Financial Section

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A MESSAGE FROM THE CHIEF FINANCIAL OFFICER

I am pleased to join Commissioner Bisignano in issuing our fiscal year (FY) 2025 *Agency Financial Report* (AFR). The AFR highlights our financial position, results of operations, and use of budgetary resources for FY 2025. We discuss our progress towards meeting these goals in the *Overview of Our Fiscal Year 2025 Performance Results* section.

I am proud that for the 32nd consecutive year, we received an unmodified audit opinion on our financial statements from our independent auditors. An unmodified audit opinion confirms that our statements present our financial position fairly and are free of material misstatement. Our independent auditors also issued an unmodified opinion on the effectiveness of our internal control over financial reporting. The auditors determined that we had no material weaknesses and cited two significant deficiencies identified in prior years. The significant deficiencies concern internal controls over certain financial information systems and internal control over accounts receivable with the public (i.e., benefit overpayments).

Efforts are underway to rectify deficiencies identified through audits by using risk-based corrective action plans to mitigate risks and strengthen our control environment. The independent auditors noted areas of progress we made in remediating elements of these significant deficiencies; though we continue to face challenges, such as the evolving cybersecurity landscape. Because of these challenges, many elements of our remediation plans will take time to implement. However, we are committed to continuous improvement. We provide additional information on the auditors' findings and our corrective actions in the *Analysis of Systems, Controls, and Legal Compliance* and *Agency Response to the Reports of Independent Auditors* sections of this report.

As the Chief Financial Officer, I am working with our leadership team to drive change across the agency to significantly improve agency performance while reducing costs and providing our customers the highest quality of service. I am working closely with Commissioner Bisignano to aggressively transform the agency into a premier service organization with best-in-class technology and digital service options. Under the Commissioner's leadership, we are ensuring we effectively use the resources entrusted to us by the American taxpayers. This involves streamlining processes, modernizing outdated systems, and making strategic investments to safeguard and preserve the future of the programs we administer, which serve all citizens of this country.

During FY 2025, we successfully completed the following key financial management initiatives that advanced the agency's mission, strategic goals, and objectives:

- **Procurement Savings:** We achieved significant cost savings in FY 2025. Based on a combination of terminated contracts, canceled grants, and other discontinued obligations in compliance with recent Executive Orders, the General Services Administration's Defend the Spend initiative, and more, we reduced costs by $286.9 million in cost avoidance—both for FY 2025 and beyond. We eliminated technical debt, consolidated duplicative technology efforts, and decreased overall Information Technology (IT) spending. This includes decreasing spending by $78 million on our largest IT support services contract. By implementing a rigorous contract approval process and leveraging the financial expertise of current agency leadership, we prevented waste and increased efficiency, further maximizing savings to the agency.
- **Treasury Offset Program (TOP):** TOP is a fully-automated, centralized offset program that intercepts federal and state payments to collect delinquent debts owed to federal and state agencies. TOP allows us to collect delinquent debt by tax refund offset, administrative offset, and Federal salary offset. In March 2025, we resumed use of TOP after suspending it because of the COVID-19 pandemic in March 2020. From March to September 2025, we collected approximately $60 million from debtors who were notified of TOP debt referral prior to program suspension. Beginning in August 2025, we resumed pre-offset notifications to debtors on all delinquent debts incurred after March 2020.
- **Reduce Paper Checks:** In support of Executive Order 14247, *Modernizing Payments To And From America's Bank Account*, we initiated efforts to reduce and eliminate paper check disbursements and receipts. From June through September 2025, we developed and implemented a direct outreach campaign to over 692,000 individuals receiving their monthly benefit via paper check. As of September 30, approximately 50 percent of this group converted to an electronic payment method. Additionally, we successfully expanded our electronic remittance options, Pay.gov and Online Bill Pay, to our TOP pre-offset notices.
- **Payment Window:** We partnered with the Department of the Treasury to reduce improper payments by providing an additional day to update beneficiaries' payment and eligibility information (e.g., death, suspension, bank account, mailing address). We estimate this change will prevent improper payments of more than $65 million annually.
- **Real Property Reduction:** We reduced our real property footprint by over 316,800 useable square feet (USF), exceeding our target of 250,000 USF, saving the agency $11.9 million annually in lease avoidance costs.
- **Print and Postage Savings:** We completed several critical milestones in support of the Central Print initiative to modernize communications and comply with U.S. Code Title 44, which requires all printing to go through the Government Publishing Office. This initiative reduces costs associated with mailing notices and eliminates the need for field office staff to print and mail notices, thus reducing task time for technicians and enabling them to focus on serving the public. The notice workloads released in FY 2025 will result in future estimated annual administrative cost savings of $7.0 million.
- **Mail Centralization and Digitization (MCD):** We continue to transform how the agency processes mail by expanding use of MCD across the country. MCD digitizes

incoming mail and electronically assigns mail to field offices, alleviating the need for front line staff to manually process mail. Centralizing digitization allows field office technicians more time to focus on mission critical workloads and servicing the public. Throughout FY 2025, we project that MCD has saved the agency $6.7 million in labor costs.

For our FY 2024 AFR, we were awarded the Certificate of Excellence in Accountability Reporting (CEAR) award from AGA. This was the 27th consecutive year we were honored with this award, which is unparalleled in the Federal financial reporting community. In addition, we received a CEAR Best-in-Class Award for integrating responses to challenges identified by our Inspector General throughout our report. These acknowledgments reflect our enduring commitment to uphold the highest standards of transparency, accountability, and excellence in financial reporting.

The achievements we have accomplished this year reflect our dedication to sound financial management and our stewardship of the resources entrusted to us by the public we serve. We look forward to building on this record of excellence in the years ahead.

Respectfully,

T. J. Holland

Thomas Holland

Baltimore, Maryland
January 15, 2026

AUDITED FINANCIAL STATEMENTS AND ADDITIONAL INFORMATION

Our financial statements and additional information for fiscal year (FY) 2025 consist of the following:

- The **Consolidated Balance Sheet** presents, as of September 30, 2025, 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 Other Financial Information.
- The **Consolidated Statement of Net Cost** presents the net cost of operations for the year ended September 30, 2025. 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 Other Financial Information.
- The **Consolidated Statement of Changes in Net Position** presents the change in net position for the year ended September 30, 2025. Changes to the two components of net position, Unexpended Appropriations and Cumulative Results of Operations, 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 Other Financial Information.
- The **Combined Statement of Budgetary Resources** presents the budgetary resources available to us, the status of these resources, and the outlay of budgetary resources for the year ended September 30, 2025. 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) programs (referred to as OASDI when discussing them in combination) 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 reserves at the beginning of the period. We present this information 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 for the 75-year projection period of the estimated OASI and DI 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, 2024 to the period

beginning on January 1, 2025; and (2) change from the period beginning on January 1, 2023 to the period beginning on January 1, 2024. The Statements identify several categories of changes and provide reasons for significant changes in the accompanying notes.

- 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 for the 75-year projection period of the OASI and DI programs. The financial and actuarial disclosures include a narrative describing the program. This narrative includes a description of program financing, details about how benefits are calculated, and an analysis of relevant trends.

Consolidated Balance Sheet as of September 30, 2025
(Dollars in Millions)

Assets	**2025**
Intragovernmental Assets:	
Fund Balance with Treasury (Notes 3 and 4)	**$ 6,045**
Investments (Note 5)	**2,632,335**
Accounts Receivable, Net (Note 6)	**968**
Advances and Prepayments	**59**
Other Assets (Note 8)	**113**
Total Intragovernmental Assets	**2,639,520**
Assets with the Public:	
Accounts Receivable, Net (Notes 3 and 6)	**11,012**
Property, Plant, and Equipment, Net (Note 7)	**5,172**
Total Assets with the Public	**16,184**
Total Assets	**$ 2,655,704**
Liabilities (Note 9)	
Intragovernmental Liabilities:	
Accounts Payable	**$ 5,845**
Other Liabilities	**5,221**
Total Intragovernmental Liabilities	**11,066**
Liabilities with the Public:	
Accounts Payable	**386**
Federal Employee Salary, Leave, and Benefits Payable	**547**
Post-Employment Benefits Payable	**243**
Benefits Due and Payable	**169,618**
Advances from Others and Deferred Revenue	**290**
Other Liabilities	**39**
Total Liabilities with the Public	**171,123**
Total Liabilities	**$ 182,189**
Commitments and Contingencies (Note 9)	
Net Position	
Unexpended Appropriations - Funds from other than Dedicated Collections	**$ 612**
Cumulative Results of Operations - Funds from Dedicated Collections (Note 10)	**2,468,387**
Cumulative Results of Operations - Funds from other than Dedicated Collections	**4,516**
Total Cumulative Results of Operations	**2,472,903**
Total Net Position	**$ 2,473,515**
Total Liabilities and Net Position	**$ 2,655,704**

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

Consolidated Statement of Net Cost for the Year Ended September 30, 2025
(Dollars in Millions)

	2025
OASI Program	
Benefit Payment Expense	$ 1,423,041
Operating Expenses (Note 11)	4,408
Total Cost of OASI Program	1,427,449
Less: Exchange Revenues (Note 12)	(23)
Net Cost of OASI Program	**$ 1,427,426**
DI Program	
Benefit Payment Expense	$ 156,332
Operating Expenses (Note 11)	3,168
Total Cost of DI Program	159,500
Less: Exchange Revenues (Note 12)	(44)
Net Cost of DI Program	**$ 159,456**
SSI Program	
Benefit Payment Expense	$ 60,268
Operating Expenses (Note 11)	5,153
Total Cost of SSI Program	65,421
Less: Exchange Revenues (Note 12)	(283)
Net Cost of SSI Program	**$ 65,138**
Other	
Operating Expenses (Note 11)	$ 3,820
Less: Exchange Revenues (Note 12)	(23)
Net Cost of Other Program	**$ 3,797**
Total Net Cost	
Benefit Payment Expense	$ 1,639,641
Operating Expenses (Note 11)	16,549
Total Cost	1,656,190
Less: Exchange Revenues (Note 12)	(373)
Total Net Cost	**$ 1,655,817**

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

Consolidated Statement of Changes in Net Position for the Year Ended September 30, 2025
(Dollars in Millions)

	2025		
	Funds from Dedicated Collections	Funds from other than Dedicated Collections	Total
Unexpended Appropriations:			
Beginning Balances	**$ 0**	**$ 1,865**	**$ 1,865**
Appropriations Received	**59,748**	**68,872**	**128,620**
Other Adjustments	**0**	**(1,305)**	**(1,305)**
Appropriations Used	**(59,748)**	**(68,820)**	**(128,568)**
Net Change in Unexpended Appropriations	**0**	**(1,253)**	**(1,253)**
Total Unexpended Appropriations - Ending	**0**	**612**	**612**
Cumulative Results of Operations:			
Beginning Balances	**$ 2,624,095**	**$ 4,333**	**$ 2,628,428**
Adjustments			
Changes in Accounting Principles	**0**	**126**	**126**
Beginning Balance, as Adjusted	**$ 2,624,095**	**$ 4,459**	**$ 2,628,554**
Appropriations Used	**59,748**	**68,820**	**128,568**
Non-Exchange Revenue			
Tax Revenues (Note 13)	**1,308,139**	**0**	**1,308,139**
Interest Revenues	**69,307**	**0**	**69,307**
Other	**37**	**0**	**37**
Total Non-Exchange Revenue	**1,377,483**	**0**	**1,377,483**
Transfers-In/Out - Without Reimbursement	**(12,737)**	**9,767**	**(2,970)**
Imputed Financing Sources (Note 14)	**0**	**1,034**	**1,034**
Other	**0**	**(3,949)**	**(3,949)**
Net Cost of Operations	**1,580,202**	**75,615**	**1,655,817**
Net Change in Cumulative Results of Operations	**(155,708)**	**57**	**(155,651)**
Cumulative Results of Operations - Ending	**$ 2,468,387**	**$ 4,516**	**$ 2,472,903**
Net Position	**$ 2,468,387**	**$ 5,128**	**$ 2,473,515**

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

Combined Statement of Budgetary Resources for the Year Ended September 30, 2025
(Dollars in Millions)

	2025
Budgetary Resources (Note 15)	
Unobligated balance from prior year budget authority, net	**$ 3,336**
Appropriations (discretionary and mandatory)	**1,720,904**
Spending authority from offsetting collections (discretionary and mandatory)	**17,897**
Total Budgetary Resources	**$ 1,742,137**
Status of Budgetary Resources	
New obligations and upward adjustments	
Direct	**$ 1,736,883**
Reimbursable	**3,516**
New obligations and upward adjustments (total)	**1,740,399**
Unobligated balance, End of Year	
Apportioned, unexpired accounts	**1,199**
Unapportioned, unexpired accounts	**7**
Unexpired unobligated balance, end of year	**1,206**
Expired unobligated balance, end of year	**532**
Unobligated balance, end of year (total)	**1,738**
Total Budgetary Resources	**$ 1,742,137**
Outlays, Net	
Outlays, net (discretionary and mandatory)	**$ 1,710,421**
Distributed offsetting receipts	**(63,906)**
Agency Outlays, Net (Discretionary and Mandatory)	**$ 1,646,515**

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, 2025[1, 2]
(Dollars in Billions)

	2025	2024	2023	2022	2021
Present value for the 75-year projection period from or on behalf of: (Note 17)					
Participants who, in the starting year of the projection period, have attained eligibility age (age 62 and over):					
Noninterest income	**$ 2,519**	$ 2,414	$ 2,169	$ 1,998	$ 1,766
Cost for scheduled future benefits	**26,078**	24,641	23,489	21,591	19,785
Future noninterest income less future cost	**(23,559)**	(22,226)	(21,321)	(19,593)	(18,019)
Participants who have not yet attained retirement eligibility age (ages 15–61):					
Noninterest income	**45,252**	44,586	42,195	40,365	37,465
Cost for scheduled future benefits	**75,706**	74,014	71,234	68,471	64,932
Future noninterest income less future cost	**(30,454)**	(29,428)	(29,039)	(28,105)	(27,467)
Present value of future noninterest income less future cost for current participants (closed group measure)	**(54,013)**	(51,655)	(50,360)	(47,699)	(45,486)
Combined OASI and DI Trust Fund reserves at start of period	**2,721**	2,788	2,830	2,852	2,908
Closed group - Present value of future noninterest income less future cost for current participants plus combined OASI and DI Trust Fund reserves at start of period	**$ (51,292)**	$ (48,866)	$ (47,530)	$ (44,847)	$ (42,578)
Present value for the 75-year projection period from or on behalf of: (Note 17)					
Future participants (those under age 15, and to be born during period):					
Noninterest income	**$ 44,582**	$ 44,295	$ 43,045	$ 41,808	$ 39,349
Cost for scheduled future benefits	**18,419**	18,046	17,937	17,411	16,604
Future noninterest income less future cost	**26,162**	26,249	25,108	24,397	22,745
Present value of future noninterest income less future cost for current and future participants (open group measure)	**(27,851)**	(25,406)	(25,252)	(23,301)	(22,742)
Combined OASI and DI Trust Fund reserves at start of period	**2,721**	2,788	2,830	2,852	2,908
Open group - Present value of future noninterest income less future cost for current and future participants plus combined OASI and DI Trust Fund reserves at start of period	**$ (25,129)**	$ (22,618)	$ (22,422)	$ (20,449)	$ (19,833)

Notes:

1. The accompanying notes are an integral part of these financial statements.
2. Components may not sum to totals because of rounding.

Statements of Changes in Social Insurance Amounts
Old-Age, Survivors, and Disability Insurance
For Change from the 75-Year Valuation Period[1, 2]

January 1, 2024 to January 1, 2025
(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 reserves	Present value of future noninterest income less future cost for current and future participants *plus* combined OASI and DI Trust Fund reserves at start of period
As of January 1, 2024	$ (25,406)	$ 2,788	$ (22,618)
Reasons for changes between January 1, 2024 and January 1, 2025 (Note 17)			
Change in the valuation period	(784)	($100)	(884)
Changes in demographic data, assumptions, and methods	(127)	$0	(127)
Changes in economic data, assumptions, and methods	(304)	$0	(304)
Changes in programmatic data and methods	(181)	$33	(148)
Changes in law or policy	(1,048)	$0	(1,048)
Net change between January 1, 2024 and January 1, 2025	$ (2,444)	$ (67)	$ (2,511)
As of January 1, 2025	**$ (27,851)**	**$ 2,721**	**$ (25,129)**

January 1, 2023 to January 1, 2024
(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 reserves	Present value of future noninterest income less future cost for current and future participants *plus* combined OASI and DI Trust Fund reserves at start of period
As of January 1, 2023	$ (25,252)	$ 2,830	$ (22,422)
Reasons for changes between January 1, 2023 and January 1, 2024 (Note 17)			
Change in the valuation period	(767)	(53)	(820)
Changes in demographic data, assumptions, and methods	(1,157)	0	(1,157)
Changes in economic data, assumptions, and methods	397	0	397
Changes in programmatic data and methods	1,373	12	1,385
Changes in law or policy	0	0	0
Net change between January 1, 2023 and January 1, 2024	$ (154)	$ (41)	$ (195)
As of January 1, 2024	**$ (25,406)**	**$ 2,788**	**$ (22,618)**

Notes:

1. The accompanying notes are an integral part of these financial statements.
2. Components may not sum to totals because of rounding.

Notes to the Basic Financial Statements For the Year Ended September 30, 2025

1. Reporting Entity and Summary of Significant Accounting Policies

Reporting Entity

The Social Security Administration (SSA), as an independent agency in the executive branch of the United States (U.S.) Government, is responsible for administering the Nation's OASDI programs and the Supplemental Security Income (SSI) program. SSA is considered a separate reporting entity for financial reporting purposes. 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 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. The OASI and DI Trust Funds consist of earmarked receipts used to fund benefit payment and other related expenditures. General fund appropriations represent activities that receive appropriation authority from the Department of the Treasury's (Treasury) General Fund based on law. SSA's receipt accounts contain funds from collections that are not identified by law for another account for a specific purpose; whereas special fund accounts contain funds collected that are identified by law for a specific purpose.

LAE is a mechanism 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 Treasury.

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 activity, but also contains SSI Overpayment Collections and other non-material activities.

Accounting Policies

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 Statement 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. The purpose of Federal budgetary accounting is to control, monitor, and report on funds made available to Federal agencies by law and help ensure compliance with the law. Definitions of commonly used budget terms may be found in OMB Circular No. A-11, Section 20. Budgetary accounting rules are incorporated into GAAP for the Federal Government. GAAP for Federal entities are the standards prescribed by the Federal Accounting Standards Advisory Board (FASAB). 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. Accounting standards require all reporting entities to disclose that accounting standards allow certain presentations and disclosures to be modified, if needed, to prevent the disclosure of classified information.

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.

Fund Balance with Treasury

SSA's Fund Balance with Treasury, shown on the Consolidated Balance Sheet, 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 U.S. or in obligations guaranteed as to both principal and interest by the U.S. 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 Sheet. Refer to Note 5, Investments.

Accounts Receivable, Net

SSA accounts receivable represent unpaid amounts due to the agency. Intragovernmental Accounts Receivable, Net primarily represents amounts to be paid from the Hospital Insurance (HI) and Supplemental Medical Insurance (SMI) Trust Funds to the LAE Appropriation. Accounts Receivable, Net with the Public consists 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. Intragovernmental Accounts Receivable, Net includes amounts related to Section 4003 of the *Coronavirus Aid, Relief, and Economic Security Act* (CARES Act), Emergency Relief and Taxpayer Protection, which allows Treasury to make loans, loan guarantees, and other investments of up to $500 billion to eligible businesses, States, and municipalities impacted by the Coronavirus Disease 2019 (COVID-19) pandemic. This legislation designates the OASI Trust Fund as the recipient of any interest and other proceeds associated with the loans, loan guarantees, and other investments after repayments of any amounts provided are made to Treasury.

SSA has an automated process to evaluate programmatic debt and write-off certain delinquent debts deemed uncollectible. While this debt is being written-off, it remains available for future collection, which we can pursue if the debtor becomes entitled to OASDI or SSI benefits. At that point, we would re-establish the accounts receivable and pursue collections. In addition, if eligible, we will refer these delinquent debts to the Treasury Offset Program for external collection action.

SSA does not apply an allowance for doubtful accounts to determine the net value of Intragovernmental Accounts Receivable. According to FASAB's Statement of Federal Financial Accounting Standards (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, intragovernmental receivables are estimated to be 100 percent collectible based on individual account and program analysis. For programmatic accounts receivable with the public (OASDI, SSI), SSA allows for all delinquent debt two years and older. SSA annually recalculates a ratio of allowance for doubtful accounts and applies the allowance ratios against any remaining debt that is not delinquent two years or more. This is calculated by applying a moving five-year average of uncollectible receivable ratios which are calculated by comparing each program's collections to new debt while considering turnover rates against outstanding receivables. Our total allowance for doubtful accounts includes the age-specific delinquent debt two years and older plus the uncollectible portion of our remaining accounts receivable, not delinquent two years or more, based on the allowance rates. Refer to Note 6, Accounts Receivable, Net.

Property, Plant, and Equipment

SSA records property, plant, and equipment (PP&E) in the LAE program, but the PP&E represents the capital assets purchased by its funding sources. 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. Deferred Charges, which include fixtures and telephone replacement/upgrade projects, are capitalized with no threshold and $100 thousand, respectively. Buildings and Other Structures, Construction in

Progress, and Internal Use Software, excluding commercial off-the-shelf software are capitalized with no threshold. Equipment and commercial off-the-shelf software have a capitalization threshold of $100 thousand. Leasehold Improvements have a capitalization threshold of $1 million. 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. For OASI and DI this occurs in the current month, with benefit disbursements generally being made after the end of each month. For SSI, this occurs on the first day of each month when disbursements are generally made. 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.

Administrative Operating Expenses and Obligations

SSA administrative operating expenses are incurred in 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 allocates administrative operating expenses during each month to the appropriate OASI, DI, HI, and SMI Trust Fund and general fund accounts on the Statements of Net Cost based on percentages developed by SSA's Cost Analysis System (CAS). CAS uses agency workload data to develop annual percentages that are used to allocate the expenses. 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 it records LAE's authority. The Centers for Medicare and Medicaid Services 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 Statement of Budgetary Resources and this Statement does not allow eliminations, it records LAE's obligations twice. This presentation is in conformance with OMB Circular No. A-136 to have the Combined Statement 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 OASI and DI 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 13, 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.

Leases

SFFAS No. 54, *Leases*, revised the financial reporting standards for Federal lease accounting and provides a comprehensive set of lease accounting standards to recognize Federal lease activities in a reporting entity's financial reports and note disclosures. The statement requires Federal lessees to recognize a lease liability and a lease asset at the commencement of the lease term for all material non-intragovernmental, non-short-term contracts when the reporting entity has the right to control access to and/or obtain benefits from the use of real property, equipment, or other asset. This standard has minimal impact on SSA's financial reporting as our leases for real property are intragovernmental leases, which do not require the recognition of a lease liability or asset, and we do not explicitly lease equipment or other assets in our normal course of business. We have performed an evaluation of contracts and agreements with multiple components to determine if any contracts have lease and non-lease activity and have not identified any significant embedded lease components that would require reporting. We will continue to evaluate our contract activity to identify any potential embedded leases but will not report on any embedded leases as we have elected to utilize the three-year transitional accommodation provided to entities implementing SFFAS No. 54, *Leases* in SFFAS No. 62, *Transitional Amendment to SFFAS No. 54*.

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 17, Social Insurance Disclosures.

Present values presented in the Statements of Social Insurance and Statements of Changes in Social Insurance Amounts 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 reserves are depleted. Future noninterest income and future cost are estimated over the appropriate 75-year valuation period.

Changes in Accounting Principles

The FY 2025 Consolidated Statement of Changes in Net Position includes an adjustment to Cumulative Results of Operations, Funds from other than Dedicated Collections Beginning Balances of $126 million for activity recorded as a Change in Accounting Principles. This activity was recorded in accordance with FASAB Technical Bulletin 2023-1, Intragovernmental Leasehold Reimbursable Work Agreements, and represents an increase in beginning balances for an Intragovernmental Leasehold Reimbursable Work Agreement asset recorded with the General Services Administration (GSA) for economic benefits derived from SSA's occupancy of the National Support Center. SSA also recorded an Intragovernmental Other Asset on the Consolidated Balance Sheet to account for the activity.

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 Statement 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 GSA leased or have been constructed using Public Building Funds. These financial statements reflect our 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. FERS automatically covers employees hired after December 31, 1983. Employees hired prior to that date could elect to either join FERS or remain in CSRS. Refer to Note 14, Imputed Financing, for additional information.

SSA contributed $7 million for the year ended September 30, 2025 to CSRS. SSA contributed $974 million for the year ended September 30, 2025 to the basic FERS plan. 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 contributed $245 million for the year ended September 30, 2025 to the FERS savings plan. 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) fees collected to administer Title VIII State Supplementation.

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

	2025		
	Non-Entity Assets	Intra-agency Elimination	Net Assets
Intragovernmental:			
Title VIII State Supp Fees	$ 3	$ 0	$ 3
With the Public:			
SSI Fed/State Accounts Receivable, Net	5,397	(816)	4,581
Total	$ 5,400	$ (816)	$ 4,584

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 an SSI budgetary resource to pay SSI benefits or administrative costs. Prior to their collection, these SSI Federal benefit overpayments are recorded as SSI Accounts Receivable from the beneficiaries. SSA recognizes this receivable due from the beneficiary as a non-entity asset since the amount owed is due to Treasury's General Fund. When a beneficiary does not receive a 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.

SSA collects fees for administering Title VIII Supplementation benefit payments on behalf of the State of California. These funds, upon deposit, are assets of Treasury's General Fund and are a non-entity asset. Amounts collected during the fiscal year are classified as exchange revenue and are included in the Fund Balance with Treasury as of September 30, 2025.

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)

	2025
Non-Entity Assets	$ 4,584
Entity Assets	2,651,120
Total Assets	$ 2,655,704

4. Fund Balance with Treasury

The Fund Balance with Treasury, shown on the Consolidated Balance Sheet, represents the total of all of SSA's undisbursed account balances with Treasury. Fund Balance with Treasury is an asset to SSA, but not to the Government as a whole, because SSA's asset is offset by a liability of the General Fund. When disbursements are made, Treasury finances those disbursements in the same way it finances all other disbursements, which is to borrow from the public if there is a budget deficit (and to use current receipts if there is a budget surplus). Chart 4, Status of Fund Balances, presents SSA's Fund Balance with Treasury through the status of budgetary resources. The amounts in Unobligated and Obligated Balance Not Yet Disbursed represent budgetary authority for SSI and Other program general fund budgetary sources. OASI, DI, and LAE Trust Fund budgetary accounts are not used in Chart 4 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 4 will not match corresponding activity on the Combined Statement of Budgetary Resources.

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

	2025
Unobligated Balance	$ 779
Obligated Balance Not Yet Disbursed	3,911
OASI, DI, and LAE	1,304
Non-Budgetary Fund Balance with Treasury	51
Total Status of Fund Balances	$ 6,045

The Unobligated Balance in Chart 4 contains Category C funding which is an amount apportioned by OMB, for multi-year or no-year accounts, that is available for use in a future fiscal year. SSA Category C funding is $443 million as of September 30, 2025. These funds are related to the SSI State Supplemental advances for the October 1st benefit payments, SSI Beneficiary Services, and SSI Research & Demonstration activity.

5. Investments

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. The Secretary of the Treasury directly issues Treasury special securities to the OASI and DI Trust Funds. The securities 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, and the corresponding interest receivable, reported as Intragovernmental Investments on the Consolidated Balance Sheet, in Chart 5.

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

	2025		
	Special Issue Securities	Interest Receivable	Total Investments
OASI	$ 2,400,808	$ 14,314	$ 2,415,122
DI	215,352	1,861	217,213
Total	$ 2,616,160	$ 16,175	$ 2,632,335

The interest rates on these investments range from 0.750 to 4.625 percent. 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 2026 to the year 2040.

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. Treasury uses the cash received from the OASI and DI Trust Funds for investment in these securities 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 Sheet in the amount of $968 million as of September 30, 2025 primarily represents amounts to be paid from the HI/SMI Trust Funds to the LAE Appropriation. SSA reduced the gross accounts receivable by $2,351 million as of September 30, 2025 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. Intragovernmental Accounts Receivable, Net also includes amounts related to the Section 4003 of the CARES Act, Emergency Relief and Taxpayer Protection, which allows Treasury to make loans, loan guarantees, and other investments to eligible businesses, States, and municipalities impacted by the COVID-19 pandemic. This legislation designates the OASI Trust Fund as the recipient of any interest and other proceeds associated with the loans, loan guarantees, and other investments after repayments of any amounts provided are made to Treasury. We have recorded $172 million as of September 30, 2025 in Intragovernmental Accounts Receivable, Net for this activity based on Treasury's estimate of their liability owed to OASI.

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, intragovernmental receivables are estimated to be 100 percent collectible based on individual account and program analysis.

With the Public

Accounts Receivable, Net, reported on the Consolidated Balance Sheet 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 consist 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. Section 215 of the *Economic Growth, Regulatory Relief, and Consumer Protection Act* (Banking Bill) requires SSA to provide a "permitted entity" a confirmation (or non-confirmation) of fraud protection data (i.e., Social Security number verification) based on the number holder's written consent, including by electronic signature. The Banking Bill requires SSA to fully recover all costs from the users of the verification process by way of advances, reimbursements, user fees, or other recoveries as determined by the Commissioner. To comply with the Banking Bill, SSA used its LAE account to cover non-mission costs with the expectation that these costs will be fully recovered from the users of the verification process as required by law. To account for these costs SSA has recorded a non-budgetary accounts receivable of $19 million as of September 30, 2025, which is included in the LAE Gross and Net Receivable amounts in Chart 6. Since the agency expects to fully recover these costs, SSA has not applied an allowance for doubtful accounts against this accounts receivable.

Chart 6 - Accounts Receivable with the Public by Major Program as of September 30:

(Dollars in Millions)

	2025		
	Gross Receivable	Allowance for Doubtful Accounts	Net Receivable
OASI	$ 4,954	$ (1,803)	$ 3,151
DI	7,417	(4,153)	3,264
SSI[1]	14,483	(9,086)	5,397
LAE	20	0	20
Subtotal	26,874	(15,042)	11,832
Less: Eliminations[2]	(820)	0	(820)
Total	$ 26,054	$ (15,042)	$ 11,012

Notes:

1. See discussion in Note 3, Non-Entity Assets
2. Intra-Agency Eliminations

Chart 6 shows that in FY 2025, SSA reduced gross accounts receivable by $820 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 has an automated process to evaluate programmatic debt and write-off certain delinquent debts deemed uncollectible. While this debt is being written-off, it remains available for future collection, which SSA can pursue if the debtor becomes entitled to OASDI or SSI benefits. At that point, we would re-establish the accounts receivable, and pursue collections. In addition, if eligible, we will refer these delinquent debts to the Treasury Offset Program for external collection action.

As part of our Allowance for Doubtful Accounts methodology, SSA allows all delinquent debt two years and older as we estimate this debt is uncollectible based on the age of the debt. For our remaining debt, 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 each program's collections to new debt while considering turnover rates, against outstanding receivables that are not delinquent two years and older. We add this calculated uncollectible ratio-based value to the allowed delinquent debt two years and older value to compute the total amount of allowance for doubtful accounts.

2049 and 2073 System Limitation

A design limitation in SSA's Title II system, which is used to support debt management and the reporting of accounts receivable, prevents us from capturing and tracking long-term withholding agreements for debts owed by the public scheduled for collection beyond certain dates. Current policy allows for repayment periods based on the ability of beneficiaries to repay on a periodic basis. This allows for the establishment of payment terms, which may exceed the expected life span of the beneficiary.

When the projected collection extends beyond certain dates, we perform a manual action to establish withholding through that date, causing the system to delete the remaining debts owed by the public balance from the record after that date. Until June 2024, this date was December 31, 2049, due to the system limitation. However, in June 2024, systematic updates were made allowing for an extension of this date to October 14, 2073. Therefore, new debts established after this systematic change will be limited by the 2073 date instead of the previous 2049 date. Current policy requires us to post a manual overpayment diary to control for follow-up of the remaining balances. However, because our records do not reflect the post 2049 balance and 2073 balances, subsequent correspondence to the debtor presents only the pre-2049 balance or pre-2073 balances of the debts owed by the public established for withholding.

We do not include these balances in the Chart 6 gross receivable amounts as they are not material to the consolidated financial statements. We estimate that the total gross value of the post year 2049 amount not captured in our gross receivables, is approximately $710 million as of September 30, 2025. We estimate that the total gross value of the post year 2073 amount not captured in our gross receivables, is approximately $84 million as of September 30, 2025.

7. Property, Plant, and Equipment, Net

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

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

	2025		
Major Classes:	Cost	Accumulated Depreciation	Net Book Value
Construction in Progress	$ 13	$ 0	$ 13
Buildings and Other Structures	47	(25)	22
Equipment (incl. ADP Hardware)	1,833	(1,475)	358
Internal Use Software	7,013	(2,872)	4,141
Leasehold Improvements	1,152	(739)	413
Deferred Charges[1]	613	(388)	225
Total	$ 10,671	$ (5,499)	$ 5,172

Major Classes:	Estimated Useful Life	Method of Depreciation	Capitalization Threshold
Construction in Progress	N/A	N/A	$0
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	$0-100 thousand
Leasehold Improvements	5-10 years	Straight Line	$1 million
Deferred Charges[1]	12 years	Straight Line	$0-100 thousand

Note:

1. Deferred Charges include fixtures (no threshold) and telephone replacement/upgrade projects ($100 thousand).

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

	2025
Balance beginning of year	$ 5,164
Capitalized acquisitions	1,015
Dispositions/Reevaluations	(1)
Depreciation expense	(1,006)
Balance at end of year	$ 5,172

8. Other Assets

Intragovernmental

Intragovernmental Other Assets represent an Intragovernmental Leasehold Reimbursable Work Agreement asset for amounts recorded with GSA for economic benefits derived from SSA's occupancy of the National Support Center. Intragovernmental Other Assets are $113 million as of September 30, 2025.

9. Liabilities

Liabilities of Federal agencies are classified as liabilities Covered by, Not Covered by, or Not Requiring budgetary resources and are recognized when incurred. Chart 9a discloses SSA's liabilities Covered by budgetary resources, Not Covered by budgetary resources, and Not Requiring 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; these liabilities will be funded in future periods. Liabilities Not Requiring budgetary resources represent cash or receivables due to the General Fund and States, which do not require budgetary authority.

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

	2025			
	Covered	Not Covered	Not Requiring	Total
Intragovernmental Liabilities:				
Accounts Payable	$ 5,845	$ 0	$ 0	$ 5,845
Other Liabilities	63	53	5,105	5,221
Total Intragovernmental Liabilities	5,908	53	5,105	11,066
Liabilities with the Public				
Accounts Payable	92	102	192	386
Federal Employee Salary, Leave, and Benefits Payable	160	387	0	547
Post-Employment Benefits Payable	0	243	0	243
Benefits Due and Payable	165,871	3,747	0	169,618
Advances from Others and Deferred Revenue	290	0	0	290
Other Liabilities	0	0	39	39
Total Liabilities with the Public	166,413	4,479	231	171,123
Total Liabilities	$ 172,321	$ 4,532	$ 5,336	$ 182,189

Intragovernmental Liabilities

Accounts Payable

Intragovernmental Accounts Payable Covered by budgetary resources primarily includes an accrued liability for amounts 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. SSA's Railroad Retirement Interchange liability is $5,838 million as of September 30, 2025.

Other Liabilities

Intragovernmental Other Liabilities include amounts Covered by budgetary resources for payroll taxes. Intragovernmental Other Liabilities Covered, shown in Chart 9a, are current liabilities. Intragovernmental Other Liabilities Not Covered by budgetary resources includes amounts for *Federal Employees' Compensation Act* (FECA), administered by the Department of Labor (DOL). 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 DOL'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 $53 million as of September 30, 2025. Intragovernmental Other Liabilities Not Requiring budgetary resources includes amounts due to Treasury's General Fund, which primarily consists of a payable for SSI Federal benefit overpayments. 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 Not Requiring budgetary resources are current and non-current depending on when the benefit overpayment collections are received. Chart 9b displays a breakout of Intragovernmental Other Liabilities as of September 30, 2025.

Chart 9b - Intragovernmental Other Liabilities as of September 30:
(Dollars in Millions)

	2025
Employer Contributions and Payroll Taxes Payable	$ 53
Unemployment Compensation Liability	2
Unfunded FECA Liability	53
Liability to the General Fund for Non-Entity Assets	5,105
Other Liabilities w/o related budgetary obligations	8
Total Other Liabilities	$ 5,221

Liabilities with the Public

Accounts Payable

Accounts Payable Not Requiring 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. Accounts Payable Not Covered by budgetary resources consist of SSI State Supplemental underpayments due to the SSI recipients. These amounts are set up as an accounts payable until payment is made.

Federal Employee Salary, Leave, and Benefits Payable

Federal Employee Salary, Leave, and Benefits Payable includes liabilities Covered and Not Covered by budgetary resources. Federal Employee Salary, Leave, and Benefits Payable Covered by budgetary resources is primarily comprised of accrued payroll. Federal Employee Salary, Leave, and Benefits Payable Not Covered by budgetary resources includes amounts for leave earned but not taken. Leave earned but not taken of $387 million as of September 30, 2025 represents annual and compensatory leave earned by SSA employees but not used as of the reporting date.

Post-Employment Benefits Payable

Post-Employment Benefits Payable Not Covered by budgetary resources includes the non-current portion of FECA, which is an actuarial liability. The non-current FECA portion of $243 million as of September 30, 2025 represents the expected liability from FECA claims for the next 23-year period. DOL calculated this actuarial liability using historical payment data to project future costs.

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 9c shows the amounts for SSA's major programs as of September 30, 2025. 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 9c - Benefits Due and Payable as of September 30:
(Dollars in Millions)

	2025
OASI	$ 131,383
DI	32,543
SSI	6,512
Subtotal	170,438
Less: Intra-agency eliminations	(820)
Total Benefits Due and Payable	$ 169,618

Chart 9c also shows that as of FY 2025, SSA reduced gross Benefits Due and Payable by $820 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.

Advances from Others and Deferred Revenue

SSA's Advances from Others and Deferred Revenue Covered by budgetary resources is primarily comprised of SSI State Supplemental amounts collected in advance of future SSI benefit payments made by SSA on the State's behalf.

Other Liabilities

SSA's Other Liabilities consists of liabilities Not Requiring budgetary resources for unapplied deposit funds. Other Liabilities are current in nature with the exception of $18 million of Not Requiring unapplied deposit funds as of September 30, 2025. Chart 9d displays a breakout of Other Liabilities with the Public as of September 30, 2025.

Chart 9d - Other Liabilities as of September 30:
(Dollars in Millions)

	2025
Other Liabilities w/o related budgetary obligations	$ 39
Total Other Liabilities	$ 39

Federal Leases

SSA has Occupancy Agreements (OA) with GSA for each space that we occupy. These real property OAs represent our only significant leasing arrangements. The OA is a complete, concise statement of the business terms governing the tenancy relationship between SSA and GSA. 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 for leased space with GSA and currently has 1,728 OAs for occupied real property. For non-cancellable OAs, SSA is financially responsible for rental payments on vacated space until the expiration of the OA or when 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. SSA expenses OAs as incurred and does not record liabilities for future years' costs.

Contingent Liabilities

SSA did not have any material contingent liabilities that met disclosure requirements as of September 30, 2025.

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. 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.

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 13, Tax Revenues, for a discussion on employment taxes credited to the OASI and DI Trust Funds, and Note 5, Investments, 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, 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. Thus, 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 year ended September 30, 2025. 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)

	2025					
	OASI Trust Fund	DI Trust Fund	Other Dedicated Funds	Total Funds from Dedicated Collections (Combined)	Eliminations Between Dedicated Collections	Total Funds from Dedicated Collections (Consolidated)
Balance Sheet						
Assets						
Intragovernmental Assets:						
Fund Balance with Treasury	$ 341	$ 86	$ 9	$ 436	$ 0	$ 436
Investments	2,415,122	217,213	0	2,632,335	0	2,632,335
Accounts Receivable, Net	174	74	0	248	0	248
Total Intragovernmental Assets	2,415,637	217,373	9	2,633,019	0	2,633,019
Assets with the Public:						
Accounts Receivable, Net	3,151	3,264	0	6,415	(4)	6,411
Total Assets	$ 2,418,788	$ 220,637	$ 9	$ 2,639,434	$ (4)	$ 2,639,430
Liabilities and Net Position						
Intragovernmental Liabilities:						
Accounts Payable	$ 6,582	$ 538	$ 0	$ 7,120	$ 0	$ 7,120
Liabilities with the Public:						
Accounts Payable	0	1	0	1	0	1
Benefits Due and Payable	131,383	32,543	0	163,926	(4)	163,922
Total Liabilities with the Public	131,383	32,544	0	163,927	(4)	163,923
Total Liabilities	137,965	33,082	0	171,047	(4)	171,043
Cumulative Results of Operations	2,280,823	187,555	9	2,468,387	0	2,468,387
Total Liabilities and Net Position	$ 2,418,788	$ 220,637	$ 9	$ 2,639,434	$ (4)	$ 2,639,430
Statement of Net Cost						
Program Costs	$ 1,423,041	$ 156,332	$ 0	$ 1,579,373	$ 0	$ 1,579,373
Operating Expenses	738	283	0	1,021	0	1,021
Less Earned Revenue	(1)	(27)	(164)	(192)	0	(192)
Net Cost of Operations	$ 1,423,778	$ 156,588	$ (164)	$ 1,580,202	$ 0	$ 1,580,202
Statement of Changes in Net Position						
Net Position Beginning of Period	$ 2,475,706	$ 148,374	$ 15	$ 2,624,095	$ 0	$ 2,624,095
Appropriations Used	0	0	59,748	59,748	0	59,748
Non-Exchange Revenue						
Tax Revenue - Intragovernmental	1,118,242	189,897	0	1,308,139	0	1,308,139
Interest Revenue - Intragovernmental	62,530	6,777	0	69,307	0	69,307
Other - With the Public	6	31	0	37	0	37
Total Non-Exchange Revenue	1,180,778	196,705	0	1,377,483	0	1,377,483
Net Transfers In/Out	48,117	(936)	(59,918)	(12,737)	0	(12,737)
Net Cost of Operations	1,423,778	156,588	(164)	1,580,202	0	1,580,202
Net Change	(194,883)	39,181	(6)	(155,708)	0	(155,708)
Net Position End of Period	$ 2,280,823	$ 187,555	$ 9	$ 2,468,387	$ 0	$ 2,468,387

The above Chart 10 for FY 2025 includes eliminations between SSA's funds from dedicated collections, which primarily represent eliminations for activity between the OASI and DI Trust Funds. However, $2,101 million of receivables and liabilities in the funds from dedicated collections for the year ended September 30, 2025 must be eliminated against LAE (Accounts Payable, Federal), SSI (Benefits Due and Payable and Accounts Receivables, Non-Federal), 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. 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)

	2025				
	LAE		OASI and DI Trust Fund Operations	Vocational Rehabilitation & Other	Total
	SSA	OIG			
OASI	$ 3,618	$ 52	$ 725	$ 13	$ 4,408
DI	2,845	40	120	163	3,168
SSI	4,959	0	0	194	5,153
Other	3,784	36	0	0	3,820
Total	$ 15,206	$ 128	$ 845	$ 370	$ 16,549

The LAE amounts listed in Chart 11a above include $716 million in Real Property Intragovernmental Lease expense.

Classification of LAE Operating Expenses by Strategic Focus Area

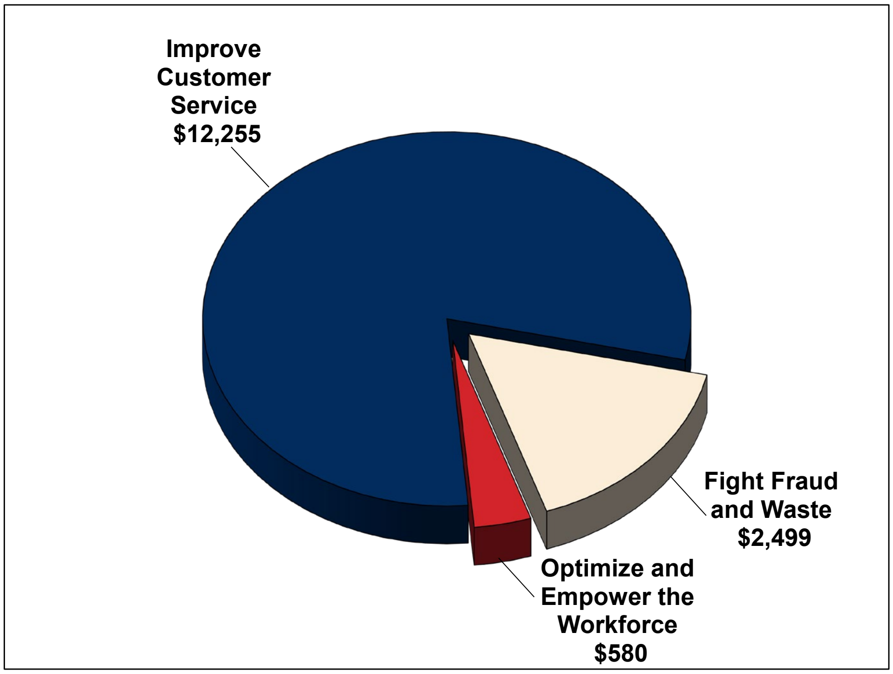
SSA sets forth expected levels of performance the agency is committed to achieving. For FY 2025, in alignment with Presidential Executive Orders and OMB guidance, SSA identified strategic areas of focus that align with current Presidential priorities. The three Strategic Focus Areas are:

- Improve Customer Service;

- Fight Fraud and Waste; and
- Optimize and Empower the Workforce.

Chart 11b exhibits the distribution of FY 2025 SSA and OIG LAE operating expenses to the three Strategic Focus Areas, which agree with the agency's LAE budget appropriation.

Chart 11b – FY 2025 LAE Operating Expenses by Strategic Focus Area
(Dollars in Millions)



For Chart 11b, we do not include OASI and DI Trust Fund Operations and Vocational Rehabilitation expenses (see Chart 11a) in LAE by Strategic Focus Area as these amounts are disbursed from the OASI and DI Trust Funds and SSI 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 $373 million for the year ended September 30, 2025. SSA's exchange revenue primarily consists of fees collected to administer SSI State Supplementation. The fee charged to the States is $15.22, per payment, for the year ended September 30, 2025. 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)

		2025
SSI State Supplementation Fees	$	244
SSI Attorney Fees		9
DI Attorney Fees		27
OASI Attorney Fees		1
Other Exchange Revenue		92
Total Exchange Revenue	$	373

SSI administrative fees are split between fees that SSA can use and fees that belong to Treasury's General Fund. The General Fund's portion of these administrative fees is $89 million for the year ended September 30, 2025. Of this amount, $80 million was collected to administer SSI State Supplementation for the year ended September 30, 2025. SSA maintains the remainder of the SSI administrative fees, which meet the criteria of a fund from dedicated collections, in the amount of $164 million for the year ended September 30, 2025, to defray expenses in carrying out the SSI program.

13. Tax Revenues

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

As required by current law, the 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 (IRS) 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 13 displays SSA's Tax Revenue, as reported on the Consolidated Statement of Changes in Net Position, by major program.

Chart 13 - Tax Revenue as of September 30:
(Dollars in Millions)

		2025
OASI	$	1,118,242
DI		189,897
Total Tax Revenue	$	1,308,139

14. Imputed Financing

SSA recognizes the full cost of goods and services it receives from other entities on our Consolidated Statement 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 and Treasury that require imputed costs and financing sources to be recognized. While the imputed financing sources are shown on the face of the Consolidated Statement of Changes in Net Position, the imputed costs are included in the operating expense amounts reported on the Consolidated Statement 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 total service costs for SSA employee pensions, life, and health insurance are financed by contributions of SSA, participating employees, and OPM. The Consolidated Statement of Net Cost recognize post-employment benefit expenses of $1,990 million for the year ended September 30, 2025, as a portion of operating expenses. The expense represents the current and estimated future costs of SSA and OPM 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 OPM covers the remaining costs. 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 most 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.

Chart 14 discloses SSA's imputed financing sources by activity.

Chart 14 - Imputed Financing Sources as of September 30:
(Dollars in Millions)

	2025
Employee Benefits (OPM)	
CSRS	$ 34
FERS	361
FEHBP	615
FEGLI	1
Total Employee Benefits	1,011
SSI Benefit Payments (Treasury)	22
Judgment Fund (Treasury)	1
Total Imputed Financing Sources	$ 1,034

15. Budgetary Resources

Reconciliation of Unobligated Balance from Prior Year Budget Authority, Net

SSA conducted a reconciliation of prior year's unobligated balance, end of year for the year ended September 30, 2024, to the current year's unobligated balance from prior year budget authority, net for the year ended September 30, 2025. The adjustments shown in the following chart include recoveries, cancelled authority, and CAS percentage adjustments. Recoveries represent downward adjustments to prior year obligations that result in increased unobligated balances from prior year budget authority. Any expired authority remaining at the end of an appropriation's budget life (6 years) becomes cancelled and is returned to any funding sources that originally provided the authority. Each year SSA's Office of Budget determines the obligations for the Trust Funds in relation to LAE's New Budget Authority. In the following year, the CAS percentages are used to determine if the obligations established using the New Budget Authority were under or overstated and adjustments are made accordingly.

Chart 15a presents a reconciliation of prior year's unobligated balance, end of year for the year ended September 30, 2024, to the current year's unobligated balance from prior year budget authority, net for the year ended September 30, 2025.

Chart 15a - Reconciliation of Unobligated Balance from Prior Year Budget Authority, Net as of September 30:
(Dollars in Millions)

	2025
PY Unobligated balance, end of year	$ 2,582
Recoveries	747
Cancelled Authority	(19)
CAS % Adjustments	26
CY Unobligated balance from PY budget authority, net	$ 3,336

Appropriations Received

The Combined Statement of Budgetary Resources discloses Appropriations Received of $1,720,904 million for the year ended September 30, 2025. Appropriations Received on the Consolidated Statement of Changes in Net Position are $128,620 million for the same year. The differences of $1,592,284 million primarily represent appropriated OASI and DI Trust Fund receipts. The Consolidated Statement 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 Statement of Budgetary Resources, Appropriations Received for PTF are duplicated. This is in compliance with OMB's Circular No. A-136 to have the Combined Statement of Budgetary Resources in agreement with the required SF-133. These amounts are also included on the Consolidated Statement of Changes in Net Position for Other in Appropriations Received.

Permanent Indefinite Appropriations

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 U.S. Prior to the passage of Public Law 106-169, the veterans' SSI benefits would terminate the month after leaving the U.S. 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 15b 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 15b - OASI and DI Trust Fund Activities as of September 30:
(Dollars in Millions)

	2025		
	OASI	DI	Total
Receipts	$1,240,453	$197,783	$1,438,236
Less: Obligations	1,433,956	159,532	1,593,488
Excess of Receipts Over Obligations	$(193,503)	$ 38,251	$(155,252)

The overall Net Position of the OASI and DI Trust Funds included in Net Position, on the Consolidated Statement of Changes in Net Position, are $2,280,823 and $187,555 million for the year ended September 30, 2025.

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. The total undelivered orders contain unpaid undelivered orders and advances, with unpaid orders making up the majority of the total. Chart 15c provides the undelivered orders amount by Federal, non-Federal, paid, and unpaid.

Chart 15c - Undelivered Orders as of September 30:
(Dollars in Millions)

	2025		
	Federal	Non-Federal	Total
Unpaid Undelivered Orders	$ 645	$ 1,964	$ 2,609
Paid Undelivered Orders	59	0	59
Total Undelivered Orders	$ 704	$ 1,964	$ 2,668

Explanation of Differences Between the Combined Statement of Budgetary Resources and the Budget of the U.S. Government

SSA conducted a reconciliation of budgetary resources, new obligations and upward adjustments, 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, 2024. All differences shown in the following chart are recognized as accepted differences. Expired activity is not included in the Budget of the U.S. Government. Distributed offsetting receipts are not included in the net outlay calculation within the Budget of the U.S. Government.

Chart 15d presents a reconciliation of budgetary resources, new obligations and upward adjustments, 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, 2024.

Chart 15d - Explanation of Differences Between Combined Statement of Budgetary Resources and the Budget of the U.S. Government for FY 2024:
(Dollars in Millions)

	Total Budgetary Resources	New Obligations and Upward Adjustments	Distributed Offsetting Receipts	Net Outlays
Combined Statement of Budgetary Resources	$1,610,536	$ 1,607,954	$ 57,062	$1,519,733
Expired activity not in President's Budget	(549)	0	0	0
Offsetting Receipts activity not in President's Budget	0	0	0	57,062
Other	0	1	1	0
Budget of the U.S. Government	$1,609,987	$ 1,607,955	$ 57,063	$1,576,795

A reconciliation has not been conducted for the year ended September 30, 2025 since the actual budget data for FY 2025 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 (unaudited).

16. Reconciliation of Net Cost to Net Outlays

Chart 16 presents a reconciliation between SSA's budgetary and financial accounting. Budgetary accounting is used for planning and spending control purposes. The net outlays portion of budgetary accounting focuses on the receipt and use of cash. Financial accounting is intended to provide a picture of the Government's financial operations and financial position, so it presents information on an accrual basis. The accrual basis includes information about costs arising from the consumption of assets and the incurrence of liabilities. The net costs portion of financial accounting focuses on expenses and revenue.

The reconciliation below shows the relationship between SSA's net outlays, presented on a budgetary cash basis and derived from the Combined Statement of Budgetary Resources, and net costs, presented on an accrual basis and derived from the Consolidated Statement of Net Cost, by identifying and explaining key items that affect one statement but not the other. Examples of this include transfers of authority, which affect net outlays but not net cost, or depreciation of capitalized assets that affect net cost, but not net outlays.

Chart 16 - Reconciliation of Net Cost to Net Outlays for the Year Ended September 30, 2025
(Dollars in Millions)

	2025		
	Intra-governmental	With the Public	Total
Net Cost	$ 5,537	$ 1,650,280	$ 1,655,817
Components of Net Cost That Are Not Part of Net Outlays:			
Property, plant, and equipment depreciation	(13)	(1,006)	(1,019)
Property, plant, and equipment disposal and reevaluation	0	(1)	(1)
Increase/(decrease) in assets:			
Accounts receivable	13	1,012	1,025
Other assets	(24)	0	(24)
(Increase)/decrease in liabilities:			
Accounts payable	(5)	63	58
Benefits Due and Payable	0	(11,330)	(11,330)
Federal Employee Salary, Leave, and Benefits Payable	0	28	28
Post-Employment Benefits Payable	0	20	20
Other liabilities	(263)	(1)	(264)
Financing sources			
Imputed Costs	(1,034)	0	(1,034)
Total Components of Net Cost That Are Not Part of Net Outlays	$ (1,326)	$ (11,215)	$ (12,541)
Components of Net Outlays That Are Not Part of Net Cost:			
Acquisition of capital assets	0	1,015	1,015
Financing Sources			
Transfers out(in) without reimbursement	(232)	0	(232)
Expenditure Transfers Collected/Disbursed	2,274	0	2,274
Total Components of Net Outlays That Are Not Part of Net Cost	$ 2,042	$ 1,015	$ 3,057
Miscellaneous Items			
Custodial/Non-Exchange Revenue	(35)	(126)	(161)
Non-Entity Activity	343	0	343
Total Other Reconciling Items	308	(126)	182
Net Outlays	$ 6,561	$ 1,639,954	$ 1,646,515

The $11,330 million increase in Benefits Due and Payable for the year ended September 30, 2025, is primarily related to amounts owed to program recipients that have not yet been paid as of the balance sheet date. The increased Benefits Due and Payable is due primarily to a 2.5 percent Cost of Living Adjustment beneficiaries received in 2025 and an increase in the number of OASI beneficiaries during FY 2025. The $2,274 million in Expenditure Transfers Disbursed for the year ended September 30, 2025, is primarily related to disbursements from the OASI Trust Fund to cover SSA's costs of the Railroad Retirement Interchange. The disbursements are part of net outlays, but not part of net cost. Refer to Note 9, Liabilities, for additional information on the Railroad Retirement Interchange.

17. Social Insurance Disclosures

Statements of Social Insurance

The Statements of Social Insurance show 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 2025 Annual Report of the Board of Trustees of the Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds* (2025 Trustees Report) for the 75-year projection period beginning January 1, 2025. 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 on 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 reserves held in the combined OASI and DI Trust Funds, because the present value calculation discounts all cash flows at the effective yield on OASI and DI Trust Fund reserves. 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 have attained age 15 or older in the starting year of the projection period. This closed group is further divided into those who have attained retirement eligibility age (i.e., age 62 and over) 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 reserves at the start of the period on both an open and closed group basis.

Combined OASI and DI Trust Fund reserves represent the accumulated excess of all past income, including interest on prior combined OASI and DI Trust Fund reserves, over all past expenditures for the OASDI program. The combined OASI and DI Trust Fund reserves as of January 1, 2025 totaled $2,721 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 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 OASDI 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 reserves in the combined OASI and DI Trust Funds become depleted. Thus, if the reserves in the combined OASI and DI Trust Funds 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 (2025) 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 reserves are depleted. Estimates are also based on various economic and demographic assumptions, including those in the following chart:

Chart 17a: Significant Assumptions and Summary Measures Used for the Statement of Social Insurance 2025

	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]	Annual Percentage Change In:					Average Annual Interest Rate[9]
			Male	Female		Average Annual Wage in Covered Employment (nominal)[5]	Average Annual Wage in Covered Employment (real)[5]	CPI[6]	Total Employment[7]	Real GDP[8]	
2025	1.64	764.4	76.7	81.6	2,102,000	3.97	1.47	2.47	0.9	2.3	4.2%
2030	1.72	734.3	77.2	82.1	1,323,000	3.88	1.45	2.40	0.5	2.0	4.1%
2040	1.87	676.1	78.3	83.0	1,289,000	3.65	1.22	2.40	0.3	1.9	4.6%
2050	1.90	623.8	79.3	83.8	1,260,000	3.51	1.08	2.40	0.3	1.8	4.7%
2060	1.90	577.6	80.3	84.6	1,251,000	3.53	1.10	2.40	0.3	1.9	4.7%
2070	1.90	536.6	81.2	85.4	1,244,000	3.56	1.13	2.40	0.2	1.8	4.7%
2080	1.90	500.1	82.1	86.1	1,240,000	3.55	1.13	2.40	0.3	1.8	4.7%
2090	1.90	467.6	82.9	86.7	1,237,000	3.56	1.13	2.40	0.4	1.9	4.7%
2100[10]	1.90	438.5	83.7	87.4	1,235,000	3.55	1.12	2.40	0.3	1.9	4.7%

Notes:

1. The total fertility rate for any year is the average number of children that would be born to a woman 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 birth for a given year is the average number of years expected prior to death for a person born on January 1 in that year, using the mortality rates for that year over the course of his or her remaining life. 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 as lawful permanent residents 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 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. The nominal percentage change values reflect the dollar levels of wages and salaries projected for each year in that year's dollars; the real percentage change values do not include the effect of price inflation (Consumer Price Index (CPI)). The nominal percentage change in the average annual wage in covered employment is a summary measure and not a basic assumption; it summarizes the basic assumptions from which it is derived.
6. The CPI is the Consumer Price Index for Urban Wage Earners and Clerical Workers (CPI-W).
7. Total employment is the sum of average weekly U.S. civilian employment and U.S. Armed Forces. It is a summary measure and not a basic assumption; it summarizes the basic assumptions from which it is derived.
8. Real GDP is the value of the total output of goods and services in 2017 dollars. It is a summary measure and not a basic assumption; it summarizes the effects of the basic assumptions from which it is derived.
9. The average annual interest rate is the average of the nominal interest rates, compounded semiannually, for special public-debt obligations issuable to the OASI and DI Trust Funds in each of the 12 months of the year. After trust fund reserve depletion, there would continue to be immediate investments of income in short-term certificates of indebtedness. The average annual interest rate is a summary measure and not a basic assumption; it summarizes the basic assumptions from which it is derived.
10. The valuation period used for the 2025 Statement of Social Insurance extends to 2099.

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 Chart 17b. Detailed information, similar to that denoted within Chart 17a, is available on our *Agency Financial Report* (AFR) website for the prior four years.

Chart 17b: Significant Long-Range 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]	Real Wage Growth[4]	Average Annual Percentage Change In: Average Annual Wage in Covered Employment (nominal)[5]	CPI[6]	Total Employment[7]	Average Annual Real Interest Rate[8]
FY 2025	1.90	0.73	1,253,000	1.13	3.56	2.40	0.3	2.3
FY 2024	1.90	0.73	1,244,000	1.14	3.56	2.40	0.3	2.3
FY 2023	1.99	0.74	1,245,000	1.14	3.56	2.40	0.4	2.3
FY 2022	1.99	0.74	1,246,000	1.15	3.55	2.40	0.5	2.3
FY 2021	1.99	0.74	1,248,000	1.15	3.55	2.40	0.5	2.3

Notes:

1. The total fertility rate for any year is the average number of children that would be born to a woman 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 2024 and 2025 Statements, the value presented is the ultimate total fertility rate. For the 2021 through 2023 Statements, the value presented is the average annual total fertility rate for the last 65 years of the 75-year 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 each of the listed Statements, the standard date was April 1, 2010. 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 the last 65 years of the 75-year projection period.
3. Net annual immigration is the number of persons who enter during the year (both as lawful permanent residents and otherwise) minus the number of persons who leave during the year. The value in the chart 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 net immigration level for the last 65 years of the 75-year projection period.
4. For the Statements prior to 2023, the value presented is the average annual real wage differential (in percentage points) for the last 65 years of the 75-year projection period; the annual real wage differential is the annual percentage change in the average annual wage in covered employment less the annual percentage change in CPI. For the 2023 through 2025 Statements, the value presented is the average annual real (i.e., inflation adjusted) percentage change in the average annual wage in covered employment for the last 65 years of the 75-year projection period; 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.
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 for the last 65 years of the 75-year projection period.
6. The CPI is the CPI-W. The value presented is the ultimate assumption, which is reached within the first 10 years of the projection period.
7. Total employment is the sum of average weekly U.S. civilian employment and U.S. Armed Forces. It is a summary measure and not a basic assumption; it summarizes the basic assumptions from which it is derived. For the Statements prior to 2023, the value presented is the average annual percentage change for the entire 75-year projection period. For the 2023 through 2025 Statements, the value presented is the average annual percentage change for the last 65 years of the 75-year projection period.
8. The average annual real interest rate reflects the expected annual real yield for each year on securities issuable in the prior year. The value presented is the ultimate assumption, which is reached within the first 20 years of the projection period.

These assumptions and the other values on which Chart 17b is based reflect the intermediate assumptions of the 2021–2025 Trustees Reports. The values shown in the FY 2025 row of Chart 17b are consistent with the data shown in Chart 17a. Estimates made prior to this year may 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 changes to actuarial assumptions and methodology in future reports.

The *Required Supplementary Information: Social Insurance* section of this report contains additional information on social insurance.

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 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 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, 2024 to the period beginning on January 1, 2025; and (2) change from the period beginning on January 1, 2023 to the period beginning on January 1, 2024. 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, 2024 to the period beginning on January 1, 2025

The effect on the 75-year present values of changing the valuation period from the prior valuation period (2024–2098) to the current valuation period (2025–2099) is measured by using the assumptions for the prior valuation and extending them to cover the current valuation. Changing the valuation period removes a small negative estimated net cash flow for 2024, replaces it with a much larger negative estimated net cash flow for 2099, and measures the present values as of January 1, 2025, one year later. Thus, the present value of estimated future net cash flows (excluding the combined OASI and DI Trust Fund reserves at the start of the period) decreased (i.e., became more negative) when the 75-year valuation period changed from 2024–2098 to 2025–2099. In addition, the effect on the level of 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 2024 are realized. The change in valuation period decreased the starting level of reserves in the combined OASI and DI Trust Funds. As a result, the present value of the estimated future net cash flows decreased by $0.9 trillion.

From the period beginning on January 1, 2023 to the period beginning on January 1, 2024

The effect on the 75-year present values of changing the valuation period from the prior valuation period (2023–2097) to the current valuation period (2024–2098) is measured by using the assumptions for the prior valuation and extending them to cover the current valuation. Changing the valuation period removes a small negative estimated net cash flow for 2023, replaces it with a much larger negative estimated net cash flow for 2098, and measures the present values as of January 1, 2024, one year later. Thus, the present value of estimated future net cash flows (excluding the combined OASI and DI Trust Fund reserves at the start of the period) decreased (i.e., became more negative) when the 75-year valuation period changed from 2023–2097 to 2024–2098. In addition, the effect on the level of 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 2023 are realized. The change in valuation period decreased the starting level of reserves in the combined OASI and DI Trust Funds. As a result, the present value of the estimated future net cash flows decreased by $0.8 trillion.

Changes in Demographic Data, Assumptions, and Methods

From the period beginning on January 1, 2024 to the period beginning on January 1, 2025

The ultimate demographic assumptions for the current valuation (beginning on January 1, 2025) 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. The most significant changes are identified below.

- The ultimate total fertility rate of 1.9 children per woman is reached in 2050, which is 10 years later than assumed in the prior valuation.

- Final birth rate data for calendar year 2023 and preliminary data for 2024 indicated slightly lower birth rates than were assumed in the prior valuation, leading to slightly lower assumed birth rates during the period of transition to the ultimate level.
- Assumed levels of immigrant entrants in the period 2022-2025 are higher than under the prior valuation.
- Mortality data, historical population data, immigration data, marriage data, and divorce data were updated since the prior valuation.

The longer path to the ultimate total fertility rate, along with the updated birth rate data and transition assumptions, decreased the present value of the estimated future net cash flows. Updates to mortality data, historical population data, immigration assumptions and data, marriage data, and divorce data increased the present value of the estimated future net cash flows. There were two notable changes in demographic methodology.

- The method used for projecting death rates now incorporates Medicare data for deaths at ages 95 through 99, rather than using data only for ages up to 94 as in the prior valuation.
- The method used for projecting immigration was improved to better reflect recent data on the composition of the entrant population by age and sex.

The death rate method change increased the present value of the estimated future net cash flows, while the change in the method for projecting immigration decreased the present value of the estimated future net cash flows.

Overall, changes in demographic data, assumptions, and methods caused the present value of the estimated future net cash flows to decrease by $0.1 trillion.

From the period beginning on January 1, 2023 to the period beginning on January 1, 2024

For the current valuation (beginning on January 1, 2024), there was one change to the ultimate demographic assumptions. The ultimate total fertility rate was lowered from 2.0 children per woman to 1.9 children per woman, and at the same time, the year the ultimate total fertility rate is reached was changed from 2056 to 2040. This change decreased the present value of estimated future net cash flows.

In addition to this change to the ultimate demographic assumptions, the starting demographic values and the way these values transition to the ultimate assumptions were changed. The most significant changes are identified below.

- Final birth rate data for calendar year 2022 and preliminary data for 2023 indicated slightly lower birth rates than were assumed in the prior valuation, leading to slightly lower assumed birth rates during the period of transition to the ultimate level.
- Updates to near-term mortality assumptions to better reflect the effects of the COVID-19 pandemic led to an increase in death rates through 2024 compared to the prior valuation.
- Mortality data, historical population data, immigration data, and divorce data were updated since the prior valuation.

The revised birth rate data and transition assumptions, along with the updates to mortality data, historical population data, immigration data, and divorce data, decreased the present value of the estimated future net cash flows. The increase in assumed near-term mortality assumptions increased the present value of the estimated future net cash flows.

There was one notable change in demographic methodology. The method for projecting fertility rates during the transition period to the ultimate rate was modified to produce more reasonable paths to the ultimate assumed rates by age group than had been previously used. This change decreased the present value of the estimated future net cash flows.

Overall, changes in demographic data, assumptions, and methods caused the present value of the estimated future net cash flows to decrease by $1.2 trillion.

Changes in Economic Data, Assumptions, and Methods

From the period beginning on January 1, 2024 to the period beginning on January 1, 2025

For the current valuation (beginning on January 1, 2025), there was one change to the ultimate economic assumptions. The ratio of total labor compensation to GDP is assumed to increase gradually to 61.2 percent in 2034, and to remain approximately constant thereafter. In the prior valuation, this ratio was assumed to be about 62.8 percent for 2033 and later. This assumption change, considered by itself, implies somewhat slower average earnings growth over the first ten projection years and a level shift in average earnings in the longer term. This change decreased the present value of estimated future net cash flows.

In addition to this change to the ultimate economic assumptions, the starting economic values and the way these values transition to the ultimate assumptions were changed. The one significant change is that historical OASDI covered employment for 2022 was slightly higher and its age distribution was different than assumed under the prior valuation. This change increased the present value of the estimated future net cash flows.

Additionally, there were several notable changes in economic methodology.

- The model to project the civilian noninstitutional (CNI) population was updated to make the CNI projections more consistent with the projections of the Social Security area population.
- The method used for projecting average weeks worked during a calendar year, a key component of projections of OASDI covered employment, was updated. The updated approach uses historical data through 2021 and a more directly relevant data source.
- The process used to calculate and apply adjustments that smooth the age profile of labor force participation rates was improved, resulting in a decrease in projected labor force participation rates of workers age 75 and older relative to the prior valuation.

The updates to the CNI model and the average weeks worked methodology increased the present value of the estimated future net cash flows. The change to the labor force participation rate methodology decreased the estimated future net cash flows.

Overall, changes to economic data, assumptions, and methods caused the present value of the estimated future net cash flows to decrease by $0.3 trillion.

From the period beginning on January 1, 2023 to the period beginning on January 1, 2024

The ultimate economic assumptions for the current valuation (beginning on January 1, 2024) are the same as those for the prior valuation. However, the starting economic values and the way these values transition to the ultimate assumptions were changed. The most significant changes are identified below.

- An update to educational attainment data caused a change in labor force participation rates at ages 55 and older for men and 50 and older for women.
- Historical OASDI covered employment for 2021 was higher than assumed under the prior valuation. Specifically, covered employment for 2021 was significantly higher than previously estimated at the youngest and oldest working ages, and lower for men at early prime working ages.
- Economic growth through 2023 was higher than assumed under the prior valuation, which led to a higher assumed level of labor productivity over the projection period.

All three of these changes increased the present value of the estimated future net cash flows. Overall, changes to economic data, assumptions, and methods caused the present value of the estimated future net cash flows to increase by $0.4 trillion.

Changes in Programmatic Data and Methods

From the period beginning on January 1, 2024 to the period beginning on January 1, 2025

Several methodological improvements and updates of program-specific data are included in the current valuation (beginning on January 1, 2025). The most significant are identified below.

- Recent data and estimates provided by the Office of Tax Analysis in the Department of the Treasury indicate lower near-term levels of revenue from income taxation of OASDI benefits relative to the prior valuation.
- As in the prior valuation, the current valuation uses a 10 percent sample of all newly entitled worker beneficiaries in a recent year to project average benefit levels of retired-worker and disabled-worker beneficiaries. Updates were made to better reflect the distribution of taxable earnings levels observed through 2019.

The lower revenue from income taxation of OASDI benefits and the updates to the average benefits model decreased the present value of estimated cash flows.

Overall, changes to programmatic data and methods caused the present value of the estimated future net cash flows to decrease by $0.1 trillion.

From the period beginning on January 1, 2023 to the period beginning on January 1, 2024

Several methodological improvements and updates of program-specific data are included in the current valuation (beginning on January 1, 2024). The most significant are identified below.

- The ultimate disability incidence rate was lowered from 4.8 per thousand exposed to 4.5 per thousand exposed.
- The long-range model used to project the number of insured workers was modified to improve the alignment of simulated fully insured rates with historical fully insured rates.
- Recent data and estimates provided by the Office of Tax Analysis at the Department of the Treasury indicate higher near-term and ultimate levels of revenue from income taxation of OASDI benefits than projected in the prior valuation.
- As in the prior valuation, the current valuation uses a 10 percent sample of all newly entitled worker beneficiaries in a recent year to project average benefit levels of retired-worker and disabled-worker beneficiaries. Updates were made to data and the methodology for projecting average benefit levels for women was improved.
- Updates were made to the post-entitlement benefit adjustment factors. These factors are used to account for changes in benefit levels, primarily due to differential mortality by benefit level and earnings after benefit entitlement.

The reduction in the ultimate disability incidence rate, the increase in revenue from income taxation of OASDI benefits, the modified insured simulation model, and the updates to the average benefits model increased the present value of estimated cash flows, while the updated post-entitlement factors decreased the present value of estimated cash flows.

Overall, changes to programmatic data and methods caused the present value of the estimated future net cash flows to increase by $1.4 trillion.

Changes in Law or Policy

From the period beginning on January 1, 2024 to the period beginning on January 1, 2025

Between the prior valuation (the period beginning on January 1, 2024) and the current valuation (the period beginning on January 1, 2025), there were two notable changes in law or policy affecting the OASDI program.

- On April 18, 2024, we published a final rule on past relevant work. This regulation reduces the time period, from 15 to 5 years, that we consider when determining whether an individual's past work is relevant for the purposes of making disability determinations and decisions. Implementation of the past relevant work regulation is expected to increase disability awards and incidence rates to a small degree and, in turn, reduce labor force participation slightly.
- The *Social Security Fairness Act of 2023* was enacted on January 5, 2025. This law repeals the Windfall Elimination Provision and Government Pension Offset, which

reduced or eliminated the Social Security benefits of individuals receiving a pension based on work that was not covered by Social Security. Therefore, implementation of this law increases Social Security benefits for certain people who worked in jobs that were not covered by Social Security.

These law and policy changes caused the present value of the estimated future net cash flows to decrease by $1.0 trillion.

From the period beginning on January 1, 2023 to the period beginning on January 1, 2024

Between the prior valuation (the period beginning on January 1, 2023) and the current valuation (the period beginning on January 1, 2024), no notable changes in law or policy are expected to have a significant effect on the long-range cost of the OASDI program.

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. Chart 17a summarizes these assumptions for the current year. Our AFR website provides tabulated assumptions for the prior year in a similar manner.

Period Beginning on January 1, 2024 and Ending January 1, 2025

Present values as of January 1, 2024 are calculated using interest rates from the intermediate assumptions of the 2024 Trustees Report. All other present values in this part of the Statement are calculated as a present value as of January 1, 2025. 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 2024 Trustees Report. Because interest rates are an economic estimate and all estimates in the chart 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 2025 Trustees Report.

Period Beginning on January 1, 2023 and Ending January 1, 2024

Present values as of January 1, 2023 are calculated using interest rates from the intermediate assumptions of the 2023 Trustees Report. All other present values in this part of the Statement are calculated as a present value as of January 1, 2024. 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 2023 Trustees Report. Because interest rates are an economic estimate and all estimates in the chart 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 2024 Trustees Report.

18. Subsequent Events

Potential Impact on the Social Insurance Statements of Public Law 119-21, the "One Big Beautiful Bill Act", Signed into Law on July 4, 2025

On July 4, 2025, the President signed the "One Big Beautiful Bill Act" (OBBBA) into law. Among many other provisions, this law makes permanent the lower ordinary income tax rates and adjusted tax brackets originally enacted under the 2017 *Tax Cuts and Jobs Act* and temporarily changes certain standard and itemized deduction amounts. The income tax provisions in the OBBBA will lead to lower income tax liability for Social Security beneficiaries. As a result, the OASI and DI Trust Funds will receive lower levels of projected revenue from income taxation of Social Security benefits.

SSA Actuarial Services has concluded based on their estimates that implementation of the OBBBA has an effect on the actuarial estimates presented in the Statements of Social Insurance and the Statements of Changes in Social Insurance Amounts. We estimate that implementation of OBBBA will decrease (that is, make more negative) 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 about $1,103 billion. We consider these effects to be material.

19. Reclassification of the Statement of Net Cost and Statement of Changes in Net Position for the Federal Financial Report Compilation Process

To prepare the *Financial Report of the U.S. Government* (FR), Treasury requires agencies to submit in the Government-wide Treasury Account Symbol Adjusted Trial Balance System (GTAS) an adjusted trial balance, which lists the amounts by U.S. Standard General Ledger accounts that appear in the agency financial statements. Treasury uses the trial balance reported in GTAS to develop a reclassified Balance Sheet, Statement of Net Cost, and Statement of Changes in Net Position for each agency. Treasury eliminates all intragovernmental balances from the reclassified statements and aggregates lines with the same title to compile to the FR statements. SSA presents the Consolidated Balance Sheet, and Note 10, Funds from Dedicated Collections in compliance with the required format in OMB's Circular No. A-136. Therefore, per OMB's guidance, SSA is not required to compile a reclassified Balance Sheet. This note includes the Statement of Net Cost and Statement of Changes in Net Position line items and the reclassified statement line items prior to Treasury's elimination of intragovernmental differences and aggregation of FR lines. The term "intragovernmental" is used in this note to refer to amounts that result from other components of the Federal Government. The term "non-Federal" is used in this note to refer to Federal Government amounts that result from transactions with non-Federal entities. These include transactions with individuals, businesses, non-profit entities, and State, local, and foreign governments. A copy of the FY 2024 FR is available on Treasury's website (unaudited) and a copy of the FY 2025 FR will be posted to this site as soon as it is released.

SSA's FY 2025 reconciliation of agency Statement of Net Cost and Statement of Changes in Net Position amounts to Treasury's reclassified statements are included in Charts 19a and 19b. The Reclassified Net Position in Chart 19b includes intradepartmental eliminations processed by Treasury to present the Net Position at a consolidated level. The Net Position is presented at a combined level in Agency Financial Reports.

Chart 19a - Reclassification of Statement of Net Cost to Line Items Used for the Government-wide Statement of Net Cost for the Year Ended September 30, 2025 (Dollars in Millions)

FY 2025 Statement of Net Cost		Line Items Used to Prepare FY 2025 Government-wide Statement of Net Cost			
Financial Statement Line	**Amount**	**Dedicated Collections**	**Other than Dedicated Collections**	**Total**	**Reclassified Financial Statement Line**
Benefit Payment Expense	$ 1,639,641				
Operating Expenses (Note 11)	16,549				
		$ 1,579,548	$ 71,048	$ 1,650,596	Non-Federal Costs
					Intragovernmental Costs
		0	1,613	1,613	Benefit Program Costs
		0	1,034	1,034	Imputed Costs
		846	1,686	2,532	Buy/Sell Costs
		0	415	415	Other Expenses (without Reciprocals)
		846	4,748	5,594	Total Intragovernmental Costs
Total Cost	1,656,190	1,580,394	75,796	1,656,190	Total Reclassified Gross Costs
		(192)	(124)	(316)	Non-Federal Earned Revenue
		0	(57)	(57)	Buy/Sell Revenue
Less: Exchange Revenues (Note 12)	(373)	(192)	(181)	(373)	Total Reclassified Earned Revenue
Total Net Cost	$ 1,655,817	$ 1,580,202	$ 75,615	$ 1,655,817	**Net Cost**

Note:

1. The chart above does not contain any columns for eliminations as SSA does not have eliminations within our Statement of Net Cost.

Chart 19b - Reclassification of Statement of Changes in Net Position to Line Items Used for the Government-wide Statement of Changes in Net Position for the Year Ended September 30, 2025 (Dollars in Millions)

FY 2025 Statement of Changes in Net Position		Line Items Used to Prepare FY 2025 Government-wide Statement of Changes in Net Position					
Financial Statement Line	**Amounts**	**Dedicated Collections Combined**	**Dedicated Collections Eliminations**	**All Other Amounts (with Eliminations)**	**Eliminations between Dedicated and All Other**	**Total**	**Reclassified Financial Statement Line**
Unexpended Appropriations:							**Unexpended Appropriations:**
Beginning Balances	**$ 1,865**	**$ 0**	**$ 0**	**$ 1,865**	**$ 0**	**$ 1,865**	Net Position, Beginning of Period - Adjusted
							Financing Sources
Appropriations Received	**128,620**	**59,748**		**68,872**		**128,620**	Appropriations Received as Adjusted (Recissions and Other Adjustments)
Other Adjustments	**(1,305)**	**-**		**(1,305)**		**(1,305)**	Appropriations Received as Adjusted (Recissions and Other Adjustments)
Appropriations Used	**(128,568)**	**(59,748)**		**(68,820)**		**(128,568)**	Appropriations Used
Net Change in Unexpended Appropriations	**(1,253)**	**0**	**0**	**(1,253)**	**0**	**(1,253)**	**Total Financing Sources**
Total Unexpended Appropriations - Ending	**612**	**0**	**0**	**612**	**0**	**612**	**Total Unexpended Appropriations - Ending**
Cumulative Results of Operations:							**Cumulative Results:**
Beginning Balances	**$ 2,628,428**	**$ 2,624,095**	**$ 0**	**$ 4,333**	**$ 0**	**$ 2,628,428**	Net Position, Beginning Balance
Adjustments							
Changes in Accounting Principles	**126**			**126**		**126**	Changes in Accounting Principles
Beginning Balances, as Adjusted	**$ 2,628,554**	**$ 2,624,095**	**$ 0**	**$ 4,459**	**$ 0**	**$ 2,628,554**	Net Position, Beginning of Period - Adjusted
							Financing Sources
Appropriations Used	**128,568**	**59,748**		**68,820**		**128,568**	Appropriations Expended
Non-Exchange Revenue							**Federal Non-Exchange Revenue**
Tax Revenues (Note 13)	**1,308,139**	**1,308,139**				**1,308,139**	Other Taxes and Receipts
Interest Revenues	**69,307**	**69,307**				**69,307**	Federal Securities Interest Revenue Including Associated Gains and Losses (Non-Exchange)
							Non-Federal Non-Exchange Revenue
Other	**37**	**37**				**37**	Other Taxes and Receipts
Total Non-Exchange Revenue	**1,377.483**	**1,377,483**	**0**	**0**	**0**	**1,377,483**	**Total Non-Exchange Revenue**
Transfers-In/Out - Without Reimbursement	**(2.970)**						**Transfers-In and Out Without Reimbursement**
				170	**(170)**	**0**	Appropriation of Unavailable Special or Trust Fund Receipt Transfers-In
		(170)			**170**	**0**	Appropriation of Unavailable Special or Trust Fund Receipts Transfers-Out
		1,580,314	**(1,580,314)**			**0**	Non-Expenditure Transfers-In of Unexpended Appropriations and Financing Sources
		(1,580,314)	**1,580,314**			**0**	Non-Expenditure Transfers-Out of Unexpended Appropriations and Financing Sources
		59,827	**(59,748)**	**9,611**	**(6,047)**	**3,643**	Expenditure Transfers-In of Financing Sources
		(71,952)	**59,748**	**(14)**	**6,047**	**(6,171)**	Expenditure Transfers-Out of Financing Sources
				27	**(27)**	**0**	Non-Expenditure Transfers-In of Financing Sources – Capital Transfers
				(27)	**27**	**0**	Non-Expenditure Transfers-Out of Financing Sources – Capital Transfers
		(442)		**(3)**		**(445)**	Transfers-In Without Reimbursement
				3		**3**	Transfers-Out Without Reimbursement
Total Transfers-In/Out –Without Reimbursement	**(2,970)**	**(12,737)**	**0**	**9,767**	**0**	**(2,970)**	**Total Reclassified Transfers In/Out - Without Reimbursement**
Imputed Financing (Note 14)	**1.034**			**1,034**		**1,034**	Imputed Financing Sources
Other	**(3,949)**						**Non-Entity Financing Sources**
				(3,698)		**(3,698)**	Non-entity collections transferred to the General Fund of the U.S. Government
				(254)		**(254)**	Accrual for non-entity amounts to be collected/transferred to the General Fund of the U.S. Government
							Non-Federal Non-Exchange Revenue
				3		**3**	Other Taxes and Receipts
Total Other	**(3,949)**		**0**	**(3,949)**	**0**	**(3,949)**	**Total Reclassified Non-Entity Financing Sources and Non-Federal Non-Exchange Revenue**
Net Cost of Operations	**1,655,817**	**1,580,202**	**0**	**75,615**	**0**	**1,655,817**	**Net Cost of Operations**
Net Change in Cumulative Results of Operations	**(155,651)**	**(155,708)**	**0**	**57**	**0**	**(155,651)**	**Net Change**
Cumulative Results of Operations - Ending	**$ 2,472,903**	**$ 2,468,387**	**$ 0**	**$ 4,516**	**$ 0**	**$ 2,472,903**	**Reclassified Cumulative Results of Operations - Ending**
Net Position	**$ 2,473,515**	**$ 2,468,387**	**$ 0**	**$ 5,128**	**$ 0**	**$ 2,473,515**	**Total Reclassified Net Position**

20. Incidental Custodial Collections

SSA's custodial collections primarily consists of refunds related to cancelled LAE appropriations and interest and penalties associated with LAE administrative debt. While these collections are considered custodial, they are not primary to the mission of SSA or material to the overall financial statements. SSA's total custodial revenues are $3 million for the year ended September 30, 2025.

REQUIRED SUPPLEMENTARY INFORMATION

Required Supplementary Information: Combining Schedule of Budgetary Resources for the Year Ended September 30, 2025

(Dollars in Millions)

	OASI	DI	SSI	Other	LAE	Combined
Budgetary Resources (Note 15)						
Unobligated balance from prior year budget authority, net	$ 28	$ 50	$ 1,944	$ 50	$ 1,264	$ 3,336
Appropriations (discretionary and mandatory)	1,433,928	159,482	67,689	59,773	32	1,720,904
Spending authority from offsetting collections (discretionary and mandatory)	0	0	3,420	0	14,477	17,897
Total Budgetary Resources	$ 1,433,956	$ 159,532	$ 73,053	$ 59,823	$ 15,773	$ 1,742,137
Status of Budgetary Resources						
New obligations and upward adjustments						
Direct	$ 1,433,956	$ 159,532	$ 69,063	$ 59,767	$ 14,565	$ 1,736,883
Reimbursable	0	0	3,415	0	101	3,516
New obligations and upward adjustments (total)	1,433,956	159,532	72,478	59,767	14,666	1,740,399
Unobligated Balance, End of Year						
Apportioned, unexpired accounts	0	0	572	35	592	1,199
Unapportioned, unexpired accounts	0	0	0	0	7	7
Unexpired unobligated balance, end of year	0	0	572	35	599	1,206
Expired unobligated balance, end of year	0	0	3	21	508	532
Unobligated balance, end of year (total)	0	0	575	56	1,107	1,738
Total Budgetary Resources	$ 1,433,956	$ 159,532	$ 73,053	$ 59,823	$ 15,773	$ 1,742,137
Outlays, Net						
Outlays, net (discretionary and mandatory)	$ 1,421,592	$ 160,199	$ 69,642	$ 59,767	$ (779)	$ 1,710,421
Distributed offsetting receipts	(58,506)	(1,566)	(253)	(3,581)	0	(63,906)
Agency Outlays, Net (Discretionary and Mandatory)	$ 1,363,086	$ 158,633	$ 69,389	$ 56,186	$ (779)	$ 1,646,515

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 2024, the Social Security Administration paid OASDI benefits to about 68 million beneficiaries. The laws applicable for the period determine eligibility and benefit amounts. Current law provides that monthly benefit payments for workers and their eligible dependents or survivors are based on 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 replace 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, "Benefits Due and Payable" on the balance sheet for unpaid amounts of OASDI benefits due to recipients on or before that date includes a liability of approximately $163 billion as of September 30, 2025. We paid virtually all of this amount in October 2025. Also, the "investments in Treasury securities" recognizes an asset of $2,616 billion as of September 30, 2025. These investments are the combined Old-Age and Survivors Insurance (OASI) and Disability Insurance (DI) Trust Fund reserves, and 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, 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, 2025 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 there is no liability on the balance sheet for future obligations beyond those due at the reporting date, we present actuarial estimates of the long-range financial status of the OASDI program. 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 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 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**: 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 2025 Annual Report of the Board of Trustees of the Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds* (2025 Trustees Report) (see Note 17 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. The information provided in this section 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.

Since the release of the 2025 Trustees Report, the Social Security Administration (SSA) Actuarial Services evaluated the potential impact on the Social Insurance Statements of Public Law 119-21, the “One Big Beautiful Bill Act”, signed into law on July 4, 2025 (see Note 18, Subsequent Events, in the *Audited Financial Statements and Additional Information* section for more information.

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. To meet the criteria for sustainable solvency, the program must be able to pay all scheduled benefits in full on a timely basis and maintain reserves in the combined OASI and DI Trust Funds at all times within the 75-year projection period. In addition, the reserves in the combined OASI and DI Trust Funds must be stable or rising as a percentage of annual program cost at the end of the period.

Cash Flow Projections - OASDI noninterest income and cost are estimated for each year from 2025 through 2099. Charts 1 through 4 show annual cash flow projections for the OASDI program. However, income including interest is only estimated through 2034, the year that the reserves in the combined OASI and DI Trust Funds are projected to become depleted. After the point of reserve 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 (including interest) beyond the point of combined OASI and DI Trust Fund reserve 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 the cost of scheduled benefits 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 2099 expressed as percentages of taxable payroll.

Chart 1: Estimated OASDI Income, Noninterest Income, and Cost, as a Percent of Taxable Payroll, 2025–2034

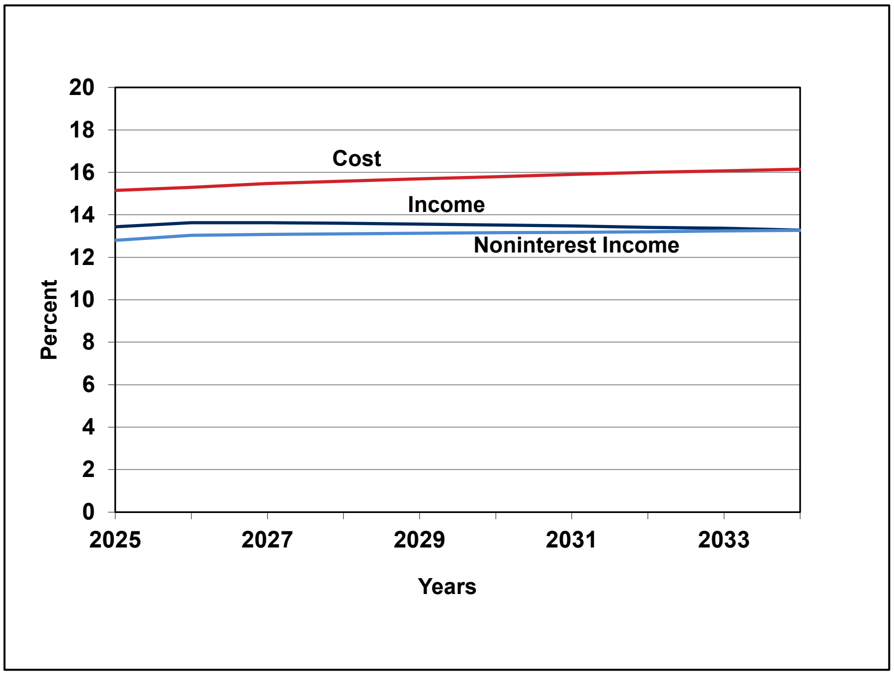
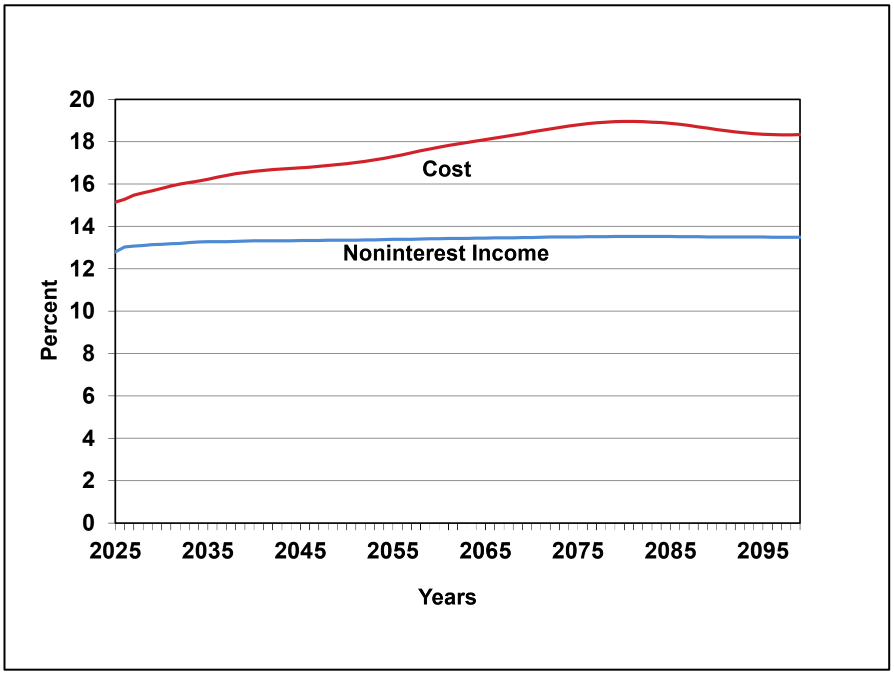


Chart 2: Estimated OASDI Noninterest Income, and Cost, as a Percent of Taxable Payroll, 2025–2099



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. Prior to 2021, income including interest exceeded cost in every year since 1983. Beginning in 2021, cost exceeded income including interest. As Chart 1 shows, estimated cost continues to exceed estimated income excluding interest in 2025 through 2034. As Chart 2 shows, estimated cost, expressed as a percentage of taxable payroll, rises rapidly through about 2040, then continues to rise through 2081 before mostly decreasing through 2099 (the last year of the 75-year projection period). The estimated income at the end of the 75-year period is sufficient to cover 72 percent of the estimated cost.

The increase in estimated cost through 2081 occurs because of a variety of factors, including the ongoing 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. The decrease in estimated cost after 2081 occurs as the relatively smaller generations born during the period of reduced birth rates following the recession of 2007–2009 increasingly begin to retire.

Estimated annual cost is projected to exceed 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 some 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 as needed.

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 -$27,851 billion. If augmented by the combined OASI and DI Trust Fund reserves at the start of the period (January 1, 2025), it is -$25,129 billion. This excess does not correspond to the actuarial balance in the 2025 Trustees Report of -3.82 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 76^{th} 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 3.65 percentage points (from its current level of 12.40 percent to 16.05 percent). One interpretation of the actuarial balance is that its magnitude, 3.82 percent, should equal the necessary increase. However, the increase is different primarily because the necessary tax rate is the rate required to maintain solvency throughout the period that results in no reserves in the OASI and DI Trust Funds at the end of the period, whereas the actuarial balance incorporates an ending reserve in the OASI and DI Trust Funds equal to one year's cost. While such an increase in the payroll tax rate would cause some behavioral changes in earnings and ensuing changes in benefit levels, such changes are not included in this calculation because they are assumed to have roughly offsetting effects on OASDI actuarial status over the 75-year long-range period as a whole.

Alternatively, solvency could be achieved by reducing scheduled benefits by an amount equivalent to an immediate and permanent reduction of about 22 percent applied to all current and future beneficiaries, or about 27 percent if the reductions were applied only to newly entitled beneficiaries. Finally, some combination of 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 2099 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.

Chart 3: Estimated OASDI Income, Noninterest Income, and Cost, as a Percent of GDP, 2025–2034

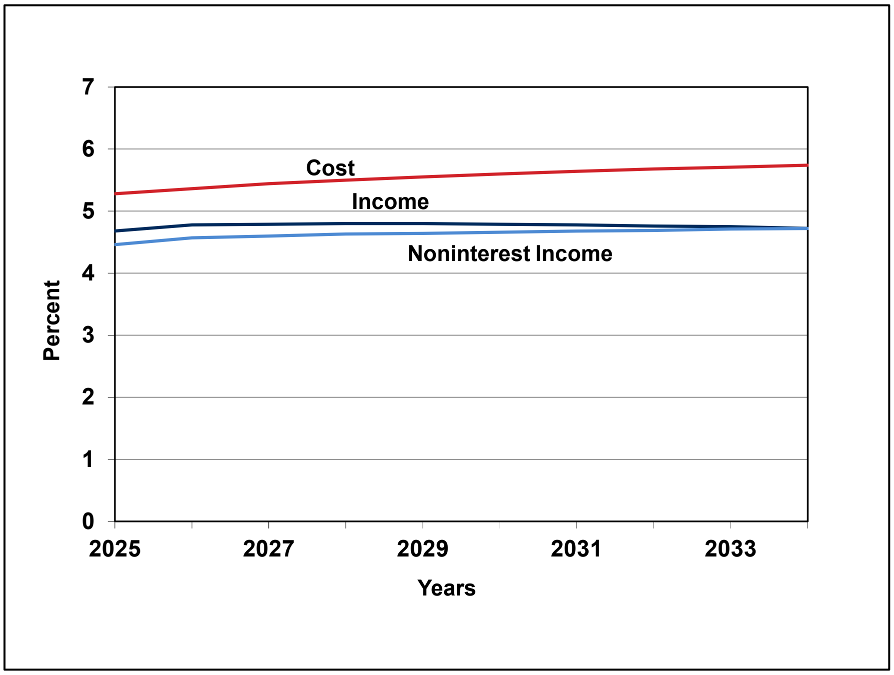
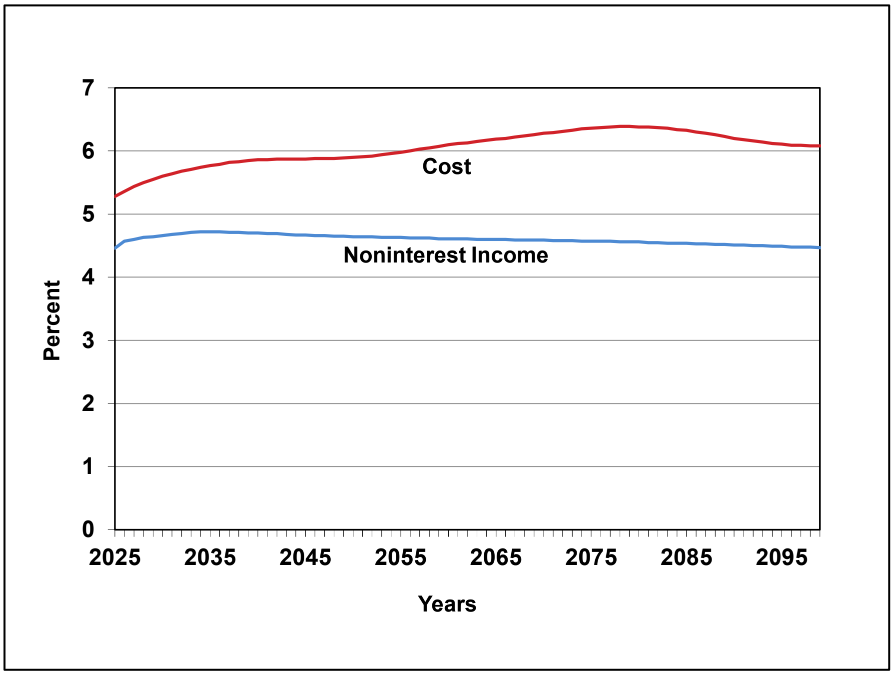


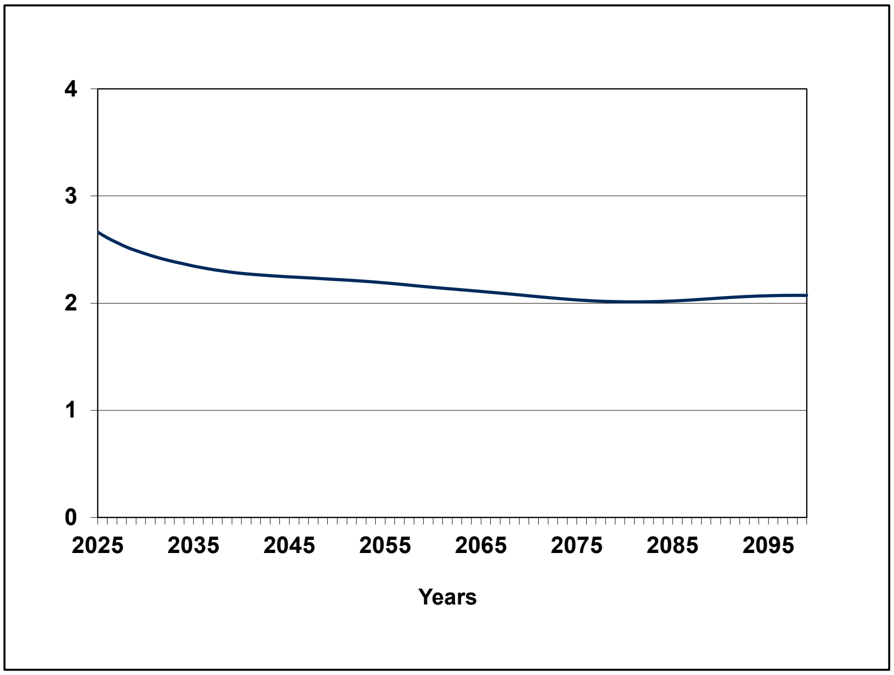
Chart 4: Estimated OASDI Noninterest Income, and Cost, as a Percent of GDP, 2025–2099



In calendar year 2024, OASDI cost was about $1,485 billion, which was about 5.1 percent of GDP. The cost of the program rises to a peak of 6.4 percent of GDP in 2079, then declines to 6.1 percent by 2099. The increase from 2024 to about 2040 will occur as baby boomers continue to become eligible for OASDI benefits, lower birth rates result in fewer workers per beneficiary, and beneficiaries continue to live longer. The decrease near the end of the 75-year projection period occurs as the relatively smaller generations born during the period of reduced birth rates following the recession of 2007–2009 increasingly begin to retire.

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 2.7 in 2024 to 2.1 in 2099.

Chart 5: Number of Covered Workers Per OASDI Beneficiary 2025–2099



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 actual experience is likely to differ from the estimated or assumed values of these factors, we include this section 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 growth, Consumer Price Index (CPI), and real interest rate. The range of values chosen for the sensitivity analysis presents a reasonable range within which we expect future experience to fall, on average, over long time periods. We do not intend the range of values to represent any particular probability interval around the intermediate assumptions, nor are the endpoints of the range intended to represent the absolute best or worst scenario.

For this analysis, we use the intermediate assumptions in the 2025 Trustees Report as the reference point. Each selected assumption is varied individually. We note that due to the interactions between assumptions, changes in any single assumption may have additional effects on other assumptions. We calculate all present values as of January 1, 2025 and base them on estimates of income and cost during the 75-year projection period 2025–2099. In this section, for brevity, “income” means “noninterest income.”

We present one table and one chart for each assumption we analyzed. 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. If the excess is negative, we refer to it as a shortfall. The middle values provided correspond to the intermediate assumption of the Trustees. The other two values correspond to the low-cost and high-cost alternative values for that individual assumption. 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 2025 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 SSA Actuarial Services. These estimates provide an additional way of analyzing the uncertainty and variability in assumptions, income, and cost.

Total Fertility Rate - Table 1 shows the present values of the estimated excess of OASDI income over cost for the 75-year period, using various assumptions about the total fertility rate. The ultimate total fertility rates are 1.6, 1.9, and 2.1 children per woman, where 1.9 is the intermediate summary value for the 2025 Trustees Report. The total fertility rate under all three sets of total fertility rate assumptions changes gradually from its current low level and will reach the ultimate value of 1.6, 1.9, and 2.1, respectively in 2050.

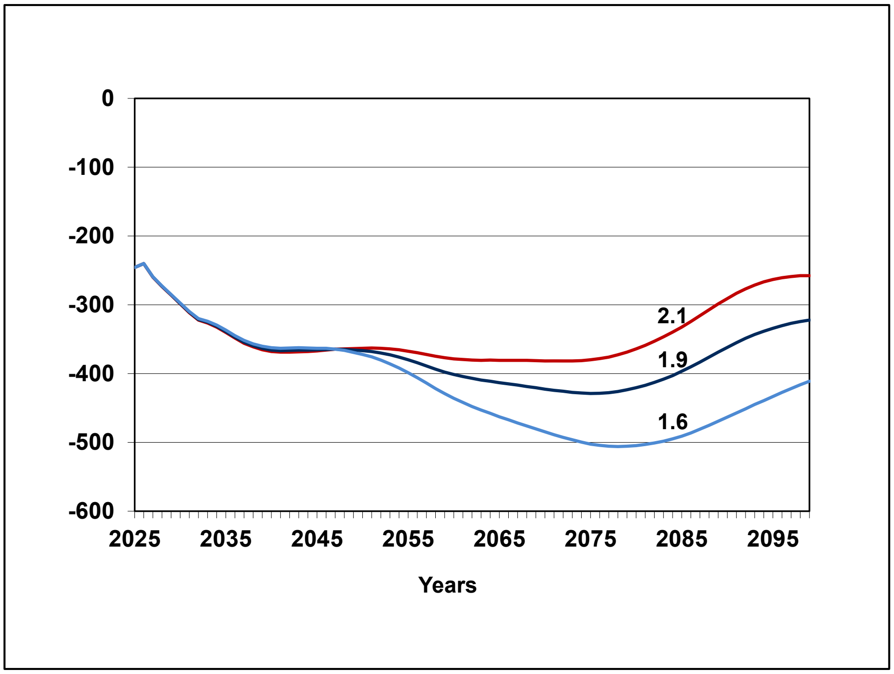
Table 1 demonstrates that if the ultimate total fertility rate were changed from 1.9 children per woman, consistent with the Trustees' intermediate assumption, to 1.6, the shortfall for the period of estimated OASDI income relative to cost would increase to $31,099 billion from $27,851 billion; if the ultimate total fertility rate changed to 2.1, the shortfall would decrease to $25,628 billion.

Table 1: Present Value of Estimated Excess of OASDI Income over Cost With Various Total Fertility Rate Assumptions Valuation Period: 2025–2099

Ultimate Total Fertility Rate	1.6	1.9	2.1
Present Value of Estimated Excess (Dollars in Billions)	$(31,099)	$(27,851)	$(25,628)

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 flows.

Chart 6: Present Value of Estimated Annual OASDI Net Cash Flow with Various Total Fertility Rate Assumptions 2025–2099
(Dollars in Billions)



The three patterns of the present values shown in Chart 6 are similar. Under all three sets of assumptions, the net cash flow estimates are negative in all years of the 75-year projection period and are slightly higher (less negative) in 2026 than in 2025. Thereafter, the net cash flow estimates corresponding to all three sets of fertility rate assumptions decrease rapidly into the 2030s but eventually level out and begin to increase (become less negative). The net cash flow estimates corresponding to the ultimate total fertility rate of 1.6 decrease through 2041, increase for years 2042 and 2043, then decrease again for years 2044 through 2078, and then increase in 2079 through 2099. Therefore, in terms of today's investment dollar, annual OASDI net cash flow, although still negative, begins to increase in 2079. The net cash flow estimates corresponding to the ultimate total fertility rate of 1.9 decrease through 2041, increase for years 2042 through 2047, decrease in years 2048 through 2075, and then increase through 2099. The net cash flow estimates corresponding to the ultimate total fertility rate of 2.1 decrease through 2041, increase in 2042 through 2051, then generally decrease in 2052 through 2071, and then increase in 2072 through 2099.

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. We developed the analysis by varying the reduction assumed to occur in future 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 from 2034 to 2099, are 0.28, 0.73, and 1.21 percent per year. The intermediate assumption in the 2025 Trustees Report is 0.73 percent. The life expectancy at birth, on a unisex period life table basis, is projected to rise from 79.0 in 2024 to 81.1, 85.4, and 89.8 in 2099 for average annual reductions in the age-sex-adjusted death rate of 0.28, 0.73, and 1.21 percent, respectively.

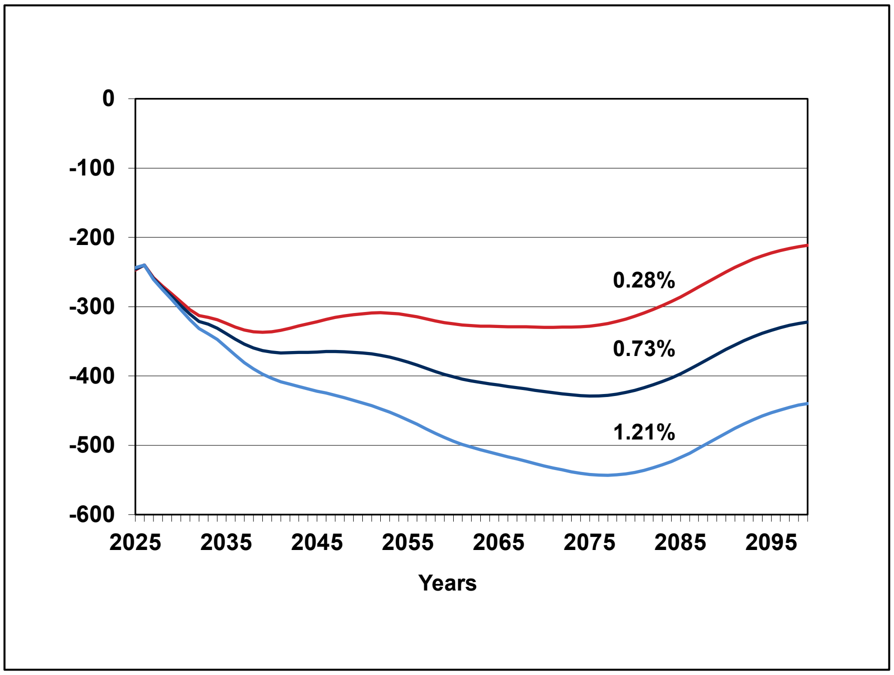
Table 2 demonstrates that if the annual reduction in death rates were changed from 0.73 percent, the Trustees' intermediate assumption, to 0.28 percent, meaning that people die younger, the shortfall for the period of estimated OASDI income relative to cost would decrease to $22,564 billion from $27,851 billion; if the annual reduction were changed to 1.21 percent, meaning that people live longer, the shortfall would increase to $33,922 billion.

Table 2: Present Value of Estimated Excess of OASDI Income over Cost With Various Death Rate Assumptions Valuation Period: 2025–2099

Average Annual Reduction in Death Rates (from 2034 to 2099)	0.28 Percent	0.73 Percent	1.21 Percent
Present Value of Estimated Excess (Dollars in Billions)	$(22,564)	$(27,851)	$(33,922)

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 flows.

Chart 7: Present Value of Estimated Annual OASDI Net Cash Flow with Various Death Rate Assumptions 2025–2099
(Dollars in Billions)



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 and are slightly higher (less negative) in 2026 than in 2025. Thereafter, the net cash flow estimates corresponding to all three sets of assumptions decrease rapidly into the 2030s but eventually level out and begin to increase (become less negative). The net cash flow estimates corresponding to 1.21 percent average annual reduction in the age-sex-adjusted death rate decrease through 2077 and then increase through 2099. Therefore, in terms of today's investment dollar, annual OASDI net cash flow, although still negative, begins to increase in 2078. The net cash flow estimates corresponding to a 0.73 percent average annual reduction decrease through 2041, increase for years 2042 through 2047, decrease in years 2048 through 2075, and then increase in 2076 through 2099. The net cash flow estimates corresponding a 0.28 percent average annual reduction decrease through 2039, increase in 2040 through 2052, decrease in 2053 through 2071, and then increase through 2099.

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. Based on these assumptions, projected net annual immigration (immigration less emigration) will average 833,000 persons, 1,253,000 persons, and 1,696,000 persons for the period 2035 through 2099. The average value based on the intermediate assumptions in the 2025 Trustees Report is 1,253,000 persons.

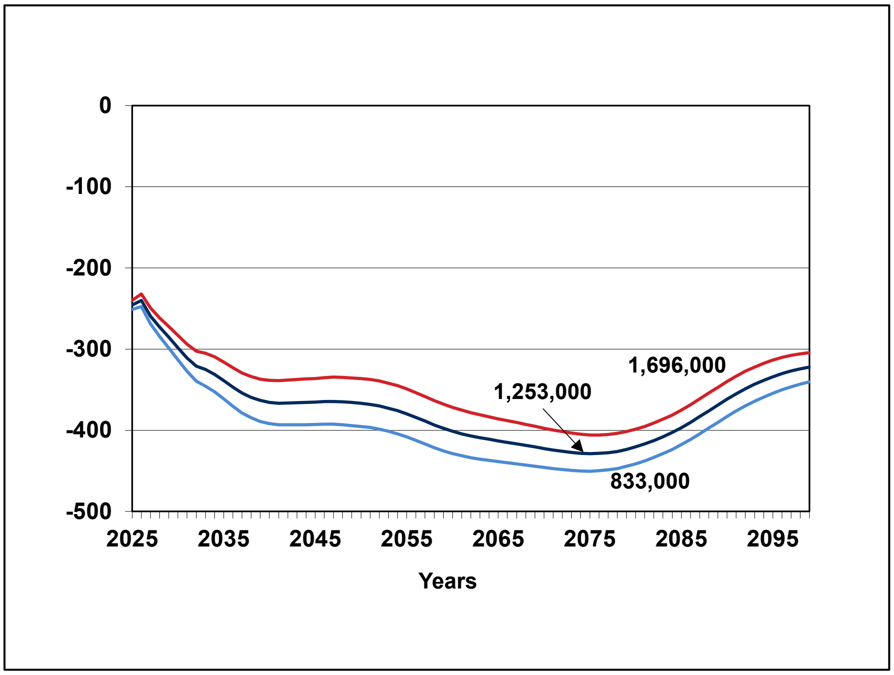
Table 3 demonstrates that if the Trustees' intermediate immigration assumptions were changed so that the average level for the period 2035 through 2099 decreased from 1,253,000 persons to 833,000 persons, the present value of the shortfall for the period of estimated OASDI income relative to cost would increase to $29,556 billion from $27,851 billion. If, instead, the immigration assumptions were changed so that net annual immigration would be expected to average 1,696,000 persons, the present value of the shortfall would decrease to $26,063 billion.

Table 3: Present Value of Estimated Excess of OASDI Income over Cost With Various 75-Year Average Net Annual Immigration Assumptions Valuation Period: 2025–2099

Average Net Annual Immigration (for 2035 through 2099)	833,000 Persons	1,253,000 Persons	1,696,000 Persons
Present Value of Estimated Excess (Dollars in Billions)	$(29,556)	$(27,851)	$(26,063)

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 flows.

Chart 8: Present Value of Estimated Annual OASDI Net Cash Flow with Various Net Annual Immigration Assumptions 2025–2099
(Dollars in Billions)



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 and are slightly higher (less negative) in 2026 than in 2025. Thereafter, the net cash flow estimates corresponding to all three sets of assumptions decrease rapidly through about 2041, increase through part of the 2040s, decrease again through 2075, and then increase (become less negative) in 2076 through 2099. Therefore, in terms of today's investment dollar, annual OASDI net cash flow, although still negative, begins to increase in 2076.

Immigration generally occurs at relatively young adult ages, so there is no significant effect on the numbers of beneficiaries who are legally entitled to benefits (and, therefore, on benefits paid) 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 of the projection period, the present values, year by year, are generally higher (i.e., less negative in later years) for higher net annual immigration. However, benefits paid in a given year to earlier immigrant cohorts of the projection period eventually offset the increased payroll taxes for that year. 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 Growth - Table 4 shows the present values of the estimated excess of OASDI income over cost for the 75-year period, using various assumptions about real wage growth. These real wage growth assumptions of 0.53, 1.13, and 1.73 percent are the average annual real growth rate in the average wage in OASDI covered employment from 2034 to 2099. The intermediate assumption in the 2025 Trustees Report is 1.13 percent.

Table 4 demonstrates that if the average real wage growth were changed from 1.13 percent, the Trustees' intermediate assumption, to 0.53 percent, the shortfall for the period of estimated OASDI income relative to cost would increase to $30,723 billion from $27,851 billion; if the average real wage growth were changed from 1.13 to 1.73 percent, the shortfall would decrease to $23,194 billion.

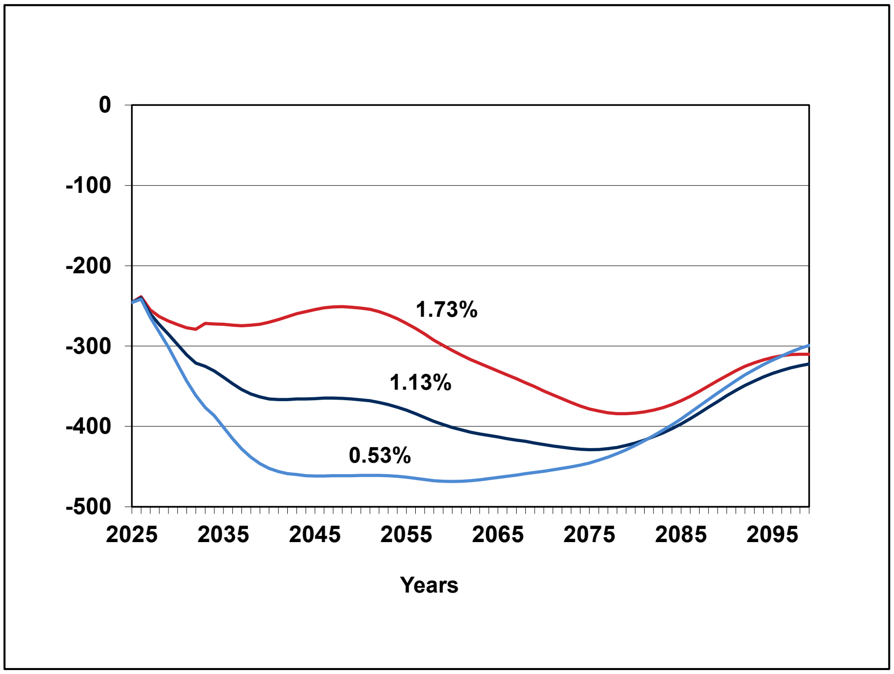
Table 4: Present Value of Estimated Excess of OASDI Income over Cost With Various Real Wage Growth Assumptions Valuation Period: 2025–2099

Average Annual Real Wage Growth (from 2034 to 2099)	0.53 Percent	1.13 Percent	1.73 Percent
Present Value of Estimated Excess (Dollars in Billions)	$(30,723)	$(27,851)	$(23,194)

Using the same assumptions about the real growth rate in the average wage in OASDI covered employment used for the estimates in Table 4, Chart 9 shows the present value of the estimated annual OASDI net cash flows.

Chart 9: Present Value of Estimated Annual OASDI Net Cash Flow with Various Real-Wage Growth Assumptions 2025–2099

(Dollars in Billions)



The net cash flow estimates corresponding to all three sets of assumptions are negative in all years of the 75-year projection period and are slightly higher (less negative) in 2026 than in 2025. For the assumed real growth rate of 0.53 percent, the present values generally decrease through 2060 and increase (become less negative) thereafter. Therefore, in terms of today's investment dollar, annual OASDI net cash flow, although still negative, begins to increase in 2061. The net cash flow estimates corresponding to an assumed real growth rate of 1.13 percent decrease through 2041, increase for years 2042 through 2047, decrease again for years 2048 through 2075, and then increase in 2076 through 2099. The net cash flow estimates corresponding to an assumed real growth rate of 1.73 percent generally decrease through 2037, increase in 2038 through 2048, decrease in 2049 through 2079, and generally increase through 2099.

Differences among the estimates of annual net cash flow based on the three assumptions about the real wage growth become apparent early in the projection period. Higher real growth rates 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 growth. 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 growth rates. 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 rate of change in the CPI. These assumptions are that the ultimate annual increase in the CPI will be 1.80, 2.40, and 3.00 percent. All three ultimate assumptions are reached by year 2027. The intermediate assumption in the 2025 Trustees Report is 2.40 percent.

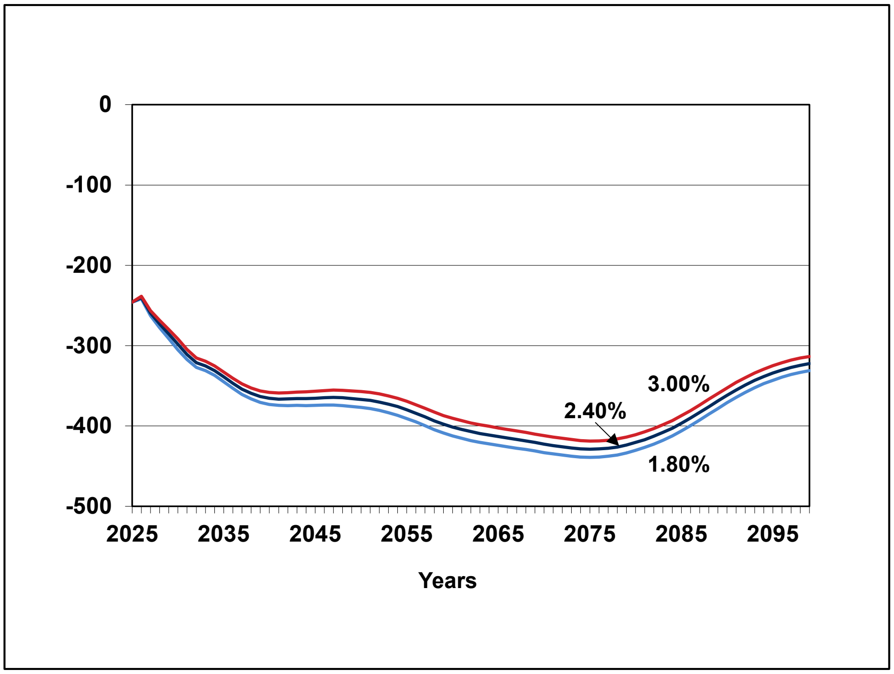
Table 5 demonstrates that if the ultimate annual increase in the CPI were changed from 2.40 percent, the Trustees' intermediate assumption, to 1.80 percent, the shortfall for the period of estimated OASDI income relative to cost would increase to $28,519 billion from $27,851 billion; if the ultimate annual increase in the CPI were changed to 3.00 percent, the shortfall would decrease to $27,189 billion. The seemingly counterintuitive 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 CPI-Increase Assumptions Valuation Period: 2025–2099

Ultimate Annual Increase in CPI	1.80 Percent	2.40 Percent	3.00 Percent
Present Value of Estimated Excess (Dollars in Billions)	$(28,519)	$(27,851)	$(27,189)

Using the same assumptions about the 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 flows.

Chart 10: Present Value of Estimated Annual OASDI Net Cash Flow with Various Ultimate CPI-Increase Assumptions 2025–2099
(Dollars in Billions)



The three patterns of the present values shown in Chart 10 are similar. The net cash flow estimates corresponding to all three sets of assumptions are negative in all years of the 75-year projection period and are slightly higher (less negative) in 2026 than in 2025. Thereafter, the net cash flow estimates corresponding to all three CPI-increase assumptions decrease rapidly into the 2040s, then generally slightly increase in years 2042 through 2047, continue to generally decrease until 2075, and then increase (become less negative) in 2076 through 2099. Therefore, in terms of today's investment dollar, annual OASDI net cash flow, although still negative, begins to increase in 2076.

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 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 1.8, 2.3, and 2.8 percent. All three ultimate rates are reached by 2042. The intermediate assumption in the 2025 Trustees Report is 2.3 percent. Changes in real interest rates change the present value of cash flows, even though the cash flows do not change.

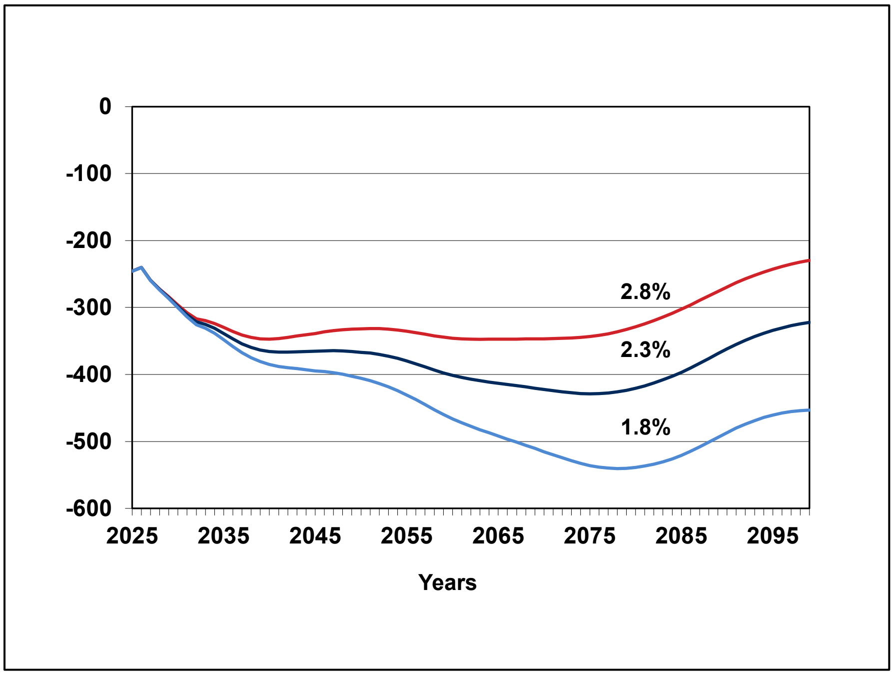
Table 6 demonstrates that if the ultimate real interest rate were changed from 2.3 percent, the Trustees' intermediate assumption, to 1.8 percent, the shortfall for the period of estimated OASDI income relative to cost, when measured in present-value terms would increase to $33,049 billion from $27,851 billion; if the ultimate annual real interest rate were changed to 2.8 percent, the present-value shortfall would decrease to $23,721 billion.

Table 6: Present Value of Estimated Excess of OASDI Income over Cost With Various Real Interest Assumptions Valuation Period: 2025–2099

Ultimate Annual Real Interest Rate	1.8 Percent	2.3 Percent	2.8 Percent
Present Value of Estimated Excess (Dollars in Billions)	$(33,049)	$(27,851)	$(23,721)

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

Chart 11: Present Value of Estimated Annual OASDI Net Cash Flow with Various Real Interest Rate Assumptions 2025–2099
(Dollars in Billions)



The three patterns of the present values shown in Chart 11 are similar. The net cash flow estimates corresponding to all three sets of assumptions are negative in all years of the 75-year projection period, are slightly higher (less negative) in 2026 than in 2025, but then decrease rapidly into the 2040s. The net cash flow estimates corresponding to an ultimate real interest rate of 1.8 decrease through 2078 and then increase through 2099. Therefore, in terms of today's investment dollar, annual OASDI net cash flow, although still negative, begins to increase in 2079. The net cash flow estimates corresponding to an ultimate real interest rate of 2.3 decrease through 2041, increase in 2042 through 2047, decrease in 2048 through 2075, and then increase in 2076 through 2099. The net cash flow estimates corresponding to an ultimate real interest rate of 2.8 decrease through 2040, increase in 2041 through 2051, decrease in 2052 through 2063, and then increase through 2099.

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REPORTS OF INDEPENDENT AUDITORS

Office of the Inspector General
SOCIAL SECURITY ADMINISTRATION

January 15, 2026

The Honorable Frank Bisignano
Commissioner of Social Security

The Office of the Inspector General (OIG) contracted with the independent certified public accounting firm Ernst & Young LLP to audit the financial statements of the Social Security Administration, which comprise the consolidated balance sheet as of September 30, 2025, the related consolidated statements of net cost and changes in net position and combined statement of budgetary resources for the year then ended, the statements of social insurance as of January 1, 2025, 2024 and 2023, and the related statements of changes in social insurance amounts for the periods January 1, 2024 to January 1, 2025 and January 1, 2023 to January 1, 2024, and the related notes (collectively referred to as the "financial statements"). We also contracted with Ernst & Young to provide an opinion on internal control over financial reporting and report on compliance and other matters.

The contract requires that the audit be conducted 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. 24-02, *Audit Requirements for Federal Financial Statements*. Those Standards and Bulletin require that Ernst & Young plan and perform the audits to obtain reasonable assurance about whether the financial statements are free from material misstatement, issue an opinion on internal control over financial reporting, and a report on compliance and other matters.

This letter transmits Ernst & Young's three reports as follows.

- **Report on the Audit of the Financial Statements.** The financial statements are presented fairly, in all material respects, in accordance with accounting principles generally accepted in the United States of America.

- **Report on Internal Control Over Financial Reporting.** SSA maintained, in all material respects, effective internal control over financial reporting as of September 30, 2025, based on criteria established under the *Federal Managers' Financial Integrity Act*; OMB Circular No. A-123, *Management's Responsibility for Enterprise Risk Management and Internal Control*; and in *Standards for Internal Control in the Federal Government* (Green Book), issued by the Comptroller General of the United States. However, Ernst & Young identified two significant deficiencies in internal control over financial reporting related to (1) Internal Controls over Certain Financial Information Systems and (2) Internal Control over Accounts Receivable with the Public (Benefit Overpayments).
- **Report on Compliance and Other Matters.** Ernst & Young identified no instances of noncompliance or other matters that are required to be reported under *Government Auditing Standards* and the provisions of OMB Bulletin No. 24-02 and disclosed no instances in which the Agency's financial management systems did not substantially comply with the Section 803(a) requirements of *Federal Financial Management Improvement Act* (FFMIA) requirements.

The statement of social insurance as of January 1, 2022 and 2021 were audited by Grant Thornton LLP who expressed an unmodified opinion on the statements of social insurance on November 10, 2022. Grant Thornton LLP's Report of Independent Certified Public Accountants dated November 10, 2022, included an Emphasis of Matter paragraph regarding the sustainability financial statements.

Office of the Inspector General Evaluation of Ernst & Young's 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 Ernst & Young's audit of SSA's financial statements by:

- evaluating the auditors' and specialists' independence, objectivity, and qualifications;
- reviewing Ernst & Young's audit approach and planning;
- monitoring the audit's progress at key points;
- examining Ernst & Young's documentation related to planning the audit, assessing SSA's internal control, and substantive testing;
- reviewing Ernst & Young's audit reports to ensure compliance with *Government Auditing Standards* and OMB Bulletin No. 24-02;
- coordinating the issuance of the audit reports; and
- performing other procedures we deemed necessary.

Ernst & Young is responsible for the attached auditor's reports, dated January 15, 2026, and the opinions and conclusions expressed therein. The OIG is responsible for technical and administrative oversight regarding Ernst & Young'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 financial statements, internal control over financial reporting, or conclusions on whether SSA's financial management systems complied substantially with FFMIA or with provisions of certain laws, regulations, contracts and grant agreements. However, our monitoring review, as qualified above, disclosed no instances where Ernst & Young did not comply, in all material respects, with applicable auditing standards.

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

Michelle L. Anderson

Michelle L. Anderson
Assistant Inspector General for Audit
as First Assistant

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Report of Independent Auditors

Frank Bisignano, Commissioner
Social Security Administration

Michelle L. Anderson, Assistant Inspector General for Audit as First Assistant
Social Security Administration

Report on the Audit of the Financial Statements

Opinion

We have audited the financial statements of the Social Security Administration (the Agency), which comprise the consolidated balance sheet as of September 30, 2025, the related consolidated statements of net cost and changes in net position and combined statement of budgetary resources for the year then ended, the statements of social insurance as of January 1, 2025, 2024 and 2023, and the related statements of changes in social insurance amounts for the periods January 1, 2024 to January 1, 2025 and January 1, 2023 to January 1, 2024, and the related notes (collectively referred to as the "financial statements").

In our opinion, the accompanying financial statements present fairly, in all material respects, the financial position of the Agency at September 30, 2025, the results of its net cost of operations, its changes in net position and its budgetary resources for the year then ended, the Agency's social insurance information as of January 1, 2025, 2024 and 2023, and its changes in social insurance amounts from January 1, 2024 to January 1, 2025 and January 1, 2023 to January 1, 2024, in accordance with accounting principles generally accepted in the United States of America.

We also have audited, in accordance with auditing standards generally accepted in the United States of America (GAAS), the Agency's internal control over financial reporting as of September 30, 2025, based on criteria established under 31 U.S.C. § 3512(c) and (d), commonly known as the Federal Managers' Financial Integrity Act of 1982 (FMFIA) as implemented by Office of Management and Budget (OMB) Circular No. A-123, *Management's Responsibility for Enterprise Risk Management and Internal Control and in Standards for Internal Control in the Federal Government*, issued by the United States Government Accountability Office (the Green Book) and our report dated January 15, 2026 expressed an unmodified opinion thereon.

Basis for Opinion

We conducted our audits in accordance with GAAS, in accordance with the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States (*Government Auditing Standards*), and in accordance with the provisions of OMB Bulletin No. 24-02, *Audit Requirements for Federal Financial Statements*. Our responsibilities under those standards and the provisions of OMB Bulletin No. 24-02 are further described in the *Auditor's Responsibilities for the Audit of the Financial Statements* section of our report. We are required to be independent of the Agency and to meet our other ethical responsibilities in accordance with the relevant ethical requirements relating to our audits. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinion.

Emphasis of Matter – Social Insurance Disclosures

As discussed in Note 17 to the financial statements, the statements of social insurance and the statements of changes in social insurance amounts (collectively referred to as the "sustainability financial statements") are based on management's assumptions. These sustainability financial statements present the actuarial present value of the Agency'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 fund reserves become depleted. 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 reserve depletion. 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.

Report of Other Auditors on the Agency's Statements of Social Insurance

The statements of social insurance as of January 1, 2022 and 2021 were audited by Grant Thornton LLP who expressed an unmodified opinion on the statements of social insurance on November 10, 2022, including an Emphasis of Matter paragraph regarding the sustainability financial statements.

Responsibilities of Management for the Financial Statements

Management is responsible for the preparation and fair presentation of the financial statements in accordance with accounting principles generally accepted in the United States of America, and for the design, implementation, and maintenance of internal control relevant to the preparation and

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fair presentation of financial statements that are free of material misstatement, whether due to fraud or error.

Auditor's Responsibilities for the Audit of the Financial Statements

Our objectives are to obtain reasonable assurance about whether the financial statements as a whole are free of material misstatement, whether due to fraud or error, and to issue an auditor's report that includes our opinion. Reasonable assurance is a high level of assurance but is not absolute assurance and therefore is not a guarantee that an audit conducted in accordance with GAAS and Government Auditing Standards and the provisions of OMB Bulletin No. 24-02 will always detect a material misstatement when it exists. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control. Misstatements are considered material if there is a substantial likelihood that, individually or in the aggregate, they would influence the judgment made by a reasonable user based on the financial statements.

In performing an audit in accordance with GAAS and *Government Auditing Standards* and the provisions of OMB Bulletin No. 24-02, we:

- Exercise professional judgment and maintain professional skepticism throughout the audit.
- Identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, and design and perform audit procedures responsive to those risks. Such procedures include examining, on a test basis, evidence regarding the amounts and disclosures in the financial statements.
- Obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances.
- Evaluate the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluate the overall presentation of the financial statements.
- Conclude whether, in our judgment, there are conditions or events, considered in the aggregate, that raise substantial doubt about the Agency's ability to continue as a going concern for a reasonable period of time.

We are required to communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit, significant audit findings, and certain internal control-related matters that we identified during the audit.

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Required Supplementary Information

Accounting principles generally accepted in the United States of America require that the information in Management's Discussion and Analysis from pages 7 to 42 and the combining schedule of budgetary resources and the required supplementary social insurance information from pages 100 to 117 be presented to supplement the financial statements. Such information is the responsibility of management and, although not a part of the financial statements, is required by the Federal Accounting Standards Advisory Board, who considers it to be an essential part of financial reporting for placing the 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 financial statements, and other knowledge we obtained during our audit of the 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

Management is responsible for the other information included in the Agency Financial Report. The other information comprises the following sections: A Message from the Commissioner (pages 1-2); Table of Contents & Introduction (pages 4-6); A Message from the Chief Financial Officer (pages 44-46); Audited Financial Statements and Additional Information (pages 47-48); and Other Information (pages 139-203). Other information does not include the financial statements and our auditor's report thereon. Our opinion on the financial statements does not cover the other information, and we do not express an opinion or any form of assurance thereon.

In connection with our audit of the financial statements, our responsibility is to read the other information and consider whether a material inconsistency exists between the other information and the financial statements, or the other information otherwise appears to be materially misstated. If, based on the work performed, we conclude that an uncorrected material misstatement of the other information exists, we are required to describe it in our report.

Other Reporting Required by Government Auditing Standards

In accordance with *Government Auditing Standards*, we have also issued our reports dated January 15, 2026 on our consideration of the Agency's internal control over financial reporting and on our tests of its compliance with certain provisions of laws, regulations, contracts and grant agreements, and other matters. The purpose of those reports is to describe the scope of our testing of internal control over financial reporting and compliance, the results of that testing, and provide an opinion on the effectiveness of the Agency's internal control over financial reporting as described in the Opinion section, but not to provide an opinion on compliance. Those reports are an integral part

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of an audit performed in accordance with Government Auditing Standards in considering the Agency's internal control over financial reporting and compliance.

Ernst & Young LLP

January 15, 2026

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Report of Independent Auditors

Frank Bisignano, Commissioner
Social Security Administration

Michelle L. Anderson, Assistant Inspector General for Audit as First Assistant
Social Security Administration

Report on Internal Control Over Financial Reporting

Opinion on Internal Control Over Financial Reporting

We have audited the Social Security Administration's (the Agency) internal control over financial reporting as of September 30, 2025, based on criteria established under 31 U.S.C. § 3512(c) and (d), commonly known as the Federal Managers' Financial Integrity Act of 1982 (FMFIA) as implemented by Office of Management and Budget (OMB) Circular No. A-123, *Management's Responsibility for Enterprise Risk Management and Internal Control and in Standards for Internal Control in the Federal Government*, issued by the United States Government Accountability Office (the Green Book). In our opinion, the Agency maintained, in all material respects, effective internal control over financial reporting at September 30, 2025, based on the criteria established under FMFIA, OMB Circular No. A-123 and the Green Book.

We also have audited, in accordance with auditing standards generally accepted in the United States of America (GAAS), in accordance with the standards applicable to financial audits contained in Government Auditing Standards, issued by the Comptroller General of the United States (*Government Auditing Standards*), and in accordance with the provisions of OMB Bulletin No. 24-02, *Audit Requirements for Federal Financial Statements* the financial statements of the Agency, which comprise the consolidated balance sheet as of September 30, 2025, and the related consolidated statements of net cost and changes in net position and combined statement of budgetary resources for the year then ended, the statements of social insurance as of January 1, 2025, 2024 and 2023, and the related statements of changes in social insurance amounts for the periods January 1, 2024 to January 1, 2025 and January 1, 2023 to January 1, 2024, and the related notes (collectively referred to as the "financial statements"), and our report dated January 15, 2026 expressed an unmodified opinion thereon.

Basis for Opinion

We conducted our audit in accordance with GAAS. Our responsibilities under those standards are further described in the *Auditor's Responsibilities for the Audit of Internal Control Over Financial Reporting* section of our report. We are required to be independent of the Agency and to meet our other ethical responsibilities in accordance with the relevant ethical requirements relating to our audit. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinion.

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Responsibilities of Management for Internal Control Over Financial Reporting

Management is responsible for designing, implementing, and maintaining effective internal control over financial reporting, and for its assessment about the effectiveness of internal control over financial reporting included in the accompanying Commissioner's Assurance Statements.

Auditor's Responsibilities for the Audit of Internal Control Over Financial Reporting

Our objectives are to obtain reasonable assurance about whether effective internal control over financial reporting was maintained in all material respects and to issue an auditor's report that includes our opinion on internal control over financial reporting. Reasonable assurance is a high level of assurance but is not absolute assurance and therefore is not a guarantee that an audit of internal control over financial reporting conducted in accordance with GAAS will always detect a material weakness when it exists.

In performing an audit of internal control over financial reporting in accordance with GAAS, we:

- Exercise professional judgment and maintain professional skepticism throughout the audit.
- Obtain an understanding of internal control over financial reporting, assess the risks that a material weakness exists, and test and evaluate the design and operating effectiveness of internal control over financial reporting based on the assessed risk.

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 accounting principles generally accepted in the United States of America. 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 accounting principles generally accepted in the United States of America, 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.

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Reporting Significant Deficiencies in Internal Control Over Financial Reporting as Required by Government Auditing Standards

In accordance with *Government Auditing Standards*, we are required to report findings of significant deficiencies.

A deficiency in internal control exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct misstatements on a timely basis. A *material weakness* is a deficiency, or a combination of deficiencies, in internal control, such that there is a reasonable possibility that a material misstatement of the entity's financial statements will not be prevented, or detected and corrected, on a timely basis. A *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 the Agency's internal control over Certain Financial Information Systems and Accounts Receivable with the Public (Benefit Overpayments), described in Appendix A *Significant Deficiencies in Internal Control Over Financial Reporting*, to be significant deficiencies.

The Agency's Response to Findings

Government Auditing Standards requires the auditor to perform limited procedures on the Agency's response to the findings identified in our audit of the financial statements and audit of internal control and described on page 138 of this Agency Financial Report. The Agency's response was not subjected to either the other auditing procedures applied in the audit of the financial statements or the audit procedures applied in the audit of internal control and accordingly, we express no opinion on the response.

Other Reporting Required by Government Auditing Standards

In accordance with *Government Auditing Standards*, we have also issued our report dated January 15, 2026 on our tests of the Agency's compliance with certain provisions of laws, regulations, contracts and grant agreements, and other matters. The purpose of that report is solely to describe the scope of our testing of compliance and the results of that testing, and not to provide an opinion on compliance. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the Agency's compliance.

Ernst & Young LLP

January 15, 2026

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Appendix A– Significant Deficiencies in Internal Control Over Financial Reporting

<u>Significant Deficiency in Internal Controls over Certain Financial Information Systems</u>

Information systems controls are a critical component of the Federal government's operations to manage the integrity, confidentiality and reliability of its programs and activities and assist with reducing the risk of errors, fraud, or other illegal acts. SSA has a complex set of technology, systems, and Information Technology (IT) infrastructure in place to administer its programs and activities. As SSA continues its efforts to enhance its information system internal controls over financial reporting, the items identified in the current year audit merit continued focus on their information systems controls and processes.

Due to the complex nature of the IT environment, SSA continues to have pervasive deficiencies in its implementation of controls. While SSA has made improvements in the remediation of IT deficiencies, we noted that some control deficiencies identified this year have been recurring issues in previous financial statement audits as well as new control deficiencies. Therefore, we deemed the aggregation of these control deficiencies to be a significant deficiency in information system internal controls over financial reporting.

Access Controls and Segregation of Duties

SSA has a large number of users requiring access to these IT systems in order to administer its programs in a timely and effective manner. Accordingly, properly implemented system access controls, including user and system account management, segregation of duties, and monitoring of system access, are critical to preventing and detecting unauthorized usage of SSA information resources, program, and data files. Without maintaining an appropriate level of access controls within SSA systems, the integrity, confidentiality, and availability of SSA's information resources could be compromised.

The following control deficiencies were identified:

- The accounts of terminated users were not disabled or deprovisioned in accordance with the SSA defined timeframe.
- User account recertifications were not completed in accordance with SSA defined policy.
- For one financially significant application, the users' account history for provisioning and deprovisioning of access was not available.
- For one financially significant application, provisioning and/or deprovisioning to include logical and/or physical controls, were not performed in accordance with SSA defined policy and procedures.

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Configuration Management Controls

Configuration management involves the identification and management of security features for all hardware and software components of an information system at a given point and systematically controls changes to that configuration during the system's life cycle. By implementing configuration management controls, SSA can ensure that only authorized software programs and infrastructure configurations are placed into production through establishing and maintaining baseline configurations and monitoring changes to these configurations. Weaknesses in such controls can compromise the integrity and availability of sensitive data and increase the risk that such data may be inappropriately used and disclosed.

The following control deficiencies were identified:

- SSA has not yet completed its review of use cases to establish a monitoring and remediation process using an automated tool for additional monitoring of its security configuration settings.
- For a selection of IT infrastructure components that support the financially relevant applications, not all security settings were in compliance with the SSA defined security configuration settings or the SSA approval waiver process for non-compliance was not followed.
- The monitoring and review of audit logs were not consistently followed in accordance with SSA procedures.

IT Operations Controls

Effective IT operations controls support the reliability of various aspects of operating the IT environment related to the complete and accurate processing of transactions and the protection of information used in that processing. IT operations involves computer job management tasks related to scheduling and running jobs (programs), monitoring the successful completion of those jobs, and detecting and addressing job failures timely. In addition, it includes the effective identification and timely remediation of vulnerabilities and weaknesses identified by SSA through its risk management process. Ineffective controls around IT operations increases the risk that issues with programs that are not scheduled correctly or do not process to completion, may not be addressed, or may be addressed inappropriately, and hardware or software issues will result in the loss of financially relevant data or the ability to accurately process that data. Further, not timely remediating known vulnerabilities or weaknesses may impact the integrity and security of the data.

The following control deficiencies were identified:

- Vulnerability management processes had not been fully implemented to validate that identified vulnerabilities were remediated within the timeframe or had an approved risk response on file based on SSA Policy.

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- For one financially significant system, SSA did not perform the annual security control assessment defined within policy.

Recommendations

SSA should continue to improve the operating effectiveness of information security controls to address deficiencies in access controls and segregation of duties, configuration management, and IT operations to include:

Access Controls and Segregation of Duties Controls

1. Follow defined guidance for account management processes related to execution of access controls.
2. Restrict access for key applications and the underlying IT infrastructure in accordance with the principle of least privilege, monitored to detect and correct unauthorized access or activities. Additionally, evidence of such monitoring activities should be retained.
3. Routinely monitor and revalidate access needs for business users, privileged users, and terminated and inactive users.

Configuration Management Controls

1. Define the process to fully integrate the automated tool to monitor security baselines.
2. Monitor security configuration processes to validate compliance with defined configuration requirements and retain remediation documentation in support of SSA identified non-compliance with defined security configuration settings.

IT Operations Controls

1. Document risks and controls in place, identify gaps, and complete corrective actions to strengthen the internal control environment. Improve documentation, test and validate controls, and remediate findings. Additionally, monitor vulnerabilities for non-compliance with policy requirements and track remediation actions appropriately. Complete security assessment reports according to defined SSA frequency.

Significant Deficiency in Internal Control over Accounts Receivable with the Public (Benefit Overpayments)

Overview

A benefit overpayment exists when beneficiaries receive payments beyond their entitled amount. When SSA detects a benefit overpayment, it records an account receivable with the public to reflect the amount due SSA from the beneficiary. Because of the nature of the benefit-payment programs, SSA has extensive operations geographically dispersed nationwide. Overpayment detection, calculation, and documentation occur in various places throughout SSA, including approximately

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1,200 field offices, 8 processing centers, and various functional areas within SSA's central office. Therefore, SSA has specific policies, procedures, and internal controls in place to detect, calculate, and document overpayments and the related accounts receivable balances. Since the benefit overpayment process can be complex for some cases and relies on manual input, lack of adherence to its internal controls could lead to inaccuracies in recording, documenting, and tracking overpayment balances. Management also relies on its IT infrastructure, interfaces, and controls to record and prevent erroneous payments.

Deficiencies in Benefit Overpayment Documentation and Calculations

During prior audits, Ernst & Young identified errors affecting the accuracy of the overpayment amounts reported in the subsidiary ledger's records for Title II Recovery of Overpayments, Accounting, and Reporting (ROAR) System and Title XVI Modernized Overpayment and Underpayment Reporting System (MOURS). The identified errors in the Title II and Title XVI overpayment recalculations were due to (1) Actions being made to records in error, (2) Actions not being made by a technician to correct the underlying information within SSA's system, or (3) Discrepancies between the Master Beneficiary Record (MBR) and ROAR, for Title II, or Supplemental Security Record (SSR) and MOURS, for Title XVI.

During FY 2025, SSA Management implemented a number of initiatives and IT systems enhancements to further address the Title II and Title XVI Overpayment finding and implement the recommendations from prior audits. These initiatives have primarily focused on overpayment transactions detected in the current year and prevention of future overpayments; however, the majority of the Accounts Receivable with the Public balance is comprised of overpayments identified in previous years. Ernst & Young determined that the remediation efforts made-to-date either: (1) were only applied to newly detected overpayments and an inconsequential number of historical overpayments, (2) would not be fully implemented in the current year, or (3) would not be implemented for a long enough period in the current year for Ernst & Young to evaluate its impact on the Accounts Receivable control environment. Accordingly, the Agency confirmed that its remedial actions have not overcome the deficiencies and had Ernst & Young substantively tested overpayments in the current year, the path of findings would be consistent with prior year results.

Professional standards dictate that, when an auditor deems a control to have been ineffective in the prior year, and management indicates there has been no improvement, the auditor need not test it in the current year.

Reconciliation of the Supplemental Security Income Accounts Receivable Ledger

OMB Circular A-123, Appendix D, Management of Financial Management Systems – Risk and Compliance (OMB Circular A-123), requires that the United States Government Standard General Ledger be applied at the transaction level. For its Old-Age and Survivors and Disability Insurance (OASDI) and Supplemental Security Income (SSI) programs, SSA tracks individual debtor

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overpayment transactions and accounts receivable balances in subsidiary ledger systems and adjusts the general ledger according to the balances reported from the subsidiary ledgers.

During prior audits, Ernst & Young identified differences between the detailed records in MOURS to summary MOURS files used by SSA to adjust the general ledger. SSA relies on these summary-level reports to update the general ledger; therefore, the SSI accounts receivable program balances reported in the general ledger and subsequently the financial statements, differ from the supporting detail-level beneficiary data in the SSI subsidiary ledger system. The unreconciled difference is immaterial to the financial statements and the accounts receivable with the public balance.

Limitations in SSA IT systems, and the structure of the MOURS databases have resulted in the agency's inability to implement certain controls over accounts receivable to substantiate the balances posted to the financial reporting system from summary reports and MOURS detailed records.

Deficiencies in Overpayment Records and Tracking of Long-term Installment Payments

As disclosed in Note 6 of the 2025 SSA financial statements, SSA identified a Title II system design limitation concerning long-term withholding agreements that extend past the year 2049 and 2073, where the ROAR system cannot capture, and track debt scheduled for collection beyond the years 2049 and 2073. In FY 2024, SSA determined that the latest date to track the future collection of overpayments within the system needed to extend beyond 2049. Accordingly, the date within the system was changed to 2073. This date was determined by similar constraints within the system that dictated the 2049 date; it was the latest date to which the system could be set.

These system limitations have led to an understatement of the accounts receivable with the public balance on the Agency's financial statements. The limitations have hindered SSA's ability to effectively track and collect these overpayments. The projected understatements are immaterial to the financial statements and the accounts receivable with the public balance. While the Agency is enhancing system capabilities to properly account for these receivables and updating policies to avoid longer-term repayment programs, failure to resolve the system design process limitation will continue to result in an understated accounts receivable balance.

Recommendations

To mitigate the risks of the issues noted in the significant deficiency, management should consider the following:

Deficiencies in Benefit Overpayment Documentation and Calculations

1. Continue exploring opportunities to improve overpayment accuracy and document retention through engaging field office and processing center employees in trainings related to common weaknesses and more complex overpayment cases.

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2. Enhance overpayment processing management information to consider risk-based factors such as current overpayment balances, manual intervention required, and age.
3. Complete the implementation of new overpayment documentation tools to ensure overpayments are documented completely, accurately, and timely by field offices or processing centers within the appropriate systems of record.
4. Continue performing a secondary review of manually posted Title II overpayments. Consider implementing a similar secondary review of manually posted Title XVI overpayments.
5. Implement a retroactive review control on historical overpayments that would not have been subject to any reviews performed by SSA Management.
6. Evaluate the impact to the accounts receivable balance through an analysis of those transactions (e.g. historical overpayment data) that have not been previously subject to review as part of the Agency's initiatives.
7. Consider enhancing the Agency's OMB Circular A-123 internal control program to incorporate additional oversight over Accounts Receivable controls.

Reconciliation of the Supplemental Security Income Accounts Receivable Ledger

1. Continue implementing and executing SSI reconciliation internal controls between subsidiary ledgers at the detail level and the general ledger through summary reports. Investigate and document reconciling differences on a periodic and timely manner.
2. Investigate potential system reporting enhancements to reduce unreconciled differences between summary and detail level data produced by subsidiary ledgers.

Deficiencies in Overpayment Records and Tracking of Long-term Installment Payments

1. Continue working toward updated debt management systems without the technical limitations over the length of time repayment installments can be recorded.
2. Continue pursuing changes in repayment policy to minimize future extended repayment plans.
3. Continue analyzing and tracking the impact of the 2049 and 2073 system design process limitations on the financial statements.

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Report of Independent Auditors on Compliance and Other Matters Based on an Audit of Financial Statements Performed in Accordance with *Government Auditing Standards*

Frank Bisignano, Commissioner
Social Security Administration

Michelle L. Anderson, Assistant Inspector General for Audit as First Assistant
Social Security Administration

We have audited, in accordance with auditing standards generally accepted in the United States of America (GAAS), the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States (Government Auditing Standards) and with the provisions of Office of Management and Budget (OMB) Bulletin No. 24-02, *Audit Requirements for Federal Financial Statements*, the financial statements of the Social Security Administration (the Agency), which comprise the consolidated balance sheet as of September 30, 2025, the related consolidated statements of net cost and changes in net position and combined statement of budgetary resources for the year then ended, the statement of social insurance as of January 1, 2025, and the related statement of changes in social insurance amounts for the period January 1, 2024 to January 1, 2025, and the related notes (collectively referred to as the "financial statements"), and our report dated January 15, 2026 expressed an unmodified opinion thereon.

We also have audited, in accordance with GAAS, the Agency's internal control over financial reporting as of September 30, 2025, based on criteria established under 31 U.S.C. § 3512(c) and (d), commonly known as the Federal Managers' Financial Integrity Act of 1982 (FMFIA) as implemented by Office of Management and Budget (OMB) Circular No. A-123, *Management's Responsibility for Enterprise Risk Management and Internal Control and in Standards for Internal Control in the Federal Government*, issued by the United States Government Accountability Office (the Green Book) and our report dated January 15, 2026 expressed an unmodified opinion thereon.

Report on Compliance and Other Matters

As part of obtaining reasonable assurance about whether the Agency's financial statements are free of material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts and grant agreements as well as the requirements referred to in the Federal Financial Management Improvement Act of 1996 (FFMIA), noncompliance with which could have a direct and material effect on the financial statements. 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* and the provisions of OMB Bulletin No. 24-02 and disclosed no instances in which the Agency's financial management systems did not substantially comply with the Section 803(a) requirements of FFMIA.

Purpose of This Report

The purpose of this report is solely to describe the scope of our testing of compliance and the results of that testing, and not to provide an opinion on the entity's compliance. This report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the entity's compliance. Accordingly, this communication is not suitable for any other purpose.

Other Reporting Required by Government Auditing Standards

In accordance with *Government Auditing Standards*, we have also issued our report dated January 15, 2026 on our consideration of the Agency's internal control over financial reporting. The purpose of that report is to describe the scope of our testing of internal control over financial reporting, the results of that testing, and provide an opinion on the effectiveness of the Agency's internal control over financial reporting. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the Agency's internal control over financial reporting.

Ernst & Young LLP

January 15, 2026

SOCIAL SECURITY

Frank J. Bisignano, Commissioner

January 15, 2026

Ernst & Young LLP
1775 Tysons Blvd
Tysons, VA 22102

Dear Sir or Madam:

We have reviewed the Reports of Independent Auditors concerning our fiscal year (FY) 2025 financial statements, internal control over financial reporting, and compliance and other matters. We are pleased that we received our 32nd consecutive unmodified opinion on our financial statements, an unmodified opinion confirming the effective operation of our internal control over financial reporting, and no reportable instances of noncompliance with applicable laws, regulations, or other matters tested.

The independent audit process helps reinforce the trust that the American people have in Social Security. I appreciate the ongoing partnership with you, our independent auditors, and the Office of the Inspector General.

In this year's financial statement audit, you cited two significant deficiencies identified in prior years. The significant deficiencies involve internal control over certain financial information systems and internal control over accounts receivable with the public (benefit overpayments). We will work diligently to address these deficiencies.

We are committed to transforming Social Security into a premier government service organization. As part of this commitment, we prioritize responsible stewardship of our programs and uphold a robust and effective internal control environment. We remain focused on enhancing payment accuracy by driving continuous improvement across the organization.

Sincerely,

Frank J. Bisignano
Commissioner

SOCIAL SECURITY ADMINISTRATION BALTIMORE, MD 21235-0001