Audit Report

System Alerts for Beneficiaries Identified by the Delinquent Debt Trigger File



MEMORANDUM

Date: June 9, 2021 Refer To:

To: The Commissioner

From: Inspector General

Subject: System Alerts for Beneficiaries Identified by the Delinquent Debt Trigger File (A-07-18-50743)

The attached final report presents the results of the Office of Audit's review. The objective was to determine whether the Social Security Administration resolved the delinquent status of overpayments for beneficiaries identified by the Delinquent Debt Trigger File.

Please provide within 60 days a corrective action plan that addresses each recommendation. If you wish to discuss the final report, please call me or have your staff contact Michelle L. Anderson, Assistant Inspector General for Audit, at 410-965-9700.

Gail S. Ennis

Sail S. Erris

Attachment

System Alerts for Beneficiaries Identified by the Delinquent Debt Trigger File A-07-18-50743



June 2021

Office of Audit Report Summary

Objective

To determine whether the Social Security Administration (SSA) resolved the delinquent status of overpayments for beneficiaries identified by the Delinquent Debt Trigger File (DDTF).

Background

SSA runs the DDTF operation every March and September to identify beneficiaries who have overpayments for which SSA has taken no collection action for at least 180 days. SSA runs the operation to reduce the debt backlog and resolve the delinquent status of the identified overpayments. To resolve the delinquent status, SSA must collect the overpayment or take policy-appropriate action to update the record.

SSA policy specifies the action its employees should take to resolve each alert. The action taken depends on the overpayment's characteristics. If the action does not result in recovery or termination of collection actions, the beneficiary may reappear in a subsequent DDTF listing.

We identified 2,768 beneficiaries who had total overpayments of at least \$20,000 and appeared in both the March 2017 and March 2019 DDTF listings. We reviewed this population to determine whether SSA resolved the delinquent status of the beneficiaries' overpayments between the March and September 2019 DDTF listings.

Findings

Of the 2,768 beneficiaries we reviewed from the March 2019 DDTF listing, 2,243 (81 percent) appeared again in the September 2019 listing, indicating SSA did not resolve the overpayments' delinquent status. Of the 2,243 beneficiaries,

- 1,383 had alerts indicating no beneficiaries were receiving benefits on their records; therefore, SSA should have terminated collection activities, referred the beneficiaries to the Department of Justice for civil suits, or attempted recovery from the beneficiaries' estates;
- 688 had alerts indicating SSA should have attempted to recover the overpayments from beneficiaries who were receiving benefits; and
- 172 required further SSA review to determine whether collection was possible because the alerts did not indicate whether individuals were receiving benefits.

Of the 525 (19 percent) beneficiaries who were not in the September 2019 listing, we reviewed 50 and found SSA did not resolve the delinquent status of 19 beneficiaries' overpayments. Of these, 13 did not have a beneficiary on the record who was receiving benefits; thus, SSA should have terminated collection activity, referred the beneficiary for civil suit, or attempted recovery from the estate. The other six had a beneficiary on the record who was receiving benefits and from whom SSA should have attempted to initiate recovery.

We project more than 2,400 beneficiaries with over \$118 million in overpayments remained delinquent. Of this amount, SSA could attempt to recover approximately \$37 million.

Recommendations

We recommended SSA (1) review the overpayments for the 2,768 beneficiaries we identified and resolve those that have not been resolved and (2) identify and prioritize DDTF alerts it believes present the greatest possibility for recovering overpaid funds, and implement measures to resolve alerts for beneficiaries who appear in multiple listings. SSA agreed with our recommendations.

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ABBREVIATIONS

C.F.R. Code of Federal Regulations

DDTF Delinquent Debt Trigger File

OASDI Old-Age, Survivors and Disability Insurance

OIG Office of the Inspector General

POMS Program Operations Manual System

SSA Social Security Administration

U.S.C. United States Code

OBJECTIVE

Our objective was to determine whether the Social Security Administration (SSA) resolved the delinquent status of overpayments for beneficiaries identified by the Delinquent Debt Trigger File (DDTF).

BACKGROUND

The Old-Age, Survivors and Disability Insurance (OASDI) program provides benefits to wage earners and eligible family members in the event wage earners retire, become disabled, or die.¹ Overpayments occur when SSA pays OASDI beneficiaries more than they are due for a given period.² SSA records OASDI overpayments and tracks its recovery actions in the Recovery of Overpayments, Accounting and Reporting system.

SSA runs the DDTF operation every March and September to identify OASDI beneficiaries who have received overpayments for which SSA has taken no collection action for at least 180 days. According to policy, SSA runs the operation to reduce the debt backlog. Additionally, an Agency bulletin states, "The primary objective of . . . the DDTF listing is to resolve the delinquent status of identified [overpayments]." To accomplish these goals, an SSA employee or automated system must collect the overpayment in full or take a policy-appropriate action, such as initiating collection from monthly benefits or terminating collection activity, to update the Recovery of Overpayments, Accounting and Reporting system.

SSA policy specifies the action its processing center employees should take based on the alert code the DDTF generates. The alert code and required action vary based on the overpayment's characteristics, including how long the overpayment has been delinquent, the outstanding balance, and whether a beneficiary is receiving benefits on the record. If SSA takes action to address an alert, the DDTF may still identify the same beneficiary in a subsequent listing if SSA does not recover the overpayment or terminate collection actions. For example, one beneficiary appeared in the March 2017 DDTF listing because he had not made a payment on his overpayment in 11 months. In April 2017, he paid \$600 toward the overpayment balance; thus, the DDTF did not generate an alert in September 2017. Because he did not make another payment between April 2017 and March 2018, the DDTF generated a new alert in March 2018.

¹ Social Security Act, 42 U.S.C. §§ 402, 423 (govinfo.gov 2018).

² Social Security Act, 42 U.S.C. § 404(a)(1) (govinfo.gov 2018).

³ SSA, Delinquent Debt Trigger File Alert Processing, Operations Analysis Section Bulletin, 12-042 (May 4, 2012).

⁴ See Footnote 3.

For each DDTF listing from March 2017 through September 2019, we obtained data from SSA for beneficiaries who had delinquent overpayments totaling at least \$20,000.5 We used these data to analyze trends and identify beneficiaries who appeared in multiple DDTF listings during the audit period. To identify a population for further analysis, we compared the March 2019 listing, which identified 8,871 beneficiaries whose delinquent overpayments totaled approximately \$404 million, to the March 2017 DDTF data. Of these 8,871 beneficiaries, we identified 2,768 who also appeared in the March 2017 listing.6 We reviewed this population to determine whether SSA resolved the delinquent status of the beneficiaries' overpayments between the March and September 2019 listings.7

RESULTS OF REVIEW

SSA did not resolve the overpayments' delinquent status for all beneficiaries the DDTF identified. As a result, SSA did not collect, or terminate collection of, these beneficiaries' delinquent overpayments. Of the 2,768 beneficiaries we identified, 2,243 (81 percent) appeared again in the September 2019 listing, indicating SSA did not resolve the overpayments' delinquent status after the March 2019 listing. The remaining 525 (19 percent) were not in the September 2019 DDTF listing, indicating SSA took action to address the overpayments. Our review of a random sample of 50 of these beneficiaries determined SSA's actions did not resolve the overpayments' delinquent status for 19.

The DDTF operation functioned as intended and correctly identified beneficiaries with delinquent overpayments, and actions taken to address DDTF alerts are subject to SSA's general quality review processes. However, SSA has no specific review process for the DDTF workload to ensure employees resolve alerts correctly. SSA also does not identify such trends as beneficiaries who appear in multiple DDTF listings and does not have timeliness goals for resolving the alerts. As a result, 1,906 (69 percent) of the 2,768 beneficiaries appeared in every DDTF listing from March 2017 through September 2019. This indicates SSA did not resolve the overpayments' delinquent status during the audit period, causing beneficiaries to appear in six consecutive listings. Thus, the fact the DDTF correctly generated alerts did not ensure SSA resolved the overpayments' delinquent statuses.

⁵ SSA could not provide data for DDTF alerts under \$20,000. Although SSA provided only a subset of the total DDTF population, our review focused on the DDTF alerts with the largest delinquent overpayments. For example, the complete March 2017 DDTF listing included 65,617 beneficiaries whose delinquent overpayments totaled approximately \$585 million. The data SSA provided for March 2017 included 8,727 beneficiaries (13 percent of all beneficiaries in the March 2017 DDTF) whose delinquent overpayments totaled more than \$380 million (65 percent of all delinquent debt in the March 2017 DDTF).

⁶ It is possible the overpayments identified in March 2017 and March 2019 are not the same. We selected beneficiaries who appeared in the March 2017 and March 2019 DDTF listing because, if they are the same, the associated overpayments are at least 25 months delinquent and therefore may meet criteria allowing SSA to terminate collection activity. SSA, *POMS*, GN 02215.235, C.2.d (May 1, 2013).

⁷ See Appendix A for the scope and methodology of our review.

The Agency Did Not Resolve Delinquent Overpayment Status

Of the 2,768 beneficiaries in our population, 2,243 (81 percent) reappeared in the September 2019 DDTF listing. These beneficiaries owed more than \$106 million in delinquent overpayments. Based on the alert codes for these beneficiaries, employees should have resolved the overpayments' delinquent status, as prescribed by policy. Of the 2,243 beneficiaries:

- 1,383, with delinquent overpayments totaling more than \$65 million, had alerts indicating no beneficiaries were receiving benefits on the records. SSA should have terminated collection activities, referred the beneficiaries to the Department of Justice for civil suits, or attempted recovery from the beneficiaries' estates.8
- 688, with delinquent overpayments totaling approximately \$32 million, had alerts indicating a beneficiary was receiving benefits on the record. SSA should have attempted to initiate recovery for these overpayments.⁹
- 172, with delinquent overpayments totaling approximately \$9 million, had alerts that did not indicate whether individuals were receiving benefits. SSA should determine whether collection is possible.

When SSA does not resolve alerts, the DDTF identifies the same beneficiaries and generates new alerts every 6 months. Of the 2,243 beneficiaries, 1,906 (85 percent) appeared in each DDTF listing from March 2017 through September 2019. Thus, employees received alerts for the same beneficiaries with very large overpayments for at least six consecutive DDTF listings but did not resolve the overpayments' delinquent status.

SSA stated management did not monitor trends in data the DDTF generated and therefore did not identify beneficiaries who appeared in multiple DDTF listings. SSA should implement sufficient internal controls to ensure employees process alerts to resolve the delinquent status of identified overpayments.

⁸ Policy directs employees to exercise judgment based on the circumstances of each overpayment when determining whether to refer beneficiaries to the Department of Justice or attempt recovery from an estate. If employees decide not to pursue a civil suit or attempt recovery from an estate, SSA should terminate collection activity. SSA, *POMS*, GN 02215.235, B.1 (May 1, 2013); GN 02215.150, A (February 1, 1993); GN 02215.050, A (January 11, 2019).

⁹ Social Security Act, 42 U.S.C. § 404(a)(1)(A) (govinfo.gov 2018); 20 C.F.R. § 404.502(a) (govinfo.gov 2020); SSA, POMS, GN 02210.001, A (July 8, 2020).

The Agency Must Take Additional Actions to Resolve Delinquent Overpayment Status

The remaining 525 (19 percent) beneficiaries did not appear in the September 2019 listing. We reviewed a random sample of 50 beneficiaries to assess the actions SSA took to address the alerts. We determined SSA did not resolve the delinquent status of 19 beneficiaries' overpayments and must take additional actions. These 19 beneficiaries owed more than \$1.1 million in delinquent overpayments. Of these 19 beneficiaries:

- 13 had overpayments on records on which no beneficiaries were receiving benefits. 10 SSA should have terminated collection activities, referred the beneficiaries to the Department of Justice for civil suits, or attempted recovery from the beneficiaries' estates. 11 These beneficiaries had delinquent overpayments totaling approximately \$670,000. When projected to the population, we estimate 137 beneficiaries—who appeared in the March 2019 DDTF listing but who did not appear in the September 2019 listing—had overpayments totaling more than \$7 million for which SSA should take additional action. 12
- 6 had overpayments on records on which at least one person was receiving benefits. ¹³ SSA should have attempted to initiate recovery of these overpayments. ¹⁴ These beneficiaries had delinquent overpayments totaling approximately \$480,000. When projected to the population, we estimate 63 beneficiaries—who appeared in the March 2019 DDTF listing but who did not appear in the September 2019 listing—had more than \$5 million in overpayments for which SSA should take additional action.

SSA employees took policy-appropriate actions to resolve two beneficiaries' March 2019 DDTF alerts by attempting to initiate collection of the overpayments. However, as of April 2020, the beneficiaries had appealed SSA's decisions, which returned their overpayments to delinquent status and stopped recovery of the overpayments. These actions are in accordance with SSA policy. SSA must monitor these records to ensure it resumes collecting the overpayments once it decides the appeals. If SSA does not decide the appeals or take another action to resolve the overpayments, alerts may be generated for those beneficiaries in future DDTF listings. Without proper oversight and controls, SSA management will not know these beneficiaries appeared in multiple prior listings and may not prioritize the alerts to ensure SSA resumes collecting the overpayments.

¹⁰ The DDTF alert for 1 of the 13 beneficiaries did not indicate whether any beneficiaries were receiving benefits. We reviewed the record and determined none were.

¹¹ See Footnote 8.

¹² See Appendix B for our sampling methodology and results.

¹³ The DDTF alert for one of the six beneficiaries did not indicate whether the individual was receiving benefits. We reviewed the record and determined the overpaid beneficiary was receiving benefits as of April 2020.

¹⁴ See Footnote 9.

SSA employees or automated systems updated the other 17 beneficiaries' records, but these updates did not resolve the overpayments' delinquent status. Although these beneficiaries did not appear in the September 2019 DDTF listing, SSA still needed to resolve the overpayments' delinquent status.

For example, one beneficiary died in February 2014 with an outstanding overpayment of \$28,064. Because the beneficiary was deceased, SSA should have terminated collection activity. Since SSA did not address the overpayment, the beneficiary met the DDTF criteria continuously from September 2014 through March 2019. In April 2019, SSA added a new overpayment to the beneficiary's record. The DDTF did not generate an alert in September 2019 because the new overpayment was not at least 180 days delinquent. As of April 2020, SSA still had not taken policy-appropriate action to update the Recovery of Overpayments, Accounting and Reporting system. Therefore, though the beneficiary has been deceased for longer than 6 years, the overpayment remains unresolved, and the DDTF will continue generating alerts until SSA resolves the issue.

CONCLUSIONS

Of the approximately 2,800 beneficiaries who received overpayments over \$20,000 that generated multiple DDTF alerts over a 2-year period, more than 2,400 (88 percent) had overpayments that required more action as of September 2019, creating additional manual work and using time and resources SSA could better allocate to other workloads. In all, SSA did not properly address over \$118 million in delinquent overpayments. Of this amount, SSA could attempt to recover approximately \$37 million from beneficiaries who were receiving benefits. If beneficiaries fully refund these overpayments or make timely payments, the number of alerts generated in future DDTF listings will decrease. Thus, if SSA better addressed alerts for beneficiaries who are receiving benefits, it could recover more overpayments and reduce the number of alerts generated in future listings.

SSA stated it plans to streamline its overpayment process with a new system that will enable it to more effectively and efficiently post, track, collect, and report overpayment activity. Further, SSA stated the new system will include enhanced debt resolution functions that will assist with collecting and resolving delinquent overpayments. SSA plans to begin implementing the new system by the end of Fiscal Year 2022. Until it implements these proposed changes, SSA must address deficiencies in its existing internal control environment to ensure employees take appropriate and timely action to resolve delinquent overpayments and recover them to the extent possible.

¹⁵ SSA, *POMS*, GN 02215.050, A (January 11, 2019); GN 02215.235, B.1 (May 1, 2013).

RECOMMENDATIONS

We recommend SSA:

- 1. Review the overpayments for the 2,768 beneficiaries and resolve those that have not been resolved.
- 2. Identify and prioritize DDTF alerts it believes present the greatest possibility for recovering overpayments, and implement measures to resolve alerts for beneficiaries who appear in multiple listings.

AGENCY COMMENTS

SSA agreed with our recommendations and stated it plans to reduce the number of alerts through future system enhancements focused on improved debt resolution and delinquent overpayment collection. See Appendix C.

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Michelle L. Anderson Assistant Inspector General for Audit

APPENDICES

Appendix A – SCOPE AND METHODOLOGY

To accomplish our objective, we:

- Reviewed applicable Federal laws and sections of the Social Security Administration's (SSA) policies and procedures related to overpayments of Old-Age, Survivors and Disability Insurance benefits.
- Identified 2,768 beneficiaries with total overpayments in excess of \$20,000 that appeared in both the March 2017 and March 2019 Delinquent Debt Trigger File (DDTF) listings and determined whether they appeared in the September 2019 DDTF. 1
- Analyzed the 2,243 beneficiaries who also appeared in the September 2019 DDTF listing by
 - o grouping the beneficiaries based on the DDTF alert code;
 - o determining whether SSA should attempt to collect from ongoing benefits, terminate collection activity, or take other action to correct the record based on SSA policy; and
 - o calculating the total amount of overpayments for which SSA could attempt to initiate recovery, terminate collection activity, or take other action.
- Reviewed a random sample of 50 of the remaining 525 beneficiaries who did not appear in the September 2019 DDTF listing to determine
 - o whether SSA resolved the delinquent status in accordance with its policy;
 - whether SSA must take further action to ensure the overpayments do not return to delinquent status;
 - o whether SSA should attempt to begin collecting from ongoing benefits, terminate collection activity, or take other action; and
 - o the total amount of overpayments for which SSA could attempt to initiate recovery, terminate collection activity, or take other action.
- Projected our findings from the random sample of 50 beneficiaries to the full sampling frame of 525.
- Combined our findings from the full analysis and the projected findings to determine the number of beneficiaries' overpayments and the amount of debt that remained delinquent.

¹ SSA could not provide data for DDTF alerts under \$20,000. Although SSA provided only a subset of the total DDTF population, our review focused on the DDTF alerts with the largest delinquent overpayments. For example, the complete March 2017 DDTF listing included 65,617 beneficiaries with a total of approximately \$585 million in delinquent debt. The data SSA provided for March 2017 included 8,727 beneficiaries (13 percent of all beneficiaries in the March 2017 DDTF) with delinquent overpayments totaling more than \$380 million (65 percent of all delinquent debt in the March 2017 DDTF).

We conducted our review from June through September 2020 in Kansas City, Missouri. We determined the data used for this audit were sufficiently reliable to meet our objective. The principal entity audited was the Office of Operations. We assessed the significance of internal controls necessary to satisfy the audit objective. This included an assessment of the five internal control components: control environment, risk assessment, control activities, information and communication, and monitoring. In addition, we reviewed the principles of internal controls associated with the audit objective. We identified the following four components and seven principles as significant to the audit objective.

- Component 1: Control Environment
 - o Principle 1: Demonstrate commitment to integrity and ethical values
 - o Principle 2: Exercise oversight responsibility
 - o Principle 3: Establish structure, responsibility, and authority
 - o Principle 4: Demonstrate commitment to competence
- Component 2: Risk Assessment
 - o Principle 6: Define objectives and risk tolerances
- Component 3: Control Activities
 - o Principle 10: Design control activities
- Component 5: Monitoring
 - o Principle 16: Perform monitoring activities

We conducted this performance audit in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

Appendix B – SAMPLING RESULTS AND PROJECTIONS

We established two sampling frames as detailed in Appendix A. We conducted a full population analysis of all 2,243 Old-Age, Survivors and Disability Insurance beneficiaries in Sampling Frame 1 and selected a random sample of 50 beneficiaries for detailed review from the 525 beneficiaries in Sampling Frame 2 (see Table B–1).

Table B-1: Population and Sample Size

Sampling Frame	Sampling Frame Size	Sample Size
1. Beneficiaries Who Reappeared in the September 2019 Delinquent Debt Trigger File (DDTF) Listing	2,243	
2. Beneficiaries Who Did Not Appear in the September 2019 DDTF Listing	525	50

Sample Error Totals and Projections

We project the Social Security Administration (SSA) did not resolve the overpayments' delinquent status for 2,443 of the beneficiaries we analyzed (see Table B–2).

- Sampling Frame 1 comprised the 2,243 beneficiaries who appeared in the March 2017, March 2019, and September 2019 DDTF listings. These beneficiaries had \$106,064,416 in delinquent overpayments that may appear in future DDTF listings (see Table B–2). These beneficiaries appeared in the September 2019 DDTF listing because SSA did not resolve the alerts that caused them to appear in the March 2019 DDTF listing. Thus, we considered all of these beneficiaries to be errors.
- Sampling Frame 2 comprised the remaining 525 beneficiaries who did not appear in the September 2019 DDTF. We project SSA did not resolve the overpayments' delinquent status for 200 beneficiaries with \$12,031,447 in overpayments that may appear in future DDTF listings (see Table B–2).

Table B-2: Total Errors by DDTF Alert Characteristics

DDTF Alert			Sampling Frame 2 ¹		Total	
Characteristics	Number	Amount	Number	Amount	Number	Amount
Recovery Possible from Current Benefits	688	\$31,786,371	63	\$5,019,872	751	\$36,806,243
Terminate Collection Efforts	1,383	\$65,383,641	137	\$7,011,575	1,520	\$72,395,216
Payment Status Undetermined ²	172	\$8,894,404			172	\$8,894,404
TOTAL	2,243	\$106,064,416	200	\$12,031,447	2,443	\$118,095,863

For Sampling Frame 2, six records with \$478,083 in overpayments had a beneficiary receiving benefits. SSA should have attempted to initiate recovery for these overpayments.³ We project there were 63 beneficiaries with \$5,019,872 in delinquent overpayments for which SSA could take action to attempt recovery on the record (see Table B–3).

Table B-3: Sampling Frame 2 Errors and Projections, Recovery Possible from Current Benefits

Description	Number of Beneficiaries	Amount of Delinquent Overpayments
Sample Results	6	\$478,083
Projected Quantity/Point Estimate	63	\$5,019,872
Projection – Lower Limit	30	\$1,234,687
Projection – Upper Limit	114	\$8,805,056

Note: All projections are at the 90-percent confidence level.

² Two beneficiaries from Sampling Frame 2 had DDTF alerts that did not indicate they were receiving benefits. We reviewed the records and determined SSA could take action to begin recovering the overpayment from one beneficiary and should terminate collection efforts for one beneficiary.

¹ See Table B–3 & Table B–4.

³ Social Security Act, 42 U.S.C. § 404(a)(1)(A) (govinfo.gov 2018); 20 C.F.R. § 404.502(a) (govinfo.gov 2020); SSA, POMS, GN 02210.001, A (July 8, 2020).

For Sampling Frame 2, 13 records with \$667,769 in overpayments had no beneficiaries receiving benefits. SSA should have terminated collection activity, referred the beneficiary to the Department of Justice for civil suit, or attempted recovery from the beneficiary's estate.⁴ We project there were 137 beneficiaries with \$7,011,575 in delinquent overpayments for which SSA should terminate recovery, refer to the Department of Justice for civil suit, or attempt recovery from the beneficiary's estate (see Table B–4).

Table B-4: Sampling Frame 2 Errors and Projections, Terminate Collection Efforts

Description	Number of Beneficiaries	Amount of Delinquent Overpayments
Sample Results	13	\$667,769
Projected Quantity/Point Estimate	137	\$7,011,575
Projection – Lower Limit	87	\$3,034,204
Projection – Upper Limit	197	\$10,988,945

Note: All projections are at the 90-percent confidence level.

System Alerts for Beneficiaries Identified by the DDTF (A-07-18-50743)

⁴ SSA, *POMS*, GN 02215.235, B.1 (May 1, 2013); GN 02215.150, A (February 1, 1993); GN 02215.050, A (January 11, 2019).

Appendix C – AGENCY COMMENTS



MEMORANDUM

Date: May 24, 2021 Refer To: TQA-1

To: Gail S. Ennis
Inspector General

From: Scott Frey

Chief of Staff

Subject: Office of the Inspector General Draft Report, "System Alerts for Beneficiaries Identified by the Delinquent Debt Trigger File" (A-07-18-50743) -- INFORMATION

Thank you for the opportunity to review the draft report. We agree with the recommendations. We plan to reduce the number of alerts further through future system enhancements focused on improved debt resolution and collection of delinquent overpayments.

Please let me know if I can be of further assistance. You may direct staff inquiries to Trae Sommer at (410) 965-9102.



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