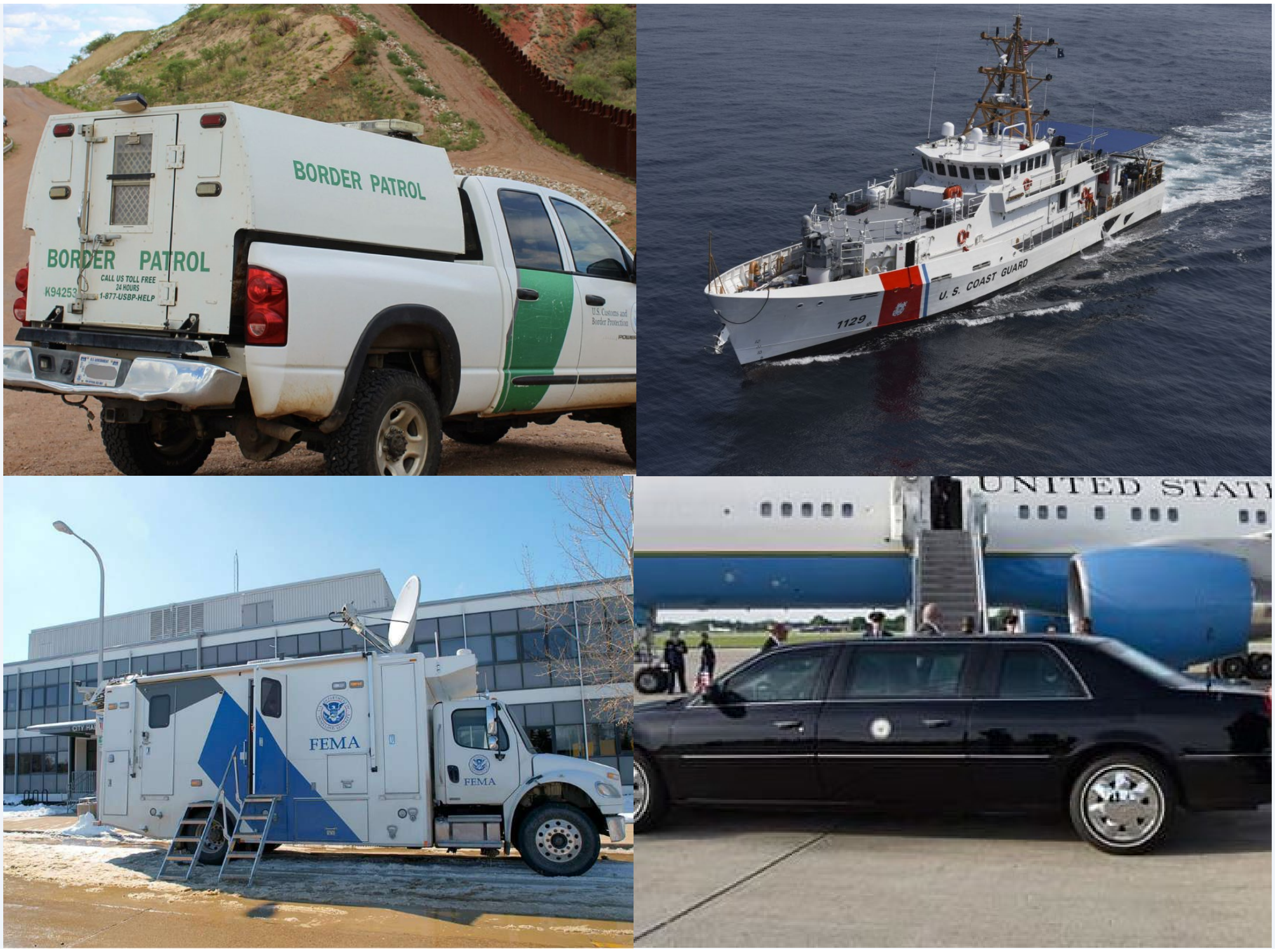
Financial Information



The ***Financial Information*** section demonstrates our commitment to effective stewardship over the funds DHS receives to carry out its mission, including compliance with relevant financial management requirements.

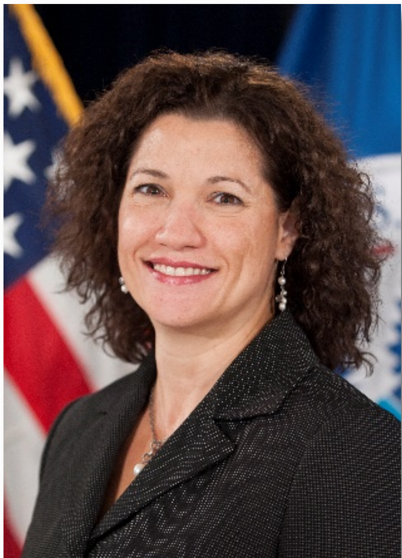
The ***Financial Statements*** section includes the Balance Sheets, Statements of Net Cost, Statements of Changes in Net Position, Statements of Budgetary Resources and Statements of Custodial Activity—as well as the accompanying ***Notes to the Financial Statements***.

The ***Required Supplementary Stewardship Information*** section discusses stewardship investments which are substantial investments made by the Federal Government for the benefit of the Nation.

The ***Required Supplementary Information*** section provides sections to present information on Deferred Maintenance and Repairs, Statement of Budgetary Resources, and Statement of Custodial Activity

The ***Independent Auditors' Report*** section is provided by KPMG LLP on the Department's Financial Statements and accompanying Notes.

Message from the Chief Financial Officer



November 14, 2019

On behalf of the men and women of the Department of Homeland Security (DHS) financial management community, I am proud to present the Department's Agency Financial Report (AFR) for Fiscal Year (FY) 2019.

One of our critical duties is stewardship of the taxpayer dollars DHS uses every day to help secure our homeland. While the homeland security landscape consistently changes and requires us to adapt to new challenges as they occur, we never lose sight of remaining accountable and transparent to the American people. This section of the AFR provides our stakeholders a comprehensive view of the Department's financial activities.

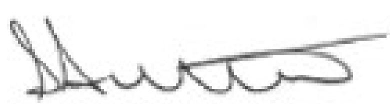
Our Department's commitment to accountability remains absolute, as is evidenced in the Department earning its seventh consecutive unmodified (clean) audit opinion on our financial statements for FY 2019. DHS's financial management team invests considerable effort each year to produce a streamlined, effective AFR that communicates to our stakeholders the Department's performance and financial information. Our success was recognized again this year when the Association of Government Accountants awarded the Department our sixth consecutive Certificate of Excellence in Accountability Reporting for our FY 2018 AFR.

To continue to achieve and exceed the expectations of our stakeholders with regards to accurate, transparent, and timely financial information, the Department continues to exert tremendous effort and cooperation across headquarters and all of our Components to ensure that all DHS financial systems are modernized. Modern systems will translate into better management of the Department's resources, more efficient financial operations, and improvements in its ability to provide timely and accurate reporting. It will provide a standard of accountability across the Department to ensure proper stewardship of taxpayer dollars to our mission.

We look forward to continuing our successes and rising to the challenges that the DHS financial management community is happy to accept, year after year, because we are committed to exceeding expectations.

Thank you for allowing us to serve the American people. As responsible stewards of taxpayer dollars, it is our honor and privilege to ensure financial excellence, always, in everything we do.

Sincerely,



Stacy Marcott

Acting Chief Financial Officer

Introduction

The principal financial statements included in this report are prepared pursuant to the requirements of the Government Management Reform Act of 1994 (Pub. L. 103-356) and the Chief Financial Officers Act of 1990 (Pub. L. 101-576), as amended by the Reports Consolidation Act of 2000 (Pub. L. 106-531), and the Department of Homeland Security Financial Accountability Act of 2004 (Pub. L. 108-330). Other requirements include the Office of Management and Budget (OMB) Circular No. A-136, *Financial Reporting Requirements*, as amended. The responsibility for the integrity of the financial information included in these statements rests with the management of DHS. KPMG LLP performed the audit of the Department's principal financial statements. The Independent Auditors' Report accompanies the principal financial statements.

The Department's principal financial statements consist of the following:

- The Consolidated **Balance Sheets** present those resources owned or managed by the Department that represent future economic benefits (assets), amounts owed by DHS that will require payments from those resources or future resources (liabilities), and residual amounts retained by DHS comprising the difference (net position) as of September 30, 2019 and 2018.
- The Consolidated **Statements of Net Cost** present the net cost of DHS operations for the fiscal years that ended on September 30, 2019 and 2018. DHS net cost of operations is the gross cost incurred by DHS less any exchange revenue earned from DHS activities and any gains or losses from assumption changes on pensions, other retirement benefits (ORB), and other post-employment benefits (OPEB).
- The Consolidated **Statements of Changes in Net Position** present the change in the Department's net position resulting from the net cost of DHS operations, budgetary financing sources, and other financing sources for the fiscal years that ended on September 30, 2019 and 2018.
- The Combined **Statements of Budgetary Resources** present how and in what amounts budgetary resources were made available to the Department during fiscal years 2019 and 2018, the status of these resources at September 30, 2019 and 2018, the changes in the obligated balance, and outlays of budgetary resources for the fiscal years that ended on September 30, 2019 and 2018.
- The Consolidated **Statements of Custodial Activity** present the disposition of custodial revenue collected and disbursed by the Department on behalf of other recipient entities for the fiscal years that ended on September 30, 2019 and 2018.
- The **Notes to the Financial Statements** provide detail and clarification for amounts on the face of the financial statements as of September 30, 2019 and 2018.

Financial Statements

Department of Homeland Security
Consolidated Balance Sheets
As of September 30, 2019 and 2018
(In Millions)

	2019	2018
ASSETS (Note 2)		
Intragovernmental		
Fund Balance with Treasury (Note 3)	$ 108,971	$ 105,095
Investments, Net (Note 5)	10,352	9,216
Accounts Receivable (Note 6)	342	382
Other (Note 13)	542	755
Total Intragovernmental	**$ 120,207**	**$ 115,448**
Cash and Other Monetary Assets (Note 4)	67	78
Accounts Receivable, Net (Note 6)	2,121	2,203
Taxes, Duties, and Trade Receivables, Net (Note 7)	7,732	4,768
Direct Loans, Net (Note 8)	73	72
Inventory and Related Property, Net (Note 9)	2,295	2,181
General Property, Plant, and Equipment, Net (Note 11)	24,673	23,146
Other (Note 13)	931	790
TOTAL ASSETS	**$ 158,099**	**$ 148,686**
Stewardship Property, Plant, and Equipment (Note 12)		
LIABILITIES (Note 14)		
Intragovernmental		
Accounts Payable	$ 2,064	$ 1,957
Debt (Note 15)	20,596	20,541
Other (Note 18)		
Due to the General Fund	7,727	4,845
Accrued FECA Liability	489	370
Other	535	602
Total Intragovernmental	**$ 31,411**	**$ 28,315**
Accounts Payable	2,400	2,483
Federal Employee and Veterans' Benefits (Note 16)	65,107	61,864
Environmental and Disposal Liabilities (Note 17)	624	474
Other (Notes 18, 19, 20, and 21)		
Accrued Payroll and Benefits	2,889	2,432
Deferred Revenue and Advances from Others	3,001	4,737
Insurance Liabilities	3,389	1,658
Refunds and Drawbacks	328	259
Other	3,760	3,668
Total Liabilities	**$ 112,909**	**$ 105,890**
Commitments and Contingencies (Note 21)		

(Continued)

Department of Homeland Security
Consolidated Balance Sheets
As of September 30, 2019 and 2018
(In Millions)

	2019	2018
NET POSITION		
Unexpended Appropriations		
Unexpended Appropriations-Other Funds (Combined)	$ 87,723	$ 84,662
Cumulative Results of Operations		
Cumulative Results of Operations-Funds from Dedicated Collections (Note 22) (Combined)	(3,789)	(4,451)
Cumulative Results of Operations-Other Funds (Combined)	(38,744)	(37,415)
Total Net Position	**$ 45,190**	**$ 42,796**
TOTAL LIABILITIES AND NET POSITION	**$ 158,099**	**$ 148,686**

The accompanying notes are an integral part of these statements.

Department of Homeland Security
Consolidated Statement of Net Cost
For the Years Ended September 30, 2019 and 2018
(In Millions)

	2019	2018
Operational Components		
U.S. Customs and Border Protection		
Gross Cost	$ 15,847	$ 15,015
Less Earned Revenue	(231)	(268)
Net Cost	**15,616**	**14,747**
Federal Emergency Management Agency		
Gross Cost	21,542	26,027
Less Earned Revenue	(4,485)	(5,519)
Net Cost	**17,057**	**20,508**
U.S. Immigration and Customs Enforcement		
Gross Cost	8,282	7,301
Less Earned Revenue	(201)	(179)
Net Cost	**8,081**	**7,122**
Transportation Security Administration		
Gross Cost	8,621	8,383
Less Earned Revenue	(4,614)	(4,379)
Net Cost	**4,007**	**4,004**
U.S. Coast Guard		
Gross Cost	13,135	12,718
Less Earned Revenue	(382)	(366)
Net Cost	**12,753**	**12,352**
U.S. Citizenship and Immigration Services		
Gross Cost	4,194	3,998
Less Earned Revenue	(4,463)	(4,452)
Net Cost	**(269)**	**(454)**
U.S. Secret Service		
Gross Cost	2,488	2,076
Less Earned Revenue	(11)	(12)
Net Cost	**2,477**	**2,064**
Cybersecurity and Infrastructure Agency		
Gross Cost	2,969	3,197
Less Earned Revenue	(1,205)	(1,134)
Net Cost	**1,764**	**2,063**

Department of Homeland Security
Consolidated Statement of Net Cost
For the Years Ended September 30, 2019 and 2018
(In Millions)

	2019	2018
Departmental Operations and Other Support Components		
Gross Cost	3,740	3,336
Less Earned Revenue	(63)	(64)
Net Cost	**3,677**	**3,272**
Total Department of Homeland Security		
Gross Cost	80,818	82,051
Less Earned Revenue	(15,655)	(16,373)
Net Cost Before (Gain)/Loss on Pension, ORB, or OPEB Assumption Changes	65,163	65,678
(Gain)/Loss on Pension, ORB, or OPEB Assumption Changes (Note 16)	924	1,143
NET COST OF OPERATIONS	**$ 66,087**	**$ 66,821**

The accompanying notes are an integral part of these statements.

Department of Homeland Security
Consolidated Statement of Changes in Net Position
For the Year Ended September 30, 2019
(In Millions)

	2019			
	Combined Funds from Dedicated Collections (Note 22)	Combined All Other Funds	Eliminations	Consolidated Total
Unexpended Appropriations:				
Beginning Balances	$ -	$ 84,662	$ -	$ 84,662
Budgetary Financing Sources:				
Appropriations Received	-	62,710	-	62,710
Appropriations Transferred In/(Out)	-	(151)	-	(151)
Other Adjustments	-	(754)	-	(754)
Appropriations Used	-	(58,744)	-	(58,744)
Total Budgetary Financing Sources	-	3,061	-	3,061
Total Unexpended Appropriations	**$ -**	**$ 87,723**	**$ -**	**$ 87,723**
Cumulative Results of Operations:				
Beginning Balances	(4,451)	(37,415)	-	(41,866)
Budgetary Financing Sources:				
Other Adjustments	-	(1)	-	(1)
Appropriations Used	-	58,744	-	58,744
Non-Exchange Revenue	2,425	4	5	2,424
Donations and Forfeitures of Cash and Cash Equivalents	4	-	-	4
Transfers In/(Out) without Reimbursement	(3,885)	3,944	-	59
Other	-	-	-	-
Other Financing Sources (Non-exchange):				
Donations and Forfeitures of Property	-	1	-	1
Transfers In/(Out) without Reimbursement	(174)	314	-	140
Imputed Financing	244	1,658	75	1,827
Other	3,725	(1,503)	-	2,222
Total Financing Sources	2,339	63,161	80	65,420
Net Cost of Operations	(1,677)	(64,490)	(80)	(66,087)
Net Change	662	(1,329)	-	(667)
Cumulative Results of Operations	**$ (3,789)**	**$ (38,744)**	**$ -**	**$ (42,533)**
NET POSITION	**$ (3,789)**	**$48,979**	**$ -**	**$ 45,190**

The accompanying notes are an integral part of these statements.

Department of Homeland Security
Consolidated Statement of Changes in Net Position
For the Year Ended September 30, 2018
(In Millions)

	2018			
	Combined Funds from Dedicated Collections (Note 22)	Combined All Other Funds	Eliminations	Consolidated Total
Unexpended Appropriations				
Beginning Balances	$ -	$ 50,872	$ -	$ 50,872
Budgetary Financing Sources:				
Appropriations Received	-	98,018	-	98,018
Appropriations Transferred In/(Out)	-	(12)	-	(12)
Other Adjustments	-	(680)	-	(680)
Appropriations Used	-	(63,536)	-	(63,536)
Total Budgetary Financing Sources	-	33,790	-	33,790
Total Unexpended Appropriations	**$ -**	**$ 84,662**	**$ -**	**$ 84,662**
Cumulative Results of Operations				
Beginning Balances	(25,315)	(35,339)	-	(60,654)
Budgetary Financing Sources:				
Other Adjustments	-	-	-	-
Appropriations Used	-	63,536	-	63,536
Non-Exchange Revenue	2,594	1	-	2,595
Donations and Forfeitures of Cash and Cash Equivalents	3	-	-	3
Transfers In/(Out) without Reimbursement	(3,709)	3,263	-	(446)
Other	-	-	-	-
Other Financing Sources (Non-Exchange):				
Donations and Forfeitures of Property	-	17	-	17
Transfers In/(Out) without Reimbursement	(180)	236	-	56
Imputed Financing	227	1,662	197	1,692
Gain on Debt Cancellation (Note 15)	16,000	-	-	16,000
Other	3,610	(1,454)	-	2,156
Total Financing Sources	18,545	67,261	197	85,609
Net Cost of Operations	2,319	(69,337)	(197)	(66,821)
Net Change	20,864	(2,076)	-	18,788
Cumulative Results of Operations	**$ (4,451)**	**$ (37,415)**	**$ -**	**$ (41,866)**
NET POSITION	**$ (4,451)**	**$ 47,247**	**$ -**	**$ 42,796**

The accompanying notes are an integral part of these statements.

Department of Homeland Security
Combined Statements of Budgetary Resources
For the Years Ended September 30, 2019 and 2018
(In Millions)

	2019		2018	
	Budgetary	Non-Budgetary Credit Reform Financing Accounts	Budgetary	Non-Budgetary Credit Reform Financing Accounts
BUDGETARY RESOURCES				
Unobligated Balance from Prior Year Budget Authority, Net (Note 27)	50,767	1	23,860	40
Appropriations	76,512	-	110,725	-
Borrowing Authority (Note 23)	-	67	6,100	10
Spending Authority from Offsetting Collections	12,701	37	13,455	583
TOTAL BUDGETARY RESOURCES	**$ 139,980**	**$ 105**	**$ 154,140**	**$ 633**
STATUS OF BUDGETARY RESOURCES				
New Obligations and Upward Adjustments	$ 91,446	$ 105	$ 107,254	$ 626
Unobligated Balance, End of Year				
Apportioned, Unexpired	45,702	-	43,786	7
Exempt from Apportionment, Unexpired	4	-	22	-
Unapportioned, Unexpired	1,231	-	1,621	-
Unexpired Unobligated Balance, End of Year	46,937	-	45,429	7
Expired Unobligated Balance, End of Year	1,597	-	1,457	-
Total Unobligated Balance, End of Year	48,534	-	46,886	7
TOTAL BUDGETARY RESOURCES	**$ 139,980**	**$ 105**	**$ 154,140**	**$ 633**
OUTLAYS NET	71,444	62	82,115	3
Distributed Offsetting Receipts	(12,417)	-	(11,900)	-
AGENCY OUTLAYS, NET	**$ 59,027**	**$ 62**	**$ 70,215**	**$ 3**

The accompanying notes are an integral part of these statements.

Department of Homeland Security
Consolidated Statements of Custodial Activity
For the Years Ended September 30, 2019 and 2018
(In Millions)

	2019	2018
Revenue Activity (Note 28)		
Sources of Cash Collections:		
Duties	$ 71,902	$ 41,584
User Fees	1,678	1,631
Excise Taxes	3,889	3,809
Fines and Penalties	130	57
Interest	44	25
Miscellaneous	206	179
Total Cash Collections	77,849	47,285
Accrual Adjustments, Net	2,952	1,707
Total Custodial Revenue	**80,801**	**48,992**
Disposition of Collections		
Transferred to Federal Entities:		
U.S. Department of Agriculture	21,779	12,770
Treasury General Fund Accounts	51,468	30,766
U.S. Army Corps of Engineers	1,556	1,513
Other Federal Agencies	41	43
Transferred to Non-Federal Entities	170	167
(Increase)/Decrease in Amounts Yet to be Transferred	2,956	1,810
Refunds and Drawbacks (Notes 18 and 28)	2,831	1,923
Total Disposition of Collections	**80,801**	**48,992**
NET CUSTODIAL ACTIVITY	**$ -**	**$ -**

The accompanying notes are an integral part of these statements.

Notes to the Financial Statements

Table of Contents for Notes to the Financial Statements

1. Summary of Significant Accounting Policies

A. Reporting Entity

The Department was established by the Homeland Security Act of 2002 (Pub. L. 107-296), dated November 25, 2002, as an executive department of the U.S. Federal Government. The Department leads efforts to achieve a safe, secure, and resilient homeland by countering terrorism and enhancing our security; securing and managing our borders; enforcing and administering our immigration laws; protecting our cybernetworks and critical infrastructure; and ensuring resilience from disasters. In addition, the Department contributes in many ways to elements of broader United States national and economic security while also working to mature and strengthen the Department and the homeland security enterprise. The Department includes the following financial reporting Components[3]:

- **U.S. Customs and Border Protection (CBP)**
- **Federal Emergency Management Agency (FEMA)**
- **U.S. Immigration and Customs Enforcement (ICE)**
- **Transportation Security Administration (TSA)**
- **U.S. Coast Guard (USCG)**
- **U.S. Citizenship and Immigration Services (USCIS)**
- **U.S. Secret Service (USSS)**
- **Cybersecurity and Infrastructure Security Agency (CISA)**[4]
- **Departmental Operations and Other Support Components**, including the Management Directorate (MGMT), the Office of the Secretary, the Office of Inspector General (OIG), Countering Weapons of Mass Destruction (CWMD) Office, the Office of Intelligence and Analysis (I&A), the Office of Operations Coordination (OPS), Science and Technology Directorate (S&T) and the Federal Law Enforcement Training Centers (FLETC).

B. Basis of Presentation

These financial statements are prepared to report the consolidated financial position, net cost of operations, changes in net position, custodial activity, and combined budgetary resources of the Department pursuant to the Government Management Reform Act of 1994 and the Chief Financial Officers Act of 1990, as amended by the Reports Consolidation Act of 2000 and the DHS Financial Accountability Act of 2004.

The Department's financial statements have been prepared from the accounting records of the Department based on U.S. generally accepted accounting principles (GAAP) and OMB Circular A-136, *Financial Reporting Requirements*, as amended. GAAP for federal entities are the standards prescribed by the Federal Accounting Standards Advisory Board, the official accounting standards-setting body of the Federal Government.

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[3] Financial reporting Components are to be distinguished from direct report Components described in the Management's Discussion and Analysis, Our Organization.
[4] The National Protection and Programs Directorate was renamed to Cybersecurity and Infrastructure Security Agency as a result of the enactment of the *Cybersecurity and Infrastructure Security Agency Act of 2018 (P.L. 115-278)*.

The Department's financial statements reflect the reporting of departmental activities, including appropriations received to conduct operations and revenue generated from operations. The financial statements also reflect the reporting of certain non-entity (custodial) functions performed by the Department on behalf of the Federal Government. 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.

Intragovernmental assets and liabilities are derived from activity with other federal entities. All other assets and liabilities result from activities with parties outside the Federal Government, such as domestic and foreign persons, organizations, or governments. Intragovernmental earned revenue includes collections or revenue accruals from other federal entities, and intragovernmental costs are payments or expense accruals to other federal entities.

Transactions and balances among the Department's Components have been eliminated in the consolidated presentation of the Balance Sheets, Statements of Net Cost, Statements of Changes in Net Position, and the Statements of Custodial Activity. Intradepartmental activity reported in a fund from dedicated collection is often offset with activity in other funds. Accordingly, the Department presents information for funds from dedicated collections and all other funds in the Balance Sheets and Statements of Changes in Net Position on a combined basis. The elimination of intradepartmental activity between dedicated collections and all other funds is presented in the Statements of Changes of Net Position. The Statements of Budgetary Resources are reported on a combined basis; therefore, intradepartmental balances have not been eliminated.

While these financial statements have been prepared from the books and records of the Department in accordance with the formats prescribed by OMB, these financial statements are in addition to the financial reports used to monitor and control budgetary resources, which are prepared from the same books and records.

These financial statements should be read with the realization that they are for a component of the Federal Government, a sovereign entity, whose liabilities not covered by budgetary resources cannot be liquidated without the enactment of an appropriation, and that the payment of all liabilities other than for contracts, can be abrogated by the Federal Government acting in its capacity as a sovereign entity.

C. Basis of Accounting

Transactions are recorded on an accrual and a budgetary basis of accounting. Under the accrual basis, revenue is recognized when earned, and expenses are recognized when a liability is incurred, regardless of when cash is exchanged. Budgetary accounting facilitates compliance with legal constraints and the controls over the use of federal funds. The balances and activity of budgetary accounts are used to prepare the Statements of Budgetary Resources. The Statements of Custodial Activity are reported using the modified cash basis. With this basis, revenue from cash collections is reported separately from receivable accruals, and cash disbursements are reported separately from payable accruals.

D. Use of Estimates

Preparation of the consolidated financial statements requires management to make estimates and assumptions that affect the reported amounts of assets and liabilities, disclosure of contingent assets and liabilities at the date of consolidated financial statements, and the reported amounts of revenue, claims, and expenses during the reporting period. Actual results could differ from those estimates. Significant estimates include: the year-end accruals of

accounts and grants payable; environmental liabilities; deferred revenue; National Flood Insurance Program (NFIP) insurance liability; actuarial liabilities related to workers' compensation; taxes, allowance for doubtful accounts, duties and trade receivables, including supplemental duty bills; and actuarial liabilities related to military and other pension, retirement, and post-retirement benefits.

E. Entity and Non-Entity Assets

Entity assets are assets the Department has the authority to use in its operations. The authority to use funds in an entity's operations means either Department management has the authority to decide how funds are used or management is legally obligated to use funds to meet entity obligations (e.g., salaries and benefits).

Non-entity assets are assets held by the Department but not available for use by the Department. An example of a non-entity asset is the portion of Fund Balance with Treasury that consists of special and deposit funds, permanent and indefinite appropriations, and miscellaneous receipts. Non-entity assets are offset by corresponding liabilities.

For additional information, see Note 2, Non-Entity Assets.

F. Fund Balance with Treasury

Fund Balance with Treasury represents the aggregate amount of the Department's accounts with the Department of the Treasury (Treasury) available to pay current liabilities and finance authorized purchases, except as restricted by law. The Department's Fund Balance with Treasury balances are primarily appropriated, revolving, trust, deposit, receipt, and special fund amounts remaining as of the end of the fiscal year.

For additional information, see Note 3, Fund Balance with Treasury.

G. Cash and Other Monetary Assets

The Department's cash and other monetary assets primarily consist of undeposited collections, imprest funds, cash used in undercover operations, cash held as evidence, cash held by insurance companies, and seized cash and monetary instruments. The Department maintains cash in commercial bank accounts.

Insurance companies receive and process certain receipts and disbursements on behalf of FEMA. Insurance companies hold cash from flood insurance premiums to be remitted to Treasury, as well as insurance claim payments to be distributed to the insured.

For additional information, see Note 4, Cash and Other Monetary Assets.

H. Investments, Net

Investments consist of Federal Government nonmarketable par value and nonmarketable market-based Treasury securities and are reported at cost or amortized cost net of premiums or discounts. Premiums or discounts are amortized into interest income over the terms of the investment using the effective interest method or the straight-line method, which approximates the interest method.

No provision is made for unrealized gains or losses on these securities because it is the Department's intent to hold these investments to maturity.

For additional information, see Note 5, Investments, Net.

I. Receivables, Net

Accounts receivable represent amounts due to the Department from other federal agencies and the public. In general, intragovernmental accounts receivable arise from the provision of

goods and services to other federal agencies and are expected to be fully collected.

Accounts receivable due from the public typically result from various immigration and user fees, premiums and policy fees from insurance companies and policyholders, breached bonds, reimbursable services, oil spill cost recoveries, security fees, loans, grant programs and contracts.

Public accounts receivable are presented net of an allowance for doubtful accounts, which is based on analyses of debtors' ability to pay, specific identification of probable losses, aging analysis of past-due receivables, or historical collection experience.

Taxes, duties, and trade receivables include supplemental duty bills, user fees, fines and penalties, refunds and drawback overpayments, and interest associated with import/export activity, which have been established as specifically identifiable, legally enforceable claims which remain uncollected as of year-end.

For additional information, see Note 6, Accounts Receivable, Net; Note 7, Taxes, Duties, and Trade Receivables, Net; and Note 22, Funds from Dedicated Collections.

J. Advances and Prepayments

Intragovernmental advances, presented as a component of other assets in the accompanying Balance Sheets, consist primarily of advances for support of border security, as well as disaster recovery and assistance to other federal agencies.

Advances and prepayments to the public, presented as a component of other assets in the accompanying Balance Sheets, consist primarily of disaster recovery and assistance grants to states, allowances and commission expenses to insurance companies, and other grant activity.

The allowances and commission expenses are amortized over the life of the policy. Disaster recovery and assistance grant advances are expensed as they are used by the recipients. Advances are made within the amount of the total grant obligation.

For additional information, see Note 13, Other Assets.

K. Direct Loans, Net

Direct loans are loans issued by the Department to local governments. FEMA, the only DHS Component with loan activity, operates the Community Disaster Loan Program to support local governments that have suffered a substantial loss of tax and other revenue as a result of a major disaster and demonstrate a need for federal financial assistance in order to perform their municipal operating functions. Under the program, FEMA transacts direct loans to local governments that meet statutorily set eligibility criteria. Loans are accounted for as receivables as funds are disbursed.

All of the Department's loans are post-1991 obligated direct loans, and the resulting receivables are governed by the Federal Credit Reform Act of 1990 (FCRA) (Pub. L. 101-508). Under FCRA, for direct loans disbursed during a fiscal year, the corresponding receivable is adjusted for subsidy costs. Subsidy costs are estimated long-term costs to the Federal Government for its loan programs. The subsidy cost is equal to the present value of the estimated cash outflows over the life of the loans minus the present value of the estimated cash inflows, discounted at the applicable Treasury interest rate. Administrative costs such as salaries and contractual fees are not included. Subsidy costs can arise from interest rate differentials, interest subsidies, delinquencies and defaults, and other cash flows. The Department calculates the subsidy costs based on a subsidy calculator model created by OMB.

Loans receivable are recorded at the present value of the estimated net cash flows. The difference between the outstanding principal of the loans and the present value of their net cash inflows is recorded in the allowance for subsidy, which is estimated and adjusted annually, as of year-end. Interest receivable is the total interest that has accrued on each of the outstanding loans, less any cancellations that may have been recorded due to the FEMA cancellation policy as described in 44 Code of Federal Regulations (CFR) Section 206.366.

For additional information, see Note 8, Direct Loans, Net.

L. Inventory and Related Property, Net

Operating Materials and Supplies (OM&S) held for use and repair represent the largest portion of DHS inventory and related property. OM&S consist primarily of goods, including reparable spare parts, consumed during the maintenance of assets used to perform DHS missions, including vessels, small boats, electronic systems, and aircraft.

OM&S managed by the USCG inventory control points consist of consumable and reparable items that are valued at historical cost using a moving average cost and accounted for using the consumption method. OM&S reparable items that are in a “held for repair” status are recorded at historical cost with an allowance for the cost of the repair.

OM&S held at CBP sites consist of aircraft parts, vessel parts, border security parts, and CBP uniforms to be used in CBP’s operations. Manned aircraft and border security parts and materials are recorded at average unit cost. Unmanned aircraft parts, vessel parts, and uniforms are recorded using the first-in/first-out valuation method. Both methods approximate actual acquisition costs. The cost of the repairs for OM&S reparable items that are in a “held for repair” status is recorded using the direct method.

Inventory is tangible personal property held for sale or used in the process of production for sale. Inventory includes items such as uniforms, bulk steel, fuel, and subsistence. Inventories on hand at year-end are stated at cost using standard price/specific identification, first-in/first-out, or moving average cost methods, which approximates historical cost. Revenue on inventory sales and associated cost of goods sold are recorded when merchandise is sold to the end user.

Stockpile materials are critical materials held due to statutory requirements for use in national emergencies. The Department’s stockpile materials held by FEMA include goods that would be used to respond to national disasters (e.g., water, meals, cots, blankets, tarps, and blue roof sheeting). Stockpile materials at year-end are stated at historical cost using the weighted average method.

For additional information, see Note 9, Inventory and Related Property, Net.

M. Seized and Forfeited Property

Seized property is reported in two categories: nonprohibited and prohibited.

Nonprohibited seized property includes items that are not inherently illegal to possess or own, such as monetary instruments, real property, and tangible personal property of others. Nonprohibited seized and forfeited property is reported by the Treasury Forfeiture Fund.

Prohibited seized property includes illegal drugs, contraband, and counterfeit items that cannot legally enter into the commerce of the United States. Prohibited seized property results primarily from criminal investigations and passenger/cargo processing. Prohibited seized property is not considered an asset of the Department and is not reported as such in the Department’s financial statements. However, the Department has a stewardship responsibility until the disposition of the seized items is determined (i.e., judicially or administratively

forfeited or returned to the entity from which it was seized).

Forfeited property is seized property for which the title has passed to the Federal Government. Prohibited forfeited items such as counterfeit goods, narcotics, or firearms are held by the Department until disposed of or destroyed.

An analysis of changes in prohibited seized and forfeited property is presented in Note 10, Seized and Forfeited Property.

N. General Property, Plant, and Equipment, Net

The Department's Property, Plant, and Equipment (PP&E) consists of aircraft, vessels, vehicles, land, structures, facilities, leasehold improvements, software, information technology, and other equipment—including small boats, security equipment, industrial equipment, and communications gear. PP&E is generally recorded at historical cost. The Department capitalizes PP&E acquisitions when the cost equals or exceeds an established threshold and has a useful life of two years or more. Land is not depreciated.

Costs for construction projects are recorded as construction-in-progress until the asset is placed in service. Costs are valued at actual (direct) costs plus applied overhead and other indirect costs. At year-end, a portion of the construction-in-progress balance may be estimated to accrue amounts for work completed but not yet recorded. The Department owns some of the buildings in which Components operate. The majority of other buildings are provided by the General Services Administration (GSA), which charges rent equivalent to the commercial rental rates for similar properties.

Internal-use software includes purchased commercial off-the-shelf (COTS) software, contractor-developed software, and internally developed software. For COTS software, the capitalized costs are equal to the amount paid to the vendor for the software. For contractor-developed software, the capitalized costs include the amount paid to a contractor to design, program, install, and implement the software. For internally developed software, capitalized costs include the full costs (direct and indirect) incurred during the software development phase. Costs incurred during the preliminary design and post-implementation/operational phases are expensed in the period incurred.

DHS policy allows Components to continue using legacy capitalization thresholds and Component-specific policies for assets acquired prior to October 1, 2007. For assets acquired on or after October 1, 2007, Components use the DHS capitalization policy as general guidance. The schedule below shows a summary of the capitalization thresholds and estimated useful life in accordance with DHS-wide policy. Actual capitalization thresholds and service lives used by DHS Components may vary. Bulk purchases are generally subject to a $1 million capitalization threshold. Capital improvements extending the service life of assets are not included in these ranges.

Asset Description	Capitalization Threshold	Useful Life
Land	Zero	Not Applicable
Improvements to Land	$200,000	2 years to 50 years
Buildings, Other Structures and Facilities	$200,000	10 years to 50 years
Equipment	$200,000	5 years to 30 years
Capital Leases	$200,000	2 years to 20 years
Leasehold Improvements	$200,000	2 years to 50 years
Internal Use Software	$750,000	2 years to 13 years

The Department begins to recognize depreciation expense once the asset has been placed in service. Depreciation is calculated on a straight-line method for all asset classes over their estimated useful lives. Leasehold improvements are depreciated over the shorter of the term of the remaining portion of the lease or the useful life of the improvement. Buildings and equipment acquired under capital leases are amortized over the lease term. Amortization of capitalized software is calculated using the straight-line method and begins on the date of acquisition if purchased, or when the module or component has been placed in use (i.e., successfully installed and tested) if contractor or internally developed. There are no restrictions on the use or convertibility of general PP&E.

For additional information, see Note 11, General Property, Plant, and Equipment, Net, and Note 19, Leases.

O. Stewardship Property, Plant, and Equipment

Stewardship PP&E includes heritage assets that generally are not included in general PP&E presented on the Balance Sheet. Heritage assets are unique due to their historical or natural significance; cultural, educational, or artistic importance; or significant architectural characteristics. In general, heritage assets are expected to be preserved indefinitely.

These heritage assets consist of documents, historical artifacts, immigration and naturalization files, artwork, buildings, and structures. The cost of improving, reconstructing, or renovating heritage assets is recognized as an expense in the period incurred. Similarly, the cost to acquire or construct a heritage asset is recognized as an expense in the period incurred.

Heritage assets can serve two purposes: a heritage function and a general government operational function. If a heritage asset serves both purposes, but is predominantly used for general government operations, the heritage asset is considered a multi-use heritage asset, which is depreciated and included in general PP&E on the Balance Sheet. Due to their nature, heritage assets not used for general government operational functions are not depreciated because matching costs with specific periods would not be meaningful. The Department depreciates its multi-use heritage assets over their useful life. The Department's multi-use heritage assets consist of buildings and structures, memorials, and recreation areas.

For additional information, see Note 12, Stewardship Property, Plant, and Equipment.

P. Liabilities

Liabilities represent the probable and measurable future outflow or other use of resources as a result of past transactions or events. Liabilities covered by budgetary resources are those liabilities for which Congress has appropriated funds or for which funding is otherwise available to pay amounts due. Liabilities not covered by budgetary or other resources represent amounts owed in excess of available congressionally appropriated funds or other amounts, where there is no certainty that the appropriations will be enacted. Liabilities not requiring budgetary resources are liabilities that have not in the past required and will not in the future require the use of budgetary resources. The Federal Government, acting in its sovereign capacity, can annul liabilities of the Department arising from any transaction or event other than contracts or other instances where its sovereign immunity has been waived (e.g., refund statutes).

Q. Contingent Liabilities

The Department accrues contingent liabilities where a loss is determined to be probable and the amount can be reasonably estimated. The Department discloses contingent liabilities where the conditions for liability recognition have not been met and the likelihood of

unfavorable outcome is more than remote. Contingent liabilities considered remote are generally not disclosed unless they involve guarantees, in which case the nature of the guarantee is disclosed.

For additional information, see Note 21, Commitments and Contingent Liabilities.

Environmental Cleanup Costs. Environmental liabilities consist of environmental remediation, cleanup, and decommissioning. The Department is responsible for remediating its sites with environmental contamination and is party to various administrative proceedings, legal actions, and tort claims that may result in settlements or decisions adverse to the Federal Government. The liability for environmental remediation is an estimate of costs necessary to bring a known contaminated asset into compliance with applicable environmental standards. Accruals for environmental cleanup costs are the costs of removing, containing, and/or disposing of hazardous wastes or materials that, because of quantity, concentration, or physical or chemical characteristics, may pose a substantial present or potential hazard to human health or the environment.

For all PP&E in service after September 30, 1997, the Department recognizes the estimated total cleanup costs associated with the PP&E when the cleanup costs are probable and reasonably estimable. The estimate may be subsequently adjusted for material changes due to inflation/deflation or changes in regulations, cleanup plans, or technology. The applicable costs of decommissioning the Department's existing and future vessels are considered cleanup costs.

For additional information, see Note 17, Environmental and Disposal Liabilities.

R. Liabilities for Grants and Cooperative Agreements

The Department awards grants and cooperative agreements to state and local governments, universities, nonprofit organizations, and private-sector companies to build their capacity to respond to disasters and emergencies; conduct research into preparedness; enhance and ensure the security of passenger and cargo transportation by air, land, or sea; and support other Department-related activities. The Department estimates the year-end grant and cooperative agreement accrual for unreported and unpaid recipient expenditures using historical disbursement data in compliance with Federal Financial Accounting Technical Release 12, *Accrual Estimates for Grant Programs*. Grants and cooperative agreement liabilities are recorded as grants payable to the public and reported as Other Liabilities in the accompanying Balance Sheets. As grantee expenditure in a given year may vary greatly depending on occurrence of disasters and the expiration dates of awards for the numerous non-disaster grant programs, the estimate may vary significantly year-over-year.

S. Insurance Liabilities

Insurance liabilities are primarily the result of the Department's sale or continuation-in-force of flood insurance policies within the NFIP, which is managed by FEMA. NFIP is an exchange transaction insurance, and DHS discloses Insurance Liabilities in accordance with SFFAS 51.

The NFIP insurance liability represents an estimate based on the loss and loss adjustment expense factors inherent to the NFIP Insurance Underwriting Operations, including trends in claim severity and frequency. These estimates are routinely reviewed, and adjustments are made as deemed necessary. The estimate is driven primarily by flooding activity in the U.S. and can vary significantly year over year depending on timing and severity of flooding activity.

The Biggert-Waters Flood Insurance Reform Act of 2012 (Pub. L. 112-141) and the Homeowner Flood Insurance Affordability Act of 2014 (Pub. L. 113-89) amended the National Flood

Insurance Act of 1968 to extend the NFIP, the financing for it, and established a National Flood Insurance Reserve Fund to meet the expected future obligations of the NFIP. The acts authorized FEMA to secure reinsurance coverage from private reinsurance and capital markets to maintain the financial ability of the program to pay claims from major flooding events. The reinsurance agreement places the NFIP in a better position to manage losses incurred that result from major flooding events.

Subsidized rates are charged on a countrywide basis for certain classifications of the insured. These subsidized rates produce a premium less than the loss and loss adjustment expenses expected to be incurred in a historical average loss year. Subsidized rates are used to provide affordable insurance on construction or substantial improvements started on or before December 31, 1974, or before the effective date of the initial Flood Insurance Rate Map (i.e., an official map of a community on which NFIP has delineated both the special hazard areas and the nonsubsidized premium zones applicable to the community). NFIP premium revenue is recognized ratably over the life of the policies. Deferred revenue relates to unearned premiums which represent the unexpired portion of policy premiums. As a result of the implementation of SFFAS 51, insurance premiums, previously reported in Note 18, Other Liabilities as deferred revenue in FY 2018, are now required in FY 2019 to be reported in Note 20, Insurance Liabilities. For Note 20, Insurance Liabilities, no comparative financial information is presented. The Balance Sheet is not reclassified in the comparative presentation as SFFAS 51 does not require a reclassification.

For additional NFIP information, see Note 15, Debt; Note 18, Other Liabilities; Note 20, Insurance Liabilities; Note 22, Funds from Dedicated Collections; and Note 23, Available Borrowing Authority.

T. Debt and Borrowing Authority

Debt is reported within Intragovernmental Liabilities and results from Treasury loans and related interest payable to fund NFIP and Disaster Assistance Direct Loan Program (DADLP) operations of FEMA. Most of this debt is not covered by current budgetary resources. Premiums collected by FEMA for the NFIP based on subsidized rates are not sufficient to cover the debt repayments (see Note 1.S, Insurance Liabilities). Given the current premium rate structure, FEMA will not be able to generate sufficient resources from premiums to pay its debt; therefore, legislation will need to be enacted to provide funding to repay the Treasury or cancel the debt.

Borrowing authority, to the extent of existing obligations, is in budgetary status for use by FEMA for insurance claims and community disaster loans (CDLs). Borrowing authority is converted to cash and transferred to the Fund Balance with Treasury when needed for these purposes. Insurance claims and CDLs have indefinite borrowing authority. Indefinite borrowing authority represents the balance of borrowing authority which is the amount equal to those unpaid obligations covered by borrowing authority at the close of the fiscal year.

For more information, see Note 15, Debt, and Note 23, Available Borrowing Authority.

U. Accrued Payroll and Benefits

Accrued Payroll. Accrued payroll consists of salaries, wages, and other compensation earned by employees but not disbursed as of September 30. The liability is estimated for reporting purposes based on historical pay information.

Leave Program. Earned annual and other vested compensatory leave is accrued as it is earned and reported on the Balance Sheet. The liability is reduced as leave is taken. Each year, the balances in the accrued leave accounts are adjusted to reflect the liability at current pay rates

and leave balances. Sick leave and other types of nonvested leave are not earned benefits. Accordingly, nonvested leave is expensed when used.

Federal Employees Compensation Act. The *Federal Employees Compensation Act* (FECA) (Pub. L. 103-3) provides income and medical cost protection to covered federal civilian employees injured on the job, to employees who have incurred work-related occupational diseases, and to beneficiaries of employees whose deaths are attributable to job-related injuries or occupational diseases. The FECA program is administered by the Department of Labor (DOL), which pays valid claims and subsequently seeks reimbursement from the Department for these paid claims.

The FECA liability consists of two elements. The first element, accrued FECA liability, is based on claims paid by DOL but not yet reimbursed by the Department. The Department reimburses DOL for claims as funds are appropriated for this purpose. In general, there is a two- to three-year period between payment by DOL and reimbursement to DOL by the Department. As a result, the Department recognizes an intragovernmental liability for the claims paid by DOL and to be reimbursed by the Department.

The second element, actuarial FECA liability, is the estimated liability for future benefit payments and is recorded as a component of federal employee and veterans' benefits. The actuarial FECA liability includes the expected liability for death, disability, medical, and miscellaneous costs for approved compensation cases. DOL determines the actuarial FECA liability annually, as of September 30, using an actuarial method that considers historical benefit payment patterns, wage inflation factors, medical inflation factors, and other variables. The projected annual benefit payments are discounted to present value using the OMB economic assumptions for 10-year Treasury notes and bonds. The actuarial FECA liability is not covered by budgetary resources and will require future funding.

For additional information regarding accrued FECA liability, payroll, and leave, see Note 18, Other Liabilities. For more information on the actuarial FECA liability, see Notes 1.V and Note 16, Federal Employee and Veterans' Benefits.

V. Federal Employee and Veterans' Benefits

The Department's federal employee and veterans' benefits consist of the USCG's Military Retirement System (MRS), USCG Military Health System (MHS), USSS's Uniformed Division and Special Agent Pension, other civilian employees' pension programs, other retirement benefits (ORB), other post-employment benefits (OPEB), and the actuarial FECA liability.

The Department recognizes liabilities and expenses for MRS, MHS, and Uniformed Division and Special Agent Pension. Gains and losses from changes in long-term assumptions used to measure these liabilities are reported as a separate line item on the Statement of Net Cost, consistent with Statement of Federal Financial Accounting Standards (SFFAS) No. 33, *Pensions, Other Retirement Benefits, and Other Postemployment Benefits: Reporting the Gains and Losses from Changes in Assumptions and Selecting Discount Rates and Valuation Dates.* Civilian employees' pension programs, ORB, and OPEB are administered by the Office of Personnel Management (OPM) and do not represent a liability for the Department.

Military Retirement System. The MRS is a defined benefit plan that includes pension benefits, disability benefits, and survivor benefits and covers all retired active duty and reserve military members of the USCG. The plan is a pay-as-you-go system funded through annual appropriations. The actuarial accrued liability is the portion of the present value of the future benefits expected to be paid that is attributed to past service (service by participants rendered

prior to the date of determination). The remaining portion of that present value is attributed to future service (service by participants rendered on or after the date of determination) and is the present value of the future employer normal costs. The normal cost (current period expense) and the attribution of the present value of the future benefits between past service and future service are determined using the individual entry age normal actuarial cost method.

Under the National Defense Authorization Act for FY 2016 (Pub. L. 114-92), members entering service after December 31, 2017 will be enrolled in the new modernized retirement system, also referred to as the Blended Retirement System (BRS). BRS changes the pension formula by reducing the percentage per year of service, and entitles members to Thrift Savings Plan contributions, as well as additional compensation in exchange for a commitment for additional years of service (after serving for 12 years). Members who joined USCG after January 1, 2006, and reservists with fewer than 4,320 points on December 31, 2017, may choose either BRS or the legacy retirement system.

Military Health System. There are two categories of military healthcare benefits, but only one generates a liability for the USCG retirees and beneficiaries. The first category of military healthcare liability is for the Medicare-eligible USCG military retirees and beneficiaries. The Department of Defense (DOD) is the administrative entity for the Medicare-Eligible Retiree Health Care Fund (MERHCF) and, in accordance with SFFAS No. 5, *Accounting for Liabilities of the Federal Government*, is required to recognize the liability on the MERHCF's financial statements. The USCG makes annual payments to fund benefits for the current active duty members and their spouses who will receive benefits when they reach Medicare-eligibility. The USCG receives per-member amounts (reserve and active duty member amounts separately) to be contributed to the MERHCF from the DOD Board of Actuaries office and pays its share, depending on its demography. Because the DOD reports the entire liability for MERHCF, USCG is only responsible for the annual per-member amounts.

The second category of military healthcare liability is for non-Medicare-eligible retirees and beneficiaries. The MHS is a post-retirement medical benefit plan that covers all active component and reserve component members of the USCG. The USCG is the administrative entity for MHS, and in accordance with SFFAS No. 5, recognizes the liability on its financial statements. As with the MRS, the actuarial accrued liability for MHS is the portion of the present value of the future benefits expected to be paid that is attributed to past service (service by participants rendered prior to the date of determination). Benefits are funded on a pay-as-you-go basis through annual appropriations.

Uniformed Division and Special Agent Pension. The District of Columbia (DC) Police Officers' and Firefighters' Retirement Plan (the DC Pension Plan) is a defined benefit plan that covers USSS Uniformed Division and Special Agents hired as civilians prior to January 1, 1984, and eligible for transfer to the DC Pension Plan. Uniformed Division and Special Agents hired after that date are covered as law enforcement agents by the Federal Employees Retirement System (FERS) basic annuity benefit, FERS revised annuity benefit, or FERS further revised annuity benefit, as appropriate. The DC Pension Plan makes benefit payments to retirees or their beneficiaries. USSS receives permanent, indefinite appropriations each year to pay the excess of benefit payments over salary deductions. The DC Pension Plan is a pay-as-you-go system funded through annual appropriations. USSS calculates pension liability using a discount rate assumption for present value of future benefits in accordance with SFFAS No. 5 and SFFAS No. 33. The unfunded accrued liability is actuarially determined by subtracting the present value of future employer/employee contributions, as well as any plan assets, from the present value of future cost of benefits. SFFAS No. 5 permits the use of actuarial cost methods other

than the aggregate entry age normal actuarial cost method if the difference is not material.

For more information on MRS, MHS, Uniformed Division and Special Agent Pension, and the actuarial assumptions used to compute the accrued pension and healthcare liabilities, see Note 16, Federal Employee and Veterans' Benefits.

The discount rates used to measure the MRS and MHS actuarial liabilities for USCG and the USSS actuarial liability are based on the 10-year average historical rates of return on marketable Treasury securities. The rates used in this average are the rates for securities that will mature on the dates on which future benefit payments are expected to be made.

Civilian Pension, Other Retirement Benefits, and Other Post-Employment Benefits. The Department recognizes the full annual cost of its civilian employees' pension benefits; however, the assets of the plan and liability associated with pension costs are recognized by OPM rather than the Department. Accordingly, the Department does not display gains and losses from changes in long-term assumptions used to measure these liabilities on the Statement of Net Cost.

Most DHS employees hired prior to January 1, 1984, participate in the Civil Service Retirement System (CSRS), to which the Department contributes 7 percent of base pay for regular CSRS employees and 7.5 percent of base pay for law enforcement agents. FERS and Social Security cover the majority of employees hired after December 31, 1983. Employees hired between January 1, 1984 and December 31, 2012 are covered by the FERS basic annuity benefit. For the FERS basic annuity benefit, the Department contributes 16.9 percent of base pay for regular FERS employees and 34.9 percent for law enforcement agents. Employees hired between January 1, 2013 and December 31, 2013 are covered by the FERS revised annuity benefit; employees hired after December 31, 2013 are covered by the FERS further revised annuity benefit. For the FERS revised annuity benefit, the Department contributes 17.3 percent of base pay for regular FERS employees and 35.4 percent for law enforcement agents. For the FERS further revised annuity benefit, the Department contributes 17.6 percent of base pay for regular FERS employees and 35.6 percent for law enforcement agents. A primary feature of FERS is that it also offers a defined contribution plan (Federal Thrift Savings Plan) to which the Department automatically contributes one percent of base pay and matches employee contributions up to an additional four percent of base pay. The Department also contributes the employer's Social Security matching share for FERS participants.

Similar to CSRS and FERS, OPM reports the liability for future payments to retired employees who participate in the Federal Employees Health Benefits Program and Federal Employees Group Life Insurance Program. The Department reports both the full annual cost of providing these ORB for its retired employees and reporting contributions made for active employees. In addition, the Department recognizes the cost for OPEB, including all types of benefits provided to former or inactive (but not retired) employees, their beneficiaries, and covered dependents.

The difference between the full annual cost of CSRS and FERS retirement, ORB, and OPEB and the amount paid by the Department is recorded as an imputed cost and offsetting imputed financing source in the accompanying financial statements.

W. Funds from Dedicated Collections

Funds from dedicated collections are financed by specifically identified revenue, provided to the government by non-federal sources, often supplemented by other financing sources, which remain available over time. These specifically identified revenue and other financing sources are required by statute to be used for designated activities, benefits, or purposes and must be accounted for separately from the Federal Government's general revenue.

Non-exchange revenue and other financing sources from funds from dedicated collections, including net cost of operations, are shown separately on the Statements of Changes in Net Position. The portion of cumulative results of operations attributable to funds from dedicated collections is shown separately on both the Statements of Changes in Net Position and the Balance Sheets.

For additional information, see Note 22, Funds from Dedicated Collections.

X. Revenue and Financing Sources

Appropriations. The Department receives the majority of funding to support its programs through congressional appropriations. The Department receives annual, multi-year, and no-year appropriations that may be used, within statutory limits, for operating and capital expenditures. Additional funding is obtained through exchange revenue, non-exchange revenue (including donations from the public), and transfers-in from other federal entities.

The Department also has permanent indefinite appropriations that result from permanent public laws, which authorize the Department to retain certain receipts. The amount appropriated depends upon the amount of the receipts rather than on a specific amount.

Appropriations are recognized as financing sources when related expenses are incurred or assets are purchased. Revenue from reimbursable agreements is recognized when the goods or services are provided by the Department. Reimbursable work between federal agencies is generally subject to the Economy Act (31 United States Code (USC) 1535).

Appropriations Received on the Statement of Changes in Net Position differs from that reported on the Combined Statement of Budgetary Resources because Appropriations Received on the Statement of Changes in Net Position do not include receipts from dedicated collections. Receipts from dedicated collections are accounted for as either exchange or non-exchange revenue.

Exchange and Non-Exchange Revenue. Exchange revenue is recognized when earned and is derived from transactions where both the government and the other party receive value (i.e., goods have been delivered or services have been rendered). Exchange revenue prices are recognized using full cost or market pricing guidance in OMB Circular No. A-25, except when prices are set by law or executive order. Higher prices based on full cost or market price might reduce the quantity of goods or services demanded and, therefore, the difference between revenue received and such higher prices does not necessarily provide an indication of revenue foregone. DHS exchange revenue includes, but is not limited to: immigration fees, NFIP insurance premiums, Student Exchange Visa Program fees, and aviation security fees. Reimbursable exchange revenue includes but is not limited to: services provided to the government of Puerto Rico for the collection of duties, taxes, and fees; services for personnel; medical, housing, and various types of maritime support; the Federal Protective Service Guard personnel; and oil spill cleanup costs.

The majority of DHS non-exchange revenue is derived from custom duties, custodial collections of user fees, taxes, fines and penalties, and interest on the fines and penalties net of refunds and drawbacks related to these collections. Non-exchange revenue from user fees results from the government's sovereign power to demand revenue and is recognized as earned. Examples of non-exchange revenue from user fees include the collection of fees by CBP on incoming private vessels, private aircraft, and commercial vehicles. Non-exchange revenue also arises from transfers-in with and without financing sources and donations from the public. Other financing sources, such as donations and transfers of assets without reimbursements, are

recognized on the Statements of Changes in Net Position during the period in which the donations and transfers occurred.

Deferred revenue is recorded when the Department receives payment for goods or services which have not been fully rendered. Deferred revenue is reported as a liability on the Balance Sheet until earned. USCIS fees are related to adjudication of applications for immigration and naturalization services that are used to provide special benefits to recipients and pay the regulatory costs from the adjudication process. USCIS requires advance payments of the fees for adjudication of applications or petitions for immigration and naturalization benefits.

Inter-Entity Cost. Goods and services are received from other federal entities at no cost or at a cost less than the full cost to the providing federal entity. Consistent with accounting standards, certain costs of the providing entity that are not fully reimbursed are recognized as imputed cost and are offset by imputed revenue. Prices for goods and services sold to the public are based on recovery of full cost or are set at a market price. Prices for goods and services sold to other Federal Government agencies are generally limited to the recovery of direct cost. Such imputed costs and revenues relate to business-type activities (if applicable), employee benefits, and claims to be settled by the Treasury Judgment Fund. However, unreimbursed costs of goods and services other than those identified above are not included in our financial statements.

Imputed Financing Sources. In certain instances, operating costs of the Department are paid out of funds appropriated to other federal agencies. For example, OPM, by law, pays certain costs of retirement programs, and certain legal judgments against DHS are paid from a judgment fund maintained by the Treasury. When costs that are identifiable to DHS and directly attributable to DHS operations are paid by other agencies, the Department recognizes these amounts as operating expenses. The Department also recognizes an imputed financing source on the Statements of Changes in Net Position to indicate the funding of DHS operations by other federal agencies.

Custodial Activity. Non-exchange and non-entity revenue, disbursements, and refunds are reported on the Statement of Custodial Activity using a modified cash basis. Non-entity revenue reported on the Department's Statement of Custodial Activity include duties, excise taxes, and various non-exchange fees collected by CBP that are subsequently remitted to the Treasury general fund or to other federal agencies. Duties, user fees, fines, and penalties are assessed pursuant to the provisions of 19 USC; nonimmigrant petition fees and interest under 8 USC; and excise taxes are assessed under 26 USC.

CBP assesses duties, taxes, and fees on goods and merchandise brought into the United States from foreign countries. The custodial revenue is recorded at the time of collection. These revenue collections primarily result from current fiscal year activities. CBP records an equal and offsetting liability due to the Treasury general fund for amounts recognized as non-entity tax and trade receivables. Non-entity tax and trade accounts receivables consist of duties, excise taxes, user fees, fines and penalties, refunds and drawbacks overpayments, and interest associated with import/export activity, that have been established as specifically identifiable, legally enforceable claims that remain uncollected as of year-end. CBP accrues an estimate of duties, taxes, and fees related to entry summaries completed prior to year-end where receipt of payment is anticipated subsequent to year-end. The portions of the fees that are subsequently remitted to other federal agencies are recorded as custodial revenue at the time of collection.

Non-entity receivables are presented net of amounts deemed uncollectible. CBP tracks and enforces payment of estimated duties, taxes, and fees receivable by establishing a liquidated damage case that generally results in fines and penalties receivable. A fine or penalty, including interest on past-due balances, is established when a violation of import/export law is discovered. An allowance for doubtful collections is established for substantially all accrued fines and penalties and related interest. The amount is based on a statistical sample to assess historical collectability of these receivables. Statutes and regulations allow importers to dispute the assessment of duties, taxes, and fees. Receivables related to disputed assessments are not recorded until the protest period expires or a protest decision is rendered in CBP's favor.

Refunds and drawback of duties, taxes, and fees are recognized when payment is made. Generally, a permanent, indefinite appropriation is used to fund the disbursement of refunds and drawbacks. Disbursements are recorded as a decrease in the amount transferred to federal entities as reported on the Statements of Custodial Activity. The liability for refunds and drawbacks consists of amounts owed for refunds of duty and other trade related activity and drawback claims. CBP accrues a monthly liability for refunds and drawback claims approved at month-end but paid subsequent to month-end.

An accrual adjustment is recorded on the Statements of Custodial Activity to adjust cash collections and refund disbursements with the net increase or decrease of accrued non-entity accounts receivables, net of uncollectible amounts, and refunds payable at year-end. For additional information, see Note 7, Taxes, Duties, and Trade Receivables, Net, and Note 28, Custodial Revenue.

Y. Taxes

The Department, as a federal agency, is not subject to federal, state, or local income taxes. Therefore, no provision for income taxes has been recorded in the accompanying financial statements.

Z. Reclassifications

In FY 2019, certain FY 2018 balances were reclassified to conform to FY 2019 presentation in accordance with OMB Circular A-136 for Note 21, Commitments and Contingent Liabilities.

The FY 2018 Statement of Net Cost (SNC) was reclassified to present net costs by major operational Components, with the remaining support Components grouped as "Departmental Operations and Other Support Components." In previous years, SNC was presented by grouping the missions and focus areas per the DHS Strategic Plan into four major missions.

2. Non-Entity Assets

Non-entity assets at September 30 consisted of the following (in millions):

	2019	2018
Intragovernmental:		
Fund Balance with Treasury	$ 2,665	$ 2,445
Accounts Receivable	1	15
Total Intragovernmental	2,666	2,460
Public:		
Cash and Other Monetary Assets	9	6
Accounts Receivable, Net	16	39
Taxes, Duties, and Trade Receivables, Net	7,732	4,768
Total Public	7,757	4,813
Total Non-Entity Assets	10,423	7,273
Total Entity Assets	147,676	141,413
Total Assets	**$ 158,099**	**$ 148,686**

Non-entity Fund Balance with Treasury consists of certain special and deposit funds, permanent and indefinite appropriations, and miscellaneous receipts. Non-entity assets (also discussed in Notes 4, 6, and 7) are offset by corresponding liabilities at September 30, 2019 and 2018. Taxes, duties, and trade receivables from the public represent amounts due from importers for goods and merchandise imported to the United States.

3. Fund Balance with Treasury

Status of Fund Balance with Treasury

The status of Fund Balance with Treasury at September 30 consisted of the following (in millions):

	2019	2018
Budgetary Status		
Unobligated Balances:		
Available	$ 45,706	$ 43,815
Unavailable	2,828	3,078
Obligated Balance Not Yet Disbursed	58,429	55,656
Total Budgetary Status	106,963	102,549
Reconciling Adjustments:		
Receipt, Clearing, and Deposit Funds	3,321	3,066
Borrowing Authority (Note 23)	(6)	(6)
Investments	(10,252)	(9,149)
Receivable Transfers and Imprest Funds	(311)	(323)
Authority Unavailable for Obligation	7,222	6,995
Offsetting Collections Previously or Temporarily Precluded from Obligation	34	33
SFRBTF; OSLTF	1,547	1,466
Temporary Reduction of Budget Authority	459	477
Temporary Reduction of Specific Invested Treasury Account Symbols	(6)	(13)
Total Fund Balance with Treasury	**$ 108,971**	**$ 105,095**

The Disaster Relief Fund (DRF) is an appropriation against which FEMA can direct, coordinate, manage, and fund eligible response and recovery efforts associated with domestic major disasters and emergencies that overwhelm State resources pursuant to the Robert T. Stafford Disaster Relief and Emergency Assistance Act. The DRF represents approximately 65% of the unobligated balances available and 49% of the total fund balance with treasury at September 30, 2019 and 65% of the unobligated balances available and 51% of the total fund balance with treasury at September 30, 2018.

Portions of the Unobligated Balances Available, Unavailable, and Obligated Balance Not Yet Disbursed contain CBP's user fees restricted by law in its use to offset costs incurred by CBP. The Unobligated Balances Available also includes transfers in from the Spectrum Relocation Fund (47 USC 928) that will be available for obligation at a future date.

Portions of the Unobligated Balance Unavailable include amounts appropriated in prior fiscal years that are not available to fund new obligations, including expired funds. However, the amounts can be used for upward and downward adjustments for existing obligations in future years. The Obligated Balance Not Yet Disbursed represents amounts designated for payment

of goods and services ordered but not received or goods and services received but for which payment has not yet been made.

Since the following line items do not post to Fund Balance with Treasury and budgetary status accounts simultaneously, certain adjustments are required to reconcile the budgetary status to non-budgetary Fund Balance with Treasury as reported in the accompanying Balance Sheets:

- Receipt, clearing, and deposit funds represent amounts on deposit with Treasury that have no budget status at September 30, 2019 and 2018.
- Borrowing authority, to the extent of existing obligations, is in budgetary status for use by FEMA for NFIP purposes and CDLs, and transfers have been made to the Fund Balance with Treasury account for these purposes. For additional information, see Note 23, Available Borrowing Authority.
- Budgetary resources have investments included; however, the money has been moved from the Fund Balance with Treasury asset account to Investments.
- Receivable transfers of currently invested balances increase the budget authority at the time the transfer is realized; however, obligations may be incurred before the actual transfer of funds.
- Imprest funds represent funds moved from Fund Balance with Treasury to Cash and Other Monetary Assets with no change in the budgetary status.
- For authority unavailable for obligations, authorizing statute may specify that obligations are not available until a specified time in the future or until specific legal requirements are met.
- Offsetting collections previously or temporarily precluded from obligation are offsetting collections that become unavailable for obligation until specific legal requirements are met.
- Sport Fish Restoration Boating Trust Fund (SFRBTF) and Oil Spill Liability Trust Fund (OSLTF) are Treasury-managed funds. These funds receive revenue transferred from custodial activities of the Treasury, which are deposited in a Treasury account. For more information, see Note 22, Funds from Dedicated Collections.
- Temporary reduction of budget authority includes new budget authority or prior-year balance that have been temporarily reduced by statute in special and nonrevolving trust funds associated with receipt accounts designated by the Treasury as available.
- Temporary reduction of specific invested Treasury account symbols includes reductions of amounts appropriated from specific invested Treasury account symbols in the current year due to OMB sequestered amounts.

4. Cash and Other Monetary Assets

Cash and Other Monetary Assets at September 30 consisted of the following (in millions):

	2019	2018
Total Cash and Other Monetary Assets	$ 67	$ 78

DHS cash includes cash held by others, imprest funds, undeposited collections, and the net balances maintained by insurance companies for flood insurance activity. Restricted non-entity cash and other monetary assets were $9 million and $6 million at September 30, 2019 and 2018, respectively (see Note 2).

5. Investments, Net

Investments at September 30, 2019, consisted of the following (in millions):

Type of Investment:	Amortization Method	Cost	Amortized (Premium) Discount	Interest Receivable	Investments, Net	Market Value Disclosure
Intragovernmental Securities:						
OSLTF	Effective interest method	$ 6,855	$ (34)	$ 15	$ 6,836	N/A
SFRBTF	Effective interest method	1,997	3	11	2,011	N/A
General Gift Fund	Effective interest method	1	-	-	1	N/A
Total Nonmarketable, Par Value		8,853	(31)	26	8,848	N/A
National Flood Insurance Reserve Fund	Effective interest method	1,526	(23)	1	1,504	1,515
Gifts and Donations Fund	Effective interest method	-	-	-	-	-
Total Nonmarketable, Market-Based		1,526	(23)	1	1,504	1,515
Total Investments, Net		**$ 10,379**	**$ (54)**	**$ 27**	**$ 10,352**	

Investments at September 30, 2018, consisted of the following (in millions):

Type of Investment:	Amortization Method	Cost	Amortized (Premium) Discount	Interest Receivable	Investments, Net	Market Value Disclosure
Intragovernmental Securities:						
OSLTF	Effective interest method	$ 6,557	$ (37)	$ 18	$ 6,538	N/A
SFRBTF	Effective interest method	1,946	(4)	7	1,949	N/A
General Gift Fund	Effective interest method	1	-	-	1	N/A
Total Nonmarketable, Par Value		8,504	(41)	25	8,488	N/A
National Flood Insurance Reserve Fund	Effective interest method	733	(11)	4	726	720
Gifts and Donations Fund	Effective interest method	2	-	-	2	-
Total Nonmarketable, Market-Based		735	(11)	4	728	720
Total Investments, Net		**$ 9,239**	**$ (52)**	**$ 29**	**$ 9,216**	

The Federal Government does not set aside assets to pay future benefits or other expenditures associated with funds from dedicated collections: OSLTF, SFRBTF and General Gift Fund at USCG, and National Flood Insurance Reserve Fund and Gifts and Donations Fund at FEMA. The cash receipts collected from the public for a fund from dedicated collections are deposited in the Treasury, which uses the cash for general Federal Government purposes. Treasury securities are issued to the USCG and FEMA as evidence of its receipts. Treasury securities associated with funds from dedicated collections are an asset to the USCG and FEMA, respectively, and a liability to the Treasury.

The Gifts and Donations Fund at FEMA was established to help provide for disaster-related needs that have not or will not be met by governmental agencies or any other organization. Cora C. Brown of Kansas City, Missouri died in 1977, leaving a portion of her estate to the United States to be used as a special fund solely for the relief of human suffering caused by natural disasters.

Treasury securities provide the USCG and FEMA with authority to draw upon the Treasury to make future benefit payments or other expenditures. When the FDC redeems its Treasury securities to make expenditures, the U.S. Treasury will finance those expenditures in the same manner that it finances all other expenditures. For additional information, see Note 22, Funds from Dedicated Collections.

6. Accounts Receivable, Net

Accounts Receivable, Net, at September 30 consisted of the following (in millions):

	2019	2018
Intragovernmental	$ 342	$ 382
With the Public:		
Accounts Receivable	2,240	2,277
Allowance for Doubtful Accounts	(119)	(74)
Total with the Public	2,121	2,203
Accounts Receivable, Net	**$ 2,463**	**$ 2,585**

As of September 30, 2019, and 2018, total restricted non-entity accounts receivable were $17 million and $54 million, respectively (see Note 2). Interest is accrued on uncollectible accounts receivable until the interest payment requirement is officially waived by the entity or the related debt is written off.

Accounts receivable, net include amounts related to criminal restitution owed to the government. In FY 2019, included in accounts receivable is $24 million of gross receivables related to criminal restitution orders, of which $1 million is determined to be collectible. CBP also has criminal restitution orders most of which are related to, and reported as part of, taxes and duties receivable due to their custodial nature (See Note 7. Taxes, Duties, and Trade Receivable, Net). Gross receivables and net collectible amounts related to CBP's criminal restitution orders are $193 million and $16 million, respectively.

In FY 2018, this balance included $24 million of gross receivable related to criminal restitution orders, of which $1 million was determined to be collectible. Gross receivables and net collectible amounts related to CBP's criminal restitution orders were $151 million and $18 million, respectively.

7. Taxes, Duties, and Trade Receivables, Net

Taxes, Duties, and Trade Receivables consisted of the following (in millions):

As of September 30, 2019:	**Gross Receivables**	**Allowance**	**Total Net Receivables**
Duties	$ 7,124	$ (178)	$ 6,946
Excise Taxes	255	(10)	245
User Fees	95	(2)	93
Fines/Penalties	674	(526)	148
Antidumping and Countervailing Duties	3,071	(2,774)	297
Interest Receivable	1,538	(1,535)	3
Total Taxes, Duties, and Trade Receivables, Net	**$ 12,757**	**$ (5,025)**	**$ 7,732**

As of September 30, 2018:	Gross Receivables	Allowance	Total Net Receivables
Duties	$ 4,320	$ (166)	$ 4,154
Excise Taxes	212	(11)	201
User Fees	90	(1)	89
Fines/Penalties	519	(415)	104
Antidumping and Countervailing Duties	2,843	(2,624)	219
Interest Receivable	1,368	(1,367)	1
Total Taxes, Duties, and Trade Receivables, Net	**$ 9,352**	**$ (4,584)**	**$ 4,768**

CBP assesses duties, taxes, and fees on goods and merchandise brought into the United States from foreign countries. Antidumping duties are assessed when it is determined that a class or kind of foreign merchandise is being released into the U.S. economy at less than its fair value to the detriment of a U.S. industry. Countervailing duties are collected when it is determined that a foreign government is providing a subsidy to its local industries to manufacture, produce, or export a class or kind of merchandise for import into the U.S. commerce to the detriment of a U.S. industry.

When a violation of import/export law is discovered, a fine or penalty may be imposed. CBP assesses a liquidated damage or penalty for these cases to the maximum extent of the law. After receiving the notice of assessment, the importer, surety or other party has 60 days to either file a petition requesting a review of the assessment or pay the assessed amount. Once a petition is received, CBP investigates the circumstances as required by its mitigation guidelines and directives. Until this process has been completed, the Department records an allowance, net of interest, on fines and penalties, based on historical experience of fines and penalties mitigation and collection. The allowance was approximately 78 percent and 80 percent at September 30, 2019 and 2018. Duties and taxes receivables are non-entity assets for which there is an offsetting liability due to the general fund (see Note 18).

CBP assesses interest when taxes, duties, and trade receivables remain unpaid after the original due date. The interest is calculated using the rate published on the CBP website and in the Federal Register quarterly. Interest accruals are calculated using the same methodology as the underlying receivable accrual and include an allowance for amounts deemed potentially uncollectible.

8. Direct Loans, Net

The Department's loan program consists of CDLs administered by FEMA. CDLs may be authorized to local governments that have suffered a substantial loss of tax and other revenue as a result of a major disaster and have demonstrated a need for federal financial assistance in order to perform their municipal operating functions.

On an annual basis, using the Treasury five-year curve rate, a subsidy estimate is calculated to determine the subsidy rate to be used in order to cover the subsidized portion of future disbursements. The subsidy estimate calculation is based on the re-payment period extended through an initial five-year term plus the five-year extension, the historical average cancellation rate, and the Moody's default rating for municipalities.

The subsidy estimate is revised on an annual basis, also known as a re-estimate, which updates for actual performance and/or estimated changes in future cash flows of the cohort. Legislation also plays a significant role in the subsidy cost of a cohort. New legislation that alters the baseline cash flow estimate for a loan or group of loans always results in a modification. A modification means a government action that may change the cost by altering the terms of the existing contract and changes the estimated cost of an outstanding direct loan.

The CDLs are established at the current Treasury rate for a term of five years. A CDL has a maximum amount of $5 million. The CDL amount cannot exceed 25 percent of the annual operating budget of the local government for the fiscal year in which the major disaster occurred, unless the loss of tax and other revenue for the local government is at least 75 percent of the annual operating budget. In this case, the CDL amount cannot exceed 50 percent of the annual operating budget. These CDLs can be cancelled by FEMA upon request from local government, if the local government meets the eligibility requirements in 44 CFR section 206.366, *Emergency and Management Assistance, Loan Cancellation*.

The exception is the special CDL for Hurricanes Katrina and Rita, where the interest rate on the loan is less than the Treasury rate, and the amount of the loan cannot exceed 50 percent of the annual operating budget of the local government for the fiscal year in which the major disaster occurred. In addition, special CDLs may exceed $5 million and may be cancelled in accordance with the following Stafford Act amendments: the Community Disaster Loan Act of 2005 (Pub. L. 109-88), the U.S. Troop Readiness, Veteran's Care, Katrina Recovery, and Iraq Accountability Appropriations Act (Pub. L. 110-28), the Emergency Supplemental Appropriations Act for Defense, the Global War on Terror, and Hurricane Recovery, 2006 (Pub. L. 109-234), and 44 CFR, *Emergency and Management Assistance*.

The Consolidated and Furthering Appropriations Act, 2013 (Pub. L. 113-6) loosened the restrictions used in calculating the operating deficit for special CDLs to determine if a local government qualifies for additional cancellations. In addition, the law allows FEMA to reimburse those local governments who have repaid all, or a portion of, their loans, and who have received additional cancellations. Analysis and execution of cancellations and refunds were complete as of April 30, 2015. All remaining loans not cancelled shall be repaid no later than September 30, 2035 as stated in P.L. 113-6.

In FY 2018, Congress passed the Additional Supplemental Appropriations for Disaster Relief Requirements Act, 2017 (P.L. 115-72) which provided $4.9 billion to DADLP for local governments affected by Hurricanes Harvey, Irma, and Maria. Of the $4.9 billion, 1.5% may be used for Section 417 administrative expenses, $150 million for Section 319 Advance of Non-Federal Share subsidy, $1 million for Section 319 administrative expenses, and the remainder for Section 417 subsidy. P.L. 115-72 specifies that a territory or possession, and instrumentalities and local governments thereof, of the United States shall be deemed a local government. Loan sizing may be based on projected loss of tax and other revenues and on projected cash outlays not previously budgeted for a period not to exceed 180 days from date of disaster, may exceed $5 million cap, and local governments may receive more than one loan. Language also specifies that loans may be cancelled in whole or in part at the discretion of Secretary of Homeland Security and Secretary of the Treasury.

Additionally, Congress passed the Bipartisan Budget Act of 2018 (P.L. 115-123) which provided another $150 million to the DADLP for Section 319 Advance of Non-Federal Share subsidy, of which $1 million may be used Section 319 administrative expenses. P.L. 115-123 also amended the 180 days provision in P.L. 115-72 and inserted 365 days.

A. Summary of Direct Loans to Non-Federal Borrowers at September 30 (in millions):

	2019	2018
	Loans Receivable, Net	Loans Receivable, Net
Community Disaster Loans	$ 73	$ 72

An analysis of loans receivable and the nature and amounts of the subsidy and administrative costs associated with the direct loans is provided in the following sections.

B. Direct Loans Obligated (in millions):

Community Disaster Loans	Loans Receivable, Gross	Interest Receivable	Allowance for Subsidy Cost (Present Value)	Value of Assets Related to Direct Loans
2019	$ 562	$ 13	$ (502)	$ 73
2018	$ 410	$ 9	$ (347)	$ 72

C. Total Amount of Direct Loans Disbursed (in millions):

	2019	2018
Community Disaster Loans	$ 161	$ 345

D. Subsidy Expense for Direct Loans by Program and Component (in millions):

Subsidy Expense for New Direct Loans Disbursed as of September 30:

Community Disaster Loans	Interest Differential	Other	Total
2019	$ 6	$ 153	$ 159
2018	$ 13	$ 328	$ 341

The Other line represents increased disbursement activity associated with P.L.115-72 which provided FEMA authority to lend to those areas affected by Hurricanes Harvey, Irma, and Maria as discussed above.

Direct Loan Modifications and Re-estimates:

Community Disaster Loans	Total Modifications	Interest Rate Re-estimates	Technical Re-estimates	Total Re-estimates
2019	$ -	$ -	$ (2)	$ (2)
2018	$ -	$ -	$ (42)	$ (42)

The Technical Re-estimates line represents the increased downward re-estimate resulting from the 2013 loans cohort as the 5 years window for drawdowns expired at September 30, 2018. Overall, 35 percent of 2013 cohort loans opted not to drawdown on their loans.

Total Direct Loan Subsidy Expense

	2019	2018
Community Disaster Loans	$ 157	$ 299

E. Direct Loan Subsidy Rates at September 30 (in millions):

The direct loan subsidy rates, by program, are as follows:

	2019	2018
	Community Disaster Loans	Community Disaster Loans
Interest Subsidy Cost	2.96%	2.32%
Default Costs	0.13%	0.16%
Other	87.63%	87.85%
Total	90.72%	90.33%

The subsidy rates disclosed pertain only to the current year's cohorts. These rates cannot be applied to the direct loans disbursed during the current reporting year to yield the subsidy expense. The subsidy expense for new loans reported in the current year could result from disbursements of loans from both current year cohorts and prior year(s) cohorts. The subsidy expense reported in the current year also includes modifications and re-estimates.

Default costs include the projected default amounts based on Moody's default curve for years 6 to 10.

The Other line represents the subsidy rates for direct loans that are partially cancelled or cancelled in full if specified conditions are met. Historically, a high percentage of the borrowers have met the conditions for cancellation, thus resulting in a high direct loan subsidy rate.

F. Schedule for Reconciling Subsidy Cost Allowance Balances at September 30 (in millions):

	2019	2018
Beginning balance of the subsidy cost allowance	$ 347	$ 91
Add subsidy expense for direct loans disbursed during the reporting years by Component:		
Interest rate differential costs	6	13
Other subsidy costs	153	328
Adjustments:		
Loans written off	(13)	(48)
Subsidy allowance amortization	11	5
Ending balance of the subsidy cost allowance before re-estimates	504	389
Add subsidy re-estimate by Component		
Technical/default re-estimate	(2)	(42)
Ending balance of the subsidy cost allowance	**$ 502**	**$ 347**

G. Administrative Expenses at September 30 (in millions):

	2019	2018
Community Disaster Loans	**$ 2**	**$ 5**

9. Inventory and Related Property, Net

Inventory and Related Property, Net at September 30 consisted of the following (in millions):

	2019	2018
OM&S		
Items Held for Use	$ 1,468	$ 1,407
Items Held for Future Use	59	54
Items Held for Repair	1,021	930
Less: Allowance for Losses	(404)	(366)
Total OM&S, Net	2,144	2,025
Inventory		
Inventory Purchased for Resale	37	42
Less: Allowance for Losses	(8)	(7)
Total Inventory, Net	29	35
Stockpile Materials Held in Reserve	122	121
Total Inventory and Related Property, Net	**$ 2,295**	**$ 2,181**

10. Seized and Forfeited Property

Prohibited seized property item counts as of September 30 and seizure and forfeiture activity for FY 2019 and 2018 are as follows:

For the fiscal year Ended September 30, 2019:

Seized Property:	**Beginning Balance**	**New Seizures**	**Remissions and Adjustments**	**New Forfeitures**	**Ending Balance**
Illegal Drugs (in kilograms):					
Marijuana	-	272,024	50	(272,074)	-
Cocaine	-	121,590	(77)	(121,513)	-
Heroin	-	3,656	3	(3,659)	-
Methamphetamine	-	39,027	12	(39,039)	-
Khat	-	16,919	-	(16,919)	-
Synthetic Marijuana	-	526	(1)	(525)	-
Fentanyl	-	1,555	44	(1,599)	-
Other Drugs	1,918	55,300	2,495	(57,792)	1,921
Firearms and Explosives (in number of case line items)	1,549	5,078	(3,045)	(1,293)	2,289
Counterfeit Currency (US/Foreign, in number of items)	4,612,397	7,402,533	(8,646,587)	-	3,368,343
Counterfeit Goods (in number of case line items)	37,102	69,549	(8,882)	(57,649)	40,120

Forfeited Property:	**Beginning Balance**	**New Forfeitures**	**Transfers and Adjustments**	**Destroyed**	**Ending Balance**
Illegal Drugs (in kilograms):					
Marijuana	97,746	272,074	(123,725)	(155,472)	90,623
Cocaine	40,098	121,513	(71,501)	(32,236)	57,874
Heroin	4,842	3,659	(818)	(2,231)	5,452
Methamphetamine	37,239	39,039	(1,943)	(24,743)	49,592
Khat	824	16,919	(2,622)	(13,358)	1,763
Synthetic Marijuana	5,441	525	(3,199)	(1,304)	1,463
Fentanyl	1,876	1,599	(45)	(860)	2,570
Other Drugs	13,735	57,792	(17,977)	(17,799)	35,751
Firearms and Explosives (in number of case line items)	1,327	1,293	(1,392)	(1)	1,227
Counterfeit Goods (in number of case line items)	21,112	57,649	229	(58,265)	20,725

For the fiscal year Ended September 30, 2018:

Seized Property:	**Beginning Balance**	**New Seizures**	**Remissions and Adjustments**	**New Forfeitures**	**Ending Balance**
Illegal Drugs (in kilograms):					
Marijuana	348	390,041	55	(390,444)	-
Cocaine	611	86,432	(20)	(87,023)	-
Heroin	23	3,392	(9)	(3,406)	-
Methamphetamine	239	36,762	(179)	(36,822)	-
Khat	-	27,493	-	(27,493)	-
Synthetic Marijuana	10	5,065	(6)	(5,069)	-
Fentanyl	39	1,536	69	(1,644)	-
Other Drugs	2,538	36,399	(3,753)	(33,266)	1,918
Firearms and Explosives (in number of case line items)	1,123	1,677	(238)	(1,013)	1,549
Counterfeit Currency (US/Foreign, in number of items)	4,380,627	3,746,699	(3,514,929)	-	4,612,397
Counterfeit Goods (in number of case line items)	30,129	72,806	(5,016)	(60,817)	37,102

Forfeited Property:	**Beginning Balance**	**New Forfeitures**	**Transfers and Adjustments**	**Destroyed**	**Ending Balance**
Illegal Drugs (in kilograms):					
Marijuana	89,034	390,444	(213,095)	(168,637)	97,746
Cocaine	33,868	87,023	(50,673)	(30,120)	40,098
Heroin	3,423	3,406	(355)	(1,632)	4,842
Methamphetamine	26,163	36,822	(7,653)	(18,093)	37,239
Khat	2,256	27,493	(992)	(27,933)	824
Synthetic Marijuana	13,975	5,069	(6,407)	(7,196)	5,441
Fentanyl	870	1,644	7	(645)	1,876
Other Drugs	5,821	33,266	(16,060)	(9,292)	13,735
Firearms and Explosives (in number of case line items)	1,240	1,013	(925)	(1)	1,327
Counterfeit Goods (in number of case line items)	26,147	60,817	960	(66,812)	21,112

This schedule is presented for prohibited (non-valued) seized and forfeited property. These items are retained and ultimately destroyed by CBP and USSS and are not transferred to the Treasury's forfeiture fund or other federal agencies.

Illegal drugs consist of tested and verified controlled substances as defined per the Controlled Substances Act. Illegal drugs are presented in kilograms, and a portion of the weight includes packaging, which often cannot be reasonably separated from the weight of the drugs since the packaging must be maintained for evidentiary purposes. Schedule I and II drugs are presented as summarily forfeited[5]. Other drugs include insignificant amounts of controlled substances that do not warrant being isolated to an individual category.

The ending balance for firearms includes only those seized items that can actually be used as firearms. Firearms are presented in number of case line items, which represent different types of firearms seized as part of a case. Counterfeit goods include clothing, footwear, jewelry, electronic equipment, movies, media, identification documents, and other items. Counterfeit goods are presented in number of case line items. USCG and ICE also seize and take temporary possession of small boats, equipment, general property, firearms, contraband, and illegal drugs. CBP maintains the seized property on behalf of USCG and ICE, and transfers nonprohibited seized property to the Treasury forfeiture fund.

Remissions occur when CBP returns property back to the violator. Adjustments are caused by changes during the year to the beginning balances due to changes in legal status or property types. For example, a case considered forfeited could be re-opened and changed to seized status or a drug property type may change on a case. Transfers occur when CBP conveys property to other federal, state, and local law enforcement agencies for prosecution, destruction, or donation.

USSS counterfeit currency includes notes received from external sources or seized during investigations. Counterfeit currency is presented in number of notes, and represents notes maintained in USSS, including items that are pending destruction. All items are maintained in a secured location until the items reach their eligible destruction date. Counterfeit currency ending balances decrease when notes are destroyed, or when a counterfeit note is reclassified as an educational note.

[5] Summarily forfeited refers to when a drug is seized and processed, it is immediately forfeited to the government not requiring further administrative or judicial action.

11. General Property, Plant, and Equipment, Net

General PP&E consisted of the following (in millions):

As of September 30, 2019:	**Useful Life**	**Cost**	**Accumulated Depreciation/ Amortization**	**Total Net Book Value**
Land and Land Rights	N/A	$ 305	N/A	$ 305
Improvements to Land	2-50 yrs	2,379	1,123	1,256
Construction in Progress	N/A	4,512	N/A	4,512
Buildings, Other Structures and Facilities	10-50 yrs	8,797	4,652	4,145
Equipment:				
Information Technology Equipment	5 yrs	1,063	816	247
Aircraft	20 yrs	6,451	3,301	3,150
Vessels	5-30 yrs	10,894	4,464	6,430
Vehicles	5-15 yrs	1,105	872	233
Other Equipment	5-15 yrs	7,193	5,002	2,191
Assets Under Capital Lease	2-20 yrs	69	57	12
Leasehold Improvements	2-50 yrs	2,579	1,714	865
Internal Use Software	2-13 yrs	4,702	3,719	983
Internal Use Software - in Development	N/A	344	N/A	344
Total General Property, Plant, and Equipment, Net		**$ 50,393**	**$ 25,720**	**$ 24,673**

As of September 30, 2018:	Useful Life	Cost	Accumulated Depreciation/ Amortization	Total Net Book Value
Land and Land Rights	N/A	$ 306	N/A	$ 306
Improvements to Land	2-50 yrs	2,368	1,069	1,299
Construction in Progress	N/A	3,697	N/A	3,697
Buildings, Other Structures and Facilities	10-50 yrs	8,646	4,395	4,251
Equipment:				
Information Technology Equipment	5 yrs	1,048	779	269
Aircraft	20 yrs	6,123	3,124	2,999
Vessels	5-30 yrs	9,834	4,111	5,723
Vehicles	5-15 yrs	1,051	856	195
Other Equipment	5-15 yrs	7,421	5,223	2,198
Assets Under Capital Lease	2-20 yrs	69	53	16
Leasehold Improvements	2-50 yrs	2,372	1,495	877
Internal Use Software	2-13 yrs	4,629	3,641	988
Internal Use Software - in Development	N/A	328	N/A	328
Total General Property, Plant, and Equipment, Net		**$ 47,892**	**$ 24,746**	**$ 23,146**

12. Stewardship Property, Plant, and Equipment

DHS's Stewardship PP&E is comprised of items held by DHS. These heritage assets are in the United States and the Commonwealth of Puerto Rico. Collection-type heritage assets are presented in either number of collections or number of individual items, while non-collection-type and multi-use heritage assets are presented in number of individual units. Heritage assets as of September 30 consisted of the following:

2019	Beginning Balance	Additions	Withdrawals	Total
Collection-type Assets				
USCG	9	-	-	9
CBP	2	-	-	2
USCIS	5	-	-	5
TSA	11	-	(1)	10
MGMT	-	1	-	1
S&T	1	-	-	1
USSS	2	-	-	2
Non-Collection-type Assets				
USCG	71	-	(2)	69
S&T	1	-	-	1
FLETC	1	-	-	1
Multi-use Heritage Assets				
USCG	101	-	(5)	96
CBP	4	-	-	4
FEMA	1	-	-	1
ICE	1	-	-	1
Total Stewardship PP&E	**210**	**1**	**(8)**	**203**

2018	Beginning Balance	Additions	Withdrawals	Total
Collection-type Assets				
USCG	9	-	-	9
CBP	2	-	-	2
USCIS	5	-	-	5
TSA	11	-	-	11
S&T	1	-	-	1
USSS	2	-	-	2
Non-Collection-type Assets				
USCG	71	-	-	71
S&T	1	-	-	1
FLETC	1	-	-	1
Multi-use Heritage Assets				
USCG	105	-	(4)	101
CBP	4	-	-	4
FEMA	1	-	-	1
ICE	1	-	-	1
Total Stewardship PP&E	**214**	**-**	**(4)**	**210**

The Department's Stewardship PP&E consists of documents, historical artifacts, immigration and naturalization files, artwork, buildings, and structures, which are unique due to historical, cultural, artistic, or architectural significance, and are used to preserve and provide an education on the Department's history and tradition. Generally, these heritage assets are not included in general PP&E presented on the Balance Sheet. Components define collection-type assets as either individual items, or an aggregate of items grouped by location or category, depending on mission, types of assets, materiality considerations, and how the Component manages the assets. Additions are derived from many sources, including gifts from current or former personnel or the general public, bequests, and transfers from other federal agencies. As assessments are made of heritage assets, individual items are withdrawn from a collection when they have deteriorated through damage due to moving and transportation, storage or display, or environmental degradation. Individual items are also withdrawn when curatorial staff determines that an artifact does not meet the needs of the collection, or the characteristics of a heritage asset.

Collection-type Heritage Assets. The Department classifies items maintained for exhibition or display as collection-type heritage assets. As the lead agency ensuring a safe, secure, and resilient homeland, the Department uses this property for the purpose of educating individuals about its history, mission, values, and culture.

USCG collection-type heritage assets are defined by groups of items categorized as artifacts, artwork, and display models, located at USCG Headquarters, the USCG Academy, and all other locations, such as field units. Each collection of the three types of assets located at the three aforementioned locations is considered one collection-type asset. Artifacts include ships' equipment (sextants, bells, binnacles, etc.), decommissioned aids-to-navigation and communication equipment (buoy bells, lighthouse lenses, lanterns, etc.), personal-use items (uniforms and related accessories), and ordnance (cannons, rifles, and Lyle guns). Artwork consists of the USCG's collection of World War II combat art, as well as modern art depicting both historical and modern USCG activities. Display models are mostly of USCG vessels and aircraft. These are often builders' models acquired by the USCG as part of the contracts with the ship or aircraft builders.

CBP collection-type heritage assets are categorized and grouped into two collections: documents, and artifacts. Documents consist of dated port records, CBP regulations, and ledgers of Collectors of Customs. Artifacts include antique scales, dated pictures of Customs inspectors, aged tools used to sample imported commodities such as wood bales and bulk grain, and dated Customs uniforms, badges, and stamps.

USCIS collection-type heritage assets consist of an archive of five collections of different types of immigration and naturalization files that can be used to trace family lineages. USCIS has established the USCIS Genealogy Program to allow the public access to the records on a fee-for-service basis. Archived records available through the USCIS Genealogy Program include naturalization certificate files, alien registration forms, visa files, registry files, as well as alien files numbered below eight million and documents dated prior to May 1951.

MGMT has one collection-type heritage asset, the World Trade Center Façade, which was received from TSA. It is kept at the DHS Headquarters Gallery at St. Elizabeths to educate visitors why TSA was established.

TSA collection-type heritage assets include five architectural or building artifacts, and five aviation security technology items. The architectural or building artifacts include a collection of concrete pieces that belonged to the western wall of the Pentagon, a collection of subway rails

from the Port Authority Trans-Hudson subway station located below the World Trade Center, and three individual artifacts related to both the steel structure and facade of the World Trade Center Towers that were destroyed by the terrorist attacks of September 11, 2001. The five aviation security technology items include two walk-through metal detectors, two X-ray machines, and an explosives trace detection portal machine. These items are preserved as aviation security technology equipment that was used to screen the individuals who carried out the September 11, 2001 terrorist attacks. As the lead agency protecting the Nation's transportation systems to ensure freedom of movement for people and commerce, TSA uses this property for the purpose of educating individuals about its history, mission, values, and culture.

S&T maintains one collection-type heritage asset—the fourth-order Fresnel lens from the historic Plum Island lighthouse. The lens was an integral part of the Plum Island lighthouse, which is listed in the National Register of Historic Places. The lens is on loan for display at the East End Seaport Museum in Greenport, New York.

USSS collection-type heritage assets are categorized into a collection of historical artifacts—including records, photographs, documents, and other items pertaining to the history of the USSS—and a collection of historical vehicles pertaining to the history of presidential transportation. Historical artifacts are maintained, stored, or displayed in the USSS archives and in the Secret Service Exhibit Hall. The vehicles are displayed at the James J. Rowley Training Center in Laurel, Maryland, or on loan to Presidential libraries. These items are used to educate employees and their guests about the USSS's dual missions of investigations and protection.

Non-Collection-type Heritage Assets. The Department also maintains non-collection-type heritage assets that are unique for historical or natural significance, as well cultural, educational, or artistic importance.

USCG non-collection-type heritage assets include buildings, structures, sunken vessels, and aircraft. Buildings and structures such as lighthouses and monuments are classified as non-collection-type heritage assets in accordance with SFFAS No. 29, *Heritage Assets and Stewardship Land*. Sunken vessels and aircraft are classified as non-collection-type heritage assets, as stipulated in the property clause of the U.S. Constitution, Articles 95 and 96 of the International Law of the Sea Convention, Sunken Military Craft Act, and the sovereign immunity provisions of admiralty law. Despite the passage of time or the physical condition of these assets, they remain government-owned until the Congress of the United States formally declares them abandoned. The USCG desires to retain custody of these assets to safeguard the remains of crew members lost at sea, to prevent the unauthorized handling of explosives or ordnance that may be aboard, and to preserve culturally valuable artifacts of the USCG.

S&T non-collection-type heritage assets consist of the Plum Island Lighthouse, located in the Plum Island Animal Disease Center, Orient Point, New York. The Plum Island Lighthouse is listed on the National Register of Historic Places.

FLETC non-collection-type heritage assets consist of a memorial associated with the World Trade Center located in Glynco, Georgia. The memorial integrates a piece of steel from the World Trade Center's steel structure into the overall design. The memorial is the primary site for student graduations from the FLETC, and also a venue for various special events, linking the FLETC mission and training efforts to this past tragedy.

Multi-Use Heritage Assets. When heritage assets are functioning in operational status, the Department classifies these as multi-use heritage assets in accordance with SFFAS No. 6,

Accounting for Property, Plant and Equipment. All multi-use heritage assets are reflected on the Balance Sheet as general PP&E and are depreciated over their useful life. Some examples are historic lighthouses and buildings still in use. Deferred maintenance and condition information for heritage assets and general PP&E are presented in the required supplementary information. When multi-use heritage assets are no longer needed for operational purposes, they are reclassified as heritage assets, where most are transferred to other government agencies or public entities.

The USCG possesses a wide range of multi-use heritage assets, such as buildings, structures, and lighthouses that have historical and cultural significance.

CBP has four multi-use heritage assets located in Puerto Rico, which consist of customs houses that facilitate the collection of revenue for the Department.

FEMA has one multi-use heritage asset, the National Emergency Training Center, which is used by the Emergency Management Institute and the U.S. Fire Administration's National Fire Academy for training in Emmitsburg, Maryland.

ICE has one multi-use heritage asset, a property consisting of 3.2 acres located along the southern coastline of the island of Oahu, in Honolulu, Hawaii. The ICE Honolulu Facility is a historic site included in the National Register of Historic Places.

13. Other Assets

Other Assets at September 30 consisted of the following (in millions):

	2019	2018
Intragovernmental:		
Advances and Prepayments	$ 542	$ 755
Total Intragovernmental	542	755
Public:		
Advances and Prepayments	929	788
Other Assets	2	2
Total Public	931	790
Total Other Assets	**$ 1,473**	**$ 1,545**

14. Liabilities Not Covered by Budgetary Resources

Liabilities Not Covered by Budgetary Resources at September 30 consisted of the following (in millions):

	2019	2018
Intragovernmental:		
Debt (Note 15)	$ 20,525	$ 20,525
Due to the General Fund (Note 18)	-	-
Accrued FECA Liability (Note 18)	489	370
Other	83	71
Total Intragovernmental	21,097	20,966
Public:		
Federal Employee and Veterans' Benefits:		
Actuarial FECA Liability (Note 16)	3,095	2,963
Military Service and Other Retirement Benefits (Note 16)	62,012	58,901
Environmental and Disposal Liabilities (Note 17)	622	472
Other:		
Accrued Payroll and Benefits (Note 18)	1,616	1,330
Contingent Legal Liabilities (Note 21)	423	677
Capital Lease Liability (Note 19)	18	23
Other	129	169
Total Public	67,915	64,535
Total Liabilities Not Covered by Budgetary Resources	89,012	85,501
Total Liabilities Not Requiring Budgetary Resources	7,929	5,003
Liabilities Covered by Budgetary Resources	15,968	15,386
Total Liabilities	**$ 112,909**	**$ 105,890**

The Department anticipates that the portion of the Liabilities Not Covered by Budgetary Resources listed above will be funded from future budgetary resources when required. Total Liabilities Not Requiring Budgetary Resources represents liabilities for clearing accounts, non-fiduciary deposit funds, and custodial collections, including amounts due to the general fund. The remaining liabilities are substantially covered by current budgetary resources.

15. Debt

Debt at September 30 and activity for fiscal years ended FY 2019 and 2018 consisted of the following (in millions):

Debt to the Treasury General Fund:	2019	2018
NFIP:		
Beginning Balance	$ 20,525	$ 30,425
New Borrowing	-	6,100
Interest Payable	-	-
Canceled Debt	-	(16,000)
Ending Balance	20,525	20,525
DADLP (Credit Reform):		
Beginning Balance	16	15
New Borrowing	67	5
Interest Payable	-	-
Repayments	(12)	(4)
Ending Balance	71	16
Total Debt	**$ 20,596**	**$ 20,541**

The Department's intragovernmental debt is owed to Treasury and consists of borrowings to finance FEMA's NFIP and DADLP.

NFIP loans can have up to a 10-year term. Interest rates are obtained from Treasury and range by cohort year from 1.125 percent to 2.875 percent as of September 30, 2019, and from 1.125 percent to 2.375 percent as of September 30, 2018. Interest is paid semi-annually on March 31 and September 30. The total interest paid for the year was $415 million and $368 million as of September 30, 2019 and 2018, respectively. Interest is accrued based on the loan balances reported. Principal repayments are permitted any time during the term of the loan. At maturity, a loan may be repaid or refinanced. The loan and interest payments are financed by the flood premiums from policyholders. Given the current rate structure, FEMA will not be able to pay its debt from the premium revenue alone; therefore, FEMA does not anticipate repaying the debt. As a result of Hurricanes Harvey, Irma, and Maria, Congress enacted the Additional Supplemental Appropriations for Disaster Relief Requirements Act on October 26, 2017 (P. L. 115-72). The Act provides FEMA's Disaster Relief Fund with an additional $13,760 million for response and recovery activity, and $4,900 million to DADLP for direct loans to assist local governments in providing essential services. The Act also provided debt relief and additional borrowing authority for the NFIP by cancelling $16,000 million of the NFIP's debt to Treasury in FY 2018.

In accordance with the requirements established by the Biggert-Waters Flood Insurance Reform Act of 2012, FEMA reports on the status of the debt; interest paid since 2005, and principal repayments to OMB and Congress on a quarterly basis. These requirements established a quarterly reporting requirement for the Reserve Ratio Requirement. There is a separate report for debt, interest, and principal repayments, where reports are due on a semi-annual basis.

Under Credit Reform, the unsubsidized portion of direct loans is borrowed from Treasury. The repayment terms of FEMA's borrowing are based on the life of each cohort of direct loans. Proceeds from collections of principal and interest from the borrowers are used to repay Treasury. In addition, an annual re-estimate is performed to determine any change from the original subsidy rate. If an upward re-estimate is determined to be necessary, these funds are available through permanent indefinite authority, which is to be approved by OMB. Once these funds are appropriated, the original borrowings are repaid to Treasury. The weighted average interest rates for FY 2019 and FY 2018 were 2.33 percent and 3.22 percent, respectively.

16. Federal Employee and Veterans' Benefits

Accrued liability for military service and other retirement and employment benefits at September 30 consisted of the following (in millions):

	2019	2018
USCG Military Retirement and Healthcare Benefits	$ 57,445	$ 53,998
USSS Uniformed Division and Special Agent Pension	4,567	4,903
Actuarial FECA Liability	3,095	2,963
Total Federal Employee and Veterans' Benefits	**$ 65,107**	**$ 61,864**

A. Reconciliation of Beginning and Ending Liability Balances for Pensions, and ORB

The reconciliation of beginning and ending liability balances for pensions, and ORB for the year ended September 30 consisted of the following (in millions):

For the Year Ended September 30, 2019:	**USCG Military Retirement System**	**USCG Military Health System**	**USSS Uniformed Division and Special Agent Pension**	**Total**
Beginning Liability Balance:	$ 47,527	$ 6,471	$ 4,903	$ 58,901
Expenses:				
Normal Cost	1,410	277	-	1,687
Interest on the Liability Balance	1,750	222	119	2,091
Actuarial Losses/(Gains):				
From Experience	209	35	23	267
From Assumption Changes	1,450	(176)	(350)	924
Other	-	-	132	132
Total Expense	4,819	358	(76)	5,101
Less Amounts Paid	1,476	254	260	1,990
Ending Liability Balance	**$ 50,870**	**$ 6,575**	**$ 4,567**	**$ 62,012**

For the Year Ended September 30, 2018:	USCG Military Retirement System	USCG Military Health System	USSS Uniformed Division and Special Agent Pension	Total
Beginning Liability Balance:	$ 44,583	$ 6,158	$ 5,092	$ 55,833
Expenses:				
Normal Cost	1,284	278	-	1,562
Interest on the Liability Balance	1,699	229	123	2,051
Actuarial Losses/(Gains):				
From Experience	68	38	11	117
From Assumption Changes	1,205	8	(70)	1,143
Total Expense	105	-	-	105
	4,361	553	64	4,978
Less Amounts Paid	1,417	240	253	1,910
Ending Liability Balance	**$ 47,527**	**$ 6,471**	**$ 4,903**	**$ 58,901**

USCG Military Retirement System and Military Health System. The USCG's military service members (both current active component and reserve component) participate in the MRS. The USCG receives an annual "Retired Pay" appropriation to fund MRS benefits. The retirement system allows voluntary retirement with retired pay and benefits for active component members upon credit of at least 20 years of active service at any age. Reserve component members may retire after 20 years of creditable service with retired pay and health benefits beginning at age 60. Reserve component members may qualify for retired pay at an earlier age (but not earlier than age 50) if they perform certain active service after January 28, 2008.

The USCG's MHS is a post-retirement medical benefit plan that covers all active component and reserve component members of the USCG. The accrued MHS liability is for the healthcare of non-Medicare eligible retirees and beneficiaries. Effective October 1, 2002, the USCG transferred its liability for the healthcare of Medicare eligible retirees/beneficiaries to the DOD MERHCF, which was established to finance the healthcare benefits for the Medicare-eligible beneficiaries of all DOD and non-DOD uniformed services.

The actuarial accrued liability represents both retired pay for retirees, and healthcare benefits for non-Medicare eligible retirees/survivors. The present value of future benefits is the actuarial present value of the future payments that are expected to be paid under the retirement plan's provisions. Credited service is the years of service from active duty base date (or constructive date in the case of active duty reservists) to date of retirement measured in years and completed months. The actuarial accrued liability is the portion of the present value of the future benefits expected to be paid that is attributed to past service (service by participants rendered prior to the date of determination). USCG plan participants may retire after 20 years of active service at any age with annual benefits equal to 2.5 percent of retired base pay for each year of creditable active service under the legacy retirement program; the formula is 2.0 percent for those covered under BRS. The retired pay base depends upon the date of initial entry into military service (DIEMS). For DIEMS of September 8, 1980, or later, the retired pay base would be the mean of the highest 36 months of basic pay earned (or would have earned if on active duty). For DIEMS of September 7, 1980, or earlier, the retired pay

base would be the basic pay rate in effect on the first day of retirement (if a commissioned officer or an enlisted member) or the basic pay rate in effect on the last day of active duty before retirement (if a warrant officer). Personnel who became members after August 1, 1986, may elect to receive a $30,000 career status bonus after 15 years of service in return for reductions in retired pay. The career status bonus election cannot be made after December 31, 2017.

If a USCG member is disabled, the member is entitled to disability benefits, provided (1) the disability is at least 30 percent under a Department of Veterans Affairs (VA) Schedule of Rating Disability and (2) the disability results from injuries or illnesses incurred in the line of duty. Disability retired pay is equal to the basic pay (as of the separation date) multiplied by the larger of the VA disability rating or 2.5 percent times the years of creditable service (2.0 percent for members covered under the BRS.

In FY 2019, several changes were made to the USCG actuarial assumptions. The major changes include (1) decrease of the current discount rate from 3.65% to 3.51% resulting in a liability increase of $1.22 billion, (2) lower assumed cost of living adjustments, decreasing the liability by $305 million and (3) a change in BRS opt-in assumption: this resulted in a switch to actual opt-in data that increased the obligation by $319.2 million.

The significant actuarial assumptions used to compute the accrued pension and healthcare liability at September 30, 2019, are as follows:

1. For active duty members and reserves, USCG uses the MP-2016 Mortality Improvement Scale developed by the Society of Actuaries. For military retirees and annuitants, USCG uses the DOD Mortality Improvement tables. Disability, withdrawal, and retirement tables reflecting actual USCG experience were developed based on an USCG experience study dated February 25, 2015.
2. Cost of living increases for the retirement plan are 2.29 percent, based on a ten-year average of the Treasury Breakeven Inflation yield curve, which combines other Treasury rates to estimate the rate of inflation.
3. Healthcare cost increase assumptions are based on the annual liability report provided by DOD and vary, depending on the year and type of care.
4. The discount rate percent is determined in accordance with SFFAS No. 33 and is calculated independently for pensions and healthcare. The current discount rate is 3.51 percent for the retirement system and 3.43 percent for the health system.
5. Rates of salary increases are 1.90 percent annually, based on a ten-year average of military pay increases. This is in addition to assumed Merit Pay increases that reflect longevity increases, promotions, and advancements. The Merit Pay Table was modified in 2019, using actual USCG experience over the past six years.
6. Post-Retirement health benefit assumptions include a single equivalent medical cost trend rate of 3.93 percent and an ultimate medical trend rate of 4.0 percent after 25 years.

Comparatively, the significant actuarial assumptions used to compute the accrued pension and healthcare liability at September 30, 2018, are as follows:

1. For active duty members and reserves, USCG uses the MP-2016 Mortality Improvement Scale developed by the Society of Actuaries. For military retirees and annuitants, USCG uses the Department of the Defense (DOD) Mortality Improvement tables. Disability,

withdrawal, and retirement tables reflecting actual USCG experience were developed based on an USCG experience study dated February 25, 2015.

2. Cost of living increases for the retirement plan are 2.33 percent, based on a ten-year average of the Treasury Breakeven Inflation yield curve, which combines other Treasury rates to estimate the rate of inflation.
3. Healthcare cost increase assumptions are based on the annual liability report provided by DOD and vary, depending on the year and type of care.
4. The discount rate percent is determined in accordance with SFFAS No. 33 and is calculated independently for pensions and healthcare. The current discount rate is 3.65 percent for the retirement system and 3.60 percent for the health system.
5. Rates of salary increases are 1.9 percent annually, based on a ten-year average of military pay increases. This is in addition to assumed Merit Pay increases that reflect longevity increases, promotions, and advancements. The Merit Pay Table was modified in 2017, using actual USCG experience over the past six years.
6. Medical claims costs only affect the healthcare valuation and are the primary component of the per capita, age-based costs that are used. A three year weighted average is used to compute expected claims for the current year — in combination with the healthcare cost increase assumptions — to project future retiree medical claims.

USSS Uniformed Division and Special Agent Pension. Special agents and other USSS personnel in certain job series hired as civilians before January 1, 1984, are eligible to transfer to the District of Columbia Police Officers' and Firefighters' Retirement Plan (DC Pension Plan) after completion of 10 years of U.S. Secret Service employment and 10 years of protection-related experience. This plan also includes beneficiaries and dependents. All uniformed USSS officers who were hired before January 1, 1984, are automatically covered under this retirement system. Participants in the Uniformed Division and Special Agent Pension Plan make contributions of 7 percent of base pay with no matching contribution made by USSS. Annuitants of this plan receive benefit payments directly from the DC Pension Plan. The benefits for this plan are not currently prefunded and the USSS has no segregated plan assets. Each year's contribution equals the benefits paid from the plan. USSS reimburses the District of Columbia for the difference between benefits provided to the annuitants and payroll contributions received from current employees. This liability is presented as a component of the liability for Federal Employee and Veterans' Benefits in the accompanying Balance Sheet. SFFAS No. 5 requires the administrative entity (administrator) to report the actuarial liability. However, USSS records a liability because the administrator (the DC Pension Plan) is not a federal entity and as such the liability for future funding would not otherwise be recorded in the government-wide consolidated financial statements.

Each year's contribution equals the benefits paid from the plan. USSS reimburses the District of Columbia for the difference between benefits provided to the annuitants and payroll contributions received from current employees. This liability is presented as a component of the liability for Federal Employee and Veterans' Benefits in the accompanying Balance Sheet. SFFAS No. 5 requires the administrative entity (administrator) to report the actuarial liability. However, USSS records a liability because the administrator (the DC Pension Plan) is not a federal entity and as such the liability for future funding would not otherwise be recorded in the government-wide consolidated financial statements.

In FY 2019, several changes were made to the USSS actuarial assumptions resulting in significant fluctuations from FY 2018. The major changes include (1) an increase in the discount rate from 2.50% to 3.02%, resulting in a liability decrease of $300.9 million; (2) the COLA for survivors decreased from 3.0% to 2.57% resulting in a liability decrease of $15.3 million; (3) the Equalization pay for all annuitants decreased from 2.5% to 2.17% resulting in a liability decrease of $168.9 million; (4) the change in mortality assumption resulted in a liability increase of $128 million; and (5) the change in survivor continuation percentage resulted in a liability increase of $6.5 million.

The primary actuarial assumptions used to determine the liability at September 30, 2019, are as follows:

1. The mortality assumption was changed from OPM Mortality Tables for healthy/disabled annuitants as described in the 2016 CSR report to the new OPM non-USPS mortality tables projected using the OPM projection scale.
2. Annuitants receive an annual cost of living increase in their retirement benefit based on equalization pay, which is the actual pay increase award to active members effective February 1, payable to retirees in March. To be consistent with the discount rate method we have changed the assumption to equal the average of the last 10 equalization pays for each category (General Service, Uniformed Division, Senior Executive Service). The equalization pay assumption is equal to the CPI assumption. The equalization pay assumption is 2.17% for all annuitants.
3. The assumption for future survivors' cost of living awards was changed to be based on the implicit 10-year average inflation assumption built into Treasury security prices plus the average number of survivor COLA awards over the last 10 years. The implicit inflation from Treasury securities is derived from a 10-year average of the Treasury Breakeven Inflation (TBI) curve. Each time three percent award is granted an extra 100 basis point is added to the COLA award. Because there were 4 such awards over the last ten years we added 40 basis points to the results. The basis point adjustment is reviewed annually based on the number of COLA awards over the past 10 years. The COLA for survivors is 2.57%. As for the discount rate determination, the rounding of the COLA was changed from the nearest 0.25% to the nearest 0.01%.
4. The discount rate calculated in accordance with SFFAS No. 33 is 3.02%. The methodology in calculating this rate changed from using a 5-year of the average of the Treasury spot rates published on October 1 to a 10-year Treasury average ending March 31, 2019. This is consistent with DOD, OPM, and the USCG. The rounding of the discount rate is to the nearest 0.01%.
5. Rates of salary increases are 0 percent annually because the vast majority of plan participants have already retired. All remaining active participants are assumed to retire immediately.
6. Family composition assumption used to determine survivor benefits is 85% based on the probability of marriage at commencement of benefits. Retired participants are assumed to have no eligible children.
7. The installment benefit payable upon the death of a retired participant is 40% of final pay, adjusted for cost-of-living increases if death occurs after retirement.

Comparatively. the primary actuarial assumptions used to determine the liability at September 30, 2018, are as follows:

1. The mortality assumption was changed from the adjusted RP-2014 Mortality Tables with projection using the MP-2016 Mortality Improvement Scale to those published by the United States Office of Personnel Management.
2. Cost of living increases for retirees in the plan are 2.5 percent, based on the fourth quarter of the 2017 Survey of Professional Forecasters, Congressional Budget Office 2017 Long-Term Budget Outlook, the Cleveland Federal Reserve Bank Inflation Forecast Model as of December 2017, and the U.S. Treasury Bond Market Breakeven Inflation Rates for 30-year maturities as of December 31, 2017. The plan gives survivors a 3 percent based on the annual percentage increase in the Consumer Price Index (All Urban Consumers) plus 100 basis points.
3. The discount rate calculated in accordance with SFFAS No. 33 is 2.5 percent.
4. Rates of salary increases are 0 percent annually because the vast majority of plan participants have already retired. All remaining active participants are assumed to retire immediately.
5. Family composition is 85% based on the probability of marriage at commencement of benefits. Retired participants are assumed to have no eligible children.
6. The installment benefit payable upon the death of a retired participant is 40% of final pay, adjusted for cost-of-living increases if death occurs after retirement.

B. Actuarial FECA Liability

The actuarial FECA liability represents the estimated liability for future workers' compensation and includes the expected liability for death, disability, medical, and miscellaneous costs for approved cases. Future workers' compensation estimates for the future cost of approved compensation cases, which are generated from an application of actuarial procedures developed by DOL, were approximately $3,095 million and $2,963 million at September 30, 2019 and 2018, respectively.

17. Environmental and Disposal Liabilities

Environmental and disposal liabilities at September 30, 2019 and 2018 are $624 million and $474 million, respectively. The Department is responsible for remediating its sites with environmental contamination and is party to various administrative proceedings, legal actions, and tort claims that may result in settlements or decisions adverse to the Federal Government. The source of remediation requirements to determine the environmental liability is based on compliance with federal, state, or local environmental laws and regulations. The major federal laws covering environmental response, cleanup, and monitoring are the Comprehensive Environmental Response, Compensation and Liability Act of 1980 (Pub. L. 96-510) and the Resource Conservation and Recovery Act (Pub. L. 94-580).

The Department's environmental liabilities are due to light stations, lighthouses, long-range navigation, fuel storage tanks, underground storage tanks, buildings containing asbestos and/or lead-based paint, firing ranges, fuels, solvents, industrial chemicals, and other environmental cleanup associated with normal operations. Asbestos-related liabilities are those for the abatement of both friable and nonfriable asbestos.

Cost estimates for environmental and disposal liabilities are subject to revision as a result of changes in inflation, technology, environmental laws and regulations, and plans for disposal.

18. Other Liabilities

Other Liabilities consisted of the following (in millions):

As of September 30, 2019:	Current	Non-Current	Total
Intragovernmental:			
Due to the General Fund (Note 14)	$ 7,727	$ -	$ 7,727
Accrued FECA Liability (Note 14)	215	274	489
Advances from Others	111	-	111
Employer Benefits Contributions and Payroll Taxes	276	-	276
Other Intragovernmental Liabilities	145	3	148
Total Intragovernmental Other Liabilities	**$ 8,474**	**$ 277**	**$ 8,751**
Public:			
Accrued Payroll and Benefits (See B. below)	$ 2,889	$ -	$ 2,889
Deferred Revenue and Advances from Others (See B. below)	2,591	410	3,001
Insurance Liabilities (Note 20)	3,154	235	3,389
Refunds and Drawbacks	328	-	328
Contingent Legal Liabilities (Note 21)	191	290	481
Capital Lease Liability (Note 19)	5	13	18
Other	1,475	1,786	3,261
Total Other Liabilities with the Public	**$ 10,633**	**$ 2,734**	**$ 13,367**
Total Other Liabilities	**$ 19,107**	**$ 3,011**	**$ 22,118**

As of September 30, 2018:	Current	Non-Current	Total
Intragovernmental:			
Due to the General Fund (Note 14)	$ 4,845	$ -	$ 4,845
Accrued FECA Liability (Note 14)	141	229	370
Advances from Others	94	-	94
Employer Benefits Contributions and Payroll Taxes	243	-	243
Other Intragovernmental Liabilities	217	48	265
Total Intragovernmental Other Liabilities	**$ 5,540**	**$ 277**	**$ 5,817**
Public:			
Accrued Payroll and Benefits (See B. below)	$ 2,432	$ -	$ 2,432
Deferred Revenue and Advances from Others (See B. below)	4,329	408	4,737
Insurance Liabilities (Note 20)	1,556	102	1,658
Refunds and Drawbacks	259	-	259
Contingent Legal Liabilities (Note 21)	602	137	739
Capital Lease Liability (Note 19)	5	18	23
Other	1,306	1,600	2,906
Total Other Liabilities with the Public	**$ 10,489**	**$ 2,265**	**$ 12,754**
Total Other Liabilities	**$ 16,029**	**$ 2,542**	**$ 18,571**

A. Intragovernmental Other Liabilities

Due to the General Fund. Amounts due to the Treasury general fund primarily represent duty, tax, and fees collected by CBP to be remitted to various general fund accounts maintained by Treasury.

Workers' Compensation. Claims incurred for the benefit of Department employees under FECA are administered by DOL and are ultimately paid by the Department. The accrued FECA liability represents money owed for current claims. Reimbursement to DOL for payments made occurs approximately two years subsequent to the actual disbursement. Budgetary resources for this intragovernmental liability are made available to the Department as part of its annual appropriation from Congress in the year in which the reimbursement takes place. Workers' compensation expense was $221 million and $215 million, respectively, for the fiscal years ended September 30, 2019 and 2018.

B. Other Liabilities with the Public

Accrued Payroll and Benefits. Accrued Payroll and Benefits at September 30 consisted of the following (in millions):

	2019	2018
Accrued Funded Payroll and Benefits	$ 1,169	$ 1,005
Accrued Unfunded Leave	1,615	1,329
Unfunded Employment Related Liabilities	1	1
Other	104	97
Total Accrued Payroll and Benefits	**$ 2,889**	**$ 2,432**

Deferred Revenue and Advances from Others. Deferred Revenue and Advances from Others for the years ended September 30 consisted of the following (in millions):

	2019	2018
USCIS Application Fees	$ 2,213	$ 2,149
FEMA Unearned NFIP Premiums	624	2,557
Advances from Others	164	31
Total Deferred Revenue	**$ 3,001**	**$ 4,737**

USCIS' deferred revenue relates to fees received at the time of filing for applications or petitions for immigration and naturalization benefits that are recognized as revenue when the application or petition is adjudicated.

FEMA's deferred revenue relates to 1) unearned NFIP premiums recognized over the life of the insurance policy, which can be either one-year or three-years, and 2) deferred revenue for reinsurance agreements. Under the Biggert-Waters Flood Insurance Reform Act of 2012 and the Homeowners Flood Insurance Affordability Act of 2014, FEMA gained the authority to secure reinsurance from the private reinsurance and capital markets.

Other Liabilities. Other public liabilities consist primarily of immigration bonds, deposit and suspense fund liability.

19. Leases

A. Operating Leases

The Department leases various facilities and equipment accounted for as operating leases. Leased items consist of offices, warehouses, vehicles, and other equipment. The majority of office space occupied by the Department is either owned by the Federal Government or is leased by GSA from commercial sources. The estimated future lease payments for non-cancellable operating leases are based on lease contract terms, considering payments made during the year ended September 30, 2019.

As of September 30, 2019, estimated future minimum lease commitments for non-cancellable operating leases were as follows (in millions):

	Land and Buildings		
	Federal	Non-Federal	Total
FY 2020	$ 458	$ 46	$ 504
FY 2021	423	27	450
FY 2022	384	7	391
FY 2023	343	4	347
FY 2024	310	2	312
After FY 2024	1,919	1	1,920
Total Future Minimum Lease Payments	**$ 3,837**	**$ 87**	**$ 3,924**

The Department also enters into cancellable lease agreements with GSA for which lease terms frequently exceed one year. The Department is not committed to continue paying rent to GSA beyond the period occupied, providing that proper advance notice to GSA is made, unless the space occupied is designated as unique to Department operations. However, the Department normally continues to occupy the leased space from GSA for an extended period of time with little variation from year to year. Lease charges are adjusted annually to reflect operating costs incurred by GSA.

B. Capital Leases

The Department maintains capital leases for buildings and commercial software license agreements. The liabilities associated with capital leases and software license agreements are presented as other liabilities in the accompanying financial statements based upon the present value of the future minimum lease payments.

Certain license agreements are cancellable depending on future funding. Substantially all of the net present value of capital lease obligations and software license agreements will be funded from future sources. All of the Department's capital leases are non-federal.

As of September 30, the summary of assets under capital lease was as follows (in millions):

	2019	2018
Land and Buildings	$68	$ 68
Software	-	-
Vehicles and Equipment	1	1
Accumulated Amortization	(57)	(53)
Assets under Capital Lease, Net	**$ 12**	**$ 16**

The estimated future lease payments for capital leases are based on lease contract terms. As of September 30, 2019, estimated future minimum lease payments under capital leases, were as follows (in millions):

	Land and Buildings		
	Federal	Non-Federal	Total
FY 2020	$ -	$ 6	$ 6
FY 2021	-	6	6
FY 2022	-	6	6
FY 2023	-	3	3
FY 2024	-		-
After FY 2024	-		-
Total Future Minimum Lease Payments	-	21	21
Less: Imputed Interest and Executory Costs	-	(3)	(3)
Total Capital Lease Liability	**$ -**	**$ 18**	**$ 18**

20. Insurance Liabilities

The insurance liability for unpaid losses and related loss adjustment expenses and amounts paid for the year ended September 30 consisted of the following (in millions):

	2019
Beginning Balance	$ 1,658
Incurred Claim Losses	1,674
Incurred Claim Loss Adjustment Expenses	144
Less Payments to Settle Claims	(2,119)
Claim Losses	(1,959)
Loss Adjustment Expenses	(160)
Recoveries and Other Adjustments	3
Claim Losses	3
Loss Adjustment Expenses	-
Ending Balance	**1,360**
Liability for Unearned Insurance Premiums	**2,029**
Total Insurance Liability	**$ 3,389**

Insurance liabilities consist of NFIP claim activity. This claim activity represents an estimate of NFIP loss and loss adjustment expense factors inherent in the NFIP insurance underwriting operations experience and expectations. Estimation factors used by the insurance underwriting operations reflect current case basis estimates and give effect to estimates of trends in claim severity and frequency. These estimates are periodically reviewed, and adjustments, reflected in current operations, are made as necessary.

Insurance liabilities are covered by a permanent and indefinite appropriation, which is available to pay all valid claims after adjudication. Accordingly, these insurance liabilities are covered by budgetary resources.

The total premiums collected as of September 30, 2019 is approximately $3.3 billion. The total amount of coverage provided through insurance in-force[6] as of September 30, 2019 is $1,330 billion. However, it is unlikely that there would be flooding events across the United States requiring the entire insurance in force amount to be filed at one time.

The liability for losses on remaining coverage as of September 30, 2019 is zero. The Department evaluated the unearned premium reserve, net of operating expenses, to determine if it is sufficient to meet the typical future claims that these policies will incur before they expire. Since a little less than 20% of NFIP policies are subsidized (that is, less than full risk) premiums, the unearned premium reserve, by itself, has a projected deficiency. However, the NFIP has two other sources of funds that can also be used to pay future claims that more than offset that deficiency. Those additional funds are the unearned reserved fund assessment and the unearned Homeowner Flood Insurance Affordability Act (HFIAA) of 2014 surcharge. This positive outcome is because the deficiency in the unearned premium due to discounted premium—which has been declining due to the increases in subsidized premiums mandated by Biggert-Waters Flood Insurance Modernization Act of 2012—is now more than offset by the unearned Reserve Fund Assessment and the unearned HFIAA surcharge. Actual flood losses are highly variable from year to year. For the majority of years, the unearned premium reserve is adequate to pay the losses and expenses associated with the unearned premium.

21. Commitments and Contingent Liabilities

A. Contingent Legal Liabilities

The Department is a party in various administrative proceedings, legal actions, and tort claims that may ultimately result in settlements or decisions adverse to the Federal Government. These contingent liabilities arise in the normal course of operations, and their ultimate disposition is unknown.

In the opinion of the Department's management and legal counsel, based on information currently available, the expected outcome of legal actions, individually or in the aggregate, are summarized in the categories below (in millions):

	Accrued Liabilities	Estimated Range of Loss	
		Lower End	Upper End
As of September 30, 2019:			
Legal Contingencies			
Probable	$ 472	$ 472	$ 509
Reasonably Possible	-	$ 325	$ 948
Environmental Contingencies			
Probable	9	9	32
Reasonably Possible	-	29	360

[6] "In-force" refers to arrangements that are unexpired as of a given date.

As of September 30, 2018:	Accrued Liabilities	Estimated Range of Loss Lower End	Upper End
Legal Contingencies			
Probable	$ 732	$ 732	$ 769
Reasonably Possible	-	$ 458	$ 1,064
Environmental Contingencies			
Probable	7	7	8
Reasonably Possible	-	-	-

The claims above generally relate to the Federal Tort Claims Act (28 U.S.C. 2671, et seq), OSLTF, personnel grievances, and various customs laws and regulations. Beginning in FY 2019, OSLTF claims amount are required to be disclosed separately. The total estimated contingent liability recorded in the accompanying financial statements as of September 30, 2019, and 2018, was $481 million and $739 million, respectively, of which $58 million and $62 million, respectively, was funded.

As of September 30, 2019, and 2018, legal claims exist for which the potential range of loss could not be determined; however, the total amount claimed is not material to the financial statements. In addition, other claims exist for which the amount claimed and the potential range of loss could not be determined.

Once a claim is either settled or a court judgment is assessed against DHS, and the Judgment Fund, which is maintained by Treasury, is determined to be the appropriate source for the payment of the claim, the liability would be removed from the DHS financial statements and an “other financing source” amount (which represents the amount to be paid by the Judgment Fund) would be recognized. If the Judgment Fund is responsible for only a portion of the claim or settlement, the other financing source amount would reflect only that amount to be paid by the Judgment Fund on behalf of DHS.

B. Duty and Trade Refunds

There are various trade-related matters that fall under the jurisdiction of other federal agencies, such as the Department of Commerce, which may result in refunds of duties, taxes, and fees from CBP refunds and drawbacks. Until a decision is reached by the other federal agencies, CBP does not have sufficient information to estimate a contingent liability amount. All known duty and trade refunds as of September 30, 2019 and 2018 have been recorded.

C. Loaned Aircraft and Equipment

The Department is generally liable to DOD for damage or loss to aircraft on loan to CBP and vessels on loan to the USCG. As of September 30, 2019 and 2018, CBP had 16 aircraft on loan from DOD with a total replacement value of up to $23 million per aircraft. As of September 30, 2019, and 2018 the USCG had four vessels on loan from DOD with a total replacement value of $48 million.

D. Other Contractual Arrangements

In addition to future lease commitments disclosed in Note 19, the Department is committed under contractual agreements for goods and services that have been ordered but not yet received (undelivered orders) at fiscal year-end. Aggregate undelivered orders for all Department activities are disclosed in Note 28. In accordance with the National Defense Authorization Act for Fiscal Year 1991 (P.L. 101-510), the Department is required to

automatically cancel obligated and unobligated balances of appropriated funds five years after a fund expires. Obligations that have not been paid at the time an appropriation is cancelled may be paid from an unexpired appropriation that is available for the same general purpose. As of September 30, 2019, and 2018, the Department estimates total payments related to cancelled appropriations to be $217 million and $165 million, respectively, of which $178 million and $135 million, respectively, may require future funding.

TSA maintains one letter of intent (LOI) for modifications to airport facilities in which TSA uses cost-sharing agreements with the airports to modify the facilities for checked baggage screening projects. An LOI, though not a binding commitment of federal funding, represents TSA's intent to provide the agreed-upon funds in future years if the agency receives sufficient appropriations to cover the agreement. TSA employs other transaction agreements (OTAs) to fund the installation of integrated and non-integrated Explosive Detection Systems (EDS) and explosive trace detection equipment as well as improvements to be made to the existing systems in the baggage handling areas. These OTAs establish the respective cost-sharing obligations and other responsibilities of TSA and the specific entity (board, port, or authority) conducting the installations or improvements. P.L. 108-176 established the Aviation Security Capital Fund and the most recent law (P.L. 110-53) authorizes TSA to set aside $250 million annually to fund LOIs ($200 million annually) and OTAs ($50 million annually). These funds are available for payment to the airports upon approval by TSA of an invoice for the modification costs incurred. As of September 30, 2019, and 2018, TSA received invoices or documentation for costs incurred totaling $11 million and $18 million, respectively, for unpaid invoices.

Under section 1604(b)(2) of the 9/11 Act, TSA is required to give funding consideration to airports that incurred eligible costs for in-line baggage screening systems but were not recipients of funding agreements. TSA began reviewing claims from at least 16 airports for reimbursement of costs incurred for in-line baggage systems installed prior to FY 2008. In FY 2018, TSA compiled this review and identified up to $217.9 million of potential costs eligible for reimbursement. In FY 2019, Congress has appropriated $40 million to begin reimbursing airports for these costs, leaving a future funded liability of $127.9 million for reimbursing airports for eligible costs.

22. Funds from Dedicated Collections

SFFAS No. 27, *Identifying and Reporting Earmarked Funds*, as amended by SFFAS No. 43, *Funds from Dedicated Collections: Amending Statement of Federal Financial Accounting Standards 27,* defines the following three criteria for determining a fund from dedicated collections: 1) a statute committing the Federal Government to use specifically identified revenue 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; 2) explicit authority for the fund to retain revenue and/or other financing sources not used in the current period for future use to finance the designated activities, benefits, or purposes; and 3) a requirement to account for and report on the receipt, use, and retention of the revenue and/or other financing sources that distinguished the fund from the Federal Government's general revenue.

A fund from dedicated collection may contain non-federal sources of revenue and other financing sources that are material to the reporting entity provided it meets the criteria reported above.

Intradepartmental activity reported in a fund from dedicated collection is often offset with activity in other funds. Accordingly, the Department presents information for funds from

dedicated collections and all other funds in the Balance Sheets and Statements of Changes in Net Position on a combined basis. The elimination of intradepartmental activity between dedicated collections and all other funds is presented in the Statements of Changes of Net Position.

Funds from dedicated collections consisted of the following (in millions):

Funds from Dedicated Collections (in millions) (page 1 of 2)

	Customs User Fees	Sport Fish Restoration Boating Trust Fund	Immigration Examination Fees	National Flood Insurance Program	Oil Spill Liability Trust Fund	Aviation Security Capital Fund	All Other Funds from Dedicated Collections	Combined Funds from Dedicated Collections
Balance Sheet as of September 30, 2019								
ASSETS								
Fund Balance with Treasury	$ 606	$ 26	$ 2,575	$ 5,532	$ (16)	$ 1,195	$ 1,644	$ 11,562
Investments, Net	-	2,011	-	1,504	6,836	-	1	10,352
Accounts Receivable	435	110	4	1	1,254	-	120	1,924
Other	-	-	793	698	2	8	51	1,552
Total Assets	**$ 1,041**	**$ 2,147**	**$ 3,372**	**$ 7,735**	**$ 8,076**	**$ 1,203**	**$ 1,816**	**$ 25,390**
LIABILITIES								
Other Liabilities	$ 26	$ 1,347	$ 2,690	$ 24,638	$ 200	$ 207	$ 71	$ 29,179
Total Liabilities	**$ 26**	**$ 1,347**	**$ 2,690**	**$ 24,638**	**$ 200**	**$ 207**	**$ 71**	**$ 29,179**
NET POSITION								
Cumulative Results of Operations	$ 1,015	$ 800	$ 682	$ (16,903)	$ 7,876	$ 996	$ 1,745	$ (3,789)
Total Liabilities and Net Position	**$ 1,041**	**$ 2,147**	**$ 3,372**	**$ 7,735**	**$ 8,076**	**$ 1,203**	**$ 1,816**	**$ 25,390**
Statement of Net Cost for the Year Ended September 30, 2019								
Gross Program Costs	$ 830	$ 116	$ 4,143	$ 3,965	$ 121	$ 239	$ 1,616	$ 11,030
Less: Earned Revenue	-	-	(3,869)	(4,381)	(79)	(250)	(774)	(9,353)
Net Cost of Operations	**$ 830**	**$ 116**	**$ 274**	**$ (416)**	**$ 42**	**$ (11)**	**$ 842**	**$ 1,677**
Statement of Changes in Net Position for the Year Ended September 30, 2019								
Net Position Beginning of Period	$ 863	$ 808	$ 722	$ (17,325)	$ 7,713	$ 1,117	$ 1,651	$ (4,451)
Net Cost of Operations	(830)	(116)	(274)	416	(42)	11	(842)	(1,677)
Non-exchange Revenue	939	679	-	2	321	-	484	2,425
Other	43	(571)	234	4	(116)	(132)	452	(86)
Change in Net Position	152	(8)	(40)	422	163	(121)	94	662
Net Position, End of Period	**$ 1,015**	**$ 800**	**$ 682**	**$ (16,903)**	**$ 7,876**	**$ 996**	**$ 1,745**	**$ (3,789)**

Funds from Dedicated Collections (in millions) (page 2 of 2)

	Customs User Fees	Sport Fish Restoration Boating Trust Fund	Immigration Examination Fees	National Flood Insurance Program	Oil Spill Liability Trust Fund	Aviation Security Capital Fund	All Other Funds from Dedicated Collections	Combined Funds from Dedicated Collections
Balance Sheet as of September 30, 2018								
ASSETS								
Fund Balance with Treasury	$ 489	$ 3	$ 2,632	$ 6,181	$ 34	$ 1,301	$ 1,573	$ 12,213
Investments, Net	-	1,949	-	726	6,538	-	3	9,216
Accounts Receivable	392	101	9	2	1,362	-	126	1,992
Other	-	-	667	642	-	6	50	1,365
Total Assets	**$ 881**	**$ 2,053**	**$ 3,308**	**$ 7,551**	**$ 7,934**	**$ 1,307**	**$ 1,752**	**$ 24,786**
LIABILITIES								
Other Liabilities	$ 18	$ 1,245	$ 2,586	$ 24,876	$ 221	$ 190	$ 101	$ 29,237
Total Liabilities	**$ 18**	**$ 1,245**	**$ 2,586**	**$ 24,876**	**$ 221**	**$ 190**	**$ 101**	**$ 29,237**
NET POSITION								
Cumulative Results of Operations	$ 863	$ 808	$ 722	$ (17,325)	$ 7,713	$ 1,117	$ 1,651	$ (4,451)
Total Liabilities and Net Position	**$ 881**	**$ 2,053**	**$ 3,308**	**$ 7,551**	**$ 7,934**	**$ 1,307**	**$ 1,752**	**$ 24,786**
Statement of Net Cost for the Year Ended September 30, 2018								
Gross Program Costs	$ 794	$ 124	$ 3,942	$ 1,392	$ 57	$ 169	$ 1,555	$ 8,033
Less: Earned Revenue	-	-	(3,880)	(5,414)	(52)	(250)	(756)	(10,352)
Net Cost of Operations	**$ 794**	**$ 124**	**$ 62**	**$ (4,022)**	**$ 5**	**$ (81)**	**$ 799**	**$ (2,319)**
Statement of Changes in Net Position for the Year Ended September 30, 2018								
Net Position Beginning of Period	$ 752	$ 802	$ 567	$ (37,353)	$ 7,123	$ 1,174	$ 1,620	$ (23,315)
Net Cost of Operations	(794)	(124)	(62)	4,022	(5)	81	(799)	2,319
Non-exchange Revenue	859	650	-	3	692	-	390	2,594
Gain on Debt Cancellation	-	-	-	16,000	-	-	-	16,000
Other	46	(520)	217	3	(97)	(138)	440	(49)
Change in Net Position	111	6	155	20,028	590	(57)	31	20,864
Net Position, End of Period	**$ 863**	**$ 808**	**$ 722**	**$ (17,325)**	**$ 7,713**	**$ 1,117**	**$ 1,651**	**$ (4,451)**

Customs User Fees

When signed in April 1986, Consolidated Omnibus Budget Reconciliation Act (COBRA) (Pub. L. 99-272) requires CBP to collect user fees for certain services. The law initially established processing fees for air and sea passengers, commercial trucks, rail cars, private vessels and aircraft, commercial vessels, dutiable mail packages, and CBP broker permits. An additional fee category was added later that year for processing barges and bulk carriers for Canada and Mexico. These fees are deposited into Customs User Fees accounts (Treasury Appropriation Fund Symbol (TAFS) 705695.30 and 70X5695).

In addition to the collection of user fees, other changes in CBP procedures were enacted due to the COBRA statute. Most importantly, provisions were included for providing non-reimbursable inspectional overtime services and paying for excess pre-clearance costs from COBRA user fee collections.

The Customs and Trade Act of 1990 amended COBRA to provide for the hiring of inspection personnel, the purchasing of equipment, and the covering of related expenses with any surplus monies available after overtime and excess pre-clearance costs are satisfied. Expenditures from the surplus can only be used to enhance the service provided to those functions for which fees are collected. The fees for certain customs services are provided by 19 USC 58c.

On October 22, 2004, the American Jobs Creation Act of 2004 (Pub. L. 108–357) was signed into law. Section 892 of the American Jobs Creation Act amended 19 U.S.C. 58c to renew the fees provided under COBRA, which would have otherwise expired March 1, 2005, and to allow the Secretary of the Treasury to increase such fees by an amount not to exceed 10 percent in the period beginning fiscal year 2006. The 10 percent increase took effect on April 1, 2007. See 72 Fed. Reg. 3730 (Jan. 26, 2007).

Effective November 5, 2011, section 601 of the United States-Colombia Trade Promotion Agreement Implementation Act of 2011 (Pub. L. 112-42) lifted the exemption that excluded air and sea passengers from Canada, Mexico, the Caribbean, and adjacent islands, from having to pay the COBRA air, sea, and cruise vessel passenger fees. COBRA Free Trade Agreement fees are deposited in the Customs User Fee accounts, and are available only to the extent provided in annual appropriations acts.

On December 4, 2015, the Fixing America's Surface Transportation Act (FAST Act, Pub. L. 114-94) was signed into law. Section 32201 of the FAST Act amends section 13031 of the COBRA of 1985 (19 U.S.C. 58c) by requiring certain customs COBRA user fees and corresponding limitations to be adjusted by the Secretary of the Treasury to reflect certain increases in inflation. The customs COBRA user fees and limitations were first eligible to be adjusted on April 1, 2016, and at the beginning of each fiscal year to reflect the percent increase (if any) in the average of the Consumer Price Index (CPI) for the preceding 12-month period compared to the CPI for fiscal year 2014. The statute permits the Secretary to ignore any CPI increase of less than one (1) percent from the time of the previous adjustment. The increases first took effect on January 1, 2018 for fiscal year 2018, see 82 Fed. Reg. 50659 (Nov. 1, 2017), then on October 1, 2018 for fiscal year 2019, see 83 Fed. Reg. 37509, and are slated to take effect on October 1, 2019 for fiscal year 2020.

Sport Fish Restoration and Boating Trust Fund

The SFRBTF, previously known as the Aquatic Resources Trust Fund, was created by Section 1016 of the Deficit Reduction Act of 1984 (Pub. L. 98-369). Two funds were created under this Act, the Boating Safety Account and the Sport Fish Restoration Account. The Safe,

Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (Pub. L. 109-59) later amended the Deficit Reduction Act of 1984 by combining the Boating Safety and the Sport Fish Restoration accounts into the SFRBTF. The SFRBTF has been the source of budget authority for the boat safety program for many years through the transfer of appropriated funds. The SFRBTF is a Treasury-managed fund and provides funding to states and other entities to promote boating safety and conservation of U.S. recreational waters.

This fund receives revenue transferred from custodial activities of the Treasury, which is deposited in a Treasury account. The revenue is derived from a number of sources, including motor boat fuel tax, excise taxes on sport fishing equipment, and import duties on fishing tackle and yachts. Three agencies share in the available portion of the revenue: Fish and Wildlife Service in the Department of Interior (TAFS 14X8151); the U.S. Army Corps of Engineers (TAFS 96X8333); and the USCG (TAFS 70X8149 and TAFS 70X8147).

The most recent reauthorizations of SFRBTF and expenditure of Boating Safety funds for the National Recreational Boating Safety Program were enacted in 2015 in the Fixing America's Surface Transportation Act (Pub. L 114-94), in 2012 in the Moving Ahead for Progress in the 21st Century Act (Pub. L. 112-141), in 2005 in the Safe, Accountable, Flexible, and Efficient Transportation Equity Act: A Legacy for Users (Pub. L. 109-59) and the Sportfishing and Recreational Boating Safety Amendments Act of 2005 (Pub. L. 109-74).

Immigration Examination Fees

In 1988, Congress established the Immigration Examination Fee Account (IEFA), and the fees deposited into the IEFA have been the primary source of funding for providing immigration and naturalization benefits and other benefits as directed by Congress. The Immigration and Nationality Act (INA) (Pub. L. 82-414, Section 286(m)) provides for the collection of fees at a level that will ensure recovery of the costs of providing adjudication and naturalization services, including the costs of providing similar services without charge to asylum applicants and other immigrants. The INA also states that the fees may recover administrative costs. This revenue remains available to provide immigration and naturalization benefits and allows the collection, safeguarding, and accounting for fees.

The primary sources of revenue are the application and petition fees that are collected during the course of the fiscal year and deposited into the IEFA (TAFS 70X5088). In addition, USCIS provides specific services to other federal agencies, such as the provision of immigration status information under the Systematic Alien Verification for Entitlements program for use in adjudicating individuals' eligibility for public benefits that results in the collection of revenue arising from intragovernmental activities.

National Flood Insurance Program

The NFIP was established by the National Flood Insurance Act of 1968 (Pub. L. 90-448). The purpose of NFIP is to better indemnify individuals for flood losses through insurance, reduce future flood damages through state and community floodplain management regulations, and reduce federal expenditures for disaster assistance and flood control.

The Flood Disaster Protection Act of 1973 (Pub. L. 93-234) expanded the authority of FEMA and its use of the NFIP to grant premium subsidies as an additional incentive to encourage widespread state, community, and property owner acceptance of the program requirements.

The National Flood Insurance Reform Act of 1994 (Pub. L. 103-325) reinforced the objective of using insurance as the preferred mechanism for disaster assistance by expanding mandatory flood insurance purchase requirements and by prohibiting further flood disaster assistance for

any property where flood insurance, after having been mandated as a condition for receiving disaster assistance, is not in force.

The Bunning-Bereuter-Blumenauer Flood Insurance Reform Act of 2004 (Pub. L. 108-264) provides additional tools for addressing the impact of repetitive loss properties on the National Flood Insurance Fund.

The Biggert-Waters Flood Insurance Reform Act of 2012 (Pub. L. 112-141) and the Homeowner Flood Insurance Affordability Act of 2014 (Pub. L. 113-89) amended the National Flood Insurance Act of 1968 to extend the NFIP, the financing for it, and established a National Flood Insurance Reserve Fund to meet the expected future obligations of the NFIP. The acts authorized FEMA to secure reinsurance coverage from private reinsurance and capital markets to maintain the financial ability of the program to pay claims from major flooding events. The reinsurance agreement places the NFIP in a better position to manage losses incurred that result from major flooding events.

Under the NFIP, the Department pays claims to policyholders who experience flood damage due to flooding within the NFIP rules and regulations. The write your own (WYO) companies that participate in the program have authority to use departmental funds (revenue and other financing sources) to respond to the obligations to the policyholders. Congress has mandated that the premium collections be used to pay claims and commissions and taxes of agents, insurance operations, interest on the debt, and for flood mitigation assistance actions.

The NFIP requires all partners (WYO companies) in the program to submit financial statements and statistical data to the third party service providers on a monthly basis. This information is reconciled, and the WYO companies are required to correct any variances.

The NFIP's primary source of revenue comes from premiums collected to insure policyholders' property. These resources are inflows to the Government and are not the result of intragovernmental flows. When claims exceed revenue, FEMA has borrowing authority that can be accessed to satisfy outstanding claims. The following TAFS are part of the NFIP: 70X4236 and 70X5701.

<u>**Oil Spill Liability Trust Fund**</u>

The OSLTF was originally established under section 9509 of the Internal Revenue Code of 1986. The Oil Pollution Act of 1990 (OPA) (Pub. L. 101-380) authorized the use of the money and the collection of revenue necessary for its maintenance.

OPA defined fund uses include removal costs incurred by the USCG and the Environmental Protection Agency; state access for removal activities; payments to federal, state, and Indian tribe trustees to conduct natural resource damage assessments and restorations; payment of claims for uncompensated removal costs and damages; costs and expenses reasonably necessary for the implementation of OPA (subject to congressional appropriations); and other specific appropriations by the Congress.

The OSLTF includes two major funds managed by the USCG: the Principal Fund (TAFS 70X8185), and Payment of Claims (TAFS 70X8312). All revenue is deposited directly into the Principal Fund. The recurring and nonrecurring revenue is derived from a number of sources, including barrel tax, interest from U.S. Treasury investments, cost recoveries, and fines and penalties. Additionally, two of the six expenditure accounts are managed by the USCG. These include Oil Spill Recovery (TAFS 70X8349) and Trust Fund Share of Expenses (TAFS 70_8314). Oil Spill Recovery funds the activities overseen by federal on-scene coordinators in response to covered discharges and the activities of federal trustees to initiate natural resource damage

assessments. This account annually receives a $50 million appropriation that remains available until expended. Trust Fund Share of Expenses receives annual appropriations from the OSLTF that are then distributed to the USCG Operations and Support; Procurement, Construction and Improvement; and Research and Development appropriations. By statute, the maximum amount that can be expended from the OSLTF with respect to any single incident shall not exceed $1,000 million, of which no more than $500 million may be spent on natural resource damage. The maximum amount expended with respect to a single incident is net of amounts expended and amounts recovered.

On April 20, 2010, the offshore drilling platform, Deepwater Horizon, exploded and sank 52 miles southeast of Venice, Louisiana. An estimated 4.9 million barrels of oil leaked from the sunken platform's undersea ruptured pipe. The states of Louisiana, Mississippi, Alabama, Florida, and Texas were affected by the spill. On April 4, 2016, the U.S. District Court approved a settlement plan between the Department of Justice and BP. The consent decree requires BP to pay a penalty to the U.S. Government under a 15-year payment plan that requires annual payments beginning on April 4, 2017. Of the total amount owed to the U.S. Government, the OSLTF will receive a total of $935 million plus interest. The final installment payment will be the accrued interest of $60 million. In addition, BP was assessed $374 million for unpaid costs and damages paid from the OSLTF through July 2, 2015, to be paid in annual installments over eight years beginning in 2016. No interest will be accrued on this amount. Although the Consent Decree has been approved, USCG has the authority to bill BP for response costs incurred since July 2, 2015 (the cutoff date for the Consent Decree).

Contingent Liabilities. The OSLTF, which is administered by the USCG National Pollution Funds Center (NPFC), may be available to pay claims for OPA specified costs and damages, not paid by BP, or another responsible party. Under OPA, claimants are required to present their claims first to the responsible parties (or the Gulf Coast Claims Facility for Deepwater Horizon costs); if the responsible party is not identified or denies the claims, the claimant may then file an action in court or file a claim against the OSLTF through the NPFC. For additional information, see Note 21, Commitments and Contingencies.

Aviation Security Capital Fund

Vision 100--Century of Aviation Reauthorization Act (Pub. L. 108-176) established the Aviation Security Capital Fund (TAFS 70X5385 and 70C5385). The fund's revenue is derived from security service fees in accordance with 49 USC 44940. Annually, the first $250 million derived from Aviation Security fees are deposited into this fund. TSA provides funding to airport sponsors for projects to (1) replace baggage conveyor systems related to aviation security, (2) reconfigure terminal baggage areas as needed to install EDS, (3) deploy EDS behind the ticket counter, in the baggage sorting area, or in line with the baggage handling system, and (4) make other airport security capital improvements.

All Other Funds from Dedicated Collections

The balances and activity reported for all other funds from dedicated collections result from the funds listed below. Information related to these funds can be located in the Department's appropriations legislation or the statutes referenced.

- 70_0715: Radiological Emergency Preparedness Program, Federal Emergency Management Agency, Department of Homeland Security; 117 Stat. 516
- 70X0715: Radiological Emergency Preparedness Program, Federal Emergency Management Agency, Department of Homeland Security; 117 Stat. 516

- 70X5089: U.S. Customs and Border Protection, Land Border Inspection Fees, Border and Transportation Security, Department of Homeland Security; 116 Stat. 2135
- 70_5087: U.S. Customs and Border Protection, Immigration User Fees, Border and Transportation Security, Department of Homeland Security; 116 Stat. 2135
- 70X5087: U.S. Customs and Border Protection, Immigration User Fees, Border and Transportation Security, Department of Homeland Security; 116 Stat. 2135
- 70X5126: Breach Bond/Detention Fund, Border and Transportation Security, Department of Homeland Security; 116 Stat. 2135
- 70X5378: Student and Exchange Visitor Program, Border and Transportation Security, Department of Homeland Security; 110 Stat. 3009-706, Sec. (e)(4)(B)
- 70X5382: Immigration User Fee Account, BICE, Department of Homeland Security; 116 Stat. 2135
- 70_5389: H-1B and L Fraud Prevention and Detection Account, U.S. Citizenship and Immigration Service, Department of Homeland Security; 118 Stat. 3357, Sec. 426(b)(1)
- 70X5389: H-1B and L Fraud Prevention and Detection Account, U.S. Citizenship and Immigration Service, Department of Homeland Security; 118 Stat. 3357, Sec. 426(b)(1)
- 70X5390: Unclaimed Checkpoint Money, Transportation Security Administration, Department of Homeland Security; 118 Stat. 1317-1318, Sec.515(a)
- 70X5451: Immigration Enforcement Account, Border and Transportation Security, Department of Homeland Security; 116 Stat. 2135
- 70X5542: Detention and Removal Operations, U.S. Immigration and Customs Enforcement, Department of Homeland Security; 8 USC 1356(m)-(n); Pub. L. 107-296, Sec. 476c
- 70X5545: Airport Checkpoint Screening Fund, Transportation Security Administration, Department of Homeland Security; Pub. L. 110-161
- 70X5595: Electronic System for Travel Authorization (ESTA) Fees, U.S. Customs and Border Protection, Department of Homeland Security; Pub. L. 110-53, 121 Stat. 344; Pub. L. 111-145, 124 Stat. 56
- 70_5694: User Fees, Small Airports, U.S. Customs Service, Department of Homeland Security; 116 Stat. 2135
- 70X5694: User Fees, Small Airports, U.S. Customs Service, Department of Homeland Security; 116 Stat. 2135
- 70X8244: Gifts and Donations, Department Management, Department of Homeland Security; 116 Stat. 2135
- 70X8533: General Gift Fund, U.S. Coast Guard, Department of Homeland Security; 116 Stat. 2135
- 70X8870: Harbor Maintenance Fee Collection, U.S. Customs Service, Department of Homeland Security; 116 Stat. 2135
- 70_5106: H-1 B Nonimmigrant Petitioner Account, U.S. Citizenship and Immigration Service, Department of Homeland Security; 116 Stat. 2135

- 70X5106: H-1 B Nonimmigrant Petitioner Account, U.S. Citizenship and Immigration Service, Department of Homeland Security; 116 Stat. 2135
- 70X8360: Gifts and Bequests, Federal Law Enforcement Training Centers, Department of Homeland Security; 116 Stat. 2135
- 70X5543: International Registered Traveler Program Fund, U.S. Customs and Border Protection, Department of Homeland Security; 121 Stat. 2091-2092
- 70_5710: Coast Guard Housing Fund, U.S. Coast Guard, Department of Homeland Security, 14 USC 687(c)
- 70X5710: Coast Guard Housing Fund, U.S. Coast Guard, Department of Homeland Security, 14 USC 687(c)
- 70X5569: Asia-Pacific Economic Cooperation Business Travel Cards, U.S. Customs and Border Protection, Department of Homeland Security, 125 Stat. 551
- 70X4363: Enhanced Inspectional Services, U.S. Customs and Border Protection, Department of Homeland Security, 127 Stat. 378
- 70X5702: 9-11 Response and Biometric Exit Account, U.S. Customs and Border Protection, Department of Homeland Security, Pub. L. 114-113, Sec. 402(g)
- 70_5677: Abandoned Seafarers Fund, U.S. Coast Guard, Department of Homeland Security, 128 Stat. 3051
- 70X5677: Abandoned Seafarers Fund, U.S. Coast Guard, Department of Homeland Security, 128 Stat. 3051
- 70X1910: Citizenship Gift and Bequest Account, U.S. Citizenship and Immigration Services, Department of Homeland Security, 131 Stat. 422

23. Available Borrowing Authority

For the Years Ended September 30:	2019	2018
Beginning Borrowing Authority	$ 6	$ 4
Current Year Borrowing Authority Realized	9,983	6,138
Decrease in Current Year Borrowing Authority Realized	(9,916)	(28)
Net Current Year Borrowing Authority Realized	67	6,110
Less: Borrowing Authority Converted to Cash	(67)	(6,105)
Less: Borrowing Authority Withdrawn	-	(3)
Ending Borrowing Authority	**$ 6**	**$ 6**

FEMA has borrowing authority to pay insurance claims as part of the NFIP and to finance CDLs under DADLP. Borrowing authority is budget authority enacted by law to permit an agency to borrow money and then obligate and disburse against amounts borrowed for a specified purpose. As of September 30, 2019, and 2018, net current year borrowing authority realized presented in the Statement of Budgetary Resources (SBR) totaled $67 million and $6,110 million, respectively.

FEMA is authorized to borrow from Treasury up to $30,425 million to fund the payment of flood insurance claims and claims-related expenses of the NFIP. Amounts borrowed at any time are not predetermined, and authority is used only as needed to pay existing obligations for claims and expenses. Insurance premiums collected are used to pay insurance claims and to repay borrowings. As of September 30, 2019, and 2018, FEMA had drawn from Treasury $20,525 million, leaving $9,900 million available to be borrowed.

FEMA also requests borrowing authority annually to cover the unsubsidized portion of loans made, finance downward re-estimates, modifications, modification adjustment transfers, and annual interest payment to Treasury at year-end. In FY 2019, FEMA requested borrowing totaling $83 million. As of September 30, 2019, the ending available borrowing authority of $6 million was to cover current obligations for CDLs still disbursing.

24. Legal Arrangements Affecting the Use of Unobligated Balances

Unobligated balances whose period of availability has expired are not available to fund new obligations. Expired unobligated balances are available to pay for current period adjustments to obligations incurred prior to expiration. For a fixed appropriation account, the balance can be carried forward for five fiscal years after the period of availability ends. At the end of the fifth fiscal year, the account is closed, and any remaining balance is canceled and returned to Treasury. For a no-year account, the unobligated balance is carried forward indefinitely until specifically rescinded by law or the head of the agency concerned, or the President determines that the purposes for which the appropriation was made have been carried out and disbursements have not been made against the appropriation for two consecutive years.

Included in the cumulative results of operations and Fund Balance with Treasury are special funds of $1,769 million and $1,480 million at September 30, 2019, and 2018, respectively, that represents the Department's authority to assess and collect user fees relating to merchandise and passenger processing; to assess and collect fees associated with services

performed at certain small airports or other facilities; to retain amounts needed to offset costs associated with collecting duties; and taxes and fees for the Government of Puerto Rico. These special fund balances are restricted by law in their use to offset specific costs incurred by the Department. Part of the passenger fees in the COBRA User Fees Account is restricted by law in its use to offset specific costs incurred by the Department.

The entity trust fund balances result from the Department's authority to use the proceeds from general order items sold at auction to offset specific costs incurred by the Department relating to their sale, to use available funds in the Salaries and Expense Trust Fund to offset specific costs for expanding border and port enforcement activities, and to use available funds from the Harbor Maintenance Fee Trust Fund to offset administrative expenses related to the collection of the Harbor Maintenance Fee.

25. Explanation of Differences between the Statement of Budgetary Resources and the Budget of the U.S. Government

The table below documents the material differences between the FY 2018 Statement of Budgetary Resources and the actual amounts reported for FY 2018 in the Budget of the Federal Government. Since the FY 2019 financial statements will be reported prior to the release of the Budget of the Federal Government, DHS is reporting for FY 2018 only. Typically, the Budget of the Federal Government with the FY 2019 actual data is published in February of the subsequent year. Once published, the FY 2019 actual data will be available on the OMB website.

	Budgetary Resources	New Obligations and Upward Adjustments	Distributed Offsetting Receipts	Net Outlays
FY 2018 Actual Balances per the FY 2020 Budget of the U.S. Government (in millions)	**$ 150,088**	**$ 105,554**	**$ 11,900**	**$ 80,275**
Reconciling Items:				
Accounts that are expired that are not included in Budget of the United States	1,626	-	-	-
Distributed Offsetting Receipts not included in the Budget of the United States, Net Outlays	-	-	-	(11,900)
Refunds and drawbacks not included in the Budget of the United States	1,954	1,954	-	1,797
Byrd Program (Continued Dumping and Subsidy Offset) not included in the Budget of the United States	169	46	-	46
Undelivered Order Deobligations	931	322	-	-
Miscellaneous Differences	5	4	-	-
Per the 2018 Statement of Budgetary Resources	**$ 154,773**	**$ 107,880**	**$ 11,900**	**$ 70,218**

The Miscellaneous Differences amount includes adjustments to obligations reported on the Statement of Budgetary Resources but not included in the President's Budget.

26. Undelivered Orders, End of Period

An unpaid undelivered order exists when a valid obligation has occurred and funds have been reserved but the goods or services have not been received by the Department. A paid undelivered order exists when a valid obligation has occurred and funds have been advanced but the goods or services have not been received by the Department.

Undelivered Orders consisted of the following (in millions):

As of September 30, 2019:	Federal	Non-Federal	Total
Undelivered Orders – Unpaid	$ 9,551	$ 43,918	$ 53,469
Undelivered Orders - Paid	$ 634	$ 928	$ 1,562

As of September 30, 2018:	Federal	Non-Federal	Total
Undelivered Orders – Unpaid	$ 10,353	$ 42,303	$ 52,656
Undelivered Orders - Paid	$ 856	$ 787	$ 1,643

27. Net Adjustments to Unobligated Balance, Brought Forward, October 1

	2019
Unobligated Balance, Prior Year	$ 46,893
Other balances withdrawn from Treasury	(641)
Recoveries of prior year obligations	4,527
Other	(11)
Unobligated Balance from Prior Year Budget Authority, Net	**$ 50,768**

The FEMA Disaster Relief program was the primary contributor to Recoveries of prior year obligations.

28. Custodial Revenue

The Department collects revenue from a variety of duties, excise taxes, fines and penalties, and various other fees. Revenue collections primarily result from current fiscal year activity. Current Taxes, Duties, Trade Receivables, Net are collected within 90 days of the assessment. Non-entity revenue reported on the Department's Statement of Custodial Activity includes duties, excise taxes, and various non-exchange fees collected by CBP. CBP assesses duties, taxes, and fees on goods and merchandise brought into the United States from foreign countries. For additional information, see Note 1.X., Exchange and Non-exchange Revenue.

The significant types of non-entity accounts receivable and custodial revenue as presented in the Statement of Custodial Activity are described below.

1. **Duties:** amounts collected on imported goods collected on behalf of the Federal

Government.

2. **User fees:** amounts designed to maintain U.S. harbors and to defray the cost of other miscellaneous service programs.
3. **Excise taxes:** amounts collected on imported distilled spirits, wines, tobacco products, and other miscellaneous taxes collected on the behalf of the Federal Government.
4. **Fines and penalties:** amounts collected for violations of laws and regulations.

Refunds are amounts due to the importer/exporter as a result of overpayments of duties, taxes, fees, and interest. Refunds include drawback remittance paid when imported merchandise, for which duty was previously paid, is exported from the United States.

Tax disbursements from the refunds and drawbacks account, broken out by revenue type and by tax year, were as follows for the fiscal years ended September 30, 2019 and 2018 (in millions):

2019 Tax Disbursements	**Tax Year**			
	2019	2018	2017	Prior Years
Total tax refunds and drawbacks disbursed	$ 1,561	$ 799	$ 127	$ 344

2018 Tax Disbursements	**Tax Year**			
	2018	2017	2016	Prior Years
Total tax refunds and drawbacks disbursed	$ 1,149	$ 314	$ 154	$ 306

Total tax refunds and drawbacks disbursed consist of non-exchange customs duties revenue refunded. The disbursements include interest payments of $65 million and $44 million for the fiscal years ended September 30, 2019 and 2018, respectively.

The disbursement totals for refunds include antidumping and countervailing duties collected that are refunded pursuant to rulings by the Department of Commerce. These duties are refunded when the Department of Commerce issues a decision in favor of the foreign industry. See Note 18, Other Liabilities, for more information.

29. Reconciliation of the Net Cost to Net Outlays

The reconciliation of net outlays, presented on a budgetary basis, and the net cost, presented on an accrual basis, provides an explanation of the relationship between budgetary and financial accounting information.

The first section, Components of Net Operating Cost Not Part of the Net Outlays, includes items such as property, plant and equipment depreciation and year-end credit reform subsidy re-estimates. These items are generally subtracted from the Net Cost of Operations.

The second section, Increase/(Decrease) in Assets, consists of items such as Accounts Receivable and Investment. These items are generally added to the Net Cost of Operations.

The third section, (Increase)/Decrease in Liabilities, consists of items such as Accounts Payable, Salaries and Benefits and Environmental and Disposal Liabilities. These items are generally subtracted from the Net Cost of Operations.

The fourth section, Other Financing Sources, consists of items such as Transfers out (in). These items are generally subtracted to the Net Cost of Operations.

The fifth section, Components of Net Outlays Not Part of Net Cost, consists of items such as Acquisition of Capital Assets and Acquisition of Inventory. These items are generally added to the Net Cost of Operations.

As of September 30, 2019 (in millions):

	Intragovernmental	With the Public	Total
Net Cost of Operations	**$ 16,119**	**$ 49,968**	**$ 66,087**
Components of Net Cost That Are Not Part of Net Outlays:			
Property, Plant, and Equipment Depreciation	-	(2,099)	(2,099)
Property, Plant, and Equipment Disposal and Revaluation	-	(96)	(96)
Year-end credit reform subsidy re-estimates	(12)	63	51
Unrealized Valuation Loss/(Gain) on Investments			
Other	(24)	262	238
Increase/(Decrease) in Assets:			
Accounts Receivable	(63)	(62)	(125)
Loans Receivable	-	1	1
Investments	21	-	21
Other Assets	(222)	47	(175)
(Increase)/Decrease in Liabilities:			
Accounts Payable	(20)	(1)	(21)
Salaries and Benefits	78	(170)	(92)
Environmental and Disposal Liabilities	-	(150)	(150)
Other Liabilities (Unfunded Leave, Unfunded FECA, Actuarial FECA)	(79)	(3,388)	(3,467)
Other Financing Sources:			
Federal Employee Retirement Benefit Costs Paid by OPM and Imputed to the Agency	$ (1,827)	$ -	$ (1,827)
Transfers Out (In) Without Reimbursement	(606)	-	(606)
Total Components of Net Cost That Are Not Part of Net Outlays	**$ (2,754)**	**$ (5,593)**	**$ (8,347)**
Components of Net Outlays That Are Not Part of Net Operating Cost:			
Acquisition of Capital Assets	$ 48	$ 2,992	$ 3,040
Acquisition of Inventory	97	398	495
Other	2,486	(4,667)	(2,181)
Total Components of Net Outlays That Are Not Part of Net Operating Cost	**$ 2,631**	**$ (1,277)**	**$ 1,354**
Other Temporary Timing Differences	**(5)**	**-**	**(5)**
Net Outlays	**$ 15,991**	**$ 43,098**	**$ 59,089**

30. Reclassification of Balance Sheet, Statement of Net Cost, and Statement of Changes in Net Position for Financial Reporting Compilation Process

To prepare the Financial Report (FR) of the U.S. Government, the Department of the Treasury requires agencies to submit an adjusted trial balance, which is a listing of amounts by U.S. Standard General Ledger account that appear in the financial statements. Treasury uses the trial balance information reported in the Government-wide Treasury Account Symbol Adjusted Trial Balance System (GTAS) to develop a Reclassified Balance Sheet, a Reclassified Statement of Net Cost, and a Reclassified Statement of Changes in Net Position for each agency, which are accessed using GTAS. Treasury eliminates all intragovernmental balances from the reclassified statements and aggregates lines with the same title to develop the FR statements. This note shows the Department's financial statements and the Department's reclassified statements prior to elimination of intragovernmental balances and prior to aggregation of repeated FR line items. A copy of the 2018 FR can be found here: https://www.fiscal.treasury.gov/reports-statements/ and a copy of the 2019 FR will be posted to this site as soon as it is released.

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.

Reclassification of Balance Sheet to Line Items Used for the Government-wide Balance Sheet for the Year Ending September 30, 2019

FY 2019 DHS Balance Sheet		Line Items Used to Prepare FY 2019 Government-wide Balance Sheet	
Financial Statement Line	**Amounts**	**Amounts**	**Reclassified Financial Statement Line**
ASSETS			**ASSETS**
Intra-Governmental Assets			**Intragovernmental Assets**
Fund Balance with Treasury	**108,971**	**108,971**	**Fund Balance With Treasury (Note 3)**
Investments, Net	10,352	10,325	Federal Investments
		27	Interest Receivable – Investments
Total Investments, Net	**10,352**	**10,352**	***Total Reclassified Investments, Net***
Accounts Receivable	342	198	Accounts Receivable
		-	Accounts Receivable, Capital Transfers
		-	Interest Receivable – Loans and Not Otherwise Classified
		144	Transfers Receivable
		-	Benefit Program Contributions Receivable
		-	Asset for Agency Custodial and Non-Entity Liabilities – Other than the General Fund
Total Accounts Receivable	***342***	***342***	***Total Reclassified A/R***
Loans Receivable, Net	-	-	Loans Receivable, Net
Other	542	542	Advances to Others and Prepayments
		-	Other Assets
Total Other	**542**	**542**	***Total Reclassified Other***
Total Intra-Governmental Assets	**120,207**	**120,207**	**Total Intragovernmental Assets**
Cash and Other Monetary Assets	67	67	Cash and Other Monetary Assets
Investments, Net	-	-	Debt and Equity Securities
		-	Investments in Government Sponsored Enterprises
Accounts Receivable, Net	2,121	2,121	Accounts and Taxes Receivable, Net
Taxes Receivable, Net	7,732	7,732	Accounts and Taxes, Receivable, Net
Direct Loans and Loan Guarantees, Net	73	73	Loans Receivable, Net
Inventory and Related Property, Net	2,295	2,295	Inventory and Related Property, Net
General PP&E, Net	24,673	24,673	PP&E, Net
Other Assets	931	931	Other Assets
Total Assets	**158,099**	**158,099**	**Total Assets**

FY 2019 DHS Balance Sheet		Line Items Used to Prepare FY 2019 Government-wide Balance Sheet	
Financial Statement Line	**Amounts**	**Amounts**	**Reclassified Financial Statement Line**
LIABILITIES			**LIABILITIES**
Intra-Governmental Liabilities			**Intragovernmental Liabilities**
Accounts Payable	2,064	717	Accounts Payable
		1,347	Transfers Payable
		-	Interest Payable–Loans and not Otherwise Classified
Total Accounts Payable	*2,064*	*2,064*	*Total Reclassified Accounts Payable*
Debt	20,596	20,596	Loans Payable
		-	Federal Debt
		-	Interest Payable, Debt
		-	Interest Payable-Loans and Not Otherwise Classified
Total Debt	*20,596*	*20,596*	*Total Reclassified Debt*
Due to General Fund	7,727	7,727	Liability to General Fund for Custodial and Other Non-Entity Assets
		-	Other Liabilities
Accrued FECA Liability	489	489	Benefit Program Contributions Payable
		-	Other Liabilities (Without Reciprocals)
Other	535	70	Accounts Payable
		-	Accounts Payable Capital Transfers
		-	Transfers Payable
		219	Benefit Program Contributions Payable
		111	Advances from Other & Deferred Credits
		121	Liability to agency Other Than the General Fund of the U.S. Government for custodial and other non-entity assets
		14	Other Liabilities without Reciprocals
Total Other Liabilities	**535**	**535**	*Total Reclassified Other–Liabilities*
Total Intra-Governmental Liabilities	**31,411**	**31,411**	**Total Intragovernmental Liabilities**
Accounts Payable	2,400	2,400	Accounts Payable
Debt Held by the Public	-	-	Federal Debt
Loan Guarantee Liability	-	-	Loan Guarantee Liabilities
Federal Employee and Veteran Benefits	65,107	65,107	Federal Employee and Veteran Benefits Payable
Environmental and Disposal Liabilities	624	624	Environmental and Disposal Liabilities
Benefits Due and Payable	-	-	Benefits Due and Payable
Insurance Liabilities	3,389	3,389	Insurance and Guarantee Program Liabilities
Accrued Payroll	2,889	31	Federal Employees and Veteran Benefits
		2,858	Other Liabilities
Deferred Revenue and Advances from Others	3,001	3,001	Other Liabilities
Refunds and Drawbacks	328	328	Other Liabilities
Other	3,760	3,760	Other Liabilities
Total Public Liabilities	**81,498**	**81,498**	*Total Public Liabilities*
Total Liabilities	**112,909**	**112,909**	**Total Liabilities**
NET POSITION			
Unexpended Appropriations – Funds from Dedicated Collections	-	-	Net Position – Funds from Dedicated Collections
Unexpended Appropriations – All Other Funds	87,723	87,723	Net Position – Funds Other than those from Dedicated Collections
Cumulative Results of Operations – Funds from Dedicated Collections	(3,789)	(3,789)	Net Position – Funds from Dedicated Collections
Cumulative Results of Operations – All Other Funds	(38,744)	(38,744)	Net Position – Funds Other than those from Dedicated Collections
Total Net Position	**45,190**	**45,190**	**Total Net Position**
Total Liabilities & Net Position	**158,099**	**158,099**	**Total Liabilities & Net Position**

Reclassification of Statement of Net Cost to Line Items Used for the Government-wide Statement of Net Cost for the Year Ending September 30, 2019

FY 2019 DHS SNC		Line Items Used to Prepare FY 2019 Government-wide SNC	
Financial Statement Line	**Amounts**	**Amounts**	**Reclassified Financial Statement Line**
Gross Costs	80,818		***Non-Federal Costs***
		63,028	Non-Federal Gross Cost
		63,028	***Total Non-Federal Costs***
			Intragovernmental Costs
		5,715	Benefit Program Costs
		1,827	Imputed Costs
		8,409	Buy/Sell Costs
		417	Borrowing and Other Interest Expense
		1,422	Other Expenses (w/o Reciprocals)
		17,790	***Total Intragovernmental Costs***
Total Gross Costs	**80,818**	**80,818**	***Total Reclassified Gross Costs***
Earned Revenue	(15,655)	(13,984)	Non-Federal Earned Revenue
		(13,984)	***Total Non-Federal Earned Revenue***
			Intragovernmental Revenue
		(1,646)	Buy/Sell Revenue
		(25)	Federal Securities Interest Revenue Including Associated Gains/Losses (Exchange)
		(1,671)	***Total Intragovernmental Earned Revenue***
Total Earned Revenue	**(15,655)**	**(15,655)**	***Total Reclassified Earned Revenue***
Gain/Loss-Pension/ORB/OPEB Assumptions	924	924	Gain/Loss on Changes in Actuarial Assumptions (Non-Federal)
Net Cost	**66,087**	**66,087**	**Net Cost**

Reclassification of Statement of Changes in Net Position to Line Items Used for Government-wide Statement of Operations and Changes in Net Position for the Year Ending September 30, 2019

FY 2019 DHS SCNP		Line Items Used to Prepare FY 2019 Government-wide SCNP	
Financial Statement Line	**Amounts**	**Amounts**	**Reclassified Financial Statement Line**
UNEXPENDED APPROPRIATIONS			
Unexpended Appropriations, Beginning Balance	84,662	84,662	Net Position, Beginning of Period
Changes in Accounting Principles	-	-	Changes in Accounting Principles
Corrections of Errors	-	-	Corrections of Errors
		-	Corrections of Errors – Years Preceding the Prior Year
Total Corrections of Errors	-	-	*Total Reclassified Corrections of Errors*
Appropriations Received	62,710	62,710	Appropriations Received as Adjusted
Other Adjustments	(754)	(754)	Appropriations Received as Adjusted
Appropriations Transferred In/Out	(151)	4	Non-Expenditure Transfers-In of Unexpended Appropriations and Financing Sources (Federal)
		(155)	Non-Expenditure Transfers-Out of Unexpended Appropriations and Financing Sources (Federal)
Total Appropriations Transferred In/Out	(151)	(151)	*Total Reclassified Appropriations Transferred In/Out*
Appropriations Used	(58,744)	(58,744)	Appropriations Used (Federal)
Total Unexpended Appropriations	**87,723**	**87,723**	
CUMULATIVE RESULTS OF OPERATIONS			
Cumulative Results, Beginning Balance	(41,866)	(41,866)	Net Position, Beginning of Period
Changes in Accounting Principles	-	-	Changes in Accounting Principles
Correction of Errors	-	-	Corrections of Errors
		-	Corrections of Errors – Years Preceding the Prior Year
Other Adjustments	(1)	(1)	Collections for others transferred to the General Fund of the U.S. Government (RC 44)
Appropriations Used	58,744	58,744	Appropriations Expended
Non-Exchange Revenues	2,424		***Non-Federal Non-Exchange Revenues***
		404	Excise Taxes
		63	Customs Duties
		1,444	Other Taxes and Receipts
		1,911	***Total Non-Federal Non-Exchange Revenues***
		188	Federal Securities Interest Revenue, including Associated Gains/Losses (Non-Exchange)
		325	Other Taxes and Receipts
		513	***Total Intragovernmental Non-Exchange Revenue***
Total Non-Exchange Revenues	**2,424**	**2,424**	*Total Reclassified Non-Exchange Revenues*
Donations and Forfeitures of Property	1	1	Other Taxes and Receipts (Non-Federal)
Transfers In/Out w/o Reimbursement – Budgetary	59	30	Appropriation of Unavailable Special/Trust Fund Receipts Transfers-In
		(507)	Appropriation of Unavailable Special/Trust Fund Receipts Transfers-Out
		(758)	Non-Expenditure Transfers-In of Unexpended Appropriations and Financing Sources
		615	Expenditure Transfers-In of Financing Sources
		679	Expenditure Transfers-Out of Financing Sources
		59	***Total Reclassified Transfers In/Out w/o***
Total Transfers-In/Out w/o Reimbursement – Budgetary	**59**	**59**	***Total Reclassified Transfers-In/Out w/o Reimbursement – Budgetary***
Other	2,222		***Non-Federal Other***
		3,661	Other Taxes and Receipts
		3,661	***Total Non-Federal Other***
			Intragovernmental Other
		-	Miscellaneous Earned Revenues
		-	Federal Securities Interest Revenue including Associated Gains/Losses (Non-Exchange)
		-	Borrowing and Other Interest Revenue (Non-Exchange)
		2	Accrual of Collections Yet to be Transferred to a TAS Other than the General Fund

FY 2019 DHS SCNP		Line Items Used to Prepare FY 2019 Government-wide SCNP	
Financial Statement Line	**Amounts**	**Amounts**	**Reclassified Financial Statement Line**
		(1,503)	Non-Entity Collections Transferred To The General Fund of the U.S. Government (RC 44)
		62	Accrual for Non-Entity Amounts to Be Collected and Transferred To The General Fund of the U.S. Government (RC 48)
			Other Budgetary Financing Sources
			Other Taxes and Receipts
		(1,439)	***Total Intragovernmental Other***
Total Other	2,222	2,222	*Total Reclassified Other*
Donations and Forfeitures of Cash and Cash Equivalents	4	4	Other Taxes and Receipts (Non-Federal)
Imputed Financing	1,827	1,827	Imputed Financing Sources (Federal)
Transfers In/Out without Reimbursement	140	146	Transfers-in w/o Reimbursement
		(6)	Transfers-out w/o Reimbursement
Total Financing Sources	**65,420**	**65,420**	
Net Cost of Operations	**(66,087)**	**(66,087)**	**Net Cost of Operations**
Ending Balance – Cumulative Results of Operations	**(42,533)**	**(42,533)**	**Net Position – Ending Balance**
Total Net Position	**45,190**	**45,190**	**Total Net Position**
Statement of Custodial Activity			
Custom Duties	**71,902**	**71,902**	Custom Duties
User Fees	**1,678**	**1,678**	Non-Federal Other Taxes and Receipts
Excise Taxes	**3,889**	**3,889**	Excise Taxes
Fines and Penalties	**130**	**130**	Non-Federal Other Taxes and Receipts
Interest	**44**	**44**	Non-Federal Other Taxes and Receipts
Miscellaneous	**206**	**205**	Non-Federal Other Taxes and Receipts
		1	Other Non-Budgetary Financing Sources (RC 29)
Accrual Adjustments	**2,952**	**44**	Excise Taxes
		2,870	Custom Duties
		38	Non-Federal Other Taxes and Receipts
Reclassified Non-Exchange Custodial Collections	**80,801**	**80,801**	**Reclassified Non-Exchange Custodial Collections**
Disposition of Custodial Collections			
Transferred to Federal Entities			
Department of Agriculture	**21,779**	**21,779**	Collections Transferred to a TAS other than the General Fund of the U.S. Government (RC 15)
Treasury General Fund Accounts	**51,468**	**51,468**	NonEntity Collections Transferred to the General Fund (RC 44)
United States Army Corps of Engineers	**1,556**	**1,556**	Collections Transferred to a TAS Other Than the General Fund of the U.S. Government (RC 15)
Other Federal Agencies	**41**	**41**	Collections Transferred to a TAS Other Than the General Fund of the U.S. Government (RC 15)
Total Transferred to Federal Entities	**74,844**	**74,844**	
Transferred to Non-Federal Entities			
Transferred to Non-Federal Entities	**170**	**170**	Non-Federal Other Taxes and Receipts
(Increase)/Decrease in Amounts Yet to be Transferred	**2,956**	3,017	Non-Federal Other Taxes and Receipts
		4	Accrual of Collections Yet to be Transferred to a TAS Other Than the General Fund of the U.S. Government - Nonexchange
		(1)	Accrual for non-entity amounts to be collected and transferred to the General Fund of the U.S. Government
		(64)	Other Non-Federal Taxes and Receipts
Total (Increase)/Decrease in Amounts Yet to be Transferred	**2,956**	**2,956**	
Refunds and Other Payments	**2,831**	121	Excise Taxes
		2,128	Customs Duties
		518	Other Taxes and Receipts

FY 2019 DHS SCNP		Line Items Used to Prepare FY 2019 Government-wide SCNP	
Financial Statement Line	**Amounts**	**Amounts**	**Reclassified Financial Statement Line**
		64	Non-Federal Other Taxes and Receipts
Total Refunds and Other Payments	2,831	2,831	
Total Transferred To Non-Federal Entities	5,957	5,957	
Total Disposition of Non-Exchange Custodial Collections	80,801	80,801	*Total Reclassified Disposition of Non-Exchange Custodial Collections*

Required Supplementary Stewardship Information

Unaudited, see accompanying Independent Auditors' Report

Stewardship Investments

Stewardship investments are substantial investments made by the Federal Government for the benefit of the Nation. When incurred, stewardship investments are treated as expenses in calculating net cost, but they are separately reported as Required Supplementary Stewardship Information to highlight the extent of investments that are made for long-term benefit. The Department's expenditures (including carryover funds expended in FY 2019) in human capital, research and development, and non-federal physical property are shown below.

A. DHS Component Funding

Investments in research and development represent expenses incurred to support the search for new or refined knowledge and ideas. The intent of the investment is to apply or use such knowledge to improve and develop new products and processes with the expectation of maintaining or increasing national productive capacity or yielding other future benefits. S&T, CWMD, and USCG have made significant investments in research and development this fiscal year (in millions):

	FY 2019	*FY 2018*	*FY 2017*	*FY 2016*	*FY 2015*
S&T	$ 831	$ 973	$ 962	$ 878	$ 785
CWMD	49	59	63	29	76
USCG	19	19	22	21	25
Total Research & Development	$ 899	$ 1,051	$ 1,047	$ 928	$ 886

The mission of S&T is to strengthen America's security and resiliency by providing knowledge products and innovative technology solutions for the Homeland Security Enterprise (HSE). S&T monitors evolving threats, capitalizes on technological advancements at a rapid pace, develops solutions, and bridges capability gaps to equip operational end-users with the best tools available to achieve mission success. S&T also develops innovative solutions to protect the Nation's people and critical infrastructure from biological, explosive, and cyber security threats, as well as provide new solutions to protect our borders. Significant accomplishments in development include:

- *Counter Terrorism:* Counter S&T Detection Canine Program support to TSA Passenger Screening Canine concepts of operations (CONOPS): The Detection Canine Program conducted independent test and evaluation on TSA's Open Queue CONOPS for their Passenger Screening Canines (PSC) employed at the airport checkpoint. This effort, chartered by the TSA Administrator, collected nearly 500 data points encompassing five domestic airports in a scientifically rigorous and statistically significant process. Results provided the TSA Administrator with validation and basis for TSA policy regarding PSC Canines.
- *Border Security:*
    - Counter Unmanned Aircraft Systems (CUAS) Coverage of United Nations General Assembly (UNGA): S&T worked closely with USSS and USCG providing CUAS coverage at the UNGA meeting and met all congressional mandates necessary to provide this first-ever CUAS implementation under the newly established DHS CUAS authority.

    - In February 2019, the Opioid Detection Prize Challenge was launched by S&T, in collaboration with CBP, the Office of National Drug Control Policy, and the U.S. Postal Inspection Service, to help address the opioid crisis. The Challenge seeks novel, automated, nonintrusive, user-friendly and well-developed plans for tools and technologies that have the potential to quickly and accurately detect opioids in parcels, without disrupting the flow of mail.
- *First Responder/ Disaster Resilience*: Next Generation First Responder – Birmingham Shaken Fury Operational Experimentation (OpEx): The OpEx brought together 12 public safety agencies, 110 first responders, 21 transports, and 30 technologies from 24 performer and industry partners. This OpEx provided first responders the opportunity to identify capability gaps that Birmingham needs to resolve prior to hosting the World Games in July 2021, and for multi-agency coordinated response in general.

CWMD continued to spearhead new and innovative technology to enhance our research and development programs. CWMD strives to produce revolutionary and transformational products that will progressively improve on the technologies use to detect nuclear and other radioactive materials and include:

- Continued funding of 18 research efforts at 12 universities to address long-term, high-risk challenges in Radiation/Nuclear Detection and Forensics by completing investigation of new materials and approaches in support of the CWMD mission. CWMD awarded 4 new grants in FY 2019 for the following universities; Carnegie Melon, University of Tennessee, Southern Methodist University and George Mason University in the amount of $4.3million. These projects focused on data analytics and anomaly detection techniques to integrate sensor data with other information streams.
- Continued research and development activities into next generation prototype radioisotope identification devices that could provide a low cost and operationally effective alternative to commercial-off-the-shelf detectors and mobile active interrogation using neutron techniques for shielded threat detection. Continued to improve wide area monitoring and search techniques for radiological and nuclear threats including the fusion of other sensors such as video and license plate readers.

The USCG research and development program allows the USCG to sustain critical mission capabilities through basic and applied research, development, test, and evaluation of ideas, applications, products, and processes. It also contributes to the Coast Guard forming partnerships with DHS, DOD, as well as other federal and private research organizations. The purpose of the Research and Development Program is to help identify and examine existing or impending problems in the Coast Guard's operational, regulatory, and support programs and make improvements through solutions based on scientific and technological advances. Significant accomplishments in research and development included:

- Improved Efficiency for Domestic Inspection: This project will result in an algorithm to classify a barge's violation risk based off the vessel's characteristics and produce a report detailing the development methodology of the algorithm and potential efficacy of applying the algorithm in the field.
- Performance Test Results of New London Polar Scout Ground Station: This product is a report discussing the process used to build the New London, CT Mobile CubeSat Command and Control ground station. The sponsor will use this report to better

understand the process of building a CubeSat ground station, and to validate the expected performance of the Naval Postgraduate School's prototype Mobile CubeSat Command and Control ground station.

- Asset Tracking and Tasking Capability Refinement Summit Report: This report is a summary of the information presented/discussed and recommendations resulting from the Asset Tracking and Tasking Capability Refinement Summit held in Washington, DC in March 2019. The report captures both the current and desired end state of CG asset tracking and tasking, identifies the gaps, and recommendations for options for a path forward.
- Fixed Wing Siting Tool: For Assessment of Fixed Wing Siting Alternatives: This study generated a fixed wing siting tool that allows the sponsor to compare fixed wing siting alternatives to two baseline siting alternatives. The sponsor may use this tool to determine which siting alternative best meets the Coast Guard's mission objectives while maintaining required coverage of the Coast Guard's operational areas.
- Electronic Equipment and Dry Suit Human Modeling (Brief): The product will be used by Ice Rescue teams and units coordinating Ice Rescues to provide data-driven information regarding the exposure limits of personnel in various extreme cold environments for use in risk assessments.
- ICECON Update (2019): The product will be an interim brief for D9, the "Council of Experts", and the sponsor to update them on the development of the ice condition classification and the ship, ice, capability classification tool.
- USCG/DOD/DISA Mobile Data Solutions (Report): The report will include a summary of products and services that are available from DISA and other DOD agencies, the results of the Limited User Evaluation(s), and a technology roadmap proposing the way forward to transition applicable capability into the CG Enterprise.
- Enhanced Firearms Training Systems: The product provides results of Research & Development Center (RDC) tasking to examine Enhanced Firearms Training Systems and investigate previously unknown or untried techniques for operational use.
- Digital Forensics Technology Evolution Capability Final Report: This product is a final report outlining the results of market research, functional requirements development, Courses of Action, and test results. The report will be used by the sponsor to aid in decision-making towards the best path forward for Document and Media Exploitation (DOMEX) technology evolutionary capability.
- Low Cost ROV Solutions: The product is an Application (APP) Note detailing the results of RDC tasking to research Low Cost ROV Solutions. Sponsor will utilize the APP Note to justify the purchase and use of Low Cost ROV's as an additional tool to conduct hull and running gear inspections prior to contracting a dive team.

B. Investments in Human Capital

Investments in human capital include expenses incurred for programs to educate and train first responders. These programs are intended to increase or maintain national productive capacity as evidenced by the number of responders trained over the course of the programs cited below. FEMA and S&T have made significant investments in human capital (in millions):

	FY 2019	FY 2018	FY 2017	FY 2016	FY 2015
FEMA	$ 103	$ 101	$ 104	$ 101	$ 101
S&T	2	2	3	4	3
Total Human Capital	$ 105	$ 103	$ 107	$ 105	$ 104

FEMA's educational, training, and professional development included:

- *National Fire Academy (NFA).* Promotes the professional development of the fire and emergency response community and its allied professionals, delivering educational and training courses with a national focus to supplement and support state and local fire service training programs. In FY 2019, NFA provided training to 89,300 state and local emergency responders.
- *Emergency Management Institute (EMI).* Develops and delivers emergency management training to enhance the capabilities of federal, state, local, and tribal government officials, volunteer organizations, and the public and private sectors to minimize the impact of disasters on the American public. Training emphasizes the National Response Framework, National Incident Management System, and the National Preparedness Guidelines. In FY 2019, EMI provided training to 1,090,055 state, local, tribal, and territorial emergency responders through traditional classroom-based and online-distance learning training.
- *Center for Domestic Preparedness (CDP).* Specializes in providing advanced hands-on, all-hazards training for emergency responders at the state, local, tribal, and territorial level to prevent, deter, respond to, and recover from terrorist acts, especially those involving weapons of mass destruction or hazardous materials. In FY 2019, CDP provided training to 60,697 state, local, tribal, and territorial emergency responders.

S&T issues grants to Minority Serving Institutions, Scientific Leadership Awards, and institutional awards to support the development of Homeland Security Science, Technology, Engineering and Mathematics (HS-STEM) teaching initiatives, and curriculum development in HS-STEM fields. Minority Serving Institutions students will enter HS-STEM related careers or obtain admission to graduate school to continue HS-STEM related research, increasing diversity and representation within the future homeland security science and engineering workforce.

C. Investments in Non-Federal Physical Property

Investments in non-federal physical property are expenses included in the calculation of net cost incurred by the reporting entity for the purchase, construction, or major renovation of physical property owned by state and local governments. TSA and FEMA have made significant investments in non-federal physical property (in millions):

	FY 2019	FY 2018	FY 2017	FY 2016	FY 2015
TSA	$ 249	$ 237	$ 227	$ 271	$ 311
FEMA[7]	1	-	21	69	53
Total Non-Federal Physical Property	$ 250	$ 237	$ 248	$ 340	$ 364

[7] *Historical amounts were updated to reflect corrections made since the last report.*

TSA purchases and installs in-line EDS equipment through a variety of funding mechanisms, including congressionally authorized LOIs, as part of the airport improvement program. LOIs are used to reimburse airports for the Federal Government's share of allowable costs for the modifications. TSA maintains one LOI to provide for the facility modifications necessary to accommodate in-line EDS screening solutions. In addition, under the airport renovation program, TSA employs OTAs to fund the installation of integrated and non-integrated EDS and explosive trace detection equipment as well as improvements to be made to the existing systems in the baggage handling area. These OTAs establish the respective cost-sharing obligations and other responsibilities of TSA and the specific entity (board, port, or authority) conducting the installations or improvements.

FEMA provides grants to state and local governments to meet the firefighting and emergency response needs (equipment, protective gear, training and other resources) of fire departments and nonaffiliated emergency medical service organizations as part of the assistance to firefighters grant program.

Required Supplementary Information

Unaudited, see accompanying Independent Auditors' Report

1. Deferred Maintenance and Repairs

The Department presents deferred maintenance and repairs as of the end of the fiscal year in accordance with SFFAS No. 42, *Deferred Maintenance and Repairs: Amending Statements of Federal Financial Accounting Standards 6, 14, 29 and 32.* Maintenance and repairs are activities directed toward keeping fixed assets in an acceptable condition. Activities include preventive maintenance; replacement of parts, systems, or components; and other activities needed to preserve or maintain the asset. Deferred maintenance and repairs are activities that were not performed when they should have been, or that were scheduled to be performed but were delayed for a future period.

Deferred maintenance and repair amounts represent the cost to restore an asset's condition so that the asset provides acceptable services and achieves its expected life. Mission performance metrics reports, scorecards, and historical records are used as objective evidence of deficiencies in deferred maintenance and repairs. Project management reviews of the inputs are conducted to identify maintainability and reliability, labor costs, design costs, technical expertise required, organizational reparability, organizational spares availability, and opportunities to use spare parts from property that may be retired.

Defining and Implementing Maintenance and Repairs Policies. The Department measures deferred maintenance and repairs for each class of asset using condition assessments performed at least once every five years. These assessments include surveys, inspections, operating evaluations, regional strategic assessments, facility quality ratings, and consolidated support function plans. Deferred maintenance and repair procedures are performed for capital and non-capital accountable personal and real property, capitalized stewardship PP&E including multi-use heritage assets—such as buildings and structures, memorials, and recreational areas—as well as inactive and excess property that is not required to fulfill the Component missions or have been withdrawn from operational service. Most of these assets have been fully depreciated. The condition of the assets included in these assessments ranges from good to poor. Components identify maintenance not performed as scheduled and establish future performance dates.

The Department allows Components the flexibility to apply industry standard methods commensurate with each asset's condition and usage, unless more thorough procedures are mandated by federal, state, or local codes. Components estimate the cost to address deferred maintenance and repair deficiencies using construction, maintenance, and repair cost data available through the Components' real property structure.

Ranking and Prioritizing Maintenance and Repair Activities. The Department ranks and prioritizes deferred maintenance and repair activities based on mission criticality to the operations of the Department and legal requirements, as well as the condition of the asset. Deferred maintenance and repair projects are prioritized among other activities as part of the Department's five-year strategic plan and annual capital budgeting processes.

Factors Considered in Setting Acceptable Condition. Acceptable condition is primarily prescribed by the facility condition assessments or other similar methodology. The condition assessment process includes factors such as asset age, operating environment, inventory levels, threat vulnerability, and current condition as determined by physical inspection, operating environment, and maintenance and repair history of the asset under assessment.

The Department also considers federal requirements (including OMB's Federal Real Property Profile), accessibility, mission criticality, and needs.

Heritage Assets Excluded under Deferred Maintenance and Repairs. The Department possesses certain types of heritage assets that are not reported in deferred maintenance and repairs. These heritage assets include artifacts, artwork, display models, and sunken vessels and aircraft that have deteriorated through damage due to moving and transportation, storage or display, or environmental degradation.

Significant Changes from Prior Year. As of September 30, 2019, $1,771 million in deferred maintenance and repairs for active assets was estimated to return active real property assets to acceptable operating condition. This is an overall increase of $223 million.

Deferred maintenance and repairs for FY 2019, by asset class, consisted of (in millions):

	Ending	Beginning
Active:		
Buildings, Structures, and Facilities	$ 1,626	$ 1,383
Furniture, Fixtures, and Equipment	85	117
Other General PP&E	49	37
Heritage assets	6	6
Total Active	$ 1,766	$ 1,543
Inactive and Excess:		
Buildings, Structures, and Facilities	$ 3	$ 3
Heritage assets	2	2
Total Inactive and Excess	$ 5	$ 5
Total Deferred Maintenance	**$ 1,771**	**$ 1,548**

2. Combining Statement of Budgetary Resources

The principal Statement of Budgetary Resources combines the availability, status, and outlays of the Department's budgetary resources during FY 2019. The following table provides the Statement of Budgetary Resources disaggregated by DHS Components rather than by major budget account because the Department manages its budget at the Component level.

Combining Statement of Budgetary Resources by Sub-Organization Accounts
For the Year Ended September 30, 2019 (in millions)

	CBP	FEMA	ICE	TSA	USCG	USCIS	USSS	CISA	Dept Ops. and Others	TOTAL
BUDGETARY RESOURCES										
Unobligated Balance from Prior Year Budget Authority, October 1	$ 2,666	$ 38,700	$ 769	$ 973	$ 3,770	$ 1,494	$ 193	$ 804	$ 1,399	$ 50,768
Appropriations	21,358	17,487	8,244	5,143	12,690	4,116	2,485	1,676	3,313	76,512
Borrowing Authority	-	67	-	-	-	-	-	-	-	67
Spending Authority from Offsetting Collections	3,090	3,750	119	2,993	439	43	23	1,523	758	12,738
TOTAL BUDGETARY RESOURCES	$ 27,114	$ 60,004	$ 9,132	$ 9,109	$ 16,899	$ 5,653	$ 2,701	$ 4,003	$ 5,470	$ 140,085
STATUS OF BUDGETARY RESOURCES										
New Obligations and Upward Adjustments	$ 22,738	$ 24,334	$ 8,490	$ 8,327	$ 13,083	$ 4,537	$ 2,567	$ 3,290	$ 4,185	$ 91,551
Unobligated Balance, End of Year										
Apportioned, Unexpired	3,766	35,399	415	494	3,532	455	71	519	1,051	45,702
Exempt from Apportionment, Unexpired	1	-	-	-	3	-	-	-	-	4
Unapportioned, Unexpired	259	105	34	74	(5)	647	20	64	33	1,231
Unexpired Unobligated Balance, End of Year	4,026	35,504	449	568	3,530	1,102	91	583	1,084	46,937
Expired Unobligated Balance, End of Year	350	166	193	214	286	14	43	130	201	1,597
Total Unobligated Balance, End of Year	4,376	35,670	642	782	3,816	1,116	134	713	1,285	48,534
TOTAL BUDGETARY RESOURCES	$ 27,114	$ 60,004	$ 9,132	$ 9,109	$ 16,899	$ 5,653	$ 2,701	$ 4,003	$ 5,470	$ 140,085
Outlays, Net	17,786	17,871	7,713	5,289	11,351	4,129	2,334	1,625	3,408	71,506
Distributed Offsetting Receipts	(5,053)	(893)	(215)	(1,631)	(133)	(4,497)	-	-	5	(12,417)
Agency Outlays, Net	$ 12,733	$ 16,978	$ 7,498	$ 3,658	$ 11,218	$ (368)	$ 2,334	$ 1,625	$ 3,413	$ 59,089

3. Statement of Custodial Activity

Substantially all duty, tax, and fee revenue collected by CBP are remitted to various general fund accounts maintained by Treasury and the U.S. Department of Agriculture. Treasury further distributes this revenue to other federal agencies in accordance with various laws and regulations. CBP transfers the remaining revenue (generally less than one percent of revenue collected) directly to either other federal or non-federal agencies. Refunds of revenue collected from import/export activities are recorded in separate accounts established for this purpose and are funded through permanent indefinite appropriations. These activities reflect the non-entity, or custodial, responsibilities that CBP, as an agency of the Federal Government, has been authorized by law to enforce.

CBP reviews selected documents to ensure all duties, taxes, and fees owed to the Federal Government are paid and to ensure all regulations are followed. If CBP determines duties, taxes, fees, fines, or penalties are due in addition to estimated amounts previously paid by the importer/violator, the importer/violator is notified of the additional amount due. CBP regulations allow the importer/violator to file a protest on the additional amount due for review by the Port Director. A protest allows the importer/violator the opportunity to submit additional documentation supporting the claim of a lower amount due or to cancel the additional amount due in its entirety. During this protest period, CBP does not have a legal right to the importer/violator's assets, and consequently CBP recognizes accounts receivable only when the protest period has expired, or an agreement is reached.

For FY 2019 and FY 2018, CBP had the legal right to collect $7,732 million and $4,768 million of receivables, respectively. In addition, there were $2,768 million and $2,455 million representing records still in the protest phase for FY 2019 and FY 2018, respectively. CBP recognized as write-offs $1 million and $4 million, respectively, of assessments that the Department had statutory authority to collect at September 30, 2019, and 2018, but have no future collection potential. Most of this amount represents duties, taxes, and fees.

Independent Auditors' Report

OFFICE OF INSPECTOR GENERAL

Independent Auditors' Report on DHS' FY 2019 Financial Statements and Internal Control over Financial Reporting

Homeland Security

November 15, 2019

OIG-20-03

DHS OIG HIGHLIGHTS

Independent Auditors' Report on DHS' FY 2019 Financial Statements and Internal Control over Financial Reporting

November 15, 2019

Why We Did This Audit

The *Chief Financial Officers Act of 1990* (Public Law 101-576) and the *Department Of Homeland Security Financial Accountability Act* (Public Law 108-330) require us to conduct an annual audit of the Department of Homeland Security's (DHS) consolidated financial statements and internal control over financial reporting.

What We Recommend

KPMG LLP made 28 recommendations that, when implemented, would help improve the Department's internal control.

For Further Information:
Contact our Office of Public Affairs at (202) 981-6000, or email us at DHS-OIG.OfficePublicAffairs@oig.dhs.gov

What We Found

The independent public accounting firm KPMG LLP (KPMG) has issued an unmodified (clean) opinion on DHS' consolidated financial statements for fiscal years 2019 and 2018. KPMG noted that the financial statements present fairly, in all material respects, DHS' financial position as of September 30, 2019 and 2018.

KPMG issued an adverse opinion on DHS' internal control over financial reporting as of September 30, 2019. KPMG identified material weaknesses in internal control in two areas and other significant deficiencies in three areas. KPMG also reported two instances of noncompliance with laws and regulations.

Material Weaknesses

- Information Technology Controls and Financial Systems
- Financial Reporting

Other Significant Deficiencies

- Property, Plant, and Equipment
- Custodial Activities: Entry Processing, Refunds and Drawbacks, and Seized and Forfeited Property
- Grants Management

Noncompliance with Laws and Regulations

- *Federal Managers' Financial Integrity Act of 1982*
- *Federal Financial Management Improvement Act of 1996*

Management's Response

DHS concurred with all of the recommendations.

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OFFICE OF INSPECTOR GENERAL
Department of Homeland Security

Washington, DC 20528 / www.oig.dhs.gov

November 15, 2019

MEMORANDUM FOR: The Honorable Chad Wolf
Acting Secretary
Department of Homeland Security

FROM: Jennifer L. Costello
Deputy Inspector General

SUBJECT: *Independent Auditors' Report on DHS' FY 2019 Financial Statements and Internal Control over Financial Reporting*

The attached report presents the results of an audit of the Department of Homeland Security's (DHS) consolidated financial statements for fiscal years (FY) 2019 and 2018 and internal control over financial reporting as of September 30, 2019. This audit is required by the *Chief Financial Officers Act of 1990*, as amended by the *Department of Homeland Security Financial Accountability Act of 2004*. We contracted with the independent public accounting firm KPMG LLP (KPMG) to conduct the audit. The contract required that the audit be performed in accordance with U.S. generally accepted government auditing standards, Office of Management and Budget audit guidance, and the GAO/CIGIE *Financial Audit Manual*. This report is incorporated into the Department's FY 2019 *Agency Financial Report*.

The Department continued to improve financial management in FY 2019 and achieved an unmodified (clean) opinion on all financial statements. However, KPMG issued an adverse opinion on DHS' internal control over financial reporting because of material weaknesses in internal control.

Summary

KPMG identified material weaknesses in internal control in two areas and other significant deficiencies in three areas. KPMG also reported two instances of noncompliance with laws and regulations.

Below are the material weaknesses and other significant deficiencies and two instances of noncompliance with laws and regulations:

Material Weaknesses

- Information Technology Controls and Financial Systems
- Financial Reporting

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OFFICE OF INSPECTOR GENERAL
Department of Homeland Security

Other Significant Deficiencies

- Property, Plant, and Equipment
- Custodial Activities: Entry Processing, Refunds and Drawbacks, and Seized and Forfeited Property
- Grants Management

Noncompliance with Laws and Regulations

- *Federal Managers' Financial Integrity Act of 1982*
- *Federal Financial Management Improvement Act of 1996*

Moving DHS' Financial Management Forward

The Department continued its commitment to identifying areas for improvement, developing and monitoring corrective actions, and establishing and maintaining effective internal control over financial reporting this past fiscal year. Looking forward, the Department must continue remediation efforts and stay focused in order to sustain its clean opinion on its financial statements and obtain a clean opinion on its internal control over financial reporting.

*****

KPMG is responsible for the attached Independent Auditors' Report dated November 14, 2019, and the conclusions expressed in the report.

To ensure the quality of the audit work performed, we evaluated KPMG's qualifications and independence, reviewed the approach and planning of the audit, monitored the progress of the audit at key points, reviewed and accepted KPMG's audit report, and performed other procedures that we deemed necessary. Our review, as differentiated from an audit in accordance with generally accepted government auditing standards, was not intended to enable us to express, and we do not express, an opinion on DHS' financial statements or internal control over financial reporting or provide conclusions on compliance with laws and regulations. Our review disclosed no instances where KPMG did not comply, in all material respects, with U.S. generally accepted government auditing standards.

OFFICE OF INSPECTOR GENERAL
Department of Homeland Security

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

We request that the Department provide us with a corrective action plan that demonstrates progress in addressing the report's recommendations.

Please call me with any questions, or your staff may contact Sondra F. McCauley, Assistant Inspector General for Audits at (202) 981-6000, or Maureen Duddy, Deputy Assistant Inspector General for Audits, at (617) 565-8723.

Attachment

OFFICE OF INSPECTOR GENERAL
Department of Homeland Security

Table of Contents

Appendixes

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

Independent Auditors' Report

Secretary and Inspector General
U.S. Department of Homeland Security:

Report on the Financial Statements and Internal Control

We have audited the accompanying consolidated financial statements of the U.S. Department of Homeland Security (DHS), which comprise the consolidated balance sheets as of September 30, 2019 and 2018, and the related consolidated statements of net cost, changes in net position, and custodial activity, and combined statements of budgetary resources for the years then ended, and the related notes to the consolidated financial statements. We also have audited DHS's internal control over financial reporting as of September 30, 2019, based on criteria established in the *Standards for Internal Control in the Federal Government*, issued by the Comptroller General of the United States.

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

Management is responsible for the preparation and fair presentation of these consolidated financial statements in accordance with U.S. generally accepted accounting principles; this includes the design, implementation, and maintenance of effective internal control over financial reporting relevant to the preparation and fair presentation of financial statements that are free from material misstatement, whether due to fraud or error. Management is also responsible for its assessment about the effectiveness of internal control over financial reporting, included in the accompanying *Management's Report on Internal Control over Financial Reporting*.

Auditors' Responsibility

Our responsibility is to express an opinion on these consolidated financial statements and an opinion on DHS's internal control over financial reporting based on our audits. We conducted our audits in accordance with auditing standards generally accepted in the United States of America, in accordance with the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States, and in accordance with Office of Management and Budget (OMB) Bulletin No. 19-03, *Audit Requirements for Federal Financial Statements*. Those standards and OMB Bulletin No. 19-03 require that we plan and perform the audits to obtain reasonable assurance about whether the consolidated financial statements are free from material misstatement and whether effective internal control over financial reporting was maintained in all material respects.

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

An audit of internal control over financial reporting involves performing procedures to obtain audit evidence about whether a material weakness exists. The procedures selected depend on the auditors' judgment, including the assessment of the risks that a material weakness exists. An audit of internal control over financial

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reporting also involves obtaining an understanding of internal control over financial reporting and testing and evaluating the design and operating effectiveness of internal control over financial reporting based on the assessed risk.

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

Definition and Inherent Limitations of Internal Control over Financial Reporting

An entity's internal control over financial reporting is a process effected by those charged with governance, management, and other personnel, designed to provide reasonable assurance regarding the preparation of reliable financial statements in accordance with U.S. generally accepted accounting principles. An entity's internal control over financial reporting includes those policies and procedures that (1) pertain to the maintenance of records that, in reasonable detail, accurately and fairly reflect the transactions and dispositions of the assets of the entity; (2) provide reasonable assurance that transactions are recorded as necessary to permit preparation of financial statements in accordance with U.S. generally accepted accounting principles, and that receipts and expenditures of the entity are being made only in accordance with authorizations of management and those charged with governance; and (3) provide reasonable assurance regarding prevention, or timely detection and correction, of unauthorized acquisition, use, or disposition of the entity's assets that could have a material effect on the consolidated 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.

We did not test all internal controls relevant to operating objectives as broadly defined by the *Federal Managers' Financial Integrity Act of 1982*.

Opinion on Financial Statements

In our opinion, the consolidated financial statements referred to above present fairly, in all material respects, the financial position of the U.S. Department of Homeland Security as of September 30, 2019 and 2018, and its net costs, changes in net position, budgetary resources, and custodial activity for the years then ended in accordance with U.S. generally accepted accounting principles.

Basis for Adverse Opinion on Internal Control over Financial Reporting

A material weakness is a deficiency, or a combination of deficiencies, in internal control over financial reporting, such that there is a reasonable possibility that a material misstatement of the entity's financial statements will not be prevented, or detected and corrected, on a timely basis. Material weaknesses have been identified in the following areas as described in the accompanying Exhibit I and included in the accompanying *Management's Report on Internal Control over Financial Reporting*.

A. Information Technology Controls and Financial Systems
B. Financial Reporting

We considered the material weaknesses identified above in determining the nature, timing, and extent of audit procedures applied in our audit of the fiscal year 2019 consolidated financial statements, and these material weaknesses do not affect our opinion on the financial statements.

Adverse Opinion on Internal Control over Financial Reporting

In our opinion, because of the effect of the material weaknesses described in the Basis for Adverse Opinion paragraph above on the achievement of the objectives of the control criteria, DHS has not maintained effective internal control over financial reporting as of September 30, 2019, based on criteria established in *Standards for Internal Control in the Federal Government*, issued by the Comptroller General of the United States.

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Emphasis of Matter

As discussed in Note 15 to the consolidated financial statements, DHS had intragovernmental debt used to finance the *National Flood Insurance Program* (NFIP) of approximately $21 billion as of September 30, 2019 and 2018. The loan and interest payments are financed by the flood premiums from policyholders. Given the current rate structure, DHS will not be able to pay its debt from the premium revenue alone; therefore, DHS does not anticipate repaying the debt. Congress enacted the *Additional Supplemental Appropriations for Disaster Relief Requirements Act* on October 26, 2017. This act provided debt relief by cancelling $16 billion of DHS's debt to the U.S. Department of the Treasury in fiscal year 2018. Our opinion is not modified with respect to this matter.

Other Matters

Interactive Data

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

Required Supplementary Information

U.S. generally accepted accounting principles require that the information in the Management's Discussion and Analysis, Required Supplementary Information, and Required Supplementary Stewardship Information sections be presented to supplement the basic consolidated financial statements. Such information, although not a part of the basic consolidated 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 basic consolidated financial statements in an appropriate operational, economic, or historical context. We have applied certain limited procedures to the required supplementary information in accordance with auditing standards generally accepted in the United States of America, which consisted of inquiries of management about the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic consolidated financial statements, and other knowledge we obtained during our audits of the basic consolidated financial statements. We do not express an opinion or provide any assurance on the information because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.

Other Information

Our audits were conducted for the purpose of forming an opinion on the basic consolidated financial statements as a whole. The information in the About This Report, Message from the Secretary, Message from the Chief Financial Officer, Introduction, Other Information section, and Acronym List as listed in the Table of Contents of the *Agency Financial Report*, is presented for purposes of additional analysis and is not a required part of the basic consolidated financial statements. Such information has not been subjected to the auditing procedures applied in the audits of the basic consolidated financial statements, and accordingly, we do not express an opinion or provide any assurance on it.

Other Reporting Required by *Government Auditing Standards*

Internal Control over Financial Reporting

In accordance with *Government Auditing Standards*, we are required to report findings of significant deficiencies. A significant deficiency is a deficiency, or a combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with

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governance. We consider the deficiencies in the following areas as described in Exhibit II to be significant deficiencies.

C. Property, Plant, and Equipment
D. Custodial Activities: Entry Processing, Refunds and Drawbacks, and Seized and Forfeited Property
E. Grants Management

Compliance and Other Matters

As part of obtaining reasonable assurance about whether DHS's consolidated financial statements as of and for the year ended September 30, 2019 are free from material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements, noncompliance with which could have a direct and material effect on the determination of financial statement amounts. However, providing an opinion on compliance with those provisions was not an objective of our audit, and accordingly, we do not express such an opinion. The results of our tests disclosed an instance of noncompliance or other matter that is required to be reported under *Government Auditing Standards* or OMB Bulletin No. 19-03, and is described in Exhibit III.

F. Federal Managers' Financial Integrity Act of 1982

We also performed tests of its compliance with certain provisions referred to in Section 803(a) of the *Federal Financial Management Improvement Act of 1996* (FFMIA). Providing an opinion on compliance with FFMIA was not an objective of our audit, and accordingly, we do not express such an opinion. The results of our tests disclosed instances, described in Exhibit III, in which DHS's financial management systems did not substantially comply with the (1) Federal financial management systems requirements, (2) applicable Federal accounting standards, and (3) United States Government Standard General Ledger at the transaction level.

DHS's Responses to Findings

DHS's responses to the findings identified in our audit are described in Appendix A. DHS's responses were not subjected to the auditing procedures applied in the audit of the consolidated financial statements and, accordingly, we express no opinion on the responses.

Purpose of the Other Reporting Required by Government Auditing Standards

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

KPMG LLP

Washington, D.C.
November 14, 2019

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Independent Auditors' Report
Exhibit I – Material Weaknesses

The weaknesses in internal control existed as of September 30, 2019 and the instances of noncompliance with certain provisions of laws, regulations, contracts, and grant agreements were identified during the year ended September 30, 2019. The determination of which control deficiencies rise to the level of a material weakness or a significant deficiency is based on an evaluation of the impact of control deficiencies identified in all Components, considered individually and in the aggregate, on the U.S. Department of Homeland Security (DHS) consolidated financial statements as of September 30, 2019. The associated entity level controls, as defined by the *Standards for Internal Control in the Federal Government* issued by the Comptroller General of the United States (Green Book), are also identified in relation to the control activities in the corresponding areas of the following Exhibits.

The findings are presented in three Exhibits:

Exhibit I Material Weaknesses. A material weakness is a deficiency, or combination of deficiencies, in internal control over financial reporting, such that there is a reasonable possibility that a material misstatement of the entity's financial statements will not be prevented, or detected and corrected, on a timely basis. DHS has material weaknesses within the following areas:

A. Information Technology Controls and Financial Systems
B. Financial Reporting

Exhibit II Significant Deficiencies. A significant deficiency is a deficiency, or combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention by DHS management and others in positions of DHS oversight. DHS has significant deficiencies within the following areas:

C. Property, Plant, and Equipment
D. Custodial Activities: Entry Processing, Refunds and Drawbacks, and Seized and Forfeited Property
E. Grants Management

Exhibit III Compliance and Other Matters. The compliance and other matters identified included instances of noncompliance with certain provisions of laws, regulations, contracts, and grant agreements, and other matters that are required to be reported under *Government Auditing Standards* or Office of Management and Budget (OMB) Bulletin No. 19-03, *Audit Requirements for Federal Financial Statements*. DHS has instances of noncompliance as follows:

F. *Federal Managers' Financial Integrity Act of 1982*
G. *Federal Financial Management Improvement Act of 1996*

Criteria DHS's internal control over financial reporting is based on the criteria established by the Green Book.

I.1

I-A Information Technology Controls and Financial Systems

Background:

Information technology (IT) controls are a critical subset of an entity's internal control. There are two main types of IT controls: IT general controls (ITGCs) and application controls. ITGCs operate over entire or large portions of systems and represent the foundation of an IT control structure. They are applied at the entity-wide, operating system, database, or application level, and include controls over access control, configuration management, segregation of duties, and contingency planning. Effective ITGCs are necessary to create the foundation for the operation of application controls. Application controls are those controls that directly relate to specific IT applications and ensure completeness, accuracy, validity, confidentiality, and availability of data. The deficiencies indicated in this Exhibit are representative of ITGC and application control deficiencies at various Components across DHS.

Conditions:

DHS did not design and implement the entity's information systems and related control activities to achieve objectives and respond to risks as required by Green Book principles 11, *Design Activities for the Information System*, and 12, *Implement Control Activities*. Specifically, DHS had:

- Ineffective design, implementation, and operating effectiveness of ITGCs over IT operating systems, databases, and IT applications supporting financial reporting processes across DHS in the following areas:

  Access control and segregation of duties

  - User, service, privileged, and generic (including emergency, temporary, developer, and migrator) accounts not properly authorized, recertified, and revoked timely;
  - The principles of least privilege and segregation of duties not applied;
  - Password security not properly configured for data protection and inactivity;
  - Audit logging activity requirements not defined;
  - Audit logs not generated, reviewed, analyzed, and protected;
  - Development and production environment duties not segregated between conflicting roles;

  Configuration management

  - Configuration management processes including documented policies and procedures; and systems not properly configured;
  - System changes including change implementation, testing, and approval dates not documented; and
  - Periodic reviews of the results of vulnerability scans not performed.

- Ineffective ITGCs performed by service organizations that provide infrastructure support for various IT systems.
- Ineffective application controls and manual controls that are dependent upon the information derived from DHS financial reporting systems.

DHS continued to have deficiencies in its design and implementation of controls over IT Controls and Financial Systems. These deficiencies have persisted since the inception of DHS. As a

result, DHS did not remediate identified internal control deficiencies on a timely basis as required by Green Book principle 17, *Evaluate Issues and Remediate Deficiencies*. Specifically, DHS had:

- Ineffective design and implementation of controls to remediate IT findings, including insufficient corrective action to address deficiencies that have existed for several years in multiple information systems.

Causes:

These deficiencies are a result of the failure of entity level controls as follows:

Green Book principle 7 requires that "Management should identify, analyze, and respond to risks related to achieving the defined objectives." DHS did not effectively implement and operate Green Book principle 7. Specifically,

- DHS did not fully implement a robust risk assessment of ITGCs that is necessary to identify weaknesses, nor did it assess the resulting risks created by IT deficiencies.
- DHS did not resolve the risks created by historic limitations in the functionality of DHS's financial systems.
- DHS did not successfully mitigate the risk created by implementing manual controls to compensate for risks created by decentralized systems and records management processes or utilities with limited automated capabilities.

Green Book principle 16 requires that "Management should establish and operate monitoring activities to monitor the internal control system and evaluate the results." DHS did not effectively implement and operate Green Book principle 16. Specifically,

- DHS did not implement a formalized process to monitor the third party service organizations responsible for maintaining the infrastructure support for various IT systems.
- DHS established corrective action plans, but had not monitored them to ensure they were tracking the progress toward remediation of deficiencies in a timely manner.

Effects:

Deficiencies in access controls and segregation of duties increase the risk that current employees, separated employees, or contractors may obtain unauthorized or inappropriate access to financial systems or data. Such access could lead to unauthorized activities or inappropriate disclosures of sensitive data. Deficiencies in configuration management increase the risk that unauthorized or inappropriate changes to systems will be applied and go undetected by management, resulting in lower assurance that information systems will operate as intended and that data is reliable, valid, and complete.

In addition, system limitations contribute to deficiencies in multiple financial process areas across DHS. Many key DHS financial systems are not compliant with Federal financial management system requirements as defined by the *Federal Financial Management Improvement Act of 1996* (FFMIA), as noted in Exhibit III. These functionality limitations cause a greater risk of error and result in inconsistent, incomplete, or inaccurate control execution.

Collectively, DHS not performing an appropriate risk assessment to identify and mitigate the ITGC and application control deficiencies limits DHS's ability to process, store, and report financial data in a manner that ensures accuracy, confidentiality, integrity, and availability. In response to these deficiencies, DHS intended to utilize manual controls; however, these manual controls often were not properly designed or implemented, or did not operate effectively as reported in Exhibits I and II.

Recommendations:

We recommend that DHS:

1. Office of the Chief Financial Officer (OCFO), in coordination with the Office of the Chief Information Officer (OCIO), the Office of the Chief Information Security Officer (OCISO), and Component IT and financial management, complete a comprehensive risk analysis and develop a mitigation plan to reduce risks related to ITGC and application control deficiencies;

2. OCFO, in coordination with the OCIO, the OCISO, and Component IT and financial management, design and implement an effective internal control process, including manual controls, to ensure that the risk of errors due to IT system functionality issues and the inability to rely on application controls are compensated for until system deficiencies are remediated;

3. OCFO, in coordination with the OCIO, the OCISO, and Component IT and financial management, make the necessary improvements to DHS's ITGC and application controls. Specific, detailed recommendations were provided in individual limited distribution Notices of Findings and Recommendations to DHS and Component management; and

4. OCISO, the OCIO, and Component IT management sufficiently monitor IT vulnerabilities and limitations, and coordinate with the OCFO and Component financial management to implement manual controls to mitigate risk.

I-B Financial Reporting

Background:

Internal control over financial reporting is a process effected by those charged with governance, management, and other personnel, and is designed to provide reasonable assurance regarding the preparation of reliable financial statements in accordance with U.S. generally accepted accounting principles.

Conditions:

DHS did not design control activities to achieve objectives and respond to risks as required by Green Book principle 10, *Design Control Activities*, or implement the entity's information systems and related control activities through policies as required by Green Book principles 11, *Design Activities for the Information System*, and 12, *Implement Control Activities*. Specifically, DHS had:

- Ineffective design, implementation, and operating effectiveness of controls supporting financial reporting processes across DHS in the following areas:

  Beginning balances

  - Beginning balances not reviewed for completeness and accuracy at the transaction level;

  Journal entries

  - Manual journal entries not reviewed and approved;
  - Journal entry amounts not validated with appropriate supporting documentation;
  - Transactions not reviewed for correct U.S. Standard General Ledger (USSGL) accounts;

Independent Auditors' Report
Exhibit I – Material Weaknesses

- Transaction codes not reviewed and approved prior to permitting the transaction codes to be used in the system;
- Journal entry descriptions of the business events not aligned to the supporting documentation provided for the entry;

Actuarially derived estimates

- The underlying data used in the valuation of the pension liability not validated for completeness and accuracy;
- Assumptions used in the valuation of the actuarial liabilities not reviewed at an appropriate level of precision or evaluated for reasonableness at fiscal year-end;

Service organization control (SOC) reports

- Service provider risks not addressed by obtaining and effectively reviewing a SOC report, or by assessing the risks when a SOC report does not exist; and

Application Controls and Information Produced by the Entity

- Baseline assessments of application controls and information produced by the entity not reviewed for completeness and accuracy.

DHS continued to have deficiencies in its design and implementation of controls over Financial Reporting. The deficiencies have persisted since the inception of DHS. As a result, DHS did not remediate identified internal control deficiencies on a timely basis as required by Green Book principle 17, *Evaluate Issues and Remediate Deficiencies*.

Causes:

These deficiencies are a result of the failure of entity level controls as follows:

Green Book principle 4 requires that "Management should demonstrate a commitment to recruit, develop, and retain competent individuals." DHS did not effectively implement and operate Green Book principle 4. Specifically,

- DHS did not provide timely training on requirements for supporting documentation to individuals with responsibilities to review journal entries.
- DHS did not sufficiently develop and retain individuals responsible for the recording of journal entries.

Green Book principle 5 requires that "Management should evaluate performance and hold individuals accountable for their internal control responsibilities." DHS did not effectively implement and operate Green Book principle 5. Specifically,

- DHS did not enforce accountability of control operators responsible for the review of the SOC reports.

Green Book principle 7 requires that "Management should identify, analyze, and respond to risks related to achieving the defined objectives." DHS did not effectively implement and operate Green Book principle 7. Specifically,

- DHS did not fully implement a robust risk assessment of ITGCs that is necessary to identify weaknesses, nor did it assess the resulting risks created by IT deficiencies.
- DHS did not assess the resulting risks created by IT deficiencies and their impact on other controls.

Independent Auditors' Report
Exhibit I – Material Weaknesses

- DHS did not perform a risk assessment to design standard operating procedures to perform a robust review of the actuarial pension report.

Green Book principle 13 requires that "Management should use quality information to achieve the entity's objectives." DHS did not effectively implement and operate Green Book principle 13. Specifically,

- DHS did not process data into quality information that was useable for operating controls effectively.
- DHS did not perform baseline testing of information generated by applications prior to relying on that information as part of a control.
- DHS did not identify the appropriate information requirements to support proposed journal entries.
- DHS did not obtain quality information from its Components to achieve the entity's objectives.

Green Book principle 16 requires that "Management should establish and operate monitoring activities to monitor the internal control system and evaluate the results." DHS did not effectively implement and operate Green Book principle 16. Specifically,

- DHS did not monitor the status of corrective action plans.
- DHS did not monitor the assigned processes and controls performed by service organizations.
- DHS did not monitor the service organization's controls surrounding the compilation of the National Flood Insurance Program (NFIP) financial statements and the related IT systems used to process insurance policies.
- DHS did not design and implement sufficient procedures to review SOC reports.

Effects:

The failure to adequately design, implement, and operate internal controls over beginning balances increases the risk that beginning balances could contain undetected misstatements.

The failure to adequately design, implement, and operate internal controls over journal entries increases the risk that misstatements can occur without being prevented, or detected and corrected in a timely fashion.

The failure to develop and retain individuals and provide timely training increases the risk that unsupported or incorrect journal entries will be recorded.

The failure to adequately design, implement, and operate internal controls over actuarially derived estimates increases the risk that misstatements can occur without being prevented, or detected and corrected in a timely fashion. This resulted in over $1.2 billion of auditor-identified errors, approximately 2% of estimated actuarial pension and other retirement benefits liabilities.

The failure to adequately design, implement, and operate internal controls related to oversight of service organizations increases the risk that misstatements can occur without being prevented, or detected and corrected in a timely fashion.

The failure to adequately design, implement, and operate internal controls related to the baseline assessment of application controls and information produced by the entity prevents management from relying on application controls. It also prevents management from relying on the information produced by the entity that is used in the recording of journal entries and performance of manual controls.

I.6

In addition, the lack of compensating controls for IT deficiencies results in noncompliance with Federal financial management system requirements as defined by FFMIA, and reported in Exhibit III.

Recommendations:

We recommend that DHS:

5. develop new policies, or improve and reinforce existing policies, procedures, and related internal controls, that:
    a. beginning balances are recorded at the transaction level in the correct underlying general ledger systems in order to improve the quality of information in each system;
    b. journal entries are adequately researched, supported, and reviewed before and after recording in the general ledger;
    c. assumptions used in significant estimates are sufficiently reviewed on a timely basis with an appropriate level of precision, and that the results of the reviews are properly documented;
    d. reviews of assumptions used in significant estimates are maintained and the validity of those assumptions are routinely evaluated; and
    e. the underlying census data to actuarially derived estimates is reviewed at least annually; and
    f. information used in the operations of controls is determined to be complete and accurate;
6. provide training and enforce accountability for adherence to policies and procedures and provide the necessary financial reporting oversight;
7. improve the process for identification, analysis, and response to risks related to financial reporting;
8. align knowledgeable resources to monitor and evaluate the roles of service organizations, assess controls at those service organizations, and identify and assess complementary user entity controls within the Components relying on those service organizations; and
9. improve monitoring controls over remediating internal control deficiencies.

II-C Property, Plant, and Equipment

Conditions:

DHS did not design control activities to achieve objectives and respond to risks as required by Green Book principle 10, *Design Control Activities*, or implement control activities through policies as required by Green Book principle 12, *Implement Control Activities*. Specifically, DHS had:

- Ineffective design and implementation of control activities to ensure completeness of capitalized assets, appropriate tracking of asset activity at a transaction level, and timely and accurate recording of asset additions, deletions, or other adjustments to property, plant, and equipment.

Causes:

These deficiencies are a result of the failure of entity level controls as follows:

Green Book principle 5 requires that "Management should evaluate performance and hold individuals accountable for their internal control responsibilities." DHS did not effectively implement and apply Green Book principle 5. Specifically,

- DHS did not hold personnel accountable for performing assigned responsibilities related to the timely capitalization of real property assets.
- DHS failed to enforce policies and procedures in regards to timely and accurate recording of asset additions and retirements.

Green Book principle 9 requires that "Management should identify, analyze, and respond to significant changes that could impact the internal control system." DHS did not effectively implement and operate Green Book principle 9. Specifically,

- DHS did not identify risks related to new or changing business operations and their impact on the capitalization of real property.

Green Book principle 13 requires that "Management should use quality information to achieve the entity's objectives." DHS did not effectively implement and operate Green Book principle 13. Specifically,

- DHS did not completely identify all of the appropriate information requirements to support the adjustment of capitalization of real property assets.

Effects:

DHS experienced difficulties in providing complete and accurate data to support operating controls and year-end property, plant, and equipment balances. The aggregate impact of the property, plant, and equipment deficiencies at DHS results in a risk that misstatements related to the completeness, existence, and accuracy of property, plant, and equipment are not prevented, or detected and corrected in a timely manner. The potential errors identified for property, plant, and equipment were approximately $124 million, approximately 0.5% of General Property, Plant, and Equipment, Net.

Recommendations:

We recommend that DHS:

10. enforce accountability for adherence to policies and procedures and provide the necessary financial reporting oversight;
11. reinforce controls over the timely recording of asset addition and retirement activity to ensure personnel respond to risks when new or changing business operations are identified; and
12. identify the appropriate information requirements to support the recording of asset addition and retirement activity.

II-D Custodial Activities: Entry Processing, Refunds and Drawbacks, and Seized and Forfeited Property

Background:

The majority of DHS's custodial collections are from merchandise entering the United States from foreign ports of origin, against which DHS assesses import duties, taxes, and fees.

Drawback claims typically occur when imported goods on which duties, taxes, or fees have been previously paid are subsequently exported from the United States or destroyed. The *Trade Facilitation and Trade Enforcement Act of 2015* (TFTEA) contains provisions for drawback modernization that simplify the rules for determining if exports are eligible for drawback refunds, expands the timeframe for drawback claims, and eliminates some of the documentation requirements, all of which could eliminate some of the conditions identified below. TFTEA was implemented in February 2019. All drawback claims filed after the implementation date are filed under the regulations in Code of Federal Regulations (CFR) 190. Drawback claims filed prior to the TFTEA implementation date were filed under the regulations in CFR 191.

DHS is also responsible for reporting seized and forfeited property that is in its custody. DHS seizes various items, including prohibited drugs and counterfeit goods. DHS relies on several of its Components to enter case information, including weights and measures, into the seized and forfeited property system.

Conditions:

DHS did not design and implement control activities to achieve objectives and respond to risks as required by Green Book principles 10, *Design Control Activities*, and 11, *Design Activities for the Information System*, or implement control activities through policies as required by Green Book principle 12, *Implement Control Activities*. Specifically, DHS had:

- Ineffective design, implementation, and operating effectiveness of controls supporting custodial activities in the following areas:

  Entry processing:

  - Policies and procedures over the review of entry edit and exception reports not established;

Refunds and drawbacks:

- Policies and procedures not updated for the review and approval of refunds prior to disbursement;
- System configuration not designed to properly calculate the interest for refund payments;
- Application controls not designed to prevent, or detect and correct, excessive drawback claims;
- Drawback claims not configured to link to imports at a sufficiently detailed level;
- Essential information on drawback claims not compared, verified, and tracked to the related underlying consumption entries and export documentation upon which the drawback claims were based;
- Policies and procedures not documented that require timely coordination with all applicable parties for drawback claims;

Seized and forfeited property:

- Seized and forfeited asset transactions not recorded properly and timely in the seized and forfeited assets tracking system; and
- Input, extraction, and reporting of seized and forfeited property activity, including identification of unusual weight and measure variances needing further investigation not reviewed.

Causes:

These deficiencies are a result of the failure of entity level controls as follows:

Green Book principle 3 requires that "Management should establish an organizational structure, assign responsibility, and delegate authority to achieve the entity's objectives." DHS did not effectively implement and operate Green Book principle 3. Specifically,

- DHS did not document its internal control to meet its operational needs related to refunds.

Green Book principle 4 requires that "Management should demonstrate a commitment to recruit, develop, and retain competent individuals." DHS did not effectively implement and operate Green Book principle 4. Specifically,

- DHS did not sufficiently train individuals to develop competencies for key roles in executing the internal control objectives related to the custodial revenue note to the financial statements and the seized and forfeited property note to the financial statements.

Green Book principle 7 requires that "Management should identify, analyze, and respond to risks related to achieving the defined objectives." DHS did not effectively implement and operate Green Book principle 7. Specifically,

- DHS did not analyze and respond to identified risks related to drawback claims submitted prior to the implementation of TFTEA.
- DHS did not complete a thorough risk assessment related to seized and forfeited property.

Green Book principle 13 requires that "Management should use quality information to achieve the entity's objectives." DHS did not effectively implement and operate Green Book principle 13. Specifically,

- DHS did not process data into quality information that was useable for operating controls effectively.

Green Book principle 14 requires that "Management should internally communicate the necessary quality information to achieve the entity's objectives." DHS did not effectively implement and operate Green Book principle 14. Specifically,

- DHS did not improve and update interim policy documents, which prevented the communication of quality information to enable its personnel to perform key roles.

Green Book principle 15 requires that "Management should externally communicate the necessary quality information to achieve the entity's objectives." DHS did not effectively implement and operate Green Book principle 15. Specifically,

- DHS did not communicate quality information to claimants and brokers related to the document retention period for drawback claims.

Green Book principle 16 requires that "Management should establish and operate monitoring activities to monitor the internal control system and evaluate the results." DHS did not effectively implement and operate Green Book principle 16. Specifically,

- DHS did not identify compensating controls to detect and correct material data input errors prior to the preparation of the seized and forfeited property note to the financial statements.
- DHS did not effectively monitor the internal control system over interest calculations for refund requests.

Effects:

The failure to fully establish and define control activities related to the entry process could lead to potential misstatements of net taxes, duties and trade receivables on the Balance Sheet and total cash collections on the Statement of Custodial Activity.

Until all CFR 191 drawback claims are processed, DHS's failure to implement effective controls over the drawback process may subject DHS to financial loss due to excessive drawback claims. In addition, drawback claims are governed by the laws and regulations in effect at the time of filing. As the length of the drawback lifecycle can last for years, it will take several years for claims filed under CFR 191 to be completed.

Failure to fully establish and define control activities related to seized and forfeited property results in misstatements of the Seized and Forfeited Property note to the financial statements. The errors in the seized and forfeited property data resulted in overstatements of 5,011 kg in seized property, and 9,538 kg in forfeited property, of which management subsequently corrected 3,497 kg and 4,168 kg, respectively, in the Seized and Forfeited Property note to the consolidated financial statements.

Recommendations:

We recommend that DHS:

Entry processing:

13. update and redistribute guidance to appropriate personnel regarding the relevant directives to ensure consistent performance of controls across all DHS locations;
14. provide training to all personnel on new policies to ensure consistent implementation at all DHS locations;

Refunds and drawbacks:

15. update policies and procedures over the review and approval of refunds;

16. update the system configuration to properly calculate interest on refunds;
17. conduct a robust risk assessment over the drawback claims process, and document responses to the identified risks;
18. continue to enhance manual controls to prevent, or detect and correct excessive drawback claims filed before the implementation of TFTEA as they are processed through the drawback lifecycle;
19. track and monitor the progress made in reducing the risk caused by the backlog of drawback claims;
20. communicate the appropriate retention period to claimants and brokers to ensure supporting documentation is maintained;

Seized and forfeited property:

21. design and implement succession and contingency plans for operational staff responsible for completing destruction of seized and forfeited property;
22. sufficiently train individuals to develop competencies for key seized and forfeited property accounting roles;
23. improve internal communication of the policies and procedures over seized and forfeited property; and
24. improve controls to monitor that the input of weights and measures into the seized and forfeited property system are complete and accurate.

II-E Grants Management

Background:

DHS manages multiple Federal disaster and non-disaster grant programs. In fiscal year (FY) 2018, DHS began implementation of the process to standardize all grant management activities, which continued into FY 2019. This included coordination among the grant regional offices and central management as well as among the various grant programs. In order to monitor the spending of the disaster and non-disaster grant funding, DHS performs site visits and monitors Federal Financial Reports submitted by grantees. The internal control deficiencies related to grants management were reported in prior years and persisted in FY 2019.

Conditions:

DHS did not design control activities to achieve objectives and respond to risks as required by Green Book principle 10, *Design Control Activities*. Specifically, DHS had:

- Insufficient design of the controls over the completeness and accuracy of the site visit monitoring tracking tool responsible for monitoring grantees and related corrective action plans from the findings identified from site visits; and
- Insufficient design of the controls over the completeness and accuracy of the Cash Analysis Reporting Template (CART) responsible for monitoring grantee's Federal Financial Reports.

DHS did not implement control activities through policies as required by Green Book principle 12, *Implement Control Activities*. Specifically, DHS had:

- Inconsistent implementation of procedures over the delegation of authority for and the review of disaster and non-disaster grant obligations and deobligations;

Independent Auditors' Report
Exhibit II – Significant Deficiencies

- Inconsistent implementation of procedures over the review of the non-disaster grant obligations and deobligations to ensure that evidence of grant recipient acceptance was received in a timely manner; and
- Inconsistent implementation of procedures over grant close-outs, including the untimely close-out and failure to notify grantees upon close-out of non-disaster grants.

Causes:

These deficiencies are a result of the failure of entity level controls as follows:

Green Book principle 13 requires that "Management should use quality information to achieve the entity's objectives." DHS did not effectively implement and operate Green Book principle 13. Specifically,

- DHS failed to maintain reliable data throughout the monitoring of the Federal Financial Reports and site visits.

Green Book principle 14 requires that "Management should internally communicate the necessary quality information to achieve the entity's objectives." DHS did not effectively implement and operate Green Book principle 14. Specifically,

- DHS lacked consistent lines of communication to ensure that the appropriate authorities review disaster grant obligations and deobligations.
- DHS lacked consistent lines of communication for the review, approval, and notification of non-disaster grant obligations and deobligations.
- DHS failed to establish internal lines of communication to facilitate the tracking of grantee site visits and grantee Federal Financial Reports.

Effects:

The failure to use quality information and internally communicate policies and procedures to implement standardized internal controls within DHS during FY 2019 caused ineffective monitoring of grantees. Ineffective monitoring may result in inaccurate or unauthorized expense reporting by grantees and increases the risk that DHS may not identify corrective actions for grantees in a timely manner. In addition DHS's failure to use quality information and internally communicate that grants are eligible for closeout elevates the risk of invalid obligations due to untimely closure of grants. The failure to effectively communicate also increases the risk that obligations are improperly created and elevates the risk of *Antideficiency Act* violations.

Recommendations:

We recommend that DHS:

25. improve the quality of information used in the continuous quality assurance and grants monitoring process, including review of corrective actions resulting from procedures over obtaining, timely reviewing, and reconciling required quarterly grantee reports and procedures to create and track comprehensive lists of grants eligible for closeout; and
26. identify and correct barriers to effectively communicate policies and procedures implemented as a result of the grants management standardization process throughout DHS.

III-F *Federal Managers' Financial Integrity Act of 1982*

The *Federal Managers' Financial Integrity Act of 1982* (FMFIA) requires agencies to establish effective internal control and financial systems and to continuously evaluate and assess the effectiveness of their internal control. DHS's implementation of OMB Circular No. A-123 facilitates compliance with FMFIA. DHS has implemented a multi-year plan to achieve full assurance on internal control. However, the DHS *Secretary's Assurance Statement*, dated November 14, 2019, as presented in *Management's Discussion and Analysis* of DHS's FY 2019 *Agency Financial Report*, acknowledged the existence of control activities demonstrating material weaknesses, and therefore provided qualified assurance that internal control over financial reporting was operating effectively as of September 30, 2019. Management's findings were similar to the control deficiencies described in Exhibits I and II. However, continuous monitoring and testing of both IT and financial controls was not performed for all significant areas.

While DHS progressed toward full compliance with FMFIA, DHS did not fully establish effective systems, processes, policies, and testing procedures to ensure that internal controls were operating effectively throughout DHS. Deficiencies related to monitoring the internal control system are discussed in Exhibit I, Comments **I-A**, *Information Technology Controls and Financial Systems* and **I-B**, *Financial Reporting*.

Recommendations:

We recommend that DHS:

27. continue its corrective actions to address internal control deficiencies in order to ensure full compliance with FMFIA, and implement the recommendations provided in Exhibits I and II.

III-G *Federal Financial Management Improvement Act of 1996*

The *Federal Financial Management Improvement Act of 1996* (FFMIA) Section 803(a) requires that agency Federal financial management systems comply with: (1) applicable Federal accounting standards; (2) Federal financial management system requirements; and (3) the USSGL at the transaction level. FFMIA emphasizes the need for agencies to have systems that can generate timely, reliable, and useful information with which to make informed decisions to ensure ongoing accountability.

As of September 30, 2019, DHS's financial management systems do not comply substantially with Federal financial management system requirements, applicable Federal accounting standards, and application of the USSGL at the transaction level, as described in Exhibits I and II. The DHS Secretary stated in the *Secretary's Assurance Statement*, dated November 14, 2019, that DHS's financial management systems do not substantially conform to government-wide requirements mandated by FFMIA. DHS's remedial actions and related timeframes are also presented in Table 3 of *Management's Discussion and Analysis* in the FY 2019 *Agency Financial Report*.

Recommendation:

We recommend that DHS:

28. improve its financial management systems to ensure compliance with FFMIA, and implement the recommendations provided in Exhibits I and II.

OFFICE OF INSPECTOR GENERAL
Department of Homeland Security

Appendix A
Management Comments to the Draft Report

U.S. Department of Homeland Security
Washington, DC 20528

Homeland Security

November 15, 2019

MEMORANDUM FOR: Jennifer Costello
Deputy Inspector General

FROM: Stacy Marcott
Acting Chief Financial Officer

SUBJECT: Fiscal Year 2019 Financial and Internal Controls Audit

Thank you for your audit report on the Department's financial statements and internal controls over financial reporting for fiscal years (FY) 2019 and 2018. We concur with the Independent Public Accountant's conclusions. We are pleased to have earned an unmodified financial statement audit opinion for the seventh consecutive year.

We acknowledge the internal control challenges noted in the report. We have implemented multi-year corrective action plans which have strengthened controls and lessened the severity of conditions noted in prior years. We are pleased that the audit report recognizes our progress.

Many of the information technology control challenges noted in the report are the result of outdated financial and business systems, some of which have been in operation longer than the Department has been in existence. We continue to implement and monitor compensating controls to mitigate systems risks. Furthermore, we are in midst of a long-term financial systems modernization effort which when complete will ensure that all DHS Components have modern, compliant financial systems and follow standard business practices.

I look forward to working collaboratively with the Office of Inspector General and the Independent Public Accountant in the years ahead to further strengthen DHS financial management and internal control.

OFFICE OF INSPECTOR GENERAL
Department of Homeland Security

Appendix B
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