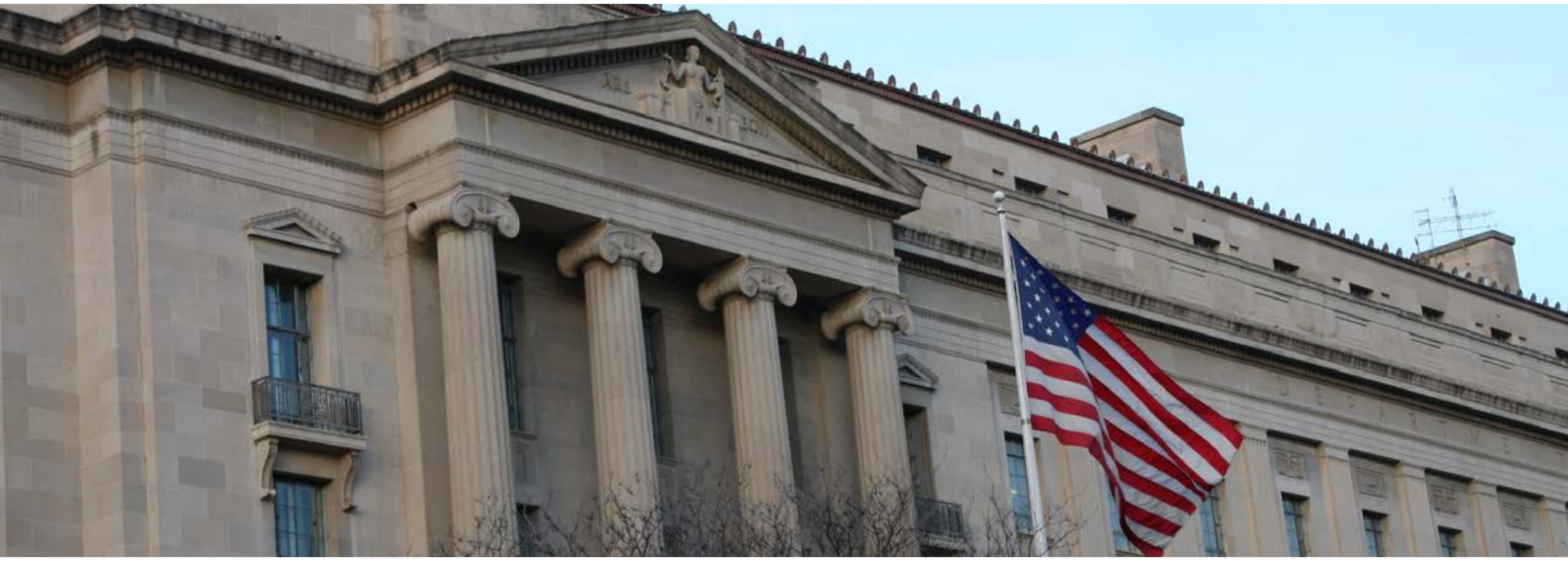
Office of the Inspector General
U.S. Department of Justice

OVERSIGHT ★ INTEGRITY ★ GUIDANCE



Audit of the Federal Bureau of Prisons Annual Financial Statements Fiscal Year 2019

Audit Division 20-015

December 2019

Commentary and Summary

Audit of the Federal Bureau of Prisons Annual Financial Statements Fiscal Year 2019

Objective

In support of the Department of Justice's annual financial statements audit, the Office of the Inspector General (OIG) contracted with an independent auditor to perform an audit of the Federal Bureau of Prisons (BOP) annual financial statements.

The objectives of the audit are to opine on the financial statements, report on internal control over financial reporting, and report on compliance and other matters, including compliance with the *Federal Financial Management Improvement Act of 1996* (FFMIA).

Results in Brief

KPMG LLP (KPMG) found that the BOP's financial statements are fairly presented as of and for the year ended September 30, 2019. An unmodified opinion was issued. The Independent Auditors' Report did not report any material weaknesses or instances of non-compliance.

The OIG reviewed KPMG's report and related documentation and made necessary inquiries of its representatives. Our review, as differentiated from an audit in accordance with Government Auditing Standards, was not intended to enable us to express, and we do not express, an opinion on the BOP's financial statements, conclusions about the effectiveness of internal control, conclusions on whether the BOP's financial management systems substantially complied with FFMIA, or conclusions on compliance and other matters. KPMG is responsible for the attached auditors' report dated November 5, 2019, and the conclusions expressed in the report. However, our review disclosed no instances where KPMG did not comply, in all material respects, with auditing standards generally accepted in the United States of America.

Recommendations

No recommendations were provided in the report.

Audit Results

Under the direction of the OIG, KPMG performed the BOP's audit in accordance with auditing standards generally accepted in the United States of America. The fiscal year (FY) 2019 audit resulted in an unmodified opinion on the financial statements. An unmodified opinion means that the financial statements present fairly, in all material respects, the financial position and the results of the entity's operations in accordance with U.S. generally accepted accounting principles. For FY 2018, the BOP also received an unmodified opinion on its financial statements (OIG Audit Division Report No. 19-06).

KPMG neither identified any material weaknesses, nor reported any significant deficiencies in the FY 2019 Independent Auditors' Report.

No instances of non-compliance or other matters were identified during the audit that are required to be reported under Government Auditing Standards. Additionally, KPMG's tests disclosed no instances in which the BOP's financial management systems did not substantially comply with FFMIA.

AUDIT OF THE FEDERAL BUREAU OF PRISONS ANNUAL FINANCIAL STATEMENTS FISCAL YEAR 2019

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MISSION

It is the mission of the Federal Bureau of Prisons to protect society by confining offenders in the controlled environments of prisons and community-based facilities that are safe, humane, cost-efficient, and appropriately secure, and that provide work and other self-improvement opportunities to assist offenders in becoming law-abiding citizens.

ORGANIZATION STRUCTURE

The Bureau of Prisons (BOP) encompasses the activities of the Trust Fund and appropriated activities. It does not include the Federal Prison Industries, Inc. (FPI) (also called UNICOR) which is a separate reporting component of the Department of Justice (Department or DOJ).

As of September 30, 2019, the **BOP** was comprised of 122 institutions, six regional offices, two staff training centers, 22 Residential Reentry Management field offices, and a Central Office, or headquarters, in Washington, D.C. The Executive Office of the Director provides overall direction for agency operations, with ten central office divisions, each led by a member of the BOP's Executive Staff, providing operational and policy direction. The Central Office manages the security and correctional operations of the BOP, medical and psychiatric programs, and food and nutritional programs. Additionally, the Central Office plans for the acquisition, construction, and staffing of new facilities; and oversees budget development and execution, contracting, property management, and financial management. Additional operational support and direction are provided for residential reentry management and detention programs, legal counsel, public affairs, information resources, and human resources management.

The **National Institute of Corrections** (NIC) provides technical assistance and training for state and local correctional agencies across the nation. The NIC supports the BOP's goal of building partnerships with community, state, local, and other entities. The **Program Review Division** (PRD) performs oversight of the BOP's programs through a rigorous review process that measures program effectiveness and adequacy of internal controls. The **Administration Division** (ADM) provides resources and support for the BOP to perform effectively and efficiently. This includes the development of budget requests; the stewardship of financial resources; procurement and property management; the coordination and analysis of information related to capacity; the selection of sites for new prison construction; the design and construction of new correctional facilities; and the renovation and maintenance of existing facilities. The **Correctional Programs Division** (CPD) develops activities and programs designed to appropriately classify inmates, eliminate inmate idleness, and develop the skills necessary to facilitate the successful reintegration of inmates into their communities upon release. The **Health**

Services Division (HSD) has responsibilities in health care, occupational safety and environmental health, and food services. The health care mission is to deliver necessary health care to inmates. The occupational safety and environmental health mission is to provide a safe and healthy environment for staff and inmates. The food service mission is to provide healthy and appetizing meals that meet the needs of the general population. The **Human Resource Management Division** (HRMD) is designed to oversee and administer personnel policy and programs developed to address the needs of the BOP employees covering all areas of personnel management. The **Industries Division** encompasses FPI and vocational training programming. The **Information, Policy and Public Affairs Division** (IPPA) collects, develops, and disseminates useful, accurate, and timely information to the BOP staff, the DOJ, Congress, other government agencies, and the public. The **Office of General Counsel** (OGC) provides effective legal advice, assistance, and representation to officials of the Federal Bureau of Prisons. The **Reentry Services Division** (RSD) enhances oversight and direction for the critical area of offender reentry. Within the RSD is the Education and Recreation Services Branch, who oversees the BOP's recreation and education programs. The RSD prepares inmates for reentry by focusing on reentry programming and community resource transition, thereby increasing public safety.

The **Trust Fund** was created in the early 1930s to allow inmates a means to purchase additional products and services above the necessities provided by appropriated Federal funds (e.g., personal grooming products, snacks, postage stamps, telephone services, and electronic messaging). The Trust Fund is a self-sustaining trust revolving fund account that is funded through sales of goods and services to inmates.

The BOP is subdivided into **six geographical regions** (see Attachment A), each managed by a Regional Director. Regions are staffed with personnel who provide operational guidance and support to the field locations in management and administrative areas such as financial management, budgeting, technical assistance, personnel, and correctional management.

In fiscal year (FY) 2019, the BOP operated 122 institutions spanning four main security levels in its efforts to provide secure and cost effective housing to a broad spectrum of offenders. Institutions are assigned a security classification based in part on the physical design of each facility. The four security levels are minimum, low, medium, and high. In addition, **administrative** facilities are institutions with special missions, including: detention of non-citizen or pretrial offenders, treatment of inmates with serious or chronic medical problems, and containment of extremely violent or dangerous inmates. Administrative facilities are capable of housing inmates of all security categories.

FINANCIAL STRUCTURE

The BOP was provided two appropriations by Congress for FY 2019: **Salaries and Expenses** and **Buildings and Facilities**. The Salaries and Expenses (S&E) portion includes annual, multi-year, and no-year appropriations, while Buildings and Facilities (B&F) is a no-year appropriation. The **Trust Fund** is not appropriated and receives spending authority from offsetting collections for revenue earned through the sale of goods and services.

The S&E appropriations are annual, multi-year, and no-year appropriations that support costs associated with the care and custody of all Federal offenders in Federal institutions and contract facilities, and the maintenance and operational costs associated with the upkeep of Federal facilities, regional offices, staff training centers, and administrative offices.

The B&F appropriation is a no-year appropriation that supports site planning, acquisition, and construction of new facilities. The B&F appropriation also supports the remodeling, renovating, and equipping of existing facilities for penal and correctional use.

FY 2019 RESOURCE INFORMATION

Tables 1 and 2 summarize the activity on the BOP's Consolidated Statements of Changes in Net Position and Consolidated Statements of Net Cost. The tables show the funds provided to the BOP for the fiscal years ended September 30, 2019 and 2018 for the purpose of achieving the strategic goals.

Table 1. Source of BOP Resources
(Dollars in Thousands)

Source	FY 2019	FY 2018	Change %
Earned Revenue	$ 373,243	$ 388,204	-4%
Budgetary Financing Sources			
Appropriations Received	7,542,400	7,325,571	3%
Appropriations Transferred-In/Out	(15,946)	(6,399)	149%
Other Adjustments	(105)	(134)	-22%
Other Financing Sources			
Donations and Forfeitures of Property	1	1	0%
Transfers-In/Out Without Reimbursement	-	7,150	-100%
Imputed Financing	300,890	268,328	12%
Total BOP Resources	**$ 8,200,483**	**$ 7,982,721**	3%

Table 2. How BOP Resources are spent
(Dollars in Thousands)

Strategic Goal (SG)	FY 2019	FY 2018	Change %
SG 3: Reduce Violent Crime and Promote Public Safety			
Gross Cost	$ 8,036,112	$ 7,904,656	
Less: Earned Revenue	373,243	388,204	
Net Cost	$ 7,662,869	$ 7,516,452	2%
Total Gross Cost	**$8,036,112**	**$7,904,656**	
Less: Total Earned Revenue	**373,243**	**388,204**	
Total Net Cost of Operations	**$7,662,869**	**$7,516,452**	2%

ANALYSIS OF FINANCIAL STATEMENTS

Highlights of the financial and budgetary information presented in the financial statements follows.

Assets: The BOP's Consolidated Balance Sheets as of September 30, 2019, shows $7.286 billion in total assets, an increase of $257 million from the previous year's total assets of $7.029 billion. General Property, Plant and Equipment, Net was $4.784 billion, which represents 66 percent of total assets.

Liabilities: The BOP's Consolidated Balance Sheets as of September 30, 2019, shows $2.728 billion in total liabilities, an increase of $93 million from the previous year's total liabilities of $2.635 billion. Actuarial Federal Employee's Compensation Act Liabilities (FECA) liabilities were $1.115 billion and Accounts Payable was $503 million, which represents 41 percent and 18 percent of total liabilities, respectively.

Net Cost of Operations: The BOP's Consolidated Statements of Net Cost presents the BOP's gross and net cost by Strategic Goal 3. The net cost of the BOP's operations totaled $7.663 billion for the fiscal year ended September 30, 2019, an increase of $147 million from the previous year's net cost of operations of $7.516 billion.

Consistent with the Government Performance and Results Act (GPRA) requiring agencies to prepare strategic plans covering five years, at least every three years, the BOP has a formal strategic planning process that feeds into the Department's strategic plan. The BOP sets goals, measures performance, and reports annually on its actual performance compared to its goals. The Office of Management and Budget (OMB) Circular A-136, *Financial Reporting Requirements*, and the Statement of Federal Financial Accounting Standard (SFFAS) No. 15, *Management's Discussion and Analysis – Standards*, require agencies to present the most significant performance measures related to information on major goals from the agency's strategic plan.

The gross costs and earned revenues are allocated to the DOJ's Strategic Goal 3, "Reduce Violent Crime and Promote Public Safety."

2019 Financial Highlights

Strategic Goal 3: Reduce Violent Crime and Promote Public Safety

Through strict adherence to its mission, the BOP conducts its incarcerations function using a range of BOP operated correctional institutions of varying security levels. The BOP also utilizes privately operated facilities, which include residential reentry centers. Collaborating with various law enforcement entities, the BOP engages with numerous task forces such as National Gang Intelligence, National Joint Terrorism, Correctional Intelligence, and other intelligence gathering and sharing efforts. Through the NIC, the BOP provides assistance to international, Federal, state, and local correctional agencies. BOP staff are responsible for planning, monitoring, and providing the delivery of programs and services that appropriately evaluate inmates, assess risk, and promote the skills necessary to facilitate the successful reintegration in their communities upon release.

FY 2019 REPORT ON SELECTED RESULTS

STRATEGIC GOAL 3: Reduce Violent Crime and Promote Public Safety. 100 percent of the BOP's Net Costs support this Goal.

ANALYSIS OF SYSTEMS, CONTROLS, AND LEGAL COMPLIANCE

Federal Managers' Financial Integrity Act of 1982

The Federal Managers' Financial Integrity Act (Integrity Act or FMFIA) of 1982 provides the statutory basis for Management's responsibility for and assessment of internal accounting and administrative controls. Such controls include program, operational, and administrative areas, as well as accounting and financial management. The Integrity Act requires Federal agencies to establish controls that reasonably ensure obligations and costs are in compliance with applicable laws; funds, property, and other assets are safeguarded against waste, loss, unauthorized use, or misappropriation; and revenues and expenditures are properly recorded and accounted for to maintain accountability over the assets. The Integrity Act also requires agencies to annually assess and report on the internal controls that protect the integrity of Federal programs (FMFIA Section 2) and whether financial management systems conform to related requirements (FMFIA Section 4).

Guidance for implementing the Integrity Act is provided through OMB Circular A-123, *Management's Responsibility for Internal Control*. In addition to requiring agencies to provide an assurance statement on the effectiveness of programmatic internal controls and conformance with financial systems requirements, the Circular requires agencies to provide an assurance statement on the effectiveness of internal control over financial reporting. The Department requires components to provide both of the assurance statements in order to have the information necessary to prepare the agency assurance statements.

FMFIA Assurance Statement

The Director of the BOP provides Reasonable Assurance that Management controls and financial systems met the objectives of Sections 2 and 4 of the FMFIA. In accordance with Appendix A of OMB Circular A-123, the BOP conducted its assessment of the effectiveness of internal control over financial reporting, which includes the safeguarding of assets and compliance with applicable laws and regulations. Based on the results of this assessment, the BOP can provide reasonable assurance that its internal control over financial reporting was operating effectively as of September 30, 2019, and the assessment identified no material weaknesses in the design or operations of the controls.

Controls

The BOP has a management control and financial management systems review program as required by the FMFIA. The PRD facilitates, monitors, and evaluates the BOP's implementation of the FMFIA by coordinating management assessments, thereby providing a quality assurance mechanism for the program review process. The PRD conducts reviews that examine compliance with laws, regulations, and policy for all BOP programs. In addition, reviews examine the adequacy of controls, efficiency of operations, and effectiveness in achieving program results. During fiscal years 2019 and 2018, 27 and 36 Financial Management Program Reviews, respectively, were conducted at institutions, regional offices and the Central Office. The reviews covered the areas of Accounting, Budgeting, Laundry, Financial Organizations, Property Management, Commissary, and Warehouse.

Systems

For FY 2019, the BOP's official reports were generated from the Financial Management Information System (FMIS) General Ledger, Cost Reporting, and Expenditure and Allotment reporting facilities. The FMIS General Ledger is supported by the following other systems: SENTRY Property Management System; SENTRY Real Property Management System; Trust Fund Accounting and Commissary System; and National Finance Center Payroll System.

Improper Payments

The Improper Payments Information Act of 2002 (IPIA), as amended by the Improper Payments Elimination and Recovery Act of 2010 (IPERA), requires a risk assessment for all programs to identify those that are susceptible to significant erroneous payments. Significant erroneous payments are defined by the OMB as annual erroneous payments in a program exceeding both 1.5 percent of program payments and $10 million. The BOP provides improper payments reporting on a quarterly basis in compliance with DOJ requirements.

FMFIA Section 2 – Material Weaknesses

The Bureau of Prisons' Management is responsible for establishing and maintaining effective internal control and financial management systems that meet the objectives of the FMFIA. The BOP assessed its internal controls over the effectiveness and efficiency of operations and compliance with the applicable laws and regulations in accordance with OMB Circular A-123 as required by Section 2 of the FMFIA. Based on the results of this assessment, the BOP can provide reasonable assurance that its internal control over the effectiveness and efficiency of operations and compliance with applicable laws and regulations as of September 30, 2019, was operating effectively.

FMFIA Section 4 – Material Nonconformances

The Bureau of Prisons' Management is responsible for ensuring compliance with applicable laws and regulations. To ensure compliance, reviews are performed as discussed above. Specifically, the BOP performed a review of its financial management systems pursuant to Section 4 provisions of the FMFIA. No significant financial management nonconformance was found in this review.

Federal Financial Management Improvement Act of 1996

The Federal Financial Management Improvement Act of 1996 (FFMIA) was designed to advance Federal financial management by ensuring that Federal financial management systems provide accurate, reliable, and timely financial management information to the Government's managers. Compliance with the FFMIA provides the basis for the continuing use of reliable financial management information by program managers, as well as by the President, Congress, and public. The FFMIA requires agencies to have financial management systems that substantially comply with Federal financial management systems requirements, applicable Federal accounting standards, and the application of the U.S. Standard General Ledger (USSGL) at the transaction level. Furthermore, the Act requires independent auditors to report on agency compliance with the three requirements in the financial statement audit report. The Federal Information Security Management Act (FISMA) states that to be substantially compliant with FFMIA, there are to be no significant deficiencies in information security policies, procedures or practices.

FFMIA Compliance Determination

During FY 2019, the BOP assessed its financial management systems for compliance with the FFMIA and determined that, when taken as a whole, they substantially comply with FFMIA. This determination is based on the results of FISMA reviews and testing performed for OMB Circular A-123, Appendix A. Consideration was also given to any issues identified during the BOP's financial statement audit.

IMPROPER PAYMENTS INFORMATION ACT OF 2002, AS AMENDED

In accordance with OMB Circular A-123, Appendix C, *Requirements for Payment Integrity Improvement*, and the Departmental guidance for implementing the IPIA, as amended, the Department implemented a top-down approach to assess the risk of significant improper payments across all five of the Department's mission-aligned programs, and to identify and recapture improper payments through a payment recapture audit program. The approach promotes consistency across the Department and enhances internal control related to preventing, detecting, and recovering improper payments. Because of the OMB requirement to assess risk and report payment recapture audit activities by agency programs, the results of the Department's risk assessment and recapture activities are reported at the Department-level only.

In accordance with the Departmental approach for implementing IPIA, as amended, the BOP assessed its activities for susceptibility to significant improper payments and conducted its payment recapture audit program. The BOP provided the results of both the risk assessment and payment recapture audit activities to the Department for the Department-level reporting in the FY 2019 Agency Financial Report.

FORWARD LOOKING INFORMATION

Crowding in Federal Prisons

As the nation's largest correctional agency, the BOP is responsible for the incarceration of approximately 180,000 inmates. In 2013, system-wide crowding reached its highest level of nearly 40 percent with total inmate population of approximately 220,000. While the inmate population and system-wide crowding has decreased in recent years, many of the challenges affecting the BOP today still relate to system-wide crowding. As of September 30, 2019, BOP's inmate population was 177,214 and overall system-wide crowding was 12 percent. However, crowding at low and medium security institutions were 21 and 20 percent, respectively. The BOP continues to rely on funding to expand existing institutions and acquire, construct, and activate new institutions to help manage its inmate population and reduce system-wide crowding.

Aging of Correctional Facilities

Approximately 30 percent of the BOP's 122 institutions are over 50 years old and 45 percent are over 30 years old. Prison facilities are subject to greater than normal wear and tear as they are continuously operated. Older facilities tend to require repairs to infrastructure systems pertaining to water, sewer, electrical, HVAC, alarm systems, fences, roofs, etc. These older facilities present higher needs for repair and renovation than newer facilities and consume a large portion of the BOP's maintenance and repair (M&R) resources.

The BOP monitors facility requests for major M&R projects, capital improvements or upgrades. Institution requests are sent to regional offices and evaluated by need. In order to maintain safe and secure facilities, the BOP prioritizes its major M&R projects, capital improvements, or upgrades to ensure the most critical are funded first. Failure to adequately support aging infrastructures annually increases costs in future years for accomplishing the necessary maintenance and repairs.

LIMITATIONS OF THE FINANCIAL STATEMENTS

- The principal financial statements have been prepared to report the financial position and results of operations of the BOP, pursuant to the requirements of 31 U.S.C. 3515(b).

- While the statements have been prepared from the books and records of the BOP in accordance with U.S. generally accepted accounting principles (GAAP) for Federal entities and the formats prescribed by OMB, the statements are in addition to the financial reports used to monitor and control budgetary resources which are prepared from the same books and records.

- The statements should be read with the realization that they are for a component of the U.S. Government, a sovereign entity.

PRISON WORK CAMPS LOCATED WITH HIGHER SECURITY FACILITIES AND COMPLEXES (SATELLITE CAMPS):

ALICEVILLE, AL;ASHLAND, KY; ATLANTA, GA; ATWATER, CA; BASTROP, TX; BEAUMONT, TX; BECKLEY, WV; BENNETSVILLE, SC; BERLIN, NH;BIG SPRING, TX; BIG SANDY, KY; BUTNER, NC; CANAAN, PA; CARSWELL, TX; COLEMAN, FL; CUMBERLAND, MD; DANBURY, CT; DEVENS, MA; DUBLIN, CA; EDGEFIELD, SC; EL RENO, OK; ENGLEWOOD, CO; ESTILL, SC; FAIRTON, NJ; FLORENCE, CO; FORREST CITY, AR; FORT DIX, NJ; GILMER, WV; GREENVILLE, IL; HAZELTON, WV; HERLONG, CA; JESUP, GA; LA TUNA, TX; LEAVENWORTH, KS; LEE, VA; LEWISBURG, PA; LEXINGTON, KY; LOMPOC, CA; LORETTO, PA; MANCHESTER, KY; MARIANNA, FL; MARION, IL; MCCREARY, KY; MCDOWELL, WV; MCKEAN, PA; MEMPHIS, TN;MENDOTA, CA; MIAMI, FL; OAKDALE, LA; OTISVILLE, NY; OXFORD, WI; PEKIN, IL; PETERSBURG, VA; PHOENIX, AZ; POLLOCK, LA; SCHYULKILL, PA; SEAGOVILLE, TX; SHERIDAN, OR; TALLADEGA, AL; TERRE HAUTE, IN; TEXARKANA, TX; THREE RIVERS, TX; THOMSON,IL; VICTORVILLE, CA; WILLIAMSBURG, SC; YAZOO CITY,MS.

Produced by: Capacity Planning
ORE/PPA Division
October 18, 2019

U.S. DEPARTMENT OF JUSTICE

BUREAU OF PRISONS

INDEPENDENT AUDITORS' REPORT

KPMG LLP
Suite 12000
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Washington, DC 20006

Independent Auditors' Report

Inspector General
U.S. Department of Justice

Director
Federal Bureau of Prisons
U.S. Department of Justice

Report on the Financial Statements

We have audited the accompanying consolidated financial statements of the U.S. Department of Justice Federal Bureau of Prisons (BOP), which comprise the consolidated balance sheets as of September 30, 2019, and 2018, and the related consolidated statements of net cost and changes in net position, and the combined statements of budgetary resources for the years then ended, and the related notes to the consolidated financial statements.

Management's Responsibility for the Financial Statements

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 internal control relevant to the preparation and fair presentation of consolidated financial statements that are free from material misstatement, whether due to fraud or error.

Auditors' Responsibility

Our responsibility is to express an opinion on these consolidated financial statements 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 audit to obtain reasonable assurance about whether the consolidated financial statements are free from material misstatement.

An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in the consolidated financial statements. The procedures selected depend on the auditors' judgment, including the assessment of the risks of material misstatement of the consolidated 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 consolidated financial statements in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the entity's internal control. Accordingly, we express no such opinion. An audit 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 consolidated financial statements.

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

Opinion

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 Justice Federal Bureau of Prisons as of September 30, 2019, and 2018, and its net costs, changes in net position, and budgetary resources for the years then ended in accordance with U.S. generally accepted accounting principles.

Other Matters

Required Supplementary Information

U.S. generally accepted accounting principles require that the information in the Management's Discussion and Analysis and Required Supplementary 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 Treasury Symbol Matrix, Prisoner Capacity Requirements, and Operating Leases subsections of the Other Information section 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 planning and performing our audit of the consolidated financial statements as of and for the year ended September 30, 2019, we considered the BOP's internal control over financial reporting (internal control) to determine the audit procedures that are appropriate in the circumstances for the purpose of expressing our opinion on the consolidated financial statements, but not for the purpose of expressing an opinion on the effectiveness of the BOP's internal control. Accordingly, we do not express an opinion on the effectiveness of the BOP's internal control. We did not test all internal controls relevant to operating objectives as broadly defined by the *Federal Managers' Financial Integrity Act of 1982*.

A deficiency in internal control exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct, misstatements on a timely basis. A material weakness is a deficiency, or a combination of deficiencies, in internal control, such that there is a reasonable possibility that a material misstatement of the entity's financial statements will not be prevented, or detected and corrected, on a timely basis. A significant deficiency is a deficiency, or a combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with governance.

Our consideration of internal control was for the limited purpose described in the first paragraph of this section and was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies. Given these limitations, during our audit we did not identify any deficiencies in internal control that we consider to be material weaknesses. However, material weaknesses may exist that have not been identified.

Compliance and Other Matters

As part of obtaining reasonable assurance about whether the BOP'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, and contracts, noncompliance with which could have a direct and material effect on the determination of financial statement amounts. However, providing an opinion on compliance with those provisions was not an objective of our audit, and accordingly, we do not express such an opinion. The results of our tests disclosed no instances of noncompliance or other matters that are required to be reported under *Government Auditing Standards* or OMB Bulletin No. 19-03.

We also performed tests of the BOP's 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 no instances in which the BOP's financial management systems did not substantially comply with the (1) federal financial management systems requirements, (2) applicable federal accounting standards, and (3) the United States Government Standard General Ledger at the transaction level.

Purpose of the Other Reporting Required by Government Auditing Standards

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

KPMG LLP

Washington, D.C.
November 5, 2019

U.S. DEPARTMENT OF JUSTICE

BUREAU OF PRISONS

PRINCIPAL FINANCIAL STATEMENTS AND RELATED NOTES

See Independent Auditors' Report

U.S. Department of Justice
Bureau of Prisons
Consolidated Balance Sheets
As of September 30, 2019 and 2018

Dollars in Thousands		2019		2018
ASSETS (Note 2)				
Intragovernmental				
Fund Balance with Treasury (Note 3)	$	2,461,827	$	2,087,125
Accounts Receivable (Note 6)		2,473		6,280
Other Assets (Note 9)		9,356		13,778
Total Intragovernmental		2,473,656		2,107,183
Cash and Other Monetary Assets (Note 4)		402		408
Accounts Receivable, Net (Note 6)		4,063		9,863
Inventory and Related Property, Net (Note 7)		19,486		19,011
General Property, Plant and Equipment, Net (Note 8)		4,783,808		4,887,582
Advances and Prepayments		4,616		4,769
Total Assets	**$**	**7,286,031**	**$**	**7,028,816**
LIABILITIES (Note 10)				
Intragovernmental				
Accounts Payable	$	98,898	$	126,620
Accrued Federal Employees' Compensation Act Liabilities		173,557		170,690
Other Liabilities (Note 13)		64,034		50,912
Total Intragovernmental		336,489		348,222
Accounts Payable		404,468		346,516
Accrued Payroll and Benefits		129,976		113,487
Accrued Annual and Compensatory Leave Liabilities		189,304		176,553
Federal Employee and Veteran Benefits		1,115,065		1,134,980
Environmental and Disposal Liabilities (Note 11)		71,152		71,156
Deferred Revenue		818		703
Contingent Liabilities (Note 14)		13,535		44,599
Other Liabilities (Note 13)		467,175		398,922
Total Liabilities	**$**	**2,727,982**	**$**	**2,635,138**
NET POSITION				
Unexpended Appropriations - All Other Funds	$	1,640,246	$	1,341,274
Cumulative Results of Operations - Funds from Dedicated Collections (Note 15)		84,501		75,166
Cumulative Results of Operations - All Other Funds		2,833,302		2,977,238
Total Net Position	**$**	**4,558,049**	**$**	**4,393,678**
Total Liabilities and Net Position	**$**	**7,286,031**	**$**	**7,028,816**

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

U.S. Department of Justice
Bureau of Prisons
Consolidated Statements of Net Cost
For the Fiscal Years Ended September 30, 2019 and 2018

Dollars in Thousands

		Gross Costs			Less: Earned Revenues			
	FY	Intra-governmental	With the Public	Total	Intra-governmental	With the Public	Total	Net Cost of Operations
Goal 3	**2019**	$ 1,914,520	$ 6,121,592	$ 8,036,112	$ 3,728	$ 369,515	$ 373,243	$ 7,662,869
	2018	$ 1,926,536	$ 5,978,120	$ 7,904,656	$ 14,906	$ 373,298	$ 388,204	$ 7,516,452
Total	**2019**	**$ 1,914,520**	**$ 6,121,592**	**$ 8,036,112**	**$ 3,728**	**$ 369,515**	**$ 373,243**	**$ 7,662,869**
	2018	**$ 1,926,536**	**$ 5,978,120**	**$ 7,904,656**	**$ 14,906**	**$ 373,298**	**$ 388,204**	**$ 7,516,452**

Goal 3 Reduce Violent Crime and Promote Public Safety

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

U.S. Department of Justice
Bureau of Prisons
Consolidated Statements of Changes in Net Position
For the Fiscal Year Ended September 30, 2019

Dollars in Thousands

	2019		
	Funds from Dedicated Collections	**All Other Funds**	**Total**
Unexpended Appropriations			
Beginning Balances	**$ -**	**$ 1,341,274**	**$ 1,341,274**
Budgetary Financing Sources			
Appropriations Received	-	7,542,400	7,542,400
Appropriations Transferred-In/Out	-	(15,946)	(15,946)
Other Adjustments	-	(105)	(105)
Appropriations Used	-	(7,227,377)	(7,227,377)
Total Budgetary Financing Sources	-	298,972	298,972
Net Change	-	298,972	298,972
Total Unexpended Appropriations	**$ -**	**$ 1,640,246**	**$ 1,640,246**
Cumulative Results of Operations			
Beginning Balances	**$ 75,166**	**$ 2,977,238**	**$ 3,052,404**
Budgetary Financing Sources			
Appropriations Used	-	7,227,377	7,227,377
Other Financing Sources (Nonexchange)			
Donations and Forfeitures of Property	-	1	1
Imputed Financing (Note 16)	6,497	294,393	300,890
Total Financing Sources	**6,497**	**7,521,771**	**7,528,268**
Net Cost of Operations	**2,838**	**(7,665,707)**	**(7,662,869)**
Net Change	9,335	(143,936)	(134,601)
Cumulative Results of Operations	**$ 84,501**	**$ 2,833,302**	**$ 2,917,803**
Net Position	**$ 84,501**	**$ 4,473,548**	**$ 4,558,049**

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

U.S. Department of Justice
Bureau of Prisons
Consolidated Statements of Changes in Net Position (continued)
For the Fiscal Year Ended September 30, 2018

Dollars in Thousands

	2018		
	Funds from Dedicated Collections	**All Other Funds**	**Total**
Unexpended Appropriations			
Beginning Balances	**$ -**	**$ 949,020**	**$ 949,020**
Budgetary Financing Sources			
Appropriations Received	-	7,325,571	7,325,571
Appropriations Transferred-In/Out	-	(6,399)	(6,399)
Other Adjustments	-	(134)	(134)
Appropriations Used	-	(6,926,784)	(6,926,784)
Total Budgetary Financing Sources	-	392,254	392,254
Net Change	-	392,254	392,254
Total Unexpended Appropriations	**$ -**	**$ 1,341,274**	**$ 1,341,274**
Cumulative Results of Operations			
Beginning Balances	**$ 67,120**	**$ 3,299,473**	**$ 3,366,593**
Budgetary Financing Sources			
Appropriations Used	-	6,926,784	6,926,784
Other Financing Sources (Nonexchange)			
Donations and Forfeitures of Property	-	1	1
Transfers-In/Out Without Reimbursement	-	7,150	7,150
Imputed Financing (Note 16)	5,325	263,003	268,328
Total Financing Sources	**5,325**	**7,196,938**	**7,202,263**
Net Cost of Operations	**2,721**	**(7,519,173)**	**(7,516,452)**
Net Change	8,046	(322,235)	(314,189)
Cumulative Results of Operations	**$ 75,166**	**$ 2,977,238**	**$ 3,052,404**
Net Position	**$ 75,166**	**$ 4,318,512**	**$ 4,393,678**

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

U.S. Department of Justice
Bureau of Prisons
Combined Statements of Budgetary Resources
For the Fiscal Years Ended September 30, 2019 and 2018

Dollars in Thousands		2019		2018
Budgetary Resources:				
Unobligated Balance from Prior Year Budget Authority, Net (discretionary and mandatory)	$	1,027,361	$	794,050
Appropriations (discretionary and mandatory)		7,542,400		7,325,571
Spending Authority from Offsetting Collections (discretionary and mandatory)		379,792		378,241
Total Budgetary Resources	**$**	**8,949,553**	**$**	**8,497,862**
Status of Budgetary Resources:				
New Obligations and Upward Adjustments (Total)	$	7,755,047	$	7,494,105
Unobligated Balance, End of Year:				
Apportioned, Unexpired Accounts		809,529		806,464
Exempt from Apportionment, Unexpired Accounts		48,345		49,705
Unexpired Unobligated Balance, End of Year		857,874		856,169
Expired Unobligated Balance, End of Year		336,632		147,588
Unobligated Balance - End of Year (Total)		1,194,506		1,003,757
Total Status of Budgetary Resources:	**$**	**8,949,553**	**$**	**8,497,862**
Outlays, Net:				
Outlays, Net (Total) (discretionary and mandatory)	$	7,158,542	$	6,784,879
Less: Distributed Offsetting Receipts (-)		1,448		1,686
Agency Outlays, Net (discretionary and mandatory)	**$**	**7,157,094**	**$**	**6,783,193**

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

Bureau of Prisons
Notes to the Principal Financial Statements
(Dollars in Thousands, Except as Noted)

1. Summary of Significant Accounting Policies

A. Reporting Entity

The U.S. Federal Bureau of Prisons (BOP) is a reporting entity under the Department of Justice (DOJ) and encompasses the appropriated activities of the BOP, as well as the activities of the Trust Fund. It does not include the Federal Prison Industries, Inc. (FPI) (also called UNICOR), which is a separate reporting component under the DOJ.

The BOP protects society by confining offenders in the controlled environments of prisons and community-based facilities that are safe, humane, cost-efficient, and appropriately secure, and that provide work and other self-improvement opportunities to assist offenders in becoming law-abiding citizens.

The Trust Fund was created by two DOJ Orders, No. 2126 on April 1, 1930, and No. 2244 on January 1, 1932. The Trust Fund operates the Commissary to provide inmates with the opportunity to procure merchandise and services not ordinarily provided by the BOP. The Trust Fund is a self-sustaining trust revolving fund account that is funded through the sale of goods and services to inmates.

B. Basis of Presentation

These financial statements have been prepared to report the financial position and results of operations of the BOP as required by the Government Management Reform Act of 1994, Public Law 103-356, Section 108, Stat. 3515. These financial statements have been prepared from the books and records of the BOP in accordance with United States generally accepted accounting principles (GAAP) issued by the Federal Accounting Standards Advisory Board (FASAB) and presentation guidelines in the Office of Management and Budget (OMB) Circular A-136, *Financial Reporting Requirements*. These financial statements are different from the financial reports prepared pursuant to OMB directives which are used to monitor and control the use of the BOP budgetary resources. To ensure that the BOP financial statements are meaningful at the entity level and to enhance reporting consistency within the Department, Inventory and Related Property, Other Assets, Federal Employee and Veteran Benefits, and Other Liabilities as defined by OMB Circular A-136 have been disaggregated on the balance sheet. These include Advances and Prepayments with the public, Accrued Federal Employees' Compensation Act (FECA) Liabilities, Accrued Payroll and Benefits, Accrued Annual and Compensatory Leave Liabilities, and Deferred Revenue.

1. Summary of Significant Accounting Policies (continued)

C. Basis of Consolidation

The consolidated/combined financial statements include the accounts of the BOP. All significant proprietary intra-entity transactions and balances have been eliminated in consolidation. The Statements of Budgetary Resources are combined statements for the fiscal years ended September 30, 2019, and 2018 and as such, intra-entity transactions have not been eliminated.

D. Basis of Accounting

The financial statements have been prepared and transactions have been recorded on the accrual and budgetary bases of accounting. Under the accrual basis, revenues are recorded when earned and expenses are recorded when incurred, regardless of when cash is exchanged. Under the budgetary basis, however, funds availability is recorded based upon legal considerations and constraints. As a result, certain line items on the proprietary financial statements may not equal similar line items on the budgetary financial statements.

These statements were prepared in accordance with GAAP. GAAP for Federal entities are the standards prescribed by the FASAB, which is designated as the official accounting standards-setting body for the Federal Government (Government) by the American Institute of Certified Public Accountants (AICPA). The Statements of Federal Financial Accounting Standards (SFFAS) that were in effect as of September 30, 2019, were followed in the preparation of these financial statements.

E. Non-Entity Assets

A portion of the BOP's Fund Balance with the U.S. Treasury (Treasury) and Accounts Receivable is accounted for as a Non-Entity Asset and disclosed in Note 2. Non-Entity assets are assets held by the BOP but are not available for use by the BOP. The majority of non-entity assets are comprised of prisoner monies held in trust by Treasury. This amount also includes certain receivables and receipts of cash that are in suspense, clearing, deposit, or general fund accounts. These transactions were processed by commercial banks for deposit to fund accounts maintained at Treasury.

F. Fund Balance with Treasury, and Cash and Other Monetary Assets

Funds with Treasury represent appropriated and trust funds available to pay current liabilities and finance future authorized purchases. Certain receipts are processed by commercial banks for deposit to the BOP appropriation or fund accounts. In addition, the BOP has been granted and maintains imprest funds at many locations that are also included in the BOP's cash balance.

1. Summary of Significant Accounting Policies (continued)

G. Investments

Beginning in FY 1995, the Trust Fund was granted authority (Public Law 103-317, Section 107) to invest funds in excess of operating needs in securities guaranteed by Treasury. In November 1994, the Trust Fund began participating in the Federal Investment Counseling Program through Treasury. Treasury charges no commissions or transaction fees for participating in the program. Investments are made in any U.S. Government securities available to the public.

H. Accounts Receivable

Accounts receivable are largely comprised of receivables with the public. Net accounts receivable includes reimbursement and refunds receivable due from Federal agencies and others, less the allowance for uncollectible accounts. The BOP considers all accounts receivable collectable, however, establishes an allowance for uncollectible accounts when it is more likely than not that the accounts receivable will not be collected.

I. Inventory and Related Property

The Trust Fund Commissary inventories are comprised of merchandise on hand at 98 reporting sites located in the United States and Puerto Rico. Inventories consist of merchandise that is either not normally provided by the BOP or are of a different quality than is regularly issued. Inventory sales are restricted to inmates and consist primarily of foods and beverages, hobby craft items, stamps, clothing, health and hygiene commodities, and other sundry items.

The Trust Fund Commissary inventories are stated at latest acquisition cost, which is adjusted using the Consumer Price Index (CPI) for the year to approximate the value of the inventory under the First-In-First-Out (FIFO) accounting methodology.

J. General Property, Plant and Equipment

The BOP owns the majority of land and buildings in which it operates and capitalizes them on its records. Real property is capitalized based upon the total acquisition cost. Depreciation is applied to program areas based upon the percentage of space occupied. Real property acquisitions equal to or greater than $100 thousand are capitalized. Real property acquisitions are capitalized and depreciated by the automated SENTRY Real Property Management System (SRPMS).

1. Summary of Significant Accounting Policies (continued)

J. General Property, Plant and Equipment (continued)

Personal property acquisitions are capitalized and depreciated by the automated SENTRY Property Management System (SPMS). Physical inventories are conducted annually and adjustments are made as necessary. Any equipment with an acquisition cost of less than $50 thousand is expensed when purchased.

The following chart represents the maximum depreciation years for BOP's property:

BOP Depreciation Schedule	
Buildings	30
Equipment	10
Leasehold Improvements	*
Other Structures & Facilities	20
Internal Use Software	7
Vehicles	10
Assets Under Capital Lease	*

* Depreciation based on the lesser of the lease term or useful life of the asset.

Except for land, all general Property, Plant and Equipment (PP&E) is capitalized when the cost of acquiring or improving the property meets the threshold noted in the table above and has a useful life of two or more years. Land is capitalized regardless of the acquisition cost. Except for land, all general PP&E is depreciated or amortized, based on historical cost, using the straight-line method over the estimated useful life of the asset.

K. Advances and Prepayments

Advances and prepayments classified as assets of the BOP on the balance sheet represent funds disbursed to individuals and other organizations for which goods or services have not yet been provided. This amount also includes the current balance of travel advances, issued to Federal employees in advance of official travel. Amounts issued are limited to per diem expenses expected to be incurred by the employees during official travel. For Federal employees who anticipate and plan for travel, advances are permitted up to 80 percent of per diem. Actual reimbursements are made at 100 percent of per diem. The BOP's amount also includes advances that arise whenever the BOP provides money to state and local governmental agencies to fund correctional study programs. Advances and prepayments involving other Federal agencies are classified as other assets on the balance sheet and in Note 9, Other Assets.

1. Summary of Significant Accounting Policies (continued)

L. Liabilities

Liabilities represent the monies or other resources that are likely to be paid by the BOP as the result of a transaction or event that has already occurred. However, no liability can be paid by the BOP absent proper budget authority. Liabilities that are not funded by the current year appropriation are classified as liabilities not covered by budgetary resources in Note 10.

M. Contingencies and Commitments

The BOP is party to various administrative proceedings, legal actions, and claims related to contract disputes, employee claims under the Fair Labor Standards Act, and inmate claims under the Federal Tort Claim Act and other legal matters. These claims are of a nature considered normal for a Government law enforcement agency. In accordance with SFFAS No. 5, *Accounting for Liabilities of the Federal Government* and SFFAS No. 12, *Recognition of Contingent Liabilities from Litigation*, the BOP has probable and reasonably possible losses arising from litigation. The balance sheet includes an estimated liability for those legal actions where Management and the Chief Counsel consider adverse decisions "probable" and amounts are reasonably estimable. Legal actions where Management and the Chief Counsel consider adverse decisions "probable" or "reasonably possible" and the amounts are reasonably estimable are disclosed in Note 14, Contingencies and Commitments. However, there are cases where amounts have not been accrued or disclosed because the amounts of the potential loss cannot be estimated or the likelihood of an unfavorable outcome is considered "remote."

N. Annual, Sick, and Other Leave

Annual and compensatory leave is expensed with an offsetting liability as it is earned and the corresponding liability is reduced as leave is taken. Each year, the balance in the accrued annual leave liability account is adjusted to reflect current pay rates. To the extent current or prior year appropriations are not available to fund annual and compensatory leave earned but not taken; funding will be obtained from future financing sources. Sick leave and other types of non-vested leave are expensed as taken.

O. Interest on Late Payments

Pursuant to the Prompt Payment Act, 31 U.S.C. 3901-3907, Federal agencies must pay interest on payments for goods or services made to business concerns after the due date. The due date is generally 30 days after receipt of a proper invoice or acceptance of the goods or services.

1. Summary of Significant Accounting Policies (continued)

P. Retirement Plans

With few exceptions, employees of the Department are covered by one of the following retirement programs:

1. Employees hired before January 1, 1984, are covered by the Civil Service Retirement System (CSRS). The BOP contributes 7 percent of the gross pay for regular employees and 7.5 percent for law enforcement officers.
2. Employees hired January 1, 1984 or later, are covered by the Federal Employees Retirement System (FERS).
    a. Employees hired January 1, 1984 through December 31, 2012, are covered by the FERS. The BOP contributes 13.7 percent of the gross pay for regular employees and 30.1 percent for law enforcement officers.
    b. Employees hired January 1, 2013 through December 31, 2013, are covered by the Federal Employees Retirement System-Revised Annuity Employees (FERS-RAE). The BOP contributes 11.9 percent of the gross pay for regular employees and 28.4 percent for law enforcement officers.
    c. Employees hired January 1, 2014 or later are covered by the Federal Employees Retirement System-Further Revised Annuity Employees (FERS-FRAE). The BOP contributes 11.9 percent of the gross pay for regular employees and 28.4 percent for law enforcement officers.

All employees are eligible to contribute to the Federal Thrift Savings Plan (TSP). For those employees covered by the FERS, FERS-RAE and FERS-FRAE, a TSP account is automatically established to which the BOP is required to contribute an additional 1 percent of gross pay and match employee contributions up to 4 percent. No Government contributions are made to the TSP accounts established by the CSRS employees. The BOP does not report CSRS or FERS assets, accumulated plan benefits, or unfunded liabilities, if any, which may be applicable to its employees. Such reporting is the responsibility of the Office of Personnel Management (OPM). SFFAS No. 5 requires employing agencies to recognize the cost of pensions and other retirement benefits during their employees' active years of service. Refer to Note 16 for additional details.

1. Summary of Significant Accounting Policies (continued)

Q. Federal Employee Compensation Benefits

The FECA provides income and medical cost protection to covered Federal civilian employees injured on the job, employees who have contracted a work-related occupational disease, and beneficiaries of employees whose death is attributable to a job-related injury or occupational disease. Claims incurred for benefits for BOP employees under FECA are administered by the Department of Labor (DOL) and are ultimately paid by the BOP. The total FECA liability consists of an actuarial and an accrued portion as discussed below.

Actuarial Liability: The DOL calculates the liability of the Government for future compensation benefits, which includes the expected liability for death, disability, medical, and other approved costs. This method utilizes historical benefit payment patterns related to a specified incurred period to predict the ultimate payments related to that period. The projected annual benefit payments were discounted to present value. The resulting Government liability was then distributed by the agency. The DOJ portion of this liability includes the estimated future cost of death benefits, workers' compensation, medical, and miscellaneous cost for approved compensation cases for DOJ employees. The DOJ allocates the liability to the BOP on the basis of actual payments made to the FECA Special Benefits Fund (SBF) for the three prior years as compared to the total DOJ payments made over the same period.

The FECA actuarial liability is recorded for reporting purposes only. This liability constitutes an extended future estimate of cost, which will not be obligated against budgetary resources until the fiscal year in which the cost is actually billed to the DOJ.

Accrued Liability: The accrued FECA liability is the difference between the FECA benefits paid by the FECA SBF and the agency's actual cash payments to the FECA SBF. For example, the FECA SBF will pay benefits on behalf of an agency through the current year. However, most agencies' actual cash payments during the current year to the FECA SBF will reimburse the FECA SBF for benefits paid through a prior fiscal year. The difference between these two amounts is the accrued FECA liability.

1. Summary of Significant Accounting Policies (continued)

R. Intragovernmental Activity

Intragovernmental costs and exchange revenue represent transactions made between two reporting entities within the Government. Costs and earned revenues with the public represent exchange transactions made between the reporting entity and a non-Federal entity. The classification of revenue or cost as "intragovernmental" or "with the public" is defined on a transaction-by-transaction basis. The purpose of this classification is to enable the Government to prepare consolidated financial statements, not to match public and intragovernmental revenue with the costs incurred to produce public and intragovernmental revenue.

S. Revenues and Other Financing Sources

The BOP receives annual, multi-year, and no-year appropriations that may be used, within statutory limits, for operating and capital expenditures to support its programs. Appropriations are recognized as budgetary financing sources at the time the related program or administrative expenses are accrued. Additional amounts are obtained through reimbursements for services and donated property.

The BOP receives the majority of its exchange revenues for daily care, maintenance, and housing of state and local offenders; meals purchased by BOP staff; rental of staff housing on institution premises; utilities used by the FPI; purchase card rebates; and recycling income.

The amount billed to house state prisoners is based on the average inmate per capita rate for the security level of the institution where the prisoner is housed. The price of meal tickets for institution employees is calculated using the annual per capita cost for providing meals to inmates. Rental rates for employee housing on institution premises are calculated using the Regional Survey Method: base rental rates are established by means of a series of economic models that utilize typical rates for comparable private rental housing in the established communities nearest to the sites in which the quarters are located. The amount charged for steam purchased by the FPI is a calculation based on actual charges incurred by the BOP during the production of the utility provided. Purchase card rebates are calculated based on productivity and sales. Recycling income is based on the weight and/or volume of material being recycled.

1. **Summary of Significant Accounting Policies (continued)**

S. Revenues and Other Financing Sources (continued)

Trust Fund profits are utilized for continued operations and programs that benefit the inmate population. The Trust Fund receives no appropriated funds. The Trust Fund receives the majority of its funding through revenues generated by the sale of merchandise, telephone services, electronic messaging through the Trust Fund Limited Inmate Computer System (TRULINCS). TRULINCS was fully implemented as of February 2011, and provides inmates with some limited computer access. TRULINCS is funded completely by the Trust Fund. Regular items sold through the institution commissaries are marked-up 30 percent from their per unit cost. They are then rounded to the nearest nickel to determine selling price. In rare instances when taxes (whether state, local, or Federal) are included, the per unit tax amount is added to the marked-up price before rounding. Should the selling price ever exceed the manufacturer's printed price, the printed price shall be set even if it is on odd cents.

The Trust Fund also earned other revenue from medical co-payments, vendor commissions/ revenue share, and recycling income. As of March 2004, friends and family members are able to send money to inmates electronically. Funds are deposited directly to an inmate's account within a few hours. A commission based on transaction volume is received from the vendor. As of October 2005, inmates pay a $2 per visit co-pay for in-house medical appointments. Twenty-five percent of the co-pay is retained by the Trust Fund and the remainder is paid to the Office of Justice Programs Crime Victims Fund. Trust Fund Debit Card Vending has been limited to the sale of credits through the commissary for services such as copies and the use of washer and dryers. Trust Fund revenue also includes investment income.

The Trust Fund has deferred revenue for the inmate Telephone System, which includes the amount of phone credits that have not been used as of September 30, 2019.

T. Funds from Dedicated Collections

SFFAS No. 43, *Funds from Dedicated Collections: Amending Statement of Federal Financial Accounting Standards 27, Identifying and Reporting Earmarked Funds*, defines funds from dedicated collections as financed by specifically identified revenues, provided to the Government by non-Federal sources, often supplemented by other financing sources, which remain available over time. These specifically identified revenues 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 Government's general revenues.

1. Summary of Significant Accounting Policies (continued)

T. Funds from Dedicated Collections (continued)

The three required criteria for a fund from dedicated collections are:

1. A statute committing the Government to use specifically identified revenues and/or other financing sources that are originally provided to the Government by a non-Federal source only for designated activities, benefits, or purposes;
2. Explicit authority for the fund to retain revenues and/or other financing sources not used in the current period for future use to finance the designated activities, benefits, or purposes; and
3. A requirement to account for and report on the receipt, use, and retention of the revenues and/or other financing sources that distinguishes the fund from the Government's general revenues.

The following fund meets the definition of funds from dedicated collections: Trust Fund – 15X8408.

U. Allocation Transfer of Appropriations

The BOP is a party to allocation transfers with another Federal agency as a transferring (parent) entity. Allocation transfers are legal delegations by one department of its authority to obligate budget authority and outlay funds to another department. Generally, all financial activity related to these allocation transfers (e.g., budget authority, obligations, outlays) is reported in the financial statements of the parent entity, from which the underlying legislative authority, appropriations, and budget apportionments are derived.

The BOP allocates funds to the Public Health Service (PHS). The PHS provides a portion of the medical treatment for Federal inmates. Money is transferred from the BOP to PHS, and is designated and expended for current year obligations of PHS staff salaries, benefits, and applicable relocation expenses. The amounts transferred to PHS from the BOP totaled $107 million for both fiscal years ended September 30, 2019 and 2018.

V. Tax Exempt Status

As an agency of the Government, the BOP is exempt from all income taxes imposed by any governing body whether it is a Federal, state, commonwealth, local, or foreign government.

1. Summary of Significant Accounting Policies (continued)

W. Use of Estimates

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

X. Reclassifications

The FY 2018 financial statements were reclassified to conform to the FY 2019 Departmental and OMB financial statement presentation requirements. These reclassifications have no effect on total assets, liabilities, net position, change in net position or budgetary resources, as previously reported.

Y. Subsequent Events

Subsequent events and transactions occurring after September 30, 2019 through the date of the auditors' opinion have been evaluated for potential recognition or disclosure in the financial statements. The date of the auditors' opinion also represents the date that the financial statements were available to be issued.

Z. Classified Activities

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.

2. Non-Entity Assets

Non-entity assets are assets that are held by an entity but are not available for use by the entity. Non-entity assets as of September 30, 2019 and 2018 are presented in the following table.

As of September 30, 2019 and 2018	2019	2018
Intragovernmental		
Fund Balance with Treasury	$ 84,536	$ 77,646
With the Public		
Accounts Receivable, Net	384	364
Total With the Public	384	364
Total Non-Entity Assets	84,920	78,010
Total Entity Assets	7,201,111	6,950,806
Total Assets	$ 7,286,031	$ 7,028,816

3. Fund Balance with Treasury

The Fund Balance with Treasury as reported in the financial statements represents the unexpended cash balances in the BOP's accounting records for all the BOP Treasury Symbols as of September 30, 2019 and 2018. The Fund Balance with Treasury is presented in the following table.

As of September 30, 2019 and 2018	2019	2018
Status of Fund Balances		
Unobligated Balance - Available	$ 857,874	$ 856,169
Unobligated Balance - Unavailable	336,632	147,588
Obligated Balance not yet Disbursed	1,178,786	1,001,447
Non-Budgetary Fund Balance with Treasury	84,133	77,235
Total Status of Fund Balances	$ 2,457,425	$ 2,082,439

3. Fund Balance with Treasury (continued)

The Fund Balance with Treasury as reported in these financial statements and notes has been adjusted to account for the difference reported by Treasury. Routinely, two types of differences arise. First, differences are created between the accounting records of the BOP and Treasury because of the timing of transaction inputs corresponding with cash receipts and disbursements. Second, differences are created by data input errors and remain until the necessary correcting entries are processed by the BOP's or Treasury's accounting systems. The BOP operates a decentralized accounting system with 111 agency location codes. Any cause for reconciliation must be done individually by location. For the Trust Fund, this amount represents the aggregate balance of the Trust Fund's cash accounts with Treasury under the account symbol 15X8408. This item also represents the total amount of all obligated and unobligated undisbursed account balances with Treasury as reflected in the Trust Fund's records. The Trust Fund's general ledger balance for the Fund Balance with Treasury, before any adjustments, was $3,501 thousand less than and $6,250 thousand less than the actual amount reported by each of the BOP's accounting stations to Treasury as of September 30, 2019 and 2018, respectively. Additionally, the Fund Balance with Treasury reflects $4,402 and $4,686 thousand sequester balance for the fiscal years ended September 30, 2019 and 2018, respectively, as requested by OMB. This balance is unsuitable for obligation.

The unobligated balance for annual and multi-year budget authority may be used to incur new obligations for the purpose specified by the appropriation act. Annual and multi-year budget authority expires at the end of its period of availability. During the first through fifth expired years, the unobligated balance becomes unavailable and may be used to adjust obligations and disbursements that were recorded before the budgetary authority expired or to meet a legitimate or bona fide need arising in the fiscal year for which the appropriation was made. The unobligated balance for no-year budget authority may be used to incur obligations indefinitely for the purpose specified by the appropriation act. No-year budget authority unobligated balances are still subject to the annual apportionment and allotment process.

The total status of fund balances includes funds without budgetary resources. Other funds without budgetary resources are composed of prisoner monies held in trust by Treasury and certain receivables and receipts of cash that are in suspense, clearing, deposit, or general fund accounts.

4. Cash and Other Monetary Assets

Cash and Other Monetary Assets, as reported in the financial statements, represent the total cash and cash equivalents under the control of the BOP as of September 30, 2019 and 2018, respectively.

4. Cash and Other Monetary Assets (continued)

As of September 30, 2019 and 2018	2019	2018
Cash		
Imprest Funds	$ 402	$ 408

The BOP's cash account is minimal given that the BOP does not, for the most part, maintain cash in commercial bank accounts. The BOP's cash account consists of imprest funds totaling $402 and $408 thousand as of September 30, 2019 and 2018, respectively. All of the listed amounts are available to pay current liabilities and finance future authorized purchases.

5. Investments

The Trust Fund invests in non-marketable market-based Treasury securities issued by the Bureau of the Fiscal Service. These securities are purchased and redeemed at par value (the value at maturity) exclusively through Treasury's Finance and Funding Branch, see Note 1.G. When securities are purchased, the investment is recorded at par value. Premiums and/or discounts are amortized through the end of the reporting period. As of September 30, 2019 and 2018, all Trust Fund security investments have matured. Therefore, the respective investment balances are zero.

6. Accounts Receivable, Net

Accounts Receivable represents the amounts due to the BOP as of September 30, 2019 and 2018, respectively, as shown in the following table. The Intragovernmental accounts receivable balance consists of refunds and reimbursements with Federal entities deemed fully collectable. The majority of the accounts receivable balance with the Public is billings to state municipalities in relation to the housing of non-Federal inmates.

As of September 30, 2019 and 2018	2019	2018
Intragovernmental		
Accounts Receivable	$ 2,473	$ 6,280
With the Public		
Accounts Receivable	4,063	9,863
Total Accounts Receivable, Net	$ 6,536	$ 16,143

7. Inventory and Related Property, Net

The Trust Fund Commissary inventory purchased for resale as of September 30, 2019 and 2018 is presented in the following table.

As of September 30, 2019 and 2018	2019	2018
Inventory		
Inventory Purchased for Resale	$ 19,486	$ 19,011

8. General Property, Plant and Equipment, Net

PP&E, as reported in the financial statements, are recorded at the acquisition cost net of accumulated depreciation as of September 30, 2019 and 2018, respectively. See Note 1.J for method of depreciation, capitalization thresholds, and useful lives.

As of September 30, 2019	Acquisition Cost	Accumulated Depreciation	Net Book Value	Useful Life
Land and Land Rights	$ 172,423	$ -	$ 172,423	N/A
Construction in Progress	112,924	-	112,924	N/A
Buildings, Improvements, and Renovations	10,265,683	(6,127,632)	4,138,051	2-30 yrs
Other Structures and Facilities	953,139	(707,705)	245,434	20 yrs
Vehicles	87,007	(76,702)	10,305	6-10 yrs
Equipment	182,141	(110,646)	71,495	10 yrs
Assets Under Capital Lease	89,652	(87,560)	2,092	5-30 yrs
Leasehold Improvements	120,909	(90,739)	30,170	2-20 yrs
Internal Use Software	28,425	(27,511)	914	5-7 yrs
Total	$ 12,012,303	$ (7,228,495)	$ 4,783,808	

8. General Property, Plant and Equipment, Net (continued)

As of September 30, 2018	Acquisition Cost	Accumulated Depreciation	Net Book Value	Useful Life
Land and Land Rights	$ 172,423	$ -	$ 172,423	N/A
Construction in Progress	70,954	-	70,954	N/A
Buildings, Improvements, and Renovations	10,072,408	(5,798,460)	4,273,948	2-30 yrs
Other Structures and Facilities	943,074	(677,231)	265,843	20 yrs
Vehicles	87,940	(73,528)	14,412	6-10 yrs
Equipment	154,745	(102,844)	51,901	10 yrs
Assets Under Capital Lease	89,652	(68,732)	20,920	5-30 yrs
Leasehold Improvements	102,633	(87,601)	15,032	2-20 yrs
Internal Use Software	28,425	(26,276)	2,149	5-7 yrs
Total	$ 11,722,254	$ (6,834,672)	$ 4,887,582	

Leasehold improvements reflect capital improvements made to facilities occupied but not owned by the BOP. Capital improvements made to buildings and other structures owned by the BOP are reflected as buildings and other structures and facilities.

9. Other Assets

Intragovernmental assets consist of advances to the Department of Transportation for transit subsidy benefits and advances to the Department of Justice for computer equipment. The amounts as of September 30, 2019 and 2018 are presented in the following table.

As of September 30, 2019 and 2018	2019	2018
Intragovernmental Advances and Prepayments	$ 9,356	$ 13,778

10. Liabilities not Covered by Budgetary Resources

Liabilities not covered by budgetary resources are liabilities for which Congressional action is needed before budgetary resources can be provided. These liabilities as of September 30, 2019 and 2018, respectively, are presented in the following table.

As of September 30, 2019 and 2018	2019	2018
Intragovernmental		
Accrued FECA Liabilities	$ 172,286	$ 169,460
Other Unfunded Employment Related Liabilities	366	528
Other	9,249	1,700
Total Intragovernmental	181,901	171,688
With the Public		
Federal Employee and Veteran Benefits	1,115,065	1,134,980
Accrued Annual and Compensatory Leave Liabilities	185,722	173,093
Environmental and Disposal Liabilities (Note 11)	71,152	71,156
Contingent Liabilities (Note 14)	13,535	44,599
Capital Lease Liabilities (Note 12)	-	38
Other	381,937	313,339
Total With the Public	1,767,411	1,737,205
Total Liabilities not Covered by Budgetary Resources	1,949,312	1,908,893
Total Liabilities Covered by Budgetary Resources	692,264	639,661
Total Liabilities not requiring Budgetary Resources	86,406	86,584
Total Liabilities	$ 2,727,982	$ 2,635,138

11. Environmental and Disposal Liabilities

The BOP operates 122 facilities in over 30 States and Territories and is subject to rigorous Federal, state, and local environmental regulations applicable to the facility locations. Per SFFAS No. 5, *Accounting for Liabilities of the Federal Government*, and SFFAS No. 6, *Accounting for Property, Plant, and Equipment*, Federal agencies are required to recognize liabilities for environmental clean-up costs when the future outflow or sacrifice of resources is probable and reasonably estimable. The BOP exercises due care in determining the presence of contamination through regularly scheduled testing as required by the BOP Facilities Management Policy. If, as a result of the testing, environmental contamination is detected on the BOP owned property or on non-BOP property but the BOP is determined to be the agent of the contamination, the BOP will clean up the contamination as soon as possible. The liability is recognized immediately.

11. Environmental and Disposal Liabilities (continued)

As environmental-related clean-up costs are accomplished, the prior established liability will be reduced. Additionally, estimates will be revised periodically to account for material changes due to inflation, deflation, technology, or applicable laws and regulations. Any material changes in the estimated total clean-up costs will be expensed when re-estimates occur and the liability balance adjusted.

Firing Ranges

The BOP operates firing ranges on 65 of the sites where its institutions are located. Use of these firing ranges generates waste consisting primarily of lead shot and spent rounds from rifles, shotguns, pistols, and automatic weapons. At operational firing ranges, lead-containing bullets are fired and eventually fall to the ground at or near the range. As of September 30, 2018, BOP Management determined their estimated clean-up liability to be $30,612 thousand. In FY 2019, BOP Management adjusted the estimated clean-up liability by the current U.S. inflation rate as determined by Treasury and as such determined that an estimated firing range clean-up liability of $31,277 thousand, based on an inflation rate of 2 percent, should be recorded. In FY 2019, the liability cost for firing ranges increased by $665 thousand.

Asbestos

Section 112 of the Clean Air Act requires the U.S. Environmental Protection Agency (EPA) to develop and enforce regulations to protect the general public from exposure to airborne contaminants that are known to be hazardous to human health. On March 31, 1971, the EPA identified asbestos as a hazardous pollutant, and on April 6, 1973, the EPA first promulgated the Asbestos National Emissions Standards for Hazardous Air Pollutants (NESHAP).

The BOP conducted a review of 46 institutions that were built prior to 1980; the review provided an estimate of the extent of friable and non-friable Asbestos Containing Materials (ACM) remaining in each of the institutions as of October 30, 2009. As of September 30, 2018, BOP Management determined their estimated clean-up liability to be $40,544 thousand. In FY 2019, BOP Management decreased the clean-up liability in the amount of $1,549 thousand for the abatement of asbestos at 9 locations. In addition, BOP Management increased the clean-up liability in the amount of $880 thousand by the current U.S. inflation rate of 2 percent as determined by Treasury. In FY 2019, BOP Management recorded a clean-up liability in the amount of $39,875 thousand, a $669 thousand decrease in liability cost for asbestos from the previous year.

11. Environmental and Disposal Liabilities (continued)

These liabilities as of September 30, 2019 and 2018, respectively, are presented in the following table.

As of September 30, 2019 and 2018	2019	2018
Firing Ranges		
Beginning Balance, Brought Forward	$ 30,612	$ 29,724
Inflation Adjustment	665	888
Total Firing Range Liability	31,277	30,612
Asbestos		
Beginning Balance, Brought Forward	$ 40,544	$ 40,072
Abatements	(1,549)	(704)
Inflation Adjustment	880	1,176
Total Asbestos Liability	$ 39,875	$ 40,544
Total Environmental and Disposal Liabilities	$ 71,152	$ 71,156

12. Leases

Capital Leases

The two tables that follow represent a 25-year capital lease for a Federal Transfer Center in Oklahoma City. The lease agreement, which expires in FY 2020, calls for semi-annual payments of $4.5 million for 20 years; the last five years (lease years 21 through 25) are land rental payments only. The BOP paid the remaining total of $38 thousand in payments during the fiscal year ended September 30, 2019.

As of September 30, 2019 and 2018		
With the Public		
Capital Leases	2019	2018
Summary of Assets Under Capital Lease		
Land and Buildings	$ 89,652	$ 89,652
Accumulated Amortization	(87,560)	(68,732)
Total Assets Under Capital Lease	$ 2,092	$ 20,920

12. Leases (continued)

Future Capital Lease Payments Due

Future Capital Lease Payments Due

Fiscal Year		Land and Buildings
FY 2019 Net Capital Lease Liabilities		-
FY 2018 Net Capital Lease Liabilities		38
	2019	**2018**
Net Capital Lease Liabilities not Covered by Budgetary Resources	$ -	$ 38

Operating Leases

The following table represents the total of future noncancelable operating lease payments. The totals are comprised of five operating leases, with locations in California, Colorado, Pennsylvania and Texas.

As of September 30, 2019

Intragovernmental

Future Noncancelable Operating Lease Payments

Fiscal Year	Buildings
2020	3,098
2021	1,891
2022	659
2023	488
2024	354
After 2024	354
Total Future Noncancelable Operating Lease Payments	$ 6,844

13. Other Liabilities

Other liabilities as of September 30, 2019 and 2018, totaled $531 and $450 million, respectively. The majority of Intragovernmental Other Liabilities are composed of tenant allowances for operating leases, monies received from prisoner funds, and certain receipts of cash that are in suspense, clearing, deposit, or general fund accounts that are owed to Treasury. The majority of other liabilities with the public are composed of future funded energy savings performance contracts and utilities. All other liabilities are current and are presented in the following table.

As of September 30, 2019 and 2018	2019	2018
Intragovernmental		
Other Accrued Liabilities	$ 66	$ -
Employer Contributions and Payroll Taxes Payable	53,056	47,606
Other Post-Employment Benefits Due and Payable	946	741
Other Unfunded Employment Related Liabilities	366	528
Liability for Non-Entity Assets Not Reported on the Statement of Custodial Activity	351	337
Other Liabilities	9,249	1,700
Total Intragovernmental	64,034	50,912
With the Public		
Other Accrued Liabilities	7,164	7,128
Advances from Others	668	7,871
Liability for Nonfiduciary Deposit Funds and Undeposited Collections	84,570	77,674
Capital Lease Liabilities	-	38
Other Liabilities	374,773	306,211
Total With the Public	467,175	398,922
Total Other Liabilities	$ 531,209	$ 449,834

14. Contingencies and Commitments

Contingencies include various administrative proceedings, legal actions, and claims related to contract disputes and employee and inmate claims; see Note 1.M for more details. For legal actions where Management and the Chief Counsel consider adverse decisions “probable” or “reasonably possible” and the amounts are reasonably estimable, information is disclosed below. The amounts as of September 30, 2019 and 2018 are presented in the following table.

14. Contingencies and Commitments (continued)

As of September 30, 2019	Accrued Liabilities	Estimated Range of Lower	Upper
Legal Contingencies:			
Probable	$ 13,535	$ 13,535	$ 22,670
Reasonably Possible		14,475	43,590
As of September 30, 2018			
Probable	$44,599	$44,599	$72,804
Reasonably Possible		4,500	80,200

15. Funds from Dedicated Collections

In 1930, DOJ Circular No. 2126 granted the BOP authority to establish prisoner trust fund and commissary accounts. The Trust Fund is a self-sustaining trust revolving fund account that is funded through the sale of goods and services to inmates. The Trust Fund receives no appropriated funds. Funding is through revenues generated by the sale of merchandise, telephone services, and electronic messaging to inmates. Regular items sold through institution commissaries are marked-up 30 percent from their per unit cost. The Trust Fund Commissary inventories are comprised of merchandise on-hand at reporting sites located in the United States and Puerto Rico. Inventory sales are restricted to inmates and consist primarily of foods and beverages, hobby craft items, stamps, clothing, health and hygiene commodities, and other sundry items. Commissary items are stated at latest acquisition cost, which is adjusted using the CPI for the year to approximate the value of the inventory under the FIFO accounting methodology.

Cash receipts collected from the public for funds from dedicated collections are deposited in Treasury. The Trust Fund invests in non-marketable market-based Treasury securities issued by the Bureau of the Fiscal Service. The Trust Fund security investments have matured and the respective investment balances are zero. These securities are available to the public but cannot be resold. Trust fund will usually invest any amount over expected cost of operations; investing on the first of every month and liquidating the investments on the last Thursday of the month. The following table shows funds from dedicated collections as of September 30, 2019 and 2018.

15. Funds from Dedicated Collections (continued)

As of September 30, 2019 and 2018

	2019	2018
	Funds from Dedicated Collections	**Funds from Dedicated Collections**
Balance Sheets		
Assets		
Fund Balance with Treasury	$ 83,539	$ 86,435
Other Assets	24,279	25,124
Total Assets	$ 107,818	$ 111,559
Liabilities		
Accounts Payable	$ 11,466	$ 24,901
Other Liabilities	11,851	11,492
Total Liabilities	$ 23,317	$ 36,393
Net Position		
Cumulative Results of Operations	$ 84,501	$ 75,166
Total Net Position	$ 84,501	$ 75,166
Total Liabilities and Net Position	$ 107,818	$ 111,559

For the Fiscal Years Ended September 30, 2019 and 2018

	2019	2018
Statement of Net Cost		
Gross Cost of Operations	$ 344,762	$ 350,104
Less: Earned Revenue	347,600	352,825
Net Cost of Operations	$ (2,838)	$ (2,721)
Statement of Changes in Net Position		
Net Position Beginning of Period	$ 75,166	$ 67,120
Other Financing Sources	6,497	5,325
Total Financing Sources	6,497	5,325
Net Cost of Operations	2,838	2,721
Net Change	9,335	8,046
Net Position End of Period	$ 84,501	$ 75,166

16. Imputed Financing

Imputed Inter-Departmental Financing Sources are the unreimbursed (i.e., non-reimbursed and under-reimbursed) portion of the full costs of goods and services received by the BOP from a providing Federal entity that is not part of the DOJ. In accordance with SFFAS No. 55, *Amending Inter-entity Cost Provisions*, and SFFAS No. 30, *Inter-Entity Cost Implementation Amending SFFAS 4, Managerial Cost Accounting Standards and Concepts*, the material Imputed Inter-Departmental financing sources recognized by the BOP are the cost of benefits for the Federal Employees Health Benefits Program (FEHB), the Federal Employees' Group Life Insurance Program (FEGLI), the Federal Pension plans that are paid by other Federal entities, and any un-reimbursed payments made from the Treasury Judgment Fund on behalf of the BOP. The Treasury Judgment Fund was established by the Congress and funded at 31 U.S.C. 1304 to pay in whole or in part the court judgments and settlement agreements negotiated by the Department on behalf of agencies, as well as certain types of administrative awards. Interpretation of Federal Financial Accounting Standards Interpretation No. 2, *Accounting for Treasury Judgment Fund Transactions*, requires agencies to recognize liabilities and expenses when unfavorable litigation outcomes are probable and the amount can be estimated and will be paid by the Treasury Judgment Fund.

SFFAS No. 5, *Accounting for Liabilities of the Federal Government*, requires that employing agencies recognize the cost of pensions and other retirement benefits during their employees' active years of service. SFFAS No. 5 requires OPM to provide cost factors necessary to calculate cost. OPM actuaries calculate the value of pension benefits expected to be paid in the future, and then determine the total funds to be contributed by and for covered employees, such that the amount calculated would be sufficient to fund the projected pension benefits. The cost factors are as follows:

	Category	Cost Factor (%)
Civil Service Retirement System (CSRS)	Regular Employees	38.4
	Regular Employees Offset	28.8
	Law Enforcement Officers	62.3
	Law Enforcement Officers Offset	53.4
Federal Employees Retirement System (FERS)	Regular Employees	16.9
	Regular Employees - Revised Annuity Employees (RAE)	17.3
	Regular Employees - Further Revised Annuity Employees (FRAE)	17.6
	Law Enforcement Officers	34.9
	Law Enforcement Officers - RAE	35.4
	Law Enforcement Officers - FRAE	35.6

The cost to be paid by other agencies is the total calculated future costs, less employee and employer contributions. In addition, the cost of other retirement benefits, which include health and life insurance that are paid by other Federal entities, must also be recorded.

16. Imputed Financing (continued)

Those inter-departmental costs determined to be material are presented in the table below.

For the Fiscal Year Ended September 30, 2019 and 2018	2019	2018
Imputed Inter-Departmental Financing		
Treasury Judgment Fund	$ 7,487	$ 10,146
Health Insurance	221,713	227,913
Life Insurance	478	480
Pension	71,212	29,789
Total Imputed Inter-Departmental	$ 300,890	$ 268,328
Total Imputed Financing	$ 300,890	$ 268,328

Imputed Intra-Departmental Financing Sources as defined in SFFAS No. 4, Managerial Cost Accounting Standards and Concepts, are the unreimbursed portion of the full costs of goods and services received by the BOP from a providing entity that is part of the Department of Justice. Recognition is required for those transactions determined to be material to the receiving entity. The determination of whether the cost is material requires considerable judgment based on the specific facts and circumstances of each type of good or service provided. SFFAS No. 4 also states that costs for broad and general support need not be recognized by the receiving entity, unless such services form a vital and integral part of the operations or output of the receiving entity. Costs are considered broad and general if they are provided to many, if not all, reporting components and not specifically related to the receiving entity's output. As of September 30, 2019, these intra-departmental costs are deemed immaterial and are not reported.

17. Information Related to the Statement of Budgetary Resources

Status of Undelivered Orders:

Undelivered Orders (UDO) represents the amount of goods and/or services ordered, but not actually or constructively received. This amount includes any orders which may have been prepaid or advanced but for which delivery or performance has not yet occurred.

As of September 30, 2019 and 2018				
Intragovernmental		2019		2018
UDO Obligations Unpaid	$	89,056	$	51,176
UDO Obligations Prepaid/Advanced		2,621		2,362
Total Intragovernmental UDO		91,677		53,538
With the Public		2019		2018
UDO Obligations Unpaid	$	405,301	$	316,680
UDO Obligations Prepaid/Advanced		11,930		14,617
Total With the Public UDO		417,231		331,297
Total UDO	$	508,908	$	384,835

Net Adjustments to Unobligated Balance, Brought Forward, October 1:

Net adjustments to the Unobligated Balance, Brought Forward, October 1 primarily includes activity relating to Downward Adjustments of Prior-Year Undelivered and Delivered Orders, Transfers of Prior-Year Balances, and other changes in obligated balances. There were no material corrections of errors relating to the Net Adjustments to Unobligated Balance, Brought Forward, October 1.

Permanent Indefinite Appropriations:

A permanent indefinite appropriation is open-ended as to both its period of availability (amount of time the agency has to spend the funds) and its amount.

Congress established the Trust Fund in 1932 to allow inmates a means to purchase additional products and services above the necessities provided by appropriated Federal funds. The Trust Fund is a self-sustaining trust revolving fund account that is funded through sales of goods and services, rather than annual or no-year appropriations.

Legal Arrangements Affecting Use of Unobligated Balances:

Unobligated balances represent the cumulative amount of budget authority that is not obligated and that remains available for obligation based on annual legislative requirements and other enabling authorities, unless otherwise restricted. The use of unobligated balances is restricted based on annual legislation requirements and other enabling authorities. Funds are appropriated on an annual, multi-year, or no-year basis. Appropriated funds shall expire on the last day of availability and are no longer available for new obligations. Unobligated balances in unexpired fund symbols are available in the next fiscal year for new obligations unless some restrictions have been placed on those funds by law. Amounts in expired fund symbols are not available for new obligations, but may be used to adjust previously established obligations.

Explanation of Differences between the SBR and the Budget of the U.S. Government:

The reconciliation between the Statement of Budgetary Resources and the Budget of the United States Government for FY 2018 is shown in the following table. The reconciliation as of September 30, 2019 is not presented, because the submission of the Budget of the United States Government (Budget) for FY 2021, which presents the execution of the FY 2019 Budget, occurs after publication of these financial statements. The Department of Justice Budget Appendix can be found on the OMB website and will be available in early February 2020.

For the Fiscal Year Ended September 30, 2018
(Dollars in millions)

	Total Budgetary Resources	New Obligations and Upward Adjustments	Distributed Offsetting Receipts	Agency Outlays, Net
Statement of Budgetary Resources (SBR)	$ 8,498	$ 7,494	$ 2	$ 6,783
Funds not Reported in the Budget				
Expired Funds	(160)	(11)	-	-
Reconciling Item 15F3875.10 (YH)	-	-	(2)	2
Budget of the United States Government	$ 8,338	$ 7,483	$ -	$ 6,785

18. Custodial Revenues

For the fiscal years ended September 30, 2019 and 2018, the BOP collected $34 and $36 thousand respectively, in collections of fines and penalties, confiscated funds, found money on institution grounds, inmate’s funds whose whereabouts are unknown, and excess meal ticket collections. These collections were incidental to the BOP’s mission. Since the BOP does not have statutory authority to use these funds, the BOP remits these funds to Treasury’s General Fund.

19. Reconciliation of Net Costs to Net Outlays

Budgetary and financial accounting information differ. Budgetary accounting is used for planning and control purposes and relates to both the receipt and use of cash, as well as reporting the federal deficit. Financial accounting is intended to provide a picture of the government's financial operations and financial position so it presents information on an accrual basis. The accrual basis includes information about costs arising from the consumption of assets and the incurrence of liabilities. The 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 reconciliation serves not only to identify costs paid for in the past and those that will be paid in the future, but also to assure integrity between budgetary and financial accounting.

The reconciliation explains the relationship between the net cost of operations and net outlays by presenting (1) components of net cost that are not part of net outlays (e.g. depreciation and amortization expenses of assets previously capitalized, change in asset/liabilities); and (2) components of net outlays that are not part of net cost (e.g. acquisition of capital assets). Other components of net operating cost not part of the budgetary outlays primarily include the cost capitalization offset, contingent liabilities, and other liabilities without related budgetary obligations. The reconciliation below lists the key differences between net cost and net outlays.

19. Reconciliation of Net Costs to Net Outlays (continued)

	Intra-governmental	With the Public	Total FY 2019
NET COST	$ 1,910,792	$ 5,752,077	$ 7,662,869
Components of Net Cost That Are Not Part of Net Outlays:			
Property, Plant and Equipment depreciation	$ -	$ (400,752)	$ (400,752)
Property, Plant and Equipment disposal and reevaluation	$ -	$ (816)	$ (816)
Other (Cost of Capitalization Offset)	$ -	$ 255,825	$ 255,825
Increase/(decrease) in Assets			
Accounts Receivable	$ (3,807)	$ (5,807)	$ (9,614)
Other Assets	$ (4,422)	$ 42,290	$ 37,868
(Increase)/decrease in Liabilities			
Accounts Payble	$ 27,722	$ (50,751)	$ (23,029)
Salaries and Benefits	$ (5,695)	$ (16,489)	$ (22,184)
Environment and Disposal Liabilities	$ -	$ 4	$ 4
Other Liabilities (Unfunded leave, Unfunded FECA, Actuarial FECA)	$ (10,291)	$ (31,895)	$ (42,186)
Other Financing Sources			
Federal Employee retirement benefit costs paid by OPM and imputed to the agency	$ (300,890)	$ -	$ (300,890)
Total Components to Net Cost That Are Not Part of Net Outlays	$ (297,383)	$ (208,391)	$ (505,774)
Components of Net Outlays That Are Not Part of Net Cost:			
Other	$ -	$ (1)	$ (1)
Total Component of Net Outlays That Are Not Part of Net Cost	$ -	$ (1)	$ (1)
NET OUTLAYS	$ 1,613,409	$ 5,543,685	$ 7,157,094

20. Public-Private Partnerships

In accordance with SFFAS 49, the BOP maintains Public-Private Partnerships with energy service companies through energy savings performance contracts (ESPC). An ESPC allows federal agencies to procure energy savings and facility improvements with no up-front capital costs or special appropriations from Congress. An ESPC is a partnership between an agency and an energy service company (ESCO), with authority provided by 42 U.S.C. § 8287(b)(1)(A); 10 C.F.R. § 436.30(a).

The average length of an ESPC is 17 years, but may not exceed 25 years. Term length depends on the scope of work performed by the ESCO and the nature of energy upgrades required by the institution. Annual payments made to the ESCO are tied to the energy savings guaranteed for the project and validated by the ESCO through the annual measurement and verification activity plan. Unless otherwise stipulated in the payment schedules or amended by a procurement action, payments are applied to principal, interest expense, and operational expense. By contrast, Note 13 includes only liabilities related to principal payments.

20. Public-Private Partnerships (continued)

As with all property acquisitions, the BOP assumes the inherent risk of maintaining the asset through its expected useful life. There may be additional risks of costs associated with asset ownership or control should those assets require maintenance beyond traditional wear and tear and outside the contractual scope of work. Likewise, private partners may assume added risk given the length of the contracts and may incur substantial financing liabilities in the delivery of performance measures. In addition, the BOP may elect to terminate individual contracts with a lump sum payment predetermined within the contract and as approved by the ESCO.

The schedule of current and future payments as of September 30, 2019, is presented in the following table.

For the Fiscal Year Ended September 30, 2019	
Current Period	
2019	$ 33,863
Total Current ESPC Payments	33,863
Future Periods	
2020	104,803
2021	38,840
2022	39,885
After 2022	627,989
Total Future ESPC Payments	$ 811,517
Total Current and Future ESPC Payments	$ 845,380

U.S. DEPARTMENT OF JUSTICE

BUREAU OF PRISONS

REQUIRED SUPPLEMENTARY INFORMATION (UNAUDITED)

SFFAS No. 42, Deferred Maintenance and Repairs: Amending Statements of Federal Financial Standards 6, 14, 29 and 32, defines deferred maintenance and repairs as 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. Maintenance and repairs, as distinguished from capital improvements, exclude activities directed towards expanding the capacity of an asset or otherwise upgrading it to serve needs different from, or significantly greater than, its current use.

The BOP uses the Computerized Maintenance Management System (CMMS) Program to track normal and emergency maintenance requests. Work Orders are entered into the CMMS Program by requesting staff. Requests for work are reviewed, approved, and assigned to the appropriate facilities staff by the Facility Manager. Work Orders are assigned a priority rating by the Facility Manager or designee. Priorities are designated as urgent or routine. Once the Work Order is completed, all data will be entered in CMMS. If any additional/follow-up work is needed, a new pending Work Order will be entered.

Due to health and safety concerns for staff and inmates, the BOP does not defer necessary maintenance and repairs. The BOP maintains maintenance and repair schedules to monitor the condition of its PP&E. As such, the BOP's deferred maintenance and repairs is immaterial.

U.S. Department of Justice
Bureau of Prisons
Required Supplementary Information
Combining Statement of Budgetary Resources
Broken Down by Major Budget Account
For the Fiscal Year Ended September 30, 2019

Dollars in Thousands	S&E	B&F	TF	Total 2019
Budgetary Resources:				
Unobligated Balance from Prior Year Budget Authority, Net (discretionary and mandatory)	$ 389,862	$ 587,794	$ 49,705	$ 1,027,361
Appropriations (discretionary and mandatory)	7,250,000	292,400	-	7,542,400
Spending Authority from Offsetting Collections (discretionary and mandatory)	31,912	-	347,880	379,792
Total Budgetary Resources	**$ 7,671,774**	**$ 880,194**	**$ 397,585**	**$ 8,949,553**
Status of Budgetary Resources:				
New Obligations and Upward Adjustments (Total)	$ 7,278,591	$ 127,216	$ 349,240	$ 7,755,047
Unobligated Balance, End of Year:				
Apportioned, Unexpired Accounts	56,551	752,978	-	809,529
Exempt from Apportionment, Unexpired Accounts	-	-	48,345	48,345
Unexpired Unobligated Balance, End of Year	56,551	752,978	48,345	857,874
Expired Unobligated Balance, End of Year	336,632	-	-	336,632
Unobligated Balance - End of Year (Total)	393,183	752,978	48,345	1,194,506
Total Status of Budgetary Resources:	**$ 7,671,774**	**$ 880,194**	**$ 397,585**	**$ 8,949,553**
Outlays, Net:				
Outlays, Net (Total) (discretionary and mandatory)	$ 7,021,588	$ 134,058	$ 2,896	$ 7,158,542
Less: Distributed Offsetting Receipts (-)	1,448	-	-	1,448
Agency Outlays, Net (discretionary and mandatory)	**$ 7,020,140**	**$ 134,058**	**$ 2,896**	**$ 7,157,094**

U.S. Department of Justice
Bureau of Prisons
Required Supplementary Information
Combining Statement of Budgetary Resources
Broken Down by Major Budget Account
For the Fiscal Year Ended September 30, 2018

Dollars in Thousands				2018
	S&E	B&F	TF	Total
Budgetary Resources:				
Unobligated Balance from Prior Year Budget Authority, Net (discretionary and mandatory)	$ 222,199	$ 530,794	$ 41,057	$ 794,050
Appropriations (discretionary and mandatory)	7,130,000	195,571	-	7,325,571
Spending Authority from Offsetting Collections (discretionary and mandatory)	25,203	-	353,038	378,241
Total Budgetary Resources	**$ 7,377,402**	**$ 726,365**	**$ 394,095**	**$ 8,497,862**
Status of Budgetary Resources:				
New Obligations and Upward Adjustments (Total)	$ 7,011,144	$ 138,571	$ 344,390	$ 7,494,105
Unobligated Balance, End of Year:				
Apportioned, Unexpired Accounts	218,670	587,794	-	806,464
Exempt from Apportionment, Unexpired Accounts	-	-	49,705	49,705
Unexpired Unobligated Balance, End of Year	218,670	587,794	49,705	856,169
Expired Unobligated Balance, End of Year	147,588	-	-	147,588
Unobligated Balance - End of Year (Total)	366,258	587,794	49,705	1,003,757
Total Status of Budgetary Resources:	**$ 7,377,402**	**$ 726,365**	**$ 394,095**	**$ 8,497,862**
Outlays, Net:				
Outlays, Net (Total) (discretionary and mandatory)	$ 6,723,552	$ 85,292	$ (23,965)	$ 6,784,879
Less: Distributed Offsetting Receipts (-)	1,686	-	-	1,686
Agency Outlays, Net (discretionary and mandatory)	**$ 6,721,866**	**$ 85,292**	**$ (23,965)**	**$ 6,783,193**

U.S. DEPARTMENT OF JUSTICE

BUREAU OF PRISONS

OTHER INFORMATION
(UNAUDITED)

TREASURY SYMBOL MATRIX

15191060	Salaries and Expense
15181060	Salaries and Expense
15171060	Salaries and Expense
15161060	Salaries and Expense
15151060	Salaries and Expense
15141060	Salaries and Expense
1518/191060	Salaries and Expense
1517/181060	Salaries and Expense
1516/171060	Salaries and Expense
1515/161060	Salaries and Expense
1514/151060	Salaries and Expense
1513/141060	Salaries and Expense
7515191060	Public Health Services
7515181060	Public Health Services
7515171060	Public Health Services
7515161060	Public Health Services
7515151060	Public Health Services
7515141060	Public Health Services
15X1003	Buildings and Facilities
15X8408	Revolving Trust Fund
15X1060	Salaries and Expense
15X6085	Deposit Fund (Prisoners)
151060	General Fund (Forfeiture Unclaimed)
151099	General Fund (Fines, Penalties, Forfeiture)
153200	General Fund (Miscellaneous Receipts)
153220	General Fund (Miscellaneous Receipts)
151435	Miscellaneous Interest Received
15F3875.10	Clearing Account (Budget)
15F3880.10	Clearing Account (Budget)
15X6275.10	Deposit Fund (State/Local Taxes)
20X1807	BOP Refund Erroneously Received
20X6133	BOP Payment Unclaimed Money
15_7001	Elimination Fund
15_7002	Elimination Fund

PRISONER CAPACITY REQUIREMENTS

The numbers in the chart reflect the additional requested, funded, and partially funded capacity (number of beds) required for each established facility as of September 30, 2019.

Note that the estimated construction completion dates supplied below are projections, not fixed dates. Also, once construction is completed at an institution, that institution does not immediately begin accepting inmates, as there are necessary activation and preparatory procedures that must be enacted beforehand.

REQUESTED, FUNDED, OR PARTIALLY FUNDED CAPACITY REQUIREMENTS							
ADDITIONAL CAPACITY:	**2020**	**2021**	**2022**	**2023**	**2024**	**2025**	**Total**
USP Thomson, IL (High/Camp)	1,450	1,900	1,900	1,900	1,900	1,900	1,900

OPERATING LEASES AS OF SEPTEMBER 30, 2019 (IN THOUSANDS)

Operating Lease Identifier		Total Future Payments
230 N First Avenue	Phoenix, AZ	$ 325
230 N First Avenue	Phoenix, AZ	1,074
314 N Second Avenue	Phoenix, AZ	4
255 E Temple Street	Los Angeles, CA	216
501 I Street	Sacramento, CA	65
2880 Sunrise Boulevard	Rancho Cordova, CA	39
7338 Shoreline Drive	Stockton, CA	9,248
324 Horton Plaza	San Diego, CA	1,916
9692 Via Excelencia, Suite 104	San Diego, CA	300
11900 E Cornell Avenue	Aurora, CO	3,592
320 First Street N.W.	Washington, DC	98,989
200 Constitution Avenue NW	Washington, DC	2,366
901 D Street SW	Washington, DC	68,596
3800 Camp Creek Parkway	Atlanta, GA	1,158
450 S Federal Street	Chicago, IL	745
230 S Dearborn Street	Chicago, IL	790
1901 Butterfield Road	Downers Grove, IL	172
5353 S Laramie Avenue	Chicago, IL	5,044
4th & State Avenue	Kansas City, KS	6,417
302 Sentinel Drive	Annapolis, MD	3,944
300 S 4th Street	Minneapolis, MN	1,142
1222 Spruce Street	St. Louis, MO	776
1222 Spruce Street	St. Louis, MO	67
36 E Seventh Street	Cincinnati, OH	219
200 Chestnut Street	Philadelphia, PA	4,443
1000 Liberty Avenue	Pittsburgh, PA	579
600 Arch Street	Philadelphia, PA	25
701 Market Street	Philadelphia, PA	900
145 W Thompson Street	Philadelphia, PA	732
701 Broadway	Nashville, TN	172
701 San Jacinto Street	Houston, TX	252
701 San Jacinto Street	Houston, TX	874
15431 W Vantage Pkwy, Suites 200 & 205	Houston, TX	1,139
727 E Cesar E. Chavez Boulevard	San Antonio, TX	1,935
6810 Loisdale Road	Springfield, VA	168
796 N Foxcroft Avenue	Martinsburg, WV	1,671
		$ 220,094

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