

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

Department of the Treasury
August 2023



FISCAL YEAR 2022
REPORT TO CONGRESS





DEPARTMENT OF THE TREASURY
WASHINGTON, DC

OFFICE OF THE FISCAL ASSISTANT SECRETARY

A MESSAGE FROM THE FISCAL ASSISTANT SECRETARY

I am pleased to present the *Fiscal Year 2022 Report to Congress on United States Government Non-Tax Receivables and Debt Collection Activities of Federal Agencies*. This annual report provides important information to Congress and the American public on the status and collection of the federal government's non-tax receivables (current and delinquent).

At the end of fiscal year (FY) 2022, the outstanding amount of non-tax receivables owed to the United States was \$2.3 trillion. These receivables included loans to students, small business owners, homeowners, farmers, and veterans. They also included administrative non-tax receivables, including fines and penalties, overpayments, and fees.

Most citizens pay their debts on time. However, at the end of FY 2022, delinquent non-tax debt owed to the federal government totaled \$195.4 billion. The collection of delinquent debts helps fund government operations, maintain key programs, and reduce the federal deficit. Therefore, it is important to continually find ways to cost-effectively collect the delinquent debt owed to the government while, at the same time, providing debtors with due process and the opportunity to repay debt in accordance with their financial ability.

In FY 2022, federal creditor agencies collected \$23.2 billion of delinquent non-tax debt. Of this amount, Bureau of the Fiscal Service (Fiscal Service) collected \$5.5 billion in non-tax debts on behalf of federal agencies. Fiscal Service continues to collaborate with federal agencies to collect debts when appropriate, or to resolve debts for which collection is not appropriate because of a debtor's circumstances.

David A. Lebryk

FISCAL YEAR 2022 REPORT TO CONGRESS:
U.S. GOVERNMENT NON-TAX RECEIVABLES AND
DEBT COLLECTION ACTIVITIES OF FEDERAL AGENCIES

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I. Introduction

The Secretary of the Treasury (Secretary) reports to Congress annually on the federal government's non-tax receivables and debt collection activities. This report is required by federal law.¹ It includes information that federal creditor agencies provide to the Secretary on the status of their accounts receivable through the Treasury Report on Receivables and Debt Collection Activities (TROR). Regularly updated information from the TROR is available on the Bureau of the Fiscal Service's [Fiscal Data](#) website.

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

At the end of FY 2022, the federal government's outstanding non-tax receivables totaled \$2.3 trillion, an increase of \$204.3 billion (10 percent) from FY 2021. A receivable is current when it is not yet due for payment. When the government's receivables are not paid by the due date, they generally become delinquent debt. At the end of FY 2022, delinquent non-tax debt owed to the United States totaled \$195.4 billion, a decrease of \$2.3 billion (1 percent) from FY 2021.

Each federal creditor agency is required to make every reasonable effort to collect its receivables. At the end of FY 2022, collections of federal non-tax receivables totaled \$419.7 billion, an increase of \$50.4 billion (14 percent).² The Bureau of the Fiscal Service (Fiscal Service) and the Department of Justice (DOJ) share the responsibility for setting government-wide policy on federal non-tax debt collection, and each plays a major role in the centralized collection of delinquent non-tax debt. In FY 2022, federal creditor agencies collected \$23.2 billion of delinquent non-tax debt, an increase of \$11.7 billion (102 percent) from FY 2021.

This report provides summary data on the value of receivables owed to the federal government, the portion of those receivables that are delinquent, and efforts to collect or write-off delinquent debt. The report provides comparative information from previous fiscal years to FY 2022 and information on specific aspects of government-wide non-tax receivables and debt collection activities.

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

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

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

A. Total Federal Non-Tax Receivables

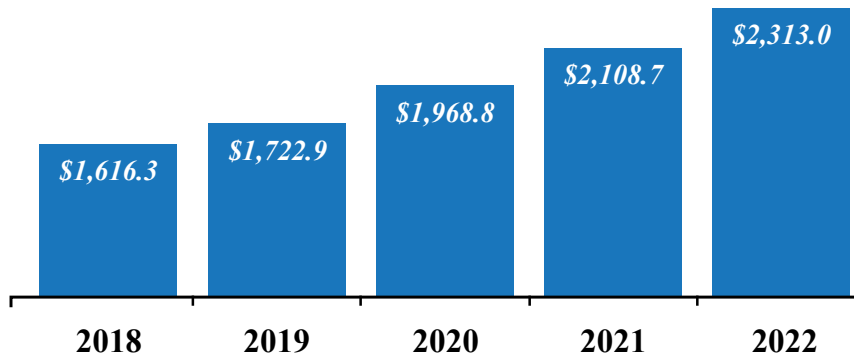
Federal non-tax receivables are amounts owed to the federal government by a person (e.g., an individual, organization, or other entity). Receivables are categorized as being current or delinquent. Delinquent receivables are also referred to as delinquent debts.

At the end of FY 2022, total federal non-tax receivables owed to the United States totaled \$2.3 trillion, an increase of \$204.3 billion (10 percent) from FY 2021. The total outstanding receivable balance at the end of a fiscal year is the net of receivables that remained unpaid from prior fiscal years and new receivables recorded during that fiscal year, less collections, adjustments, and amounts written off.

New federal non-tax receivables recorded as of the end of FY 2022 totaled \$649.8 billion, an increase of \$121.4 billion (23 percent) from FY 2021. This increase was primarily due to the Small Business Administration’s \$58.0 billion increase in lending through the Disaster Loan Program that assisted small businesses’ recovery from the economic impacts of COVID-19. Collection of federal non-tax receivables in FY 2022 was \$419.7 billion, an increase of \$50.4 billion (14 percent) from FY 2021.

FIGURE 1

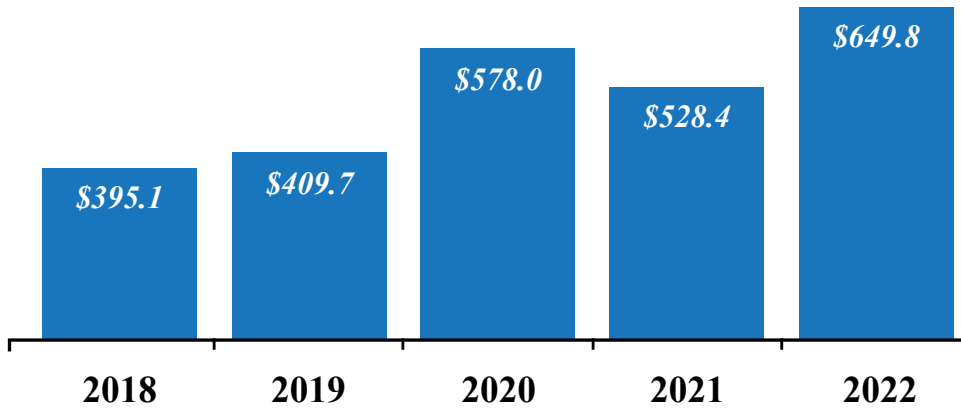
Outstanding Federal Non-Tax Receivables: FY 2018-2022 (Dollars in Billions)



SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES — FOURTH QUARTER 2018-2022

FIGURE 2

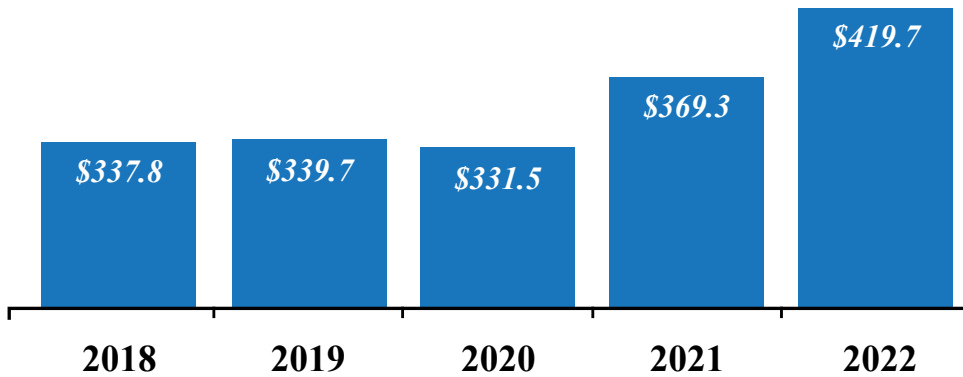
New Federal Non-Tax Receivables: FY 2018-2022
(Dollars in Billions)



SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES AND DEPARTMENT OF DEFENSE — FOURTH QUARTER FY 2018-2022

FIGURE 3

Total Collection on Federal Non-Tax Receivables: FY 2018-2022
(Dollars in Billions)



SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES AND DEPARTMENT OF DEFENSE — FOURTH QUARTER FY 2018-2022

B. By Creditor Agency

At the end of FY 2022, receivables owed to Education, Small Business Administration (SBA) and the Department of Agriculture (USDA) accounted for \$2.0 trillion (89 percent) of the government’s total outstanding federal non-tax receivables.

FIGURE 4

Outstanding Federal Non-Tax Receivables:⁴ *FY 2022 Top Five Federal Creditor Agencies*

Agency	FY 2022 % of Total Government	FY 2021 (Billions)	FY 2022 (Billions)	% Change from FY 2021 to FY 2022
Department of Education	66.3%	\$1,488.2	\$1,534.0	3.1%
Small Business Administration	16.7%	\$260.5	\$385.5	48.0%
Department of Agriculture	5.6%	\$124.7	\$130.3	4.5%
Department of Housing and Urban Development	3.4%	\$70.1	\$78.9	12.6%
Department of Health and Human Services	2.1%	\$36.1	\$47.7	32.1%
All Others	5.9%	\$129.1	\$136.6	5.8%
Total Government		\$2,108.7	\$2,313.0	9.7%

SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES — FOURTH QUARTER FY 2021-2022

³ More information on Education’s Student Aid Programs can be found in the [Federal Student Aid Report](#).

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

In FY 2022, Health and Human Services (HHS), Education, USDA, the Department of the Interior (Interior), and the Department of Housing and Urban Development (HUD) collected a combined \$290.7 billion (69 percent) in federal non-tax receivables. Interior’s 122 percent growth in total collections is primarily due to the Office of Natural Resources Revenue’s increase in renewable energy sales and collections. HUD’s 22 percent growth in total collections is primarily due to Ginnie Mae’s guaranty fee collections.

FIGURE 5

Collection of Federal Non-Tax Receivables:

FY 2022 Top Five Federal Creditor Agencies

Agency	FY 2022 % of Total Government	FY 2021 (Billions)	FY 2022 (Billions)	% Change from FY 2021 to FY 2022
Department of Health and Human Services	41.2%	\$154.3	\$173.1	12.2%
Department of Education	12.0%	\$42.9	\$50.3	17.2%
Department of Agriculture	6.3%	\$25.2	\$26.5	5.2%
Department of the Interior	5.0%	\$9.5	\$21.1	122.1%
Department of Housing and Urban Development	4.7%	\$16.1	\$19.7	22.4%
All Others	30.8%	\$121.3	\$129.0	6.3%
Total Government		\$369.3	\$419.7	13.6%

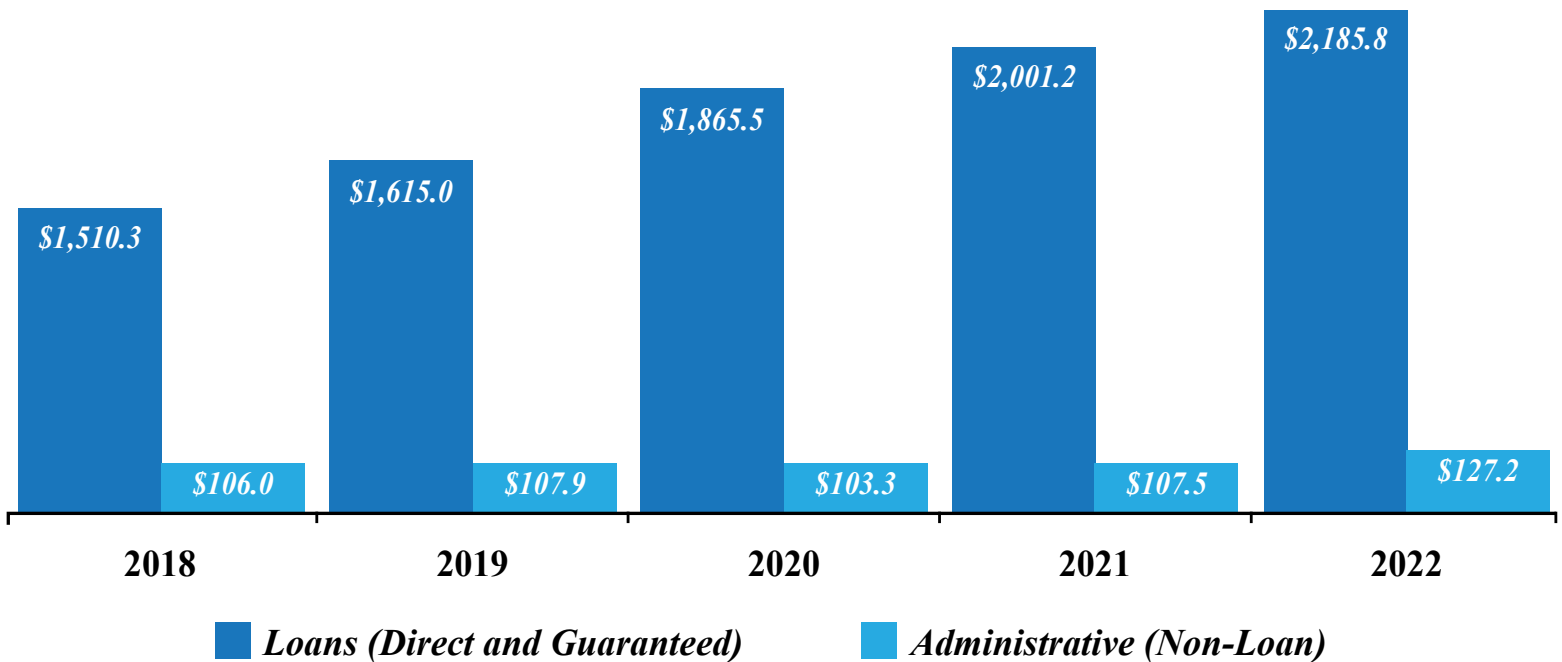
SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES — FOURTH QUARTER FY 2021-2022

C. By Receivable Type

Of the \$2.3 trillion in federal non-tax receivables outstanding (both current and delinquent) at the end of FY 2022, federal loan receivables (direct loans and defaulted guaranteed loans) represented \$2.2 trillion of total outstanding receivables.

FIGURE 6

Outstanding Federal Non-Tax Receivables, by Type: FY 2018-2022 (Dollars in Billions)



SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES — FOURTH QUARTER FY 2018-2022

D. Interest, Penalties, and Administrative Costs

For many delinquent debts, federal creditor agencies are required to assess interest, penalties, and administrative costs. Of the \$2.3 trillion in outstanding current and delinquent receivables at the end of FY 2022, \$145.6 billion (6 percent) represented unpaid interest, penalties, and administrative costs.

⁵Non-loan receivables include fines, penalties, and overpayments.

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

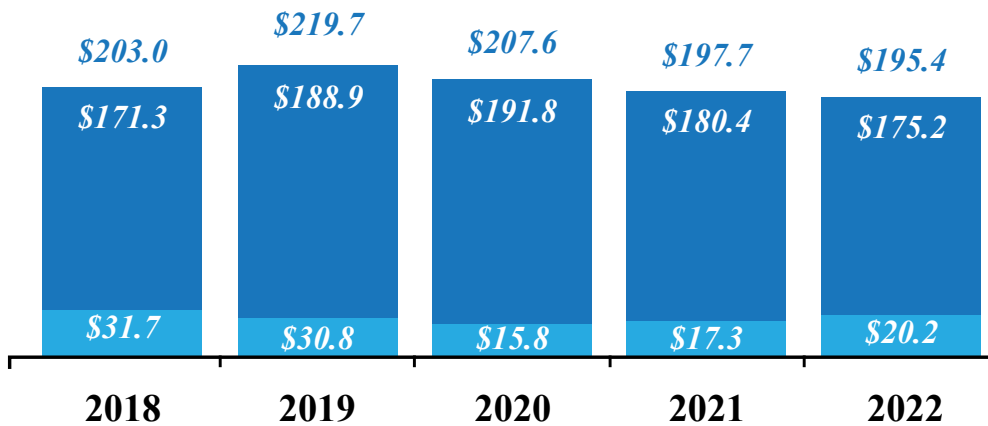
A. Total Delinquent Federal Non-Tax Debt

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

At the end of FY 2022, outstanding delinquent non-tax debt owed to the United States totaled \$195.4 billion, a decrease of \$2.3 billion (1 percent) from FY 2021. The total outstanding delinquent non-tax debt balance at the end of a fiscal year is the net of debt that remained delinquent from previous fiscal years and debt that became delinquent during that fiscal year, less collections, adjustments, and amounts written off.

FIGURE 7

Delinquent Federal Non-Tax Debt:⁶ FY 2018-2022 *(Dollars in Billions)*



■ ***Outstanding Debt < 365 Days Delinquent*** ■ ***Outstanding Debt ≥ 365 Days Delinquent***

SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES — FOURTH QUARTER FY 2018-2022

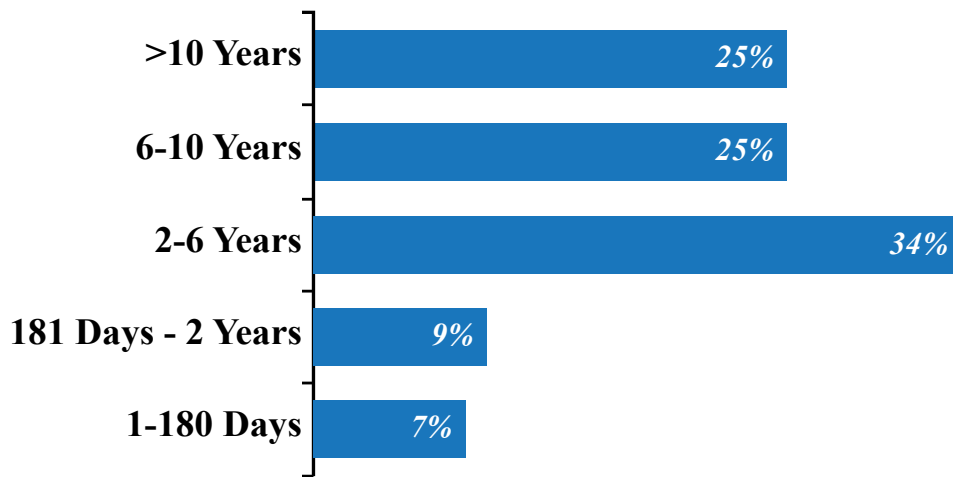
⁶ The calculation of the amount of debt between 1 and 365 days delinquent in FY2022 is based on the debt that was delinquent as of September 30, 2022.

B. By Age

Of the total \$195.4 billion of outstanding delinquent non-tax debt at the end of FY 2022, \$164.3 billion (84 percent) was more than two years delinquent and \$31.1 billion was less than two years delinquent.

FIGURE 8

Percentages of Federal Non-Tax Delinquencies, by Age: FY 2022 (Percentage of Total Delinquent Debt)



SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES — FOURTH QUARTER FY 2022

FIGURE 9

Total Federal Non-Tax Delinquencies, by Age: FY 2018-FY 2022 (Dollars in Billions)

<i>Delinquency Age</i>	<i>FY 2018</i>	<i>FY 2019</i>	<i>FY 2020</i>	<i>FY 2021</i>	<i>FY 2022</i>
<i>1-180 Days</i>	\$14.8	\$12.3	\$10.5	\$12.0	\$14.1
<i>181 Days - 2 Years</i>	\$55.6	\$59.1	\$30.7	\$15.2	\$17.0
<i>2-6 Years</i>	\$72.7	\$79.8	\$87.1	\$82.2	\$65.4
<i>6-10 Years</i>	\$28.9	\$33.5	\$39.4	\$45.6	\$49.5
<i>> 10 Years</i>	\$31.0	\$35.0	\$39.9	\$42.7	\$49.4
<i>TOTAL</i>	<i>\$203.0</i>	<i>\$219.7</i>	<i>\$207.6</i>	<i>\$197.7</i>	<i>\$195.4</i>

SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES — FOURTH QUARTER FY 2018-2022

C. By Creditor Agency

At the end of FY 2022, \$178.0 billion (91 percent) in delinquent non-tax debt was owed to five federal creditor agencies: Education, SBA, Social Security Administration (SSA), Department of Veterans Affairs (VA), and Export-Import Bank. SBA's 48 percent increase in delinquent debt was primarily due to an increase in delinquent debt owed within the Disaster Loan Program that assisted small businesses impacted by the COVID-19 pandemic.

FIGURE 10

Federal Non-Tax Delinquencies: *FY 2022 Top Five Federal Creditor Agencies*

Agency	FY 2022 % of Total Government	FY 2021 (Billions)	FY 2022 (Billions)	% Change from FY 2021 to FY 2022
Department of Education	81.1%	\$165.1	\$158.5	-4.0%
Small Business Administration	3.5%	\$4.6	\$6.8	47.8%
Social Security Administration	3.2%	\$6.1	\$6.3	3.3%
Department of Veteran's Affairs	1.7%	\$3.7	\$3.4	-8.1%
Export-Import Bank	1.5%	\$2.7	\$3.0	11.1%
All Others	9.0%	\$15.5	\$17.4	12.3%
Total Government		\$197.7	\$195.4	-1.2%

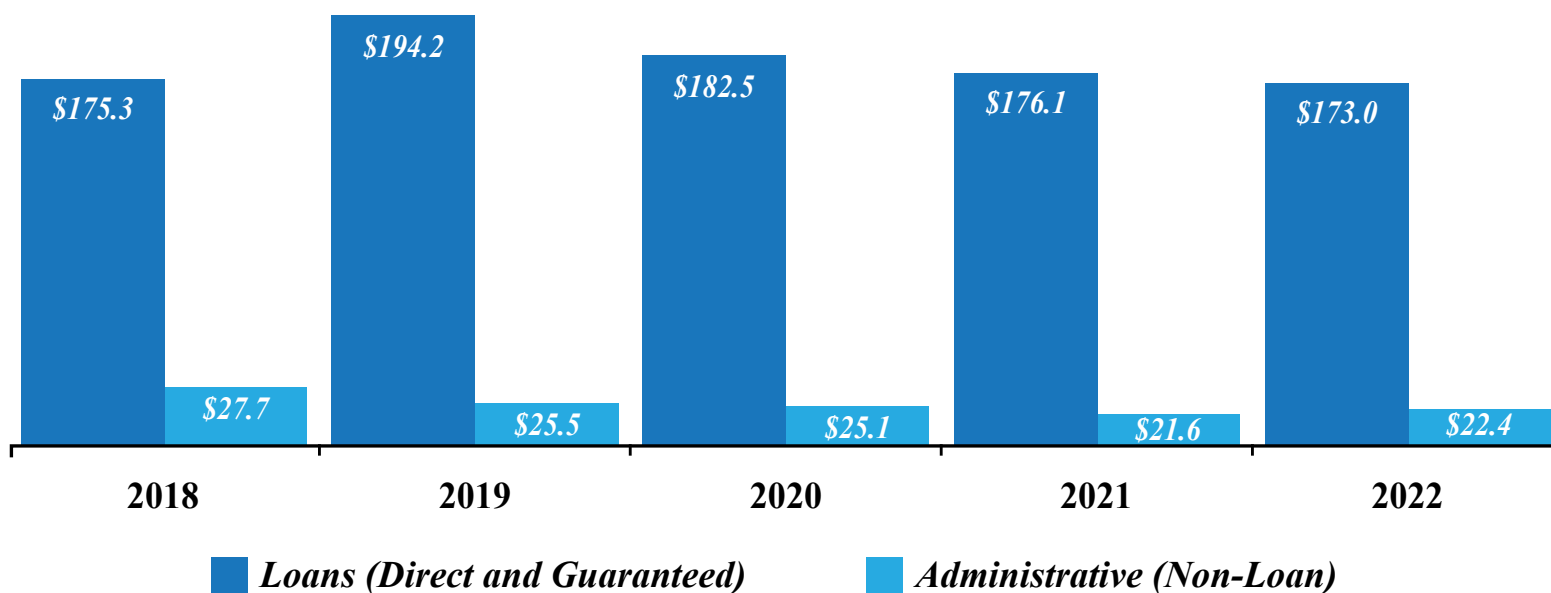
SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES — FOURTH QUARTER FY 2021-2022

D. By Debt Type

At the end of FY 2022, federal loan program delinquencies (direct and guaranteed) totaled \$173.0 billion (89 percent) of total delinquencies, a decrease of \$3.1 billion (2 percent) from FY 2021. Administrative receivable delinquencies totaled \$22.4 billion, an increase of \$0.8 billion (4 percent) from FY 2021.

FIGURE 11

Delinquent Federal Non-Tax Debt, by Type: FY 2018-2022 (Dollars in Billions)



SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES — FOURTH QUARTER FY 2018-2022

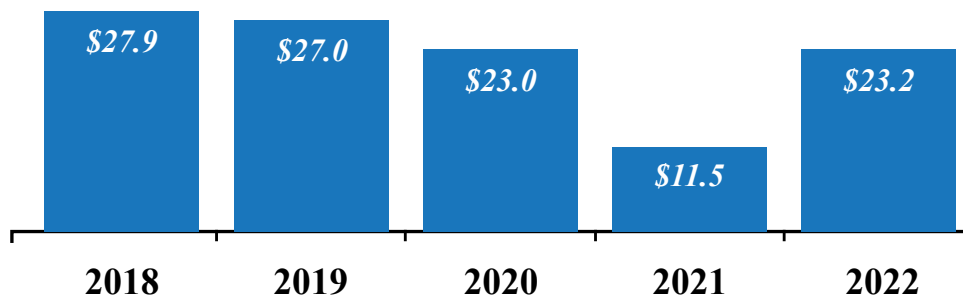
IV. Delinquent Federal Non-Tax Debt Collection Activities

A. Total Delinquent Federal Non-Tax Debt Collection

In FY 2022, federal creditor agencies collected \$23.2 billion in delinquent non-tax federal debt, an increase of \$11.7 billion (102 percent) from FY 2021. This is primarily due to the Department of Energy (Energy), which is explained below.

FIGURE 12

Collections of Delinquent Federal Non-Tax Debt: FY 2018-2022 (Dollars in Billions)



SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES — FOURTH QUARTER FY 2018-2022

B. By Creditor Agency

During FY 2022, \$17.1 billion (74 percent) of the delinquent non-tax debt collected was owed to five federal creditor agencies: Energy, HHS, Securities and Exchange Commission (SEC), USDA and the VA. Energy's 2,700 percent increase in delinquent debt collections is primarily due to collections from the Strategic Petroleum Reserve oil sales. SEC's 50 percent increase in delinquent debt collections is primarily due to an increase in the collection of transaction fees under Section 31 of the Securities Exchange Act of 1934.

FIGURE 13

Collection of Federal Non-Tax Delinquencies: *FY 2022 Top Five Federal Creditor Agencies*

Agency	FY 2022 % of Total Government	FY 2021 (Billions)	FY 2022 (Billions)	% Change from FY 2021 to FY 2022
Department of Energy	48.3%	\$0.4	\$11.2	2,700.0%
Department of Health and Human Services	7.8%	\$1.9	\$1.8	-5.3%
Securities and Exchange Commission	6.5%	\$1.0	\$1.5	50.0%
Department of Agriculture	6.0%	\$1.5	\$1.4	-6.7%
Department of Veterans Affairs	5.2%	\$1.2	\$1.2	0.0%
All Others	26.2%	\$5.5	\$6.1	10.9%
Total Government		\$11.5	\$23.2	101.7%

SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES — FOURTH QUARTER FY 2021-2022

Federal creditor agencies utilize a combination of debt collection tools. Among these collection tools are administrative wage garnishment (AWG), private collection agencies (PCAs), offset of federal and state⁷ payments through the Treasury Offset Program (TOP), the Cross-Servicing Program, and litigation. Before using most collection tools, federal creditor agencies must first provide debtors with due process. This includes providing notice and opportunity to enter into a repayment agreement based on the debtor’s financial circumstances, dispute the debt, or object to the intended collection action.

1. Administrative Wage Garnishment

Federal law authorizes federal creditor agencies to garnish a delinquent debtor’s wages without obtaining a court order by ordering a non-federal employer to withhold up to 15 percent of an employee’s disposable income to collect a delinquent federal non-tax debt owed to the agency. AWG serves as an effective tool in collecting delinquent non-tax debt from those debtors who are able but unwilling to voluntarily pay their obligations. In FY 2022, federal creditor agencies collected \$6.6 million through the use of AWG, a decrease of \$24.6 million (79 percent) from FY 2021.⁸ This decrease is primarily due to SSA’s and Education’s emergency relief measures in response to the COVID-19 pandemic that suspended certain administrative wage garnishment orders.

FIGURE 14

AWG Collections: FY 2018-FY 2022

Dollars in Millions

	<i>FY 2018</i>	<i>FY 2019</i>	<i>FY 2020</i>	<i>FY 2021</i>	<i>FY 2022</i>
<i>AWG</i>	<i>\$1,299.5</i>	<i>\$1,466.6</i>	<i>\$930.1</i>	<i>\$31.2</i>	<i>\$6.6</i>

SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES — FOURTH QUARTER FY 2018-2022

2. Private Collection Agencies

PCAs assist federal creditor agencies in many ways, including locating debtors; establishing repayment agreements; and resolving debt administratively when a debtor is deceased, unable to pay, bankrupt, or out of business. In FY 2022, PCAs assisted federal creditor agencies by collecting \$7.7 million, a decrease of \$42.4 million (85 percent) from FY 2021.⁹ PCA collections decreased by 85 percent and this is primarily due to Education’s emergency relief measures, including those authorized by The Coronavirus Aid, Relief, and Economic Security (CARES) Act, that suspended certain required loan payments and halted collection on certain defaulted loans.

⁷The term “state” includes the several states of the United States, the District of Columbia, American Samoa, Guam, the U.S. Virgin Islands, the Commonwealth of the Northern Mariana Islands, and the Commonwealth of Puerto Rico.

⁸This amount does not include collections resulting from the use of AWG by Fiscal Service’s Cross-Servicing Program or from judicial garnishment actions.

⁹This amount does not include collections resulting from the use of PCAs by Fiscal Service’s Cross-Servicing Program or from the use of private counsel by DOJ. This amount also does not include collections from AWG.

FIGURE 15

PCA Collections: FY 2018-FY 2022

Dollars in Millions

	<i>FY 2018</i>	<i>FY 2019</i>	<i>FY 2020</i>	<i>FY 2021</i>	<i>FY 2022</i>
PCAs	\$443.0	\$452.8	\$387.8	\$50.1	\$7.7

SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES — FOURTH QUARTER FY 2018-2022

C. Centralized Government-Wide Debt Collection Programs

Generally, federal creditor agencies are required to refer delinquent federal non-tax debt to Fiscal Service for collection through its delinquent debt collection programs, known as the Cross-Servicing Program and TOP. Federal creditor agencies are generally required to refer debt that is more than 120 days delinquent to the Cross-Servicing Program and TOP. Before referring a debt to Fiscal Service for collection, federal creditor agencies must provide debtors with notice and opportunity to enter into a repayment agreement based on the debtor’s financial circumstances, dispute the debt, or object to the intended collection action. While federal creditor agencies are responsible for providing this required due process, Fiscal Service also provides debtors with additional opportunities to resolve their debts prior to the initiation of adverse collection action. For example, prior to initiating a collection action, the Cross-Servicing Program generally sends a demand letter to each debtor, and TOP sends a warning letter to payees before offsetting recurring payments.

1. Treasury’s Cross-Servicing Program Collections

Treasury’s Cross-Servicing Program collects delinquent non-tax debts and resolves debts through various means. Fiscal Service does this on behalf of federal creditor agencies by contacting debtors through demand letters and telephone calls, negotiating payment agreements, submitting delinquent debt to TOP, referring delinquent debt to PCAs, referring delinquent debt to DOJ for litigation, reporting debt to credit bureaus, and initiating AWG. In FY 2022, Fiscal Service collected \$356.2 million of delinquent federal non-tax debt through its Cross-Servicing Program, an increase of \$86.9 million (32 percent) from FY 2021. This is primarily due to agencies resuming full collection activity after suspending collections due to COVID-19.

2. Treasury Offset Program Collections

Fiscal Service intercepts eligible federal and state payments and applies them to a payee’s delinquent debt through TOP. Eligible payments include federal tax refunds; federal non-tax payments (e.g., Social Security benefits, civil service and military retirement, salary, vendor); state tax refunds; and other payments made by the states participating in TOP’s State Reciprocal Program.¹⁰ For more information about collections through TOP, see Appendix IV. For more information about the types of payments for which exemptions from centralized administrative offset have been approved, see Appendix VI.

In FY 2022, Fiscal Service collected \$5.2 billion through TOP for federal and state agencies, an increase of \$0.4 billion (8 percent) from FY 2021. Of the \$5.2 billion collected, \$921.5 million was from debtors who owed delinquent federal non-tax debt. Figure 16 shows a breakdown of TOP offsets by payment type for the collection of federal non-tax debt.

¹⁰ Generally, one-time payments (tax refunds and vendor payments) may be offset up to 100 percent of the payment amount. For recurring payments (Social Security, retirement, and salary), the offset amount is generally limited to a percentage of the payment.

FIGURE 16

TOP Collection of Federal Non-Tax Debt, by Payment Type: FY 2018-FY 2022
Dollars in Millions

<i>Payment Type</i>	<i>FY 2018</i>	<i>FY 2019</i>	<i>FY 2020</i>	<i>FY 2021</i>	<i>FY 2022</i>
<i>Federal Tax Refund Payments</i>	\$3,256.4	\$5,198.5	\$3,505.0	\$422.3	\$547.9
<i>Federal Non-Tax Payments</i>	\$485.4	\$647.8	\$469.6	\$238.6	\$359.2
<i>State Payments</i>	\$63.6	\$103.3	\$65.7	\$13.3	\$14.4
<i>TOTAL</i>	<i>\$3,805.4</i>	<i>\$5,946.6</i>	<i>\$4,040.3</i>	<i>\$674.2</i>	<i>\$921.5</i>

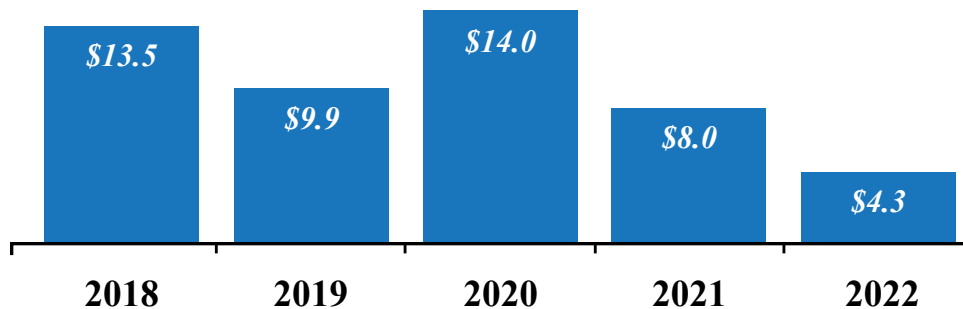
SOURCE: DEPARTMENT OF THE TREASURY, BUREAU OF THE FISCAL SERVICE

3. Enforced Collection by the Department of Justice

In FY 2022, DOJ collected a total of \$4.3 billion in total civil litigation collections on behalf of federal creditor agencies, a decrease of \$3.7 billion (46 percent) from FY 2021. When a federal creditor agency cannot collect a non-tax debt administratively, or believes that enforced collection action is otherwise more appropriate, the agency may refer the debt to DOJ to pursue enforced collection¹¹ through the judicial process. DOJ’s 46 percent decrease in total civil litigation collections is primarily related to the decline in large dollar case collections and impacts from COVID-19 debt collection moratoriums.

FIGURE 17

Civil Litigation Cash Collection: FY 2018-2022
(Dollars in Billions)



SOURCE: DEPARTMENT OF JUSTICE, OFFICE OF DEBT COLLECTION MANAGEMENT

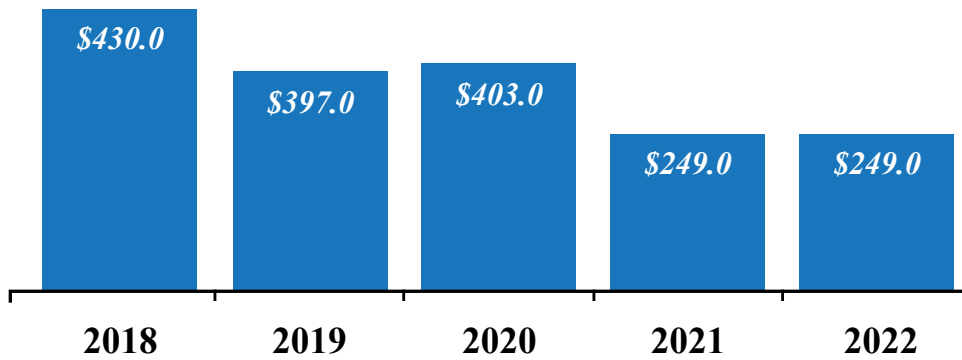
¹¹ An “enforced” collection action refers to an action taken by DOJ (or by another Federal creditor agency with independent litigation authority) to obtain a judgment against the debtor and to pursue available post-judgment remedies (including wage and bank garnishment and liens filed against property).

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

HHS's Program Support Center (PSC) is a Treasury-designated debt collection center that collects non-tax debt for federal creditor bureaus within HHS and several federal creditor agencies outside of HHS. In addition, the PSC serves as an HHS conduit for referrals to Fiscal Service for both TOP and the Cross-Servicing Programs. In FY 2022, the PSC collected \$249.0 million, approximately the same amount as from FY 2021.

FIGURE 18

PSC Collection: FY 2018-2022 (Dollars in Millions)



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

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

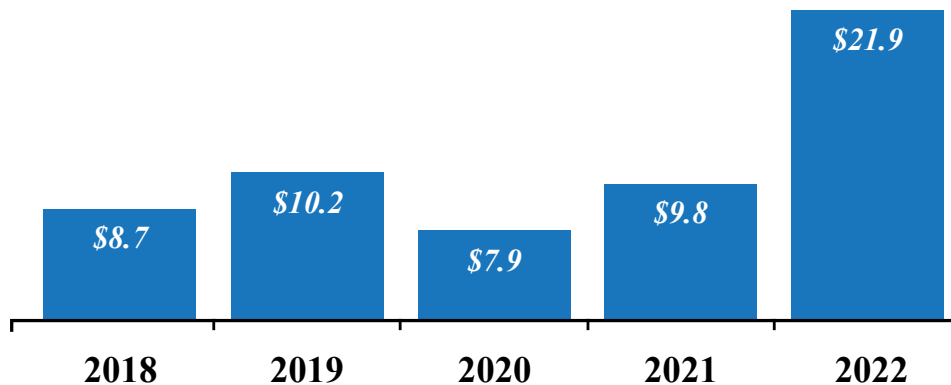
Federal creditor agencies are generally required to write off non-tax debt that is two years delinquent (see [Office of Management and Budget Circular A-129](#)).¹² By writing off delinquent federal non-tax debt as uncollectible, federal creditor agencies more accurately reflect the value of their receivables on the books of the United States. Certain write-offs are categorized as “currently not collectible,” which means that collection efforts continue until the agency determines it should terminate those efforts.

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

In FY 2022, federal non-tax debt that was written off and categorized as “closed out” totaled \$21.9 billion, an increase of \$12.1 billion (123 percent) from FY 2021. Government-wide write-offs grew by 123 percent due to Education’s \$10.9 billion increase in loan write-offs by the Public Service Loan Forgiveness Program. The federal creditor agencies with the largest write-off amounts in FY 2022 included Education (\$19.0 billion), Department of Homeland Security (\$879.0 million), and Commodity Futures and Trading Commission (\$432.9 million).

FIGURE 19

Annual Write-Offs and Closed Out Debts: FY 2018-2022 (Dollars in Billions)



SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES—FOURTH QUARTER FY 2018-2022

¹²“Write-off” of a delinquent debt is an accounting action. Federal creditor agencies may pursue collection of a delinquent Federal non-tax debt, however, without regard to whether it has been written off.

Appendices

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

At the end of FY 2022, 98 percent of federal receivables were from programs administered by the ten federal creditor agencies listed below.

FIGURE 20

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

<i>Agency</i>	<i>FY 2022 % of Total Government</i>	<i>Receivables Balance (FY 2022)</i>	<i>Delinquent Debt Balance (FY 2022)</i>
Department of Education	66.3%	\$1,533,964.7	\$158,460.8
Small Business Administration	16.7%	\$385,499.1	\$6,773.8
Department of Agriculture	5.6%	\$130,272.2	\$1,834.2
Department of Housing and Urban Development	3.4%	\$78,926.8	\$341.7
Department of Health and Human Services	2.1%	\$47,740.8	\$1,254.2
Social Security Administration	0.9%	\$21,570.9	\$6,338.8
Department of Energy	0.9%	\$20,989.1	\$247.3
Department of Transportation	0.7%	\$16,634.1	\$27.8
Export-Import Bank	0.6%	\$12,728.8	\$3,016.3
U.S. Int'l Dev. Finance Corp	0.4%	\$10,263.6	\$1,268.8
Top 10 Total	97.6%	\$2,258,590.1	\$179,563.7
All Others	2.4%	\$54,395.3	\$15,811.6
Government Total		\$2,312,985.4	\$195,375.3

SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES — FOURTH QUARTER FY 2022

Appendix II: Total FY 2022 Collection of Delinquent Federal Non-Tax Debt by Creditor Agency

In FY 2022, 88 percent of the collection of delinquent federal non-tax debt was associated with debt administered by the ten federal creditor agencies listed below.

FIGURE 21

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

Agency	FY 2022 % of Total Government	FY 2022 Collections
Department of Energy	48.3%	\$11,212.5
Department of Health and Human Services	7.8%	\$1,817.5
Securities and Exchange Commission	6.3%	\$1,460.7
Department of Agriculture	6.2%	\$1,441.3
Department of Veterans Affairs	5.3%	\$1,221.8
General Services Administration	5.1%	\$1,184.0
Department of Defense	2.4%	\$559.9
Environmental Protection Agency	2.4%	\$547.9
Commodity Futures Trading Commission	2.3%	\$526.9
Small Business Administration	1.6%	\$380.4
Top 10 Total	87.7%	\$20,352.9
All Others	12.3%	\$2,848.6
Government Total		\$23,201.5

SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES — FOURTH QUARTER FY 2022

Appendix III: Total FY 2022 Write-Offs by Creditor Agency

In FY 2022, nearly 100 percent of the federal non-tax debt that was written off and closed out arose from programs administered by the ten federal creditor agencies listed below.

FIGURE 22

Total Federal Non-Tax Write-Offs:
Top Ten Federal Creditor Agencies
(Dollars in Millions)

<i>Agency</i>	<i>FY 2022 % of Total Government</i>	<i>FY 2022 Write-Offs</i>
Department of Education	86.6%	\$18,969.3
Department of Homeland Security	4.0%	\$879.0
Commodity Futures Trading Commission	2.0%	\$432.9
Department of Defense	1.7%	\$377.3
Department of Housing and Urban Development	1.7%	\$364.1
Social Security Administration	1.3%	\$277.6
Department of Agriculture	1.2%	\$262.4
Department of Veterans Affairs	0.6%	\$136.2
Securities and Exchange Commission	0.2%	\$50.0
Export-Import Bank	0.2%	\$40.8
Top 10 Total	99.5%	\$21,789.6
All Others	0.5%	\$115.4
<i>Government Total</i>		<i>\$21,905.0</i>

SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES — FOURTH QUARTER FY 2022

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

TOP is the centralized program through which federal and state disbursing agencies intercept, or offset, eligible federal and state payments to satisfy delinquent debts owed to federal and state agencies. Delinquent non-tax debts owed to federal agencies include loans, overpayments, fines, and penalties. In addition, the Federal Payment Levy Program, processed through TOP, allows the IRS to continuously levy federal payments due to delinquent federal taxpayers.¹³ Delinquent debts owed to state agencies include child support and unemployment insurance obligations.

In FY 2022, Fiscal Service collected \$5.2 billion through TOP for federal and state agencies, of which \$1.5 billion was for debts owed to federal agencies and \$3.7 billion for debts owed to state agencies. Highlights include:

- \$2.3 billion was collected for delinquent child support obligations submitted to TOP by HHS’s Office of Child Support Enforcement on behalf of states.
- \$903.4 million was collected for 50 states that participated in TOP’s State Income Tax Program, whereby federal tax refunds and federal vendor payments are offset to collect delinquent state income tax obligations.
- \$312.3 million was collected for the 50 states that participated TOP’s Unemployment Insurance Compensation Program, whereby federal tax refunds and federal vendor payments are offset to collect delinquent unemployment insurance benefit and employer tax obligations.
- \$136.2 million was collected for the 11 states that participated in TOP’s State Reciprocal Program for other state debts, whereby eligible federal vendor payments are offset to collect debt owed to states. In return, states offset \$14.5 million from state payments to collect delinquent federal non-tax debt.
- \$583.8 million delinquent federal taxes was collected through the Federal Payment Levy Program.

FIGURE 23

TOP Collection - Federal Debt: FY 2018-2022

(Dollars in Millions)

Type of Debt	Type of Payment Offset / Levy	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022
Federal Non-Tax Debt	Tax Refund Offset	\$3,256.4	\$5,198.5	\$3,505.0	\$422.3	\$547.9
Federal Non-Tax Debt	Administrative Offset	\$485.4	\$647.8	\$469.6	\$238.6	\$359.2
Federal Non-Tax Debt	State Payments	\$63.6	\$103.3	\$65.7	\$13.3	\$14.4
Federal Tax Debt	Tax Levy (Federal Payments)	\$678.9	\$801.5	\$507.2	\$261.6	\$583.8
Total		\$4,484.3	\$6,751.1	\$4,547.5	\$935.8	\$1,505.3

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

¹³“Levy” is legally distinct from “offset.” While offset involves the netting out of mutual obligations between two parties, a levy is a legal seizure of property, usually in the hands of a third party, to satisfy a tax debt.

FIGURE 24

TOP Collection - State Debt as of September 30: FY 2018-2022
(Dollars in Millions)

<i>Type of Debt</i>	<i>Type of Payment Offset</i>	<i>FY 2018</i>	<i>FY 2019</i>	<i>FY 2020</i>	<i>FY 2021</i>	<i>FY 2022</i>
Child Support	<i>Tax Refund Offset</i>	\$1,751.9	\$1,723.3	\$5,044.6	\$2,707.7	\$2,298.0
State Income Tax Debt	<i>Tax Refund Offset</i>	\$563.5	\$493.2	\$503.4	\$695.1	\$884.0
State Unemployment Compensation Debt	<i>Tax Refund Offset</i>	\$300.3	\$270.9	\$224.8	\$293.4	\$310.4
Child Support	<i>Administrative Offset</i>	\$7.6	\$8.6	\$7.9	\$9.9	\$8.6
State Income Tax Debt (Reciprocal Program)	<i>Administrative Offset</i>	\$36.9	\$39.1	\$25.0	\$21.9	\$19.4
Other State Debt (Reciprocal Program)	<i>Administrative Offset</i>	\$46.7	\$54.6	\$53.4	\$107.3	\$136.2
State Unemployment Compensation Debt (Reciprocal Program)	<i>Administrative Offset</i>	\$4.6	\$2.5	\$2.1	\$1.5	\$1.5
Total		\$2,711.5	\$2,592.2	\$5,861.2	\$3,836.8	\$3,658.1

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

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

Federal agencies are required to notify Treasury of legally enforceable, non-tax debts that are more than 120 days delinquent for purposes of administrative offset, and Treasury is required to report to Congress when debts are not timely referred.

The figure below shows the extent to which each federal agency satisfied this referral requirement for FY 2022. The figure only includes agencies that had eligible debts to refer to Fiscal Service. Agencies that did not have eligible debts to refer are not listed.

Note: The data used in this figure, as with the data for much of this report, are based on data that agencies reported on the TROR at the close of FY 2022. When agencies report information on the TROR, they certify to its accuracy.

FIGURE 25

Compliance with 120-Day Delinquent Debt Referral Requirement as of September 30: FY 2022

Agency	Total Number of Eligible Debts	Number of Eligible Debts Referred	Number of Eligible Debts Not Referred	Compliance Rate
Chemical Safety Board	2	2	0	100.0%
Commodity Futures Trading Commission	361	361	0	100.0%
Consumer Product Safety Commission	2	2	0	100.0%
Department of Commerce	15,036	15,036	0	100.0%
Equal Employment Opportunity Commission	20	20	0	100.0%
Farm Credit Administration	1	1	0	100.0%
Federal Communications Commission	12,731	12,731	0	100.0%
Federal Election Commission	293	293	0	100.0%
Federal Trade Commission	66	66	0	100.0%
Government Accountability Office	8	8	0	100.0%
Merit Systems Protection Board	1	1	0	100.0%
National Aeronautics and Space Administration	130	130	0	100.0%
National Archives & Records Administration	128	128	0	100.0%
National Credit Union Administration	1	1	0	100.0%
National Science Foundation	50	50	0	100.0%
Nuclear Regulatory Commission	373	373	0	100.0%
Office of Personnel Management	994	994	0	100.0%
Pension Benefit Guaranty Corp.	1,060	1,060	0	100.0%
Presidio Trust Corp.	62	62	0	100.0%

***Compliance with 120-Day Delinquent Debt Referral Requirement
as of September 30: FY 2022***

<i>Agency</i>	<i>Total Number of Eligible Debts</i>	<i>Number of Eligible Debts Referred</i>	<i>Number of Eligible Debts Not Referred</i>	<i>Compliance Rate</i>
Securities and Exchange Commission	1,163	1,163	0	100.0%
Small Business Administration	122,989	122,989	0	100.0%
U.S. Agency of Global Media	2	2	0	100.0%
Department of Education	21,827,562	21,827,434	128	99.9%
Department of Housing and Urban Development	3,069	3,065	4	99.9%
Department of State	22,815	22,585	230	99.9%
Department of the Treasury	4,728	4,722	6	99.9%
Department of Transportation	8,219	8,218	1	99.9%
Department of the Interior	35,786	35,680	106	99.7%
Environmental Protection Agency	276	274	2	99.3%
Department of Justice	39,774	39,381	393	99.0%
Armed Forces Retirement Home	104	102	2	98.1%
Department of Veterans Affairs	3,681,237	3,637,182	44,055	98.8%
Agency for International Development	50	49	1	98.0%
Department of Energy	95	93	2	97.9%
Department of Health and Human Services	1,139,529	1,109,203	30,326	97.3%
General Services Administration	1,715	1,615	100	94.2%
Department of Agriculture	65,502	60,420	5,082	92.2%
Department of Homeland Security	67,457	55,458	11,999	82.2%
U.S. Postal Service	69,458	49,595	19,863	71.4%
Department of Labor	16,135	11,173	4,962	69.3%
The Judiciary	299	170	129	56.9%
Corp. for National and Community Service	315	165	150	52.4%
National Council on Disability	2	1	1	50.0%
Social Security Administration	1,322,598	439,044	883,554	33.2%
Consumer Financial Protection Bureau	14	4	10	28.6%
Department of Defense	1,620,175	304,332	1,315,843	18.8%

SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES—FOURTH QUARTER FY 2022

***Compliance with 120-Day Delinquent Debt Referral Requirement
as of September 30: FY 2022***

<i>Agency</i>	<i>Total Number of Eligible Debts</i>	<i>Number of Eligible Debts Referred</i>	<i>Number of Eligible Debts Not Referred</i>	<i>Compliance Rate</i>
Architect of the Capitol	17	0	17	0.0%
Council of Inspectors General on Integrity & Efficiency	3	0	3	0.0%
Election Assistance Commission	1	0	1	0.0%
Funds Appropriated to the President	7	0	7	0.0%
James Madison Memorial Fellowship	24	0	24	0.0%
John C. Stennis Space Center	2	0	2	0.0%
Library of Congress	49	0	49	0.0%
Selective Service System	8	0	8	0.0%
Tennessee Valley Authority	75	0	75	0.0%
U.S. Commission on International Religious Freedom	1	0	1	0.0%
U.S. Institution for Environmental Conflict Resolution	1	0	1	0.0%
U.S. House-Senate	218	0	218	0.0%
U.S. International Development Finance Corp.	1	0	1	0.0%

SOURCE: TREASURY REPORT ON RECEIVABLES AND DEBT COLLECTION ACTIVITIES—FOURTH QUARTER FY 2022

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

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

FIGURE 26

Payments Exempted by Action of the Secretary of the Treasury During FY 2022

<i>Payment Agency</i>	<i>Type of Payment</i>
Federal Retirement Thrift Investment Board	<i>Disbursements from an employee or former employee's Thrift Savings Plan Approved December 6, 2021.</i>
National Science Foundation	<i>Payments of awards to non-governmental parties for scientific and engineering research and education pursuant to the National Science Foundation Act of 1950. Approved May 2, 2022.</i>
Department of the Treasury	<i>State Small Business Credit Initiative (SSBCI) payments, which represent transfers of SSBCI Capital Program allocation amounts and Technical Assistance Grant Program award amounts to participating jurisdictions for SSBCI under the Small Business Jobs Act of 2010, as amended by section 3301 of the American Rescue Plan act of 2021. Approved May 13, 2022.</i>
Department of Agriculture	<i>Payments made by the USDA for the Farm Loan Borrower Relief Program under section 22006 of the Inflation Reduction Act of 2022, Public Law 117-169. Approved September 30, 2022.</i>

Appendix VII: Sources of Data

Data in this report were obtained from the following sources and reported as of September 30, 2022:

Sources

Treasury Report on Receivables and Debt Collection Activities – Fourth Quarter 2022,
as reported by Federal creditor agencies to the Department of the Treasury

Department of the Treasury, Bureau of the Fiscal Service

Department of Health and Human Services, Program Support Center

Department of Justice, Office of Debt Collection Management