 2022, respectively, and do not include costs related to EIPs and tax credits. The decrease in Treasury's COVID-19 net costs is mainly due to the reduction in expense recognition of support to state, local, territorial, and tribal programs.

The government invested in SPVs for the purpose of enhancing the liquidity of the U.S. financial system. As of September 30, 2023, and 2022, Treasury had \$15.1 billion and \$17.8 billion, respectively, of equity investments in SPVs established through the FRBNY and FRBB. The SPVs were established by the FRBNY and FRBB in 2020 to make loans and purchase debt and other commercial paper of eligible entities affected by COVID-19. Treasury's funds remaining in the SPVs funded under the CARES Act cannot be used for further lending, asset purchase, or extensions of credit.

HHS received funding to support, prevent, prepare for, and respond to COVID-19, both domestically and internationally, by providing expense reimbursements to assist eligible healthcare providers, advance research, development, manufacturing, production and purchase of COVID-19 vaccines, testing and related supplies, financial support to childcare providers, support for contract tracing, and mitigation activities. HHS's net cost of operations other than CMS decreased by \$62.0 billion primarily due to the Public Health and Social Services Emergency Fund. HHS's outlays related to COVID-19 activity totaled \$60.6 billion and \$130.1 billion in FY 2023 and FY 2022, respectively. HHS's rescission related to the COVID-19 appropriations that funded several programs totaled \$10.3 billion as of September 30, 2023. Remaining amounts are being used to support R&D for next generation COVID-19 vaccines, strengthening the pharmaceutical supply chain, and addressing healthcare workforce shortages.

Education's COVID-19 appropriations provided funding for a variety of programs administered primarily through grant programs. The COVID-19 relief legislation and administrative actions also provided support for student loan borrowers primarily by temporarily suspending nearly all federal loan payments. Additional broad-based debt was announced in FY 2022 to address the financial harms of the pandemic. However, the effect of the debt relief was reversed by the Supreme Court's ruling as of June 30, 2023. COVID-19 loan modifications are a component of subsidy expense, which increased the overall loan receivable balances and Education's net cost decreased by \$236.7 billion due to the loan modifications, reestimates (subsidy expense), and grant expenses. The significant financial statements impact of these programs can be found within Note 4—Loans Receivable, Net and Loan Guarantee Liabilities. Education's direct outlays related to COVID-19 activity totaled \$66.1 billion and \$80.2 billion in FY 2023 and FY 2022, respectively.



## Note 30. Subsequent Events

### Additional Notes Purchased by Treasury

Similar to the transaction that is described in Note 4—Loans Receivable, Net and Loan Guarantee Liabilities, in January 2024, Treasury purchased four additional notes in connection with Silicon Valley Bridge Bank, N.A. for a total of \$43.3 billion, guaranteed by the FDIC in its corporate capacity as deposit insurer and regulator.

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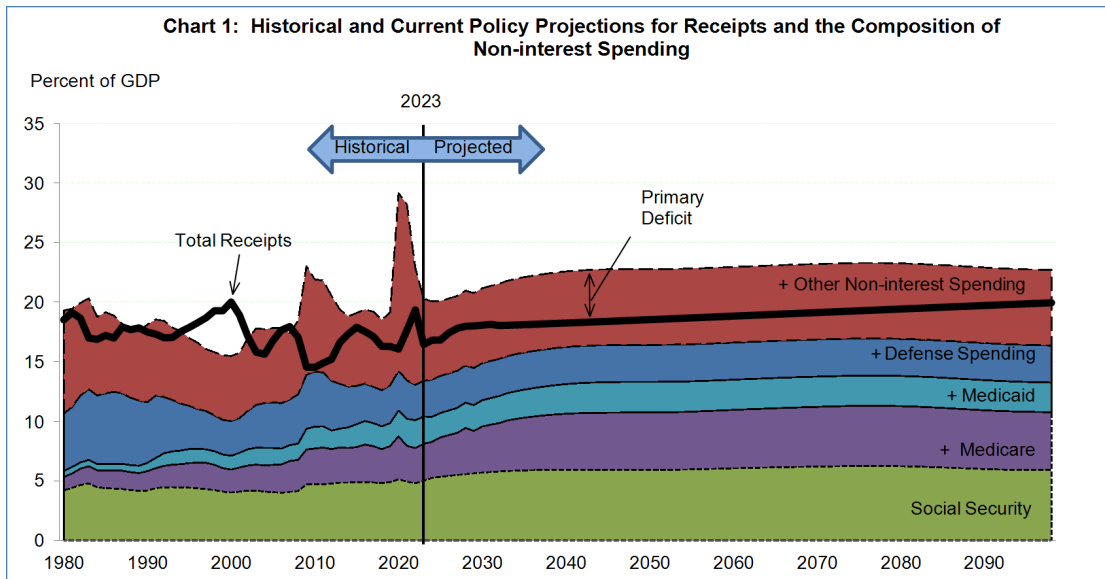
# United States Government Required Supplementary Information (Unaudited) For the Fiscal Years Ended September 30, 2023, and 2022

## The Sustainability of Fiscal Policy

One of the important purposes of the *Financial Report* is to help citizens and policymakers assess whether current fiscal policy is sustainable and, if it is not, the urgency and magnitude of policy reforms necessary to make fiscal policy sustainable. A sustainable policy is defined as one where the ratio of debt held by the public to GDP (the debt-to-GDP ratio) is ultimately stable or declining.

As discussed below, the projections based on this *Financial Report's* assumptions indicate that current policy is not sustainable. The debt-to-GDP ratio was approximately 97 percent at the end of 2023, which is similar to (but slightly above) the debt-to-GDP ratio at the end of FY 2022. If current policy is left unchanged, the projections show the debt-to-GDP ratio will be approximately 100 percent in 2024, exceed 200 percent by 2047 and reach 531 percent in 2098. For comparison, under the 2022 projections, the debt-to-GDP ratio exceeded 200 percent one year earlier in 2046 and reached 566 percent in 2097.

These conclusions are rooted in the projected trends in receipts, spending, and deficits in the context of current law and policy, although, as described in the following pages, there is considerable uncertainty surrounding these projections. The projections are on the basis of policies currently in place and are neither forecasts nor predictions. Changes in policy – including investments in infrastructure efforts to mitigate the impact of climate change and enhancements to caregiving services to build a more resilient and sustainable economy – could have a significant effect on eventual fiscal outcomes.



## Current Policy Projections for Primary Deficits

A key determinant of growth in the debt-to-GDP ratio and hence fiscal sustainability is the ratio of the primary deficit to GDP. The primary deficit is the difference between non-interest spending and receipts, and the primary deficit-to-GDP ratio is the primary deficit expressed as a percent of GDP. As shown in Chart 1, the primary deficit-to-GDP ratio spiked during 2009 through 2012 due to the 2008-09 financial crisis and the ensuing severe recession, and rose again in 2020 due to the COVID-19 pandemic. Increased spending and temporary tax reductions enacted to stimulate the economy and support recovery contributed to elevated primary deficits, resulting in sharp increases in the ratio of debt to GDP. The debt-to-GDP ratio rose from 39 percent at the end of 2008 to 70 percent at the end of 2012 and then from 79 percent at the end of 2019 to approximately 100 percent at the end of 2020.

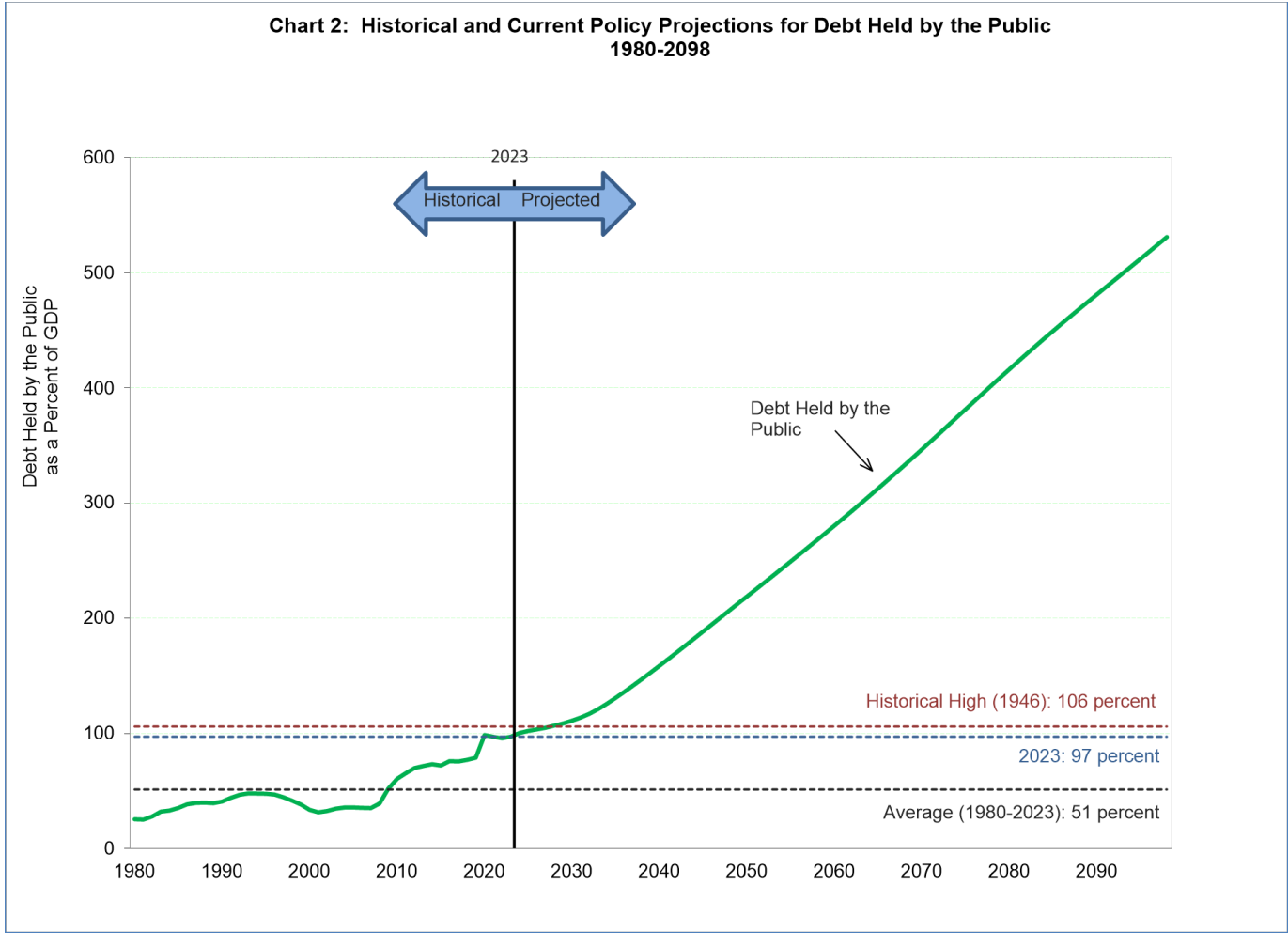
The primary deficit-to-GDP ratio in 2023 was 3.8 percent, increasing by 0.2 percentage points from 2022, partially due to lower receipts. The primary deficit-to-GDP ratio is projected to fall to 3.2 percent in 2024, based on the technical assumptions in this *Financial Report* and projected changes in receipts and outlays, including an estimated decrease in Medicaid outlays following the expiration of temporary measures related to the COVID-19 pandemic. After 2024, increased spending for Social Security and health programs due in part to the continued retirement of the baby boom generation, is projected to result in increasing primary deficits that peak at 4.4 percent of GDP in 2043. Primary deficits as a share of GDP gradually decrease beyond that point as the aging of the population continues at a slower pace, and reach 2.8 percent in 2098, the last year of the projection period.

Trends in the primary deficit are heavily influenced by tax receipts. The receipt share of GDP was markedly depressed in 2009 through 2012 because of the recession and tax reductions enacted as part of the ARRA and the *Tax Relief, Unemployment Insurance Reauthorization, and Job Creation Act of 2010*. The share subsequently increased to nearly 18.0 percent of GDP by 2015 before falling to 16.3 percent in 2018, after enactment of the TCJA. Receipts reached 19.6 percent of GDP in 2022—the highest share of GDP since 2000—then fell to 16.5 percent of GDP in 2023 due to a decrease in Individual income tax receipts and lower deposits of earning by the Federal Reserve. Receipts are projected to gradually increase and equal 18.1 percent of GDP in 2033 when corporation income tax and other receipts stabilize as a share of GDP. After 2033, receipts grow slightly more rapidly than GDP over the projection period as increases in real (i.e., inflation-adjusted) incomes cause more taxpayers and a larger share of income to fall into the higher individual income tax brackets. Other possible paths for the receipts-to-GDP ratio and the implications for projected debt held by the public are analyzed in the “Alternative Scenarios” section.

On the spending side, the non-interest spending share of GDP was 20.3 percent in 2023, 2.9 percentage points below the share of GDP in 2022, which was 23.2 percent. The ratio of non-interest spending to GDP is projected to fall to 20.1 percent in 2024 and then rise gradually, reaching 23.3 percent of GDP in 2076. The ratio of non-interest spending to GDP then declines to 22.7 percent in 2098, the end of the projection period. These increases are principally due to faster growth in Social Security, Medicare, and Medicaid spending (see Chart 1). The aging of the baby boom generation, among other factors, is projected to increase the Social Security and Medicare spending shares of GDP by about 0.7 percentage points and 1.7 percentage points, respectively, from 2024 to 2040. After 2040, the Social Security and Medicare spending shares of GDP continue to increase in most years, albeit at a slower rate, due to projected increases in health care costs and population aging, before declining toward the end of the projection period.

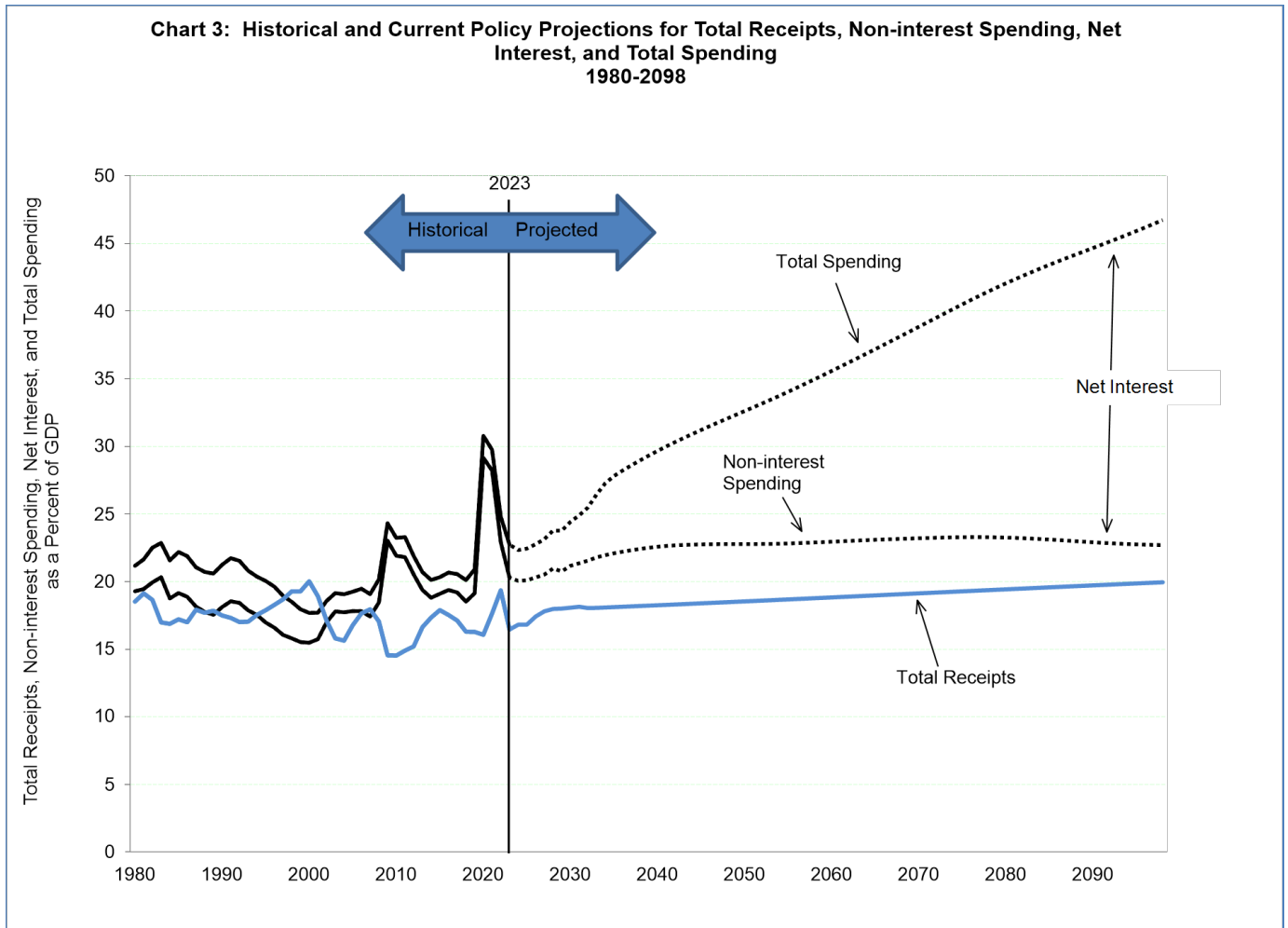
## Current Policy Projections for Debt and Interest Payments

The primary deficit projections in Chart 1, along with projections for interest rates and GDP, determine the projections for the debt-to-GDP ratio shown in Chart 2. That ratio was approximately 97 percent at the end of FY 2023, and under current policy and based on this *Financial Report's* assumptions is projected to reach 531 percent in 2098. The continuous rise of the debt-to-GDP ratio indicates that current policy under this *Financial Report's* assumptions is unsustainable.



As a general approximation, the change in debt held by the public from one year to the next is the budget deficit, the difference between total receipts and total spending.<sup>1</sup> Total spending is non-interest spending plus interest spending. Chart 3 shows that the rapid rise in total spending and the unified deficit (total receipts less total spending) is almost entirely due to projected net interest, which results from the growing debt. As a percent of GDP, interest spending was 2.4 percent in 2023, and under current policy is projected to reach 5.3 percent in 2034, 15.0 percent in 2068, and 24.0 percent in 2098.

<sup>1</sup> The change in debt each year is also affected by certain transactions not included in the budget deficit, such as changes in Treasury’s cash balances and the non-budgetary activity of federal credit financing accounts. These transactions are assumed to hold constant at about 0.3 percent of GDP each year, with the same effect on debt as if the primary deficit was higher by that amount.



Another way of viewing the change in the financial outlook in this year's *Financial Report* relative to previous years' *Financial Reports* is in terms of the projected debt-to-GDP ratio in 2096, the last year of the 75-year projection period used in the FY 2021 *Financial Report*. This ratio is projected based on this *Financial Report's* assumptions to reach 518 percent in the FY 2023 projections, which compares with 559 percent projected in the FY 2022 projections and 701 percent projected in the FY 2021 projections.<sup>2</sup>

### The Cost of Delay in Closing the 75-Year Fiscal Gap

The longer policy action to close the fiscal gap<sup>3</sup> is delayed, the larger the post-reform primary surpluses must be to achieve the target debt-to-GDP ratio at the end of the 75-year period. This can be illustrated by varying the years in which reforms closing the fiscal gap are initiated while holding the target ratio of debt to GDP in 2098 equal to the 2023 ratio. Three timeframes for reforms are considered, each one beginning in a different year, and each one increasing the primary surplus relative to current policy by a fixed percent of GDP starting in the reform year. The analysis shows that the longer policy action is delayed, the larger the post-reform primary surplus must be to bring the debt-to-GDP ratio in 2098 equal to its level in 2023. Future generations are burdened by delays in policy changes because delay necessitates higher primary surpluses during their lifetimes, and those higher primary surpluses must be achieved through some combination of lower spending and higher revenue.

As previously shown in Chart 1, under current policy, primary deficits occur throughout the projection period. Table 1 shows primary surplus changes necessary to make the debt-to-GDP ratio in 2098 equal to its level in 2023 under each of the

<sup>2</sup> For additional information on changes from the 2021 projections, see the unaudited RSI in the 2022 *Financial Report*.

<sup>3</sup> The fiscal gap reflects how much the primary surplus (receipts less non-interest spending) must increase to maintain the debt-to-GDP ratio at the 2023 level. See Note 24 for a more complete discussion of the fiscal gap.

three timeframes. If reform begins in 2024, then it is sufficient to raise the primary surplus share of GDP by 4.5 percentage points in every year between 2024 and 2098 in order for the debt-to-GDP ratio in 2098 to equal its level in 2023. This policy raises the average 2024-2098 primary surplus-to-GDP ratio from -3.8 percent to +0.6 percent.

**Table 1 - Cost of Delaying Fiscal Reform**

<b>Timing of Reforms</b>	<b>Required Change in Average Primary Surplus</b>
Reform in 2024 (No Delay)	4.5 percent of GDP between 2024 and 2098
Reform in 2034 (Ten-Year Delay)	5.3 percent of GDP between 2034 and 2098
Reform in 2044 (Twenty-Year Delay)	6.5 percent of GDP between 2044 and 2098

Note: Reforms taking place in 2023, 2033, and 2043 from the 2022 Financial Report were 4.9, 5.7, and 7.0 percent of GDP, respectively.

In contrast to a reform that begins immediately, if reform begins in 2034 or 2044, then the primary surpluses must be raised by 5.3 percent and 6.5 percent of GDP, respectively, in order for the debt-to-GDP ratio in 2098 to equal its level at the end of 2023. The difference between the primary surplus increase necessary if reform begins in 2034 or 2044 and the increase necessary if reform begins in 2024, an additional 0.8 and 2.0 percentage points, respectively, is a measure of the additional burden policy delay would impose on future generations. The costs of delay are due to the additional debt that accumulates between the end of 2023 and the year reform is initiated, in comparison to the scenario in which reform begins immediately.

## Alternative Scenarios

The long-run projections are highly uncertain. This section illustrates this inherent uncertainty by presenting alternative scenarios for the growth rate of health care costs, interest rates, discretionary spending, and receipts. (Not considered here are the effects of alternative assumptions for long-run trends in birth rates, mortality, and immigration, among other factors.)

The population is aging rapidly and will continue to do so over the next several decades, which puts pressure on programs such as Social Security, Medicare, and Medicaid. A shift in projected fertility, mortality, or immigration rates could have important effects on the long-run projections. Higher-than-projected immigration, fertility, or mortality rates would improve the long-term fiscal outlook. Conversely, lower-than-projected immigration, fertility, or mortality rates would result in deterioration in the long-term fiscal outlook.

### Effect of Changes in Health Care Cost Growth

One of the most important assumptions underlying the projections is the future growth of health care costs. These future growth rates – both for health care costs in the economy generally and for federal health care programs such as Medicare, Medicaid, and PPACA exchange subsidies – are highly uncertain. In particular, PPACA in 2010 and MACRA in 2015 lowered increases in payment rates for Medicare hospital and physician payments. The Medicare spending projections in the long-term fiscal projections are based on the projections in the 2023 Medicare Trustees Report, which assume the PPACA and MACRA payment rates will be effective in producing a substantial slowdown in Medicare input cost growth. As discussed in Note 25—Social Insurance, the Medicare projections are subject to much uncertainty about the ultimate effects of these provisions to reduce health care cost growth. For the long-term fiscal projections, that uncertainty also affects the projections for Medicaid and exchange subsidies, because the cost per beneficiary in these programs grows at the same reduced rate as Medicare cost growth per beneficiary.

As an illustration of the dramatic effect of variations in health care cost growth rates, Table 2 shows the effect on the size of reforms necessary to close the fiscal gap under per capita health care cost growth rates that are one percentage point higher or two percentage points higher than the growth rates in the base projection, as well as the effect of delaying closure of the fiscal gap.<sup>4</sup> As indicated earlier, if reform is initiated in 2024, eliminating the fiscal gap requires that the 2024-2098 primary surplus increase by an average of 4.5 percent of GDP in the base case. However, that figure increases to 8.0 percent of GDP if per capita health cost growth is assumed to be 1.0 percentage point higher, and 14.2 percent of GDP if per capita

<sup>4</sup> The base case health cost growth rates are derived from the projections in the 2023 Medicare Trustees Report. These projections are summarized and discussed in Note 25 and the “Medicare Projections” section of the unaudited RSI for the SOSI.

health cost growth is 2.0 percentage points higher. The cost of delaying reform is also increased if health care cost growth is higher because debt accumulates more rapidly during the period of inaction. For example, the lower part of Table 2 shows that delaying reform initiation from 2024 to 2034 requires that 2034-2098 primary surpluses be higher by an average of 0.8 percent of GDP in the base case, 1.4 percent of GDP if per capita health cost growth is 1.0 percentage point higher, and 2.6 percent of GDP if per capita health cost growth is 2.0 percentage points higher. The dramatic deterioration of the long-run fiscal outlook caused by higher health care cost growth shows the critical importance of managing health care cost growth.

<b>Scenario</b>	<b>Primary Surplus Increase (% of GDP) Starting in:</b>		
	<b>2024</b>	<b>2034</b>	<b>2044</b>
Base Case	4.5	5.3	6.5
1.0 p.p. higher per capita health cost growth	8.0	9.5	11.6
2.0 p.p. higher per capita health cost growth	14.2	16.8	20.5
<b>Change in Primary Surplus Increase if Reform is Delayed from 2024 to:</b>			
		<b>2034</b>	<b>2044</b>
Base Case		0.8	2.0
1.0 p.p. higher per capita health cost growth		1.4	3.6
2.0 p.p. higher per capita health cost growth		2.6	6.3

Note: Increments may not equal the subtracted difference of the components due to rounding. "p.p." means percentage point(s).

### Effects of Changes in Interest Rates

A higher debt-to-GDP ratio is likely to increase the interest rate on government debt, making it costlier for the government to service its debt than if the debt-to-GDP ratio were lower. Table 3 displays the effect of several alternative scenarios using different nominal interest rates than assumed in the base case on the size of reforms to close the fiscal gap as well as the effect of delaying closure of the fiscal gap. If reform is initiated in 2024, eliminating the fiscal gap requires that the 2024-2098 primary surplus increase by an average of 4.5 percent of GDP in the base case, 6.1 percent of GDP if the interest rate is 2.0 percentage points higher in every year, and 5.3 percent of GDP if the interest rate is 1.0 percentage point higher in every year. The required increase in the 2024-2098 primary surplus decreases to an average of 3.6 percent of GDP if the interest rate is 1.0 percentage point lower in every year and 2.6 percent of GDP if the interest rate is 2.0 percentage points lower in every year. The cost of delaying reform is also increased if interest rates are higher, due to the fact that interest paid on debt accumulates more rapidly during the period of inaction. For example, the lower part of Table 3 shows that delaying reform initiation from 2024 to 2034 requires that 2034-2098 primary surpluses be higher by an average of 0.8 percent of GDP in the base case, 2.0 percent of GDP if the interest rate is 2.0 percentage points higher in every year, and 1.3 percent of GDP if the interest rate is 1.0 percentage point higher in every year. The required increase in the 2034-2098 primary surplus is higher by an average of 0.5 percent of GDP if the interest rate is 1.0 percentage point lower in every year and 0.2 percent of GDP if the interest rate is 2.0 percentage points lower in every year.



**Table 3 - Impact of Alternative Interest Rate Scenarios on Cost of Delaying Fiscal Reform**

	Primary Surplus Increase (% of GDP) Starting in:		
	2024	2034	2044
Base Case: Average of 4.5 percent over 75 years	4.5	5.3	6.5
2.0 p.p. higher interest rate in each year	6.1	8.2	11.3
1.0 p.p. higher interest rate in each year	5.3	6.6	8.6
1.0 p.p. lower interest rate in each year	3.6	4.0	4.7
2.0 p.p. lower interest rate in each year	2.6	2.9	3.2

	Change in Primary Surplus Increase if Reform is Delayed from 2024 to:	
	2034	2044
Base Case: Average of 4.5 percent over 75 years	0.8	2.0
2.0 p.p. higher interest rate in each year	2.0	5.2
1.0 p.p. higher interest rate in each year	1.3	3.3
1.0 p.p. lower interest rate in each year	0.5	1.1
2.0 p.p. lower interest rate in each year	0.2	0.6

Note: Increments may not equal the subtracted difference of the components due to rounding.

**Effects of Changes in Discretionary Spending Growth**

The rate of growth of discretionary spending has a large impact on long-term fiscal sustainability. The current base projection for discretionary spending assumes that spending stays within statutory caps for 2024 and 2025 under the FRA then grows with nominal GDP starting in 2026. Under the base projection, discretionary spending is approximately 6.2 percent of GDP each year over the projection period. The implications of an alternative scenario are shown in Table 4. In the alternative scenario, discretionary spending grows with inflation and population beginning in 2026 so as to hold discretionary spending constant on a real per capita basis. (This growth rate assumption is slower than growth with GDP but is still higher than the standard 10-year budget baseline assumption, which assumes that discretionary spending grows with inflation but not with population.) As shown in Table 4, if discretionary spending grows with nominal GDP, eliminating the fiscal gap requires that the 2024-2098 primary surplus increase by an average of 4.5 percent of GDP. If discretionary spending grows with inflation and population, the fiscal gap is 2.2 percent of GDP. The cost of delaying reform is greater when discretionary spending levels are higher. Initiating reforms in 2034 requires that the primary surplus increase by an average of 0.8 percent of GDP per year in the base case and by an average of 0.4 percent of GDP if discretionary levels grow with inflation and population. If delayed until 2044, the primary surplus must increase by an average of 2.0 percent of GDP in the base case and by an average of 1.0 percent of GDP when spending grows with inflation and population.

**Table 4 - Impact of Alternative Discretionary Spending Growth Scenarios on Cost of Delaying Fiscal Reform**

Scenario	Primary Surplus Increase (% of GDP) Starting in:		
	2024	2034	2044
Base Case: Growth with GDP	4.5	5.3	6.5
Growth with inflation and population	2.2	2.6	3.2

Scenario	Change in Primary Surplus Increase if Reform is Delayed from 2024 to:	
	2034	2044
Base Case: Growth with GDP	0.8	2.0
Growth with inflation and population	0.4	1.0

Note: Increments may not equal the subtracted difference of the components due to rounding.

### Effects of Changes in Individual Income Receipt Growth

The growth rate of receipts, specifically individual income taxes, is another key determinant of long-term sustainability. The base projections assume growth in individual income taxes over time to account primarily for the slow shift of individuals into higher tax brackets due to real wage growth (“real bracket creep”). This assumption approximates the long-term historical growth in individual income taxes relative to wages and salaries and is consistent with current policy without change, as future legislation would be required to prevent real bracket creep. As an illustration of the effect of variations in individual income tax growth, Table 5 shows the effect on the size of reforms necessary to close the fiscal gap and the effect of delaying closure of the fiscal gap if long-term receipt growth as a share of wages and salaries is 0.1 percentage point higher than the base case, as well as 0.1 percentage point lower than the base case. If reform is initiated in 2024, eliminating the fiscal gap requires that the 2024-2098 primary surplus increase by an average of 4.5 percent of GDP in the base case, 3.4 percent of GDP if receipt growth is 0.1 percentage point higher, and 5.6 percent of GDP if receipt growth is 0.1 percentage point lower. The cost of delaying reform is also affected if receipt growth assumptions change, much as was the case in the previous alternative scenarios.

**Table 5 - Impact of Alternative Revenue Growth Scenarios on Cost of Delaying Fiscal Reform**

Scenario	Primary Surplus Increase (% of GDP) Starting in:		
	2024	2034	2044
Base Case: Individual income tax bracket creep of 0.1% of wages and salaries per year	4.5	5.3	6.5
0.2% of wages and salaries per year after 2033	3.4	4.0	4.9
0.0% of wages and salaries per year after 2033 (no bracket creep)	5.6	6.6	8.0
	Change in Primary Surplus Increase if Delayed from 2024 to:		
	2034	2044	
Base Case: Individual income tax bracket creep of 0.1% of wages and salaries per year		0.8	2.0
0.2% of wages and salaries per year after 2033		0.6	1.5
0.0% of wages and salaries per year after 2033 (no bracket creep)		1.0	2.5

Note: Increments may not equal the subtracted difference of the components due to rounding.

## Fiscal Projections in Context

In this *Financial Report*, a sustainable fiscal policy is defined as one where the federal debt-to-GDP ratio is stable or declining over the projection period. However, this definition does not indicate what a sustainable debt-to-GDP ratio might be. Any particular debt ratio is not the ultimate goal of fiscal policy. Rather, the goals of fiscal policy are many. They include financing public goods, such as infrastructure and government services; promoting a strong and growing economy; and managing the debt so that it is not a burden on future generations. These goals are interrelated, and readers should consider how policies intended to affect one might depend on or affect another.

This *Financial Report* shows that current policy under this *Financial Report's* assumptions is not sustainable. In evaluating policies that could make policy sustainable, note that debt may play roles in both facilitating and hindering a healthy economy. For example, government deficit spending supports demand and allows the economy to emerge from recessions more quickly. Debt may also be a cost-effective means of financing capital investment that promotes future economic growth, which may in turn make future debt levels more manageable. However, economic theory also suggests that high levels of debt may contribute to higher interest rates, leading to lower private investment and a smaller capital stock that the economy can use to grow. Unfortunately, it is unclear what debt-to-GDP ratio would be sufficiently high to produce these negative outcomes, or whether the key concern is the level of debt per se, or a trend that shows debt increasing over time.

While several empirical studies have attempted to discern a definite relationship between debt and economic growth from the past experience of countries, the evidence is mixed. One study suggested that debt-to-GDP ratios in excess of 90 percent had significant negative consequences for real GDP growth across advanced countries.<sup>5</sup> Real GDP growth is generally lower by about 1 percent when the countries' debt-to-GDP ratios are above 90 percent relative to the times when they are below 90 percent.<sup>6</sup> However, after removing sample countries with very high indebtedness – those with debt-to-GDP ratios of more than 120 percent – and very low indebtedness – those with debt-to-GDP ratios of less than 30 percent – the negative relationship between growth and debt is difficult to determine. Another study reports that differences in average GDP growth in countries with debt-to-GDP ratios between 30-60 percent, 60-90 percent, and 90-120 percent cannot be statistically distinguished.<sup>7</sup> Some countries with high debt-to-GDP ratios have been observed to experience lower-than-average growth, while other countries with similarly high debt-to-GDP ratios have continued to enjoy robust growth. Analogously, low debt-to-GDP ratios are no guarantee of strong economic growth. Moreover, the direction of causality is

<sup>5</sup> Reinhart, Carmen M., Vincent R. Reinhart and Kenneth S. Rogoff. 2012. "Public Debt Overhangs: Advanced-Economy Episodes Since 1800." *Journal of Economic Perspectives*, 26(3):69-86.

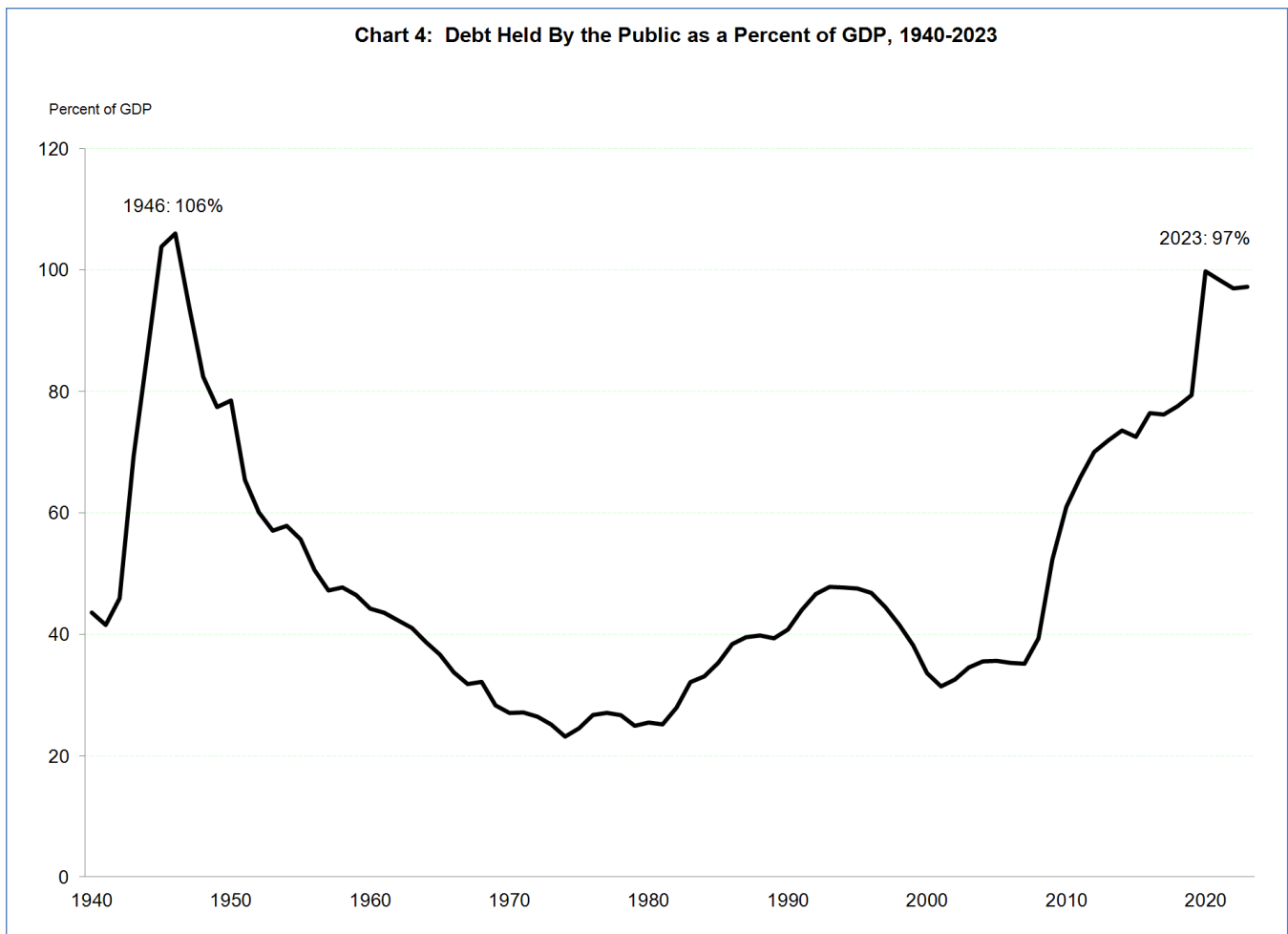
<sup>6</sup> Errata: "Growth in a Time of Debt," Carmen M. Reinhart and Kenneth S. Rogoff. Harvard University, 2013.

<sup>7</sup> Herndon, Thomas, Michael Ash, and Robert Pollard, "Does High Public Debt Consistently Stifle Economic Growth? A Critique of Reinhart and Rogoff," *Cambridge Journal of Economics*, 2013.

unclear. High debt may undermine growth through increased interest rates and lower business confidence, or low growth may contribute to high debt by depressing tax revenues and increasing deficit spending on social safety net programs.

Nevertheless, to put the current and projected debt-to-GDP ratios in context, it is instructive to examine how the U.S. experience compares with that of other countries. The U.S. government's debt as a percent of GDP is relatively large compared with central government debt of other countries, but far from the largest among developed countries. Based on historical data as reported by the IMF for 29 advanced economies, the debt-to-GDP ratio in 2019 ranged from 5.8 percent of GDP to 194.8 percent of GDP.<sup>8</sup> The U.S. is not included in this set of statistics, which underscores the difficulty in calculating debt ratios under consistent definitions, but the 2023 debt-to-GDP ratio for the U.S. government was approximately 97 percent. Despite using consistent definitions where available, these debt measures are not strictly comparable due to differences in the share of government debt that is debt of the central government, how government responsibilities are shared between central and local governments, how current policies compare with the past policies that determine the current level of debt, and how robustly each economy grows.

The historical experience of the U.S. may also provide some perspective. As Chart 4 shows, the debt-to-GDP ratio was highest in the 1940s, following the debt buildup during World War II. In the projections in this *Financial Report*, the U.S. would reach the previous peak debt ratio in 2028. However, the origins of current and future federal debt are quite different from the wartime debt of the 1940s, which limits the pertinence of past experience.



As the cross-country and historical comparisons suggest, there is a very imperfect relationship between the current level of central government debt and the sustainability of overall government policy. Past accrual of debt is certainly important, but current policies and their implications for future debt accumulation and future growth are as well.

<sup>8</sup> Government Finance Statistics Yearbook, Main Aggregates and Balances, available at <https://data.imf.org>. Data are for D1 debt liabilities for the central government, excluding social security funds, for Advanced Economies. While more current data are available, the recent pandemic has substantially distorted debt-to-GDP ratios. Pre-pandemic levels likely provide a better basis of comparison.

## Conclusion

The projections in this *Financial Report* indicate that if policy remains unchanged, the debt-to-GDP ratio will steadily increase throughout the projection period and beyond, which implies current policy under this *Financial Report's* assumptions is not sustainable and must ultimately change. Subject to the important caveat that policy changes are not so abrupt that they slow economic growth, the sooner policies are put in place to avert these trends, the smaller are the adjustments necessary to return the nation to a sustainable fiscal path, and the lower the burden of the debt will be to future generations.

## Social Insurance

The social insurance programs consisting of Social Security, Medicare, Railroad Retirement, Black Lung, and UI were developed to provide income security and health care coverage to citizens under specific circumstances as a responsibility of the government. Because taxpayers rely on these programs in their long-term planning, social insurance program information should indicate whether the current statutory provisions of the programs can be sustained, and more generally what effect these provisions likely have on the government's financial condition. The resources needed to run these programs are raised through taxes and fees. Eligibility for benefits depends in part on earnings and time worked by the individuals. Social Security benefits are generally redistributed intentionally toward lower-wage workers (i.e., benefits are progressive). In addition, each social insurance program has a uniform set of eligibility events and schedules that apply to all participants.

RSI material is generally drawn from the 2023 Annual Reports of the Boards of Trustees, which represents the official government evaluation of the financial and actuarial status of the Social Security and Medicare Trust Funds. Unless otherwise noted, all data are for calendar years, all projections are based on current law and the Trustees intermediate set of assumptions. A significant exception is that the projections disregard benefit payment reductions that would result from the projected depletion of the OASDI and HI Trust Funds. Under current law, benefit payments would be reduced to levels that could be covered by incoming tax and premium revenues when the trust fund balances have been depleted.

## Social Security and Medicare

### Social Security

The OASI and DI Trust Funds were established on January 1, 1940 and August 1, 1956 respectively as separate accounts in Treasury. The OASI fund pays cash retirement benefits to eligible retirees and their eligible dependents and survivors, and the much smaller DI fund pays cash benefits to eligible individuals who are unable to work because of medical conditions and certain family members of such eligible individuals. All financial operations of the OASI and DI Programs are handled through these respective funds. The two funds are often referred to as the combined OASDI Trust Funds or "Social Security." At the end of calendar year 2022, Social Security benefits were paid to approximately 66 million beneficiaries.

The events that trigger benefit payments are quite different however, both trust funds have the same dedicated financing structure: taxes paid by workers, their employers, and individuals with self-employment income, based on work covered by the Social Security Program. Currently, employers and employees each pay 6.2 percent of taxable earnings, and the self-employed pay 12.4 percent of taxable earnings. Payroll taxes are levied on wages and net earnings from self-employment up to a specified maximum annual amount, referred to as maximum taxable earnings (\$160,200.00 in 2023), that increases each year with economy-wide average wages.

Legislation passed in 1984 subjected up to half of Social Security benefits to income tax and allocated the revenue to the OASDI Trust Funds. In 1993 legislation increased the potentially taxed portion of benefits to 85.0 percent and allocated the additional revenue to the Medicare's HI Trust Fund.

### Medicare

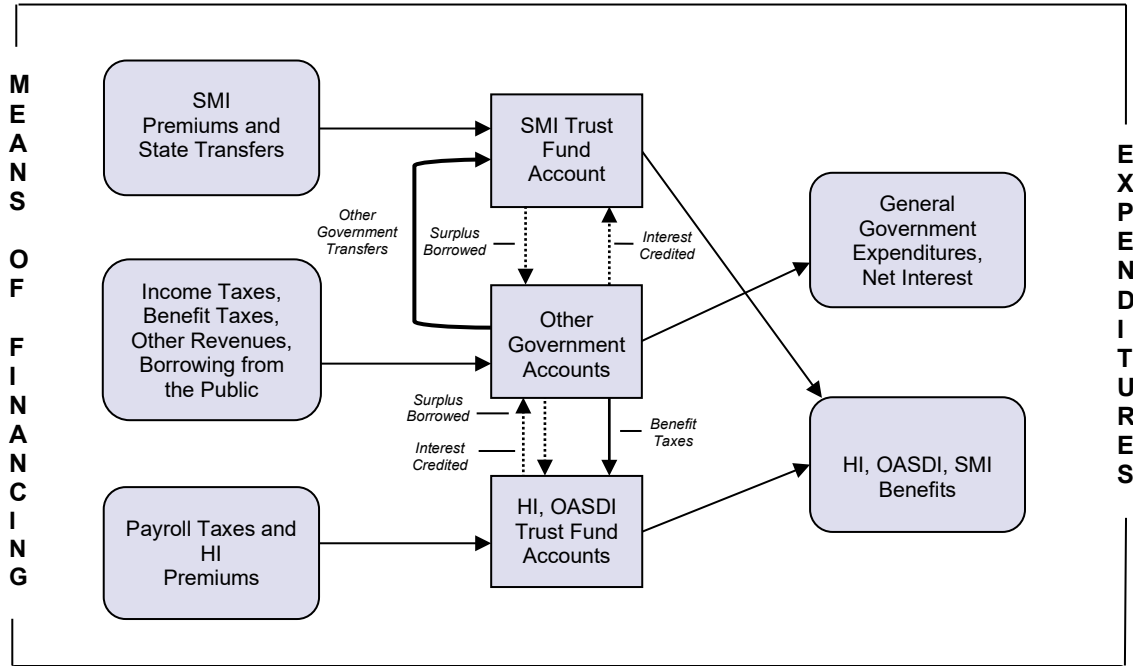
The Medicare Program, created in 1965, has two separate trust funds: the HI Trust Fund (otherwise known as Medicare Part A) and the SMI Trust Funds (which consists of the Medicare Part B and Part D<sup>9</sup> accounts). HI helps pay for inpatient hospital skilled nursing facility, home health, and hospice. SMI helps pay for hospital outpatient services, physician services, and assorted other services and products through Part B and for prescription drugs through Part D.

Though the events that trigger benefit payments are similar, HI and SMI have different dedicated financing structures. Similar to Social Security, HI is financed primarily by payroll contributions. Currently, employers and employees each pay 1.45 percent of earnings, while self-employed workers pay 2.9 percent of their net earnings. SMI is financed primarily by direct transfers from the General Fund. Additional financing sources include premiums paid by beneficiaries and, for Part D state transfers.

<sup>9</sup> Medicare legislation in 2003 created the new Part D account in the Medicare Part B and D Trust Fund to track the finances of a new prescription drug benefit that began in 2006. As is the case for Medicare Part B, a little less than three-quarters of revenues to the Part D account will come from future transfers from the General Fund. Consequently, the nature of the relationship between the Medicare Part B and D Trust Fund and the *Budget* described below is largely unaffected by the presence of the Part D account though the magnitude will be greater.

**Social Security, Medicare, and Government-wide Finances**

**Figure 1—Social Security, Medicare, and Government-wide Finances**



- Other Government Transfers: Intra-governmental transfers to the Medicare SMI Trust Fund from other government accounts.
- Surplus Borrowed: Program revenue loaned to the General Fund and treated as if it borrowed the money from the public.
- Interest Credited: Interest earned when the excess of program revenue over expenses is loaned to the General Fund becoming a future obligation to the General Fund.

The current and future financial status of the separate Social Security and Medicare Trust Funds is the focus of the Social Security and Medicare Trustees Reports, a focus that may appropriately be referred to as the “trust fund perspective.” In contrast, the government primarily uses the budget concept, appropriately referred to as the “budget perspective” or the “government-wide perspective” as the framework for budgetary analysis and presentation. It represents a comprehensive display of all federal activities, regardless of fund type or on- and off-budget status and has a broader focus than the trust fund perspective. Social Security and Medicare are among the largest expenditure categories of the *Budget*. This section describes the important relationship between the trust fund perspective and the government-wide perspective.

Figure 1 is a simplified depiction of the interaction of the Social Security and Medicare Trust Funds with the rest of the *Budget*.<sup>10</sup> The boxes on the left show sources of funding, those in the middle represent the trust funds and other government accounts, including the General Fund into which that funding flows, and the boxes on the right show simplified expenditure categories. The figure is intended to illustrate how the various sources of program revenue flow through the *Budget* to beneficiaries. The general approach is to group revenues and expenditures that are linked specifically to Social Security and/or Medicare separately from those for other government programs.

Each of the trust funds has its own sources and types of revenue. With the exception of General Fund transfers to Medicare Parts B and D, each of these revenue sources represents revenue from the public that is dedicated specifically for the respective trust fund and cannot be used for other purposes. In contrast, personal and corporate income taxes as well as other revenue go into General Fund and are drawn down for any government program for which Congress has approved spending.<sup>11</sup> The Medicare SMI Trust Fund is shown separately from the Social Security OASDI Trust Funds and the Medicare HI Trust Fund to highlight the unique financing of Medicare Parts B and D. Currently, Medicare Parts B and D are

<sup>10</sup> The *Budget* encompasses all government financing and is synonymous with a government-wide perspective.

<sup>11</sup> Other programs also have dedicated revenues in the form of taxes and fees (and other forms of receipt) and there are a large number of dedicated trust funds in the *Budget*.

the only programs that are funded through transfers from the General Fund. The transfers are automatic and; their size depends on program expenses, not on how much revenue comes into Treasury. If General Fund revenues become insufficient to cover both the mandated transfer to Medicare Parts B and D and expenditures on other general government programs, Treasury needs to borrow to make up the difference. In the longer run, if transfers to Medicare Parts B and D increase beyond growth in general revenues is as projected, then Congress must either raise taxes, cut other government spending, reduce Medicare Parts B and D benefits, or borrow even more.

Intra-governmental transfers (surplus) is a form of “borrowing/lending” between the government accounts. How loans from the trust funds to the General Fund and later repayments of those loans affect tax income and expenditures of the General Fund is uncertain. Two extreme cases encompass the possibilities. At one extreme, each dollar the trust funds loan to the General Fund might reduce borrowing from the public by a dollar at the time the loan is extended, in which case the General Fund could repay all trust fund loans by borrowing from the public without raising the level of public debt above the level that would have occurred in the absence of the loans. At the other extreme, the trust fund loans result in additional largess (i.e., higher spending and/or lower taxes) in General Fund programs at the time the loans are extended, but ultimately that additional largess is financed with additional austerity (i.e., lower spending and/or higher taxes). The actual impact of trust fund loans to the General Fund and their repayment on General Fund programs is at one of these two extremes or somewhere in between.

Actual dollar amounts roughly corresponding to the flows presented in Figure 1 are shown in the following table for FY 2023. From the government-wide perspective, only revenues received from the public and state transfers less expenditures made to the public are important for the final balance. From the trust fund perspective which is captured in the bottom section of each of the three trust fund columns, revenue also includes amounts transferred from the General Fund and interest earned from the lending/borrowing activity between the General Fund and the trust funds. Transfers to the SMI Program from the General Fund are obligated under current law and therefore, appropriately viewed as revenue from the trust fund perspective.

<b>Revenues and Expenditures for Medicare and Social Security Trust Funds and the Total Federal Budget for the Fiscal Year ended September 30, 2023</b>						
(In billions of dollars)	Trust Funds			Total	All Other	Total <sup>1</sup>
	HI	SMI	OASDI			
<b>Payroll taxes and other public revenues:</b>						
Payroll and benefit taxes	397.5	-	1,266.3	1,663.8	-	1,663.8
Premiums	6.1	150.3	-	156.4	-	156.4
Other taxes and fees	-	17.9	-	17.9	2,600.9	2,618.8
Total	403.6	168.2	1,266.3	1,838.1	2,600.9	4,439.0
Total expenditures to the public <sup>2</sup>	396.3	621.5	1,354.6	2,372.4	3,761.6	6,134.0
Net results for budget perspective <sup>3</sup>	7.3	(453.3)	(88.3)	(534.3)	(1,160.7)	(1,695.0)
<b>Revenues from other government accounts:</b>						
Transfers	1.2	439.0	-	440.2	(440.2)	
Interest credits	5.3	4.4	66.7	76.4	(76.4)	
Total	6.5	443.4	66.7	516.6	(516.6)	
Net results for trust fund perspective <sup>3</sup>	13.8	(9.9)	(21.6)	(17.7)	N/A	N/A

<sup>1</sup> This column is the sum of the preceding two columns and shows data for the total *Budget*. The figure \$1,695.0 billion was the total federal deficit in FY 2023.

<sup>2</sup> The OASDI figure includes \$5.6 billion transferred to the RRB for benefit program payments and is therefore an expenditure to the public.

<sup>3</sup> Net results are computed as revenues less expenditures.

Transfers and interest credits received by the trust funds appear as a negative entry under “all other” and the column is offset when summed for the total *Budget*.

Note: “N/A” indicates not applicable.

Medicare Part A: From the government-wide perspective, the difference between expenditures made to the public and revenues was \$7.3 billion. From the trust fund perspective, after revenues from transfers and interest from the General Fund, revenues exceeded expenditures by \$13.8 billion.



Medicare Parts B and D: From the government-wide perspective, the difference between expenditures made to the public and revenues was \$453.3 billion resulting in a net draw on the overall budget balance. From the trust fund perspective, after revenues from transfers and interest from the General Fund, revenues exceeded expenditures by \$9.9 billion.

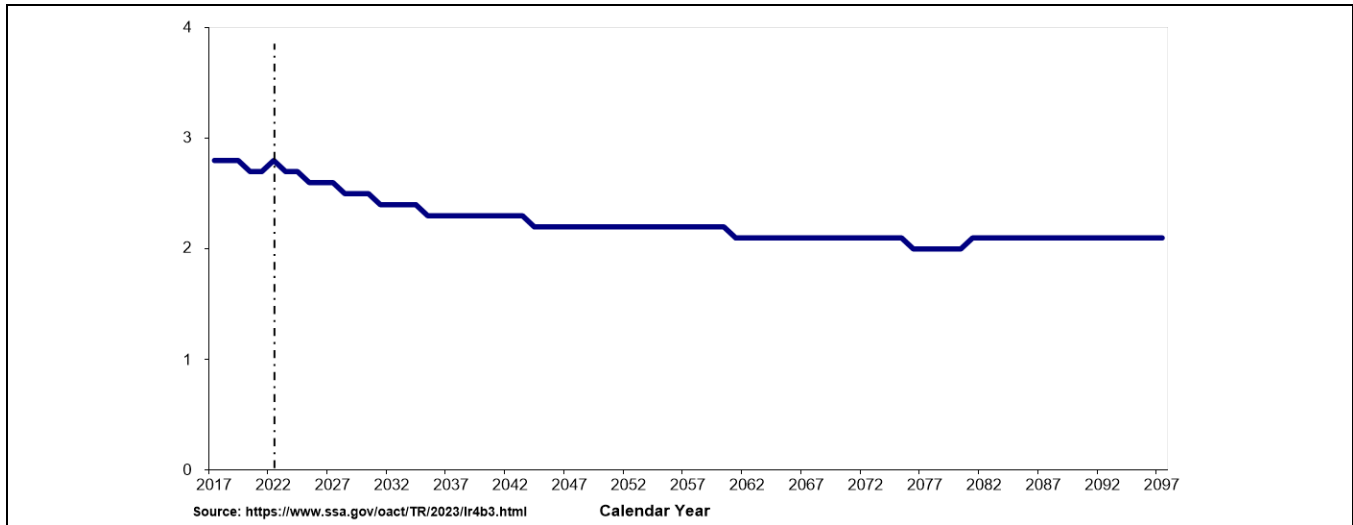
Social Security: From the government-wide perspective, the difference between expenditures made to the public and revenues was \$88.3 billion. From the trust fund perspective, after revenues from transfers and interest from the General Fund, expenditures exceeded revenues by \$21.6 billion.

**Cash Flow Projections**

*Economic and Demographic Assumptions.* The Boards of Trustees of the OASDI and Medicare Trust Funds provide in their annual reports to Congress short-range (10-year) and long-range (75-year) actuarial estimates of each trust fund. Because of their inherent uncertainty in estimating 75 years into the future, the boards use three alternative sets of economic and demographic assumptions to show a range of possibilities. The economic and demographic assumptions used for the most recent set of intermediate projections for Social Security and Medicare are shown in the demographic and economic assumption section of Note 25—Social Insurance.

*Worker-to-Beneficiary Ratio.* For the most part, current workers’ pay for current benefits. The relatively smaller number of persons born after the baby boom will therefore finance the retirement of the baby boom generation. Chart 1 shows the estimated number of covered workers per OASDI beneficiary using the Trustees intermediate assumptions. Covered workers are persons having earnings creditable for OASDI purposes based on wages in covered employment or income from covered self-employment. The estimated number of workers per beneficiary declines from 2.8 in 2022 to 2.1 in 2097. A similar demographic pattern confronts the Medicare Program. In 2022 every HI beneficiary had about 2.9 workers to pay for his or her benefit and continues to decline until there are only 2.2 workers per beneficiary by 2097.

**Chart 1—Number of Covered Workers per OASDI Beneficiary  
2017-2097**



**Social Security Projections**

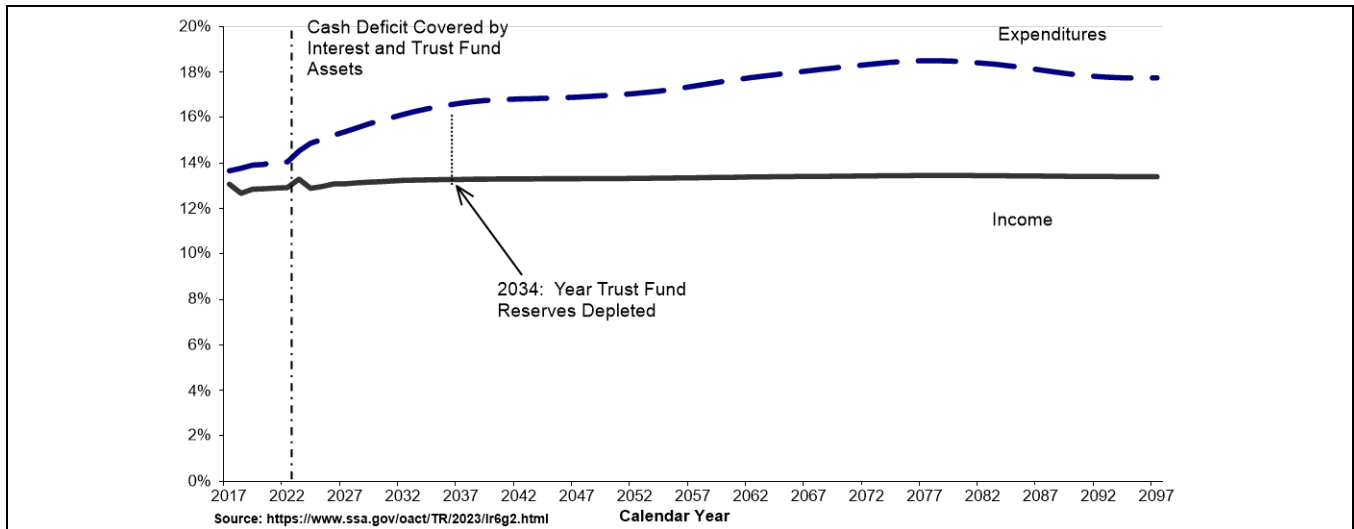
Income and Expenditures as a Percent of Taxable Payroll. Chart 2 shows annual non-interest income and expenditures expressed as percentages of taxable payroll. Estimated cost continues to exceed income excluding interest in years 2023 through 2034. Estimated cost increases through about 2078, declines slowly in years 2079-2096, and then increases slightly in 2097. The estimated income at the end of the 75-year period is sufficient to cover 74.0 percent of the estimated cost.

In any year, to meet all OASDI cost on a timely basis, the combined OASI and DI Trust Funds will need to redeem Treasury securities. This redemption differs from the situation of prior years when the combined OASI and DI Trust Funds had been net lenders to the General Fund. Because the program lacks the authority to borrow to continue paying benefits, benefit payments would be limited to the available noninterest income.

Solvency could be achieved by: 1) increasing revenue equivalent to an immediate and permanent payroll tax rate increase of 3.44 percentage points; or by 2) reducing scheduled benefits by an amount equivalent to an immediate and permanent reduction of about 21.3 percent applied to all current and future beneficiaries, or about 25.4 percent if the

reductions were applied only to newly entitled beneficiaries. Alternatively, some combination of tax increases and benefit reductions could be adopted.

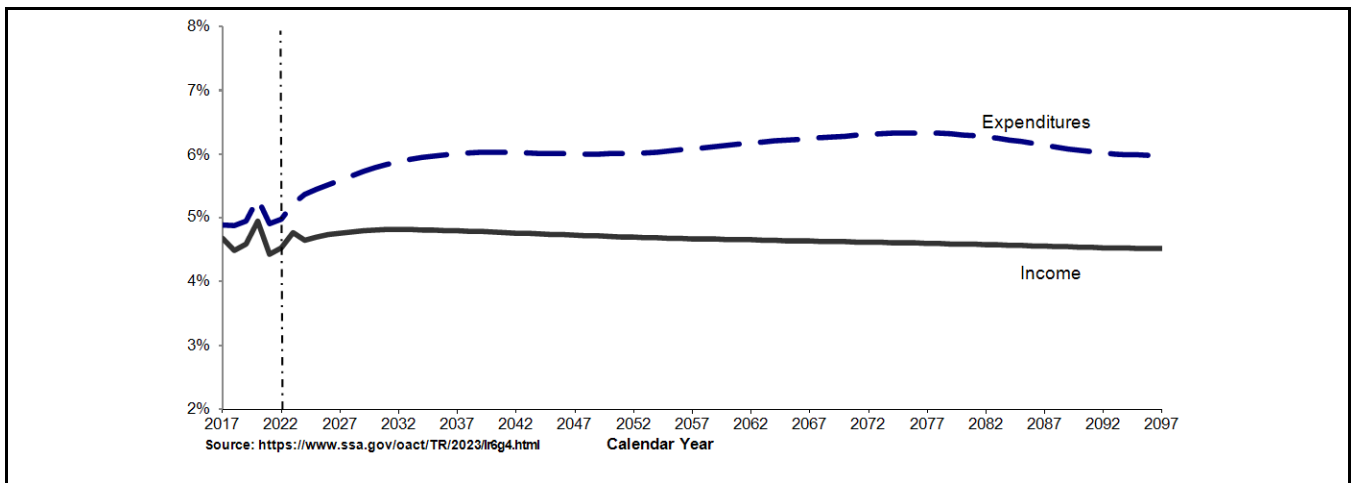
**Chart 2—OASDI Income (Excluding Interest) and Expenditures as a Percent of Taxable Payroll 2017-2097**



*Income and Expenditures as a Percent of GDP.* Chart 3 shows estimated annual non-interest income and expenditures, expressed as a percent of GDP. Analyzing these cash flows in terms of percentage of the estimated GDP, which represents the total value of goods and services produced in the U.S., provides a measure of the cost of the OASDI program in relation to the size of the national economy that must finance it.

In calendar year 2022, OASDI cost was about \$1.2 trillion, which was about 4.9 percent of GDP. The cost of the program (based on current law) rises to a peak of 6.3 percent of GDP in 2076, then declines to 6.0 percent by 2097. The increase from 2022 to 2040 is projected to occur as baby boomers continue to become eligible for OASDI benefits, lower birth rates result in fewer workers per beneficiary, and beneficiaries continue to live longer.

**Chart 3—OASDI Income (Excluding Interest) and Expenditures as a Percent of GDP 2017-2097**



## Medicare Projections

*Medicare Legislation.* The projections presented here are based on current law, certain features of which may result in some challenges for the Medicare program. In 2010 the PPACA was signed into law and contains the most significant changes to health care coverage since the *Social Security Act*. The PPACA provided funding for the establishment of a Center for Medicare and Medicaid Innovation to test innovative payment and service delivery models to reduce program expenditures while preserving or enhancing the quality of care furnished to individuals. In addition, the Medicare projections have been significantly affected by the enactment of the IRA of 2022. This legislation has wide-ranging provisions, including those that restrain price growth and negotiate drug prices for certain Part B and Part D drugs and that redesign the Part D benefit structure to decrease beneficiary out-of-pocket costs. The law takes several years to implement, resulting in very different effects by year. The total effect of the IRA of 2022 is to reduce government expenditures for Part B, to increase expenditures for Part D through 2030, and to decrease Part D expenditures beginning in 2031.

Incorporated in these projections is the sequestration of non-salary Medicare expenditures as required by the following laws:

- *Budget Control Act of 2011* (P.L. 112-25, enacted on August 2, 2011), as amended by the *American Taxpayer Relief Act of 2012* (P.L. 112-240, enacted on January 2, 2013);
- *Continuing Appropriations Resolution, 2014* (P.L. 113-67, enacted on December 26, 2013);
- Sections 1 and 3 of P.L. 113-82, enacted on February 15, 2014;
- *Protecting Access to Medicare Act of 2014* (P.L. 113-93, enacted on April 1, 2014);
- BBA of 2015 (P.L. 114-74, enacted on November 2, 2015);
- BBA of 2018 (P.L. 115-123, enacted on February 9, 2018);
- BBA of 2019 (P.L. 116-37, enacted on August 2, 2019);
- The CARES Act (P.L. 116-136, enacted on March 27, 2020);
- The CAA, 2021 (P.L. 116-260, enacted on December 27, 2020);
- *An Act to Prevent Across-the-Board Direct Spending Cuts, and for Other Purposes* (P.L. 117-7, enacted on April 14, 2021);
- IJA (P.L. 117-58, enacted on November 15, 2021);
- *The Protecting Medicare and American Farmers from Sequester Cuts Act* (P.L. 117-71, enacted on December 10, 2021); and
- The CAA, 2023 (P.L. 117-328, enacted on December 29, 2022).

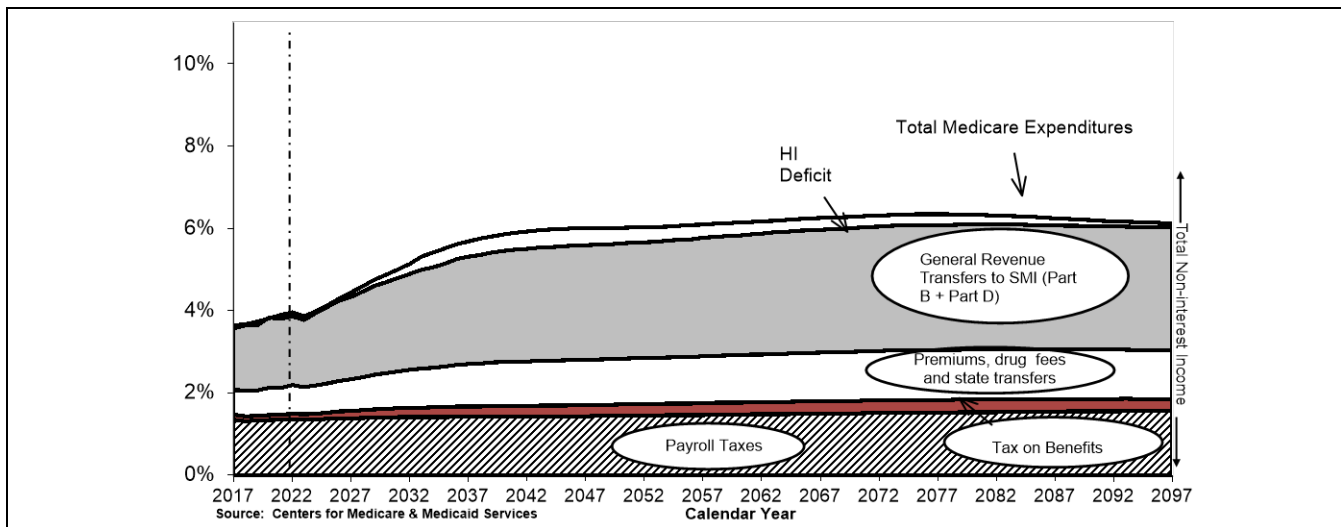
The sequestration reduces benefit payments by 2.0 percent from April 1, 2013 through April 30, 2020, by 1.0 percent from April 1, 2022 through June 30, 2022, by 2.0 percent from July 1, 2022 through September 30, 2032. Because of sequestration, non-salary administrative expenses are reduced by an estimated 5.0 to 7.0 percent from March 1, 2013 through September 30, 2032, excluding May 1, 2020 through March 31, 2022 when it was suspended.

The financial projections for the Medicare program reflect substantial, but very uncertain, cost savings deriving from current law provisions that lower increases in Medicare payment rates to most categories of health care providers, but such adjustments would probably not be viable indefinitely without fundamental change in the current delivery system. In view of the factors described above, it is important to note that Medicare's actual future costs are highly uncertain for reasons apart from the inherent challenges in projecting health care cost growth over time. For additional information refer to the "Medicare – Illustrative Alternative Scenario" section of Note 25—Social Insurance and HHS's financial statements.

*Changes in Projection Methods.* The long-range cost growth rates must be modified to reflect demographic impacts. In the 2021 report, these impacts reflected the changing distribution of Medicare enrollment by age and sex, and the beneficiary's proximity to death, which is referred to as a TTD adjustment. The TTD adjustment reflects the fact that the closer an individual is to death, the higher his or her health care spending is.

*Total Medicare.* Chart 4 shows expenditures and current-law non-interest revenue sources for HI and SMI combined as a percent of GDP. Under the PPACA, beginning in 2013 the HI Trust Fund receives an additional 0.9 percent tax on earnings in excess of \$250,000 for joint tax return filers and \$200,000 for individual tax return filers. As a result of this provision, it is projected that payroll taxes will grow slightly faster than GDP. Beginning in 2022, HI revenue from income taxes on Social Security benefits will gradually increase as a share of GDP as the share of benefits subject to such taxes increase. General revenues are projected to gradually increase from 43.0 percent of Medicare financing in 2022 to about 49.0 percent in 2040, stabilizing thereafter. SMI premiums will also grow in proportion to general revenue transfers, placing a growing burden on beneficiaries. Medicare Part B and D general revenues equal 1.7 percent of GDP in 2022 and will increase to an estimated 3.0 percent in 2097 under current law.

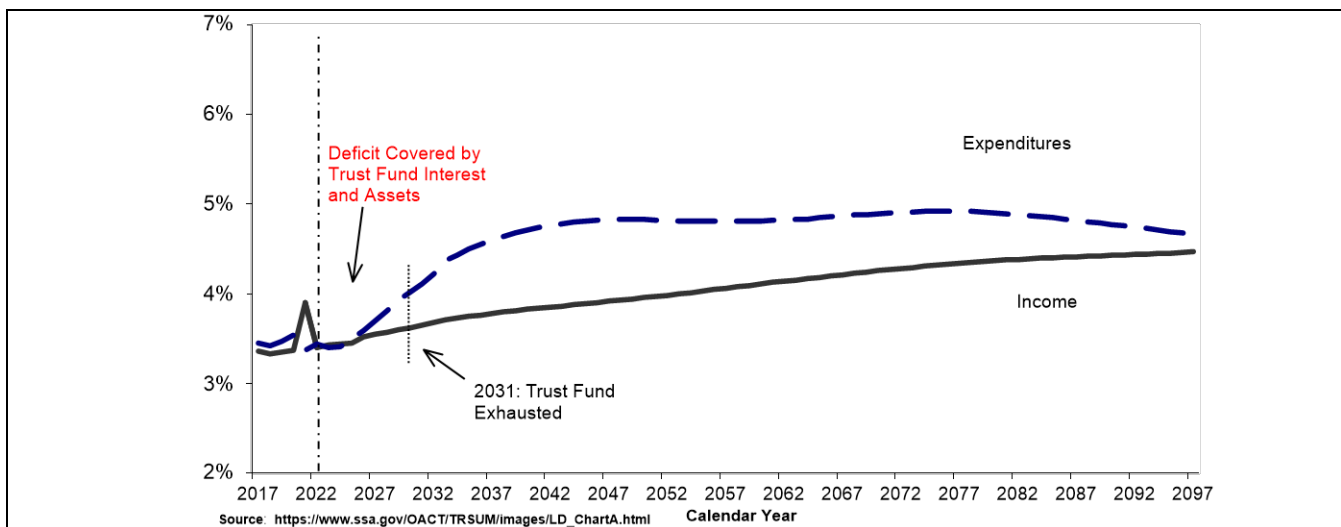
**Chart 4—Total Medicare (HI and SMI) Expenditures and Non-interest Income as a Percent of GDP 2017-2097**



*Medicare, Part A Income and Expenditures as a Percent of Taxable Payroll.* Chart 5 illustrates Medicare Part A income (excluding interest) and expenditures as a percentage of taxable payroll. The standard HI payroll tax rate is not scheduled to change in the future under current law and payroll tax income as a percentage of taxable payroll is estimated to remain constant at 2.9 percent. Income from taxation of Social Security benefits will also increase faster than taxable payroll because the income thresholds determining taxable benefits are not indexed for price inflation. Since these income thresholds are not indexed, over time an increasing proportion of workers and their earnings will become subject to the additional HI tax rate.

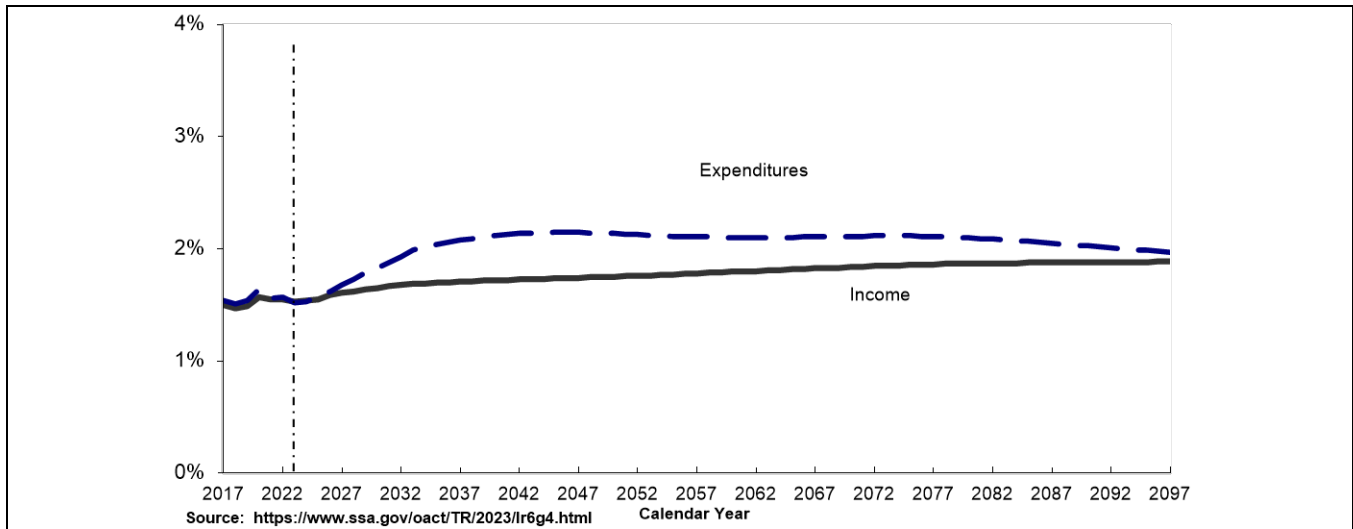
In 2023 and beyond, as indicated in Chart 5, the cost rate is projected to rise, primarily due to the continued retirements of those in the baby boom generation and partly due to an acceleration of health services cost growth. This cost rate increase is moderated by the accumulating effect of the productivity adjustments to provider price updates, which are estimated to reduce annual HI per capita cost growth by an average of 0.5 percent through 2032 and 1.0 percent thereafter.

**Chart 5—Medicare Part A Income (Excluding Interest) and Expenditures as a Percent of Taxable Payroll 2017-2097**



*Medicare, Part A Income and Expenditures as a Percent of GDP.* Chart 6 shows estimated annual Medicare Part A non-interest income and expenditures, expressed as a percent of GDP. This measure provides an idea of the relative financial resources that will be necessary to pay for Medicare Part A services. In 2022, the expenditures were \$342.7 billion, which was 1.3 percent of GDP. This percentage is projected to increase steadily until about 2046 and then remain fairly level throughout the rest of the 75-year period, as the accumulated effects of the price update reductions are realized.

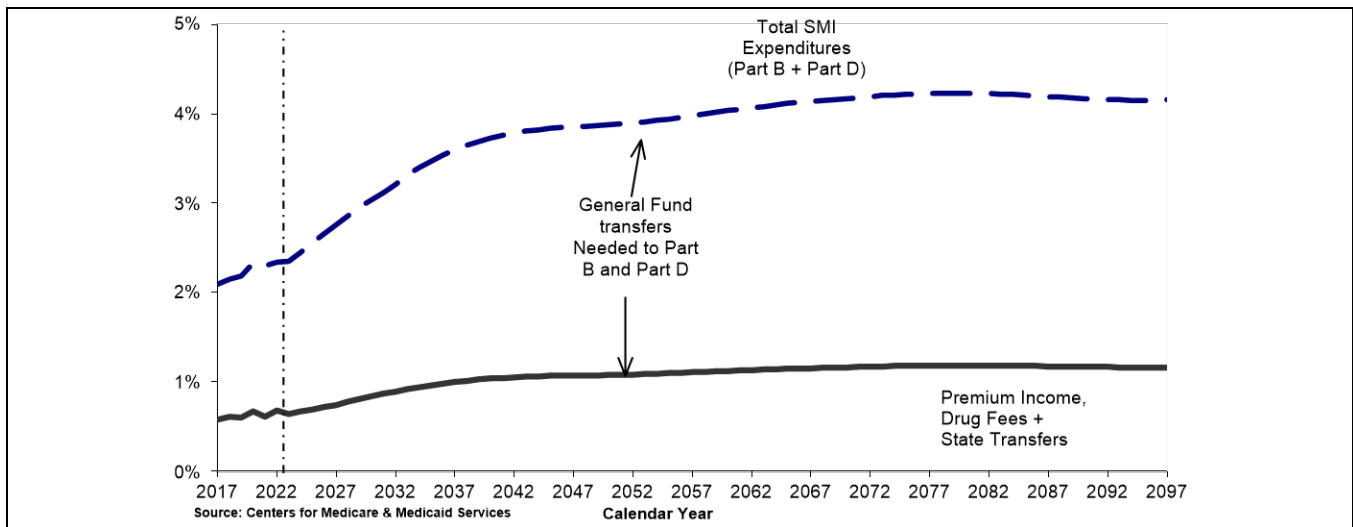
**Chart 6—Medicare Part A Income (Excluding Interest) and Expenditures as a Percent of GDP 2017-2097**



*Medicare Part B and Part D Premium as well as State Transfer Income and Expenditures as a Percent of GDP.* Chart 7 shows expenditures for the Part B and D Program expressed as a percent of GDP. It is important to examine the projected rise in expenditures and the implications for beneficiary premiums and General Fund transfers.

In 2022, SMI expenditures were \$562.4 billion, or about 2.2 percent of GDP. Under current law, they would grow to about 3.9 percent of GDP within 25 years and to 4.2 percent by the end of the projection period. To match the faster growth rates for SMI expenditures, beneficiary premiums, along with general revenue contributions, would increase more rapidly than GDP over time but at a slower rate compared to the last 10 years. Average per beneficiary costs for Part B and Part D benefits are projected to increase after 2022 by about 4.2 percent annually. The associated beneficiary premiums—and General Fund transfers would increase by approximately the same rate. The special state payments to the Part D account are set by law at a declining portion of the states’ forgone Medicaid expenditures attributable to the Medicare drug benefit.

**Chart 7—Medicare Part B and Part D Premium and State Transfer  
Income and Expenditures as a Percent of GDP  
2017-2097**



## Social Security and Medicare Sensitivity Analysis

Projections of the future financial status of the Social Insurance programs depend on many demographic and economic assumptions. The estimates presented here are based on the assumption that the programs will continue under current law except that the full amount of Social Security and Medicare HI scheduled benefits are paid after trust fund depletion contrary to current law. Income will depend on how these factors affect the size and composition of the working population and the level and distribution of wages and earnings. Similarly, the cost will depend on how these factors affect the size and composition of the beneficiary population and the general level of benefits.

Because actual experience is likely to differ from the estimated or assumed values of these factors, this section is included to illustrate the sensitivity of the long-range projections to changes in assumptions by analyzing key assumptions: average annual reduction in death rates for Social Security, average annual growth in health costs for Medicare, total fertility rate, real-wage differential, CPI change, net immigration, and real interest rate.

For this analysis, the intermediate assumptions are used as the reference point, and each selected assumption is varied individually. The variation used for each individual assumption reflects the levels used for that assumption in the low-cost and high-cost projections. For example, when analyzing sensitivity with respect to variation in real wages, income, and expenditure projections using the intermediate assumptions are compared to the outcome when projections are done by changing only the real wage assumption to either low-cost or high-cost alternatives.

The following tables show the PV of the estimated excess of Social Security and Medicare cost over income for the 75-year period, using various assumptions, which are shown in parentheses. The low-cost alternative is characterized by assumptions that improve the financial status of the program (relative to the intermediate assumption) such as slower improvement in mortality (beneficiaries die younger). In contrast, assumptions under the high-cost alternative worsen the financial outlook. All PV are calculated as of January 1, 2023 and are based on estimates of income and cost during the 75-year projection period 2023-2097. Refer to SSA's and HHS's unaudited RSI—Social Insurance section for additional information on the Social Insurance programs sensitivity analysis.

**Present Values of Estimated OASDI Expenditures in Excess of Income Under Various Assumptions, 2023-2097**

(Dollar values in trillions; values of assumptions shown in parentheses)

Assumption	Financing Shortfall Range		
	Low	Intermediate	High
Average annual reduction in death rates <sup>1</sup>	20.5 (0.3)	25.2 (0.7)	30.9 (1.2)
Total fertility rate <sup>2</sup>	22.9 (2.2)	25.2 (2.0)	28.6 (1.7)
Real-wage growth <sup>1</sup>	20.7 (1.7)	25.2 (1.1)	28.2 (0.5)
CPI change	24.6 (3.0)	25.2 (2.4)	25.9 (1.8)
Net immigration <sup>2</sup>	23.6 (1,683) <sup>3</sup>	25.2 (1,245) <sup>3</sup>	26.8 (829) <sup>3</sup>
Real interest rate	21.5 (2.8)	25.2 (2.3)	30.0 (1.8)

<sup>1</sup> The amounts shown represent averages from 2032 to 2097 of the 75-year projection period.

<sup>2</sup> The amounts shown represent averages from 2033 to 2097 of the 75-year projection period.

<sup>3</sup> Per thousands of persons.

Source: SSA

The decrease and increase discussed below represent how much the low and high alternatives differ from the intermediate alternative shown in the table above over the 75-year projection period.

- The average annual reduction in death rates: If people die at younger ages Social Security income relative to cost would decrease by \$4.7 trillion; if people live longer the shortfall would increase by \$5.7 trillion.
- Total fertility rate: Higher rates of fertility increase the ratio of workers to beneficiaries, all else equal. If there are more workers compared to beneficiaries Social Security income relative to cost would decrease by \$2.3 trillion; if there are fewer workers compared to beneficiaries the shortfall would increase by \$3.4 trillion.
- Real-wage growth: Higher real wage growth results in faster income growth relative to expenditure growth; if real-wage growth is higher Social Security income relative to cost would decrease by \$4.5 trillion; if real-wage growth is lower the shortfall would increase by \$3.0 trillion.
- CPI change: If the ultimate annual increase in the CPI percentage is higher Social Security income relative to cost would decrease by \$0.6 trillion; if the ultimate annual increase in the CPI percentage is lower shortfall would increase by \$0.7 trillion.
- Net immigration: If there is a larger increase in immigration levels then Social Security income relative to cost would decrease by \$1.6 trillion; if there is a smaller increase in immigration levels the shortfall would increase by \$1.6 trillion.
- Real interest rate: If the ultimate real interest rate is higher, then Social Security income relative to cost would decrease by \$3.7 trillion; if the ultimate annual real interest rate is lower, then the shortfall would increase by \$4.8 trillion.

### Present Values of Estimated Medicare Part A Expenditures in Excess of Income Under Various Assumptions, 2023-2097

(Dollar values in trillions; values of assumptions shown in parentheses)

Assumption	Financing Shortfall Range		
	Low	Intermediate	High
Average annual growth in health costs	(5.6) <sup>1</sup> (2.7)	4.6 (3.7)	21.0 (4.7)
Total fertility rate	3.8 (2.2)	4.6 (2.0)	5.8 (1.7)
Real wage growth	0.9 (1.7)	4.6 (1.1)	7.2 (0.5)
CPI change	3.4 (3.0)	4.6 (2.4)	6.2 (1.8)
Net immigration	4.0 (1,732) <sup>2</sup>	4.6 (1,277) <sup>2</sup>	5.3 (845) <sup>2</sup>
Real interest rate	4.0 (2.8)	4.6 (2.3)	5.4 (1.8)

<sup>1</sup> Average annual growth in health cost is projected to be negative for 2023.

<sup>2</sup> Per thousands of persons.

Source: Centers for Medicare & Medicaid Services

The decrease and increase discussed below represent how much the low and high alternatives differ from the intermediate alternative shown in the table above over the 75-year projection period.

- Average annual growth in health care costs: The financial status of the HI Trust Fund is extremely sensitive to the growth rates for health care service costs. Slower growth rates will produce a lower aggregate cost of providing covered health care services. If a slower growth rate is attained Medicare Part A income relative to cost would decrease by \$10.2 trillion; if the growth rate is higher the shortfall would increase by \$16.4 trillion.
- Total fertility rate: Higher rates of fertility increase the ratio of workers to beneficiaries, all else equal. If there are more workers compared to beneficiaries Medicare Part A income relative to cost would decrease by \$0.8 trillion; if there are fewer workers compared to beneficiaries, the shortfall would increase by \$1.2 trillion.
- Real-wage growth: Faster real-wage growth results in smaller HI cash flow deficits. If real-wage growth is higher Medicare Part A income relative to cost would decrease by \$3.7 trillion; if real wage growth is lower, the shortfall would increase by \$2.6 trillion.
- CPI change: If the ultimate annual increase in the CPI percentage is higher Medicare Part A income relative to cost would decrease by \$1.2 trillion; if the ultimate annual increase in the CPI percentage is lower the shortfall would increase by \$1.6 trillion.
- Net immigration: If there is a larger increase in immigration levels then Medicare Part A income relative to cost would decrease by \$0.6 trillion; if there is a smaller increase in immigration levels the shortfall would increase by \$0.7 trillion.
- Real interest rate: If the ultimate real interest rate is higher, Medicare Part A income relative to cost would decrease by \$0.6 trillion; if the ultimate real interest rate is lower, then the shortfall would increase by \$0.8 trillion.



<b>Present Values of Estimated Medicare Parts B and D Future Expenditures Less Premium Income and State Transfers Under Three Health Care Cost Growth Assumptions, 2023-2097</b>			
<b>Medicare Program<sup>1</sup></b>	<b>Government-wide Resources Needed</b>		
	<b>Low</b>	<b>Intermediate</b>	<b>High</b>
(in trillions of dollars)	<b>2.7</b>	<b>3.7</b>	<b>4.7</b>
Part B	29.1	40.9	59.4
Part D	5.4	7.6	11.1

<sup>1</sup> Annual growth rate is the aggregate cost of providing covered health care services to beneficiaries. The low and high scenarios assume that costs increase 1.0 percent slower or faster, respectively, than the intermediate assumption.  
Source: Centers for Medicare & Medicaid Services

The table above shows the effects of various assumptions about the growth in health care costs on the PV of estimated Part B and D expenditures in excess of income in the terms of government-wide resources needed due to the financing mechanism (General Fund transfers) for Medicare Parts B and D. As with Part A, net Part B and D expenditures are very sensitive to the health care cost growth assumption. If a slower growth rate is attained government-wide resources needed for Part B would decrease by \$11.8 trillion and Part D by \$2.2 trillion; if the growth rate is higher, government-wide resources needed would increase to \$18.5 trillion for Part B and to \$3.5 trillion for Part D.

## Sustainability of Social Security and Medicare

### 75-Year Horizon

According to the 2023 Medicare Trustees Report, the HI Trust Fund is projected to remain solvent until 2031 and, according to the 2023 Social Security Trustees Report, the OASI Trust Fund is projected to have sufficient reserves to pay full benefits on time until 2033 while the DI Trust Fund is not projected to be depleted within the projection period. In each case, some trust fund interest income and balances accumulated during prior years are needed to pay benefits. This leads to a repayment of loans made to the General Fund by the trust funds. The General Fund will pay back the trust funds and then the monies will be paid out to beneficiaries. Moreover, under current law, General Fund transfers to the SMI Trust Fund will occur into the indefinite future and will continue to grow with the growth in health care expenditures.

The potential magnitude of future financial obligations under these three social insurance programs is, therefore, important from a budget perspective as well as for understanding generally the growing resource demands of the programs on the economy. From the 75-year budget perspective, the PV of the additional resources that would be necessary to meet projected expenditures, for the three programs combined, is \$78.4 trillion. To put this figure in perspective, it would represent 4.4 percent of the PV of projected GDP over the same period (\$1,766.0 trillion). These resource needs would be in addition to the payroll taxes, benefit taxes, and premium payments. Asset redemptions and Medicare Part B and D general revenue transfers represent formal budget commitments, but no provision exists for covering the Medicare Part A and Social Security Trust Fund deficits once assets are depleted.

The table below shows the magnitudes of the primary expenditures and sources of financing for the three trust funds computed on an open-group basis for the next 75 years and expressed in PV terms. The data are consistent with the SOSI included in the principal financial statements.

From the government-wide perspective, the PV of the total resources needed for the Social Security and Medicare Programs over and above current-law funding sources (payroll taxes, benefit taxes, and premium payments from the public) is \$78.4 trillion. From the trust fund perspective, which counts the trust funds (\$3.2 trillion) and the general revenue transfers to the SMI Program (\$48.5 trillion) as dedicated funding sources, additional resources needed to fund the programs are \$26.6 trillion.

**Present Values of Costs Less Revenues of 75-Year Open Group Obligations HI, SMI, and OASDI as of January 1, 2023**

(In trillions of dollars)	HI	SMI		OASDI	Total
		Part B	Part D		
<b>Revenues from the public:</b>					
Taxes	30.9	-	-	87.4	118.3
Premiums and state transfers	0.4	15.7	3.0	-	19.1
Total	31.3	15.7	3.0	87.4	137.4
Total costs to the public	35.9	56.6	10.6	112.6	215.7
Net results - budget perspective <sup>1</sup>	4.6	40.9	7.6	25.2	78.3
Revenues from other government accounts	-	40.9	7.6	-	48.5
Trust fund balances as of 1/1/2023	0.2	0.2	-	2.8	3.2
Net results - trust fund perspective <sup>1</sup>	4.4	(0.2)	-	22.4	26.6

<sup>1</sup> Net results are computed as costs less revenues and trust fund balances. Negative values are indicative of surpluses.

Source: 2023 OASDI Trustees Reports and Centers for Medicare & Medicaid Services

## Infinite Horizon

The 75-year horizon is consistent with the primary focus of the Social Security and Medicare Trustees Reports. Experts have noted that limiting the projections to 75 years understates the magnitude of the long-range unfunded obligations because summary measures (such as the actuarial balance and open-group unfunded obligations) reflect the full amount of taxes paid by the next two or three generations of workers, but not the full amount of their benefits. One approach to addressing the limitation of 75-year summary measures is to extend the projections horizon indefinitely, so that the overall results reflect the projected costs and revenues after the first 75 years. The open-group infinite horizon net obligation is the PV of all expected future program outlays less the PV of all expected future program tax and premium revenues. Such a measure is provided in the following table for the three trust funds represented above.

From the *Budget* or government-wide perspective, the values in line 1 plus the values in line 4 are summed in the last line of the table and represent the value of resources needed to finance each of the programs into the infinite future. The total resources needed for all the programs sums to \$175.3 trillion in PV terms. This need can be satisfied only through increased borrowing, higher taxes, reduced program spending, or some combination.

The second line shows the value of the trust fund at the beginning of 2023. For the HI and OASDI Programs this represents the extent the programs are funded from the trust fund perspective. From that perspective, when the trust fund is subtracted, an additional \$66.0 trillion is needed to sustain the Social Security program into the infinite future, while the Medicare Part A program reflects a projected surplus of \$15.3 trillion over the infinite horizon. As described above, from the trust fund perspective, the SMI Program is fully funded; from a government-wide basis, the substantial gap that exists between premiums, state transfer revenue, and program expenditures in the Part B and D Program (\$99.3 trillion and \$22.1 trillion, respectively) represents future general revenue obligations of the *Budget*.

In comparison to the analogous 75-year number in the table above, extending the calculations beyond 2097, captures the full lifetime benefits, plus taxes and premiums of all current and future participants. The shorter horizon understates the total financial needs by capturing relatively more of the revenues from current and future workers and not capturing all the benefits that are scheduled to be paid to them.

**Present Values of Costs Less Tax, Premium and State Transfer Revenue Through the Infinite Horizon, HI, SMI, OASDI as of January 1, 2023**

(In trillions of dollars)	HI	SMI		OASDI	Total
		Part B	Part D		
Present value of future costs less future taxes, premiums, and state transfers for current participants	14.6	33.6	5.9	51.3	105.4
Less current trust fund balance	0.2	0.2	-	2.8	3.2
Equals net obligations for past and current participants	14.4	33.4	5.9	48.5	102.2
Plus net obligations for future participants	(29.7)	65.9	16.2	17.5	69.9
Equals net obligations through the infinite future for all participants	(15.3)	99.3	22.1	66.0	172.1
Present values of future costs less the present values of future income over the infinite horizon	(15.1)	99.5	22.1	68.8	175.3

Source: 2023 OASDI and Medicare Trustees Reports

## Railroad Retirement, Black Lung, and Unemployment Insurance

### Railroad Retirement

The RRB was created in the 1930s to establish a retirement benefit program for the nation's railroad workers. The RRB and the SSA share jurisdiction over the payment of retirement and survivor benefits. Railroad retirement pays full retirement annuities at age 60 to railroad workers with 30 years of service and disability annuities based on total or occupational disability. It also pays annuities to certain beneficiaries of deceased railroad workers.

Payroll taxes paid by railroad employers and their employees provide a primary source of income for the Railroad Retirement and Survivors' Benefit Program. Other sources of program income include: the RRB-SSA-CMS Financial Interchanges with the Social Security and Medicare Trust Funds, federal income taxes on railroad retirement benefits, appropriations, and earnings on investments.

Revenues in excess of benefit payments are invested to provide additional trust fund income. Legislation enacted in 2001 allowed for Railroad Retirement Account funds transferred to the NRRIT to be invested in non-governmental assets, as well as in governmental securities.

Since its inception, NRRIT has received \$21.3 billion from RRB and returned \$33.2 billion. During FY 2023, the NRRIT made net transfers of \$1.4 billion to the RRB to pay retirement benefits. Administrative expenses of the trust are paid out of trust assets. The balance as of September 30, 2023, and 2022, of non-federal securities and investments of the NRRIT are disclosed in Note 7—Investments.

### Black Lung

*The Federal Coal Mine Health and Safety Act of 1969* created the BLDBP to provide compensation, medical, and survivor benefits for eligible coal miners who are totally disabled due to pneumoconiosis (Black Lung Disease) arising out of their coal mine employment and the BLDTF provides benefit payments when no responsible mine operator can be assigned the liability.

Black lung disability benefit payments are funded by excise taxes from coal mine operators based on the domestic sale of coal, as are the program's administrative costs. These taxes are collected by the IRS and transferred to the BLDTF.

P.L. 110-343, *Division B-Energy Improvement and Extension Act of 2008*, enacted on October 3, 2008, among other things, restructured the BLDTF debt by refinancing the outstanding high interest rate repayable advances with low interest rate discounted debt instruments similar in form to zero-coupon bonds, plus a one-time appropriation. This Act also allowed that any subsequent debt issued by the BLDTF may be used to make benefit payments, other authorized expenditures, or to repay debt and interest from the initial refinancing.

### Unemployment Insurance

The UI Program was created in 1935 to provide income assistance to unemployed workers who lose their jobs generally through no fault of their own and are unemployed due to a lack of suitable work. The program protects workers during temporary periods of unemployment through the provision of unemployment compensation benefits. The program is administered through a unique system of federal and state partnerships established in federal law but executed through conforming state laws by state officials. The federal government provides broad policy guidance and program direction through the oversight of DOL, while program details are established through individual state UI statutes, administered through state UI entities.

The UI Program is financed through the collection of federal and state unemployment taxes levied on subject employers and deposited in the UTF and federal appropriations. The fund was established to account for the receipt, investment, and disbursement of unemployment taxes. Federal unemployment taxes are used to pay for the administrative costs of the UI Program, including grants to each state to cover the costs of state UI operations and the federal share of extended UI benefits. Federal unemployment taxes are also used to fund an account within the UTF to make advances to state UI accounts when a state's UI account balance has been exhausted and the state is unable to make benefit payments.

### Cash Flow Projections

*Railroad Retirement Income and Expenditures.* Railroad retirement cash flow projections are based on the intermediate set of assumptions used in the RRB's actuarial valuation of the program. Estimated railroad retirement annual revenue exceeds annual expenditures in the years 2036 through 2040 and 2043 through 2097. Without investment income, however, annual expenditures are greater than annual revenue throughout the entire period.

*Sensitivity Analysis.* The projections of the future financial status of the RRP depend on many economic and demographic assumptions. For additional information on the sensitivity of the long-range projections of the RRP and how the projections are impacted by changes in certain key assumptions, refer to RRB's financial statements.

*Black Lung Projected Cash Inflows and Outflows, in Constant Dollars, for the Open Group.* The significant assumptions used in the projections show that cash inflows from excise taxes will exceed cash outflows for benefit payments and administrative expenses only for the first four years in the projection period. For FYs 2028 through 2040, the cash outflows for benefit payments and administrative expenses are projected to exceed cash inflows from excise taxes.

*Sensitivity Analysis.* For the projected cash inflows and outflows with sensitivity analysis, in constant dollars for the open group, the significant assumption for medical cost inflation was increased while other significant assumptions were left unchanged. For additional information on the sensitivity of the projections of the BLDBP and how the projections are impacted by changes in assumptions, refer to DOL's financial statements.

*Unemployment Insurance Projected Cash Inflows and Outflows, in Constant Dollars, Under Expected Economic Conditions.* The significant assumptions used in the cash flow projections of the UTF show total cash inflow exceeds total cash outflow in all years in the projection period.

*Sensitivity Analysis.* The effect on the accumulated UTF assets of projected total cash inflows and cash outflows of the UTF, in constant dollars, over the ten-year period ending September 30, 2033, are demonstrated in two sensitivity analyses. Each sensitivity analysis uses an open group, which includes current and future participants in the UI Program. Sensitivity Analysis I assumes higher rates of unemployment and Sensitivity Analysis II assumes even higher rates of unemployment. In Sensitivity Analysis I, there is a net cash inflow in FY 2024, net cash outflows in FYs 2025 and 2026, and then net cash inflows again in FYs 2027 through 2033. In Sensitivity Analysis II, net cash outflows are projected in FYs 2024 through 2028, but inflows exceed outflows in FYs 2029 through 2033; net cash inflows are reestablished in FY 2029 and peak in FY 2033 with a decrease in unemployment rate in FY 2033. For additional information on the sensitivity of the projections of the UI Program, refer to DOL's financial statements.

## Sustainability

Sustainability of Railroad Retirement from a trust fund perspective, when the trust fund balance (\$24.9 billion) and the financial interchange and transfers (\$104.5 billion) are included, the combined balance of the NRRIT, the Railroad Retirement Account, and the Social Security Equivalent Benefit Account show a slight surplus (\$1.4 billion). For additional information related to the sustainability of the RRP, refer to RRB's financial statements.

On September 30, 2023, total liabilities of the BLDTF exceeded assets by nearly \$6.4 billion. This net position deficit represents the accumulated shortfall of excise taxes necessary to meet benefit payments, administrative costs, and interest expense incurred prior to and subsequent to the debt refinancing pursuant to P.L. 110-343. Prior to the enactment of P.L. 110-343, this shortfall was funded by repayable advances to the BLDTF, which were repayable with interest. Pursuant to P.L. 110-343, any shortfall will be financed with debt instruments similar in form to zero-coupon bonds, with a maturity date of one year and bear interest at Treasury's 1-year rate.

The ability of the UI Program to meet a participant's future benefit payment needs depends on the availability of accumulated taxes and earnings within the UTF. The effect of projected benefit payments on the accumulated net assets of the UTF is measured, under an open group scenario, which includes current and future participants in the UI Program. As of September 30, 2023, total assets within the UTF exceeded total liabilities by nearly \$54.4 billion. At the present time there is a surplus; any surplus of tax revenues and earnings on these revenues over benefit payment expenses is available to finance benefit payments in future periods when tax revenues may be insufficient.

For additional information related to the sustainability of the RRP, BLDBP, and UI refer to RRB's and DOL's financial statements.

## Unemployment Trust Fund Solvency

Each state's accumulated UTF net assets or reserve balance should provide a defined level of benefit payments over a defined period. To be minimally solvent, a state's reserve balance should provide for one year's projected benefit payment needs based on the highest levels of benefit payments experienced by the state over the last 20 years. A ratio of 1.00 or greater indicates that the state UTF account balance is minimally solvent. States below this level are vulnerable to exhausting their funds in a recession. States exhausting their reserve balance must borrow funds from either FUA or the private markets to make benefit payments. FUA and Extended Unemployment Compensation Account outstanding advances were \$23.0 billion and \$8.5 billion, respectively, as of September 30, 2023.

The results of DOL's state by state analysis indicate 36 state UTF accounts and the accounts of the D.C., Puerto Rico, and the Virgin Islands were below the minimal solvency ratio of 1.00 at September 30, 2023.

## Deferred Maintenance and Repairs

DM&R result from maintenance not being performed on a timely basis and is the estimated cost to bring government-owned PP&E to an acceptable condition. DM&R exclude the cost of expanding the capacity of assets or upgrading them to serve needs different from those originally intended. The consequences of not performing regular maintenance and repairs could include increased safety hazards, poor service to the public, higher costs in the future, and inefficient operations. Estimated DM&R costs are not accrued in the Statements of Net Cost or recognized as a liability on the Balance Sheets.

The amounts presented for DM&R are allowed to be measured using one of the following three methods:

- Condition assessment surveys which are periodic inspections of government-owned property to determine the current condition and estimated cost to bring the property to an acceptable condition.
- Life-cycle cost forecast that is an acquisition or procurement technique that considers operation, maintenance, and other costs in addition to the acquisition cost of assets.
- Any other method of choice that is similar to the condition assessment survey or life-cycle costing methods.

The table below of DM&R is presented as a single estimate in accordance with SFFAS No. 42, *Deferred Maintenance and Repairs: Amending Statements of Federal Financial Accounting Standards 6, 14, 29, and 32*. These amounts were all measured using the condition assessment survey method. Please refer to the individual financial statements of DOD, DOI, VA, DOE, USDA, NASA, HHS, GSA, DHS, State, and DOT for additional information on DM&R.

<b>Deferred Maintenance and Repairs as of September 30, 2023, and 2022</b>		
(In billions of dollars)	<b>2023</b>	<b>2022</b>
<b>Asset category:</b>		
General property, plant, and equipment	250.3	186.8
Heritage assets	32.0	28.1
Stewardship land	1.0	0.8
Total deferred maintenance and repairs	<u>283.3</u>	<u>215.7</u>

## Other Claims for Refunds

Other claims for refunds are claims filed for which specific administrative actions such as review by the courts are required before payments can be made and unasserted claims for refund by taxpayers or importers that may or may not become payable depending upon the resolution of subsequent events. As stated in SFFAS No. 7, *Accounting for Revenue and Other Financing Sources and Concepts for Reconciling Budgetary and Financial Accounting*, unasserted claims for refund such as unfiled claims for refunds or drawbacks for which no claim has been filed, are not known, therefore estimates are not able to be determined, and are not recognized on the Balance Sheet. Claims filed for refunds where required administrative actions are not yet complete as of the close of the reporting period may not be known however, the refunds, may be reasonably estimable.

Management has estimated amounts that may be paid out as other claims for tax refunds. This estimate represents an amount (principal and interest) that may be paid for claims pending judicial review by the federal courts or, internally, by appeals. The total estimated payout (including principal and interest) for claims pending judicial review by the federal courts is \$1.1 billion and \$2.1 billion for FYs 2023 and 2022, respectively. For those under appeal, the estimated payout is \$1.3 billion for both FYs 2023 and 2022, respectively. To the extent judgments against the government for these claims prompt other similarly situated taxpayers to file similar refund claims, these amounts could become significantly greater.

## Tax Assessments

The government is authorized and required to make inquiries, determinations, and assessments of all taxes that have not been duly paid. Unpaid assessments result from taxpayers filing returns without sufficient payment, as well as enforcement programs such as examination, under-reporter, substitute for return, and combined annual wage reporting. Under federal accounting standards, unpaid assessments are categorized as taxes receivable if taxpayers agree or a court has determined the assessments are owed. If neither of these conditions are met, the unpaid assessments are categorized as compliance assessments. Assessments with little or no future collection potential are called write-offs. Although compliance assessments and write-offs are not considered receivables under federal accounting standards, they represent legally enforceable claims of the government. There is, however, a significant difference in the collection potential between compliance assessments and receivables.

Compliance assessments and pre-assessment work in process are \$97.7 billion and \$90.9 billion for FYs 2023 and 2022, respectively. The amount of allowance for uncollectible amounts pertaining to compliance assessments cannot be reasonably estimated, and thus the net realizable value of the pre-assessment work-in-process cannot be determined. The amount of assessments that entities have statutory authority to collect at the end of the period but that have been written off and excluded from accounts receivable are \$76.6 billion and \$77.3 billion for FYs 2023 and 2022, respectively.

## Federal Oil and Gas Resources

The DOI is responsible for managing the nation's oil and natural gas resources and the mineral revenues on federal lands, both onshore and on the Outer Continental Shelf. This management process can be broken down into six essential analysis components: pre-leasing, post-leasing and pre-production, production and post-production, revenue collection, fund disbursement, and compliance.

(In billions of dollars)	Offshore		Onshore		Total	
	2023	2022	2023	2022	2023	2022
Oil and lease condensate	33.3	34.7	29.4	29.1	62.7	63.8
Natural gas, wet after lease separation	1.8	2.0	14.2	22.4	16.0	24.4
Total	<u>35.1</u>	<u>36.7</u>	<u>43.6</u>	<u>51.5</u>	<u>78.7</u>	<u>88.2</u>

The above table presents the estimated PV of future federal royalty receipts on estimated proved reserves<sup>12</sup> as of September 30, 2023, and 2022. The federal government's estimated petroleum royalties have as their basis the DOE's EIA estimates of proved reserves. The EIA provides such estimates directly for federal offshore areas and they are adjusted to extract the federal subset of onshore proved reserves. The federal proved reserves were then further adjusted to correspond with the effective date of the actual production for calendar year 2021, the most recently published EIA proved reserves report and then are projected, separately for oil and natural gas, over time to simulate a schedule of when the reserves would be produced. Future royalties are then calculated from these production streams by applying future price estimates by the OMB, production growth estimates from the EIA's 2023 Annual Energy Outlook, and effective royalty rates. The valuation method used for gas captures royalties from three products—dry gas, wet gas, and natural gas liquids—which collectively are reported as natural gas, wet after lease separation. The PV of these royalties are then determined by discounting the revenue

<sup>12</sup> Per the EIA, lease condensate is a mixture consisting primarily of pentanes and heavier hydrocarbons which is recovered as a liquid from natural gas in lease separation facilities. This category excludes natural gas plant liquids, such as butane and propane, which are recovered at downstream natural gas processing plants or facilities. Also, per the EIA, natural gas, wet after lease separation, is the volume of natural gas remaining after removal of lease condensate in lease and/or field separation facilities, if any, and after exclusion of nonhydrocarbon gases where they occur in sufficient quantity to render the gas unmarketable. Natural gas liquids may be recovered from volume of natural gas, wet after lease separation, and at natural gas processing plants ([https://www.eia.gov/dnav/ng/TblDefs/ng\\_prod\\_deep\\_tbldef2.asp](https://www.eia.gov/dnav/ng/TblDefs/ng_prod_deep_tbldef2.asp)).

stream back to the effective date at a public discount rate assumed to be equal to the OMB's estimates of future 30-year Treasury bill rates for offshore, and a weighted average of the U.S. Treasury yield curve from trading dates for the most recently completed fiscal year for onshore. The 30-year rate was chosen because this maturity life most closely approximates the productive lives of the proved reserves estimates.

<b>Estimated Federal Oil and Gas Petroleum Royalties (Proved Reserves) as of September 30, 2023, and 2022</b>						
<b>Petroleum Category</b>	<b>Quantity (In millions)</b>		<b>Average Purchase Price (\$)</b>		<b>Average Royalty Rate (%)</b>	
	<b>2023</b>	<b>2022</b>	<b>2023</b>	<b>2022</b>	<b>2023</b>	<b>2022</b>
<b>Oil and lease condensate (Bbl):</b>						
Offshore	4,434.0	4,142.4	78.52	92.74	13.45	13.29
Onshore	4,645.3	2,946.7	78.40	93.43	12.33	12.38
Total	<u>9,079.3</u>	<u>7,089.1</u>				
<b>Natural gas, wet after lease separation (Mcf):</b>						
Offshore	4,203.1	3,911.4	5.16	6.92	11.19	12.41
Onshore	43,543.2	37,663.1	5.70	6.96	11.00	11.22
Total	<u>47,746.3</u>	<u>41,574.5</u>				
Bbl = barrels						
Mcf = 1,000 cubic feet						

The table above provides the estimated quantity, a weighted average purchase price, and a weighted average royalty rate by category of estimated federal petroleum royalties at the end of FYs 2023 and 2022.<sup>13</sup> The estimated quantities, average purchase prices and royalty rates vary by region; the above table reflects an overall weighted average purchase price and royalty rate, and is not presented on a regional basis, but is instead calculated based on regional averages. The prices and royalty rates are based upon historical (or estimated) averages, excluding prior-period adjustments, if any, and are affected by such factors as accounting adjustments and transportation allowances, resulting in effective average prices and royalty rates. Prices are valued at the lease rather than at the market center and differ from those used to compute the asset estimated PV, which are forecasted and discounted based upon OMB economic assumptions. For additional details on federal oil and gas resources, refer to the financial statements of DOI. In addition to the oil and gas resources discussed above, the federal government also owns oil and gas resources that are not currently under lease.

<sup>13</sup> Gulf of Mexico proved reserves are royalty-bearing volumes. In the Gulf of Mexico, an additional 503.5 million Bbl for FY 2023 and 522.5 million Bbl for FY 2022 of proved oil reserves, and 426.2 million Mcf for FY 2023 and 412 million Mcf for FY 2022 of proved gas reserves are not reflected in these totals as they are estimated to be producible royalty-free under various royalty relief provisions. The NPV of the royalty value of the royalty-free proved reserves volumes in the Gulf of Mexico is estimated to be \$3.8 billion for FY 2023 and \$4.6 billion for FY 2022.



## Federal Natural Resources Other than Oil and Gas

<b>Federal Natural Resources Other than Oil and Gas as of September 30, 2023, and 2022</b>		
(In billions of dollars)	<b>2023</b>	<b>2022</b>
Coal royalties	8.5	9.5
Total	<u>8.5</u>	<u>9.5</u>

The ONRR within DOI is responsible for the management and collection of revenues associated with federal coal leases which are managed by the BLM within DOI. The ONRR achieves optimal value by ensuring that all natural resource revenues are efficiently and accurately collected as well as disbursed to recipients in a timely manner by performing audit and revenue compliance activities.

*The Mineral Leasing Act of 1920*, as amended, and the *Mineral Leasing Act for Acquired Lands of 1947*, as amended, gives DOI the responsibility for coal leasing on approximately 700 million acres of federal mineral estate which includes 570 million of acres where coal development is allowed. The surface estate of these lands may be under the control of BLM, the U.S. Forest Service (within USDA), private or state landowners, or other federal entities.

Public lands are available for coal leasing after the lands have been evaluated through a multiple-use planning process. DOI receives coal leasing revenues from a bonus paid at the time of the lease, an annual rent payment of \$3.0 per acre, and royalties paid on the value of the coal after it has been mined. The royalty rate for surface-mining methods is 12.5 percent and is 8.0 percent for underground mining, and the BLM can approve reduced royalty rates based on maximum economic recovery. Regulations that govern BLM's coal leasing program are contained in Title 43, Groups 3000 and 3400 of the CFR.

The above table presents the estimated PV of future federal coal royalty receipts on estimated recoverable reserves as of September 30, 2023, and 2022. The federal government's estimated coal royalties have as their basis the DOI's BLM estimates of recoverable reserves. The federal recoverable reserves are then further adjusted to correspond with the effective date of the analysis and then are projected over time to simulate a schedule of when the reserves would be produced. Future royalties are then calculated by applying future price estimates and effective royalty rates, adjusted for transportation allowances and other allowable deductions. The PV of these royalties are then determined by discounting the revenue stream back to the effective date at a public discount rate assumed to be equal to the OMB's estimates of future 30-year Treasury bill rates. The 30-year rate was chosen because this maturity life most closely approximates the productive lives of the recoverable reserves estimates.

In addition to the coal resources discussed above, the federal government has other natural resources under lease contract whereby the lessee is required to pay royalties on the sale of the natural resource. These natural resources include soda ash, potash (including muriates of potash and langbeinite phosphate), lead concentrate, copper concentrate, and zinc concentrate. Soda ash and potash have the largest estimated PV of future royalties. The federal government also owns coal resources and certain other natural resources that are not currently under lease. For additional details on federal natural resources-other than oil and gas, refer to the financial statements of DOI.

## Land and Permanent Land Rights

<b>Estimated Acreage by Predominant Use as of September 30, 2023, and 2022</b>						
(In thousands of acres)	<b>Property, Plant, &amp; Equipment</b>			<b>Property, Plant, &amp; Equipment</b>		
	<b>Stewardship</b>	<b>Total Land<sup>1</sup></b>		<b>Stewardship</b>	<b>Total Land<sup>1</sup></b>	
	<b>2023</b>			<b>2022</b>		
Commercial Use	205	192,406	192,611	55	192,810	192,865
Conservation and Preservation <sup>2</sup>	291	1,082,998	1,083,289	263	1,081,832	1,082,095
Operational	30,299	20,608	50,907	36,414	12,886	49,300
<b>Total</b>	<b>30,795</b>	<b>1,296,012</b>	<b>1,326,807</b>	<b>36,732</b>	<b>1,287,528</b>	<b>1,324,260</b>
Acreage held for disposal or exchange			8			12
<sup>1</sup> Estimated acreage includes land and permanent land rights. Acreage of temporary land rights (those for a specified period of time or a limited duration) are not included pursuant to SFFAS No. 59, paragraphs 4 and 5.						
<sup>2</sup> Department of Interior's U.S. Fish and Wildlife Service manages 670,980 thousand acres of submerged lands in marine national monuments primarily for the benefit of fish and wildlife.						

SFFAS No. 59, *Accounting and Reporting of Government Land* requires that the estimated acres of land and permanent land rights of general PP&E land and stewardship land be presented as unaudited RSI for FYs 2022 through 2025. The estimated acreage will transition to note disclosures in FY 2026.

As defined in SFFAS No. 59, general PP&E land is land used within the ordinary course of business to support the mission of the federal government and includes land acquired for or in connection with other general PP&E. General PP&E land excludes withdrawn public lands or land restricted for conservation, preservation, historical, or other like restrictions. Such land is categorized as stewardship land. Stewardship land includes both public domain and acquired land and land rights owned by the federal government intended to be held indefinitely and the majority was acquired by the government during the first century of the nation's existence. Land rights are interests and privileges held by the entity in land owned by others, such as leaseholds, easements, water and waterpower rights, diversion rights, submersion rights, rights-of-way, mineral rights, and other like interests in land. General PP&E land rights and stewardship land rights that are for an unspecified period of time or unlimited duration are considered permanent land rights and are included in the estimated acreage table above. Land rights that are only for a specified period of time or a limited duration are considered temporary land rights. All temporary land rights will continue to be recorded under general PP&E and depreciated over their time period after SFFAS No. 59 implementation.

All land and permanent land rights are reported in estimated acres using three predominant use categories including commercial use, conservation and preservation, and operational. The reporting of estimated acres of land held for disposal or exchange is also required. Commercial use land includes land or land rights that are predominantly used to generate inflows of resources from non-federal third parties, usually through special use permits, right-of-way grants, and leases. Examples of commercial use land are concession arrangements, grants for specific projects, and sales or land exchanges. Conservation and preservation land includes land or land rights that are predominantly used for the conservation of natural resources and preservation of buildings, objects, and landscapes. Examples of conservation and preservation land are national parks, geological resource sites, and wildlife and plant life refuges. Within the conservation and preservation reported acres, DOI's U.S. Fish and Wildlife Service manages 670,980 thousand acres of submerged lands in marine national monuments primarily for the benefit of fish and wildlife. Operational land includes land or land rights predominantly used for general or administrative purposes. Examples of operational land include land used for military, scientific, and nuclear functions.

Additional information concerning the estimated acres of land and permanent land rights can be obtained from the financial statements of DOD, DOI, and USDA. Please refer to Note 6—General Property, Plant, and Equipment, Net and

Note 26—Stewardship Property, Plant, and Equipment for additional information concerning general PP&E land and stewardship land.

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# United States Government Other Information (Unaudited) for the Years Ended September 30, 2023, and 2022

## Tax Burden

The IRC provides for progressive tax rates, whereby higher earned income is generally subject to higher tax rates. The following tables present the latest available information on income tax and related income, deductions, and credit for individuals by income level, and for corporations by size of assets.

<b>Individual Income Tax Liability for Tax Year 2021</b>						
<b>Adjusted Gross Income</b>	<b>Number of Taxable Returns</b> (In thousands)	<b>Adjusted Gross Income</b> (In millions of dollars)	<b>Total Income Tax</b> (In millions of dollars)	<b>Average Adjusted Gross Income per Return</b> (In whole dollars)	<b>Average Income Tax per Return</b> (In whole dollars)	<b>Income Tax as a Percentage of Adjusted Gross Income</b>
Under \$15,000	30,714	160,421	535	5,223	17	0.3%
\$15,000 under \$30,000	27,410	610,846	12,033	22,286	439	2.0%
\$30,000 under \$50,000	28,926	1,135,403	50,662	39,252	1,751	4.5%
\$50,000 under \$100,000	37,547	2,681,108	200,702	71,407	5,345	7.5%
\$100,000 under \$200,000	24,180	3,318,595	367,380	137,245	15,194	11.1%
\$200,000 under \$500,000	3,728	828,814	123,563	222,321	33,145	14.9%
\$500,000 or more	7,888	6,117,860	1,421,518	775,591	180,213	23.2%
<b>Total</b>	<b>160,393</b>	<b>14,853,047</b>	<b>2,176,393</b>			

<b>Corporate Income Tax Liability for Tax Year 2020</b>			
<b>Total Assets</b> (In thousands of dollars)	<b>Income Subject to Tax</b> (In millions of dollars)	<b>Total Income Tax After Credits</b> (In millions of dollars)	<b>Percentage of Income Tax After Credits to Taxable Income</b>
Zero assets	21,064	4,439	21.1%
\$1 under \$500	6,908	1,426	20.6%
\$500 under \$1,000	4,364	886	20.3%
\$1,000 under \$5,000	21,444	4,312	20.1%
\$5,000 under \$10,000	13,079	2,640	20.2%
\$10,000 under \$25,000	19,851	3,900	19.6%
\$25,000 under \$50,000	17,342	3,389	19.5%
\$50,000 under \$100,000	19,750	3,854	19.5%
\$100,000 under \$250,000	33,865	6,584	19.4%
\$250,000 under \$500,000	32,033	6,189	19.3%
\$500,000 under \$2,500,000	117,758	21,388	18.2%
\$2,500,000 or more	1,472,847	217,604	14.8%
<b>Total</b>	<b>1,780,305</b>	<b>276,611</b>	

## Tax Gap

The gross tax gap is the difference between the amount of tax imposed by law and what taxpayers actually pay on time and/or timely. The tax gap provides an estimate of the level of overall noncompliance compliance during the relevant tax periods. Tax gap estimates provide periodic appraisals about the nature and extent of noncompliance for use in formulating tax administration strategies. Given the complexity of the tax system and available data, a single approach cannot be used for estimating all the components of the tax gap. The most recent estimates covering the tax year 2014-2016 timeframe were released in FY 2023. In October 2023, the tax gap projections were issued for tax year 2020 and 2021. The tax gap projections for tax years 2020 and 2021 assume compliance behavior that has not changed since the 2014-2016 tax gap estimates.

The gross tax gap is the amount of a tax liability that is not paid voluntarily and on time. The projected gross tax gap increased to \$688.0 billion in tax year 2021. The gross tax gap is comprised of three components: non-filing, underreporting, and underpayment. The projected gross tax gap for each of these components is \$77.0 billion, \$542.0 billion, and \$68.0 billion, respectively. The gross tax gap projections are also segmented by type of tax: individual income tax, corporation income tax, employment tax, and estate and excise tax. The projected gross tax gap for each of these types of tax is \$520.0 billion, \$45.0 billion, \$118.0 billion, and \$4.0 billion, respectively.

The net tax gap is the gross tax gap less tax that subsequently will be paid either late through voluntary payments or collected through IRS administrative and enforcement activities and is the portion of the gross tax gap that will not be paid. It is projected that \$63.0 billion of the gross tax gap will eventually be paid resulting in a net tax gap of \$625.0 billion. The net tax gap projections are also segmented by type of tax: individual income tax, corporation income tax, employment tax, and estate and excise tax. The projected net tax gap for each of these types of tax is \$475.0 billion, \$37.0 billion, \$112.0 billion, and \$1.0 billion, respectively.<sup>1</sup> For additional information on the tax gap, refer to Treasury's financial statements.

## Tax Expenditures

As discussed in greater detail in Note 19—Collections and Refunds of Federal Revenue, tax and other revenues reported reflect the effects of tax expenditures, which are special exclusions, exemptions, deductions, tax credits, preferential tax rates, and tax deferrals that allow individuals and businesses to reduce taxes they may otherwise owe.

<sup>1</sup> Individual amounts may not add to totals due to rounding.

Tax expenditures are estimated using data from previous years and the economic forecast from the FY 2023 Midsession Review as reported in the FY 2024 *Budget*. The largest tax expenditures in FY 2023 are the following (and see the table below):

- The exclusion from workers' taxable income of employers' contributions for health care, health insurance premiums, and premiums for long-term care insurance;
- The exclusion of contributions to and the earnings of employer defined benefit and defined contribution pension funds (minus pension benefits that are included in taxable income);
- Imputed rental income forms part of the total value of goods and services produced in a country. But unlike returns from other investments, the return on homeownership "imputed rent" is excluded from taxable income. In contrast, landlords must count as income the rent they receive, and renters may not deduct the rent they pay. A homeowner is effectively both landlord and renter, but the tax code treats homeowners the same as renters while ignoring their simultaneous role as their own landlords and exempting potential rent they would have paid themselves;
- Preferential tax rates on long-term capital gains; and
- In taxable years 2022 through 2025, a taxpayer may claim a \$2,000 per child partially refundable child tax credit. In 2023, up to \$1,600 per child of unclaimed credit due to insufficient tax liability may be refundable; a taxpayer may claim a refund for 15 percent of earnings in excess of a \$2,500 floor, up to the lesser of the amount of unused credit or \$1,600 per child. A taxpayer may also claim a nonrefundable credit of \$500 for each qualifying child not eligible for the \$2,000 credit.

<b>Largest Income Tax Expenditures</b>	
(In billions of dollars)	<b>2023</b>
Exclusion of employer contributions for medical insurance premiums & health care	237.4
Defined benefit & defined contribution pension funds	185.1
Exclusion of net imputed rental income	133.7
Preferential tax rates on long-term capital gains	118.3
Child tax credit	67.5

Generally, identifying and measuring a tax expenditure requires defining a baseline tax system against which identified tax provisions are exceptions. The tax expenditures prepared for the *Budget* are estimated relative to a simplified comprehensive income tax, which defines income as the sum of consumption and the change in net wealth in a given period of time. Tax expenditure estimates do not necessarily equal the increase in federal revenues (or the change in the *Budget* balance) that would result from repealing these special provisions, for the following reasons:

- Eliminating a tax expenditure may have incentive effects that alter economic behavior, which can affect the resulting magnitudes of the activity or of other tax provisions or government programs. For example, if capital gains were taxed at ordinary rates, capital gain realizations would be expected to decline, resulting in lower tax receipts. Such behavioral effects are not reflected in the estimates.
- Tax expenditures are interdependent even without incentive effects. Repeal of a tax expenditure provision can increase or decrease the tax revenue effect of other provisions. For example, even if behavior does not change, repeal of an itemized deduction could increase revenue costs from other deductions as some taxpayers move into higher tax brackets. Alternatively, an itemized deduction repeal could lower the revenue foregone from other deductions if taxpayers choose to claim the standard deduction over itemizing. Similarly, if two provisions were repealed simultaneously, the tax liability increase could be greater or less than the sum of the two separate tax expenditures, because each is estimated assuming that the other remains in force.
- Repeal effects may depend on concurrent tax rate changes. Lowering or raising tax rates can decrease or increase the estimated revenues from a particular provision. A \$10,000 charitable contributions deduction is worth \$3,500 in corporate tax revenues at a 35.0 percent tax rate, but only \$2,100 at a 21.0 percent tax rate.

A more comprehensive ranking, including rankings over a 10-year period, and descriptions of tax expenditures can be found at the following location from Treasury's Office of Tax Policy: <https://home.treasury.gov/policy-issues/tax-policy/tax-expenditures>.

## Unmatched Transactions and Balances

<b>Unmatched Transactions and Balances as of September 30, 2023, and 2022</b>		
(In millions of dollars)	2023	2022
<b>Statement of Net Cost:</b>		
Buy/sell cost/revenue	-	603.5
Benefit program revenue/cost	-	309.6
Non-reciprocating	-	(357.0)
	-	556.1
<b>Statement of Operations and Changes in Net Position:</b>		
Non-reciprocating	-	(1,630.2)
Custodial and non-entity collections transferred out/in	-	586.8
Accrual amounts collected/transferred in	-	(83.9)
Other	-	1,000.9
	-	(126.4)
<b>Balance Sheet:</b>		
Accounts payable/receivable	-	270.2
Advances from/to others & deferred credits/prepayments	-	(778.8)
Non-reciprocating	-	(205.6)
Other	-	(576.4)
	-	(1,290.6)
Unmatched transactions and balances, net	-	(860.9)
( ) Parentheses indicate a decrease to Net Position.		

The unmatched transactions and balances are needed to balance the accrual-based financial statements. The Statement of Net Cost, the Statement of Operations and Changes in Net Position and the Balance Sheet include a line for the unmatched transactions and balances. Transactions and balances between federal entities must be eliminated in consolidation to calculate the financial position of the government. The amounts included in the table represent intra-governmental activity and balances that differed between federal entity trading partners and often totaled significantly more in the absolute than the net amounts shown. The table also reflects other consolidating adjustments and other adjustments that contributed to the unmatched transactions and balances amount. The adjustments were added to, or subtracted from, gross cost in the Statement of Net Cost and other liabilities in the Balance Sheet in the year they were recorded. Unresolved intra-governmental differences (i.e., unmatched transactions and balances) result in errors in the consolidated financial statements.

Unmatched transactions and balances between federal entities impact not only in the period in which differences originate but also in the periods where differences are resolved. As a result, it would not be proper to conclude that increases or decreases in the unmatched amounts shown in the “Unmatched Transactions and Balances” table reflect improvements or deteriorations in the government’s ability to resolve intra-governmental transactions. The federal community considers the identification and accurate reporting of intra-governmental activity a priority.

Due to the change in presentation of the reported unmatched transactions and balances on the Statement of Net Cost, Statement of Operations and Changes in Net Position, and Unmatched Transactions and Balances in Other Information (unaudited), the FY 2022 Statement of Net Cost was adjusted by \$0.1 billion to report the associated unmatched transactions and balances that were previously reported on the Statement of Operations and Changes in Net Position unmatched transactions and balances line and the buy/sell costs that were previously included in the gross cost recorded on the Statement of Net Cost. They are now reported on the standalone unmatched transaction and balances line on the Statement of Net Cost. Additionally, the Unmatched Transactions and Balances table was updated to show the details of the unmatched transactions and balances by statement.

The unmatched transactions and balances, net reflects the combined impact that each statement line has on the overall net position of the *Financial Report*.



## Appendix A: Reporting Entity

This appendix lists the entities (consolidation entities, disclosure entities, or related parties) included in the U.S. government's *Financial Report*. SFFAS No. 47, *Reporting Entity*, provides guidance for identifying entities that are consolidation entities, disclosure entities, and related parties.

The *Financial Report* includes all organizations meeting the inclusion principles of: a) budgeted for by elected officials of the government; b) owned by the government; and c) controlled by the government with risk of loss or expectation of benefits. In addition, the *Financial Report* includes organizations where it would be misleading to exclude even though the organization does not meet any of the three inclusion principles. If an organization meets the inclusion principles, a determination of consolidation or disclosure is made.

SFFAS No. 47 identifies consolidation entities as organizations that are consolidated in the financial statements based on the assessment of the following characteristics as a whole, the organization: a) is financed through taxes and other non-exchange revenues; b) is governed by the Congress or the President; c) imposes or may impose risks and rewards to the government; and d) provides goods and services on a non-market basis. It also includes organizations that would result in misleading or incomplete financial statements, if excluded.

Disclosure entities are entities with which the federal government has relationships that meet the inclusion criteria in SFFAS No. 47, but are afforded a greater degree of autonomy than consolidation entities. These entities may maintain a separate legal identity, have a governance structure that vests most decision-making authorities in a governing body to insulate the organization from political influence, and/or have relative financial independence. Other organizations that are owned or controlled by the government as a result of regulatory actions, or other government intervention actions are, generally, deemed to be disclosure entities if the relationship with the government is not expected to be permanent.

Related parties exist if the existing relationship, or one party to the existing relationship, has the ability to exercise significant influence over the other party's policy decisions. Related parties do not meet the principles for inclusion, but are reported in the *Financial Report*, if they maintain relationships of such significance that it would be misleading to exclude.

### 1. Consolidation Entities included in the Financial Report:

There are a total of 166 entities that meet the consolidation criteria, and as such are included in the *Financial Report*. The lists below describe three groups of consolidation entities that comprise the consolidated government-wide reporting entity for the *Financial Report* and include entities from all three branches of government.

#### Twenty-Four Chief Financial Officer Act Consolidation Entities

Department of Agriculture <a href="http://www.usda.gov">www.usda.gov</a>	Department of Labor <a href="http://www.dol.gov">www.dol.gov</a>
Department of Commerce <a href="http://www.doc.gov">www.doc.gov</a>	Department of State <a href="http://www.state.gov">www.state.gov</a>
Department of Defense <a href="http://www.defense.gov">www.defense.gov</a>	Department of Transportation <a href="http://www.dot.gov">www.dot.gov</a>
Department of Education <a href="http://www.ed.gov">www.ed.gov</a>	Department of the Treasury <a href="http://www.treasury.gov">www.treasury.gov</a>
Department of Energy <a href="http://www.energy.gov">www.energy.gov</a>	Department of Veterans Affairs <a href="http://www.va.gov">www.va.gov</a>
Department of Health and Human Services <a href="http://www.hhs.gov">www.hhs.gov</a>	Environmental Protection Agency <a href="http://www.epa.gov">www.epa.gov</a>
Department of Homeland Security <a href="http://www.dhs.gov">www.dhs.gov</a>	General Services Administration <a href="http://www.gsa.gov">www.gsa.gov</a>
Department of Housing and Urban Development <a href="http://www.hud.gov">www.hud.gov</a>	National Aeronautics and Space Administration <a href="http://www.nasa.gov">www.nasa.gov</a>
Department of the Interior <a href="http://www.doi.gov">www.doi.gov</a>	National Science Foundation <a href="http://www.nsf.gov">www.nsf.gov</a>
Department of Justice <a href="http://www.usdoj.gov">www.usdoj.gov</a>	Office of Personnel Management <a href="http://www.opm.gov">www.opm.gov</a>
Small Business Administration <a href="http://www.sba.gov">www.sba.gov</a>	U.S. Agency for International Development <a href="http://www.usaid.gov">www.usaid.gov</a>
Social Security Administration <a href="http://www.ssa.gov">www.ssa.gov</a>	U.S. Nuclear Regulatory Commission <a href="http://www.nrc.gov">www.nrc.gov</a>

### Sixteen Additional Significant Consolidation Entities

Export-Import Bank of the U.S. <a href="http://www.exim.gov">www.exim.gov</a>	Pension Benefit Guaranty Corporation <a href="http://www.pbgc.gov">www.pbgc.gov</a>
Farm Credit System Insurance Corporation <a href="http://www.fcsic.gov">www.fcsic.gov</a>	Railroad Retirement Board <a href="http://www.rrb.gov">www.rrb.gov</a>
Federal Communications Commission <a href="http://www.fcc.gov">www.fcc.gov</a>	Securities and Exchange Commission <a href="http://www.sec.gov">www.sec.gov</a>
Federal Deposit Insurance Corporation <a href="http://www.fdic.gov">www.fdic.gov</a>	Security Assistance Accounts <a href="http://www.dsca.mil">www.dsca.mil</a>
General Fund of the U.S. Government <a href="http://www.fiscal.treasury.gov/general-fund">www.fiscal.treasury.gov/general-fund</a>	Smithsonian Institution <a href="http://www.si.edu">www.si.edu</a>
Millennium Challenge Corporation <a href="http://www.mcc.gov">www.mcc.gov</a>	Tennessee Valley Authority <a href="http://www.tva.com">www.tva.com</a>
National Credit Union Administration <a href="http://www.ncua.gov">www.ncua.gov</a>	U.S. International Development Finance Corporation <a href="http://www.dfc.gov">www.dfc.gov</a>
National Railroad Retirement Investment Trust <a href="http://www.rrb.gov">www.rrb.gov</a>	U.S. Postal Service <a href="http://www.usps.com">www.usps.com</a>

### One Hundred Twenty-six Additional Consolidation Entities

400 Years of African-American History Commission	Committee for Purchase from People Who Are Blind or Severely Disabled
Access Board	Commodity Futures Trading Commission
Administrative Conference of the U.S.	Congressional Budget Office
Advisory Council on Historic Preservation	Congressional-Executive Commission on the People's Republic of China
African Development Foundation	Consumer Product Safety Commission
Alyce Spotted Bear and Walter Soboleff Commission on Native Children	Corporation for National and Community Service
American Battle Monuments Commission	Council of the Inspectors General on Integrity and Efficiency
Appalachian Regional Commission	Court of Appeals for Veterans Claims
Architect of the Capitol	Court Services and Offender Supervision Agency for DC
Armed Forces Retirement Home	DC Courts
Barry Goldwater Scholarship and Excellence in Education Foundation	DC Courts–Defender Services
Bureau of Consumer Financial Protection	Defense Nuclear Facilities Safety Board
Central Intelligence Agency	Delta Regional Authority
Chemical Safety and Hazard Investigation Board	Denali Commission
Christopher Columbus Fellowship Foundation	Dwight D. Eisenhower Memorial Commission
Civil Rights Cold Case Records Review Board	Election Assistance Commission
Commission for the Preservation of America's Heritage Abroad	Environmental Dispute Resolution Fund
Commission of Fine Arts	Equal Employment Opportunity Commission
Commission on Civil Rights	Executive Office of the President
Commission on Combating Synthetic Opioid Trafficking	Farm Credit Administration
Commission on International Religious Freedom	Federal Election Commission
Commission on Security and Cooperation in Europe	Federal Financial Institutions Examination Council
Commission on the State of U.S. Olympics and Paralympics	Federal Housing Finance Agency
	Federal Labor Relations Authority
	Federal Maritime Commission
	Federal Mediation and Conciliation Service

Federal Mine Safety and Health Review Commission	National Transportation Safety Board
Federal Permitting Improvement Steering Council	Neighborhood Reinvestment Corporation
Federal Trade Commission	Northern Border Regional Commission
Government Accountability Office	Nuclear Waste Technical Review Board
Government Publishing Office	Occupational Safety and Health Review Commission
Gulf Coast Ecosystem Restoration Council	Office of Congressional Workplace Rights
Harry S. Truman Scholarship Foundation	Office of Government Ethics
House of Representatives	Office of Navajo and Hopi Indian Relocation
Institute of Museum and Library Services	Office of Nuclear Waste Negotiator*
Intelligence Community Management Account	Office of Special Counsel
Inter-American Foundation	Open World Leadership Center
International Trade Commission	Patient Centered Outcomes Research Trust Fund
James Madison Memorial Fellowship Foundation	Peace Corps
Japan-U.S. Friendship Commission	Presidio Trust
John C. Stennis Center for Public Service	Privacy and Civil Liberties Oversight Board
Training and Development	Public Buildings Reform Board
John F. Kennedy Center for the Performing Arts	Public Defender Service for the DC
Judiciary	Selective Service System
Library of Congress	Senate Commission on Art
Marine Mammal Commission	Southeast Crescent Regional Commission
Medicaid and Children's Health Insurance Program	Southwest Border Regional Commission
Payment and Access Commission	St. Lawrence Seaway Development Corporation
Medicare Payment Advisory Commission	State Justice Institute
Merit Systems Protection Board	Surface Transportation Board
Military Compensation and Retirement Modernization	Thrift Savings Fund
Commission*	U.S. Agency for Global Media
Morris K. Udall and Stewart L. Udall	U.S. Capitol Police
Foundation	U.S. Capitol Preservation Commission
National Archives and Records Administration	U.S. China Economic and Security Review Commission
National Capital Planning Commission	U.S. Holocaust Memorial Museum
National Commission on Military Aviation Safety	U.S. Institute of Peace
National Commission on Military, National and Public	U.S. Interagency Council on Homelessness
Service	U.S. Semiquincentennial Commission
National Council on Disability	U.S. Senate
National Endowment for the Arts	U.S. Tax Court
National Endowment for the Humanities	U.S. Trade and Development Agency
National Gallery of Art	Vietnam Education Foundation
National Labor Relations Board	Western Hemisphere Drug Policy Commission
National Mediation Board	Women's Suffrage Centennial Commission
National Railroad Passenger Corporation, Office of the	Woodrow Wilson International Center for Scholars
Inspector General	WWI Centennial Commission
National Security Commission on Artificial Intelligence	

\*These entities are no longer active and have either returned all remaining fund balances to Treasury during FY 2023 or have remaining fund balances pending final return to Treasury as of September 30, 2023.

## 2. Disclosure Entities and Related Parties of the Financial Report

The entities included below, after considering various factors including quantitative and qualitative materiality, meet the criteria of SFFAS No. 47 to be reported as disclosure entities or related parties in the *Financial Report*. Information about the government's relationship with these entities is disclosed in Note 27—Disclosure Entities and Related Parties. Additionally, component entities have also identified additional disclosure entities and related parties that do not meet the qualitative or quantitative criteria in SFFAS No. 47 to be reported in the *Financial Report* and are not included in the entities below. The component entity of each disclosure entity is provided in the brackets below. Refer to the financial statements of the component entities for more information on additional disclosure entities and related parties.

### Disclosure Entities

Amtrak (National Railroad Passenger Service Corp) [DOT]

Federal Home Loan Mortgage Corporation (Freddie Mac) [Treasury]/[FHFA]

Federal National Mortgage Association (Fannie Mae) [Treasury]/[FHFA]

Federal Reserve System [Treasury]

Special Purpose Vehicles [Treasury]

### Related Parties

Federal Home Loan Banks [FHFA]

International Monetary Fund and Multilateral Development Banks [Treasury]

Private Export Funding Corporation [EXIM]

## Appendix B: Glossary of Acronyms

This is the current list of acronyms used in the *Financial Report*.

APM	Alternative Payment Models
ARP	American Rescue Plan Act of 2021
ASC	Accounting Standards Codification
AT&T	American Telephone & Telegraph Company
BBA	Bipartisan Budget Act
Bbl	Barrels
BLDBP	Black Lung Disability Benefit Program
BLDTF	Black Lung Disability Trust Fund
BLM	Bureau of Land Management
BPA	Bonneville Power Administration
BRS	Blended Retirement System
Budget	Budget of the U.S. Government
CAA	Consolidated Appropriations Act
CARES Act	Coronavirus Aid, Relief and Economic Security Act
CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act
CFE	Carbon Pollution-Free Electricity
CFO	Chief Financial Officers
CFO Act	Chief Financial Officers Act of 1990
CFR	Code of Federal Regulations
CMS	Centers for Medicare & Medicaid Services
COFFA	Council of Federal Financial Assistance
COLA	Cost of Living Adjustments
COVID-19	Coronavirus Disease 2019
CPI	Consumer Price Index
CPIM	Consumer Price Index–Medical
CSRDF	Civil Service Retirement and Disability Fund
CSRS	Civil Service Retirement System
D.C.	District of Columbia
DERP	Defense Environmental Restoration Program
DFC	United States International Development Finance Corporation
DHS	Department of Homeland Security
DI	Disability Insurance
DIF	Deposit Insurance Fund
DM&R	Deferred Maintenance and Repairs
DOC	Department of Commerce
DOD	Department of Defense
DOE	Department of Energy
DOI	Department of the Interior
DOJ	Department of Justice
DOL	Department of Labor

DOT	Department of Transportation
Education	Department of Education
EIA	Energy Information Administration
EIDL	Economic Injury Disaster Loan
EIP	Economic Impact Payment
EPA	Environmental Protection Agency
ESF	Exchange Stabilization Fund
EV	Electric Vehicle
EXIM Bank	Export-Import Bank of the U.S.
Fannie Mae	Federal National Mortgage Association
FASAB	Federal Accounting Standards Advisory Board
FASB	Financial Accounting Standards Board
FCC	Federal Communications Commission
FCIC	Federal Crop Insurance Corporation
FCIP	Federal Crop Insurance Program
FCSB	Farm Credit System Banks
FCSIC	Farm Credit System Insurance Corporation
FDIC	Federal Deposit Insurance Corporation
FECA	Federal Employees' Compensation Act
Federal Reserve Act	Federal Reserve Act of 1913
Federal Reserve Board	Federal Reserve Board of Governors
FEGLI	Federal Employees' Group Life Insurance
FEMA	Federal Emergency Management Agency
FERS	Federal Employees' Retirement System
FFEL	Federal Family Education Loan
FFMIA	Federal Financial Management Improvement Act of 1996
FHA	Federal Housing Administration
FHFA	Federal Housing Finance Agency
FHLBanks	Federal Home Loan Banks
FHWA	Federal Highway Administration
FICA	Federal Insurance Contribution Act
Financial Report	Financial Report of the U.S. Government
FirstNet	First Responder Network Authority
FOMC	Federal Open Market Committee
FRA	Fiscal Responsibility Act of 2023
FR System	Federal Reserve System
FRB	Federal Reserve Banks
FRBB	Federal Reserve Bank of Boston
FRBNY	Federal Reserve Bank of New York
Freddie Mac	Federal Home Loan Mortgage Corporation
FRN	Floating Rate Notes
FRTIB	Federal Retirement Thrift Investment Board
FTO	Fine Troy Ounce
FUA	Federal Unemployment Account

FV	Fair Value
FY	Fiscal Year
GAAP	U.S. Generally Accepted Accounting Principles
GAO	U.S. Government Accountability Office
GDP	Gross Domestic Product
General Fund	General Fund of the U.S. Government
GHG	Greenhouse Gases
Ginnie Mae	Government National Mortgage Association
GSA	General Services Administration
GSE	Government-Sponsored Enterprise
HHS	Department of Health and Human Services
HI	Hospital Insurance
HQM	High Quality Market
HUD	Department of Housing and Urban Development
IJA	Infrastructure Investment and Jobs Act
IIM	Individual Indian Monies
IMF	International Monetary Fund
IRA	Inflation Reduction Act
IRC	Internal Revenue Code
IRS	Internal Revenue Service
JPMorgan	JP Morgan Chase Bank
LLC	Limited Liability Company
LP	Limited Partnership
LPR	Lawful Permanent Resident
MAC	Moving Average Cost
MACRA	Medicare Access and Children's Health Insurance Program Reauthorization Act of 2015
MBS	Mortgage-Backed Securities
Mcf	One Thousand Cubic Feet
MD&A	Management Discussion & Analysis
MDB	Multilateral Development Banks
MERHCF	Medicare Eligible Retiree Health Care Fund
MHPI	Military Housing Privatization Initiative
MLF	Municipal Liquidity Facility LLC
MRF	Military Retirement Fund
MSF	Main Street Facilities LLC
MTF	Military Treatment Facilities
MTS	Monthly Treasury Statement
NAB	New Arrangements to Borrow
NASA	National Aeronautics and Space Administration
NAV	Net Asset Value
NCUA	National Credit Union Administration
NCUSIF	The National Credit Union Share Insurance Fund
NDAA	National Defense Authorization Act
NFIP	National Flood Insurance Program
NHE	National Health Expenditure
NPSBN	Nationwide Public Safety Broadband Network
NPV	Net Present Value

NRRIT	National Railroad Retirement Investment Trust
NWPA	Nuclear Waste Policy Act of 1982
OASDI	Old-Age, Survivors, and Disability Insurance
OASI	Old-Age and Survivors Insurance
OM&S	Operating Materials and Supplies
OMB	Office of Management and Budget
ONRR	Office of Natural Resources Revenue
OPEB	Other Postemployment Benefits
OPM	Office of Personnel Management
ORB	Other Retirement Benefits
P3s	Public-Private Partnerships
PACT Act	Sergeant First Class Heath Robinson Honoring Our Promise to Address Comprehensive Toxics Act of 2022
PAYGO	Pay As You Go
PBGC	Pension Benefit Guaranty Corporation
PCE	Personal Consumption Expenditures
PEFCO	Private Export Funding Corporation
P.L.	Public Law
PMN	Purchase Money Note
PPACA	Patient Protection and Affordable Care Act
PP&E	Property, Plant, and Equipment
PPP	Paycheck Protection Program
PV	Present Value
QSMO	Quality Service Management Office
R&D	Research and Development
RCRA	Resource Conservation and Recovery Act
RRB	Railroad Retirement Board
RRP	Railroad Retirement Program
RSI	Required Supplementary Information
SAA	Security Assistance Accounts
SARA	Superfund Amendments and Reauthorization Act of 1986
SBA	Small Business Administration
SCSIA	Statements of Changes in Social Insurance Amounts
SDR	Special Drawing Rights
SEC	Securities and Exchange Commission
SECA	Self-Employment Contributions Act
SFA	Special Financial Assistance
SFFAS	Statement of Federal Financial Accounting Standards
SGLI	Service Members Group Life Insurance
SLGS	State and Local Government Series
SLTFP	Statements of Long-Term Fiscal Projections
SMI	Supplementary Medical Insurance
Smithsonian	Smithsonian Institution
SNF	Spent Nuclear Fuel
SOMA	System Open Market Account



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SOSI	Statements of Social Insurance
SPSPA	Senior Preferred Stock Purchase Agreement
SPV	Special Purpose Vehicle
SSA	Social Security Administration
State	Department of State
TALF	Term Asset Backed Securities II LLC
TCJA	Tax Cuts and Jobs Act of 2017
TFL	TRICARE for Life
TIPS	Treasury Inflation-Protected Securities
TNC	Yield Curve for Treasury Nominal Coupon Issues
Treasury	Department of the Treasury
TRIP	Terrorism Risk Insurance Program
TSF	Thrift Savings Fund
TSP	Thrift Savings Plan
TSP's G Fund	Thrift Savings Plan's Government Securities Investment Fund
TTD	Time-to-Death
TVA	Tennessee Valley Authority
UI	Unemployment Insurance
U.S.	United States
USAID	U.S. Agency for International Development
U.S.C.	United States Code
USCG	United States Coast Guard
USDA	U.S. Department of Agriculture
USPS	United States Postal Service
UTF	Unemployment Trust Fund
VA	Department of Veterans Affairs
VR&E	Vocational Rehabilitation and Employment

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441 G St. N.W.  
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## Independent Auditor's Report

The President  
The President of the Senate  
The Speaker of the House of Representatives

In our audits of the U.S. government's consolidated financial statements as of and for the fiscal years ended September 30, 2023, and 2022, we found the following:

- Certain material weaknesses<sup>1</sup> in internal control over financial reporting and other limitations on the scope of our work resulted in conditions that continued to prevent us from expressing an opinion on the accompanying accrual-based consolidated financial statements as of and for the fiscal years ended September 30, 2023, and 2022.<sup>2</sup>
- Significant uncertainties (discussed in Note 25, *Social Insurance*, to the consolidated financial statements), primarily related to the achievement of projected reductions in Medicare cost growth, prevented us from expressing an opinion on the accompanying sustainability financial statements,<sup>3</sup> which consist of the 2023 and 2022 Statements of Long-Term Fiscal Projections;<sup>4</sup> the 2023, 2022, 2021, 2020, and 2019 Statements of Social Insurance;<sup>5</sup> and the 2023 and 2022 Statements of

<sup>1</sup>A material weakness is a deficiency, or combination of deficiencies, in internal control over financial reporting, such that there is a reasonable possibility that a material misstatement of the entity's financial statements will not be prevented, or detected and corrected, on a timely basis. A deficiency in internal control exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct, misstatements on a timely basis.

<sup>2</sup>The accrual-based consolidated financial statements comprise the (1) Statements of Net Cost, Statements of Operations and Changes in Net Position, Reconciliations of Net Operating Cost and Budget Deficit, and Statements of Changes in Cash Balance from Budget and Other Activities, for the fiscal years ended September 30, 2023, and 2022; (2) Balance Sheets as of September 30, 2023, and 2022; and (3) related notes to these financial statements. Most revenues are recorded on a modified cash basis. We previously reported that certain material weaknesses and, for some years, other limitations on the scope of our work prevented us from expressing an opinion on the accrual-based consolidated financial statements of the U.S. government for fiscal years 1997 through 2022.

<sup>3</sup>We have previously reported that significant uncertainties prevented us from expressing an opinion on the sustainability financial statements (Statements of Social Insurance for fiscal years 2010 through 2022 and Statements of Long-Term Fiscal Projections for fiscal years 2015 through 2022). The Statements of Social Insurance were first presented for fiscal year 2006, and the Statements of Long-Term Fiscal Projections were first presented for fiscal year 2015.

<sup>4</sup>The 2023 and 2022 Statements of Long-Term Fiscal Projections present, for all the activities of the federal government, the present value of projected receipts and noninterest spending under current policy without change, the relationship of these amounts to projected gross domestic product (GDP), and changes in the present value of projected receipts and noninterest spending from the prior year. These statements also present the fiscal gap, which shows the combination of receipt increases and noninterest spending reductions necessary to hold debt held by the public as a share of GDP at the end of the 75-year projection period to its value at the beginning of the period. The valuation date for the Statements of Long-Term Fiscal Projections is September 30.

<sup>5</sup>The Statements of Social Insurance present the present value of revenue and expenditures for social benefit programs, primarily Social Security and Medicare. These statements are presented for the current year and each of the 4 preceding years as required by U.S. generally accepted accounting principles. For the Statements of Social Insurance, the valuation date is January 1 for the Social Security and Medicare programs, October 1 for the Railroad Retirement program, and September 30 for the Black Lung program.

Changes in Social Insurance Amounts. A material weakness in internal control also prevented us from expressing an opinion on the 2023 and 2022 Statements of Long-Term Fiscal Projections.

- Material weaknesses resulted in ineffective internal control over financial reporting for fiscal year 2023.
- Material weaknesses and other scope limitations, discussed above, limited tests of compliance with selected provisions of applicable laws, regulations, contracts, and grant agreements for fiscal year 2023.

This audit report discusses the following in more detail.

- Our report on the accompanying consolidated financial statements, which includes (1) two emphasis of matters—long-term fiscal challenges and equity investments in the Federal National Mortgage Association (Fannie Mae) and the Federal Home Loan Mortgage Corporation (Freddie Mac); (2) an other matter regarding Chief Financial Officers Act of 1990 (CFO Act) agency financial management systems; and (3) a section on required supplementary information (RSI) included with the consolidated financial statements.<sup>6</sup>
- Our report on internal control over financial reporting.
- Our report on compliance with laws, regulations, contracts, and grant agreements.
- The Department of the Treasury's and the Office of Management and Budget's (OMB) comments on a draft of this audit report.

Appendix I discusses our audit objectives, scope, and methodology.

## Report on the Consolidated Financial Statements

### Disclaimers of Opinion

The Secretary of the Treasury, in coordination with the Director of OMB, is required to annually submit audited financial statements for the U.S. government to the President and Congress. GAO is required to audit these statements. The consolidated financial statements consist of the

- accrual-based consolidated financial statements, comprising the (1) Statements of Net Cost, Statements of Operations and Changes in Net Position, Reconciliations of Net Operating Cost and Budget Deficit, and Statements of Changes in Cash Balance from Budget and Other Activities, for the fiscal years ended September 30, 2023, and 2022; (2) Balance Sheets as of September 30, 2023, and 2022; and (3) related notes to these financial statements, and
- sustainability financial statements, comprising the 2023 and 2022 Statements of Long-Term Fiscal Projections; the 2023, 2022, 2021, 2020, and 2019 Statements of Social Insurance; the 2023 and 2022 Statements of Changes in Social Insurance Amounts; and related notes to the financial statements.

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<sup>6</sup>The RSI consists of Management's Discussion and Analysis and information in the Required Supplementary Information section of the *Fiscal Year 2023 Financial Report of the United States Government*, which are included with the consolidated financial statements.

## Accrual-Based Consolidated Financial Statements

Because of the significance of the related matters described in the Basis for Disclaimers of Opinion section below, we were not able to obtain sufficient appropriate audit evidence to provide a basis for an audit opinion on the accompanying accrual-based consolidated financial statements. Accordingly, we do not express an opinion on the accrual-based consolidated financial statements.

## Sustainability Financial Statements

Because of the significance of the related matters described in the Basis for Disclaimers of Opinion section below, we were not able to obtain sufficient appropriate audit evidence to provide a basis for an audit opinion on the accompanying sustainability financial statements. Accordingly, we do not express an opinion on the sustainability financial statements.

We considered the limitations on the scope of our work regarding the accrual-based consolidated financial statements and the sustainability financial statements in forming our conclusions. We performed sufficient audit work to provide this report on the consolidated financial statements. We performed our work in accordance with U.S. generally accepted government auditing standards.

### Basis for Disclaimers of Opinion

#### Accrual-Based Consolidated Financial Statements

The federal government is not able to demonstrate the reliability of significant portions of the accompanying accrual-based consolidated financial statements as of and for the fiscal years ended September 30, 2023, and 2022, principally because of limitations related to certain material weaknesses in internal control over financial reporting and other limitations affecting the reliability of these financial statements and the scope of our work.<sup>7</sup> As a result of these limitations, readers are cautioned that amounts reported in the accrual-based consolidated financial statements and related notes may not be reliable.

The federal government did not maintain adequate systems or have sufficient appropriate evidence to support certain material information reported in the accompanying accrual-based consolidated financial statements. The underlying material weaknesses in internal control, which generally have existed for years, contributed to our disclaimer of opinion on the accrual-based consolidated financial statements. Specifically, these weaknesses concerned the federal government's inability to

- satisfactorily determine that property, plant, and equipment and inventories and related property, primarily held by the Department of Defense (DOD), were properly reported in the accrual-based consolidated financial statements;

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<sup>7</sup>Such limitations include the following: (1) The Department of Defense received a disclaimer of opinion on its fiscal years 2023 and 2022 financial statements. (2) The Small Business Administration received a disclaimer of opinion on its fiscal years 2023 and 2022 balance sheets, and its remaining statements were unaudited. (3) The Department of Education received a disclaimer of opinion on its fiscal year 2023 balance sheet, and its remaining statements were unaudited. The department received a disclaimer of opinion on its fiscal year 2022 financial statements. (4) The Department of Labor received a qualified opinion on its fiscal years 2023 and 2022 financial statements. (5) The Department of Agriculture received a qualified opinion on its fiscal year 2023 financial statements but received an unmodified opinion on its fiscal year 2022 financial statements. (6) The Security Assistance Accounts received a disclaimer of opinion on its fiscal years 2023 and 2022 financial statements. (7) The fiscal year 2023 Schedules of the General Fund were not audited to allow Treasury time to continue to implement a remediation plan to address the issues we reported as part of our disclaimer of opinion on the fiscal year 2022 Schedules of the General Fund. (8) The Railroad Retirement Board received a disclaimer of opinion on its fiscal years 2023 and 2022 financial statements.

- reasonably estimate the value of loans receivable and loan guarantees, most notably at the Small Business Administration (SBA) and Department of Education;
- reasonably estimate or adequately support amounts reported for certain liabilities, such as environmental and disposal liabilities, or determine whether commitments and contingencies were complete and properly reported;
- support significant portions of the reported total net cost of operations, most notably related to DOD, SBA, and Education, and adequately reconcile disbursement activity at certain federal entities;
- adequately account for intragovernmental activity and balances between federal entities;
- reasonably assure that the consolidated financial statements are (1) consistent with the underlying audited entities' financial statements, (2) properly balanced, and (3) in accordance with U.S. generally accepted accounting principles; and
- reasonably assure that the information in the (1) Reconciliations of Net Operating Cost and Budget Deficit and (2) Statements of Changes in Cash Balance from Budget and Other Activities is complete, properly supported, and consistent with the underlying information in the audited entities' financial statements and other financial data.

These material weaknesses continued to (1) hamper the federal government's ability to reliably report a significant portion of its assets, liabilities, costs, and other related information; (2) affect the federal government's ability to reliably measure the full cost, as well as the financial and nonfinancial performance, of certain programs and activities; (3) impair the federal government's ability to adequately safeguard significant assets and properly record various transactions; and (4) hinder the federal government from having reliable, useful, and timely financial information to operate effectively and efficiently. Because of these material weaknesses and other limitations on the scope of our work discussed below, additional issues may exist that were not identified and could affect the accrual-based consolidated financial statements. Appendix II describes these material weaknesses in more detail and highlights the primary effects of these material weaknesses on the accompanying accrual-based consolidated financial statements, the sustainability financial statements, and the management of federal government operations.

In addition, the federal government did not adequately account for and report on the Special Financial Assistance (SFA) program established by the American Rescue Plan Act of 2021.<sup>8</sup> The SFA program provides payments to eligible multiemployer pension plans to enable them to pay benefits at plan levels through 2051. Plans are not required to repay amounts received from the SFA program, which is funded by appropriations from the General Fund of the U.S. Government.<sup>9</sup>

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<sup>8</sup>Pub. L. No. 117-2, title IX, subtitle H, § 9704, 135 Stat. 4, 190-99 (Mar. 11, 2021), *classified at* 29 U.S.C. §§ 1305(i), 1432.

<sup>9</sup>The General Fund is a component of Treasury's central accounting function. It is a stand-alone reporting entity that comprises the activities fundamental to funding the federal government (e.g., issued budget authority, cash activity, and debt financing activities).

As of September 30, 2022, the estimated mean of total SFA program payments projected to be made to eligible multiemployer pension plans was \$79.7 billion.<sup>10</sup> Fiscal year 2021 liabilities and net costs were reduced by \$60 billion, representing the previously recorded multiemployer plan liability related to those plans expected to be eligible to receive SFA program payments. However, while the cost and liability reduction assumed that the SFA program payments would be made, the federal government did not recognize the liabilities and costs related to the estimated SFA program payments to those plans in the fiscal year 2021 consolidated financial statements. Rather, in fiscal years 2023 and 2022, the federal government recorded SFA costs of \$45.6 billion and \$7.6 billion, respectively, based on approved SFA program applications, leaving about \$26.5 billion of unrecognized costs as of September 30, 2023.

### Sustainability Financial Statements

Significant uncertainties (discussed in Note 25, *Social Insurance*, to the consolidated financial statements), which primarily relate to the achievement of projected reductions in Medicare cost growth, affect the sustainability financial statements. In addition, the material weakness related to the Reconciliations of Net Operating Cost and Budget Deficit and the Statements of Changes in Cash Balance from Budget and Other Activities hampers the federal government's ability to demonstrate the reliability of historical budget information used for certain key inputs to the 2023 and 2022 Statements of Long-Term Fiscal Projections.

As a result of these significant uncertainties and this material weakness, readers are cautioned that amounts reported in the 2023 and 2022 Statements of Long-Term Fiscal Projections; the 2023, 2022, 2021, 2020, and 2019 Statements of Social Insurance; the 2023 and 2022 Statements of Changes in Social Insurance Amounts; and related notes to these financial statements may not fairly present, in all material respects, the sustainability information for those years in accordance with U.S. generally accepted accounting principles.

These significant uncertainties primarily arise from the following:

- Medicare projections in the 2023 and 2022 Statements of Long-Term Fiscal Projections and the 2023, 2022, 2021, 2020, and 2019 Statements of Social Insurance were based on benefit formulas under current law and included a significant reduction in Medicare payment rate updates for productivity improvements for most categories of Medicare providers,<sup>11</sup> based on full implementation

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<sup>10</sup>See Pension Benefit Guaranty Corporation, *FY 2022 Projections Report* (Sept. 2022), accessed on February 7, 2024, <https://www.pbgc.gov/sites/default/files/documents/fy-2022-projections-report.pdf>.

<sup>11</sup>Under the Patient Protection and Affordable Care Act's productivity adjustment provisions, productivity improvements are designed to result in lower overall Medicare spending because of smaller annual increases in the Medicare payment rates paid to many health care providers. This is often referred to as a reduction in Medicare payment rate updates. The health care provider categories affected include inpatient and outpatient hospital services, skilled nursing facilities, home health care, ambulance, ambulatory surgical centers, durable medical equipment, and prosthetics.

of the provisions of the Patient Protection and Affordable Care Act, as amended (PPACA),<sup>12</sup> and physician payment updates specified by the Medicare Access and CHIP Reauthorization Act of 2015 (MACRA).<sup>13</sup>

Management has noted that certain features of current law may result in some challenges for the Medicare program, including physician payments, payment rate updates for most nonphysician categories, and productivity adjustments.<sup>14</sup> For example, the financial projections under current law presented in the 2023, 2022, 2021, 2020, and 2019 Statements of Social Insurance reflect substantial, but very uncertain, cost savings deriving from current-law provisions that lower increases in Medicare payment rates to most categories of health care providers. Without fundamental change in the current delivery system, these adjustments would probably not be viable indefinitely. Should payment rates prove to be inadequate for any service, beneficiaries' access to and the quality of Medicare benefits would deteriorate over time, or future legislation would need to be enacted that would likely increase program costs beyond those projected under current law.

The extent to which actual future costs exceed the amounts projected under current law because of changes to the scheduled reductions in Medicare payment rate updates for productivity adjustments and specified physician payment updates depends on both the specific changes that might be enacted and whether enacted legislation would include further provisions to help offset such costs. Consequently, there are significant uncertainties concerning the achievement of these projected reductions in Medicare payment rate updates.

- Management has developed an illustrative alternative projection intended to provide additional context regarding the long-term sustainability of the Medicare program and to illustrate and quantify the potential understatement in the Statement of Social Insurance projections. The present value of future estimated expenditures in excess of future estimated revenue for Medicare, included in the illustrative alternative projection in Note 25, *Social Insurance*, exceeds the \$53.1 trillion estimate in the 2023 Statement of Social Insurance by \$12.1 trillion.
- Management noted that these significant uncertainties about projected reductions in health care cost growth also affect the projected Medicare and Medicaid costs reported in the 2023 and 2022 Statements of Long-Term Fiscal Projections.

Projections of Medicare costs are sensitive to assumptions about future policy decisions and consumer, employer, and health care provider behavioral responses as policy, incentives, and the health care sector change over time. Such secondary effects are not fully reflected in the sustainability financial statements but could be expected to influence the excess cost growth rate used in the projections.<sup>15</sup> Key drivers of uncertainty about the excess cost growth rate include the future development and deployment of medical technology, the evolution of personal income, the cost and availability of insurance, and federal policy changes. As discussed in the RSI section of the *2023 Financial Report of*

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<sup>12</sup>Pub. L. No. 111-148, 124 Stat. 119 (Mar. 23, 2010), as amended by the Health Care and Education Reconciliation Act of 2010, Pub. L. No. 111-152, 124 Stat. 1029 (Mar. 30, 2010). In this report, references to PPACA include any amendments made by the Health Care and Education Reconciliation Act of 2010.

<sup>13</sup>Pub. L. No. 114-10, title I, § 101, 129 Stat. 87, 89 (Apr. 16, 2015). MACRA included many provisions that affect Medicare, including the repeal of the sustainable growth rate formula for calculating annual updates to Medicare reimbursement payment rates to physicians and certain nonphysician medical providers, and established an alternative set of annual updates. See *id.*

<sup>14</sup>Management, as used in this audit report, refers to the management of the federal government.

<sup>15</sup>The excess cost growth rate is the increase in health care spending per person relative to the growth of GDP per person after removing the effects of demographic changes on health care spending.



*the United States Government (2023 Financial Report)*, the projections are very sensitive to changes in the health care cost growth assumption.

As discussed in Note 24, *Long-Term Fiscal Projections*, and Note 25, *Social Insurance*, to the consolidated financial statements, the sustainability financial statements are based on management's assumptions. These sustainability financial statements present the present value of the U.S. government's estimated future receipts and spending using a projection period sufficient to illustrate long-term sustainability.<sup>16</sup> The sustainability financial statements are intended to aid users in assessing whether future resources will likely be sufficient to sustain public services and to meet obligations as they come due.

In preparing the sustainability financial statements, management selects assumptions and data that it believes provide a reasonable basis to illustrate whether current policy is sustainable. As discussed in the *2023 Financial Report*, current policy is based on current law but includes several adjustments. In the Statements of Long-Term Fiscal Projections, notable adjustments to current law include

- projected spending, receipts, and borrowing levels assume raising or suspending the current statutory limit on federal debt;
- continued discretionary appropriations are assumed throughout the projection period;
- scheduled Social Security and Medicare Hospital Insurance (Part A) benefit payments are assumed to occur beyond the projected point of trust fund depletion; and
- many mandatory programs with expiration dates prior to the end of the 75-year projection period are assumed to be reauthorized.

In the Statements of Social Insurance, the one adjustment to current law is that scheduled Social Security and Medicare Part A benefit payments are assumed to occur beyond the projected point of depletion of the trust funds. Assumptions underlying such sustainability information do not consider changes in policy or all potential future events that could affect future revenue and expenditures and, hence, sustainability. Also, the projections assume that debt could continuously rise without severe economic consequences. The RSI section of the *2023 Financial Report* includes unaudited information on how changes in various assumptions would affect the Statements of Long-Term Fiscal Projections and Statements of Social Insurance. The projections in the sustainability financial statements are not forecasts or predictions.

The 2023 sustainability financial statements are based on the economic assumptions that underlie the *2023 Social Security Trustees' Report*. Those assumptions include the Trustees' best estimates of the residual effects of the COVID-19 pandemic on the economy.

As discussed in the unaudited RSI section of the *2023 Financial Report*, the combined Social Security trust funds are projected to be depleted in 2034.<sup>17</sup> Further, based on the achievement of the cost growth reductions discussed above, the Medicare Part A trust fund is projected to be depleted in 2031. After depletion, the trust funds would be unable to pay the full amount of scheduled benefits. For Social

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<sup>16</sup>The projection period used in the Statements of Long-Term Fiscal Projections is 75 years. The projection period for the Statements of Social Insurance is 75 years for the Social Security, Medicare, and Railroad Retirement social insurance programs and 25 years for the Black Lung program.

<sup>17</sup>The projected depletion date for the combined Social Security trust funds is hypothetical and often used for simplicity to illustrate the solvency of the Social Security program by combining the separate Federal Old-Age and Survivors Insurance trust fund and the Federal Disability Insurance trust fund. For the Federal Old-Age and Survivors Insurance trust fund, future revenues were projected to be sufficient to pay 77 percent of scheduled benefits in 2033, the year of projected trust fund depletion, decreasing to 71 percent in 2097. For the Federal Disability Insurance trust fund, asset reserves are not projected to become depleted during the 75-year period ending in 2097.

Security, future revenues were projected to be sufficient to pay 80 percent of scheduled benefits in 2034, the year of projected combined trust funds depletion, decreasing to 74 percent of scheduled benefits in 2097. For Medicare Part A, future revenues were projected to be sufficient to pay 89 percent of scheduled benefits in 2031, the year of projected trust fund depletion, declining to 81 percent by 2047, and then increasing to 96 percent of scheduled benefits in 2097.

Because of the large number of factors that affect the sustainability financial statements and the fact that future events and circumstances cannot be projected with certainty, even if current policy is continued, there will be differences between the projections in the sustainability financial statements and the actual results, and those differences may be material.

### **Other Limitations on the Scope of Our Work**

For fiscal years 2023 and 2022, there were other limitations on the scope of our work, in addition to the material weaknesses and significant uncertainties noted above, that contributed to our disclaimers of opinion on the consolidated financial statements. Such limitations primarily relate to obtaining adequate representations from management regarding the financial statements. Treasury and OMB depend on representations from certain federal entities to provide their representations to us regarding the U.S. government's consolidated financial statements. Treasury and OMB were unable to provide us with adequate representations regarding the accrual-based consolidated financial statements for fiscal years 2023 and 2022, primarily because certain federal entities were not able to provide them sufficient representations.

### **Emphasis of Matters**

The following matters deserve emphasis to put the information in the consolidated financial statements and the Management's Discussion and Analysis section of the *2023 Financial Report* into context. Our disclaimers of opinion are not modified with respect to these matters.

### **Long-Term Fiscal Challenges**

The 2023 Statement of Long-Term Fiscal Projections and related information in Note 24, *Long-Term Fiscal Projections*, to the consolidated financial statements and the unaudited RSI section of the *2023 Financial Report* show that based on current revenue and spending policies, the federal government continues to face an unsustainable long-term fiscal path. At the end of fiscal year 2023, debt held by the public was approximately 97 percent of gross domestic product (GDP). The projections in the *2023 Financial Report* show that debt held by the public will reach its historical high of 106 percent of GDP in 2028 and will grow faster than the economy over the long term. For the 2023 projections, debt held by the public as a share of GDP (debt-to-GDP) at the end of the 75-year projection period is projected to be 531 percent. Annual budget deficits are projected to continue throughout the 75-year projection period. Over the long term, the imbalance between spending and revenue that is built into current policy and law is projected to lead to continued growth of debt-to-GDP. This situation—in which debt held by the public grows faster than GDP—means that the federal government's long-term fiscal path is unsustainable.

Under the *2023 Financial Report* projections, spending for major health and retirement programs will increase more rapidly than GDP in the coming decades, in part because of an aging population and projected continued increases in health care costs. These projections for Social Security and Medicare are based on the same assumptions underlying the information presented in the Statement of Social Insurance and assume that the provisions enacted in PPACA, designed to slow the growth of Medicare costs, are sustained and remain in effect throughout the projection period. The projections also reflect the effects of MACRA, which, among other things, revised the methodology for determining physician

payment rates. If, however, the Medicare cost containment measures and physician payment rate methodology are not sustained over the long term—concerns expressed by the Trustees of the Medicare trust funds, the Centers for Medicare & Medicaid Services' Chief Actuary, the Congressional Budget Office (CBO), and others—spending on federal health care programs will grow more rapidly than assumed in the projections.

In addition, based on the *2023 Financial Report* projections, spending on net interest (primarily interest on debt held by the public) will surpass Social Security spending and become the largest category of spending in 2036. Net interest is projected to increase from 2.4 percent of GDP in fiscal year 2023 to 5.3 percent of GDP in fiscal year 2034 (about 19 percent of 2034 projected total spending), and to 24.0 percent of GDP in fiscal year 2098 (about 51 percent of 2098 projected total spending).

GAO and CBO also prepare long-term federal fiscal simulations, which continue to show debt-to-GDP rising in the long term.<sup>18</sup> GAO, CBO, and the *2023 Financial Report* all project that debt-to-GDP will surpass its historical high (106 percent in 1946) in 2028. Each of these projections uses somewhat different assumptions, but their overall conclusions are the same: based on current revenue and spending policies, the federal government's long-term fiscal path is unsustainable.

Further, these projections do not fully account for other risks—such as natural disasters and climate change, global or regional military conflicts, housing finance, and public health crises—that could affect the federal government's financial condition in the future. These risks, also known as fiscal exposures, place additional pressure on the federal budget. They result in responsibilities, programs, and activities that may legally commit or create expectations for future federal spending based on current policy, past practices, or other factors. A more complete understanding of fiscal exposures can help policymakers anticipate changes in future spending and can enhance oversight of federal resources.

The *2023 Financial Report* provides an estimate of the magnitude of policy changes needed to achieve a target debt-to-GDP ratio of 97 percent (the 2023 level) in 2098 (the fiscal gap).<sup>19</sup> Policymakers could close the fiscal gap, achieving the target ratio, through a combination of revenue increases and noninterest spending reductions. To illustrate the magnitude of policy changes needed, if policymakers choose to close the fiscal gap solely through increased revenues, they would need to make policy changes over a 75-year period (fiscal years 2024 to 2098) that increase each year's projected revenues by 23.8 percent. If policymakers choose to close the fiscal gap solely through reductions in noninterest spending, they would need to make policy changes over a 75-year period (fiscal years 2024 to 2098) that reduce each year's projected noninterest spending by 19.8 percent. The projections show that the longer policy changes are delayed, the more significant the magnitude of policy changes will need to be to achieve the debt-to-GDP target.

### **Equity Investments in Fannie Mae and Freddie Mac**

As discussed in Note 8, *Investments in Government-Sponsored Enterprises*, and Note 20, *Commitments*, to the consolidated financial statements, in 2008, during the financial crisis, the federal government placed Fannie Mae and Freddie Mac under federal conservatorship and entered into preferred stock purchase agreements with these government-sponsored enterprises (GSE) to help

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<sup>18</sup>For more information on GAO's simulations, see *America's Fiscal Future*, accessed on February 7, 2024, <https://www.gao.gov/americas-fiscal-future>. For more information on CBO's simulations, see Congressional Budget Office, *The Budget and Economic Outlook: 2024 to 2034* (Washington, D.C.: Feb. 7, 2024).

<sup>19</sup>Fiscal gap can also be calculated using different time horizons and different target debt-to-GDP ratios. GAO projects a fiscal gap for a 30-year period. For more information, see GAO, "Interactive Graphic: Exploring the Tough Choices for a Sustainable Fiscal Path," accessed February 7, 2024, <https://files.gao.gov/multimedia/gao-23-106201/interactive>.

ensure their financial stability. The agreements with these GSEs could affect the federal government's financial condition. As of September 30, 2023, the federal government reported about \$240 billion of investments in these GSEs, which is net of about \$70 billion in valuation losses. The reported maximum remaining contractual commitment to these GSEs, if needed, is \$254.1 billion.

In valuing these equity investments, management considered and selected assumptions and data that it believed provided a reasonable basis for the estimated values reported in the accrual-based consolidated financial statements. However, as discussed in Note 1, *Summary of Significant Accounting Policies*, to the consolidated financial statements, there are many factors affecting these assumptions and estimates that are inherently subject to substantial uncertainty arising from the likelihood of future changes in general economic, regulatory, and market conditions. As such, there will be differences between the estimated values as of September 30, 2023, and the actual results, and such differences may be material.

Also, as discussed in Note 1, *Summary of Significant Accounting Policies*, to the consolidated financial statements, the assets, liabilities, and results of operations of Fannie Mae and Freddie Mac are not consolidated into the U.S. government's consolidated financial statements. Treasury and OMB have determined that these entities do not meet the criteria for consolidation.<sup>20</sup> The ultimate role of these GSEs could affect the federal government's financial condition and the financial condition of certain federal entities, including the Federal Housing Administration (FHA), which in the past expanded its lending role in distressed housing and mortgage markets. In addition, as discussed in Note 21, *Contingencies*, to the consolidated financial statements, the Government National Mortgage Association (Ginnie Mae) guarantees the performance of about \$2.5 trillion in securities backed by federally insured mortgages—\$1.3 trillion of which were insured by FHA and \$1.2 trillion by other federal entities, such as the Department of Veterans Affairs.

#### Other Matter

##### **CFO Act Agency Financial Management Systems**

The federal government's ability to efficiently and effectively manage and oversee its day-to-day operations and programs relies heavily on the ability of entity financial management systems to produce complete, reliable, timely, and consistent financial information for use by executive branch agencies and Congress.<sup>21</sup> The Federal Financial Management Improvement Act of 1996 (FFMIA) was designed to lead to system improvements that would result in CFO Act agency managers routinely having access to reliable, useful, and timely financial information with which to measure performance and increase accountability throughout the year.

The 24 CFO Act agencies are responsible for implementing and maintaining financial management systems that comply substantially with FFMIA requirements. FFMIA also requires auditors, as part of the 24 CFO Act agencies' financial statement audits, to report whether those agencies' financial

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<sup>20</sup>For additional information on the GSE preferred stock purchase agreements and valuation of the investment in the GSEs, see Note 8, *Investments in Government-Sponsored Enterprises*, to the consolidated financial statements. For additional information on the criteria used to determine which federal entities are included in the reporting entity for the consolidated financial statements, as well as the reasons for not including certain entities, such as Fannie Mae and Freddie Mac, see app. A of the 2023 *Financial Report*.

<sup>21</sup>The Federal Financial Management Improvement Act of 1996, which is reprinted in 31 U.S.C. § 3512 note, defines "financial management systems" to include the financial systems and the financial portions of mixed systems necessary to support financial management, including automated and manual processes, procedures, controls, data, hardware, software, and support personnel dedicated to the operation and maintenance of system functions.

management systems comply substantially with (1) federal financial management systems requirements, (2) applicable federal accounting standards, and (3) the federal government's *U.S. Standard General Ledger* at the transaction level.

For both fiscal years 2023 and 2022, auditors for eight of the 24 CFO Act agencies reported that the agencies' financial management systems did not comply substantially with one or more of the three FFMA requirements. Agency management at the 24 CFO Act agencies also annually report on FFMA compliance. For both fiscal years 2023 and 2022, agency management for seven of the 24 CFO Act agencies reported that their agencies' financial management systems did not comply substantially with one or more of the three FFMA requirements. Based on agency financial reports, differences in the assessments of substantial compliance between the auditors and agency management reflect differences in management's and auditors' views regarding the effect of reported deficiencies on agency financial management systems.

Long-standing financial management systems weaknesses at several large CFO Act agencies, along with the size and complexity of the federal government, continue to present a formidable management challenge in providing accountability and contribute significantly to certain material weaknesses and other limitations discussed in this audit report.

#### Responsibilities of Management for the Consolidated Financial Statements

Management of the federal government is responsible for (1) the preparation and fair presentation of the consolidated financial statements in accordance with U.S. generally accepted accounting principles; (2) preparing, measuring, and presenting the RSI in accordance with U.S. generally accepted accounting principles; and (3) designing, implementing, and maintaining effective internal control relevant to the preparation and fair presentation of financial statements that are free from material misstatement, whether due to fraud or error.

#### Auditor's Responsibilities for the Audit of the Consolidated Financial Statements

Our responsibility is to conduct an audit of the consolidated financial statements in accordance with U.S. generally accepted government auditing standards and to issue an auditor's report. However, because of the matters described in the Basis for Disclaimers of Opinion section of our report, we were not able to obtain sufficient appropriate audit evidence to provide a basis for an audit opinion on the consolidated financial statements.

We are required to be independent with respect to the U.S. government's consolidated financial statements and to meet our other ethical responsibilities, in accordance with the relevant ethical requirements relating to our audit.

#### Required Supplementary Information

U.S. generally accepted accounting principles issued by the Federal Accounting Standards Advisory Board (FASAB) require that the RSI be presented in the *2023 Financial Report* to supplement the financial statements. Such information is the responsibility of management and, although the RSI is not a part of the financial statements, is required by FASAB, which considers this information to be an essential part of financial reporting for placing the financial statements in appropriate operational, economic, or historical context. We were unable to apply certain limited procedures to the RSI in accordance with U.S. generally accepted government auditing standards because of the material weaknesses and other scope limitations discussed in this audit report. We did not audit and do not express an opinion or provide any assurance on the RSI.

Readers are cautioned that the material weaknesses, significant uncertainties, and other scope limitations discussed in this audit report may affect the reliability of certain information contained in the RSI that is taken from the same data sources as the accrual-based consolidated financial statements and the sustainability financial statements.

### **Report on Internal Control over Financial Reporting**

In connection with our audits of the U.S. government's consolidated financial statements, we considered the federal government's internal control over financial reporting, consistent with our auditor's responsibilities discussed below.

#### Results of Our Consideration of Internal Control over Financial Reporting

Our consideration of internal control was for the limited purpose described below, and was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies or to express an opinion on the effectiveness of the U.S. government's internal control over financial reporting. Given this limitation and other limitations discussed in this audit report, material weaknesses or significant deficiencies may exist that have not been identified.<sup>22</sup>

The material weaknesses discussed in this audit report resulted in ineffective internal control over financial reporting. Consequently, the federal government's internal control did not provide reasonable assurance that a material misstatement of the consolidated financial statements would be prevented, or detected and corrected, on a timely basis.

In addition to the material weaknesses that contributed to our disclaimers of opinion on the accrual-based consolidated financial statements and the sustainability financial statements, which were discussed previously, we found two other continuing material weaknesses in internal control, related to the federal government's inability to

- determine the full extent to which improper payments occur and reasonably assure that appropriate actions are taken to reduce them and
- identify and resolve information system control deficiencies and manage information security risks on an ongoing basis.

These other material weaknesses are discussed in more detail in appendix III, including the primary effects of the material weaknesses on the accrual-based consolidated financial statements and on the management of federal government operations.

We also found three significant deficiencies in internal controls related to the following:

- taxes receivable,
- federal grants management, and
- Medicare social insurance information.

These significant deficiencies are discussed in more detail in appendix IV.

Further, individual federal entity financial statement audit reports identified additional control deficiencies that the entities' auditors reported as either material weaknesses or significant deficiencies

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<sup>22</sup>A significant deficiency is a deficiency, or a combination of deficiencies, in internal control over financial reporting that is less severe than a material weakness yet important enough to merit attention by those charged with governance.

at the individual entity level. We do not consider these additional deficiencies to represent material weaknesses or significant deficiencies with respect to the U.S. government's consolidated financial statements.

### Basis for Results of Our Consideration of Internal Control over Financial Reporting

We performed our procedures related to the federal government's internal control over financial reporting in accordance with U.S. generally accepted government auditing standards.

### Responsibilities of Management for Internal Control over Financial Reporting

Management of the federal government is responsible for designing, implementing, and maintaining effective internal control over financial reporting relevant to the preparation and fair presentation of financial statements that are free from material misstatement, whether due to fraud or error.

### Auditor's Responsibilities for Internal Control over Financial Reporting

In planning and performing our audit of the U.S. government's consolidated financial statements as of and for the fiscal year ended September 30, 2023, in accordance with U.S. generally accepted government auditing standards, we considered internal control relevant to the financial statement audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of internal control over financial reporting. Accordingly, we do not express an opinion on the effectiveness of the federal government's internal control over financial reporting. We are required to report significant deficiencies or material weaknesses identified during our audit. We did not consider all internal controls relevant to operating objectives, such as those controls relevant to preparing performance information and ensuring efficient operations.

### Definition and Inherent Limitations of Internal Control over Financial Reporting

An entity's internal control over financial reporting is a process effected by those charged with governance, management, and other personnel, the objectives of which are to provide reasonable assurance that (1) transactions are properly recorded, processed, and summarized to permit the preparation of financial statements in accordance with U.S. generally accepted accounting principles, and assets are safeguarded against loss from unauthorized acquisition, use, or disposition, and (2) transactions are executed in accordance with provisions of applicable laws (including those governing the use of budget authority), regulations, contracts, and grant agreements, noncompliance with which could have a material effect on the financial statements.

Because of its inherent limitations, internal control over financial reporting may not prevent, or detect and correct, misstatements due to fraud or error.

### Intended Purpose of Report on Internal Control over Financial Reporting

The purpose of this report is solely to describe the scope of our consideration of the federal government's internal control over financial reporting and the results of our procedures, and not to provide an opinion on the effectiveness of the federal government's internal control over financial reporting. This report is an integral part of an audit performed in accordance with U.S. generally accepted government auditing standards in considering internal control over financial reporting. Accordingly, this report on internal control over financial reporting is not suitable for any other purpose.

## **Report on Compliance with Laws, Regulations, Contracts, and Grant Agreements**

In connection with our audits of the U.S. government's consolidated financial statements, we tested compliance with selected provisions of applicable laws, regulations, contracts, and grant agreements consistent with our auditor's responsibilities discussed below.

### Results of Our Tests for Compliance with Laws, Regulations, Contracts, and Grant Agreements

Our tests for compliance with selected provisions of applicable laws, regulations, contracts, and grant agreements were limited by certain material weaknesses and other scope limitations discussed in this audit report. The objective of our tests was not to provide an opinion on compliance with laws, regulations, contracts, and grant agreements applicable to the federal government. Accordingly, we do not express such an opinion. U.S. generally accepted government auditing standards require auditors to report on entities' compliance with selected provisions of applicable laws, regulations, contracts, and grant agreements. Certain significant component entity audit reports contain instances of noncompliance. None of these instances were deemed to be reportable noncompliance with regard to the accompanying U.S. government's consolidated financial statements.

### Basis for Results of Our Tests for Compliance with Laws, Regulations, Contracts, and Grant Agreements

We performed our tests of compliance in accordance with U.S. generally accepted government auditing standards. Our responsibilities under those standards are further described in the Auditor's Responsibilities for Tests of Compliance with Laws, Regulations, Contracts, and Grant Agreements section below.

### Responsibilities of Management for Compliance with Laws, Regulations, Contracts, and Grant Agreements

Management of the federal government is responsible for the federal government's compliance with laws, regulations, contracts, and grant agreements.

### Auditor's Responsibilities for Tests of Compliance with Laws, Regulations, Contracts, and Grant Agreements

Our responsibility is to test compliance with selected provisions of laws, regulations, contracts, and grant agreements applicable to the federal government that have a direct effect the determination of material amounts and disclosures in the U.S. government's consolidated financial statements, and to perform certain other limited procedures. Accordingly, we did not test compliance with all laws, regulations, contracts, and grant agreements applicable to the federal government. We caution that, because of the limitations discussed above and the scope of our procedures, noncompliance may occur and not be detected by these tests.

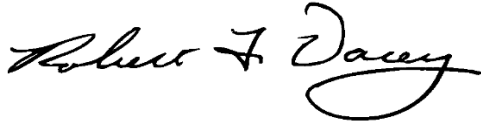
### Intended Purpose of Report on Compliance with Laws, Regulations, Contracts, and Grant Agreements

The purpose of this report is solely to describe the scope of our testing of compliance with selected provisions of applicable laws, regulations, contracts, and grant agreements, and the results of that testing, and not to provide an opinion on compliance. This report is an integral part of an audit performed in accordance with U.S. generally accepted government auditing standards in considering compliance. Accordingly, this report on compliance with laws, regulations, contracts, and grant agreements is not suitable for any other purpose.



**Agency Comments**

We provided a draft of this audit report to Treasury and OMB officials, who provided technical comments that we have incorporated as appropriate. Treasury and OMB officials expressed their continuing commitment to addressing the problems this report outlines.

A handwritten signature in black ink that reads "Robert F. Dacey". The signature is written in a cursive style with a large, looping "D" at the end.

Robert F. Dacey  
Chief Accountant  
U.S. Government Accountability Office

February 7, 2024

## Appendix I

**Objectives, Scope, and Methodology**

Our objectives were to audit the U.S. government's consolidated financial statements, consisting of the accrual-based consolidated financial statements and sustainability financial statements. The accrual-based consolidated financial statements consist of the (1) Statements of Net Cost, Statements of Operations and Changes in Net Position, Reconciliations of Net Operating Cost and Budget Deficit, and Statements of Changes in Cash Balance from Budget and Other Activities, for the fiscal years ended September 30, 2023, and 2022; (2) Balance Sheets as of September 30, 2023, and 2022; and (3) related notes to these financial statements. The sustainability financial statements consist of the 2023 and 2022 Statements of Long-Term Fiscal Projections; the 2023, 2022, 2021, 2020, and 2019 Statements of Social Insurance; the 2023 and 2022 Statements of Changes in Social Insurance Amounts; and related notes to these financial statements. Our objectives also included reporting on internal control over financial reporting and on compliance with selected provisions of applicable laws, regulations, contracts, and grant agreements.

The Chief Financial Officers Act of 1990 (CFO Act), as expanded by the Government Management Reform Act of 1994 (GMRA), requires the inspectors general of the 24 CFO Act agencies to be responsible for annual audits of agency-wide financial statements that these agencies prepare.<sup>23</sup> GMRA also requires GAO to be responsible for the audit of the U.S. government's consolidated financial statements.<sup>24</sup> The Accountability of Tax Dollars Act of 2002 requires most other executive branch entities to prepare financial statements annually and have them audited.<sup>25</sup> The Office of Management and Budget and the Department of the Treasury have identified 40 federal entities that are significant to the U.S. government's fiscal year 2023 consolidated financial statements, including the 24 CFO Act agencies.<sup>26</sup> We consider these 40 entities to be significant component entities for purposes of our audit of the consolidated financial statements.

For the significant component entities audited by inspectors general or independent public accountants, we performed our work in coordination and cooperation with them to achieve our respective audit objectives. Our audit approach regarding the accrual-based consolidated financial statements primarily focused on determining the current status of the material weaknesses that contributed to our disclaimer of opinion on the accrual-based consolidated financial statements and the other material weaknesses affecting internal control that were included in our audit report on the consolidated financial statements for fiscal year 2022.<sup>27</sup> We also separately audited the financial statements of certain component entities, and parts of a significant component entity, including the following.

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<sup>23</sup>31 U.S.C. § 3521(e). GMRA authorized the Office of Management and Budget to designate agency components that also must report financial statements and have them audited. See 31 U.S.C. § 3515(c).

<sup>24</sup>31 U.S.C. § 331(e)(2).

<sup>25</sup>31 U.S.C. § 3515.

<sup>26</sup>See app. A of the *Fiscal Year 2022 Financial Report of the United States Government* for a list of the 40 entities.

<sup>27</sup>GAO, *Financial Audit: FY 2022 and FY 2021 Consolidated Financial Statements of the U.S. Government*, [GAO-23-105837](#) (Washington, D.C.: Feb. 16, 2023).

- We audited and expressed an unmodified opinion on the Internal Revenue Service's (IRS) financial statements as of and for the fiscal years ended September 30, 2023, and 2022.<sup>28</sup> In fiscal years 2023 and 2022, IRS collected taxes of about \$4.7 trillion (2023) and \$4.9 trillion (2022) and paid refunds and other payments to taxpayers of about \$659 billion (2023) and \$642 billion (2022). We also reported that although internal controls could be improved, IRS maintained, in all material respects, effective internal control over financial reporting as of September 30, 2023. In addition, we reported that we found no reportable noncompliance for fiscal year 2023 with provisions of applicable laws, regulations, contracts, and grant agreements we tested.
- We audited and expressed an unmodified opinion on the Schedules of Federal Debt managed by Treasury's Bureau of the Fiscal Service for the fiscal years ended September 30, 2023, and 2022.<sup>29</sup> For these fiscal years, the schedules reported (1) federal debt held by the public of about \$26.3 trillion (2023) and \$24.3 trillion (2022),<sup>30</sup> (2) intragovernmental debt holdings of about \$6.8 trillion (2023) and \$6.6 trillion (2022),<sup>31</sup> and (3) interest on federal debt held by the public of about \$678 billion (2023) and \$497 billion (2022). We also reported that Fiscal Service maintained, in all material respects, effective internal control over financial reporting relevant to the Schedule of Federal Debt as of September 30, 2023. In addition, we reported that we found no reportable noncompliance for fiscal year 2023 with provisions of applicable laws, regulations, contracts, and grant agreements we tested related to the Schedule of Federal Debt.
- We audited and expressed unmodified opinions on the U.S. Securities and Exchange Commission's (SEC) and its Investor Protection Fund's (IPF) financial statements as of and for the fiscal years ended September 30, 2023, and 2022.<sup>32</sup> We also reported that SEC maintained, in all material respects, effective internal control over financial reporting for both the entity as a whole and IPF as of September 30, 2023. In addition, we reported that we found no reportable noncompliance for either SEC or IPF for fiscal year 2023 with provisions of applicable laws, regulations, contracts, and grant agreements we tested.
- We audited and expressed an unmodified opinion on the Federal Housing Finance Agency's (FHFA) financial statements as of and for the fiscal years ended September 30, 2023, and 2022.<sup>33</sup> We also reported that although controls could be improved, FHFA maintained, in all material respects, effective internal control over financial reporting as of September 30, 2023. In addition, we

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<sup>28</sup>GAO, *Financial Audit: IRS's FY 2023 and FY 2022 Financial Statements*, [GAO-24-106472](#) (Washington, D.C.: Nov. 9, 2023).

<sup>29</sup>GAO, *Financial Audit: Bureau of the Fiscal Service's FY 2023 and FY 2022 Schedules of Federal Debt*, [GAO-24-106340](#) (Washington, D.C.: Nov. 9, 2023).

<sup>30</sup>Debt held by the public on the Schedules of Federal Debt represents federal debt that Treasury issued and that is held by investors outside of the federal government, including individuals, corporations, state or local governments, the Federal Reserve, and foreign governments.

<sup>31</sup>Intragovernmental debt holdings represent federal debt that Treasury owes to federal government accounts, primarily federal trust funds, such as those established for Social Security and Medicare.

<sup>32</sup>GAO, *Financial Audit: Securities and Exchange Commission's FY 2023 and FY 2022 Financial Statements*, [GAO-24-106578](#) (Washington, D.C.: Nov. 15, 2023).

<sup>33</sup>GAO, *Financial Audit: Federal Housing Finance Agency's FY 2023 and FY 2022 Financial Statements*, [GAO-24-106668](#) (Washington, D.C.: Nov. 15, 2023).

reported that we found no reportable noncompliance for fiscal year 2023 with provisions of applicable laws, regulations, contracts, and grant agreements we tested.

- We audited and expressed an unmodified opinion on the Office of Financial Stability's (OFS) financial statements for the Troubled Asset Relief Program (TARP) as of and for the fiscal years ended September 30, 2023, and 2022.<sup>34</sup> We also reported that OFS maintained, in all material respects, effective internal control over financial reporting for TARP as of September 30, 2023. In addition, we reported that we found no reportable noncompliance for fiscal year 2023 with provisions of applicable laws, regulations, contracts, and grant agreements we tested. This was our 15th and final financial statement audit of TARP. As of September 30, 2023, all TARP programs have closed, and there are no remaining troubled assets held by OFS.
- We audited and expressed an unmodified opinion on the Consumer Financial Protection Bureau's (CFPB) financial statements as of and for the fiscal years ended September 30, 2023, and 2022.<sup>35</sup> We also reported that CFPB maintained, in all material respects, effective internal control over financial reporting as of September 30, 2023. In addition, we reported that we found no reportable noncompliance for fiscal year 2023 with provisions of applicable laws, regulations, contracts, and grant agreements we tested.
- We audited and expressed a disclaimer of opinion on the Schedules of the General Fund of the U.S. Government as of and for the fiscal year ended September 30, 2022.<sup>36</sup> Underlying scope limitations, which were the basis for our disclaimer of opinion on the Schedules of the General Fund, related to readily (1) identifying and tracing General Fund transactions to determine whether they were complete and properly recorded in the correct general ledger accounts and line items within the Schedules of the General Fund and (2) providing documentation to support the account attributes assigned to Treasury Account Symbols that determine how transactions are reported in the Schedules of the General Fund. The Schedules of the General Fund as of and for the fiscal year ended September 30, 2023, were not audited to allow Treasury time to develop and implement a remediation plan to address the issues we identified as part of our audit of the fiscal year 2022 Schedules of the General Fund.

We performed work related to Treasury's processes and controls used to prepare the consolidated financial statements.

We considered the significant entities' fiscal years 2023 and 2022 financial statements and the related auditors' reports that the inspectors general or independent public accountants prepared. We did not audit, and we do not express an opinion on, any of these individual federal entity financial statements.

We considered the disclaimers of opinion that the Department of Defense (DOD) Office of Inspector General (OIG) issued on DOD's department-wide financial statements as of and for the fiscal years

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<sup>34</sup>GAO, *Financial Audit: Office of Financial Stability's (Troubled Asset Relief Program) FY 2023 and FY 2022 Financial Statements*, [GAO-24-106814](#) (Washington, D.C.: Nov. 9, 2023).

<sup>35</sup>GAO, *Financial Audit: Consumer Financial Protection Bureau's FY 2023 and FY 2022 Financial Statements*, [GAO-24-106737](#) (Washington, D.C.: Nov. 15, 2023).

<sup>36</sup>The General Fund of the U.S. Government is a component of Treasury's central accounting function. It is a stand-alone reporting entity that comprises the activities fundamental to funding the federal government (e.g., issued budget authority, cash activity, and debt financing activities). See GAO, *Financial Audit: Bureau of the Fiscal Service's FY 2022 Schedules of the General Fund*, [GAO-23-104786](#) (Washington, D.C.: Mar. 30, 2023).

ended September 30, 2023, and 2022.<sup>37</sup> The disclaimers of opinion were partially based on the disclaimers of opinion for multiple DOD components, including the Army, Navy, Air Force, Defense Health Program, Defense Logistics Agency, U.S. Special Operations Command, and U.S. Transportation Command. DOD OIG also reported material weaknesses in internal control over financial reporting (28 in both fiscal year 2023 and fiscal year 2022), including those related to (1) property, plant, and equipment; (2) inventory and related property; (3) environmental and disposal liabilities; (4) disbursement activity; (5) intragovernmental transactions; and (6) information system controls.

We considered the disclaimers of opinion that the Small Business Administration's (SBA) auditor issued on SBA's balance sheets as of September 30, 2023, and 2022 (its remaining statements were unaudited).<sup>38</sup> The disclaimers of opinion were based on SBA's inability to provide adequate evidential matter in support of a significant number of transactions and account balances related to COVID-19 relief programs, such as the Paycheck Protection Program and the COVID-19 Economic Injury Disaster Loan program, because of inadequate processes and controls. SBA's auditor also reported six material weaknesses in internal control over financial reporting in fiscal years 2023 and 2022, largely because of deficiencies related to COVID-19 relief programs.

We considered the disclaimers of opinion that the Department of Education's auditor issued on the department's balance sheet as of September 30, 2023 (its remaining statements were unaudited), and its financial statements as of and for the fiscal year ended September 30, 2022.<sup>39</sup> The disclaimers of opinion were based on Education's inability to provide adequate evidential matter to support certain key assumptions used to estimate the cost of its student loan programs. Education's auditor reported a material weakness in internal control over financial reporting in fiscal years 2023 and 2022 related to loans receivable and loan guarantees.

Our audit approach for the 2023 and 2022 Statements of Long-Term Fiscal Projections focused primarily on determining whether the information relating to the Statements of Social Insurance is properly reflected therein and testing the methodology used, as well as evaluating key assumptions. We also evaluated whether the internal control deficiencies related to the accrual-based consolidated financial statements affected certain key inputs used in generating the projections.

Because of the significance of the amounts presented in the Statements of Social Insurance and Statements of Changes in Social Insurance Amounts related to the Social Security Administration (SSA) and the Department of Health and Human Services (HHS), our audit approach regarding these statements focused primarily on reviewing audit work performed with respect to these two federal entities. For each federal entity preparing a Statement of Social Insurance and Statement of Changes in Social Insurance Amounts,<sup>40</sup> we considered the entity's 2023, 2022, 2021, 2020, and 2019 Statements of Social Insurance and the 2023 and 2022 Statements of Changes in Social Insurance Amounts, as well as the related auditor's reports that the inspectors general or independent public accountants prepared. This included considering the disclaimers of opinion that HHS's auditor issued

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<sup>37</sup>Department of Defense, *United States Department of Defense Agency Financial Report for Fiscal Year 2023* (Arlington, Va.: Nov. 15, 2023).

<sup>38</sup>Small Business Administration, *Agency Financial Report for Fiscal Year 2023* (Washington, D.C.: Nov. 15, 2023), and *Agency Financial Report for Fiscal Year 2022* (Washington, D.C.: Nov. 15, 2022).

<sup>39</sup>Department of Education, *Agency Financial Report for Fiscal Year 2023* (Washington, D.C.: Nov. 16, 2023), and *Agency Financial Report for Fiscal Year 2022* (Washington, D.C.: Jan. 23, 2023).

<sup>40</sup>These entities are SSA, HHS, the Railroad Retirement Board, and the Department of Labor.

on the department's 2023, 2022, 2021, 2020, and 2019 Statements of Social Insurance and 2023 and 2022 Statements of Changes in Social Insurance Amounts.

We performed sufficient audit work to provide our reports on (1) the consolidated financial statements; (2) internal control over financial reporting; and (3) compliance with selected provisions of applicable laws, regulations, contracts, and grant agreements. We considered the limitations on the scope of our work regarding the accrual-based consolidated financial statements and the sustainability financial statements in forming our conclusions. We performed our work in accordance with U.S. generally accepted government auditing standards.

## Appendix II

### **Material Weaknesses Contributing to Our Disclaimer of Opinion on the Accrual-Based Consolidated Financial Statements**

This appendix describes material weaknesses that contributed to our disclaimer of opinion on the U.S. government's accrual-based consolidated financial statements and highlights the primary effects of these material weaknesses on the accompanying accrual-based consolidated financial statements, the sustainability financial statements, and the management of federal government operations.<sup>41</sup> The federal government did not have sufficient appropriate evidence to support information reported in the accompanying accrual-based consolidated financial statements, as described below.

#### **Property, Plant, and Equipment and Inventories and Related Property**

The federal government could not satisfactorily determine that property, plant, and equipment (PP&E) and inventories and related property were properly reported in the accrual-based consolidated financial statements. Most of the PP&E and inventories and related property are the responsibility of the Department of Defense (DOD). As in past years, DOD did not maintain adequate systems or have sufficient records to provide reliable information on these assets. Certain other entities' auditors reported continued deficiencies in internal control procedures and processes related to PP&E.

Deficiencies in internal control over PP&E and inventories and related property could affect the federal government's ability to fully know the assets it owns, including their location and condition. They can also affect the government's ability to effectively (1) safeguard assets from physical deterioration, theft, or loss; (2) account for acquisitions and disposals of such assets and reliably report asset balances; (3) ensure that these assets are available for use when needed; (4) prevent unnecessary storage and maintenance costs or purchase of assets already on hand; and (5) determine the full costs of programs that use these assets.

#### **Loans Receivable and Loan Guarantees**

The federal government could not reasonably estimate or adequately support amounts of loans receivable and loan guarantees, most notably at the Small Business Administration (SBA) and Department of Education. The auditor of SBA, which had substantial activity related to the COVID-19 pandemic response, reported internal control deficiencies related to SBA's implementation of provisions in the CARES Act and related COVID-19 relief laws. SBA's auditor reported several material weaknesses in internal control related to the Paycheck Protection Program (PPP) and COVID-19 Economic Injury Disaster Loan program. In addition, the auditor reported that SBA did not properly design and implement effective entity-level controls, such as risk assessment and monitoring controls that produce reliable and accurate financial reporting.

The auditor of Education continued to report a material weakness related to the department's controls over the data used for estimating the costs of its loan and loan guarantee programs. For example, Education did not design and implement sufficient controls over the relevance and reliability of certain data used to develop key assumptions in its estimate of the student loan program costs. In addition, an internal control deficiency related to loan guarantees continued to exist at the Department of Veterans Affairs.

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<sup>41</sup>The material weakness related to the Reconciliations of Budget Deficit to Net Operating Cost and Changes in Cash Balance also contributed to our disclaimer of opinion on the 2023 and 2022 Statements of Long-Term Fiscal Projections.

These deficiencies, and the complexities associated with accounting and reporting for loan and loan guarantee programs, significantly increase the risk that misstatements in federal entity and government-wide financial statements could occur and go undetected. Further, these deficiencies can adversely affect the entities' ability to support annual budget requests for these programs, make future budgetary decisions, manage program costs, and measure the performance of lending activities.

### **Liabilities and Commitments and Contingencies**

The federal government could not reasonably estimate or adequately support amounts reported for certain liabilities. For example, DOD's auditor was not able to substantiate the completeness and accuracy of DOD's environmental and disposal liabilities. In addition, DOD's auditor reported that DOD could not support a significant amount of its estimated military postretirement health benefits liabilities included in federal employee and veteran benefits payable. These unsupported amounts relate to the cost of direct health care that DOD-managed military treatment facilities provided. In addition, auditors reported internal control deficiencies at several other federal entities that related to material liabilities. Further, the federal government could not determine whether commitments and contingencies, including any related to treaties and other international agreements, were complete and properly reported.

Problems in accounting for liabilities could affect the federal government's ability to determine the full cost of the federal government's current operations and the extent of its liabilities. Also, deficiencies in internal control related to estimating environmental and disposal liabilities could result in improperly stated liabilities. They also could adversely affect the federal government's ability to determine priorities for cleanup and disposal activities and to appropriately consider future budgetary resources needed to carry out these activities. In addition, to the extent disclosures of commitments and contingencies are incomplete or incorrect, reliable information is not available about the extent of the federal government's obligations.

### **Cost of Government Operations and Disbursement Activity**

Reported net cost was affected by the other material weaknesses that contributed to our disclaimer of opinion on the accrual-based consolidated financial statements. As a result, the federal government was unable to support significant portions of the reported total net cost of operations, most notably those related to DOD, SBA, and Education.

With respect to disbursements, auditors of DOD and certain other federal entities reported (1) continuing control deficiencies in reconciling disbursement activity between federal entities' and the Department of the Treasury's records of disbursements and (2) unsupported federal entity adjustments, which could also affect the balance sheet.

Unreliable cost information affects the federal government's ability to control and reduce costs, assess performance, evaluate programs, and set fees to recover costs where required or authorized. Improperly recorded disbursements could result in misstatements in the financial statements and in certain data that federal entities provide for inclusion in the President's Budget concerning obligations and outlays.

### **Intragovernmental Activity and Balances**

Significant progress has been made over the past several years, but the federal government continues to be unable to adequately account for intragovernmental activity and balances between federal entities. Federal entities are responsible for properly accounting for and reporting their intragovernmental activity and balances in their entity financial statements. When preparing the



consolidated financial statements, intragovernmental activity and balances between federal entities should be in agreement and must be subtracted out, or eliminated, from the financial statements. If the two federal entities engaged in an intragovernmental transaction do not both record the same intragovernmental transaction in the same year and for the same amount, the intragovernmental transactions will not be in agreement and, if not properly resolved, would result in misstatements (i.e., differences or unmatched amounts) in the consolidated financial statements.

The Office of Management and Budget (OMB) and Treasury have issued guidance directing component entities to reconcile intragovernmental activity and balances with their trading partners and resolve identified differences. In addition, the guidance directs the chief financial officers (CFO) of significant component entities to report to Treasury, their respective inspectors general, and GAO on the extent and results of their intragovernmental activity and balance reconciliation efforts as of the end of the fiscal year.

To support this process during fiscal year 2023, Treasury continued to provide information and assistance to significant component entities to aid in resolving their intragovernmental differences. Treasury also issued additional guidance to entities for specific types of trading partner transactions. In addition, Treasury's quarterly scorecard process highlights differences needing the entities' attention,<sup>42</sup> identifies differences that need to be resolved through a formal dispute resolution process,<sup>43</sup> and reinforces the entities' responsibilities to resolve intragovernmental differences. Treasury continued to identify and monitor systemic root causes of intragovernmental differences and related corrective action plans. Treasury determines intragovernmental differences by comparing summarized intragovernmental balances that each component entity reports. In fiscal year 2023, Treasury was able to work with component entities to reduce intragovernmental differences to amounts Treasury determined were immaterial to the consolidated financial statements. Treasury recorded an adjustment to remove the remaining differences with an offsetting adjustment to net cost.

While progress was made, auditors for several significant component entities continued to report that the entities did not have effective processes for reconciling intragovernmental activity and balances with their trading partners.<sup>44</sup> In fiscal year 2023, auditors reported that several component entities could not accurately identify all intragovernmental transactions and were unable to fully reconcile intragovernmental transactions with their trading partners. For example, DOD's auditor reported that DOD, which has a substantial amount of intragovernmental activity and balances, did not have accounting systems that were able to capture the trading partner data required to eliminate intradepartmental and intragovernmental transactions, which resulted in a risk of material misstatements. In addition, other material weaknesses reported by DOD's auditor could contribute to this material weakness. Such weaknesses could result in material misstatements in the component entities' intragovernmental balances reported to Treasury.

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<sup>42</sup>Treasury produces a quarterly scorecard for each significant entity, as well as any other component entity reporting significant intragovernmental balances or differences, that reports various aspects of each entity's intragovernmental differences with its trading partners, including the composition of the differences by trading partner and category. Pursuant to Treasury guidance, entities are expected to resolve, with their respective trading partners, the differences identified in their scorecards.

<sup>43</sup>When an entity and its respective trading partner cannot resolve an intragovernmental difference, Treasury guidance directs the entity to request that Treasury resolve the dispute. Treasury will review the dispute and issue a decision on how to resolve the difference, which the entities must follow.

<sup>44</sup>Key entities contributing to the material weakness for intragovernmental activity and balances include the Department of Defense, Department of Veterans Affairs, Department of State, and Security Assistance Accounts.

These internal control deficiencies over intragovernmental activity and balances at the component entities could result in material misstatements in the accrual-based consolidated financial statements due to (1) unresolved differences in component entity intragovernmental activity and balances at the transaction level and (2) misstatements in the summarized intragovernmental information reported to Treasury. Also, intragovernmental differences in the summarized intragovernmental information reported to Treasury could result in the need for Treasury to record material unmatched transactions and balances to balance the consolidated financial statements. Addressing these deficiencies remain a difficult challenge and will require federal entities' strong and sustained commitment to resolving differences with their trading partners timely, as well as Treasury's and OMB's continued strong leadership.

### **Preparation of Consolidated Financial Statements**

Treasury, in coordination with OMB, implemented corrective actions in recent years related to deficiencies in the preparation of the consolidated financial statements. Corrective actions included improving systems and implementing new processes for preparing the consolidated financial statements, enhancing guidance for collecting data from component entities, and implementing procedures to address certain previously issued internal control deficiencies.<sup>45</sup> However, the federal government's systems, controls, and procedures were not adequate to reasonably assure that the consolidated financial statements are consistent with the underlying audited entity financial statements, properly balanced, and in accordance with U.S. generally accepted accounting principles (U.S. GAAP). During our fiscal year 2023 audit, deficiencies in the preparation of the consolidated financial statements included the following.

- For fiscal year 2023, auditors reported internal control deficiencies at several component entities related to their entity-level controls, including the control environment, risk assessment, information and communication, and monitoring components of internal control, that could affect Treasury's ability to obtain reliable financial information from federal entities for consolidation. For example, DOD and SBA reported material weaknesses in entity-level controls.
- For fiscal year 2023, auditors reported internal control deficiencies at several component entities related to the entities' financial reporting processes that could affect information included in the consolidated financial statements. For example, DOD could not demonstrate that its financial statements were consistent with underlying records.
- While Treasury, working with component entities, was able to reduce intragovernmental differences in fiscal year 2023 to an immaterial amount based on component entities reported data, the intragovernmental material weakness discussed above continued to impair Treasury's ability to properly balance the consolidated financial statements. Intragovernmental differences in the summarized intragovernmental information reported to Treasury could result in the need for Treasury to record material unmatched transactions and balances to balance the consolidated financial statements.
- Over the past several years, Treasury has taken significant actions to work toward reporting and disclosing financial information in the consolidated financial statements in accordance with U.S. GAAP. For example, Treasury has developed and improved U.S. GAAP compliance operating procedures and checklists. Also, Treasury, along with the Department of State, issued guidance to

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<sup>45</sup>In August 2023, we reported on the status of the issues we identified to Treasury and OMB and provided recommendations for corrective action. See GAO, *U.S. Consolidated Financial Statements: Improvements Needed in Internal Controls over Treasury and OMB Preparation Processes*, [GAO-23-106707](#) (Washington, D.C.: Aug. 15, 2023).

federal entities and formed a working group that is implementing a multiphase methodology to review treaties and other international agreements for potential contingencies.

However, Treasury's reporting of certain financial information required by U.S. GAAP continues to be impaired. Because of certain control deficiencies noted in this audit report, Treasury cannot determine if the disclosures in the consolidated financial statements are in accordance with U.S. GAAP. In addition, Treasury did not have adequate policies and procedures to reasonably assure appropriate accounting and reporting for significant, unusual transactions or events, such as the Special Financial Assistance (SFA) program established by the American Rescue Plan Act of 2021.<sup>46</sup> Further, Treasury's ability to report information in accordance with U.S. GAAP will also remain impaired until federal entities can provide Treasury with the complete and reliable information required to be reported in the consolidated financial statements.

In fiscal year 2023, Treasury continued to take corrective actions intended to resolve internal control deficiencies in the processes used to prepare the consolidated financial statements. For example, Treasury enhanced procedures for (1) considering the impact of amounts and information not obtained from significant component entities' audited financial statements on the reliability of the consolidated financial statements and (2) reviewing significant component entity data submissions. In addition, Treasury and OMB continued to enhance guidance for component entity financial reporting.

However, until these deficiencies have been fully addressed, the federal government's ability to reasonably assure that the consolidated financial statements are consistent with the underlying audited federal component entities' financial statements, properly balanced, and in accordance with U.S. GAAP will be impaired. It is important that Treasury (1) continues to improve its systems and processes and (2) remains committed to maintaining the progress that has been made in this area and building on that progress to make needed improvements that fully address the magnitude of the financial reporting challenges it faces. Resolving the remaining internal control deficiencies continues to be a difficult challenge and will require a strong and sustained commitment from Treasury, OMB, and federal entities.

### **Reconciliations of Budget Deficit to Net Operating Cost and Changes in Cash Balance**

The Reconciliations of Net Operating Cost and Budget Deficit and the Statements of Changes in Cash Balance from Budget and Other Activities (Reconciliation Statements) reconcile (1) the accrual-based net operating cost to the primarily cash-based budget deficit and (2) the budget deficit to changes in cash balances. The budget deficit is calculated by subtracting actual budget outlays (outlays) from actual budget receipts (receipts).<sup>47</sup> The outlays and receipts are key inputs to the Statements of Long-Term Fiscal Projections.

Treasury continued to develop its process for preparing the Reconciliation Statements. One of the two Schedules of the General Fund of the U.S. Government provides information supporting the

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<sup>46</sup>Pub. L. No. 117-2, § 9704, 135 Stat. 4, 190-99 (Mar. 11, 2021), *classified at* 29 U.S.C. §§ 1305(i), 1432. The American Rescue Plan Act of 2021 established the SFA program to provide payments to eligible multiemployer pension plans to enable them to pay benefits at plan levels through 2051.

<sup>47</sup>The budget deficit, receipts, and outlays amounts are reported in Treasury's *Monthly Treasury Statement* and the President's Budget.

Statements of Changes in Cash Balance from Budget and Other Activities.<sup>48</sup> Treasury continued to coordinate with federal entities on the implementation of newly developed transaction codes designed to improve the accounting for and reporting of General Fund transactions and balances that Treasury uses to compute the budget deficit reported in the Reconciliation Statements.

However, as of the end of fiscal year 2023, Treasury's processes and procedures for preparing the Reconciliation Statements were not effective in (1) identifying and reporting all the items in the Reconciliation Statements, (2) properly supporting amounts used in calculating the budget deficit, and (3) reasonably assuring that the information in these statements was fully consistent with the underlying information in the significant component entities' audited financial statements and other financial data.

For example, as reported in our disclaimer of opinion on the fiscal year 2022 Schedules of the General Fund, Treasury was unable to readily provide sufficient appropriate evidence to support certain information reported in the Schedules of the General Fund.<sup>49</sup> Such limitations primarily related to readily identifying and tracing transactions to determine whether they were complete and properly recorded in the Schedules of the General Fund. Specifically, certain amounts are netted and recorded at a summarized level, thus preventing Treasury from readily obtaining the necessary details, at the transaction level, to support financial reporting for certain line items in the Statements of Changes in Cash Balance from Budget and Other Activities.

In addition, in fiscal year 2023, as in prior years, we noted that several entities' auditors reported internal control deficiencies related to monitoring, accounting, reconciliation, and reporting of budgetary transactions, including deficiencies related to federal entities' budget and accrual reconciliations.<sup>50</sup> These control deficiencies could affect the reporting and calculation of the net outlay amounts in the entities' Statements of Budgetary Resources. Such deficiencies may also affect the entities' ability to report reliable budgetary information to Treasury and OMB and may affect the budget deficit reported in the Reconciliation Statements. Treasury also reports the budget deficit in its *Combined Statement of Receipts, Outlays, and Balances* and in other federal government publications.<sup>51</sup>

These internal control deficiencies related to the Reconciliation Statements could result in misstatements that are material to the accrual-based consolidated financial statements. Resolving these deficiencies continues to be a difficult challenge and will require a strong and sustained commitment from Treasury, OMB, and federal entities.

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<sup>48</sup>The General Fund is a component of Treasury's central accounting function. It is a stand-alone reporting entity that comprises the activities fundamental to funding the federal government (e.g., issued budget authority, cash activity, and debt financing activities).

<sup>49</sup>GAO, *Financial Audit: Bureau of the Fiscal Service's FY 2022 Schedules of the General Fund*, [GAO-23-104786](#) (Washington, D.C.: Mar. 30, 2023). The fiscal year 2023 Schedules of the General Fund were not audited to allow Treasury time to continue to implement a remediation plan to address the issues we reported as part of our disclaimer of opinion on the fiscal year 2022 Schedules of the General Fund.

<sup>50</sup>Statement of Federal Financial Accounting Standards (SFFAS) 53, *Budget and Accrual Reconciliation: Amending SFFAS 7, and 24, and Rescinding SFFAS 22*, became effective for periods beginning after September 30, 2018, and provides for the budget and accrual reconciliation to replace the statement of financing. The reconciliation explains the relationship between an entity's net outlays on a budgetary basis and its net cost of operations during the period.

<sup>51</sup>Treasury's *Combined Statement of Receipts, Outlays, and Balances* presents budget results and cash-related assets and liabilities of the federal government with supporting details. According to Treasury, this report is the recognized official publication of receipts and outlays of the federal government based on entity reporting.

## Appendix III

### Other Material Weaknesses

Material weaknesses in internal control discussed in this audit report resulted in ineffective controls over financial reporting. In addition to the material weaknesses discussed in appendix II that contributed to our disclaimer of opinion on the U.S. government's accrual-based consolidated financial statements, we found two other continuing material weaknesses in internal control. This appendix describes these weaknesses and highlights their primary effects on the accrual-based consolidated financial statements and on the management of federal government operations.

#### Improper Payments

We have reported improper payments—payments that should not have been made or that were made in an incorrect amount—as a material deficiency or material weakness in internal control in our audit reports on the U.S. government's consolidated financial statements since fiscal year 1997.<sup>52</sup> The federal government is unable to determine the full extent to which improper payments occur and reasonably assure that appropriate actions are taken to reduce them. Reducing improper payments is critical to safeguarding federal funds. The Payment Integrity Information Act of 2019 (PIIA)<sup>53</sup> requires federal executive agencies<sup>54</sup> to do the following:

1. Review all programs and activities.
2. Identify those that may be susceptible to significant improper payments.
3. Estimate the annual amount of improper payments for those programs and activities identified as susceptible to significant improper payments.
4. Implement actions to reduce improper payments and set reduction targets with respect to the risk-susceptible programs and activities.
5. Report on the results of addressing the foregoing requirements.<sup>55</sup>

Fourteen agencies reported improper payment estimates totaling about \$236 billion for fiscal year 2023, based on improper payment estimates reported individually for 71 federal programs or activities on [www.PaymentAccuracy.gov](http://www.PaymentAccuracy.gov).<sup>56</sup> Most of the estimate was concentrated in the following areas: Department of Health and Human Services' (HHS) Medicare, consisting of three programs (\$51.2

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<sup>52</sup>Under the Payment Integrity Information Act of 2019 (PIIA), Pub. L. No. 116-117, 134 Stat. 113 (Mar. 2, 2020), an improper payment is defined as any payment that should not have been made or that was made in an incorrect amount (including overpayments and underpayments) under statutory, contractual, administrative, or other legally applicable requirements. It includes any payment to an ineligible recipient, any payment for an ineligible good or service, any duplicate payment, any payment for a good or service not received (except for such payments where authorized by law), and any payment that does not account for credit for applicable discounts. See 31 U.S.C. § 3351(4). PIIA also provides that when an executive agency's review is unable to discern whether a payment was proper as a result of insufficient or lack of documentation, this payment must also be included in the improper payment estimate. 31 U.S.C. § 3352(c)(2).

<sup>53</sup>PIIA, *codified at* 31 U.S.C. §§ 3351-58.

<sup>54</sup>For PIIA purposes, executive agency means a department, an agency, or an instrumentality in the executive branch of the United States government. 31 U.S.C. § 102.

<sup>55</sup>See 31 U.S.C. § 3352.

<sup>56</sup>An official U.S. government website managed by Office of Management and Budget (OMB), [www.PaymentAccuracy.gov](http://www.PaymentAccuracy.gov) contains, among other things, information about current and historical rates and amounts of estimated improper payments.

billion);<sup>57</sup> HHS's Medicaid (\$50.3 billion); and Department of Labor's Unemployment Insurance – Federal Pandemic Unemployment Assistance (\$43.6 billion).

The fiscal year 2023 government-wide total of reported estimated improper payments, among programs and activities that reported estimates, decreased by about \$11 billion from the fiscal year 2022 estimated total of about \$247 billion. The specific programs and activities included in the government-wide total of reported improper payment estimates may change from year to year. While increases in estimated improper payments were reported for several programs and activities, these were more than offset by decreases for certain other programs and activities. For example, HHS reported a decrease of about \$30 billion in estimated improper payments for Medicaid in fiscal year 2023. According to HHS, this decrease was due to (1) certain flexibilities afforded to states during the COVID-19 pandemic, such as postponed eligibility determinations and reduced requirements around provider enrollment or revalidations, and (2) improved state compliance with Medicaid requirements.

It is important to note that reported improper payment estimates include overpayments, underpayments, and payments for which the agency could not find sufficient documentation. Estimates may also be based on payment data and sampling drawn from periods that do not coincide with the fiscal year for which the estimates are reported. Federal agencies reported about 74 percent of the government-wide estimate as overpayments.

The \$236 billion of reported improper payment estimates for fiscal year 2023 does not include estimates of certain risk-susceptible programs. For example, HHS's Temporary Assistance for Needy Families program did not have an estimate of improper payments for fiscal year 2023.

While all fraudulent payments are considered improper, not all improper payments are due to fraud.<sup>58</sup> Also, the improper payment estimation process is not designed to detect or measure the amount of fraud that may exist. For example, improper payment estimates may not fully incorporate fraud that involves sophisticated fraud schemes, collusion, document falsification, or false statements (e.g., especially where an agency relies on an applicant's self-certification for eligibility of payments). Although challenging to develop, specific estimates of fraud in a program can provide valuable information for improving fraud risk management. PIIA includes certain requirements related to fraud risk management.<sup>59</sup>

If an agency's inspector general determines that the entity is not in compliance with certain criteria listed in PIIA, such as maintaining an estimated improper payment rate of less than 10 percent for all risk-susceptible programs and activities, that agency must submit a plan to Congress describing the actions it will take to come into compliance. For fiscal year 2023, agencies reported estimated improper payment rates of 10 percent or greater for 16 risk-susceptible programs and activities,<sup>60</sup> which collectively account for about 46 percent of the government-wide total of reported estimated improper payments. Additionally, the Office of Management and Budget (OMB) reported that 25 percent of agencies were not in compliance with PIIA criteria for fiscal year 2022, the latest year for the inspector general compliance reports.

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<sup>57</sup>The Medicare program consists of the Fee-For-Service, Part C, and Part D programs.

<sup>58</sup>GAO, *Improper Payments and Fraud: How They Are Related but Different*, [GAO-24-106608](#) (Washington, D.C.: Dec. 7, 2023).

<sup>59</sup>See 31 U.S.C. § 3357.

<sup>60</sup>The improper payment rate reflects the estimated improper payments as a percentage of total annual outlays.

Further, agency auditors continued to report internal control deficiencies over financial reporting in their fiscal year 2023 financial statement audit reports, such as financial system limitations and information system control weaknesses. Such deficiencies could significantly increase the risk that improper payments may occur and not be detected promptly.

The fiscal year 2023 President's Budget included program integrity proposals at multiple agencies aimed at reducing improper payments.<sup>61</sup> Also, efforts continue to implement PIIA requirements to better identify and prevent improper payments, waste, fraud, and abuse, as well as to recover overpayments. In addition, the statutory Do Not Pay initiative under PIIA requires agencies to review prepayment and pre-award procedures and ensure a thorough review of available databases to determine program or award eligibility before the release of any federal funds. PIIA also directs OMB to annually identify a list of high-priority federal programs for greater levels of oversight and review and requires each agency responsible for administering one of these high-priority programs to submit a program report to its inspector general annually and make the report available to the public.<sup>62</sup>

Until the federal government has implemented effective processes to determine the full extent to which improper payments occur and has taken appropriate actions across agencies, programs, and activities to effectively reduce improper payments, it will not have reasonable assurance that the use of federal funds is adequately safeguarded.

### Information System Controls

We have reported information security (controls in information systems) as a government-wide material weakness since fiscal year 1997.<sup>63</sup> During our fiscal year 2023 audit, we found that serious and widespread information system control deficiencies continued to place the federal government at risk of inadvertent or deliberate misuse of federal assets, unauthorized modification or destruction of financial information, inappropriate disclosure of sensitive information, and disruption of critical operations.

Thirteen of the 24 agencies covered by the Chief Financial Officers Act of 1990 reported material weaknesses or significant deficiencies in information system controls. Specifically, auditors identified control deficiencies related to (1) security management; (2) access to computer data, equipment, and facilities; (3) changes to and configuration of information system resources; (4) segregation of incompatible duties; and (5) contingency planning.

Most of the significant component entities that reported information system controls as a material weakness or significant deficiency for fiscal year 2023 identified weaknesses related to security management, access controls, configuration management, or combinations thereof. Security management is the foundation of a security-control structure and reflects senior management's commitment to addressing security risks. Security management programs should provide a framework and continuous cycle of activity for managing risk, developing and implementing effective security policies, assigning responsibilities, and monitoring the adequacy of the entity's information system controls. Without a well-designed security management program, information system controls may be

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<sup>61</sup>Office of Management and Budget, *Budget of the United States Government, Fiscal Year 2023* (Washington, D.C.: Mar. 28, 2022).

<sup>62</sup>OMB has designated high-priority programs as those programs and activities with improper payment monetary loss (also known as overpayments) estimates that exceed \$100 million annually.

<sup>63</sup>We have also designated information security as a government-wide high-risk area since 1997. For more information, see GAO, *High-Risk Series: Efforts Made to Achieve Progress Need to Be Maintained and Expanded to Fully Address All Areas*, [GAO-23-106203](#) (Washington, D.C.: Apr. 20, 2023).

inadequate; responsibilities may be unclear, misunderstood, or improperly implemented; and controls may be inconsistently applied. In addition, such conditions may lead to insufficient protection of sensitive or critical resources, improper or unauthorized changes to information systems, and disproportionately low expenditures for controls over high-risk resources.

The emergence of increasingly sophisticated threats and the frequency of incidents underscores the continuing and urgent need for effective information system controls.<sup>64</sup> In May 2023, OMB stated that federal agencies reported 30,659 information security incidents<sup>65</sup> to the Department of Homeland Security in fiscal year 2022.<sup>66</sup> In addition, OMB reported three major incidents, all involving personally identifiable information, at the Departments of Agriculture, Education, and the Treasury. In March and July 2023, the White House issued its National Cybersecurity Strategy and accompanying implementation plan, respectively, to describe the administration's plan for addressing the nation's long-standing cybersecurity challenges—including those pertaining to updating federal incident response plans and processes.<sup>67</sup>

Until federal entities strengthen security management programs and resolve reported information system control deficiencies, the federal government will continue to be at increased risk of inadvertent or deliberate misuse of federal assets, unauthorized modification or destruction of financial information, inappropriate disclosure of sensitive information, and disruption of critical operations.

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<sup>64</sup>See, for example, GAO, *Cybersecurity: Federal Agencies Made Progress, but Need to Fully Implement Incident Response Requirements*, [GAO-24-105658](#) (Washington, D.C.: Dec. 4, 2023).

<sup>65</sup>A security (or cyber) incident is a security breach of an information system and information.

<sup>66</sup>Office of Management and Budget, *Federal Information Security Modernization Act of 2014 Annual Report Fiscal Year 2022* (Washington, D.C.: May 1, 2023).

<sup>67</sup>The White House, *National Cybersecurity Strategy* (Washington, D.C.: March 2023), and *National Cybersecurity Strategy Implementation Plan* (Washington, D.C.: July 2023).



## Appendix IV

### Significant Deficiencies

In addition to the material weaknesses discussed in appendixes II and III, we found three significant deficiencies in the federal government's internal control related to maintaining effective internal controls at certain federal entities, as described below.

#### Taxes Receivable

During fiscal year 2023, a significant deficiency continued to affect the federal government's ability to manage its taxes receivable effectively. While the Department of the Treasury's Internal Revenue Service (IRS) made necessary and appropriate adjustments derived from a statistical estimation process to correct its financial statements, IRS's underlying records did not always reflect the correct amount of taxes owed to the federal government because of financial system limitations and other control deficiencies that led to errors in taxpayers' accounts. Such inaccurate tax records impair management's ability to effectively manage taxes receivable throughout the year and place an undue burden on taxpayers, who may be compelled to respond to IRS inquiries caused by errors in taxpayer accounts.

#### Federal Grants Management

In fiscal year 2023, several federal entities' auditors continued to identify internal control deficiencies related to grants management.<sup>68</sup> Reported deficiencies primarily related to accounting for grants, monitoring of grant activities, and estimating grant accruals. These internal control deficiencies could adversely affect the federal government's ability to provide reliable financial statements as well as reasonable assurance that grants are awarded properly, recipients are eligible, and federal grant funds are used as intended.

#### Medicare Social Insurance Information

In fiscal year 2023, auditors for the Department of Health and Human Services (HHS) continued to identify internal control deficiencies in certain controls related to the sufficiency of the review of methodologies and related calculations and estimates that HHS used to prepare its Statement of Social Insurance for the Medicare program. Specifically, HHS's auditor identified formula errors in certain spreadsheets used to prepare the Statement of Social Insurance that HHS's monitoring and review function did not detect. Such control deficiencies could result in misstatements to the Statement of Social Insurance.

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<sup>68</sup>Key entities contributing to the significant deficiency for federal grants management include the Small Business Administration, Department of Health and Human Services, and Department of Housing and Urban Development.

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