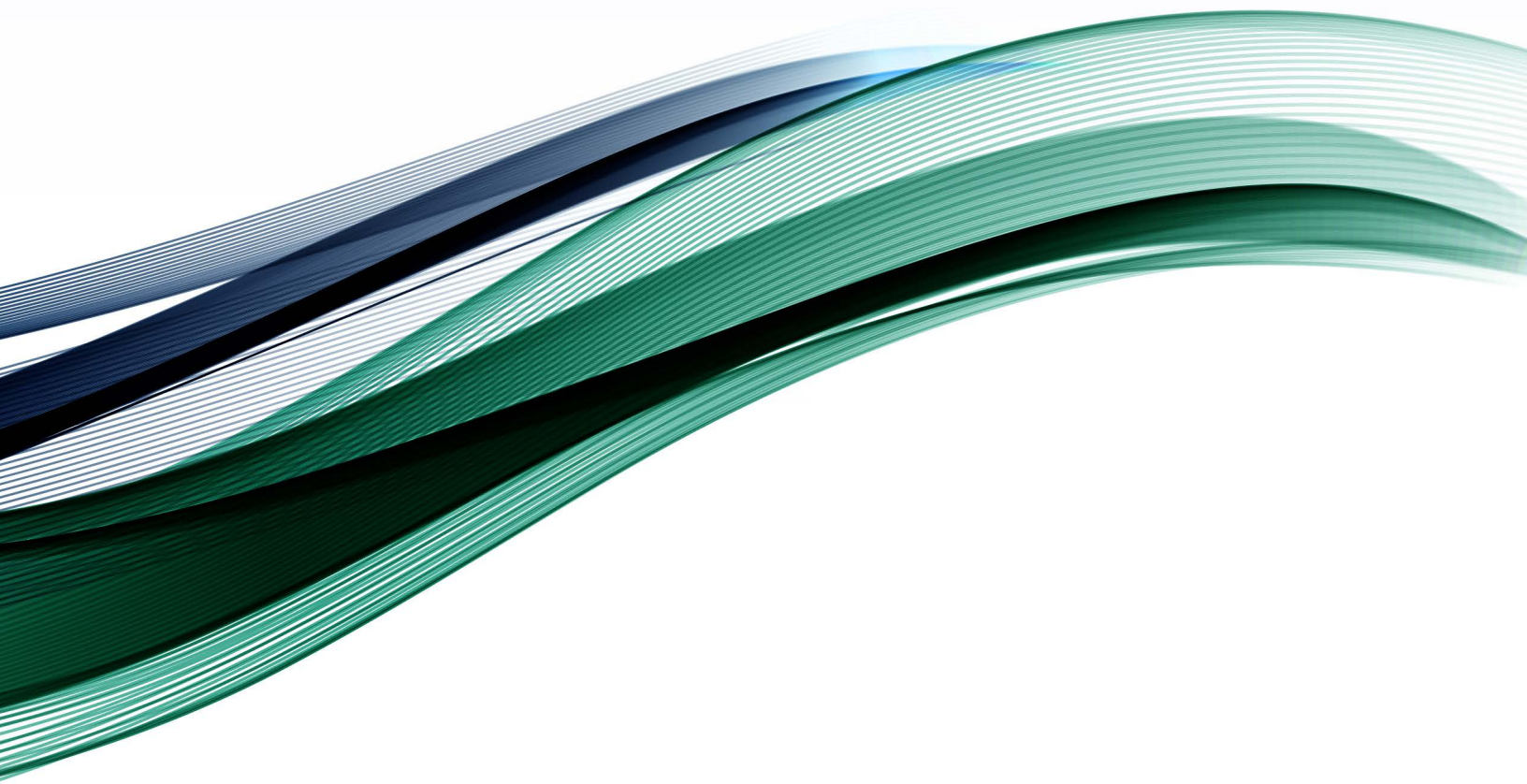


FINANCIAL SECTION



A MESSAGE FROM THE CHIEF FINANCIAL OFFICER



I am pleased to report that for the 24th consecutive year, we received an unmodified audit opinion on our financial statements from our independent auditors, and I am honored to join Acting Commissioner Berryhill in issuing our fiscal year (FY) 2017 *Agency Financial Report*. This report highlights our accomplishments in delivering Social Security services to promote the economic security of the public, and demonstrates our responsible stewardship of taxpayer dollars.

Our unmodified audit opinion confirms that our statements present fairly the financial position of our agency and are free of material misstatement. Our independent auditors also issued an unmodified opinion on the effectiveness of our internal control over financial reporting. They determined that we had no material weaknesses, but continued to cite two significant deficiencies identified in prior years. The first significant deficiency concerns certain financial information systems controls, and the second relates to our accounts receivable/overpayments. We remain committed to strengthening our control environment by resolving these deficiencies as quickly as possible through our risk-based corrective action plans.

The auditors also identified a new significant deficiency concerning our controls over the reliability of information used in certain control activities. While we are confident in the controls over our information, we have enhanced our processes to provide additional assurance, and we will continue to do so in the future, including for the process areas cited in the finding. We provide additional information on the auditors' findings and our corrective actions in the *Systems and Controls* and *Auditors' Report* sections of this report.

In FY 2017, we successfully implemented the *Digital Accountability and Transparency Act of 2014* (DATA Act) and complied with its mandate to report our spending data in a standardized format by May 2017. Implementation of the DATA Act will further enhance our reporting, by increasing transparency and consistency in the data we provide.

We also expanded our Social Security Electronic Remittance System to collect programmatic debt in our field offices, in addition to payments for fees for services including wage reports and itemized earnings statements. This enhancement allows us to more efficiently collect and apply remittances for overpayments of our current and former beneficiaries.

Exemplifying our commitment to quality financial reporting, for the 19th consecutive year, the Association of Government Accountants awarded us the Certificate of Excellence in Accountability Reporting for our FY 2016 *Agency Financial Report*.

Our achievements over the last year are a direct result of our dedicated and hard-working employees. We look forward to building upon our sustained commitment to financial management excellence, while supporting the agency's mission and vision for the future.

Respectfully,

Michelle A. King

Baltimore, Maryland
November 9, 2017

FINANCIAL STATEMENTS AND ADDITIONAL INFORMATION

Our agency's financial statements and additional information for fiscal years (FY) 2017 and 2016 consist of the following:

- The **Consolidated Balance Sheets** present, as of September 30, 2017 and 2016, amounts of economic benefits we owned or managed (assets), amounts we owed (liabilities), and residual amounts we retained, comprising the difference (net position). We provide a Balance Sheet by major program as additional information.
- The **Consolidated Statements of Net Cost** present the net cost of operations for the years ended September 30, 2017 and 2016. Our net cost of operations includes the gross costs incurred less any exchange revenue earned from activities presented by our major programs. By disclosing the gross cost and net cost of the entity's programs, the Consolidated Statements of Net Cost provide information that can be related to the outputs and outcomes of programs and activities. We provide a Schedule of Net Cost to show the components of net cost activity as additional information.
- The **Consolidated Statements of Changes in Net Position** present the change in net position for the years ended September 30, 2017 and 2016. Changes to the two components of net position, Cumulative Results of Operations and Unexpended Appropriations, affect its balance. The Statement format is designed to display both components of net position separately to enable the user to better understand the nature of changes to net position as a whole. We provide a Schedule of Changes in Net Position to present the change in net position by major program as additional information.
- The **Combined Statements of Budgetary Resources** present the budgetary resources available to us, the status of these resources, and the outlay of budgetary resources for the years ended September 30, 2017 and 2016. We provide an additional Schedule of Budgetary Resources as Required Supplementary Information to present budgetary resources by major program.
- The **Statements of Social Insurance** present the present value for the 75-year projection period of the estimated Old-Age and Survivors Insurance (OASI) and Disability Insurance (DI) future noninterest income and cost expected to arise from the formulas specified in current law for current and future program participants. We present the difference between these values on both an open group and a closed group basis, both including and excluding the value of the combined OASI and DI Trust Fund asset reserves at the beginning of the period. This information is presented for the current year and for each of the four preceding years.
- The **Statements of Changes in Social Insurance Amounts** reconcile the changes, from one 75-year valuation period to the next, in the present value of estimated future noninterest income less estimated future cost for current and future participants (the open group measure). The Statements show two reconciliations: (1) change from the period beginning on January 1, 2016 to the period beginning on January 1, 2017; and (2) change from the period beginning on January 1, 2015 to the period beginning on January 1, 2016. The Statements identify several changes that are significant and provide reasons for the changes.
- The **Required Supplementary Information: Social Insurance** presents required long-range cash flow projections, the long-range projections of the ratio of contributors to beneficiaries, and the sensitivity analysis illustrating the effect of the changes in the most significant assumptions on the actuarial projections and present values. The financial and actuarial disclosures include a narrative describing the program, including how the program is financed and how benefits are calculated, as well as an interpretive analysis of trends revealed by the data.

**Consolidated Balance Sheets as of
September 30, 2017 and 2016
(Dollars in Millions)**

Assets	2017	2016
Intragovernmental:		
Fund Balance with Treasury (Notes 3 and 4)	\$ 8,248	\$ 8,985
Investments (Note 5)	2,889,869	2,842,592
Interest Receivable (Note 5)	20,852	21,583
Accounts Receivable, Net (Note 6)	22	208
Other (Note 8)	26	23
Total Intragovernmental	2,919,017	2,873,391
Accounts Receivable, Net (Notes 3 and 6)	12,442	11,546
Property, Plant, and Equipment, Net (Note 7)	3,371	3,419
Other (Note 8)	0	2
Total Assets	\$ 2,934,830	\$ 2,888,358
Liabilities (Note 9)		
Intragovernmental:		
Accrued Railroad Retirement Interchange	\$ 4,788	\$ 4,550
Accounts Payable	5,352	4,937
Other	184	167
Total Intragovernmental	10,324	9,654
Benefits Due and Payable	103,506	102,651
Accounts Payable	437	385
Federal Employee and Veteran Benefits	319	327
Other	685	716
Total Liabilities	115,271	113,733
Contingencies (Note 9)		
Net Position		
Unexpended Appropriations - All Other Funds	4,813	6,006
Cumulative Results of Operations - Funds from Dedicated Collections (Note 10)	2,812,816	2,767,204
Cumulative Results of Operations - All Other Funds	1,930	1,415
Total Net Position - Funds from Dedicated Collections (Note 10)	2,812,816	2,767,204
Total Net Position - All Other Funds	6,743	7,421
Total Net Position	2,819,559	2,774,625
Total Liabilities and Net Position	\$ 2,934,830	\$ 2,888,358

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

**Consolidated Statements of Net Cost for the Years Ended
September 30, 2017 and 2016
(Dollars in Millions)**

	2017	2016
OASI Program		
Benefit Payment Expense	\$ 793,155	\$ 765,024
Operating Expenses (Note 11)	3,701	3,790
Total Cost of OASI Program	796,856	768,814
Less: Exchange Revenues (Notes 12 and 13)	(12)	(13)
Net Cost of OASI Program	796,844	768,801
DI Program		
Benefit Payment Expense	141,206	144,018
Operating Expenses (Note 11)	3,028	3,330
Total Cost of DI Program	144,234	147,348
Less: Exchange Revenues (Notes 12 and 13)	(32)	(36)
Net Cost of DI Program	144,202	147,312
SSI Program		
Benefit Payment Expense	51,355	58,976
Operating Expenses (Note 11)	4,542	4,910
Total Cost of SSI Program	55,897	63,886
Less: Exchange Revenues (Notes 12 and 13)	(236)	(257)
Net Cost of SSI Program	55,661	63,629
Other		
Benefit Payment Expense	2	3
Operating Expenses (Note 11)	2,424	2,440
Total Cost of Other Program	2,426	2,443
Less: Exchange Revenues (Notes 12 and 13)	(8)	(8)
Net Cost of Other Program	2,418	2,435
Total Net Cost		
Benefit Payment Expense	985,718	968,021
Operating Expenses (Note 11)	13,695	14,470
Total Cost	999,413	982,491
Less: Exchange Revenues (Notes 12 and 13)	(288)	(314)
Total Net Cost	\$ 999,125	\$ 982,177

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

**Consolidated Statements of Changes in Net Position for the Years Ended
September 30, 2017 and 2016
(Dollars in Millions)**

	2017			2016		
	Funds from Dedicated Collections	All Other Funds	Total	Funds from Dedicated Collections	All Other Funds	Total
Cumulative Results of Operations:						
Beginning Balances	\$ 2,767,204	\$ 1,415	\$ 2,768,619	\$ 2,738,390	\$ 2,095	\$ 2,740,485
Budgetary Financing Sources						
Appropriations Used	37,367	59,363	96,730	32,302	63,463	95,765
Tax Revenues (Note 14)	868,034	0	868,034	827,159	0	827,159
Interest Revenues	85,781	0	85,781	89,470	0	89,470
Transfers-In/Out - Without Reimbursement	(5,886)	8,087	2,201	(5,890)	8,006	2,116
Railroad Retirement Interchange	(4,760)	0	(4,760)	(4,730)	0	(4,730)
Other Budgetary Financing Sources	54	0	54	46	0	46
Other Financing Sources (Non-Exchange)						
Imputed Financing Sources (Note 15)	0	447	447	0	550	550
Other	0	(3,235)	(3,235)	0	(65)	(65)
Total Financing Sources	980,590	64,662	1,045,252	938,357	71,954	1,010,311
Net Cost of Operations	934,978	64,147	999,125	909,543	72,634	982,177
Net Change	45,612	515	46,127	28,814	(680)	28,134
Cumulative Results of Operations	\$ 2,812,816	\$ 1,930	\$ 2,814,746	\$ 2,767,204	\$ 1,415	\$ 2,768,619
Unexpended Appropriations:						
Beginning Balances	\$ 0	\$ 6,006	\$ 6,006	\$ 0	\$ 3,779	\$ 3,779
Budgetary Financing Sources						
Appropriations Received	37,367	58,179	95,546	32,302	65,703	98,005
Other Adjustments	0	(9)	(9)	0	(13)	(13)
Appropriations Used	(37,367)	(59,363)	(96,730)	(32,302)	(63,463)	(95,765)
Total Budgetary Financing Sources	0	(1,193)	(1,193)	0	2,227	2,227
Total Unexpended Appropriations	0	4,813	4,813	0	6,006	6,006
Net Position	\$ 2,812,816	\$ 6,743	\$ 2,819,559	\$ 2,767,204	\$ 7,421	\$ 2,774,625

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

**Combined Statements of Budgetary Resources for the Years Ended
September 30, 2017 and 2016
(Dollars in Millions)**

	2017	2016
Budgetary Resources (Note 16)		
Unobligated Balance, Brought Forward, October 1	\$ 6,278	\$ 4,369
Recoveries of Prior Year Unpaid Obligations	1,118	920
Other Changes in Unobligated Balance	93	340
Unobligated Balance From Prior Year Budget Authority, Net	7,489	5,629
Appropriations (Discretionary and Mandatory)	1,041,893	1,018,283
Spending Authority from Offsetting Collections (Discretionary and Mandatory)	15,255	14,911
Total Budgetary Resources	\$ 1,064,637	\$ 1,038,823
Status of Budgetary Resources		
New obligations and upward adjustments (Note 16)		
Direct	\$ 1,056,437	\$ 1,029,637
Reimbursable	2,709	2,908
New obligations and upward adjustments (total)	1,059,146	1,032,545
Unobligated Balance, End of Year		
Apportioned, unexpired accounts	4,666	5,462
Unapportioned, unexpired accounts	595	592
Unexpired unobligated balance, end of year	5,261	6,054
Expired unobligated balance, end of year	230	224
Unobligated balance, end of year (total)	5,491	6,278
Total Budgetary Resources	\$ 1,064,637	\$ 1,038,823
Change in Obligated Balance		
Unpaid obligations:		
Unpaid Obligations, Brought Forward, October 1	\$ 109,384	\$ 104,863
New obligations and upward adjustments	1,059,146	1,032,545
Outlays, Gross	(1,056,090)	(1,027,104)
Recoveries of Prior Year Unpaid Obligations	(1,118)	(920)
Unpaid Obligations, End of Year	\$ 111,322	\$ 109,384
Uncollected payments:		
Uncollected Payments, Federal Sources, Brought Forward, October 1	\$ (2,943)	\$ (2,905)
Change in Uncollected Payments, Federal Sources	(410)	(38)
Uncollected Payments Federal Sources, End of Year	(3,353)	(2,943)
Memorandum (non-add) Entries:		
Obligated balance, Start of Year	\$ 106,441	\$ 101,958
Obligated balance, End of Year	\$ 107,969	\$ 106,441
Budgetary Authority and Outlays, Net		
Budget Authority, Gross (Discretionary and Mandatory)	\$ 1,057,148	\$ 1,033,194
Actual Offsetting Collections (Discretionary and Mandatory)	(14,887)	(14,987)
Change in Uncollected Customer Payments From Federal Sources (Discretionary and Mandatory)	(410)	(38)
Recoveries of Prior Year Paid Obligations	42	114
Budget Authority, Net (Discretionary and Mandatory)	1,041,893	1,018,283
Outlays, Gross (Discretionary and Mandatory)	1,056,090	1,027,104
Actual Offsetting Collections (Discretionary and Mandatory)	(14,887)	(14,987)
Outlays, Net (Discretionary and Mandatory)	1,041,203	1,012,117
Distributed Offsetting Receipts	(40,391)	(35,331)
Agency Outlays, Net (Discretionary and Mandatory)	\$ 1,000,812	\$ 976,786

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

**Statements of Social Insurance
Old-Age, Survivors, and Disability Insurance
as of January 1, 2017
(Dollars in Billions)**

	Estimates Reported in Prior Years				
	2017	2016	2015	2014	2013
Present value for the 75-year projection period from or on behalf of: (Note 18)					
<i>Participants who, in the starting year of the projection period, have attained eligibility age (age 62 and over):</i>					
Noninterest income	\$ 1,374	\$ 1,272	\$ 1,166	\$ 984	\$ 908
Cost for scheduled future benefits	14,668	13,602	12,833	11,852	11,021
Future noninterest income less future cost	-13,294	-12,330	-11,667	-10,868	-10,112
<i>Participants who have not yet attained retirement eligibility age (ages 15-61):</i>					
Noninterest income	30,305	29,273	27,791	25,391	24,591
Cost for scheduled future benefits	50,181	48,412	45,276	42,419	40,591
Future noninterest income less future cost	-19,876	-19,138	-17,486	-17,028	-16,000
Present value of future noninterest income less future cost for current participants (closed group measure)	-33,170	-31,468	-29,152	-27,896	-26,113
Combined OASI and DI Trust Fund asset reserves at start of period	2,848	2,813	2,789	2,764	2,732
Closed group - Present value of future noninterest income less future cost for current participants plus combined OASI and DI Trust Fund asset reserves at start of period	-\$ 30,322	-\$ 28,656	-\$ 26,363	-\$ 25,131	-\$ 23,381
Present value for the 75-year projection period from or on behalf of: (Note 18)					
<i>Future participants (those under age 15, and to be born during period):</i>					
Noninterest income	30,452	29,687	26,580	24,594	23,419
Cost for scheduled future benefits	12,639	12,388	10,867	10,028	9,600
Future noninterest income less future cost	17,813	17,299	15,713	14,566	13,819
Present value of future noninterest income less future cost for current and future participants (open group measure)	-15,357	-14,169	-13,440	-13,330	-12,294
Combined OASI and DI Trust Fund asset reserves at start of period	2,848	2,813	2,789	2,764	2,732
Open group - Present value of future noninterest income less future cost for current and future participants plus combined OASI and DI Trust Fund asset reserves at start of period	-\$ 12,509	-\$ 11,357	-\$ 10,650	-\$ 10,565	-\$ 9,562

Notes:

Totals do not necessarily equal the sum of rounded components. The accompanying notes are an integral part of these financial statements.
Future noninterest income and future cost are estimated over the appropriate 75-year period.

**Statements of Changes in Social Insurance Amounts
Old-Age, Survivors, and Disability Insurance
For Change from the 75-Year Valuation Period**

January 1, 2016 to January 1, 2017 (Dollars in Billions)			
	Present value of future noninterest income less future cost for current and future participants (open group measure) over the next 75 years	Combined OASI and DI Trust Fund Asset Reserves	Present value of future noninterest income less future cost for current and future participants plus combined OASI and DI Trust Fund asset reserves at start of period
As of January 1, 2016	-\$ 14,169	\$ 2,813	-\$ 11,357
Reasons for changes between January 1, 2016 and January 1, 2017 (Note 18)			
Change in the valuation period	-562	16	-546
Changes in demographic data, assumptions, and methods	-87	0	-87
Changes in economic data, assumptions, and methods	-576	0	-576
Changes in programmatic data and methods	-5	19	15
Changes in law or policy	42	0	42
Net change between January 1, 2016 and January 1, 2017	-\$ 1,187	\$ 35	-\$ 1,152
As of January 1, 2017	-\$ 15,357	\$ 2,848	-\$ 12,509

January 1, 2015 to January 1, 2016 (Dollars in Billions)			
	Present value of future noninterest income less future cost for current and future participants (open group measure) over the next 75 years	Combined OASI and DI Trust Fund Asset Reserves	Present value of future noninterest income less future cost for current and future participants plus combined OASI and DI Trust Fund asset reserves at start of period
As of January 1, 2015	-\$ 13,440	\$ 2,789	-\$ 10,650
Reasons for changes between January 1, 2015 and January 1, 2016 (Note 18)			
Change in the valuation period	-534	9	-525
Changes in demographic data, assumptions, and methods	565	0	565
Changes in economic data, assumptions, and methods	-911	0	-911
Changes in programmatic data and methods	12	14	26
Changes in law or policy	139	0	139
Net change between January 1, 2015 and January 1, 2016	-\$ 730	\$ 23	-\$ 707
As of January 1, 2016	-\$ 14,169	\$ 2,813	-\$ 11,357

Notes:

Totals do not necessarily equal the sum of rounded components. The accompanying notes are an integral part of these financial statements.

Future noninterest income and future cost are estimated over the appropriate 75-year period.

NOTES TO THE BASIC FINANCIAL STATEMENTS FOR THE YEARS ENDED SEPTEMBER 30, 2017 AND 2016

1. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

REPORTING ENTITY

The Social Security Administration (SSA), as an independent agency in the executive branch of the U.S. Government, is responsible for administering the Nation's Old-Age and Survivors and Disability Insurance (OASDI) programs and the Supplemental Security Income (SSI) program. SSA is considered a separate reporting entity for financial reporting purposes, and our financial statements have been prepared to report the financial position, net cost, changes in net position, budgetary resources, the present value for the 75-year projection period for social insurance, and the changes in the present value between the current valuation period and prior valuation period, as required by the Office of Management and Budget (OMB) in OMB Circular No. A-136, *Financial Reporting Requirements*.

The financial statements have been prepared from the accounting records of SSA on an accrual basis, in conformity with generally accepted accounting principles (GAAP) of the United States of America for Federal entities and the form and content for entity financial statements specified by OMB in Circular No. A-136. The Combined Statements of Budgetary Resources and related disclosures provide information about how budgetary resources were made available as well as the status at the end of the period. It is the only Statement predominately derived from an entity's budgetary general ledger in accordance with budgetary accounting rules, which are incorporated into GAAP for the Federal Government. GAAP for Federal entities are the standards prescribed by the Federal Accounting Standards Advisory Board. The preparation of financial statements, in conformity with GAAP, requires management to make estimates and assumptions that affect the reported amounts of assets and liabilities and disclosure of contingent liabilities at the dates of the financial statements and the reported amounts of revenues and expenses during the reporting periods. Actual results could differ from those estimates.

The consolidated and combined financial statements include the accounts of all funds under SSA control, consisting primarily of the OASI and DI Trust Funds, SSA's Limitation on Administrative Expenses (LAE), four general fund appropriations, three receipt accounts, and one special fund.

LAE is a mechanism to allow SSA to fund our administrative operations and is considered a subset of the OASI and DI Trust Funds. The four general funds are the Payments to Social Security Trust Funds (PTF), SSI Program, Office of the Inspector General (OIG), and Special Veterans Benefits (Title VIII) Program. The three receipt accounts are SSI Overpayment Collections, the General Fund's portion of the SSI State Supplementation fees, and SSI Attorney fees. The one special fund is SSA's portion of the SSI State Supplementation fees. SSA's financial statements also include OASI and DI investment activities performed by the Department of the Treasury (Treasury) and activity related to the *American Recovery and Reinvestment Act of 2009* (ARRA). SSA's financial activity has been classified and reported by the following program areas: OASI, DI, SSI, LAE, and Other. Other consists primarily of PTF appropriations and ARRA activity, but also contains SSI Overpayment Collections and other non-material activities.

FUND BALANCE WITH TREASURY

SSA's Fund Balance with Treasury, shown on the Consolidated Balance Sheets, is the aggregate amount of funds in SSA's accounts with Treasury for which SSA is authorized to make expenditures and pay liabilities. Refer to Note 3, Non-Entity Assets, and Note 4, Fund Balance with Treasury.

INVESTMENTS

Daily deposits received by the OASI and DI Trust Funds that are not required to meet current expenditures are invested in interest-bearing obligations of the U.S. Government. The OASI and DI Trust Fund balances may be invested only in interest-bearing obligations of the United States or in obligations guaranteed as to both principal and interest by the United States as provided by Section 201 (d) of the *Social Security Act*. These investments consist of Treasury special-issue securities. Special-issue securities are special public debt obligations for purchase exclusively by the OASI and DI Trust Funds; therefore, they are non-marketable securities. They are purchased and redeemed at face value, which is the same as their carrying value on the Consolidated Balance Sheets. Refer to Note 5, Investments and Interest Receivable.

ACCOUNTS RECEIVABLE, NET

SSA accounts receivable represent unpaid amounts due to the agency. Intragovernmental Accounts Receivable, Net primarily represent amounts to be paid from the Hospital Insurance (HI) and Supplemental Medical Insurance (SMI) Trust Funds to the LAE Appropriation. Accounts Receivable, Net consist mainly of monies due to SSA from OASI, DI, and SSI beneficiaries who received benefits in excess of their entitlement, as well as amounts due from the States to cover underpayments due to the SSI recipients.

SSA does not apply an allowance for doubtful accounts to determine the net value of Intragovernmental Accounts Receivable. According to Statement of Federal Financial Accounting Standard (SFFAS) No. 1, *Accounting for Selected Assets and Liabilities*, an allowance for estimated uncollectible amounts should be recognized to reduce the gross amount of receivables to its net realizable value; however, no potential losses have been assessed on intragovernmental receivables based on individual account and group analysis.

SSA annually recalculates a ratio of allowance for doubtful accounts on programmatic accounts receivable with the public. We apply a moving five-year average of uncollectible receivable ratios, based on comparing collections to new debt while considering program turnover rates, against outstanding receivables, by group, to compute the amount of allowance for doubtful accounts.

PROPERTY, PLANT, AND EQUIPMENT

SSA records property, plant, and equipment (PP&E) in the LAE program, but the PP&E represent the capital assets purchased by the OASI, DI, HI, and SMI Trust Funds. SFFAS No. 10, *Accounting for Internal Use Software*, requires the capitalization of internally developed, contractor-developed, and commercial off-the-shelf software. SSA classifies PP&E into several categories. The capitalization threshold for most PP&E categories is \$100 thousand. Deferred Charges, which includes fixtures, the Telephone Services Replacement Project, and bulk computer purchases, are capitalized with no threshold, \$100 thousand, and \$10 million, respectively. Site preparation for Automated Data Processing (ADP) and Telecommunications, and Buildings and Other Structures, are capitalized with no threshold. Refer to Note 7, Property, Plant, and Equipment, Net.

BENEFITS DUE AND PAYABLE

SSA accrues liabilities for OASI and DI benefits due for the current month, which by statute, are not paid until the following month. In addition, SSA accrues liabilities on benefits for past periods that have not completed processing by the close of the period, such as adjudicated and unadjudicated hearings and appeals and civil litigation cases. Refer to Note 9, Liabilities.

BENEFIT PAYMENTS

SSA recognizes the cost associated with payments in the period the beneficiary or recipient is entitled to receive the payment. OASI and DI benefit disbursements are generally made after the end of each month. SSI disbursements are generally made on the first day of each month. By law, if the monthly disbursement date falls on a weekend or a federally recognized holiday, SSA is required to make the payment on the preceding business day. In these situations, the beneficiary or recipient is deemed entitled to receive the payment as of the payment date, as they have

met all payment and eligibility requirements. October 1, 2016 fell on a Saturday; therefore, SSI benefits were entitled and paid on September 30, 2016, resulting in 13 payments recognized as benefit expense for FY 2016. October 1, 2017 falls on a Sunday; therefore, SSI benefits were entitled and paid on September 29, 2017, resulting in 12 payments recognized as benefit expense for FY 2017.

ADMINISTRATIVE EXPENSES AND OBLIGATIONS

SSA initially charges administrative expenses to the LAE appropriation. Section 201 (g) of the *Social Security Act* requires the Commissioner of Social Security to determine the proper share of costs incurred during the fiscal year to be charged to the appropriate fund. Accordingly, SSA subsequently distributes administrative expenses during each month to the appropriate OASI, DI, HI, and SMI Trust Fund and general fund accounts. SSA initially makes all such distributions on an estimated basis and adjusts to actual each year, as provided for in Section 1534 of Title 31, United States Code (U.S.C.).

SSA incurs obligations in the LAE accounts as activity is processed. SSA incurs obligations in each of the financing sources once we record LAE's authority. The Centers for Medicare and Medicaid Services (CMS) reports obligations that SSA incurred in the HI and SMI Trust Funds. Because SSA reports LAE with our financing sources (other than the HI/SMI Trust Funds) on the Combined Statements of Budgetary Resources and this Statement does not allow eliminations, we record LAE's obligations twice. This presentation is in conformance with OMB Circular No. A-136 to have the Combined Statements of Budgetary Resources in agreement with the required Budget Execution Reports (SF-133).

RECOGNITION OF FINANCING SOURCES

Tax revenue, which consists of funds transferred from the Treasury to the OASI and DI Trust Funds for employment taxes (*Federal Insurance Contributions Act (FICA)* and *Self-Employment Contributions Act (SECA)*), represents SSA's largest financing source. Additional financing sources consist of interest revenue from the Trust Fund investments, taxation on benefits, drawdown of funds for benefit entitlement payments and administrative expenses, appropriations, gifts, and other miscellaneous receipts. On an as-needed basis, funds are drawn from the OASI and DI Trust Funds to cover benefit payments. As governed by limitations determined annually by the U.S. Congress, funds are also drawn from the OASI and DI Trust Funds for SSA's operating expenses. To cover SSA's costs to administer a portion of the Medicare program, funds are drawn from the HI/SMI Trust Funds.

Appropriations Used includes payments and accruals for the activities that are funded from Treasury's General Fund.

Employment tax revenues are made available daily based on a quarterly estimate of the amount of FICA taxes payable by employers and SECA taxes payable from the self-employed. Adjustments are made to the estimates for actual taxes payable and refunds made. Employment tax credits (the difference between the combined employee and employer rate and the self-employed rate) are also included in tax revenues. Refer to Note 14, Tax Revenues.

Exchange revenue from sales of goods and services primarily include payments of fees SSA receives from those States choosing to have SSA administer their State Supplementation of Federal SSI benefits. Refer to Note 12, Exchange Revenues. SSA may use exchange revenue financing sources to pay for current operating expenses as specified by law.

FUNDS FROM DEDICATED COLLECTIONS

SFFAS No. 43, *Funds from Dedicated Collections*, requires separate presentation and disclosure of funds from dedicated collections balances in the financial statements. 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, which remain available over time. Funds from dedicated collections must meet the following criteria:

- A statute committing the Federal Government to use specifically identified revenues and/or other financing sources that are originally provided to the Federal 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 Federal Government's general revenues.

SSA's funds from dedicated collections are the OASI and DI Trust Funds, funds collected through the taxation of Social Security benefits, and fees collected to cover a portion of SSA's administrative costs for SSI State Supplementation. Refer to Note 10, Funds from Dedicated Collections, for additional information.

USE OF ESTIMATES

The preparation of financial statements requires management to make certain estimates and assumptions that affect the reported amounts of assets and liabilities and the reported amounts of revenue and expenses during the reporting period. Actual results could differ from those estimates.

APPLICATION OF CRITICAL ACCOUNTING ESTIMATES

The Statements of Social Insurance and Statements of Changes in Social Insurance Amounts 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. Refer to Note 18, Social Insurance Disclosures.

2. CENTRALIZED FEDERAL FINANCING ACTIVITIES

SSA's financial activities interact with, and are dependent on, the financial activities of the centralized management functions of the Federal Government that are undertaken for the benefit of the whole Federal Government. These activities include public debt, employee retirement, life insurance, and health benefit programs. However, SSA's financial statements do not contain the results of centralized financial decisions and activities performed for the benefit of the entire Government.

Financing for general fund appropriations reported on the Consolidated Statements of Changes in Net Position may be from tax revenue, public borrowing, or both. The source of this funding, whether tax revenue or public borrowing, has not been allocated to SSA.

SSA occupies buildings that have been leased by the General Services Administration (GSA) or have been constructed using Public Building Funds. These financial statements reflect SSA's payments to GSA for their lease, operations maintenance, and depreciation expenses associated with these buildings.

SSA's employees participate in the Office of Personnel Management (OPM) administered contributory Civil Service Retirement System (CSRS) or the Federal Employees' Retirement System (FERS). SSA makes matching contributions to FERS. Pursuant to Public Law 99-335, *Federal Employees' Retirement System Act of 1986*, FERS

went into effect on January 1, 1987. Employees hired after December 31, 1983 are automatically covered by FERS, while employees hired prior to that date could elect to either join FERS or remain in CSRS. Refer to Note 15, Imputed Financing, for additional information.

SSA contributions to CSRS were \$32 and \$38 million for the years ended September 30, 2017 and 2016. SSA contributions to the basic FERS plan were \$593 and \$584 million for the years ended September 30, 2017 and 2016. One of the primary differences between FERS and CSRS is that FERS offers a savings plan to which SSA is required to contribute one percent of pay and match employee contributions up to an additional four percent of basic pay. SSA contributions to the FERS savings plan were \$184 and \$180 million for the years ended September 30, 2017 and 2016. All contributions include amounts paid and due and payable as of the end of the reporting period. These Statements do not reflect CSRS or FERS assets or accumulated plan benefits applicable to SSA employees since this data is only reported in total by OPM.

3. NON-ENTITY ASSETS

Non-entity assets are those assets that are held by an entity, but are not available to the entity. SSA displays our Non-Entity Assets in Chart 3a. The Non-Entity Assets are composed of: (1) SSI Federal and State benefit overpayments and underpayments classified as SSI Accounts Receivable, Net; and (2) General Fund’s portion of fees collected to administer Title VIII State Supplementation.

**Chart 3a - Non-Entity Assets as of September 30:
(Dollars in Millions)**

	2017			2016		
	Non-Entity Assets	Intra-agency Elimination	Net Assets	Non-Entity Assets	Intra-agency Elimination	Net Assets
Intragovernmental:						
Title VIII State Supp Fees	\$ 2	\$ 0	\$ 2	\$ 2	\$ 0	\$ 2
SSI Fed/State Accounts Receivable, Net	5,701	(545)	5,156	5,255	(493)	4,762
Total	\$ 5,703	\$ (545)	\$ 5,158	\$ 5,257	\$ (493)	\$ 4,764

SSA has reduced the SSI Accounts Receivable, Net, by intra-agency eliminations (see discussion in Note 6, Accounts Receivable, Net). SSI accounts receivable is recognized as a non-entity asset. Public Law 101-517, *Departments of Labor, Health and Human Services, and Education, and Related Agencies Appropriations Act, 1991*, requires that collections from repayment of SSI Federal benefit overpayments be deposited in Treasury’s General Fund. These funds, upon deposit, are assets of Treasury’s General Fund, and will not be used by SSA as a SSI budgetary resource to pay SSI benefits or administrative costs. When a beneficiary does not receive their full SSI State Supplemental benefit, SSA establishes an underpayment receivable. This receivable reflects the reimbursement due to SSA from the States to cover the unpaid benefit. SSA recognizes this receivable due from the States as a non-entity asset since the amount owed is due to the beneficiary.

Title VIII State Supplementation fee collections are classified as exchange revenue. These fees are included in the Fund Balance with Treasury as of September 30, 2017 and 2016.

Chart 3b provides a breakout between Non-Entity and Entity assets.

**Chart 3b - Non-Entity/Entity Asset Breakdown as of September 30:
(Dollars in Millions)**

	2017	2016
Non-Entity Assets	\$ 5,158	\$ 4,764
Entity Assets	2,929,672	2,883,594
Total Assets	\$ 2,934,830	\$ 2,888,358

4. FUND BALANCE WITH TREASURY

The Fund Balance with Treasury, shown on the Consolidated Balance Sheets, represents the total of all of SSA's undisbursed account balances with Treasury. Chart 4a, Fund Balances, summarizes the fund balances by fund type and by SSA major program. Other primarily includes PTF, ARRA, and deposit funds. Chart 4b, Status of Fund Balances, presents SSA's Fund Balance with Treasury through the status of budgetary resources. OASI, DI, and LAE Trust Fund budgetary accounts are not used in Chart 4b since OASI and DI Trust Fund cash balances are held in investments until needed and do not directly correspond with the budgetary lines shown in the chart. Therefore, amounts in Chart 4b will not match corresponding activity on the Combined Statements of Budgetary Resources.

**Chart 4a - Fund Balances as of September 30:
(Dollars in Millions)**

	2017	2016
Trust Funds*		
OASI	\$ (99)	\$ (92)
DI	(225)	(140)
LAE	(65)	(23)
General Funds		
SSI	8,499	9,091
Other	116	123
Other Funds		
SSI	18	23
Other	4	3
Total	\$ 8,248	\$ 8,985

Note:

*The phrase "Trust Funds" is being used as the fund type as defined by OMB.

**Chart 4b - Status of Fund Balances as of September 30:
(Dollars in Millions)**

	2017	2016
Unobligated Balance		
Available	\$ 4,054	\$ 5,255
Unavailable	635	626
Obligated Balance Not Yet Disbursed	3,926	3,333
OASI, DI, and LAE	(389)	(255)
Non-Budgetary Fund Balance with Treasury	22	26
Total	\$ 8,248	\$ 8,985

The negative fund balances reported for the OASI, DI, and LAE Trust Funds as of September 30, 2017 and 2016 are the result of the policy to protect the OASI and DI Trust Fund investments by not liquidating the investments until the cash is needed. Transfers between the OASI and DI Trust Funds and Treasury are managed to favor the

financial position of the OASI and DI Trust Funds. Therefore, investments held by the OASI and DI Trust Funds are liquidated only as needed by Treasury to cover benefit and administrative payments. To maintain consistency with the amounts reported by Treasury for OASI and DI, SSA does not reclassify the negative balances as liabilities on the Consolidated Balance Sheets.

5. INVESTMENTS AND INTEREST RECEIVABLE

The cash receipts collected from the public for the OASI and DI Trust Funds are invested in interest-bearing securities backed by the full faith and credit of the Federal Government, generally U.S. par-value Treasury special securities. Treasury special securities are issued directly by the Secretary of the Treasury to the OASI and DI Trust Funds and are non-negotiable and non-transferable in the secondary market. Par-value Treasury special securities are issued with a stated rate of interest applied to its par amount and are purchased and redeemed at par plus accrued interest at or before maturity. Therefore, there are no premiums or discounts associated with the redemption of these securities.

SSA displays investments in Special-Issue U.S. Treasury Securities, as reported on the Consolidated Balance Sheets, in Chart 5a.

**Chart 5a - Investments as of September 30:
(Dollars in Millions)**

	2017	2016
OASI	\$ 2,820,200	\$ 2,796,712
DI	69,669	45,880
Total	\$ 2,889,869	\$ 2,842,592

The interest rates on these investments range from 1.375 to 5.125 percent and the accrued interest is paid on June 30, December 31, and at maturity or redemption. Investments held for the OASI and DI Trust Funds mature at various dates ranging from the year 2018 to the year 2032. Accrued interest receivable on the OASI and DI Trust Fund investments with the Treasury is an Intragovernmental Interest Receivable, reported on the Consolidated Balance Sheets. Interest Receivable, as reported on the Consolidated Balance Sheets is shown by program in Chart 5b.

**Chart 5b - Interest Receivable as of September 30:
(Dollars in Millions)**

	2017	2016
OASI	\$ 20,388	\$ 21,236
DI	464	347
Total	\$ 20,852	\$ 21,583

Treasury special securities are an asset to the OASI and DI Trust Funds and a liability to the Treasury. Because the OASI and DI Trust Funds and the Treasury are both part of the Government, these assets and liabilities offset each other for consolidation purposes in the U.S. government-wide financial statements. For this reason, they do not represent a net asset or a net liability in the U.S. government-wide financial statements.

The Treasury does not set aside financial assets to cover its liabilities associated with the OASI and DI Trust Funds. The cash received from the OASI and DI Trust Funds for investment in these securities is used by the Treasury for general Government purposes. Treasury special securities provide the OASI and DI Trust Funds with authority to draw upon the Treasury to make future benefit payments or other expenditures. When the OASI and DI Trust Funds require redemption of these securities to make expenditures, the Government finances those expenditures out of accumulated cash balances by raising taxes or other receipts, by borrowing from the public or repaying less debt, or by curtailing other expenditures. This is the same way that the Government finances all other expenditures.

6. ACCOUNTS RECEIVABLE, NET

INTRAGOVERNMENTAL

Intragovernmental Accounts Receivable, Net, reported on the Consolidated Balance Sheets in the amounts of \$22 and \$208 million as of September 30, 2017 and 2016 primarily represent amounts to be paid from the HI/SMI Trust Funds to the LAE Appropriation. SSA reduced the gross accounts receivable by \$3,342 and \$2,747 million as of September 30, 2017 and 2016 as an intra-agency elimination. This elimination is primarily to offset SSA's LAE receivable to be paid from the appropriate funds with corresponding payables set up for anticipated LAE disbursements.

SSA does not apply an allowance for doubtful accounts to determine the net value of Intragovernmental Accounts Receivable. According to SFFAS No. 1, *Accounting for Selected Assets and Liabilities*, an allowance for estimated uncollectible amounts should be recognized to reduce the gross amount of receivables to its net realizable value; however, no potential losses have been assessed on intragovernmental receivables based on individual account and group analysis.

WITH THE PUBLIC

Accounts Receivable, Net, reported on the Consolidated Balance Sheets is shown by SSA major program in Chart 6. Amounts in the OASI and DI programs consist mainly of monies due to SSA from individuals who received benefits in excess of their entitlement. The amount of SSI Accounts Receivable represents Federal and State activity. The SSI Federal and State portions consists of overpayments due from SSI recipients who are no longer eligible to receive benefit payments or received benefits in excess of their eligibility. Additionally, the SSI State portion consists of amounts due from the States to cover underpayments due to the SSI recipients. Refer to Note 3, Non-Entity Assets, for a discussion of the SSI Federal and State overpayments and underpayments.

**Chart 6 - Accounts Receivable with the Public by Major Program
as of September 30:
(Dollars in Millions)**

	2017			2016		
	Gross Receivable	Allowance for Doubtful Accounts	Net Receivable	Gross Receivable	Allowance for Doubtful Accounts	Net Receivable
OASI	\$ 2,943	\$ (406)	\$ 2,537	\$ 2,785	\$ (341)	\$ 2,444
DI	7,482	(2,732)	4,750	7,050	(2,710)	4,340
SSI*	12,217	(6,516)	5,701	11,177	(5,922)	5,255
LAE	2	0	2	2	0	2
Subtotal	22,644	(9,654)	12,990	21,014	(8,973)	12,041
Less: Eliminations**	(548)	0	(548)	(495)	0	(495)
Total	\$ 22,096	\$ (9,654)	\$ 12,442	\$ 20,519	\$ (8,973)	\$ 11,546

Notes:

*See discussion in Note 3, Non-Entity Assets

**Intra-Agency Eliminations

Chart 6 shows that in FY 2017 and FY 2016, SSA reduced gross accounts receivable by \$548 and \$495 million as an intra-agency elimination. This intra-agency activity results primarily from the Windfall Offset and KZ Diary activity. Windfall Offset is the amount of SSI that would not have been paid if retroactive OASI and DI benefits had been paid timely to eligible beneficiaries. The KZ Diary process identifies SSI recipients eligible for prior entitlement of OASI and DI benefits, and determines SSA's liability for retroactive benefits owed to beneficiaries. For each activity, SSA recognizes a receivable in the SSI program with offsetting payables for both the OASI and DI programs.

SSA annually recalculates a ratio of allowance for doubtful accounts on programmatic accounts receivable with the public. We apply a moving five-year average of uncollectable receivable ratios, based on comparing collections to new debt while considering program turnover rates, against outstanding receivables, by group, to compute the amount of allowance for doubtful accounts.

7. PROPERTY, PLANT, AND EQUIPMENT, NET

Property, Plant, and Equipment, Net, as reported on the Consolidated Balance Sheets, is reflected by major class in Chart 7.

**Chart 7 - Property, Plant and Equipment as of September 30:
(Dollars in Millions)**

Major Classes:	2017			2016		
	Cost	Accumulated Depreciation	Net Book Value	Cost	Accumulated Depreciation	Net Book Value
Buildings and Other Structures	\$ 59	\$ (23)	\$ 36	\$ 59	\$ (21)	\$ 38
Equipment (incl. ADP Hardware)	727	(486)	241	722	(423)	299
Internal Use Software	7,065	(4,635)	2,430	6,798	(4,262)	2,536
Leasehold Improvements	987	(513)	474	855	(458)	397
Deferred Charges*	1,134	(944)	190	945	(796)	149
Total	\$ 9,972	\$ (6,601)	\$ 3,371	\$ 9,379	\$ (5,960)	\$ 3,419

Major Classes:	Estimated Useful Life	Method of Depreciation	Capitalization Threshold
Buildings and Other Structures	50 years	Straight Line	\$0
Equipment (incl. ADP Hardware)	5 years	Straight Line	\$100 thousand
Internal Use Software	5-10 years	Straight Line	\$100 thousand
Leasehold Improvements	6-33 years	Straight Line	\$100 thousand
Deferred Charges*	3-12 years	Straight Line	\$0-10 million

Note:

*Deferred Charges include fixtures (no threshold), the Telephone Services Replacement Project (\$100 thousand), and bulk computer purchases (\$10 million).

8. OTHER ASSETS

INTRAGOVERNMENTAL OTHER ASSETS

Intragovernmental Other Assets amounts include advances provided to Federal agencies for goods and services that will be furnished to SSA. Intragovernmental Other Assets are \$26 and \$23 million as of September 30, 2017 and 2016.

OTHER ASSETS

Other Assets is comprised of advances provided to agency employees for travel and payroll, as well as advances provided to grantee organizations performing work on behalf of the agency. Other Assets are \$0 and \$2 million as of September 30, 2017 and 2016.

9. LIABILITIES

Liabilities of Federal agencies are classified as liabilities Covered or Not Covered by budgetary resources and are recognized when incurred. Chart 9a discloses SSA's liabilities Covered by budgetary resources and Not Covered by budgetary resources. Liabilities Covered by budgetary resources use available budget authority when SSA incurs the liabilities. Liabilities Not Covered by budgetary resources do not use available budget authority in the current period. For SSA, these liabilities represent two main activities: (1) liabilities that will be funded in future periods;

and (2) liabilities representing cash or SSA receivables due to the General Fund and States, which do not require budgetary authority.

**Chart 9a - Liabilities as of September 30:
(Dollars in Millions)**

	2017			2016		
	Covered	Not Covered	Total	Covered	Not Covered	Total
Intragovernmental:						
Accrued RRI*	\$ 4,788	\$ 0	\$ 4,788	\$ 4,550	\$ 0	\$ 4,550
Accounts Payable	3	5,349	5,352	15	4,922	4,937
Other	127	57	184	107	60	167
Total Intragovernmental	4,918	5,406	10,324	4,672	4,982	9,654
Benefits Due and Payable	99,976	3,530	103,506	98,905	3,746	102,651
Accounts Payable	85	352	437	52	333	385
Federal Employee and Veteran Benefits	0	319	319	0	327	327
Other	341	344	685	363	353	716
Total	\$ 105,320	\$ 9,951	\$ 115,271	\$ 103,992	\$ 9,741	\$ 113,733

Note:

*Railroad Retirement Interchange

INTRAGOVERNMENTAL ACCRUED RAILROAD RETIREMENT INTERCHANGE

The Intragovernmental Accrued Railroad Retirement Interchange represents an accrued liability due to the Railroad Retirement Board for the annual interchange from the OASI and DI Trust Funds. This annual interchange is required to place the OASI and DI Trust Funds in the same position they would have been if SSA had covered railroad employment. The *Railroad Retirement Act of 1974* requires the transfer, including interest accrued from the end of the preceding fiscal year, to be made in June.

INTRAGOVERNMENTAL ACCOUNTS PAYABLE

Included in the Intragovernmental Accounts Payable Not Covered by budgetary resources are amounts due to Treasury's General Fund. SSA records a payable equal to the SSI Federal benefit overpayments receivable when the agency identifies overpayments. Refer to Note 3, Non-Entity Assets, for additional information on the SSI receivables established for the repayment of SSI benefit overpayments.

INTRAGOVERNMENTAL OTHER LIABILITIES

Intragovernmental Other Liabilities include amounts Covered by budgetary resources for employer contributions and payroll taxes and amounts advanced by Federal agencies for goods and services to be furnished.

Intragovernmental Other Liabilities Covered, shown in Chart 9a, are current liabilities. Intragovernmental Other Liabilities also includes amounts Not Covered by budgetary resources for *Federal Employees' Compensation Act* (FECA), administered by the Department of Labor. FECA provides income and medical cost protection to covered Federal civilian employees injured on the job, employees who have incurred a work-related injury or occupational disease, and beneficiaries of employees whose death is attributable to a job-related injury or occupational disease. For payment purposes, claims incurred for benefits for SSA employees under FECA are divided into current and non-current portions. The current portion represents SSA's accrued liability due to the Department of Labor's FECA Special Benefits Fund for payments made on SSA's behalf. The funding for the liability will be made from a future appropriation. SSA's current portions of FECA liability is \$54 and \$57 million as of September 30, 2017 and 2016. The remaining balance of Not Covered Intragovernmental Other Liabilities in Chart 9a consist of non-current unapplied deposit account balances of \$3 million as of September 30, 2017 and 2016.

BENEFITS DUE AND PAYABLE

Benefits Due and Payable are amounts owed to program recipients that have not yet been paid as of the balance sheet date. Chart 9b shows the amounts for SSA's major programs as of September 30, 2017 and 2016. These amounts include an estimate for unadjudicated cases that will be payable in the future. Except for the SSI program, budgetary resources cover the unadjudicated cases.

**Chart 9b - Benefits Due and Payable as of September 30:
(Dollars in Millions)**

	2017	2016
OASI	\$ 71,386	\$ 69,230
DI	27,330	28,520
SSI	5,338	5,396
Subtotal	104,054	103,146
Less: Intra-agency eliminations	(548)	(495)
Total	\$ 103,506	\$ 102,651

Chart 9b also shows that as of FY 2017 and FY 2016, SSA reduced gross Benefits Due and Payable by \$548 and \$495 million as an intra-agency elimination. This intra-agency activity results primarily from the Windfall Offset and KZ Diary activity. Refer to Note 6, Accounts Receivable, Net.

ACCOUNTS PAYABLE

Accounts Payable Not Covered by budgetary resources consists of SSI State Supplemental overpayments due to States. States are entitled to any overpayment that SSA expects to collect because the States fund the actual payments made to the beneficiaries. SSI State Supplemental underpayments due to the SSI recipients are also included. These amounts are set up as an accounts payable until payment is made.

FEDERAL EMPLOYEE AND VETERAN BENEFITS

Federal Employee and Veteran Benefits Not Covered by budgetary resources includes the non-current portion of FECA, which is an actuarial liability. The non-current portion of \$319 and \$327 million as of September 30, 2017 and 2016 represents the expected liability from FECA claims for the next 23-year period. This actuarial liability was calculated using historical payment data to project future costs.

OTHER LIABILITIES

SSA has Covered and Not Covered Other Liabilities. Other Liabilities Covered by budgetary resources is primarily comprised of accrued payroll and SSI State Supplemental amounts collected in advance. Other Liabilities Not Covered by budgetary resources primarily consists of leave earned but not taken and unapplied deposit funds. Other Liabilities are current in nature with the exception of \$18 million of Not Covered unapplied deposit funds as of September 30, 2017 and 2016.

LEASES

SSA has Occupancy Agreements (OA) with GSA for each space that we occupy. The OA is a complete, concise statement of the business terms governing the tenancy relationship between SSA and GSA. The OA is not a lease, but rather a formal agreement between the signing parties. For accounting purposes, these OAs are treated as lease activity. GSA charges rental rates for space that approximates commercial rental rates for similar properties. The terms of the OAs vary according to whether the Federal Government directly owns the underlying assets or if GSA rents the underlying asset from third party commercial property owners, though each OA may have slightly different terms. SSA executes cancellable and non-cancellable OAs with GSA. Periods of occupancy on OAs vary, and can generally be cancelled with four months' notice following the first year of occupancy. OAs must be coterminous

with the underlying lease term. For non-cancellable OAs, SSA is financially responsible for rental payments on vacated space until the expiration of the OA, the termination of the OA permitted under the lease terms, or the occupancy by a replacement tenant covers the total rent obligation. OAs do not include renewal options that may be in the lease, as GSA makes a determination as to whether such options are fair and reasonable relative to the market when the option matures. Chart 9c shows the future estimated rental payments required under OAs that have initial or remaining non-cancellable terms in excess of one year. SSA does not include the amounts reported in our financial statements. SSA expenses OAs as incurred, and does not record liabilities for future years' costs.

**Chart 9c - Future Operating Lease/Occupancy Agreement Commitments
as of September 30:
(Dollars in Millions)**

Fiscal Year	GSA OAs
2018	\$ 103
2019	99
2020	90
2021	87
2022	81
2023 and Thereafter (In total)*	491
Total Future Lease Payments	\$ 951

Note:

*OAs go through the year 2034.

CONTINGENT LIABILITIES

The agency has certain litigation pending against it. In the opinion of management and legal counsel, the ultimate resolution of the claims and lawsuits will not materially affect the agency's financial position.

10. FUNDS FROM DEDICATED COLLECTIONS

The OASI and DI Trust Funds, Taxation on Social Security benefits, and SSI State Administrative Fees are classified as funds from dedicated collections. These funds obtain revenues primarily through non-Federal receipts, such as Social Security payroll taxes and, to a lesser extent, offsetting collections.

OASI AND DI TRUST FUNDS

The OASI Trust Fund provides retirement and survivors benefits to qualified workers and their families, and the DI Trust Fund provides assistance and protection against the loss of earnings due to a wage earner's disability in the form of monetary payments.

Payroll and self-employment taxes primarily fund the OASI and DI Trust Funds. Interest earnings on Treasury securities, Federal agencies' payments for the Social Security benefits earned by military and Federal civilian employees, and Treasury payments for a portion of income taxes paid on Social Security benefits provide additional income to the OASI and DI Trust Funds. The law establishing the OASI and DI Trust Funds is set forth in 42 U.S.C. § 401. Refer to Note 14, Tax Revenues, for a discussion on employment taxes credited to the OASI and DI Trust Funds, and Note 5, Investments and Interest Receivable, for a discussion on interest.

Funds not withdrawn for current expenses (benefits, the financial interchange with the Railroad Retirement program, and administrative expenses) are invested in interest-bearing Federal securities, as required by law. See Note 5, Investments and Interest Receivable, for a discussion on Treasury securities.

TAXATION ON SOCIAL SECURITY BENEFITS

Taxation on Social Security Benefits is also classified as funds from dedicated collections. The *Social Security Amendments of 1983* (Public Law 98-21) provides that the OASI and DI Trust Funds receive income related to Federal income taxation of benefits. The taxes are collected as Federal income taxes, and a subsequent payment is then made to the OASI and DI Trust Funds from the General Fund of the Treasury. These collections are warranted from the General Fund and transferred to the OASI and DI Trust Funds via an intragovernmental transfer. These transfers are to be reserved for specific purposes in the future. Because of this, Taxation on Social Security Benefits is considered dedicated collections.

SSI STATE ADMINISTRATIVE FEES

Administrative Fees collected from States are also classified as funds from dedicated collections. Section 42 U.S.C. 1616 authorizes the Commissioner of Social Security to assess each State an administrative fee in an amount equal to the number of Supplemental payments made by SSA on behalf of the State for any month in a fiscal year, multiplied by the applicable rate for the fiscal year. See Note 12, Exchange Revenues, for a discussion of SSI State Administrative Fees.

See Chart 10 for balances of funds from dedicated collections as reported in the Consolidated Financial Statements for the years ended September 30, 2017 and 2016. The Other Dedicated Funds column in Chart 10 consists of Taxation on Social Security Benefits and SSI State Administrative Fees activity.

**Chart 10 - Funds from Dedicated Collections as of September 30:
Consolidating Schedule
(Dollars in Millions)**

	2017				
	OASI Trust Fund	DI Trust Fund	Other Dedicated Funds	Eliminations	Total Dedicated Funds
Balance Sheet					
ASSETS					
Fund Balance with Treasury	\$ (99)	\$ (225)	\$ 0	\$ 0	\$ (324)
Investments	2,820,200	69,669	0	0	2,889,869
Interest Receivable	20,388	464	0	0	20,852
Accounts Receivables - Federal	1	0	0	0	1
Accounts Receivables - Non-Federal	2,537	4,750	0	(3)	7,284
Total Assets	\$ 2,843,027	\$ 74,658	\$ 0	\$ (3)	\$ 2,917,682
LIABILITIES and NET POSITION					
Accrued Railroad Retirement	\$ 4,618	\$ 170	\$ 0	\$ 0	\$ 4,788
Accounts Payable, Federal	455	903	0	0	1,358
Benefits Due and Payable	71,386	27,330	0	(3)	98,713
Accounts Payable, Non-Federal	1	6	0	0	7
Total Liabilities	76,460	28,409	0	(3)	104,866
Cumulative Results of Operations	2,766,567	46,249	0	0	2,812,816
Total Liabilities and Net Position	\$ 2,843,027	\$ 74,658	\$ 0	\$ (3)	\$ 2,917,682
Statement of Net Cost					
Program Costs	\$ 793,155	\$ 141,206	\$ 0	\$ 0	\$ 934,361
Operating Expenses	520	242	0	0	762
Less Earned Revenue	(1)	(22)	(122)	0	(145)
Net Cost of Operations	\$ 793,674	\$ 141,426	\$ (122)	\$ 0	\$ 934,978
Statement of Changes in Net Position					
Net Position Beginning of Period	\$ 2,746,389	\$ 20,815	\$ 0	\$ 0	\$ 2,767,204
Tax Revenue	702,132	165,902	0	0	868,034
Interest Revenue	84,040	1,741	0	0	85,781
Net Transfers In/Out	27,667	(824)	(37,489)	0	(10,646)
Other	13	41	37,367	0	37,421
Total Financing Sources	813,852	166,860	(122)	0	980,590
Net Cost of Operations	793,674	141,426	(122)	0	934,978
Net Change	20,178	25,434	0	0	45,612
Net Position End of Period	\$ 2,766,567	\$ 46,249	\$ 0	\$ 0	\$ 2,812,816

The above Chart 10 for FY 2017 includes eliminations between SSA's funds from dedicated collections, which primarily represent eliminations for activity between the OASI and DI Trust Funds. However, \$1,900 million of receivables and liabilities in the funds from dedicated collections for the year ended September 30, 2017 need to be eliminated against LAE (Accounts Payable, Federal), SSI (Benefits Due and Payable), and PTF, excluding Taxation on Benefits (Accounts Receivable, Federal), which are not classified as funds from dedicated collections. Therefore, due to the separate presentation of funds from dedicated collections only in this note, SSA does not include eliminations between funds from dedicated collections and LAE, SSI, and PTF, excluding Taxation on Benefits in Chart 10.

**Chart 10 - Funds from Dedicated Collections as of September 30:
Consolidating Schedule
(Dollars in Millions)**

	2016				Total Dedicated Funds
	OASI Trust Fund	DI Trust Fund	Other Dedicated Funds	Eliminations	
Balance Sheet					
ASSETS					
Fund Balance with Treasury	\$ (92)	\$ (140)	\$ 0	\$ 0	\$ (232)
Investments	2,796,712	45,880	0	0	2,842,592
Interest Receivable	21,236	347	0	0	21,583
Accounts Receivables - Non-Federal	2,444	4,340	0	(2)	6,782
Total Assets	\$ 2,820,300	\$ 50,427	\$ 0	\$ (2)	\$ 2,870,725
LIABILITIES and NET POSITION					
Accrued Railroad Retirement	\$ 4,307	\$ 243	\$ 0	\$ 0	\$ 4,550
Accounts Payable, Federal	374	837	0	0	1,211
Benefits Due and Payable	69,230	28,520	0	(2)	97,748
Accounts Payable, Non-Federal	0	12	0	0	12
Total Liabilities	73,911	29,612	0	(2)	103,521
Cumulative Results of Operations	2,746,389	20,815	0	0	2,767,204
Total Liabilities and Net Position	\$ 2,820,300	\$ 50,427	\$ 0	\$ (2)	\$ 2,870,725
Statement of Net Cost					
Program Costs	\$ 765,024	\$ 144,018	\$ 0	\$ 0	\$ 909,042
Operating Expenses	405	254	0	0	659
Less Earned Revenue	(1)	(25)	(132)	0	(158)
Net Cost of Operations	\$ 765,428	\$ 144,247	\$ (132)	\$ 0	\$ 909,543
Statement of Changes in Net Position					
Net Position Beginning of Period	\$ 2,720,423	\$ 17,964	\$ 3	\$ 0	\$ 2,738,390
Tax Revenue	679,580	147,579	0	0	827,159
Interest Revenue	88,061	1,409	0	0	89,470
Net Transfers In/Out	23,748	(1,931)	(32,437)	0	(10,620)
Other	5	41	32,302	0	32,348
Total Financing Sources	791,394	147,098	(135)	0	938,357
Net Cost of Operations	765,428	144,247	(132)	0	909,543
Net Change	25,966	2,851	(3)	0	28,814
Net Position End of Period	\$ 2,746,389	\$ 20,815	\$ 0	\$ 0	\$ 2,767,204

Chart 10 for FY 2016 includes eliminations between SSA's funds from dedicated collections, which primarily represent eliminations for activity between the OASI and DI Trust Funds. However, \$1,691 million of receivables and liabilities in the funds from dedicated collections for the year ended September 30, 2016 need to be eliminated against LAE (Accounts Payable, Federal), SSI (Benefits Due and Payable), and PTF, excluding Taxation on Benefits (Accounts Receivable, Federal), which are not classified as funds from dedicated collections. Therefore, due to the separate presentation of funds from dedicated collections only in this note, SSA does not include eliminations between funds from dedicated collections and LAE, SSI, and PTF, excluding Taxation on Benefits in Chart 10.

11. OPERATING EXPENSES

CLASSIFICATION OF OPERATING EXPENSES BY MAJOR PROGRAM

Chart 11a displays SSA's operating expenses for each major program. LAE SSA operating expenses recorded in Other primarily represent the HI/SMI Trust Funds' shares of SSA's operating expenses, including the Medicare Prescription Drug Program. LAE ARRA operating expenses recorded in the Other program primarily represent expenses associated with the National Support Center. OASI and DI Trust Fund Operations include expenses of Treasury to assist in managing the OASI and DI Trust Funds. Vocational Rehabilitation includes expenditures of State agencies for vocational rehabilitation of OASI, DI, and SSI beneficiaries.

**Chart 11a - SSA's Operating Expenses by Major Program
as of September 30:
(Dollars in Millions)**

	2017						Total
	LAE			OASI and DI Trust Fund Operations	Vocational Rehabilitation & Other		
	SSA	OIG	ARRA				
OASI	\$ 3,142	\$ 39	\$ 0	\$ 514	\$ 6	\$ 3,701	
DI	2,751	35	0	98	144	3,028	
SSI	4,367	0	0	0	175	4,542	
Other	2,369	29	26	0	0	2,424	
	<u>\$ 12,629</u>	<u>\$ 103</u>	<u>\$ 26</u>	<u>\$ 612</u>	<u>\$ 325</u>	<u>\$ 13,695</u>	

**Chart 11a - SSA's Operating Expenses by Major Program
as of September 30:
(Dollars in Millions)**

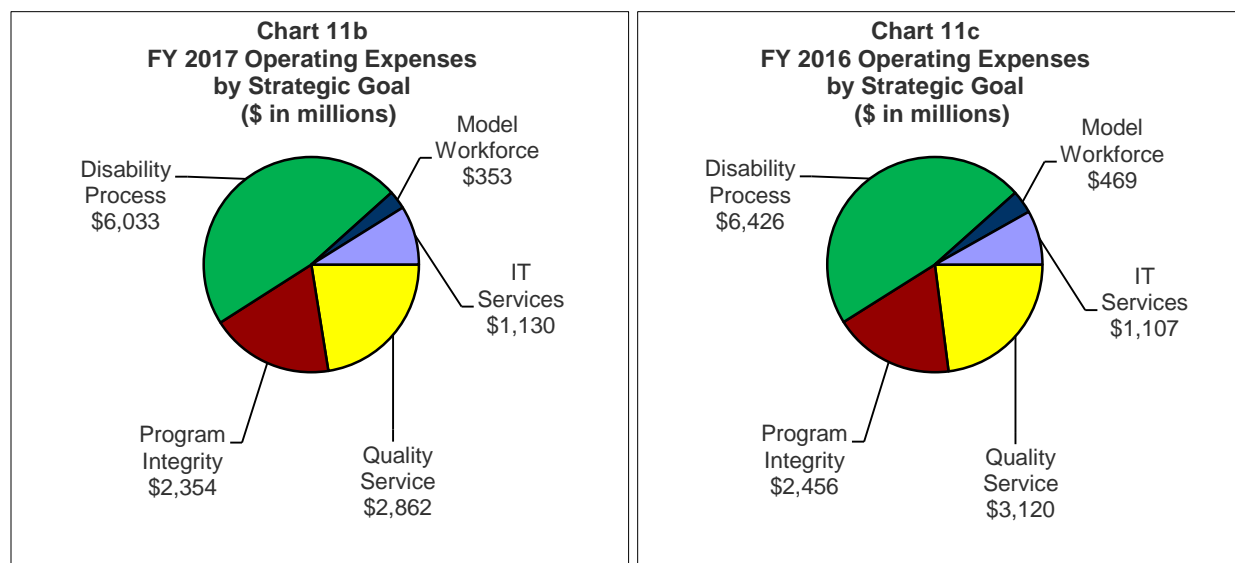
	2016						Total
	LAE			OASI and DI Trust Fund Operations	Vocational Rehabilitation & Other		
	SSA	OIG	ARRA				
OASI	\$ 3,345	\$ 40	\$ 0	\$ 400	\$ 5	\$ 3,790	
DI	3,040	36	0	83	171	3,330	
SSI	4,716	0	0	0	194	4,910	
Other	2,372	29	39	0	0	2,440	
	<u>\$ 13,473</u>	<u>\$ 105</u>	<u>\$ 39</u>	<u>\$ 483</u>	<u>\$ 370</u>	<u>\$ 14,470</u>	

CLASSIFICATION OF OPERATING EXPENSES BY STRATEGIC GOAL

SSA's *Annual Performance Plan* (APP) sets forth expected levels of performance the agency is committed to achieving, and includes proposed levels of performance for future fiscal years. Our APP is characterized by broad-based Strategic Goals that the entire agency supports. The five goals are:

- Deliver Innovative, Quality Services (Quality Service);
- Strengthen the Integrity of Our Programs (Program Integrity);
- Serve the Public Through a Stronger, More Responsive Disability Program (Disability Process);
- Build a Model Workforce to Deliver Quality Service (Model Workforce); and
- Ensure Reliable, Secure, and Efficient Information Technology Services (IT Services).

Charts 11b and 11c exhibit the distribution of FY 2017 and FY 2016 SSA and OIG LAE operating expenses to the five APP Strategic Goals, which agree to the agency’s LAE budget appropriation.



For Charts 11b and 11c, we subtracted LAE ARRA expenses from total SSA LAE operating expenses before distributing the operating expenses to the agency’s APP Strategic Goals. SSA does not include OASI and DI Trust Fund Operations and Vocational Rehabilitation expenses (see Chart 11a) in LAE by Strategic Goal as these amounts are disbursed from the OASI and DI Trust Funds and are not directly linked to the budget authority.

12. EXCHANGE REVENUES

SSA recognizes revenue from exchange transactions when goods and services are provided. The goods and services provided are priced so that charges do not exceed the agency’s cost. Total exchange revenue is \$288 and \$314 million for the years ended September 30, 2017 and 2016. SSA’s exchange revenue primarily consists of fees collected to administer SSI State Supplementation. The fees charged to the States are \$11.68 and \$11.56, per payment, for the years ended September 30, 2017 and 2016. SSA has agreements with 20 States and the District of Columbia to administer some or all of the States' supplement to Federal SSI benefits. Additional fees are collected for handling OASI and DI Trust Fund and SSI attorney fees. Other exchange revenue consists of reimbursement for performing non-mission work for Federal and non-Federal entities. Chart 12 discloses SSA’s exchange revenue by activity.

**Chart 12 - Exchange Revenue as of September 30:
(Dollars in Millions)**

	2017	2016
SSI State Supplementation Fees	\$ 213	\$ 232
SSI Attorney Fees	8	8
DI Attorney Fees	22	25
OASI Attorney Fees	1	1
Other Exchange Revenue	44	48
Total	\$ 288	\$ 314

SSI administrative fees are split between fees that SSA can use and fees that are entitled to Treasury’s General Fund. The General Fund’s portion of these administrative fees are \$99 and \$108 million for the years ended September 30, 2017 and 2016. Of these amounts, \$91 and \$100 million were collected to administer SSI State Supplementation for the years ended September 30, 2017 and 2016. The remainder of the SSI administrative fees,

which meet the criteria of a fund from dedicated collections, in the amounts of \$122 and \$132 million for the years ended September 30, 2017 and 2016, are maintained by SSA to defray expenses in carrying out the SSI program.

13. COSTS AND EXCHANGE REVENUE CLASSIFICATIONS

Chart 13 displays costs and exchange revenue by Intragovernmental and Public classifications. Intragovernmental costs are related to activity with Federal entities, which include: payments for processing benefit and administrative checks; employee benefits; and imputed financing costs. Refer to Note 15, Imputed Financing, for additional information. Public costs are related to activity with non-Federal entities, which include: OASI and DI benefit payments; SSI payments; payroll; and other administrative costs. Intragovernmental exchange revenue is collections received from Federal entities for services provided, which includes reimbursements from the Department of Agriculture for the Food Stamp Program. Public exchange revenue is collections received from non-Federal entities for services provided, which includes fees for administering the States' portion of SSI payments. Other Program primarily reports the costs and revenues that SSA incurs in administering: (1) a portion of the Medicare program; and (2) ARRA activities.

**Chart 13 - Costs and Exchange Revenue Classifications as of September 30:
(Dollars in Millions)**

	2017			2016		
	Gross Cost	Less Earned Revenue	Net Cost	Gross Cost	Less Earned Revenue	Net Cost
OASI Program						
Intragovernmental	\$ 1,394	\$ (8)	\$ 1,386	\$ 1,282	\$ (9)	\$ 1,273
Public	795,462	(4)	795,458	767,532	(4)	767,528
OASI Subtotal	796,856	(12)	796,844	768,814	(13)	768,801
DI Program						
Intragovernmental	869	(7)	862	884	(8)	876
Public	143,365	(25)	143,340	146,464	(28)	146,436
DI Subtotal	144,234	(32)	144,202	147,348	(36)	147,312
SSI Program						
Intragovernmental	1,264	(11)	1,253	1,277	(12)	1,265
Public	54,633	(225)	54,408	62,609	(245)	62,364
SSI Subtotal	55,897	(236)	55,661	63,886	(257)	63,629
Other Program						
Intragovernmental	664	(6)	658	625	(6)	619
Public	1,762	(2)	1,760	1,818	(2)	1,816
Other Subtotal	2,426	(8)	2,418	2,443	(8)	2,435
Total	\$ 999,413	\$ (288)	\$ 999,125	\$ 982,491	\$ (314)	\$ 982,177

14. TAX REVENUES

Treasury estimates monthly employment tax revenues based on SSA's quarterly estimate of taxable earnings. Treasury uses these estimates to credit the Social Security OASI and DI Trust Funds with tax receipts received during the month. Treasury makes adjustments to the amounts previously credited to the OASI and DI Trust Funds based on actual wage data certified quarterly by SSA.

As required by current law, the Social Security OASI and DI Trust Funds are due the total amount of employment taxes payable regardless of whether they have been collected. These estimated amounts are subject to adjustments for wages that were previously unreported, employers misunderstanding the wage reporting instructions, businesses terminating operations during the year, or errors made and corrected with either the Internal Revenue Service or SSA. Revenues to the OASI and DI Trust Funds are reduced for excess employment taxes, which are refunded by offset against income taxes.

Chart 14 displays SSA's Tax Revenue, as reported on the Consolidated Statements of Changes in Net Position, by major program.

Chart 14 - Tax Revenue as of September 30:
(Dollars in Millions)

	2017	2016
OASI	\$ 702,132	\$ 679,580
DI	165,902	147,579
Total	\$ 868,034	\$ 827,159

The passage of Public Law 114-74, *Bipartisan Budget Act of 2015*, increased the DI Trust Fund's portion of the FICA payroll tax by 0.57 percentage points. A total of 2.37 percentage points of the total combined 12.40 percent payroll tax was allocated to the DI Trust Fund starting January 1, 2016, and will continue through December 31, 2018, after which the allocation returns to the prior distribution.

15. IMPUTED FINANCING

SSA is required to incorporate the full cost of goods and services that we receive from other entities on our Consolidated Statements of Net Cost. In some instances, goods or services provided by one Federal entity to another may not be fully reimbursed by the receiving entity. The unreimbursed portion of these costs is considered an imputed cost, and must be recognized on the receiving entity's Statement of Net Cost. The funding for these imputed costs is recognized as an imputed financing source on the receiving entity's Statement of Changes in Net Position. SSA has activities with OPM, Treasury, and the Department of Homeland Security (DHS) that require imputed costs and financing sources to be recognized. While the imputed financing sources are shown on the face of the Consolidated Statements of Changes in Net Position, the imputed costs are included in the operating expense amounts reported on the Consolidated Statements of Net Cost.

OPM administers three earned benefit programs for civilian Federal employees: (1) the Retirement Program, comprised of the CSRS and the FERS; (2) the Federal Employees Health Benefits Program (FEHBP); and (3) the Federal Employee Group Life Insurance Program (FEGLI). The Consolidated Statements of Net Cost recognize post-employment benefit expenses of \$1,050 and \$1,152 million for the years ended September 30, 2017 and 2016, as a portion of operating expenses. The expense represents the current and estimated future outlays for SSA employee pensions, life, and health insurance. SSA is responsible for a portion of the costs of each benefit program during the fiscal year, while the remaining costs are covered by OPM. SSA recognizes these costs on our financial statements as an imputed cost, with a corresponding imputed financing source.

Treasury, on SSA's behalf, processes the payments for SSI benefits. While the majority of the administrative costs associated with processing these payments are recorded as imputed costs with an associated imputed financing source, SSA is responsible for the costs related to postage. In addition, when funds are not legally available to pay

monetary awards from SSA’s own appropriations, Treasury issues payments from the Judgment Fund on behalf of SSA for court judgments and Department of Justice compromise settlements of actual or imminent lawsuits against SSA. These costs are also recorded as imputed costs with a corresponding imputed financing source.

DHS provides SSA with capabilities and tools that identify cybersecurity risks as part of their Continuous Diagnostics and Mitigation (CDM) program. Specifically, DHS has provided SSA with hardware and internal use software associated with this program.

Chart 15 discloses SSA’s imputed financing sources by activity.

**Chart 15 - Imputed Financing Sources as of September 30:
(Dollars in Millions)**

	2017	2016
Employee Benefits (OPM)		
CSRS*	\$ 84	\$ 107
FERS	0	14
FEHBP	340	408
FEGLI	1	1
Total Employee Benefits	425	530
SSI Benefit Payments (Treasury)	16	17
Judgment Fund (Treasury)	1	1
CDM Program (DHS)	5	2
Total	\$ 447	\$ 550

Note:

*The FY 2017 CSRS amounts are offset by \$3 million of excess FY 2017 FERS employer contributions over program service cost.

16. BUDGETARY RESOURCES

APPROPRIATIONS RECEIVED

The Combined Statements of Budgetary Resources discloses Appropriations Received of \$1,041,893 and \$1,018,283 million for the years ended September 30, 2017 and 2016. Appropriations Received on the Consolidated Statements of Changes in Net Position are \$95,546 and \$98,005 million for the same periods. The differences of \$946,347 and \$920,278 million primarily represent appropriated OASI and DI Trust Fund receipts. The Consolidated Statements of Changes in Net Position reflects new appropriations received during the year; however, those amounts do not include dedicated receipts in the OASI and DI Trust Funds.

Appropriations Received for PTF are recorded based on warrants received from the General Fund and presented as Other in the financial statements. These amounts are transferred to the Bureau of Fiscal Service where they are also recorded as Appropriations Received in the OASI and DI Trust Funds. Because OASI and DI Trust Fund activity is combined with Other on SSA’s Combined Statements of Budgetary Resources, Appropriations Received for PTF are duplicated. This is in compliance with OMB’s Circular No. A-136 to have the Combined Statements of Budgetary Resources in agreement with the required SF-133. These amounts are also included on the Consolidated Statements of Changes in Net Position for Other in Appropriations Received.

APPORTIONMENT CATEGORIES OF OBLIGATIONS INCURRED

Agency accounts or funds can receive budgetary resources from OMB through an apportionment or they can receive funds based on statutes, laws, legislation, etc. Apportionments issued for specific activities, projects, objects, or a combination of these categories are classified as Category B. If an account or fund receives its budgetary resources based on law or statute and does not receive an apportionment from OMB, it is classified as Exempt from

Apportionment. Chart 16a reflects the amounts of direct and reimbursable new obligations and upward adjustments against Category B Apportionment and Exempt from Apportionment accounts.

**Chart 16a - Apportionment Categories of Obligations Incurred
as of September 30:
(Dollars in Millions)**

	2017			2016		
	Direct	Reimbursable	Total	Direct	Reimbursable	Total
Category B	\$ 72,537	\$ 2,708	\$ 75,245	\$ 76,661	\$ 2,907	\$ 79,568
Exempt	983,900	1	983,901	952,976	1	952,977
Total	\$ 1,056,437	\$ 2,709	\$ 1,059,146	\$ 1,029,637	\$ 2,908	\$ 1,032,545

PERMANENT INDEFINITE APPROPRIATION

SSA has three Permanent Indefinite Appropriations: OASI and DI Trust Funds and Title VIII. The OASI Trust Fund provides retirement and survivors benefits to qualified workers and their families. The DI Trust Fund provides disability benefits to individuals who cannot work because they have a medical condition expected to last one year or result in death. The authority remains available as long as there are qualified beneficiaries.

The Title VIII Program was established as part of Public Law 106-169, *Foster Care Independence Act of 1999*. It provides special benefits to World War II Philippine veterans receiving SSI, who wanted to spend their remaining years outside the United States. Prior to the passage of Public Law 106-169, the veterans' SSI benefits would terminate the month after leaving the United States. Under the new law, these veterans will receive 75 percent of their benefits. The authority remains available as long as there are qualified recipients.

LEGAL ARRANGEMENTS AFFECTING USE OF UNOBLIGATED BALANCES

During the year, the OASI and DI Trust Funds collect receipts and incur obligations. The receipts are primarily made up of tax and interest revenues. As beneficiaries pass the various entitlement tests prescribed by the *Social Security Act*, benefit payments and other outlays are obligated against the OASI and DI Trust Funds. During a given year, when receipts collected exceed the amount needed to pay benefits and other valid obligations, the excess authority becomes precluded by law from being available for obligations, as of September 30. While this amount is precluded from obligation at the end of one fiscal year, the excess receipts remain assets of the OASI and DI Trust Funds and can become available in future periods as needed.

Chart 16b provides an overview of fiscal year budgetary receipt and obligation information for the OASI and DI Trust Funds. SSA compares the current year receipts to the current year obligations incurred to determine the excess or shortfall for a fiscal year.

**Chart 16b - OASI and DI Trust Fund Activities
as of September 30:
(Dollars in Millions)**

	2017			2016		
	OASI	DI	Total	OASI	DI	Total
Receipts	\$ 822,530	\$ 169,559	\$ 992,089	\$ 799,905	\$ 150,362	\$ 950,267
Less: Obligations	801,604	144,974	946,578	773,309	147,517	920,556
Excess of Receipts Over Obligations	\$ 20,926	\$ 24,585	\$ 45,511	\$ 26,866	\$ 2,845	\$ 29,711

The passage of Public Law 114-74, *Bipartisan Budget Act of 2015*, increased the DI Trust Fund's portion of the FICA payroll tax by 0.57 percentage points. A total of 2.37 percentage points of the total combined 12.40 percent payroll tax was allocated to the DI Trust Fund starting January 1, 2016, and will continue through December 31,

2018, after which the allocation returns to the prior distribution. The overall Net Position of the OASI and DI Trust Funds, on the Consolidated Statements of Changes in Net Position, are \$2,766,567 and \$46,249 million for the year ended September 30, 2017, compared to \$2,746,389 and \$20,815 million for the year ended September 30, 2016.

UNDELIVERED ORDERS AT THE END OF THE PERIOD

Undelivered orders consist of orders of goods and services that SSA has not actually or constructively received. SSA's total undelivered orders are \$2,150 and \$2,182 million for the years ended September 30, 2017 and 2016. The total undelivered orders contain unpaid undelivered orders and advances, with unpaid orders making up the majority of the total. SSA's total unpaid undelivered orders are \$2,125 and \$2,156 million for the years ended September 30, 2017 and 2016.

EXPLANATION OF DIFFERENCES BETWEEN THE STATEMENT OF BUDGETARY RESOURCES AND THE BUDGET OF THE U.S. GOVERNMENT

SSA conducted a reconciliation of budgetary resources, obligations incurred, distributed offsetting receipts, and net outlays as presented in the Combined Statements of Budgetary Resources, to amounts included in the Budget of the U.S. Government for the year ended September 30, 2016. All differences shown in the chart below are recognized as accepted differences. Expired activity is not included in the Budget of the U.S. Government, and distributed offsetting receipts are not included in the net outlay calculation within the Budget of the U.S. Government.

Chart 16c presents a reconciliation of budgetary resources, obligations incurred, distributed offsetting receipts, and outlays as presented in the Combined Statements of Budgetary Resources, to amounts included in the Budget of the U.S. Government for the year ended September 30, 2016.

Chart 16c - Explanation of Differences Between Statement of Budgetary Resources and the Budget of the U.S. Government for FY 2016:
(Dollars in Millions)

	Budgetary Resources	Obligations Incurred	Distributed Offsetting Receipts	Net Outlays
Combined Statement of Budgetary Resources	\$ 1,038,823	\$ 1,032,545	\$ 35,331	\$ 976,786
Expired activity not in President's Budget	(366)	(143)	0	0
Offsetting Receipts activity not in President's Budget	0	0	0	35,331
Other	1	1	2	1
Budget of the U.S. Government	\$ 1,038,458	\$ 1,032,403	\$ 35,333	\$ 1,012,118

A reconciliation has not been conducted for the year ended September 30, 2017 since the actual budget data for FY 2017 will not be available until the President's Budget is published. Once available, the actual budget data will be located on [OMB's Appendix website \(www.whitehouse.gov/omb/budget/Appendix\)](http://www.whitehouse.gov/omb/budget/Appendix).

17. RECONCILIATION OF NET COST OF OPERATIONS TO BUDGET

Chart 17 - Reconciliation of Net Cost of Operations to Budget for the Years Ended September 30, 2017 and 2016
(Dollars in Millions)

	2017	2016
Resources Used to Finance Activities:		
Budgetary Resources Obligated		
Obligations Incurred	\$ 1,059,146	\$ 1,032,545
Offsetting Collections and Recoveries	(16,414)	(15,947)
Obligations Net of Offsetting Collections and Recoveries	1,042,732	1,016,598
Offsetting Receipts	(40,391)	(35,331)
Net Obligations	1,002,341	981,267
Other Resources		
Imputed Financing	447	550
Other	(221)	(240)
Net Other Resources Used to Finance Activities	226	310
Total Resources Used to Finance Activities	1,002,567	981,577
Resources Not Part of the Net Cost of Operations:		
Change in Budgetary Resources Obligated, Not Yet Provided	35	(273)
Resources that Fund Expenses Recognized in Prior Periods	(228)	(90)
Budgetary Offsetting Collections and Receipts that Do Not Affect Net Cost of Operations	40,287	35,343
Change in Resources that Finance Assets	(690)	1,328
Other Resources or Adjustments to Net Obligated Resources that Do Not Affect Net Cost of Operations	(42,653)	(37,633)
Total Resources Not Part of the Net Cost of Operations	(3,249)	(1,325)
Total Resources Used to Finance the Net Cost of Operations	999,318	980,252
Components of the Net Cost of Operations that Will Not Require or Generate Resources in the Current Period:		
Components Requiring or Generating Resources in Future Periods		
Increase in Annual Leave Liability	0	9
Components Not Requiring or Generating Resources		
Change in Depreciation and Amortization	667	(602)
Revaluation of Assets and Liabilities	70	0
Other	(930)	2,518
Total Components of Net Cost of Operations that Will Not Require or Generate Resources	(193)	1,916
Total Components of Net Cost of Operations that Will Not Require or Generate Resources in the Current Period	(193)	1,925
Net Cost of Operations	\$ 999,125	\$ 982,177

Chart 17 presents a reconciliation between SSA's budgetary and proprietary accounting. This reconciliation shows the relationship between the net obligations derived from the Statement of Budgetary Resources and net costs of operations derived from the Statement of Net Costs by identifying and explaining key items that affect one Statement, but not the other.

18. SOCIAL INSURANCE DISCLOSURES

STATEMENTS OF SOCIAL INSURANCE

The Statements of Social Insurance present the present value for the 75-year projection period of the estimated future noninterest income, estimated future cost, and the excess of income over cost for both the “open group” and “closed group” of participants. The open group of participants includes all current and future participants (including those born during the projection period) who are now participating or are expected to eventually participate in the OASDI social insurance program. The closed group of participants includes only current participants (i.e., those who attain age 15 or older in the first year of the projection period). The closed group disclosure is not relevant to the financial status because the program is financed largely on a pay-as-you-go basis.

Present values are computed based on the intermediate economic and demographic assumptions described in *The 2017 Annual Report of the Board of Trustees of the Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds* (the Trustees Report) for the 75-year projection period beginning January 1, 2017. These assumptions represent the Trustees’ reasonable estimate of likely future economic and demographic conditions. Similar present values are shown in the Statements of Social Insurance based on the prior four Trustees Reports reflecting present values at January 1 of the applicable year.

Estimated future noninterest income consists of payroll taxes from employers, employees, and self-employed persons; revenue from Federal income-taxation of scheduled OASDI benefits; and miscellaneous reimbursements from the General Fund of the Treasury. It does not include interest income on asset reserves held in the combined OASI and DI Trust Fund. The estimated future cost includes benefit amounts scheduled under current law, administrative expenses, and net transfers with the Railroad Retirement program.

The present value of the estimated future excess of noninterest income over cost is shown in the Statements of Social Insurance, not only for the open group of participants, but also for the “closed group” of participants. The closed group of participants consists of those who, in the starting year of the projection period, have attained age 15 or older. This closed group is further divided into those who have attained retirement eligibility age in the starting year of the projection period and those who attained age 15 through 61 in the starting year of the projection period. The Statements of Social Insurance also present the present value of estimated future noninterest income less estimated future cost *plus* the combined OASI and DI Trust Fund asset reserves at the start of the period on both an open and closed group basis.

Combined OASI and DI Trust Fund asset reserves represent the accumulated excess of all past income, including interest on prior combined OASI and DI Trust Fund asset reserves, over all past expenditures for the social insurance program. The combined OASI and DI Trust Fund asset reserves as of January 1, 2017 totaled \$2,848 billion and were comprised entirely of investment securities that are backed by the full faith and credit of the Federal Government.

The present value for a 75-year projection period of estimated future excess of noninterest income over cost, plus the combined OASI and DI Trust Fund asset reserves at the start of the period, is shown as a negative value. Its magnitude is commonly referred to as the “open group unfunded obligation” of the program over the 75-year projection period. This value is included in the applicable Trustees Report and is shown in the Report as a percentage of taxable payroll and as a percentage of gross domestic product (GDP) over the period.

Because the OASDI program lacks borrowing authority, the open group unfunded obligation represents the amount of benefits scheduled in the law that would not be payable in the years after the asset reserves in the combined OASI and DI Trust Fund become depleted. Thus, if the asset reserves in the combined OASI and DI Trust Fund become depleted, the amount of money available to pay benefits and other expenses would be limited to continuing noninterest income. Therefore, barring legislative action, this unfunded obligation represents a financial shortfall that would be accommodated by either paying benefits that are less than the amount scheduled or by delaying the payment of scheduled benefits.

ASSUMPTIONS USED FOR THE STATEMENTS OF SOCIAL INSURANCE

The present values used in this presentation for the current year (2017) are based on the full amounts of estimated noninterest income and the cost of providing benefits at the levels scheduled under current law, even after the OASI and DI Trust Fund asset reserves are depleted. Estimates are also based on various economic and demographic assumptions, including those in the following table:

Table 1: Significant Assumptions and Summary Measures Used for the Statement of Social Insurance 2017

	Total Fertility Rate ¹	Age-Sex-Adjusted Death Rate ² (per 100,000)	Period Life Expectancy At Birth ³		Net Annual Immigration (persons per year) ⁴	Real-Wage Differential ⁵ (percentage points)	Annual Percentage Change In:				Average Annual Interest Rate ¹⁰
			Male	Female			Average Annual Wage in Covered Employment ⁶	CPI ⁷	Total Employment ⁸	Real GDP ⁹	
2017	1.90	772.1	77.0	81.6	1,559,000	1.84	4.00	2.17	1.1	2.9	2.7%
2020	1.98	750.2	77.4	81.9	1,512,000	1.87	4.47	2.60	1.0	2.9	4.6%
2030	2.00	686.1	78.6	82.9	1,332,000	1.29	3.89	2.60	0.5	2.1	5.3%
2040	2.00	630.8	79.7	83.8	1,282,000	1.21	3.81	2.60	0.6	2.2	5.3%
2050	2.00	582.3	80.7	84.6	1,257,000	1.24	3.84	2.60	0.5	2.2	5.3%
2060	2.00	539.7	81.7	85.4	1,243,000	1.21	3.81	2.60	0.4	2.1	5.3%
2070	2.00	502.0	82.5	86.1	1,234,000	1.15	3.75	2.60	0.5	2.1	5.3%
2080	2.00	468.6	83.4	86.8	1,229,000	1.13	3.73	2.60	0.5	2.1	5.3%
2090*	2.00	438.7	84.1	87.4	1,227,000	1.15	3.75	2.60	0.4	2.0	5.3%

* The valuation period used for the 2017 Statement of Social Insurance extends to 2091.

1. The total fertility rate for any year is the average number of children that would be born to a woman in her lifetime if she were to experience, at each age of her life, the birth rate observed in, or assumed for, the selected year, and if she were to survive the entire childbearing period.
2. The age-sex-adjusted death rate is based on the enumerated total 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. It is a summary measure and not a basic assumption; it summarizes the basic assumptions from which it is derived.
3. The period life expectancy at a given age for a given year is the average remaining number of years expected prior to death for a person at that exact age, born on January 1, using the mortality rates for that year over the course of his or her remaining life. It is a summary measure and not a basic assumption; it summarizes the effects of the basic assumptions from which it is derived.
4. Net annual immigration is the number of persons who enter during the year (both legally and otherwise) minus the number of persons who leave during the year. It is a summary measure and not a basic assumption; it summarizes the effects of the basic assumptions from which it is derived.
5. The real-wage differential is the annual percentage change in the average annual wage in covered employment less the annual percentage change in the Consumer Price Index for Urban Wage Earners and Clerical Workers (CPI-W). Values are rounded after all computations.
6. The average annual wage in covered employment is the total amount of wages and salaries for all employment covered by the OASDI program in a year, divided by the number of employees with any such earnings during the year. It is a summary measure and not a basic assumption; it summarizes the basic assumptions from which it is derived.
7. The CPI is CPI-W.
8. Total employment is total U.S. military and civilian employment. It is a summary measure and not a basic assumption; it summarizes the basic assumptions from which it is derived.
9. The real GDP is the value of the total output of goods and services in 2009 dollars. It is a summary measure and not a basic assumption; it summarizes the effects of the basic assumptions from which it is derived.
10. The average annual interest rate is the average of the nominal interest rates, which compound semiannually, for special public-debt obligations issuable to the OASI and DI Trust Funds in each of the 12 months of the year. It is a summary measure and not a basic assumption; it summarizes the basic assumptions from which it is derived.

The present values used in the Statement of Social Insurance for the current year and in corresponding Statements in prior years are based on various economic and demographic assumptions. The values for each of these assumptions move from recently experienced levels or trends toward long-range ultimate values. These ultimate values are summarized in Table 2. Detailed information, similar to that denoted within Table 1, is available on [our Agency Financial Report website \(www.socialsecurity.gov/finance\)](http://www.socialsecurity.gov/finance) for the prior four years.

Table 2: Significant Ultimate Assumptions and Summary Measures Used for the Statements of Social Insurance for Current and Prior Years

Year of Statement	Total Fertility Rate ¹	Average Annual Percentage Reduction in the Age-Sex-Adjusted Death Rates ²	Average Annual Net Immigration (persons per year) ³	Average Annual Real-Wage Differential ⁴ (percentage points)	Average Annual Percentage Change In:			Average Annual Real Interest Rate ⁸
					Average Annual Wage in Covered Employment ⁵	CPI ⁶	Total Employment ⁷	
FY 2017	2.0	0.77	1,286,000	1.20	3.80	2.60	0.5	2.7
FY 2016	2.0	0.78	1,291,000	1.20	3.80	2.60	0.5	2.7
FY 2015	2.0	0.78	1,155,000	1.17	3.87	2.70	0.5	2.9
FY 2014	2.0	0.79	1,125,000	1.13	3.83	2.70	0.5	2.9
FY 2013	2.0	0.80	1,095,000	1.12	3.92	2.80	0.6	2.9

1. The total fertility rate for any year is the average number of children that would be born to a woman in her lifetime if she were to experience, at each age of her life, the birth rate observed in, or assumed for, the selected year, and if she were to survive the entire childbearing period. For the 2017 Statement, the ultimate total fertility rate is assumed to be reached in the 11th year of the projection period.
2. The age-sex-adjusted death rate is based on the enumerated total population as of a standard date if that population were to experience the death rates by age and sex observed in, or assumed for, the selected year. For the FY 2014–2017 Statements, the standard date was April 1, 2010. For the 2013 Statement, the standard date was April 1, 2000. It is a summary measure and not a basic assumption; it summarizes the basic assumptions from which it is derived. The value presented is the average annual percentage reduction for each 75-year projection period. The annual rate of reduction declines gradually during the period, so no ultimate rate is achieved. For the 2017 Statement, the average annual rate of reduction is computed based on death-rate levels, as shown in Table 1.
3. Net annual immigration is the number of persons who enter during the year (both legally and otherwise) minus the number of persons who leave during the year. The value in the table is a summary measure and not a basic assumption; it summarizes the basic assumptions from which it is derived. The value shown is the average net immigration level projected for the 75-year projection period. For the 2017 Statement, the value shown is consistent with the annual levels shown in Table 1.
4. The annual real-wage differential is the annual percentage change in the average annual wage in covered employment less the annual percentage change in the CPI-W. The value presented is the average of annual real-wage differentials for the last 65 years of the 75-year projection period. For the 2017 Statement, the average real-wage differential is consistent with the annual differentials shown in Table 1.
5. The average annual wage in covered employment is the total amount of wages and salaries for all employment covered by the OASDI program in a year divided by the number of employees with any such earnings during the year. It is a summary measure and not a basic assumption; it summarizes the basic assumptions from which it is derived. The value presented is the average annual percentage change from the 10th year of the 75-year projection period to the 75th year. For the 2017 Statement, the average annual percentage change is consistent with the annual percentages shown in Table 1.
6. The CPI is the CPI-W. The ultimate assumption is reached within the first 10 years of the projection period. For the 2017 Statement, the average annual rate of CPI is consistent with the annual differentials shown in Table 1.
7. Total employment is total U.S. military and civilian employment. It is a summary measure and not a basic assumption; it summarizes the basic assumptions from which it is derived. The average annual percentage change in total employment is for the entire 75-year projection period. The annual rate of increase tends to decline through the period reflecting the slowing growth rate of the working-age population. Thus, no ultimate rate of change is achieved. For the 2017 Statement, the average annual rate of change is consistent with the annual percentages shown in Table 1.
8. The average annual real interest rate reflects the expected annual real yield for each year on securities issuable in the prior year. The ultimate rate is reached within the first 10 years of the projection period. For the 2017 Statement, the average annual real interest rate is consistent with the nominal interest rates shown in Table 1.

These assumptions and the other values on which Table 2 is based reflect the intermediate assumptions of the 2013–2017 Trustees Reports. Estimates made prior to this year differ substantially because of revisions to the assumptions based on changes in conditions or experience, and to changes in actuarial methodology. It is reasonable to expect more changes for similar reasons in future reports.

Additional information on social insurance is contained in the *Required Supplementary Information: Social Insurance* section of this report.

STATEMENTS OF CHANGES IN SOCIAL INSURANCE AMOUNTS

The Statements of Changes in Social Insurance Amounts reconcile changes, from the beginning of one 75-year valuation period to the next, in the: (1) present value of estimated future noninterest income less estimated future cost for current and future participants (the open group measure) over the next 75 years; (2) starting asset reserves of the combined OASI and DI Trust Funds; and (3) present value of estimated future noninterest income less estimated future cost for current and future participants over the next 75 years plus the asset reserves of the combined OASI and DI Trust Funds. These values are included in the Statements of Social Insurance. The Statements of Changes in Social Insurance Amounts show two reconciliations: (1) change from the period beginning on January 1, 2016 to the period beginning on January 1, 2017; and (2) change from the period beginning on January 1, 2015 to the period beginning on January 1, 2016. The reconciliation identifies several changes that are significant and provides reasons for the changes.

The five changes considered in the Statements of Changes in Social Insurance Amounts are, in order:

- change in the valuation period;
- changes in demographic data, assumptions, and methods;
- changes in economic data, assumptions, and methods;
- changes in programmatic data and methods; and
- changes in law or policy.

All estimates in the Statements of Changes in Social Insurance Amounts represent values that are incremental to the prior change. As an example, the present values shown for economic data, assumptions, and methods represent the additional effect of these new data, assumptions, and methods after considering the effects from demography and the change in the valuation period. In general, an increase in the present value of net cash flows represents a positive change (improving financing), while a decrease in the present value of net cash flows represents a negative change (worsening financing).

CHANGE IN THE VALUATION PERIOD

From the period beginning on January 1, 2016 to the period beginning on January 1, 2017

The effect on the 75-year present values of changing the valuation period from the prior valuation period (2016–2090) to the current valuation period (2017–2091) 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 net cash flow for 2016, replaces it with a much larger negative net cash flow for 2091, and measures the present values as of January 1, 2017, one year later. Thus, the present value of estimated future net cash flows (excluding the combined OASI and DI Trust Fund asset reserves at the start of the period) decreased (became more negative) when the 75-year valuation period changed from 2016–2090 to 2017–2091. In addition, the effect on the level of asset reserves in the combined OASI and DI Trust Funds of changing the valuation period is measured by assuming all values projected in the prior valuation for the year 2016 are realized. The change in valuation period increased the starting level of asset reserves in the combined OASI and DI Trust Funds.

From the period beginning on January 1, 2015 to the period beginning on January 1, 2016

The effect on the 75-year present values of changing the valuation period from the prior valuation period (2015–2089) to the current valuation period (2016–2090) 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 net cash flow for 2015, replaces it with a much larger negative net cash flow for 2090, and measures the present values as of January 1, 2016, one year later. Thus, the present value of estimated future net cash flows (excluding the combined OASI and DI Trust Fund asset reserves at the start of the period) decreased (became more negative) when the 75-year valuation period changed from 2015–2089 to 2016–2090. In addition, the effect on the level of asset reserves in the combined OASI and DI Trust Funds of changing the valuation period is measured by assuming all values projected in the prior valuation for the year 2015 are realized. The change in valuation period increased the starting level of asset reserves in the combined OASI and DI Trust Funds.

CHANGES IN DEMOGRAPHIC DATA, ASSUMPTIONS, AND METHODS

From the period beginning on January 1, 2016 to the period beginning on January 1, 2017

The ultimate demographic assumptions for the current valuation (beginning on January 1, 2017) 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 2015 indicated slightly lower birth rates than were assumed in the prior valuation.
- Incorporating 2014 mortality data obtained from the National Center for Health Statistics at ages under 65 and preliminary 2014 mortality data from Medicare experience at ages 65 and older resulted in higher death rates for all future years than were projected in the prior valuation.
- More recent legal and other-than-legal immigration data and historical population data were included.

Inclusion of the recent birth rate data and immigration data decreased the present value of estimated future net cash flows, while the inclusion of the recent mortality data increased the present value of estimated future net cash flows.

There were no notable changes in demographic methodology.

From the period beginning on January 1, 2015 to the period beginning on January 1, 2016

The ultimate demographic assumptions for the current valuation (beginning on January 1, 2016), with the exception of a small change in marriage rates, 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 2013 and 2014 indicated lower birth rates than were expected in the prior valuation. The data also show an increase in birth rates starting in 2014, one year later than assumed in the prior valuation.
- Incorporating mortality data obtained from the National Center for Health Statistics at ages under 65 for 2012 and 2013 and from Medicare experience at ages 65 and older for 2013 resulted in slightly higher death rates than were projected in the prior valuation.
- Assumed ultimate marriage rates were decreased somewhat to reflect a continuation of recent trends.
- More recent legal and other-than-legal immigration data and historical population data were included.

Inclusion of the new birth rate data and immigration data decreased the present value of estimated future net cash flows, while the inclusion of the mortality data and the marriage rate changes increased the present value of estimated future net cash flows.

There were two changes in demographic methodology:

- The transition from recent mortality rates to the ultimate rates starts sooner, immediately after the year of final data. The approach used for the prior valuation extended the trend of the last 10 years through the valuation year for the report and only thereafter started the transition to assumed ultimate rates of decline.
- Historical non-immigrant population counts were revised to match recent totals provided by the DHS. In addition, emigration rates for the never-authorized and visa-overstayer populations were recalibrated to reflect a longer historical period and to be less influenced by the high emigration rates experienced during the recent recession. Finally, the method for projecting emigration of the never-authorized population was altered to reflect lower rates of emigration for those who have resided here longer.

These methodological improvements increased the present value of estimated future net cash flows.

CHANGES IN ECONOMIC DATA, ASSUMPTIONS, AND METHODS

From the period beginning on January 1, 2016 to the period beginning on January 1, 2017

For the current valuation (beginning on January 1, 2017), there was one change to the ultimate economic assumptions.

- The ultimate average real-wage differential is assumed to be 1.20 percent in the current valuation, which is close to a 0.01 percent decrease relative to the previous valuation (even though both ultimate average real-wage differentials are 1.20 when rounded to two decimal places).

In addition to this change in ultimate assumption, the assumed path of the real-wage differential in the first 10 years of the projection period was also lower than in the previous valuation. This led to 0.05 percent lower annual growth in the average annual wage in covered employment in the first 10 years. The lower long-term and near-term real-wage differential assumptions are based on new projections by the CMS of faster growth in employer sponsored group health insurance premiums. Because these premiums are not subject to the payroll tax, faster growth in these premiums means that a smaller share of employee compensation will be in the form of wages that are subject to the payroll tax. The lower real-wage differential decreased the present value of estimated future net cash flows.

Otherwise, the ultimate economic assumptions for the current valuation 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 notable change was updating the near-term interest rates. Also notable was an assumed weaker recovery from the recent recession than previously expected, which led to a reduction in the ultimate level of actual and potential GDP of about 1.0 percent for all years after the short-range period. The changes in near-term interest rates and GDP decreased the present value of estimated future net cash flows. Other, smaller changes in starting values and near-term growth assumptions combined to decrease the present value of estimated future net cash flows.

From the period beginning on January 1, 2015 to the period beginning on January 1, 2016

For the current valuation (beginning on January 1, 2016), there were three changes to the ultimate economic assumptions.

- The ultimate rate of price inflation (CPI-W) was lowered by 0.1 percentage point, to 2.6 percent from 2.7 percent for the previous valuation.
- The ultimate average real-wage differential is assumed to be 1.20 percent in the current valuation, compared to 1.17 percent in the previous valuation.
- The ultimate real interest rate was lowered by 0.2 percentage point, to 2.7 percent from 2.9 percent for the previous valuation.

While very low inflation in recent years is reflective of U.S. and international supply and demand factors that have been affected by the global recession, the average rate of change in the CPI-W over the last two complete business

cycles (from 1989 to 2007) is 2.63 percent. The lower ultimate CPI decreases the present value of estimated future net cash flows.

The higher real-wage differential assumption is based on new projections by the CMS of slower growth in employer sponsored group health insurance premiums. Because these premiums are not subject to the payroll tax, slower growth in these premiums means that a greater share of employee compensation will be in the form of wages that are subject to the payroll tax. The higher real-wage differential increased the present value of estimated future net cash flows.

Real interest rates have been low since 2000, and particularly low since the start of the recent recession. An ongoing and much-debated question among experts is how much of this change is cyclic or a temporary response to extraordinary events, versus a fundamental permanent change. The Trustees believe that lowering the long-term ultimate real interest rate somewhat is appropriate at this time. The lower real interest rate decreased the present value of estimated future net cash flows.

Otherwise, the ultimate economic assumptions for the current valuation 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.

- A reduction in the ultimate level of actual and potential GDP of about 1.0 percent is assumed. Thus, by the end of the short-range period (2025) and for all years thereafter, projected GDP in 2009 dollars is about 1.8 percent below the level in last year's report.

The change to GDP decreased the present value of estimated future net cash flows. Other, smaller changes in starting values and near-term growth assumptions combined to increase the present value of estimated future net cash flows.

CHANGES IN PROGRAMMATIC DATA AND METHODS

From the period beginning on January 1, 2016 to the period beginning on January 1, 2017

Several methodological improvements and updates of program-specific data are included in the current valuation (beginning on January 1, 2017). The most significant are identified below.

- Although ultimate disability assumptions for the current valuation (beginning on January 1, 2017) are the same as those for the prior valuation, recent data have shown significantly lower levels of disability applications and awards than expected in the prior valuation. Based on this experience, estimated disabled worker incidence rates are reduced in the current valuation over the short-range period.
- In the prior valuation, the method used for calculating the probability that aged spouses, widows, and widowers are or are not insured used the “total fully insured rate”—that is, the portion of the entire married, divorced, widow, and widower population that is fully insured—as one of the factors used to determine the fully insured status. The current valuation instead uses the “legal fully insured rate,” thus eliminating the effects of shifts in the uninsured population due to changes in the other-than-legal population.
- The prior valuation captured the known shift in retirement to older ages as life expectancy and the normal retirement age increase by “shuttling” from their actual age in the 10 percent sample of all newly entitled retired-worker beneficiaries in 2013 to an older age. The prior valuation did not, however, account for the possibility of additional earnings in the year or years between the actual age and the shuttled age. The current valuation moved the shuttling procedure to an earlier stage of the model so that these additional earnings could be incorporated, improving consistency with revenue projections.
- The prior valuation projected both the number of dually entitled widows and widowers and their average excess benefit amounts using one regression for the entire group. The current valuation uses regressions for three age groups. Splitting the regressions allows for different independent and dependent variable relationships for age groups 62 to 74, 75 to 84, and 85 and older.

Inclusions of new disability data and the insured status methodological improvement increased the present value of estimated future net cash flows, while the “shuttling” change and the expanded regression for dually entitled categories decreased the present value of estimated cash flows.

From the period beginning on January 1, 2015 to the period beginning on January 1, 2016

Several methodological improvements and updates of program-specific data are included in the current valuation (beginning on January 1, 2016). The most significant are identified below.

- The sample used in the prior valuation for projecting average benefit levels of retired worker and disabled-worker beneficiaries newly entitled for benefits was for worker beneficiaries newly entitled in 2008. The current valuation uses the results from worker beneficiaries newly entitled in 2013. In addition, the method used to determine initial entitlements was improved, primarily to take into account the recent increase of “file and suspend” cases, which were not fully included under the previous methodology.
- Recent data and estimates provided by the Office of Tax Analysis at Treasury indicated higher levels of revenue from taxation of OASDI benefits than projected in the prior valuation.

Both of these methodological improvements increased the present value of estimated future net cash flows.

CHANGES IN LAW OR POLICY**From the period beginning on January 1, 2016 to the period beginning on January 1, 2017**

Between the prior valuation (the period beginning on January 1, 2016) and the current valuation (the period beginning on January 1, 2017), no laws were enacted that are expected to have significant effects on the long-range cost of the OASDI program. However, estimates in the current valuation, unlike in the prior valuation, reflect the assumption that parts of President Obama's 2014 executive actions on immigration will not be implemented. Specifically, the estimates now assume that the following two provisions will not be implemented: (1) granting legal work and residence status to an expanded group of individuals who entered the country as children (Deferred Action for Childhood Arrivals, or DACA) and (2) granting similar status to certain parents of children born in the United States or otherwise living in the country legally (Deferred Action for Parents of Americans). The prior valuation assumed that these two actions would become effective late in 2016, with individuals gaining authorization starting around the beginning of 2017.

The assumed non-implementation of these executive actions increased the present value of estimated future net cash flows.

From the period beginning on January 1, 2015 to the period beginning on January 1, 2016

Between the prior valuation (the period beginning on January 1, 2015) and the current valuation (the period beginning on January 1, 2016), one law was enacted that is expected to have a significant effect on the long-range cost of the OASDI program. On November 2, 2015, the President signed into law Public Law 114-74, *Bipartisan Budget Act of 2015*. Several sections of the law had significant effects on long-range actuarial status, including:

- Section 831. Closure of unintended loopholes. This provision eliminates: (1) the ability to receive only a retired-worker benefit or an aged-spouse benefit when eligible for both, for those attaining age 62 in 2016 and later; and (2) the ability of a family member other than a divorced spouse to receive a benefit based on the earnings of a worker with a voluntarily suspended benefit, for voluntary suspensions requested after April 29, 2016.
- Section 832. Requirement for medical review. This section requires that the medical portion of the case review and any applicable residual functional capacity assessment for an initial disability determination be completed by an appropriate physician, psychiatrist, or psychologist.
- Section 833. Reallocation of payroll tax rates. For earnings in calendar years 2016 through 2018, this section temporarily reallocates from 1.80 percent to 2.37 percent the portion of the total 12.40 percent

OASDI payroll tax that is directed to the DI Trust Fund. This reallocation of the payroll tax rates had no cost effect on the combined OASDI program.

Inclusion of this law increased the present value of estimated future net cash flows.

ASSUMPTIONS USED FOR THE STATEMENTS OF CHANGES IN SOCIAL INSURANCE AMOUNTS

The present values included in the Statements of Changes in Social Insurance Amounts are for the current and prior years and are based on various economic and demographic assumptions used for the intermediate assumptions in the Trustees Reports for those years. Table 1 summarizes these assumptions for the current year. [Our Agency Financial Report website \(\[www.socialsecurity.gov/finance\]\(http://www.socialsecurity.gov/finance\)\)](#) provides tabulated assumptions for the prior year in a similar manner.

PERIOD BEGINNING ON JANUARY 1, 2016 AND ENDING JANUARY 1, 2017

Present values as of January 1, 2016 are calculated using interest rates from the intermediate assumptions of the 2016 Trustees Report. All other present values in this part of the Statement are calculated as a present value as of January 1, 2017. Estimates of the present value of changes in social insurance amounts due to changing the valuation period and changing demographic data, assumptions, and methods are presented using the interest rates under the intermediate assumptions of the 2016 Trustees Report. Because interest rates are an economic estimate and all estimates in the table are incremental to the prior change, all other present values in this part of the Statement are calculated using the interest rates under the intermediate assumptions of the 2017 Trustees Report.

PERIOD BEGINNING ON JANUARY 1, 2015 AND ENDING JANUARY 1, 2016

Present values as of January 1, 2015 are calculated using interest rates from the intermediate assumptions of the 2015 Trustees Report. All other present values in this part of the Statement are calculated as a present value as of January 1, 2016. Estimates of the present value of changes in social insurance amounts due to changing the valuation period and changing demographic data, assumptions, and methods are presented using the interest rates under the intermediate assumptions of the 2015 Trustees Report. Because interest rates are an economic estimate and all estimates in the table are incremental to the prior change, all other present values in this part of the Statement are calculated using the interest rates under the intermediate assumptions of the 2016 Trustees Report.

POTENTIAL IMPACT ON THE SOCIAL INSURANCE STATEMENTS OF THE SEPTEMBER 5, 2017 RESCISSION OF THE 2012 DACA POLICY DIRECTIVE

The DACA policy directive was implemented on June 15, 2012. On September 5, 2017, DHS rescinded the 2012 DACA policy directive and scheduled an orderly phase out of the DACA program. The SSA Office of the Chief Actuary has concluded that the phase out of the DACA program has an effect on the actuarial methods and assumptions used in developing the estimates presented in the Statements of Social Insurance and the Statements of Changes in Social Insurance Amounts. We expect that the phase out of the DACA program will change the present value of future noninterest income less future cost for current and future participants (open group measure) presented in the Statements of Social Insurance and Statements of Changes in Social Insurance Amounts by less than \$20 billion. We do not consider these effects to be material.

**Other Information: Balance Sheet by Major Program
as of September 30, 2017
(Dollars in Millions)**

Assets	OASI	DI	SSI	Other	LAE	Intra-Agency Eliminations	Consolidated
Intragovernmental:							
Fund Balance with Treasury	\$ (99)	\$ (225)	\$ 8,517	\$ 120	\$ (65)	\$ 0	\$ 8,248
Investments	2,820,200	69,669	0	0	0	0	2,889,869
Interest Receivable	20,388	464	0	0	0	0	20,852
Accounts Receivable, Net	1	0	0	0	3,363	(3,342)	22
Other	0	0	2	0	24	0	26
Total Intragovernmental	2,840,490	69,908	8,519	120	3,322	(3,342)	2,919,017
Accounts Receivable, Net	2,537	4,750	5,701	0	2	(548)	12,442
Property, Plant, and Equipment, Net	0	0	0	0	3,371	0	3,371
Total Assets	\$ 2,843,027	\$ 74,658	\$ 14,220	\$ 120	\$ 6,695	\$ (3,890)	\$ 2,934,830
Liabilities							
Intragovernmental:							
Accrued Railroad Retirement Interchange	\$ 4,618	\$ 170	\$ 0	\$ 0	\$ 0	\$ 0	\$ 4,788
Accounts Payable	455	903	7,308	30	(2)	(3,342)	5,352
Other	0	0	1	3	180	0	184
Total Intragovernmental	5,073	1,073	7,309	33	178	(3,342)	10,324
Benefits Due and Payable	71,386	27,330	5,338	0	0	(548)	103,506
Accounts Payable	1	6	355	0	75	0	437
Federal Employee and Veteran Benefits	0	0	0	0	319	0	319
Other	0	0	23	1	661	0	685
Total Liabilities	76,460	28,409	13,025	34	1,233	(3,890)	115,271
Contingencies (Note 9)							
Net Position							
Unexpended Appropriations - All Other Funds	0	0	4,725	86	2	0	4,813
Cumulative Results of Operations - Funds from Dedicated Collections	2,766,567	46,249	0	0	0	0	2,812,816
Cumulative Results of Operations - All Other Funds	0	0	(3,530)	0	5,460	0	1,930
Total Net Position - Funds from Dedicated Collections	2,766,567	46,249	0	0	0	0	2,812,816
Total Net Position - All Other Funds	0	0	1,195	86	5,462	0	6,743
Total Net Position	2,766,567	46,249	1,195	86	5,462	0	2,819,559
Total Liabilities and Net Position	\$ 2,843,027	\$ 74,658	\$ 14,220	\$ 120	\$ 6,695	\$ (3,890)	\$ 2,934,830

**Other Information: Schedule of Net Cost for the Year Ended
September 30, 2017
(Dollars in Millions)**

	Program	LAE	Total
OASI Program			
Benefit Payment Expense	\$ 793,155	\$ 0	\$ 793,155
Operating Expenses	520	3,181	3,701
Total Cost of OASI Program	793,675	3,181	796,856
Less: Exchange Revenues	(1)	(11)	(12)
Net Cost of OASI Program	793,674	3,170	796,844
DI Program			
Benefit Payment Expense	141,206	0	141,206
Operating Expenses	242	2,786	3,028
Total Cost of DI Program	141,448	2,786	144,234
Less: Exchange Revenues	(22)	(10)	(32)
Net Cost of DI Program	141,426	2,776	144,202
SSI Program			
Benefit Payment Expense	51,355	0	51,355
Operating Expenses	175	4,367	4,542
Total Cost of SSI Program	51,530	4,367	55,897
Less: Exchange Revenues	(221)	(15)	(236)
Net Cost of SSI Program	51,309	4,352	55,661
Other			
Benefit Payment Expense	2	0	2
Operating Expenses	0	2,424	2,424
Total Cost of Other	2	2,424	2,426
Less: Exchange Revenues	0	(8)	(8)
Net Cost of Other Program	2	2,416	2,418
Total Net Cost			
Benefit Payment Expense	985,718	0	985,718
Operating Expenses	937	12,758	13,695
Total Cost	986,655	12,758	999,413
Less: Exchange Revenues	(244)	(44)	(288)
Total Net Cost	\$ 986,411	\$ 12,714	\$ 999,125

**Other Information: Schedule of Changes in Net Position for the Year Ended
September 30, 2017
(Dollars in Millions)**

	OASI	DI	SSI		Other	
	Funds from Dedicated Collections	Funds from Dedicated Collections	Funds from Dedicated Collections	All Other Funds	Funds from Dedicated Collections	All Other Funds
Cumulative Results of Operations:						
Beginning Balances	\$ 2,746,389	\$ 20,815	\$ 0	\$ (3,746)	\$ 0	\$ 0
Budgetary Financing Sources						
Appropriations Used	0	0	0	59,311	37,367	22
Tax Revenues	702,132	165,902	0	0	0	0
Interest Revenues	84,040	1,741	0	0	0	0
Transfers In/Out - Without Reimbursement	32,293	(690)	(122)	(4,445)	(37,367)	(20)
Railroad Retirement Interchange	(4,626)	(134)	0	0	0	0
Other Budgetary Financing Sources	13	41	0	0	0	0
Other Financing Sources (Non-Exchange)						
Transfers-In/Out - Without Reimbursement	0	0	0	(2,710)	0	2,710
Imputed Financing Sources	0	0	0	16	0	0
Other	0	0	0	(525)	0	(2,710)
Total Financing Sources	813,852	166,860	(122)	51,647	0	2
Net Cost of Operations	793,674	141,426	(122)	51,431	0	2
Net Change	20,178	25,434	0	216	0	0
Cumulative Results of Operations	\$ 2,766,567	\$ 46,249	\$ 0	\$ (3,530)	\$ 0	\$ 0
Unexpended Appropriations:						
Beginning Balances	\$ 0	\$ 0	\$ 0	\$ 5,918	\$ 0	\$ 86
Budgetary Financing Sources						
Appropriations Received	0	0	0	58,118	37,367	31
Other Adjustments	0	0	0	0	0	(9)
Appropriations Used	0	0	0	(59,311)	(37,367)	(22)
Total Budgetary Financing Sources	0	0	0	(1,193)	0	0
Total Unexpended Appropriations	0	0	0	4,725	0	86
Net Position	\$ 2,766,567	\$ 46,249	\$ 0	\$ 1,195	\$ 0	\$ 86

**Other Information: Schedule of Changes in Net Position for the Year Ended
September 30, 2017 (Continued)
(Dollars in Millions)**

	LAE		CONSOLIDATED		CONSOLIDATED
	All Other Funds	Funds from Dedicated Collections	All Other Funds	TOTAL	
Cumulative Results of Operations:					
Beginning Balances	\$ 5,161	\$ 2,767,204	\$ 1,415	\$ 2,768,619	
Budgetary Financing Sources					
Appropriations Used	30	37,367	59,363	96,730	
Tax Revenues	0	868,034	0	868,034	
Interest Revenues	0	85,781	0	85,781	
Transfers In/Out Without Reimbursement	12,552	(5,886)	8,087	2,201	
Railroad Retirement Interchange	0	(4,760)	0	(4,760)	
Other Budgetary Financing Sources	0	54	0	54	
Other Financing Sources (Non-Exchange)					
Transfers-In/Out	0	0	0	0	
Imputed Financing Sources	431	0	447	447	
Other	0	0	(3,235)	(3,235)	
Total Financing Sources	13,013	980,590	64,662	1,045,252	
Net Cost of Operations	12,714	934,978	64,147	999,125	
Net Change	299	45,612	515	46,127	
Cumulative Results of Operations	\$ 5,460	\$ 2,812,816	\$ 1,930	\$ 2,814,746	
Unexpended Appropriations:					
Beginning Balances	\$ 2	\$ 0	\$ 6,006	\$ 6,006	
Budgetary Financing Sources					
Appropriations Received	30	37,367	58,179	95,546	
Other Adjustments	0	0	(9)	(9)	
Appropriations Used	(30)	(37,367)	(59,363)	(96,730)	
Total Budgetary Financing Sources	0	0	(1,193)	(1,193)	
Total Unexpended Appropriations	2	0	4,813	4,813	
Net Position	\$ 5,462	\$ 2,812,816	\$ 6,743	\$ 2,819,559	

Required Supplementary Information: Combining Schedule of Budgetary Resources for the Year Ended September 30, 2017
(Dollars in Millions)

	OASI	DI	SSI	Other	LAE	Combined
Budgetary Resources						
Unobligated Balances, Brought Forward, October 1	\$ 0	\$ 0	\$ 5,794	\$ 87	\$ 397	\$ 6,278
Recoveries of Prior Year Unpaid Obligations	6	285	585	0	242	1,118
Other Changes in Unobligated Balance	347	(285)	1	(10)	40	93
Unobligated Balance From Prior Year Budget Authority, Net	353	0	6,380	77	679	7,489
Appropriations (Discretionary and Mandatory)	801,251	144,974	58,240	37,398	30	1,041,893
Spending Authority from Offsetting Collections (Discretionary and Mandatory)	0	0	2,649	1	12,605	15,255
Total Budgetary Resources	\$ 801,604	\$ 144,974	\$ 67,269	\$ 37,476	\$ 13,314	\$ 1,064,637
Status of Budgetary Resources						
New obligations and upward adjustments (Note 16)						
Direct	\$ 801,604	\$ 144,974	\$ 60,022	\$ 37,389	\$ 12,448	\$ 1,056,437
Reimbursable	0	0	2,644	1	64	2,709
New obligations and upward adjustments (total)	801,604	144,974	62,666	37,390	12,512	1,059,146
Unobligated Balance, End of Year						
Apportioned, unexpired accounts	0	0	4,016	38	612	4,666
Unapportioned, unexpired accounts	0	0	585	0	10	595
Unexpired unobligated balance, end of year	0	0	4,601	38	622	5,261
Expired unobligated balance, end of year	0	0	2	48	180	230
Unobligated balance, end of year (total)	0	0	4,603	86	802	5,491
Total Budgetary Resources	\$ 801,604	\$ 144,974	\$ 67,269	\$ 37,476	\$ 13,314	\$ 1,064,637
Change in Obligated Balance						
Unpaid obligations:						
Unpaid Obligations, Brought Forward, October 1	\$ 73,910	\$ 29,622	\$ 3,297	\$ 36	\$ 2,519	\$ 109,384
New obligations and upward adjustments	801,604	144,974	62,666	37,390	12,512	1,059,146
Outlays, Gross	(799,049)	(145,855)	(61,482)	(37,396)	(12,308)	(1,056,090)
Recoveries of Prior Year Unpaid Obligations	(6)	(285)	(585)	0	(242)	(1,118)
Unpaid Obligations, End of Year	76,459	28,456	3,896	30	2,481	111,322
Uncollected payments:						
Uncollected Payments, Federal Sources, Brought Forward, October 1	0	0	0	0	(2,943)	(2,943)
Change in Uncollected Payments, Federal Sources	0	0	0	0	(410)	(410)
Uncollected Payments Federal Sources, End of Year	0	0	0	0	(3,353)	(3,353)
Memorandum (non-add) Entries:						
Obligated balance, Start of Year	\$ 73,910	\$ 29,622	\$ 3,297	\$ 36	\$ (424)	\$ 106,441
Obligated balance, End of Year	\$ 76,459	\$ 28,456	\$ 3,896	\$ 30	\$ (872)	\$ 107,969
Budget Authority and Outlays, Net						
Budget Authority, Gross (Discretionary and Mandatory)	\$ 801,251	\$ 144,974	\$ 60,889	\$ 37,399	\$ 12,635	\$ 1,057,148
Actual Offsetting Collections (Discretionary and Mandatory)	0	0	(2,650)	(1)	(12,236)	(14,887)
Change in Uncollected Customer Payments From Federal Sources (Discretionary and Mandatory)	0	0	0	0	(410)	(410)
Recoveries of Prior Year Paid Obligations	0	0	1	0	41	42
Budget Authority, Net (Discretionary and Mandatory)	\$ 801,251	\$ 144,974	\$ 58,240	\$ 37,398	\$ 30	\$ 1,041,893
Outlays, Gross (Discretionary and Mandatory)	799,049	145,855	61,482	37,396	12,308	1,056,090
Actual Offsetting Collections (Discretionary and Mandatory)	0	0	(2,650)	(1)	(12,236)	(14,887)
Outlays, Net (Discretionary and Mandatory)	799,049	145,855	58,832	37,395	72	1,041,203
Distributed Offsetting Receipts	(35,441)	(2,020)	(221)	(2,709)	0	(40,391)
Agency Outlays, Net (Discretionary and Mandatory)	\$ 763,608	\$ 143,835	\$ 58,611	\$ 34,686	\$ 72	\$ 1,000,812

REQUIRED SUPPLEMENTARY INFORMATION: SOCIAL INSURANCE

PROGRAM DESCRIPTION

The Old-Age, Survivors, and Disability Insurance (OASDI) program, collectively referred to as “Social Security,” provides cash benefits for eligible U.S. citizens and residents. At the end of calendar year 2016, SSA paid OASDI benefits to about 61 million beneficiaries. The laws applicable for the period determine eligibility and benefit amounts. Current law provides that the amount of the monthly benefit payments for workers and their eligible dependents or survivors is based on the workers’ lifetime earnings histories.

The OASDI program is financed largely on a pay-as-you-go basis--that is, OASDI payroll taxes paid each year by current workers are primarily used to pay the benefits provided during that year to current beneficiaries. The retired-worker benefits it pays replaces a larger proportion of earned income for lower earners than for higher earners. Changes in laws governing the program may alter the amount of OASDI income (e.g., payroll taxes) and benefits.

PROGRAM FINANCES AND SUSTAINABILITY

As discussed in Note 9 to the Consolidated Financial Statements, a liability of \$98 billion as of September 30, 2017 (\$97 billion as of September 30, 2016) is included in “Benefits Due and Payable” on the balance sheet for unpaid amounts of OASDI benefits due to recipients on or before that date. Virtually all of this amount was paid in October 2017. Also, an asset of \$2,890 billion as of September 30, 2017 (\$2,843 billion as of September 30, 2016) is recognized for the “investments in Treasury securities.” These investments are referred to as the combined OASI and DI Trust Fund asset reserves throughout the remainder of this required supplementary information. They represent the accumulated excess for the OASDI program of all past income, including interest, over all past expenditures. They are invested only in securities backed by the full faith and credit of the Federal Government (see Investments and Interest Receivable, Note 5).

No liability has been recognized on the balance sheet for future payments to be made to current and future program participants beyond the unpaid amounts as of September 30, 2017 because OASDI is accounted for as a social insurance program rather than as a pension program. Accounting for a social insurance program recognizes the expense of benefits when they are actually paid or are due to be paid because benefit payments are nonexchange transactions and are not considered deferred compensation as would be employer-sponsored pension benefits for employees. Accrual accounting for a pension program, by contrast, recognizes as a liability retirement benefit expenses as they are earned so that the full estimated actuarial present value of the worker’s expected retirement benefits has been recognized by the time the worker retires.

Required Supplementary Information - While no liability has been recognized on the balance sheet for future obligations beyond those due at the reporting date, actuarial estimates are made of the long-range financial status of the OASDI program and are presented here. Throughout this section, the following terms will generally be used as indicated:

- **Income:** payroll taxes from employers, employees, and self-employed persons; revenue from Federal income tax on scheduled OASDI benefits; interest income from Treasury securities held as asset reserves of the OASI and DI Trust Funds; and miscellaneous reimbursements from the General Fund of the Treasury;
- **Income excluding interest (Noninterest Income):** income, as defined above, excluding the interest income from Treasury securities held as asset reserves of the OASI and DI Trust Funds;

- **Cost:** scheduled benefit payments, administrative expenses, net transfers with the Railroad Retirement program, and vocational rehabilitation expenses for disabled beneficiaries;
- **Cash flow:** depending on the context, either income, noninterest income, or cost;
- **Net cash flow:** either income less cost or noninterest income less cost; however, net cash flow in this section refers to noninterest income less cost; and
- **Present value:** the equivalent value, as of a specified point in time and adjusted using a specified interest rate, of a future stream of payments (either income or cost). The present value of a future stream of payments may be thought of as the lump-sum amount that, if invested at the specified interest rate as of the specified point in time, together with interest earnings would be just enough to meet each of the obligations as they fall due.

All estimates in this section are based on the 75-year projections under the intermediate assumptions in *The 2017 Annual Report of the Board of Trustees of the Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds* (2017 Trustees Report) (see Note 18 to the Statements of Social Insurance). The Statements of Social Insurance, the Statements of Changes in Social Insurance Amounts, and the required supplementary information below are derived from estimates of future income and cost based on these assumptions and on the current *Social Security Act*, including future changes previously enacted. This information includes:

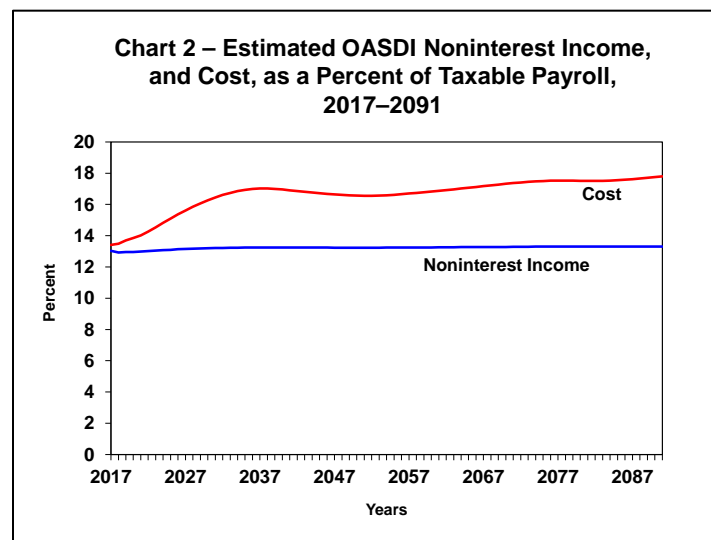
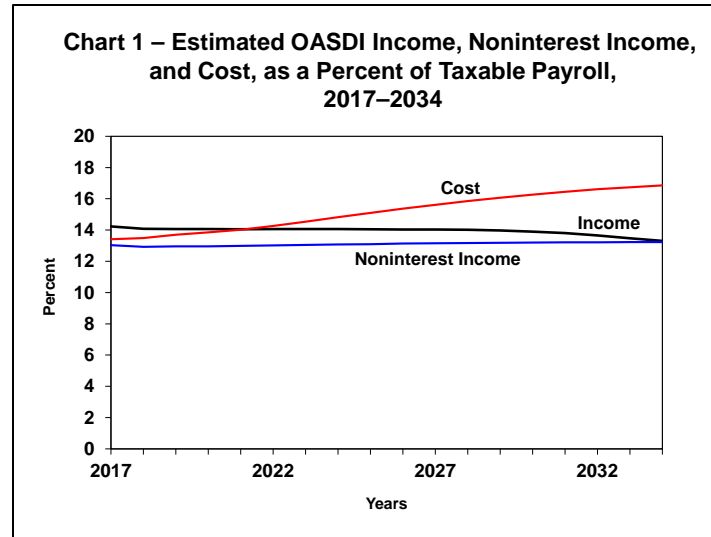
- (1) present values of future estimated cost for, and estimated income (excluding interest) from, or on behalf of, current and future program participants;
- (2) estimated annual income, income (excluding interest), and cost as percentages of taxable payroll and gross domestic product (GDP);
- (3) the ratio of estimated covered workers to estimated beneficiaries; and
- (4) an analysis of the sensitivity of the projections to changes in selected assumptions.

Sustainable Solvency - Based on the estimates of income and cost presented in the Statements of Social Insurance, the OASDI program does not meet the criteria for sustainable solvency. In order to meet the criteria for sustainable solvency, the program would need to be able to pay all scheduled benefits in full on a timely basis and maintain asset reserves in the combined OASI and DI Trust Funds at all times within the 75-year projection period. In addition, the asset reserves in the combined OASI and DI Trust Funds would need to be stable or rising as a percentage of annual program cost at the end of the period.

Cash Flow Projections - Charts 1 through 4 show annual cash flow projections for the OASDI program. OASDI noninterest income and cost are estimated for each year from 2017 through 2091. However, income including interest is only estimated through 2034, the year that the asset reserves in the combined OASI and DI Trust Funds are projected to deplete. After the point of such depletion, no interest earnings would be available. Moreover, because the program lacks the authority to borrow to continue paying benefits, benefit payments would be limited to the available tax income (noninterest income). Therefore, displaying annual income levels beyond the point of combined OASI and DI Trust Fund depletion would be inappropriate unless the cost of scheduled benefits was replaced by the amount of benefits that would be payable.

Estimates are for the open-group population (i.e., all persons projected to participate in the OASDI program as covered workers or beneficiaries, or both during that period). Therefore, the estimates include payments from, and on behalf of, workers who will enter covered employment during the period as well as those already in covered employment at the beginning of that period. They also include cost for such workers and their dependents during that period.

Amounts as a Percentage of Taxable Payroll - Chart 1 shows estimated annual income, noninterest income, and cost through 2034 expressed as percentages of taxable payroll. Chart 2 is an extension of Chart 1, showing estimated annual noninterest income and cost through 2091 expressed as percentages of taxable payroll.



As presently constructed, the program receives most of its income from the 6.2 percent payroll tax that employees and employers each pay on taxable wages and salaries (for a combined payroll tax rate of 12.4 percent) and the 12.4 percent that is paid on taxable self-employment income. In all years of the projection period, estimated annual cost is more than estimated annual income excluding interest. After 2017, estimated cost, expressed as a percentage of taxable payroll, increases rapidly through 2035 and is rising at the end of the 75-year period. The estimated income at the end of the 75-year period is sufficient to cover 73 percent of the estimated cost.

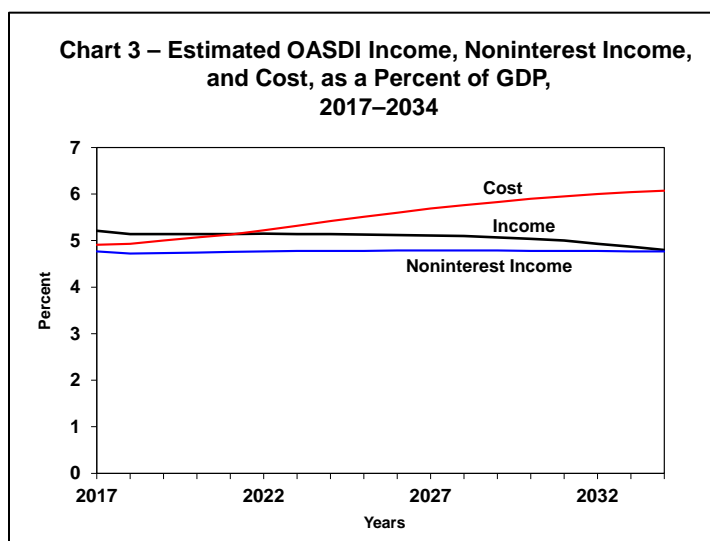
As Chart 1 shows, estimated cost starts to exceed income including interest in 2022. This occurs because of a variety of factors including the retirement of the baby boom generation, the relatively small number of people born during the subsequent period of lower birth rates, and the projected increases in life expectancy, which increase the average number of years of receiving benefits relative to the average number of years of paying taxes. Estimated annual cost is projected to exceed noninterest income in all years of the projection period. 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 of the Treasury. The Government could finance this redemption by increasing its borrowing from the public, raising taxes (other than OASDI payroll taxes), and/or reducing expenditures (other than OASDI cost). Alternatively, the Government could make this redemption unnecessary by changing the law to increase OASDI taxes and/or reduce OASDI scheduled benefits.

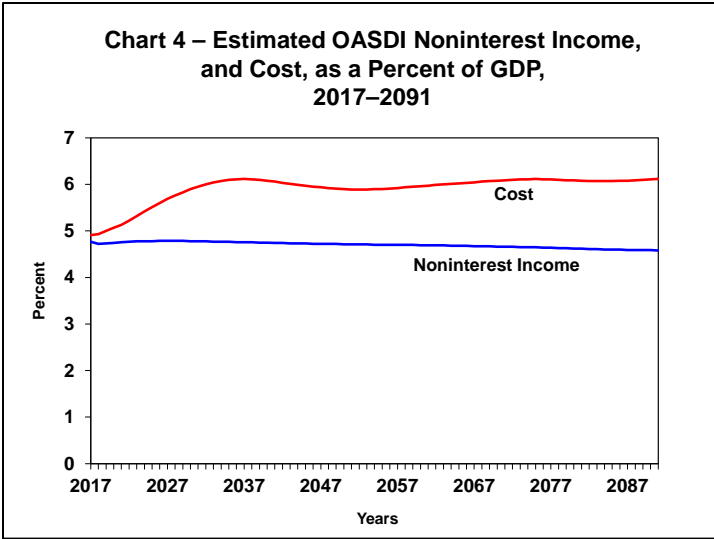
Actuarial Balance - The Statements of Social Insurance show that the present value of the excess of income (excluding interest) over cost for the 75-year period is -\$15,357 billion. If augmented by the combined OASI and DI Trust Fund asset reserves at the start of the period (January 1, 2017), it is -\$12,509 billion. This excess does not equate to the actuarial balance in the Trustees Report of -2.83 percent of taxable payroll because the actuarial balance includes the cost of attaining a target combined OASI and DI Trust Fund level at the end of the period equal to total projected cost for the 76th year of the period.

For the combined OASI and DI Trust Funds to remain solvent throughout the 75-year projection period, revenues would have to increase by an amount equivalent to an immediate and permanent payroll tax increase of 2.76 percentage points (from its current level of 12.40 percent to 15.16 percent). One interpretation of the actuarial balance is that its magnitude, 2.83 percent, should equal the necessary increase. However, the increase is different for two reasons. First, the necessary tax rate is the rate required to maintain solvency throughout the period that results in no asset reserves in the OASI and DI Trust Funds at the end of the period, whereas the actuarial balance incorporates an ending asset reserve in the OASI and DI Trust Funds equal to one year's cost. Second, the necessary tax rate reflects a behavioral response to tax rate changes, whereas the actuarial balance does not. In particular, the calculation of the necessary tax rate assumes that an increase in payroll taxes results in a small shift of wages and salaries to forms of employee compensation that are not subject to the payroll tax.

Alternatively, solvency could be achieved by reducing scheduled benefits by an amount equivalent to an immediate and permanent reduction of about 17 percent applied to all current and future beneficiaries, or about 20 percent if the reductions were applied only to newly entitled beneficiaries. Finally, some combination of both tax increases and benefit reductions could be adopted.

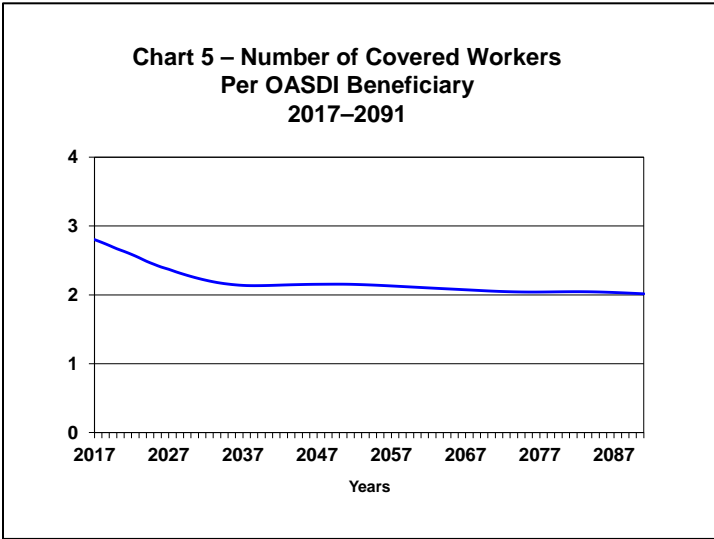
Amounts as a Percentage of Gross Domestic Product - Chart 3 shows estimated annual income, noninterest income, and cost through 2034 expressed as percentages of GDP. Chart 4 is an extension of Chart 3, showing estimated annual noninterest income and cost through 2091 expressed as percentages of GDP. Analyzing these cash flows in terms of percentage of the estimated GDP, which represents the total value of goods and services produced in the United States, 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 2016, OASDI cost was about \$922 billion, which was about 5.0 percent of GDP. The cost of the program (based on current law) rises rapidly to 6.1 percent by 2037, then declines to 5.9 percent by 2050, and gradually increases to 6.1 percent by 2091. The rapid increase from 2017 to 2035 is projected to occur as baby boomers become eligible for OASDI benefits, lower birth rates result in fewer workers per beneficiary, and beneficiaries continue to live longer.

Ratio of Workers to Beneficiaries - Chart 5 shows the estimated number of covered workers per OASDI beneficiary using the Trustees’ intermediate assumptions. As defined by the Trustees, covered workers are persons having earnings creditable for OASDI purposes based on services for wages in covered employment and/or income from covered self-employment. The estimated number of workers per beneficiary declines from 2.8 in 2016 to 2.0 in 2091.



SENSITIVITY ANALYSIS

Projections of the future financial status of the OASDI program depend on many demographic and economic assumptions, including fertility, mortality, net immigration, average wages, inflation, and interest rates on Treasury securities. The 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 perfect long-range projections of these factors are impossible and 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 six key assumptions: total fertility rate, mortality, net immigration, real-wage differential, Consumer Price Index (CPI), and real interest rate. The range of values chosen for the sensitivity analysis is intended to present a reasonable range within which future experience is generally expected to fall, on average over long time periods. The range of values is not intended to represent any particular probability interval around the intermediate assumptions.

For this analysis, the intermediate assumptions in the 2017 Trustees Report are used as the reference point, and each selected assumption is varied individually. All present values are calculated as of January 1, 2017 and are based on estimates of income and cost during the 75-year projection period 2017–2091. In this section, for brevity, “income” means “noninterest income.”

For each assumption analyzed, one table and one chart are presented. The table shows the present value of the estimated excess of OASDI income over cost based on each of three selected values of the assumption being analyzed. The middle values provided correspond to the intermediate assumption of the Trustees. The chart shows the present value of each annual net cash flow.

Sensitivity of program cost to changes in multiple assumptions is also useful. The Trustees Report presents high-cost and low-cost alternative assumption sets, which combine the variations shown individually in this report. It should be noted that due to interactions, the combined effect of two or more assumption changes may not be equal to the sum of the effects shown separately. The Trustees, in their annual report, also include estimates using a stochastic model developed by the Office of the Chief Actuary. These estimates provide an additional way of analyzing variability in assumptions, income, and cost.

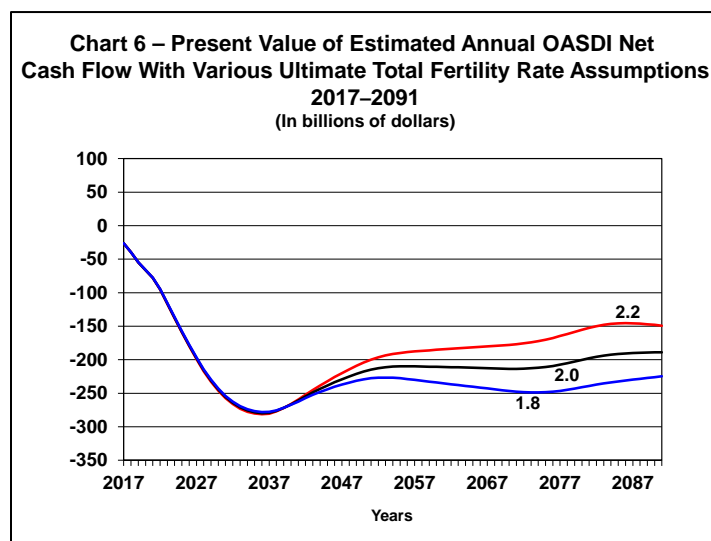
Total Fertility Rate - Table 1 shows the present value of the estimated excess of OASDI income over cost for the 75-year period, for each of the assumptions about the ultimate total fertility rate. These assumptions are 1.8, 2.0, and 2.2 children per woman, where 2.0 is the intermediate assumption in the 2017 Trustees Report. The total fertility rate is assumed to change gradually from its current level and to reach the selected ultimate value in 2032, 2027, and 2024 under the total fertility rate assumptions of 1.8, 2.0, and 2.2, respectively.

Table 1 demonstrates that if the ultimate total fertility rate were changed from 2.0 children per woman, the Trustees’ intermediate assumption, to 1.8, the shortfall for the period of estimated OASDI income relative to cost would increase to \$16,683 billion from \$15,357 billion; if the ultimate rate were changed to 2.2, the shortfall would decrease to \$13,899 billion.

Table 1: Present Value of Estimated Excess of OASDI Income over Cost With Various Ultimate Total Fertility Rate Assumptions
Valuation Period: 2017–2091

Ultimate Total Fertility Rate	1.8	2.0	2.2
Present Value of Estimated Excess (In billions)	-\$16,683	-\$15,357	-\$13,899

Using the same total fertility rates used for the estimates in Table 1, Chart 6 shows the present value of the estimated annual OASDI net cash flow.



The three patterns of the present values shown in Chart 6 are similar. The present values based on all three ultimate total fertility rates are negative in all years of the 75-year projection period. The net cash flow estimates corresponding to all three ultimate fertility rates decrease through 2036, and mostly increase thereafter. Net cash flow estimates corresponding to a 1.8 and a 2.0 total fertility rate have one more period of decreasing present values in years 2054–2074 and 2057–2071, respectively. Net cash flow estimates corresponding to a 2.2 total fertility rate have a final period of decreasing present values beginning in 2087. Based on all three ultimate total fertility rates, it would take less of an investment today to cover the annual deficit in 2091 than it would to cover the annual deficit in 2035.

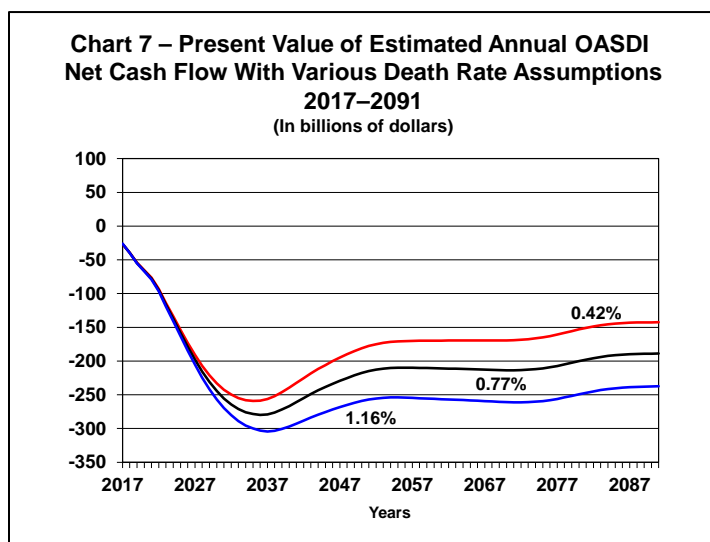
Mortality - Table 2 shows the present values of the estimated excess of OASDI income over cost for the 75-year period, using various assumptions about future reductions in death rates. The analysis was developed by varying the reduction assumed to occur during 2016–2091 in death rates by age, sex, and cause of death. The reductions assumed for this period, summarized as average annual reductions in the age-sex-adjusted death rate, are 0.42, 0.77, and 1.16 percent per year, where 0.77 percent is the intermediate assumption in the 2017 Trustees Report. (The resulting cumulative decreases in the age-sex-adjusted death rate during the same period are 27, 44, and 58 percent, respectively.) The life expectancy at birth, on a unisex period life table basis, is projected to rise from 79.1 in 2016 to 82.7, 85.8, and 88.8 in 2091 for average annual reductions in the age-sex-adjusted death rate of 0.42, 0.77, and 1.16 percent, respectively.

Table 2 demonstrates that if the annual reduction in death rates were changed from 0.77 percent, the Trustees' intermediate assumption, to 0.42 percent, meaning that people die younger, the shortfall for the period of estimated OASDI income relative to cost would decrease to \$12,976 billion from \$15,357 billion; if the annual reduction were changed to 1.16 percent, meaning that people live longer, the shortfall would increase to \$17,942 billion.

Table 2: Present Value of Estimated Excess of OASDI Income over Cost With Various Death Rate Assumptions
Valuation Period: 2017–2091

Average Annual Reduction in Death Rates (from 2016 to 2091)	0.42 Percent	0.77 Percent	1.16 Percent
Present Value of Estimated Excess (In billions)	-\$12,976	-\$15,357	-\$17,942

Using the same assumptions about future reductions in death rates used for the estimates in Table 2, Chart 7 shows the present value of the estimated annual OASDI net cash flow.



The three patterns of the present values shown in Chart 7 are similar. Under all three sets of assumptions, the net cash flow estimates are negative in all years of the 75-year projection period. The present values are expected to decrease rapidly into the 2030s. Present values based on all three sets of assumptions begin to increase (become less negative) by 2038. Therefore, in terms of today’s investment dollar, annual OASDI net cash flow, although still negative, begins to increase (become less negative) at that time, and generally continues to increase through 2091. Under all three sets of assumptions net cash flows have one more period of gradual decreasing present values around years 2055–2070.

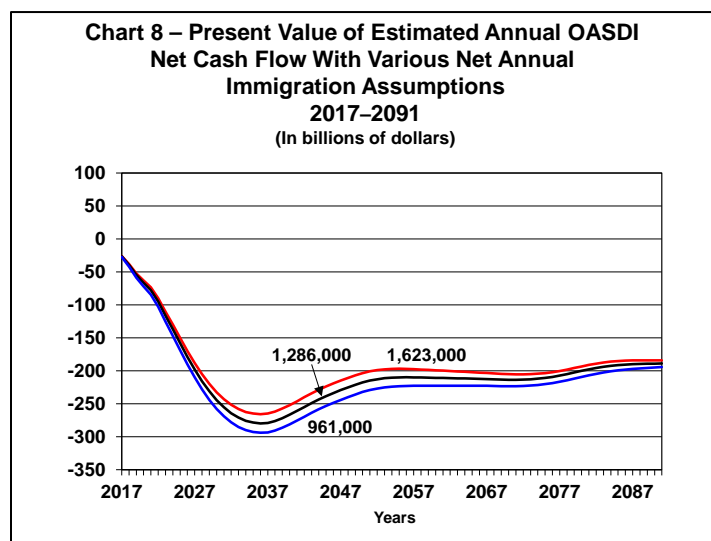
Net Annual Immigration - Table 3 shows the present values of the estimated excess of OASDI income over cost for the 75-year period, using various assumptions about the magnitude of annual immigration. Assumptions are made about the levels of legal immigration, legal emigration, other immigration, and other emigration. Based on these levels, it is projected that net annual immigration (legal and other) will average 961,000 persons, 1,286,000 persons, and 1,623,000 persons over the 75-year valuation period, where 1,286,000 persons is the average value based on the intermediate assumptions in the 2017 Trustees Report.

Table 3 demonstrates that if the Trustees’ intermediate immigration assumptions were changed so that the average level for the 75-year period decreased from 1,286,000 persons to 961,000 persons, the present value of the shortfall for the period of estimated OASDI income relative to cost would increase to \$16,181 billion from \$15,357 billion. If, instead, the immigration assumptions were changed so that net annual immigration would be expected to average 1,623,000 persons, the present value of the shortfall would decrease to \$14,620 billion.

Table 3: Present Value of Estimated Excess of OASDI Income over Cost With Various 75-Year Average Net Annual Immigration Assumptions
Valuation Period: 2017–2091

75-Year Average Net Annual Immigration	961,000 Persons	1,286,000 Persons	1,623,000 Persons
Present Value of Estimated Excess (In billions)	-\$16,181	-\$15,357	-\$14,620

Using the same assumptions about net annual immigration used for the estimates in Table 3, Chart 8 shows the present value of the estimated annual OASDI net cash flow.



The three patterns of the present values shown in Chart 8 are similar. Under all three sets of assumptions, the net cash flow estimates are negative in all years of the 75-year projection period. The net cash flow estimates corresponding to all three net annual immigration assumptions decrease through 2036, and mostly increase (become less negative) thereafter. Under all three sets of assumptions net cash flows have another period of gradually decreasing present values from around 2055–2070. Net cash flow estimates corresponding to a net average annual immigration of 1,623,000 persons begin decreasing again in 2090.

Immigration generally occurs at relatively young adult ages, so there is no significant effect on beneficiaries (and, therefore, on benefits) in the early years of the projection period, but the effect on the numbers of workers (and, therefore, on payroll tax income) is immediate. Therefore, even in the early years, the present values, year by year, are generally higher (less negative in later years) for higher net annual immigration. However, the increased payroll taxes for a given year are eventually offset by benefits paid in that year to earlier immigrant cohorts. Therefore, the present values based on the three assumptions about net annual immigration become more similar at the end of the projection period.

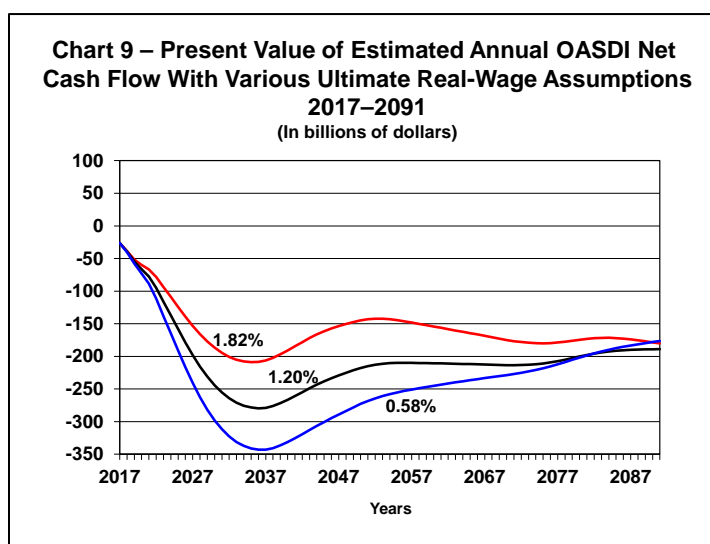
Real-Wage Differential - The annual real-wage differential is the difference between the percentage increases in: (1) the average annual wage in OASDI covered employment; and (2) the average annual CPI. The ultimate real-wage differential is the average of the annual real-wage differential for the last 65 years of the 75-year projection period. Table 4 shows the present values of the estimated excess of OASDI income over cost for the 75-year period, using various assumptions about the ultimate real-wage differential. These assumptions are that the ultimate real-wage differential will be 0.58, 1.20, and 1.82 percentage points, where 1.20 percentage points is the intermediate assumption in the 2017 Trustees Report. In each case, the ultimate annual increase in the CPI is assumed to be 2.60 percent (as used in the intermediate assumptions), yielding ultimate percentage increases in the average annual wage in covered employment of 3.18, 3.80, and 4.42 percent, respectively.

Table 4 demonstrates that if the ultimate real-wage differential were changed from 1.20 percentage point, the Trustees’ intermediate assumption, to 0.58 percentage point, the shortfall for the period of estimated OASDI income relative to cost would increase to \$17,629 billion from \$15,357 billion; if the ultimate real-wage differential were changed from 1.20 to 1.82 percentage points, the shortfall would decrease to \$11,928 billion.

Table 4: Present Value of Estimated Excess of OASDI Income over Cost With Various Ultimate Real-Wage Assumptions
Valuation Period: 2017–2091

Ultimate Annual Increase in Wages, CPI; Real-Wage Differential	3.18%, 2.60%; 0.58%	3.80%, 2.60%; 1.20%	4.42%, 2.60%; 1.82%
Present Value of Estimated Excess (In billions)	-\$17,629	-\$15,357	-\$11,928

Using the same assumptions about the ultimate real-wage differential used for the estimates in Table 4, Chart 9 shows the present value of the estimated annual OASDI net cash flow.



The net cash flow estimates corresponding to all three sets of assumptions are negative in all years of the 75-year projection period. The present values based on all three sets of assumptions are expected to decrease into the 2030s before increasing (becoming less negative) by 2037. Therefore, in terms of today’s investment dollar, annual OASDI net cash flow, although still negative, begins to increase (become less negative) at that time. For the assumed real-wage differential of 1.82 percentage points, the present values continue to increase until 2053 when decreases begin again and generally continue throughout the remainder of the projection period. The present values for the other two assumptions generally continue increasing throughout the remaining projection period. Under the assumed real-wage differential of 1.20 percentage points, net cash flows have one more period of decreasing present values from 2057–2071.

Differences among the estimates of annual net cash flow based on the three assumptions about the ultimate real-wage differential become apparent early in the projection period. Higher real-wage differentials increase both wages and initial benefit levels. Because the effects on wages and, therefore, on payroll taxes are immediate, while the effects on benefits occur with a substantial lag, annual net cash flow is higher for higher assumed real-wage differentials. In the early years, when the effects on benefits are quite small and the effects on wages are compounding, the patterns of the estimates of annual net cash flow based on the three assumptions diverge fairly rapidly. However, toward the end of the projection period, annual net cash flow becomes more similar for all assumed real-wage differentials. This occurs because benefits would then be more fully realized at a time when the projected cost substantially exceeds noninterest income. These effects are depicted by the patterns in Chart 9 coming together at the end of the projection period.

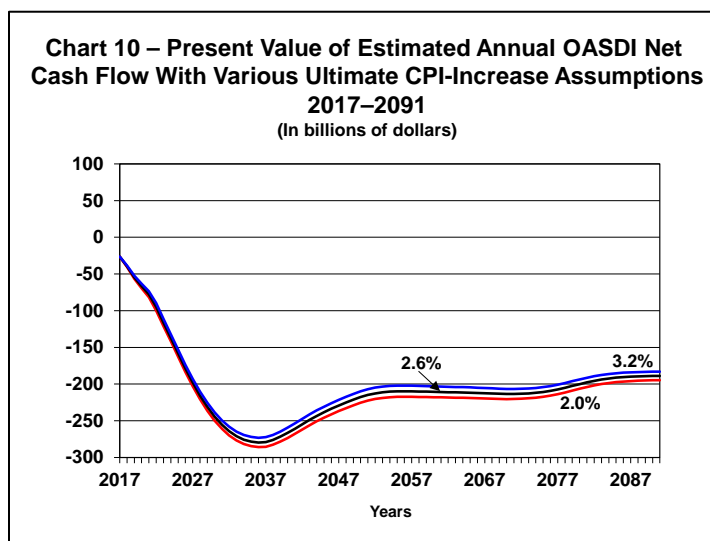
Consumer Price Index - Table 5 shows the present values of the estimated excess of OASDI income over cost for the 75-year period, using various assumptions about the ultimate rate of change in the CPI. These assumptions are that the ultimate annual increase in the CPI will be 2.00, 2.60, and 3.20 percent, where 2.60 percent is the intermediate assumption in the 2017 Trustees Report. In each case, the ultimate real-wage differential is assumed to be 1.20 percentage point (as used in the intermediate assumptions), yielding ultimate percentage increases in average annual wages in covered employment of 3.20, 3.80, and 4.40 percent, respectively.

Table 5 demonstrates that if the ultimate annual increase in the CPI were changed from 2.60 percent, the Trustees' intermediate assumption, to 2.00 percent, the shortfall for the period of estimated OASDI income relative to cost would increase to \$15,827 billion from \$15,357 billion; if the ultimate annual increase in the CPI were changed to 3.20 percent, the shortfall would decrease to \$14,876 billion. The seemingly counter-intuitive result that higher CPI increases result in decreased shortfalls (and vice versa) is explained by the time lag between the effects of the CPI changes on taxable payroll and on benefit payments. The effect on taxable payroll due to a greater increase in average wages is experienced immediately, while the effect on benefits is experienced with a lag of about one year. For this reason, larger increases in the CPI cause earnings and income to increase sooner and, therefore, by more each year, than benefits and cost.

Table 5: Present Value of Estimated Excess of OASDI Income over Cost With Various Ultimate CPI-Increase Assumptions
Valuation Period: 2017–2091

Ultimate Annual Increase in Wages, CPI; Real-Wage Differential	3.20%, 2.00%; 1.20%	3.80%, 2.60%; 1.20%	4.40%, 3.20%; 1.20%
Present Value of Estimated Excess (In billions)	-\$15,827	-\$15,357	-\$14,876

Using the same assumptions about the ultimate annual increase in the CPI used for the estimates in Table 5, Chart 10 shows the present value of the estimated annual OASDI net cash flow.



The net cash flow estimates corresponding to all three sets of assumptions are negative in all years of the 75-year projection period. The net cash flow estimates corresponding to all three ultimate CPI-increase assumptions decrease through 2036 and mostly increase (become less negative) thereafter. Under all three sets of assumptions net cash flows have one more period of gradual decreasing present values each from around 2055–2070.

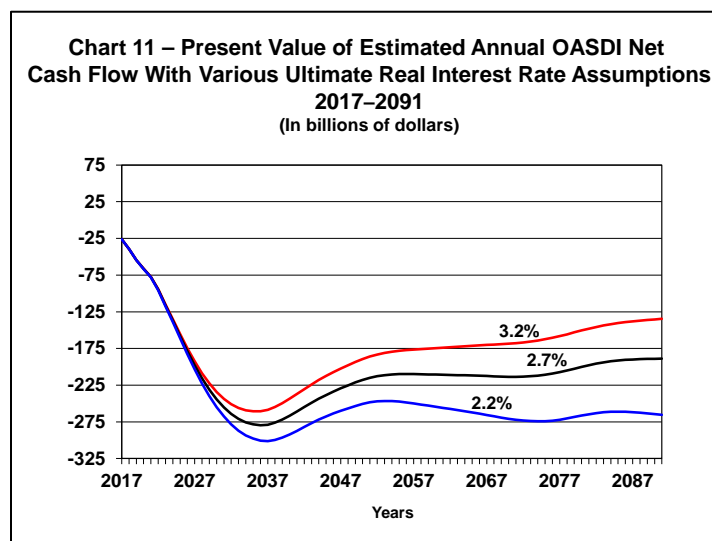
Real Interest Rate - Table 6 shows the present values of the estimated excess of OASDI income over cost for the 75-year period, using various assumptions about the ultimate annual real interest rate for special-issue Treasury obligations sold to the OASI and DI Trust Funds. These assumptions are that the ultimate annual real interest rate will be 2.2, 2.7, and 3.2 percent, where 2.7 percent is the intermediate assumption in the 2017 Trustees Report. Changes in real interest rates change the present value of cash flow, even though the cash flow itself does not change.

Table 6 demonstrates that if the ultimate real interest rate were changed from 2.7 percent, the Trustees' intermediate assumption, to 2.2 percent, the shortfall for the period of estimated OASDI income relative to cost, when measured in present-value terms would increase to \$18,200 billion from \$15,357 billion; if the ultimate annual real interest rate were changed to 3.2 percent, the present-value shortfall would decrease to \$13,089 billion.

Table 6: Present Value of Estimated Excess of OASDI Income over Cost With Various Ultimate Real Interest Assumptions
Valuation Period: 2017–2091

Ultimate Annual Real Interest Rate	2.2 Percent	2.7 Percent	3.2 Percent
Present Value of Estimated Excess (In billions)	-\$18,200	-\$15,357	-\$13,089

Using the same assumptions about the ultimate annual real interest rate used for the estimates in Table 6, Chart 11 shows the present value of the estimated annual OASDI net cash flow.



The net cash flow estimates corresponding to all three sets of assumptions are negative in all years of the 75-year projection period. The three patterns of the present values shown in Chart 11 are similar. The present values are expected to decrease rapidly into the 2030s. Present values based on all three sets of assumptions begin to increase (become less negative) by 2038. Therefore, in terms of today's investment dollar, annual OASDI net cash flow, although still negative, begins to increase (become less negative) at that time. For ultimate real interest rates of 2.7 percent and 3.2 percent the increasing present values mostly continue through 2091, with one more period of decreasing present values for net cash flow estimates corresponding to an ultimate real interest rate of 2.7 percent from 2057–2071. For an ultimate real interest rate of 2.2 percent, the present values increase in years 2038–2053, decrease in years 2054–2074, and mostly increase thereafter.

AUDITORS' REPORT



November 9, 2017

Nancy A. Berryhill
Acting Commissioner

The *Chief Financial Officers Act of 1990* (Pub. L. No. 101-576), as amended, requires that the Social Security Administration's (SSA) Inspector General or an independent external auditor, as determined by the Inspector General, audit SSA's consolidated financial statements in accordance with applicable standards. Under a contract monitored by the Office of the Inspector General (OIG), KPMG LLP (KPMG), an independent certified public accounting firm, audited SSA's Fiscal Year (FY) 2017 consolidated financial statements. This letter transmits the KPMG *Independent Auditors' Report* on the audit of SSA's FY 2017 consolidated financial statements. KPMG's report includes the following:

- Opinions on the Financial Statements, including the Opinions on the Consolidated Financial Statements and Sustainability Financial Statements, and an opinion on the Effectiveness of SSA's Internal Controls over Financial Reporting; and
- Other Reporting Requirements Required by *Government Auditing Standards*.

OBJECTIVES OF A FINANCIAL STATEMENT AND EFFECTIVENESS OF INTERNAL CONTROLS OVER FINANCIAL REPORTING AUDITS

KPMG conducted its audit of the consolidated financial statements and sustainability financial statements, and SSA's internal control over financial reporting in accordance with auditing standards generally accepted in the United States; *Government Auditing Standards* issued by the Comptroller General of the United States; and Office of Management and Budget (OMB) Bulletin No. 17-03, *Audit Requirements for Federal Financial Statements*. Those standards and OMB Bulletin No. 17-03 require that KPMG plan and perform the audits to obtain reasonable assurance about whether the financial statements are free from material misstatement and whether effective internal control over financial reporting was maintained in all material respects.

An audit of financial statements involves performing procedures to obtain audit evidence about the amounts and disclosures in the financial statements. The procedures selected depend on the auditors' judgment, including the assessment of the risks of material misstatement of the financial statements, whether due to fraud or error. An audit of financial statements also includes evaluating the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management as well as evaluating the overall presentation of the financial statements.

The sustainability financial statements are based on management's assumptions and 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. The sustainability financial statements are not forecasts or prediction, and are not intended to imply that current policy or law is sustainable. Given the number of factors that affect the sustainability financial statements and the fact that future events and circumstances cannot be estimated with certainty, even if current policy is continued, the estimates in the sustainability financial statements and the actual results will differ.

In addition, KPMG audited SSA's internal control over financial reporting as of September 30, 2017 based on criteria established in the *Standards for Internal Control in the Federal Government* issued by the Comptroller General of the United States. An audit of internal controls over financial reporting included performing procedures to obtain audit evidence about whether a material weakness exists, obtaining an understanding of internal control over financial reporting, and testing and evaluating the design and operating effectiveness of internal control over financial reporting based on the assessed risk. Because of its inherent limitations, internal control over financial reporting may not prevent or detect and correct misstatements.

AUDIT OF FINANCIAL STATEMENTS, EFFECTIVENESS OF INTERNAL CONTROL, AND COMPLIANCE WITH LAWS AND REGULATIONS

KPMG issued unmodified opinions on SSA's FY 2017 and 2016 consolidated financial statements, the sustainability financial statements as of January 1, 2017 and January 1, 2016, and the changes in its social insurance amounts for the periods January 1, 2016 to January 1, 2017 and January 1, 2015 to January 1, 2016. In addition, KPMG issued an unmodified opinion that SSA maintained effective internal control over financial reporting as of September 30, 2017 based on criteria established in the *Standards for Internal Control in the Federal Government* issued by the Comptroller of the United States. However, KPMG did identify three significant deficiencies in internal controls as of September 30, 2017: (1) Certain Financial Information System Controls, (2) Controls over the Reliability of Information Used in Certain Control Activities, and (3) Accounts Receivable/Overpayments.

SIGNIFICANT DEFICIENCY – CERTAIN FINANCIAL INFORMATION SYSTEM CONTROLS

KPMG identified four systems control deficiencies that, when aggregated, are considered to be a significant deficiency in the area of Information Technology (IT) Systems Controls. This significant deficiency is a repeat from the prior year. Specifically, KPMG's testing disclosed the following deficiencies.

1. **IT Oversight and Governance:** SSA's organizational information security risk assessment and strategy did not fully consider risk framing, assumptions, tolerance, and constraints as well as Agency priorities and tradeoffs. In addition, SSA's Program Operations Manual System (POMS) lacked certain control requirements and guidance over access controls and segregation of duties leading to instances of inconsistent implementation and noncompliance with SSA policy. Personnel at disability determination services (DDS) and program service centers (PSC) were not always aware of control requirements.
2. **Access Controls:** Instances where documentation supporting the operation of controls related to the completion, review, and recertification of logical access authorization forms was not always available and instances where users had inappropriate logical access to both the development and production change management environments for financially relevant applications, a production application dataset, and an application transaction. In addition, KPMG identified deficiencies related to physical access to certain computer rooms that housed the DDS and PSC servers and hardware. Finally, SSA had not always implemented optimal security settings in its production operating systems and databases supporting financially relevant applications to conform to industry and National Institute of Standards and Technology (NIST) guidance and SSA's defined risk profiles.

3. **Network Security Controls:** KPMG identified configuration, patch management, and access control deficiencies with network security controls, many of which continued to exist from the prior year's audit.
4. **Change and Configuration Management:** KPMG identified instances where management did not fully comply with certain change management directives, policies, and procedures for the financially relevant system management by SSA Headquarters. In addition, KPMG identified instances where security settings in financially relevant application platforms and DDS case processing system platforms did not always comply with SSA's risk models and security policies.

SIGNIFICANT DEFICIENCY – CONTROLS OVER THE RELIABILITY OF INFORMATION USED IN CERTAIN CONTROL ACTIVITIES

KPMG found that management did not design and implement effective controls to ensure certain information produced by the entity (IPE), used in performing manual process-level controls in benefits due and payable as well as accounts receivable, was complete and accurate. SSA's risk assessment process did not identify completeness and accuracy of IPE resulting from the IT controls deficiencies, identified above, as a risk that required additional compensating controls.

SIGNIFICANT DEFICIENCY – ACCOUNTS RECEIVABLE/OVERPAYMENTS

KPMG identified four deficiencies in internal control that, when aggregated, are considered to be a significant deficiency related to weaknesses in internal controls over accounts receivable/overpayments. This significant deficiency is a repeat from the prior year. Specifically, KPMG's testing disclosed the following deficiencies.

1. **Financial Accounting Process Related to Overpayments:** Subsidiary ledgers used to account for Old-Age, Survivors and Disability Insurance (OASDI) and Supplemental Security Income overpayments did not agree with the general ledger, and SSA lacked an internal control requiring routine reconciliation of subsidiary ledgers to the general ledger.
2. **Documentation Supporting Accounts Receivable/Overpayment Claims and Calculations:** In approximately 48 percent of samples tested, KPMG identified errors that affected the accuracy of the overpayment. In addition, in approximately 22 percent of samples tested, SSA could not locate some or all of the documentation to support the existence of a claim.
3. **Compliance with SSA Policies and Procedures Impacting Effectiveness of Internal Controls:** KPMG identified instances where SSA and DDS employees did not fully comply with SSA policies, including retaining sufficient evidence to support a claim for overpayment or approval of waived overpayments.
4. **IT System Limitations Affecting Accuracy and Presentation of OASDI Accounts Receivable:** SSA identified an IT system limitation where OASDI receivable installment payments extending past the year 2049 were not tracked.

KPMG identified no reportable instances of non-compliance with the laws, regulations, contracts, grant agreements, or other matters tested.

OIG EVALUATION OF KPMG AUDIT PERFORMANCE

To fulfill our responsibilities under the *Chief Financial Officers Act of 1990* and related legislation for ensuring the quality of the audit work performed, we monitored KPMG's audit of SSA's FY 2017 consolidated financial statements by

- reviewing KPMG's audit approach and planning;
- evaluating its auditors' qualifications and independence;

- monitoring the audit's progress at key points;
- examining KPMG's documentation related to planning the audit, assessing SSA's internal control, and substantive testing;
- reviewing KPMG's audit report to ensure compliance with Government Auditing Standards and OMB Bulletin No. 17-03;
- coordinating the issuance of the audit report; and
- performing other procedures we deemed necessary.

KPMG is responsible for the attached auditors' report, dated November 9, 2017, and the opinions and conclusions expressed therein. The OIG is responsible for technical and administrative oversight regarding KPMG's performance under the contract terms. Our review, as differentiated from an audit in accordance with applicable auditing standards, was not intended to enable us to express, and, accordingly, we do not express, an opinion on SSA's consolidated financial statements, sustainability financial statements, effectiveness of its internal control over financial reporting or SSA's compliance with certain laws, regulations, contracts and grant agreements. However, our monitoring review, as qualified above, disclosed no instances where KPMG did not comply with applicable auditing and attestation standards.

Consistent with our responsibility under the *Inspector General Act*, we are providing copies of this report to congressional committees with oversight and appropriation responsibilities over SSA. In addition, we will post a copy of the report on our public Website.



Gale Stallworth Stone
Acting Inspector General



KPMG LLP
 Suite 12000
 1801 K Street, NW
 Washington, DC 20006

INDEPENDENT AUDITORS' REPORT

Nancy A. Berryhill
 Acting Commissioner
 Social Security Administration:

In our audits of the Social Security Administration (SSA) we found:

- The consolidated balance sheets as of September 30, 2017 and 2016, and the related consolidated statements of net cost, changes in net position, and combined statements of budgetary resources for the years then ended, are presented fairly, in all material respects, in accordance with accounting principles generally accepted in the United States of America (U.S. generally accepted accounting principles);
- The sustainability financial statements which comprise the statements of social insurance as of January 1, 2017 and 2016, and the statements of changes in social insurance amounts for the periods January 1, 2016 to January 1, 2017 and January 1, 2015 to January 1, 2016, are presented fairly, in all material respects, in accordance with U.S. generally accepted accounting principles;
- SSA maintained, in all material respects, effective internal control over financial reporting as of September 30, 2017, based on the criteria established in the *Standards for Internal Control in the Federal Government* issued by the Comptroller General of the United States;
- No instances of substantial noncompliance with the requirements of Section 803(a) of the *Federal Financial Management Improvement Act of 1996* (FFMIA); and
- No instances of noncompliance with certain provisions of laws, regulations, contracts, grant agreements, or other matters identified in our testing that are required to be reported under *Government Auditing Standards* issued by the Comptroller General of the United States or Office of Management and Budget (OMB) Bulletin No. 17-03, *Audit Requirements for Federal Financial Statements*.

The following sections discuss these conclusions in more detail.

REPORT ON THE FINANCIAL STATEMENTS AND INTERNAL CONTROL

We have audited the accompanying financial statements of the SSA, which comprise the consolidated financial statements and the sustainability financial statements (herein referred to as financial statements). The consolidated financial statements comprise the consolidated balance sheets as of September 30, 2017 and 2016, and the related consolidated statements of net cost, changes in net position, and combined statements of budgetary resources for the years then ended, and the related notes to the financial statements. The sustainability financial statements comprise the statements of social insurance as of January 1, 2017 and 2016, and the statements of changes in social insurance amounts for the periods January 1, 2016 to January 1, 2017 and January 1, 2015 to January 1, 2016, and the related notes to the sustainability financial statements.

We also have audited SSA's internal control over financial reporting as of September 30, 2017, based on the criteria established in the *Standards for Internal Control in the Federal Government*, issued by the Comptroller General of the United States.

KPMG LLP is a Delaware limited liability partnership and the U.S. member firm of the KPMG network of independent member firms affiliated with KPMG International Cooperative ("KPMG International"), a Swiss entity.



Management's Responsibility for the Financial Statements and Internal Control Over Financial Reporting

Management is responsible for the preparation and fair presentation of these financial statements in accordance with U.S. generally accepted accounting principles; this includes the design, implementation, and maintenance of 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. Management is also responsible for its assessment about the effectiveness of internal control over financial reporting, included in the Management Assurances Statements on page 34 of the Agency Financial Report (AFR).

Auditors' Responsibility

Our responsibility is to express opinions on these financial statements and an opinion on the entity's internal control over financial reporting based on our audits. We conducted our audits in accordance with auditing standards generally accepted in the United States of America; in accordance with the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States; and in accordance with Office of Management and Budget (OMB) Bulletin No. 17-03, *Audit Requirements for Federal Financial Statements*. Those standards and OMB Bulletin No. 17-03 require that we plan and perform the audits to obtain reasonable assurance about whether the financial statements are free from material misstatement and whether effective internal control over financial reporting was maintained in all material respects.

An audit of financial statements involves performing procedures to obtain audit evidence about the amounts and disclosures in the financial statements. The procedures selected depend on the auditors' judgment, including the assessment of the risks of material misstatement of the financial statements, whether due to fraud or error. In making those risk assessments, the auditor considers internal control relevant to the entity's preparation and fair presentation of the financial statements in order to design audit procedures that are appropriate in the circumstances. An audit of financial statements also includes evaluating the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluating the overall presentation of the financial statements.

An audit of internal control over financial reporting involves performing procedures to obtain audit evidence about whether a material weakness exists. The procedures selected depend on the auditors' judgment, including the assessment of the risks that a material weakness exists. An audit of internal control over financial reporting also involves obtaining an understanding of internal control over financial reporting and testing and evaluating the design and operating effectiveness of internal control over financial reporting based on the assessed risk.

We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinions.

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, designed to provide reasonable assurance regarding the preparation of reliable financial statements in accordance with U.S. generally accepted accounting principles. An entity's internal control over financial reporting includes those policies and procedures that (1) pertain to the maintenance of records that, in reasonable detail, accurately and fairly reflect the transactions and dispositions of the assets of the entity; (2) provide reasonable assurance that transactions are recorded as necessary to permit preparation of financial statements in accordance with U.S. generally accepted accounting principles, and that receipts and expenditures of the entity are being



made only in accordance with authorizations of management and those charged with governance; and (3) provide reasonable assurance regarding prevention, or timely detection and correction, of unauthorized acquisition, use, or disposition of the entity's assets that 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. Also, projections of any assessment of effectiveness to future periods are subject to the risk that controls may become inadequate because of changes in conditions, or that the degree of compliance with the policies or procedures may deteriorate.

Opinions

In our opinion, the consolidated financial statements referred to above present fairly, in all material respects, the financial position of the Social Security Administration as of September 30, 2017 and 2016, and its net costs, changes in net position, and budgetary resources for the years then ended in accordance with U.S. generally accepted accounting principles.

Also, in our opinion, the sustainability financial statements referred to above present fairly, in all material respects, the Social Security Administration's social insurance information as of January 1, 2017 and 2016, and the changes in its social insurance amounts for the periods January 1, 2016 to January 1, 2017 and January 1, 2015 to January 1, 2016, in accordance with U.S. generally accepted accounting principles.

Also, in our opinion, the Social Security Administration maintained, in all material respects, effective internal control over financial reporting as of September 30, 2017, based on the criteria established in the *Standards for Internal Control in the Federal Government*, issued by the Comptroller General of the United States.

Emphasis of Matter

As discussed in Note 18 to the financial statements, the sustainability financial statements are based on management's assumptions. These sustainability financial statements present the actuarial present value of SSA's estimated future income to be received and future expenditures to be paid using a projection period sufficient to illustrate long-term sustainability. 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. The statements of social insurance and changes in social insurance amounts are based on income and benefit formulas in current law and assume that scheduled benefits will continue after any related trust funds are exhausted. The sustainability financial statements are not forecasts or predictions. The sustainability financial statements are not intended to imply that current policy or law is sustainable. In preparing the sustainability financial statements, management considers and selects assumptions and data that it believes provide a reasonable basis to illustrate whether current policy or law is sustainable. Assumptions underlying such sustainability information do not consider changes in policy or all potential future events that could affect future income, future expenditures, and sustainability, for example, implementation of policy changes to avoid trust fund exhaustion or unsustainable debt levels. Because of the large number of factors that affect the sustainability financial statements and the fact that future events and circumstances cannot be estimated with certainty, even if current policy is continued, there will be differences between the estimates in the sustainability financial statements and the actual results, and those differences may be material. Our opinion is not modified with respect to this matter.



Other Matters

Accompanying Prior Period Financial Statements

The accompanying statements of social insurance as of January 1, 2015, January 1, 2014, and January 1, 2013, and the related notes to the financial statements, were audited by other auditors whose report, dated November 9, 2015, on those financial statements was unmodified and included an emphasis of matter paragraph that described that because of the large number of factors that affect the statement of social insurance and the fact that future events and circumstances cannot be known with certainty, there will be differences between the estimates in the statement of social insurance and the actual results, and those differences may be material, as discussed in Note 18 to the 2015 financial statements.

Management Assurance Statements

We do not express an opinion or any form of assurance on management's statement referring to compliance with laws and regulations in the Management Assurances Statement on page 34 of the AFR.

Internal Control Over Financial Reporting

In accordance with *Government Auditing Standards*, we are required to report findings of significant deficiencies. A significant deficiency is a deficiency, or a combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with governance. We consider the deficiencies in SSA's internal control described in the accompanying Exhibit I, Findings A – Certain Financial Information System Controls, B – Controls over the Reliability of Information Used in Certain Control Activities, and C – Accounts Receivable / Overpayments to be significant deficiencies.

SSA's response to the findings identified in our audit is presented on page 113 of the AFR. SSA's response was not subjected to the auditing procedures applied in the audit of the financial statements and, accordingly, we express no opinion on the response.

Interactive Data

Management has elected to reference information on websites or other forms of interactive data outside the AFR to provide additional information for the users of its financial statements. Such information is not a required part of the basic financial statements or supplementary information required by the Federal Accounting Standards Advisory Board (FASAB). The information on these websites or the other interactive data has not been subjected to any of our auditing procedures, and accordingly we do not express an opinion or provide any assurance on it.

Required Supplementary Information

U.S. generally accepted accounting principles require that the information in the Management's Discussion and Analysis on pages 5 through 38 of the AFR, and Required Supplementary Information on pages 84 through 96 of the AFR be presented to supplement the basic financial statements. Such information, although not a part of the basic financial statements, is required by the FASAB who considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic, or historical context. We have applied certain limited procedures to the required supplementary information in accordance with auditing standards generally accepted in the United States of America, which consisted of inquiries of management about the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audits of the basic financial statements. We do not express an opinion or provide any assurance on the information because



the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.

Other Information

Our audits of the financial statements were conducted for the purpose of forming an opinion on the basic financial statements as a whole. The Acting Commissioner's Message on page 1 and the other information included on pages 2 through 4, 39-41, 80-83, and 115 through the end of the AFR is presented for purposes of additional analysis and is not a required part of the basic financial statements. Such information has not been subjected to the auditing procedures applied in the audits of the basic financial statements, and accordingly, we do not express an opinion or provide any assurance on it.

OTHER REPORTING REQUIRED BY GOVERNMENT AUDITING STANDARDS

Compliance and Other Matters

As part of obtaining reasonable assurance about whether the SSA financial statements are free from material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements, noncompliance with which could have a direct and material effect on the determination of financial statement amounts. However, providing an opinion on compliance with those provisions was not an objective of our audit, and accordingly, we do not express such an opinion. The results of our tests disclosed no instances of noncompliance or other matters that are required to be reported under *Government Auditing Standards* or OMB Bulletin No. 17-03.

We also performed tests of its compliance with certain provisions referred to in Section 803(a) of the *Federal Financial Management Improvement Act of 1996* (FFMIA). Providing an opinion on compliance with FFMIA was not an objective of our audit, and accordingly, we do not express such an opinion. The results of our tests of FFMIA disclosed no instances in which SSA's financial management systems did not substantially comply with the (1) Federal financial management systems requirements, (2) applicable Federal accounting standards, and (3) the United States Government Standard General Ledger at the transaction level.

Purpose of the Other Reporting Required by Government Auditing Standards

The purpose of the communication described in the Other Reporting Required by *Government Auditing Standards* section is solely to describe the scope of our testing of compliance and the result of that testing, and not to provide an opinion on compliance. Accordingly, this communication is not suitable for any other purpose.

KPMG LLP

Washington, D.C.
November 9, 2017

Independent Auditors' Report
Exhibit I – Significant Deficiencies

A. Certain Financial Information System Controls**Background**

Social Security Administration (SSA) management relies on an automated information technology (IT) systems environment for administering and processing the Old-Age and Survivors Insurance (OASI), and Disability Insurance (DI) (collectively known as OASDI) programs, as well as the Supplemental Security Income (SSI) program and for financial statement reporting. Our internal control testing covered the General Information Technology Controls (GITC) of SSA's financially relevant applications and associated operating systems, databases, and infrastructure. GITCs provide the foundation for the integrity of systems including applications and the system software that comprise the general support systems for the major applications. GITCs, combined with IT application-level and manual controls, are critical to ensure accurate and complete processing of transactions and integrity of stored data. We also performed application control testing on IT systems and processes that were significant to the financial statements. Application controls include controls over data input, processing of data, and output of data, as well as interface, master file, and other user controls. These controls provide assurance over the data completeness, accuracy, and validity. The Government Accountability Office's *Federal Information System Controls Audit Manual* defines the objectives used to evaluate GITCs in five key control areas: the security management program, physical and logical access controls, configuration and change management, segregation of duties, and service continuity/contingency planning.

Criteria

Federal Information Processing Standards 200, *Minimum Security Requirements for Federal Information and Information Systems*, and National Institute of Standards and Technology (NIST) Special Publication 800-53, Revision 4, *Security and Privacy Controls for Federal Information Systems and Organizations*, in combination, provide a framework for Federal agencies to apply to help ensure appropriate security requirements and controls to relevant IT systems. This framework includes agencies' organizational assessment of risk that validates the initial security control selection and determines whether additional controls are needed to protect organizational operations. The resulting set of security controls establishes a level of security due diligence for the organization.

The *Standards for Internal Control in the Federal Government* issued by the Comptroller General of the United States, Principle No. 7, *Identify, Analyze, and Respond to Risks*, provides requirements for the risk assessment process. Principle No. 7 states, in part, that management identifies risks throughout the entity to provide a basis for analyzing risks. Risk assessment is the identification and analysis of risks related to achieving the defined objectives to form a basis for designing risk responses.

The *Standards for Internal Control in the Federal Government* issued by the Comptroller General of the United States, Principle No. 11, *Design Activities for the Information System*, provides internal control requirements for IT systems the Government uses. Principle No. 11 states, in part, that management designs control activities over the IT infrastructure to support the completeness, accuracy, and validity of information processing by information technology. Management designs control activities for security management of the entity's information system for appropriate access by internal and external sources to protect the entity's information system. Security management includes access rights across various levels of data, operating system (system software), network, application, and physical layers. Management also designs control activities over access to protect an entity from inappropriate access and unauthorized use of the system.

The *Standards for Internal Control in the Federal Government* issued by the Comptroller General of the United States, Principle No. 13, *Use Quality Information*, states, in part, that management designs a process that uses the entity's objectives and related risks to identify the information requirements needed to achieve the objectives and address the risks. Management processes relevant data from reliable sources into quality information within the entity's information system.

The *Standards for Internal Control in the Federal Government* issued by the Comptroller General of the United States, Principle No. 17, *Evaluate Issues and Remediate Deficiencies*, states, in part, that management should remediate identified internal control deficiencies on a timely basis.

Conditions

We noted certain control deficiencies in the areas of IT oversight and governance, access controls, network security controls, and change and configuration management controls that, in aggregate, contribute to a repeat significant deficiency. The existence of these IT control deficiencies require SSA to place added dependency on manual controls to mitigate the risks of material misstatements to the financial statements. As SSA continues to automate processes to improve customer service and support its mission, their ability to continue to fully compensate for IT control deficiencies with manual controls, will become less feasible, and over time, may impact the reliability of financial and operational reports used by management.

IT Oversight and Governance:

Appropriate IT governance and oversight ensures risks are identified and assessed and controls are appropriately designed, implemented, and are operating effectively across the SSA's information systems and locations. Through the SSA's security management program, SSA's risk management framework should include continuous risk assessments, developing and implementing effective security procedures, and monitoring the effectiveness of those procedures. We noted as part of our field testing that control deficiencies identified in prior audits continued to exist due to limited current fiscal year resources assigned to remediation efforts. SSA's organizational information security risk assessment and strategy did not fully consider risk framing, assumptions, tolerance, and constraints as well as Agency priorities and tradeoffs. We also noted that SSA's Program Operations Manual System (POMS) lacked certain control requirements and guidance over access controls and segregation of duties, and, therefore, we identified instances of inconsistent implementation and noncompliance with SSA policy. Therefore, personnel at the disability determination services (DDS) locations and the program service center (PSC) tested this year were not always aware of these control requirements.

Access Controls:

Access controls provide assurance that critical IT systems are physically safeguarded and logical access to sensitive applications, system utilities, and data is provided only when authorized. Weaknesses in such controls can compromise the integrity of data and increase the risk that data may be inappropriately accessed, or modified by unauthorized persons, affecting the accuracy of the financial statements. Our testing identified certain instances where documentation supporting the operation of controls related to the completion, review, and recertification of logical access authorization forms was not always available and certain other instances where users had inappropriate logical access to both the development and production change management environments for financially relevant applications, a production application dataset, and an application transaction. We also noted deficiencies related to physical access to certain computer rooms that housed the PSC and DDS servers and hardware. SSA had not always implemented optimal security settings in its production operating systems and databases supporting financial relevant applications to conform to industry and NIST guidance and SSA's defined risk profiles.

Network Security Controls:

Configuration and patch management processes are examples of critical components of an effective network security system because they prevent or detect weaknesses, such as misconfigurations, weak credentials, and unauthorized access. We identified certain configuration, patch management, and access control deficiencies with network security controls, many of which continued to exist from the prior year's audit. Information about these deficiencies are presented in a separate, limited-distribution management letter.

Change and Configuration Management:

Change management processes provide assurance that software, data, and other changes associated with information systems are approved and tested to prevent the introduction of functional or security risks. Configuration management involves the identification and management of security features for all hardware, software, and firmware components of an information system at a given point and systematically controls changes to that configuration during the system's life cycle. A disciplined process for testing, approving, and migrating changes between environments, including into production, is essential to ensure systems operate as intended and there are no unauthorized changes to source code, data, and configuration settings. We noted instances where management did not fully comply with certain SSA's change management directives, policies, and procedures for the financial relevant systems managed by SSA Headquarters. In addition, we identified instances where security settings in financially relevant application platforms and DDS case processing system platforms did not always comply with SSA's risk models and security policies.

Cause

Although SSA remediated some prior-year findings and continued to develop corrective actions to remediate IT findings, our FY 2017 testing identified similar IT control deficiencies, mainly related to the lack of controls that would enforce compliance with existing directives, policies, and procedures. Many of the deficiencies continued to exist because management had not placed strategic emphasis on (1) identifying the root causes of the repeat IT control deficiencies, setting attainable milestones for corrective actions, and implementing controls that strengthen its existing internal control system to effectively identify, document, and link IT and business process controls to support financial reporting; (2) adequately assessing the design and operating effectiveness of essential IT controls; and (3) remediating IT control deficiencies, including those deficiencies related to lack of documentation, in a timely manner.

Effect

In addition to the effects summarized above within each sub-section, the aforementioned control deficiencies increase the risk to the completeness, accuracy, and integrity of certain SSA system-generated reports and may also affect the reliability of key application controls.

Recommendations

We recommend that SSA management:

1. Place strategic emphasis on identifying the root causes of the repeat access control, IT governance, and change and configuration management deficiencies; set attainable milestones for corrective actions; and remediate these deficiencies timely.
2. Design and implement controls to ensure SSA's employees comply with existing directives, policies, and procedures pertaining to access controls, IT governance, and change and configuration management.
3. Strengthen SSA's internal control system over access controls, IT governance, and change and configuration management to improve its effectiveness in identifying, documenting, and linking these controls to business processing controls that support financial reporting; assessing the design and effectiveness of these IT controls; and remediating any identified IT control gaps.

B. Controls over the Reliability of Information Used in Certain Control Activities

Background

The IT control deficiencies discussed above elevate the risk that data produced by the SSA IT systems, also known as information produced by the entity (IPE), may not be complete or accurate. When management uses IPE in the performance of its manual process level controls, they must have reasonable confidence that the IPE is reliable for its intended purpose, and if necessary, add controls that compensate for information systems control deficiencies.

Criteria

The *Standards for Internal Control in the Federal Government* issued by the Comptroller General of the United States, Principle No. 7, *Identify, Analyze, and Respond to Risks*, provides requirements for the risk assessment process. Principle No. 7 states, in part, that management identifies risks throughout the entity to provide a basis for analyzing risks. Risk assessment is the identification and analysis of risks related to achieving the defined objectives to form a basis for designing risk responses.

The *Standards for Internal Control in the Federal Government* issued by the Comptroller General of the United States, Principle No. 13, *Use Quality Information*, states, in part, that management designs a process that uses the entity's objectives and related risks to identify the information requirements needed to achieve the objectives and address the risks. Management processes relevant data from reliable sources into quality information within the entity's information system.

Condition

We found that management did not design and implement effective controls to ensure that certain IPE used in the performance of manual process level controls in the areas of benefits due and payable and accounts receivable was complete and accurate. For example, SSA relies on IT system programs to produce the summary level information for accounts receivable where program parameters are not periodically tested to ensure resulting reports are accurate and complete for their intended purpose of supporting the quarterly accounts receivable and allowance for doubtful accounts receivable adjustments made to the financial statements.

Cause

SSA's risk assessment process did not identify completeness and accuracy of IPE resulting from the IT control deficiencies, identified above, as a risk that required additional compensating controls.

Effect

This condition could diminish the effectiveness of controls that are dependent on information produced by certain SSA IT systems and therefore, could lead to misstatements in benefits due and payable and accounts receivable financial statement amounts.

Recommendation

We recommend that SSA management strengthen SSA's risk assessment process by considering IT control deficiencies identified in prior years' self-assessment and audits to determine the sufficiency of internal controls over the completeness and accuracy of information in SSA's system generated reports. Such considerations should be documented. In addition, design and implement additional controls over the completeness and accuracy of information in SSA's system generated reports used in the performance of other controls, based on the results of SSA's risk assessment process.

C. Accounts Receivable / Overpayments**Background**

Accounts receivable with the public consists primarily of overpayments made to beneficiaries beyond their entitled benefit. Public law and SSA policies require that beneficiaries notify SSA when there is a change in status that may affect their entitlement. However, proper, lawful, and timely notification to SSA does not always occur, resulting in the majority of overpayments. SSA depends on its processes and controls to detect overpayments, and calculate, record, and monitor the overpayments as an account receivable, and to facilitate timely collection. Beneficiaries who are found to be without fault in causing the overpayment, and are unable to repay the debt may be granted a waiver, permanently removing the debt from the accounts receivable balance. This process can be complex for some overpayments and waivers, and relies heavily on manual input and follow-up as well as adherence to SSA policies and procedures by a large number of people in SSA field offices and processing centers.

Criteria

The *Standards for Internal Control in the Federal Government* issued by the Comptroller General of the United States, Principle No.10, *Design Control Activities*, provides the requirements for the design of internal controls over transactions and balances. Principle No. 10 states, in part, that management should document internal control, all transactions, and other significant events, in a manner that allows the documentation to be readily available for examination. Further, Principle No. 13, *Use Quality Information*, states management should use quality information to achieve the entity's objectives. Quality information is defined as being appropriate, current, complete, accurate, accessible, and timely.

Office of Management and Budget (OMB) Circular A-123, *Managements Responsibility for Enterprise Risk Management and Internal Control*, Appendix D, which incorporates by reference Circular A-127, *Financial Management Systems*, as revised, states that, financial events shall be recorded applying the requirements of the *U.S. Government Standard General Ledger (USSGL)*. Application of the USSGL at the transaction level requires that approved transactions be recorded using appropriate general ledger accounts as defined in the USSGL guidance. Circular A-123, Appendix D also states that the agency financial management system shall be able to provide financial information in a timely and useful fashion to allow compliance with Federal accounting standards, and support fiscal management of program delivery and program decision making, including, as necessary, the requirements for financial statements prepared in accordance with the form and content prescribed by OMB.

Statement of Federal Financial Accounting Standard No 7, *Accounting for Revenue and Other Financing Sources*, as revised, states that nonexchange revenues should be recognized when a specifically identifiable, legally enforceable claim to resources arises, to the extent that collection is probable (more likely than not) and the amount can be reasonably estimated.

Conditions

We noted certain control deficiencies in the area of accounts receivable/ overpayments that, in aggregate, contribute to a repeat significant deficiency.

Financial Accounting Process Related to Overpayments:

We noted that the subsidiary ledgers used to account for OASDI and SSI overpayments did not agree with the general ledger, and SSA lacked an internal control requiring routine reconciliation of subsidiary ledgers to the general ledger. In some cases, the data in multiple systems used to maintain information on overpayments did not agree and could not be reconciled. For example, the quarterly financial statement adjustments to account for overpayments are based on summary-level information that did not reconcile to the detailed list of individual debtor receivables at the transaction level.

Documentation Supporting Accounts Receivable / Overpayment Claims and Calculations:

We noted the following control deficiencies related to the maintenance of documentation to support overpayments, affecting the accuracy of accounts receivable reported in the financial statements:

- In approximately 48 percent of samples tested, we identified errors that affected the accuracy of the overpayment, including instances where we were unable to recalculate the overpayment based on the documentation maintained. A statistical projection of actual errors to the entire population of overpayment receivables was not material to the financial statements.
- In approximately 22 percent of samples tested, some or all of the documentation to support the existence of a claim could not be located. In a subset of exceptions identified, SSA agreed that the overpayment was uncollectible and should not have been reported as a receivable in the financial statements. We were unable to determine whether the uncollectible balances were included in SSA's allowance for doubtful accounts receivable, because SSA's method for assessing collectability is based on program receivables as a whole, and not at the individual account level. A statistical projection of actual errors to the entire population of overpayment receivables was not material to the financial statements.

Compliance with SSA Policies and Procedures Impacting Effectiveness of Internal Controls:

SSA has extensive policies and procedures as documented in the POMS, designed and implemented to account for overpayments, including the timely detection, pursuit, collection and waiver of overpayments. POMS provide effective guidance for use throughout SSA, including field offices, PSCs, DDSs, and elsewhere in SSA where accounting, quality review, and monitoring of overpayments is performed. We noted several instances where SSA and DDS employees did not fully comply with the POMS, including maintaining sufficient evidence to support a claim for overpayment or approval of waived overpayments. Collectively, these instances of non-compliance with SSA policies limit the effectiveness of internal controls over accounts receivable with the public, and SSA's ability to collect outstanding debts.

IT System Limitations Affecting Accuracy and Presentation of OASDI Accounts Receivable:

Overpayment balances due from beneficiaries are often repaid to SSA in monthly installments as deductions from monthly benefits. Payments of these installments can go beyond the year 2049. SSA has identified a Title II IT system limitation where receivable installment payments extending past December 31, 2049 are not tracked or reported, resulting in a potential understatement of accounts receivable, net of allowance for doubtful accounts receivable, in the financial statements for all receivables extending beyond 2049. SSA management has determined that the Title II systems limitation, and resulting understatement of accounts receivable are not material to the financial statements or accounts receivable. However, the Title II systems limitation does affect SSA's ability to accurately account for long-term accounts receivable and develop a true aging of amounts due for use in its allowance for doubtful accounts analysis.

Cause

SSA has experienced a steady growth in accounts receivable, in part due to a policy to maintain a record of overpayments for long periods. SSA intends to pursue collection of overpayments years or even decades later when beneficiaries apply for OASDI or additional SSI payments. The accounts receivable subsidiary ledger databases were designed to support operations and the management of the OASDI and SSI programs, but not necessarily for financial reporting. In addition, the IT systems used to track overpayment activity, such as new debt and collections, do not support full compliance with USSGL at the transaction level. Because of the IT systems limitations, and the structure of the databases, financial management has not been able to implement certain controls over accounts receivable.

Effect

Although the potential impact of these deficiencies, including the lack of supporting documentation, are not considered significant to the internal control system by management, these deficiencies could lead to misstatements in the financial statements, and affect management's ability to properly record, track, and collect outstanding overpayments.

Recommendations

We recommend that SSA perform the following to address the control deficiencies described above:

1. Implement a periodic control to reconcile the accounts receivable subsidiary ledgers to the general ledger, and ensure the financial statement balances are supported by a detailed listing of accounts receivable. Establish procedures to ensure the summary level information used to record accounts receivable is reconciled to a detailed list of individual debtor receivables at the transaction level. Investigate and resolve differences between the subsidiary ledgers, the summary level information and the general ledger timely.
2. Consider developing updated training for field and regional office personnel, related to obtaining and maintaining documentation necessary to support claims for overpayment and approval of waived overpayments, to improve compliance with existing policies and procedures.
3. Continue efforts to address the IT system limitations and improve functionality so that overpayment receivables, including those extending beyond year 2049, are accounted for and accurately presented in the financial statements, and better information related to overpayments is available for financial analysis.

4. Consider including a review of the overpayment process, IT systems used, and further evaluation of design and effectiveness of controls (addressing the deficiencies cited above), in the OMB Circular A-123 assessment plan for FY 2018.



SOCIAL SECURITY
The Commissioner

November 9, 2017

KPMG, LLP
1801 K Street, NW
Washington, DC 20006

Ladies and Gentlemen:

We have reviewed the Independent Auditors' Report concerning your audit of our fiscal year (FY) 2017 financial statements. We are extremely pleased that we received our 24th consecutive unmodified opinion on our financial statements, an unqualified opinion that our internal control over financial reporting was operating effectively, and we had no reportable instances of noncompliance with laws, regulations, or other matters tested.

In this year's financial statement audit, you continued to cite two significant deficiencies identified in prior years. One significant deficiency concerns certain financial information systems controls, and the other relates to our accounts receivable/overpayments. We are committed to strengthening our control environment by resolving these deficiencies as quickly as possible through our risk-based corrective action plans.

This year, you also identified a new significant deficiency concerning controls over the reliability of information used in certain control activities. While we are confident in the controls over our information, we enhanced our processes to provide additional assurance and will continue to do so in the future, including for the process areas cited in the finding.

If members of your staff have any questions, they may contact Carla Krabbe at (410) 965-0759.

Sincerely,

Nancy A. Berryhill
Acting Commissioner

SOCIAL SECURITY ADMINISTRATION BALTIMORE, MD 21235-0001

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